



# GANANOQUE



## 2025 Asset Management Plan Update (Proposed Levels of Service)

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## Executive Summary

The Town of Gananoque's 2024 Asset Management Plan (AMP) and Proposed Levels of Service (PLOS) update have been developed to comply with Ontario Regulation 588/17 – Asset Management Planning for Municipal Infrastructure. This report builds on the 2024 AMP by defining target service levels and outlining a financial strategy to ensure sustainable asset management over a 10-year horizon.

- The Town manages a comprehensive portfolio of assets with a total replacement value of approximately \$294.9 million (2024 dollars). Core assets—including roads, bridges, stormwater, water, and wastewater systems—account for about \$217.5 million (74%), while non-core assets such as facilities, docks, fleet, and equipment represent approximately \$77.4 million (26%).
- On average, Town assets are assessed to be in Fair condition. Approximately 46% (\$135 million) of assets are in Good to Very Good condition, 12% (\$34 million) are in Fair condition, and 42% (\$125 million) are in Poor to Very Poor condition. Critical challenges exist within the water, wastewater, stormwater networks, and fleet assets, which have significant portions rated Poor or Very Poor. The linear asset data for these particular categories are being checked and updated at this time to increase accuracy and better inform future renewal activities.
- The proposed levels of service aim to maintain current service performance over the next decade while addressing infrastructure renewal and risk management. This approach supports Council's strategic priorities and aligns with regulatory requirements, enabling evidence-based decisions to sustain asset condition and service delivery.
- The Town's financing strategy relies primarily on tax-supported and rate-supported funding, supplemented by external grants, development charges, and strategic debt. The 10-year capital plan anticipates total expenditures of \$59.1 million, split between tax-supported (53%) and rate-supported (47%) programs.
- Tax-supported assets currently receive about 43% of the optimal annual investment needed for core assets, with 46% of planned capital allocated to core infrastructure. Underinvestment in core assets risks accelerating deterioration, increasing future costs, and impacting service reliability. Closing the infrastructure deficit over 30 to 40 years would require annual tax levy increases of approximately 2.9% to 4.1%. Addressing this gap will require phased capital prioritization, enhanced asset management practices, and these targeted increases to ensure sustainable funding over time.
- Rate-supported water and wastewater services are funded at near-optimal levels for lifecycle investments; however, infrastructure deficits remain. Closing these deficits over 30 to 40 years would necessitate rate increases between 3.9% and 5.6% annually, depending on the timeframe. The Town should adopt a dual-track approach combining sustainable lifecycle funding with targeted deficit reduction strategies, including potential surcharges, strategic borrowing, and pursuit of grants.
- Continued improvements in data quality, risk assessment, and service level measurement will refine capital planning and funding needs. The Town will also benefit from stable, predictable support from senior governments and ongoing reviews of revenue tools such as water/sewer rates and development charges.



## Chapter 1: Introduction

The Town of Gananoque's 2024 Asset Management Plan (2024 AMP) has been developed to establish a strong foundation for enhancing the Town's asset management practices. This plan includes all assets owned and operated by the Town and complies with Ontario Regulation 588/17 – Asset Management Planning for Municipal Infrastructure.



This report outlines the Proposed Levels of Service (PLOS), the lifecycle costs associated with achieving them and a financial strategy to ensure long-term sustainability and alignment with the Town's asset management goals.

This Proposed Levels of Service Update serves as a supplement to the full 2024 AMP. The foundational data and analysis from the original plan remain valid and have been used as the basis for this update. Selected information has been refreshed to better inform the level of service assessment included in this document.

### 1.1 - Purpose of the AMP for PLOS

The primary goal of the Proposed Levels of Service (PLOS) update is to further enhance the Town of Gananoque's asset management practices by defining target service levels and developing a supporting financial strategy to help the Town achieve its service objectives. This update has been prepared in alignment with the requirements of Ontario Regulation 588/17 and is intended to support informed decision-making both now and moving forward.

The Town of Gananoque's Corporate Asset Management Framework serves as the foundation for developing the proposed levels of service (*see Figure 1-1 – next page*). This framework is rooted in the Town's overall vision and Council priorities, which guide the creation of key asset management documents: the Asset Management Policy, Asset Management Strategy and Asset Management Plan. The analysis included in this PLOS update plays a critical role in shaping service level targets and provides Council with the necessary insights to make informed infrastructure investment decisions.



**Figure 1-1 – Town of Gananoque Corporate Asset Management Framework**



## 1.2 - Regulatory Context

In 2015, the Province of Ontario introduced the Infrastructure for Jobs and Prosperity Act to promote strategic, evidence-based infrastructure planning. The Act aims to support job creation, workforce development, economic growth, environmental stewardship and design excellence in public infrastructure.

In December 2017, Ontario Regulation 588/17 (Asset Management Planning for Municipal Infrastructure) was established under the Act. This regulation requires all municipalities, including the Town of Gananoque, to prepare a Strategic Asset Management Policy. The policy serves to align asset management practices with existing municipal strategies and to guide future infrastructure investment decisions.

The regulation outlines specific requirements for municipal asset management plans, including the development of service level targets, lifecycle management strategies and long-term financial planning. Its goal is to standardize asset management approaches across Ontario, ensuring a consistent and transparent framework for infrastructure planning.

In March 2021, the Province amended the regulation to extend key compliance deadlines by one year. A summary of the updated regulatory milestones is presented in *Table 1-1*.

**Table 1-1: Ontario Regulation 588/17 Implementation Timeline**

Date	Requirement	Description
July 1, 2019	Strategic Asset Management Policy	The policy identifies municipal goals the asset management plan supports, how the budget is informed, asset management planning principles, considerations for climate change and a commitment to provide opportunities for stakeholder input.
July 1, 2022	Asset Management Plan (Core Assets)	The plan must address current levels of service and the associated costs of maintaining that service for water, wastewater, roads, bridges, culverts and storm water assets.
July 1, 2024	Asset Management Plan (All municipal assets)	The plan must address current levels of service and the associated costs of maintaining that service for all municipal assets.
July 1, 2025	Proposed Levels of Service	Builds on the 2024 requirement by including a discussion of proposed levels of service, what activities will be required to meet proposed levels of service and a strategy to fund those activities

Key technical requirements that must be addressed by July 1, 2025, include:

- Completion of an Asset Management Plan (AMP) that encompasses all municipal infrastructure assets, building on previous requirements to include both core and non-core asset categories.
- Identification of proposed levels of service for all assets over a 10-year planning horizon.
- Definition of lifecycle activities required to achieve the proposed levels of service.
- Evaluation of the risks and associated costs tied to delivering those lifecycle activities.

The updated Proposed Levels of Service (PLOS), together with the Town's 2024 Asset Management Plan, satisfy the regulatory requirements by incorporating the elements needed to meet the 2025 deadline for both core and non-core assets. The PLOS update builds on the foundation established in the 2024 AMP, which assessed all asset categories and reported on current levels of service.

As part of this update, the Town of Gananoque has refreshed its level of service data using the latest engineering reports, improved asset inventories and updated datasets developed in collaboration with Town staff.



## Chapter 2: State of the Town's Assets

Please note the values contained below are as of 2024 and what was prepared for the 2024 AMP Document. This section provides a summary of the Town's assets with reference to asset replacement cost and condition (quality) by asset category. Some condition data has been updated.

The Town owns and manages its "core" assets, which include the road network (including sidewalks), bridges, as well as storm water, water and wastewater network assets (including water and wastewater facilities). Also, the town has "non-core" assets which include facilities (buildings), docks, fleet and equipment. In 2024, the combined replacement value of those core (approximately \$217.5 million) and non-core (approximately \$77.4 million) assets is approximately \$294.9 million. The two tables below break down the asset type's specific replacement cost (*Table 2-1*) and their average condition - cost-weighted (*Table 2-2*), respectively.

**Table 2-1: Core / Non-Core Assets Replacement Value**

Asset Type	Replacement Cost (\$ in 2024)
Road Network (also includes Sidewalks, Street Lights, Traffic Lights & Parking Lots)	\$69,020,018
Bridges (including road bridges and pedestrian bridges)	\$18,127,239
Stormwater Network	\$25,196,954
Water Network (also includes Water Treatment Plant & Water Tower)	\$62,379,363
Wastewater Network (also includes Sewage Pumping Stations & Lagoon)	\$42,776,173
<u>Core Total</u>	\$217,499,747
Facilities (Buildings) (excludes water / wastewater facilities)	\$48,508,553
Docks (including marina docks and all others)	\$13,490,846
Fleet	\$9,173,758
Equipment (includes Land Improvements)	\$6,207,965
<u>Non-Core Total</u>	\$77,381,122
<u>TOTAL</u>	\$294,880,869





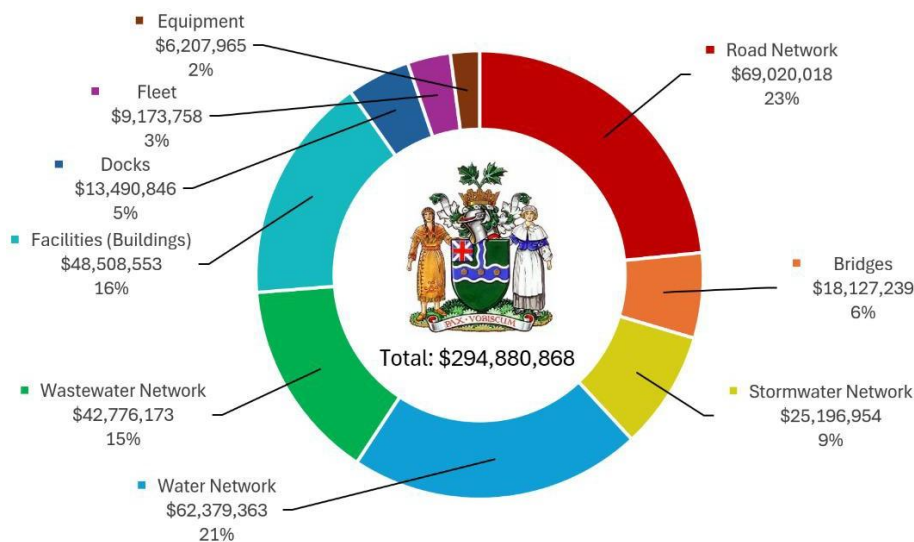
**Table 2-2: Core & Non-Core Assets Average Condition (Cost-Weighted)**

Asset Type	Average Condition Score	Average Condition
Road Network (also includes Sidewalks, Street Lights, Traffic Lights & Parking Lots)	67	Good
Bridges (includes road bridges and pedestrian bridges)	67 (BCI)	Fair
Stormwater Network	9	Very Poor
Water Network (also includes Water Treatment Plant & Water Tower)	25	Poor
Wastewater Network (also includes Sewage Pumping Stations & Lagoon)	27	Poor
Facilities (Buildings) (excludes water / wastewater facilities)	72	Good
Docks (includes marina docks and all others)	48	Fair
Fleet	28	Poor
Equipment (includes Land Improvements)	84	Very Good

## 2.1 - Replacement Cost of the Infrastructure / Assets

As illustrated in *Table 2-1 (page 5)* and *Chart 2-1 below*, the replacement value for all Town assets considered in the 2025 AMP is estimated at \$294.9 million (represented in 2024 dollars). The largest asset category in terms of replacement value is the road network (\$69m), followed closely by the Town's Water (\$62m) and Wastewater (\$42m) networks, as well as our Buildings (\$48m).

**Chart 2-1: Total Replacement Cost by Asset Category (2024 Dollars)**



Replacement values are used to estimate the cost of replacing an asset at the end of its engineered design life. As such, they are a key input into lifecycle cost analysis and should be updated regularly. These values are adjusted over time to reflect inflation—using indices such as the Consumer Price Index (CPI) and the Building Construction Price Index (BCPI)—and are also refined through consultant reports and condition assessments across various asset classes. The following provides a high-level summary of the measures used and the progress made in updating replacement values across asset categories.

**Table 2-3: Condition Measurement and Source**

Asset Class	Condition Measurement	Condition Assessed	Source
Roads	Pavement Condition Rating (PCR)	100%	Consultant report
Bridges	Bridge Condition Index (BCI)	100%	Consultant reports
Stormwater Assets	Age-Based	n/a	n/a
Water Assets	Linear: Age-Based, Facilities: BCR	Linear: n/a, Facilities: 100%	n/a, Facilities: Consultant Reports
Wastewater Assets	Linear: Age-Based, Facilities: BCR	Linear: n/a, Facilities: 100%	n/a, Facilities: Consultant Reports
Facilities (Buildings)	Building Condition Rating	Over 95%	Consultant Reports
Docks	Age-Based (w/ advice from Engineer Dock Condition Assessments)	Over 50%	Consultant Reports
Fleet	Age-Based	n/a	n/a
Equipment (includes Land Improvements)	Age-Based	n/a	n/a

## 2.2 – Condition of the Infrastructure / Assets

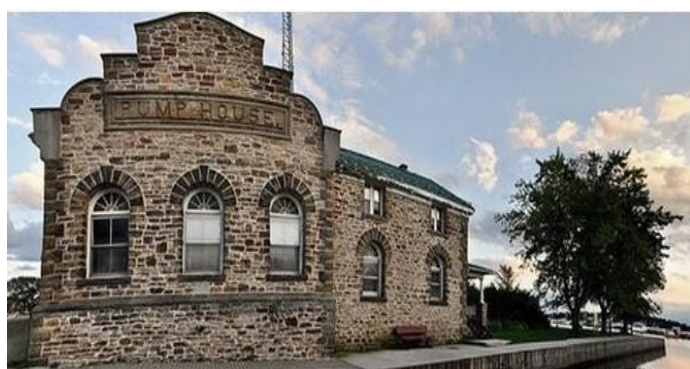
To standardize the condition ratings across asset classes, we have developed a five-point condition scale, which ranges from Very Poor to Very Good. It can be used to estimate asset condition based on the estimated useful life remaining or to translate existing condition data into a standardized score. *The tier thresholds differ slightly depending on the asset class; below are general examples.* Please consult the 2024 AMP Document for additional details.

**Table 2-4: Age-Based Condition Grading**

Condition Grade	% Of Estimated Useful Life Remaining
Very Good	80 – 100%
Good	60 – 79%
Fair	40 – 59%
Poor	20 – 39%
Very Poor	<20%

**Table 2-5: Assessment-Based Condition Grading**

Grade	Definition	Associated Budget	Our Assets are:
Very Good	The asset is in very good condition, typically new or recently rehabilitated. Maintenance needs should be minimal until the next assessment of the asset.	Operating	Fit for the future
Good	The asset is physically sound and is in good condition, with some elements showing general signs of wear that require attention. Maintenance is minimal, and costs associated with maintenance activities fit within the departmental operating budget. Typically, the asset has been used for some time but is still within early to mid-stage of its expected life.	Operating	Adequate for now
Fair	The asset shows general signs of deterioration and is performing at a lower level than originally intended. Some components of the asset are becoming physically deficient, and component replacement may be necessary. Maintenance requirements and costs are increasing. The asset needs either minor capital repairs, or additional maintenance.	Operating, Minor Capital	In need of attention
Poor	The asset is approaching the end of its useful life and exhibits significant deterioration. Major repairs are required, with significant capital investment.	Minor Capital, Major Capital	At risk of failure
Very Poor	The asset is in unacceptable condition with widespread signs of advanced deterioration and has a high probability of failure. Maintenance costs are unacceptable, and rehabilitation is not cost-effective. The asset needs major replacement or refurbishment.	Major Capital	Unfit for sustained service





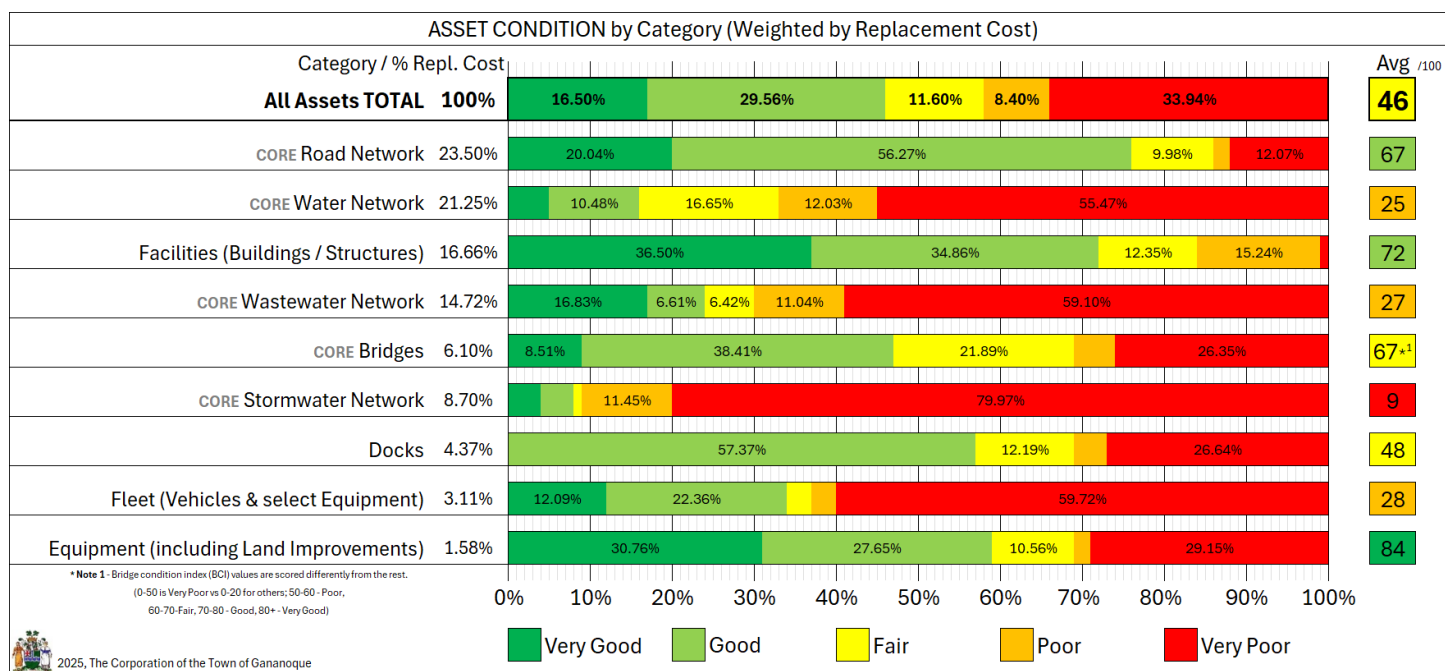
**Chart 2-2: Asset Condition by Asset Category & Total**


Chart 2-2 above summarizes the condition of the Town of Gananoque's assets, which are, on average, in Fair condition. Overall, approximately \$135 million (46%) of assets are in Good to Very Good condition, while about \$34 million (12%) are in Fair condition. The remaining \$125 million (42%) are in Poor to Very Poor condition.

The chart also illustrates the condition of assets by category. Below are some key findings:

- The Road Network, the Town's largest asset group by replacement value, is in relatively good shape, with approximately 76% in Good to Very Good condition.
- For the Water and Wastewater networks, condition assessments have been completed for facility components, but these represent only a small portion of each network's total value. The majority of these networks' value lies in the linear infrastructure (e.g., pipes, manholes, valves), where condition is largely estimated based on age and remaining useful life. Approximately 67.5% of the Water Network and 60% of the Wastewater Network are in Poor to Very Poor condition. The Stormwater Network is in a similar state, and together these systems significantly impact the Town's overall condition rating.
- Although a sizeable portion of the Town's bridge assets are rated Very Poor, the vast majority of this is attributed to the King Street Pedestrian Bridge, which has been closed for several years and is scheduled for demolition this year.
- Facilities make up the largest "non-core" asset category. Approximately 47% are in Good to Very Good condition, while about 16% are rated Poor to Very Poor.
- Over 60% of the Town's fleet assets, by replacement value, are in Poor to Very Poor condition. This is primarily due to delays in replacing several high-value vehicles and pieces of heavy equipment, resulting in a backlog that has developed over time. While progress has been made in collecting condition data and building a more complete inventory, further work is needed. Continued improvements to the dataset will enhance the accuracy of future condition assessments and asset management decisions.

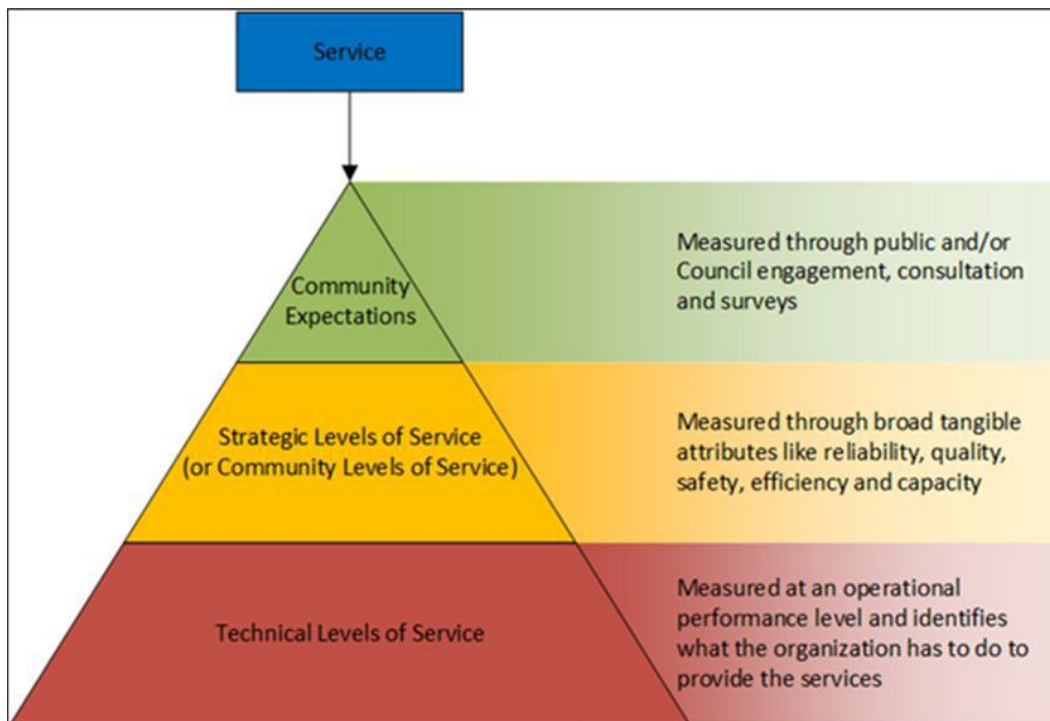


## Chapter 3: Level of Service

Levels of Service (LOS) represent the outcomes or objectives the Town aims to deliver to its residents. These are measured from customer, community and technical perspectives. LOS provide specific metrics tied to activities or assets, which are used to benchmark current performance and set future targets to ensure community needs are met.

By measuring how well the Town is meeting service expectations, LOS serves as important tools to guide future investment decisions. Clearly defined service levels also support transparency with stakeholders, helping to strike a balance between affordability and service quality. These levels of service are specifically focused on asset management activities, particularly those related to the Town's infrastructure and do not address general operational considerations such as staffing or programming.

**Figure 3-1: Level of Service Analysis Components (Source: MFOA)**





### 3.1 – The Town’s Level of Service Goals

The Levels of Service (LOS) Framework supports the achievement of key asset management goals by:

- Enhancing asset management documentation to establish evidence-based connections between customer-focused and technical levels of service. These service levels are integrated into both operational and capital activities. This objective is supported by the development of the Asset Management Plan (AMP) financing strategy, with ongoing efforts to improve the Town’s asset data over the long term.
- Establishing a clear link between service levels and associated costs by incorporating the LOS Framework into the Town’s budget process. While full integration is a long-term goal, the current financing strategy provides recommendations that identify the financial requirements to achieve the proposed service levels, which can help inform current and future budgeting decisions.
- Meeting the 2025 requirements of Ontario Regulation 588/17, which include defining proposed levels of service, estimating the costs to achieve them and identifying the risks of not meeting these targets.

Refinement to the LOS framework can be achieved by:

- Ongoing improvement of metrics, how they are measured, and the quality of data collected through periodic internal reviews and updates.
- Integrating public feedback over time to increase the maturity of the plan and better reflect evolving community expectations.
- Enhancing cross-departmental collaboration to align LOS targets with operational practices, ensuring consistent service delivery across all asset types.
- Using risk-based approaches to prioritize investments, ensuring limited resources are directed to the most critical infrastructure needs.
- Leveraging technology and automation, such as real-time monitoring or digital work order systems, to improve how performance is tracked and reported.
- Linking LOS outcomes more directly to budgeting and capital planning, helping decision-makers understand the cost implications of maintaining or improving service.
- Building capacity through training, so staff understand LOS principles and can apply them effectively in day-to-day operations and long-term planning.

Levels of service are not about achieving perfection — they’re about ensuring predictability, reliability, and efficiency in how we deliver what residents need most. It’s about being deliberate and transparent in setting expectations, so that services are consistent, understandable, and aligned with what the community values.

Our goal isn’t to fix everything at once, but to fix the right things at the right time, using the best available information, sound asset data, and practical risk-based decision-making. This approach helps us maximize value for money, reduce long-term costs, and focus our efforts on where they will have the greatest impact on service continuity and quality of life.

## 3.2 – Customer Levels of Service (CLOS) / Community Levels of Service

Customer Levels of Service (CLOS) reflect how the Town’s services are experienced by residents, focusing on the extent and quality of services from the community’s perspective. These levels of service are expressed through high-level qualitative measures, such as descriptions of the assets or the services they support. Understanding CLOS involves assessing both the needs and expectations of residents and the capabilities of the Town’s existing infrastructure. These statements are developed in line with asset management best practices.

The four customer-focused Level of Service categories are:

- Capacity and Use: Measures of whether infrastructure can meet current and future service demand.
- Function: Assesses if an asset is appropriate, accessible, and fit for its intended purpose.
- Quality: Evaluates the condition, reliability, and safety of infrastructure over time.
- Affordability: Ensures services are delivered in a financially sustainable and fair manner.

To meet the requirements of Ontario Regulation 588/17, Community Levels of Service are included as part of the CLOS. The regulation outlines specific descriptions for core services, including roads, bridges, stormwater, water and wastewater. While not mandated for non-core services, the Town has chosen to include community levels of service for these areas as well, to ensure consistent and transparent reporting across all service categories.

## 3.3 – Technical Levels of Service (TLOS)

Technical Levels of Service (TLOS) are quantifiable indicators used to assess how well the Town’s assets are performing. These measures focus on objective data such as asset age, condition and service performance. TLOS considers both the capability of individual assets and how they function collectively within the broader system of service delivery. These measures have been developed through a review of the Town’s asset data and in close collaboration with staff.

The TLOS framework is designed to meet the following criteria:

- TLOS measures align with the functional needs of Town service delivery.
- TLOS are practical to monitor, with supporting data either currently accessible or planned for collection in future AMP updates.
- TLOS are created with the understanding that the public ultimately defines service expectations; while they monitor internal asset performance, service quality will continue to reflect public feedback.

The four technical-focused Level of Service categories are:

- Growth: Involves expanding infrastructure to support new development and future population



needs.

- Upgrade: Focuses on enhancing existing assets to meet higher standards or evolving community expectations.
- Renewal / O&M: Covers maintenance, repair, and replacement activities to sustain asset performance and extend lifespan.
- Financial Sustainability: Aligns infrastructure decisions with long-term funding strategies to manage cost, risk, and service expectations.

TLOS plays a critical role in evaluating the Town's ability to deliver services effectively and efficiently. These indicators support ongoing performance monitoring, help identify areas requiring attention or investment and inform resource allocation decisions. Through an iterative staff consultation process, an internal tracking tool has been developed to collect the necessary data to assess both current and future levels of service, ensuring continuous improvement and accountability over time.

### 3.4 – Overview of the Town's Level of Service

The Town's 2024 AMP was prepared for all Town infrastructure assets under the "current level of service" framework as required by *O. Reg. 588/17*. The Town defined its current levels of service in accordance with qualitative and technical metrics that have been established through the regulation and in consultation with staff. In general, the metrics have been developed over the past two years using available information collected over several previous years where possible. This exercise of developing the Town's Levels of Service has revealed some gaps in data collection, which the Town aims to address in the coming years. By improving data quality and asset management practices, the Town intends to optimize asset lifecycles and renewals, minimize risk, and ensure that spending is as efficient and cost-effective as possible to keep overall costs down.

#### 3.4.1 - Current Level of Service

For the 2025 PLOS update, the customer and technical level of service reporting measures largely remain consistent with those established in 2024. However, numerous additional measures have been introduced to address identified gaps and provide a more comprehensive assessment of the Town's progress toward its service delivery objectives. Wherever possible, the "current" baseline data has been updated with new information available since 2024. Moreover, the measures have been streamlined to focus on areas most relevant for effective service level monitoring and compliance with regulatory reporting requirements.

#### 3.4.2 - Proposed Level of Service

*O. Reg 588/17* requires municipalities to define their proposed levels of service by July 1st, 2025. These proposed levels of service (PLOS) are intended to provide the Town with a measurable future target state

for the services it provides. The proposed level of service focuses on asset specific measures that capture the performance of infrastructure which forms part of the services provided by the Town. Best efforts have been made to maintain the focus of the proposed level of service to infrastructure assets that support the service rather than the overall services provided by any specific service area. However, it is noted that in general the proposed level of service outlined in this report is required to continue to provide the overall level of service objectives of the Town.

For every level of service that the Town measures, a corresponding set of PLOS measures have been developed. Consultation with Town staff was conducted to develop the proposed levels of service based on the needs of the community, existing data and assessing their appropriateness for the Town. Overall, the proposed levels of service outlined in this report have been carefully evaluated based on the following criteria:

- Options & Associated Risk - Staff assess various options for the proposed levels of service and analyze the risks associated with each option to the long-term sustainability of the Town. This assessment considers factors such as service quality, operational efficiency and financial sustainability.
- Differences from Current Levels of Service – The analysis looks at a comparison of the proposed levels of service with the current levels to identify areas where adjustments or enhancements are necessary. While some proposed levels of service may mirror the current levels outlined in this AMP, adjustments or enhancements to the current procedures may still be necessary to ensure alignment with longer-term goals.
- Achievability - The feasibility of achieving the proposed levels of service considering factors such as available resources, technological capabilities and operational constraints have been evaluated. Efforts have been made to ensure that the proposed targets are realistic and attainable within the Town's operational capacity. Notwithstanding the Town's intended ability to achieve the targets, it is expected that the proposed levels of service will continue to be reviewed and monitored - further adjustments may be warranted moving forward.
- Affordability - The affordability of the proposed levels of service is conducted in conjunction with the budget process, ensuring alignment with the financial resources and fiscal capacity available. This process inherently involves approval by Council with affordability considerations integrated into budgetary decisions.

### 3.4.3 - Summary of the Level of Service

The tables on the following pages outline the Customer, Community, and Technical (current and proposed) Levels of Service, grouped by major Core and Non-Core asset categories. In summary, these tables show that:

- Based on the Town's 2024 AMP, paved roads are on average in Good condition, with an average PCI of 81 as of 2022, projected to be closer to 75 by 2024. The proposed level of service is set to maintain an overall average PCI of 80, while prioritizing the lowest-rated individual road segments.
- Unpaved roads are on average in Fair condition. This average is expected to fluctuate year to year, largely due to weather conditions. However, the Town's gravel roads program targets



segments in Poor or Very Poor condition, helping to manage these fluctuations effectively.


- Town road bridges have an average PCI of approximately 80, while pedestrian bridges are lower, at around 67 BCI. The Town aims to ensure all bridges remain at Fair or above (PCI: 60+) over the next several years. One pedestrian bridge has been closed and is scheduled for removal this year.
- The percentage of properties connected to water services and those with fire flow coverage is expected to be maintained, although there are a few areas of concern. The Town has not experienced any boil water advisories but experiences several water main breaks a year and continues to work toward preventing such events where possible.
- The percentage of properties connected to water and wastewater services is expected to remain consistent, alongside some anticipated growth. The Town does not have any combined sewer systems. Ongoing GIS reviews and updates of these networks will further improve data quality.
- Approximately 99% of properties in the municipality are resilient to a 100-year storm as per CRCA (Cataraqui Region Conservation Authority) data. Additional information regarding the resiliency of our Stormwater Network will become available following the release of the Stormwater Master Plan Study currently underway.
- Levels of service across many asset categories will be further enhanced in future through updates to condition data, and by beginning to digitally track service request response times and the frequency of maintenance schedules tied to the asset inventory.
- The Town generally expects to maintain these levels of service going forward. However, it is recognized that budgetary constraints will make this increasingly challenging over time.





### 3.5 – Town Level of Service Tables



#### 3.5.1 – LOS Table: Road Network

GANANOQUE ROAD NETWORK - Level of Service Metrics						
Customer / Community Levels of Service			Technical Levels of Service			
Customer LOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To provide safe and convenient access to properties while providing road services in an efficient manner and meet reporting requirements of O.Reg 588/17.	<p>Description, which may include maps, of the road network in the municipality and its level of connectivity.</p> <p><i>Description : The goal of the Town is to provide a transportation network that is not only safe to use by both residents and transient users, but also one that is efficient. The transportation network is made up of roads, sidewalks and bridges among other related assets and the level of service aligns with the Town's Official Plan as well as the Transportation Master Plan .</i></p> <p><i>Map : SEE APPENDIX 1A: Roads Overview</i></p>	Growth	Number of lane-km of Arterial roads [13.018km] as a proportion of town land area in square kilometers [7.01 km²] (O.Reg. 588/17).	1.857	Not Applicable – this is an O.Reg 588/17 required measure. As development continues this ratio will increase.
				Number of lane-km of Collector roads [38.646km] as a proportion town land area in square kilometers [7.01 km²] (O.Reg. 588/17).	5.513	Not Applicable – this is an O.Reg 588/17 required measure. As development continues this ratio will increase.
				Number of lane-km of Local roads [25.935km] as a proportion of town land area in square kilometers [7.01 km²] (O.Reg. 588/17).	3.700	Not Applicable – this is an O.Reg 588/17 required measure. As development continues this ratio will increase.
				Number of lane-km of ALL town-maintained roads [77.599km] as a proportion of town land area in square kilometers [7.01 km²].	11.070	As development continues this ratio will increase.
				Number of lane-km of ALL paved roads [68.644km] as a proportion of town land area in square kilometers [7.01 km²].	9.792	As development continues and gravel roads are upgraded to asphalt surface as deemed necessary, this ratio will increase.
				Number of lane-km of ALL gravel roads [8.955km] as a proportion of town land area in square kilometers [7.01 km²].	1.277	As development continues and gravel roads are upgraded to asphalt surface as deemed necessary, this ratio may change.
		<p>Description, which may include maps, of the Town's traffic volumes and signalized intersection locations.</p> <p><i>Map : SEE APPENDIX 1B : AADT &amp; Signalized Intersection Locations</i></p>	Number of signalized intersections [7] as a proportion of the town population [5383*1] (signalized intersections per 1k residents).	1.300	As development continues and the population increases, this ratio may change.	
Function		<p>Description, which may include maps, of town sidewalks and paved walkways in the municipality and its level of connectivity.</p> <p><i>Map : SEE APPENDIX 1C: Sidewalk Coverage Overview Map</i></p> <p>Description, which may include maps, of town roads with street lighting coverage.</p> <p><i>Map : SEE APPENDIX 1D: Street Lighting Coverage</i></p>	Upgrade	Percentage of roads by total road length [41.015km] with sidewalks on at least one side [24.444km].	59.60%	As development continues and the population increases, this ratio may change.
				Percentage of roads by total road length [41.015km] with sidewalks on both sides [12.096km].	29.43%	
				Percentage of roads by total road length [41.105km] with street lighting coverage [33.926km].	82.53%	As development continues and the population increases, this ratio may change.
Quality		<p>Description, which may include maps, that illustrate the different levels of road class pavement condition.</p> <p><i>Description : The town's paved and unpaved roads are maintained in accordance with the minimum maintenance standards (MMS) set by the Province.</i></p> <p><i>Map : SEE APPENDIX 1E : Pavement Condition Index</i></p> <p>Description, which may include maps, that illustrate the different levels of sidewalk condition.</p> <p><i>Map : FUTURE</i></p>	Renewal / O&M	The average surface condition (PCI) of town paved roads (O. Reg. 588/17).	75*2	~80
				The average surface condition (rating description) of town gravel roads (O. Reg. 588/17).	Fair	Fair
				The average surface condition of town sidewalks and paved walkways.	FUTURE	FUTURE
Affordability	To provide transportation infrastructure in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	<p>Description of whether or not upcoming capital needs for transportation assets (excluding bridges) are currently funded.</p> <p><i>Description : FUTURE</i></p>	Financial Sustainability	Percentage of identified 10-year capital needs for road network assets currently funded (2024 Budget).	in progress	FUTURE
Notes						
1. - Population figure is as per the latest census (2021).						
2. - This is a 2024 value, derived from the latest Road Needs Study (2022), with added depreciation due to time. The 2022 PCI (pavement condition index) average value is 81.						
The Corporation of the Town of Gananoque						







### 3.5.2 – LOS Table: Bridges

 <b>GANANOQUE</b> <b>BRIDGES - Level of Service Metrics</b>						
Customer / Community Levels of Service			Technical Levels of Service Measure			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Function	To meet customer needs while limiting safety and operational impacts and meet reporting requirements of O.Reg 588/17.	Description of the traffic supported by town road bridges.  <b>King Street Bridge</b> - Vehicles: no restrictions, Pedestrians: sidewalks on both sides <b>Water Street Swing Bridge</b> - Vehicles: loading restrictions [24-32-ton limit], Pedestrians: sidewalk on south side <b>Hudson Bridge</b> - Vehicles: dimensional restrictions [no trucks], Pedestrians: sidewalk on south side	Upgrade	Percentage of road bridges [3] in the town with loading or dimensional restrictions [2] (O.Reg. 588/17).	67%	67%
		Description, which may include maps, of all OSIM-applicable bridges and culverts in the municipality and its level of connectivity.  <i>Map : SEE APPENDIX 2A: Road &amp; Pedestrian Bridge Locations</i>		Percentage of OSIM-inspected pedestrian bridges in the town [6] that are open and safe for use [5]* <sup>1, 2</sup> .	83%	100%* <sup>3</sup>
Quality	To keep bridge assets in a good state of repair and meet reporting requirements of O.Reg 588/17.	Description or images of the condition of bridges and how this would affect the use of the bridges.  <i>Description: The town has 9 bridges, of which 3 are road bridges. The town completes OSIM reports every 2 years to determine the condition of structures (BCI) in accordance with Provincial regulations.</i>  <i>Chart: FUTURE for a chart that goes over the town's bridges and their respective condition ratings.</i>  <i>Report: SEE 2022 OSIM REPORT*<sup>1</sup> which contains detailed information, including images of various aspects of the condition of each bridge.</i>	Renewal / O&M	For road bridges [3] in town, the average Bridge Condition Index (BCI) value (O.Reg. 588/17).	80.82	~80
				For pedestrian bridges [6] in town, the average Bridge Condition Index (BCI) value <sup>2, 3</sup> (O.Reg. 588/17).	66.62	~70
Affordability	To provide transportation infrastructure in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	Description of whether or not upcoming capital needs for bridge transportation assets are currently funded.  <i>Description: FUTURE</i>	Financial Sustainability	Percentage of identified 10-year capital needs for bridge assets currently funded (2024 Budget).	<i>in progress</i>	<i>FUTURE</i>
<b>Notes</b> <sup>1</sup> - Although the 2024 OSIM Inspections have been completed, the finalized report was not yet available as of the writing of this AMP update. <sup>2</sup> - Figures do not include recently identified bridges for 2024 OSIM inspections that should have been included in prior assessments. Numbers are subject to change once 2024 final report is available. Non-OSIM applicable pedestrian bridges are excluded from these figures. <sup>3</sup> - Explanation of change - King Street Pedestrian Bridge is closed (since 2022) and due to be dismantled within 2025.						
2025 The Corporation of the Town of Gananoque						

### 3.5.3 – LOS Table: Stormwater Network

 <b>GANANOQUE</b> <b>STORMWATER NETWORK - Level of Service Metrics</b>						
Customer / Community Levels of Service			Technical Levels of Service Measure			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To provide reliable stormwater management services, control flooding in severe weather events and meet reporting requirements of O.Reg 588/17.	Description, which may include maps, of the stormwater network in the municipality and its level of connectivity.  <i>Description : The town's stormwater network is currently undergoing study via consultant with a new Stormwater Master Plan expected to be released within the next year. This study will help address existing shortcomings in data and mapping regarding the network, allowing for better decision making going forward and ensuring it can fulfil the town's needs effectively. This new data will be used to prioritize replacements in coordination with road, water and wastewater infrastructure reconstructions.</i>  <i>Map : SEE APPENDIX 3: Stormwater Network Overview</i>	Growth	Percentage of properties in municipality resilient to a 100-year storm (O.Reg. 588/17).	>99% (CRCA data)	Not Applicable – this is an O.Reg 588/17 required measure.
				Percentage of properties in municipality resilient to a 5-year storm (O.Reg. 588/17).	? (not available from CRCA)	Not Applicable – this is an O.Reg 588/17 required measure.
Quality			Renewal / O&M	For storm sewer infrastructure in town, the average condition value.	27%	Future - ongoing Stormwater Master Plan Study will dictate decisions regarding proposed LOS once available for review
				Percentage of stormwater assets with a very high risk exposure rating.	FUTURE	FUTURE
Affordability	To provide stormwater infrastructure in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	Description of whether or not upcoming capital needs for stormwater network assets are currently funded.  <i>Description : FUTURE</i>	Financial Sustainability	Percentage of identified 10-year capital needs for stormwater assets currently funded (2024 Budget).	in progress	FUTURE
<div> <div>2025</div> <div>The Corporation of the Town of Gananoque</div>  </div>						



### 3.5.4 – LOS Table: Water Network





#### GANANOQUE WATER NETWORK - Level of Service Metrics

Customer / Community Levels of Service			Technical Levels of Service Measure			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To ensure the water distribution system has the capacity to provide current and future serviced customers with uninterrupted access to treated water at an adequate pressure and meet reporting requirements of O.Reg 588/17.	Description, which may include maps, of the areas of the town that have fire flow.  <u>Map</u> : See APPENDIX 4A: Fire Flow	Growth	Percentage of properties where fire flow is available (O.Reg. 588/17).	~98% (within 90m of hydrant)	Not Applicable – this is an O.Reg 588/17 required measure.
		Description, which may include maps, of water linear assets and related facilities in the municipality and its level of connectivity.  <u>Description</u> : Gananoque's water network is composed of one water treatment facility (James W. King Water Treatment Plant), one elevated tank (water tower), more than 35km of Water Mains and Hydrant Leads, as well as service connections to more than 2300 water customers within the town and select connected external customers in TLT1.  <u>Map</u> : SEE APPENDIX 4B: Water Network Overview		Percentage of total properties [2384] connected to the municipal water system [2345 customers] (O.Reg. 588/17).	98.4%	Not Applicable – this is an O.Reg 588/17 required measure.
		Percentage of average day demand [raw inflow - 1846m³/day] to water license capacity / plant capacity [10220m³/day].		18.06%	Maintain, increase utilization over time through increased development.	
Function	To ensure water treated and transported throughout the system meets or exceeds all regulatory requirements for quality and meet reporting requirements of O.Reg 588/17.	Description of boil water advisories and service interruptions.  <u>Description</u> : The town has not had a boil water advisory since 2016. The town has not had an adverse water quality incident (AWQI) since 2021. The town has experienced approximately 3 water main breaks per year over the last 3 years.	Upgrade	Number of Adverse Water Quality Incidents (AWQIs) in the past year [0, last occurred in 2021].	0	Target of 0
	Number of boil water advisories declared in the past year [0, last occurred in 2016] (O.Reg. 588/17).			0	Target of 0	
	Number of water main breaks per year.			2.67 (3-yr average) - 3 last year (2024)	~3	
	Number of connection-days per year due to water main breaks [3 breaks affecting XX total customers] compared to the total number of properties connected to the municipal water system [2345] (O.Reg. 588/17).			FUTURE	Not Applicable – this is an O.Reg 588/17 required measure.	
	Number of connection-days per year where a boil water advisory notice is in place [0 in 2024, last occurred in 2016] compared to the total number of properties connected to the municipal water system [2345] (O.Reg. 588/17).			0%	Not Applicable – this is an O.Reg 588/17 required measure.	
Quality	To ensure water network assets are kept in a good state of repair.	Description of policies to prioritize renewal of assets at or beyond their expected lifespans.  <u>Description</u> : As part of the Asset Management Plan, town staff are using all available records and institutional knowledge to update GIS mapping, gaining a clearer understanding of our assets and better prioritizing replacements in coordination with road, stormwater, and wastewater infrastructure reconstructions.  <u>Map</u> : SEE APPENDIX 4C: Water Pipe Age	Renewal / O&M	Percentage of water assets with a very-high risk exposure rating	FUTURE	FUTURE
				Average age of water linear assets	41 years	Maintain, improve over time.
				Average age of water facility assets	24 years	Maintain, improve over time.
Affordability	To provide water infrastructure in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	Description of whether or not upcoming capital needs for water network assets are currently funded.  <u>Description</u> : FUTURE	Financial Sustainability	Percentage of identified 10-year capital needs for water assets currently funded (2024 Budget).	In progress	FUTURE
2025 The Corporation of the Town of Gananoque						







### 3.5.5 – LOS Table: Wastewater Network



 <b>GANANOQUE</b> <b>WASTEWATER NETWORK - Level of Service Metrics</b>						
Customer / Community Levels of Service			Technical Levels of Service Measure			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To ensure the wastewater system has the capacity to provide uninterrupted wastewater collection, conveyance and treatment from current and future serviced customers and meet reporting requirements of O.Reg 588/17.	<p>Description, which may include maps, of the wastewater linear assets and related facilities in the municipality and its level of connectivity.</p> <p><i>Gananoque's wastewater network is composed of one wastewater treatment facility (lagoon), four pumping stations (East End Pumping Stn, Water Street Pumping Stn, Main Street Pumping Stn &amp; Stone Street Pumping Stn), more than 38km of mains, forcemains and outfalls including 29.92km of collection mains, 1.60km of mains within the lagoon facility, 3.92km of forcemains (2.40km from pumping stations &amp; 1.52km from TLT businesses), 2.68km of outfall mains, as well as service connections from more than 2300 wastewater customers within the town and select connected external customers in TLT.</i></p> <p><i>Maps : SEE APPENDIX 5: Wastewater Network Overview</i></p>	Growth	Percentage of total properties [2384] connected to the municipal wastewater system [2347 customers] (O.Reg. 588/17).	98.4%	Not Applicable – this is an O.Reg 588/17 required measure.
				Percentage of average day effluent treated [3498m³/day] to lagoon capacity rating [5300m³/day].	66.00%	Maintain, increase utilization over time through increased development.
Function	To provide wastewater services that prioritize system reliability, environmental safety, and compliance with regulatory standards, ensuring the efficient management and maintenance of the wastewater network to support the health and sustainability of the community and meet reporting requirements of O.Reg 588/17.	<p>Description of how combined sewers in the town wastewater system are designed with overflow structures in place which allow overflow during storm events to prevent backups into homes.</p> <p><i>Description : The Town of Gananoque sewage collection system contains <b>no combined sewage infrastructure</b>. All sewage and stormwater infrastructure is designed and constructed to keep flows separated.</i></p>	Upgrade	The number of events per year where combined sewer flow in the town wastewater system exceeds system capacity [0] compared to the total number of properties in the wastewater system [2347].	n/a - no combined sewers	Not Applicable – this is an O.Reg 588/17 required measure.
		<p>Description of the frequency and volume of overflows in combined sewers in the town wastewater system that occur in habitable areas or beaches.</p> <p><i>Description : The Town has <b>no combined sewers</b> as mentioned above.</i></p>		The number of connection-days per year due to wastewater backups [10 backups affecting XX total customers] compared to the total number of properties in the wastewater system [2347].	<b>FUTURE</b>	Not Applicable – this is an O.Reg 588/17 required measure.
		<p>Description of how stormwater can get into sanitary sewers in the town water wastewater system, causing sewage to overflow into streets or backup into homes.</p> <p><i>Description : The town owns and maintains <b>separate stormwater and sanitary sewer systems</b>. The stormwater system ensures that stormwater flows remain separate from sewer flows.</i></p>		The number of sewer backup events.	7.67 (3-yr average) - 10 last year (2024)	Maintain (~8) - Work to reduce over time through continued reinvestment in the sewer collection linear infrastructure by way of replacements during planned reconstruction projects.
		<p>Description of how sanitary sewers in the town water wastewater system are designed to be resilient to avoid events described in above.</p> <p><i>Description : The sewage pump stations are equipped with alarm monitoring for high flow events. Preventative maintenance procedures are in place to ensure the sewage pump stations are operating as designed and include: wet well cleanouts, daily inspections of pump stations, annual cleanouts, pump inspections, alarm testing and generator inspection and maintenance.</i></p>		The number and volume of total untreated wastewater bypass events.	2.33 events & 2686m³ (3-yr average) - 3 events and 144m³ last year (2024)	Maintain (~2) - Work to reduce over time through continued reinvestment in the sewer collection linear infrastructure and sewage pumping stations.
		<p>Description of the effluent that is discharged from the sewage treatment plants in the town wastewater system.</p> <p><i>Description : Annual performance reports of the town sewage treatment system include reporting on the types of effluent (and monitored levels) and are completed by our dedicated Utilities Compliance staff.</i></p>		The number of effluent violations per year due to wastewater discharge [2] compared to the total number of properties in the wastewater system [2347].	1.33 violations (3-yr average) - 2 violations last year (2024)	Not Applicable – this is an O.Reg 588/17 required measure.
Quality	To ensure wastewater network assets are kept in a good state of repair.	<p>Description of policies to prioritize renewal of assets at or beyond their expected lifespans.</p> <p><i>Description : As part of the Asset Management Plan, town staff are using all available records and institutional knowledge to update GIS mapping, gaining a clearer understanding of our assets and better prioritizing replacements in coordination with road, stormwater, and water infrastructure reconstructions.</i></p>	Renewal / O&M	Percentage of wastewater assets with a very-high risk exposure rating.	<b>FUTURE</b>	<b>FUTURE</b>
				Average age of wastewater linear assets.	47 years	Maintain, improve over time.
				Average age of wastewater facility assets.	14 years	Maintain, improve over time.
Affordability	To provide wastewater infrastructure in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	<p>Description of whether or not upcoming capital needs for wastewater assets are currently funded.</p> <p><i>Description : FUTURE</i></p>	Financial Sustainability	Percentage of identified 10-year capital needs for wastewater assets currently funded (2024 Budget).	<b>in progress</b>	<b>FUTURE</b>
<div>  2025  The Corporation of the Town of Gananoque </div>						

### 3.5.6 – LOS Table: Buildings (Facilities – excluding Water / Wastewater)

 <b>GANANOQUE BUILDINGS (FACILITIES) - Level of Service Metrics</b>						
Customer / Community Levels of Service			Technical Levels of Service Measure			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To provide sufficient operational facilities to support the town's day-to-day functions and responsibilities, as well as provide adequate recreational amenities for residents and visitors.	<p>Description, which may include maps, of facility locations and their primary use(s).</p> <p><i>Description</i> : The Town of Gananoque owns and maintains a total of 45 buildings / structures (39 when factoring out water / wastewater facilities). Below is a breakdown by primary use:  <i>Administrative (1)</i> : Town Hall  <i>Emergency Services (Fire &amp; Police) (2)</i> : Emergency Services Building, Fire Training Facility  <i>Public Works – Roads (5)</i> : Public Works Garage, Public Works Office, Old Salt Shed, New Salt Shed &amp; Storage Shed  <i>Parks &amp; Recreation (17)</i> : Arena, Marina [Main &amp; Satellite Bldgs.], Rotary Beach Park Shelter, Bandshell, Umbrella Shelter, Town Ballpark Washrooms, Scorers Building, Lions' Centennial Park Shelter, Announcer's Booth, Arena Outdoor Washrooms, Picnic Pavilion, Kinsmen Park Gazebo, Joel Stone Park Amphitheatre, Joel Stone Heritage Park Washrooms &amp; Splashpad, Joel Stone Lions' Club Bandshell, Lighthouse  <i>Miscellaneous - Historical (4)</i> : Clock Tower, Town Gates [3 - North, East &amp; West]  <i>Tourism / Institutional (1)</i> : Visitor Centre &amp; Library  <i>Leased to Third-Parties for various uses (8)</i> : Little Pumphouse, Blinkbonnie Boathouse, Kinsmen Hall, 1000 Islands Village - Museum Bldg. &amp; 1000 Islands Heritage Village - Buildings A-D  <i>Exclusive Use (1)</i> : Customs Building  <i>Map</i> : See APPENDIX 6: Town Buildings, Roofed Structures &amp; Town Gates Overview Map</p>	Growth	Gross total building area (enclosed & climate-controlled, public & non-public access) [????m <sup>2</sup> ] per capita [5383* <sup>1</sup> ].	FUTURE	FUTURE
				Percentage of buildings operating at or over their designed occupancy / use capacity.	FUTURE	FUTURE
				Facility usage growth rate [%] versus population growth rate [%].	FUTURE	FUTURE
Function		<p>Description of the role of the town's facilities and their functionality to town residents.</p> <p><i>Description</i> : The Town of Gananoque is dedicated to ensuring that municipally owned buildings are highly functional and accessible for all residents. Our goal is to provide facilities that support a wide range of community activities and services. This includes maintaining spaces that are user-friendly, energy efficient, equipped with modern amenities and easily navigable for individuals with varying needs. We aim to achieve this through timely maintenance, regular inspections and proactive repairs. By being responsive to community feedback, we ensure our facilities continue to meet the evolving requirements of our residents, creating environments that effectively serve their intended purposes.</p>	Upgrade	Percentage of public-facing buildings meeting current building code (OBC) and Accessibility Standards (AODA).	FUTURE	FUTURE
				Change in average energy use intensity (EUI) for municipal buildings over time (e.g., kWh/m <sup>2</sup> /year)	FUTURE	FUTURE
Quality	To provide facilities that are kept in a good state of repair.	<p>Description of the role of the town's facilities and the quality they provide to town residents.</p> <p><i>Description</i> : The Town of Gananoque is committed to maintaining a high standard of quality for all municipally owned buildings. This involves ensuring the safety, aesthetic appeal and durability of our facilities. We strive to enhance the longevity and efficiency of our buildings through sustainable practices, high-quality materials and rigorous upkeep. Our approach includes regular inspections and proactive maintenance to address issues before they become significant problems. By prioritizing transparency and responsiveness to community feedback, we ensure our buildings not only meet current standards but also stand the test of time, reflecting our dedication to quality and the well-being of our community.</p>	Renewal / O&M	Percentage of assessed facility assets [1542] at or "Fair" or better condition (assessed).	72.00%	Maintain, improve over time.
				Percentage of assessed facility assets [1542] at or "Poor" or worse condition (assessed).	28.00%	Maintain, improve over time.
				Percentage of assessed facility assets [1542] beyond their useful life (by assessed condition - assessed) [58].	3.24%	Maintain, strive to minimize however possible within budget constraints.
				Number of Town-Owned Buildings that have Asset Retirement Obligations and their value (2024 dollars).	20 Buildings - \$864,300	Reduce over time, eliminating hazards when sensible and to integrate AROs into planning facility renewal activities.
Affordability	To provide facilities in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	<p>Description of whether or not upcoming capital needs for facility assets are currently funded.</p> <p><i>Description</i> : FUTURE</p>	Financial Sustainability	Percentage of identified 10-year capital needs for building assets currently funded (2024 Budget).	in progress	FUTURE
<b>Notes</b>						
1. - Population figure is as per the latest census (2021).						
<div> <div>2025</div> <div>The Corporation of the Town of Gananoque</div>  </div>						





### 3.5.7 – LOS Table: Docks

 <b>GANANOQUE</b> <b>DOCKS - Level of Service Metrics</b>						
Customer / Community Levels of Service			Technical Levels of Service			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	The Marina and Waterfront docks operate efficiently and provides adequate services to respective patrons and commercial leaseholders.	Description of traffic that is supported by municipally owned docks (e.g. boaters, leaseholders, launching boats, recreational use).	Growth	Number of boat slips available for regular use at the Marina.	385 slips, 16 ramps	Maintain
		<i>Description : Marina - Seasonal and transient boaters, launching boats (North Launch); Waterfront (Customs)– Leaseholder vessels; P.U.C. Dock – Transient boaters, Fire Department; launching boats (Lion's Launch) Joel Stone Park Docks – recreation; Steel Worker's Park Dock –recreation.</i>		Number of electrical serviced boat slips / ramps at the Marina.	274 + 2 shared	Maintain
				Number of water serviced boat slips / ramps at the Marina.	274 + 4 shared	Maintain
Quality	To provide docks that are kept in a good state of repair.	Description of the condition and quality of the Town's docks.	Renewal / O&M	Average age of Marina docks (total deck surface area by year of construction of each portion).	FUTURE	FUTURE
Function		<i>Description : Docks are safe, clean, and comfortable to use for recreational and boating activities. Leased dock space is reliable, accessible and meets the operational needs of leaseholder(s).</i>	Upgrade	Percentage of Marina docks built / replaced within the last 15 years (by deck surface area).	FUTURE	FUTURE
Affordability	To provide docking facilities in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	Description of whether or not upcoming capital needs for dock assets at the Marina and elsewhere on the Waterfront are currently funded.  <i>Description : FUTURE</i>	Financial Sustainability	Percentage of identified 10-year capital needs for dock assets currently funded (2024 Budget).	in progress	FUTURE
<div> <div>2025</div> <div>The Corporation of the Town of Gananoque</div>  </div>						



### 3.5.8 – LOS Table: Fleet

<div> <b>GANANOQUE</b> <b>FLEET - Level of Service Metrics</b></div>						
Customer / Community Levels of Service			Technical Levels of Service			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To ensure the town's vehicle and equipment fleet is fully operational, efficiently maintained, and capable of supporting the operational and maintenance needs of each respective department, while minimizing downtime and maximizing safety and performance.	Description of the Town's fleet in operation and the services provided.  <i>Description : The Town's fleet asset class comprises various vehicles and equipment used across different departments, including Police, Fire, Parks &amp; Recreation, Public Works – Roads and Public Works - Utilities. The assets include pickup trucks, trailers, loaders, SUVs, Mowers, Snowblowers etc. These vehicles are essential for day-to-day operations such as maintenance, transportation, and specialized tasks.</i>	Growth	Number of fleet assets (including vehicles, heavy equipment, mowers, trailers, etc. - excluding Attachments) in Town Fleet, by department (& percentage of total fleet).	<b>TOTAL: 63</b>  Fire: <b>9</b> (14.3%) - Police: <b>8</b> (12.7%) - Parks & Rec: <b>13</b> (20.6%) - PW Roads: <b>24</b> (38.1%) - PW Utilities: <b>9</b> (14.3%)	Maintain. Total will adjust with needs and whether there is available funding to acquire replacements for vehicles at / beyond their useful lives.
		Description of capacity and how the fleet is meeting the needs of user groups.  <i>Description : The capacity of the fleet is designed to meet the operational needs of various departments within the Town. The fleet includes vehicles of different sizes and capabilities to ensure that all tasks, from routine maintenance to heavy-duty operations, can be performed efficiently. The diverse range of vehicles allows the Town to allocate resources effectively and ensure that all user groups have access to the necessary equipment.</i>				
Function		Description of service reliability.  <i>Description : The fleet's reliability is maintained through inspection and maintenance programs run by each respective department based on the unique needs of their vehicles / heavy equipment. Each vehicle undergoes regular inspections based on its usage. Daily inspections are conducted for frequently used vehicles like pick-up trucks, while other equipment is inspected monthly or as needed. This systematic approach ensures that potential issues are identified and addressed promptly, maintaining high reliability and minimizing downtime.</i>	Upgrade	Percentage of current (2025) light vehicle fleet [24] with hybrid / EV powertrains [1].	4.17%	Maintain / Increase. Percentage will increase over time as technology improves and corporate priorities align more towards energy efficiency and environmental sustainability measures.
				Percentage of recent (2025) fleet renewals occurring that are replacing assets already beyond their estimated useful lives.	83.33% (5 of 6)	Maintain / Decrease. Percentage should decrease over time if renewals are occurring on a more clearly defined / followed schedule.
Quality			Renewal / O&M	Average age of fleet assets.	8 years, 10 months	Reduce over time to increase reliability.
Affordability	To provide vehicles and other fleet equipment in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	Description of whether or not upcoming capital needs for wastewater assets are currently funded.  <i>Description : FUTURE</i>	Financial Sustainability	Percentage of identified 10-year capital needs for fleet assets currently funded (2024 Budget).	<i>in progress</i>	<i>FUTURE</i>
<div><div>2025</div><div>The Corporation of the Town of Gananoque</div><div></div></div>						



### 3.5.9 – LOS Table: Equipment

GANANOQUE EQUIPMENT (including Land Improvements) - Level of Service Metrics						
Customer / Community Levels of Service			Technical Levels of Service			
CLOS Category	Customer Level of Service Statement	Community Level of Service (qualitative description)	Technical LOS Category	Technical Level of Service (metrics)	Performance	
					Current LOS	Proposed LOS
Capacity & Use	To provide access parklands for the whole community.	Description, which may include maps, of the Town's parklands and outdoor sporting facilities and how they serve the community.  <i>Description : The Town has an extensive network of trails and pathways joining many parks with a diverse variety of outdoor facilities for all residents and visitors to enjoy.</i>  <i>There are almost 9km of multi-use gravel and dirt hiking trails creating a large loop with several others branching off around town running through forests and alongside the Gananoque River and St. Lawrence waterfront.</i>	Growth	Number of hectares of developed (actively maintained) Parkland [TBD] per 1,000 residents [5383* <sup>1</sup> ].	FUTURE	FUTURE
				Number of town-owned ball diamonds [2] per 1,000 residents [5383* <sup>1</sup> ].	0.37	Maintain.
				Number of town-owned soccer fields [1] per 1,000 residents [5383* <sup>1</sup> ].	0.19	Maintain.
				Number of town-owned tennis / ball (any) courts [5] per 1,000 residents [5383* <sup>1</sup> ].	0.93	Maintain.
	To provide park amenities and programs for the whole community.	<i>Several parks—such as Town Park, Confederation Park, Steel Workers Park, Oak Street Park, and the parklands surrounding the Arena—serve as vibrant recreational hubs. These green spaces are home to a wide array of outdoor amenities, including ball diamonds, soccer fields, playgrounds, basketball courts, a skatepark, a beach, an off-leash dog park, picnic shelters, and an outdoor ice pad, canoe / kayak launch points and more, supporting active lifestyles.</i>  Map : FUTURE		Number of town-owned off-leash dog parks [1] per 1,000 residents [5383* <sup>1</sup> ].	0.19	Maintain.
				Number of town-owned playgrounds [4] per 1,000 residents [5383* <sup>1</sup> ].	0.74	Maintain.
				Number of town-owned skate parks [1] per 1,000 residents [5383* <sup>1</sup> ].	0.19	Maintain.
				Number of town-owned ice pads (indoor and outdoor) [2] per 1,000 residents [5383* <sup>1</sup> ].	0.37	Maintain.
				Number of kilometres of Recreational trails (all gravel / dirt trails).	8.87km	Maintain.
Function	To provide reliable and secure IT infrastructure that supports staff in performing their work efficiently while safeguarding sensitive information.	Description of the Town's IT infrastructure and how it serves the community.  <i>Description : The Town's IT infrastructure is up-to-date and capable of ensuring all town business is conducted securely and efficiently. Regular investments are made to servers, systems and other related equipment to ensure maximum security and performance. These updates include the latest security patches, software upgrades, and hardware maintenance. Backup procedures are implemented rigorously to protect data integrity, and disaster recovery plans are in place to maintain business continuity. Additionally, periodic audits and system performance reviews are conducted to identify and address any potential issues promptly.</i>	Upgrade	FUTURE	FUTURE	FUTURE
Quality	To provide equipment that is kept in a good state of repair.	Description of Town equipment and the measure made to ensure it reliably serves its purpose for Town Staff and residents.  <i>Description : Residents and staff can rely on municipal equipment to function safely and as intended, without excessive breakdowns, visible damage, or performance issues. Equipment is consistently maintained to a standard that reflects responsible stewardship and ensures dependable service delivery.</i>	Renewal / O&M	Percentage of total equipment assets [126] with estimated useful life remaining [46].	36.05%	Improve over time.
Affordability	To provide equipment in a manner that is fiscally sustainable for the Town while funding necessary renewals and upgrades as needed.	Description of whether or not upcoming capital needs for equipment assets are currently funded.  Description : FUTURE	Financial Sustainability	Percentage of identified 10-year capital needs for equipment assets currently funded (2024 Budget).	in progress	FUTURE
Notes						
1. - Population figure is as per the latest census (2021).						
					2025 The Corporation of the Town of Gananoque	





## Chapter 4: Financing Strategy

The Town has consistently undertaken both operating and capital investments necessary to sustain existing levels of service. However, there remains a risk that current and planned investments may not fully align with the financial requirements needed to achieve the proposed levels of service. To mitigate this risk, it will be essential for the Town to closely monitor funding levels over the coming years, ensuring they remain responsive to both service delivery expectations and asset performance.

This section of the 2025 PLOS update aims to support the Town in strengthening its existing asset management framework by identifying practical and sustainable strategies to enhance capital funding. These strategies are intended to bridge any gaps between current funding levels and the investment needed to reliably meet the proposed levels of service.

### 4.1 – The Town’s Financing Strategy Overview

The financing strategy outlines the key funding sources and methodologies used to support the costs associated with asset management. The primary objective is to ensure that the recommended asset management strategies identified in Chapter 3 are adequately funded, while continuing to provide services at the appropriate levels. However, it is important to acknowledge that the availability of funding is a legitimate constraint in achieving all service level expectations.

To address this challenge, a comprehensive financing strategy has been developed for the Town's major funding categories: Tax Supported and Water / Wastewater (Rate) Supported assets. These categories represent the most significant funding streams for the municipality’s asset-related expenditures.

Accordingly, this chapter is structured as follows:

#### 1. Tax Supported Financing Strategy

- Own Source Funding  
Includes revenues generated internally such as property taxes, user fees and reserve funds.
- External Funding  
Involves grants, subsidies and contributions from other levels of government or private partners.
- Impact on Taxation  
Evaluates the effect of financing strategies on current and future tax rates and the municipality’s overall fiscal sustainability.

#### 2. Water / Wastewater (Rate) Supported Financing Strategy

- Own Sources of Funding  
Primarily includes water and wastewater user fees, reserves and system charges.
- External Funding  
Includes government grants and low-interest loans.
- Impact on Rates  
Assesses how the financing plan influences current and projected water and wastewater rates, ensuring affordability and service continuity.

## 4.2 – Tax Supported Financing Strategy

To fund the tax supported needs identified through the asset management planning process, the Town has several funding sources, representing both internal and external:

**Table 4-1: Sources of Funding – Tax Supported**

Internal Resources	External Sources
Operating Budgets (operating and maintenance)	Canada Community Building Fund
Contributions to Capital	Ontario Community Infrastructure Fund
Vehicle Replacement	OLG Funding
Equipment Replacement	One-time Capital Grants
Facility Replacement	Development Charges (growth)
	Developer Contributions
	Debt

There is a level of risk associated with relying on external sources of funding over a long-term forecast. While internal sources are more controllable, external sources are uncontrollable and subject to change. This makes long-term planning more difficult.

**Table 4-2: Known Risks Associated with External Funding Sources**

External Funding Source	Risk
OLG Funding	Potential reduction due to iGaming
Canada Community-Building Fund	Reduction due to transition to reduce CO2 emissions.
Ontario Community Infrastructure Fund	Funding formula subject to change
One-time Capital Grants	Application based grants, not guaranteed
Development Charges	Restricted cash flow (capital precedes growth)

This financing strategy is intended to be a dynamic component of the Town’s overall financial planning. Through the annual budget process and periodic updates to the Asset Management Plan, changes in available funding from all sources—both internal and external—can be incorporated. This approach ensures the financing strategy remains responsive to evolving fiscal conditions, funding opportunities and service level requirements.

### 4.2.1 – Own Source Funding

Our current planned budget, for the next 10 years, anticipates \$59,105,637 in capital expenditure. The taxpayer supported portion of this budget is about 53% or \$31,468,017. The funding breakout by revenue source for the capital program is as follows:

External Funding	\$16,667,652	53%
Taxpayer Funded	\$12,485,550	40%
User Fee Supported	\$ 2,314,815	7%
Total	\$31,468,017	100%

Own Source funding represents 40% of the financial resources allotted in the 10-year capital plan. The

User fee supported funding, accounting for 7% of the financial resources in this planned budget, supports the non-core assets of the Marina. The current capital reinvestment plan allocates 46% of its expenditure to core assets. Core assets being supported by the taxpayer represent the road network, bridges and culverts, sidewalks and the stormwater network. The remaining 56% of the planned capital expenditure is going to non-core assets. This raises potential financial, operational and long-term sustainability concerns.

#### *Funding Through Replacement Strategies*

Organizations can unlock significant financial flexibility by strategically replacing aging assets. In the past 5 years the proceeds from the sale of used equipment averaged \$32,500 per year. Below are targeted approaches for vehicles, equipment and facilities:

#### *Vehicle Replacement*

- **Lease-to-Own Programs**  
Reduce upfront capital requirements by engaging in lease-to-own arrangements, spreading costs over time and preserving immediate cash flow.
- **Sale of Retired Vehicles**  
Retire outdated vehicles through public auctions or scrap sales to generate immediate cash inflows.
- **Fuel and Maintenance Savings**  
Transitioning to newer vehicles typically improves fuel efficiency and lowers maintenance costs. These operational savings can be reallocated to support other funding priorities.
- **Grants and Subsidies**  
Explore available federal and provincial programs that provide financial support for transitioning to energy-efficient or low-emission vehicles.

#### *Equipment Replacement*

- **Trade-In and Resale**  
Unlock liquidity by trading in or reselling obsolete equipment. Proceeds can directly offset the cost of new purchases.
- **Incentive Programs**  
Leverage government incentives designed to support equipment modernization, reducing the net investment required.
- **Operational Efficiency Gains**  
Newer equipment often enhances productivity and reduces downtime, translating into lower operating costs that can be redirected toward strategic initiatives.
- **Assess: catalog condition, remaining useful life and replacement costs**

#### *Facility Replacement*

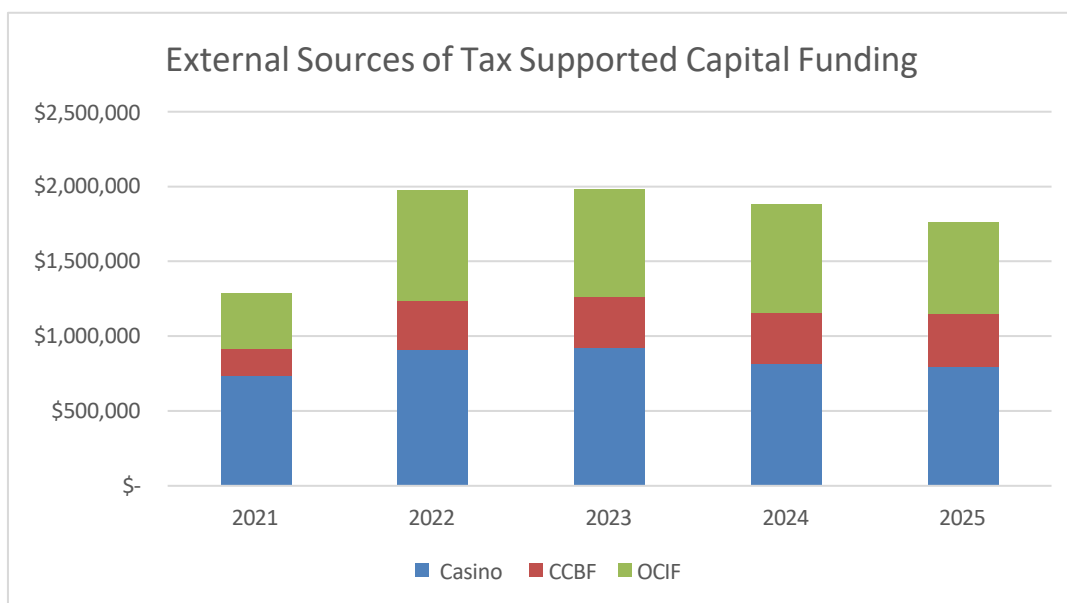
- **Energy-Efficiency Improvements**  
Modern facilities typically reduce utility expenses through better insulation, lighting and HVAC systems, with cost savings reinvested elsewhere.
- **Space Optimization**  
Efficient facility design can reduce the need for leased space or increase the utility of existing real estate.
- **Asset Liquidation: Selling or leasing portions of underutilized properties can provide capital inflow.**

## 4.2.2 – External Funding

External sources are critical but less certain. The Canada Community Building Fund (CCBF), formerly known as the Federal Gas Tax Funding, provides approximately 11% of the Town’s annual funding requirements.

The Ontario Community Infrastructure Funding (OCIF) is subject to change due to municipal allocation formula tied to assess replacement values. OCIF funding provides approximately 19.5% of the Town’s annual funding requirements

**Chart 4-1: External Sources of Tax Supported Capital Funding**



The future of Ontario Lottery and Gaming (OLG) is uncertain, given the changing economic climate and the potential impacts due to iGaming. The Town’s current OLG allocation policy limits the amount of OLG funds that can be allocated to the Town’s capital to 85% of OLG funds. It is recommended that this policy be reviewed annually to maximize funding availability for asset management purposes. OLG funding provides approximately 25% of the Town’s annual funding requirements.

Development Charges (DCs) represent fees paid by builders and developers at the time of development to help fund infrastructure and service upgrades required because of growth. In many cases, growth-related infrastructures such as roads, sidewalks and stormwater systems—must be constructed in advance of development, creating a cash flow challenge for the municipality. To manage this, the Town can consider the following strategies:

- Issuing debt for growth-related projects, with principal and interest repaid from future DC revenues.
- Entering into early payment agreements with developers, enabling access to DC funds before development occurs.
- Deferring capital investment in growth-related infrastructure until sufficient funding becomes available.

According to the 2020 Development Charges Background Study, projected DC revenues through 2030 are expected to total approximately \$1,181,000—covering only about 3.75% of the Town’s Taxpayer supported capital funding needs over that period. This highlights the need to consider a broader range of funding tools and partnerships.

Developer and partner contributions can play a significant role in advancing the Town’s Asset Management Plan (AMP), particularly in the context of limited tax supported capital and competing infrastructure priorities. Development Charges and direct financial contributions from developers help fund the growth-related portion of municipal assets, reducing the pressure on property taxes and minimizing the need for additional debt. In-kind contributions—such as the construction of roads, sidewalks, parks and stormwater facilities—allow the municipality to acquire new infrastructure without requiring significant upfront investment.

Public-private partnerships (P3s) and cost-sharing arrangements further enhance the Town’s capacity to deliver infrastructure by leveraging external funding or shared resources for asset renewal, expansion, or joint-use facilities. These collaborations can also improve the Town’s ability to secure provincial and federal grants, as many programs require matching funds or demonstrated partnerships.

Partner contributions typically apply to:

- Joint-use facilities (e.g., recreation centres, libraries)
- Town Infrastructure (e.g., wastewater treatment or major roads)
- Shared service delivery (e.g., transit, emergency services)
- Strategic land development (e.g., industrial parks or innovation hubs)

By incorporating developer and partner contributions into long-term capital planning, the Town can better align growth with infrastructure investment, reduce financial risk and ensure the long-term sustainability of its assets.

Debt funding is a tool that can be used to finance capital needs where other funding is not available. It also spreads out the impact of a project over a longer period, as debt payments are made.

The Province sets limits on the amount of debt a municipality can carry, known as the debt capacity limit. This limit is recalculated annually and is based on 25% of the municipality’s own-source revenues. As a result, the Towns’s total annual debt payments—regardless of funding source—cannot exceed 25% of its annual revenue.

To ensure responsible fiscal management, the Town should review its existing debt policy and consider strategic priorities such as reserving debt financing for growth-related projects, Lifecycle maintenance or new program/initiatives. These priority areas would have the effect of developing a minimum level or a base lifecycle budget that allows the infrastructure to be maintained and replaced at the end of its useful life.

While the Town plans to maintain debt levels well below the provincial limit, it is recommended that internal debt limits also be established—for example, as a percentage of annual revenues—to preserve financial flexibility and ensure capacity remains available for unforeseen needs.

### 4.2.3 – Impact on Taxation

Asset management investment strategies require a long-term approach to reach optimal funding levels. Optimal investment supports the continued delivery of services at the desired level. By delaying investments, lifecycle costs typically increase as neglected assets deteriorate faster and require more expensive rehabilitation or replacement. Achieving optimal funding levels allows for better long-term financial planning and reduces fiscal shocks.

Closing the infrastructure deficit is important because the infrastructure deficit is the gap between current investment levels and the funding required to maintain assets in a state of good repair. Closing this gap ensures assets are renewed before they reach critical failure, extending their useful lives. Addressing the deficit now ensures future generations are not burdened with deteriorated assets and massive backlogs of deferred maintenance.

In short, reaching optimal annual investment levels and closing the infrastructure deficit is not just a technical target—it is essential to safeguarding public assets, ensuring fiscal responsibility, maintaining service levels and protecting the well-being of residents over the long term.

The current capital reinvestment plan that allocates 46% of its expenditure to core assets and 56% of its expenditure to non-core assets raises several concerns.

#### *Asset Deterioration from Deferred Maintenance*

- Core assets (e.g., roads, storm water systems) have finite service lives. Insufficient reinvestment leads to:
  - Accelerated deterioration
  - Higher repair costs in the future
  - Potential asset failures or service disruptions

#### *Infrastructure Deficit Growth*

- The gap between actual condition and desired condition of core infrastructure will likely widen.
- Asset management plans often calculate "optimal reinvestment" to keep infrastructure in a state of good repair — funding only 43% of that target means the backlog grows.

#### *Financial Inefficiency*

- Reactive maintenance and emergency repairs cost significantly more than planned, lifecycle-based reinvestment.
- Underinvestment today can lead to:
  - Higher future tax or debt burdens
  - Reduced fiscal flexibility
  - Lower credit ratings (due to growing liabilities)

#### *Risk to Service Levels and Public Safety*

- Core assets are essential for public health, safety and daily living (e.g., clean water, emergency vehicle access).
- Underfunding increases:
  - Risk of system failures (e.g., flooding, bridge collapses)
  - Decreased service reliability
  - Lower customer satisfaction

#### *Misalignment with Strategic Priorities*

- If 54% of capital funding is going to non-core assets (e.g., recreational, cultural, or administrative facilities), it suggests a potential misalignment of priorities.
  - This may be due to poor capital planning processes.
  - Core assets typically support essential services and economic productivity — deprioritizing them can have long-term consequences.

#### *Non-Compliance with Asset Management Best Practices*

- Many municipalities are required (by provincial/federal legislation or funding programs) to develop Asset Management Plans (AMPs) with sustainable funding strategies.
  - Falling short of reinvestment targets may result in non-compliance or ineligibility for infrastructure grants.

#### *Erosion of Public Trust*

- As infrastructure quality declines, residents and businesses may:
  - Lose confidence in the municipality's ability to manage funds wisely
  - Demand explanations for deteriorating roads, unreliable water, or flooding
  - Resist tax increases if existing funds appear misallocated

**Table 4-3: Summary of Issues and Impacts**

Issue	Impact
Deferred Maintenance	Higher long-term costs, more failures and service disruptions
Infrastructure Deficit Growth	Long-term financial burden, asset degradation
Financial Inefficiency	Higher costs from emergency repairs, budget stress
Risks to Service Delivery and Public Safety	Reduced reliability, increased safety hazards
Misalignment With Strategic Priorities	Non-core spending outweighs core needs
Non-Compliance with AM Best Practices	Risk of losing funding eligibility, audit findings
Erosion of Public Trust	Additional resistance to tax increases, loss in public confidence



### Optimal Investment Strategy

Achieving optimal annual investment levels is key to maintaining consistent and reliable service delivery. It helps ensure financial sustainability by avoiding costly future repairs, improving budget predictability, and managing risk and liability. These investments also support community growth and economic development by expanding infrastructure capacity and attracting private investment.

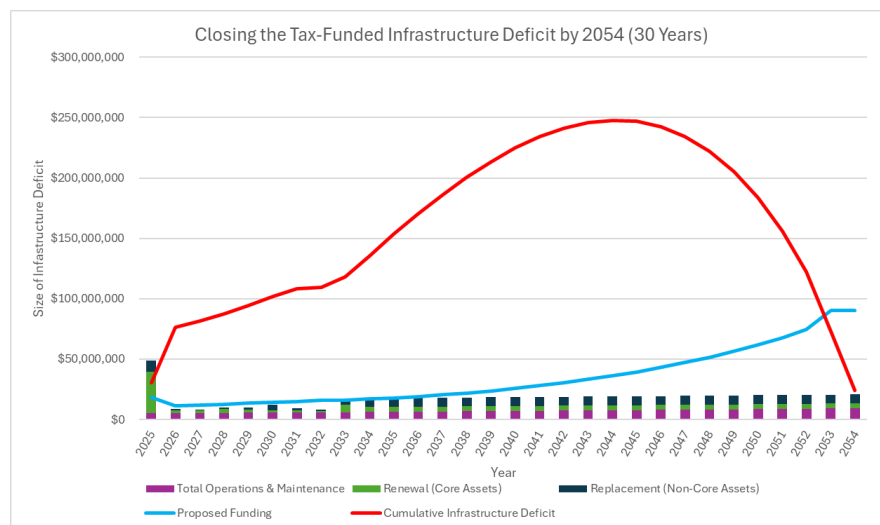
**Table 4-4: Optimal vs Existing Average Annual Investments – Tax Supported**

Tax Supported	Optimal Annual Investment	Existing Annual Investment Average	% of Optimal
<b>Core Assets</b>			
Bridges	\$ 198,817	\$ 1,434,464	43%
Road - Gravel	\$ 22,640		
Road Base - Paved	\$ 1,567,080		
Road Surface - Paved	\$ 374,211		
Sidewalks	\$ 438,071		
Signalized Intersections	\$ 23,559		
Street Lights	\$ 48,697		
Storm Water	\$ 628,906	\$ 1,434,464	
<b>Subtotal</b>	<b>\$ 3,301,980</b>		
<b>Non-Core Assts</b>			
Pedestrian Bridges	\$ 163,728	\$ 1,712,338	50%
Buildings & Facilities	\$ 1,234,864		
Vehicles	\$ 736,705		
Land Improvements	\$ 145,956		
Docks	\$ 412,677		
Equipment	\$ 760,199		
<b>Subtotal</b>	<b>\$ 3,454,130</b>	<b>\$ 1,712,338</b>	

The current 10-year plan spends only 43% of the optimal annual investments required for the core assets and 50% of the optimal annual investments required for the non-core assets

### Closing the Infrastructure Deficit

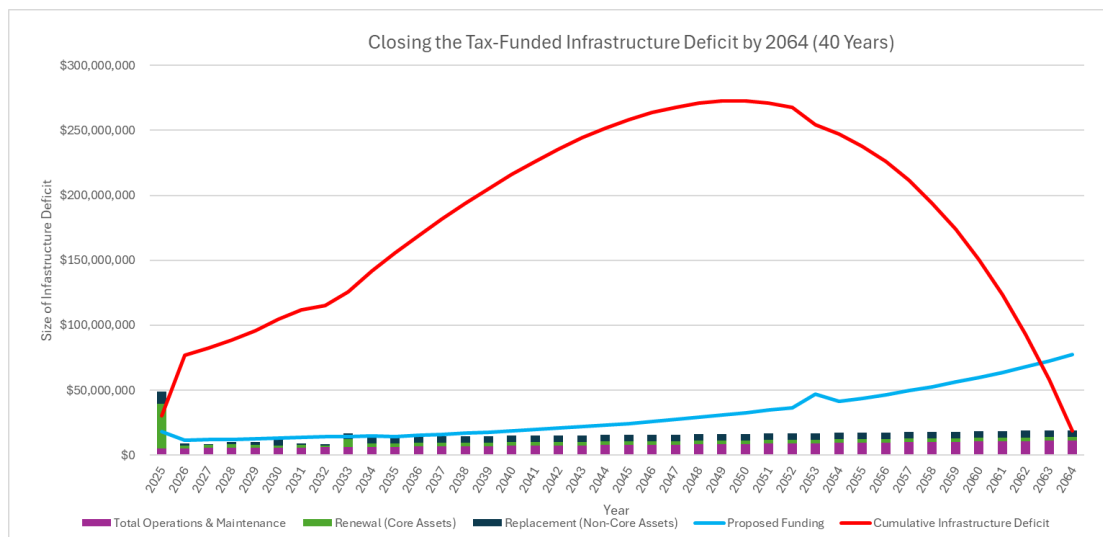
**Chart 4-2: 30-Year Infrastructure Deficit Elimination Scenario – Tax-Funded**





To close the infrastructure deficit over 30 years would require an equivalent annual increase in taxation of 4% a year for the next 30 years.

**Chart 4-3: 40-Year Infrastructure Deficit Elimination Scenario – Tax-Funded**



To close the infrastructure deficit over 40 years would require an equivalent annual increase in taxation of 2.7% a year for the next 40 years.

In either scenario, the financial impact will be significant if asset replacement strategies are not in place prior to their critical failure.

## Recommendations

- Reassess capital planning to prioritize lifecycle reinvestment in core assets.
- Develop a phased strategy to close the reinvestment gap (e.g., increasing core investment from 46% to at least 60–70%).
- Strengthen asset management practices, including risk-based prioritization.
- Evaluate return on investment (ROI) of non-core projects to ensure alignment with long-term goals.



## 4.3 – Water and Wastewater Rate Supported Financing Strategy

Council has been very proactive in following the Water and Wastewater Rate Studies for many years. The result of this is evident by planned increases to capital contributions that have resulted in much needed annual capital investments that fund water and wastewater related asset management cost each year.

**Table 4-5: Sources of Funding – Water and Wastewater Rate Supported**

Internal Resources	External Sources
Operating Budgets (operating and maintenance)	One Time Capital Grants
Contributions to Capital	Development Charges (growth)
Vehicle Replacement	Developer Contributions
Equipment Replacement	Debt
Facility Replacement	

There is a level of risk associated with relying on external sources of funding over a long-term forecast. While internal sources are more controllable, external sources are uncontrollable and subject to change. This makes long-term planning more difficult.

**Table 4-6: Known Risks Associated with External Funding Sources**

External Funding Source	Risk
One-time Capital Grants	Application-based grants, not guaranteed
Development Charges	Restricted cash flow (capital precedes growth)

### 4.3.1 – Own Source Funding

Our current planned budget, for the next 10 years, anticipates \$59,105,637 in capital expenditure. The ratepayer supported portion of this budget is about 47% or \$27,637,620. The funding breakout by revenue source for the capital program is as follows:

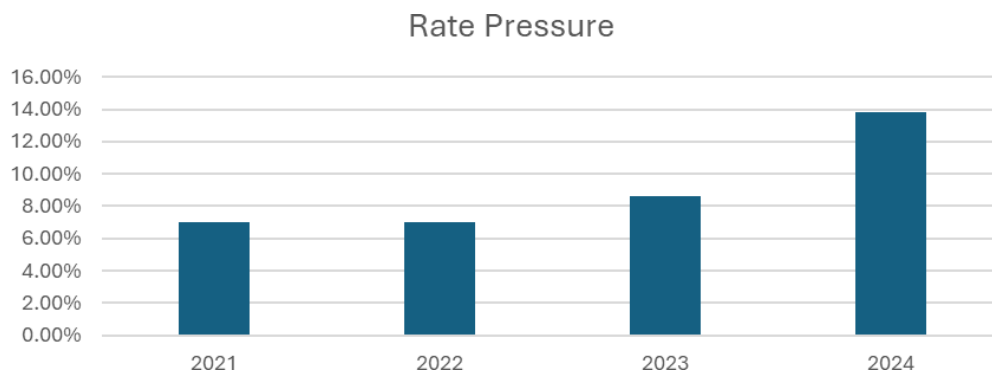
External Funding	\$ 5,771,984	21%
Rate Funded	\$21,865,636	79%
	\$27,637,620	100%

Own Source funding represents 79% of the financial resources allotted in the 10-year capital plan. The current capital reinvestment plan allocates 97% of its expenditure to core assets. Core assets being supported by the ratepayer represent the water treatment and distribution and wastewater treatment and collection. The remaining 3% of the planned capital expenditure is going to non-core assets.

Beginning in 2021, capital user fees are based on meter sizes instead of consumption levels. The 5-year phase in of the meter ratios to AWWA specifications began in 2021. The intent was to increase rates 7% a year and fund a significant capital program for wastewater renewals, as per the 2021-2026 Water Wastewater Financial Plan. Unfortunately, since 2022 the budget pressure on operations has been greater than the planned inflationary pressure of 2%; and there have been significant emergency repairs

that put significant pressure on the Financial Plan and the rates

**Chart 4-4: Rate Pressure (2021-2024)**



Funding through replacement strategies would follow the same review process as discussed with tax supported services.

### 4.3.2 – External Funding

In 2024, the Town was awarded a \$5,771,984 grant from the Housing-Enabling Water System Fund (HEWSF) for the sewage pumping station rehabilitation and upgrades. This injection of much need funding is helpful in reaching goals outlined in the 2021-2026 Water Wastewater Financial Plan and represents 21% of the financial resources allotted in the 10-year capital plan.

Looking at growth related forecasts to 2030, the 2020 Development Charges Background Study indicated potential DC funding of \$1,071,871, supporting approximately 3.88% of the Town’s funding requirements over the next 10 years for the water and wastewater networks.

The approach for Partner contributions would follow the same review process as discussed with tax supported core services.

The approach for Debt funding would follow the same policy review as discussed with tax supported core-services.



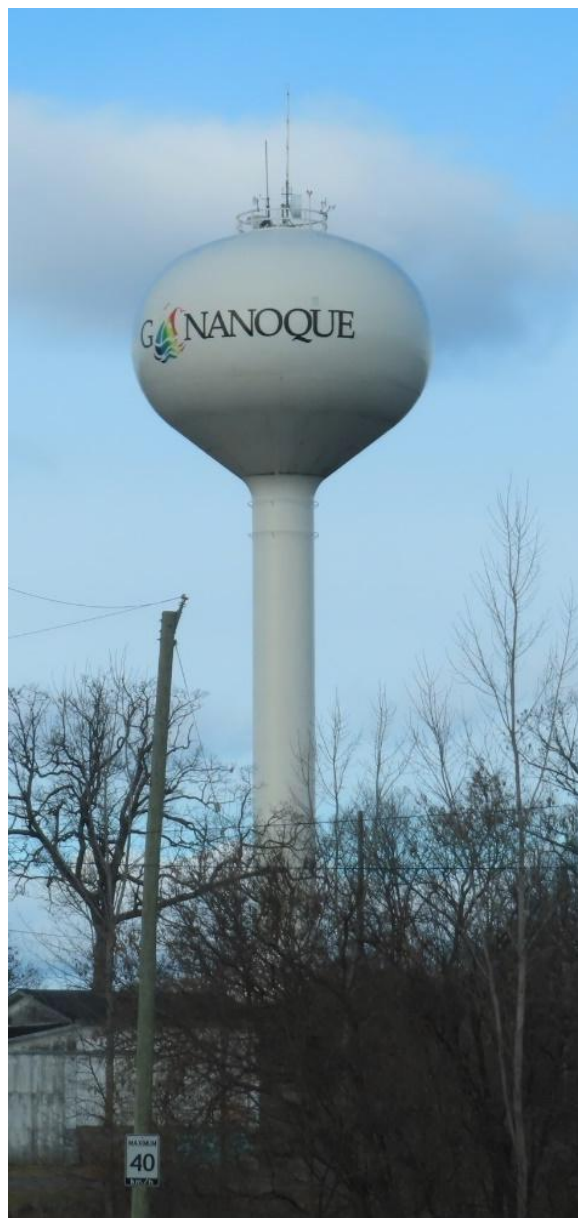
### 4.3.3 – Impact on Water and Wastewater Rates

Although the Town’s water and wastewater ratepayers are currently contributing at levels sufficient to meet optimal annual investment targets, the infrastructure deficit remains unaddressed. This indicates that while current funding is effectively supporting ongoing lifecycle needs, it is not sufficient to reduce the backlog of deferred renewal and rehabilitation work.

To close this deficit, the Town should adopt a dual-track funding strategy:

1. Sustain Lifecycle Investment  
Continue allocating optimal annual funding to maintain asset condition and prevent further deterioration.
2. Establish a Deficit Reduction Strategy  
Introduce a targeted, time-bound funding mechanism to reduce the existing infrastructure backlog, such as:
  - a. A temporary infrastructure renewal surcharge added to rates.
  - b. Strategic borrowing to accelerate major renewal projects.
  - c. Aggressive pursuit of grant opportunities to leverage external funding.
  - d. Prioritized capital planning to address high-risk, high-impact assets first.

Clear communication with ratepayers is essential to explain the distinction between maintaining current service levels and investing to restore aging infrastructure. Regular reporting on progress will support transparency and accountability.



This approach ensures the long-term sustainability of water and wastewater systems by both preserving current asset performance and systematically addressing historical underinvestment.

#### Optimal Investment Strategy

Reaching Optimal annual investment levels is about protecting the level of service for consistency and reliability. To achieve financial sustainability by way of cost avoidance and make budgets more predictable. To properly manage risk and liabilities. And to support growth and economic development by building infrastructure capacity and attracting investments.



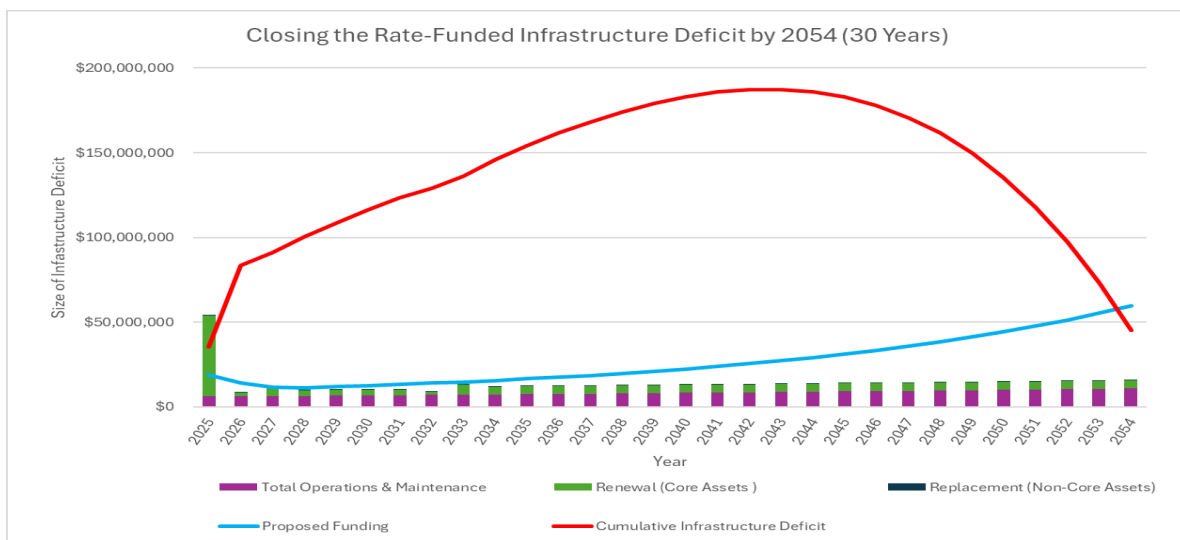
**Table 4-7: Optimal vs Existing Average Annual Investments – Rate Supported**

Rate Supported	Optimal Annual Investment	Existing Annual Investment Average	% of Optimal
<b>Core Assets</b>			
Water Treatment	\$ 150,694	\$ 2,684,762	101%
Water Distribution	\$ 959,202		
Wastewater Collection	\$ 1,256,112		
Wastewater Treatment	\$ 301,359		
<b>Subtotal</b>	<b>\$ 2,667,367</b>	<b>\$ 2,684,762</b>	
<b>Non-Core Assts</b>			
Vehicles	\$ 27,547	\$ 79,000	55%
Equipment	\$ 117,211		
<b>Subtotal</b>	<b>\$ 144,758</b>	<b>\$ 79,000</b>	

The current 10-year plan spends 101% of the optimal annual investments required for the core assets and 55% of the optimal annual investments required for the non-core assets

Closing the Infrastructure Deficit

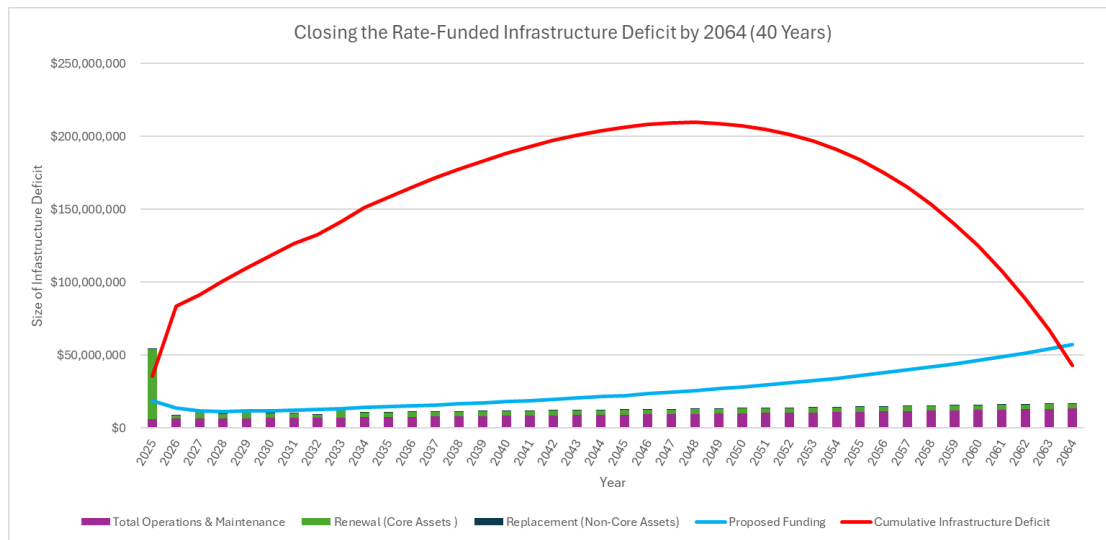
**Chart 4-5: 30-Year Infrastructure Deficit Elimination Scenario – Rate-Funded**



To close the infrastructure deficit over 30 years would require an equivalent annual increase in the rates of 5.6% a year for the next 30 years.



**Chart 4-6: 40-Year Infrastructure Deficit Elimination Scenario – Rate-Funded**



To close the infrastructure deficit over 40 years would require an equivalent annual increase in the rates of 3.9% a year for the next 40 years

In either scenario, the financial impact will be significant if asset replacement strategies are not in place prior to their critical failure.

## Recommendations

- Reassess capital planning to prioritize lifecycle reinvestment in core assets.
- Develop a Dual Track funding strategy
  - Temporary renewal surcharge – add to rates
  - Strategic borrowing – to accelerate major renewals
  - Grant opportunities - Leverage external funding
- Strengthen asset management practices, including risk-based prioritization (high risk, high impact assets first).



## 4.4 –Financing Strategies & the Relationship to the Proposed LOS

The information illustrated previously emphasizes the need for the Town to continue the utilization of these funding programs to meet service levels over the long-term. However, as the Town’s asset management program further advances, it can be expected that the cost analysis be improved to better reflect asset risks, levels of service and a better understanding of the condition of the infrastructure. Overall, the funding allocations are required to ensure the Town delivers the proposed levels of service identified in Section 3 of the AMP for both core and non-core infrastructure. Should an alternative strategy be adopted which does not align with the funding needed to meet the proposed level of services, other qualitative improvements and other financial solutions need to be explored. *Table 4.8 below* outlines several approaches to closing the funding gap.

**Table 4.8 – Approaches to Closing the Funding Gap**

Category	Description
Improved Data Quality	As the Town matures its asset management practices, improving data quality across service areas will help to achieve a proper assessment of the condition of assets. Improved lifecycle cost data will facilitate evidence-based decision making and support in achieving lowest lifecycle costing through prioritization of repair and replacement activities.
Levels of Service Measures	As part of the 2025 PLOS update, levels of services measures by asset category have been established. Tracking LOS measures may identify areas where funding needs could be recalibrated based on performance.
Assessing Risk Tolerance	Further detailed risk analysis including defining risk tolerance level for individual asset classes will help to further refine prioritization of the investment needs and levels of service. Although not always desirable, it may be possible to accept a higher degree of asset risk to help lower ongoing asset costs.
Seek Funding Support from Upper Levels of Government	The Town continues to demonstrate a significant commitment to asset management and developing a set of renewal practices to ensure that services are delivered in the most cost-efficient manner.  Despite efforts, higher levels of government support are required to supplement the Town’s practices to balance affordability. For long-term financial planning and accurately assessing the infrastructure gap, it is equally important that upper-level government funding is stable and predictable.
Regular Review of Revenue Tools	The Town should ensure regular review of available funding tools such as regular reviews of the water and sewer rates through the Water and Sewer Financial Plan or development charge rates through the Development Charges Background Study to ensure these fees remain appropriate for the level and scope of capital spending needs going forward.



## Appendices

Please note that several maps within these appendices have both public and - staff/council versions. This distinction is due to the presence of sensitive information related to critical infrastructure, which is restricted in terms of distribution. These special versions are labelled “**LIMITED DISTRIBUTION**” in the title block.

### Index:

#### 1 - Road Network

Appendix 1A: Road Network – Road Network (Page A1)

Appendix 1B: Road Network – AADT & Signalized Intersection Locations Map (Page A2)

Appendix 1C: Road Network – Sidewalk Coverage Map (Page A3)

Appendix 1D: Road Network – Street Lighting Coverage Map (Page A4)

Appendix 1E: Road Network – Pavement Condition Index Map (Page A5)

#### 2 - Bridges

Appendix 2: Bridges – Road & Pedestrian Bridge Locations Map (Page A6)

#### 3 - Stormwater Network

Appendix 3: Stormwater Network – Stormwater Network Overview & Floodplain Map (Page A7)

*Please note that the Public Version of Appendix 3 only contains Floodplain information at this time.*

#### 4 - Water Network

Appendix 4A: Water Network – Hydrant / Fire Flow Map (Page A8)

Appendix 4B: Water Network – Water Network Overview Map (Page A9)

Appendix 4C: Water Network – Pipe Age Map (Page A10)

*Please note that there is no Public Version of Appendix 4C.*

#### 5 - Wastewater Network

Appendix 5: Wastewater Network – Wastewater Network Overview Map (Page A11)

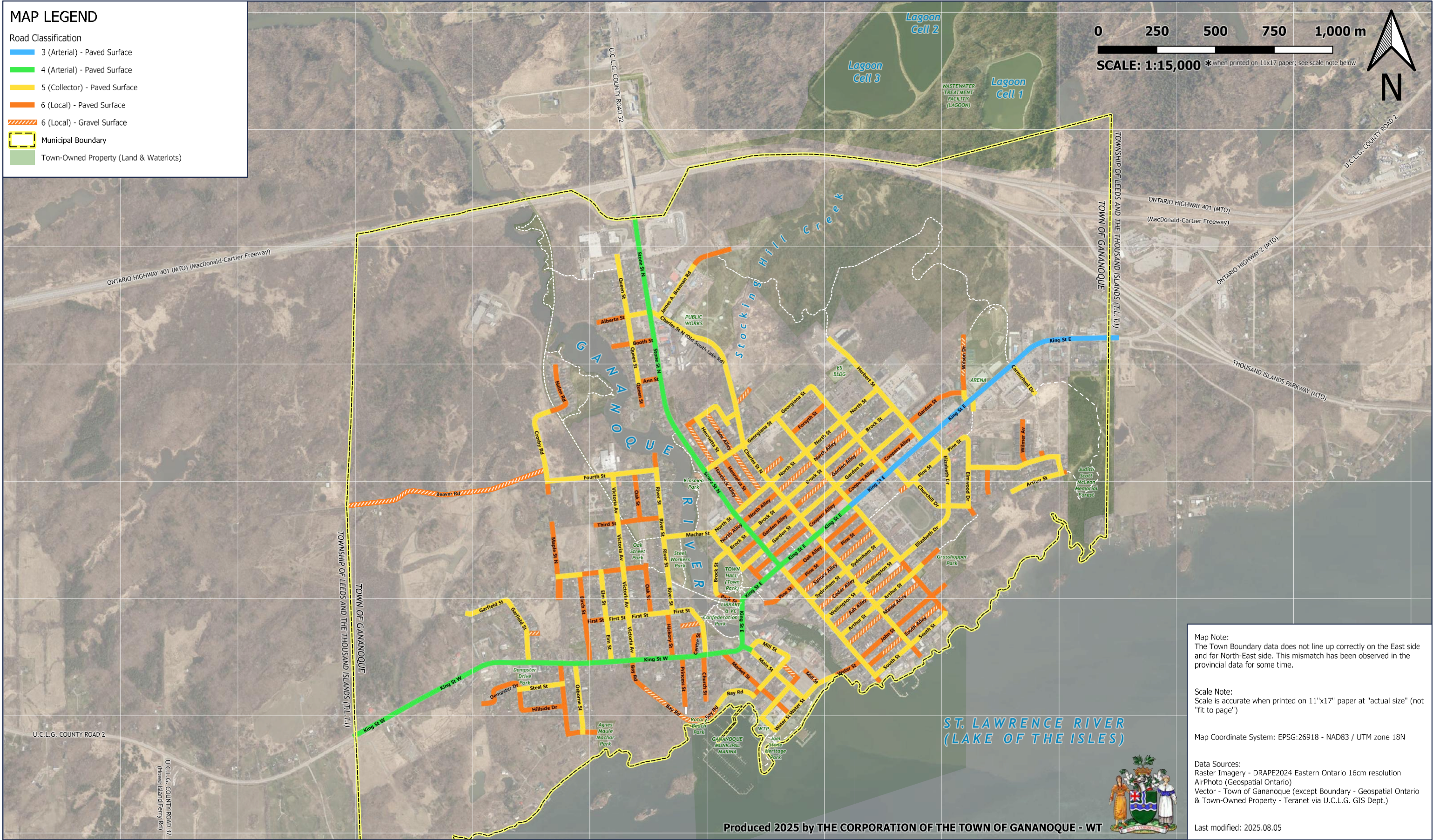
#### 6 – Buildings (Facilities)

Appendix 6: Buildings (Facilities) – Town-Owned Buildings, Roofed Structures & Town Gate Overview Map (Page A12)



### MAP LEGEND

- Road Classification
- 3 (Arterial) - Paved Surface
  - 4 (Arterial) - Paved Surface
  - 5 (Collector) - Paved Surface
  - 6 (Local) - Paved Surface
  - 6 (Local) - Gravel Surface
  - Municipal Boundary
  - Town-Owned Property (Land & Waterlots)



Map Note:  
The Town Boundary data does not line up correctly on the East side and far North-East side. This mismatch has been observed in the provincial data for some time.

Scale Note:  
Scale is accurate when printed on 11"x17" paper at "actual size" (not "fit to page")

Map Coordinate System: EPSG:26918 - NAD83 / UTM zone 18N














Data Sources:  
Raster Imagery - DRAPE2024 Eastern Ontario 16cm resolution AirPhoto (Geospatial Ontario)  
Vector - Town of Gananoque (except Boundary - Geospatial Ontario & Town-Owned Property - Teranet via U.C.L.G. GIS Dept.)

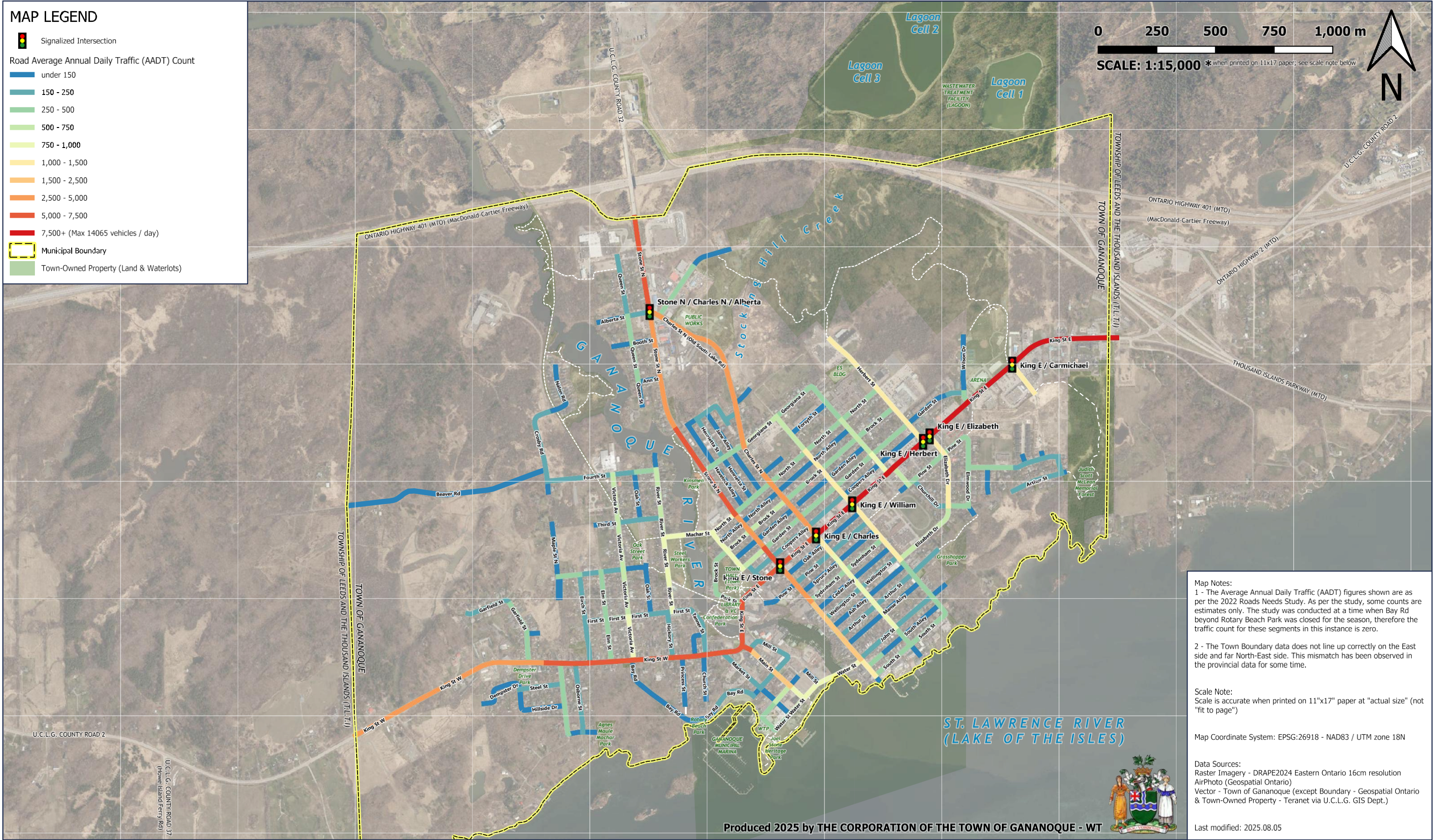
Last modified: 2025.08.05





## MAP LEGEND

-  Signalized Intersection
- Road Average Annual Daily Traffic (AADT) Count
  -  under 150
  -  150 - 250
  -  250 - 500
  -  500 - 750
  -  750 - 1,000
  -  1,000 - 1,500
  -  1,500 - 2,500
  -  2,500 - 5,000
  -  5,000 - 7,500
  -  7,500+ (Max 14065 vehicles / day)
-  Municipal Boundary
-  Town-Owned Property (Land & Waterlots)



Map Notes:

- 1 - The Average Annual Daily Traffic (AADT) figures shown are as per the 2022 Roads Needs Study. As per the study, some counts are estimates only. The study was conducted at a time when Bay Rd beyond Rotary Beach Park was closed for the season, therefore the traffic count for these segments in this instance is zero.
- 2 - The Town Boundary data does not line up correctly on the East side and far North-East side. This mismatch has been observed in the provincial data for some time.

Scale Note:  
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Map Coordinate System: EPSG:26918 - NAD83 / UTM zone 18N

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MAP LEGEND

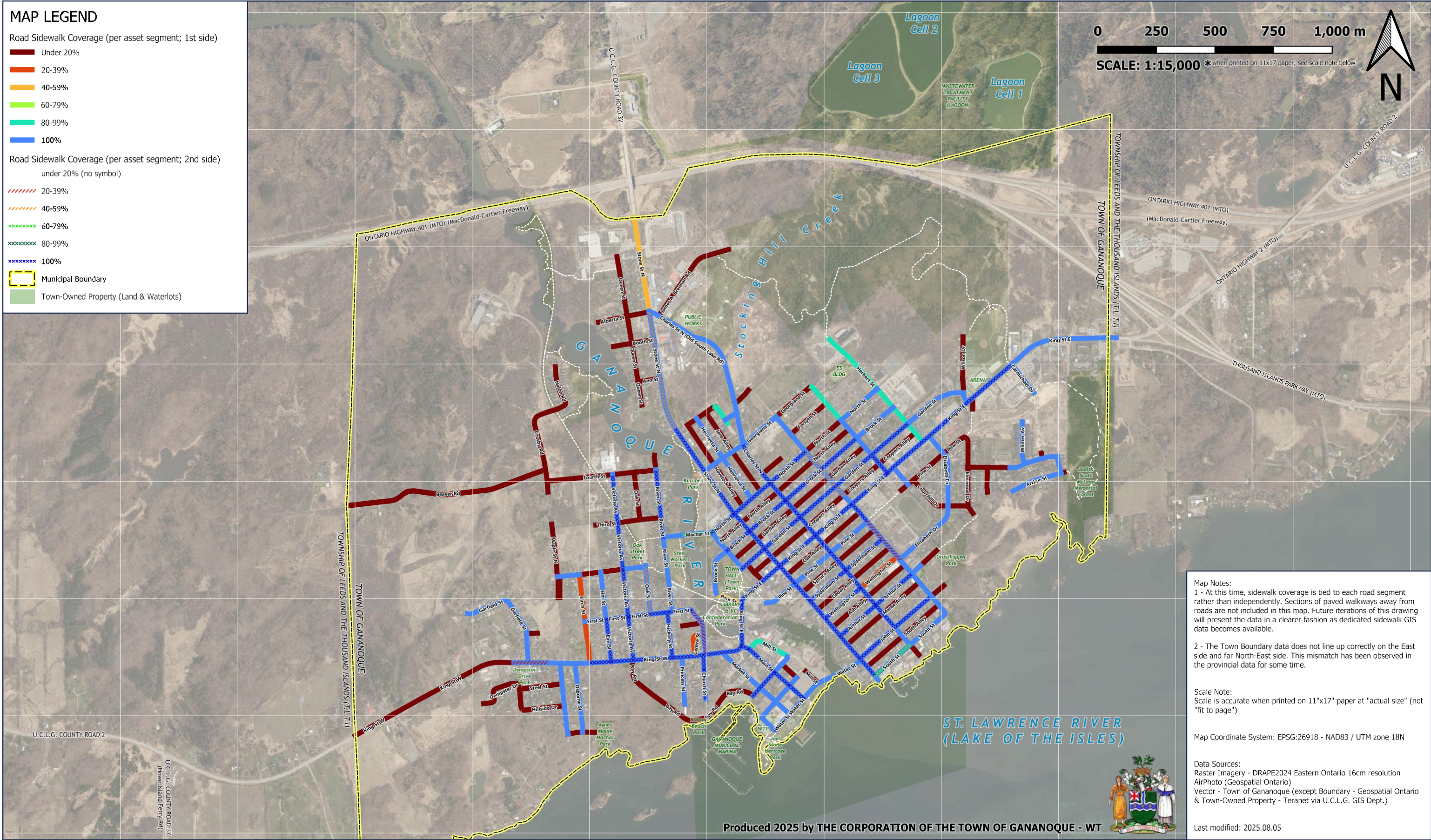
Road Sidewalk Coverage (per asset segment; 1st side)

- Under 20%
- 20-39%
- 40-59%
- 60-79%
- 80-99%
- 100%

Road Sidewalk Coverage (per asset segment; 2nd side)  
under 20% (no symbol)

- 20-39%
- 40-59%
- 60-79%
- 80-99%
- 100%

- Municipal Boundary
- Town-Owned Property (Land & Waterlots)



0 250 500 750 1,000 m

SCALE: 1:15,000 \*when printed on 11x17 paper; see scale note below



Map Notes:  
1 - At this time, sidewalk coverage is tied to each road segment rather than independently. Sections of paved walkways away from roads are not included in this map. Future iterations of this drawing will present the data in a clearer fashion as dedicated sidewalk GIS data becomes available.

2 - The Town Boundary data does not line up correctly on the East side and far North-East side. This mismatch has been observed in the provincial data for some time.

Scale Note:  
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Map Coordinate System: EPSG:26918 - NAD83 / UTM zone 18N

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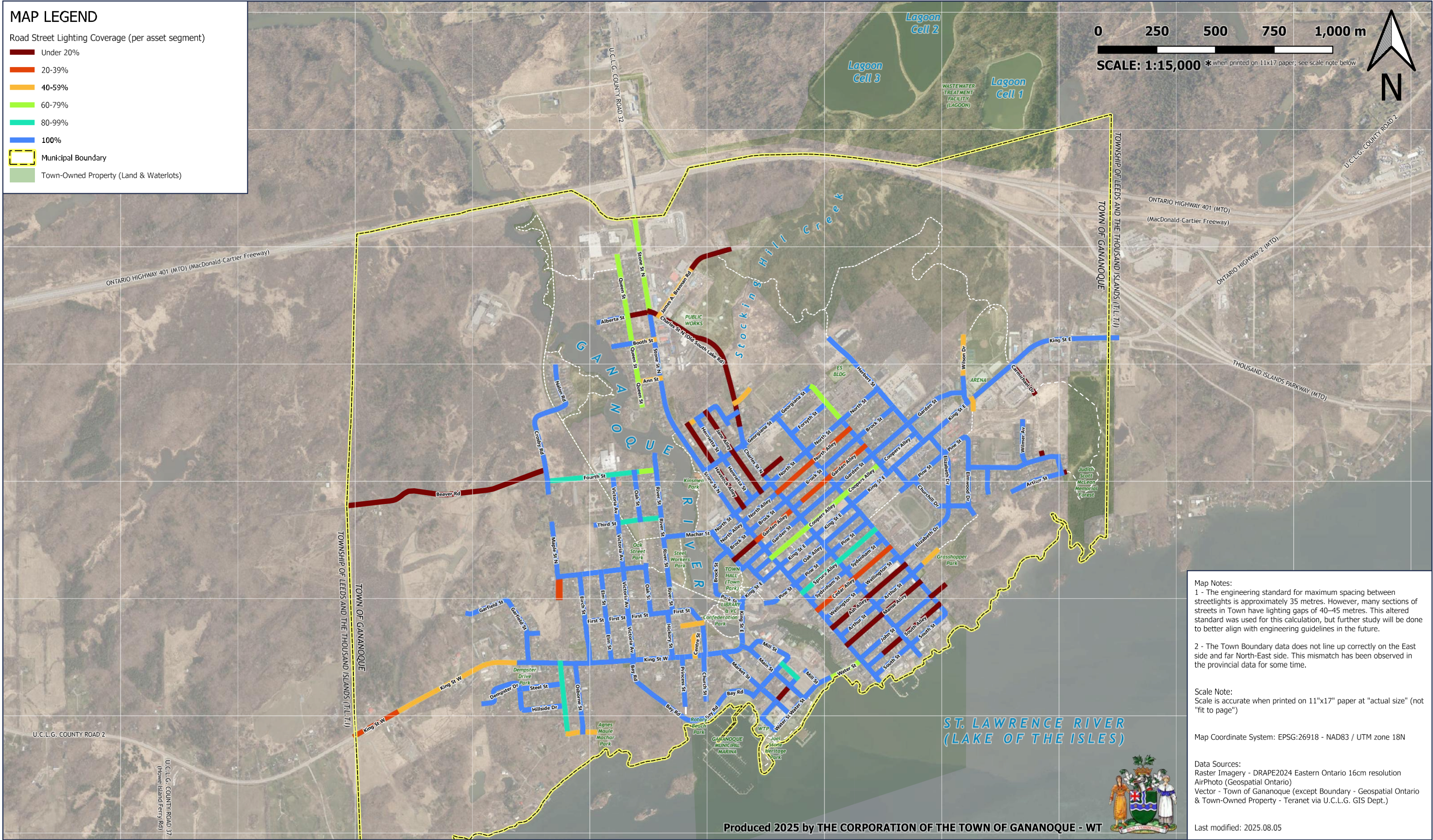




**MAP LEGEND**

Road Street Lighting Coverage (per asset segment)

-  Under 20%
-  20-39%
-  40-59%
-  60-79%
-  80-99%
-  100%
-  Municipal Boundary
-  Town-Owned Property (Land & Waterlots)



Map Notes:  
1 - The engineering standard for maximum spacing between streetlights is approximately 35 metres. However, many sections of streets in Town have lighting gaps of 40-45 metres. This altered standard was used for this calculation, but further study will be done to better align with engineering guidelines in the future.

2 - The Town Boundary data does not line up correctly on the East side and far North-East side. This mismatch has been observed in the provincial data for some time.

Scale Note:  
Scale is accurate when printed on 11"x17" paper at "actual size" (not "fit to page")

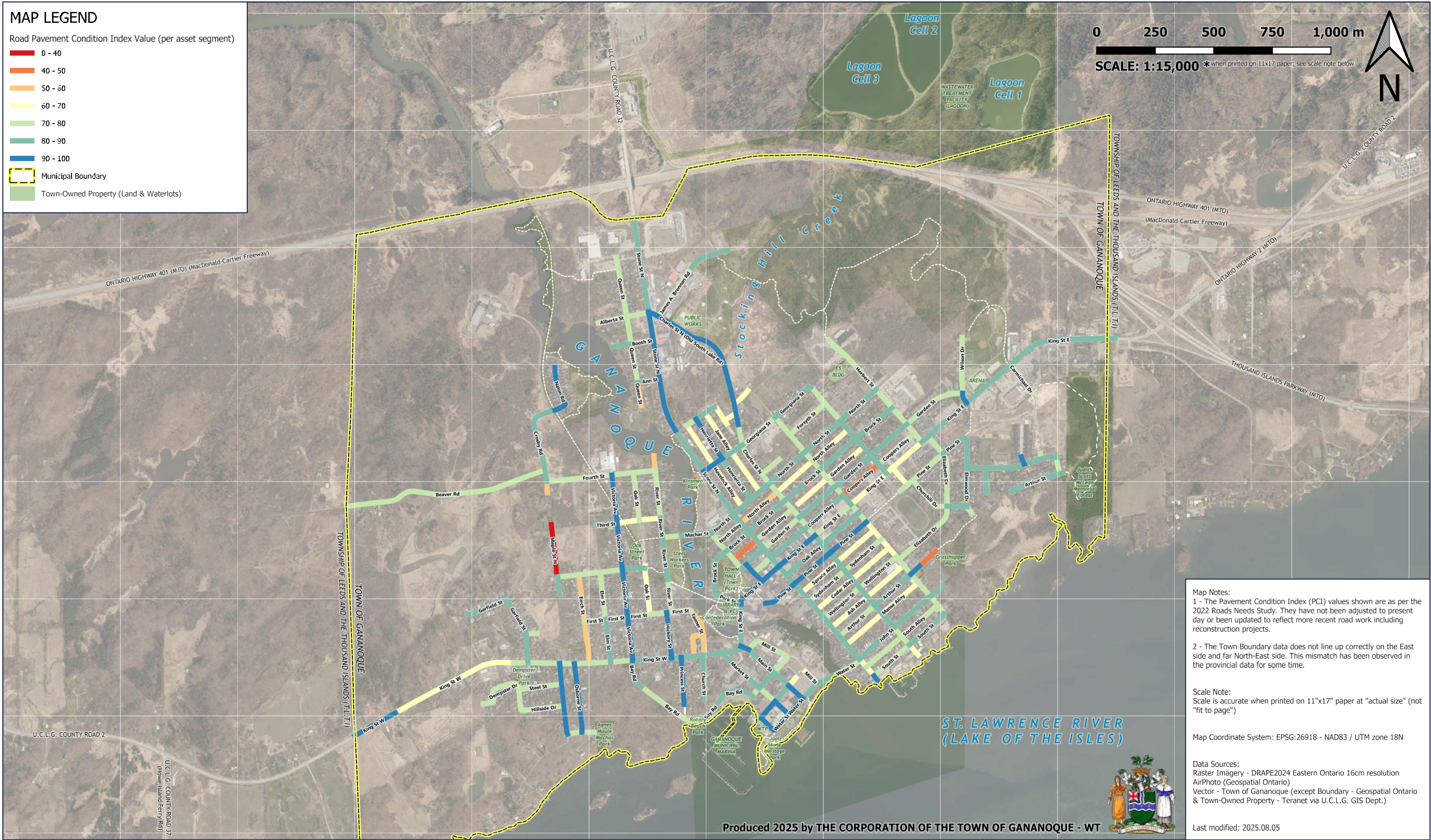
Map Coordinate System: EPSG:26918 - NAD83 / UTM zone 18N

Data Sources:  
Raster Imagery - DRAPE2024 Eastern Ontario 16cm resolution AirPhoto (Geospatial Ontario)  
Vector - Town of Gananoque (except Boundary - Geospatial Ontario & Town-Owned Property - Teranet via U.C.L.G. GIS Dept.)

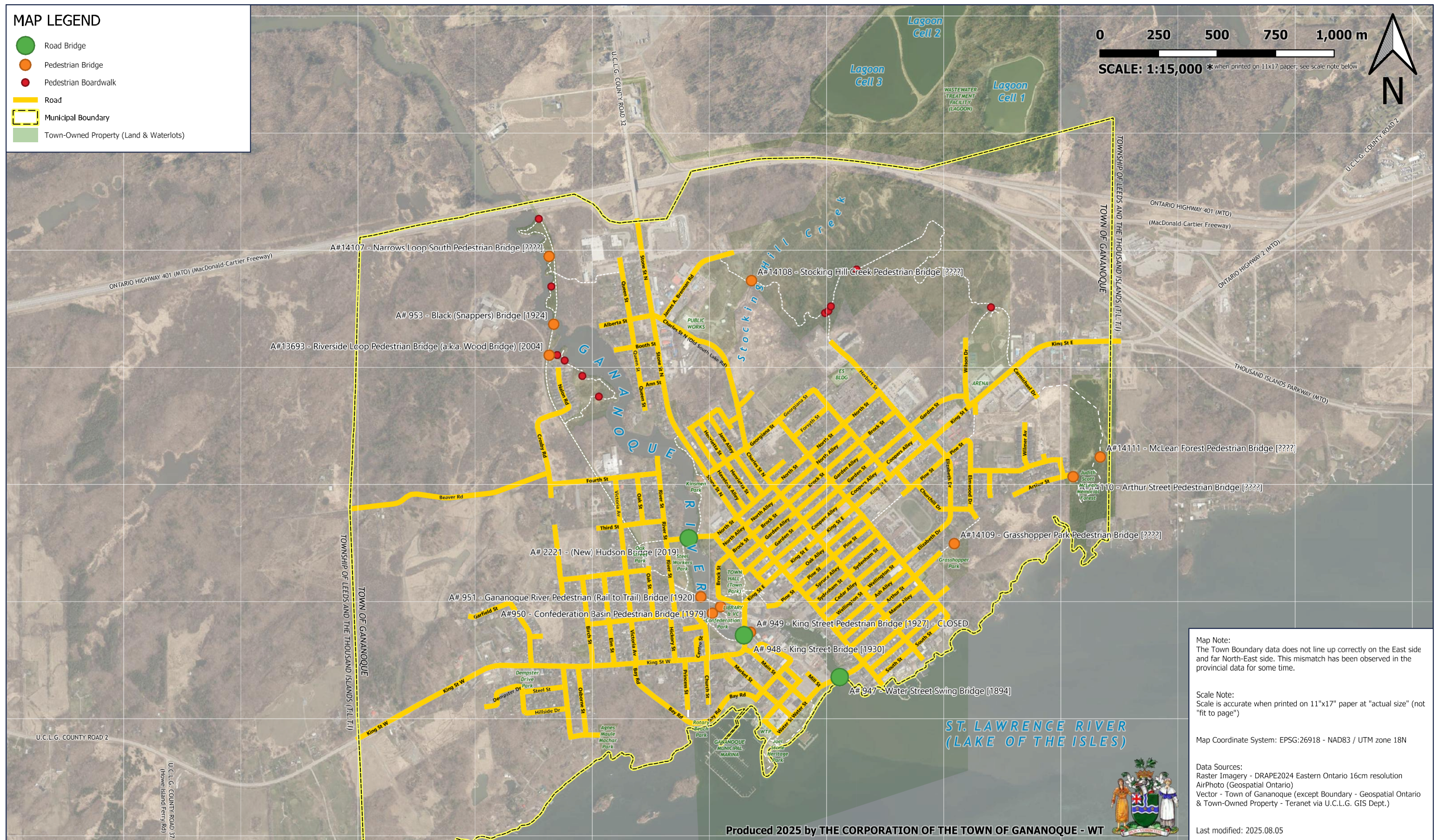
Last modified: 2025.08.05



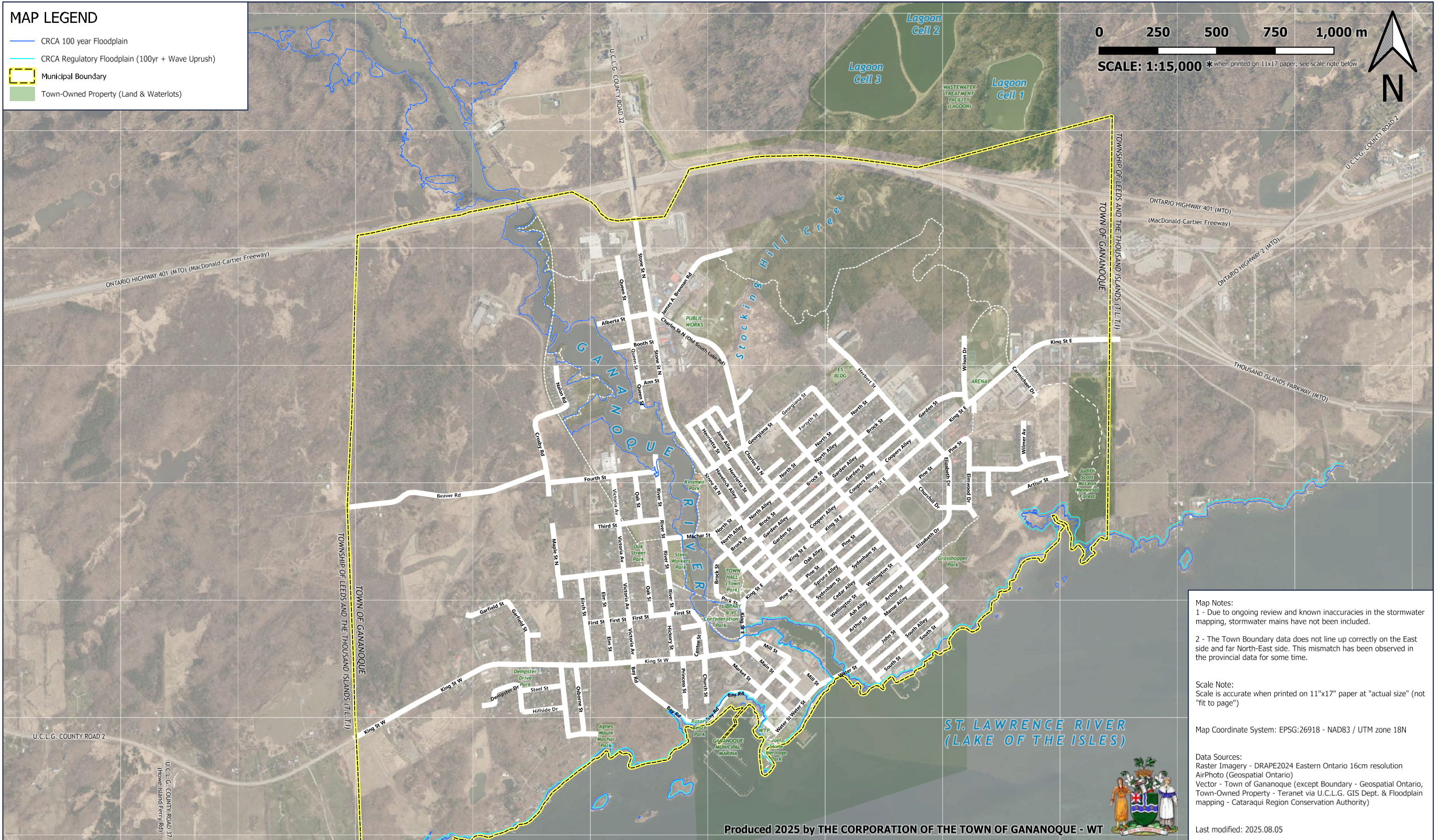




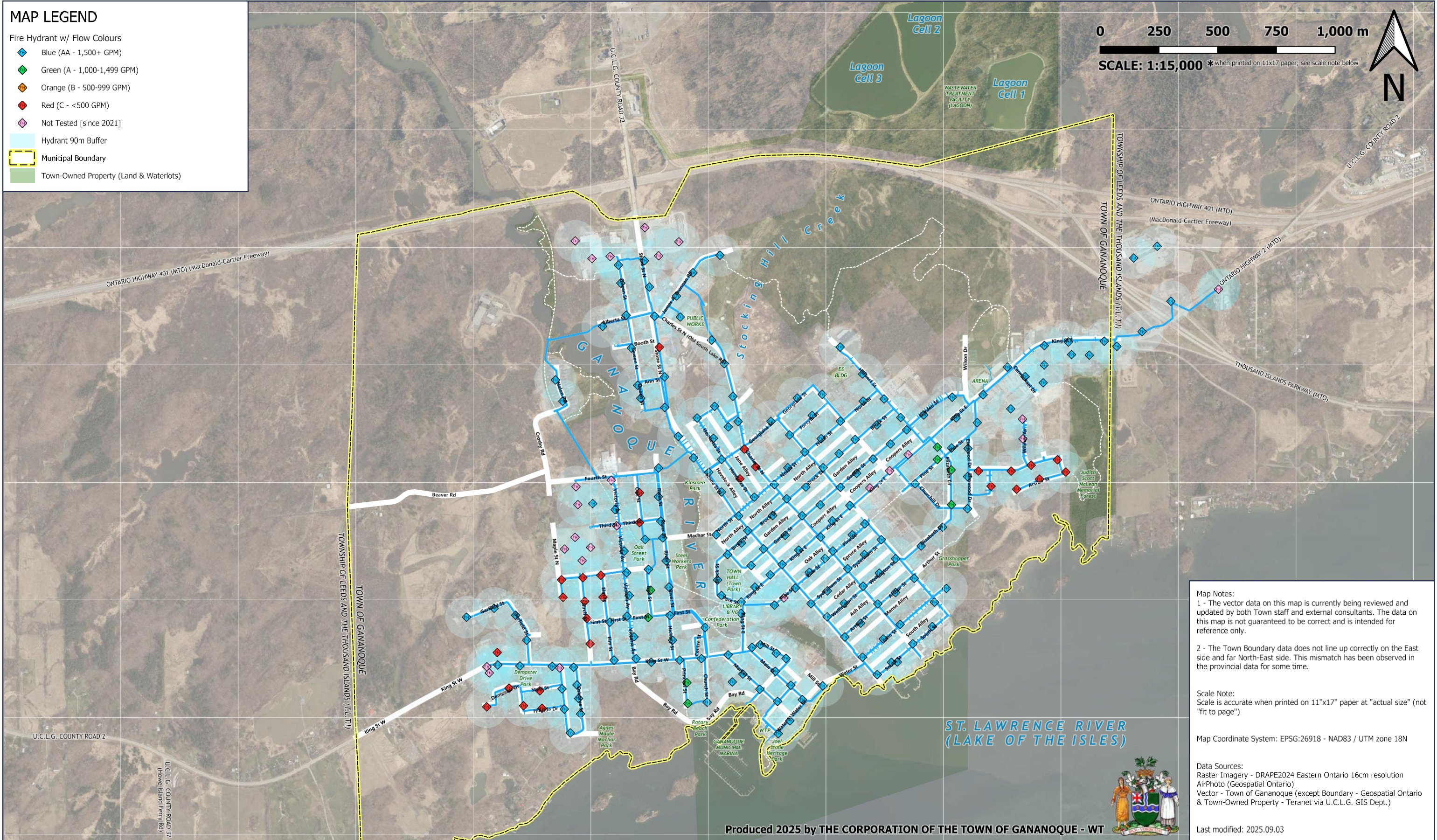












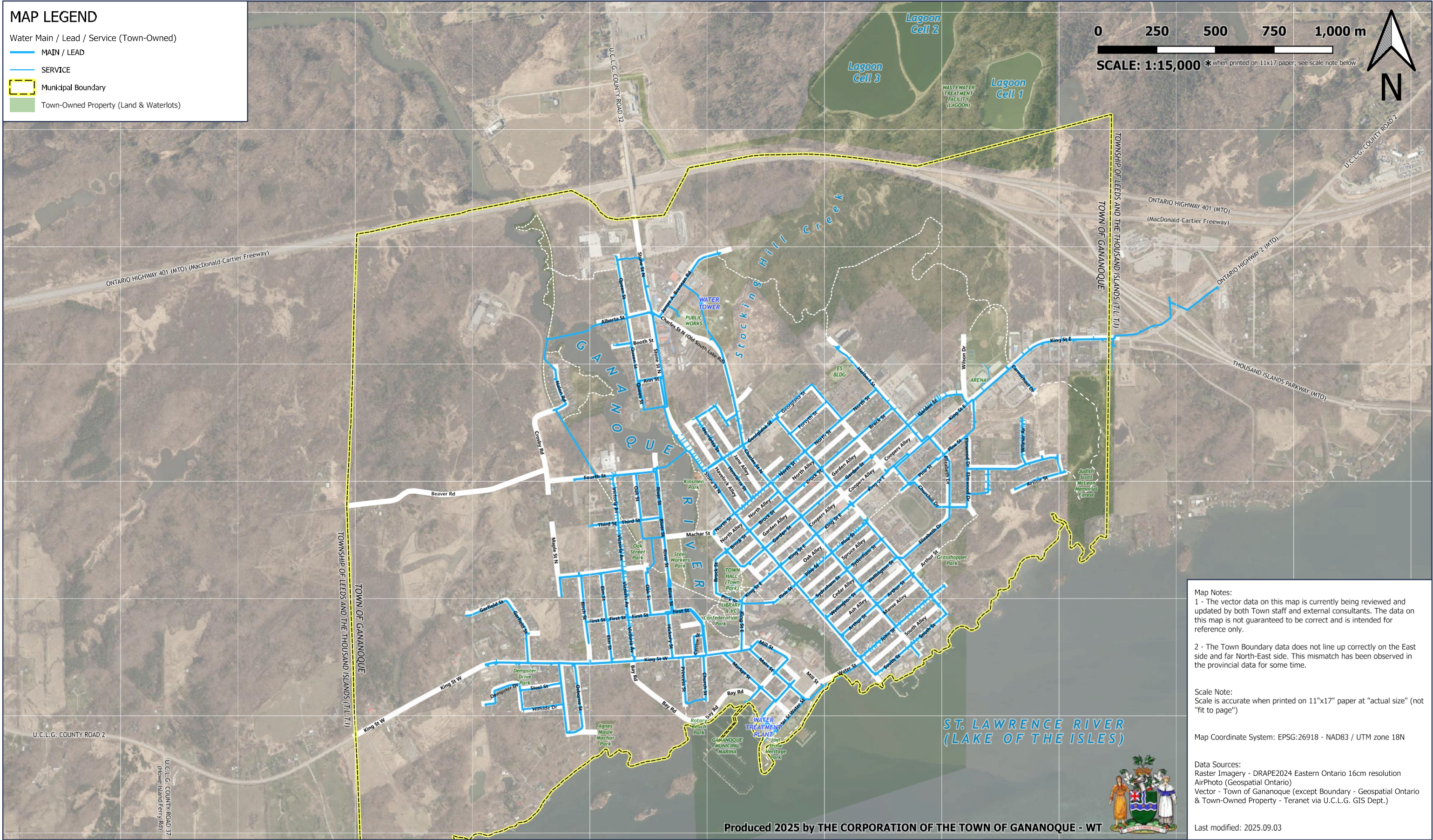


## MAP LEGEND

- Water Main / Lead / Service (Town-Owned)
- MAIN / LEAD
  - SERVICE
  - Municipal Boundary
  - Town-Owned Property (Land & Waterlots)

0 250 500 750 1,000 m

SCALE: 1:15,000 \*when printed on 11x17 paper; see scale note below



Map Notes:  
1 - The vector data on this map is currently being reviewed and updated by both Town staff and external consultants. The data on this map is not guaranteed to be correct and is intended for reference only.

2 - The Town Boundary data does not line up correctly on the East side and far North-East side. This mismatch has been observed in the provincial data for some time.

Scale Note:  
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Map Coordinate System: EPSG:26918 - NAD83 / UTM zone 18N

Data Sources:  
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Vector - Town of Gananoque (except Boundary - Geospatial Ontario & Town-Owned Property - Teranet via U.C.L.G. GIS Dept.)

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MAP LEGEND

- Sanitary Sewer Main / Forcemain
- Wastewater Special Feature
  - Sanitary Sewer - Pumping Station
- Municipal Boundary
- Town-Owned Property (Land & Waterlots)

0 250 500 750 1,000 m  
SCALE: 1:15,000 \*when printed on 11x17 paper; see scale note below



Map Notes:

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Map Coordinate System: EPSG:26918 - NAD83 / UTM zone 18N

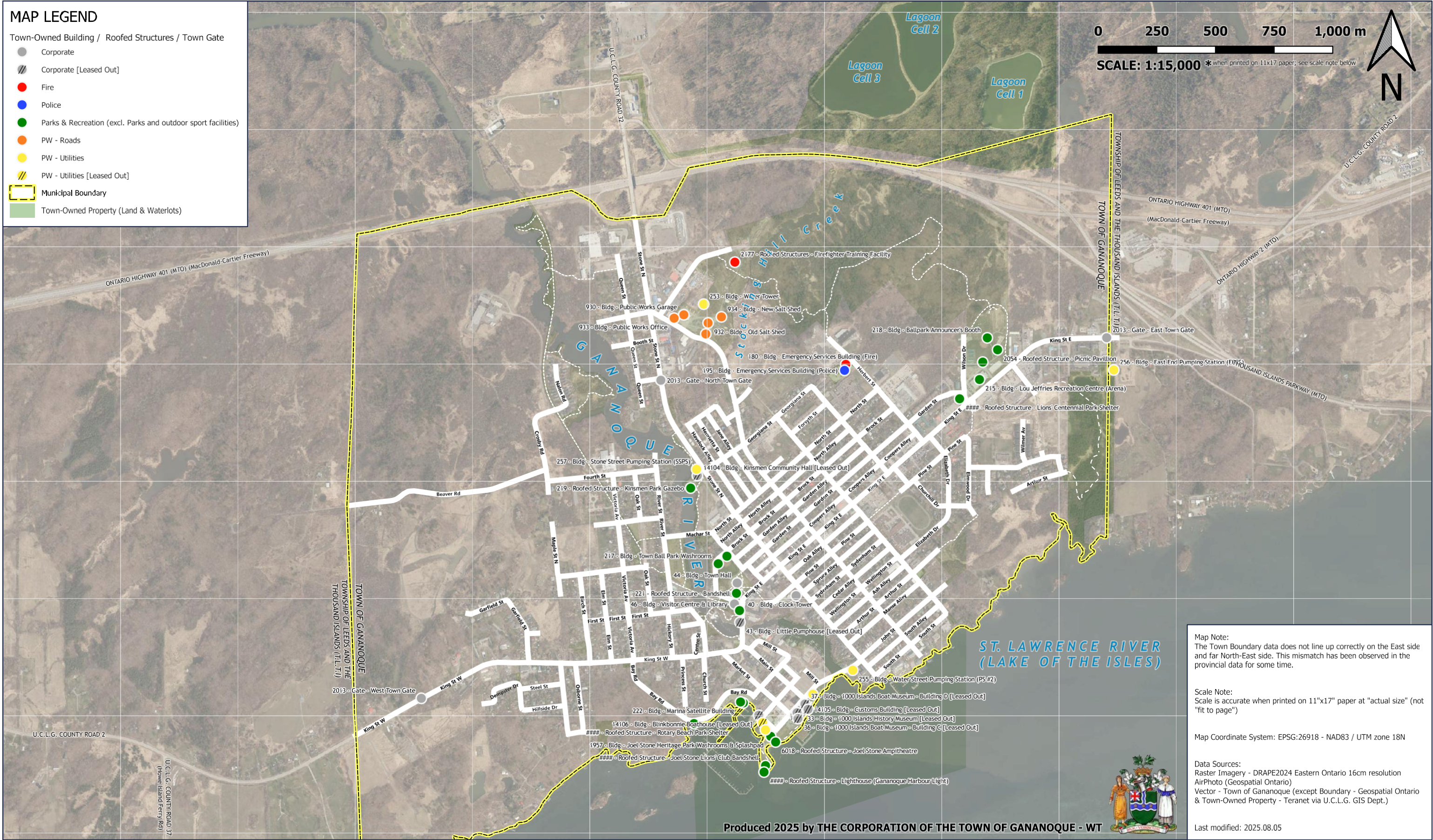
Data Sources:  
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**MAP LEGEND**

- Town-Owned Building / Roofed Structures / Town Gate
- Corporate
  - Corporate [Leased Out]
  - Fire
  - Police
  - Parks & Recreation (excl. Parks and outdoor sport facilities)
  - PW - Roads
  - PW - Utilities
  - PW - Utilities [Leased Out]
  - Municipal Boundary
  - Town-Owned Property (Land & Waterlots)



Map Note:  
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