



TOWN OF MINTO

DATE: July 24, 2018

REPORT TO: Mayor and Council

FROM: Mike McIsaac, Road Foreman

SUBJECT: Minimum Maintenance Standards Sidewalk Update

STRATEGIC PLAN

11.3 Develop a transportation plan that includes a roads and bridges inventory and capital replacement program keeping in mind sustainable funding sources, impact on tax rate, and minimum construction and maintenance standards. Adopt and maintain fair and transparent procurement policies and by-laws to ensure the Town receives competitive pricing on tenders and proposals, and that business has equal opportunity to submit bids.

11.6 Maintain cost effective and appropriate partnerships with the Province, County and nearby municipalities to provide for efficient ongoing maintenance of infrastructure including but not limited to sharing staff resources, using similar technology, establishing joint standards and other areas of mutual benefit.

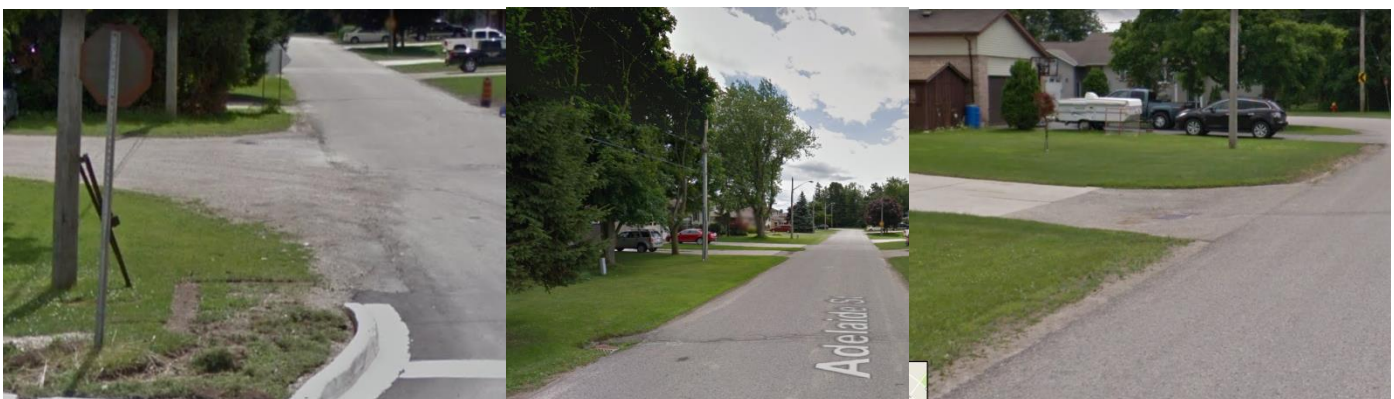
BACKGROUND

At the May 22, 2018 meeting, Council awarded the sidewalk replacement tender to Reeve's Construction to complete 832.5 square metres of work at an estimated cost of just under \$75,000 plus HST. 2018 budget for sidewalks is \$126,000 split nearly 50% between operating and capital dollars. Projects identified at that time included the following:

- A Albert St Victoria St to King St, West side 90m (Palmerston)
- B York St Derby St to Raglan St, East side 105m(Palmerston)
- C Toronto St King St to Miller Crescent, West side 220m (Palmerston)
- A Robertson St S Young St W, East side 140m (Harriston)

For the \$50,000 of un-allocated sidewalk work, several projects came forward including:

- Adelaide Street (landowner request) +-175 metres of sidewalk east side from John to Elora St. Cost +-\$40,000 includes \$23,600 for sidewalk, infrastructure costs such as relocating two catch basins, additional drainage, tree removal and curbing



- Developer/landowner request for north side of Prospect Street for 210 metres between Toronto Street and Grand Truck leading to the Clair Ridge Estate subdivision. Estimated cost \$29,000



- Cumberland Street nearby Norwell High School about 100 metres of sidewalk replacement \$13,500 plus curb and gutter as needed.



In addition to the projects identified above, Minto must look at considerably more sidewalk work since May 3rd, 2018 when the former Minister of Transportation approved adoption of Ontario Regulation 366/18 enhancing Minimum Maintenance Standards for Municipal Highways. Council may also decide to carry-over all or part of the remaining \$51,000 to augment the 2019 sidewalk budget to address more sidewalk areas in the future.

Council is most familiar with these standards as they apply to winter road maintenance, but they also apply to other responsibilities including now sidewalks, bike lanes and areas next to sidewalks. The new rules increase requirements for sidewalk maintenance which means all Ontario municipalities have more responsibility and cost. The following link is a good summary of the new regulation http://blg.com/en/News-And-Publications/Publication_5296 . In addition to requiring sidewalk winter maintenance the new standards require added sidewalk patrols including inspection of adjacent lands.

Many older sidewalks in Minto urban areas are not standard 1.5 metre width and do not comply with accessibility obligations. Many sidewalks are 1.2 metres wide or less and must be replaced with the approved standard along with major road reconstruction or when budget allows.



In Minto many sections of narrow sidewalk are a lower priority for repair because they are not maintained in the winter and because they are not used or needed over time as traffic patterns change. One of the biggest spring maintenance issues is repairing boulevard grass along narrow sidewalks scraped and damaged by Town sidewalk plows. Sidewalk plows are designed for minimum 1.5 metre wide walks.

The new minimum maintenance standard stipulates that where there is a sidewalk it “shall be” maintained in the winter. The new minimum standard for sidewalk snow removal is very low in that snow cannot be higher than 8 cm (3 inches) within a 1.0 metre width 48 hours after a winter event. There is also a fairly complex standard for ice removal and obligations to “patrol” the sidewalk inventory in winter.

During weekdays Town staff currently clears to less than 2.5 cm depth with sand and salt within 12 hours of an event particularly on direct routes to schools and on main roads. In almost all cases sidewalks the Town maintains in winter are completed to less than 2.5 cm before noon when there is an overnight event. The Town does not maintain sidewalks in the winter that are off main roads, infrequently used or not direct routes to school. Winter maintenance of sidewalks would significantly increase sidewalk plow route times and require more equipment.

To meet the new standards that all sidewalks be maintained in winter the Town has to consider one or more of the following:

1. Increase staff and equipment to maintain all sidewalks including those less than the standard width.
2. Drop maintenance standards from 2.5 cm (1 inch) in 12 hours to 8 cm (3 inches) in 48 hours so that all sidewalks can be maintained, and deploy sidewalk plows strategically in the urban areas to clear within 48 hours.
3. More aggressively plan to remove and replace substandard narrow sidewalks that are to be maintained in winter, and permanently remove older substandard sidewalks that do not have to be cleared in the winter.

Staff does not recommend options 1 or 2 above, but instead suggests the Town more aggressively remove and/or replace substandard 1.2 meter wide sidewalks. Right now these substandard sidewalks would be too costly to remove and/or replace so they are left

through their useful life so long as they can be used in non-winter months and they did not have to be plowed in the winter.

As Minto is a walkable community, new sidewalks are strategically installed and existing sidewalks rehabilitated or removed to capture pedestrian needs by bringing them safely to amenities in each community such as schools, libraries, recreational, retail, etc. With the new rules some sidewalks currently in place would not be reinstated once the end of its useful life is reached, or will be removed and not replaced if there is a safety concern and winter maintenance is not appropriate.

COMMENTS

Minimum Maintenance Standards (MMS) were developed and incorporated into the Municipal Act as the Provincial response to municipalities' requests for relief from onerous court decisions. In their attempt they have created a situation service levels drop in order to reasonably maintain the sidewalk inventory in all four seasons. Slip and fall is one of the most common claims against municipalities. Maintaining sidewalks at a higher standard is important for public safety, particularly along school and main routes.

There are many municipalities that do not plow sidewalks. The new standard is so low that technically there will be many days that sidewalks could be left in the winter. The public will not typically accept 8 cm of snow on a sidewalk two days after a snow event, particularly on school routes. The public has accepted that some older sidewalks off major routes are not maintained in winter. It is not recommended Minto lower winter maintenance standards on high priority routes to reasonably provide for require maintenance on low traffic routes.

Town staff currently completes the annual sidewalk inspection as required for surface discontinuity and deficiencies treated as needed. The addition of the areas adjacent to the sidewalk to be inspected creates a level of complexity as these areas are the primary host of utilities which quite often are the hazard which need to be repaired within the 28 day timeline provided. These items will be documented and forwarded on to the appropriate utility for repair in order to comply with this addition to the regulation. With the new inspection standard applying to the lands adjacent to sidewalks, some of the unspent budget in 2018 could also be directed to work within the boulevard.



Options Remaining Funds

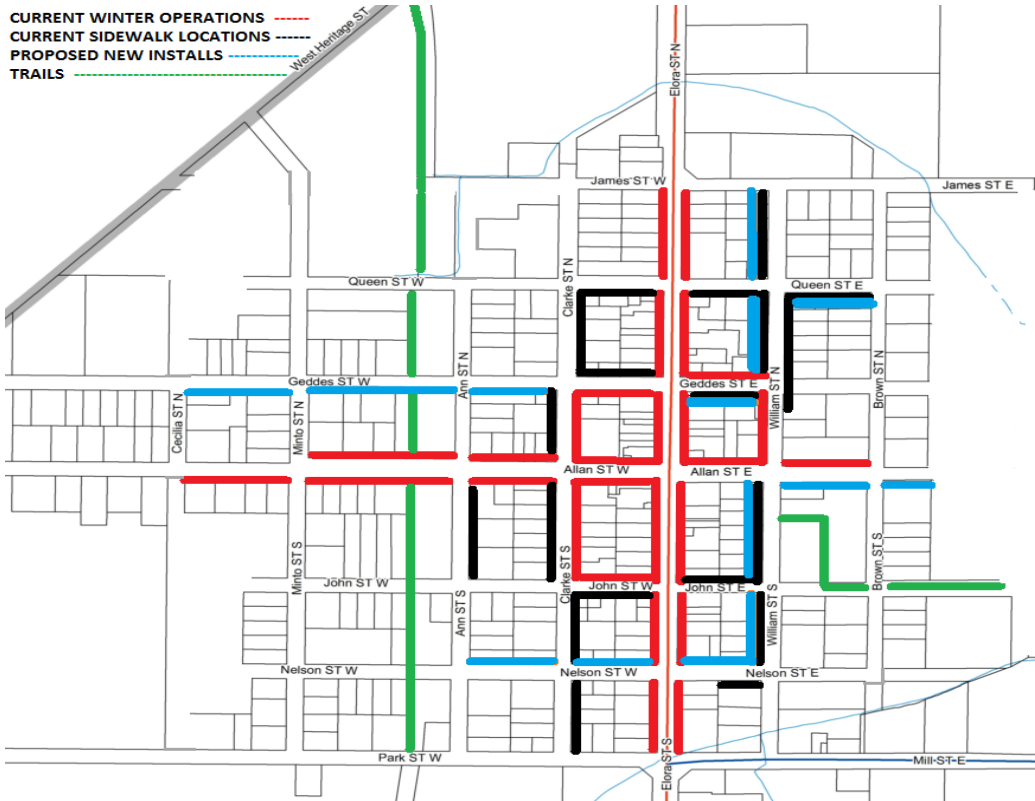
Staff believes the Palmerston Prospect Street and Cumberland Street sidewalk work also addresses public and child safety issues. These projects require less technical design than the Adelaide Street section in Harriston. Any unspent sidewalk funds after these two projects can be directed toward removing and decommissioning substandard sidewalks to begin to implement the new minimum maintenance standard. Triton Engineering could look at the Adelaide Street sidewalk design this fall for potential inclusion in the 2019 budget.

Implementing Sidewalk Minimum Maintenance Standard

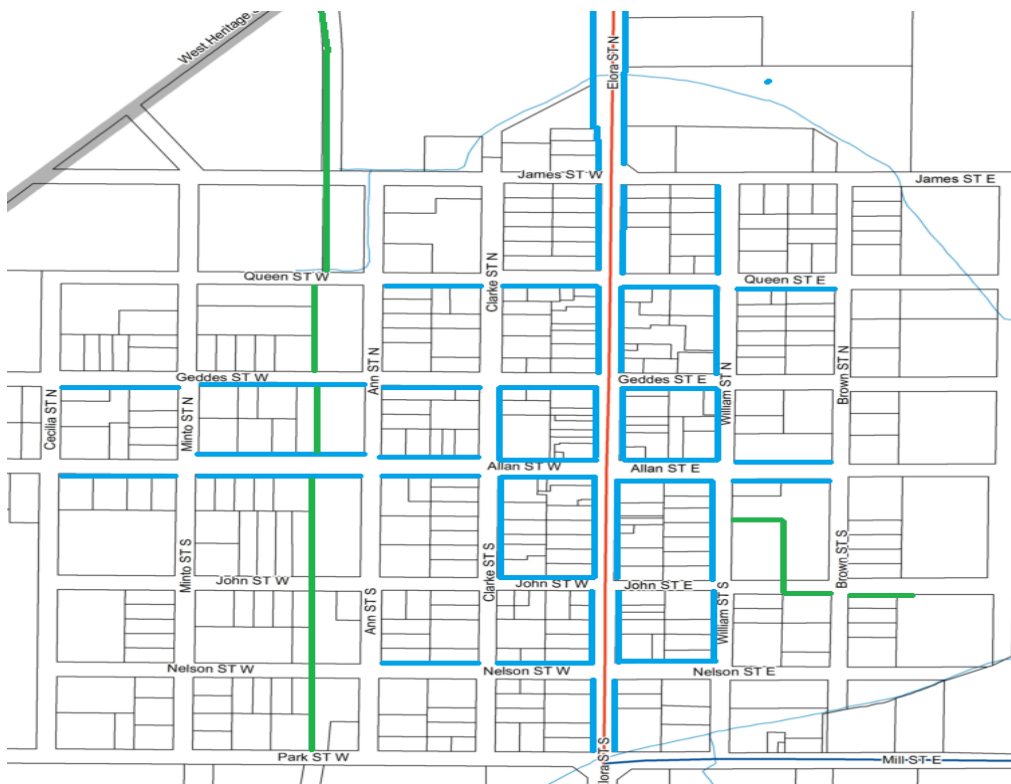
Staff proposes bringing back a more detailed sidewalk policy to address the new maintenance standards for the 2019 budget. The intent is to show progress toward ensuring the sidewalks the Town has meet accessibility standards and can be maintained efficiently without dramatic increases in maintenance costs.

The following maps show current and proposed sidewalks and trails as well as the sections that are maintained in winter. The second map shows a future sidewalk inventory where all sidewalks meet standards and are maintained in the winter. You can see that the sidewalk network is reduced over time as the substandard surfaces are removed and not replaced.

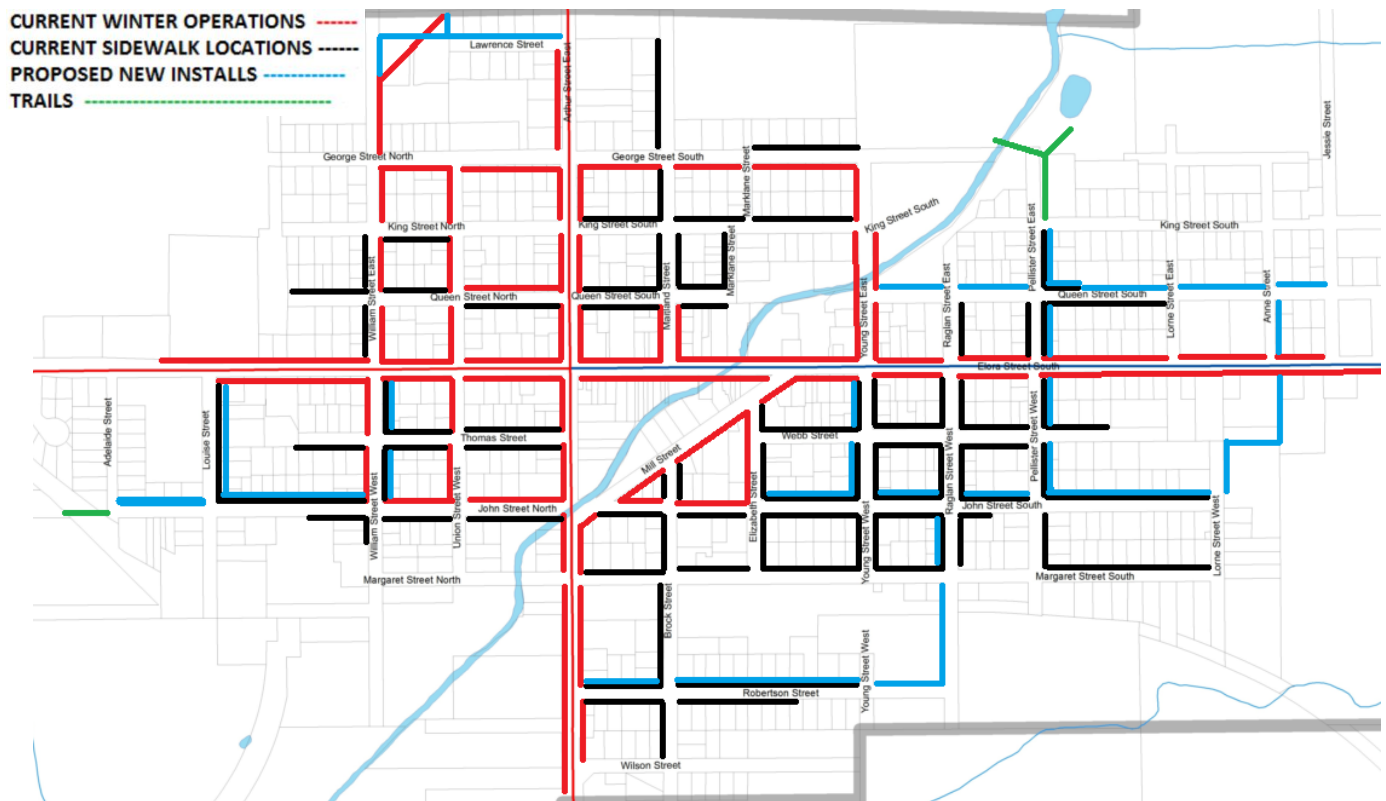
Clifford Current Sidewalk Conditions



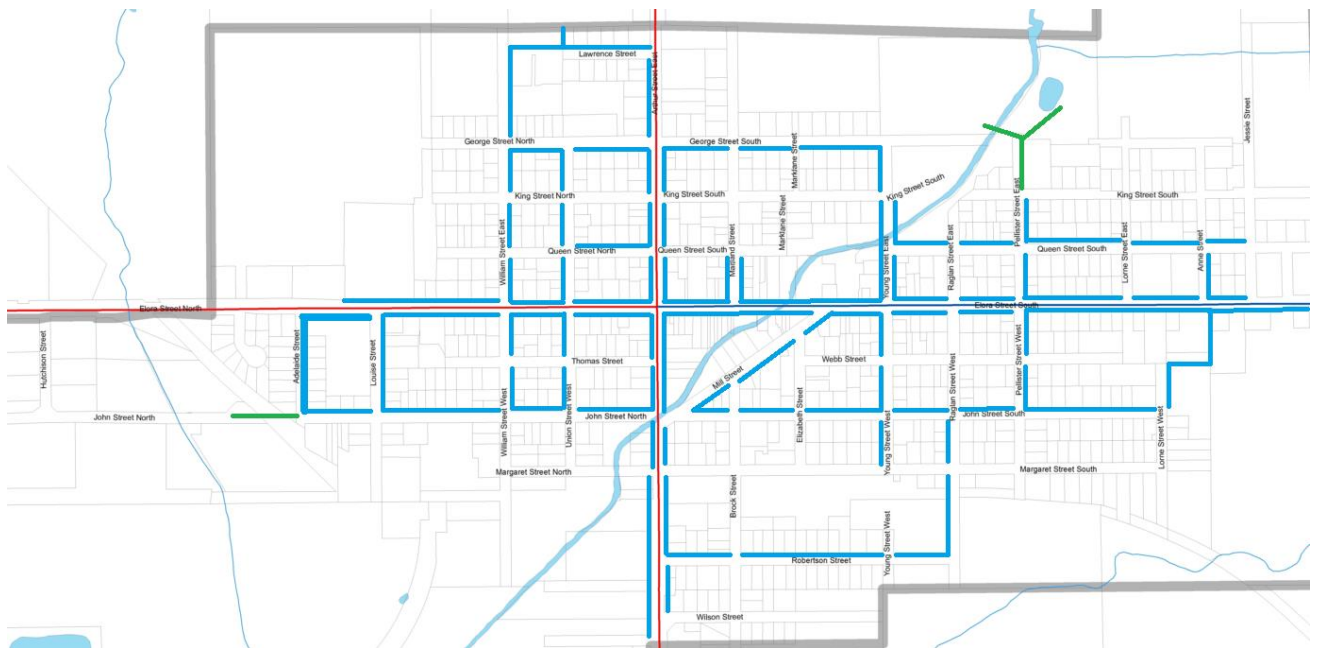
Clifford Future Sidewalk Conditions under new MMS



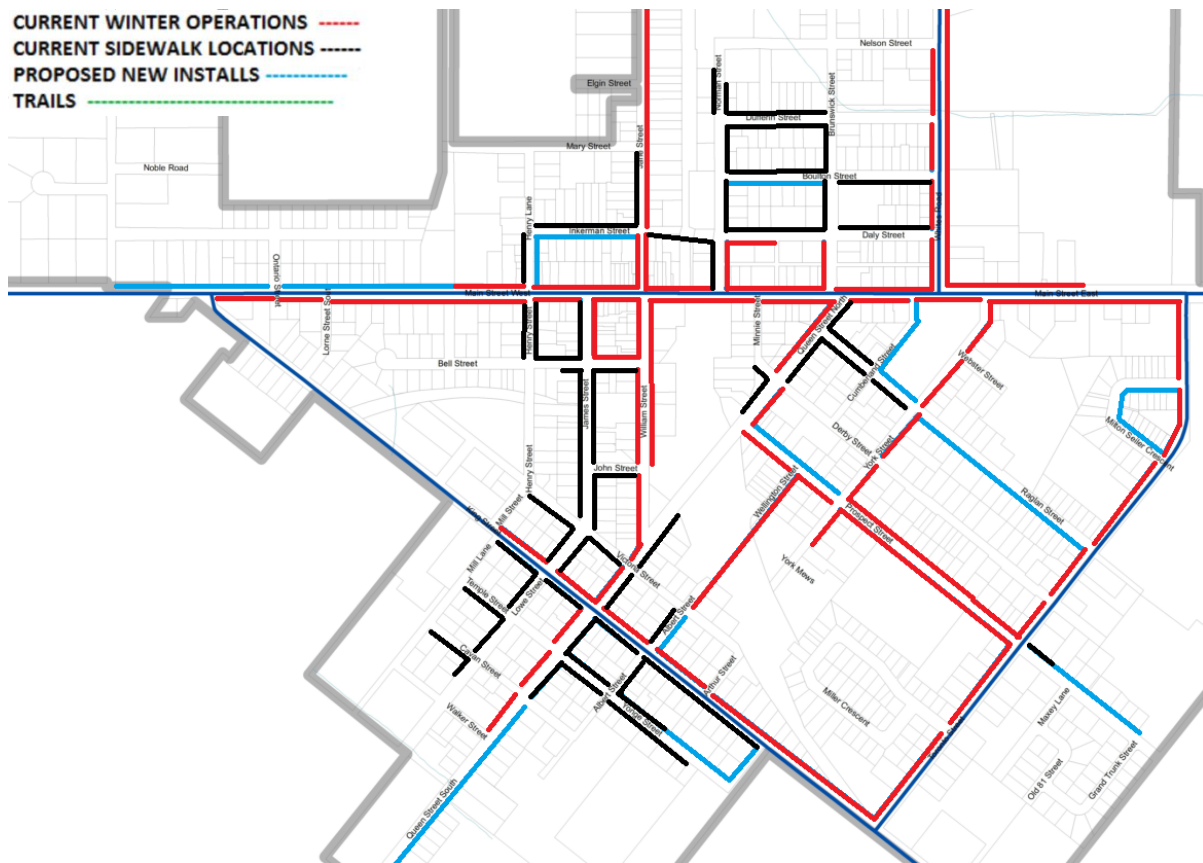
Harriston Current Sidewalk Conditions



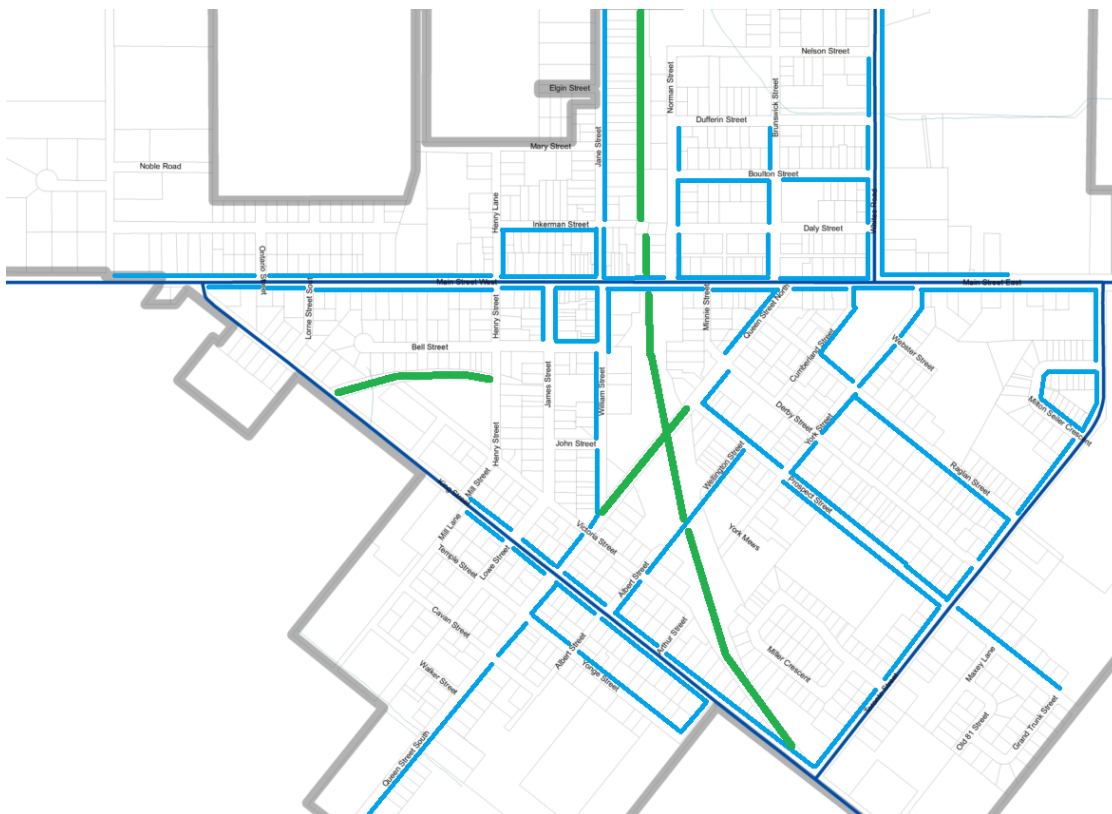
Harriston Future Sidewalk Conditions under new MMS



Palmerston Current Sidewalk Conditions



Palmerston Sidewalks under new MMS



FINANCIAL CONSIDERATIONS

An increase to future sidewalk and winter maintenance budgets will be required to reach the standards set out in regulation 366/18. The proposed sidewalk maintenance policy will help Council and staff set establish staffing needs and set a dollar value. The intent is by working toward a reasonable program will help control costs.

RECOMMENDATION

That Council receives the report from the Roads Foreman dated July 25, 2018, regarding Minimum Maintenance Standards Sidewalk Update and directs staff to apply remaining funds to the Cumberland Street and Prospect Street sidewalks in Palmerston, boulevard repairs consistent with new standards, and design for the Adelaide Street Harriston sidewalk, and that staff bring forward a sidewalk policy addressing the new Minimum Maintenance Standards in Ontario Regulation 366/18.

Mike McIsaac, Roads and Drainage Manager