

CITY MANAGER'S DEPARTMENT CORPORATE REPORT

NO: F001

COUNCIL DATE: January 30, 2023

FINANCE COMMITTEE

TO:

Mayor & Council

DATE: **January 16, 2023**

FROM:

City Manager and

FILE: 1705-05

General Manager, Finance

SUBJECT:

2023 Five-Year (2023-2027) Financial Plan – Utilities and Other Self-Funded

Programs

RECOMMENDATION 1.0

It is recommended that the Finance Committee recommend Council:

- Approve the rate adjustments outlined in Section 2.0 of this report; and
- 2. Direct staff to prepare the 2023 Five-Year (2023–2027) Financial Plan for each of the Water, Sewer, Drainage, Solid Waste, Parking, and District Energy self-funded programs respectively, incorporating the recommendations as contained in this report.

DISCUSSION 2.0

Self-funded programs, also known as utilities, follow the "user pay" approach that the City has applied consistently in the current and previous years' budgets. Introducing the Financial Plan for these programs allows the City to propose the necessary rate adjustments for the 2023 budget year. The following sections of this report discuss each of the self-funded programs separately.

2023 Water Utility Rates 2.1

The City adopted the Residential Water Metering Program over 15 years ago and now provides service to more than 72,500 metered water utility accounts. In 2022, these metered accounts were charged \$1.1863 per cubic metre of water consumed. Due to increases in the Greater Vancouver Water District ("GVWD") water rates and the Utility's operating and capital cost demands, an increase in the water rates is necessary for 2023.

In 2023, the GVWD bulk water charges will increase by \$0.0236 per cubic metre. An increase of \$0.0140 per cubic metre is also required to support the Utility's operating, maintenance costs and capital programs.

Based on these changes, it is recommended for 2023 that the water utility metered rate be increased from \$1.1863 per cubic metre to \$1.2239 per cubic metre, which represents a combined change in GVWD and the City's portion of water charges of \$0.0376 per cubic metre (3.2% combined increase). This recommendation will equate to a total increase of \$13.54 per

year for the average metered single-family dwelling that consumes 360 cubic metres of water per year; and \$75.20 per year for an average business that consumes 2,000 cubic metres of water per year.

In addition to the metered rate, metered water accounts also pay a water meter base charge. The water meter base charge is required to support the cost of meter maintenance, meter reading, and future meter replacement. The water meter base charge is based on the diameter of the installed water meter and has remained unchanged since 2016. The Water Utility conducted a comprehensive review of water meter maintenance, reading, and replacement costs. Due to increased water metering program related costs, it is recommended for 2023 that a \$6 and \$12 increase to the water meter base charge for the average residential and commercial properties be applied.

The non-metered or flat-water rate (i.e. the rate charged to customers that do not have a water meter) will be increased based on the 'average' consumption of water by non-metered accounts and will reflect the proposed rate increase of \$0.0376 per cubic metre. The consumption by non-metered residential customers is estimated to be 800 cubic metres per year. A residential flat rate customer will see a \$30.08 per year increase.

The GVWD bulk water rates are projected to increase an average of 12.35% per year for each of the remaining four years of the Five-Year Plan. Proposed 2023 Water rate changes and their annual impact on average residential and commercial customers are summarized in Tables 1 and 2.

Table 1 - Proposed Water Rate Changes

	GVWD Rate (per m³)	City of Surrey Rate (per m³)	Total Metered Rate (per m³)
2022	\$0.8444	\$0.3419	\$1.1863
Increase per m³ of water	\$0.0236	\$0.0140	\$0.0376
2023 (proposed)	\$0.8680	\$0.3559	\$1.2239
% of Total Rate	71%	29%	100%

Table 2 - Annual Impact on Water Customers

Customer Type	Average	Annual	Annual Impact of	Overall Annual
	Water	Impact	City Increase	Impact
	Consumption	of		
	(m^3)	GVWD		
		Increase		
Metered Single	360	\$8.50	\$5.04	\$13.54
Family				
Metered	2,000	\$47.20	\$28.00	\$75.20
Commercial				200.244
Non-metered	800	\$18.88	\$11.20	\$30.08
Residential				

2.2 2023 Sewer Utility Rates

The City provides service to more than 70,500 metered sewer utility accounts. In 2022, metered utility customers were charged \$1.4482 per cubic metre of sewer discharge. Due to increases in the Greater Vancouver Sewerage and Drainage District's ("GVS&DD") sewerage rates and the Utility's operating and capital cost demands, an increase in the sewer rates is necessary for 2023. Actual sewer usage is calculated as being 84% of the volume of water that is consumed by the metered water customers or estimated for the non-metered residential customers.

In 2023, the GVS&DD sewer charges will increase by \$0.0914 per cubic metre of discharge volume. An increase of \$0.0124 per cubic metre of discharge volume is also required to support the Utility's operating, maintenance costs and capital programs.

Based on these changes, it is recommended for 2023 that the sewer utility metered rate be increased from \$1.4482 to \$1.5520 per cubic metre of discharge volume, which represents a combined change in GVS&DD and the City's portion of sewer charges of \$0.1038 per cubic metre of discharge volume (7.2% combined increase). This recommendation will equate to a total increase of \$31.39 per year for the 'average metered single-family dwelling' that discharges 302.4 cubic metres (84% of 360 cubic metres of average water consumed) of sewage per year; and \$174.38 per year for a business that discharges 1,680 cubic metres (84% of 2,000 cubic metres of average water consumed) of sewage per year.

The sewer utility rate for non-metered customers will be increased based on the 'average' discharge of a non-metered customer of 672 cubic metres (84% of estimated 800 cubic metres of water consumed) and will reflect the proposed rate increase of \$0.1038 per cubic metre of discharge volume. A residential flat rate customer will see an increase of \$69.75 per year.

The GVS&DD sewer rates are projected to increase an average of 21.80% per year for each of the remaining four years of the Five-Year Plan. Proposed 2023 Sewer rate changes and their annual impact on average residential and commercial customers are summarized in Tables 3 and 4.

Table 3 - Proposed Sewer Rate Changes

	GVSⅅ Rate (per m³)	City of Surrey Rate (per m³)	Total Metered Rate (per m³)
2022	\$1.1447	\$0.3035	\$1.4482
Increase per m³ of sewage	\$0.0914	\$0.0124	\$0.1038
2023 (proposed)	\$1.2361	\$0.3159	\$1.5520
% of Total Rate	80%	20%	100%

Table 4 - Annual Impact on Sewer Customers

Customer Type	Sewer Volume @ 84% of average water consumption (m³)	Annual Impact of GVSⅅ Increase	Annual Impact of City Increase	Overall Annual Impact
Metered Single Family	302.4	\$27.64	\$3.75	\$31.39
Metered Commercial	1680	\$153.55	\$20.83	\$174.38
Non-metered Residential	672	\$61.42	\$8.33	\$69.75

2.3 2023 Drainage/Dyking/Flood Protection Utility Parcel Tax

The Drainage Parcel Tax is currently \$235.64 per lot for residential, recreation and agricultural properties and \$575.21 for commercial properties. An increase of \$6.83 per residential and agricultural property per year; and an increase of \$16.68 per commercial and industrial property per year, which represents a 2.9% increase respectively are proposed to support increased maintenance and capital costs in relation to the City's drainage infrastructure. With this proposed increase, the Drainage Parcel Tax for 2023 will be \$242.47 for residential and agricultural properties and \$591.89 for commercial and industrial properties. Proposed 2023 Drainage Parcel Tax changes are summarized in Table 5.

Table 5 - Proposed Drainage Rate Changes

	Residential and Agricultural	Commercial and Industrial				
2022	\$235.64	\$575.21				
Increase	\$6.83	\$16.68				
2023 (Proposed)	\$242.47	\$591.89				

2.4 2023 Solid Waste Utility Rates

The City provides weekly residential curbside organic waste collection with alternating bi-weekly garbage and recycling services to approximately 107,800 single-family households and 32,200 secondary suites. The City also provides services to 35,200 residences from apartment buildings with centralized recycling service, while approximately 50% of these households additionally receive weekly organic waste collection services. The City processes all the organic waste it collects at curbside into renewable natural gas at its biofuel facility.

The Solid Waste Utility also provides street sanitation services to ensure the cleanliness and beautification of the City. These services include illegal dumping collection, large item pickup program ("LIPU"), litter pickup services, streetscape litter bin collection, and the Love Where You Live campaign.

In 2022, garbage, recycling and organics collection service rates for single and multi-family customers were \$315.90 per year, while for secondary suite customers were \$157.44 per year. In 2023, Metro Vancouver tipping fee charges will increase by 5.0% (\$6 per tonne) resulting in a tipping fee of \$127 per tonne. Metro Vancouver is projecting that the Solid Waste Tipping fee will increase by \$7 per tonne annually from 2024-2026 and \$8 in 2027.

For 2023, a new waste collection contract will commence for a seven-year period. Due to the cost increases associated with the new waste collection contract, continuation of litter cleanup, street cleaning and beautification initiatives and an increase in the Metro Vancouver tipping fee charges, it is recommended for 2023 that a 5.6% increase be applied, resulting in an annual collection rate of \$333.59 for single family and multi-family customers and \$166.26 for secondary suite customers. Staff also recommends increasing the rates for Apartment/Townhouse recycling customers by \$1.84 to \$34.77 and for Apartment/Townhouse recycling and organic customers by \$2.42 to \$45.64 for increased collection service costs.

Proposed 2023 Solid Waste rate changes are summarized in Table 6.

Table 6 - Proposed Solid Waste Rate Changes

	Single Family and Multi-family Garbage, Recycling, Organics	Secondary Suite Garbage, Recycling, Organics	Apartment/ Townhouse Recycling/ Organics	Apartment/ Townhouse Recycling
2022	\$315.90	\$157.44	\$43.22	\$32.93
Increase	\$17.69	\$8.82	\$2.42	\$1.84
2023 (Proposed)	\$333.59	\$166.26	\$45.64	\$34.77

2.5 2023 Parking

Revenue generated from parking rates covers the capital, on-going operating and maintenance costs of the Surrey Parking Authority. Parking Meter rates vary throughout the city and are set based on market demand and may vary by time of day. The City annually reviews parking fees throughout Surrey and adjusts rates to maintain fairness and consistency throughout the City. As a result of this year's review, parking fees are recommended to be adjusted at four of the City's parking sites in the City Centre area to provide better consistency with other nearby parking, as identified in *Schedule M* of the *Surrey Fee Setting Bylaw*, 2021, No. 14577 ("Bylaw 14577"). These recommended rate changes in parking fees are in the range of \$0.25 to \$0.75 for hourly rates and \$1.00 to \$2.00 for daily rates.

In addition, *Schedule M* of *Bylaw 14577* includes electric vehicle ("EV") charging rates which are intended to recover operating costs and encourage EV turnover to increase utilization. The City has 55 Level 2 and three public EV charging ports at various City recreational and operational facilities across the City and 17 Level 2 ports for City fleet and 14 Level 2 ports for City staff vehicles. In 2022, the City implemented a tiered EV rate structure for Level 2 public chargers, set at \$2.00 for the first hour and \$5.00 for each subsequent hour. Upon review of the utilization of Level 2 chargers, staff recommend a revised rate structure for 2023 of \$1.00 per hour for Level 2 public chargers; and the first three hours free for Level 2 designated chargers for City staff vehicles.

2.6 2023 District Energy

District Energy, known as Surrey City Energy ("SCE"), is the City-owned district energy system that supplies residential, commercial, and institutional buildings in City Centre with heat and hot water.

In 2022, customers were charged a variable energy rate ("Charge") of \$56.54 per megawatt-hour and a fixed capacity rate ("Levy") of \$0.01914 per square meter of the building area per day for Class 1 customers, and a fixed capacity rate ("Levy") of \$0.27422 per kilowatt of peak heat energy demand per day for Class 2 customers.

Class 1 customers are residential and mixed-use buildings where the non-residential portion of the building does not exceed 20% of the building area. Class 2 customers are any building where the non-residential portion of the building exceeds 20% of the building area.

Staff recommend a 1.43% increase, as supported by an independent External Rate Review Panel. This increase enables the Utility to recover its capital and operating costs, while providing stable and competitive energy rates for its customers. This rate increase would result in an annual cost increase of \$11.91 (Charge and Levy) for a 65m² (700 square foot) residential dwelling unit that consumes an average of 6.8 MWh/year of energy. Proposed 2023 SCE Charge and Levy changes have been summarized in Tables 7 and 8.

Table 7 - Proposed SCE Rate Change (Charge)

•	Class 1 & Class 2
	(\$/MWh)
2022	\$56.54
Increase	\$0.81
2023 (proposed)	\$57.35
Percent Increase	1.43%

Table 8 - Proposed SCE Rate Change (Levy)

	Class 1 (\$/m²/day)	Class 2 (\$/kW/day)
2022	\$0.01914	\$0.27422
Increase	\$0.00027	\$0.00393
2023 (proposed)	\$0.01941	\$0.27815
Percent Increase	1.43%	1.43%

2.7 Proposed 2023 Five-Year (2023–2027) Financial Plans

Based on the above discussed adjustments, a draft Five-Year Financial Plan for each of the Water Utility (see Appendix "I"), the Sewer Utility (see Appendix "II"), the Drainage Utility (see Appendix "IV"), the Parking Utility (see Appendix "V") and the District Energy Utility (see Appendix "VI") has been prepared.

3.0 CONCLUSION

Based on the above discussion, it is recommended that the Finance Committee recommend Council to:

- 1. Approve the rate adjustments outlined in Section 2.0 of this report; and
- 2. Direct staff to prepare the 2023 Five-Year (2023–2027) Financial Plan for each of the Water, Sewer, Drainage, Solid Waste, Parking, and District Energy self-funded programs, respectively, incorporating the recommendations as contained in this report.

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Attachments:

Appendix "I" 2023 – 2027 Financial Plan – Water Utility
Appendix "II" 2023 – 2027 Financial Plan – Sewer Utility
Appendix "III" 2023 – 2027 Financial Plan – Drainage Utility
Appendix "IV" 2023 – 2027 Financial Plan – Solid Waste Utility
Appendix "V" 2023 – 2027 Financial Plan – Parking Utility

Appendix "VI" 2023 – 2027 Financial Plan – Surrey City Energy Utility

2023 - 2027 FINANCIAL PLAN WATER - FINANCIAL SUMMARY

REVENUE SUMMARY	_B	2023 UDGET		2024 PLAN		2025 PLAN	 2026 PLAN		2027 PLAN
Special Assessment Taxation	_\$_	104 104	_\$	110 110	_\$_	104 104	\$ 109 109	_\$	115 115
Sale of Goods and Services		91,409		97,941		108,410	119,256		132,327
Developer Contributions		-		-		-	-		-
Investment Income		143		973		792	731		767
Penalties and Interest Grants, Donations and Other Other Revenue	-	754 525 1,279	-	762 530 1,292		770 535 1,305	 778 540 1,318		786 545 1,331
TOTAL REVENUE	\$	92,935	\$	100,316	\$	110,611	\$ 121,414	\$	134,540
Salaries and Benefits Operating Costs Internal Services Used Internal Services Recovered External Recoveries		1,790 64,287 11,573 (1,228) (2,786)		1,839 70,415 11,815 (1,256) (2,849)		1,876 80,263 12,052 (1,282) (2,907)	1,914 90,835 12,292 (1,308) (2,967)		1,953 103,728 12,537 (1,334) (3,028)
TOTAL EXPENDITURE	\$	73,636	\$	79,964	\$	90,002	\$ 100,766	\$	113,856
TRANSFERS SUMMARY									
Transfers To/(From) Capital Sources Transfers To/(From) Operating Sources	\$	10,795 8,504	\$	11,678 8,674	\$	11,762 8,847	\$ 11,624 9,024	\$	11,480 9,204
TOTAL TRANSFERS	\$	19,299	\$	20,352	\$	20,609	\$ 20,648	\$	20,684
Surplus/(Deficit)	\$:	\$	-	\$	-	\$ -	\$	-
NET WATER	\$	-	\$		\$		\$ -	\$	

2023 - 2027 FINANCIAL PLAN SEWER - FINANCIAL SUMMARY

REVENUE SUMMARY 2023 BUDGET 2024 PLAN 2025 PLAN 2026 PLAN Special Assessment Taxation 31 33 34 36 Sale of Goods and Services 85,428 104,705 124,071 145,983 Developer Contributions - - - - Investment Income 126 424 344 331	2027 PLAN 37 37 176,681 - 382
Taxation 31 33 34 36 Sale of Goods and Services 85,428 104,705 124,071 145,983 Developer Contributions - - - -	37 176,681
Sale of Goods and Services 85,428 104,705 124,071 145,983 Developer Contributions	176,681
Developer Contributions	-
	382
Investment Income 126 424 344 331	382
Transfers from Other Governments	
Penalties and Interest 760 768 776 784	792
Grants, Donations and Other -<	792
TOTAL REVENUE \$ 86,345 \$ 105,930 \$ 125,225 \$ 147,134 \$	177,892
EXPENDITURE SUMMARY	
Salaries and Benefits 917 943 961 980	999
Operating Costs 68,235 85,602 99,138 116,891	141,855
Internal Services Used 12,417 12,665 12,918	13,176
Internal Services Recovered (6,887) (6,590) (6,722) (6,856) External Recoveries	(6,994)
External Recoveries	-
TOTAL EXPENDITURE \$ 74,437 \$ 92,372 \$ 106,042 \$ 123,933 \$	149,036
TRANSFERS SUMMARY	
Transfers To/(From) Capital Sources \$ 8,897 \$ 9,478 \$ 10,669 \$ 14,517 \$	19,998
Transfers To/(From) Operating Sources 3,011 4,080 8,514 8,684	8,858
TOTAL TRANSFERS \$ 11,908 \$ 13,558 \$ 19,183 \$ 23,201 \$	28,856
Surplus/(Deficit) \$ - \$ - \$ - \$	_
	1-1
NET SEWER \$ - \$ - \$ - \$	-

2023 - 2027 FINANCIAL PLAN DRAINAGE - FINANCIAL SUMMARY

REVENUE SUMMARY	_B	2023 UDGET		2024 PLAN	2025 PLAN		2026 PLAN		2027 PLAN
Drainage Parcel Tax	\$	45,074	\$	46,719	\$ 48,425	\$	50,197	\$	52,034
Special Assessment		27		27	27		27		27
Taxation		45,101		46,746	48,452		50,224		52,061
Sale of Goods and Services		20		20	20		20		20
Developer Contributions		182		182	182		182		182
Investment Income		99		437	299		436		407
Transfers from Other Governments		30		30	30		30		30
Penalties and Interest		-		-	_		_		-
Grants, Donations and Other		262	_	265	 268		271		274
Other Revenue		262		265	268		271		274
TOTAL REVENUE	\$	45,694	\$	47,680	\$ 49,251	\$	51,163	\$	52,974
EXPENDITURE SUMMARY									
Salaries and Benefits		2,069		2,126	2,169		2,213		2,257
Operating Costs		8,142		8,302	8,468		8,638		8,811
Internal Services Used		6,069		6,194	6,317		6,443		6,571
Internal Services Recovered		(377)		(387)	(395)		(403)		(411)
External Recoveries		-		-	-		-		-
TOTAL EXPENDITURE	\$	15,903	\$	16,235	\$ 16,559	\$	16,891	\$	17,228
TRANSFERS SUMMARY									
Transfers To/(From) Capital Sources	\$	20,085	\$	22,554	\$ 27,975	\$	29,460	\$	30,838
Transfers To/(From) Operating Sources	•	9,706		8,891	4,717	i	4,812		4,908
TOTAL TRANSFERS	\$	29,791	\$	31,445	\$ 32,692	\$	34,272	\$	35,746
Surplus/(Deficit)	\$	_	\$	_	\$ _	\$	_	\$	_
	0.00	-		-	-	(0)	-	10	-
NET DRAINAGE	\$		-\$		\$ 	\$		-\$	
	_	-					-		

2023 - 2027 FINANCIAL PLAN SOLID WASTE - FINANCIAL SUMMARY

REVENUE SUMMARY	_B	2023 UDGET	2024 PLAN	2025 PLAN	2026 PLAN		2027 PLAN
Sale of Goods and Services	\$	51,388	\$ 53,184	\$ 55,047	\$ 56,980	\$	58,990
Investment Income		44	146	115	107		118
Penalties and Interest Grants, Donations and Other		165	167 -	169	171 -		173
Other Revenue		165	167	 169	171		173
TOTAL REVENUE	\$	51,597	\$ 53,497	\$ 55,331	\$ 57,258	\$	59,281
EXPENDITURE SUMMARY							
Operating Costs		36,139	37,817	39,204	40,049		41,029
Internal Services Used		4,977	5,242	5,427	5,550		5,699
Internal Services Recovered		(143)	(150)	(155)	(158)		(162)
External Recoveries	\$	4.075	\$ 4 000	\$ 4 500	\$ 4 540	\$	4 450
Debt Interest Debt Principal		1,675 983	1,623 1,035	1,569 1,089	1,513 1,146		1,453 1,205
Dept Fillicipal		903	1,035		1,140		1,205
TOTAL EXPENDITURE	\$	43,631	\$ 45,567	\$ 47,134	\$ 48,100	\$	49,224
TRANSFERS SUMMARY							
Transfers To/(From) Capital Sources	\$	200	\$ 69	\$ 239	\$ 1,101	\$	1,899
Transfers To/(From) Operating Sources		7,766	7,861	7,958	8,057		8,158
TOTAL TRANSFERS	\$	7,966	\$ 7,930	\$ 8,197	\$ 9,158	\$	10,057
NET SOLID WASTE	-\$		\$ 	\$ 	\$ 	-\$	_

2023 - 2027 FINANCIAL PLAN PARKING AUTHORITY - FINANCIAL SUMMARY

REVENUE SUMMARY	2023 BUDGET		2024 PLAN		2025 PLAN		2026 PLAN		2027 PLAN	
Sale of Goods and Services	\$	2,692	\$	2,738	\$	2,786	\$	2,835	\$	2,885
Other Revenue		72		74		76		78		80
TOTAL REVENUE	\$	2,764	\$	2,812	\$	2,862	\$	2,913	\$	2,965
EXPENDITURE SUMMARY										
Salaries and Benefits		809		825		842		859		876
Operating Costs		663		672		681		690		699
Internal Services Used		56		57		58		59		60
Internal Services Recovered		(84)		(86)	•	(88)		(90)	•	(92)
External Recoveries	\$	-	\$	-	\$	-	\$	-	\$	-
TOTAL EXPENDITURE	\$	1,444	\$	1,468	\$	1,493	\$	1,518	\$	1,543
TRANSFERS SUMMARY										
Transfers To/(From) Capital Sources	\$	567	\$	612	\$	637	\$	98	\$	(661)
Transfers To/(From) Operating Sources		753		732		732		1,297		2,083
TOTAL TRANSFERS	\$	1,320	\$	1,344	\$	1,369	\$	1,395	\$	1,422
Surplus/(Deficit)	\$	_	\$	_	\$	-	\$	_	\$	_
•		-		-		-		-		-
NET PARKING AUTHORITY	\$		\$		\$		\$		\$	

2023 - 2027 FINANCIAL PLAN SURREY CITY ENERGY - FINANCIAL SUMMARY

REVENUE SUMMARY	2023 BUDGET		2024 PLAN		2025 PLAN		2026 PLAN		2027 PLAN	
Sale of Goods and Services Other Revenue	\$ 6,738	\$	8,259	\$	10,952	\$	13,395 -	\$	15,308	
TOTAL REVENUE	\$ 6,738	\$	8,259	\$	10,952	\$	13,395	\$	15,308	
EXPENDITURE SUMMARY										
Salaries and Benefits Operating Costs Internal Services Used Internal Services Recovered External Recoveries	\$ 755 3,951 - (100)	\$	770 5,411 - (102)	\$	785 6,639 - (104)	\$	800 7,060 - (106)	\$	816 8,119 - (108)	
TOTAL EXPENDITURE	\$ 4,606	\$	6,079	\$	7,320	\$	7,754	\$	8,827	
TRANSFERS SUMMARY										
Transfers To/(From) Capital Sources Transfers To/(From) Operating Sources	\$ 1,738 394	\$	1,778 402	\$	3,222 410	\$	5,223 418	\$	6,055 426	
TOTAL TRANSFERS	\$ 2,132	\$	2,180	\$	3,632	\$	5,641	\$	6,481	
NET SURREY CITY ENERGY	\$	\$	-	\$		\$		\$	-	