

Clause No. 23 in Report No. 11 of the Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on June 26, 2014.

23
REGIONAL ROAD ASSUMPTION POLICY UPDATE

Committee of the Whole recommends adoption of the following recommendations contained in the report dated May 30, 2014 from the Commissioner of Transportation and Community Planning:

1. RECOMMENDATIONS

It is recommended that:

1. Council approve the revised Regional Road Assumption Policy.
2. This report be circulated by the Regional Clerk to the Clerks of the nine local municipalities with a copy of the final updated Regional Road Assumption Policy.

2. PURPOSE

This report seeks Council approval of the revised Policy and to summarize the municipal consultation and comments on the proposed update to the Regional Road Assumption Policy.

3. BACKGROUND

Existing Regional Road Assumption Criteria were approved by Regional Council on June 23, 2005 with provision for periodic review

Council, at its meeting of June 23, 2005, adopted a report from the Transportation and Works Committee specifying criteria to be used when considering the transfer of a road either from a local municipality to the Region or from the Region to a local municipality.

The June 2005 Regional Road Assumption Policy (see *Attachment 1*) was developed in consultation with the Region's nine local municipalities. It was agreed at the time the existing Policy was developed that the criteria would be reviewed periodically.

As it has been approximately nine years since the road assumption criteria was adopted by Council, a review of the existing policy is warranted.

Staff recommended updates to the Regional Road Assumption Policy in a report to Council on October 3, 2013

Since 2005, a number of Regional policies have changed and new policies adopted, including an updated Transportation Master Plan, Region Official Plan and Vision 2051. Within the context of these new Regional policies, staff recommended updates to the criteria governing the existing Regional Road Assumption Policy in a report to Council in October 2013.

The October 2013 report also recommended that staff report back to Council with a report outlining final updates to the Regional Road Assumption Policy following consultation with and input from local municipalities.

Updated Draft Regional Policy was circulated to local municipalities for comments

The updated draft Regional Policy and associated criteria were circulated to the local municipalities on October 18, 2013 with a request for comments by February 1, 2014.

Following the circulation of the draft updated Regional Policy, a series of meetings were held with local municipal staff in February and March 2014 to ensure that all local municipal comments and concerns were discussed and addressed.

4. ANALYSIS AND OPTIONS

Updated Draft Regional Road Assumption Policy is based on two key principles and reflect a wide range of issues to consider before a recommendation is made to transfer road jurisdiction

The two key principles on which the updated policy is based on are:

1. Regional roads serve more than a vehicular traffic capacity function; they are diverse and support other functions including walking, cycling, transit, and movement of goods.
2. Transparency and accountability to all stakeholders; consideration should be given to local conditions as well as financial and operational factors in addition to road network factors.

The proposed new policy criteria (see *Attachment 2*) reflect these two key principles in addition to a wide range of operational, environmental and financial considerations before a recommendation is made to transfer a road.

Proposed criteria reflect existing and future issues that may arise as a result of the transfer of road jurisdiction

The proposed criteria in the October 2013 report were intended to allow for a more transparent and informed decision-making process, and to facilitate a better understanding of the risks and associated consequences following a road transfer.

The proposed criteria were also intended to address the transfer of development charges collected for improvements to a road, and provide the Region with a full assessment of the financial impacts of a road transfer.

Input from local municipalities has been incorporated into the final recommended Regional Road Assumption Policy

Regional staff consulted with local municipalities on a number of occasions to review, clarify and update the road assumption criteria and specifications governing the policy.

In the October 2013 report, the proposed changes were structured into Category 1, 2 and 3 criteria (see *Attachment 2*)

Overall, the focus of comments and concerns from local municipalities centred around Category 2 and 3 criteria and the specific requirements of these criteria. A summary of comments received from local municipalities and staff responses are described in Table 1.

Table 1
Summary of Local Municipal Comments and Staff Responses

Municipal Comments	Staff Responses
Previous Policy had specific traffic volume thresholds for consideration of a roads transfer. The updated policy proposes to eliminate the traffic volume threshold but includes a more subjective assessments of factors related to the Region's Official Plans, Transportation Master Plan, etc. How will this influence decision-making?	The removal of specific traffic volume thresholds would allow more flexibility to a local municipality in requesting the transfer of a road that serves a Regional function.

Municipal Comments	Staff Responses
<p>Consider adding specific criteria to make it easier to transfer boundary or near-boundary roads which carry high volumes of inter-regional traffic</p>	<p>Specific criteria “Road with cross-boundary/inter-regional/inter-municipal function” is included in the revised criteria.</p>
<p>The criteria should be more specific with regard to how each criterion is addressed.</p>	<p>Agreed. See Table 2.</p>
<p>The proposed revision leaves a large amount of interpretation of the requirements to Regional staff. It is requested that some ranges or limits or explanation be added to the Policy, particularly Category 2 and 3.</p>	<p>Addressed in Table 2.</p>
<p>The condition of a road should not be used as a rationale to refuse a road transfer request.</p>	<p>Road condition is one of the several factors that will be collectively considered in making a road transfer recommendation to Council but will not be used to determine whether the road serves a Regional function.</p>
<p>Legal issues and financial implications should be separate from physical considerations.</p>	<p>All criteria under Category 2 including legal issues and financial implications will be collectively considered in making a road transfer recommendation to Council.</p>
<p>There should be a Category 3 criteria that identifies the non-depreciated capital cost of the road being transferred.</p>	<p>The asset replacement reserve transfer will be subject to discussion with the Local Municipality at the time of the road transfer request. This is to ensure that all available capital fund for the road are being equitably considered as part of the transfer.</p>
<p>Each road transfer would need to be assessed in much more detail, making the process more onerous.</p>	<p>The purpose is to better understand all issues and risks associated with a road transfer before making a transfer recommendation to Council.</p>

Municipal Comments	Staff Responses
<p>Would the criteria for a road transfer from the Region to a local municipality use the same criteria applied inversely?</p>	<p>Yes.</p>
<p>Add a section to the Policy to clearly outline the road transfer process from Region to municipalities.</p>	<p>The entire Policy is also applicable to consider transfer of a road from the Region to a local municipality.</p>
<p>It is suggested that a figure or a list be added of the Regional Roads that may be candidates to be reverted to the municipality.</p>	<p>The Region has no specific roads to be transferred to the municipalities at this time.</p>
<p>Transfer of Development Charges is reasonable. Municipalities do not have asset replacement reserves to cover the cost of replacing each piece of infrastructure and this should not be included.</p>	<p>Local municipalities may not have such reserves now, however, there is a province-wide focus on asset management and municipalities are considering the establishment of such reserves. The transfer of asset replacement reserve will be discussed during the road transfer process.</p>
<p>Not all municipalities have asset replacement reserves. Consideration must be given to the fair and equitable costs associated with assumption.</p>	<p>The asset replacement reserve requirement will be discussed on a case by case basis. However, municipality will be responsible to transfer Development Charge reserves specific to the road being assumed. The municipality will also be responsible to maintain the road in a reasonable state of good repair prior to transfer.</p>
<p>It is not clear in the Policy which group would be undertaking the necessary studies for assumption and the associated funding.</p>	<p>The Policy has been updated to establish roles and responsibilities associated with a road transfer request.</p>
<p>How can we co-ordinate timely collection of development charges as a result of a road transfer?</p>	<p>By identifying potential road transfers ahead of time as explained in the Financial Implications section.</p>

Proposed Regional Road Assumption Policy has been revised to address comments and concerns of local municipalities

Based on comments received and responses provided, staff clarified and updated the criteria of the proposed new Regional Road Assumption Policy as summarized in Table 2.

Table 2
Changes/modifications to October 2013 Proposed Criteria

October 2013 Proposed Criteria	Changes/modifications
Category 1: Regionally significant transportation network criteria	
	<ul style="list-style-type: none">• No changes
Category 2: Existing corridor condition and environmental criteria	
<ul style="list-style-type: none">• Contaminated soils• Drainage• Community noise concerns• Access issues• Pavement conditions• Legal issues• Financial implications	<ul style="list-style-type: none">• Contaminated soil is replaced with an assessment of the environmental condition of the road such as a Phase One Environmental Site Assessment.• Local municipality will provide a completed Regional Road Assumption Checklist for traffic Noise.• Letter(s) from the local municipality disclosing all known legal, financial, access, drainage and pavement issues associated with the road being requested for transfer at the time of request.
Category 3: Financial and Operational criteria	
<ul style="list-style-type: none">• Long-term operating and capital financial costs (asset management /life cycle costs)• Short-term maintenance costs (state of good repair)• Impact on road operational plans and facilities• Transfer of development charges and asset replacement reserve from the local municipality	<ul style="list-style-type: none">• Operating, maintenance and capital costs as well as impact on operational plans and facilities to be assessed by Region with supporting information from local municipality.• Transfer of asset replacement reserve is still a criterion and subject to discussion at the time of the road transfer request.

New Regional Road Assumption Policy is recommended for Council adoption

With the revised Policy criteria incorporating input from the local municipalities, staff recommend adoption of the updated Regional Road Assumption Policy. (see *Attachment 3*)

Link to key Council-approved plans

The updated Regional Road Assumption Policy will help in realizing the following key Council approved plans:

2011-2015 Strategic Plan:

- Continue to deliver and sustain critical infrastructure.

Regional Official Plan:

- Policy 7.2.57 of the Region's Official Plan states that the arterial streets shown on Map 12 that are currently not part of the Regional street network may be considered for a transfer in jurisdiction to York Region.

Vision 2051:

- Interconnected system for mobility which is a network of complete streets supporting a road network that has a hierarchy of road types to increase travel choices.

5. FINANCIAL IMPLICATIONS

There are no financial implications as a result of this report. Detailed financial implications associated with a road transfer between York Region and a local municipality will be addressed during review of each specific Municipal Road Transfer Request.

Staff will identify potential local roads that could be assumed into the Regional network through future Transportation Master Plan updates to co-ordinate timely collection of Development Charges

In order to inform the next update of the Region's Development Charges Bylaw, staff will identify potential local roads that can be assumed into the regional network through the Transportation Master Plan update. Local roads that are identified will be incorporated into the Contingent List of Growth-Related Capital Cost (Schedule G) of the Region's Development Charges Bylaw. The Contingent List of Growth-Related Capital Cost identifies a list of capital projects that may be included in Regional Development Charges rate once a set of conditions have been satisfied.

The current list of potential roads to be transferred to the Region that are included in Schedule G of the Development Charges Bylaw are:

- Glenwoods Avenue – Woodbine Avenue to Highway 404, Town of Georgina
- Pollock Road – Woodbine Avenue to Highway 404, Town of Georgina
- 19th Avenue – Leslie Street to Woodbine Avenue, City of Markham and Town of Richmond Hill
- King-Vaughan Road – Highway 400 to Bathurst Street, City of Vaughan

It is recommended that local municipal Transportation Master Plans also identify potential roads for transfer to the Region.

6. LOCAL MUNICIPAL IMPACT

Staff has consulted extensively with local municipalities to finalize the updated Regional Road Assumption Policy. Comments received have been considered and where appropriate, incorporated into the final criteria and policy.

7. CONCLUSION

This report presents the final updated Regional Road Assumption Criteria for Council approval. The updated Regional Road Assumption Criteria is based on feedback received from local municipalities.

The updated Regional Road Assumption Criteria will allow for a more transparent and informed decision-making process and will assist in understanding the full range of operational, environmental and financial impacts associated with a road transfer.

For more information on this report, please contact Loy Cheah, Director, Transportation Planning at ext. 75024.

The Senior Management Group has reviewed this report.

Attachments (3)



STATUS: Final
 Council Approved: Y
 CAO Approved: N/A

Regional Road Assumption Criteria	Edocs No.: 145599 Original Approval Date: June 23, 2005 Policy Last Updated: June 23, 2005
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POLICY STATEMENT:

The Regional Road Assumption Criteria will be used when considering the transfer of a road either from a local municipality to the Region or from the Region to a local municipality.

PURPOSE:

This policy provides criteria to be used for evaluating if a road performs a Regional function so it can be considered to be added or deleted from/to the Regional road system from a local municipality.

DEFINITIONS:

Rural Areas

Rural areas are those areas which fall outside urban areas as defined in the Official Plan. Map 5 of the Official Plan defines clear edges between these rural and urban areas.

The following criteria to be considered for the assumption of existing roads as Regional roads in rural areas:

1. Connects designated rural settlements, having existing major commercial/industrial development or more than 150 persons, to each other and a Regional road or Provincial Highway.
2. Connects a Provincial Highway or Regional road to:
 - a. Provincial Highway
 - b. Major commercial and industrial areas
 - c. Major institutional complexes such as colleges and hospitals
3. Provides service close to consistent major attractors or generators of heavy vehicles.
4. Provides service parallel to and, where justified, crossing major barriers to free traffic movement.
5. Provides service on those roads which are extensions of roads designated as Regional roads in urban areas and to a Regional road or a Provincial Highway.
6. Provides service on those roads which are extensions of roads designated as Regional or County Roads in neighbouring jurisdictions and, to a Regional road or a Provincial Highway.

7. Roads should have a current traffic volume greater than 4,000 annual average daily traffic (AADT).
8. Roads should be part of the original concession road grid.

In order for a road to be designated as a Regional road in the rural areas, all the criteria above must be considered. This will help ensure that only the major arterial roads are transferred to the Region.

Urban Areas

Urban roads are in those areas designated as urban areas as defined in the Official Plan. Map 5 of the Official Plan defines these urban areas.

The following criteria are proposed for the assumption of existing roads as Regional roads in urban areas:

1. Provides the necessary arterial capacity in a major travel corridor and in general, should be used for inter-municipal traffic.
2. Comprises a reasonable direct and unbroken major traffic route or corridor which connects with major arterial roads or to one or more existing or proposed Provincial Highways at a grade-separated interchange.
3. May include a linkage, existing or proposed, required to cross or circumvent a physical barrier that breaks the logical continuity of the route.
4. Roads should have a current traffic volume greater than 5,000 AADT.
5. Roads should be part of the original concession road grid.

In order for a road to be designated as a Regional road in urban areas, all the criteria must be considered, to ensure only the major arterial roads are transferred.

DESCRIPTION:

Regional roads fall into two categories, rural and urban. Regional roads are arterial roads which carry vehicles travelling longer distances, typically between home and work and between different communities and business centres. Regional arterial roads also have fewer access points than do local or collector roads. Regional roads, in general, form part of the main concession grid road system. Mid-block roads would not generally be considered as a Regional road.

In order for a road to be assumed into the Regional road system from a local municipality, the road characteristics must be assessed against the criteria in this policy. Staff must review each road that has been identified to be considered for transfer, against the criteria, discuss with local

municipal staff and prepare a report to the Transportation and Works Committee to authorize the enactment of a by-law to transfer a road from a local municipality to the Region or from the Region to the local municipality.

RESPONSIBILITIES:

- **Transportation and Works Department**
The Transportation and Works Department shall assess the criteria for the transfer of a local municipal road to the Regional road system.

- **Local Municipalities**
The local municipalities, in consultation with Regional staff, shall aid in the assessment of the transfer of a Regional road to a local municipality.

REFERENCE:

CONTACT:

Director of Roads Transportation

APPROVAL INFORMATION

CAO Approval Date: June 1, 2005

Committee: Transportation and Works **Clause:** 9 **Report No.:** 6

Council Approval: **Minute No.** 115 **Page:** 11 **Date:** June 23, 2005

145599

Criteria Proposed in October 2013

Criteria to be used to assess a road transfer request are grouped into three categories and are listed below:

Category 1: Regionally significant transportation network criteria

It is proposed that the first and at least one of the remaining regionally significant transportation network criteria listed below need to be met for a road to be considered for a jurisdiction transfer.

- Supporting the Region's longer-term plans (TMP, OP and Vision 2051)
- Arterial road with cross boundary/inter-regional/inter-municipal function
- Logical connection in the Regional road network that currently exists as a gap
- Key link to provincial highway system
- Existing or planned rapid transit route or connection to major transit hub

Category 2: Existing corridor condition and environmental criteria

All of the items below need to be considered and any major concerns addressed before a road can be transferred:

- Contaminated soils
- Drainage
- Community noise concerns
- Access issues
- Pavement conditions
- Legal issues
- Financial implications

Category 3: Financial and Operational criteria

The criteria below are intended to assess the financial and road operational impacts of a proposed road transfer:

- Long-term operating and capital financial costs (asset management /life cycle costs)
- Short-term maintenance costs (state of good repair)
- Impact on road operational plans and facilities
- Transfer of development charges and asset replacement reserve from the local municipality

The proposed criteria to be considered are applicable to all road typologies in the Region.

Regional Road Assumption Policy	Edocs No.: Original Approval Date: June 23, 2005 Policy Last Updated: June, 2014
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POLICY STATEMENT:

The Regional Road Assumption policy will be used when considering the transfer of jurisdiction of a road either from a Local Municipality to the Region or from the Region to a Local Municipality.

PURPOSE:

This policy establishes the criteria and issues that are to be considered when determining whether the jurisdiction of a road will be transferred from a Local Municipality to the Region or from the Region to a Local Municipality.

DEFINITIONS:

Local Municipality: Municipalities located within the Regional Municipality of York, including the Town of Aurora, Town of East Gwillimbury, Town of Georgina, Township of King, City of Markham, Town of Newmarket, Town of Richmond Hill, City of Vaughan and Town of Whitchurch-Stouffville.

Regional Road: A road which is under the jurisdiction of The Regional Municipality of York.

DESCRIPTION:

1.0 Considerations for the Interjurisdictional Transfer of a Road

The following criteria and issues shall be considered when assessing the proposed transfer of jurisdiction over a road:

1.1 Regionally Significant Transportation Network Criteria

To form part of the Regional Road system, the road must support the Region’s transportation plans and objectives as defined by (but not limited to) the Transportation Master Plan, Regional Official Plan and Vision 2051.

Additionally, to form part of the Regional Road system, the road must meet one of the following function:

- perform a cross-boundary, inter-regional or inter-municipal function;
- provide a logical connection in the Regional Road network and will fill a gap where one currently exists;
- provide a direct link to the Provincial highway system; or
- support an existing or planned rapid transit route or connection to a major transit hub.

1.2 Existing Corridor and Environmental Conditions and Issues

It is necessary to assess the existing condition of the road and any issues related to the road, including:

- the environmental condition of the road (such as a Phase 1 environmental site assessment);
- whether there are any issues with:
 - drainage;
 - traffic noise; or
 - access;
- the condition of:
 - the pavement;
 - any streetscape and trees; and
 - any structures, culverts and retaining walls associated with the road; and
- whether there are any outstanding legal issues.

Any significant existing corridor and environmental conditions or issues may require additional analysis or assessment by the Region or the local municipality before a recommendation is made concerning whether to transfer jurisdiction of the road.

1.3 Financial and Operational Costs

Consideration shall also be given to the following financial and operational matters:

- anticipated long-term operating and capital costs of the road (asset management/life cycle costs);
- short-term maintenance costs taking into consideration the condition of the road;
- impact on road operational plans and facilities; and
- development charges and asset replacement reserves to be transferred by the local municipality.

2.0 Responsibilities

1. If the interjurisdictional transfer of a road is being considered, the Region and the Local Municipality shall refer to the issues and criteria set out in this Policy to evaluate the appropriateness of the transfer.
2. The Region and the Local Municipality shall consult with each other and provide any information that may be useful to evaluate the condition of the road, including all available information regarding surface and sub-surface infrastructure, engineering drawings, reports and digital files.
3. The Region and the Local Municipality shall each prepare a report to their respective Councils concerning the proposed change in the jurisdiction of the road.
4. The municipality having jurisdiction of the road prior to the proposed transfer shall notify adjacent land owners of the proposed change in jurisdiction.
5. Any agreed to Development Charge (DC) reserves and asset replacement reserves specific to the road shall be transferred to the municipality having jurisdiction of the road.

CONTACT:

Transportation and Community Planning Department

APPROVAL INFORMATION

CAO Approval Date:

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