



STANDARD POLICY

S.P. NO: 057

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DATE: Oct 29/12

**SUBJECT:
WINTER MAINTENANCE - LEVEL OF SERVICE**

**DEPARTMENT:
Operations
DIVISION:
Public Works**

COUNCIL AUTHORITY OR STAFF APPROVED:
Council Resolution No. R-121029-023 – October 29/12
By-law No. 2013-219

NEW:
**REVISED: X
Nov. 18/13**

Preamble:

Winter maintenance activities may be conducted on a 24-hour basis, 7 days a week. The Public Works Road Superintendent will coordinate the overall snow clearing, ice control, and snow removal activities, and determine the most effective operation to be undertaken from the procedures developed by the Public Works Division. The Public Works Division is prepared to shift from normal work procedures within a reasonable period of time when it becomes necessary to institute winter maintenance activities.

This policy sets out the level of service Council has adopted for winter maintenance of roadways, sidewalks, and parking lots which it has determined to be an adequate level of service. The policy recognizes that operational decisions will need to be made based on local conditions in the field depending upon the extent and severity of a winter storm event, and as a result, there may need to be some reasonable deviations from this policy.

At a minimum, the City will adhere to the Minimum Maintenance Standards for Municipal Highways as prescribed by the Ontario Ministry of Transportation under Regulation 239/02, as amended from time to time. All other regulatory requirements will also be met, including but not necessarily limited to those set out in the Occupational Health and Safety Act and the Highway Traffic Act.

The amount of City owned equipment and personnel to provide this level of service is funded through the City's tax base and may be reviewed annually through the budget process and/or may be amended by Council from time to time.

The City will endeavour to use all available City resources to meet the level of service defined within this policy subject to functioning equipment and staff availability due to illness or hours of work.

Purpose:

To designate responsibility for, and to establish service priority levels for winter snow clearing, ice control and snow removal operations for specified infrastructure within the City boundaries.



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Responsibility:

The responsibility for ensuring snow clearing, ice control and snow removal from the City's infrastructure of roadways, select sidewalks, and parking lots rests entirely with the Public Works Division.

Policy:

In this Policy the City's "Winter Maintenance Season" means the continuous period of time between the fifteenth (15th) day of November and the first (1st) day of April. The City shall also attend to winter events that occur prior to November 15th and after April 1st until winter events have subsided at the end of each season. City Council acknowledges that the level of service provided outside the Winter Maintenance Season will be at a lower level than during the Winter Maintenance Season, but that it shall meet the Common Law test of reasonableness.

The Winter Maintenance Level of Service Policy is based on the assumption that not all infrastructure need be maintained at the same level of service, but depends on its role in the total transportation network and on other various services the City provides, be they emergency or non-emergency. To simplify the determination of levels of service, the various infrastructure components have been designated to specific classes and priorities. These are fully explained within this Policy.

WINTER PARKING PROHIBITION:

On Street Parking

Parking is prohibited on all streets during the months and times specified in the Traffic By-Law.

Parking Lots

Overnight parking is also prohibited in all City public parking lots during the months and times specified in the Traffic By-Law.



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Property Damage

During the course of operations throughout any given winter season, a certain amount of damage to City and private property may be incurred by snow clearing forces. In the event that significant sod damage is sustained it will be restored by the Public Works Division using topsoil and seed at the earliest availability of material (usually May), conditional upon the severity and extent of sod damage and the prevailing weather conditions. Any sod damage sustained due to salt inadvertently splashed onto a boulevard or lawn during the course of the winter will not be treated or repaired by the City.

If a City plow or truck damages a mailbox, either through direct contact or due to the force of the snow rolling off the plow, the mailbox will be repaired or replaced by Public Works personnel with a standard type mailbox as established by the Public Works Division. The City will not replace decorative mailboxes. A property owner who installs decorative materials, retaining walls, or other like structures on the City right-of-way does so at their own risk.

Driveway Entrance Clearing

It can be expected that snow will be plowed into driveways as a normal part of roadway and sidewalk snow clearing operations. Owners of properties which the driveways service will be responsible for removal of the snow deposited in those entrances by City snow clearing operations. Under no circumstance are owners or their contractors allowed to deposit snow from driveways onto the travelling portion of the City roadways as per the Preservation of Order on Streets By-Law.

Assistance to Private Property

Under no circumstances will a City employee be allowed to use a City owned vehicle to push, pull, or tow a stranded private vehicle from a roadway or parking lot. The employee may, if a hazard exists use the two-way radio to notify the Dispatcher of the hazardous condition. Likewise, under no circumstances, will a City employee use a City owned vehicle to perform any



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snow removal or ice control operation on private or commercial property and the employee will not be allowed to use personal equipment during working hours.

By-Laws

Applicable By-laws passed for the purposes of supporting snow and ice control efforts and other related By-laws which could be enforced during all out emergencies are listed below:

- Removal of Snow & Ice from Streets/Buildings By-Law No. 2008-046
- Preservation of Order on Streets By-Law No. 1989-138
- Traffic By-Law No. 2009-075

1. ROADWAYS:

CLASS DESIGNATION

As per Ontario Regulation 239/02, Roadways have been divided into 6 Classes which determine the priority for Patrolling, Snow Clearing and Ice Control. In an attempt to provide a higher level of service for the same AADT a Class 2 and 3 Roadway in this policy utilized the 71-80 km/hr column of the highway classification table in O.Reg. 239/02 instead of the 41-50 km/hr column. Class 4, 5 and 6 Roadways in this policy utilized the appropriate 1-40 and 41-50 km/hr column of the highway classification table in O.Reg. 239/02.

Class 1

There are presently no Class 1 roadways within the City of Owen Sound.

Class 2

Are roadways which carry traffic to and through the City, as well as emergency routes for hospital and fire services. These Class 2 roadways carry large volumes of traffic (over 5000 AADT). Except for emergency routes, these roadways are identified as a combination of Connecting Link, County, Arterial, and Collector in the City of Owen Sound Transportation Master Plan. Dead end



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stub portions of these roadways will be assigned a lower priority level for winter maintenance operations in accordance with the Classification Table of O.Reg. 239/02.

Class 3

Are roadways which carry medium volumes of traffic (1000 to 5000 AADT) through, and local traffic within the City. These Class 3 roadways are identified as a combination of Arterial and Collector roadways in the City of Owen Sound Transportation Master Plan. Dead end stub portions of these roadways will be assigned a lower priority level for winter maintenance operations in accordance with the Classification Table of O.Reg. 239/02. Public Transit bus routes are also included in this roadway classification. Some sections of these Transit routes are identified as Other roadways in the City of Owen Sound Transportation Master Plan.

Class 4

Are roadways which carry low volumes of local traffic (less than 1000 AADT) to and from a specific address. Any roadway that schools are located on, have main driveway entrance onto, or connect the street that the school fronts onto to the closest arterial or collector roadway would automatically qualify for this classification. These Class 4 roadways are identified as Other roadways in the City of Owen Sound Transportation Master Plan.

Class 5

Are all remaining roadways, but do not include dead end stub roadways/cul-de-sacs. These Class 5 roadways may service residential, industrial or commercial addresses depending on the property zoning abutting them and are identified as Other roadways in the City of Owen Sound Transportation Master Plan.

Class 6

Are all dead end stub roadways and cul-de-sacs. These Class 6 roadways may service residential, industrial or commercial addresses depending upon the



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property zoning abutting them and are identified as Other roadways in the City of Owen Sound Transportation Master Plan.

LEVEL OF SERVICE

Weather Monitoring

- 1) During the Winter Maintenance Season the weather, both current and forecasted to occur in the next 24 hours, will be monitored at the beginning of each eight (8) hour shift. Outside of the Winter Maintenance Season the weather, both current and forecasted to occur in the next 48 hours, will be monitored once per weekday.
- 2) The Public Works Road Superintendant, Lead Hand, Alternate Lead Hand, or Designate performing the weather check shall indicate if there is a substantial probability of snow accumulation on roadways, ice formation on roadways, or icy roadways prior to signing off.
- 3) In this Policy,

“substantial probability” means a significant likelihood considerably in excess of 51 percent.

“weather” means air temperature, wind, and precipitation.

Patrolling

- 1) During the Winter Maintenance Season the Public Works Road Superintendant, Lead Hand, Alternate Lead Hand, or Designate will perform Winter Patrolling, in addition to normal Road Patrol, on representative roadways, at the beginning of each eight (8) hour shift if the Public Works Road Superintendant, Lead Hand, Alternate Lead hand or Designate determines that there is a substantial probability of snow accumulation, ice formation or, icy roadways.



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2) The patroller will document the roadway conditions throughout the patrol including either an actual measurement or visual estimate of snow accumulation depth on the roadway, the equipment dispatched to address the snow accumulation, ice formation, or icy roadway, and the time dispatched.

Snow Accumulation

1) (a) Public Works will deploy available City resources to clear snow as soon as practicable after becoming aware of the fact that the snow accumulation on a roadway is greater than the depth set out in the **Table 1**; and

(b) after the snow accumulation has ended, to address the snow accumulation so as to reduce the snow to a depth less than or equal to the depth set out in **Table 1**, Public Works will deploy available City resources to clear the snow accumulation as soon as practicable in accordance with subsections (2) or (3), as the case may be, within the time set out in the **Table 1**.

2) The snow accumulation must be cleared from the roadway to within a distance of 0.6 metres inside the outer edges of the roadway.

3) Despite subsection (2) for a Class 4 or Class 5 roadway with two lanes, the snow accumulation on the roadway must be cleared to a minimum lane width of 3 metres or a total width of at least 5 metres.

4) This section does not apply to that portion of the roadway designated for parking.

5) In this Policy,

Addressing snow accumulation on a roadway includes, but is not limited to plowing a roadway, salting a roadway, applying abrasive materials to a roadway, or any combination of the above methods.



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“snow accumulation” means the natural accumulation of new fallen snow or wind-blown snow or slush that, alone or together, covers more than half a lane width of a roadway.

Table 1 – Snow Accumulation

Class of Roadway	Depth	Completion Time
1	N/A	N/A
2	5.0 cm	6 hours
3	5.0 cm	6 hours
4	8.0 cm	16 hours
5	10.0 cm	24 hours
6	15.0 cm	48 hours

Ice Formation on Roadways and Ice Roadways

1) If the Public Works Road Superintendent, Lead Hand, Alternate Lead Hand or Designate as a result of weather monitoring or winter patrolling determine there is a substantial probability of ice forming on a roadway will deploy available City resources to treat and prevent ice formation on a roadway within the time set out in **Table 2** starting from the time that the Public Works Road Superintendent, Lead Hand, Alternate Lead Hand or Designate determines as the appropriate time to deploy available City resources.

2) In this Policy,

Treating a roadway means the application of material to the roadway, including but not limited to, salt, sand or any combination of salt and sand.

“ice” means all kinds of ice, however formed.



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Table 2 – Ice Formation Prevention and Ice Roadways

Class of Roadway	Completion Time
1	N/A
2	4 hours
3	4 hours
4	12 hours
5	16 hours
6	24 hours

End of Storm Pavement Surface Condition

Public Works will attempt to restore the pavement surface to the condition set out in **Table 3** following the end of the storm.

Table 3 – Surface Condition

Class of Roadway	Condition
1	N/A
2	Bare Pavement
3	Bare Pavement
4	Centre Bare
5	Snow Pack
6	Snow Pack

Note: Unless authorized by the Public Works Road Superintendent, Class 5 & 6 roadways will be plowed only for individual snowfalls greater than 8 cm, or when accumulated successive snowfall totals reach a 10 cm or 15 cm total



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respectively. Exception to this total may occur if easily broken snow pack conditions result from a rise in temperature.

Priority for Servicing

- Class 1 – N/A
- Class 2 & 3 – Roadways will be serviced first.
- Class 4 – Roadways will be serviced second.
- Class 5 – Roadways will be serviced third.
- Class 6 – Roadways will be serviced fourth.

For unusual or severe conditions, or when equipment breakdowns occur, lower priority roadway classes may be delayed in an attempt to maintain the upper roadway classes at the required service levels for both snow accumulation and traction control.

Therefore, Class 6 roadways would be delayed first, followed by Class 5, then Class 4, then Class 3. Class 2 roadways are to be kept open at all times. If this process requires implementation, then a single break through pass will be made through the delayed roadway classes once their maximum allowable roadway snow depth has been reached.

2. SIDEWALKS:

CLASS DESIGNATION

There are no winter maintenance standards for sidewalks in the Minimum Maintenance Standards O.Reg. 239/02. Under Section 44 of the Municipal Act a municipality is not liable for personal injury caused by snow or ice on a sidewalk except in the case of gross negligence. The intention of this section of the policy is to fulfill the City’s legal duty to provide a reasonable standard of care to prevent foreseeable harm to others.

Class 1

Sidewalks located within a City staffed Special Event area, when the Special Event is scheduled to occur, with a duration of less than 3 days.



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Sidewalks along 1st Ave E. in the 700 and 800 block and sidewalks along 1st Ave. W. in the 800 and 900 block during the Festival of Northern Lights.

Class 2

Sidewalks on bridges and steep hills along Class 2 roadways.

Sidewalks along Class 2 or 3 roadways that directly serve an Institution such as a school or hospital, as well as common safe access routes to schools that connect staffed crossing guard locations.

Sidewalks along Class 2 or 3 roadways that directly serve Commercial areas such as Regional Shopping Centres, Arterial Commercial, East and West City Commercial, and the Downtown Improvement Area and associated corners.

Where sidewalks exist on both sides of a Class 2 or 3 roadway that meet the above criteria, only one side will be cleared initially.

Class 3

The remaining sidewalks located along Class 2 or 3 roadways, and sidewalks along Public Transit Service Routes.

Sidewalks that service large senior housing complexes, including retirement homes and senior apartments, as well as large social housing complexes.

Class 4

Sidewalks along Class 4 roadways in Residential or Commercial areas and sidewalks that transport pedestrians to and within Parks and Open Space.

Where sidewalks exist on both sides of a Class 4 roadway in a Residential or Commercial area, only one side will receive winter maintenance, except in the Downtown Improvement Area. The remaining sidewalk will be considered a Class 6 sidewalk. The selection of which sidewalk receives winter maintenance will be determined on an individual basis to ensure a smooth sidewalk transportation network in accordance with the City's Official Plan.



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Class 5

Sidewalks in Residential areas along Class 5 roadways.

Where sidewalks exist on both sides of a Class 5 roadway in a Residential area, only one side will receive winter maintenance. The remaining sidewalk will be considered a Class 6 sidewalk. The selection of which sidewalk receives winter maintenance will be determined on an individual basis to ensure a smooth sidewalk transportation network in accordance with the City’s Official Plan.

Class 6

Sidewalks in Residential areas along a Class 5 roadway where no sidewalk precedes or follows and any sidewalk along a Class 6 roadway.

Any walkway, sidewalk, staircase, or pathway along any class of roadway that terminates mid-block or does not provide a continuous connection to another component of the sidewalk network.

Any curb-faced sidewalk along any class of narrow roadway that could be better utilized for roadway snow storage provided this function does not impede the natural flow of pedestrian traffic.

Any walkway or pathway along and adjacent to a vertical drop, large body of water, or along a steep grade where the public and operator’s safety is compromised.

Sidewalks in Residential areas along a Class 5 Roadway that loop within a subdivision circling back to the place of origin.

LEVEL OF SERVICE

No clearing will take place on any class sidewalk if the individual snowfall is less than 5 cm unless authorized by the Public Works Road Superintendent.



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All sidewalks will be maintained in a smooth snow packed condition due to the limitations of the sidewalk clearing equipment to get down to the bare surface, unless specified otherwise.

When icy conditions exist sanding/salting will be undertaken as soon as practicable after becoming aware that the sidewalks are icy, within the same priority sequence and timeframes set out below.

Class 1

The objective is essentially bare surface, to be reached as soon as possible, after a storm has ended, and normally within twelve (12) hours.

Class 2

Following a winter event and upon the accumulation of 5 cm of new snow sidewalks identified as Class 2 will receive winter maintenance to remove snow down to a smooth snow packed surface as soon as possible and normally within twenty-four (24) hours.

Class 3

Following a winter event and upon the accumulation of 5 cm of new snow sidewalks identified as Class 3 will receive winter maintenance to remove snow down to a smooth snow packed surface as soon as possible and normally within forty-eight (48) hours.

Class 4

Following a winter event and upon the accumulation of 8 cm of new snow sidewalks identified as Class 4 will receive winter maintenance to remove snow down to a smooth snow packed surface. No minimum servicing time is specified.

Class 5

Following a winter event and upon the accumulation of 10 cm of new snow sidewalks identified as Class 5 will receive winter maintenance to remove snow



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down to a smooth snow packed surface. No minimum servicing time is specified.

Class 6

No winter maintenance will be provided on all identified Class 6 sidewalks.

PRIORITY FOR SERVICING

- Class 1 – Sidewalks will be serviced first.
- Class 2 – Sidewalks will be serviced second.
- Class 3 – Sidewalks will be serviced third.
- Class 4 – Sidewalks will be serviced fourth, if manpower and time permits.
- Class 5 – Sidewalks will be serviced fifth, if manpower and time permits.
- Class 6 – Sidewalks do not receive winter maintenance service.

For unusual or severe conditions, or when equipment breakdowns occur, lower priority sidewalks may be delayed in an attempt to maintain the upper sidewalk classes at the service levels described above for both snow accumulation and ice control. Therefore, Class 5 sidewalks would be delayed first followed by Class 4, then Class 3. This will ensure that Class 1 and 2 sidewalks will normally be completed within the allotted timeframe.

3. PARKING LOTS:

CLASS DESIGNATION

Snow clearing and ice control of parking lots servicing City buildings and municipal public parking lots will be prioritized for service as per the following:

Class 1

Are parking lots that service City facilities such as City Hall, Police Station, Transit Terminal, Julie McArthur Regional Recreation Centre, Bayshore Community Centre, Tourism Office, Animal Shelter, Water Treatment Plant, and Booster Stations, Wastewater Treatment Plant and Pumping Stations, and the Genoe Landfill.



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Class 2

Are public parking lots such as Municipal Lots 3, 4, 5, 7, 8, 9 and the Scopis Parking Lot.

LEVEL OF SERVICE

Class 1 & 2

- 1) Snow clearing and ice control of parking lots servicing City facilities and municipal public parking lots are carried out under contract in accordance with the following guidelines:
 - (a) During a storm, snow clearing will commence following 8.0 cm of snow accumulation and within 16 hours, but shall be serviced prior to 7 am.
 - (b) Follow-up snow clearing will only resume following the accumulation of an additional 8.0 cm of new snow on the previously plowed areas.
 - (c) Sanding/salting operation for ice control, if required, will be restricted to the driving lanes between parking rows.
 - (d) Major snow clearing and ice control operations will be completed between 12:00 am and 7:00 am.
 - (e) Completion of final snow clearing and ice control operations will be attempted within 48 hours of storm completion.

PRIORITY FOR SERVICING

Class 1 – Parking Lots servicing City facilities will be serviced first.
Class 2 – Municipal Parking Lots will be serviced second.

4. SNOW REMOVAL:

Snow removal on roadways, parking lots, dead end/cul-du-sacs, and the Downtown Core area will be carried out when required by the Public Works Division. Depending on the area and number of locations to be undertaken, a



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decision will be made by the Public Works Road Superintendent to implement the removal process.

CLASS DESIGNATION

For snow removal operations, the City infrastructure has been divided into four classes which determine the priority for servicing.

Class 1 – Intersections and Narrowed High Traffic Streets

Class 2 – Downtown Core

Class 3 – Parking Lots of City facilities and Municipal parking Lots

Class 4 – Local Streets with dead ends/cul-du-sacs

LEVEL OF SERVICE

Class 1

Following the completion of post storm clearing operations the Public Works Road Superintendent will assess the snow storage at intersections and along narrow high traffic roadways to ensure the required sight lines and normal traffic flow are not obstructed.

If required, the removal of snow will normally begin 24 hours after post storm plowing operations have been completed. Removal operations will typically be completed between 12:00 am and 7:00 am

Class 2

Following the completion of post storm clearing operations the Public Works Road Superintendent will assess the volume of snow storage in the Downtown Core to ensure a reasonable volume of snow storage remains while considering parking meter accessibility and safe access to the sidewalk from the metered parking locations.



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If required, the removal of snow will normally begin 24 hours after post storm plowing operations have been completed. Removal operations will typically be completed between 12:00 am and 7:00 am

Class 3

Removal of snow piled at designated locations within Municipal public parking lots will normally begin 24 hours after post storm plowing operations have been completed. Removal operations will typically be completed between 12:00 am and 7:00 am.

Removal of snow piled at designated locations within parking lots servicing City Facilities will normally not be required. Extreme conditions may necessitate limited snow removal operations.

Class 4

Following the completion of post storm clearing operations the Public Works Road Superintendent will assess the snow storage of local streets with dead ends and cul-de-sacs. If required, the removal of snow will normally begin 48 hours after post storm plowing operations have been completed. Removal operations will only be carried out Monday to Friday during normal working hours.

PRIORITY FOR SERVICING

Snow removal from City roadways, Downtown Core, and parking lots will normally be undertaken during the same time period. In severe weather the following prioritization of service would be initiated.

- Class 1 – Intersections and narrowed high traffic streets will be serviced first
- Class 2 – Downtown Core will be serviced second.
- Class 3 – Municipal and City Facility parking lots will be serviced third
- Class 4 – Local Streets with dead ends/cul-de-sacs will be serviced fourth.



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DEPARTURE FROM POLICY

The City recognizes that conditions may be so unusual or unexpected that a temporary departure from this policy may be authorized. Therefore, when conditions warrant the Public Works Road Superintendent in consultation with the Manager of Public Works and Director of Operations, may order a temporary departure from these general guidelines. Special requests or changes to the policy shall only be authorized by Council.