

FINANCE AND CIVIC DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: TRANSLINK FUNDING REVIEW - MAJOR ROAD NETWORK

RECOMMENDATIONS:

1. THAT Council request TransLink include provision for bridge maintenance and restoration of minor capital funding in future budget allocations.
2. THAT a copy of this report and its recommendations be forwarded to Ian Jarvis, CEO, TransLink for consideration.
3. THAT a copy of this report be forwarded to all Burnaby MLAs.
4. THAT a copy of this report be forwarded to the Mayors' Council.

REPORT

The Finance and Civic Development Committee, at its meeting held on 2012 November 22, received and adopted the *attached* report providing information on the condition of Burnaby's Major Road Network and reviewing the adequacy of TransLink's funding program related to bridge maintenance and rehabilitation.

Arising from discussion, the Committee amended the recommendations to include that a copy of this report be forwarded to the Mayor's Council.

Respectfully submitted,

Councillor D. Johnston
Chair

Councillor C. Jordan
Vice Chair

Councillor P. McDonell
Member

Copied to:	City Manager Acting Director Engineering Director Planning & Building Director Finance
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TO: CHAIR AND MEMBERS
FINANCE AND CIVIC DEVELOPMENT
COMMITTEE

DATE: 2012 November 13

FROM: ACTING DIRECTOR ENGINEERING

FILE: 9110 20
Ref: *GVTA/TransLink*

SUBJECT: **TRANSLINK FUNDING REVIEW – MAJOR ROAD NETWORK**

PURPOSE: To provide information on the condition of Burnaby's Major Road Network and to review the adequacy of TransLink's funding program.

RECOMMENDATIONS:

1. **THAT** Council recommend TransLink include provision for bridge maintenance and restoration of minor capital funding in future budget allocations;
2. **THAT** a copy of this report and its recommendations be forwarded to Ian Jarvis, CEO TransLink for consideration; and
3. **THAT** a copy of this report be forward to all Burnaby MLA's.

REPORT**1.0 BACKGROUND**

The Finance and Civic Development Committee, at its regular meeting of 2012 March 29, requested a report on the adequacy of the funding provided by TransLink for the Operations, Maintenance and Rehabilitation of the Major Road Network (MRN). Subsequently, staff provided an initial report on the proposed changes to the 2013 operating, maintenance and capital funding allocations for the MRN. This report reviews the final funding model and comments on the adequacy of the provided funding.

In 1998, a regional transportation authority (Greater Vancouver Transportation Authority or TransLink) was created to replace BC Transit and to assume many transportation responsibilities previously held by the provincial government (Ministry of Transportation). TransLink is responsible for regional transit, cycling and commuting options, and shares funding responsibility for the Major Road Network (MRN) with municipalities within Metro Vancouver. The MRN consists of roadways that are considered regionally significant and generally have high traffic volumes and are important transit or truck routes. The Burnaby section of the MRN includes both the devolved Provincial highways and major municipal roads from the City's arterial road network that were nominated by the City for inclusion in the funding framework.

Roadways that are a part of the MRN are owned, maintained and operated by the respective municipalities. TransLink is largely responsible for funding the operations, maintenance and rehabilitation of the MRN, as well as ensuring a common standard of performance amongst all municipalities. Translink also shares in the cost of eligible capital improvements with municipalities.

While TransLink provides funding for the MRN, municipalities have the responsibility to maintain their MRN roads in a state of good repair. The City undertakes all operations and maintenance functions for the MRN roads by using City forces or contracted services. The City’s capital improvements along the MRN are prioritized and delivered under the City’s Major Roads Capital Program. These capital costs are shared with TransLink if the improvements meet TransLink’s MRN capital program funding criteria.

2.0 BURNABY’S MAJOR ROAD NETWORK

Burnaby’s Major Road Network is shown in *Figure 1*. The total length of MRN in the region is approximately 2,312 lane km and the portion of the MRN in Burnaby is approximately 314 lane km (210 km downloaded when TransLink was originally established). Major City assets along the MRN include approximately 314 lane km of pavement and related drainage works, 126 traffic signals, 2,390 street lights, and 69 km of sidewalks. Each asset is maintained for safety, functionality and in a manner that maximizes service life and minimizes long term rehabilitation costs.

TransLink monitors the pavement condition of the MRN through regular assessments every three years, with the last assessment completed in 2011. The assessment is done by comparing industry standard measures for surface condition and roughness of the pavement with target performance standards adopted by TransLink. Table 1 shows the condition of the Burnaby’s portion of the MRN in relation to the regional average and to the target performance standards.

Table 1: MRN Pavement Performance Assessment

Year	Average Roughness Index			Average Pavement Condition Index			Total % Below Target		
	Burnaby	All Municipalities	Target ¹	Burnaby	All Municipalities	Target ²	Burnaby	All Municipalities	Target
2003	2.33	2.44	≤ 2.6	75.93	75.37	≥ 75	13.27	16.55	20
2005	2.68	2.74	≤ 2.6	75.33	74.97	≥ 75	24.82	25.57	20
2008	2.84	2.93	≤ 2.6	76.13	76.35	≥ 75	28.15	29.06	20
2011	2.79	2.81	≤ 2.6	82.07	80.54	≥ 75	23.45	25.04	20

Target Performance Objectives

¹ Average Roughness ≤ 2.6 and Pavement Condition ≥ 75

² Maximum 20% backlog where Roughness ≥ 3.5 or Pavement Condition ≤ 40

An analysis of the trends in Table 1 shows the following indicators:

- Between 2002 and 2011 there has been a general overall increase in the total percentage of the network that does not meet the target performance objectives.
- Between 2008 and 2011 there appears to be some stabilization, although it is difficult to conclude that there is a definitive trend towards improving pavement condition.
- Burnaby’s portion of the network is comparable to the regional average.

3.0 EXISTING MRN FUNDING

TransLink has three key annual funding programs: the MRN Minor Capital Program, the Bicycle Infrastructure Capital Cost Sharing (BICCS) Program, and the Operations, Maintenance, and Rehabilitation (OMR) Program. Both the MRN Minor Capital and the BICCS Programs are administered on a 50% maximum cost-sharing basis with municipalities. Proposed projects are submitted by municipalities for evaluation of eligibility by TransLink and jointly with the Major Roads and Transportation Advisory Committee (MRTAC). MRTAC is comprised of municipal staff from all member municipalities. TransLink’s OMR Program provides block funding using formulas based on lane kilometre costs for operating the MRN, maintenance of the MRN, and road and related infrastructure rehabilitation.

3.1 MRN Operations, Maintenance and Rehabilitation (OMR) Funding

The objective of the OMR Program is to provide annual funding for municipalities towards basic operation of the MRN, the maintenance of the MRN to a level of state of good repair, and road infrastructure rehabilitation. Funding that is not spent is retained by the City for future use on the MRN. In 2012, TransLink provided a total funding of \$14,355 per lane km for the operations, maintenance and rehabilitation of the MRN. This funding formula represents approximately 75% of the funding level required. Each municipality’s funding allocation is based on this rate multiplied by the total lane km of its road that is contained within the MRN. In 2012, Burnaby will receive a total of approximately \$4.63M for OMR work on MRN roads. For 2013, TransLink is proposing to provide 100% of the funding level for OMR works by providing \$19,100 per lane km. This would increase Burnaby’s allocation of OMR funding to \$5.989M. Table 2 shows the City’s expenditures in each of the MRN maintenance categories for the previous three years.

Table 2: MRN - Operation and Maintenance Expenditure [2009 - 2011]

Category	2009	2010	2011
Operation and Maintenance	\$2.115	\$1.976	\$2.175
Rehabilitation	\$1.775	\$1.486	\$3.516
Total Expenditures	\$3.890	\$3.462	\$5.691
TransLink Funding	\$4.228	\$4.435	\$4.528

3.2 MRN Minor Capital Funding

The objective of the MRN Minor Capital Program is to fund “minor” capital improvements along the Major Road Network such as left turn bays or new traffic signals to manage and improve the capacity, efficiency and safety of the MRN. Each year the total available funding region-wide is “block allocated” to each municipality based on a formula which takes into account three factors: the estimated population growth, daily vehicle miles travelled on MRN roads, and the total kilometers of MRN roads in the municipality. In 2012, a total of \$20M was allocated by TransLink for minor capital work cost sharing, and Burnaby’s maximum eligible funding amount was approximately \$2.5M.

3.3 BICCS Funding

The objective of the BICCS Program is to fund new bicycle facilities and improve cycling routes that perform a regional function. Each year, a portion of the funding is “block allocated” to each municipality based on a population formula, and a portion is generally allocated to projects of regional significance regardless of location. In 2012, a total of \$1.6M was provided by TransLink for allocation to municipalities. Burnaby’s maximum eligible allocated funding amount was \$163,500 for 50% cost-sharing on eligible bike projects.

4.0 MRN FUNDING FOR 2013

TransLink initiated a MRN Sub-Regional Review process in 2010, and with input from the member municipalities, a new MRN and Bicycle Infrastructure management and funding structure was supported by MRTAC and approved by the TransLink Board in July 2012. Council previously received a report reviewing the funding structure and proposed allocations at its meeting on 2012 July 16 (previous report attached).

The new MRN and Bicycle Infrastructure (MRNB) management and funding structure is somewhat similar to the existing funding framework, except that pavement rehabilitation (R) funds will be funded through TransLink’s capital budget, and that the MRN Minor Capital and BICCS program is combined into one MRNB Upgrade program. The new structure provides more flexibility to allocate funding between roadway or bike improvements within the Minor Capital program, and allows municipalities the option to transfer funding allocation from O & M funds to R funds according to their needs. This R funding allocation can also be transferred to the MRNB upgrade funding, which TransLink will cost-share to a maximum of 50% of the total eligible project costs. Table 3 outlines the new funding framework.

As part of this review there was also a reallocation of funds between categories. Funding was redirected from MRNB to OMR to increase the previous 75% funding level to 100% to fully support OMR requirements. This is consistent with TransLink’s priority of maintaining a state of good repair of the existing infrastructure. Unfortunately, due to the financial constraints faced by TransLink and the uncertainties of additional funding sources, the change resulted in no

proposed funding allocation for the MRNB category for 2013. This results in a total regional funding decrease for the MRN from \$53.5M in 2012 to \$46.1M in 2013.

Table 3: New TransLink Road Proposed Funding Framework

Program	Fund	Purpose	TransLink Budget
OMR	O&M (Allocated)	Operation, maintenance, non-pavement rehab on MRN	\$3.593M
	R (Allocated)	Pavement rehab on MRN	\$2.567M
MRNB	MRNB Upgrade * (Allocated)	Minor capital road projects on MRN or bike infrastructure on/off MRN	0
	BICCS Regional Needs	Bike infrastructure on/off MRN	0

*This allocated fund is not available in Year 2013

5.0 STAFF COMMENTS

5.1 Sufficiency of Current Funding

The reallocation of funding that will occur in 2013 addresses the current shortfall in OMR funding, increasing from the current 75% level to 100%. This increase will address the requirements of maintaining and rehabilitating the network to meet the maintenance standards and the pavement rehabilitation performance goals with one exception, bridges. When TransLink was originally created, the maintenance and rehabilitation of bridges was omitted from the funding formula, primarily because of the large variability in the size and complexity of bridges within the MRN network. Efforts were made to define a funding formula for bridge maintenance and rehabilitation; however, due to funding constraints this was never included in future OMR funding allocations. In recognition of this shortcoming, the eligibility criteria for the minor capital program were modified to allow for bridge rehabilitation and seismic upgrades. Unfortunately, no funding was associated with this change and the result was less overall funding available for minor capital improvements. A review with adjacent municipalities indicates that while none have undertaken a full assessment of the funding adequacy, they share concerns about the inclusion of bridge maintenance funding and restoration of the minor capital funding.

As noted previously, TransLink has assumed no MNRB funding for 2013 due to funding constraints. Although the City can still access minor capital funding by reallocating from the allocated rehabilitation funding, this would impact our ability to maintain the existing network to the established performance standards. This approach is not recommended as per our previous report to Council in 2012 June. The elimination of minor capital funding restricts our ability to manage and improve the capacity, efficiency and safety of our roadways along the MRN. Ongoing minor capital improvements along the road network are required to support the increasing growth and densification within the City, especially near our Town Centre areas.

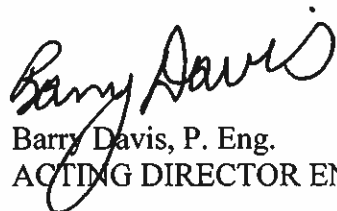
To: Finance and Civic Development Committee
From: Acting Director Engineering
Re: TransLink Funding Review – Major Road Network
2012 November 13 Page 6

5.2 Future Needs

The new OMR funding allocations are believed to be sufficient to maintain the MRN within Burnaby to the required standard if bridges are excluded. This funding should be reviewed on a regular basis to ensure that the lane km funding allocation remains adequate and up to date with respect to inflation and increasing costs. TransLink is currently updating the OMR costing model which was last updated in 2008. Staff recommend that TransLink expand the costing model to incorporate a funding approach for bridge maintenance and rehabilitation, and that bridge maintenance and rehabilitation be considered a priority in future funding programs. Also, staff recommend that minor capital funding for the MRN be reinstated or funded as soon as possible from appropriate and sustainable sources to help mitigate traffic conflicts and other minor capital upgrades (such as improved pedestrian safety and roadway lighting initiatives resulting from increasing densification and growth) within the City, and throughout the region. Overall, the funding provided by TransLink for the MRN in 2013 will be deficient in two areas, minor capital and bridge maintenance.

6.0 CONCLUSION

Changes to TransLink's MRN funding formulas in 2013 have been generally positive in that it provides greater flexibility for municipalities to allocate funding to where it is most needed. The funding reallocation to fully support the OMR needs of the MRN is also very beneficial to ensure that the existing infrastructure is maintained in a good state of repair. The new OMR funding level, if reviewed and adjusted on a regular basis, is projected to enable the City to maintain the MRN within the Burnaby for the foreseeable future. However, funding for bridge maintenance and rehabilitation remains unfunded. Therefore it is recommended that bridges be included as a priority in the current update of the OMR costing model and in the next funding review. Unfortunately, the increase to OMR funding levels has been provided at the expense of MRNB funding levels. For 2013, the MRNB funding is anticipated to be zero. This is not sustainable and needs to be addressed as soon as possible. While there are some positive changes, the overall funding level provided by TransLink for the MRN is not sufficient to address all the indicated needs.

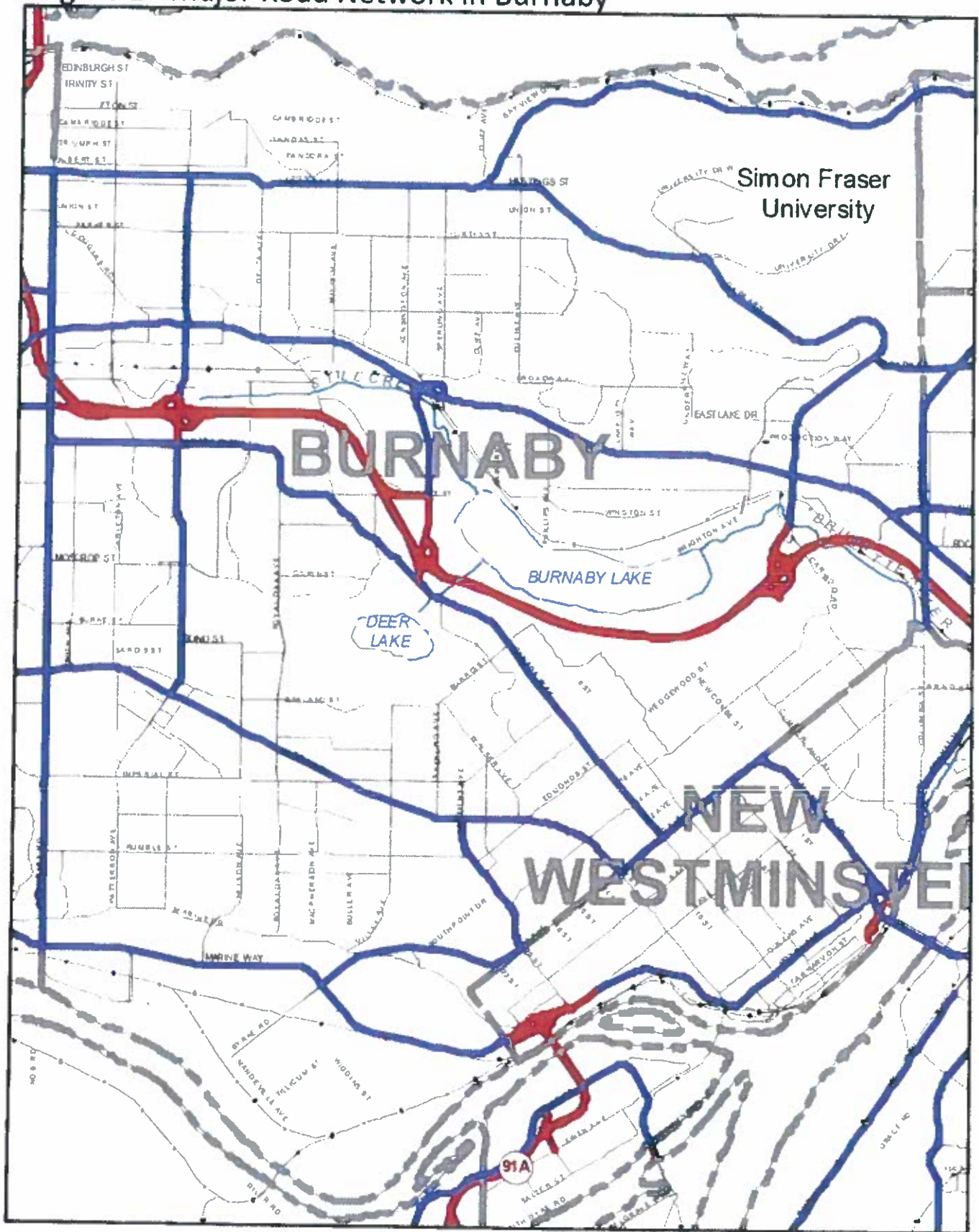


Barry Davis, P. Eng.
ACTING DIRECTOR ENGINEERING

AAS/DL/BCD:br/jb
Attachment

Copied to: City Manager
Director Planning & Building
Director Finance

Figure 1 - Major Road Network in Burnaby



Legend

-  Provincial Road
-  Major Road Network



FINANCE AND CIVIC DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: TRANSLINK FUNDING - MAJOR ROAD NETWORK

RECOMMENDATION:

1. THAT Council approve the allocation of 2013 TransLink funding to operations, maintenance and repair (OMR) work as described in this report.

REPORT

The Finance and Civic Development Committee, at its meeting held on 2012 June 28, received and adopted the *attached* report reviewing proposed changes to TransLink's 2013 operating, maintenance and capital funding allocations for the Major Road Network.

Respectfully submitted,

Councillor D. Johnston
Chair

Councillor C. Jordan
Vice Chair

Councillor P. McDonell
Member

Copied to:	City Manager Director Engineering Acting Director Planning & Building Director Finance
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TO: CHAIR AND MEMBERS
FINANCE AND CIVIC DEVELOPMENT
COMMITTEE

DATE: 2012 June 22

FROM: DIRECTOR ENGINEERING

FILE: 9110 20
Ref: GVTA TransLink

SUBJECT: TRANSLINK FUNDING – MAJOR ROAD NETWORK

PURPOSE: To review proposed changes to TransLink’s 2013 operating, maintenance and capital funding allocations for the Major Road Network.

RECOMMENDATIONS:

1. **THAT** the Committee recommend Council approve the allocation of 2013 TransLink funding to operations, maintenance and repair (OMR) work as described in this report.

REPORT**1. BACKGROUND**

In 1998, a regional transportation authority (Greater Vancouver Transportation Authority or TransLink) was created to replace BC Transit and to assume many transportation responsibilities previously held by the provincial government. TransLink is responsible for regional transit, cycling and commuting options, and shares funding responsibility for the Major Road Network (MRN) with municipalities within Metro Vancouver. The MRN consists of roadways that are considered regionally significant and generally have high traffic volumes and are important transit or truck routes. The Burnaby section of the MRN included both the devolved Provincial highways and major municipal roads. Roadways that are a part of the MRN are owned, maintained and operated by the respective municipalities, while TransLink provides oversight and funding for the operations, maintenance and rehabilitation of the road network. TransLink also shares in the cost of eligible capital improvements with municipalities. The MRN within Burnaby is shown in *Figure 1*. The total length of MRN in the region is 2,311.5 lane km and the portion of MRN in Burnaby is 322.5 lane km.

2. CURRENT MRN FUNDING

In 2012, TransLink is providing a total funding of \$14,355 per lane km for the operations, maintenance and rehabilitation of the MRN. Under the current OMR funding formula, this represents approximately 70% of the funding level required. Burnaby is entitled to a total of approximately \$4.63M in 2012 for OMR work on MRN roads.

In addition to OMR funding, TransLink also provides 50% cost share capital funding for MRN roadway and bicycle facility upgrades. In 2012, a total of \$20M was allocated by TransLink for minor capital work cost sharing and Burnaby's maximum eligible funding amount is approximately \$2.5M. Based on the above, the total 2012 available TransLink funding for Burnaby is approximately \$7.13M.

The adequacy of TransLink's MRN funding is being reviewed by staff. A further report on the results of the review will be presented to the Committee and Council in the fall of 2012.

3. PROPOSED 2013 MRN FUNDING

Due to the financial constraints and the uncertainties of additional funding sources, TransLink has proposed changes to the 2013 funding formula which will focus on maintaining a state of good repair and maintenance rather than funding new capital improvements.

For 2013, TransLink is proposing to combine the OMR and capital funding which will provide 100% funding level for OMR works at \$19,100 per lane km and no funding provision for minor capital improvements. Under the proposed funding formula, Burnaby would receive a total of \$6.16M from TransLink, a reduction from the 2012 level.

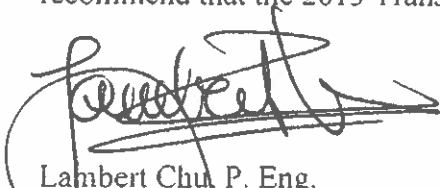
Recognizing that some growing municipalities may have a greater need of capital allocation for MRN upgrades, TransLink is providing some flexibility for municipalities to reallocate a portion of the OMR funding to provide 50% cost share funding for capital upgrades. For TransLink's budget planning and approval purposes, they have requested that municipalities make an election for any reallocation of funds from OMR to capital by the end of 2012 June. Based on a preliminary review of the overall MRN maintenance and capital improvement priorities, staff are recommending that the 2013 TransLink funding be fully allocated to OMR for Burnaby. Should the funding allocation need to be modified in subsequent years to meet the City's transportation improvement priorities, adjustment to the funding allocation will be requested accordingly.

To: Finance and Civic Development Committee
From: Director Engineering
Re: TransLink Funding – Major Road Network
2012 June 22 Page 3

4. CONCLUSION

The adequacy of OMR and capital funding for the MRN is the subject of a staff review. A comprehensive report on the review results will be presented to the Committee and Council at a later date. In the meantime, TransLink has identified changes to its 2013 MRN funding that will provide a lower overall funding level in 2013 than 2012, but will provide greater flexibility for municipalities to select funding allocation between OMR and capital improvements. This will result in a lower MRN funding level for Burnaby in 2013 compared to 2012, but still higher than the funding allocated in 2011.

Having reviewed the current MRN maintenance and capital improvement priorities, staff recommend that the 2013 TransLink funding be fully allocated to OMR.



Lambert Chu, P. Eng.
DIRECTOR ENGINEERING

DL/br

Attachment

Copied to: City Manager
Director Planning & Building
Director Finance