

3

MUNICIPAL ROAD ASSUMPTIONS/REVERSION TOWNS OF EAST GWILLIMBURY AND GEORGINA

(Regional Council at its meeting on June 22, 2006 amended the following Clause by amending recommendation 4 so that it reads as follows:

- 4. Warden Avenue between Ravenshoe Road (Y.R. 32) and Baseline Road (Y.R. 8A), in the Town of Georgina, be assumed into the Regional road system now and be designated as Warden Avenue (Y.R.65).***

The Transportation and Works Committee recommends the adoption of the recommendations contained in the following report, June 1, 2006, from the Commissioner of Transportation and Works:

1. RECOMMENDATIONS

It is recommended that:

1. The 2nd Concession between Green Lane (Y.R. 19) and Queensville Sideroad (Y.R. 77), in the Town of East Gwillimbury, be assumed into the Regional road system and be designated as 2nd Concession (Y.R. 34), effective September 1, 2006.
2. The 2nd Concession between Queensville Sideroad (Y.R. 77) and Holborn Road, in the Town of East Gwillimbury, not be assumed into the Regional road system.
3. McCowan Road between Ravenshoe Road (Y.R. 32) and Baseline Road (Y.R. 8A), in the Town of Georgina, not be assumed into the Regional road system.
4. Warden Avenue between Ravenshoe Road (Y.R. 32) and Baseline Road (Y.R. 8A), in the Town of Georgina, be assumed into the Regional road system and be designated as Warden Avenue (Y.R. 65), upon completion of Highway 404 to Woodbine Avenue/Ravenshoe Road.
5. The section of Old Green Lane from approximately 165 metres east of the Holland River crossing to approximately 50 metres west of the Holland River crossing, including the newly constructed pedestrian bridge over the Holland River, be transferred to the Town of East Gwillimbury, effective September 1, 2006.
6. The Regional Solicitor prepare the necessary amendment to the Road Consolidation By-law R-1107-96-126 to include the roads outlined in Recommendation 1 and 4.

7. The Towns of East Gwillimbury and Georgina forward all financial information, right-of-way land surveys and other traffic and engineering information pertaining to these roads, to the Region.
8. The Towns of East Gwillimbury and Georgina withdraw the related section of roads from the local development charge by-law and transfer any revenue collected to date to the Region.

2. PURPOSE

The purpose of this report is to consider the assumption of the following roads in the Towns of East Gwillimbury and Georgina in accordance with Regional criteria:

- 2nd Concession from Green Lane to Holborn Road, Town of East Gwillimbury.
- McCowan Road from Ravenshoe Road to Baseline Road, Town of Georgina.
- Warden Avenue from Ravenshoe Road to Baseline Road, Town of Georgina.

In addition, the report recommends that the section of Old Green Lane in the area of the Joe Kelly Bridge over the Holland River be transferred to the Town of East Gwillimbury.

3. BACKGROUND

At its meeting of February 1, 2006, the Transportation and Works Committee considered a report regarding road assumptions in the Towns of East Gwillimbury and Georgina. The report was referred back to staff to have further discussions with the Towns of East Gwillimbury and Georgina.

In approving Clause 9 of Report No. 6 of the Transportation and Works Committee, on June 23, 2005 Regional Council approved a Regional Road Assumption Policy to be followed when considering the transfer of a road either from a local municipality to the Region or from the Region to a local municipality.

Requests have been received from the Town of East Gwillimbury to consider assuming 2nd Concession, from Green Lane to Holborn Road and from the Town of Georgina to consider assuming McCowan Road from Ravenshoe Road to Baseline Road and Warden Avenue from Ravenshoe Road to Baseline Road.

Each of the criteria and the road compliance is shown in Section 4.

The locations requested for consideration are as shown on *Attachments 1 and 2*.

When Green Lane, from Woodbine Avenue to Yonge Street was widened and reconstructed, the alignment was shifted to the south to avoid the original Joe Kelly Bridge that carried the old Green Lane over the Holland River. The bridge was retained because of its historical significance. The remaining old section of Green Lane remained in place and provides access to a parking area for residents to access the trail system along the Holland River and a newly constructed golf driving range.

It was agreed at the time that this old section of Green Lane should be transferred to the Town of East Gwillimbury, along with the Joe Kelly Bridge. The Town requested that before the transfer, the Joe Kelly Bridge should be rehabilitated.

The Region has worked with the Town over the past several years and has now completed the work on this bridge. The final solution consisted of removing the existing super-structure of the bridge, because it was in such poor condition, it could not be rehabilitated, cleaning and painting the swing gear mechanism of the original bridge and constructing a new pedestrian bridge to allow users of the trails to access both sides of the river.

4. ANALYSIS AND OPTIONS

4.1 General Compliance with Road Assumption Criteria

This section outlines how each segment of road that is under consideration for assumption meets the road compliance and assumption criteria. The 2nd Concession has been separated into two segments, split at Queensville Sideroad, for this analysis since they perform different transportation functions.

In order for a road to be designated as a Regional road in the rural areas, it must meet at least one of the criteria one through six and it must meet criteria seven and eight. This will help ensure that only the major arterial roads are transferred to the Region.

The Council approved criteria are:

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 Provincial Highway, major commercial and industrial areas and 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 system.

Compliance with the criteria is summarized in Table 1

Table 1
Compliance with Assumption Policy

	2nd Concession (Green Lane to Queensville Sideroad)	2nd Concession (Queensville Sideroad to Holborn Road)	McCowan Road (Ravenshoe Road to Baseline Road)	Warden Avenue (Ravenshoe Road to Baseline Road)
<i>Elective – must meet at least one of six criteria below:</i>				
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.	✓	X	X	X
2. Connects a Provincial Highway or Regional road to: • Provincial Highway • Major commercial and industrial areas • Major institutional complexes such as colleges and hospitals	✓	X	X	X
3. Provides service close to consistent major attractors or generators of heavy vehicles.	X	X	X	✓
4. Provides service parallel to and, where justified, crossing major barriers to free traffic movement.	X	X	X	X
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.	X	X	✓	✓

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.	X	X	✓	✓
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Mandatory – must meet both criteria below:

1. Roads should have a current traffic volume greater than 4,000 annual average daily traffic (AADT).	✓	X	X	X *
2. Roads should be part of the original concession road grid system.	✓	✓	✓	✓

<i>Overall Rating - meets criteria for assumption as a Regional road</i>	✓	X	X	X
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* Upon the opening of Highway 404 to Ravenshoe Road/Woodbine Avenue, there is a potential for the volume of traffic on Warden Avenue to be greater than 4,000.

4.2 2nd Concession between Green Lane and Queensville Sideroad

A number of additional factors have also been considered by staff in reviewing this section of road.

4.2.1 Existing Road Condition

The section of 2nd Concession, from Green Lane to Queensville Sideroad, is presently a two-lane paved road in poor to fair condition and with a hilly profile. The existing condition in many areas does not meet current design standards. The road currently crosses over the Holland River in the area of Rogers Reservoir and the GO rail crossing. An old dam remains in place that held back water to create the reservoir. Several years ago, the stop-logs were removed from the dam as there were some stability issues. The dam structure has never been repaired.

Some key highlights of the existing condition include:

- Need to replace and possibly widen the bridge crossing of Holland River at Rogers Reservoir including old dam structure.
- Substandard road cross section (i.e. narrow lanes, shoulders) in many areas that does not meet current design standards.
- Very steep grades.
- At grade railway crossing has a steep approach from south.
- Poor structural road condition that will likely require road base repairs.
- Narrow right-of-way that will require significant property acquisition if any improvements are undertaken.
- Significant road side vegetation removal will be required.
- Crossing through environmentally significant area.

The effect of these conditions is that bringing this section of road to Regional standards will require a lengthy and significant environmental assessment process and will require significant capital investment which has not been programmed by the Region.

York Region staff have developed a preliminary cost estimate based on our standard construction prices. The estimated cost to bring this six kilometre stretch of roadway up to standards is approximately \$15 million. This does not include the future cost to widen the road to four lanes should traffic volumes increase to a point where four lanes are required. This estimate needs to be confirmed once Region staff have the ability to undertake preliminary engineering studies (geotechnical studies, bridge condition study, etc.). Based on staff's experience, a project with this complexity, that requires a Class EA, environmental approvals, significant property acquisition will likely take a minimum of five to seven years to complete.

The annual maintenance cost for 2nd Concession from Green Lane to Queensville Sideroad is estimated at \$40,300 using the 2006 Budget lane kilometre costs.

4.2.2 Status of other Road Initiatives in the Vicinity

In 2001, York Region undertook a Class EA for capacity improvements in the vicinity of Sharon. In that study, consideration was given to improvements to 2nd Concession and other parallel roads as an alternative to the Sharon By-pass (Leslie Street). An assessment was done at that time to evaluate what the financial, environmental and social effects would be of any work on 2nd Concession and the other parallel roads. The Class EA was suspended and these road needs were to be assessed through the transportation component of the Sharon Community Master Servicing Plan. The Sharon community plan has been approved and the Town of East Gwillimbury has initiated the Master Servicing Plan.

York Region has also been very active in urging the Ministry of Transportation (MTO) to proceed with the Highway 404 extension to better serve our northern communities. When MTO elects to proceed with the Highway 404 extension, the volumes that are experienced on 2nd Concession may be reduced, however, it is expected that the volumes will remain greater than 4,000 vehicles per day (vpd).

4.3 2nd Concession between Queensville Sideroad and Holborn Road

The 2nd Concession between Queensville Sideroad and Holborn Road does not meet the requirements of the assumption policy and should not be considered for assumption into the Regional road system at this time.

4.4 McCowan Road between Ravenshoe Road and Baseline Road

McCowan Road between Ravenshoe Road and Baseline Road does not meet the requirements of the assumption policy and should not be considered for assumption into the Regional road system at this time.

4.5 Warden Avenue between Ravenshoe Road and Baseline Road

Currently, Warden Avenue between Ravenshoe Road and Baseline Road does not meet the mandatory requirements of the assumption policy. When Highway 404 is opened to Ravenshoe Road, any traffic with a destination north and east of Keswick has the potential to use Warden Avenue. With this increase in traffic and the traffic generated by the waste transfer facility, it is felt that this section would meet the criteria in the near future and should be assumed now to allow for any future improvements that may be required. In addition, there are several development proposals in the Keswick area that will generate additional traffic.

4.5.1 Existing Road Condition

The section of Warden Avenue, from Ravenshoe Road to Baseline Road, is presently a two-lane paved road. The section from Ravenshoe Road to Old Homestead Road is in good condition and but requires realignment at the Maskinonge River crossing estimated at \$600,000. The section from Old Homestead Road to Baseline Road is in poor condition and requires resurfacing, estimated at \$1,700,000.

4.6 Old Green Lane in the vicinity of the Joe Kelly Bridge

The Region has constructed a pedestrian bridge to replace the Joe Kelly Bridge in consultation with the Town of East Gwillimbury. Since this work has now been completed, it is recommended that the section of old Green Lane and the new pedestrian bridge be transferred to the Town of East Gwillimbury.

4.7 Discussions with East Gwillimbury, Georgina and Newmarket

At the direction of Transportation and Works Committee Regional staff met with the Towns of Georgina, East Gwillimbury and Newmarket to review the road assumption requests.

4.7.1 Summary of Review of Findings Meeting Discussions

Town of East Gwillimbury

The Town of East Gwillimbury's position on the transfer was that the 2nd Concession between Green Lane and Queensville Road met the Regional Council adopted criteria and therefore should be transferred to the Region. It was also felt that even with the proposed Highway 404 extension, the traffic volume on the 2nd Concession would remain greater than 4,000 vehicles per day. With this in mind, it was felt that the Region should assume 2nd Concession from Green Lane to Queensville Sideroad and that 2nd Concession from Queensville Sideroad to Holburn Road would not be considered for assumption at this time.

Town of Georgina

The Town of Georgina requested that the Region assume Warden Avenue from Ravenshoe Road to Metro Road and McCowan Road from Ravenshoe Road to Baseline Road when the draft policy approved by Regional Council in 2005 was circulated to the local municipalities for comment, ie. before the policy was enacted. The Town of

Georgina feels that due to the proposed extension of Highway 404 to Ravenshoe Road, additional traffic would be generated on Ravenshoe Road and Warden Avenue.

Assuming Warden Avenue now would provide the Region with the opportunity to properly plan and design any required improvements to Warden Avenue in time for the opening of Highway 404. In addition, a lot of Regional traffic is generated on Warden Avenue due to the presence of the Waste Management site on the west side of Warden Avenue, north of Ravenshoe Road. In consideration of this, it is felt that the Region should assume Warden Avenue from Ravenshoe Road to Baseline Road. The Town agreed that McCowan Road from Ravenshoe Road to Baseline Road would not be considered for assumption at this time.

Town of Newmarket

Warrant review findings for 2nd Concession were presented to Newmarket staff. The Town of Newmarket has asked that they be involved with the Environmental Assessment Process as it relates to the 2nd Concession capital improvements from Green Lane to Queensville Sideroad. The 2nd Concession south of Green Lane to the East Gwillimbury section of 2nd Concession in the Town of Newmarket may be susceptible to increased traffic if and when the 2nd Concession north of Green Lane is improved.

5. FINANCIAL IMPLICATIONS

5.1 2nd Concession - Green Lane to Queensville Sideroad

The annual cost for operating and maintaining 2nd Concession between Green Lane and Queensville Sideroad is estimated at \$40,300. The estimated cost to reconstruct this section of road to Regional two-lane arterial road standards is \$15M. These costs are not included in the 2006 Operating Budget nor in the 10-Year Roads Capital Plan.

5.2 Warden Avenue - Ravenshoe Road to Baseline Road

The annual cost for operating and maintaining Warden Avenue between Ravenshoe Road and Baseline Road is estimated at \$62,500. The estimated cost of the required improvements to bring this section of road to Regional arterial road standards is \$2.3M. These costs are not included in the 2006 Operating Budget nor in the 10-Year Roads Capital Program.

It is expected that the local municipalities will transfer any Development Charge reserve funding previously collected for roadway improvements.

6. LOCAL MUNICIPAL IMPACT

The findings of this report were discussed with the Towns of Georgina, East Gwillimbury and because of the potential impact of the assumption of the 2nd Concession, also with the Town of Newmarket. The Town of Newmarket has asked that they be involved with the

Environmental Assessment Process as it relates to the 2nd Concession capital improvements.

It is expected that the Town of Georgina will continue to incur the costs associated with the ongoing maintenance of McCowan Road.

7. CONCLUSION

The Town of East Gwillimbury has requested the Region to consider assuming 2nd Concession, from Green Lane to Holborn Road, and the Town of Georgina has requested the Region to consider assuming McCowan Road, from Ravenshoe Road to Baseline Road and Warden Avenue, from Ravenshoe Road to Baseline Road, into the Regional road system.

The road sections requested to be transferred were reviewed and evaluated using the Regional Road Assumption Policy criteria to determine if they should be assumed into the Regional road system.

The 2nd Concession between Green Lane and Queensville Sideroad meets the requirements of the assumption policy and should be assumed into the Regional road system.

The 2nd Concession between Queensville Sideroad and Holborn Road does not meet the assumption policy and should not be assumed into the Regional road system.

McCowan Road between Ravenshoe Road and Baseline Road, does not meet the assumption policy and should not be assumed into the Regional road system.

Warden Avenue between Ravenshoe Road and Baseline Road, does not meet the assumption policy at this time but is projected to in the near future and should be assumed into the Regional road system.

The Region has recently completed the bridge works at Joe Kelly Bridge, therefore, it is appropriate to now transfer the old section of Green Lane and the pedestrian bridge to the Town of East Gwillimbury.

The Senior Management Group has reviewed this report.

(The attachments referred to in this clause are attached to this report.)