



CITY OF HAMILTON
PUBLIC WORKS DEPARTMENT
Engineering Services Division
and
Transportation Operations & Maintenance Division

TO:	Chair and Members Public Works Committee
COMMITTEE DATE:	November 18, 2019
SUBJECT/REPORT NO:	Alleyway Management Strategy - Classification System (PW17008(a)) (City Wide)
WARD(S) AFFECTED:	City Wide
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RECOMMENDATION

That the Alleyway Classification System as attached to Report PW17008(a) as Appendix "A" be approved.

EXECUTIVE SUMMARY

This report outlines a more detailed review of alleyways within the City of Hamilton as per the information provided in Report PW17008.

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The City of Hamilton owns 642 alleyways in a variety of differing conditions. Currently the City spends \$175,000 annually to maintain (operating budget) these facilities however there is no associated capital program for alleyways.

In July 2019 Council approved a Strategic Asset Management Policy PW19053 that identified the commitment to consider levels of service (LOS) and the principle to ensure public services continue to be provided at defined LOS. The Policy also set a framework to ensure associated finances are identified and aligned through both operating and capital to sustain all City assets at the defined LOS. As such, Engineering reports related to infrastructure management decisions will begin to adopt some Policy concepts and terminology, to both demonstrate conformance to the Policy, and to continue to familiarize Council with the Asset Management approach being formalized.

Staff will be refining the existing Asset Management Plan (AMP) on core City assets in accordance with new provincial legislation, which will include alleyways. This will be reported back to Council by July of 2021 and, in the interim, there will be a series of workshops and outreach processes with stakeholders to determine desired LOS.

The “Alleyway State of the Infrastructure (SOTI) Report and Asset Management (AM) Strategy” for Hamilton (refer to Appendix “B” to Report PW17008(a) for executive summary and recommendation report) indicates that the City is currently providing what is considered to be a low LOS on alleyways. The alleyways are maintained on a reactive basis and there are no capital expenditures for state of good repair of alleyway surfaces. To provide a medium LOS as outlined and attached to Report PW17008(a) as Appendix “B”, an annual expenditure of \$742,000 in operating expenses and \$863,000 in capital would be required. To deliver a high LOS would require \$2.75 million in operating and \$863,000 in capital annually.

Alternatives for Consideration – See Page 5

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial/Staffing/Legal: N/A

HISTORICAL BACKGROUND

In October 2011 Council approved “Alleyways Management Program - Development Strategy” (PW07033a) and recommendations including:

- (a) That an Alleyways Management Program for the City of Hamilton as proposed in Appendix “A” attached hereto, be approved; and

- (b) That the General Manager of Public Works be directed to provide subsequent updates and further recommendation reports as a preferred strategy identified in the Alleyways Management Program for the City of Hamilton;

The comprehensive Alleyway Management Program identified a series of short, medium and long-term initiatives.

An update on the Alleyway Management Program initiatives was provided in March 2017 to Public Works Committee through Report PW17008. That report indicated that staff were working through the medium-term initiative: development of an alleyways classification system (hierarchy) which would provide a framework for the development of asset management plans in the future.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Ontario Regulation 366/18 made under the Municipal Act, 2001 legislated Minimum Maintenance Standards for Municipal Highways.

Ontario Regulation 588/17: Asset Management Planning for Municipal Infrastructure, under the Infrastructure for Jobs and Prosperity Act, 2015 mandates municipalities to prepare a comprehensive strategic asset management policy.

This work is correlated with the City's compliance with requirements of O.Reg.588/17 Asset Management Planning for Municipal Infrastructure – requiring municipalities to have a comprehensive Strategic Asset Management Policy (as per PW19053). The approved Policy incorporates sound asset management concepts such as senior management involvement, commitment to continual improvement, consistency with other municipal strategic and planning documents, and communication with stakeholders and the public. The process to identify the desired LOS will use workshops and other outreach tools to gather input on the AMP.

RELEVANT CONSULTATION

Several City Departments/Divisions were consulted in the development of the Alleyway Classification System (Hierarchy):

- Light Rail Transit (LRT);
- Hamilton Water;
- Transportation Planning;
- Municipal By-Law Enforcement;
- Environmental Services; and
- Councillors from Wards 1, 2, 3, 6, 7 and 13

Overall, no concerns were identified with the classification system. A summary of consultation comments are attached to Report PW17008(a) as Appendix “C”.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

GM BluePlan Engineering was retained to prepare an “Alleyway State of the Infrastructure (SOTI) Report and Asset Management (AM) Strategy” for Hamilton (attached to Report PW17008(a) as Appendix “B” for Executive Summary and Recommendations). This report involved the development of a hierarchy to classify each alleyway based on the service it provides the surrounding community with the objective to establish lifecycle management strategies for each classification. The information is based on current state condition assessments, requirements under the provincial Minimum Maintenance Standards, and costing models to address both capital renewal and operational maintenance components. The alleyway classification hierarchy will provide transparency and assist staff in making objective decisions regarding alleyways.

Alleyways may be identified as either assumed or unassumed. An alleyway is considered assumed by the passing of a By-law or by the spending funds on the alleyway (prior to 2002); it generally has a hardtop surface (concrete, asphalt). An unassumed alleyway was created by a plan of subdivision and the City has not assumed responsibility for its maintenance; these are generally loose-top surface (gravel, earth). The City has limited budget (\$175,000) to maintain alleyways on a reactive basis in response to citizen complaints and no capital expenditures for same.

The Alleyway Classification System as shown in Table 1 attached to Report PW17008(a) as Appendix “B” provides classifications A through E. Each alleyway was classified through a combination of its status (i.e. assumed or unassumed), the extent of encroachment (i.e. none, partial, full), and utilization category (which was assigned according to geographic and functional factors). A map of the Alleyway Classification System is attached to Report PW17008(a) as Appendix “D”.

A classification system for alleyways provides the framework through which policies can be developed related to the various aspects of alleyway management (including rationalization, disposal of surplus assets, management of encroachments, etc.). The hierarchy also can support the creation of options for maintenance and capital improvement programs and associated resource requirements which will form part of the AMP for Roads.

Based on the foregoing analysis, Staff are recommending that the Alleyway Classification System be adopted as a framework for the development of asset management plans and as a tool to support decision making regarding alleyways. The hierarchy can also be used to assist in clarifying the City’s practices and policies for

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improved consistency in response. Furthermore, a classification system can help to objectively prioritize resources.

ALTERNATIVES FOR CONSIDERATION

Council could at this time select an alternate LOS (currently considered low) however, this decision would be made without benefit of fully understanding the impacts to all other core City assets and associated budgets (which will be reported back to Council by July of 2021).

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Built Environment and Infrastructure

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report PW17008(a) – Alleyway Classification System

Appendix “B” to Report PW17008(a) – Alleyway State of the Infrastructure Report &
Asset Management Strategy: Executive
Summary and Recommendations

Appendix “C” to Report PW17008(a) – Relevant Consultation Comments

Appendix “D” to Report PW17008(a) – Map of Alleyway Classification System