



WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☐	Decision Request ☐	Councillor Activity ☐
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To: Committee of the Whole

Submitted by: Councillor Bonnie Smith

Date: September 8, 2026

Subject: **Avon Street (Windsor) Renewal Project**

LEGISLATIVE AUTHORITY

Nova Scotia Municipal Government Act, Section 65 authorizes Council to expend funds for municipal purposes.

RECOMMENDATION or DECISION REQUEST

That Committee of the Whole recommend that Council direct staff to prioritize a review of the Avon Street full street and services renewal project with the objective of advancing the project from the currently scheduled 2030/31 construction season; and further, that staff identify the earliest feasible construction year, associated funding requirements, project dependencies, and any necessary adjustments to the existing capital plan, and report back to Council with options for advancing the project.

BACKGROUND

Property ☐	Public Opinion ☐	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☐
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Residents of Avon Street in Windsor have contacted me regarding the deteriorating condition of the roadway and pedestrian infrastructure.

Correspondence has been received from residents at 405 Hawthorne Street, 415 Avon Street and 435 Avon Street. While the residents have different circumstances, their

concerns are consistent and relate to the condition and safety of Avon Street and its sidewalk. This correspondence was forwarded to all council members.

Residents have reported:

- Significant deterioration of the roadway and potholes;
- A narrow, broken and deteriorated sidewalk;
- Difficulty for children safely walking or riding bicycles;
- Accessibility concerns for residents with mobility challenges;
- Concerns regarding vehicles entering and exiting properties;
- A steep roadside drop-off adjacent to the roadway;
- Deteriorated fencing/barriers near the roadside drop-off;
- Increased concerns during winter when snow may conceal the condition and edge of the roadway; and
- Concern that continued delay will result in further deterioration and potentially create a situation where an accident or injury occurs before improvements are undertaken.

Residents have provided photographs and video documenting their concerns and have requested that the area be assessed. See attached.

CURRENT CAPITAL PLAN

Public Works has confirmed that Avon Street is currently identified in the five-year Capital schedule for the **2030/31 construction season** for a full street and services renewal.

The planned project is expected to include:

- Water replacement;
- Sewer replacement;
- Stormwater replacement;
- Street renewal;
- Concrete curb and gutter; and
- New sidewalk.

Public Works has also advised that the detailed design for this section is approximately **90% complete**.

Staff are currently awaiting more detailed information regarding the proposed stormwater separation on Albert Street and how the Avon Street project can connect to that system.

ROAD STRUCTURE MONITORING

Public Works has advised that benchmark survey points have been installed on Avon Street. These points are intended to monitor for movement of the road structure and the retaining wall associated with the side bank of Avon Street.

This monitoring is an important consideration in assessing the appropriate timing of the project.

While the installation of monitoring points does not, in itself, establish that the roadway or retaining wall presents an immediate structural safety risk, it does demonstrate that staff have identified movement of the road structure or retaining wall as something requiring ongoing observation.

DISCUSSION

1. Safety

Multiple residents have independently raised concerns regarding the safety of Avon Street. These concerns include the deteriorated roadway, narrow and damaged sidewalk, steep roadside drop-off and the potential for snow to conceal hazards during winter conditions.

Given that residents have identified specific safety concerns and provided photographic/video documentation, it would be appropriate for Council to ask whether the current capital timeline remains appropriate.

2. Accessibility

The existing sidewalk has been described by residents as severely deteriorated and, in some areas, essentially unusable.

The concerns are particularly significant for young children, seniors and people experiencing mobility challenges.

The planned renewal includes a new sidewalk, which would address this concern; however, the current schedule would defer that improvement until 2030/31.

3. Existing Design Work

Approximately 90% of the detailed design has reportedly been completed.

This raises the question of whether the substantial design work already undertaken could allow the project to be advanced if capital funding and coordination requirements can be addressed.

4. Coordination With Albert Street

Staff have identified the proposed stormwater separation on Albert Street as a consideration in determining how Avon Street can connect to the stormwater system.

This coordination requirement should be considered when determining whether Avon Street can be advanced independently, partially advanced, or scheduled to coincide with the Albert Street work.

5. Cost of Delay

Continued deterioration of an existing roadway and sidewalk can result in increasing maintenance requirements and potentially increase the eventual cost of rehabilitation.

Advancing the project should therefore be evaluated not only against the capital cost of completing the work earlier, but also against the potential costs associated with continued maintenance, deterioration and interim repairs.

6. Interim Measures

If the full project cannot reasonably be advanced, Council should consider whether additional interim measures are appropriate until the planned renewal occurs.

These could include an assessment of the sidewalk and roadway condition, repairs to identified hazards, review of the roadside barrier/fencing, and continued monitoring of the road structure and retaining wall.

OPTIONS

Option 1 – Maintain the Current Schedule

Continue with the existing 2030/31 construction schedule.

Advantages:

- Maintains the existing capital plan;
- Allows coordination with other infrastructure projects;
- Provides additional time for design and project planning.

Disadvantages:

- Residents would continue to experience the existing conditions for several more years;
- Road and sidewalk deterioration may continue;
- Additional maintenance may be required;
- Safety and accessibility concerns remain.

Option 2 – Investigate Advancing the Project

Direct staff to determine whether Avon Street can reasonably be moved forward in the capital schedule.

This would require consideration of available capital funding, project capacity, the Albert Street stormwater project, design readiness, procurement requirements and other capital priorities.

Advantages:

- Addresses documented resident concerns sooner;
- Makes use of substantial design work already completed;
- Could reduce continued deterioration and maintenance requirements;
- Provides earlier replacement of the sidewalk and roadway infrastructure.

Disadvantages:

- May require changes to the existing capital plan;
- Could affect the timing of other capital projects;
- May have financial and project-management implications.

Option 3 – Maintain the Capital Schedule With Enhanced Interim Measures

If advancing the complete project is not feasible, maintain the 2030/31 target while directing staff to assess and address immediate safety and accessibility concerns.

CONCLUSION

Avon Street is already recognized by the Municipality as requiring a full street and services renewal and is currently scheduled for the 2030/31 construction season.

The project is approximately 90% designed and is intended to address the major infrastructure components identified by residents, including the roadway, sidewalk, water, sewer and stormwater systems.

At the same time, multiple residents have independently raised concerns regarding the current condition of the street, pedestrian infrastructure, accessibility, winter safety and the roadside drop-off. Staff have also installed benchmark survey points to monitor movement of the road structure and retaining wall.

The question before Council is therefore not whether Avon Street requires renewal, but whether **the current 2030/31 timeline remains appropriate given the documented condition of the infrastructure, resident safety and accessibility concerns, the advanced state of the design, and the ongoing monitoring of the road structure and retaining wall.**

A review by staff of the feasibility of advancing the project would allow Council to make that determination based on current engineering, financial and capital-planning information.

NEXT STEPS

That staff report back to Council with the earliest feasible construction timeframe, any factors preventing an earlier start, and any interim measures that should be undertaken to address identified safety and infrastructure concerns in the interim.

FINANCIAL IMPLICATIONS

The full financial implications of advancing Avon Street have not been established through this report.

Staff should identify the estimated project cost, available funding sources, potential financing implications and any impacts on the existing capital program if the project is advanced.

The financial analysis should also consider whether advancing the project could reduce future maintenance and rehabilitation costs associated with continued deterioration.

Windsor Avon Street:

2020-21 - Avon Windsor \$543 thousand renewal of water & sewer over the next 5 years, no date

2021-22 - Avon Windsor for 2022-23 no \$ amt assigned just the work

2022-23 - Avon Windsor \$1.2 mil 2025-26

2023-24 - Zero for Windsor and Zero Hantsport in Capital for each Avon Street

2024-25 - Avon Windsor 3.1 mil 2025-26

2025-26 - Avon Windsor \$26 thousand for 2029-30

2026-27 - Avon Windsor \$3.2 mil 2029-30

Hantsport Avon Street

2020-21 - Avon Hantsport no reference, \$zero assigned

2021-22 - Avon Hantsport 2025-26 no \$ amt assigned just the work

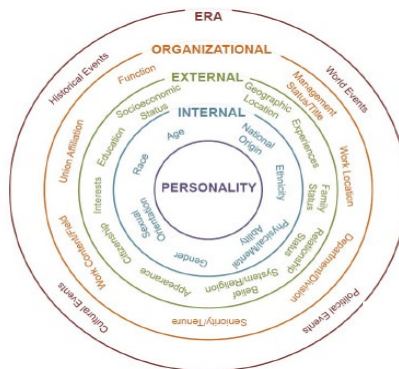
2022-23 - Nothing assigned for Hantsport in this year

2023-24 - Zero for Windsor and Hantsport in Capital for each Avon Street

2024-25 - Avon Hantsport \$30 thousand in 2026-27 , \$711 thousand in 2027-28

2025-26 - Avon Hantsport - nothing assigned

2026-27 - Avon Windsor \$3.2 mil 2029-30 | Avon Hantsport \$120K in 2026-27 \$4.6 mil in 2027-28



DIVERSITY, EQUITY, INCLUSION AND ACCESSIBILITY CONSIDERATIONS

The condition of Avon Street and its sidewalk may disproportionately affect seniors, children, and individuals with mobility challenges. Advancing the project could improve safety, accessibility, and mobility for residents of all ages and abilities by providing upgraded pedestrian and roadway infrastructure. If the project cannot be advanced, interim measures should prioritize addressing identified accessibility and safety concerns.

ENVIRONMENTAL CONSIDERATIONS

The Avon Street renewal project includes upgrades to water, sewer, and stormwater infrastructure, which may improve the long-term reliability and environmental performance of municipal services. Advancing the project could also support improved stormwater management and reduce the need for ongoing repairs to aging infrastructure. Temporary construction-related impacts, such as noise and dust, would be managed through standard construction practice.

ALTERNATIVES

Council may not approve the motion.

Council may choose a different course of action.

ATTACHMENTS - See below photos







CHIEF ADMINISTRATIVE OFFICER REVIEW

Staff recognize the need for a full street renewal of Avon Street in Windsor. The discussion at the staff level and through budget cycles is regarding timing and affordability for all scheduled projects within the five (5) year capital plan. The following comments have been provided by the Director of Public Works, Todd Richard to support Council's discussion.

"There are many other streets and projects requiring significant reconstruction and capital investment, with some receiving a higher priority due to the need for stormwater separation and the potential to reduce impacts in flood-prone areas of Windsor. We receive numerous requests and concerns from residents and Councillors regarding infrastructure that requires significant capital investment to improve, repair, or replace.

Staff utilize a ranking system within our asset management system to prioritize street renewal projects based on factors including:

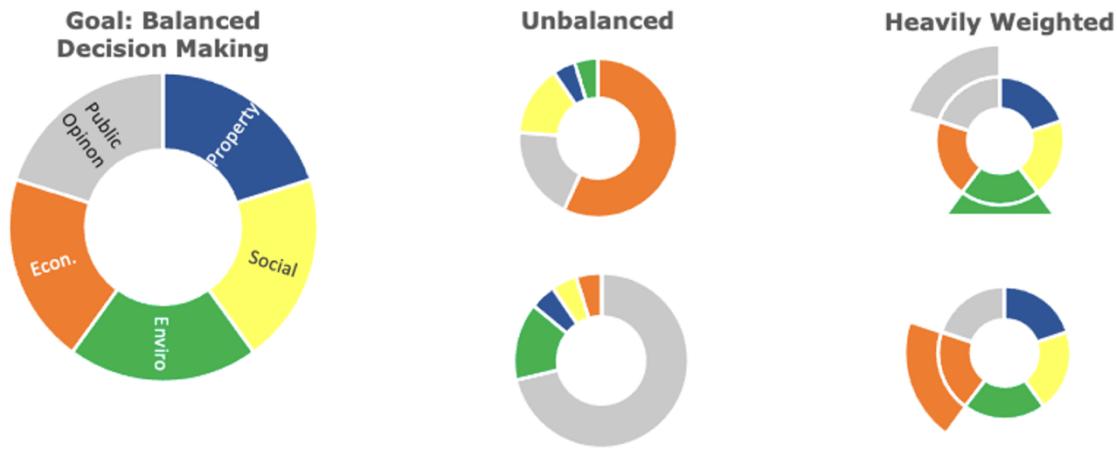
- Risk
- Consequence of failure
- Probability of failure
- Overall condition and issues with water, sewer and stormwater systems, as well as safety considerations
- Number of affected residents
- Traffic volumes
- Business impacts
- Condition of the street and sidewalk surfaces
- Number of requests and calls for service

The broader challenge is that the extent of infrastructure renewal required significantly exceeds our current level of capital funding. This, combined with development pressures, a growing backlog of maintenance requirements, and increasing service-level expectations, places a considerable burden on available resources. Unfortunately, the reality is that there will continue to be streets and sidewalks in poor condition while we work through these competing priorities.”

The Director speaks to the reality of municipalities across the country. There is an infrastructure deficit. Council and staff continue to balance the needs of aging infrastructure with new growth and affordability. Staff have relayed the rationale applied to annual project selection guiding Council through budget deliberations and the selection of annual capital projects.

Ultimately the schedule for the projects including Avon Street falls under the authority of Council. Staff await Council’s direction on the matter.

Council has been provided with a reference taken from the Meeting and Committee Procedural Policy , Appendix C “Decision Making by Council and Committee of the Whole” as a reminder of the principles highlighted for good decision making.



Report Prepared by: _____

Bonnie Smith, Councillor District 10

Report Reviewed by: _____

Deanna Snair, Municipal Clerk

Report Approved by:  _____

Mark Phillips, Chief Administrative Officer