

CITY OF HAMILTON

PUBLIC WORKS DEPARTMENT
Operations and Waste Management Division

TO: Chair and Members Public Works Committee	WARD(S) AFFECTED: CITY WIDE
COMMITTEE DATE: October 3, 2011	
SUBJECT/REPORT NO: Alleyways Management Program - Development Strategy (PW07033a) - (City Wide)	
SUBMITTED BY: Gerry Davis, CMA General Manager Public Works Department	PREPARED BY: Bryan Shynal (905) 546-2424, Extension 4622
SIGNATURE:	Martin White (905) 546-2424, Extension 4345

RECOMMENDATION

- (a) That an Alleyways Management Program for the City of Hamilton as proposed in Report PW07033a be endorsed;
- (b) That the General Manager of Public Works be directed to provide subsequent updates and further recommendation reports as a preferred strategy identified in Recommendation (a) of Report PW07033a.

EXECUTIVE SUMMARY

The "Alleyways Review" was directed by Council through Report PW07033 to provide comprehensive program recommendations to address asset management, operations & maintenance, and ongoing administration services related to municipally owned alleyway infrastructure. The "Review" identified a range of stakeholders (community and internal), a considerable asset inventory, various issues and opportunities, and a number of challenges to establishing formal management programs for capital improvement and maintenance services.

There are approximately 90 kilometres (kms) of alleyways across the City for which there are no approved programs or associated service levels.

As an output from the review exercise staff are recommending that the actions outlined in Appendix A to Report PW07033a be adopted as necessary components of a comprehensive "Alleyways Management Program" and that direction be given to begin

developing appropriate work plans as a preferred strategy to develop the Alleyways Management Program. Staff will be reporting back as required on each of the items. Current practices will be maintained until the various Program elements are brought forward. As such there are no budget or staffing impacts at this time.

Alternatives for Consideration - See Page 5

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

Financial:

Capital Program:

One time funding is required to establish the asset management program (completion of inventory, undertaking a condition assessment etc.). Ongoing capital funding and staffing requirements will be subject to the approval of a Capital Improvement Policy through a future staff report which will include recommended alleyway improvement or development standards.

Operating Program:

Future operating funding, equipment capital and staffing requirements will be identified through a future staff report which will include various service level recommendations.

Staffing: It is anticipated that at current demand, no additional resources are required to support administration services. The existing procedure for alleyway closure can continue until a more detailed strategy (policy, classification, criteria for disposition) is developed.

The *Municipal Act, 2001* provides municipalities with greater flexibility with respect to the adoption of policies related to the public use of unassumed alleyways and by diminishing the effect that minor maintenance activities or the expenditure of public funds has historically had on the characterization of alleyways as unassumed. Alleyways now require a by-law providing for their assumption to be passed before the maintenance standards of an assumed road will attach to them. Legal Services will provide support with respect to the development of the strategies and policies set out herein as required.

Legal: There are no legal implications associated with this report.

HISTORICAL BACKGROUND

Council direction in the "Alleyways Review" was provided through staff Report PW07033. The review process consisted of several stages including:

- Best Practices and Literature Review
- Current Inventory Data Base Review and Validation
- Current Policies and Service level Review
- Internal Stakeholders Consultation
- Development of Recommendations and Alternatives

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- Public Consultation on Recommendations
- Final Report

An interim update presentation was provided to the Public Works Committee by staff and the project consultant in November of 2008 in advance of the development of recommendations and alternatives; reporting on the status of the preceding stages and findings to that point. Following the completion of the remaining stages of the process and through the collaborative efforts of staff and the project consultant, a report was finalized in January of 2011 supporting the "Alleyways Management Program" development strategy as proposed.

POLICY IMPLICATIONS

The recommended Alleyways program development strategy aligns with "Innovate Now" principles that "work is undertaken at approved service levels with budgets that match" and that "budgets are based on sustainable life cycle funding".

RELEVANT CONSULTATION

Community consultation was achieved through a workshop (Public Information Centre format) conducted on June 25, 2009 and through direct consultation with members of Council. Hamilton Association of Business Improvement Areas provided ongoing input through a representative who worked closely with staff and the review consultant. The issues are outlined in the Analysis / Rationale Section of the Report.

Internal stakeholders (staff representing programs including Public Health Services, Police, Fire, Emergency Services, Roads & Maintenance, Waste Collection, Forestry & Horticulture, Traffic Engineering, Water & Wastewater, Traffic Operations, Development Planning, Parking, Municipal Law Enforcement, Real Estate, Risk Management, Legal Services), were engaged at various stages throughout the review process including the design of the proposed strategy.

The outcomes of the consultation were the identification and validation of issues, opportunities and determination by consensus of critical actions required to achieve the development of a comprehensive program.

ANALYSIS / RATIONALE FOR RECOMMENDATION

The "alleyways review" process validated a number of stakeholder issues with the current state of municipal alleyways including concerns for degraded physical surface conditions, drainage deficiencies, private encroachments, security, illegal activities, physical and legal access, administrative processes, and lacking preventative municipal maintenance services to address matters such as vegetation management, drainage, surface condition, litter/dumping, and winter control on a planned or proactive basis.

The varied scope of issues affecting over 90 kms of alleyways across the city, provided further validation that a standardized, programmed approach to managing the asset and

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delivering operating and administrative services would be essential. It was also recognized that a successful alleyways management plan may also advance broader corporate strategic goals of improved city image and enhancing environmental stewardship.

The “review” process also identified a number of substantive gaps in available information which is critical to providing supportable recommendations for an alleyways management plan, including a capital improvement policy, and maintenance program service levels. Key gaps include an incomplete asset inventory, and the absence of detailed alleyways condition assessment information to support analysis in developing appropriate and affordable capital policies, and operating and maintenance program service levels.

Investigation into comparative practices elsewhere, yielded that standards for alleyway development and maintenance where they exist are based more on a specific vision, need and affordability as opposed to common parameters or guidelines.

Considering the foregoing, the outputs from the review were repositioned to a strategic level establishing a critical path to achieving a comprehensive alleyways management plan. The recommended action items along with their intended outcomes are presented in Appendix A of Report PW07033a. The actions are grouped by timeframe for completion (short, medium or long term), depending on the availability of resource requirements and are summarized below:

Short Term Initiatives (Estimated Completion: Q4/2013)

- Establish an Alleyway Closure Application Protocol and Evaluation Criteria
- Establish an "Adopt an Alley" Volunteer Program
- Complete an Alleyway Inventory for the entire City confirming physical description data and utilization data
- Share Report findings with Municipal Service Stakeholders (i.e. Public Works Capital Program, Police, Fire, Public Health, etc.)
- Develop a one-stop contact or alternative approach for all inquiries into alleyway matters

Medium Term Initiatives (Estimated Completion: TBD)

- Undertake a physical asset condition assessment of all alleyways within the inventory
- Develop an Alleyways Classification System (Hierarchy)
- Develop an Alleyways Asset Management Strategy, addressing rationalization, improvement and maintenance programs to address stakeholder and citizen inputs, interests and concerns, identified through the review process
- Develop administrative policies to improve the management of private encroachments onto alleyways

Long Term Initiatives (Estimated Completion: TBD)

- Develop a surplus Alleyways Policy in accordance with the proposed Alleyways Management Strategy

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- Develop a capital improvement policy in accordance with the Alleyways Management Strategy, with a supporting resource plan for consideration by Council.
- Develop a maintenance program policy in accordance with the Alleyways Management Strategy with a supporting resource plan for consideration by Council.
- The products of these strategic actions will comprise a comprehensive management program for the City's alleyway infrastructure and provide critical support to the resolution of various current concerns and issues held by stakeholders.

If endorsed, the strategic action items lead by various program Directors within the Public Works Department would be advanced through their respective program work plans with ongoing progress reports to be provided through the General Manager's Office. Recommendation reports respecting aspects of the strategy will also be brought forward for consideration as and when required.

ALTERNATIVES FOR CONSIDERATION

As an alternative to the proposed strategy, Council may choose to proceed in the status quo, which would leave this physical asset class without a capital management program or a prescribed operating and maintenance service program. This alternative is not recommended as it would not address current issues and concerns of stakeholders nor would it capture the benefits of an optimized alleyways infrastructure within the City.

CORPORATE STRATEGIC PLAN

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Skilled, Innovative & Respectful Organization

- ◆ A culture of excellence
- ◆ More innovation, greater teamwork, better client focus

Financial Sustainability

- ◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner
- ◆ Full life-cycle costing for capital
- ◆ Address infrastructure deficiencies and unfunded liabilities

Intergovernmental Relationships

- ◆ Maintain effective relationships with other public agencies

Growing Our Economy

- ◆ An improved customer service

Environmental Stewardship

- ◆ Aspiring to the highest environmental standards

Healthy Community

- ◆ Plan and manage the built environment

APPENDICES / SCHEDULES

Appendix "A" - Action Items and Intended Outcomes

1.0 Short Term		
	Action	Intended Outcome
1.1	Establish an Alleyway Closure Application Protocol and Evaluation Criteria	<i>Clear application process and objective evaluation criteria to ensure transparency and accountability in process and in end results.</i>
1.2	Establish an "Adopt an Alley" Volunteer Program	<i>Engaged citizens through opportunities for volunteer involvement (as appropriate) in routine alley maintenance and monitoring/reporting activities.</i>
1.3	Complete an Alleyway Inventory for the entire City confirming physical description data and utilization data	<i>Availability of a complete and current inventory data base for use in asset and maintenance management planning and program implementation.</i>
1.4	Share Report findings with Municipal Service Stakeholders (i.e. Public Works Capital Program, Police, Fire, Public Health, etc.)	<i>Awareness of report findings including stakeholder and resident interests and concerns for follow up as appropriate to their respective program services.</i>
1.5	Develop a one-stop contact or alternative approach for all inquiries into Alley way matters	<i>Streamlined customer service response to inquiries related to alleyway infrastructure and associated programs</i>

2.0 Medium Term		
	Action	Intended Outcome
2.1	Undertake a physical asset condition assessment of all alleyways within the inventory	<i>A condition assessment to support strategic management, asset improvement, and maintenance program planning initiatives.</i>
2.2	Develop an Alleyways Classification System (Hierarchy)	<i>A framework for the development of asset management plans (i.e. rationalization, capital improvements, maintenance programs, etc.)</i>

2.0 Medium Term		
	Action	Intended Outcome
2.3	Develop an Alleyways Asset Management Strategy, addressing rationalization, improvement and maintenance programs to address stakeholder and citizen inputs, interests and concerns, identified through the review process	<i>A strategy to guide the development of policies related to all aspects of Alleyway Management (including, new asset development, City initiated disposal of surplus assets, capital improvements, maintenance programs and service levels.)</i>
2.4	Develop Administrative policies to improve the management of private encroachments onto alleyways	<i>Means to identify, and address (removal or formalization through agreement) alleyway encroachment issues.</i>

3.0 Long Term		
	Action	Intended Outcome
3.1	Develop a surplus Alleyways Policy in accordance with the proposed Alleyways Management Strategy	<i>A policy addressing a process (including evaluation criteria) for the evaluation alleyway properties to determine eligibility for City initiated disposal.</i>
3.2	Develop a capital improvement policy in accordance with the Alleyways Management Strategy, with a supporting resource plan for consideration by Council	<i>A policy addressing the development of a capital program to address any required works to improve or sustain alleyway infrastructure (i.e. hard surface, drainage, lighting, etc.) with an accompanying resource plan.</i>
3.3	Develop a maintenance program policy in accordance with the Alleyways Management Strategy with a supporting resource plan for consideration by Council.	<i>A policy addressing the development of a maintenance program with tiered activity service levels to effectively address any required maintenance works (i.e. inspection, vegetation management, winter control, dumping, litter, grading, sweeping, etc.) with an accompanying program resource plan.</i>