

# CORPORATE REPORT

NO: F001 COUNCIL DATE: February 10, 2025

#### FINANCE COMMITTEE

TO: Mayor & Council DATE: January 23, 2025

FROM: City Manager and FILE: 1705-05

General Manager, Finance

SUBJECT: 2025 Five-Year (2025-2029) Financial Plan – Self-Funded Utilities

#### 1.0 RECOMMENDATION

It is recommended that the Finance Committee recommend Council:

- 1. Approve the rate adjustments outlined in Section 2.0 of this report; and
- 2. Direct staff to prepare the 2025 Five-Year (2025–2029) Financial Plan for each of the Water, Sewer, Drainage, Solid Waste, Parking, and District Energy self-funded Utilities respectively, incorporating the recommendations as contained in this report.

#### 2.0 DISCUSSION

Self-Funded 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 Utilities allows the City to propose the necessary rate adjustments for the 2025 budget year. The following sections of this report discuss Self-Funded Utilities separately.

### 2.1 2025 Water Utility Rates

The City adopted the Residential Water Metering Program over 25 years ago and now provides service to more than 74,000 metered water utility accounts. In 2024, these metered accounts were charged \$1.2704 per cubic metre of water consumed. Due to increases in the Metro Vancouver ("MV") water rates and the City Water Utility's operating and capital cost demands, an increase in the water rates is necessary for 2025.

In 2025, the MV component of the metered rate for bulk water charges will increase by \$0.0669 per cubic metre (7.2% increase). An increase of \$0.0034 per cubic metre is also required to support the City's Water Utility operating and capital programs (1.0% increase).

Based on these changes, it is recommended for 2025 that the water utility metered rate be increased by \$0.0703 per cubic metre or a 5.5% combined increase over 2024. Of this increase, 95% is due to the MV increase and 5% is due to the City of Surrey increase. 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 also reflect the proposed rate increase of \$0.0703 per cubic meter.

The MV bulk water rates are projected to increase an average of 3.3% per year for each of the remaining four years of the Five-Year Plan. Future MV water rate increases are subject to change, based on the MV funding requirements in future years.

Proposed 2025 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

	MV Rate (per m³)	City of Surrey Rate (per m³)	Total Metered Rate (per m³)
2024	\$0.9337	\$0.3367	\$1.2704
Increase per m <sup>3</sup> of	\$0.0669	\$0.0034	\$0.0703
water	(95%)	(5%)	(100%)
2025 (proposed)	\$1.0006	\$0.3401	\$1.3407

Table 2 – Annual Impact on Water Customers

Customer Type	Average Water Consumption (m³)	Annual Impact of MV Increase	Annual Impact of City Increase	Overall Annual Impact
Metered Single Family	360	\$24.08	\$1.22	\$25.30
Metered Commercial	2,000	\$133.80	\$6.80	\$140.60
Non-Metered Residential	800	\$53.52	\$2.72	\$56.24

## 2.2 2025 Sewer Utility Rates

The City provides service to more than 72,000 metered sewer utility accounts. In 2024, metered utility customers were charged \$1.7777 per cubic metre of sewer discharge. Due to increases in the MV sewer levy, primarily as a result of significant cost escalation on the North Shore Wastewater Treatment Plant ("NSWWTP"), and the City Sewer Utility's operating and capital cost demands, an increase in the sewer rates is necessary for 2025. Actual sewer usage is calculated as being 88.0% of the volume of water that is consumed by the metered water customers or estimated for the non-metered residential customers.

In 2025, the MV sewer levy for Surrey increased 37.6% as compared to 2024. 76.0% of this levy increase is to fund significant cost escalation of the NSWWTP and the remaining 24.0% of this levy increase is the standard MV sewer levy increase for Surrey. MV's NSWWTP project is now estimated to cost over \$2.86 billion more than the initial estimate when it was first initiated, resulting in increased sewer levy amounts for a period of 30 years for North Shore residents and 15 years for residents of all other municipalities in the region, including Surrey.

Based on the changes noted above, the MV component of the metered sewer rate will increase by \$0.5464 per cubic metre of sewer discharge (37.6% increase). An increase of \$0.0033 per cubic meter of sewage discharge is also required to support the City's Sewer Utility operating and capital programs (1.0% increase).

Based on these changes, it is recommended for 2025 that the sewer utility metered rate be increased by \$0.5497 per cubic metre of discharge volume or a 30.9% combined increase over

2024. Of this increase, 99% is due to the MV increase and 1% is due to the City of Surrey increase. The sewer utility rate for non-metered customers will be increased based on the 'average' discharge of non-metered accounts and will also reflect the proposed rate increase of \$0.5497 per cubic metre of discharge volume.

The MV sewer rates are projected to increase an average of 7.1% per year for each of the remaining four years of the Five-Year Plan. Future MV sewer rate increases are subject to change, based on the MV funding requirements in future years.

Proposed 2025 sewer rate changes are shown in table 3. A summary of the annual impact on sewer customers from the standard MV sewer levy and City increase is shown in Table 4. The impact to sewer customers from the MV sewer levy increases due to the NSWWTP is shown in Table 5. The combined annual impact on sewer customers is shown in Table 6.

Table 3 - Proposed Sewer Rate Changes

	MV Rate (per m³)	City of Surrey Rate (per m³)	Total Metered Rate (per m³)
2024	\$1.4524	\$0.3253	\$1.7777
Increase per m <sup>3</sup> of	\$0.5464	\$0.0033	\$0.5497
sewage	(99%)	(1%)	(100%)
2025 (proposed)	\$1.9988	\$0.3286	\$2.3274

Table 4 – Annual Impact of Standard Consumption Based Rate Increase on Sewer Customers

Customer Type	Sewer Volume @ 88% of Average Water Consumption (m³)	Annual Impact of MV Standard Increase	Annual Impact of City Increase	Overall Annual Impact of Standard Increase
Metered	316.8	\$40.98	\$1.05	\$42.03
Single Family				
Metered	1,760	\$227.67	\$5.81	\$233.48
Commercial				
Non-Metered	704	\$91.07	\$2.32	\$93.39
Residential				

Table 5 - Annual Impact of MV Sewer Levy Increase Due to the NSWWTP

Customer Type	Sewer Volume @ 88% of Average Water Consumption (m³)	Annual Impact of MV Increase from NSWWTP	Annual Impact of City Increase from NSWWTP	Overall Annual Impact of MV Increase from NSWWTP
Metered	316.8	\$132.11	<b>\$</b> 0	\$132.11
Single Family				
Metered	1,760	\$733.93	<b>\$</b> 0	\$733.93
Commercial				
Non-Metered	704	\$293.57	<b>\$</b> 0	\$293.57
Residential				

**Table 6 – Combined Annual Impact on Sewer Customers** 

Customer Type	Sewer Volume @ 88% of average water consumption (m³)	Annual Impact of MV Increase	Annual Impact of City Increase	Overall Annual Impact
Metered	316.8	\$173.09	\$1.05	\$174.14
Single Family				
Metered	1,760	\$961.60	\$5.81	\$967.41
Commercial				
Non-Metered	704	\$384.64	\$2.32	\$386.96
Residential				

## 2.3 2025 Drainage/Dyking/Flood Protection Utility Parcel Tax

The Drainage utility designs and constructs drainage infrastructure to manage the City's stormwater runoff and flood control systems. The Drainage utility also supports environmental works related to stream corridors, water quality, contaminated sites, terrestrial habitat, and biodiversity. An increase of 0.5% is recommended for all property classes to support increased maintenance and capital costs in relation to the City's drainage infrastructure. A summary of the annual impact on drainage customers is shown in Table 7.

Table 7 - Proposed Drainage Rate Changes

	Residential and Agricultural	Commercial and Industrial
2024	\$246.00	\$601.00
Increase	\$1.00	\$3.00
2025 (proposed)	\$247.00	\$604.00

## 2.4 2025 Solid Waste Utility Rates

The City provides weekly residential curbside organic waste collection with alternating bi-weekly garbage and recycling services to approximately 108,200 single-family households and 42,000 secondary suites. The City also provides services to 35,200 customers from apartment buildings with centralized recycling service, while approximately 50.0% 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, litter pickup services, streetscape litter bin collection and several clean up campaigns, including the "Our City" campaign and Focus Newton, an initiative to enhance and beautify Newton.

In 2025, MV tipping fee charges will increase by \$7 per tonne resulting in a tipping fee of \$141 per tonne. MV is projecting that the Solid Waste Tipping fee will increase by \$7 per tonne annually in 2026 and \$8 each year from 2027-2029.

Due to cost increases resulting from increased MV tipping fee charges, and the Utility's operating costs associated with waste collection, litter cleanup, street cleaning and

beautification initiatives, it is recommended for 2025 that a 1.0% rate increase be applied. A summary of the annual impact on solid waste customers is shown in Table 8.

**Table 8 - 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
2024	\$337.00	\$168.00	\$46.00	\$35.00
Increase	\$3.00	\$2.00	\$0.00	\$0.00
2025 (proposed)	\$340.00	\$170.00	\$46.00	\$35.00

## 2.5 2025 Parking

Revenue generated from parking rates covers the capital, on-going operating and maintenance costs of the Surrey Parking Authority. Parking metre 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, the recommended parking fees are identified in *Schedule M* of the *Surrey Fee Setting Bylaw*, 2021, No. 14577 ("Bylaw 14577").

In addition, *Bylaw 14577* includes electric vehicle ("EV") charging rates. The City annually reviews EV charging rates to recover operating costs from the City's EV charging network and encourage EV turnover to increase utilization. As a result of this year's review, the recommended EV charging fees are identified in *Bylaw 14577*.

#### 2.6 2025 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.

Class 1 customers are residential and mixed-use buildings where the non-residential portion of the building does not exceed 20.0% of the building area. Class 2 customers are any building where the non-residential portion of the building exceeds 20.0% of the building area.

Staff recommend a 2.0% increase, as noted in Tables 9 and 10. 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 \$17.62 (Charge and Levy) for a 65m² (700 square foot) residential dwelling unit that consumes an average of 6.8 MWh/year of energy.

Table 9 - Proposed SCE Rate Change (Charge)

	Class 1 & Class 2
	(\$/MWh)
2024	\$58.17
Increase	\$1.16
2025 (proposed)	\$59.33
Percent Increase	2.0%

Table 10 - Proposed SCE Rate Change (Levy)

<b>1</b>								
	Class 1 (\$/m²/day)	Class 2						
		(\$/kW/day)						
2024	\$0.01969	\$0.28213						
Increase	\$0.00041	\$0.00562						
2025 (proposed)	\$0.02010	\$0.28775						
Percent Increase	2.0%	2.0%						

## 2.7 Proposed 2025 Five-Year (2025–2029) Financial Plans

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

## 3.0 CONCLUSION

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

- 1. Approve the rate adjustments outlined in <u>Section 2.0</u> of this report; and
- 2. Direct staff to prepare the 2025 Five-Year (2025–2029) Financial Plan for each of the Water, Sewer, Drainage, Solid Waste, Parking, and District Energy self-funded Utilities respectively, incorporating the recommendations as contained in this report.

Kam Grewal, CPA, CMA CFO / General Manager, Finance Robert Costanzo City Manager

Attachments:

Appendix "I"

Appendix "II"

Appendix "III"

Appendix "III"

Appendix "IV"

Appendix "IV"

Appendix "V"

2025 – 2029 Financial Plan – Sewer Utility

2025 – 2029 Financial Plan – Drainage Utility

2025 – 2029 Financial Plan – Solid Waste Utility

2025 – 2029 Financial Plan – Parking Utility

Appendix "VI" 2025 – 2029 Financial Plan – Surrey City Energy Utility

# 2025 - 2029 FINANCIAL PLAN WATER - FINANCIAL SUMMARY

REVENUE SUMMARY	B	2025 UDGET		2026 PLAN		2027 PLAN		2028 PLAN		2029 PLAN
Special Assessment	\$	102	\$	107	\$	113	\$	65	\$	69
Taxation		102		107		113		65		69
Sale of Goods and Services		107,615		113,633		117,899		121,840		125,039
Investment Income		2,886		2,759		1,960		1,626		1,416
Penalties and Interest		770		778		786		794		802
Grants, Donations and Other		535		540		545		550		556
Other Revenue		1,305		1,318		1,331		1,344		1,358
TOTAL REVENUE	\$	111,908	\$	117,817	\$	121,303	\$	124,875	\$	127,882
EXPENDITURE SUMMARY	_									
Salaries and Benefits		1,813		1,850		1,887		1,925		1,964
Operating Costs		78,808		84,907		88,661		92,060		94,614
Internal Services Used		12,032		12,271		12,516		12,766		13,021
Internal Services Recovered		(1,211)		(1,236)		(1,261)		(1,286)		(1,311)
External Recoveries		(2,849)		(2,905)		(2,963)		(3,024)		(3,085)
TOTAL EXPENDITURE	\$	88,593	\$	94,887	\$	98,840	\$	102,441	\$	105,203
TRANSFERS SUMMARY	_									
Transfers To/(From) Capital Sources	\$	14,713	\$	14,156	\$	13,514	\$	13,306	\$	13,368
Transfers To/(From) Operating Sources	•	8,602	•	8,774	,	8,949	•	9,128	•	9,311
TOTAL TRANSFERS	\$	23,315	\$	22,930	\$	22,463	\$	22,434	\$	22,679
NET WATER	\$		-\$		\$		-\$		\$	
									<u> </u>	

# 2025 - 2029 FINANCIAL PLAN SEWER - FINANCIAL SUMMARY

REVENUE SUMMARY	E	2025 SUDGET	2026 PLAN	2027 PLAN	2028 PLAN	2029 PLAN
Special Assessment	\$	34	\$ 36	\$ 37	\$ 39	\$ 41
Taxation		34	36	37	39	41
Sale of Goods and Services		142,058	149,553	159,966	174,564	188,763
Investment Income		1,079	1,060	719	575	484
Penalties and Interest		776	784	792	800	808
Other Revenue		776	784	792	800	808
TOTAL REVENUE	\$	143,947	\$ 151,433	\$ 161,514	\$ 175,978	\$ 190,096
EXPENDITURE SUMMARY						
Salaries and Benefits		914	932	950	969	988
Operating Costs		106,795	111,695	118,792	129,006	138,693
Internal Services Used		12,716	12,798	13,054	13,314	13,580
Internal Services Recovered		(6,939)	(7,077)	(7,218)	(7,361)	(7,509)
TOTAL EXPENDITURE	\$	113,486	\$ 118,348	\$ 125,578	\$ 135,928	\$ 145,752
TRANSFERS SUMMARY						
Transfers To/(From) Capital Sources	\$	21,447	\$ 23,891	\$ 26,558	\$ 30,484	\$ 34,587
Transfers To/(From) Operating Sources		9,014	9,194	9,378	9,566	9,757
TOTAL TRANSFERS	\$	30,461	\$ 33,085	\$ 35,936	\$ 40,050	\$ 44,344
NET SEWER	\$		\$ 	\$ 	\$ 	\$ 

# 2025 - 2029 FINANCIAL PLAN DRAINAGE - FINANCIAL SUMMARY

REVENUE SUMMARY	2025 BUDGET		2026 PLAN		2027 PLAN		2028 PLAN		 2029 PLAN
Drainage Parcel Tax Special Assessment	\$	47,641 27	\$	48,509	\$	49,395	\$	50,298	\$ 51,219
Taxation Sale of Goods and Services		47,668 20		48,537		49,424		50,328	51,250
Sale of Goods and Services		20		20		20		20	20
Investment Income		1,754		1,672		775		1,200	747
Transfers from Other Governments		100		100		100		100	100
Grants, Donations and Other		226		228		230		232	 234
Other Revenue		226		228		230		232	234
TOTAL REVENUE	\$	49,768	\$	50,557	\$	50,549	\$	51,880	\$ 52,351
EXPENDITURE SUMMARY	_								
Salaries and Benefits		2,298		2,344		2,391		2,439	2,488
Operating Costs Internal Services Used		7,720 6,676		7,874 6,680		8,032 6,812		8,193 6,946	8,357 7,084
Internal Services Osed Internal Services Recovered		(396)		(404)		(412)		(420)	(428)
TOTAL EXPENDITURE	\$	16,298	\$	16,494	\$	16,823	\$	17,158	\$ 17,501
TRANSFERS SUMMARY	_								
Transfers To/(From) Capital Sources Transfers To/(From) Operating Sources	\$	29,024 4,446	\$	29,528 4,535	\$	29,100 4,626	\$	30,003 4,719	\$ 30,036 4,814
TOTAL TRANSFERS	\$	33,470	\$	34,063	\$	33,726	\$	34,722	\$ 34,850
NET DRAINAGE	\$		\$		\$		\$	-	\$ 

# 2025 - 2029 FINANCIAL PLAN SOLID WASTE - FINANCIAL SUMMARY

REVENUE SUMMARY	2025 BUDGET		2026 PLAN		2027 PLAN		2028 PLAN		2029 PLAN
Sale of Goods and Services	\$	54,750	\$	55,756	\$	57,021	\$	58,555	\$ 60,136
Investment Income		615		577		414		345	302
Penalties and Interest		210		212		214		216	 218
Other Revenue		210		212		214		216	218
TOTAL REVENUE	\$	55,575	\$	56,545	\$	57,649	\$	59,116	\$ 60,656
EXPENDITURE SUMMARY									
Operating Costs		38,826		39,674		40,856		42,072	43,613
Internal Services Used		5,713		5,827		5,944		6,063	6,185
Internal Services Recovered		(143)		(146)		(149)		(152)	(155)
External Recoveries		(502)		(512)		(522)		(532)	(543)
Debt Interest		1,569		1,513		1,453		1,390	1,324
Debt Principal		1,089		1,146		1,205		1,268	1,335
TOTAL EXPENDITURE	\$	46,552	\$	47,502	\$	48,787	\$	50,109	\$ 51,759
TRANSFERS SUMMARY									
Transfers To/(From) Capital Sources	\$	1,084	\$	1,005	\$	723	\$	765	\$ 550
Transfers To/(From) Operating Sources		7,939		8,038		8,139		8,242	8,347
TOTAL TRANSFERS	\$	9,023	\$	9,043	\$	8,862	\$	9,007	\$ 8,897
NET SOLID WASTE	\$		\$		\$		\$		\$ 

# 2025 - 2029 FINANCIAL PLAN PARKING AUTHORITY - FINANCIAL SUMMARY

REVENUE SUMMARY	2025 BUDGET		2026 PLAN		2027 PLAN		2028 PLAN		2029 PLAN	
Sale of Goods and Services	\$	2,590	\$	2,641	\$	2,692	\$	2,744	\$	2,798
Grants, Donations and Other		72		74		76		78		80
Other Revenue		72		74		76		78		80
TOTAL REVENUE	\$	2,662	\$	2,715	\$	2,768	\$	2,822	\$	2,878
EXPENDITURE SUMMARY										
Salaries and Benefits		862		879		897		915		933
Operating Costs		591		601		611		621		631
Internal Services Used		56 (70)		57		58		59 (00)		60
Internal Services Recovered		(76)		(78)		(80)		(82)		(84)
TOTAL EXPENDITURE	\$	1,433	\$	1,459	\$	1,486	\$	1,513	\$	1,540
TRANSFERS SUMMARY										
Transfers To/(From) Capital Sources	\$	917	\$	376	\$	(387)	\$	(363)	\$	(337)
Transfers To/(From) Operating Sources		312		880		1,669		1,672		1,675
TOTAL TRANSFERS	\$	1,229	\$	1,256	\$	1,282	\$	1,309	\$	1,338
NET PARKING AUTHORITY	\$		\$	_	\$	_	\$		\$	

# 2025 - 2029 FINANCIAL PLAN SURREY CITY ENERGY - FINANCIAL SUMMARY

REVENUE SUMMARY	2025 BUDGET		2026 PLAN		2027 PLAN		2028 PLAN		2029 PLAN	
Sale of Goods and Services	\$	10,604	\$	12,975	\$	15,142	\$	17,448	\$	19,340
Penalties and Interest		40		41_		42		43		45
Other Revenue		40		41		42		43		45
TOTAL REVENUE	\$	10,644	\$	13,016	\$	15,184	\$	17,491	\$	19,385
EXPENDITURE SUMMARY	-									
Salaries and Benefits		645		658		671		684		698
Operating Costs		9,193		10,056		9,826		10,280		10,933
Internal Services Used		521		531		541		552		563
Internal Services Recovered		(100)		(102)		(104)		(106)		(108)
TOTAL EXPENDITURE	\$	10,259	\$	11,143	\$	10,934	\$	11,410	\$	12,086
TRANSFERS SUMMARY	-									
Transfers To/(From) Capital Sources	\$	(298)	\$	1,176	\$	3,539	\$	5,356	\$	6,559
Transfers To/(From) Operating Sources		683		697		711		725		740
TOTAL TRANSFERS	\$	385	\$	1,873	\$	4,250	\$	6,081	\$	7,299
NET SURREY CITY ENERGY	\$	-	\$		\$	-	\$	-	\$	