

Snow and Ice Control Policy Refresh

Recommendation

That the June 30, 2021, City Operations report CO00396, be received for information.

Executive Summary

The Snow and Ice Control (SNIC) program supports ConnectEdmonton's strategic goals of creating a healthy city that embraces equity for all and vibrant urban places where mobility options are plentiful. The City Plan also emphasizes the need to build a community of communities where the use of transit and active transportation modes is promoted. Providing a safe and reliable winter mobility network is an essential part of achieving Vision Zero's long-term goals of zero traffic fatalities and serious injuries and in realizing the goals of the Safe Mobility Strategy.

Administration considered how to better align Edmonton's SNIC policy to meet the needs of the public, changing conditions, practices and technology. The policy was reviewed to ensure consistency with the new corporate policy framework. Operational content has been moved from the policy to the supporting administrative procedure to address processes, service levels and definitions.

This report presents the revised draft SNIC policy and supporting administrative procedure for information. The report explains the approach used to make the updates and the feedback collected from the public and internal and external stakeholders.

Report

The City of Edmonton strives to deliver a robust SNIC program that meets the diverse needs of Edmontonians as well as the complexities of changing climate and conditions. The COVID-19 pandemic is one example of how an unforeseen event changed the way Edmontonians move around the city, impacting traffic volume, transit ridership and how streets and active pathways are shared and used. The objective of the SNIC program is to ensure a safe and reliable mobility network for all users.

The Snow and Ice Control Policy (C409J) plays a critical role in guiding the service delivery and enhancements to the SNIC program. The policy has been updated several times since it was first established in 1978. The last update was approved at the October 9/10, 2018 City Council meeting. Recent conversations with Council, the public and stakeholders emphasized the need for the policy to better reflect current processes and public expectations. At the August 17, 2020 City Council meeting (City

Operations report CR_7694rev), Administration committed to reviewing and developing a modernized, outcome-based SNIC policy.

An audit of the SNIC program, conducted in 2020, highlighted several opportunities to improve the SNIC policy and program. At the February 11, 2021 Audit Committee meeting (Office of the City Auditor report OCA00338 and City Operations report CO00180), Administration accepted all 12 recommendations made by the Auditor, including a review and update of the SNIC policy.

In 2020, some enhancements were made to the SNIC program including more frequent winter maintenance in residential areas, introduction of a citywide parking ban, and implementation of 12-hour shifts for operational staff. Given the mild winter season in 2020-21, the benefits associated with these changes were not fully realized. As a result, additional service level changes are not being recommended in this policy update.

SNIC Policy Refresh Approach

The refreshed draft SNIC policy is consistent with the new corporate policy framework. The new template includes key outcomes and guiding principles based on which program decisions will be taken. Operational content has been moved from the policy to a supporting administrative procedures document to enable Administration to be more agile and responsive to changing conditions and the needs of the public.

The approach used to update the draft SNIC policy and create the administrative procedures involved:

- Aligning the outcomes and terminology with corporate goals and plans such as the City Plan and the Safe Mobility Strategy and Design and Construction Standards.
- Adding clarity based on public and stakeholder feedback as well as the SNIC audit findings.
- Referring to snow and ice control policies/guidelines of other winter cities like City of Calgary, City of Toronto, City of Ottawa and City of Winnipeg as well as organizations like Transportation Association of Canada for examples on how policies are written and communicated.
- Seeking input from the front line staff for SNIC program as well as teams throughout Administration such as Edmonton Transit Service, Safe Mobility, Building Great Neighbourhoods, ENVISO, City Planning, Community Standards and Social Development.

Proposed Policy and Administrative Procedure

The following list highlights specific changes being proposed to SNIC Policy C409J (Attachment 1):

- Updating the Policy Statement to clearly identify and explain the three key outcomes of the SNIC policy - 'Safety,' 'Reliability' and 'Connectivity'.
- Updating the Policy Statement to emphasize accessibility for users of all modes of travel and replace the goal of preventing 'accident and injury' with 'collisions, slips, falls and injury' to be more inclusive.
- Adding and explaining the five Guiding Principles ('Operational Excellence', 'Environmental Stewardship', 'Equity', 'Shared Responsibility' and 'Public Awareness and Understanding') which will guide decision making and service levels for the SNIC program.
- Identifying the corporate outcomes that the SNIC policy serves to achieve ('Movement of People and Goods' and 'Public Safety').
- Moving all other operational content to the SNIC Administrative Procedure.

The draft SNIC Administrative Procedure (Attachment 2) provides a detailed overview of the procedures, service levels and definitions associated with the SNIC program. Administrative procedures support the delivery of the policy, are under the authority of the City Manager, and do not require formal Council approval. Key highlights include:

- Creating two distinct categories within the current priority hierarchy system to clearly identify snow clearing service levels for 'Roadways and Goods Movement Network' and 'Active Pathways and Public Amenities Network'.
- Carefully using and defining different terms to ensure clarity and consistency throughout the document such as the terms 'Snow Clearing', 'Snow Removal', 'Blading', 'Bare Pavement', 'Arterial Roadways', 'Business Districts', 'Shared Pathways', 'Windrows', 'Protected Bike Lanes' and 'Painted Bike Lanes'.
- Adding clarity around the parameters of when snow will be cleared or removed from different types of mobility networks such as how and when residential areas will be cleared, when a parking ban will be announced, when snow will be removed from business districts or when a windrow will be cleared by the City.
- Adding service levels for inventory which were not previously stated in the policy such as 'Culs-de-sac', 'Shared Streets' and 'Pedestrian Only Streets'.
- Adding details on processes which were previously missing in the policy or not aligned with operational practices such as 'Windrow Encroachment', 'Material Application', 'Community Sandbox', 'Parking Ban' and 'Public Inquiries'.

Financial Implications

Given that there are no significant service level changes being proposed with the draft SNIC policy refresh, no considerable financial impacts are anticipated. The enhancements made in the 2020-21 winter season involving more frequent residential maintenance and cul-de-sac clearing will be absorbed within the existing SNIC program budget for the upcoming winter season. Based on the results of the 2021-22 winter season, any additional budget requests may be brought forward in 2022.

Public Engagement

With no major service level changes identified in the policy, Administration used a focused approach to get insights on the revised draft SNIC policy and administrative procedure:

- Input was collected from key stakeholder groups such as Edmonton Federation of Community Leagues (EFCL), Urban Development Institute (UDI), Canadian Home Builders Association (CHBA), Business Improvement Areas (BIAs) and the Accessibility Advisory Committee (AAC).
- Public feedback was leveraged from past engagements conducted in 2019 (Residential Snow and Ice Control and Winter Walkways Symposium) and 2020 (Parking Ban Survey) when the public was engaged heavily on a variety of SNIC program elements.

A summary of how this feedback was used to inform the draft SNIC policy is outlined in Attachment 4.

Next Steps

Administration will return to Committee in August with a final policy for approval and will take the following next steps, subject to alternate direction:

- Update internal guidelines and manuals to ensure consistency with the revised SNIC policy and administrative procedure, once approved by Council.
- Ensure Edmontonians are informed about what service levels will be on roads and pathways, as identified in the updated Snow and Ice Control Policy, as well as requirements for moving vehicles during citywide parking bans through a robust communications plan.
- Continue work on addressing the recommendations from the SNIC audit with collaboration from teams across the City as well as front line staff.
- Complete the public facing map for Active Pathways similar to the interactive map for Roadways currently on edmonton.ca/SafeTravels.
- Continue work on GPS installation in snow and ice equipment and a text messaging service for snow and ice related notifications to the public.

- Complete development of a temporary location at the Ellerslie Integrated Facility to support SNIC operations starting next winter season.

Corporate Outcomes and Performance Management

Corporate Outcome(s): Edmonton has an accessible and varied transportation system moving people, goods and services efficiently			
Outcome(s)	Measure(s)	Result(s)	Target(s)
Edmonton has an accessible and varied transportation system moving people, goods and services efficiently	Roadway: % of service level achieved during major snowfall	TBD. The performance measures and targets are being reviewed as part of recommendations 4 and 5 of the SNIC audit to improve performance management and benchmarking processes. This is expected to be completed by 2021-22 winter season.	
	Active Pathway: % of service level achieved during major snowfall		
Corporate Outcome(s): Edmontonians are safe and secure in our community			
Edmontonians are safe and secure in our community	% reduction in the number of collisions on snowy and icy road surface conditions	TBD. Benchmark results and data collection methodology are being developed in collaboration with University of Alberta. This is expected to be ready for reporting by 2021-22 winter season.	
	% reduction in the number of 311 and Insight Community safety concerns on active pathways in winter months	TBD. Baseline and resulting targets to be established in 2021.	

Attachments

1. Draft Snow and Ice Control Policy C409K
2. Draft Snow and Ice Control Procedure
3. Current Snow and Ice Control Policy C409J
4. Public and Stakeholder Engagement Feedback

Others Reviewing this Report

- M. Persson, Deputy City Manager and Chief Financial Officer, Financial and Corporate Services
- C. Owen, Deputy City Manager, Communications and Engagement
- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- K. Armstrong, Deputy City Manager, Employee Services
- R. Smyth, Deputy City Manager, Citizen Services
- S. McCabe, Deputy City Manager, Urban Planning and Economy
- K. Fallis-Howell, Acting City Solicitor, Legal Services