



Subject: *Thomas Street Paving Petition Financial Update*
To: Executive Committee
Date Prepared: January 6, 2026
Related Motions: C25(250), C25(259), C24(87), C22(350)
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Summary

In July 2025, Council discussed potential financial contributions to an ongoing paving petition for Thomas Street, Enfield. Following the discussion, Council voted for an amendment to Motion C25(250), which requested a staff report outlining how the scope of Capital Project 24-018 (Gravel Road Rehabilitation - Thomas Street) would be affected by a successful paving petition. This report details the option of considering the impact of gravel road maintenance work, that could factor into making decisions on when or how to conduct a paving petition.

Through an asset management review of Thomas Street, it was determined that for better ongoing performance of the road, the middle travel way should be rebuilt. This would lower the rate of re-occurring potholes and improve ongoing top surface drainage of the gravel road. The cost of this is estimated to be \$860,000. If the petition were to be completed without considering the gravel road project, the paving petition estimate would be \$1,170,000. The difference in cost being \$310,000.

Where this is an older gravel road with maintenance needs in the foreseeable near future, the municipality could commit to the partial rebuild of the gravel road and with the additional cost of paving the road being paid through a successful paving petition. The estimated paving cost would be \$310,000.

Financial Impact Statement

\$860,000 for Capital Project 24-018 (currently sought for further study in 2028/29). "Gravel Road Replacement - Thomas Street". \$310,000 to be paid through bylaw F-100 if there was to be a successful petition.

Recommendation

Staff recommend that Council approve the paving of the road, subject to a successful paving petition and residents would only pay for the asphalt surfacing (paving) portion of the project.

Recommended Motion

Move that the Infrastructure and Operations Committee recommend that Council update capital project 24-018 "Gravel Road Replacement - Thomas Street" with the change being to seek approval in the capital budget to be completed in Fiscal year 2027-28. The scope will now include the paving of the Municipal owned road for a total project budget of \$1,170,000, contingent on a successful paving petition, and where local resident agree to contribute towards the transition to paved surface. Where there is understanding the base estimated \$860,000 in gravel costs is considered work that would be done by the Municipality within the same window of time and thus not in contradiction of the Local Improvement Charges Bylaw - F100.

Background

Paving Petition

Planning Staff received two petitions for paving of gravel roads - one of which pertaining to Thomas Street, Enfield. A report outlining the two petitions and the potential contributions from both the province and the Municipality was presented to the PAC in July 2025. The PAC report was also presented to Council in July 2025, where a motion was delayed so that a report clearly outlining the Paving Petition vs Capital Project 24-018 (Gravel Road Rehabilitation - Thomas Street) could be brought back to Council for discussion.

In 2024, Executive Committee reviewed the Local Improvement Bylaw, specifically around municipal contributions. Fixing a 10% and a 20% municipal contribution were both explored, however, the third option was chosen to maintain the status quo as per Motion C24(87). This was a fairly recent decision of Council thus, important to flag as part of this discussion that the 10% municipal contribution for any petition is to be explored on a case-by-case basis and not a given for every petition scenario.

Discussion

Capital Project 24-018 - Gravel Road Rehabilitation - Thomas Street

This project listed for further study in fiscal year 2028/29. The project scope includes a geotechnical report and detailed engineering design. Construction of this project would aim to improve the maneuverability of the road through new base and surface gravels, and improvements to the storm water conveyance through upgrades to existing infrastructure. There is no current direction for the work to occur, though updated information could be brought forward during deliberations for the 2026/27 to 2030/31 Capital Budget.

Paving Petition

Roads Staff receive inquiries annually on the state of gravel roads throughout the Municipality. These inquiries are not limited to Municipally owned/maintained roads, nor is it localized to any one area within the Municipality. Residents often ask how to get a “better road”, or whether their road(s) can be paved in the future. In these instances, Staff will provide residents information which highlight the process and requirements for initiating a paving petition. A paving petition may be received for any Provincial or Municipally-owned road, regardless of whether maintenance or rehabilitation efforts are planned. Non-paving maintenance work may be incorporated in the paving contract, with costs separated between maintenance and paving to ensure appropriate billing occurs.

There are approximately 44 properties leveraging direct access on the municipal portion of Thomas Street. Where there are flag lots along the road, a per lot division of cost would be the most reasonable approach for dividing a cost within the petition review. If that were the case, the cost scenarios would be as follows, with charges being recovered as a lump sum or through property taxes over 10 or 15 years:

Scenario	Lots	Cost per lot estimate
\$310,000 which is the difference between a gravel road project and a paving project for this specific road	44	\$7,045.45
\$1,170,000 which is if the paving petition was reviewed without consideration of the asset management life cycle of the road	44	\$26,590.90

Municipal Gravel Road Inventory

There are currently 11 Municipally owned gravel roads, and new gravel roads are still permitted to be constructed as part of un-serviced development outside of the Growth Management Areas and Growth Reserve Areas, which would mean the inventory will likely grow in the future. If leveraging the asset management lifecycle timing, knowing how old each road is could currently be a predictor of when to consider future paving petitions;

Street Name	Community	Year of Construction
Bell Court**	Nine Mile River	2001
Edmund Road*	Enfield	1997
Jorphie Drive*	East Uniacke	2009
Matheson Court	Nine Mile River	2009
McKenzie Lane*	East Uniacke	2018
Meadow View Way	Belnan	2004/05
Pine Court*	Nine Mile River	2012
Ravenwood Drive	Nine Mile River	2024
Thomas Street	Enfield	2002/03
Whitney Maurice Drive	Enfield	2000 & 2004

Note: Roads marked with * would create a road gap if paved without the continuation of paving of another connected road.

** Bell Court is currently listed for rehabilitation on Capital Project 24-037 for Future Study in 2029/2030.

Capital Project and Paving Petition Overlap

Capital Project 24-018 and the paving petition overlap with respect to the surface and base course work. All other work projected in the Capital Project 24-018 sheet (geotechnical, detailed design, stormwater infrastructure upgrades) would not be included in the Paving petition estimate as the petition only considers necessary work to convert the road from a graveled to paved surface. Roads and Engineering staff would intend to complete the remaining scope items from 24-018 at the same time the paving occurred.

Should the petition to pave Thomas Street pass, Roads staff would amend the Capital Sheet prior to budget deliberations and recommend the revised Capital Project 24-018 move forward to the fiscal year when paving takes place. Should the paving petition fail, 24-018 would remain as-is in the budget for future consideration with an updated cost at the time of budgeting.

A statement of probable costs for Capital Project 24-018 and the paving petition can be found below:

(24-018) GRAVEL ROAD REPLACEMENT - THOMAS STREET		PAVING PETITION - THOMAS STREET	
ITEM	TOTAL	ITEM	TOTAL
STREET CONSTRUCTION		STREET CONSTRUCTION	
Scarify 75mm	\$48,600.00	Scarify 75mm	\$48,600.00
150mm Type 1	\$413,100.00		
75mm Type 1 - Driveway Reinstatement	\$18,500.00	Driveway Reinstatement	\$24,050.00
150mm Type 2 (PROVISIONAL)	\$52,500.00	150mm Type 2 (PROVISIONAL)	\$52,500.00
Fine Grading and Compaction - Shoulders	\$40,000.00	Fine Grading and Compaction - Shoulders	\$40,000.00
Ditch Re-grading	\$7,000.00	Ditch Re-grading	\$7,000.00
Ditching (PROVISIONAL)	\$32,000.00	Ditching (PROVISIONAL)	\$32,000.00
Cross Culvert Replacement	\$20,000.00	Cross Culvert Replacement	\$20,000.00
Water for Dust Control	\$5,000.00		
Traffic Control	\$20,000.00	Traffic Control	\$20,000.00
		40mm Type C-HF Asphalt	\$385,000.00
		50mm Type B-HF Asphalt	\$350,000.00
SUBTOTAL STREET CONSTRUCTION	\$656,700.00	SUBTOTAL STREET CONSTRUCTION	\$979,150.00
SUBTOTAL	\$656,700.00	SUBTOTAL	\$979,150.00
ADD 10% ENGINEERING	\$65,670.00	ADD 10% ENGINEERING	\$97,915.00
SUBTOTAL	\$722,370.00	SUBTOTAL	\$1,077,065.00
ADD 15% CONTINGENCY	\$98,505.00	ADD 15% CONTINGENCY	\$146,872.50
SUBTOTAL	\$820,875.00	SUBTOTAL	\$1,126,022.50
ADD NET HST	\$35,182.70	ADD NET HST	\$43,430.69
TOTAL PROBABLE COST	\$856,057.70	TOTAL PROBABLE COST	\$1,169,453.19
ROUNDED PROBABLE COST	\$860,000.00	ROUNDED PROBABLE COST	\$1,170,000.00
NOTE: THIS IS A STATEMENT OF PROBABLE COSTS BASED ON CONCEPTUAL INFORMATION, AND THEREFORE SHALL NOT BE CONSTRUED AS COMPLETELY ACCURATE.			

Alternatives

Proceed with a paving petition without consideration to separate the gravel base maintenance to be solely the responsibility of the general tax rate.

If the petition went out with a vote on a potential \$26,590.90 per property fee, the petition will likely fail based on staff experience with historic petition results.

A failed paving petition would mean council could not impose a local improvement charge on Thomas Street for a minimum of three (3) years as per Section 9.2 of Bylaw F-100.

Council may choose to approve the paving project with a per lot contribution through the local improvement bylaw without going to a paving petition.

Attachments

Five Year Capital Budget 2025/2026 - 2029/2030 - Page 100

"PAC_C22(350) Paving Petitions" report

Asset Management Plan 20Dec2023

Final-Bylaw-F-100-with-Amendme