



INFRASTRUCTURE
SOLUTIONS INC.

Asset Management Plan 2013-2022



Elliot Lake



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This is a revised version of the Town’s 2013 Asset Management Plan and incorporates the condition assessments from the 2013 ISI Road Needs Study, the 2014 ISI Building Studies and two building reports from Tulloch Engineering.



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1 EXECUTIVE SUMMARY

The Province of Ontario, through its MIII Capital program, has provided funding designed to help municipalities address necessary road, bridge, and other priority projects identified through the assembly of an Asset Management Plan. This program is the second phase of the Province's Municipal Infrastructure Strategy which aims to:

- Further strengthen municipal asset management practices;
- Support the most critical roads, water and the sewer network; and
- Provide funding to Municipalities that are unable to undertake projects without provincial support.

Infrastructure Solutions (Engineering) Inc., was contracted to build an Asset Management Plan for the City. We were well supported by Dawn Halcrow and Vicki Brant to accumulate the City of Elliot Lake's geometric and condition assessment data where it was available, and uploaded tangible capital assets into Ontario Good Roads Association's asset management application, Municipal DataWorks (MDW).

Infrastructure Solutions (Engineering) Inc. based its Asset Management Plan on all asset types and their current replacement costs. Asset lifespans, condition and project requirements were determined by engineering assessments, and degradation curves (not accounting depreciation rates determined within the PSAB 3150 exercise). Where condition assessments were unavailable, ISI applied an age-based analysis. By replacement value, 84% of the City's assets are in roads, water network and water treatment plant, sewer network and waste water treatment plant, sidewalks and bridges, with sewer network and sewage treatment plant at the greatest value at 29%.

Through a comprehensive analysis of all asset types, ISI calculated the City's "infrastructure deficit", defined as the added investment that would be required to maintain a City's infrastructure at appropriate service levels and in a good state of repair today. The City has an infrastructure deficit of approximately \$5.31 MM in 2014. The City of Elliot Lake's infrastructure deficit is determined to be \$470 per person today, which is projected to increase aggressively over the next 10 years.

Based on our calculations, Elliot Lake's capital investment should be \$4.15 MM per annum. The City is currently contributing \$613,244 to the capital program, resulting in a large infrastructure-funding gap, which will continue to grow without corrective action. As highlighted in the Report Card within, the City's major linear asset, its roads, are generally in fair condition. The sidewalks are in good condition. The water and sewer assets are in fair conditions. The bridge structures are in poor condition.

Significant benefits could be gained by adhering to the tenets of an Asset Management Plan. We quote Gordon Sparks, Ph.D., P.Eng., and Professor of Civil Engineering University of Saskatchewan who states that "managing existing, capital intensive, public sector infrastructure asset such as roads, bridges, sewer and water systems, buildings, etc. could provide very significant benefits (i.e. 20 – 40% reductions in life cycle costs) associated with managing the maintenance of public sector infrastructure. It is recognized that finding and operating in this "sweet spot" is no easy task and it is advocated that to do so successfully will require public sector agencies to abandon traditional departmental and professional silos and develop multidisciplinary, cross functional teams that can effectively exploit the collective wisdom of all.



This includes politicians, chief administrative officers, chief financial officers, planners, accountants, engineers and others.”

The optimal outcome involves doing the right thing, at the right time, consistently. In the case of managing existing infrastructure, doing the right thing, at the right time, involves knowing and actually doing the most cost-effective maintenance, repair, rehabilitation or replacement activity at the right time throughout the entire life cycle of the asset. The process for prioritizing, establishing levels of service and operating performance indicators are defined in this report and attached Appendices.

Asset management is a philosophy and may require a significant change in organizational culture. The State of the Infrastructure Report (SOTI), Capital Plan, financial projections and recommendations within this Asset Management Plan will provide City staff with critical information and analytical tools to begin the education/communication process for the City’s asset management strategy.

2 SOTI REPORT

2.1 HISTORICAL OVERVIEW

All of the World’s urban cities and municipalities are underpinned by a vast network of roads, water supply, sewage, drainage, power supply, flood protection, recreational and real estate assets. These assets, predominantly managed by local governments, constitute a major investment over many generations and represent the world’s largest portfolio of assets.

In Canada, we are in a deficit. It is the deficit that involves the deterioration of our infrastructure, the roads and bridges we drive on, the water treatment facilities we depend on for clean drinking water, and the sewer systems that take away tainted water. Most Canadian Cities are struggling to maintain existing infrastructure under current tax and rate levels. They continue to deal with new reporting responsibilities and expenses downloaded by both the Province and Federal Government. Cities are facing a growing need to maintain and renew aged infrastructure, without the tax base to do so. In 1962, 22 cents of every dollar was spent on infrastructure by the Federal Government and by 2002, only 12 cents. Public infrastructure has suffered from decades of extensive neglect and overuse. In Canada, it is estimated that the average infrastructure deficit runs in excess of \$10,000 for every man, woman and child. Much of this infrastructure deficit is found in the major urban centers, but the National deficit will double over the next 10 years as projects undertaken in the 1950’s/1960’s reach their projected lifespan.

This State of the Infrastructure (SOTI) assessment is based on an analysis of the replacement, rehabilitation, and maintenance requirements of the City’s asset inventory and its current condition. We include a Report Card on the current state of the major linear assets within the City. The Capital Plan provides both a high-level assessment of projected Capital expenses and a detailed future project by project costing for the City’s review and confirmation. Our objective is to give the City the analytical tools and information necessary to implement a comprehensive and cohesive asset management program.

Asset management is a philosophy and may require a significant change in organizational culture, as well as at the community and political levels. This change will not occur overnight; however, the State of the Infrastructure Report, Capital Plan, financial projections and detailed recommendations will provide City staff with critical information and analytical tools to begin the education/communication process for the City’s asset management strategy.



2.2 DATA ACCUMULATION AND VERIFICATION

The first step in the analysis of the City's asset inventory was to understand geometric and condition assessment data, where available, and to upload asset types in Ontario Good Roads Association's asset management application, Municipal DataWorks. This information included all data pertaining to the lifespan and depreciated historical value of the assets. Once the upload was complete, ISI used Municipal DataWorks to create the City's PSAB's reports and verify results against the PSAB 2012 prepared by the City. The verification established that no assets were missing from data provided by the City. **The upload and reconciliation is completed against the 2012 PSAB, as the financial statements are consolidated with the Library Board, as assets belonging to the City are accounted for in this asset management plan.**

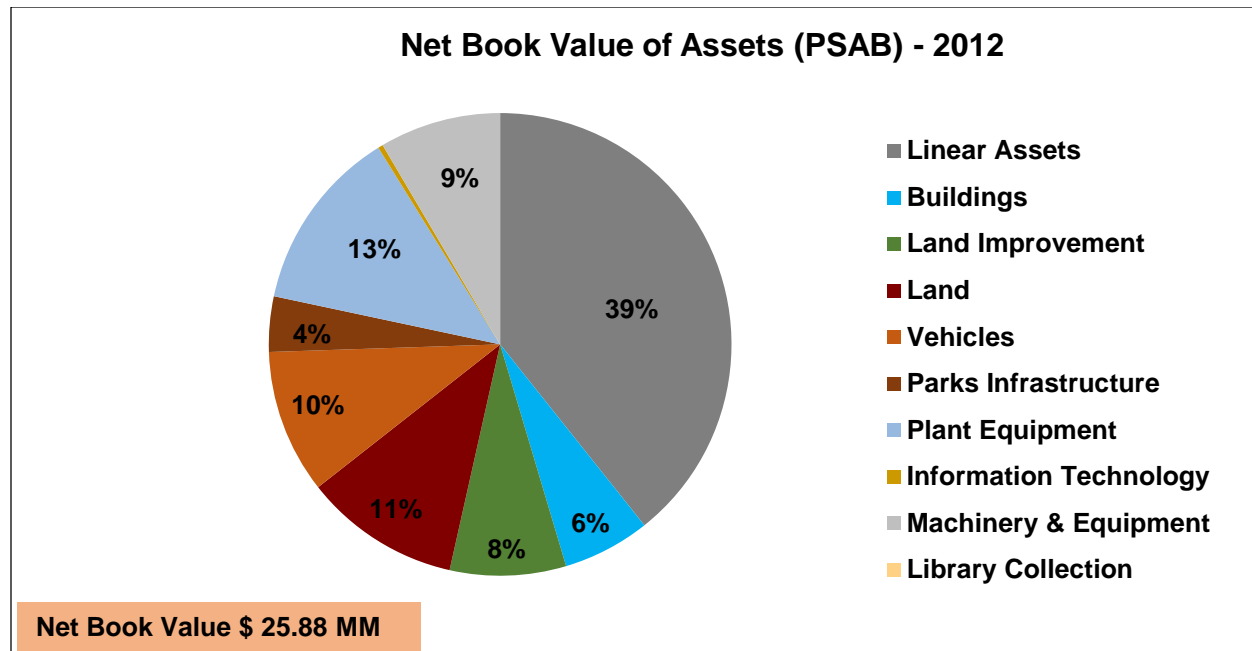
Assets Type	PSAB 2012
Buildings	Match Exactly
Land Improvement	Match Exactly
Land	Match Exactly
Vehicles & Machinery	Match Exactly
Linear Assets	Match Exactly
Parks Infrastructure	Match Exactly
Plant Equipment	Match Exactly
Information Technology	Match Exactly
Machinery & Equipment	Match Exactly

2.3 MUNICIPAL DATAWORKS PSAB REPORTING

The upload of all of the assets data along with any supplementary geometric information into Municipal DataWorks is complete and reconciled with the data files (PSAB 2012) for the City.

Assets Type	NBV of Assets (PSAB 2012)
Linear Assets	\$10,166,370
Buildings	\$1,580,883
Land Improvement	\$2,099,959
Land	\$2,820,651
Vehicles	\$2,604,839
Parks Infrastructure	\$1,000,739
Plant Equipment	\$3,320,216
Information Technology	\$90,272
Machinery & Equipment	\$ 2,194,045
Library Collection	\$0
Total	\$25,877,974





2.4 STATE OF THE INFRASTRUCTURE REPORT (SOTI)

Infrastructure Solutions has been contracted to assist the City of Elliot Lake in analyzing the State of the Infrastructure (SOTI) and the assembly of a Capital Plan as the initial components of a comprehensive Asset Management Plan. We have determined that the City has a significant backlog of assets in need of betterment or replacement.

Dealing with aging infrastructure requires that the City assess the long-term capital project requirements and establish the funding of high-priority projects in an efficient, timely and cost-effective manner. With our engineering analysis and project identification, the City can monitor, track and manage infrastructure assets to ensure that policy makers obtain sufficient funding in order to maintain, at minimum, and potentially enhance future service levels. Through capital budgeting, the City of Elliot Lake can plan the future operating budget expenses and reserve funds to manage its financial position over a long term period. Capital planning provides the core information needed for the Council's planning and fiscal policies.

The Report Card produced within the SOTI has been developed to provide an easily understood reference that can be regularly updated to document investment gaps and the progress that the City is making towards sustainability. The SOTI and associated analysis are strategic documents that identify trends and highlight possible issues involved in delivering services and maintaining the assets for those services. The SOTI will also assist in the development of more detailed tactical and operational plans aimed at identifying expenditures needed to provide service in a cost-effective, sustainable manner. Wherever provided, engineering assessments were used.

Encapsulated within this report ISI presents the City's State of the Infrastructure report (SOTI), and a description of our methodology. The final Capital Plan contains a more detailed asset data and calculation process. All source information is readily available within the Municipal DataWorks software application for verification of asset conditions and lifespans by individual asset or by asset type and contain all data available and provided by the City including asset location, a segmenting of linear assets into manageable lengths, asset ID's, geometrics of the



asset (length, width and other appropriate dimensions). The comprehensive asset inventory in the Municipal DataWorks application includes PSAB data, the year constructed/purchased, estimated useful life, general description of asset, and geometrics.

The direction of this project was influenced by the City's requirement for an Asset Management Plan and the work of the National Guide for Sustainable Municipal Infrastructure. In November 2003, the National Guide to Sustainable Municipal Infrastructure published a Best Practice for Municipal Infrastructure Asset Management. It stated that the framework for an asset management plan can be described in terms of seven questions:

1. What do you have and where is it? (Inventory and Location)
2. What is it worth? (Costs/Replacement Rates)
3. What is its condition and expected remaining service life? (Condition and Capability)
4. What is the service level expectation and what needs to be done? (Capital & Operating Plans)
5. When do you need to do it? (Capital and Operating Plans)
6. How much will it cost and what is the acceptable level of risk? (Short/Long-term Financial Plan)
7. How do you ensure long-term affordability? (Short- and Long-term Financial Plan)

This report answers these questions.

2.5 INVENTORY AND THE VALUATION OF ASSETS

The aim of this section of the report is to provide an overview of the State of the Infrastructure (SOTI) by an analysis of the available data on the condition and/or age of the City's assets. The MIII SOTI requirements are restricted to linear assets only. Within the Capital Plan, ISI has included other critical asset types in its analysis for the City's review. The grouping of these assets and asset replacements were taken from the PSAB files provided by the City, and the current replacement value of the assets is comprised of these factors:

- Value of all the existing assets
- New assets acquired prior to 2013
- Adjustments in unit costs based on improved knowledge and inflationary impacts

For the purpose of the Asset Management Plan report, we have grouped the assets as follows:

Linear Assets:

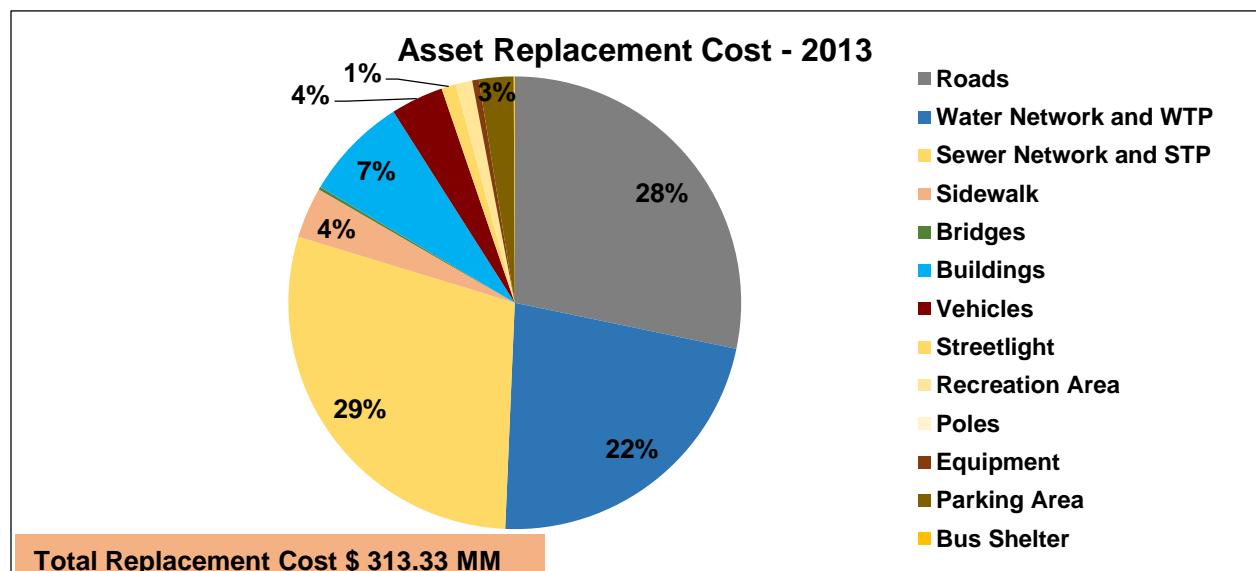
- Roads - Gravel, Surface Treated and Paved (HCB) and Airport Roads
- Sidewalks
- Water Network – Waterlines, Hydrants
- Sewer Network – Sewerline (Waste Water), Sewerline (Storm), Sanitary Forcemain
- Structures – Bridges



Non-linear assets have not been included in the SOTI report but have been dealt with in the Capital Plan:

- Sewer Network - Wastewater Treatment Plant (STP), Outfall, Pumpstation (Waste Water)
- Water Network – Water Treatment Plant (WTP), Water Reservoir, Water Well
- Buildings
- Poles
- Streetlight
- Vehicles
- Bus Shelter
- Equipment
- Parking Area
- Recreation Area

Assets Type	Replacement Cost
Roads	\$88,555,357
Water Network and WTP	\$70,216,774
Sewer Network and STP	\$90,997,826
Sidewalk	\$11,364,461
Bridges	\$655,704
Buildings	\$23,316,981
Vehicles	\$11,810,944
Streetlight	\$3,252,757
Recreation Area	\$3,664,860
Poles	\$30,528
Equipment	\$1,471,958
Parking Area	\$7,755,871
Bus Shelter	\$235,172
Total	\$313,329,193

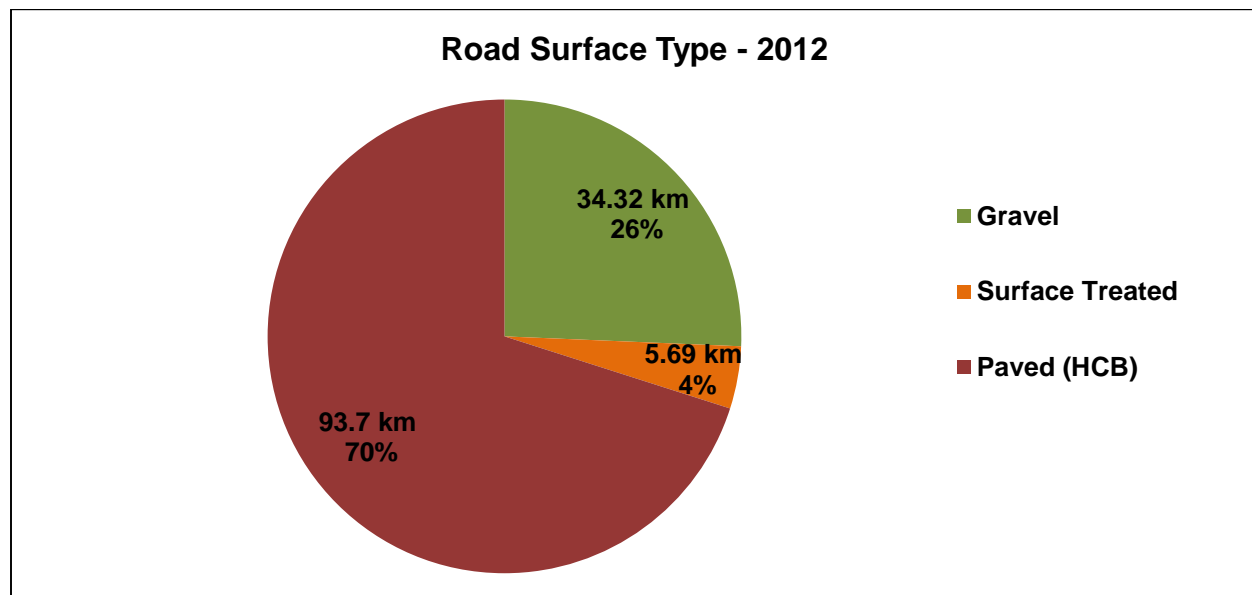


2.5.1 ROADS

The City of Elliot Lake has a total of 133.71 km's of roads. The City also has 2 Airport roads – the runway and the taxiway road. The following summarizes the road surface types within the City.

Road Surface Type:

Road Surface Type	Length (km's)	%
Gravel	34.32	26%
Surface Treated	5.69	4%
Paved (HCB)	93.7	70%



Condition and Age-Based Analysis for Roads

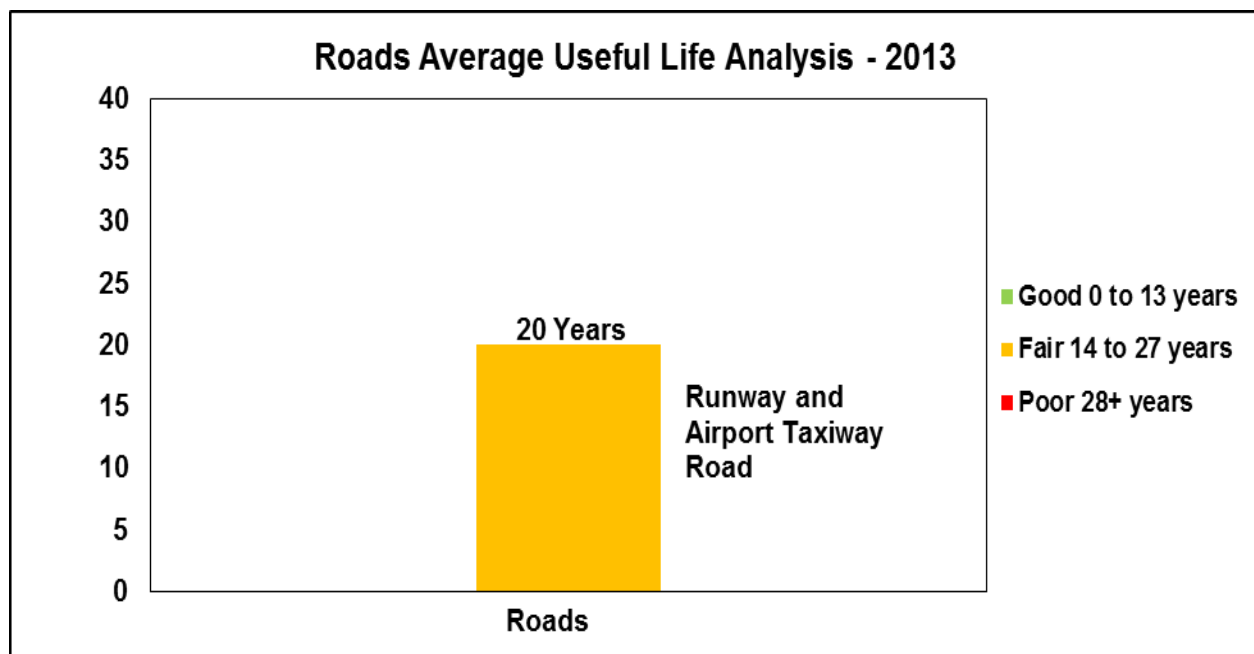
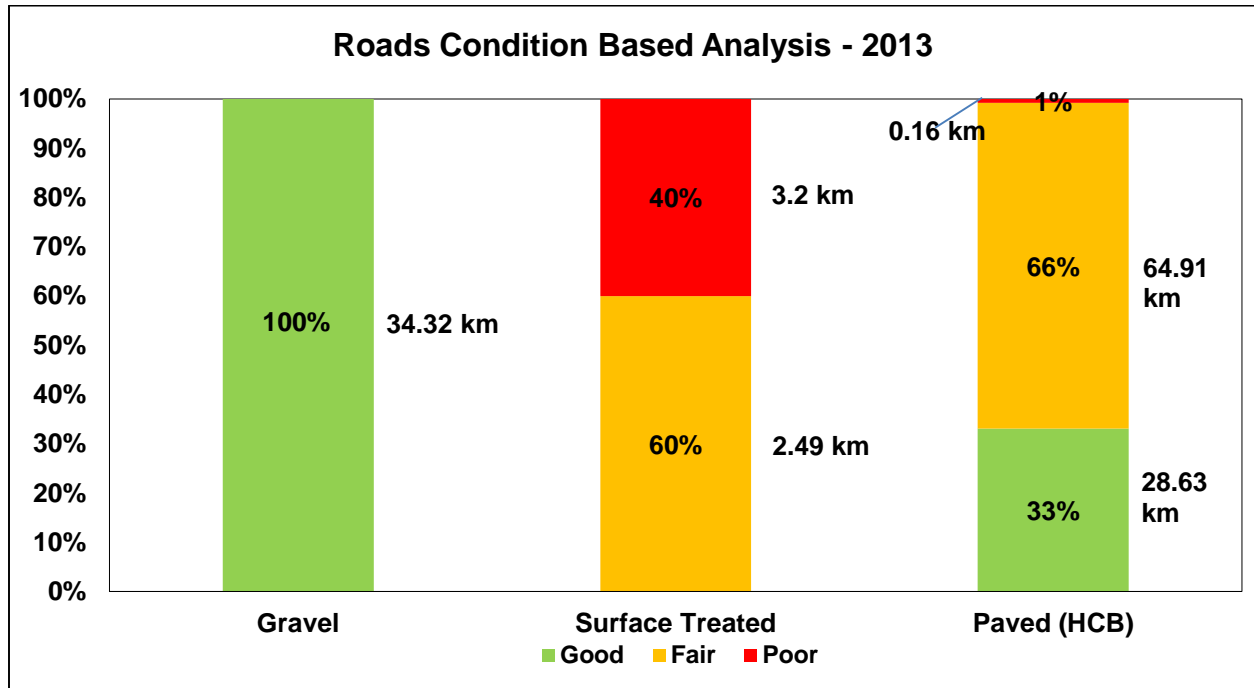
The City has Gravel, Surface Treated and Paved (HCB) roads. The State of Infrastructure for roads is based upon ISI's Road Needs Study, conducted in the fall of 2013, and for a few roads, the condition ratings were provided by the City. The SOTI shows that the Gravel roads overall, are in good condition. A greater proportion of the Surface Treated roads are in poor condition, if assessed only in terms of the cumulative length of road sections that have condition ratings less than 50. The Paved (HCB) roads are in fair condition, overall. Because the major road expenses are incurred in maintaining the Surface Treated and Paved (HCB) roads, we rate the general SOTI classification as a "B", which is "fair".

The City also has two Airport roads: the Runway and Aprons/Taxiways roads. The SOTI for these two roads is based upon an age-based analysis, due to the non-availability of condition ratings. The calculations, undertaken in this circumstance, were to determine the remaining life of the asset on age-based analysis with pre-defined criteria. The strategies for rehabilitation/reconstruction for roads are suggested in Appendix A, the detailed capital planning report for the City.



Road Average Condition:

Road Surface Type	Average Condition Rating
Gravel	80
Surface Treated	53.2
Paved (HCB)	75.9

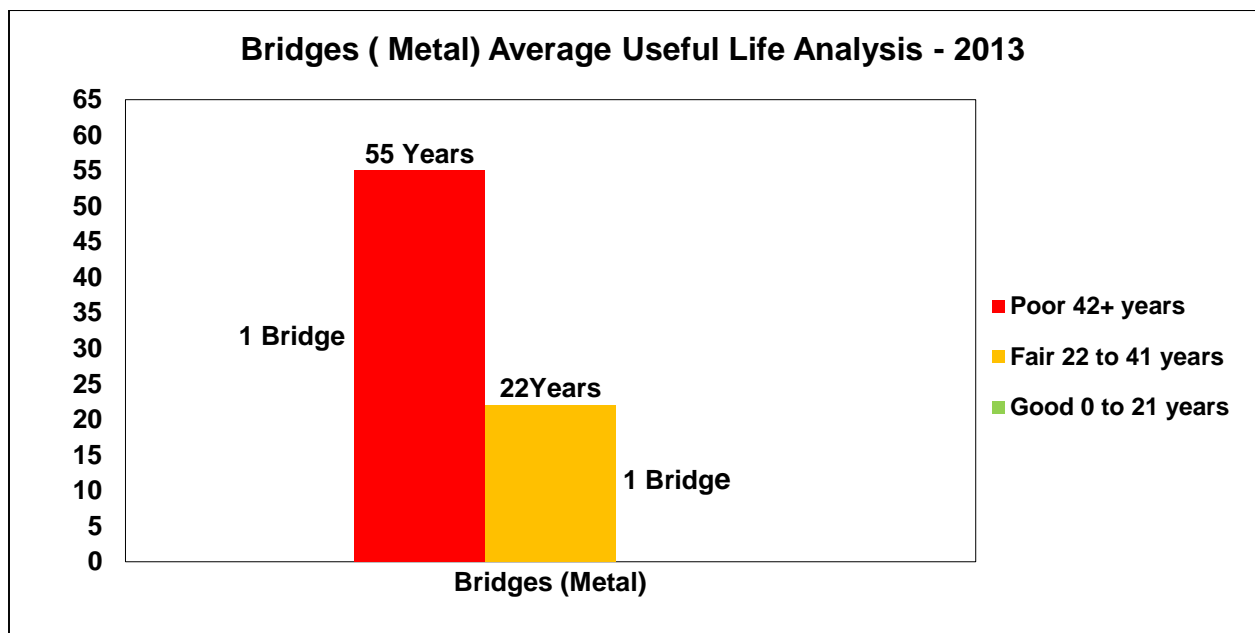
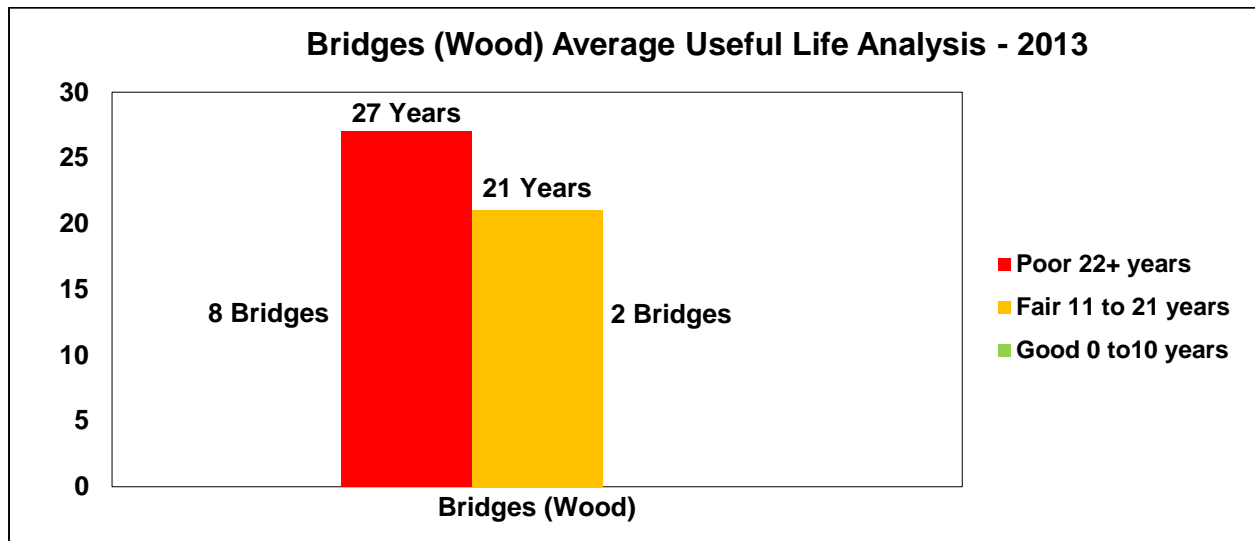


2.5.2 BRIDGES

This group comprises:

- Bridges – consists of 10 wooden foot bridges constructed in the parks, 1 metal/wood structure at the trail and 1 large corrugated metal bridge structure.

The State of the Infrastructure for bridges is done based upon age-based analysis due to the non-availability of condition ratings. The calculations, undertaken in this circumstance, were to determine the remaining life of the asset on age-based analysis with pre-defined criteria. The graph below shows the age-based analysis for the bridges.

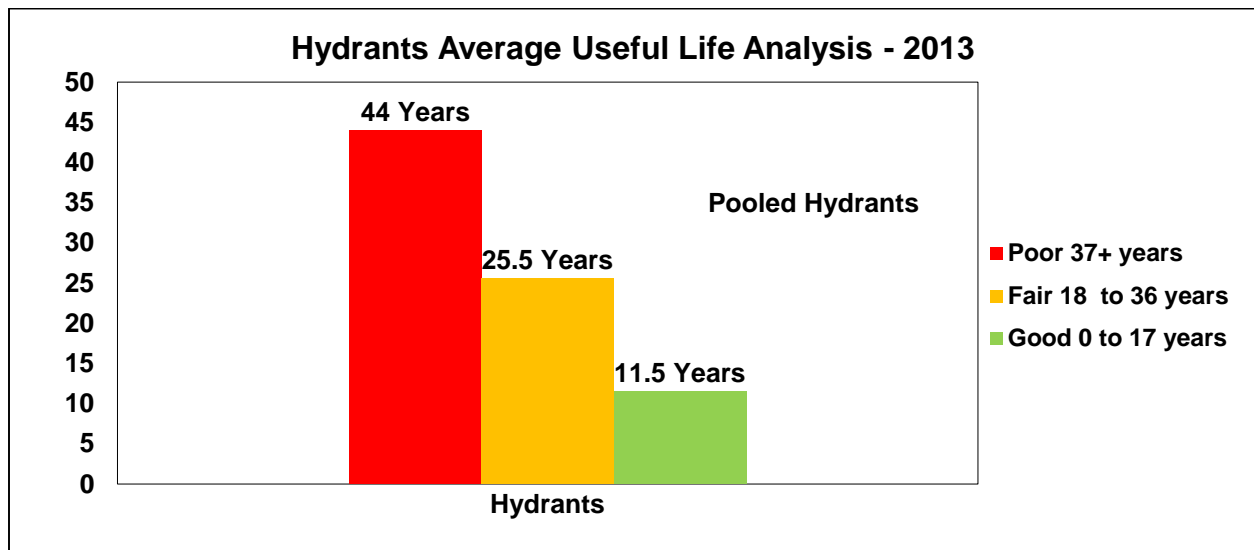
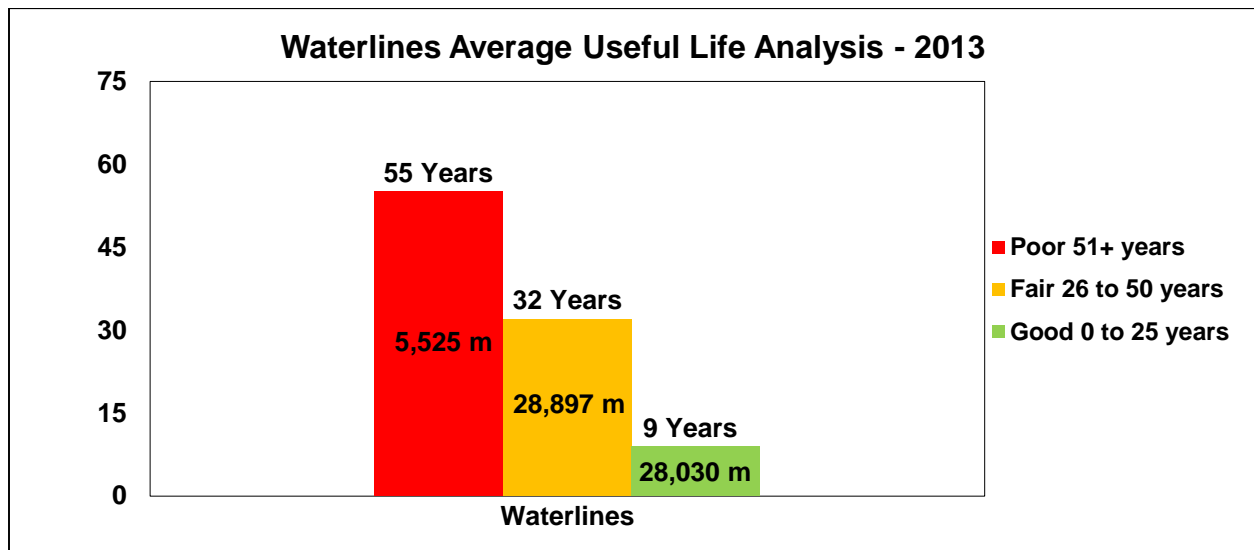


2.5.3 WATER NETWORK

This group comprises of:

- Waterline - consists of total length of 62,452 meters
- Hydrants - Pooled hydrants

An age-based analysis has been conducted on the water assets due to the non-availability of condition ratings. The calculations, undertaken in this circumstance, were to determine the remaining life of the asset on age-based analysis with pre-defined criteria. Age-based condition assessment has **the least level of confidence to determine the current State of Infrastructure**. The graphs below show the age-based analysis (life used for each asset depending on their total useful life) for each asset mentioned above.

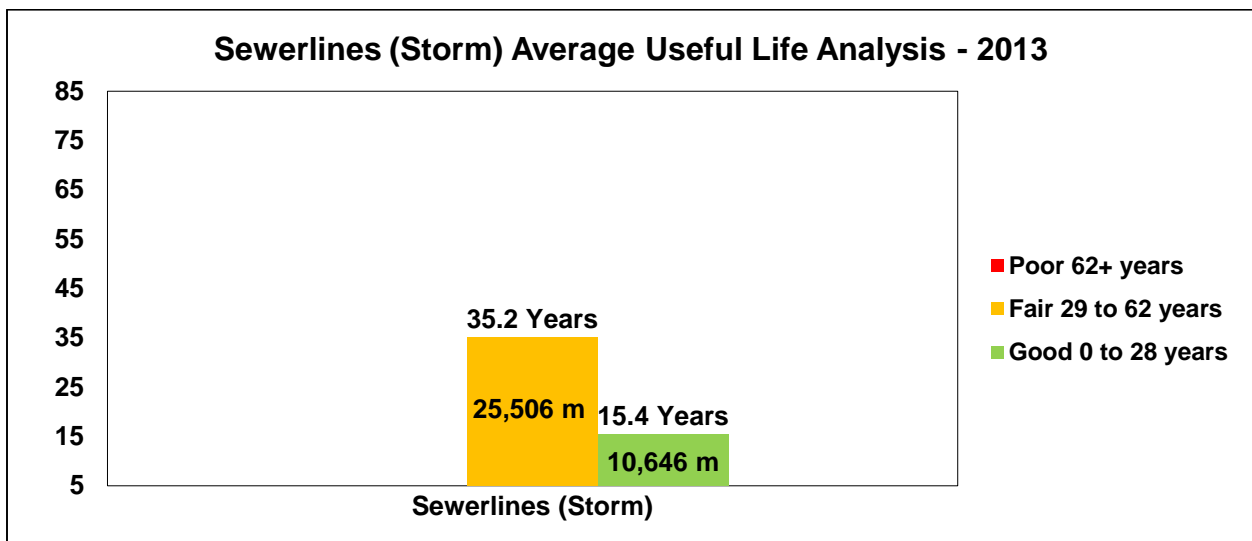
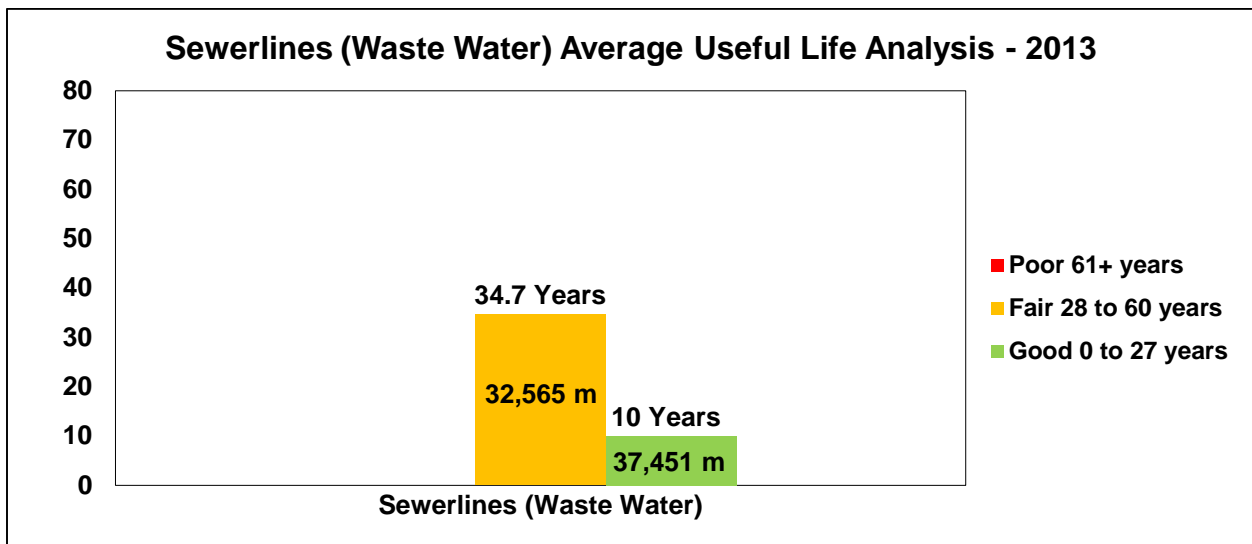


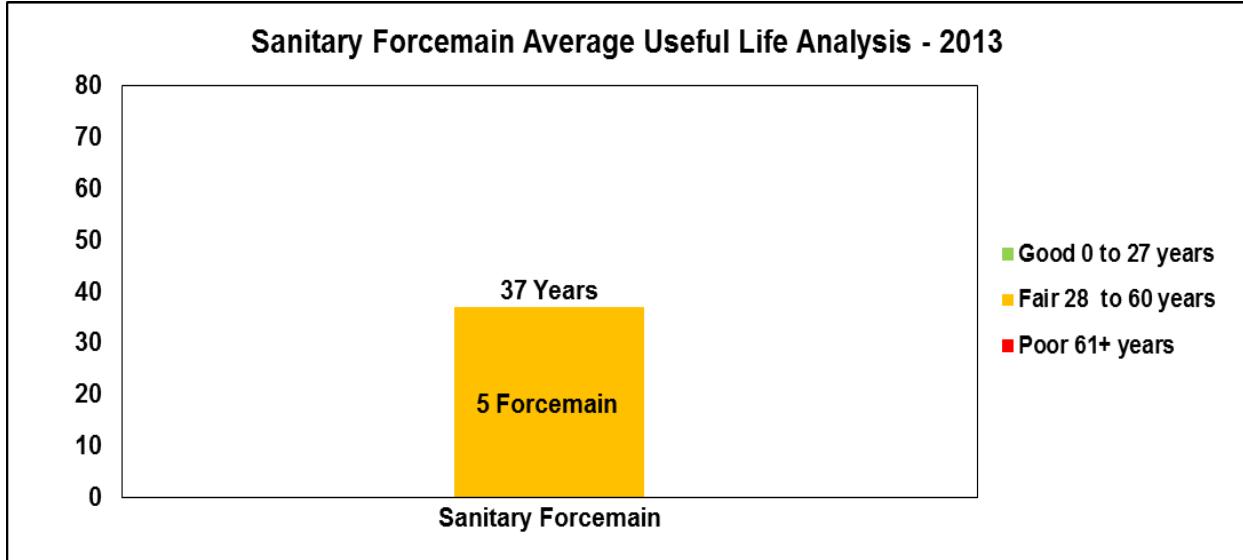
2.5.4 SEWER NETWORK

This group comprises of:

- Sewerline (Waste Water) - consists of 70,007 meters of waste water pipes
- Sewerline (Storm) – consists of 36,152 meters of storm pipes
- Sanitary Forcemain – consists of 5 Forcemain

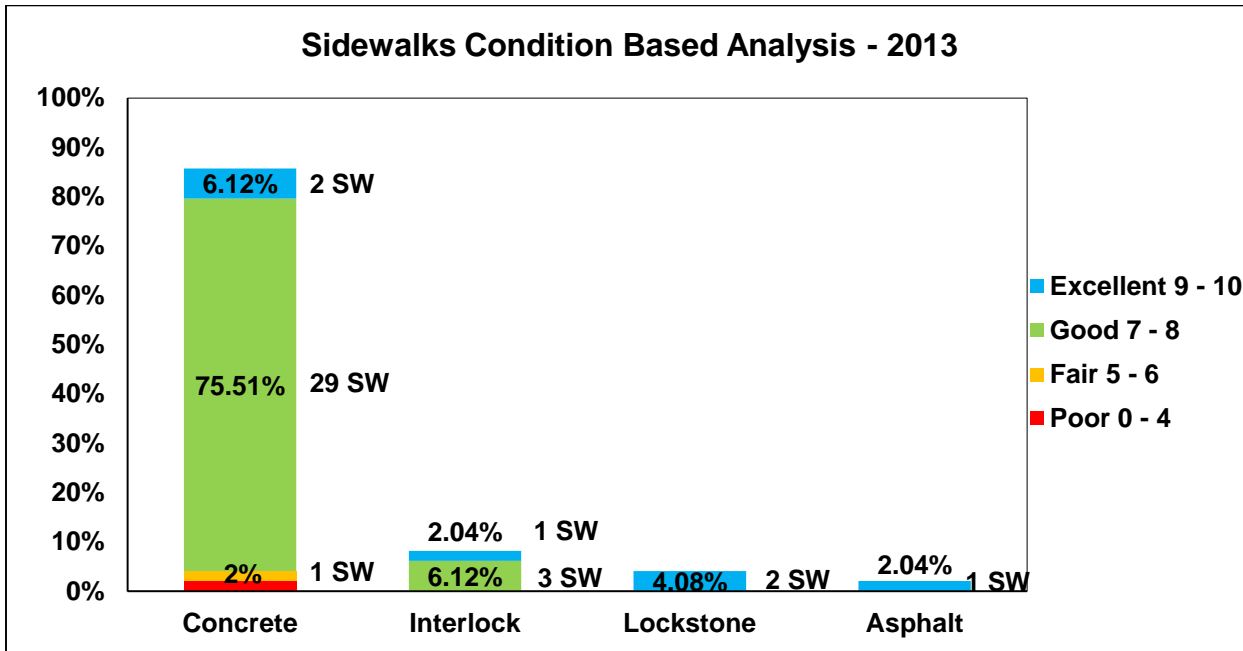
An age-based analysis has been conducted on the sewer assets due to the non-availability of condition ratings. The calculations, undertaken in this circumstance, were to determine the remaining life of the asset on age-based analysis with pre-defined criteria. Age-based condition assessment has **the least level of confidence to determine the current State of Infrastructure**. The graphs below show the age-based analysis (life used for each asset depending on their total useful life) for each asset mentioned above.





2.5.5 SIDEWALKS

This group comprises of 49 sidewalks made of different surface types – Concrete, Interlock, Lock stone and Asphalt. A condition based analysis is done on the sidewalks provided by the City to determine the current condition of the asset. The condition parameters were ranging between excellent to poor with the ranges as: **Excellent (9-10)**, **Good (7-8)**, **Fair (5-6)** and **Poor (0-4)**. The graphs below shows the condition-based analysis sidewalks.



2.6 CONDITION RATING REPORT CARD

Asset Group	Overall Condition Rating	Rating	Range (Conditions)	Comments
Roads	B	A	Good 70 to 100	Condition rating based on Road inspection conducted by ISI
		B	Fair 60 to 69	
		C	Poor 0 to 59	
Sidewalks	A	O	Excellent 9 to 10	Condition rating based on conditions provided by the City
		A	Good 7 to 8	
		B	Fair 5 to 6	
		C	Poor 0 to 4	
			Range (Years)	
Bridges	C	A	Good	Different ranges based upon total useful life for each asset type
		B	Fair	
		C	Poor	
Water Network	B	A	Good	Different ranges based upon total useful life for each asset type
		B	Fair	
		C	Poor	
Sewer Network	B	A	Good	Different ranges based upon total useful life for each asset type
		B	Fair	
		C	Poor	

2.7 SOTI CONCLUSION

As highlighted in the Report Card above, the current state of the linear infrastructure, based on available condition rating analysis, presents a picture of the City’s linear assets. The condition analysis according to the asset type is as follows:

- Surface Treated roads, Paved (HCB) are in fair condition and Gravel roads are in good condition. The Runway Surface and the Apron/Taxiway roads are in fair condition overall
- Sidewalks are overall in good condition
- Water Network is overall in fair condition
- Sewer Network is overall in fair condition
- Bridges are in poor condition

The City should continue to be proactive in their strategies, so as to extend asset useful life and avoid major rehabilitation/reconstruction or replacement costs.



3 CAPITAL PLAN

3.1 BACKGROUND

Managing the City's capital assets requires an assessment of the long-term capital project requirements and the establishment of the funding for high-priority projects in an efficient, timely and cost-effective manner. As a result of this analysis, the City will be able to more effectively monitor, track and manage infrastructure assets, to ensure that policy makers obtain sufficient funding in order to maintain, at minimum, and potentially enhance future service levels. Through capital planning, the City of Elliot Lake can plan the future operating budget expenses and reserve funds to manage the financial position over a long term period. Capital planning also provides the core information needed for implementing the Council's planning and fiscal policies.

Support has been provided by the Province of Ontario through its MIII Capital program, designed to help Municipalities address necessary road, bridge, and other priority projects identified through their asset management plans. This program is the second phase of the Province's recently released Municipal Infrastructure Strategy which aims to:

- Further strengthen municipal asset management practices;
- Support the most critical roads, bridges, and drainage projects; and
- Provide funding to Municipalities that are unable to undertake projects without provincial support.

The Provincial strategy relies heavily on the requirement for Municipalities to demonstrate how proposed projects fit within an asset management plan, which is a key component to ensuring infrastructure sustainability. An Asset Management Plan provides many benefits including:

- A systematic evaluation of all potential projects at the same time.
- The ability to stabilize debt and consolidate projects to reduce borrowing costs.
- To serve as a public relations and economic development tool.
- A focus on preserving a municipal government's infrastructure while ensuring the efficient use of public funds.
- An opportunity to foster cooperation among departments and an ability to inform other units of government of the City's priorities.

3.2 OVERVIEW

The Capital Plan, an integral part of an Asset Management Plan, is a blueprint for planning a community's capital expenditures and is one of the most important responsibilities of local government officials. It coordinates community planning, financial capacity and physical development. It is a tool to assess the long-term capital project requirements of a City and to establish funding of high-priority projects in a timely and cost-effective fashion. The development of a Capital Plan is intended to ensure that policy makers are responsible to residents and businesses of the community with respect to the expenditure of public funds. It also promotes the provision of continuous efficient services. This plan identifies and describes capital projects, the years in which funding each project is likely to occur and the method of funding. While a Capital Plan may be designed to forecast any period of time, it generally extends beyond the current operating cycle and usually covers a five to ten year time frame. The City of Elliot Lake has requested a 10 year Capital Plan.



The Capital Plan provides a detailed understanding of anticipated investments into tangible capital assets. These assets include basic facilities, services and installations needed for the functioning of the community. The development of a CIP that will insure sound fiscal and capital planning requires effective leadership and the involvement and cooperation of all municipal departments. A complete, properly developed CIP has the following benefits:

- Facilitates coordination between capital needs and the operating budgets
- Enhances the community's credit rating, control of its tax rate, and avoids sudden changes in its debt service requirements
- Identifies the most economical means of financing capital projects
- Increases opportunities for obtaining federal and provincial aid
- Relates public facilities to other public and private development and redevelopment policies and plans
- Focuses attention on community objectives and fiscal capacity
- Keeps the public informed about future needs and projects
- Encourages careful project planning and design to avoid costly mistakes and help a community reach desired goals

A municipal government must take care of two key responsibilities in managing its infrastructure:

- The first major responsibility is the maintenance and repair of existing infrastructure. Given the high cost to replace linear assets and the fact that they are essential to providing programs and services to the public, it is extremely important that regular maintenance and periodic refurbishments be done to keep facilities and other assets in good working condition for as long as possible.
- The second major responsibility that municipal governments have is to plan and construct new community infrastructure. This involves several steps including deciding what services are to be provided, identifying community needs, careful planning, determining priority investments, figuring out how to finance projects and good management to ensure projects are completed on time and on budget.

Typically, a municipal government manages many diverse assets. Each asset type is considered a “capital” asset if it has the following characteristics:

- It is held for the purposes of delivering a program or service or to produce something
- It is to be used on a continuing basis and is not intended for sale
- It has a life expectancy of greater than one year
- It has as a value greater than a certain minimum threshold (as established in the TCA policy)

Common examples, such as roads, buildings and equipment, all meet these criteria and are considered capital assets from a planning and financial perspective. Other types of expenses, such as salaries, purchased services (e.g. janitorial), consumable items (coffee, office supplies etc.) or regular maintenance, do not meet these criteria and are categorized as expenses. These types of expenditures are paid for from operations budgets.



Local governments can make significant capital expenditures, sometimes undertaking projects without first analyzing the impact such expenditures may have on future operations and expenditures for other important capital projects. A Capital Plan is intended to assist Municipalities in making choices about which projects should be implemented, how they should be financed and when, to establish priorities for its spending on services, while controlling the ultimate impact on the tax rate or user fees. It also provides a mechanism for controlling future debt levels, thereby ensuring that a reasonable amount of financial flexibility is maintained.

Although the Capital Plan is generally maintained separately from the operating budget, they do work in unison since the debt charges on funds borrowed for capital expenditures become expense items in the annual operating budget. In addition, operating and maintenance costs of capital assets have an impact on the operating budget. In order to have a realistic, workable Capital Plan, therefore, it is necessary to estimate the effect that debt service and operating costs will have on future tax rates. In this way, non-essential capital expenditures will not be undertaken at the expense of pending essential capital projects and the City will thus be in a better position to control future debt levels.

To determine how much money should be allocated to existing infrastructure, the following factors need to be considered:

- **Inventory** – keep an up-to-date inventory of all physical assets that the municipal government owns or manages including fixed assets (buildings, facilities, etc.) and mobile assets (heavy equipment, trucks, smaller equipment.)
- **Condition rating** – complete an assessment of the condition of each significant asset and determine what needs to be repaired and when.
- **Upgrades** – existing facilities may need to be upgraded to meet new standards or legislative requirements or to meet demands due to population growth, etc.
- **What does the community need for new infrastructure?** This can be a tricky subject to resolve as a Council and community residents may have very different opinions about what the community needs most. This stage of the process requires community consultation which can include meetings, surveys etc. One approach is to organize needs starting with the basics (survival, safety, and shelter) and moving to more advanced needs (recreation, social / cultural, leisure). Once an initial list of potential projects is identified, it can be further refined on the basis of urgency:
- **Immediate or short term** – these are needs that won't wait such as water shortages, equipment breakdowns etc.
- **Predictable growth** – these are needs driven by population growth and increasing demands on infrastructure that will need to be addressed in the next few years. Examples include housing supply, water treatment and delivery capacity, need for expanded recreation facilities etc.
- **Future** – these are long term needs that will occur in the next 20 years, often as a result of priorities established in other community plans (Strategic Plan, Recreation Plan, Land Use Plan etc.). An example may be the development of new residential lots or the refurbishment or replacement of an old building.



3.3 METHODOLOGY

The City of Elliot Lake's Capital Plan addresses infrastructure deficiencies and future capital expenditures. It includes existing service infrastructure not meeting engineering standards, the cost of renovation or replacement of infrastructure which has exceeded its service life and which as a consequence, is not meeting required service standards. Provision is required to renovate or replace infrastructure constructed previously, when it reaches the end of its service life. These costs do not include on-going operational and regular maintenance (which typically represent the greatest cost component of a facility's service life, for example). Unless informed by the City, requirements such as investments required to support industrial, commercial and residential development in accordance with the growth projections required to serve the community and social needs as well as supply the increasing population and to service to the boundaries of new subdivisions have not been analyzed.

The City's Capital Plan includes:

- Development of parameters for each asset class
- Development of rehabilitation and replacement unit costs
- Identifying the asset types to be included in the Capital Plan and determining and confirming the components of each asset class
- Identification of services to be provided and the capital expenditures to be incurred
- Determination of secondary cost estimates of capital expenditures (consideration of such cost elements as remoteness of the City, land, architect/engineering fees, construction, legal fees, taxes, etc.) The non-rebatable portion of HST at 1.76% has been applied, for example
- Determination of the time periods over which the asset is to be constructed or acquired and the costs prorated accordingly

Municipal DataWork's Capital Infrastructure Planning (CIP) module allows Municipalities to plan necessary rehabilitation work on the right asset at the right time. The CIP module also allows Municipalities to produce a Capital Expenditure Plan for all asset types included in the Morley's MDW asset repository. The CIP allows different work or renewal strategies to be selected for each asset type or category.

The trigger for a strategy within the Municipal DataWork's capital planning tool can be age-based or condition-based. For roads and sidewalks, condition-based triggers have been used, whereas for the sewer and water network, age-based analysis have been used. The Capital Planning parameters, subsequent to the timeline within the road needs studies were condition-based on degradation curves developed by OGRA and the Ministry of Transportation, as defined within a Road Strategy document earlier circulated to the City for its review and attached as Appendix F to the Asset Management Plan report.

The Life Expectancy parameters, the estimated useful life or number of years before an asset needs to be replaced, were provided by the City. The Condition Trigger Point, the number of years after initial installation that the renewal strategy is triggered or the rehabilitation work is to take place, were thoroughly researched, based on engineering principles and established standards.



All analysis to measure the impact of this Capital Plan on future operating budgets will be considered in the final report taking into consideration the average current contribution and the average required contribution to be able to sustain current infrastructure and service levels. The capital costs required for each year were determined using MDW's Capital Investment Plan (CIP) module.

The methodology used for building this Capital Plan was to:

- 1) Use the tools within MDW for error checking and data gap analysis
- 2) Determine the "unconstrained" rate of capital expenditure (assuming an unlimited budget). A constrained rate of capital expenditure will be provided in the final report.
- 3) Identify the City's current infrastructure deficit.
- 4) Determine the City's future requirements using MDW's Capital Investment Plan module.
- 5) Prepare a report detailing the capital required for each asset class based on current rehabilitation and replacement unit costs
- 6) Establish the cost of maintaining existing infrastructure while addressing the infrastructure deficit.

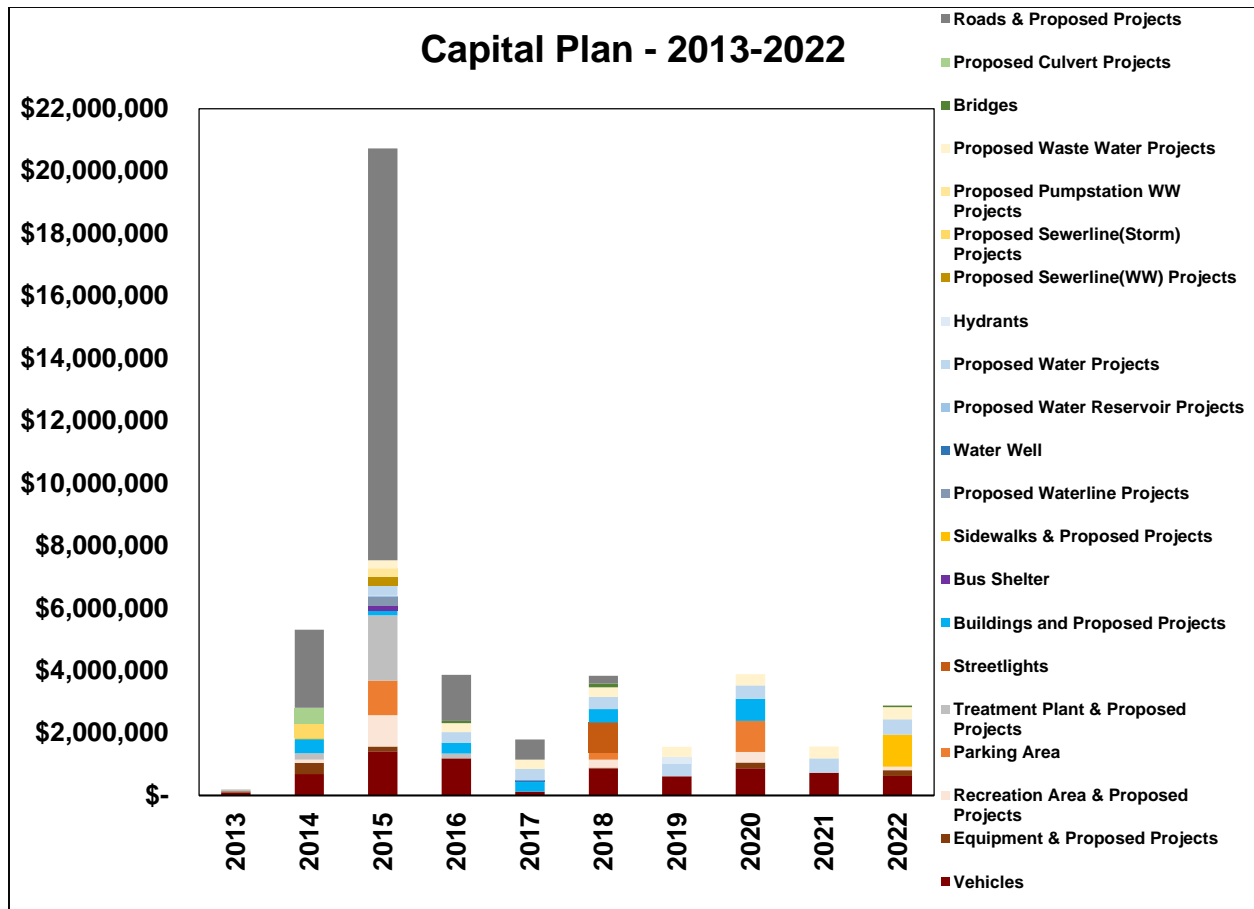
3.4 RESULTS

The City of Elliot Lake's infrastructure deficit is determined to be approximately \$470 per person (2014 deficit, as most of the projects have been moved from 2013). The immediate need and for the year onward, is to deal with the roads infrastructure. Like most other local governments in this province, Elliot Lake is struggling with aging infrastructure and constrained budgets.

Upon completion of the collection of all the pertinent data, the capital plan was generated using MDW's Capital Investment Plan (CIP) module. A 10 Year Capital Plan, broken down by asset class for the years 2013 to 2022 (with PST and without inflationary factor), was developed. Inflation will be incorporated in the financial analysis. The results are as follows:

Timeframe	Year	Total Capital Projects (Incl. PST)
Year 2013-2022	2013	\$196,534
	2014	\$5,312,509
	2015	\$20,728,902
	2016	\$3,861,728
	2017	\$1,790,828
	2018	\$3,838,215
	2019	\$1,561,624
	2020	\$3,880,859
	2021	\$1,565,084
	2022	\$2,882,943
Total		\$45,619,226





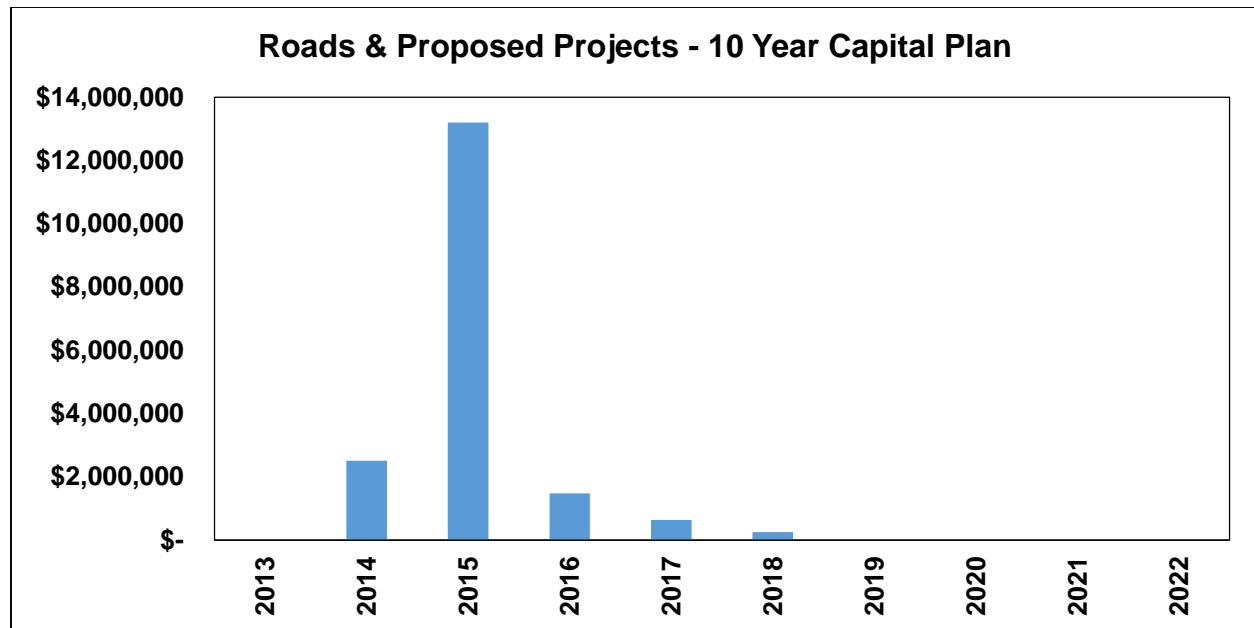
A detailed, project-by-project breakdown of this Capital Plan and all proposed or study recommended projects are included in the detail capital project list in the Appendix A.

3.5 BREAKDOWN BY ASSET TYPES

3.5.1 ROADS

The road replacement costs are based on contractor costs for the region that have been indexed to 2013 based on our “Municipal Cost Index”. ISI used numerous deterioration curves for the various types of roads and incorporated some aspects of the general OGRA road management strategy. The gravel road expenses are treated as operating expenses and are not included in the Capital Plan. For the Airport Roads, the replacement costs is calculated by indexing the historical costs and added 1.76% PST to the costs. Also, the City, in their Capital Budget, has proposed the reconstruction of a road for approximately \$275,000, which is placed as a project in 2014 in the Appendix A.





LIFECYCLE ACTIVITIES – LOOSETOP (UNPAVED)

We are only dealing with Surface Treated and Paved (HCB) roads in this Capital Plan. Gravel road expenses are being captured in your operating expenses, and inserting them into your Capital Plan would be a redundant entry. Our only concern is that you establish whether you are allocating sufficient funds in your Operating Budget to cover the gravel road expenses.

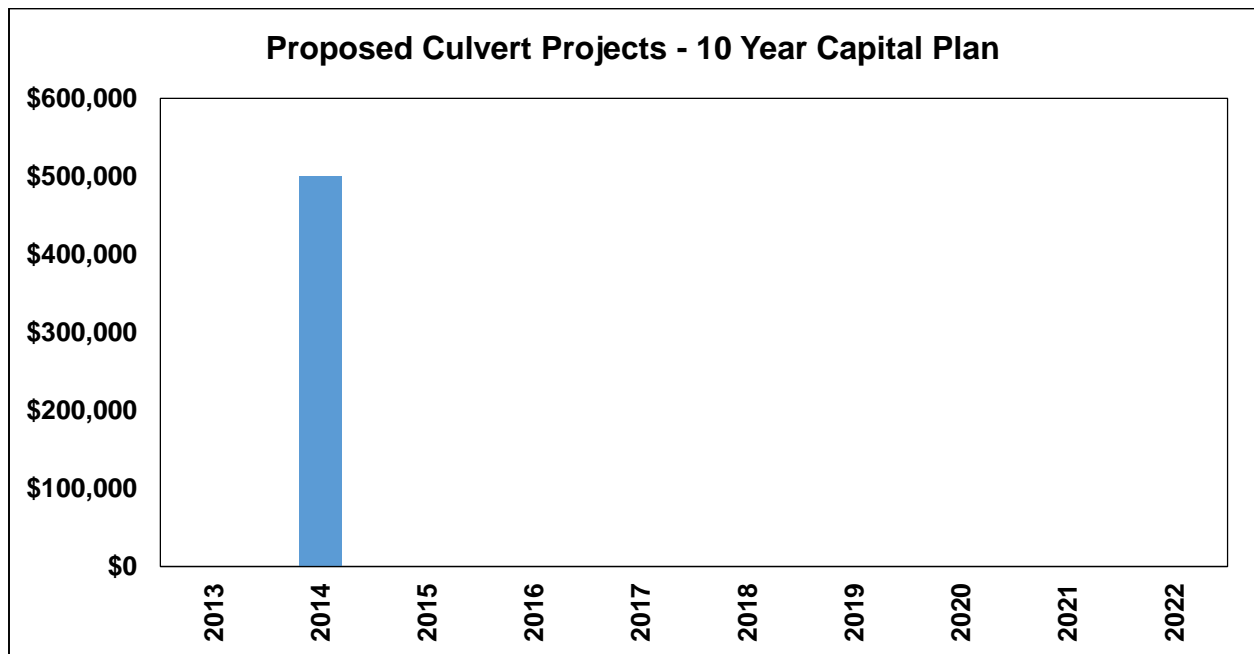
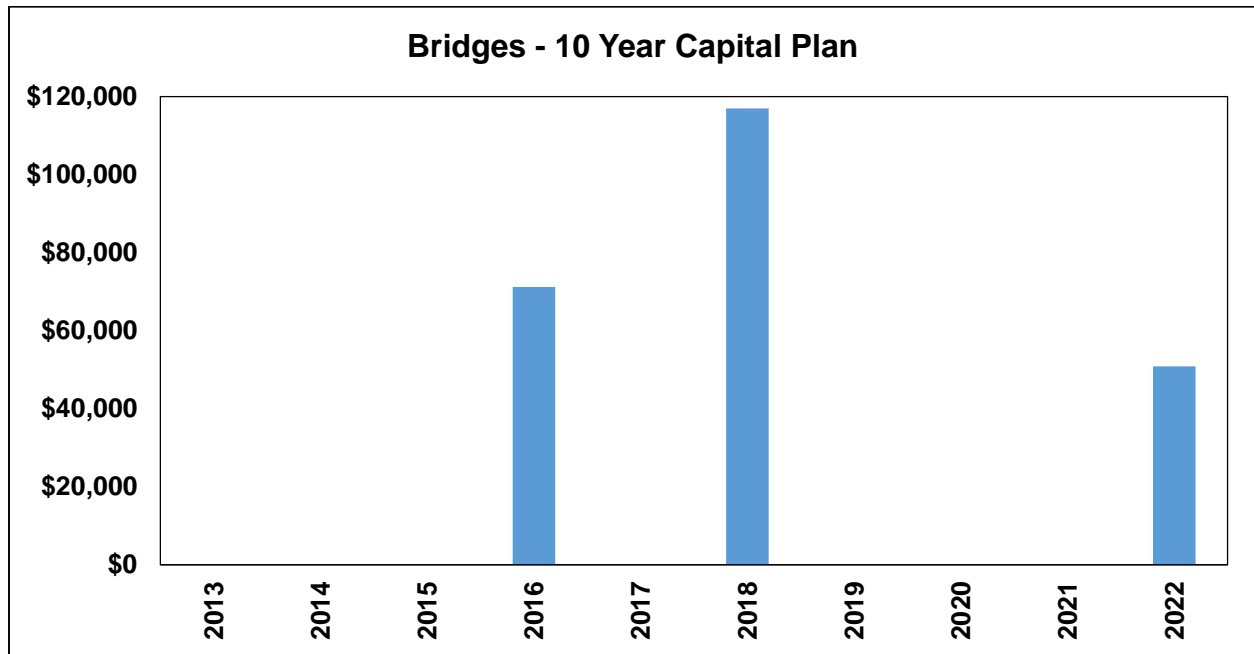
The OGRA strategy for gravel roads is to re-gravel roads 75 mm every 3 to 5 years depending on the AADT. Every City we work with does annual maintenance rather than a 5 year resurfacing to 75 mm Granular A.

Timing	Activity	Activity Quantity		
		Class of Road		
		4	5	6
Annual	Grading	8 x per year	6 x per year	6 x per year
	Dust suppression	4t per kilometer	4t per kilometer	4t per kilometer
Annual	Ditching	1 x per year	1 x per year	1 x per year
	Culvert cleaning	as required	as required	as required
Annual	Safety devices	as required	as required	as required
	Safety devices	as required	as required	as required
3 years	75mm Granular A	All roads	All roads	
5 years	75mm Granular A			All roads
6 years	75mm Granular A	All roads	All roads	
	Spot repairs	10%	10%	
6 years	Drainage replacement	12%	12%	
	Drainage replacement	12%	12%	
10 years	75mm Granular A			All roads
	Spot repairs			10%
10 years	Drainage replacement			12%
	Drainage replacement			12%



3.5.2 STRUCTURES AND PROPOSED PROJECTS

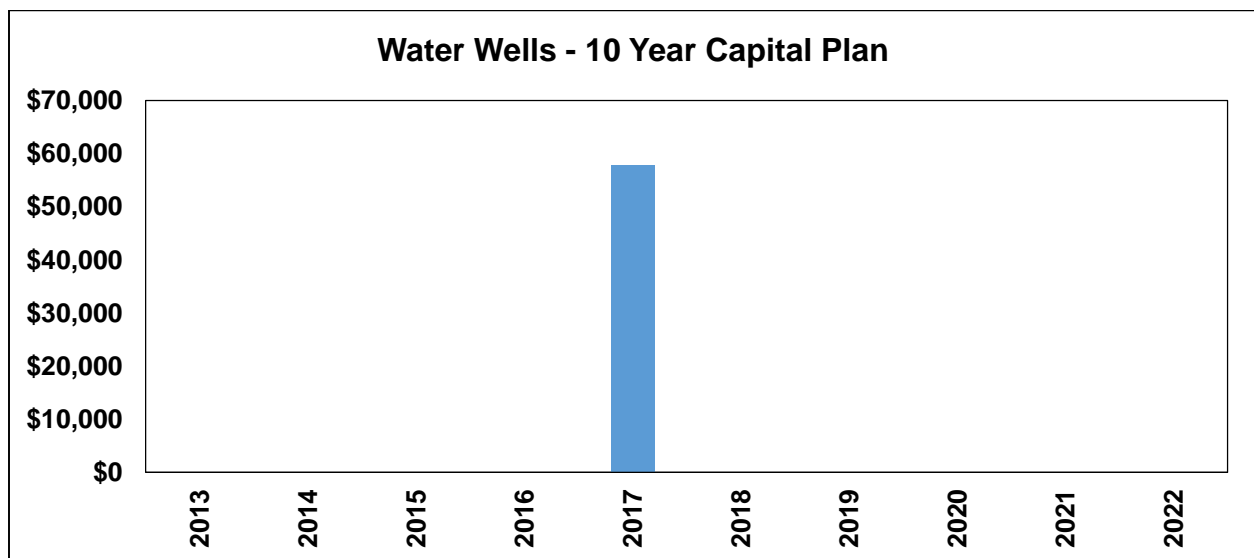
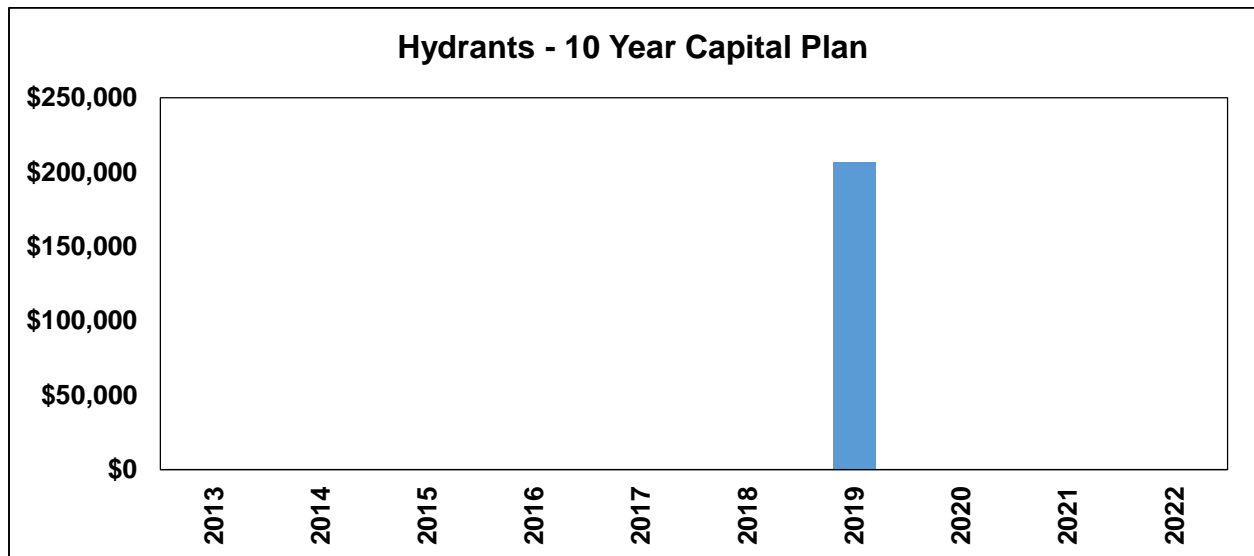
This group comprises of consists of 10 wooden foot bridges constructed in the parks, 1 metal/wood structure at the trail and 1 large corrugated metal bridge structure. The replacement cost is based on the city’s estimated replacement value for 2013 and 1.76% PST is added to the base costs. Also, the City in their Capital Budget has proposed for the reconstruction of a culvert on Panel Mine Road for approximately \$500,000, which is placed as a project in 2014 in the Appendix A.

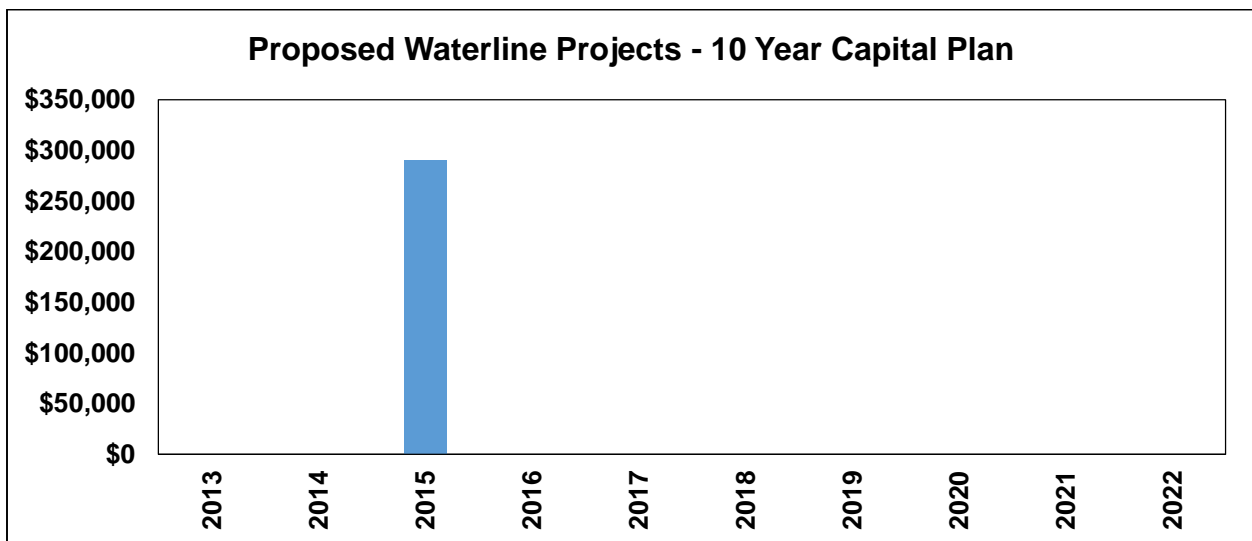
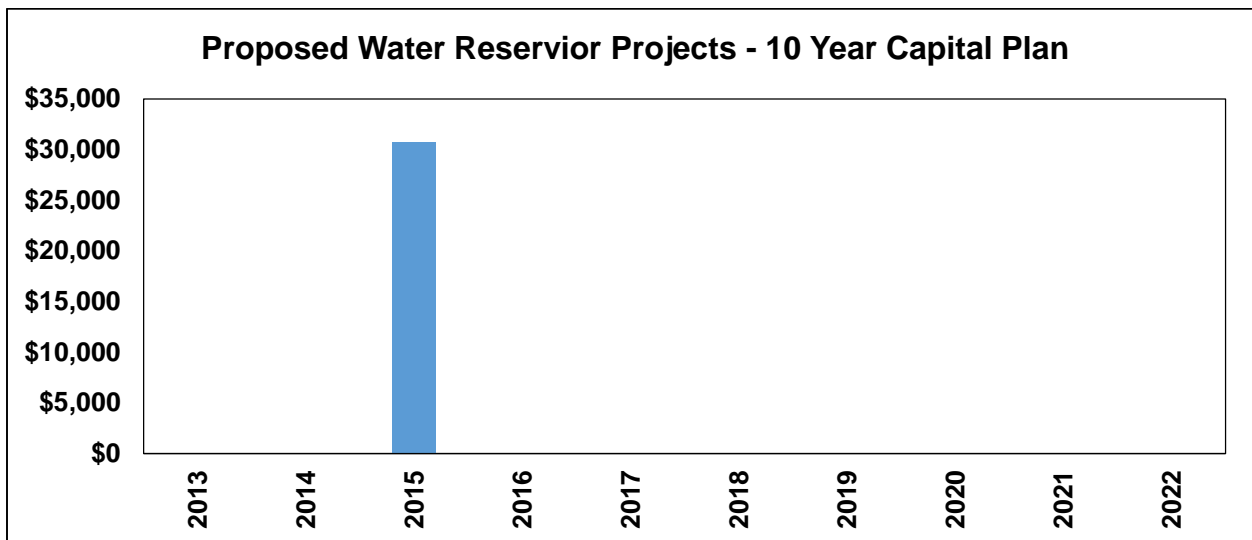
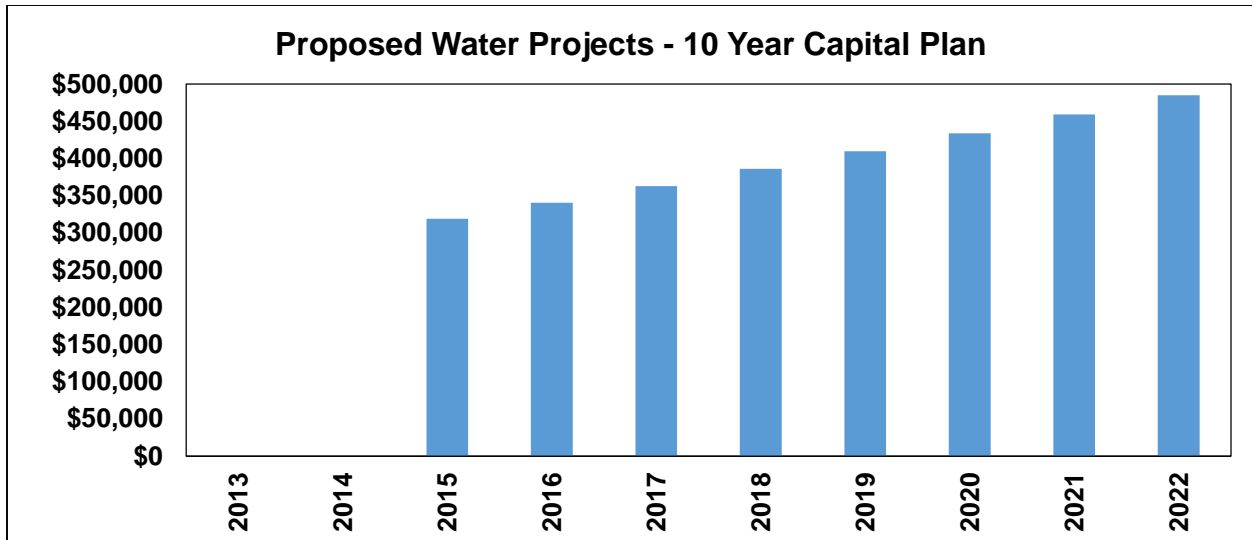


3.5.3 WATER NETWORK & PROPOSED PROJECTS

The group comprises of water lines with total length of 62,452 meters, pooled hydrants, 3 water reservoirs and 2 water wells. The replacement cost for the waterlines for various pipe sizes ranging between the diameter of 150 mm and 500 mm is taken from similar geographic areas that have been indexed using the Municipal Cost Index and added 1.76% PST to the unit costs. For hydrants and water wells, the historical costs have been indexed using CPI and the Municipal Cost Index and added 1.76% PST to the base costs. The water reservoir replacements costs are taken from the insurance document (2013) provided by the City.

Projected water capital projects for the next ten years included in the Water Financial Plan are placed in Appendix A. Also the rehabilitation projects from the 2014 and 2015 Capital Budgets related to Waterline and Water Reservoirs, have been placed in the respective years in the Appendix A. **No lifecycle events for waterlines and water reservoirs fall in the window of this ten year Asset Management Plan.**

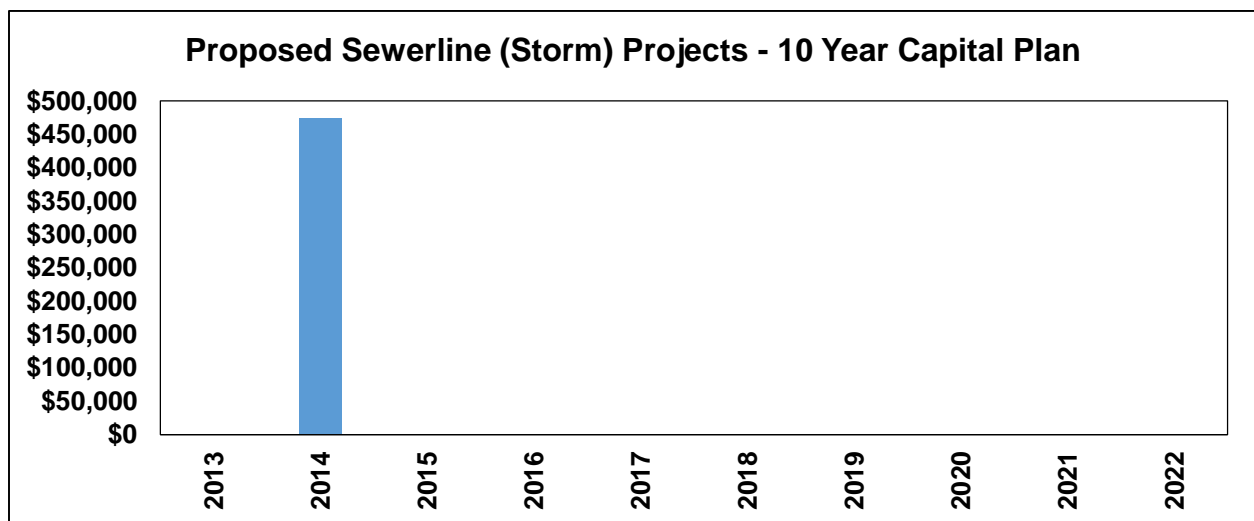
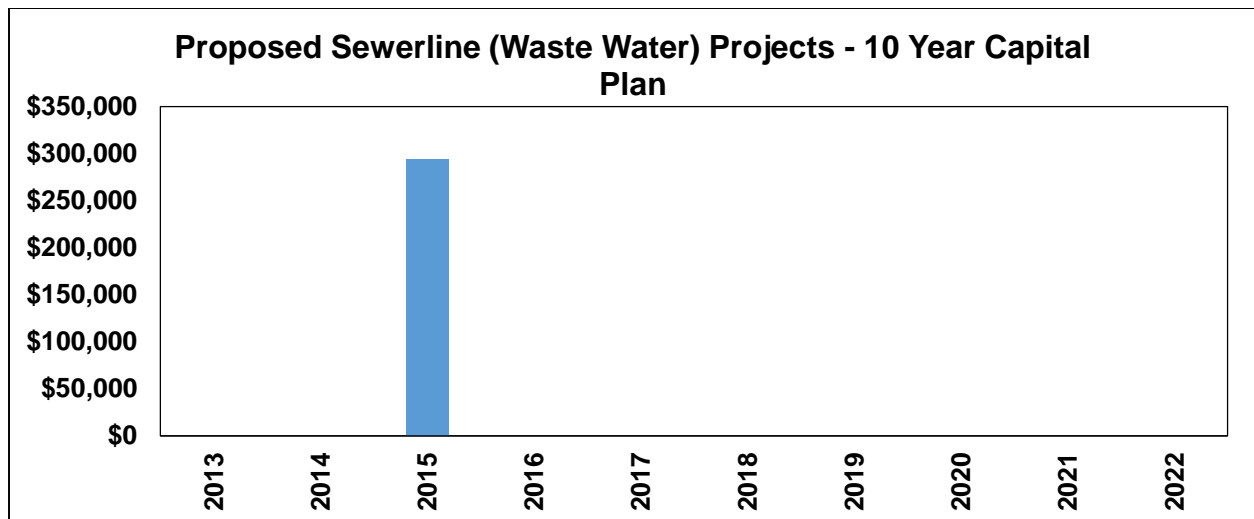


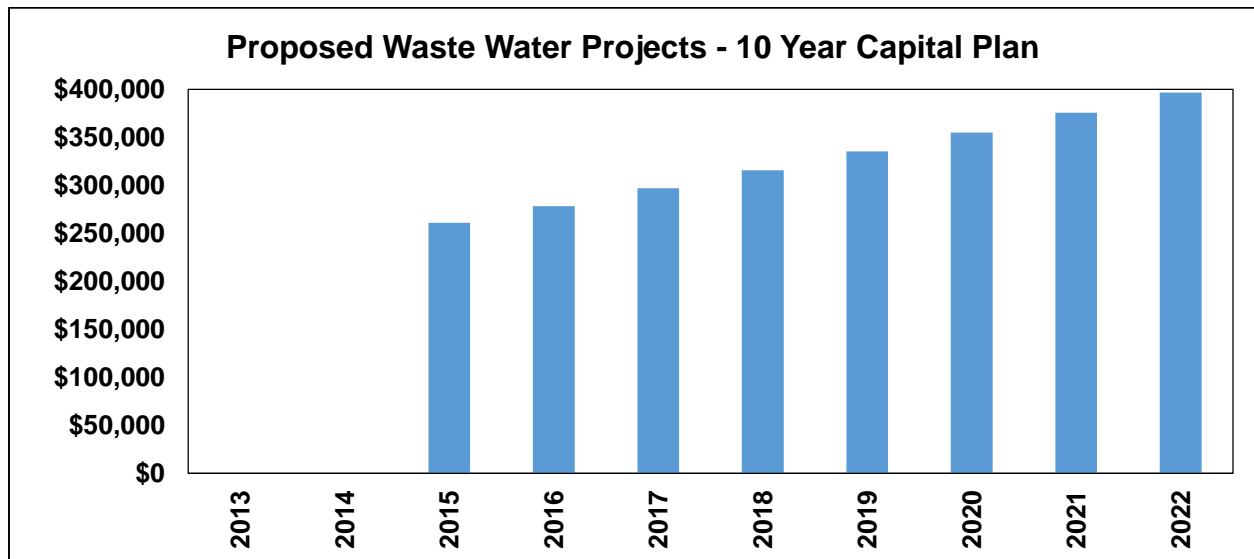
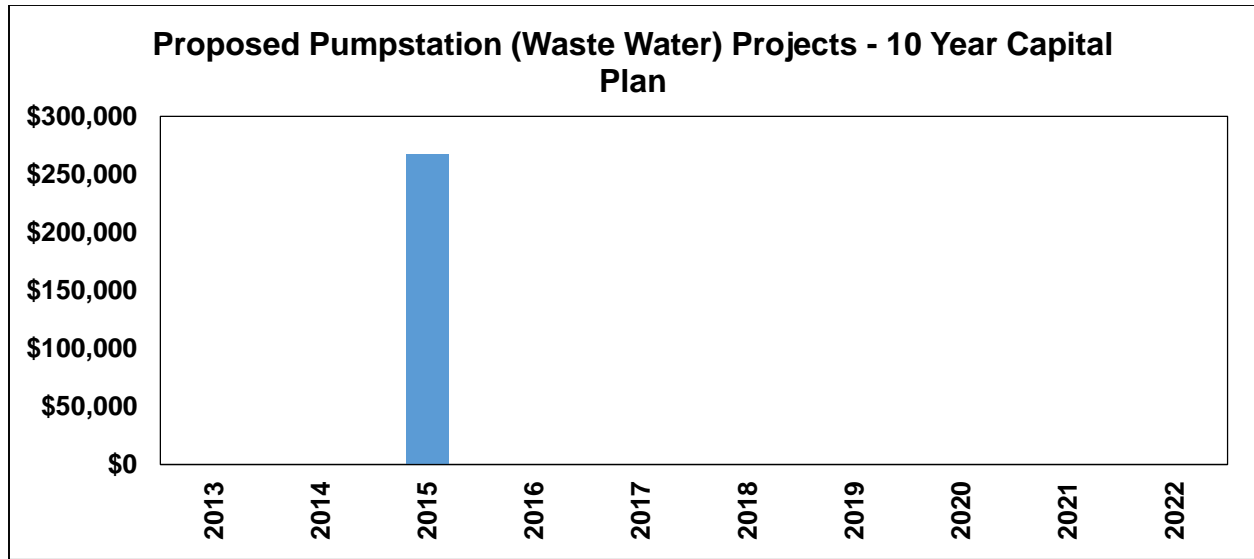


3.5.4 SEWER NETWORK

This group comprises of 70,007 meters of sewerline (wastewater) with diameter sizes ranging between 200 mm to 600 mm, 36,152 meters of sewerline (storm) with diameters of 200 mm to 1220 mm, 5 sanitary force mains, 6 pumpstation (wastewater) and 1 outfall. The replacement cost for the sewerline pipes are from similar geographic areas and added 1.76% PST to the base costs. For sanitary force mains and outfall, similar calculations have been undertaken and in case of no geometric dimensions available, the historical costs have been indexed using CPI and Municipal Cost Index with the addition of 1.76% PST to the costs. The replacement costs for the pumpstation (Waste Water) are taken from the insurance document (2013) provided by the City.

The City have projected waste water capital projects for the next ten years in the Water Financial Plan which are placed in the Appendix A. Also the rehabilitation projects from the 2014 and 2015 Capital Budgets related to sewer pipes and pumpstation (Wastewater) have been placed in the respective years in the Appendix A. **No lifecycle events fall for sewerline (wastewater), sewerline (storm), pumpstation (wastewater), sanitary force mains and outfall in the window of this ten year Asset Management Plan.**

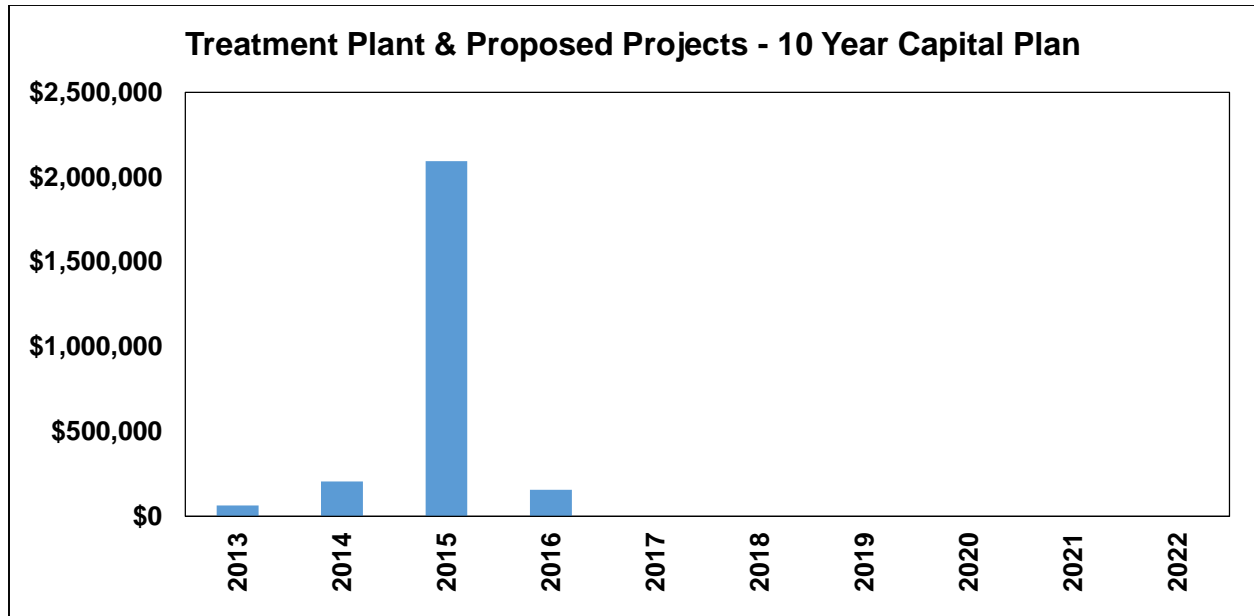




3.5.5 TREATMENT PLANT AND PROPOSED PROJECTS

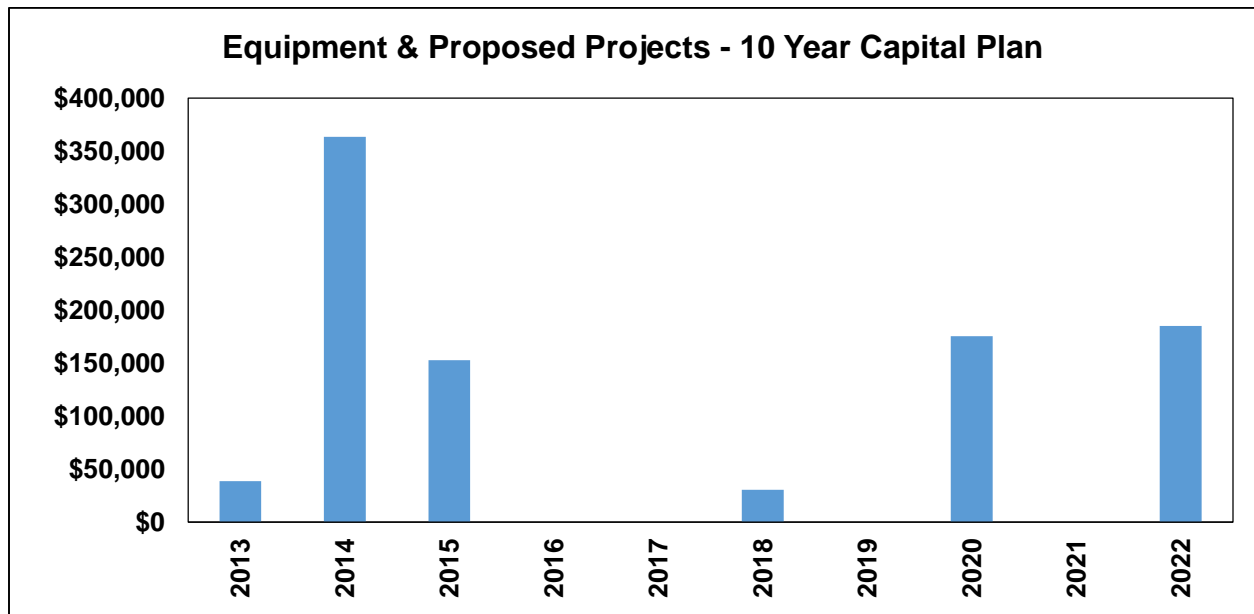
The City consists of a Water Treatment Plant and Waste Water Treatment Plant (Pollution Control Plant) buildings built in the year of 1982 and the replacement costs is calculated using the insurance document (2013) provided by the City and added PST of 1.76% to the costs. The City has proposed Treatment Plant equipment replacement/upgrades in the Capital Budget for 2013 and 2014, like sludge cleanout, boiler replacement, painting etc. which have been placed as projects in the Appendix A in the respective years. **A detailed evaluation is required for the complete component breakdown of water and waste water treatment plants. This analysis will help the City to plan and replace the required components depending on a detailed useful life analysis for each asset type/component.**





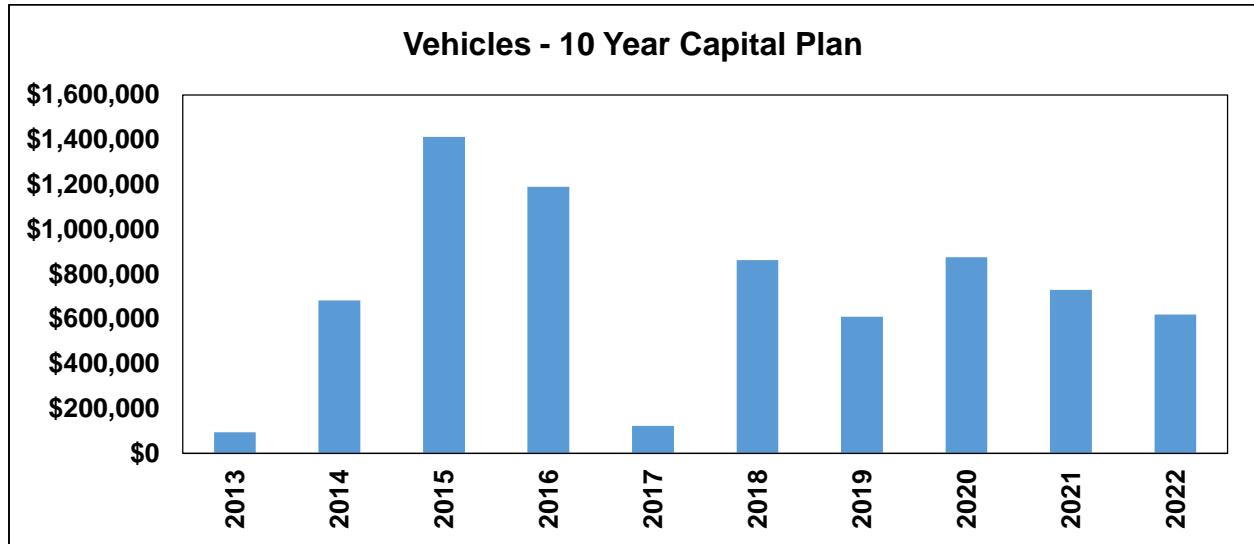
3.5.6 EQUIPMENT AND PROPOSED PROJECTS

The replacement cost is calculated using the City’s estimated replacement values for 2013 and in the case of the costs not provided, the historical costs have been indexed using the CPI and Municipal Cost Index and added PST of 1.76% to the costs. The City has proposed Equipment purchases/upgrades in the Capital Budget for 2014, for the purchase of new software/licenses, router and Airport generator, weather system which have been placed as projects in the Appendix A. Further review and discussion with the City is required to ascertain the accuracy of the City’s equipment requirement.



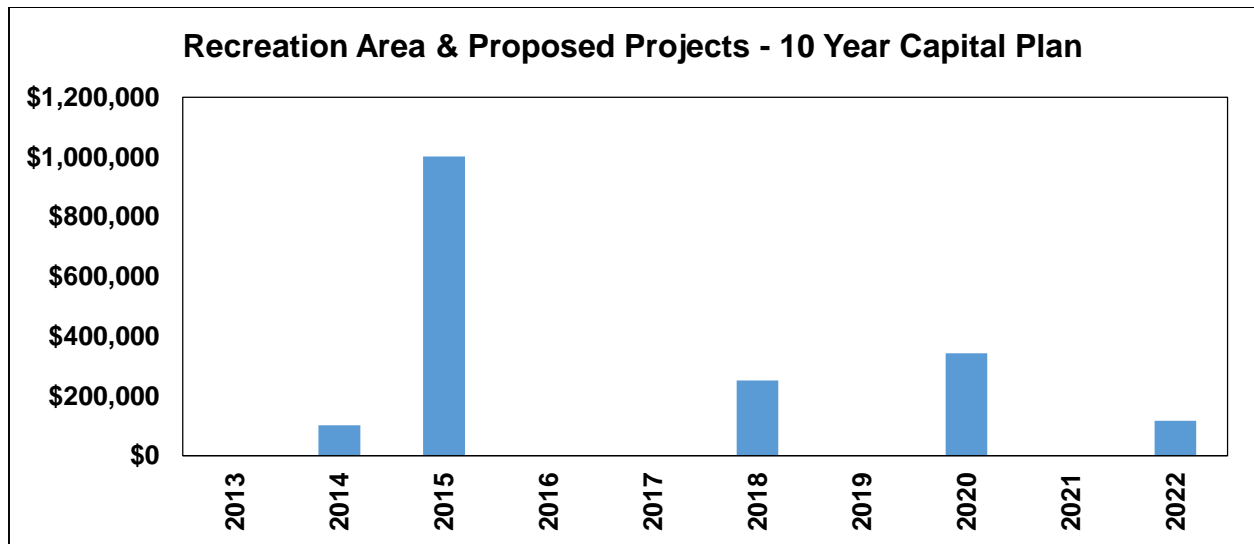
3.5.7 VEHICLES

The vehicle group comprises of trucks, sweeper and pumpers etc. The replacement cost is calculated using the City’s estimated replacement values for 2013 and in the case of the costs not provided, the historical costs have been indexed using the CPI and Municipal Cost Index and added PST of 1.76% to the costs. Further review and discussion with the City is required to ascertain the accuracy of the City’s vehicle requirements.



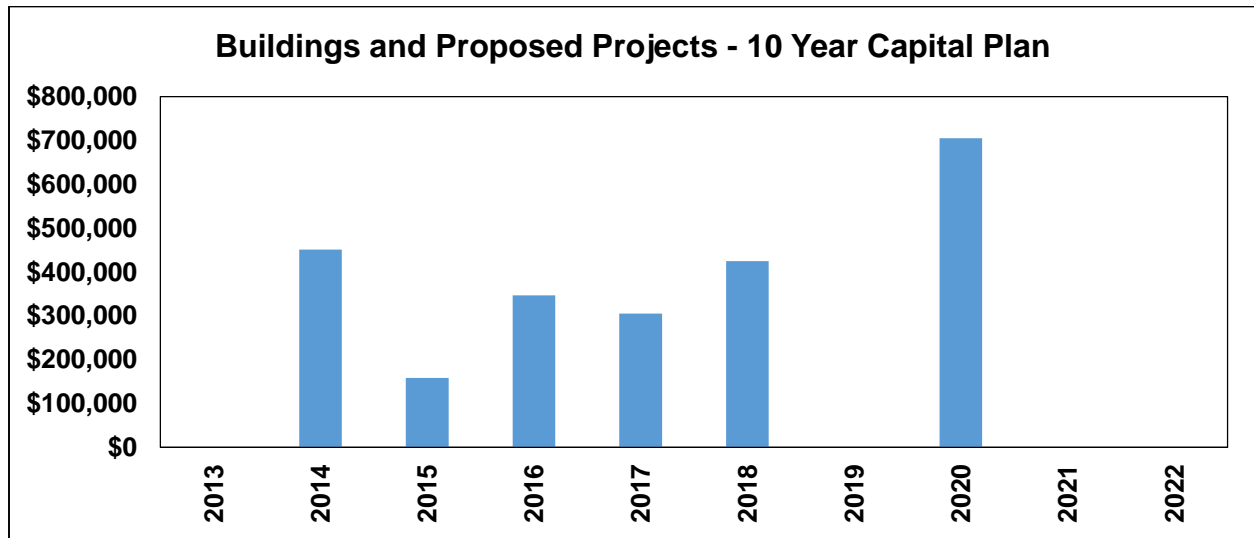
3.5.8 RECREATION AREA AND PROPOSED PROJECTS

This group comprises of a baseball fields, fencing, playgrounds and civic center etc. The replacement cost is calculated using the City’s estimated replacement values for 2013 and in the case of no costs provided, the historical costs have been indexed using the CPI and Municipal Cost Index and added PST of 1.76% to the costs. The City has proposed recreation area rehabilitations in the Capital Budget for 2014 and 2015, related to the Civic Centre, Museum and Pools which have been placed as projects in the Appendix A.



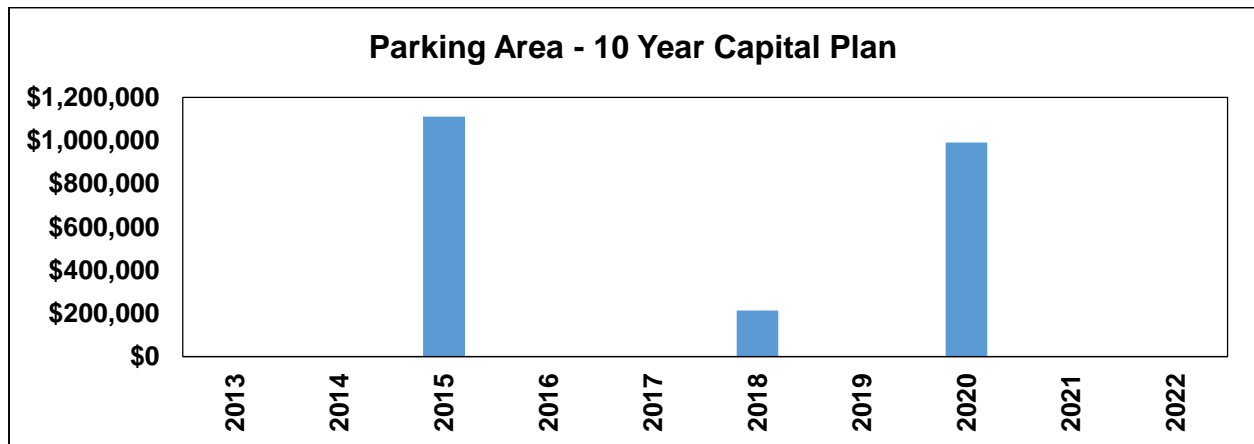
3.5.9 BUILDINGS AND PROPOSED PROJECTS

This asset group consists of buildings like the civic centre, arena hall, city hall, and fire hall etc. The replacement cost of the buildings is taken from the insurance document (2013) provided by the City and PST of 1.76% is added to the base costs. The capital budget projects for the City Hall and Police Station are included and placed as projects in 2014 and 2015 in the Appendix A. **For the City’s facilities, ISI conducted building inspections in the fall of 2014 and determined accurate condition assessments and suggested rehabilitation strategies to maintain the current portfolio. ISI also included in this report information from Tulloch Engineering for two buildings. All recommended projects are placed in the Appendix A in their respective years.**



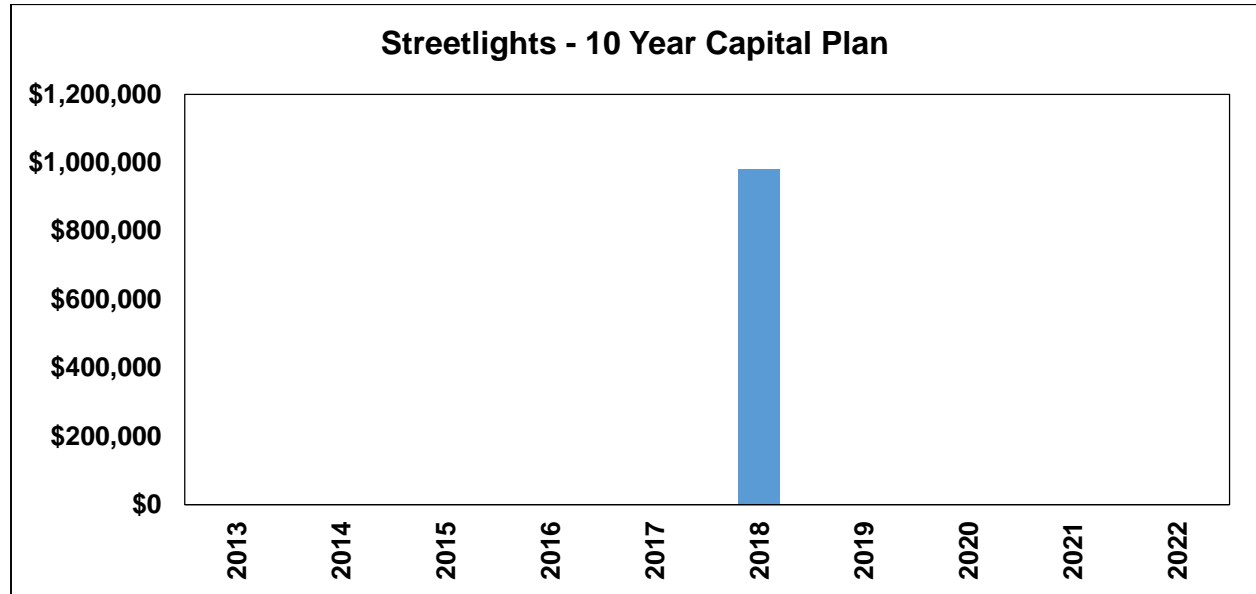
3.5.10 PARKING AREA

There are 24 parking lots in the City. The replacement cost is calculated using the City’s estimated replacement costs as of 2013 given in the PSAB and in case of the costs not given, the historical costs have been indexed using the CPI and Municipal Cost Index and added PST of 1.76% to the costs.



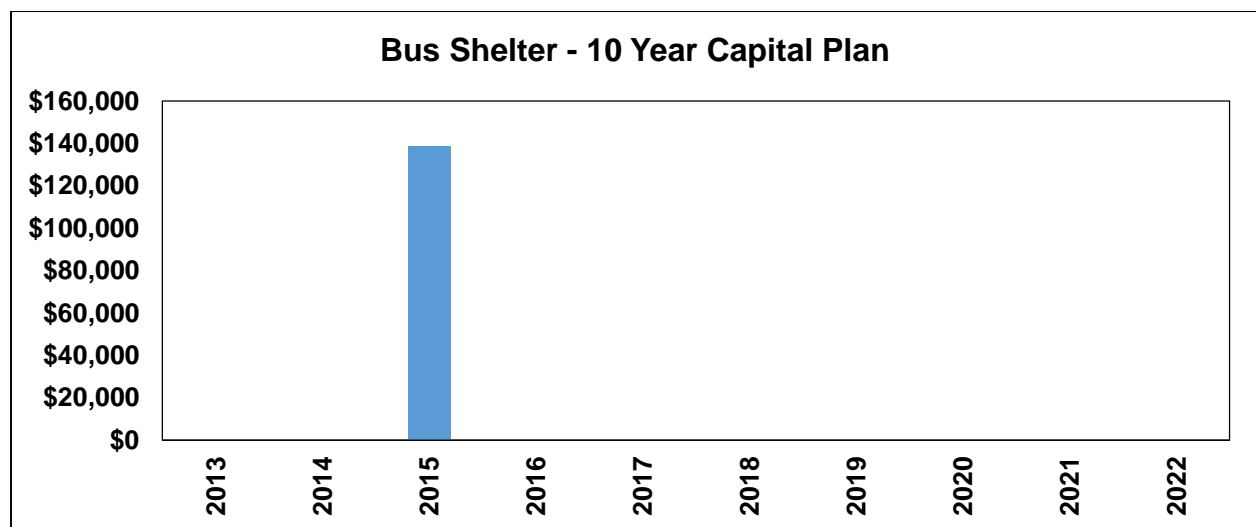
3.5.11 STREETLIGHTS

The City has pooled its streetlights into one asset group. The replacement cost is calculated using the City's estimated replacement values for 2013 and in case of the costs not given, the historical costs have been indexed using the CPI and Municipal Cost Index and added PST of 1.76% to the costs.



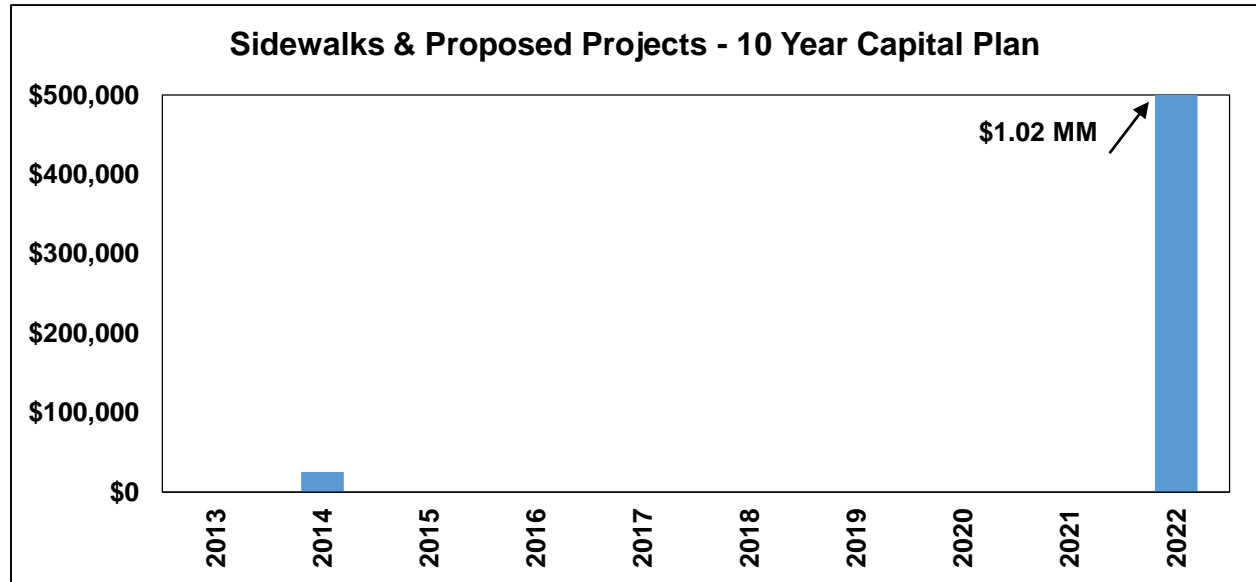
3.5.12 BUS SHELTER

The City has pooled its bus shelters into one asset group. The replacement cost is calculated using the City's estimated replacement values for 2013 and in case of the costs not given, the historical costs have been indexed using the CPI and Municipal Cost Index and added PST of 1.76% to the costs.



3.5.13 SIDEWALKS AND PROPOSED PROJECTS

The City has of 49 sidewalks. The replacement cost is calculated using the City’s estimated replacement values for 2013 and in case of the costs not given, the historical costs have been indexed (using the CPI and Municipal Cost Index and added PST of 1.76% to the costs). The City has proposed sidewalk and curb repairs in the Capital Budget for 2014, which have been placed as projects in the Appendix A.



3.5.14 POLES

This group comprises of Pole Lights installed in the park belonging to the City. The replacement cost is calculated using the City’s estimated replacement values for 2013 and added PST of 1.76% to the costs. **No lifecycle events fall for Poles in the window of this ten year Asset Management Plan.**



4 LEVELS OF SERVICE

4.1 OVERVIEW

Levels of Service (LOS) are statements of service performance delivery. LOS is established based on Council direction, the needs or wants of the community as well as legislative and regulatory requirements. This report includes Operating Performance Indicators (OPI's) for current levels of service. Through the ongoing Asset Management process LOS will be further defined for the City, the City's assets, and the community. All are interconnected.

There is likely further effort required by the City to address and formally define levels of service from a customer perspective. Asset management, at its root, is really about balancing between the full life cycle costs of various services and the levels of service being provided. It is about knowing what levels of service customers expect and what they are willing to pay. The level of service is a reflection of the quality, function and capacity of the services being provided. As a City, you might consider:

- The level of service you are currently providing to users
- The annual cost to continue to provide the current level of service
- How the current level of service is expected to change in the future given current funding levels
- If you are meeting the level of service expectations of your users given the costs to provide current, increased or decreased levels of service

Many Municipalities cannot currently answer these questions, although many are working towards this goal. If you can't answer questions about the current, future and desired levels of service (with associated costs), then it will be difficult to understand the financial implications of owning the asset going forward. The levels of service that you provide as a City directly impact many parts of asset management including both life cycle costs and risk management.

As a rough generalization, the higher the level of service provided, the higher the life cycle costs of providing that service. Levels of service drive the expected treatments in the management of infrastructure. Customer levels of service outline the overall quality, function, capacity and safety of the service being provided. Technical levels of service outline the operating, maintenance, rehabilitation, renewal and upgrade activities expected to occur within the City. When practicing asset management it is important to first document the current level of service being provided. As asset management becomes more established within your City, levels of service may be set through consultation with the community. However, it is critical that prior to consulting with the public, the current levels of service along with associated life cycle costs are understood.

It is also important to discuss how various levels of service may have different risks associated with them. These risks may play an important role in determining if certain levels of service are acceptable. As with all economic analysis, a sensitivity analysis should be carried out on those parameters which are more likely to be beyond the control of the organization, such as market forces affecting the opportunity cost of capital, community expectations/perception on risk and factors in the long-term, health and safety effects, community economic effects, environmental and social effects, feasibility including public support and the City's readiness.



4.2 METHODOLOGY

The implementation of a formal Maintenance Management System (MMS), among many other items, measures the response time, lag time, total time to resolution, resources involved, and communication logs for all issues identified internally and by customers. Going forward, this type of information not only provides the basis of resource and program management decisions, but is key information that will provide council and the public with the service level information in relation to the cost of service. Historically a significant portion of activities have been provided at a 'best we can do with what we have' basis. Through a review of design guidelines, and metrics being captured by the MMS, the City of Elliot Lake can re-orientate service delivery that is driven by service level expectations that incorporate Level of Service factors. To assist in better establishing Levels of Service, the City should also consider collecting technical performance measures needed to provide information on:

- the types of failure
- the number of customers affected
- the duration of the failure
- the severity of the failure

This kind of technical performance measurement and monitoring is undertaken to support decision-making by the asset managers within an organization. It addresses issues for consideration in effective management of the assets, such as:

- Assessing the effectiveness of the operational, maintenance and capital works program
- Review and refinement of maintenance and rehabilitation strategies and standards
- Assistance in strategic decision-making through definition of remaining life, based on the measure being assessed e.g. capacity of a pipe versus demand.

Benchmarking and other comparison management techniques are used both internally and for external regulation and monitoring, to assess the performance of infrastructure groups and asset owners. Each City needs to consider developing rating systems to judge the assets from both a City's perspective with the values that it brings to the organization, and also from a user's or regulator's perspective, in terms of the functionality, suitability, cost and service performance of the asset.

4.3 LEVELS OF SERVICE PROCESS

Some Levels of Service (LOS) for the City can be attained through documents developed in the industry and by internally focusing on technical requirements that meet generally expected levels of operation and safety:

- Provincial Minimum Maintenance Standards (MMS) for roads, street lighting, water and drainage
- Drinking Water Quality Management System (DWQMS)
- Engineering Standards Manuals

Operating Performance Indicators – These are the main activities within each operating budget cost center. These activities (OPI's) link directly to the level of service provided by the City. The OPI's also include maintenance tasks that help extend asset life. A good balance between asset replacement through capital funding and ongoing maintenance provides the best-cost efficiency and service productivity. The process is outlined in **Appendix D**.



5 FINANCIAL PROJECTIONS

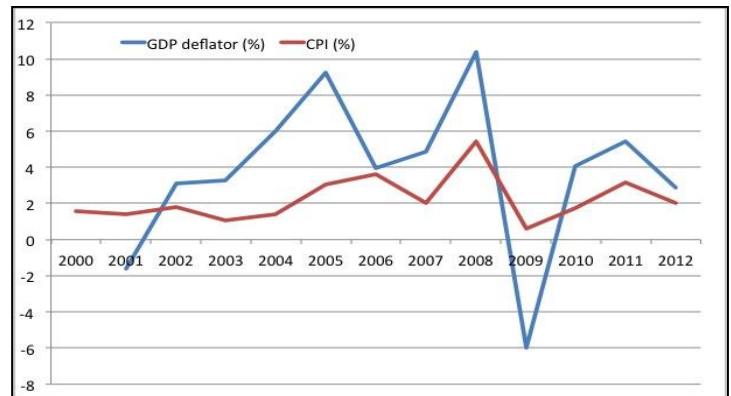
Our first steps in Financial Forecasting include compounding/inflating historical costs to Present Value (2012/13) number and then further compounding/inflating these numbers to meet future requirements. To maximize the accuracy of our projections, we have developed a comprehensive “*Municipal Cost Index (MCI)*”. To further fine-tune our projections, we do a micro analysis of your geographic region.

Our basic assumptions and calculations, included within this document, are key to the planning process and serve as the base for the forecasting and predicting your future budgetary requirements and needs.



5.1 CONSUMER PRICE INDEX: OUR PERSPECTIVE

A price index measures the change in the costs of purchasing a fixed basket of goods and services in the current period, compared to a base period, typically month-over month or year-over-year. The most widely applied measure of inflation/price index is the Consumer Price Index (CPI). Given its pervasive use in setting cost-of-living adjustments, it can be the appropriate metric when calculating the rate of consumer inflation at the national level. Major components within the CPI include housing, food, and transportation.



Source: www.marketmonetarist.com



Extending the use of the CPI into discussions about the appropriate level of tax and fee rate increases becomes problematic, however, because a government's actual experience with inflation can differ greatly from the CPI. This is because the largest expenditures for governments are typically labor, materials, and contractual services — different factors than those found in the CPI. Spending patterns that are different than those of other economic sectors. A price index that does not reflect the municipal purchasing structure does not truly reflect changes in the cost experience, and thus the purchasing power, of local governments. For instance, the CPI reflects household spending patterns that focus on shelter (27.7 percent of the Statistics Canada CPI basket), transportation (19.5 percent), food (15.5 percent), and recreation (12.9 percent) — none of which registers as leading purchase categories for local governments.

There are two main parts to the MCI calculation: the weightings of the expenditure categories (showing the relative importance of items in the index), and the inflation factor used for each component. The inflation factors for expected price changes are based on economic data from two main sources, the Conference Board of Canada (CBOC) and Statistics Canada. The key issue is to match an appropriate inflator from these external sources to the types of expenditures in each budget category. MCI can be used in the following ways:

- To measure the increase in overall municipal expenditures attributed to inflation;
- To allow managers to more closely monitor the increase in spending by expenditure category, thus making inflationary price increases or decreases more visible;
- To provide an indication of the historical, current, and future direction of prices relative to municipal expenditures;
- To explain increased expenditures attributed to inflation when submitting annual budgets.

5.2 MUNICIPAL COST INDEX

Municipal Cost Index (MCI), entails both inflationary and non-inflationary components along with their Weight and Inflaters. MCI has been created in such a way that it focuses on the overall yearly impacts of basket of goods that our clients has maximum exposure to and represents the operational/working capital needs on an ongoing basis. MCI will be used to a part of the assumptions in the following calculations:

- Municipal Cost Index is used as an integral part of Capital Planning Module, MCI served as the base for inflating/compounding historical costs to Present Value
- Financial Forecasting Municipal Cost Index will be used as an compounding/inflation factor till the 2013 financial year and then the compounding/inflationary factor will be based upon the reliable research reports like RBC, TD, Scotia Bank, Stats Canada to predict the rest of the years (basis Inflation rate, GDP growth rate, Population, Risk Free Rate, Market Premium Rate etc. will be considered for a constant growth rate)
- Break down of revenue and expenditure and predicting the sources of funds and expenses

Elliot Lake's Municipal Cost Index is attached as Appendix E.



5.3 FINANCIAL STRATEGY ASSUMPTIONS

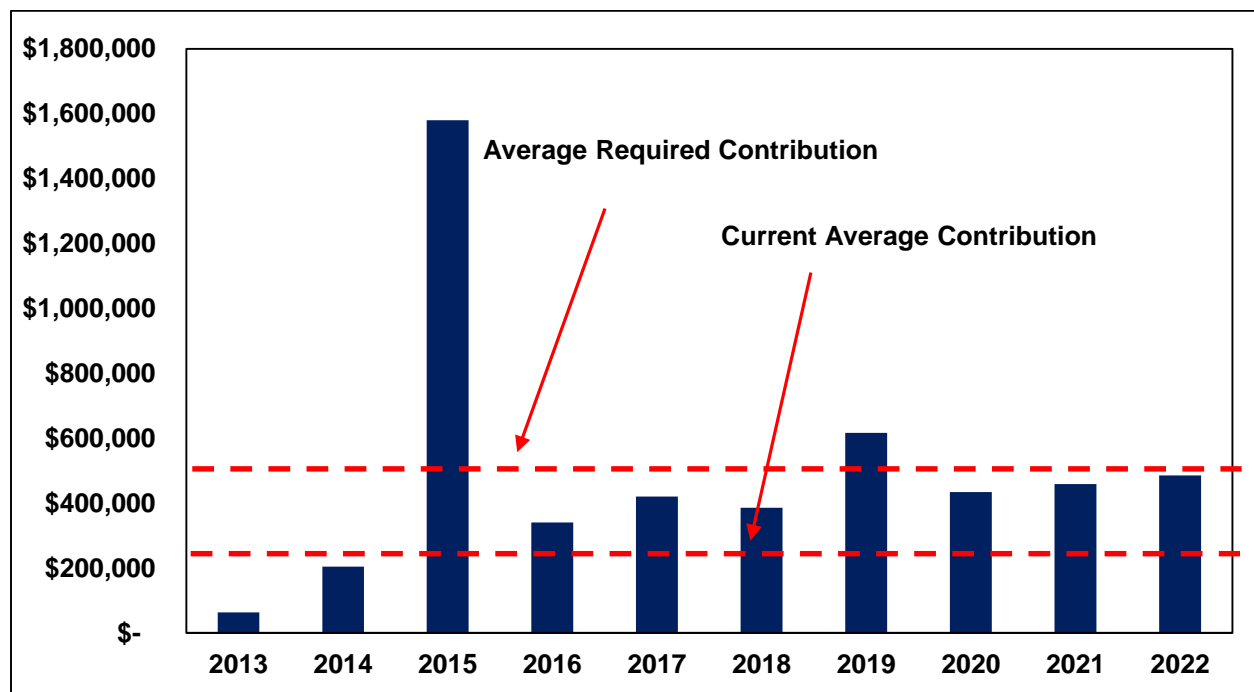
The following summarizes the key assumptions used in the preparation of the financial strategy for water, wastewater, roads and culverts:

- 2.3% annual operating income increase (property taxation, base scenario)
- 2% annual increase in User fees and 1% increase in other revenues
- 2% annual operating expenditure increase
- 2% annual increase in capital replacement costs
- Gas Tax Fund \$708,531 (not inflated)
- Existing funding sources, as identified in the 2012 FIR
- No growth related capital has been included in analysis as the financial strategy relates to the replacement of existing assets.
- Capital replacement needs as identified in the previous section of this report

It is important to keep in mind that assumptions may significantly change over time. In addition, capital replacement cost estimates may vary from current projections. As such, there is a need to monitor the financial strategy over time.

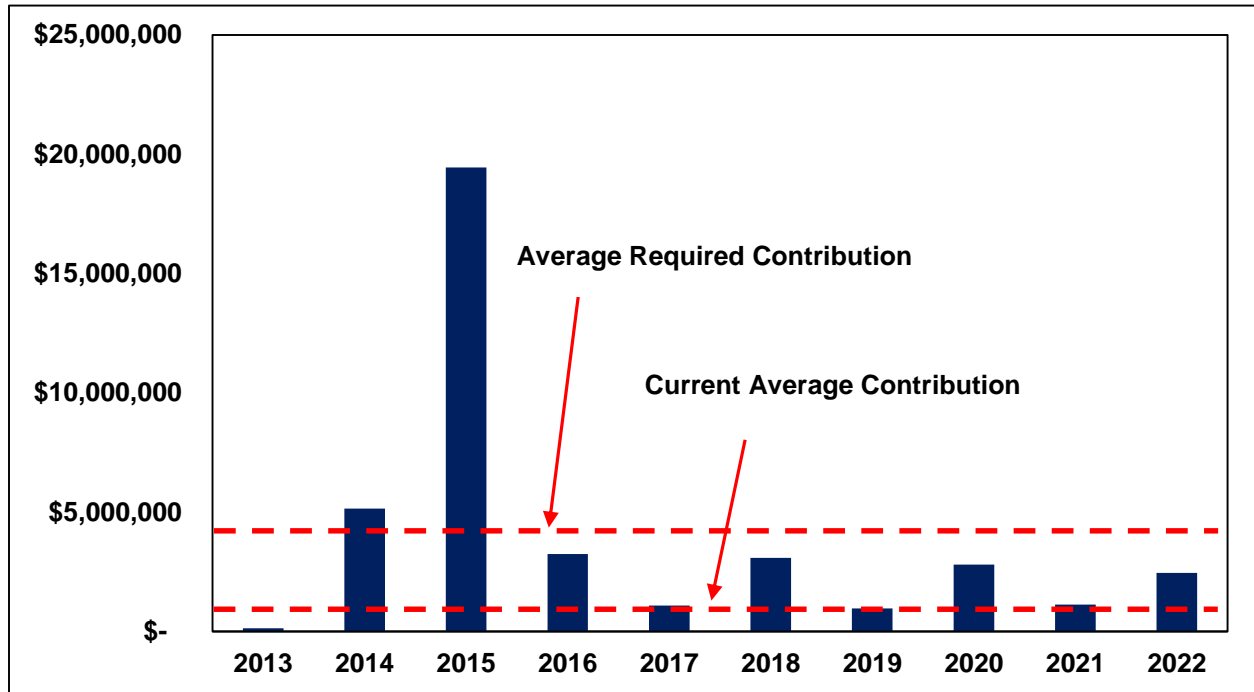
5.4 EXISTING WATER FUNDING REQUIREMENTS

The following graph reflects the annual requirements over the next 10 years to provide an understanding of the timing of the replacement requirements for water services. Over the next 10 years, the average annual capital requirement for water is \$499,106, and the current contribution is \$255,863. **The system appears to be underfunded but in order to establish an effective water reserve, it should be analyzed over a 40-50 year lifespan.**



5.5 FUNDING REQUIREMENTS

By our calculations, the average annual capital requirement is \$4.15 MM and the existing contribution to the capital program is \$613,244. The City is facing a growing infrastructure deficit like many other similarly-sized Municipalities. The City needs to substantially increase its current contribution and to continue to build reserves so that it can prepare to maintain service levels and meet capital requirements in future. The City’s strategies to close/reduce the gap will be discussed in the next section of the report.



5.6 FINANCIAL STRATEGIES – THE INFRASTRUCTURE GAP

Financial sustainability requires that a City ensure that there are sufficient resources to support the delivery of services for which the City bears responsibility. Given the need and benefit for further infrastructure investment in order to protect, sustain, and maximize the use of Elliot Lake’s infrastructure assets, a number of options and strategies have been considered.

5.6.1 STRATEGY 1: SPECIAL LEVY

General Infrastructure

An option that could be implemented is to establish a special infrastructure levy for the replacement of existing infrastructure. For example, a special infrastructure annual levy increase of 5% would generate sufficient revenues to reduce the tax related infrastructure gap beyond 10 years. The City should continue using additional funds to create healthy reserves to sustain infrastructure and service levels. These contributions would be dedicated to the replacement of the existing reserves. By increasing the levy by an additional 5% annually will increase the funds available over the 10-year period by approximately \$41.60 MM. This reflects the significant power of compounding:



- In year one, the additional 5% special levy would generate an additional \$1.54 MM
- In year 10, with an assumed 5% special infrastructure levy, this would generate an additional \$8.37 MM

The following table is provided for illustrated purposes to help explain the significant potential through a modest levy increase to address the tax infrastructure gap:

5% Special Infrastructure Levy	
2014	\$1,543,762
2015	\$2,163,917
2016	\$2,841,015
2017	\$3,579,481
2018	\$4,384,069
2019	\$5,259,888
2020	\$6,212,425
2021	\$7,247,574
2022	\$8,371,666
Total income	\$41,603,797
Average income	\$4,622,644

Water System

For water services, a special water infrastructure levy can be established for the replacement of existing infrastructure. For example, a special infrastructure annual levy increase of 2% would generate sufficient revenues to reduce the tax related infrastructure gap beyond 10 years. These additional contributions would be dedicated to the replacement of existing reserves. Increasing the levy by an additional 2% annually will increase the funds available over the 10 year period by approximately \$2.13 MM.

The following table is provided for illustration purposes to help explain the significant potential through a modest levy increase to address the user fee infrastructure gap:

2% Special Water Levy	
2014	\$66,832
2015	\$103,560
2016	\$142,646
2017	\$184,208
2018	\$228,373
2019	\$275,271
2020	\$325,038
2021	\$377,817
2022	\$433,758
Total	\$2,137,504
Average Income	\$237,500



5.6.2 STRATEGY 2: RETHINKING INFRASTRUCTURE

There is the potential to reduce infrastructure costs by determining the most cost-effective options for all capital programs for new or rehabilitated infrastructure by pursuing life cycle costing analysis which was discussed earlier in the report. Further, as indicated previously, the timing to replace assets is based on the analysis undertaken using theoretical assumptions in some cases. Due to the funds available, there will be a need to identify where the replacement of some assets may be deferred. A strategy frequently used by Municipalities is to establish priorities based on funds available and to gradually increase contributions to reserves.

Many Municipalities develop rehabilitation and replacement programs on a system wide program basis versus annual project by project basis. This will allow for improved prioritization and co-ordination of required works with in similar geographic areas.

5.6.3 STRATEGY 3: STRATEGIC USE OF DEBT

Due to the backlog in the tax-supported programs, there is a need to examine the cost/benefit of addressing these needs through the issuance of debt. Using debt strategically can provide capital funding flexibility by allowing certain infrastructure to be built and used before sufficient revenue has accumulated to offset the needed investment. Debt is frequently issued and considered a standard practice in Municipalities for capital projects that are long term in nature and that benefit future taxpayers, thereby spreading the costs across future years. As such, debt promotes inter-generational equity in that infrastructure is paid for by those who use it. With favorable interest rates and significant backlog, the City may wish to consider the need to issue debt to expedite capital replacement. Infrastructure Ontario interest rates at the time of this report are as follows:

- 10 year – 3.12%
- 15 year – 3.62%
- 20 year – 3.93%

For example, if the City were to issue \$1 million in debt to address a portion of the backlog deemed to be highest priority that was beyond reserve availability, the debt payments would be approximately \$88,000 (assuming 15 year term).

*A debt management policy improves the quality of decisions, identifies policy goals and demonstrates a commitment to long-term financial planning, including a multi-year plan. Adherence to a debt management plan signals to rating agencies and capital markets that the City is well managed and is well positioned to meet its obligations in a timely manner. The Province regulates the amount of debt Municipalities issue by setting an annual repayment limit for each City (25% of a City's own source revenues). Based on our experience, Municipalities typically establish thresholds below the Provincial limit to take into consideration taxpayer affordability and to ensure flexibility.

In addition to a debt guideline, monitoring also becomes important when considering the idea of the increased use of debt as a funding source to ensure that it is being used in a fiscally responsible manner. Government Finance Officers Association recommends that Municipalities adopt policies that specify appropriate uses for debt.

The following strategies are recommended to determine the most appropriate time to issue debt

- Debt will be proportionate to the City's tax base and will not put an excessive burden on operating expenditures.



- Outstanding and planned debt levels will not exceed an amount that can be supported by the existing and projected tax revenue base. Debt policies will focus on:
 - projected debt requirement
 - limits and benchmarks
 - term and structure of debt
 - use of reserves to offset debt issuance
- Long term debt for the replacement and refurbishment of existing capital assets will be reduced and a planned process will be developed whereby an annual contribution will be made to meet lifecycle needs of all assets.

The following policies are recommended to manage debt within the City:

- Tax Debt Charges as a percentage of Tax Own Source Revenues will not exceed 10%.
- Long term debt financing will be restricted to specific project types:
 - Increased/new services to residents for new initiatives
 - New, non-recurring infrastructure requirements
 - Projects which are supported by a business plan that show revenues will cover capital and interest costs
 - Projects where the cost of deferring expenditures exceeds debt servicing costs
 - Project costs not recovered from Development Charges
 - Projects tied to third party matching funding
 (Note: These restrictions may have to be phased in to meet short term budget challenges.)
- The length of the term of debt will not exceed the useful life of the underlying asset.
- The City will monitor and report on all forms of debt annually.

5.6.4 STRATEGY 4: USE OF GRANTS

It is well established that the condition of Canada's municipal infrastructure is one of the keys to underpinning, maintaining and enhancing Canada's economic productivity and competitiveness. It is therefore clearly in the national and provincial interests for the federal and provincial government to institute permanent and sustainable infrastructure funding. Along with the strategic use of debt, the City can also apply for the grants available from the Provincial and Federal governments. Some significant components of the infrastructure deficit can be dealt with through close monitoring of grant programs and a careful expression of interest to access these funds.

Kathleen Wynn's Provincial Liberal minority government passed its budget bill this past spring, with plans to inject \$13.5 billion in 2013-14 toward the province's infrastructure deficit. The Province, with its partners, plans to continue to revitalize infrastructure in Ontario with programs like the Building Together and the Small, Rural and Northern Municipal Infrastructure Fund.

Steven Harper's Conservative majority government has just announced the New Federal Building Canada Plan with 53 billion over the next 10 years including over \$47 billion in new funding including the Gas Tax Fund (\$21.8 billion), now indexed and will now give Municipalities flexibility for a broader range of infrastructure priorities, an incremental Goods and Services Tax Rebate for Municipalities (\$10.4 billion), a new Building Canada Fund with two components:

- A \$4-billion, merit-based, National Infrastructure Component
- A \$10-billion Provincial-Territorial Infrastructure Component



Finally, the Federal Government is adding an additional \$1.25 billion in funding for **P3 Canada**, which will continue to be administered by [PPP Canada Inc.](#)

6 RECOMMENDATIONS

6.1 SOTI RECOMMENDATIONS

The SOTI/Capital Plan identifies a number of asset-specific recommendations. However, there are six recurring recommendations that should be addressed in future strategic asset management initiatives:

1. Develop, through more detailed analysis, a plan for allocating the additional funds to the operating and/or capital budgets, as required, in order to successfully develop, implement, and maintain the required asset management plans;
2. Develop a policy and implement a strategy to reach long term sustainable funding for each of the assets covered in this SOTI Report;
3. Implement a comprehensive budget structure along service delivery lines, so that service managers can adequately know what the true total cost of their service is (including asset management, operations, capital, and borrowing costs).
4. Review the selection and use of rehabilitation strategies on life-cycle costing and on a return-on-investment (ROI) basis.
5. Review operating and maintenance practices balancing least life-cycle cost against level of service and risk exposure, on a business-case basis using InfraGuide Best Practices and other industry sources;
6. Provide regular updates to the SOTI Report Card and Analysis

6.2 CAPITAL PLAN RECOMMENDATIONS

1. That asset condition assessment of capital assets should be considered wherever feasible. The application of a standard life expectancy of an asset reflects a financial approach (PSAB 3150). Age-based condition assessment has **the least level of confidence for building a capital plan.**
2. That the City of Elliot Lake could consider releasing a policy defining its strategy and intention as it pertains to the infrastructure deficit, including communications to the general public.
3. That the City address their infrastructure deficit.
4. That the City proactively define organizational responsibilities to maintain the asset inventory including proposed and actual project cost information, updating the data as assets are acquired or betterments are added to existing assets and projects are started and completed. In this manner, the accuracy of future Capital Plans will increase over time.
5. That the City consider establishing as policy the following guiding principles, that it be:
 - a) **Customer Focused:** To have clearly defined Levels of Service and applying asset management practices to maintain the confidence of residents in how the City of Elliot Lake assets are managed.
 - b) **Forward Looking:** To make the appropriate decisions and provisions to better enable its assets to meet future challenges, including changing demographics and populations, customer expectations, legislative requirements, technological and environmental factors.



- c) **Service Focused:** To consider all the assets in a service context and taking into account their interrelationships as opposed to optimizing individual assets in isolation.
 - d) **Risk-based:** To manage the asset risk associated with attaining the agreed levels of service by focusing resources, expenditures, and priorities based upon risk assessments and the corresponding cost/benefit recognizing that public safety is the priority.
 - e) **Value-Based/Affordable:** To choose practices, interventions and operations that aim at reducing the life cycle cost of asset ownership, while satisfying agreed levels of service. Decisions are based on balancing service levels, risks, and costs.
 - f) **Holistic:** To take a comprehensive approach that looks at the “big picture” and considers the combined impact of managing all aspects of the asset life cycle.
 - g) **Systematic:** To adopt a formal, consistent, repeatable approach to the management of its assets that will ensure services are provided in the most effective manner.
 - h) **Innovative:** To continually improve its asset management approach, by driving innovation in the development of tools, practices, and solutions.
6. To meet the goals and objectives of this policy, senior management could consider:
- a) The creation and maintenance of a Comprehensive Asset Management (CAM) governance structure to lead the development of AM tools and practices and to oversee their application across the organization.
 - b) Adopt a Comprehensive Asset Management Strategy (AMS) to:
 - Establish, document and continually adhere to industry recognized asset management protocols;
 - Develop asset management knowledge and competencies aligned with recognized competency frameworks;
 - Entrench lifecycle costing when evaluating competing asset investment needs across the City assets;
 - Monitor the performance of the assets and track the effectiveness of AM practices with a view to continuous improvement;
 - Where practical, strive to go beyond minimum legislative requirements as an enabler to make the City of Elliot Lake assets more resilient to changing social, environmental and economic conditions.
 - **Establish a capital projects prioritization matrix, as per Appendix C**

6.3 LEVEL OF SERVICE RECOMMENDATIONS

1. We recommend that the City incorporate a Level of Service analysis prior to resolving the infrastructure deficit in order to maximize the impact of their capital investments with the objective to:
 - Refine levels of service that balance customer expectations with risk, affordability and timing constraints as it pertains to the City’s unique requirements;
 - Adopt risk-based decision-making processes that consider the likelihood of asset failure and the consequence of a failure with regards to impacts on safety and levels of service;
2. To assist in better establishing Levels of Service, the City should consider collecting technical performance measures required to provide information on:
 - the types of failure



- the number of customers affected
 - the duration of the failure
 - the severity of the failure
3. To support decision-making for effective management of the assets, the City should consider technical performance measurement and monitoring, undertaken by the City such as:
- Assessing the effectiveness of the operational, maintenance and capital works program
 - Review and refinement of maintenance and rehabilitation strategies and standards
 - Assistance in strategic decision-making through definition of remaining life, based on the measure being assessed
 - **The City should use the Appendix D document as an example of how they might establish reasonable Levels of Service for the community.**

6.4 FINANCIAL STRATEGY RECOMMENDATIONS

It is well recognized that a Financial Strategy to support the asset management plan is a dynamic document that should be updated and re-evaluated on an ongoing basis. The City should give due consideration to the following points:

1. The City has insufficient funds from existing sources to proactively manage its infrastructure and will need to prioritize its requirements to maximizing the impact of existing financial resources.
2. The City has a growing infrastructure deficit which is serious considering its population and tax base. A special infrastructure levy will help the City to reduce the gap over time and should be taken into consideration.
3. In the event that the City implements an infrastructure levy, a percentage of the additional funds should be transferred into a reserve so that the City has some flexibility to prioritize and sustain future infrastructure and service level requirements.
4. The City requires a rate review and should consider a special infrastructure levy for its Water Projects based on a detailed analysis, so as to create reserves to be able to sustain the current and future service levels and begin to close the infrastructure deficit.
5. The City needs to be proactive in reviewing and capitalizing on the upcoming Province and Federal programs, as the City will need financial assistance to close its infrastructure deficit. It should seek government grants to be able to undertake the capital projects outlined in this Asset Management Plan.
6. The City needs to be proactive in reviewing funding options including Infrastructure Ontario Lending Policies, Private Public Partnerships, user fees and other funding options to have an understanding of financing options.
7. The City needs to embrace the principles of Asset Management to formulate assumptions, projections and strategies going forward. The Plan should be modified on an ongoing basis based on changes in the municipal environment.
8. The City should track and build awareness of the results of its projections on current operating and capital spending and funding levels with the objective of fine tuning the forecasting process.
9. The City should continue the analysis and examination of key financial goals and strategies that guide future priorities and expenditures.



7 CONCLUSION

As a general comment, the City of Elliot Lake is hampered by limited revenue and extensive infrastructure. ISI worked with staff who were knowledgeable and committed. The information we received was, by in large, accurate and well organized. The overall state of the linear infrastructure at the City of Elliot Lake is in line with the vast majority of municipalities in this Province.

As highlighted in the Report Card, the current state of the linear infrastructure, based on available condition rating and age analysis, presents a picture of the City's linear assets to be in need of substantial work and the City should continue to be proactive in their strategies, so as to extend asset useful life and avoid major rehabilitation/reconstruction or replacement costs.

It is highly recommended that the City of Elliot Lake embrace the principles of Asset Management. Managing existing infrastructure, doing the right thing, at the right time, involves knowing and actually doing the most cost-effective maintenance, repair, rehabilitation or replacement activity at the right time throughout the entire life cycle of the asset. Beyond cost savings, assets need to be viewed in terms of their ability to enhance quality, function, capacity and safety of the service being provided.

The process of implementing Asset Management is rife with challenge. It requires clear direction from Council. It requires significant cross-departmental cooperation. It requires the allocating of time, energy, and resource to assume new responsibilities. It requires consultation with the community. It requires working with constrained budgets to balance priorities. Because infrastructure management deals with assets that have long lifespans, it may take years before a substantial financial return on investment (ROI) becomes apparent. Still, managing existing, capital intensive, public sector infrastructure asset could provide very significant benefits (i.e. 20 – 40% reductions in life cycle costs).

Finally, the City will likely be faced with difficult decisions over the next years, and the infrastructure deficit will continue to widen without corrective action. The Council should put together a public communication program to engage the community in discussing the true cost of services and the assets required to provide those services. Develop and implement service levels that are in line with public expectations and willingness to pay.

We appreciate having been awarded the contract to build your Asset Management Plan and trust that this work is the beginning of a long and positive relationship with Elliot Lake. Infrastructure Solutions Engineering provides Strategic Plans, condition assessments, financial analysis, and a wide range of consulting and engineering services. Please consider us a resource.



APPENDIX A - DETAILED LIST OF CAPITAL PROJECTS

Click on the Dropbox hyperlink below for a detailed list of your Capital Projects over the next 10 years:

[APPENDIX A - DETAILED LIST OF CAPITAL PROJECTS](#)



APPENDIX B – ASSET USEFUL LIFE

Departments	Assets	Useful Life as per CIP (Years)	Source
Transportation Network	HCB Roads	50 (Total Reconstruction)	Infrastructure Report
	LCB Roads	50 (Total Reconstruction)	Infrastructure Report
	Gravel Roads	(Recurrent Resurfacing)	Infrastructure Report
	Sidewalks	45	Infrastructure Report
	Streetlights	60	Infrastructure Report
Traffic	Parking Area	Varies	As per the TCA Policy
Structure	Bridges	Metal 65 & Wood 30	Infrastructure Report
Facility	Treatment Plant	50	Infrastructure Report
	Buildings	Varies	As per the TCA Policy
Sewer Network	Pumpstation WW	40	Infrastructure Report
	Sewerline (Storm)	85	Infrastructure Report
	Sewerline (Waste Water)	80	Infrastructure Report
	Sanitary Forcemain	80	Infrastructure Report
	Outfall	85	Infrastructure Report
Water Network	Waterlines	75	Infrastructure Report
	Water Reservoir	50	Infrastructure Report
	Hydrants	50	Infrastructure Report
	Water Well	10	As per the TCA Policy
Facility	Treatment Plant	40	As per the TCA Policy
Equipment	Equipment	Varies	As per the TCA Policy
Fleet	Vehicle	Varies	As per the TCA Policy
Parks	Recreation Area	Varies	As per the TCA Policy
Bus Shelter	Bus Shelter	25	As per the TCA Policy
Poles	Poles	10	As per the TCA Policy



APPENDIX C – CAPITAL PLAN PRIORITIZATION MATRIX

Definition		Maximum Points	Percentage Weightage
Goals/Objectives	Extent to which project meets goals & objectives of the City's council	25	15.9
Safety	Extent to which project eliminates, prevents, or reduces an immediate hazard to safety	14	8.9
Mandates	Extent to which project helps council meet existing or new mandates	13	8.3
Timing/Linkages	Extent to which project is timely, a continuation of project currently underway, related to other high priority projects etc.	12	7.6
Economic Impact	Extent to which project enhances economic development in City or directly/indirectly adds to tax base	11	7
Efficiencies	Extent to which project contributes to savings in City's operating/capital expending	10	6.4
Maintain Current Level of Service	Extent to which project is necessary for City to continue to provide one or more services at current standards	9	5.7
Improving Access	Extent to which project improves citizen access to current services	8	5.1
Service Improvement	Extent to which project improves the quality of exiting services	7	4.5
Service Addition	Extent to which project increases the quantity of exiting services	3	1.9
Operating Budget Impact	Projects that lower future operating expenses receive a positive score, ranging from 0 to 15. Projects that have no effect on operating expenses receive a score of 0. Projects that increase operating expenses score anywhere from 0 to -15	0-15, 0, 0-(15)	9.5
Community Support	Extent to which project has broad and/or strong support from the community	10	6.4
Financing	Extent to which project can be financed with non-general fund revenue sources	15	9.5
Timeliness of Submission	Extent to which project request is submitted in a timely way	5	3.2
		142	100



APPENDIX D - OPERATING PERFORMANCE INDICATORS EXAMPLES

ROADS				
Service	Operating Performance Indicators (OPI)	Current Performance	Target Performance	Timeframe
Examples for Roads below:				
Road Maintenance & Repairs	Complete approximately X work orders per year for service requests including pot hole repair, minor asphalt patching, sightline improvement, MVA clean-up.	1500	500	3 Years
Brushing and Roadside Mowing	Complete approximately X km's of brushing on roadsides annually.	N/A	50 km	2 Years
	Complete roadside mowing X times annually	2	3	3 years
Boulevard Maintenance	Twice per year cut every boulevard in the city.	2	3	3 Years
	Annual weeding, cleaning and caulking of X km of sidewalk and curb.	7	7	
	Maintain sight lines at intersections for vehicle and pedestrian safety.	14 Days	14 Days	Timeline Achieved
	Roads Recapped ____ km's - Annual Average	8	30	2 Years
	Gravel Roads Surface Treated ____ km's - Annual Average	3.5	20	2 Years
Curbing/Shoulders	Annual repair, by August, of all curbing damage in previous winter.	September	July	1 Year
Sidewalks & Walkways	Completed Inspections ____ times per year	1	1	Timeline Achieved
	Sidewalks / Walkways swept ____ times per year	1	1	Timeline Achieved
Vandalism	Within X hours of notification, remove graffiti.	48	24	1 Year
Street Lighting	Service requests for street light repair completed within X hours.	5 days	48 hours	1 Year
Signs	Annual inspection and maintenance of all X stop signs.	1225	1225	Timeline Achieved
	Annual inspection of crosswalk, pedestrian, school and playground signs and beacons.	September	July	1 Year



	Annual Upgrade of X signs to diamond grade	12	25	1 Year
Snow and Ice Control	Major roads including emergency routes during winter events.	16 Hours	16 Hours	Timeline Achieved
	Residential areas – through roads first then cul-de-sacs and dead ends.	16 Hours	16 Hours	Timeline Achieved
	Residential areas will be ploughed and maintained within 96 hours unless snow and icy conditions return crews back to major roads.	16 Hours	16 Hours	Timeline Achieved

VEHICLES - FLEET

Service	Operating Performance Indicators (OPI)	Current Performance	Target Performance	Timeframe
Fleet Maintenance	Undertake preventative maintenance and repairs to meet industry standards for safety and operation.	Daily	Daily	Timeline Achieved
	Maintain fleet availability at X%.	80	100	3 Years
Small Equipment	Inventory, maintain and repair X pieces of small equipment for use by all departments.	40	40	Timeline Achieved
Preventative Maintenance Services	X units inspected every X months to maintain safety and fleet efficiency.	32 Units every 250 Hours	32 Units every 250 Hours	Timeline Achieved

WATER

Service	Operating Performance Indicators (OPI)	Current Performance	Target Performance	Timeframe
Valves & Air Valves	Exercise all line valves X per year with monthly/quarterly/yearly reporting	1	1	present
Water Main Breaks	Upon notification emergency response and water shut down within X minutes.	60	60	present
	Repair completed and water service re-instated within X hours.	12	12	present
	Currently experiencing X breaks per year on average	0	>2	present
Service Connection Renewals	X renewals completed each year on average.	0		
	Service connections associated with Road Rehab Program and capital projects are checked and replaced as necessary.	at that time	at that time	present



Pump Stations	Annual painting	no	yes	2014
	Annual vegetation control	yes	yes	present
	X year cycle – rebuild control valves.	as necessary	10 years	2014
	X year cycle – rebuild or replace pumps.	as necessary	15 years	2014
	Weekly trouble shooting and repairs	yes	yes	present
	X weekly visual inspections	7	7	present
Stations	Maintain all pressure reducing stations to operate without failure.	as necessary	every 5 years	2015
	X year cycle - complete replacement of each station	as necessary	as necessary	present
	X year cycle - complete rebuild of system.	as necessary	every 10 years	2015
	Annual painting and vegetation control.	n/a	n/a	n/a
Water Testing	100% of water samples contain no bacteriological contaminants.	100%	100%	present
	Monthly reporting	no	no	present
WPC Chlorination	Disinfects X% of City supply.	100%	100%	present
	Daily data acquisition and inspection	yes	yes	present
	Daily water testing	yes	yes	present
	Monthly chlorine cylinder replacement.	n/a	n/a	n/a
	Semi-annual chlorination equipment replacement and repairs	n/a	n/a	n/a
	Annual painting and vegetation removal	n/a	n/a	n/a
	X year cycle - replacement of small piping and control valves.	as necessary	every 10 years	2014
Reservoir Chlorination	Disinfects X% of City supply	n/a	n/a	n/a
Water Main Flushing	Annually flush all supply lines.	annual	annual	present
Service Call-outs	Provide 24/7 on call coverage for emergency response.	yes	yes	present
DRAINAGE				
Service	Operating Performance Indicators (OPI)	Current Performance	Target Performance	Timeframe
Examples for Drainage below:				
Flushing	Annual flushing of 100 m of the 236 m storm system	50	100	2014
Video Inspections	Annual video inspection of 10m of the storm system.	5	10	2014



Manholes / Cleanouts	Install and repair manholes and cleanouts.	yearly	yearly	present
Catch Basins	Annual inspection and cleaning of all 793 catch basins	150	250	2014
Detention Systems	Annual inspection of all X detention systems.	N/A		
Inlet / Outlet Structures	As needed Inspect and clean all critical inlet and outlet structures and service before, during and post-storm events.	yes	yes	present
	Annual inspection and maintenance of inlet and outlet structures.	yes	yes	present
Ditch Cleaning	Annual inspection of all ditches and clean as needed.	yes	yes	present
Culverts	Repair driveway and road crossing culverts as assigned through work orders.	yes	yes	present
Service Call-outs	Provide 24/7 on call coverage for sewer and drainage emergency response.	yes	yes	Present



APPENDIX E – MUNICIPAL COST INDEX

MCI(Region 5)								
COMPONENTS	Weights	Inflators for Each Component						
		2006	2007	2008	2009	2010	2011	2012
Wages and Salaries and Benefits	22%		0%	5%		8%	4%	
Interest on Long Term Debt	1%				-12%			
Materials	25%		-3%	13%		-4%	4%	
Contracted Services	19%				-3%	3%	9%	
Rents and Financial Expenses	5%							
External Transfers	18%			-2%	19%		-14%	
Amortization	11%					13%	4%	
Average MCI		4.02%						

Notes:

- Municipal Cost Index, is calculated to better represent the municipal purchasing power and cost experience, so ISI will use 4.02% as the compounding/inflationary factor up until 2013
- Municipal Cost Index represents the basket of goods and services which is consumed/used by Municipalities and represents the operational/working capital needs on an on-going basis
- Assigned weights represents the percentage of services/goods consumed out of total spend
- Inflators represent the year on year changes in the components
- Component's weight and inflators, sum all represents the overall cost experience for the Municipalities/region as compared to CPI
- MCI is created as to minimize the variation/deviations of cost/purchasing experience in the region
- The source of Municipal Cost Index are the Financial Statements for your specific region
- Outliers have been removed from the data for Municipal Cost Index calculation to average out/standardized data

