



REPORT

To: Mayor and Council
From: Chief Administrative Officer
Subject: For Your Decision: Service Delivery Review - Public Works
Date: March 11, 2024

Issue

Service Delivery Review - Public Works

Facts

- According to the 2020 Asset Management Plan, the Municipality currently has an annual funding gap of \$5.6 million between what should be spent to maintain assets and what is currently spent. This is the equivalent of \$2,156 per household, or more than double the current annual average levy on each house. The number is considered on the lower end of reality as it does not include all asset classes. Furthermore, inflation has increased significantly since the plan was developed, especially for Municipal infrastructure.
- By July 2025, Asset Management Planning legislation requires municipalities to determine current and future levels of service, the costs associated with that level of service and a plan to fund it. The legislation will, in essence, require municipalities to "live within their own means" by setting levels that are affordable and attainable long term. Not being compliant with this requirement will affect Municipal transfer funding.
- Grant funding programs have been shifting to take into account a Municipality's strategy in closing the asset gap and current state of funding their assets (i.e. the more the Municipality is addressing the deficit, the more likely a funding is to be approved. The less a Municipality is working to close the gap, the less likely they are to be approved for funding)
- Council directed staff to undertake Service Delivery Reviews (SDR) on all Municipal services. This is an evaluation process in which a specific municipal service is systematically reviewed to determine the most appropriate way to

provide it. The SDR process focuses on setting priorities and, where possible, reducing the cost of delivery (to the Municipality) while maintaining or improving services and service levels. At times, service levels may have to be cut.

- A part of SDR process is to consider how to enhance services through greater efficiency or process changes without added costs to the Municipality. In many cases however, Council will either need to reduce costs or increase revenues (fees & charges or levy) significantly to address the infrastructure gap and plan for the future. While doing so, the increased complexity of operating services needs to be taken into account. Therefore, it is only possible to reduce costs to the level required by reducing services and/or assets that Greenstone maintains.

Analysis

- Please see the attached Public Works Service Delivery Review Report.

What is the financial impact?

1.0 Build Financial Capacity

To create the financial capacity to invest in capital infrastructure and equipment to meet service level expectations and statutory requirements, and to allow flexibility to enhance existing and future service delivery options.

1.1 Service Delivery Review (SDR): Council has approved the commencement of a service delivery review. The SDR will look at current and future levels of service for program delivery and asset maintenance. With the completion of each SDR, develop business plans to ensure that the services meet the strategic service level objectives of Council in a fiscally prudent manner.

Recommendation

THAT Council of the Municipality of Greenstone approve the following:

1. **THAT** Council adopt the Minimum Maintenance Standards for Municipal Roads Policy as presented to set the level of service for road and sidewalk maintenance.
2. **THAT** Council direct Staff to include a budget item in the draft 2025 Budget for a software subscription for a Work Order management system compatible with the Municipality's asset management platform.
3. **THAT** Council set the level of service for road condition standards (PCI level) once staff have prepared a recommendation in October.
4. **THAT** once all service levels are set for Public Services/Public Works related services through the Service Delivery Review (SDR) process, a full review of the Public Services staffing model be completed to ensure adequate staff to deliver service levels identified by the SDR's.
5. **THAT** Council direct Staff to present a draft policy on setting levels of service for road surface type for presentation to Council during March 2025.

6. **THAT** Council direct Staff to include a budget item in the draft 2025 Budget for the engagement of an engineering consultant to prepare road construction design standards for all road infrastructure features (road surface, curbing, subgrade, signage, lighting, drainage, buried infrastructure) to provide standardized community planning and development specifications that comply with Provincial regulations.
7. **THAT** Council direct Staff to bring forward a report to address options to manage emergency after-hours response needs by April 2025, after the completion of the Service Delivery Review process as this may impact a number of departments.

DATE	MONDAY, MARCH 11, 2024
SUBJECT	SERVICE DELIVERY REVIEW – PUBLIC WORKS
REPORT NO.	SDR-17

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SERVICE SUMMARY

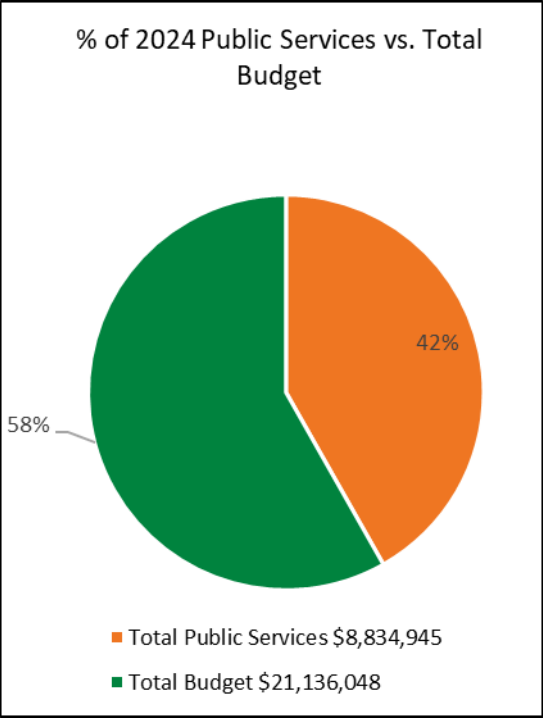
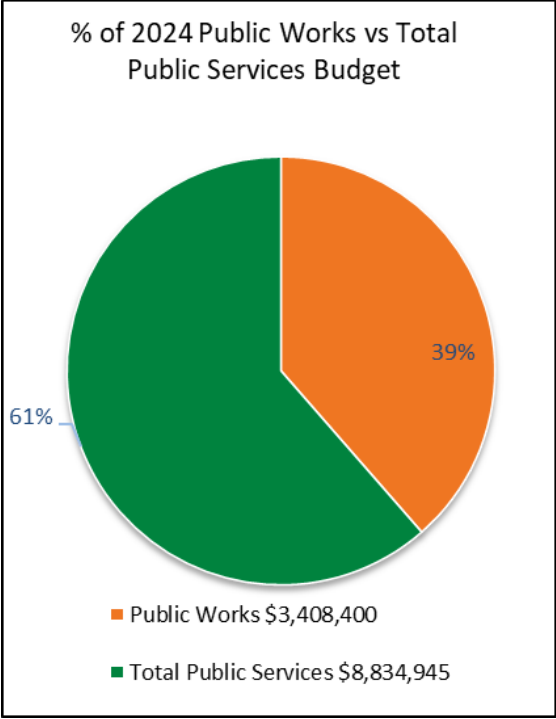
SERVICE	PUBLIC WORKS
DEPARTMENT	Public Works
SUMMARY	<p>This report covers primarily the road-related services pertaining to the following infrastructure: roads, road right-of-ways, streetlights, sidewalks, and curbing. It also discusses related human resources and administrative aspects involved in delivering these services.</p> <p>It does not include winter-control service delivery nor non-emergency fleet services which were addressed in their respective SDR reports in 2023. This report also does not include operational services that will fall under other SDR's to be presented later this year: Environmental Services, Storm Water Management, Rebate Programs, Cemetery Services, and Waste Management Services.</p>
MANDATORY	<p>With respect to this SDR, mandatory vs discretionary services are identified as follows:</p> <p>Roads: A public road network is a mandatory core service. The maintenance of the infrastructure is regulated by the Province.</p> <p>Sidewalks: The provision of this infrastructure is not mandatory. Once in place, the maintenance of the infrastructure is regulated by the Province and there are mandatory minimum standards.</p> <p>Streetlights: The provision of this infrastructure is not mandatory. Once in place, the maintenance of the infrastructure is regulated by the Province.</p> <p>Aggregate Pits & Quarries: There is no requirement for a Municipality to be a permit holder for a pit or quarry. Pits and quarries are regulated by the Province.</p> <p>As an owner of buried infrastructure, the Municipality has compliance obligations to be met through Ontario One Call, as regulated by the Province.</p>
LEGISLATION	<p>O. Reg. 366/18 made under the Municipal Act, 2001, amending O. Reg. 239/02 (Minimum Maintenance Standards for Municipal Highways)</p> <p>Highway Traffic Act, R.S.O. 1990, c. H. 8</p> <ul style="list-style-type: none"> Hours of Service (Drive Time DZ and up) – O. Reg. 555/06

	<ul style="list-style-type: none"> Commercial Vehicle Operator’s Registration (CVOR) – O. Reg. 424/97 <p>Occupational Health and Safety Act, R.S.O. 1990, c. O.1 Drainage Act of Ontario, R.S.O. 1990, c. D.17</p> <p>Standards for Bridges – O. Reg. 104/97</p> <p>Department of Fisheries and Oceans Act, R.S.C., 1985, c.F-15</p> <p>Canadian Navigable Waters Act, R.S.C., 1985, c.N-22</p> <p>Lakes and Rivers Improvement Act, O/Reg. 454/96</p> <p>Mining Act, R.S.O. 1990, c. M14</p> <p>Aggregate Resources Act O. Reg. 244/97</p> <p>Fish and Wildlife Conservation Act, 1997, S.O. 1997, c. 41</p>
BY-LAWS	<ul style="list-style-type: none"> Road Dust Abatement Policy Driveway Curb Cut Policy Financial Assistance for Rural Road Maintenance Policy Rural Road Maintenance Policy Surface Miner Training Policy
FEES/CHARGES	<p>Schedule D of the Fees and Charges By-law pertains to Public Works Fees. These will be addressed under the SDR’s to which they are associated with, as they do not relate to road maintenance.</p>

2024 BUDGET SUMMARY

The distinguishment between Public Services and Public Works is made here, as well as under the Staffing section of this report. Public Services refers to all of the Municipality’s departments that provide infrastructure related services, namely: Airports, Environmental Services, Facilities, Parks & Recreation, and Public Works. The Public Works budget reference (Chart 1.) includes all operational expenses associated with each of these departmental service areas.

2024 Expenditures:	\$3,408,400
2024 Revenues:	-\$260,825
Net Budget:	\$3,147,575



The Public Works budget provided above represents year-round operating expenses which include winter control measures and non-emergency fleet. (The SDRs for Winter Control and Non-Emergency Fleet were presented to Council in 2023.)

More detailed information could not be further estimated for this report. A cost system that tracks work hours allocated to task type (e.g. road maintenance, water repairs, inspections) is not currently in place, therefore an accurate profile of how much time Public Works staff spend performing specific tasks is not available. This is expected to be addressed through the recommendations of the IT Master Plan.

STAFFING

Four Public Works yards with assigned work crews facilitate operational coverage across the Municipality’s geography. For the most part, Public Works staff reside in the communities of the respective Public Works yards. Staff complements by workplace are provided in Table 1.

Table 1. Public Works Staff Positions Assigned by Location

Ward	Supervisor/Foreman	Operators	Labourers	Total FT Staff
Beardmore	1 Foreman	1	0	2
Geraldton	1 Supervisor	6	1	8
Longlac	1 Supervisor	6	1	8
Nakina	1 Foreman	1	1	3
*Does not indicate current staff vacancies				

A variety of employment strategies have been deployed over the years to manage the workload associated with timely maintenance activities and response. Seasonal, Casual and Contract positions have been created in attempts to support full-time staff and balance costs with service demands. The current staffing situation in Public Works is strained with several vacancies from both short-term & long-term disability claims; the recruitment efforts for these types of positions have been largely unsuccessful despite repeated postings. (Recruitment for permanent full-time positions is generally successful, however some re-posting of positions has occurred where no suitable applications have been received.)

Daily work plans are impacted by priority response needs and regular scheduled duties, as well as staff vacation entitlements etc. The Manager of Public Works balances the workforce to ensure that all mandatory services are completed in each Ward. Where feasible, staff are assigned to assist other Wards, however operating experience levels of Operators are also a factor. Not all Operators are proficient on all heavy equipment types, and varying experience levels impact the speed of service delivery. Training staff to be proficient on the use of all types of heavy equipment is ongoing, however difficult to conduct in a timely manner under competing work demands.

Examining staffing issues from a financial perspective further highlights the operational reality. Refer to Table 2.

Table 2. Financial Summary for Public Works Wages in 2023

2023 Budget for Full-Time Employee Wages	\$1,474,575.00
2023 Actual Expense	\$1,139,188.17
Variance	\$ 335,386.83
Equating to a staff shortfall of 5.4 full time public works employees for the entire year.	

In other words, the Public Works Department is operating at **77% capacity** on an ongoing basis. Recommendations on how to redistribute the operations workload are addressed in this report under the Alternate Service Delivery section and will also form some recommendations in upcoming SDR reports. The rationale for the redistribution of workload is two-fold:

- 1) To meet operational expectations for set service delivery levels; and
- 2) To meet all legislated responsibilities, specifically routine inspections, required to fulfill the Municipality's obligations to provide safe travel infrastructure and limit liability.

SERVICE BACKGROUND

As mentioned, the 2023-2024 SDR report schedule categorizes various services provided by the Public Services Department.

This Public Works SDR report will discuss the following services: 1) Service Infrastructure, 2) Other Services Performed by Public Works, and 3) Facilities and Land Use:

1) Service Infrastructure

a) Municipal Roads (96 km paved, 42 km gravel)

As part of amalgamation, the Municipality assumed a number of rural roads that were previously governed by the four Municipalities or Towns, as well as those governed by several Local Roads or Services Boards. Municipal amalgamation also influenced the transfer of some Crown Roads to the Municipality. In some cases, cost-sharing agreements were developed for the maintenance of non-municipal roads, and a tax subsidy program was introduced for certain rate-payers accessing their properties via public, non-municipal roads.

Road standards for municipal roads differ from non-municipal roads, however daily traffic volume and speed limits are determining factors on road standards to be met. Legislation prescribes minimum maintenance standards to be met.

Officially, municipal roads are public roads, meaning they are not legally owned by a private landowner, and so are maintained through the municipal tax base. If possible, government sources of funding are sought to maintain roads, however, funding is not guaranteed. The level of service for improving or replacing road assets is related to the Capital budget. This includes tasks such as repaving an asphalt road or adding gravel to improve the condition of a gravel road. These works are eligible for funding opportunities.

The level of service for day-to-day operations and preventative maintenance is related to the Operating budget. This includes tasks such as pot-hole patching, crack-sealing, sweeping, and right-of-way brushing. These works are not eligible for funding opportunities.

The 2023 Roads Needs Study provided a technical assessment of road conditions throughout Greenstone. The report on this study is expected to be presented to Council this April.

b) Bridges (2 vehicular bridges)

The Municipality is responsible for the condition of the Barton Bay bridge in Geraldton and the Balkam Creek bridge in Nakina. Legislation prescribes minimum maintenance standards to be met. All bridges in Ontario are to be inspected every 2 years using the Ontario Structure Inspection Manual (OSIM) format.

The 2022 inspection reports highlighted a number of short-term and long-term maintenance needs. The following summary statements are of significance:

Balkam Creek Bridge: “Assuming regularly scheduled inspections occur and identified minor, remedial repairs are implemented, the remaining useful life of this bridge is approximately 15+ years, based upon the aged girders and abutments.”

Barton Bay Bridge: “The bearings should be inspected up close during the next OSIM inspection using a pontoon boat or barge to determine if any remedial work may be required. The cracks at the deck soffit near the south abutment may be the early stage of the formation of spalling. Any cracks or spalling at the deck soffit are a structural concern. The entire deck soffit should be inspected up close during the next OSIM inspection using a pontoon boat or barge to determine the full extent of deterioration prior to implementing a rehabilitation strategy.”

The bridges are due for inspection this year.

c) Sidewalks (9 km in total)

The Municipality maintains sidewalks in the communities of Beardmore, Geraldton and Longlac. All are pre-existing amalgamation; some sidewalks were removed in Geraldton in 2019 in response to the condition of the infrastructure and associated liability concerns.

Legislation prescribes minimum maintenance standards to be met.

d) Streetlights & Decor (700+ streetlights)

All streetlight assets were converted to LED light fixtures in 2014. Legislation prescribes minimum maintenance standards (for fixture maintenance) to be met.

Holiday-themed or event-style banners or light decorations have been maintained in the communities of Beardmore, Geraldton, Longlac and Nakina. Replacement of these assets are at the discretion of Council. The 2024 Capital Budget allocates \$10,000 to replace approximately six fixtures.

e) Traffic Signs & Guardrails (total TBD)

The 2023 Roads Needs Study identified an inventory of 1299 municipal traffic signs throughout Greenstone. A formal inspection program for signage and safety systems (guardrails) is planned to be implemented after further assessments are completed in 2024. It is estimated that additional infrastructure is required to meet minimum safety standards.

Legislation prescribes minimum maintenance standards to be met.

2) Other Service Performed

a) Underground Infrastructure Locates

As a buried infrastructure owner, the Municipality is required to comply with the Ontario Underground Infrastructure Notification System Act, 2012, S.O. 2012, c. 4.

Those wanting to dig must contact Ontario One Call to get buried cables, pipes and wires located to dig safely. For the Municipality, this means performing water and sewer locates for the public, contractors, and other infrastructure owners, as well as requesting locates for the Municipality's own projects requiring excavation.

The provision of locate services involves Public Works staff to conduct the physical locate, and Administration staff to monitor incoming locates and update completed locate information in the Ontario One Call portal within the prescribed response timeframes.

b) After-Hours / Emergency Response

The Municipality's ability to respond to infrastructure emergencies (e.g. watermain break repair and boil water advisory notice distribution) or community emergency response events (e.g. security for roadblock due to wildfire) is largely facilitated by Public Works staff. Other non-emergency infrastructure repair requests are reported regularly using the report a complaint/concern process.

Currently, the procedure in place for response is informal; various staff are contacted through a variety of means to reach response feedback. While alternative options are available, the common factor is that there are costs associated with a formal notification system to call-out staff.

There is no legislation that requires a Municipality to have an Emergency "hotline" to direct after-hour calls. However, there is a need to have clear instructions in place to direct the Public. The service is relevant to multiple departments and requires further internal discussion. A report to Council

will be forthcoming after the completion of the Service Delivery Review process.

3) Facilities and Land Use

a) Public Works Depots (four depots)

Public Works staff operate out of four Public Works Depots. The depots located in Beardmore, Geraldton, Longlac and Nakina existed prior to amalgamation and continue to service the operational needs of the department very well by providing office headquarters and fleet and equipment storage space.

The Geraldton and Longlac Public Works depots are in very good condition. The Beardmore and the Nakina facilities are aged and will be discussed further in the Facilities SDR. Facility Condition Assessments and Fire Safety Inspections have been completed however a long-term forecast on how these facility needs will be addressed still needs to be developed and may impact how operational services are delivered.

b) Aggregate Pits and Quarries (1 quarry, 5 pits)

The Municipality continues to maintain extraction permits with the Ministry of Natural Resources and Forestry (MNRF) for several aggregate pits and one quarry. (Loose material, such as sand and gravel, is removed from a pit. Solid bedrock, such as limestone and granite is removed from a quarry.) The pit permits are held for the purpose of producing winter sand (sand mixed with salt) for the maintenance of roads in winter and for 'pit run' material used to backfill excavations. The quarry permit is held for the extraction of armour stone used for the High Hill Harbour breakwater and the pier at Poplar Lodge Park.

As per the Aggregate Resources Act, permit holders have annual reporting responsibilities. As well, extraction volumes are reported to the Ontario Aggregate Resources Corporation to calculate Crown dues. The Ontario Aggregate Resources Corporation acts as the trustee of the Aggregate Resources Trust, a trust created under the authority of the Aggregate Resources Act and pursuant to a trust indenture between the Corporation and the Minister of Natural Resources and Forestry.

Surface Miner training certification is required for anyone operating in a pit or quarry.

AREAS OF JURISDICTION

For clarification, the Municipality does not have jurisdictional responsibility for Highway 11, Highway 584 (Nakina), Highway 643 (Aroland), or Highway 625 (Caramat), any Crown or forest access roads, nor any roads on federal reserve lands except where an inter-jurisdictional agreement may apply, as is the case in MacDiarmid. There are exceptions for specific non-municipal roads across the Municipality where maintenance services are provided. The Municipality also provides a tax subsidy program to a maximum of 15% of municipal property taxes paid to Road Associations that maintain their own access roads. The details of this subsidy program will be addressed by the Rebates SDR.

DETAILS OF LEGISLATED RESPONSIBILITIES

The Municipality of Greenstone is expected to meet the requirements of O. Reg. 366/18 made under the Municipal Act, 2001, amending O. Reg. 239/02 (Minimum Maintenance Standards for Municipal Highways). The Municipality must strive to ensure that all roads meet the maintenance standards, specifically in the areas of Classification of Highways, Patrolling, Weather Monitoring, pothole patching, crack sealing as per the information below. Where Council opts to increase the level of service, the Municipality must then ensure consistent compliance with this maintenance standard to demonstrate due diligence. Litigation concerning municipal road and sidewalk maintenance is a priority concern in risk management due to the potential cost of a lawsuit; Council must be prepared to position the Municipality with service levels that it can meet under normal circumstances and therefore uphold in court.

The Municipal Act states the following:

Maintenance:

44. (1) The municipality that has jurisdiction over a highway or bridge shall keep it in a state of repair that is reasonable in the circumstances, including the character and location of the highway or bridge. 2001, c. 25, s. 44 (1).

Liability:

44. (2) A municipality that defaults in complying with subsection (1) is, subject to the Negligence Act, liable for all damages any person sustains because of the default. 2001, c. 25, s. 44 (2).

The legislated maintenance standards provide municipalities with a statutory defense. It is important to understand the Regulation, which sets out the following terms:

“For the purposes of this Regulation, unless otherwise indicated in a provision of this Regulation, a municipality is deemed to be aware of a fact if, in the absence of actual knowledge of the fact, circumstances are such that the municipality ought reasonably to be aware of the fact.”

To illustrate this, a municipality cannot claim the defense that it didn't know a road or sidewalk was in sub-standard condition if the probability of such conditions are reasonable. For example, following a heavy rain event it can reasonably be expected that potholes have formed where road conditions are deteriorated, and washboard has formed on gravel roads, and thus the Municipality must take action to investigate and respond to these conditions. The Municipality can't claim that it didn't know that rough road conditions existed because it had not yet performed a visual inspection and documented the condition.

Several examples of parameters to be met under ONTARIO REGULATION 239/02:MINIMUM MAINTENANCE STANDARDS FOR MUNICIPAL HIGHWAYS under *Municipal Act, 2001, S.O. 2001, c. 25* are provided for reference:

TABLE 1
POTHOLES ON PAVED SURFACE OF ROADWAY

Class of Highway	Surface Area	Depth	Time
1	600 cm ²	8 cm	4 days
2	800 cm ²	8 cm	4 days
3	1000 cm ²	8 cm	7 days
4	1000 cm ²	8 cm	14 days
5	1000 cm ²	8 cm	30 days

O. Reg. 239/02, s. 6, Table 1.

TABLE 2
POTHOLES ON NON-PAVED SURFACE OF ROADWAY

Class of Highway	Surface Area	Depth	Time
3	1500 cm ²	8 cm	7 days
4	1500 cm ²	10 cm	14 days
5	1500 cm ²	12 cm	30 days

O. Reg. 239/02, s. 6, Table 2.

TABLE 3
POTHOLES ON PAVED OR NON-PAVED SURFACE OF SHOULDER

Class of Highway	Surface Area	Depth	Time
1	1500 cm ²	8 cm	7 days
2	1500 cm ²	8 cm	7 days
3	1500 cm ²	8 cm	14 days
4	1500 cm ²	10 cm	30 days
5	1500 cm ²	12 cm	60 days

O. Reg. 239/02, s. 6, Table 3.

TABLE
SHOULDER DROP-OFFS

Class of Highway	Time
1	4 days
2	4 days
3	7 days
4	14 days
5	30 days

O. Reg. 366/18, s. 9 (2).

CLASSIFICATION OF HIGHWAYS

Table 3 below summarizes the classification of highways as per amending Ontario Regulation 366/18 based on traffic counts and posted speed limits.

Table 3. Ontario Standard (Municipal Highway Classification)

Average Annual Daily Traffic (number of motor vehicles)	Posted or Statutory Speed Limit (kilometers per hour)						
	91-100	81-90	71-80	61-70	51-60	41-50	1-40
53,000 or more	1	1	1	1	1	1	1
23,000 - 52,999	1	1	1	2	2	2	2
15,000 - 22,999	1	1	2	2	2	3	3
12,000 - 14,999	1	1	2	2	2	3	3
10,000 - 11,999	1	1	2	2	3	3	3
8,000 - 9,999	1	1	2	3	3	3	3
6,000 - 7,999	1	2	2	3	3	4	4
5,000 - 5,999	1	2	2	3	3	4	4
4,000 - 4,999	1	2	3	3	3	4	4
3,000 - 3,999	1	2	3	3	3	4	4
2,000 - 2,999	1	2	3	3	4	5	5
1,000 - 1,999	1	3	3	3	4	5	5
500 - 999	1	3	4	4	4	5	5
200 - 499	1	3	4	4	5	5	6
50 - 199	1	3	4	5	5	6	6
0 - 49	1	3	6	6	6	6	6

Traffic count studies are prescribed by the Regulation as follows:

“...the average annual daily traffic on a highway or part of a highway under municipal jurisdiction shall be determined,

- (a) by counting and averaging the daily two-way traffic on the highway or part of the highway for the previous calendar year; or
- (b) by estimating the average daily two-way traffic on the highway or part of the highway in accordance with accepted traffic engineering methods. O. Reg. 239/02, s. 1 (3).

The Municipality has not conducted a traffic count study for municipal roads within the last five years. The need for reliable and updated data regarding traffic counts and traffic patterns will allow new road networking mapping to be developed. Based on the chart above, using the existing (outdated) traffic count information, the Municipality has the following road network inventory (Table 4). The 2024 Capital Budget allocates funds for a traffic count study this year.

Table 4. Municipality of Greenstone Road Inventory Classification

Class of Highway	Length (km)	% Of Total Network
1	-	-
2	-	-
3	-	-
4	16	12%
5	115	83%
6	7	5%
TOTAL	138	100%

It should be noted that the Regulation recognizes Class 6 roads but provides no maintenance standard for this classification. It is each municipality’s responsibility to set the standard. In Greenstone’s case, all Class 6 roads (identified as laneways) are maintained using the Class 5 guidelines. Council authorization is required to update the policy to establish a different (lesser) level.

Additionally, there are almost 35km of roads not included in the inventory that the Municipality provides some maintenance services for but does not own. Municipal policy for Rural Road Maintenance currently permits the service level as an establishment of past practice.

Geraldton

- 16 km - Pipeline Road
- 0.59 km - Summerset Road
- 0.1 km - Cyr Way
- 0.24 km - Rosedale Road

Rural

- 4.8 km - Hwy 801 (occasional circumstances in coordination with forest industry)
- A portion of Keung’s Road

Nakina

- 0.5 km - West end of Cordingley Lake Road
- 7.8 km - Railway Avenue (from municipal boundary to Old Forestry Road)

Longlac

- 2.5 km - East portion of Crib Road (from Blueberry Road to Longlac Landfill)
(when required)

This is not a comprehensive list. There are other roads or sections of roads where ownership and status may be in question. The CAO, Director of Public Services, Clerk and Director of Corporate Services will need to prioritize a review of all assumed roads, easements and maintenance agreements over the next 18 months to determine if Greenstone has "care and control" or ownership of various historically maintained access roads. For those that have been assumed, proper maintenance standards will be determined based on the MMS.

Municipal parking lots do not fall under the maintenance standard for municipal roads, though they do belong in the discussion on winter control, particularly concerning the order of service.

PUBLIC SURVEY RESULTS

The following questions were posed in the Public Survey. The question pertaining to rural road maintenance (Q16) was prompted to those who first identified themselves as a Rural Ward resident.

Q16 As you have answered yes, please rate your satisfaction from 1-10 with Rural Road services for those items that apply to you. Rate only those that apply to you (i.e. chip and seal roads are not graded and gravel roads do not require sweeping).

Answered: 32 Skipped: 97

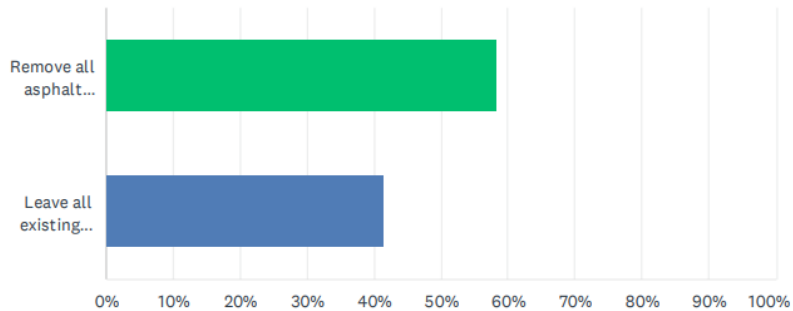


Rating	VERY SATISFIED	SATISFIED	SOMEWHAT SATISFIED	DISSATISFIED	VERY DISSATISFIED	TOTAL
Right-of-Way Brushing and Tree Removal	6.67% 2	40.00% 12	33.33% 10	20.00% 6	0.00% 0	30
Dust Suppression	7.41% 2	33.33% 9	40.74% 11	14.81% 4	3.70% 1	27
Sweeping	5.00% 1	40.00% 8	40.00% 8	15.00% 3	0.00% 0	20
Patching	4.00% 1	12.00% 3	20.00% 5	52.00% 13	12.00% 3	25
Grading	8.00% 2	24.00% 6	24.00% 6	36.00% 9	8.00% 2	25

Based on the satisfaction survey question for rural road maintenance, the highest service demand is for improvements in patching and grading. A work order system would efficiently transfer a road repair request directly to Public Works.

Q11 Considering the funding needs to maintain all of Greenstone's municipal roads, which road infrastructure replacement strategy would you agree is acceptable for very low traffic areas:

Answered: 106 Skipped: 23

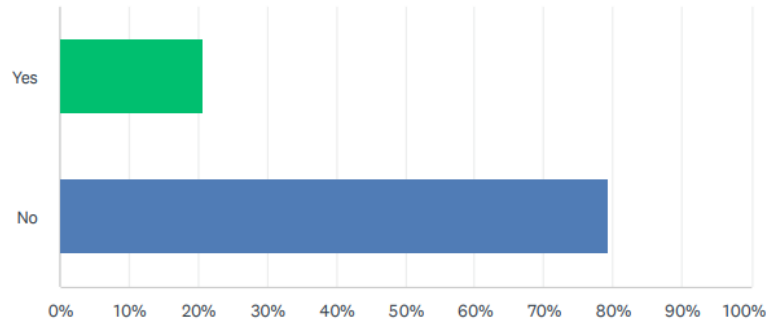


ANSWER CHOICES	RESPONSES
Remove all asphalt surfaces determined to be in very poor condition and replace/maintain with gravel surfaces until such time that proper infrastructure improvements can be engineered and constructed.	58.49% 62
Leave all existing asphalt roads determined to be in very poor condition in place until they are scheduled for repair.	41.51% 44
TOTAL	106

This survey response indicates positive feedback on the proposal to remove asphalt from very deteriorated roads and temporarily restore them with a gravel surface until full rehabilitation (paving) can be coordinated. Staff will present short-term road management options for Council's approval on a case-by-case basis.

Q13 Have you ever had an after-hours Public Works emergency? (i.e. emergency water shut off)?

Answered: 106 Skipped: 23



ANSWER CHOICES	RESPONSES	
Yes	20.75%	22
No	79.25%	84
TOTAL		106

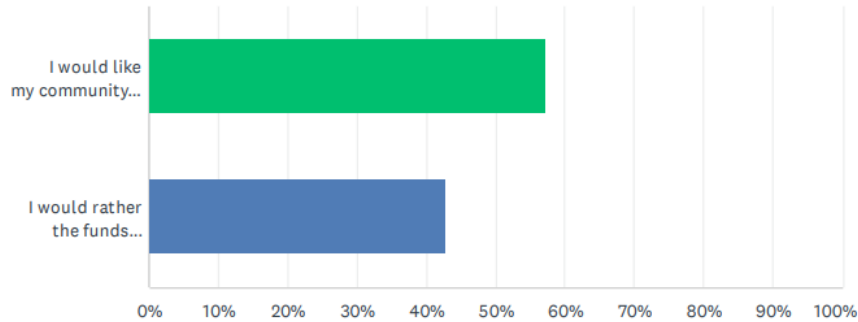
ANSWER CHOICES	RESPONSES	
I called the cell number for the Public Works Foreman/Supervisor in my Ward.	63.64%	14
I called the cell number for the Manager of Public Works.	13.64%	3
I left a phone message with the Public Services Department at the Municipal Administration Office.	18.18%	4
I contacted the Mayor or a Councillor.	4.55%	1
I contacted Ontario Clean Water Agency.	0.00%	0
I visited a Public Works staff member in person.	13.64%	3
I waited to contact the Municipal Office during business hours.	9.09%	2
Other (please specify)	4.55%	1
Total Respondents: 22		

#	OTHER (PLEASE SPECIFY)	DATE
1	emailed Public works manager, followed up during business hours, filled in form and submitted.	1/18/2024 2:13 PM

These survey results show that the Public utilizes a number of municipal contacts to address immediate concerns.

Q12 The current long-term budget provides funds to replace ageing holiday-themed decorations. Check the statements you most agree with regarding light decorations on street poles.

Answered: 105 Skipped: 24



ANSWER CHOICES	RESPONSES	
I would like my community to have more or new holiday themed decorations which also assist in beautification.	57.14%	60
I would rather the funds allocated to Holiday streetlight decorations be used for other infrastructure.	42.86%	45
TOTAL		105

Survey results indicate a favourable response for the provision of streetlight decorations. Capital Budgets can address the replacement of decorations as needed.

KEY PERFORMANCE INDICATORS

1. The Municipality strives to maintain road surfaces at a level that provides an adequate travel experience to road users.
2. The Municipality will ensure road safety through the assessment of all road traffic signs at least once annually and corrective measures taken for those identified as “in need of attention” before the next assessment period.
3. The Municipality will document compliance with Minimum Maintenance Standards through the use of an inspection and work order system.
4. The Municipality will provide a user-friendly public reporting system for infrastructure deficiencies.

ASSET USE

The Municipality's road infrastructure assets are recorded as segments in the asset registry (i.e. section of road from one intersection to the next) with an individual ID number. There are thousands of ID numbers associated with the municipal roads assets and their associated infrastructure (such as curbs). The sheer volume of data requires computer software to be able to effectively extrapolate information and enter updates. This is the technical world of GIS and Asset Management.

The principle of good data inputs = good data outputs is the main thing to remember. The Municipality has made significant strides in 2023 in gathering road and sidewalk condition data by initiating the Roads Needs Study. This data collection project involved the use of specialized equipment that documented surface condition using a laser scan. The technical data is then applied to determine an accurate condition rating for a road section, using a universal rating scale.

An accurate data set is now available for paved roads, surface treated roads, gravel roads, and sidewalks and sets the foundation for the optimization of preventative maintenance programs that can provide maximum longevity for our road network.

The importance of preventative maintenance cannot be over emphasized. It is the key to the longevity of a road, no matter what type. The takeaway here is that each Capital Budget planning process must account for continuous infrastructure investment to maintain or improve the asset condition and thereby maintain good service delivery.

Infrastructure current-day values are as follows:

- \$89.1 million paved roads
- \$14.8 million gravel roads
- \$2.4 million streetlights
- \$800,000 sidewalks and curbs

ANALYSIS

The maintenance of municipal roads is one of three of the costliest core service provisions (water and sewer infrastructure maintenance and waste management services being the other two categories).

Options:

1. Do Nothing.

This option is harmful to the Municipality on several fronts. It does not promote the sustainability of the assets, it neglects the aspect of safety, it fails to address

the Municipality's liability issues, and it disregards public interests.

2. Improve the Inspection Programs.

A concentrated effort on updating and enhancing the inspection and maintenance programs for a variety of infrastructure assets is prudent from a safety and liability standpoint.

3. Explore Digital Solutions for Public Reporting of Road Damage to Municipal Roads

An efficient means of public reporting is important for improved service delivery.

4. Adopt Policies that Set Levels of Service.

Policies that identify the standard of service to be met are essential to provide transparency to the public on what services are provided and under what circumstances. Policies are key documents in a Municipality's defense.

5. Establish Common Design Standards for Community Planning.

The Municipality does not have established construction design standards to guide new development. This is a requirement for good planning design.

Improving In-House Process and Performance:

The current method of addressing road maintenance needs is informal; it is often reactive in nature and is not consistently documented in any prescribed format. As well, these are manual processes that are inefficient and not easily translated to other digital record formats.

A modern work order system has strong potential to solve the data gaps and inconsistencies that are problematic within the department. It is important to document the "Who, What, Why, When and Where" associated with an infrastructure repair for proper records management that serves as information for the asset registry and is available for reference.

Work order systems can offer detailed reporting, have quick access capabilities for real-time updates, and provide a clear audit trail. Most importantly, a work order system would document the Municipality's compliance relative to the road maintenance level of service.

Provisions for the streamlining of public reporting of infrastructure deficiencies will be a component of the work order procedure.

Enhancing and Expanding Service Levels:

Construction Standards

Community growth would drive infrastructure development. It is recommended that the lack of infrastructure design standards be addressed through the development of a By-law for Service Standards that provide engineering design and construction standards for municipal infrastructure. The design standard would also apply to infrastructure upgrades. For example, a road identified for rehabilitation may not have any existing curbing or drainage system. The design standard would require that these features be incorporated in the reconstruction specifications.

Increasing Road Maintenance Service Levels

While minimum maintenance standards for roads and road-related infrastructure is regulated by the Province, Council has the ability to set maintenance service levels that exceed the minimum standards. This however would have cost and workforce implications, neither of which Staff recommend we explore at this time while the focus this year is to address risk management priorities.

Council has had some preliminary discussions on changing levels of service on road surface type. Where an asphalt road condition is poor and no longer achieves the objective of providing a safe, smooth travel surface, Council expressed interest in the option to change the road surface from paved to gravel. At the Regular Meeting of November 14, 2023, the following Oral Motion was made:

“THAT Council direct Staff to develop a level of service policy on road surface type based on an average daily traffic count volume to be included as part of the Public Works Service Delivery Review scheduled to be presented during the first quarter of 2024.”

While reviewing the drafting of a Policy, it has become clear that there are other considerations involved that we have not yet been able to establish. Furthermore, the impact of the Policy will be better understood after road traffic counts are completed. Therefore, Council will be able to make a better-informed decision after this information is available.

Other important considerations include but are not exclusive to are:

- Is the road in an urban, semi-rural or rural area
- Is the road exposed to commercial traffic
- Are there environmental impact considerations
- Does the road type conform to the neighbourhood aesthetic from a community planning perspective

It is recommended that a draft policy on setting levels of service for road surface type be

presented to Council in March 2025 after all information is received, the SDR's are complete, and appropriate time can be directed towards developing the Policy.

New Revenues:

Not applicable.

Alternative Service Delivery Including Shared Services or Contracting Out:

Contracting out services has the potential to result in overall benefits to the Municipality that improve or provide capacity for Public Works service delivery functions. This option can address limited staff capacity to meet maintenance compliance standards and other service delivery objectives. Given the emphasis for improved inspection and maintenance programs, contracting out certain aspects of Public Works duties would assist the Municipality in meeting its obligations from a risk management perspective. Periodic reviews should be conducted to ensure the operational model is still the best solution.

Within the scope of this SDR report, operational maintenance activities (not Capital Project Works) which are currently contracted out include the following:

- Pavement crack sealing (requires specialized equipment)
Crack sealing is scheduled to be completed during the 2024 construction season. Future projects are expected to achieve increased rehabilitation of roads.
- Streetlight maintenance (Master Electrician certification required by Electrical Safety Authority to perform this work)
- Tree removal (Public Works staff are not Cutter Operator certified)
- Nuisance beaver trapping (Public Works staff are not licenced trappers)

Other possible service delivery solutions that could be explored further are:

- Annual Spring-time pothole patching for paved municipal roads across Greenstone
- Bridge remediation
- Sidewalk grinding
- Traffic sign retro-reflectivity testing

Once the Public Services Department has presented all SDR reports to Council discussions on additional contracted services to meet service standards will need to be explored.

Service Structure and Staffing Realignment:

There are four Public Works Depots in Greenstone out of which Public Works staff operate. The work yards were established pre-amalgamation and continue to provide necessary facility infrastructure for work activities across Greenstone's large geographic area. The facilities can accommodate operations for the long-term; the replacement of the Public Works garage in Geraldton was designed to accommodate future growth needs.

The Municipality plans to continue to work with this facility service model due to geographic distances, however whether each depot will be locally staffed will be determined by the outcome of future recruitment efforts. It may become necessary to assign staff from the larger depots in Geraldton and Longlac to provide service delivery out of the smaller depots in Beardmore and Nakina, at least as a temporary measure.

Staff retirements in each Ward over the next 1-5 years will also present further loss of infrastructure knowledge and operating experience that may require increased movement of staff between Wards for specific tasks.

An increased focus on risk management, including the implementation of a work order system and asset inspection schedule to provide necessary attention to preventative maintenance will demand an overall increase in staff time. Management staff emphasize that current staff capacity is severely challenged in meeting these operational expectations. Options on how the Municipality can address service gaps requires mention in several Service Delivery Review reports to be provided by the Public Services Dept. Once the SDR process is complete and levels of service are set, management will present recommendations on how to achieve service delivery given the resources required.

Discontinuing the Service (if applicable):

Due to legislated requirements through the MMS and Municipal Act, the Municipality must provide most services mentioned in this SDR either through staff or via contracted services.

There are however some options available, though are not likely to be preferential nor would they reflect positively on the Municipality. Staff do not recommend the reduction of the following service levels:

- 1) Removal of sidewalks.

Sidewalks are situated in the community downtown cores and leading to the district hospital. The infrastructure is provided for pedestrian safety and is a planning objective of the Official Plan.

- 2) Discontinue holiday-themed community streetlight decorations.

Streetlight decorations are a means of community beautification and a form of community celebration. These serve to fulfill objectives of the Strategic Plan.

FINANCIAL IMPACT

New initiatives

Implementation of a work order management system is estimated to cost \$15,000 for initial licencing fees with annual maintenance and support costing \$12,000. As well, initial implementation and training of a work order management system is estimated at \$30,000.

Engagement of an engineer to complete a road construction design standard is estimated to cost \$30,000 with review/updates every three years thereafter to ensure compliance with new/emerging design expectations costing \$10,000-\$15,000.

Service Level Changes

Upon completion of the Service Delivery Review Process, a comprehensive analysis of the staffing compliment will be undertaken which may shed light on the need for added staff to meet the established service levels and legislative requirements within the Public Services Department.

Should added staff be required, the annualized cost of salaries, benefits and overhead is approximately \$93,000 per position for an operator and \$74,000 for a labourer.

Contracting Out

It is estimated that Traffic sign retro-reflectivity testing may cost as much as \$20,000 annually to complete.

Management staff expect that additional contracting out of services will be necessary to adequately provide for infrastructure maintenance and delivery of services. Cost-benefit analysis will be developed after a comprehensive review of the Public Service Department SDR's are complete.



MUNICIPALITY OF
GREENSTONE

Municipality of Greenstone Policy Manual

Subject: Minimum Maintenance Standards for Municipal Roads Policy	
Number:	Section: Public Services
Original Effective Date:	Last Revised/Approved Date:
Approval Authority: Council	

Purpose:

This policy is to establish the level of service for maintenance for the municipal road and sidewalk network within the Municipality of Greenstone.

Application:

This policy shall apply to all roads and sidewalks under the jurisdiction of the Municipality of Greenstone.

Policy Statement/s:

The Municipality of Greenstone recognizes that a well-maintained road and sidewalk network is vital for the safety of our residents, the vibrancy of our local economy, and the efficiency of our public services. To ensure the quality of road and sidewalk conditions, the Municipality is committed to adopting the Minimum Maintenance Standards for Municipal Highways (MMS) as outlined under Regulation 239/02 of Ontario's Municipal Act.

The Municipality has an obligation to maintain its road and sidewalk network to a safe level of service. Implementing the MMS will help standardize maintenance activities for our roads and sidewalks and have an integral role in efficiently allocating resources, determining priorities, and mitigating risks.

Definitions:

"Road" - means a laneway, highway, avenue, parkway, driveway, square, place, bridge, viaduct or trestle, any part of which is intended for or used by the general public for the

passage of vehicles and includes the area between the lateral property lines thereof, as defined by the Highway Traffic Act, R.S.O. 1990, c. H.8, as amended.

“Sidewalk” - means the part of the highway specifically set aside or commonly understood to be for pedestrian use, typically consisting of a paved surface but does not include crosswalks, medians, boulevards, shoulders or any part of the sidewalk where cleared snow has been deposited.

Policy:

General

The Municipality of Greenstone adopts as policy the provincial Minimum Maintenance Standards for Municipal Highways, O.Reg. 239/02, as amended from time to time, as a minimum level of service for roadway maintenance activities for roads within the Municipality's jurisdiction.

Responsibility and Implementation

- a) Approval and any changes to this Policy is the responsibility of Council.
- b) The Director of Public Services or designate shall be responsible for the application of the policy.

Legislative Requirements:

Minimum Maintenance Standards (MMS) for Municipal Highways (Regulation 239/02 of the Municipal Act, 2001).