



STAFF REPORT City Utilities

Title: City Utilities – 2019 Rates – Proposed
Report Number: IPPW2018-067
Author: Todd Chapman, Michael Pugliese
Meeting Type: Council Meeting
Council/Committee Date: December 10, 2018
File:
Attachments: Appendix A: IPPW2019-001 City Utilities – 2019 Rates
Ward No.: City-Wide

Recommendations:

1. That Council receives IPPW2018-067 as information.
2. That Council direct staff to bring IPPW2019-001, attached as Appendix A, back for Council consideration at the Finance and Strategic Planning Committee meeting on January 21, 2019.

A. Executive Summary

IPPW2019-001, attached as Appendix A, includes proposed changes for the 2019 City Utilities Rates. This report is tabled in advance for Council and public information. Staff recommend the report be brought back to Council for consideration at the January 21, 2019 Finance and Strategic Planning Committee Meeting. The City of Waterloo Notice Policy requires public notification of fees and charges changes and Section 12 – Communication of IPPW2019-001 addresses the methods of communication and notice.

B. Financial Implications

Financial implications are addressed in Appendix A: IPPW2019-001.

C. Technology Implications

N/A

D. Link to Strategic Plan/Economic Vitality

(Strategic Pillars: Sustainability and Our Living Environment, Public Engagement, Healthy & Safe Community, Vibrant Neighbourhoods, Getting Around, Economic Vitality)

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The water, sanitary sewer, and stormwater rates and associated operating and capital budget are linked to the Strategic Plan:

- Infrastructure renewal – Ensuring investment in infrastructure through responsible operations and maintenance activities and capital renewal/replacement strategies
- Environmental leadership – Implementing watershed improvement and infrastructure projects and providing incentives to encourage green infrastructure.

E. Previous Reports on this Topic

BY-LAW NO. 2013 -115 – Supply of Water By-Law

CORP2016-093 – Clean Water and Wastewater Fund Candidates

IPPW2016-099 – Comprehensive Asset Management Plan

IPPW2016-086 – Stormwater Utility and Credit Program Review

IPPW2016-032 – Water & Sanitary Sewer Financial Plans and Rate Design Study
Recommendations

IPPW2016-018 – Financial Plan – Water and Sanitary Sewer Rate Design Study –
Council Workshop

IPPW2016-001 – Water Services Utility - 2016 Rates (January 18, 2016)

IPPW2016-104.1 – Water Services Utility – 2017 Rates (December 12, 2016)

IPPW2017-037 – Advanced Metering System Pilot Review (July 24, 2017)

IPPW2017-071 – Water Services Utility – 2018 Rates (December 11, 2017)

F. Approvals

Name	Signature	Date
Author: Todd Chapman		
Author: Michael Pugliese		
Director: Roy Garbotz		
Commissioner: Cameron Rapp		
Finance: Keshwer Patel		

CAO



STAFF REPORT City Utilities

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Report Number: IPPW2019-001
Author: Todd Chapman, Michael Pugliese
Meeting Type: Finance & Strategic Planning Committee Meeting
Council/Committee Date: January 21, 2019
File:
Attachments: Appendix A: Revenue and Expenditures
Appendix B: City Utilities Fees & Charges
Ward No.: City-Wide

Recommendations:

1. That Council approves IPPW2019-001.
2. That Council approves the 2019 water rate as \$1.92/m³, comprised of the City portion of the rate at \$0.8451/m³ and the Regional portion of the rate at \$1.0749/m³ as set out in Table 1 of report IPPW2019-001, and that the Fees & Charges By-Law be updated to reflect the water rate effective February 1, 2019.
3. That Council approves the 2019 sanitary sewer rate as \$2.45/m³, comprised of the City portion of the rate at \$1.1940/m³ and the Regional portion of the rate at \$1.2560/m³ as set out in Table 1 of report IPPW2019-001, and that the Fees & Charges By-Law be updated to reflect the sanitary sewer rate effective February 1, 2019.
4. That Council approves the 2019 stormwater rates as outlined below and that the Fees & Charges By-Law be updated to reflect the stormwater rates effective February 1, 2019:
 - Residential; small \$7.94/month, medium \$11.92/month, and large \$18.61/month
 - Multi-Residential; small \$22.81/month, medium \$96.53/month, and large \$514.36/month
 - Institutional; small \$36.98/month, medium \$99.93/month, and large \$204.63/month
 - Commercial/Industrial; small \$30.60/month, medium \$142.89/month, large \$460.46/month, and largest \$1,166.31/month
5. That Council approves the 2020-2028 water, sanitary sewer, and stormwater rate forecast in principle as set out in Table 1 of report IPPW2019-001.

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6. That Council approve that the Fees & Charges By-Law be updated for the rates and effective dates as shown on Appendix B of report IPPW2019-001.
7. That Council instruct Staff to report back in spring of 2019 with options for a formal high water bill adjustment program.

A. Executive Summary

City Utilities rates pay for the costs associated with providing quality drinking water, collecting and treating sanitary wastewater and responsibly managing stormwater. Through these services, all residents and businesses within Waterloo can rely on receiving a reliable supply of drinking water, sanitary sewer collection, protection of our source water, and a reduced risk from weather-related incidents like flooding.

The recommended City Utilities rates for 2019 are \$1.92/m³ for water (comprised of the City portion of the rate at \$0.8451/m³ and the Regional portion of the rate at \$1.0749/m³) and \$2.45/m³ for sanitary sewer (comprised of the City portion of the rate at \$1.1940/m³ and the Regional portion of the rate at \$1.2560/m³). Stormwater rates are considered a tiered flat rate with the majority (60%) of customers in the City of Waterloo, categorized in the residential medium rate tier with a recommended 2019 rate of \$11.92/month.

The proposed 2019 water rate is consistent with the forecast from last year's rate report. The proposed 2019 sanitary sewer rate is \$0.02/m³ higher than the forecast from last year's rate report due to an increased wholesale rate from the Region vs the 2019 forecast. The proposed 2019 stormwater rates have been adjusted up to a 6.5% increase versus a forecasted 5% increase shown in last year's rate report (exception being residential large with frozen rates until 2022). The additional increase in stormwater rates over last year's projection is to accommodate additional capital funding needs throughout the forecast period that had not been budgeted for previously.

B. Financial Implications

Staff have developed the 2019 water, sanitary sewer, and stormwater rates along with the 2020-2028 rate forecast recommended in this report that aligns with the City of Waterloo recommended 2019 Operating and Capital budgets. As such, it is recommended that the 2019 City Utilities rates be approved as outlined in Table 1 of this report.

The annual financial impact of the recommended overall City Utilities increase for 2019 is 4.7% (or \$48.18) for the average household; of which the City's share is 2.7% (or \$27.39) and the Region's share is 2.0% (or \$20.79).

C. Technology Implications

N/A

D. Link to Strategic Plan/Economic Vitality

(Strategic Pillars: Sustainability and Our Living Environment, Public Engagement, Healthy & Safe Community, Vibrant Neighbourhoods, Getting Around, Economic Vitality)

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The water, sanitary sewer, and stormwater rates and associated operating and capital budget are linked to the Strategic Plan:

- Infrastructure renewal – Ensuring investment in infrastructure through responsible operations and maintenance activities and capital renewal/replacement strategies
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CAO



City Utilities – 2019 Rates IPPW2019-001

Section 1 – Overview of City Utilities

The City Utilities division within the Integrated Planning and Public Works department is responsible for the distribution of potable drinking water, the collection of sanitary wastewater, and the management of stormwater (water quality control and flood control). Through these services, all residents and businesses within the City of Waterloo can rely on receiving a reliable supply of drinking water, sanitary sewer collection, protection of our source water and a reduced risk from weather-related incidents like flooding. Through cross-border servicing agreements in place, City Utilities provides sanitary wastewater collection to customers from the Bridgeport area and the Sunbridge subdivision in the City of Kitchener. City Utilities also provides both water and sanitary services to the Outlet Mall and Farmers Market in the Township of Woolwich and the Falconridge subdivision in the City of Kitchener.

Almost \$800 million in infrastructure is maintained by the City Utilities division including:

- 434 km of watermains
- 408 km of sanitary sewers
- 447 km of storm sewers
- 60 stormwater management ponds
- 6 sanitary pumping stations

The total replacement cost of this critical infrastructure is estimated as follows (2018 \$'s):

- water distribution – \$225 million
- sanitary sewer collection (including pumping stations) - \$276 million
- stormwater management & ponds - \$266 million

City Utilities generates all funds for operations, maintenance and capital projects from water, sanitary sewer, and stormwater rates and service charges (no revenue is generated from property taxes). City Utilities works closely with Finance (Revenue & Accounting Services and Financial Planning) on utility billing and the preparation of budgets and 10 year rate forecasts.

Section 2 – Stormwater Management Background

Stormwater management (SWM) is the planning and controlling of stormwater runoff from rain and melted snow for the purposes of minimizing risk of erosion, flooding and water quality degradation. Stormwater management serves to reduce the impact created when

our urban landscape changes from undeveloped, natural areas to cities with buildings, roadways, parking lots and ever-increasing impervious areas. Good stormwater management practices and infrastructure provides:

- a level of flood risk protection to properties;
- protection of our drinking water sources; and,
- helps mitigate the impact of pollution and erosion to the natural environment.

Stormwater management systems consist of infrastructure such as pipes, culverts, ditches, catch basins, manholes, stormwater management ponds, infiltration facilities and engineered landscape features, as well as, natural features such as creeks, rivers and lakes. The operation, maintenance, rehabilitation, renewal and replacement of this infrastructure is subject to such legislation as the *Ontario Water Resources Act*, *Canadian Environmental Protection Act*, the *Fisheries Act*, *Clean Water Act*, *Water Opportunities Act* and several guidelines published through the Ministry of Environment, Conservation and Parks, and Ministry of Natural Resources. The Grand River Conservation Authority (GRCA) also provides a significant role in the permitting and approvals process.

Previous rate reports have described the funding gap that the Stormwater program has been operating under. As part of the 2015 budget process, Council approved the first step towards a more sustainable Stormwater funding level by approving the 2015-2018 Stormwater rate increases. An Asset Management Plan (AMP) report (CORP2016-099) was previously presented to Council for their approval. The report identified a funding gap of 3 million dollars, above what Staff had been recommending as a funding level. It should be noted that this gap will be discussed in future City Utilities Rate reports under guidance from the AMP. Thus, at this point, there are only minor suggested adjustments (i.e. 6.5% vs 5.0% for 2019) to the proposed Stormwater rates contained in this report.

The recommended ten year stormwater rate forecast is provided in Table 1.

Section 3 – Recommended Operating and Capital Budget

Concurrent with this report, the recommended 2019 Operating and Capital Budget and 2020-2028 Capital Budget Forecast was released for public review with the target date of February 11, 2019 for Council's consideration of the budget. The recommended operating and capital budget is aligned with the 2019 City Utilities rates and the 2020-2028 rate forecasts.

Details on the City Utilities 2019 budget are provided in the above referenced budget documents.

Any rate increases are intended to cover current and future infrastructure replacement and maintenance activities. Some noteworthy capital items for 2019 are as follows:

Stormwater Management:

- Silver Lake and Maple Hill Creek Rehabilitations in addition to the continued Stormwater Management Pond cleanout program.

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Sanitary Sewer:

- Sanitary Sewer Optimization and Rehabilitation Program as well as implementation of the Sanitary Sewer Master Plan (various projects as identified in the plan).

Water:

- Continuation of the City's Valve Replacement Program and funding allocated for structurally deficient watermain rehabilitation as well as implementation of the Water Distribution System Master Plan (various projects as identified in the plan).

All three utilities also contribute to the City's ongoing road reconstruction program in addition to the underground utility infrastructure for Regional Road Reconstruction.

Section 4 – Recommended Rates

The recommended City Utilities retail rates for 2019 are:

- Water - \$1.92/m³
- Sanitary Sewer - \$2.45/m³
- Stormwater -
 - Residential; small \$7.94/month, medium \$11.92/month, and large \$18.61/month
 - Multi-Residential; small \$22.81/month, medium \$96.53/month, and large \$514.36/month
 - Institutional; small \$36.98/month, medium \$99.93/month, and large \$204.63/month
 - Commercial/Industrial; small \$30.60/month, medium \$142.89/month, large \$460.46/month, and largest \$1,166.31/month

The effective date for the 2019 rates is February 1, 2019 and the 2020-2028 forecast rates will have an effective date of January 1 for modelling purposes. If the proposed 2019 rates were to be delayed beyond February 1, 2019, a revenue loss of approximately \$175,000 per month would be incurred by the Water/Sanitary Sewer business units, and a loss of approximately \$35,000 per month would be incurred by the Stormwater business unit.

The ten year forecast of City Utilities rates is provided for planning purposes and is reviewed on an annual basis. The recommended rate forecasts are intended to accomplish a number of objectives:

- provide reasonable water, sanitary sewer, and stormwater operating and capital programs over the 10 year forecast, with sufficient user rates to support these programs
- provide stable rate increases, instead of volatile increases
- maintain appropriate reserve balances over the 10 year forecast
- enable operations and maintenance programs to responsibly manage the water distribution, sanitary sewer collection and stormwater management infrastructure

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- meet legislative requirements related to drinking water, sanitary sewers and stormwater management
- meet the challenges of both an aging and growing infrastructure system so as to renew/replace existing infrastructure and build capacity appropriately to ensure reliable infrastructure for a growing community
- allow flexibility to respond to unforeseen operating and capital pressures
- incorporate the Region of Waterloo wholesale rate forecast

Table 1 provides a summary of the 2019 recommended rates and 2020-2028 rate forecast.

Table 1 – Recommended City Utilities Rates:

Year	2018	2019 *	2020 *	2021	2022	2023	2024	2025	2026	2027	2028
Water (\$/m3)	1.79	1.92	2.04	2.16	2.28	2.36	2.44	2.48	2.51	2.54	2.58
Sanitary (\$/m3)	2.37	2.45	2.54	2.65	2.76	2.87	3.03	3.16	3.27	3.39	3.51
Service Charge - 15mm (\$/month)	3.13	3.21	3.30	3.39	3.48	3.58	3.68	3.78	3.89	4.00	4.11
Residential Small (\$/month)	7.46	7.94	8.50	9.10	9.56	10.04	10.54	10.96	11.18	11.40	11.63
Residential Medium (\$/month)	11.19	11.92	12.75	13.64	14.32	15.04	15.79	16.42	16.75	17.09	17.43
Residential Large (\$/month)	18.61	18.61	18.61	18.61	19.54	20.52	21.55	22.41	22.86	23.32	23.79
Multi-Residential Small (\$/month)	21.42	22.81	24.41	26.12	27.43	28.80	30.24	31.45	32.08	32.72	33.37
Multi-Residential Medium (\$/month)	90.64	96.53	103.29	110.52	116.05	121.85	127.94	133.06	135.72	138.43	141.20
Multi-Residential Large (\$/month)	482.97	514.36	550.37	588.90	618.35	649.27	681.73	709.00	723.18	737.64	752.39
Institutional Small (\$/month)	34.72	36.98	39.57	42.34	44.46	46.68	49.01	50.97	51.99	53.03	54.09
Institutional Medium (\$/month)	93.83	99.93	106.93	114.42	120.14	126.15	132.46	137.76	140.52	143.33	146.20
Institutional Large (\$/month)	192.14	204.63	218.95	234.28	245.99	258.29	271.20	282.05	287.69	293.44	299.31
Commercial/Industrial Small (\$/month)	28.73	30.60	32.74	35.03	36.78	38.62	40.55	42.17	43.01	43.87	44.75
Commercial/Industrial Medium (\$/month)	134.17	142.89	152.89	163.59	171.77	180.36	189.38	196.96	200.90	204.92	209.02
Commercial/Industrial Large (\$/month)	432.36	460.46	492.69	527.18	553.54	581.22	610.28	634.69	647.38	660.33	673.54
Commercial/Industrial Largest (\$/month)	1,095.13	1,166.31	1,247.95	1,335.31	1,402.08	1,472.18	1,545.79	1,607.62	1,639.77	1,672.57	1,706.02

Stormwater Tiers

The proposed 2019 water rate is consistent with the forecast from last year’s rate report. The proposed 2019 sanitary sewer rate is \$0.02/m³ higher than the forecast from last year’s rate report mainly due to an increased wholesale rate from the Region. The proposed 2019 stormwater rates have been adjusted up to a 6.5% increase vs a forecasted 5% increase shown in last year’s rate report (exception being ‘residential large’ with frozen rates until 2022). The additional increase in stormwater rates over last year’s projection is to accommodate additional capital funding needs throughout the forecast period that had not been budgeted for previously.

Section 5 – Breakdown of Rate Increase

The rate increases proposed by the City of Waterloo include various factors. The single largest factor to the water and sanitary sewer rates is the proposed rate increases from the Region of Waterloo, our sole supplier of drinking water and treatment provider for our wastewater. For these services, the Region charges wholesale rates to the City.

Similar to the City, the Region budgets a ten year forecast of wholesale water and wastewater rates. The Regional wholesale rates are utilized by staff for planning, forecasting and rate-setting purposes.

The recommended water and sanitary sewer retail rate increases for 2019 are broken down into a City portion and a Region portion as provided in Table 2. It should be noted that at the time of report writing, the Region of Waterloo’s Wholesale rates were still subject to approval by Regional Council. Provided there are no significant changes to the Region’s 2019 approved wholesale rates, the City will maintain the staff recommended rates in this report.

Table 2- Breakdown of Water and Sanitary Sewer Retail Rate Increase:

Rates / m ³	2018 Actual (\$)	2019 Proposed (\$)	Increase (\$)	Increase (%)
City Portion of Rate - Water	0.7454	0.8451	0.0997	13.4%
City Portion of Rate - Sanitary Sewer	1.1950	1.1940	(0.001)	-0.1%
Sub-total - City Portion	1.9404	2.0391	0.0987	5.1%
Region Portion of Rate - Water	1.0446	1.0749	0.0303	2.9%
Region Portion of Rate - Sanitary Sewer	1.1750	1.2560	0.0810	6.9%
Sub-total - Region Portion	2.2196	2.3309	0.1113	5.0%
TOTAL RATE	4.1600	4.3700	0.2100	5.0%

Note: The above City/Region breakdown of the City of Waterloo’s retail rate is a basic calculation to deduct the wholesale Region rate from the total rate charged to residents. It does not take into account specific factors including: City consumption patterns, effective dates of rate increases and City cost impacts from non-revenue water use & sanitary sewer flows. These impacts are not material on the total % figures noted in the table and have therefore been omitted for simplicity.

The City's portion of the 2019 Water rate increase is mainly resulting from additional capital needs throughout the entire forecast period. Staff aims to balance rate increase fluctuations along with maintaining reserves at the Council approved target level (discussed further below in Section 7). Often times this balancing will result in rate increases in some years in order to build reserves for future years that might have a larger capital program. This helps reduce the volatility of rate increases for users over the entire 10-year forecast period.

The City's portion of the 2019 Sanitary Sewer increase is flat year over year. While still using the same techniques and principles described above for Water, Sanitary Sewer has seen surpluses over the past few years due to favourable summer weather conditions and a recovery of post period capacity from the 2017 DC Bylaw update to help keep the City's portion of the rate increase nominal for 2019.

With regards to the City Utilities invoice, there is a 'blended rate' period that occurs each year. A blended rate occurs when the water/wastewater charge is a combination of the previous and current year's rates. Staff will be coordinating the blended rate period, along with the City's billing service provider, to ensure the blended rate is updated and accurate. Residents will see an explanation on their bill that is similar to the following:

- Blended rates on this bill are calculated based on the water and sewer consumption days used in 2018 (## days) and 2019 (## days). These are the average days for your billing area. The 2019 monthly service charges will be applied on your next bill -

The Region has approved changing the effective date of their wholesale rates beginning in 2019 onwards to a January 1st effective date vs a March 1st date as was done previously. This impacts the City financially as the new (higher) rate is charged 2 months sooner. The overall impact to the City is, on average, \$230,000 per year of additional costs for a total impact of \$0.7M over 10 years to the water business unit and \$1.6M over 10 years to the sanitary sewer business unit. These additional costs have been factored into the City's financial model and 10 year rate forecast.

Section 6 – Annual Household Impact

The average annual City Utilities bill for a single detached home in Waterloo with an average consumption rate of 17 cubic metres per month will be \$1,068.66 in 2019 for water, sanitary sewer, and stormwater services. This represents an increase of \$48.18 annually, or 4.7% when compared to the average cost of \$1,020.48 in 2018. Table 3 outlines the 2019 average annual City Utilities household cost increase split between City and Region.

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Table 3: Breakdown of 2019 Average Annual City Utilities Household Impact:

Average Household Annual Impact	2018 (\$)	2019 *** (\$)	Increase (\$)	Increase (%)	Increase of total cost (%)
City Utilities Rate - City Stormwater *	134.28	142.31	8.03	6.0%	0.8%
City Utilities Rate - City Water Meter Fee **	37.56	38.44	0.88	2.3%	0.1%
City Utilities Rate - City Portion **** (Water/Sanitary)	395.82	414.30	18.48	4.7%	1.8%
City Utilities Rate - Region Portion **** (Water/Sanitary)	452.82	473.61	20.79	4.6%	2.0%
TOTAL COST	1,020.48	1,068.66	48.18	-	4.7%

* Residential Medium Tier

** 15mm Water Service Charge

*** Using effective date of Feb. 1 for 2019 rates

**** Using average consumption - 17m³/month

Chart 1 provides insight into the average household water and sanitary sewer costs for area municipalities. The proposed City of Waterloo 2019 impact is provided, however as 2019 rates have not been released yet by area municipalities, they have been left blank. Stormwater costs have not been included as only Kitchener and Waterloo have a stormwater utility, although a broader comparison of stormwater utilities is provided in Chart 2.

Chart 1 illustrates the following:

- That there is an increasing trend in annual household water and wastewater costs for all area municipalities
- City of Waterloo compares favourably with area municipality comparators with an average annual household cost for water and sanitary sewer of \$886.20 in 2018. The proposed 2019 household impact would have Waterloo still below other municipalities' 2018 household impact.

Chart 1 - Average Annual Household Cost: Water & Sanitary Sewer

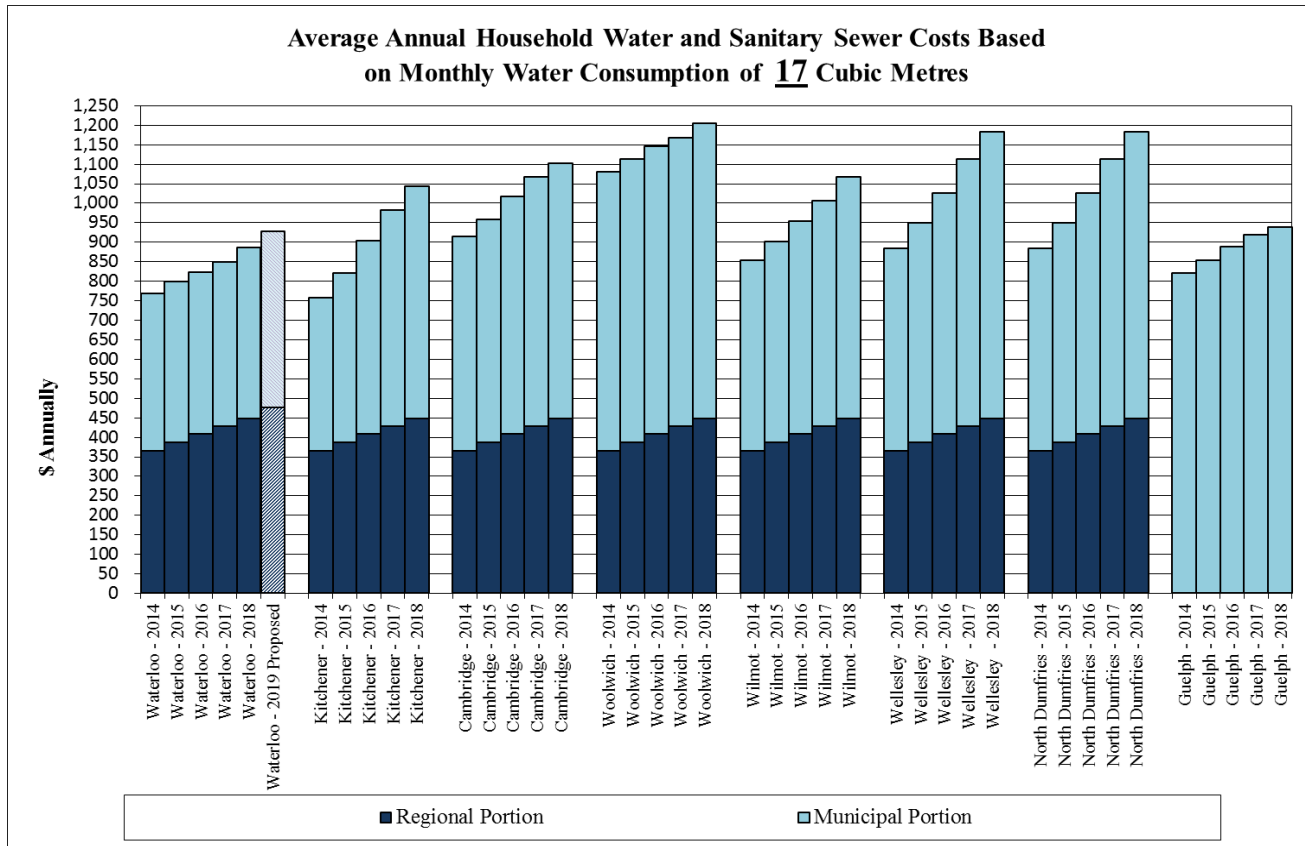
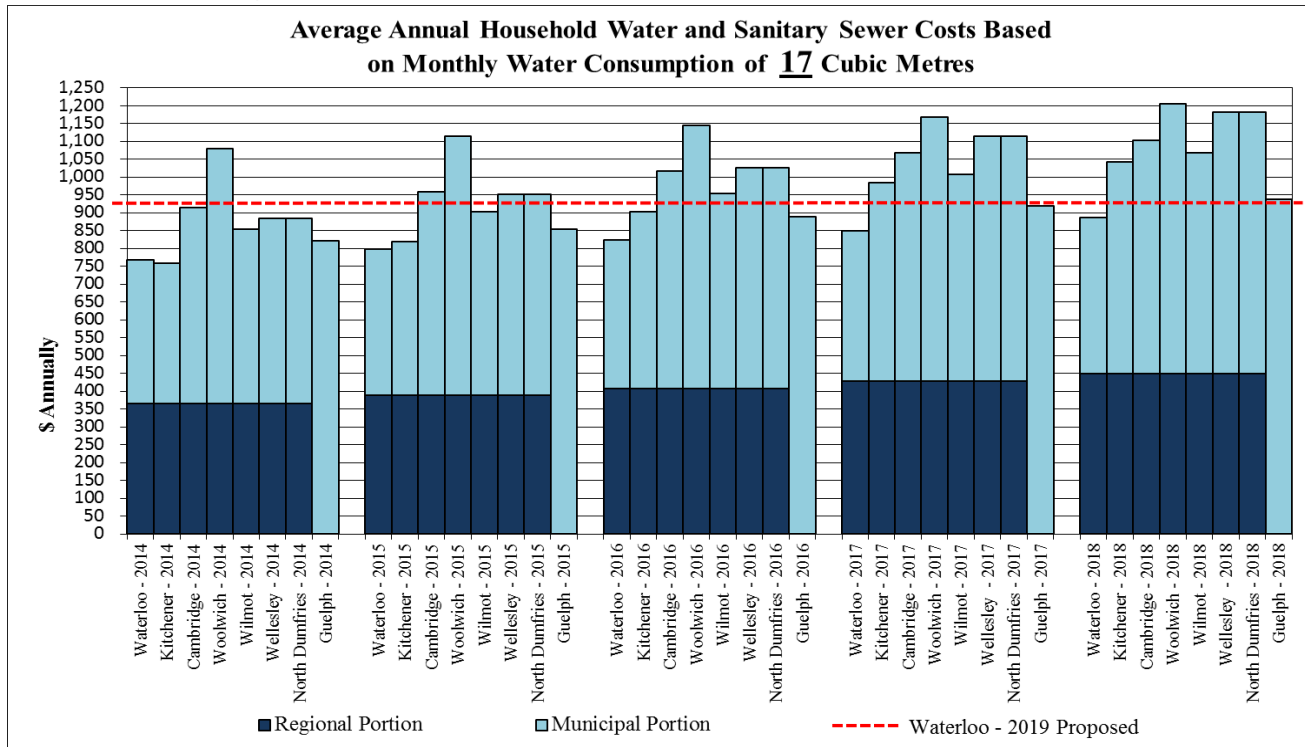
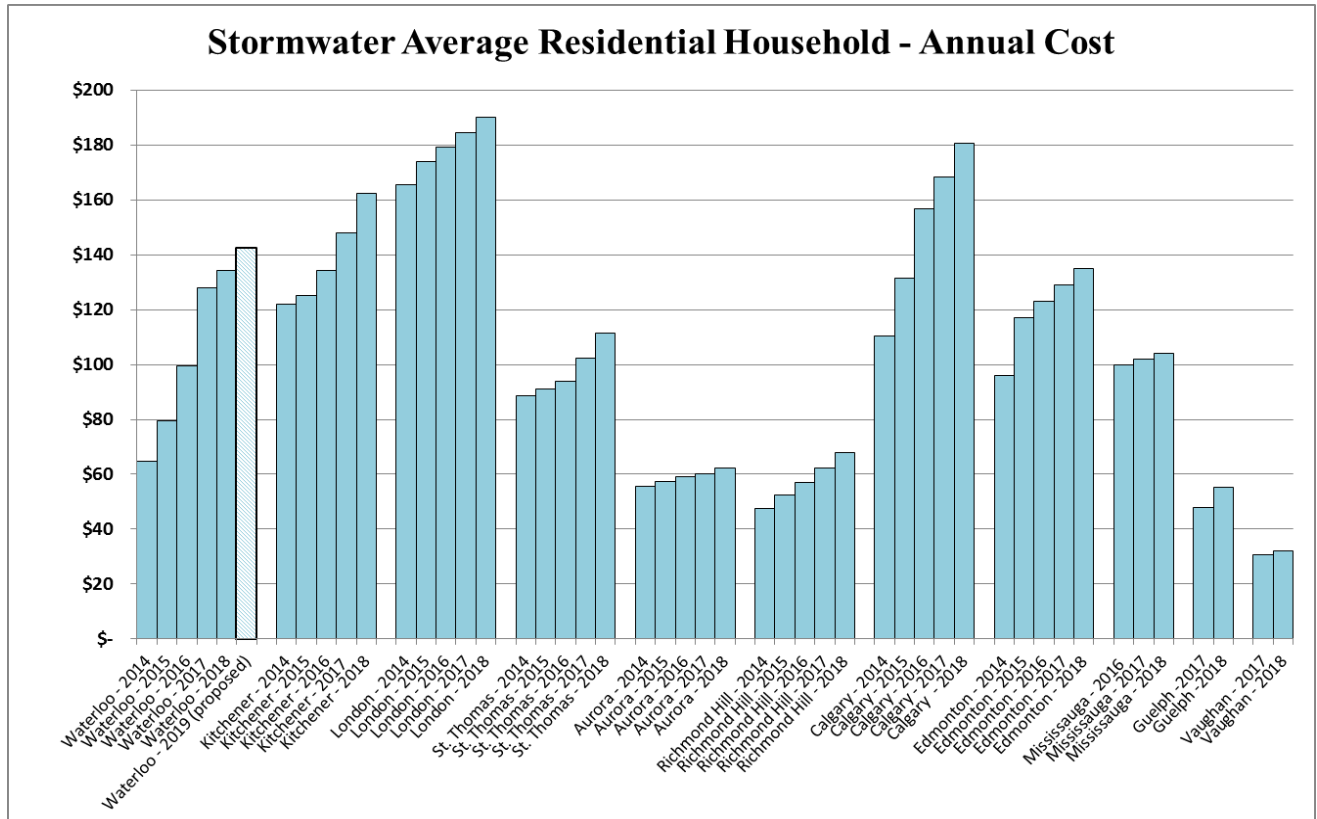


Chart 1b – Average Annual Household Cost: Side by Side Comparator



A review of stormwater rates across Canada, outlined in Chart 2, allows for a relative comparison of annual household impact for municipalities that have stormwater rates. It should be noted that direct comparison is difficult because stormwater utilities are less defined than water and wastewater utilities and vary widely across Canada depending on local characteristics and regulatory requirements. There is an increasing trend amongst municipalities to shift from tax based funding to a dedicated stormwater utility. As this trend continues it is anticipated that better local comparator data will become available.

Chart 2 - Average Annual Household Cost: Stormwater



Another comparator which can be used to assess Waterloo to our neighbouring municipalities is affordability (annual household impact as a percentage of annual household income). The Municipal Competitiveness Study, developed by BMA Management Consulting, provides a summary of municipal comparator data, provided in Table 4. The American Water Works Association’s (a leading authority on water utility best practices) publication, “*Affordability Assessment Tool for Federal Water Mandates*”, 2013, identifies an affordability benchmark of less than 4.5% of median household income for water and wastewater combined costs.

Table 4 – Affordability Measure Comparison for Area Municipalities based on current 2018 Water and Sanitary Sewer costs:

Municipality	Annual Household Impact *	Average Household Income **	Impact as a % of Income
Waterloo	\$886	\$113,182	0.78%
Guelph	\$938	\$97,772	0.96%
Kitchener	\$1,043	\$89,437	1.17%
Wilmot	\$1,068	\$116,170	0.92%
Cambridge	\$1,103	\$92,801	1.19%
North Dumfries	\$1,183	\$121,452	0.97%
Wellesley	\$1,183	\$117,620	1.01%
Woolwich	\$1,205	\$140,088	0.86%

* based on average consumption of 17m3 per month

** based on the 2017 BMA Municipal Study utilizing 2016 incomes

Section 7 – Reserve Levels – Updated model

The water, sanitary sewer, and stormwater reserves fund the entire City Utilities division including the day-to-day operations, current and future capital needs, and provides a stabilization measure to address revenue shortfalls while providing flexibility for Council to respond to unforeseen pressures or opportunities.

In April 2016, a rate design study was completed as referenced in IPPW2016-032. One of the components of that review was to evaluate reserve policies and target reserve levels. The following recommendations were approved by Council on April 18, 2016:

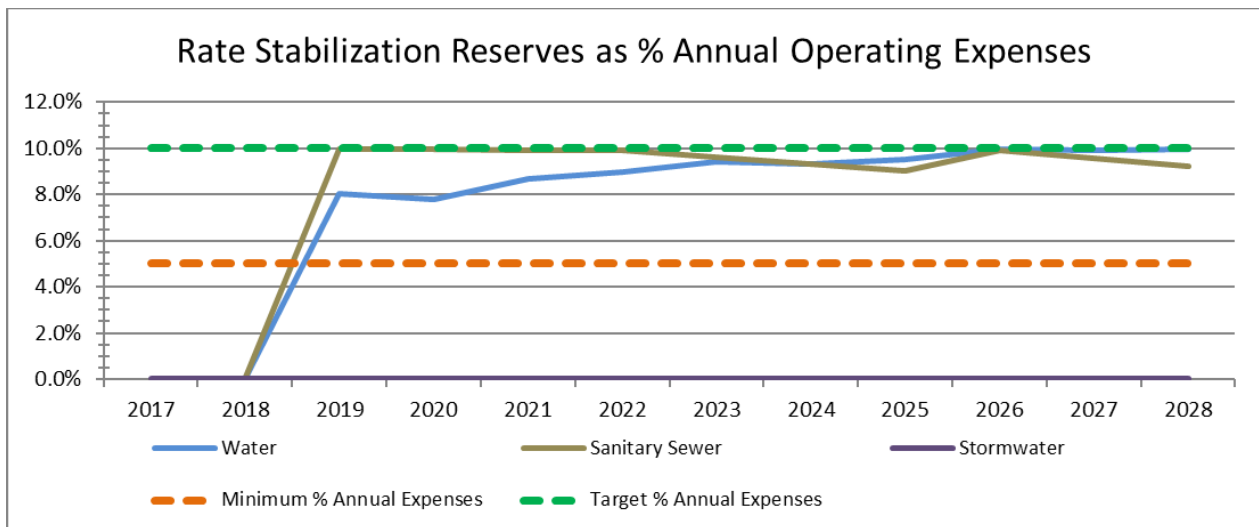
- Distinct reserves should be established for both rate stabilization and capital works
- Rate stabilization reserves should have a minimum balance of 5% of annual operating expenditures and a target balance of 10% of annual operating expenditures
- Capital reserves should have a minimum balance of 1% of asset replacement value and a target balance of 2% of asset replacement value

Those approved reserve levels have been worked into the 10 year rate model, and as per IPPW2016-032, the transition to the new reserve structure will begin in 2019.

A review of the Rate Stabilization reserves (see chart 3 below), indicate the Water rate stabilization reserve is below the target levels for the next few years. As the rate stabilization reserve is in its infancy, it will take time to build it to the required target level. The Sanitary Sewer rate stabilization reserve is approaching the target level in 2019 as

significant surpluses in operations along with the large Post Period Capacity (PPC) repayment that was recovered from the 2017 Development Charge By-law update have allowed the rate stabilization reserve to reach target levels much faster than Water. There is no dedicated rate stabilization reserve within Stormwater operations as this was not part of the Water & Sanitary Sewer Financial Plan and Rate Design Study Recommendations completed back in 2016. Staff will continue to monitor best practices in the stormwater industry to manage operational risks; however stormwater revenue is very stable and less prone to external influence than Water and Sanitary Sewer revenues, thus minimizing the need for a rate stabilization reserve. Staff also recognize that the Stormwater Utility could be impacted by climate change and will include this within their monitoring.

Chart 3 - Rate Stabilization Reserves for Water, Sanitary Sewer



A review of the Capital reserves (see chart 4 below) for both Water and Sanitary Sewer show that they are above the minimum level and fluctuate near the target level over the entire forecast period. The stormwater reserve continues to face pressures over the forecast period. While currently at the minimum target level, a large stormwater capital program budgeted over the next few years will drag the balance below the minimum level until a recovery is seen in 2022. The reserve is forecasted to again drop below minimum levels in 2024-2025 as a result of additional City projects not previously budgeted for and some significant Regional projects that have been added to their road reconstruction program (as the City must pay for its underground infrastructure associated with Regional roads). Although the shift towards a sustainable stormwater funding program has been created through significant rate increases over the past few years, staff will continue to balance the reserve level with rate increases over time to achieve and maintain the Council approved level.

The estimated replacement value of the City’s water assets (including water meters) is \$225M. The estimated replacement value of the City’s sanitary sewer assets (including pumping stations) is \$276M. The estimated replacement value of the City’s stormwater assets is \$266M (including 60 stormwater management ponds). These replacement

values have been obtained from the City’s Asset Management Analysis based on the best available data at this time.

Chart 4 - Capital Reserves for Water, Sanitary Sewer, Stormwater

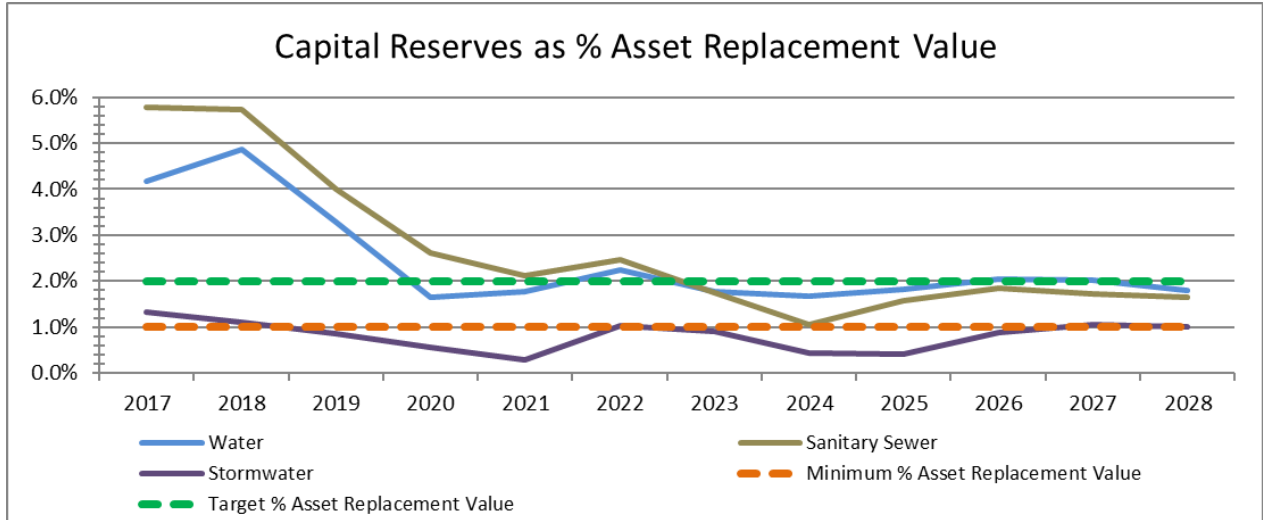
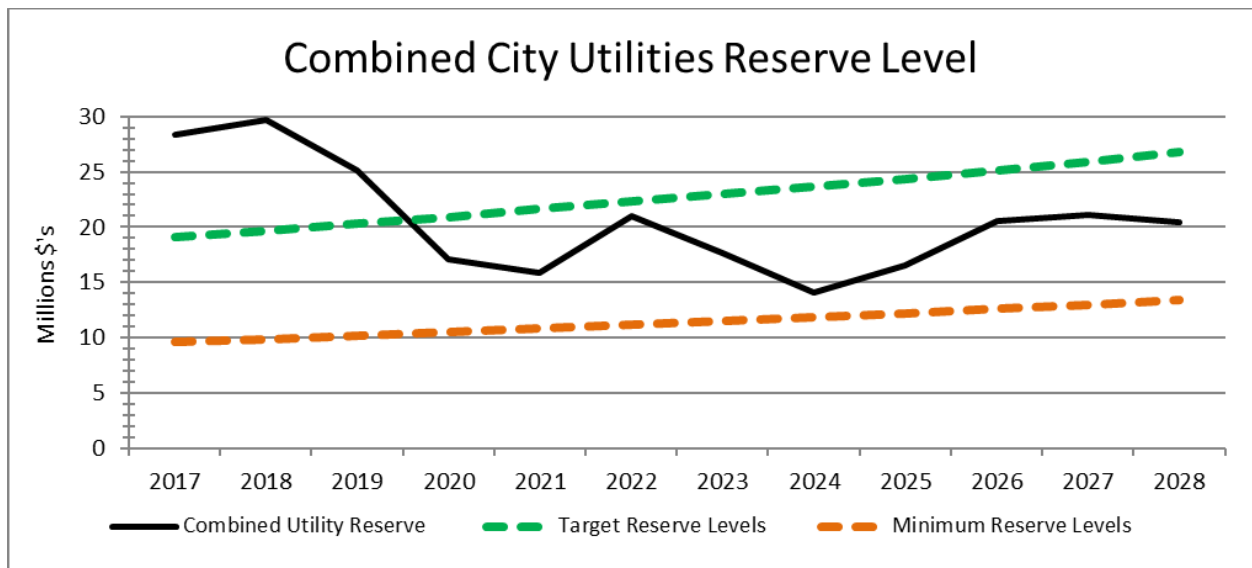


Chart 5 illustrates a summary of the combined reserve levels (Water, Sanitary Sewer, Stormwater) over the next ten years in dollar values compared to the Council approved policy for minimum reserve levels and target reserve levels, as approved via report IPPW2016-032 – Water & Sanitary Sewer Financial Plans and Rate Design Study Recommendations.

Chart 5 – City Utilities Combined Reserve Compared to Minimum & Target Levels:



For illustrative purposes, over the course of the forecast period (2019-2028), the projected combined reserve levels would exceed the minimum balance requirements as

outlined by the above best practices. The projected 2018 reserve balance is showing an elevated level as a result of some significant capital projects being deferred and re-budgeted to 2019 or onwards, and the PPC recovery noted above.

Section 8 – Fees & Charges By-Law

Appendix B outlines the 2019 City Utilities fees and charges to be incorporated into the Fees and Charges By-Law. Aside from the specific water, sanitary sewer, and stormwater rates discussed above, other City Utilities fees are increasing by approximately 2.2%.

The proposed 2019 fees have been taken into account and incorporated within the proposed 2019 City Utilities budget.

Section 9 – Advanced Metering Infrastructure (AMI) Update

Council report IPPW2017-037 provided an overview of the Advanced Metering Infrastructure pilot project, along with the recommendation to further study the financial impact of City wide implementation (approved on July 24, 2017). Staff has included the citywide AMI implementation in the Capital project planning process. The Water and Sanitary Sewer Capital reserve balances reflect the costs associated with implementing AMI over a 5 year period. The upcoming council report that seeks consideration and approval for the project will indicate the impact on reserve levels for both scenarios (approved or not). The preliminary analysis indicates that the initial cost of installing the transmitters can be accommodated by the existing reserve balances. Strong surpluses resulting from recent dry summers in addition to recovery of post period capacity financing from the 2017 DC bylaw update has bolstered reserves to help support the AMI implementation plan. The financial review is underway and will be presented to Council in spring 2019.

Section 10 – High Water Bill Adjustment Program

The current practice for handling customer concerns regarding high water bills has been for City Utilities to charge the full amount, as per the Water Use Bylaw (By-Law No. 2013-115). A high water bill is a situation where a customer receives a water bill that is significantly higher than their normal bill. These situations typically occur when the customer has plumbing leaks in toilets, faucets, and/or fixtures, and often such leaks or malfunctions go unnoticed for some time. High water bills often are emotionally charged situations that can lead to great distress for both the customer and City Utilities administration. Extremely high water bill cases can receive media attention.

Several other area water utilities do offer high water bill, or leak adjustment programs; the Cities of London, Cambridge, and Guelph to name a few. The intent of recommendation 7 is for Staff to seek Council approval in investigating the various programs other water utilities offer and providing program options for council to consider. Staff anticipate the

report would be tabled in spring 2019 should the recommendation be approved in this report.

Section 11 – Rate Uncertainties and Risks

The ten year rate forecast provided in this report is subject to numerous rate uncertainties and risks. Over the course of 2019-2028 rates may be significantly affected by:

- **Master Plans** – The Stormwater Master Plan is currently underway, scheduled to be completed in 2019. A nominal amount of capital implementation funding has been budgeted, however it is anticipated that the study may identify greater capital requirements than what is contained in the current capital budget and forecast.
- **Asset Management Plan (AMP)** – Asset management is the coordinated approach to the management of the City’s assets using evidence based decision making for responsible choices for today and the future AMPs are iterative documents and influenced by asset condition, performance, technology and legislation. The Province of Ontario has introduced asset management legislation through O. Reg 588/17 which has a 6 year phase-in with various components that includes an updated policy, customer and technical levels of service reporting and lifecycle management. It is anticipated that user rates may be impacted as the City continues to implement asset management practices in operational and capital decision making processes.
- **Long Term Financial Plan (LTFP)** – Long term financial plans (LTFP) are tools for Councils and staff to consider future scenarios, to help the strategic planning process and help municipalities navigate financial challenges. A LTFP is the process of projecting revenues and expenditures over a long-term period (25 years) while using assumptions relevant to the municipality. The development and maintenance of an LTFP is complex and contains many inter-related decision making factors. With each update to the LTFP, the data and information will be refined to reflect the financial environment faced by the City at the time and projected for the future.
- **Grant Opportunities** – The City of Waterloo actively pursues opportunities for Federal, Provincial, and private grants where applicable. Any funding received will be factored into the capital program and impact reserve levels over the 10 year forecast period.
- **Regulatory Drivers** – The City Utilities division is highly regulated to ensure the quality of drinking water to consumers and the responsible management of sanitary sewer and stormwater. New pieces of legislation that are requiring action and resources include the Water Opportunities Act, 2010 and the Ontario Underground Infrastructure Notifications System Act, 2012 as well as the creation of guidance documents for the Safe Drinking Water Act outlining new requirements for watermain disinfection and oversight of repairs. The Water Opportunities Act provides specific requirements for municipalities to create and implement

sustainability plans for water, sanitary sewer and stormwater systems. The sustainability plans will require a conservation plan, an asset management plan, and a financial plan to be developed and implemented. These requirements could result in future budget and rate pressures that negatively impact reserve levels.

- **Emergency Response** - There is an increasing trend in emergency response requirements (e.g. watermain breaks) due to aging infrastructure and extreme weather events (e.g. flooding). City Utilities have placed an emphasis on increasing resiliency and response capabilities in the event of emergencies. A Corporate Climate Change Adaptation Plan is currently underway which will identify additional measures that should be taken to increase resiliency related to City infrastructure, planning and response.

Section 12 – Communication

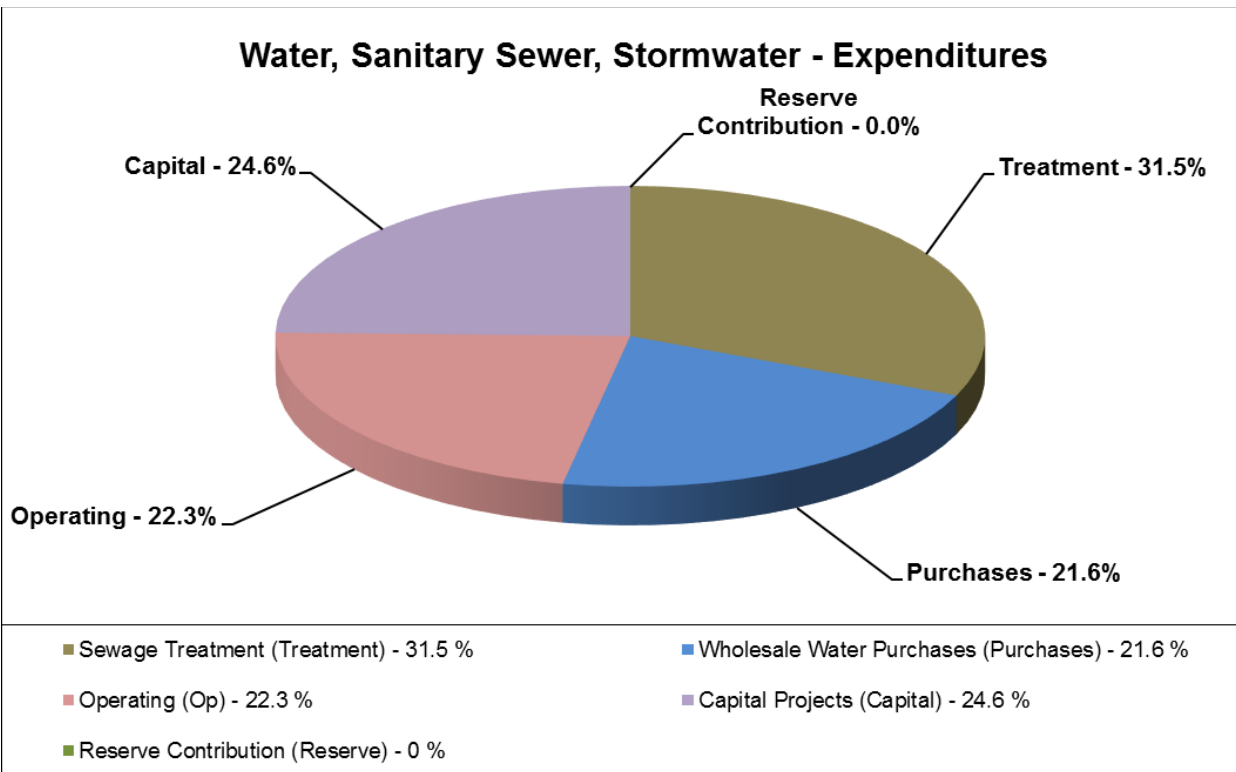
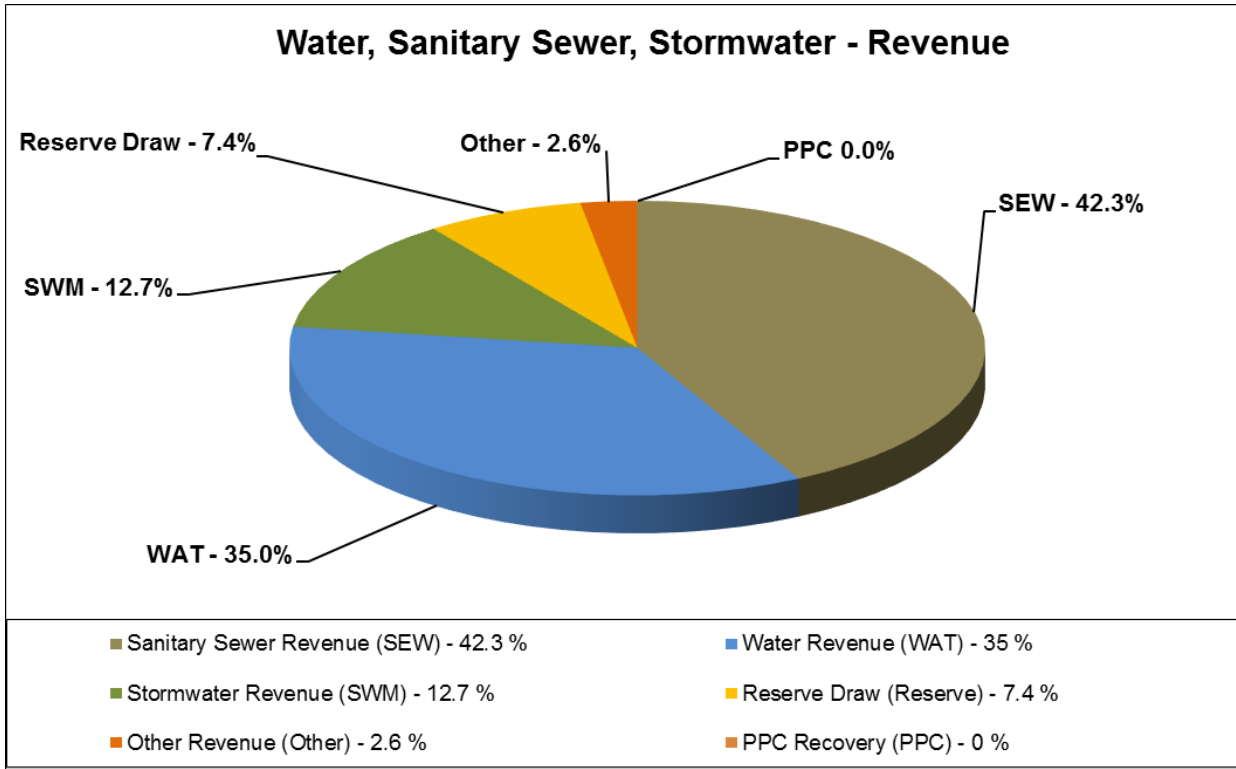
The *Municipal Act* 2001 requires municipalities maintain a notice policy and the City of Waterloo Notice Policy requires public notice of fees and charges changes. Notice of the proposed rate changes was provided in the Waterloo Chronicle on November 29, 2018 and December 6, 2018 as well as January 10 & 17, 2019. Additional communications were displayed on the City's web page and through social media.

The communication of the 2019 City Utilities Rate recommendations is consistent with municipal practice regarding user fee changes. The City of Waterloo's normal practice of releasing rate information is to provide advertisement approximately 7 to 14 days prior to the rates being considered by Council for approval.

Information on www.waterloo.ca/water provides details of the rate increases along with information about the role the city plays in ensuring our residents receive a reliable supply of drinking water, sanitary sewer collection and protection from flooding and other forms of water-related property damage.

APPENDIX A

2019 REVENUE AND EXPENDITURES



APPENDIX B
CITY UTILITIES FEES & CHARGES

IPPW – City Utilities

Schedule "A" to Fees and Charges By-law:

WATER AND SANITARY SEWER

Water Rate	Fee	Effective Date of Fee	% Inc.	Fee	Effective Date of Fee	% Inc.
(per cubic metre)	\$ 1.79	1-Jan-2018	2.9%	\$ 1.92	1-Feb-2019	7.3%
Sanitary Sewer Rate						
(per cubic metre)	\$ 2.37	1-Jan-2018	5.8%	\$ 2.45	1-Feb-2019	3.4%
Service Charges						
Fire Protection Charge (large commercial accounts)	\$ 22.16	1-Jan-2018	2.0%	\$ 22.65	1-Feb-2019	2.2%
15mm Water Meter Charge (single family residential accounts)	\$ 3.13	1-Jan-2018	2.6%	\$ 3.20	1-Feb-2019	2.2%
25mm Water Meter Charge (small apartments, i.e. Triplex accounts)	\$ 6.32	1-Jan-2018	2.4%	\$ 6.45	1-Feb-2019	2.1%
40mm Water Meter Charge (small commercial, industrial accounts)	\$ 11.56	1-Jan-2018	2.5%	\$ 11.80	1-Feb-2019	2.1%
50mm Water Meter Charge (large commercial, industrial accounts)	\$ 14.48	1-Jan-2018	2.5%	\$ 14.80	1-Feb-2019	2.2%
75mm Water Meter Charge (large commercial, industrial accounts)	\$ 30.27	1-Jan-2018	2.5%	\$ 30.90	1-Feb-2019	2.1%
100mm Water Meter Charge (large commercial, industrial accounts)	\$ 44.27	1-Jan-2018	2.5%	\$ 45.25	1-Feb-2019	2.2%
150mm Water Meter Charge (large commercial, industrial accounts)	\$ 75.29	1-Jan-2018	2.5%	\$ 77.00	1-Feb-2019	2.3%
200mm Water Meter Charge (large commercial, industrial accounts)	\$ 113.65	1-Jan-2018	2.5%	\$ 116.00	1-Feb-2019	2.1%
250mm Water Meter Charge (large commercial, industrial accounts)	\$ 151.14	1-Jan-2018	2.5%	\$ 154.50	1-Feb-2019	2.2%
Meter Pit Charge	\$ 38.63	1-Jan-2018	2.5%	\$ 39.50	1-Feb-2019	2.3%
Water Meters						
Water Meter Accuracy Deposit	\$ 160.00	1-Jan-2018	1.3%	\$ 163.00	1-Feb-2019	1.9%
Water Meter Replacement Fee-(Damaged, Frozen or Missing) + Meter Cost	\$ 77.57	1-Jan-2018	2.0%	\$ 79.25	1-Feb-2019	2.2%
Remote/Mounting Bracket Assembly	\$ 41.10	1-Jan-2018	2.0%	\$ 42.00	1-Feb-2019	2.2%
Tail Piece Replacement	\$ 20.52	1-Jan-2018	2.0%	\$ 21.00	1-Feb-2019	2.3%
Remote Re-wiring	\$ 164.58	1-Jan-2018	2.0%	\$ 168.00	1-Feb-2019	2.1%
15mm Meter Kit (complete)	\$ 173.95	1-Jan-2018	2.0%	\$ 178.00	1-Feb-2019	2.3%
Verification Administration	\$ 41.10	1-Jan-2018	2.0%	\$ 42.00	1-Feb-2019	2.2%
Miscellaneous Minor Repairs (per hour)	\$ 82.26	1-Jan-2018	2.0%	\$ 84.00	1-Feb-2019	2.1%
Security Tag Replacement	\$ 68.15	1-Jan-2018	2.0%	\$ 69.75	1-Feb-2019	2.3%
Water Meters - New						
15 mm	\$ 113.42	1-Jan-2018	2.0%	\$ 116.00	1-Feb-2019	2.3%
25 mm	\$ 211.55	1-Jan-2018	2.0%	\$ 216.00	1-Feb-2019	2.1%
40 mm	\$ 630.83	1-Jan-2018	2.0%	\$ 645.00	1-Feb-2019	2.2%
50 mm	\$ 758.27	1-Jan-2018	2.0%	\$ 775.00	1-Feb-2019	2.2%
75 mm	\$ 2,332.15	1-Jan-2018	2.0%	\$ 2,383.00	1-Feb-2019	2.2%
100 mm compound	\$ 3,950.64	1-Jan-2018	2.0%	\$ 4,038.00	1-Feb-2019	2.2%
100 mm fire rated	\$ 8,793.36	1-Jan-2018	2.0%	\$ 8,987.00	1-Feb-2019	2.2%
150 mm compound	\$ 6,722.46	1-Jan-2018	2.0%	\$ 6,870.00	1-Feb-2019	2.2%
150 mm fire rated	\$ 11,724.48	1-Jan-2018	2.0%	\$ 11,982.00	1-Feb-2019	2.2%
200 mm compound	\$ 10,832.40	1-Jan-2018	2.0%	\$ 11,071.00	1-Feb-2019	2.2%
200 mm fire rated	\$ 17,841.60	1-Jan-2018	2.0%	\$ 18,234.00	1-Feb-2019	2.2%
250 mm compound	\$ 14,018.40	1-Jan-2018	2.0%	\$ 14,327.00	1-Feb-2019	2.2%
250 mm fire rated	\$ 25,054.70	1-Jan-2018	2.0%	\$ 25,606.00	1-Feb-2019	2.2%

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Service Line (water)	Fee	Effective Date of Fee	% Inc.	Fee	Effective Date of Fee	% Inc.
Building Water Fee	\$ 73.11	1-Jan-2018	2.0%	\$ 74.75	1-Feb-2019	2.2%
Alteration to the Drinking Water System Review Fee (Form#1)	\$ 549.00	1-Jan-2018	2.0%	\$ 561.00	1-Feb-2019	2.2%
Frozen Line - on customer side of curb stop (1st time free)	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Frozen Line - on customer side of meter	\$ 79.00	1-Jan-2018	2.6%			n/a
Water Box Adjustments by hand (less than 1 metre)	\$ 59.00	1-Jan-2018	1.7%			n/a
Water Frontage Charge (per linear metre)	\$ 53.00	1-Jan-2018	1.9%	\$ 54.00	1-Feb-2019	1.9%
Service Line (sanitary sewer)						
Blocked Lateral	\$ 204.00	1-Jan-2018	2.0%	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Flushing	\$ 204.00	1-Jan-2018	2.0%			n/a
Camera Inspection	\$ 212.00	1-Jan-2018	1.9%			n/a
Sanitary Sewer Frontage Charge (per linear metre)	\$ 63.00	1-Jan-2018	1.6%	\$ 64.00	1-Feb-2019	1.6%
Main Line (water)						
New Subdivision Service call	\$ 61.00	1-Jan-2018	1.7%	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Valve Box Adjustments (less than 300 mm)	\$ 182.00	1-Jan-2018	1.7%			n/a
Hydrant Adjustment (less than or equal to 150 mm)	\$ 700.00	1-Jan-2018	1.4%			n/a
Hydrant Inspection (no parts)	\$ 111.00	1-Jan-2018	1.8%	\$ 113.00	1-Feb-2019	1.8%
Main Line (sanitary sewer)						
Flushing	\$ 275.00	1-Jan-2018	2.2%	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Camera Inspection	\$ 275.00	1-Jan-2018	2.2%			n/a
Miscellaneous - Others						
Water Meter Access Fee (per Meter)	\$30.00	1-Jan-2018	1.7%	\$ 30.75	1-Feb-2019	2.5%
Non-Potable Water	Regional Wholesale Rate	1-Jan-2018	n/a	Regional Wholesale Rate	1-Feb-2019	n/a
Hydrant - Use Permit	\$ 81.00	1-Jan-2018	1.3%	\$ 83.00	1-Feb-2019	2.5%
Time and Material Work Order	Fee	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Vacuum Excavation	\$ 380.00	1-Jan-2018	1.9%			n/a
Vacuum Excavation with Canister Shoring System	\$ 500.00	1-Jan-2018	1.0%			n/a
Minimum Service Call Charge	\$ 81.00	1-Jan-2018	2.5%	\$ 83.00	1-Feb-2019	2.5%
Backflow Prevention Fees						
Backflow Prevention Device Permit Fee (Fee includes a review of the survey and inspecting up to three (3) backflow prevention devices)	\$ 255.00	1-Jan-2018	2.0%	\$ 261.00	1-Feb-2019	2.4%
Test Report Fee (Fee to review Test Report submitted by the Due Date) per backflow prevention device	\$ 25.00	1-Jan-2018	4.2%	\$ 25.00	1-Feb-2019	0.0%
Late Test Report Fee (Fee to review Test Report submitted after the Due Date) per backflow prevention device	n/a	n/a		\$ 50.00	1-Feb-2019	n/a
Additional Backflow Prevention Device Permit Fee (Fee in addition to Backflow Prevention Device Permit Fee if there are more than three (3) backflow prevention devices)(amount per backflow prevention device)	\$ 48.00	1-Jan-2018	2.1%	\$ 49.00	1-Feb-2019	2.1%
Installation of Backflow Device Prior to Issuance of a Permit	\$ 107.00	1-Jan-2018	1.9%	\$ 110.00	1-Feb-2019	2.8%
Test Tags (amount per tag)	\$ 2.00	1-Jan-2018	0.0%	\$ 2.00	1-Feb-2019	0.0%

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CITY UTILITIES - Stormwater Rates

Property Type	Rate Tier	Property Size Range	2018 Monthly Rate	Effective Date of Fee	% Inc.	2019 Monthly Rate	Effective Date of Fee	% Inc.
Residential	Residential Small	Total property area less than or equal to 405 m ² (0.1 acres)	\$ 7.46	1-Jan-2018	5.1%	\$ 7.94	1-Feb-2019	6.4%
	Residential Medium	Total property area greater than 405 m ² (0.1 acres) and less than or equal to 1012 m ² (0.25 acres)	\$ 11.19	1-Jan-2018	5.0%	\$ 11.92	1-Feb-2019	6.5%
	Residential Large	Total property area greater than 1012 m ² (0.25 acres)	\$ 18.61	1-Jan-2018	0.0%	\$ 18.61	1-Feb-2019	0.0%
Multi-Residential	Multi-Residential Small	Total property area less than or equal to 1012 m ² (0.25 acres)	\$ 21.42	1-Jan-2018	5.0%	\$ 22.81	1-Feb-2019	6.5%
	Multi-Residential Medium	Total property area greater than 1012 m ² (0.25 acres) and less than or equal to 4046 m ² (1 acre)	\$ 90.64	1-Jan-2018	5.0%	\$ 96.53	1-Feb-2019	6.5%
	Multi-Residential Large	Total property area greater than 4046 m ² (1 acre)	\$ 482.97	1-Jan-2018	5.0%	\$ 514.36	1-Feb-2019	6.5%
Institutional	Institutional Small	Total property area less than or equal to 8094 m ² (2 acres)	\$ 34.72	1-Jan-2018	5.0%	\$ 36.98	1-Feb-2019	6.5%
	Institutional Medium	Total property area greater than 8094 m ² (2 acres) and less than or equal to 40469 m ² (10 acres)	\$ 93.83	1-Jan-2018	5.0%	\$ 99.93	1-Feb-2019	6.5%
	Institutional Large	Total property area greater than 40469 m ² (10 acres)	\$ 192.14	1-Jan-2018	5.0%	\$ 204.63	1-Feb-2019	6.5%
Commercial/Industrial	Commercial/Industrial Small	Total property area less than or equal to 2023 m ² (0.5 acres)	\$ 28.73	1-Jan-2018	5.0%	\$ 30.60	1-Feb-2019	6.5%
	Commercial/Industrial Medium	Total property area greater than 2023 m ² (0.5 acres) and less than or equal to 10117 m ² (2.5 acres)	\$ 134.17	1-Jan-2018	5.0%	\$ 142.89	1-Feb-2019	6.5%
	Commercial/Industrial Large	Total property area greater than 10117 m ² (2.5 acres) and less than or equal to 40469 m ² (10 acres)	\$ 432.36	1-Jan-2018	5.0%	\$ 460.46	1-Feb-2019	6.5%
	Commercial/Industrial Largest	Total property area greater than 40469 m ² (10 acres)	\$ 1,095.13	1-Jan-2018	5.0%	\$ 1,166.31	1-Feb-2019	6.5%

Stormwater Management Credit Program - Fees

	Fee	Effective Date of Fee	% Inc.	Fee	Effective Date of Fee	% Inc.
Application Fee - Non-residential / Multi-residential	n/a	1-Jan-2018	n/a	n/a	1-Feb-2019	n/a
Administrative Fee - Residential	\$ 76.00	1-Jan-2018	0.0%	\$ 77.00	1-Feb-2019	1.3%
Administrative Fee - Non-Residential / Multi-residential	\$ 152.00	1-Jan-2018	0.0%	\$ 154.00	1-Feb-2019	1.3%

Note: Please see Stormwater Bylaw for Credit Program.

CITY UTILITIES - Stormwater Management & Construction

Cleaning	Fee	Effective Date of Fee	% Inc.	Fee	Effective Date of Fee	% Inc.
Machine Sweeping (2 hour minimum)	\$296 min charge, \$148 per hr over 2 hrs	1-Jan-2018	2.1%	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Loader Scraping (2 hour minimum)	\$296 min charge, \$148 per hr over 2 hrs	1-Jan-2018	2.1%	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Flushing Storm Lines (2 hour minimum)	\$223 per hr / min 2 hrs	1-Jan-2018	1.8%	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Catchbasin Cleaning with Eductor (2 hour minimum)	\$223 per hr / min 2 hrs	1-Jan-2018	1.8%	Time, Material, Equipment & Administration	1-Feb-2019	n/a

Other Services

Stormwater Management Pond Cleaning	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Silt Fence Repair or Installation	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Debris Pick-up, Hand Sweeping or Cleaning	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Graffiti Removal	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Fence Repair	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a
Spill Clean-up	Time, Material, Equipment & Administration	1-Jan-2018	n/a	Time, Material, Equipment & Administration	1-Feb-2019	n/a