

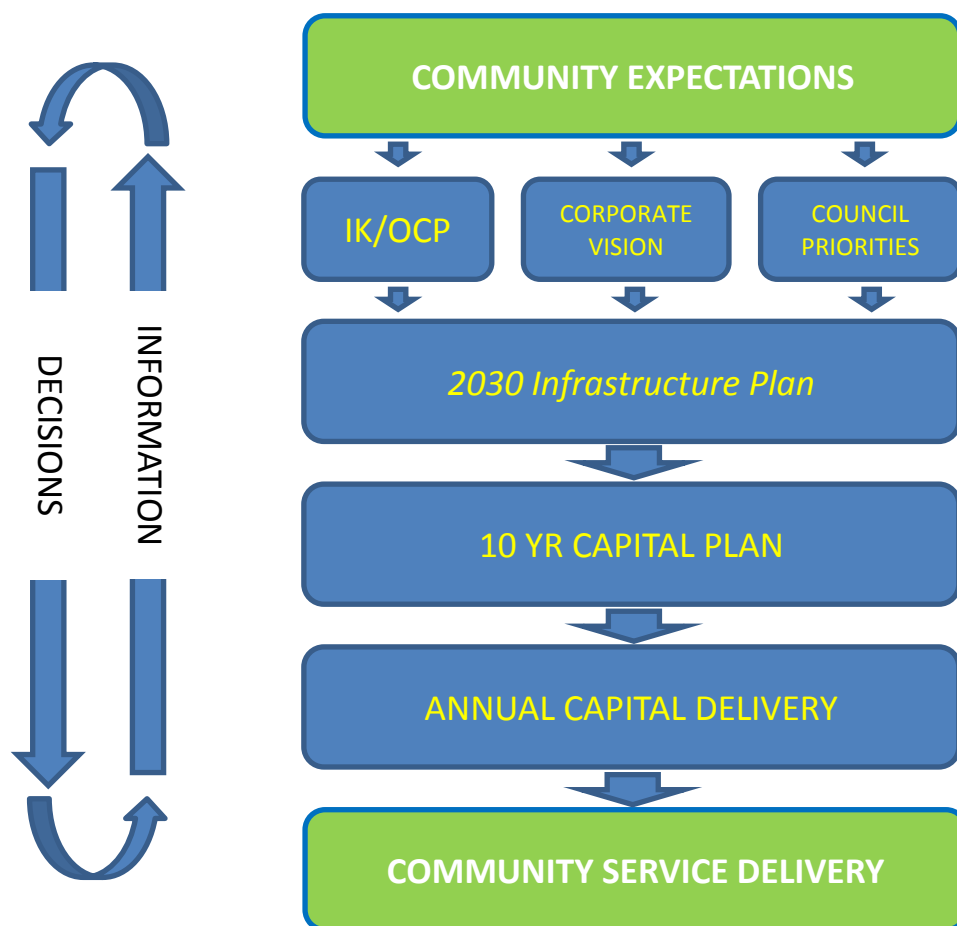


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## SECTION 1 INTRODUCTION

Economic resiliency is a Council priority aimed at efficient and sustainable service delivery supported by well maintained world class infrastructure. The City has a rigorous infrastructure planning process that starts with the direction set by Council in the *2030 Infrastructure Plan*. Council endorsed the *2030 Infrastructure Plan* in April 2016, which set the direction for infrastructure investment until 2030. Recognizing that emerging issues and community priorities change, the *10-Year Capital Plan* was developed to respond to these changing conditions. The *10-Year Capital Plan* is guided by the direction set in the *2030 Infrastructure Plan* but is updated annually to be responsive and practical. The *Annual Capital Plan* is, in turn, directed by the *10-Year Capital Plan* and capital projects are prioritized through a multiple bottom line analysis that considers economic, social and environmental factors. Figure 1 shows the infrastructure planning model and the hierarchy of the various planning documents. The *2030 Infrastructure Plan* is the highest-level capital plan and is the link between the higher-level planning documents (above) including Imagine Kelowna, Official Community Plan, Council and Corporate Priorities and the infrastructure delivery plans (below) which include the *10-Year Capital Plan* and the *Annual Capital Plan*. This infrastructure planning model starts with understanding community expectations and ends with providing infrastructure that delivers the expected services to the community.





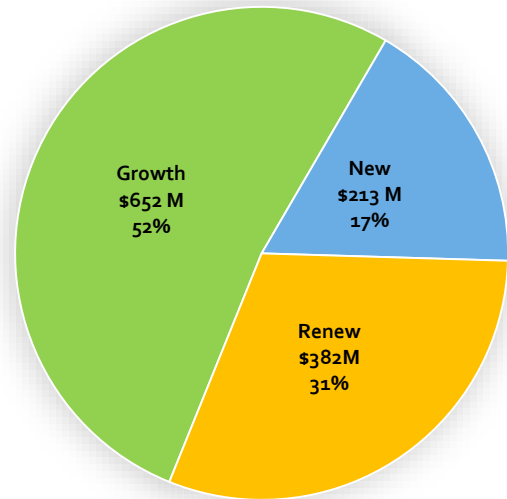
## SECTION 2 INFRASTRUCTURE SUMMARY

### Infrastructure Investment

This update to the *10-Year Capital Plan* forecasts the City's infrastructure needs from 2019 – 2028. The population of Kelowna is expected to increase by 20,000 to 152,000 over this timeframe and the *10-Year Capital Plan* forecasts \$1.25 billion in infrastructure investment required to accommodate growth, enhance services and renew existing infrastructure assets.

Kelowna is a growing community that is transitioning into a thriving urban Centre with residents requesting more and improved services. Recognizing these future demands, infrastructure required to support growth accounts for \$652 million (52%) of total investment and new infrastructure to support enhanced or improved services accounts for \$213 million (17%) of the plan.

The City owns \$2.85 billion in infrastructure assets and many of these assets are nearing the end of their service life. There is an emphasis on asset renewal in the *10-Year Capital Plan* with approximately \$382 million or 31% of the plan allocated to renew existing infrastructure assets.



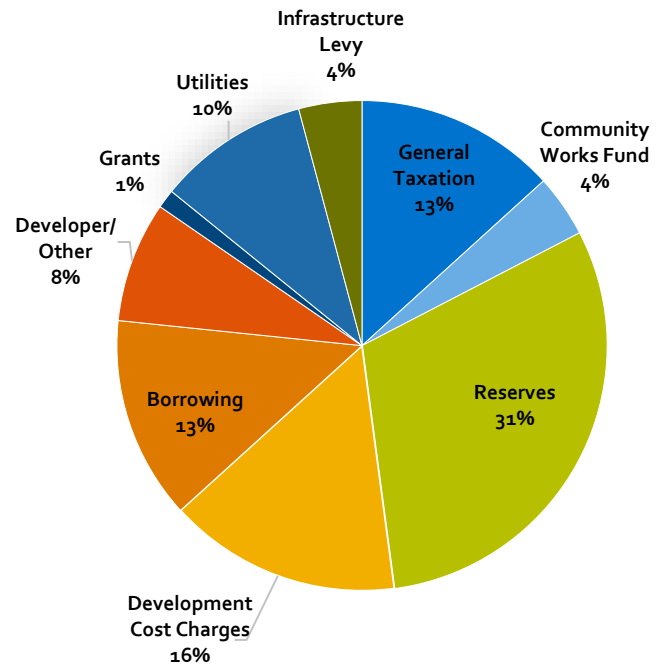
**Figure 2 - Infrastructure by project driver \$1.25 billion.**

Several funding sources support the planned infrastructure investment including: Taxation, Gas Tax, Surplus/Reserves, DCC Reserves, Debenture/Borrowing, confirmed Grants, Developer/Community Contributions, Municipal Works Reserve, Utility and Airport revenues (Figure 4). The general taxation share of funding is \$171 million and represents 13% of the total infrastructure investment.

Council approved an Infrastructure Levy (IL) in the 2019 Budget (discussed later in report). The Infrastructure Levy will generate \$3.0 million of additional revenue in 2019 and \$5.6 million per year thereafter. Over the next 10 years the Infrastructure Levy will provide an additional \$54 million available for infrastructure investment, bringing the total funding available to \$1.3 billion.

The IL funds have not been allocated and are available to Council to assign to priority project(s) during their review of this and future *10-Year Capital Plans*. As discussed later in this report, staff have identified for Council's consideration several high priority projects, that align with Council's priorities, Corporate focus areas or the theme areas from Imagine Kelowna.

The previous *10-Year Capital Plan* was endorsed by Council in July 2018 and since that time there has been a few notable changes (Table 1). Construction costs have increased significantly in the past year as Kelowna is in a period of growth with labour and materials in high demand. New projects have been added and the scope of existing projects has expanded to enhance services and support growth. The Infrastructure Levy was introduced in 2019 adding an additional \$54 million in infrastructure investment targeted at reducing the City's infrastructure deficit.





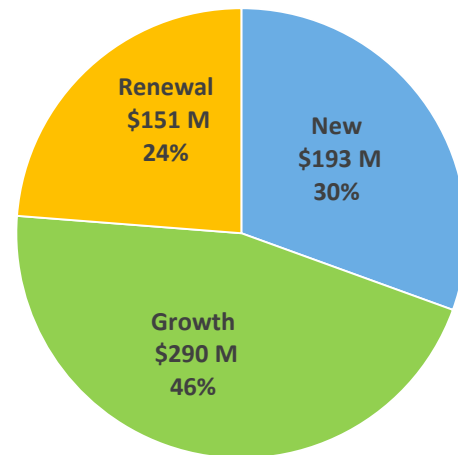


## Priority 2 Projects

Projects that are not fully funded and cannot proceed are termed Priority 2 (P2) projects. P2 projects amount to \$634 million in the *10-Year Capital Plan* and include projects to accommodate growth (46%), enhance services (30%), and renew existing assets (24%).

Several large P2 projects are contingent on funding from other sources (i.e. DCC's, grants, utilities or partnerships). Projects include:

- Clement 2 (Hwy 33 Ext.) - \$57 million
- Airport Exchange - \$35 million
- Transit Facility - \$65 million
- Kelowna Community Theatre - \$68 million
- Wastewater Digester - \$49 million



**P2 total = \$634 million**

**Figure 5 - P2 INVESTMENT SHORTFALL BY ASSET CATEGORY.**

Table 3 provides a breakdown of funding sources and shows that the City requires approximately \$396 million to fund its share of P2 projects. This includes

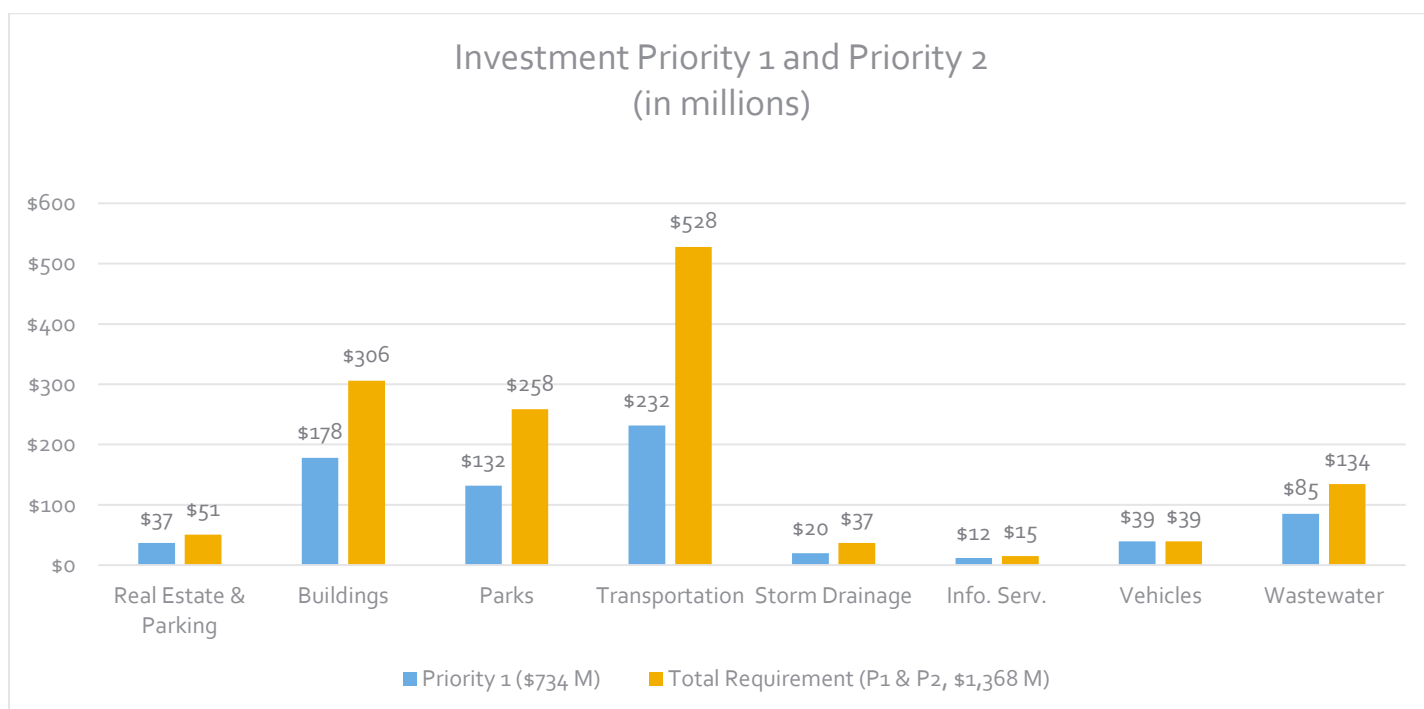
Both the number and value of P2 projects have increased compared to the previous *10-Year Capital Plan*. Table 4 provides a summary of investment changes by cost centre for the P2 projects.

**Table 4** – Summary of changes by cost centre for P2 projects in the 2018 and 2019 *10-Year Capital Plans*.

| Capital Cost Centre     | 2019<br><i>10-Year Capital Plan</i><br>(\$ million) | 2018<br><i>10-Year Capital Plan</i><br>(\$ million) | Difference<br>(\$ million) |
|-------------------------|-----------------------------------------------------|-----------------------------------------------------|----------------------------|
| Real Estate and Parking | \$14                                                | \$21                                                | (\$7)                      |
| Buildings               | \$127                                               | \$105                                               | \$22                       |
| Parks                   | \$127                                               | \$97                                                | \$30                       |
| Transportation          | \$297                                               | \$299                                               | (\$2)                      |
| Storm Drainage          | \$17                                                | \$1                                                 | \$16                       |
| Information Services    | \$3                                                 | \$3                                                 | \$0                        |
| Fire                    | \$0.30                                              | \$0                                                 | \$0.30                     |
| Wastewater              | \$49                                                | \$0                                                 | \$49                       |
| <b>Total</b>            | <b>\$634</b>                                        | <b>\$526</b>                                        | <b>\$108</b>               |

Note: The planning horizons for the 2018 and 2019 *10-Year Capital Plans* was adjusted so they cover the same time frame 2018 – 2028.

P2 projects have increased by \$108 million to \$634 million in the updated *10-Year Capital Plan*. The main drivers for the increase are noted below. This list does not include many of the smaller changes related to cost increases and reductions, project additions and deletions and impacts related to changes in project timing.



**Figure 6 - Infrastructure Investment - P1 and P2.**

The Infrastructure Levy was used to fund \$8.7 million of P2 projects in 2019 and 2020 which helped reduce the Infrastructure Deficit by this amount. Use of the Infrastructure Levy funding was dedicated solely to existing P2 projects in these years. Beyond 2020 the Infrastructure Levy funds have not been allocated and are awaiting a capital prioritization session with Council planned for the fall of 2019.

# SECTION 3 FUNDING SOURCES

## General Fund

There are nine capital cost Centres funded from the General Fund (Real Estate, Buildings, Parks, Transportation, Storm Drainage, Information Services, Vehicles, Fire, Solid Waste). The General Fund is made up of several funding sources including: Taxation, Gas Tax, Surplus/Reserves, DCC Reserves, Debenture/Borrowing, Federal/Prov Grants, Developer/Community Contributions, Municipal Works Reserve, Utility revenue and the Infrastructure Levy (currently unallocated). The commitment from each funding source is shown in the chart below and totals \$756 million.

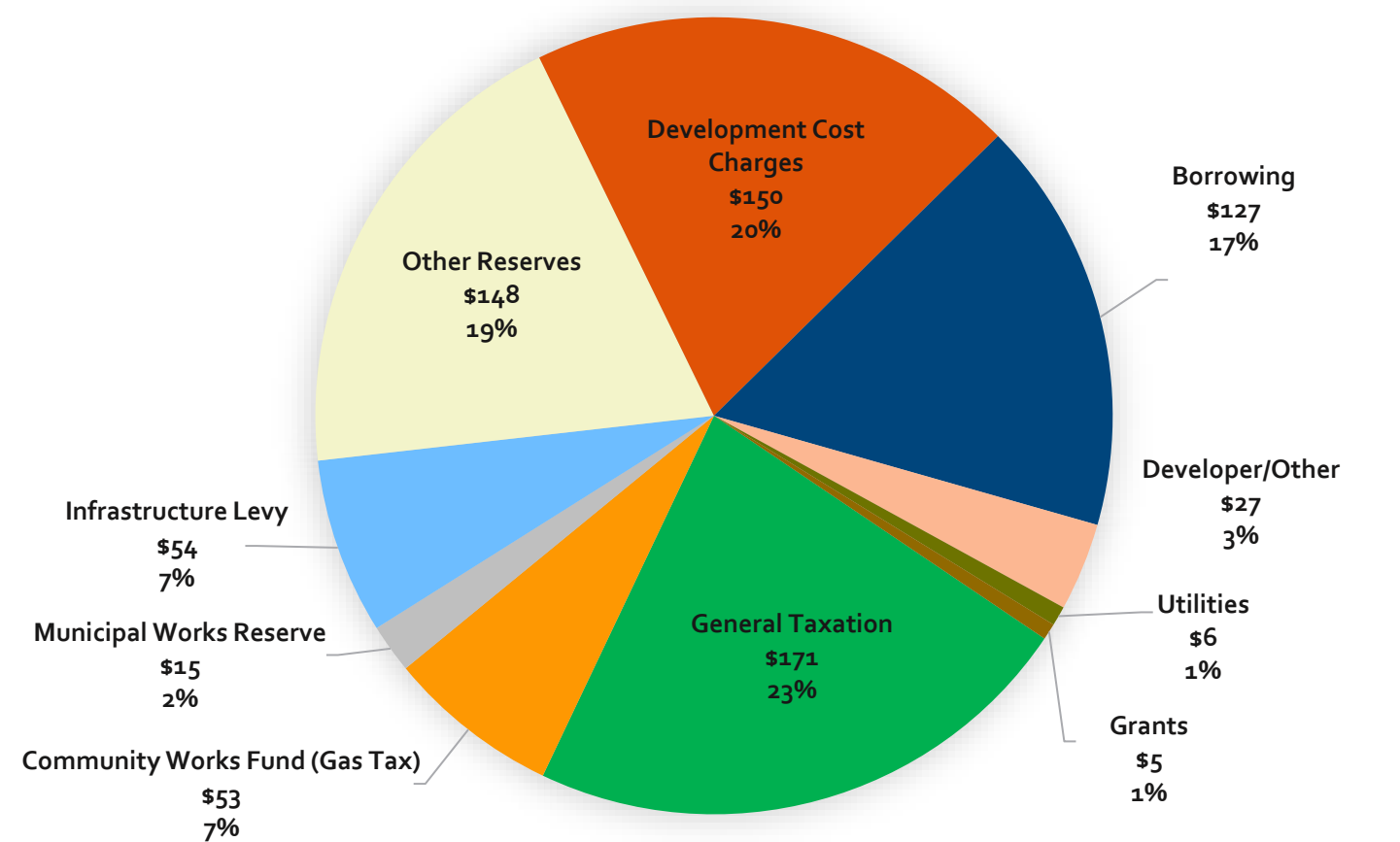


Figure 7 – 10-Year Funding amounts by source for General Fund Projects (

## General Taxation Funding

At \$171 million over the next 10 years, general taxation is the largest funding source providing 23% of the General Fund capital investment.

In 2019, \$13.6 million is the approved taxation funding for the capital budget. This is \$611,000 less than projected in the *2030 Infrastructure Plan*. This has been offset by the introduction of the Municipal Works reserve (discussed in the Reserve/Surplus Funding section) which is allocated to fund renewal of the City's aging Building infrastructure assets.

Table 5 compares the *10-Year Capital Plan* and *2030 Infrastructure Plan* 2016-2030, based on the percentage of taxation and Gas Tax investment in the general fund capital cost Centres.

**Table 5 - 10-Year Capital Tax and Gas Tax investment compared to 2030 Infrastructure Plan 2016-2030.**

| Capital Cost Centres    | 10-Year Capital Investment<br>2016-2030 (\$ millions) | Change from 2030<br>Infrastructure Plan | \$ Value of Change<br>over 2016-2030 |
|-------------------------|-------------------------------------------------------|-----------------------------------------|--------------------------------------|
| Real Estate and Parking | \$13.59                                               | -0.08%                                  | -\$275.8k                            |
| Buildings               | \$40.13                                               | -0.43%                                  | -\$1.45M                             |
| Parks                   | \$65.88                                               | 0.00%                                   | -\$7k                                |
| Transportation          | \$192.06                                              | +0.39%                                  | +\$1.31M                             |
| Storm Drainage          | \$16.52                                               | -0.24%                                  | -\$801k                              |
| Information Services    | \$16.08                                               | -0.36%                                  | -\$1.23M</                           |

A portion of New Construction Revenue funding was added to IL so that it is purposefully directed to the Infrastructure Deficit funding that Council had endorsed giving Council assurance that the funding will be used for this purpose.

\$8.6 million of these funds have been allocated in 2019 and 2020. The remaining \$45 million has not been allocated and are available to Council to assign to priority project(s) during their review of this and future *10-Year Capital Plans*.

### Reserve/Surplus Funding

Reserve funds are used to fund infrastructure to prevent large fluctuations in annual general taxation requirements.

There is a total of \$216 million in reserve funding. Community Works Fund reserve, which is funded from Gas Tax, accounts for \$53M. The Solid Waste reserve accounts for \$53 million.

The Municipal Works reserve was established in 2015 and will be used primarily to fund asset renewal projects. The reserve will fund approximately \$14.7 million in capital projects in the next 10 years.

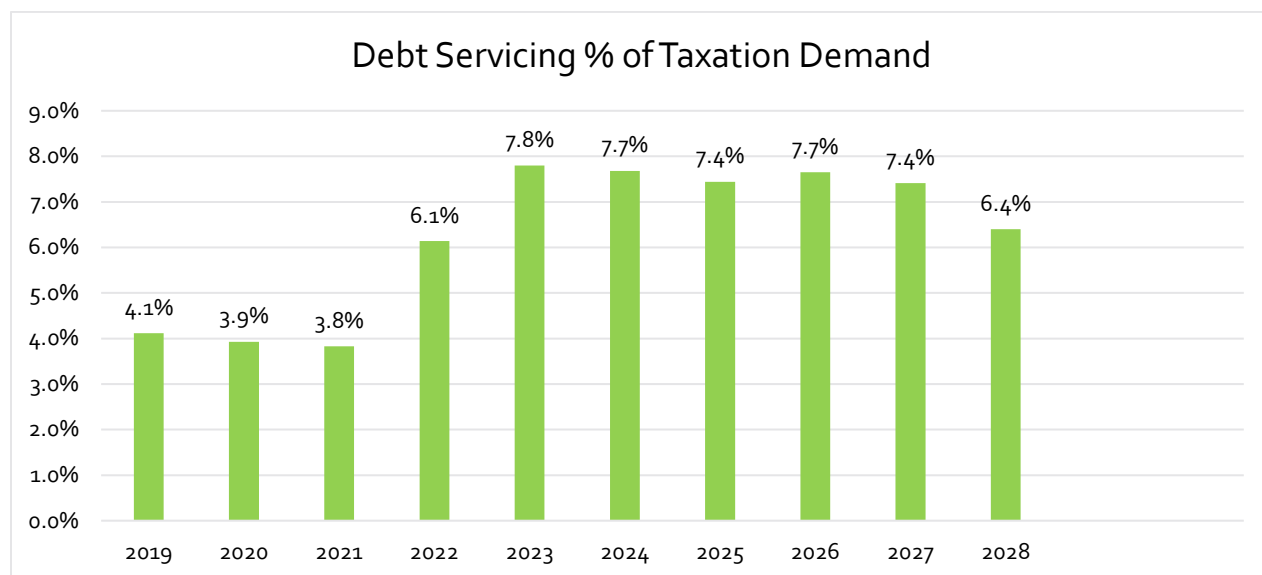
Annual Contributions:

- 2015, 2016: \$940,000
- 2017: \$1,000,000
- 2018 (ongoing): \$1,500,000

### Development Cost Charge Funding

Development cost charge funding accounts for \$150 million or 20% of the General Fund capital investment. The timing of DCC projects must coincide with the availability of DCC revenues. Should revenue not be realized, as a result of slowed growth, the timing of DCC projects may need to be adjusted further.

and 15% of City owned source revenues. Debt servicing, as a percentage of taxation demand, is anticipated to remain below 8% for the duration of the planning horizon.



**Figure 8** - Annual Debt Servicing as a Percentage of Taxation Demand 2019 - 2028.

### Federal/Provincial Grants

Consistent with the City's Financial Principles & Strategies, the

## Developer/Community/Other Contributions

Developer/Community/Other Contributions provide \$27 million towards capital projects in this plan. Developer/Community/Other Contributions are summarized in the table below.

**Table 9 – Developer/Community/Other Contributions Funding (\$ millions).**

| <b>Cost Centre</b>      | <b>Assumed Funding</b> |
|-------------------------|------------------------|
| Real Estate and Parking | \$2.3                  |
| Transportation          | \$20.7                 |
| Information Services    | \$1.6                  |
| Vehicles & Equipment    | \$2.4                  |
| <b>Total</b>            | <b>\$27.0</b>          |

## Utility Revenue

Utility revenue funding provides \$6.4 million towards General Fund capital investment in this plan.

## Water and Wastewater Funding

Water and Wastewater infrastructure is funded primarily from Utility, DCC reserves and Developer/Community/Other Contributions. The cost for the Water and Wastewater capital projects is \$188 million and is funded from the following sources.

**Table 10 – Utility Funding Sources 10-Year Capital Plan (\$ millions).**

| <b>Water and Wastewater Funding Source</b> | <b>Amount</b> |
|--------------------------------------------|---------------|
| Development Cost Charges                   | \$48.3        |
| Dev/Community/Other Contributions          | \$8.2         |
| Reserves                                   | \$9.0         |
| Utility Revenue                            | \$122         |

## Airport Funding

The Airport's capital projects are split by business segment: Airside, Groundside, Terminal, and Airport Improvement Fee. Each segment maintains a reserve where the net of revenues and expenditures are contributed for future use of that business segment, including capital development. In the event the capital funding required exceeds the funds available for capital development the Airport will reassess the timing and scope of the project as well as the ability to increase fees and the capacity to take on additional debt when determining the best way to fund the development. During the 10 year term, additional debt is forecasted to be taken out for capital development within the Airport Improvement Fee business segment. Airport debenture affects the overall debt capacity of the City and these impacts must be considered holistically.

**Table 11** – Airport Funding Sources *10-Year Capital Plan* (\$ millions).

| <b>Airport</b>  | <b>Amount</b>  |
|-----------------|----------------|
| Reserves        | \$222.7        |
| Debenture MFA   | \$46.0         |
| Developer/Other | 67.7           |
| Grants          | \$10.8         |
| <b>Total</b>    | <b>\$347.2</b> |

APPENDIX



















| Cost Centre                                          | Priority | Project Title                                 | 2018<br>10-Year Plan<br>Project Cost | 2019<br>10-Year Plan<br>Project Cost | Adjusted<br>Amount | Total          |
|------------------------------------------------------|----------|-----------------------------------------------|--------------------------------------|--------------------------------------|--------------------|----------------|
| <b>Significant projects adjusted from P1 to P2</b>   |          |                                               |                                      |                                      |                    |                |
| 301 - Building                                       | P2       | Brent's Grist Mill - Adaptive Reuse           | \$1.4 M                              | \$1.4 M                              | \$0                |                |
| 301 - Building                                       | P2       | Downtown Cultural Centre - Construction       | \$3.3 M                              | \$3.3 M                              | \$0                |                |
| 302 - Parks                                          | P2       | Mission Recreational Park - Softball Diamonds | \$2.3 M                              | \$2.5 M                              | \$0.2 M            |                |
|                                                      |          |                                               |                                      |                                      |                    | <b>\$0.2 M</b> |
| <b>Significant projects adjusted from P2 to P1</b>   |          |                                               |                                      |                                      |                    |                |
| 300 - Real Estate & Parking                          | P1       | Land Acquisition for new downtown parkade     | \$2.5 M                              | \$5.0 M                              | \$2.5 M            |                |
| 302 - Parks                                          | P1       | City Park - Waterfront Promenade Phase 3      | \$2.1 M                              | \$2.3 M                              | \$0.2 M            |                |
|                                                      |          |                                               |                                      |                                      |                    | <b>\$2.7 M</b> |
| <i>Various other projects below \$1.0M threshold</i> |          |                                               |                                      |                                      |                    |                |

300 – REAL ESTATE AND PARKING













301 – BUILDINGS



















302 – PARKS

























304 – TRANSPORTATION

























































































































































