

City of Owen Sound Asset Management Plan 2025



Asset Management Plan 2025

General Executive Summary

Introduction

The City of Owen Sound's 2025 Asset Management Plan (AMP) has been developed in alignment with Ontario Regulation 588/17, Asset Management Planning for Municipal Infrastructure, under the Infrastructure for Job and Prosperity Act, 2015. This AMP satisfies the regulation's final milestone, which requires the inclusion of lifecycle activities, level of service, and financial strategies for both core and non-core municipal infrastructure assets by July 1st, 2025.

This plan presents the next step in the City of Owen Sound's ongoing asset management journey, providing a comprehensive framework to guide infrastructure planning and decision-making over a 10-year horizon and beyond. It builds on the City's foundational work completed in the 2022 AMP, which focused on identifying, documenting and analyzing core infrastructure assets and assessing their current levels of service. The work was further advanced in the 2024 AMP, which focused on non-core assets.

This Plan offers an integrated and forward-looking perspective, combining condition, service, and financial insights across all asset classes to comply with O. Reg. 588/17. It provides:

- A summary of the current and proposed target level of service for core and non-core infrastructure.
- High-level insights into cost and reinvestment needs over the long term; while a general framework is in place to guide long-term investment considerations, opportunities exist to further refine how lifecycle needs are identified and managed.
- Updated condition and risk assessments, informed by asset age, historical data and available technical investigation findings.
- An improvement plan for each asset category, outlining proposed next steps to strengthen data, close service gaps, and enhance asset planning maturity.
- Findings from a public survey distributed in spring 2025 to community members, which played an important role in shaping the development of Customer Levels of Service for non-core assets. Further versions of the AMP are expected to benefit from the integration of more

structured condition monitoring systems, clearly defined LOS, improved risk analysis, and more detailed approaches to evaluating long-term reinvestment needs.

This Report contains the following sections:

- Asset Management Plan Core infrastructure 2025, including:
 - Road Network
 - Bridge Network
 - Stormwater Network
 - Water Network
 - Wastewater Network
- Asset Management Plan Non-Core infrastructure 2025, including:
 - Arenas and Recreational Centres
 - Corporate Facilities
 - Fire Services
 - Information Technology
 - Parks and Open Spaces
 - Non-Core Road Network

The below Table summarizes the core and non-core assets included in this plan, detailing the total replacement value and the overall condition for each category.

Table i: Asset Summary

Asset Category	Asset Details	Replacement Value \$ (2025)	Average Condition Rating
Road Network	<ul style="list-style-type: none"> - Roads (paved and unpaved) - Sidewalks - Curbs - Guiderails 	130,129,589	Fair
Bridge and Culvert Network	<ul style="list-style-type: none"> - Bridges (Vehicular) - Trails & Pedestrian Bridges - Culverts 	35,553,627	Good

Stormwater Network	<ul style="list-style-type: none"> - Collection Pipes - Manholes - Catch Basins - Ditch Inlets - Leads - Stormceptors - Retention Ponds - Drainage Channels - Stormwater Services 	252,356,453	Good
Water Network	<ul style="list-style-type: none"> - Watermains - Valves - Water Chambers - Fire Hydrants - Services - Meters - Pumping Stations - Water Treatment Plant 	486,791,142	Fair
Wastewater Network	<ul style="list-style-type: none"> - Collection Pipes - Manholes - Force Mains - Wastewater Services - Pump stations - Wastewater Treatment Plant 	429,009,367	Fair
Arenas and Recreational Centres	<ul style="list-style-type: none"> - Facilities - Refrigeration Equipment - Fleet 	110,187,292	Poor
Corporate Facilities	<ul style="list-style-type: none"> - Support Facilities - Cultural Facilities - Administrative Facilities 	53,215,093	Fair
Fire Services	<ul style="list-style-type: none"> - Facility - Apparatus - Equipment 	12,441,000	Fair
Information Technology	<ul style="list-style-type: none"> - Network Hardware - Computer Hardware - General Hardware 	642,525	Fair
Parks and Open Spaces	<ul style="list-style-type: none"> - Facilities - Parks - Active Recreation 	76,647,212	Very Poor (Excluding Forestry)

	<ul style="list-style-type: none"> - Forestry - Horticulture - Harbour - Cemetery - Facilities/Buildings - Transportation Networks - Signage - Park Amenities - Fleet 		
Non-Core Road Network	<ul style="list-style-type: none"> - Retaining Walls - Streetlights - Traffic Signals - Core Parking Lots - Fleet - Facilities 	44,165,099	Fair
Total Core and Non-Core Assets		1,631,138,399	Fair

The City's total asset replacement value is estimated at \$1.6 billion, and the overall condition of these assets is rated as fair. However, several asset categories are approaching poor condition. To ensure sustainable service delivery and infrastructure resilience, it is essential to address existing funding gaps and annual deficiencies through proactive asset management planning.

The next Table provides a summary of the average annual funding, required investment, and resulting deficit for each asset category.

Table ii: Average Annual Financial Overview¹

Asset Category	Average Annual Funding \$	Average Annual Need \$	Average Annual Deficit \$
Road Network	5,317,235	6,959,854	1,642,619
Bridge and Culvert Network	524,894	403,627	0
Stormwater Network	496,078	4,687,598	4,191,519
Water Network	6,137,682	24,130,914	17,993,232
Wastewater Network	4,816,424	13,961,441	9,145,017
Arenas and Recreational Centres	1,070,681	3,270,430	2,199,749
Corporate Facilities	984,732	2,131,765	1,147,033
Fire Services	358,760	576,703	217,944
Information Technology	257,798	257,798	0
Parks and Open Spaces	1,059,947	1,895,019	835,073
Non-Core Road Network	1,314,456	1,846,585	532,129
Total Core and Non-Core Assets	22,338,687	60,121,734	37,904,315

A comparison between the City's current annual funding levels and the estimated 10-year infrastructural needs reveals a notable gap of approximately \$38 million, indicating that existing investment is insufficient to fully maintain assets at their current level of service. Approximately \$11

¹ Includes both operating and capital expenditures.

million of the shortfall is funded through taxation, with \$18 million being funded through water user rates, and the remaining \$9 million being funded through wastewater user rates.

The funding shortfalls contribute to a gradual decline in asset conditions over time and increase the risk of reactive repairs, service disruptions, and higher future costs. To address this deficiency, the Asset Management Plan recommends enhancing long-term financial planning by integrating more robust lifecycle costing, risk-based prioritization, and financial scenario analysis. These improvements will support more informed decision-making and help align available resources with the most critical infrastructure needs, while also identifying sustainable funding strategies over time.

City of Owen Sound Background

The City of Owen Sound (the City) is located on the southern shore of Georgian Bay in a valley below the limestone cliffs of the Niagara Escarpment. It lies at the foot of the Bruce Peninsula, famous for its exceptional geography. Known as the Scenic City, Owen Sound features an expansive harbour and bay, winding rivers, tree-lined streets, extensive parks and trails and a historic downtown. As the largest urban community in Grey County, it holds the seat of government in Grey, supporting regional, provincial, and federal government offices, a regional hospital and a campus of Georgian College.

Home to just under 22,000 residents², Owen Sound has been experiencing modest population growth of 1.3% over the years 2016 to 2021³. With 400 new housing units entering the market in the coming months along with the attraction of new industry and significant developer investment, the City is projected to reach a population of approximately 25,000 residents by 2046⁴.

Ontario Regulation 588/17

As part of the *Infrastructure for Jobs and Prosperity Act, 2015*, the Ontario government introduced Ontario Regulation 588/17: Asset Management Planning for Municipal Infrastructure (O. Reg. 588/17). This regulation aims to regulate asset management planning for municipal infrastructure and encourages all municipalities to begin or continue their journey towards implementing strong asset management practices.

² The most recent population data for the City of Owen Sound is based on the 2021 Census of Population conducted by Statistics Canada. More recent estimates have not yet been published as of this report.

³ [https://www12.statcan.gc.ca/census-recensement/2021/dp-](https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=Owen%20Sound&DGUIDlist=2021A00053542059&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0)

[pd/prof/details/page.cfm?Lang=E&SearchText=Owen%20Sound&DGUIDlist=2021A00053542059&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0](https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=Owen%20Sound&DGUIDlist=2021A00053542059&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0)

⁴ <https://docs.grey.ca/share/public?nodeRef=workspace://SpacesStore/a6df39a7-b37c-410c-ae66-91ac3d073e69>

O. Reg. 588/17 is separated into multiple phases as shown below. The output from each phase should be approved by Council. All final output should be made available to the public through the municipality's website.



**Strategic AM
Policy**

July 1, 2019



**AM Plan for
Core Assets**

July 1, 2022



**AM Plan for
All Other Assets**

July 1, 2024



**Proposed LoS &
Financial
Strategy**

July 1, 2025

An Overview of Asset Management

What is Asset Management?

Asset management is the coordinated activity in place to manage the way in which the City realizes value from its assets in order to provide services effectively and in a financially sustainable manner.

It helps to reduce risk and allows municipalities to provide reliable and affordable services to residents of the community while ensuring the needs and expectations of current and future users are being met.

Asset management takes a long-term perspective, which results in more informed strategic decisions that optimize investments to better manage the risk of infrastructure while taking into consideration other important factors, such as official plans, strategic initiatives, and climate change. Good asset management not only maximizes the benefits provided by the infrastructure but also affords the opportunity to achieve cost savings by spotting deterioration early on and taking action to rehabilitate or renew the asset.

Asset management represents a way of doing business that bases decisions on quality data. The goal of an asset management program is to build, maintain and operate infrastructure cost-effectively, provide value to the customer, and improve the credibility and accountability of the municipality. Asset management is a move away from the current infrastructure management system to managing a network of interrelated assets with interdependent programs and services so that scarce resources, including budgetary dollars and staff time, are properly allocated amongst competing asset needs.

Some of the benefits of asset management include:

- Providing the ability to show how, when, and why resources need to be committed by knowing the total investment required to maintain infrastructure assets at acceptable levels to support sound decision making;
- Decisions can be made between competing asset needs to ensure that the priorities of each asset type are being met, reducing the amount of unplanned or high priority maintenance/emergency activities that require a response before the next budgeting cycle;
- Monitoring the performance of assets over the long-term to ensure an adequate level of service is maintained and the ability to measure the progress made in achieving the performance targets;
- Lifecycle costing to identify the investment required to acquire, operate, maintain, renew, and dispose of an asset. Determining how much an asset's lifecycle activities will cost enhances financial planning and helps decision-makers to select the most cost-effective options; and
- Funding decisions can be made with a view of the total cost to be incurred over the useful life of an asset.

What is an Asset Management Plan?

An asset management plan (AMP) is a strategic document that states how a group of assets is to be managed over a period of time. The plan describes the characteristics and condition of infrastructure assets, the level of service expected from them, planned actions to ensure the assets are providing the expected level of service, and financing strategies to implement the planned actions.

The purpose of an AMP is to help preserve, protect, and enhance the quality of life within a municipality by systematically managing assets in an efficient, effective and sustainable manner. The objective of the City of Owen Sound Asset Management Plan is to:

- Provide levels of service that meet the needs of the community;
- Provide an asset management process that is effective, achievable, and efficient;

- Develop operating, maintenance, and capital financial plans that support the defined levels of service;
- Manage the assets in a sustainable manner; and
- Enable the collection, coordination, sharing, and communication of information in support of all the above.

An asset management plan helps to highlight what services are important to the organization and to the community and what the organization is willing and able to pay for. The AMP communicates the requirements for the sustainable delivery of services through management of assets, compliance with regulatory requirements, and required funding to provide the appropriate levels of service.

Asset management is not necessarily all about “*funding the gap*” (the difference between forecast lifecycle activity costs and planned budget); it is about how an organization can *manage* the gap. This may include strategies such as increasing budget/funding, lowering levels of service or rationalizing assets, among other alternatives. The AMP helps to identify this gap, should one exist, and outlines the consequences and risks of alternatives to manage the gap.

Link to Strategic Plan

In 2021 City Council approved Owen Sound’s Strategic Plan Refresh (2021-2023). The 2021-2023 Strategic Plan Refresh built off the previous Strategic Plan, maintaining the same vision, mission, values, and pillars as they continue to resonate with the community and staff. The City is currently developing a long-term Strategic Plan, named Vision 2050. Asset Management will be considered in the development of the new Strategic Plan with the following considerations.

Asset management helps Council prioritize projects on a risk-assessed needs basis and allocate funding sources to meet those needs in a way that is financially sustainable. The timing of spending on maintenance and renewal is such that the City will maximize the benefit of its assets and their associated useful lives. Having the asset management plan as a reference will also assist Council in making decisions regarding economic development, as it is a tool that can be used to visualize the future costs associated with new infrastructure, ensuring that growth is sustainable and responsible.

Asset Management supports taking the needs of the community into consideration when determining service level goals and ensuring that assets

are in place and functioning appropriately to provide the services essential in supporting Owen Sound's vision of being "*Where you want to live*".

Managing the current funding gap on existing assets and ensuring that financial resources are in place to support new growth infrastructure are the main objectives of the asset management plan. The City's progress towards meeting this objective is a metric that will be used going forward to ensure that Council is following the strategic plan and the City is meeting its goals.

Current Status

While asset management is not a new concept in Owen Sound, the City is still at a relatively early stage of maturity in terms of formal asset management planning. The City has a vast amount of institutional knowledge due to the expertise of long-time staff; however, the City is currently working on documenting this knowledge in a more consistent and formalized manner as well as building its asset databases, including condition data.

Next Steps

With this AMP, the City is meeting the requirement under O. Reg. 588/17 to have an asset management plan in place for its core and non-core assets by July 1, 2025.

Once complete, the City's AMP will be an integral part of the City's operations. The AMP will feed the long-range financial plan of the City and assist the City in achieving its strategic goals. With the knowledge and support of the community, Council and staff will make decisions that ensure the long-term sustainability of the City.

In accordance with O. Reg. 588/17, the City shall review and update its asset management plan at least every five years. It should be noted that this requirement refers to a formal update of the AMP document; as part of its ongoing operations, the City will continuously be working on asset management practices including updating inventory, keeping condition assessments up to date, updating lifecycle forecast costs, and other asset management best practices.

Additionally, the City will provide an annual asset management progress report to Council on or before July 1st. The annual review will address the City's progress in implementing its asset management plan, any factors

impeding the City's ability to implement its asset management plan, and a strategy to address any of the previously mentioned factors.

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