

**Township of Douro-Dummer  
Strategic Asset Management Policy**

Approved By: Council  
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**Policy Statement**

This policy describes the strategic asset management principles and guidelines for the Township of Douro-Dummer

**1.0 BACKGROUND & PURPOSE**

In 2015, the Province of Ontario established the Infrastructure for Jobs and Prosperity Act.

The purpose of this Act is to establish mechanisms to encourage principled, evidence-based and strategic long-term infrastructure planning that supports job creation and training opportunities, economic growth, protection of the environment, and incorporate design excellence into infrastructure planning.

In December 2017, Ontario Regulation 588/17 Asset Management Planning for Municipal Infrastructure (O. Reg. 588/17) was passed under the Infrastructure for Jobs and Prosperity Act. The regulation aims to provide a more standardized framework to facilitate asset management planning for Ontario municipalities. One of the requirements of the regulations is to develop a Strategic Asset Management Policy (SAMP) which will help the Township document the relationship between the Asset Management Plan (AMP) and existing policies and practices as well as provide guidance for future capital investment decision making. The Strategic Asset Management Policy is mandated to be in place by July 1st, 2019, and be updated at least every 5 years. As such, this policy aims to provide a framework for asset management planning in Douro-Dummer and to meet O. Regulation 588/17 requirements.

**1.1 Purpose**

The purpose of this policy is to provide the Township with clear guidelines and processes to achieve the following asset management objectives:

Align the asset management plan with existing and future plans and policies to help inform the Township's overall capital investment decision making process and budget process.

Ensure the asset management plan is incorporated into the following Municipal processes:

- Annual budgeting;
- Financial plans; and
- Alignment with the Ontario land-use planning framework.

Commit to integrate asset management planning that:

- Incorporates long-term planning for a changing climate wherever the Township deems it necessary;
- Co-ordinates infrastructure planning with municipal neighbours and upper levels of government; and
- Provides opportunity for residents of Douro-Dummer to give input on asset management matters.

## **1.2 Guide to the Township's Strategic Asset Management Policy**

Each section of the Strategic Asset Management Policy (SAMP) outlines the methods the Township is committed to employ in order to achieve the policy objectives set out in Ontario Regulation 588/17.

It is important to note that the SAMP provides the Township with high level guiding principles of asset management but it does not speak to the more technical information on infrastructure needs and long-term funding strategies. The Asset Management Plan (AMP) on the other hand contains technical information on the state of current infrastructure, levels of service, maintenance strategies, long-term capital needs and funding strategy scenarios. The AMP document is also complemented by a financial model for staff use, and the document will be issued under separate cover. Both the SAMP and the AMP are not intended to replace the Township's decision-making process but are important tools to help inform it.

## **2.0 DEFINITIONS**

### **Asset**

A physical item owned by the township that supports service delivery, such as roads, buildings, or fleet vehicles.

### **Asset Management (AM)**

A systematic process of planning, maintaining, upgrading, and disposing of assets in a way that delivers sustainable, reliable services to the community.

**Asset Management Plan (AMP)**

A strategic document outlining the condition, performance, lifecycle costs, and funding needs of municipal infrastructure to guide long-term investment and service delivery.

**Capital Budget**

The portion of the municipal budget dedicated to long-term investments in infrastructure renewal, rehabilitation, or replacement.

**Capitalization Threshold**

The minimum cost and useful life an asset must have to be recorded as a tangible capital asset under public sector accounting standards.

**Climate Change Adaptation**

Actions taken to anticipate and respond to the effects of climate change on infrastructure, such as extreme weather events or freeze-thaw cycles.

**Confidence Level Rating**

A method used to assess the reliability and completeness of asset data and process effectiveness, supporting continuous improvement in asset management.

**Development Charges (DC)**

Fees collected from developers to help pay for the cost of growth-related infrastructure as outlined in a Development Charges Background Study.

**Disposal Activities**

Planned removal and proper disposal of assets that are no longer in use.

**Green infrastructure asset**

An infrastructure asset consisting of natural or human-made elements that provide ecological and hydrological functions and processes and includes natural heritage features and systems, parklands, stormwater management systems, street trees, urban forests, natural channels, permeable surfaces and green roofs.

**Infrastructure for Jobs and Prosperity Act (2015)**

Legislation enacted by the Province of Ontario to promote long-term, strategic, and evidence-based infrastructure planning.

**ISO 55000**

An international standard providing guidance on best practices for asset management systems, including strategy, risk, and performance evaluation.

**Levels of Service (LoS)**

Measures of the quality, efficiency, and effectiveness of services delivered through municipal assets, based on both community expectations and technical standards.

**Lifecycle activities**

are a set of activities undertaken with respect to a municipal infrastructure asset over its service life, including constructing, maintaining, renewing, operating and decommissioning, and all engineering and design work associated with those activities.

**Lifecycle Costing**

The total cost of owning, operating, maintaining, and disposing of an asset over its useful life.

**Municipal Comprehensive Review (MCR)**

A detailed analysis of population, housing, and employment trends used to plan future land use and infrastructure needs, typically undertaken in coordination with the County and inline with Provincial policy.

**Non-Infrastructure Solutions**

Actions that support better asset management without building new infrastructure, such as staff training, asset software, or condition assessments.

**Official Plan**

A long-term planning document guiding land use, growth, and infrastructure development in accordance with provincial policy.

**Ontario Regulation 588/17**

A provincial regulation under the Infrastructure for Jobs and Prosperity Act that sets out requirements for municipal asset management planning, including timelines and content.

**Provincial Policy Statement (PPS)**

Ontario-wide policies providing direction on land use planning to promote strong communities, environmental protection, and economic growth.

**Public Sector Accounting Board (PSAB)**

The Canadian body that sets financial reporting standards for public sector entities, including guidance on accounting for tangible capital assets.

**Renewal/Rehabilitation Activities**

Interventions to extend the life of an existing asset, such as resurfacing roads or replacing building roofs.

### **Replacement Activities**

Complete removal and reconstruction of an asset when it reaches the end of its useful life.

### **Strategic Asset Management Policy (SAMP)**

A high-level policy document required under O. Reg. 588/17 that outlines the principles and processes that guide asset management planning.

### **Tangible Capital Assets (TCA)**

Municipal assets that have a physical form, are used in operations, and have a useful life of more than one year, reported for financial purposes.

## **3.0 ALIGNMENT WITH MUNICIPAL POLICIES**

The Township's Asset Management Plan (AMP) is intended to be a tool to help guide capital investment decisions and optimize service delivery. The AMP must therefore be in alignment with other Municipal policies and strategic objectives.

### **3.1 Township Vision Statement**

The Township of Douro-Dummer's Core Vision is:

Douro-Dummer is a thriving community that celebrates the beauty of nature through regenerative and sustainable environmental practices, promotes opportunities for growth by attracting and retaining small businesses to the area, and fosters a sense of pride and belonging in the community through active communication and collaboration between the Township and its residents.

Source: Township Strategic Plan 2023-2027.

The AMP provides Council and staff with a long-term guide to inform capital investment decisions, an important component to deliver responsible government. Furthermore, the AMP includes analysis on service levels and proposed target service levels in the future. This analysis is reviewed by staff and Council to ensure services are provided in an efficient manner. Finally, the AMP includes assets in the Development Charges Background Study and outlines the long-term financial requirements of these assets, which will help promote future growth opportunities.

### **3.2 Support of Municipal Plans and Policies**

The AMP has been developed to support the overall operational framework of the Township and support key policies and plans including, but not limited to:

- Township Strategic Plan 2023-2027
- The County Official Plan
- Development Charges Background Study
- Departmental work plans
- Annual budget process
- Policies and procedures for Tangible Capital Assets
- Policies and procedures for the Procurement of Goods and Services, Payments of Accounts and Disposal of Surplus Goods
- Township Accessibility Policies and Procedures

### **Commitment and Integration of AMP with Municipal Policies and Practices**

Council and staff will review the SAMP on a regular basis (minimum every 5 years) and ensure that the AMP is incorporated into and used to support other Municipal strategies and practices which involve the management or investment of new or existing capital assets.

Asset management planning will not occur in isolation of other Municipal plans and policies but will be used to inform the strategic decisions related to capital investments based on the lifecycle analysis presented in the AMP.

In the case of new capital recommendations that are not included in the existing AMP, the assumptions in the AMP will be used to perform a life cycle analysis of those assets.

This applies to the policies and plans listed above and any future plans that require decisions on infrastructure investment.

### **4.0 GUIDING PRINCIPLES**

As required by Section 3 of the Infrastructure for Jobs and Prosperity Act, 2015, the Township of Douro-Dummer is committed to adhere to the following principles:

1. Infrastructure planning and investment should take a long-term view, and decision makers should take into account the needs of Ontarians by being mindful of, among other things, demographic and economic trends in Ontario.
2. Infrastructure planning and investment should take into account any applicable budgets or fiscal plans, such as fiscal plans released under the Fiscal Transparency and Accountability Act, 2004 and budgets adopted under Part VII of the Municipal Act, 2001.

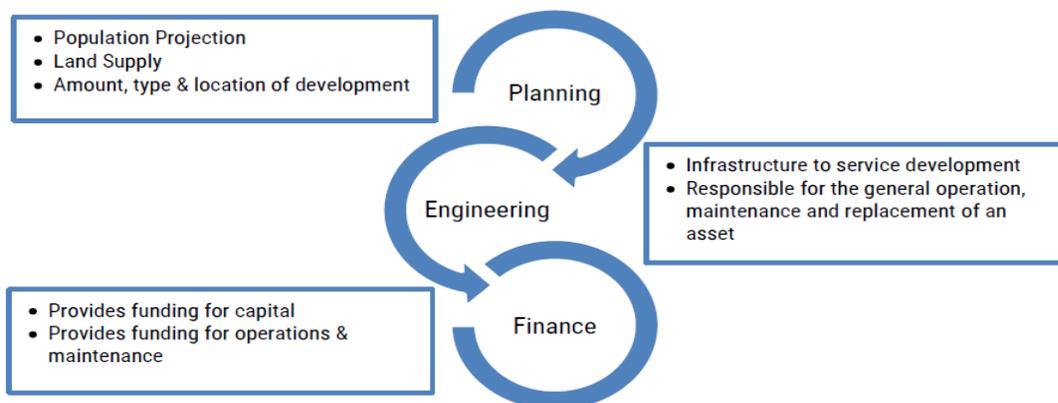
3. Infrastructure priorities should be clearly identified in order to better inform investment decisions respecting infrastructure.
4. Infrastructure planning and investment should ensure the continued provision of core public services, such as health care and education.
5. Infrastructure planning and investment should promote economic competitiveness, productivity, job creation and training opportunities.
6. Infrastructure planning and investment should ensure that the health and safety of workers involved in the construction and maintenance of infrastructure assets is protected.
7. Infrastructure planning and investment should foster innovation by creating opportunities to make use of innovative technologies, services and practices, particularly where doing so would utilize technology, techniques and practices developed in Ontario.
8. Infrastructure planning and investment should be evidence based and transparent, and, subject to any restrictions or prohibitions under an Act or otherwise by law on the collection, use or disclosure of information,
  - i. Investment decisions respecting infrastructure should be made on the basis of information that is either publicly available or is made available to the public; and
  - ii. Information with implications for infrastructure planning should be shared between the Government and broader public sector entities and should factor into investment decisions respecting infrastructure.
9. Where provincial or municipal plans or strategies have been established in Ontario, under an Act or otherwise, but do not bind or apply to the Government or the broader public sector entity, as the case may be, the Government or broader public sector entity should nevertheless be mindful of those plans and strategies and make investment decisions respecting infrastructure that support them, to the extent that they are relevant. Examples of plans and strategies to which this paragraph may apply include:
  - i. Policy statements issued under section 3 of the Planning Act, and provincial plans as defined by that Act; and
  - ii. Municipal water sustainability plans submitted under the Water Opportunities Act, 2010.
10. Infrastructure planning and investment should promote accessibility for persons with disabilities.
11. Infrastructure planning and investment should minimize the impact of infrastructure on the environment and respect and help maintain ecological and biological diversity, and infrastructure should be designed to be resilient to the effects of climate change.
12. Infrastructure planning and investment should endeavour to make use of acceptable recycled aggregates.
13. Infrastructure planning and investment should promote community benefits, being the supplementary social and economic benefits arising from an infrastructure project that are intended to improve the well-being of a community

affected by the project, such as local job creation and training opportunities (including for apprentices, within the meaning of section 9 of the Act), improvement of public space within the community, and any specific benefits identified by the community.

14. Any other principles that may be prescribed for the Government or the broader public sector entity, as the case may be.

## 5.0 ALIGNMENT WITH LAND USE PLANNING

The alignment of municipal planning initiatives and asset management is particularly important when considering corporate planning initiatives and resources. The Building and Planning Department supports provincial land-use legislation and incorporates the key policy principles and issues that affect each community. The figure below outlines the overarching link between land use planning practices and the effect of those decisions on the placement of infrastructure and how those assets are managed over the full lifecycle.



Four key planning related documents which align to the Township’s asset management Program:

### 1. Provincial Policy Statement

The Provincial Policy Statement (PPS, 2024) is the statement of the Government's policies on land use planning. It applies province-wide and provides clear policy direction on land use planning to promote strong communities, a strong economy, and a clean and healthy environment. Specifically related to asset management, the PPS has several policies related to the efficient use and management of land and infrastructure and ensuring infrastructure is financially viable over the lifecycle of the asset.

### 2. Official Plan

Some of the key goals identified through the County of Peterborough Official Plan (1994 with amendments consolidated to June 2025) relates to the overall principles of asset management and identifies the efficient use of resources as a key policy item.

### **3. Municipal Comprehensive Review**

The Township of Douro-Dummer, as part of the County of Peterborough's Comprehensive Review, undertook a detailed assessment of population, housing, and employment growth to the year 2051. The study projects that Douro-Dummer's population will grow by 610 requiring approximately 480 new housing units. These findings are essential to supporting infrastructure planning, community design, and economic development through a smart growth lens.

### **4. Development Charges (DC) Background Study.**

The Township of Douro-Dummer completed a Development Charges Background Study in June 2024 which led to the passage of By-law 2024-44 which imposes development charges on new development occurring throughout the Township. The Development Charges by law has a duration of ten-years and is due to expire in August 2034.

The DC Study is rooted in identifying the capital infrastructure requirements necessary to facilitate the development outlined in the Master Growth Plan Update study. As development charges are only responsible for the first-round capital acquisition costs, the Township would be responsible for funding the asset management requirements associated with the infrastructure emplaced in addition to regular operations. Under the requirements of the new Development Charges Act (DCA) regulations, an asset management plan must be prepared with the completion of the DC Background study illustrating that the assets funded under the by-law are financially sustainable.

The Asset Management Plan will consider the growth outlook and the demand for services which will be necessitated by the development projections detailed in the Master Growth Plan.

## **6.0 ASSET MANAGEMENT RESPONSIBILITY**

The Township is committed to integrating asset management planning into capital investment decision making. For this reason, the Township of Douro-Dummer will establish an Asset Management Committee made up of key staff members that is expected to meet on a regular basis. The purpose of the Committee is as follows:

- Discuss asset management challenges and propose potential solutions as they relate to existing assets that need to be prioritized.
- Discuss prioritization strategies for assets to be included in the capital budget. It is

especially important that all departments are in agreement as to which assets should be prioritized.

- Discuss and define levels of service and level of service targets and their financial implications. Level of service targets need to be defined to meet the requirements of O. Reg. 588/17
- Address data or information needs of each department to update the asset register and asset management plan.
- Review condition assessment programs and annual state of the local infrastructure report cards.
- Ensure that relevant asset management information is communicated to Council.

Council will be responsible for approving policies, procedures and guidelines as they relate to asset management practices.

The Office of the CAO will support the Treasurer and ensure that the requirements in this Policy are consistently applied.

The Treasurer will serve as the executive lead for the Asset Management Committee and the staff member who coordinates Asset Management will serve as the main day-to-day point person for all asset management matters.

Department Managers, with the Treasurer and the the staff member who coordinates Asset Management will make up the members of the Asset Management Committee.

## **7.0 MUNICIPAL BUDGET**

The budget provides the organization with a method of prioritizing and allocating resources, establishing service levels, accommodating growth and finding a balance between taxation, user fees, debt and cost recovery. The budget requires a thorough examination of services and costs that should ultimately achieve an optimum service level for the taxes levied. The level of detail provided, and the reporting requirements have changed from year to year, but the structure has remained similar.

The budget integrates the AMP to determine priority capital projects for consideration. Findings from the AMP including critical assets in need of repair and lifecycle costs associated to those assets will help determine what projects should be included in the annual capital plan.

To further enhance the yearly project budget the Township will develop a long-term capital plan for a minimum of 10-years. Expenditures and projects in the capital plan will also be categorized based on the following project categories:

- Non-infrastructure Solutions: relates to activities which are not necessarily infrastructure related in nature but can create cost efficiencies and improve asset

management in the Township. Examples include asset management training for staff, asset management software or performing asset condition assessments.

- Renewal/Rehabilitation Activities: relates to activities necessary for assets to continue operating in state of good repair. This includes items such as crack sealing for roads, engine replacement on vehicles or roof replacement for buildings.
- Replacement Activities: this includes activities related to total replacement such as replacing a vehicle with new vehicle or reconstruction of a road.
- Disposal Activities: relates to activities to dispose of assets such as safe disposal of hybrid vehicle batteries. For simplicity this can be included as part of replacement activities.

The Township will explore opportunities to improve its budget policy and process which considers municipal infrastructure repair and replacement activities as identified through the Asset Management Plan.

The Township will integrate the Asset Management Plan and practices with long term financial planning and budgeting strategies where feasible.

The Township will explore opportunities for asset management planning jointly with the County and neighbouring municipalities wherever there are joint benefits or costs savings that can be achieved by integrating capital projects and related work. The Township will aim to utilize the range of funding mechanisms available to facilitate the acquisition and emplacement of capital infrastructure.

### **Capitalization Threshold**

The Township has defined the capitalization threshold for accounting of tangible capital assets to meet PSAB reporting requirements

The capitalization thresholds are outlined on the Township's Tangible Capital Asset Policy. The capitalization thresholds for assets included in the AMP are consistent with Tangible Capital Asset Policy as assets have a minimum of 5 years useful life.

## **8.0 COMMITMENT TO CONSIDER CLIMATE CHANGE IN ASSET MANAGEMENT PLANNING**

The Township recognizes that climate change will put additional stress on critical infrastructure. Increased frequency and intensity of rainfall and more frequent freeze-thaw cycles can cause soil instability and ground movement causing damage to roads, sidewalks, and underground infrastructure. Furthermore, increased frequency of extreme weather events causes strain not just on linear infrastructure, but also on

services critical to an emergency such as fire services, municipal facilities and others. Due to these factors, actions may be required to address vulnerabilities that may be caused by climate change.

1. The Township of Douro-Dummer will explore mitigating the effects of climate change on municipal infrastructure.
2. The Township may choose to explore opportunities to adapt infrastructure to a changing climate, most notably through consideration of alternative and new technologies, only if, costs and benefits are in line with Municipal objectives.
3. The Township may consider exploring climate change mitigation strategies primarily through the Carbon Footprint Reduction and Mitigation Strategy and can consider other initiatives that are beneficial to the Township in the future.

## **9.0 COUNCIL AND PUBLIC INVOLVEMENT**

Council and the public play key roles in the asset management process. Council is responsible for making decisions on infrastructure investments and prioritization, which ultimately impacts the services used and enjoyed by the public. Council's understanding of the infrastructure and fiscal challenges of the Township are crucial to the decision-making process. As the Township's direct link to the public, it is important that Council is well informed. Furthermore, it is vital that Council engages and provides information to the public on asset management decisions and relays any responses back to staff. For this reason, it is important for Council to be involved from the beginning.

Council involvement will be structured and purposeful, with engagement concentrated at key decision points to ensure efficiency while strengthening understanding. At a minimum, Council will be supported through:

- **annual asset management briefings** aligned with budget planning (focused on risks, priorities, and funding gaps);
- **asset management reporting** that summarizes progress against the Asset Management Plan, key performance indicators where available, and material changes in risks or assumptions; and
- **targeted education/orientation** for Council at the beginning of each term and as needed when major policy, regulatory, or funding changes occur.

Council feedback and decisions will be documented through normal governance processes (reports, minutes, and resolutions), ensuring transparency and continuity.

Public engagement will be proportionate to the Township's size, capacity, and the level of impact of the decision. The Township will provide residents with accessible

information on asset management priorities and how infrastructure decisions affect service levels, taxes/rates, and long-term sustainability.

Public involvement will primarily occur through:

- existing budget and planning processes (e.g., budget meetings and public notice requirements); and
- summary-level communications (e.g., annual “state of infrastructure” highlights, key capital program changes, or major service level impacts).

Where significant service level changes, major projects, or material impacts on affordability are proposed, the Township may use additional engagement tools (e.g., a focused open house, online feedback form, or targeted stakeholder outreach), as appropriate.

## **10.0 CONTINUOUS IMPROVEMENT**

The major premise of comprehensive corporate asset management is that an organization will seldom have perfect processes and data to manage the asset portfolio. Instead, the underlying culture of continuous improvement and reliability is its key to success. These improvements will be part of the Township’s evolving asset management program.

As per section 9(3) of O. Reg 588/17, the Township must provide an annual update to Council on the progress of implementation of its asset management plan.

**Continuous improvement activities will be prioritized annually and may include:**

- **Annual asset inventory refresh (all asset groups):** record new assets, disposals, and any major changes (roads, culverts, parks, facilities, fleet).
- **Incremental condition checks:** each year update condition for a small portion of assets (e.g., road segment review, a set number of culvert inspections, annual park amenity checklist, facility walkthrough).
- **Update lifecycle cost assumptions annually:** refresh key unit rates using recent tenders/invoices (e.g., asphalt, culvert replacement, facility components, fleet replacement).
- **Prioritized renewal lists (rolling 3-year view):** maintain/update a short “top needs” list for each area to support budget decisions.

- **Capture lessons learned from completed projects:** record final cost vs budget and any scope changes to improve future estimates.
- **Track a few basic service/risk indicators:** note key risks and simple measures (e.g., culvert hotspots, roads in poor condition, facility critical repairs, fleet downtime flags).
- **Annual Council update (O. Reg. 588/17 s.9(3)):** summarize what improved this year, what gaps remain, and next year's improvement priorities.