



City of Hamilton

**Development of Policy Papers for Phase Two of the
Transportation Master Plan for the City of Hamilton
ROAD TRANSFERS POLICY PAPER**

Prepared by Stantec Consulting

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1. INTRODUCTION

1.1 Study Background and Objectives

The City of Hamilton *City-wide Transportation Master Plan* will provide inputs to the *Growth Related Integrated Development Strategy* (GRIDS) and make recommendations to Council on the adoption of a City-wide Transportation Policy that is cognisant of Vision 2020 and other City of Hamilton long-term planning objectives. The project has been divided into three distinct phases. The first phase consisted of the technical calibration of the existing transportation model to reflect current transportation conditions in Hamilton. The second phase, which is the object of this and other policy papers, will focus on the development of 23 policy papers in the following areas: Travel Demand, Urban Development, System Performance, Infrastructure Planning and Infrastructure Financing. Following the completion of the Policy Papers, the City will proceed to develop transportation scenarios (Phase 3 of the project) based upon the results of the policy work performed in Phase 2 and the land use scenarios developed through the broader GRIDS study and will test the efficiency and viability of these scenarios by integrating them into the calibrated model.

This policy paper addresses the issue of **Road Transfers**. The remainder of this introduction provides a general overview of the issues of Road Transfers. Section 2 provides an overview of the existing situation in Hamilton. Section 3 outlines the development and refinement of policy options and potential supporting actions. Section 4 presents the recommended policies and Section 5 summarizes the impacts of these policies.

1.2 Road Transfer Issues

In the twenty years prior to the formation of the new City of Hamilton, the Province of Ontario downloaded many lane-kms of Provincial Highways to the former Region of Hamilton-Wentworth.

Early on, the process was for the most part consensual. The Province undertook capital improvements prior to transfer in order to bring the roadway up to a reasonable condition, so that the Region would not need to undertake major maintenance or reconstruction soon after taking ownership. Examples of such transfers were former Hwy 52 from Rockton northerly, and former Hwy 97 from Hwy 6 to Cambridge.

In the late 1990's, the situation changed. As a result of the Province's desire to reduce the size of government and spending in Ontario, there were major transfers of responsibilities between the Province and municipalities, including education, social programs, highways, and more. Because the net effect was to be revenue-neutral, highways were transferred as-is, along with lump-sum contributions that were allocated by the municipality to the Region's Capital Budget to fund immediate construction needs. Two batches were transferred, one on April 1, 1997 and the other on January 1, 1998.

Prior to amalgamation, there were issues surrounding the transfer of roads between the former Region of Hamilton-Wentworth and the former local municipalities. These issues no longer exist because all municipal roads are now operated by the City of Hamilton.

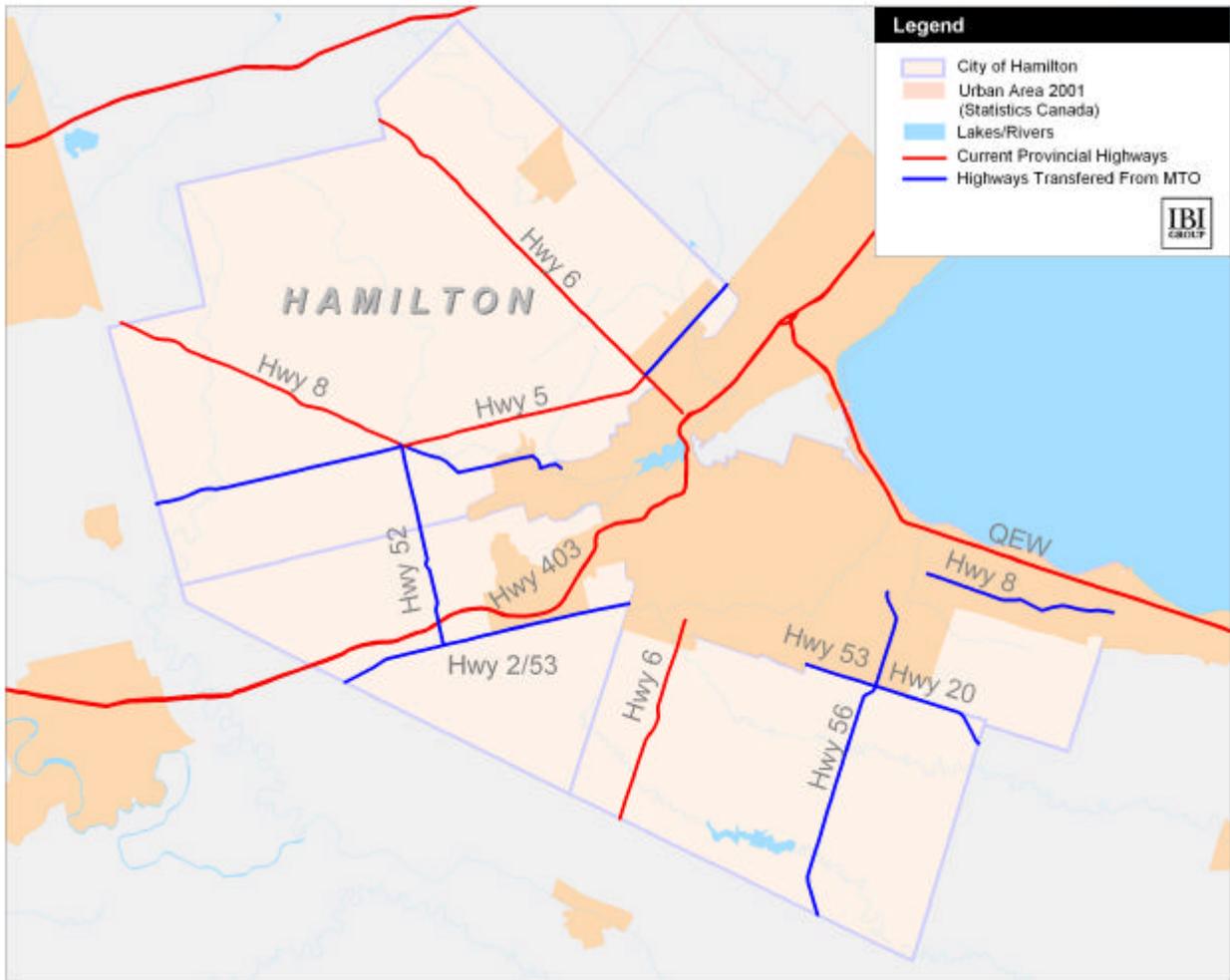
2. HISTORY OF ROAD TRANSFERS IN HAMILTON

2.1 Roads Transferred to City

Exhibit 2.1 illustrates the Provincial Highway Network in Hamilton and highlights the roads that have since been transferred to the City. Since the late 1990's, highways transferred to the Region have included: 2, 5 (two of three sections), 8, 20, 52 (the remaining section), 53 (two sections east and west of Hamilton's boundary), and 56. The only Provincial highways remaining in Hamilton today are: the QEW, Hwy 403, Hwy 6 south to Caledonia, Hwy 6 north to Guelph, and Hwys 5/8 from Clappison's Corners to Cambridge.

At the time of the formation of the New City of Hamilton on January 1, 2001, all of the transferred highways had been fully integrated into the Regional road system capital and operating budgets. None of the transferred highways were access-controlled to a greater degree than any existing Regional Road, and existing policies with respect to access approvals and abutting land uses were adopted.

Exhibit 2.1: Changes in Provincial Highway Network Since 1997



3. POLICY OPTION ISSUES

3.1 Potential Transfers

The Province is constructing Hwy 6 New between Hwy 403 and Hwy 6 south at White Church Road. The construction project is scheduled for completion in 2004/2005. Upon completion, it is anticipated that the section of existing Hwy 6 from White Church Road northerly to the former Hamilton/Glanbrook boundary (at the hydro corridor) will be transferred to the City of Hamilton by the Province. This will be a logical transfer when Hwy 6 New is completed, and is consistent with past understandings between staff of the municipality and the Province.

It is important for the City to prepare for this potential transfer and ensure that if and when the highway is transferred to the City it is in good condition. This will limit the City's liability for potential costs to repair/upgrade the facility in the future. Based on previous transfers and experience elsewhere, there does not appear to be a formal provincial policy on the minimum maintenance conditions for roadways at the time of transfer and as such the only option is for the City of Hamilton to work with the MTO to determine the conditions for transfer.

There was one other transferred highway section that is a candidate for transferring back to the Province. Former Hwy 52 between Hwy 403 and Peters Corners (the intersection of Hwys 5 and 8) continues to fulfil a Provincial Highway function for the following reasons:

- it is a direct link between Hwy 403 (at a full interchange) and Hwy 8 to Cambridge
- the only other highway link from Hamilton downtown to Hwy 8 is via the Hwy 6 Clappison Cut, requiring significant additional travel time/distance
- it is located west of the Niagara Escarpment in the Dundas Valley and provides a connection between Hamilton's urban area located above the Escarpment and Cambridge
- it provides a connection between Hwy 6 North and Hwy 403 west via Hwy 5 that stays above the Niagara Escarpment
- it carries approximately 12,000 vehicles per day (approximately 10% heavy vehicles), and although origin/destination information is not available, certainly serves inter-regional travel
- may become an even more important inter-regional link, depending on the outcome of the Mid-Peninsula Highway Study

For these reasons, Hwy 52 between Hwy 403 and Hwys 5/8 is a good candidate for transfer from the City of Hamilton to the Province.

It is understood that the City of Hamilton has had discussions with the MTO on the transfer of this facility and the request has been denied. However, it is prudent to continue pursuing this potential transfer as there has been a change of government and policies may have changed.

3.2 Other Issues

For the most part, former highways have been integrated into the Hamilton road system, and existing and proposed policies that apply to Hamilton's arterial road system are also suitable for all of the former highways. The most significant issue will continue to be the provision of sustainable

levels of funding for capital and maintenance costs, and for this reason, the City should ensure that Hwy 6 between the new intersection with Hwy 6 New (at White Church Road) and the former Hamilton/Glanbrook boundary is upgraded to a reasonable condition prior to transfer from the Province when Hwy 6 New is completed. A reasonable condition would be having no needs in the "now", "1-5 year", and "6-10 year" road needs categories.

4. RECOMMENDED POLICIES

Based on the above review, the following policy is recommended for consideration in the Hamilton Transportation Master Plan:

<i>Recommended Policy</i>
Work with the Ministry of Transportation (MTO) to ensure that the City of Hamilton receives fair and equitable treatment with regard to the transfer of highways to or from the Province.
<i>Implementation</i>
<ul style="list-style-type: none">• Continue to request the Province of Ontario to assume former Hwy 52 as a Provincial Highway between Hwy 403 and the intersection of Hwys 5 and 8 (Peters Corners) and, in cooperation with the MTO, undertake a detailed study to examine the role and function this facility.• Ensure that Hwy 6 south, between the intersection with Hwy 6 New (at White Church Road) and the former Hamilton/Glanbrook boundary be in a reasonable condition on transfer from the Province to the City of Hamilton.• Request MTO to provide information on condition of Highway 6 and determine if further action is required.• Request MTO to provide information on policies regarding conditions of facilities prior to transfer.

5. IMPACTS OF POLICY OPTIONS

5.1 Assessment Factors

Assessment of policy options is based on factors for achieving sustainable growth and development across all of the policy papers developed in this project. They fall under the three major categories of **social, economic and environmental** impacts, and they are described briefly below.

Exhibit 6.1: Assessment Factors

Impact	Acts on	Description (or examples)
Social	Residential communities	Improves quality of life in neighbourhoods
	Safety and security	Reduces collisions; improves personal safety and security
	Ease of implementation & governance	Provides clarity, measurability, accountability
Economic	Development	Attracts employment, capital, optimal use of transportation infrastructure capacity, and future land use
	Land value	Increases land value, or does not decrease land values
	Operating and capital costs	Reduces or defers public and private costs of transportation capital (construction or acquisition of fixed infrastructure and rolling stock) and operations (maintenance, enforcement, delay, fuel, etc.)
	Congestion	Improves traffic flow (or slows deterioration thereof)
Environmental	Air quality	Reduction of Criteria Air Contaminants
	Noise and vibration	Minimizes noise impacts
	Natural environment	Improves water quality, green spaces, flora and fauna etc.

The rating system that will be used to apply these criteria is a visual five-point scale, to reflect a range from strong positive impact to strong negative impact. **(+, +, o, --, --)**

+ Represents the strong positive impact, **o** represents absence of significant impact either way, and **--** represents strong negative impact.

5.2 Summary of Evaluation

The assessment factors have been applied to the three policy options associated with provincial highway initiatives in Hamilton as discussed in Section 5. The results of a preliminary qualitative assessment using the rating scheme described previously are provided in Exhibit 6.2.

Exhibit 6.2: Impacts of Policy Options

Policy Option	Social			Economic				Environmental		
	Residential Communities	Safety and Security	Ease of Implementation and Governance	Development	Land Value	Operating and Capital Costs	Congestion	Air Quality	Noise and Vibration	Natural Environment
Work with the Ministry of Transportation (MTO) to ensure that the City of Hamilton receives fair and equitable treatment with regard to the transfer of highways to or from the Province.	0	0	-	0	0	+	0	0	0	0