

Clause 13 in Report No. 11 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on June 23, 2016.

### 13 Mid-Year Capital Reprofiling

Committee of the Whole recommends adoption of the following recommendation contained in the report dated June 8, 2016 from the Commissioner of Finance:

- 1. Council approve changes to project debt requirements for 2016 Capital Spending Authority, with no change in overall debt requirements, as detailed in Attachment 1.
- 2. Council approve the gross capital expenditure changes and associated changes in funding sources, as well as changes to 2016 Capital Spending Authority and associated funding sources, including an increase of \$6,280,000 in Debenture Proceeds, as detailed in Attachments 2 and 3.
- 3. Council approve a gross capital expenditure increase of \$1,796,000 and an increase in 2016 Capital Spending Authority of \$462,000, as detailed in Attachment 2 (Category 2a), for project expenditures offset from prepaid development charge credit agreements.
- 4. Council approve changes to funding sources related to overspending of \$9,405,000 in Transportation Services capital projects in 2015, as detailed in Attachment 4.

Report dated June 8, 2016 from the Commissioner of Finance now follows:

#### 1. Recommendations

It is recommended that:

- Council approve changes to project debt requirements for 2016 Capital Spending Authority, with no change in overall debt requirements, as detailed in Attachment 1.
- 2. Council approve the gross capital expenditure changes and associated changes in funding sources, as well as changes to 2016 Capital Spending Authority and associated funding sources, including an increase of \$6,280,000 in Debenture Proceeds, as detailed in Attachments 2 and 3.
- 3. Council approve a gross capital expenditure increase of \$1,796,000 and an increase in 2016 Capital Spending Authority of \$462,000, as detailed in Attachment 2 (Category 2a), for project expenditures offset from prepaid development charge credit agreements.
- 4. Council approve changes to funding sources related to overspending of \$9,405,000 in Transportation Services capital projects in 2015, as detailed in Attachment 4.

### 2. Purpose

This report seeks Council's approval of reallocations between capital projects in a program group where there is a change in debt requirements, and seeks approval of additional reallocations and expenditure requests that are beyond the scope of the program group authority.

### 3. Background

On December 17, 2015, Council approved the 2016 Budget. As part of the 2016 Budget approval, Council provided authority for departments to reallocate funding between projects within a program group, subject to certain conditions. For the bulk of capital expenditures (roads, water and wastewater), there are two program groups: (1) growth, and (2) rehabilitation and replacement. The use of program groups is intended to help departments deliver on the \$783 million capital plan in 2016.

Reallocating between capital projects provides the flexibility to adapt to changing and unforeseen circumstances in capital project implementation, to maximize delivery of the 2016 capital budget.

The 2016 capital budget was prepared using estimates and assumptions from the summer and fall of 2015. The reallocations in this report reflect updated project information since that time.

The report is coming forward at this time to seek Council's approval of proposed reallocations early in the construction season.

### 4. Analysis and Options

This report seeks Council approval for reallocations within a program group where project debt requirements will change, and approval of other reallocations and requests along with associated changes in funding sources.

### The proposed reallocations are grouped into three categories

This report presents three distinct types of reallocations:

Category 1: Reallocations within a program group

- Authority for these reallocations was granted as part of the 2016 Budget approval;
- In cases where a reallocation within a program group will affect a project's debt level for its 2016 Capital Spending Authority (CSA), Council's approval is required to authorize the issuance of additional debt for that project.

Category 2: Reallocations with an expenditure offset

- Council's approval is required for reallocations between projects that are not in the same program group;
- This category includes a sub-category, 2a, where expenditure increases are fiscally offset by revenue from prepaid development charge credit agreements. Council's approval is required for the expenditure increase.

Category 3: Requests without an expenditure offset

 Council's approval is required for expenditure increases where offsets are not available.

### Departments may reallocate funding within a program group

Council provided authority through the 2016 Budget for departments to reallocate funding between capital projects in a program group, as long as:

 there is no increase in the total cost of the program group's 2016 and ten-year capital plan totals;

- there is no increase in the total 2016 Capital Spending Authority for the program group; and,
- the reallocation is between projects with similar funding sources.

However, in cases where the reallocation within a program group will result in a change to a project's debt authority (for its 2016 Capital Spending Authority), Council approval is required.

Attachment 1 provides details on the projects in Category 1 where the reallocation will result in a change to the project's 2016 Capital Spending Authority debt requirements. In total, the Category 1 program group reallocations will result in zero net change in 2016 expenditures, 2016 Capital Spending Authority and 2016 Capital Spending Authority debt.

## Funding may be reallocated outside of a program group, with Council approval

Attachment 2 provides details on the proposed reallocations in Category 2, where funding is being reallocated outside of a program group. Both the expenditure requests (including changes to CSA) and associated changes in funding sources require Council approval as they fall outside of the authority provided under the budget approval.

Two projects in Category 2 are receiving an initial 2016 expenditure allocation through this report (i.e., these projects did not receive a budget approval for expenditures in 2016 through the 2016 Budget). The two projects, in Seniors Services, have unanticipated spending requirements in 2016 related to projects that were completed in 2015.

The reallocations in Category 2 result in zero net change to 2016 expenditures or 2016 Capital Spending Authority, but result in an increase of \$1.26 million in 2016 CSA debt.

Category 2a includes two projects from Environmental Services that propose an expenditure increase of \$1.8 million in 2016 and an increase of \$0.5 million in 2016 Capital Spending Authority, offset from prepaid development charge credit agreements.

## Requests for expenditure increases without an offset are considered on a case by case basis and require Council approval

In select cases, an increase to the budget may be requested where no offset is available. These requests have been grouped in Category 3 and generally reflect the acceleration of expenditures from later years of the ten-year capital plan into 2016. These situations are considered on an individual basis and are reviewed in

relation to the Region's fiscal strategy, particularly the impact on debt and reserve levels.

Within this category, York Region Rapid Transit Corporation (YRRTC) is seeking to accelerate funding into 2016 to reflect the latest cash flow forecasts for the Spadina subway extension project. Specifically, \$15.4 million in capital expenditures would be accelerated from 2017 to 2016. There is no increase in Capital Spending Authority or total project costs.

Transportation Services is also seeking to accelerate \$25 million in capital expenditures from 2017 to 2016 to support the potential acquisition of land for the Southeast Transit Garage project. There is no increase in Capital Spending Authority or total project costs.

In addition, Environmental Services is requesting an expenditure increase of \$7.9 million for a water main project on Bathurst Street. The request is an acceleration of expenditures as the project is progressing faster than anticipated. There is no increase in Capital Spending Authority or total project costs.

Attachment 3 provides details about the projects, the requested expenditure increases and the associated funding sources.

# Favourable weather conditions, emergency repairs and payment to developers for intersection improvements resulted in overspending by Transportation Services in 2015

A favourable construction season in 2015 allowed Transportation Services to progress faster on several projects and undertake more rehabilitation activities than contemplated in the 2015 budget. In addition, emergency repairs to several roads and culvert failures resulted in unanticipated expenditures. Payments to developers for intersection improvements were also more than budgeted.

As a result, Transportation Services spent 104 percent of its 2015 capital budget, resulting in overspending of \$9.4 million.

Because most of the overspending in 2015 was the acceleration of spending that was planned for later years, the budget that will be presented for Council's consideration in the Fall will include a downward adjustment to Transportation Service's capital plan.

### Council approval is required to adjust funding sources for overspent projects in 2015

For projects that incurred additional expenditures in 2015, Council approval is required to adjust funding sources and provide authority to issue and assign debt to projects.

Details are provided in Attachment 4.

### Link to key Council-approved plans

This report is consistent with the 2016 Budget, as well as the 2015 to 2019 Strategic Plan objective to practice sound fiscal management.

### 5. Financial Implications

The financial implications below pertain to the reallocations and requests outlined in categories 1, 2 and 3, above.

Reallocations within program groups and for projects with an expenditure offset (as outlined in Attachments 1 and 2) will not result in a change in total 2016 budgeted capital expenditures or 2016 Capital Spending Authority. As a result of these reallocations, the funding sources for several projects will change, as outlined in Attachments 1 and 2, including changes to project debt requirements for 2016 CSA, and a net increase of \$1.26 million in 2016 CSA debt.

Category 2a requests an increase of \$1.8 million in 2016 gross expenditures and an increase of \$0.5 million in 2016 Capital Spending Authority, offset by prepaid development charge credit agreements.

Requests without an offset, identified as Category 3 and detailed in Attachment 3, result in an expenditure increase of \$48.29 million in 2016, but no change in 2016 Capital Spending Authority. These adjustments essentially reflect cash flow timing adjustments.

Overall changes to funding sources for 2016 gross capital expenditures are as follows:

- \$963,000 decrease in All Other Reserves
- \$19,065,000 increase in Debt Reduction Reserve
- \$939,800 increase in Development Charge Reserves
- \$11,698,000 increase in Debenture Proceeds
- \$17,593,200 increase in Grants and Subsidies, and
- \$1,752,000 increase in Other

Overall changes to funding sources for 2016 Capital Spending Authority are as follows:

- \$910,000 decrease in Debt Reduction Reserve
- \$3,390,000 decrease in All Other Reserves
- \$4,133,200 decrease in Development Charge Reserves
- \$6,280,000 increase in Debenture Proceeds
- \$2,178,200 increase in Grants and Subsidies, and
- \$437,000 increase in Other

### 6. Local Municipal Impact

There is no local municipal impact associated with this report.

### 7. Conclusion

Reallocations between capital projects are an established practice. As the budget year progresses, the intent is to reallocate funding from projects that are progressing more slowly than anticipated or where cost savings have been realized, to projects that are progressing faster than planned or experiencing cost pressures, thereby maximizing the delivery of the capital plan.

Summaries of the reallocations have been appended to this report.

For more information on this report, please contact Kelly Strueby, Director, Office of the Budget, at ext. 71611.

The Senior Management Group has reviewed this report.

June 8, 2016

Attachments (4)

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Accessible formats or communication supports are available upon request

Category #1 - Reallocation within a program group (where CSA debt changes)

	(\$000's)	Gross E	Expenditure	es - 2016	Funding Sources Adjustments - 2016				Cha	nge in 2016	CSA	Funding Sources Adjustments - CSA			
Project Number	Project Name	Approved 2016 Budget	Change	Adjusted 2016 Budget	Current Tax Levy	Reserves	Debenture Proceeds	Other	Approved 2016 CSA	Change	Revised 2016 CSA	Current Tax Levy	Reserves	Debenture Proceeds	Other
ENV / Wat	ENV / Water: Program Group 'Growth'														
	Second Concession Watermain	483	829	1,312	-	-	829	-	1,038	829	1,867	-	-	829	-
72450	Aurora Elevated Tank	864	840	1,704	-	-	840	-	1,236	840	2,076	-	-	840	-
	Toronto Water Supply - Cost-Shared Works	2,946	(633)	2,313	-	-	(633)	-	21,903	(1,669)	20,234	-	-	(1,669)	-
Various*		2,727	(1,036)	1,691	-	-	(1,036)	-	6,754	-	6,754	-	-	-	-
	Sub-total	7,020	-	7,020	-	-	-	-	30,931	-	30,931	-	-	-	-

<sup>\*</sup> Reflects the impact of other reallocations within this program group where CSA debt does not change

Attachment 2

Category #2 - Reallocation with an expenditure offset

	(\$000's)	Gross Expenditures - 2016				Fundin	g Sources	Adjustment	s - 2016		Chai	nge in 2016 (	CSA		Fundir	ng Sources	Adjustment	s - CSA	
Project Number	Project Name	Approved 2016 Budget	Change	Adjusted 2016 Budget	Debt Reduction Reserve	Reserves	DC Reserve Draws	Debenture Proceeds	Grants & Subsidies	Other	Approved 2016 CSA	Change	Revised 2016 CSA	Debt Reduction Reserve	Reserves	DC Reserve Draws	Debenture Proceeds	Grants & Subsidies	Other
Transit				•				•				•	•	•	•	•	•		
82157	Major Mackenzie East Parking Facility	1,000	(950)	50	(950)	-	-	-	-	-	5,000	(950)	4,050	(950)	-	-	-	-	-
82155	Major Mackenzie West Terminal	1,000	(950)	50	-	-	-	-	(950)	-	9,000	(950)	8,050	-	-	-	-	(950)	-
81582	Transit Vehicle Garage - North	6,300	(2,300)	4,000	-	-	(322)	-	(1,978)	-	11,800	(2,300)	9,500	-	-	(322)	-	(1,978)	-
82150	Bus Terminals, Loops & Stops - Expansion	1,446	500	1,946	-	-	43	-	457	-	12,683	500	13,183	-	-	43	-	457	-
84599	Conventional Bus Expansion	7,840	5,200	13,040	-	-	333	-	4,867	-	24,080	5,200	29,280	-	-	333	-	4,867	-
84799	Viva Bus Expansion Sub-total	10,200 <b>27,786</b>	(1,500)	8,700 <b>27,786</b>	(950)	-	(1,282) <b>(1,228)</b>	-	(218) <b>2,178</b>	-	16,575 <b>79,138</b>	(1,500)	15,075 <b>79,138</b>	(950)	-	(1,282) (1,228)	-	(218) <b>2,178</b>	-
Dawa waa di				,	(555)		(-,==-/		=,					(000)		(-,==-)		_,	
54301	c Services EMS Vehicles New	522	170	692	-	17	153	_	_	_	522	170	692	-	17	153		-	_
54520	EMS Vehicles Replacement	2,445	(170)	2,275	-	(170)	-	-	-	-	2,445	(170)	2,275	-	(170)	-	-	-	-
	Sub-total	2,967	-	2,967	-	(153)	153	-	-	-	2,967	-	2,967	-	(153)	153	-	-	-
Seniors S	ervices																		
59430	Smoking Room Conversion	-	25	25	25	-	-	-	-	-	-	25	25	25	-	-	-	-	-
59415	LTC Adult Day Centre Modernization	-	15	15	15	-	-	-	-	-	-	15	15	15	-	-	-	-	-
59405	Long-Term Care Act Regulations Compliance (Newmarket Health Centre Maple Health	1,000	(40)	960	-	(40)	-	-	-	-	1,000	(40)	960	-	(40)	-	-	-	-
	Sub-total	1,000		1,000	40	(40)	-	-	-	-	1,000	-	1,000	40	(40)	-	-	-	-
Environm	ental Services																		
71365	Markham Household Hazardous Waste & Electronic Recycling Depot Relocation	3,100	(3,049)	51	-	(3,049)	-	-	-	-	3,100	-	3,100	-	-	-	-	-	-
79935	Household Hazardous Waste Depot - Vaughan	1,780	(900)	880	-	(900)	-	-	-	-	1,781	-	1,781	-	-	-	-	-	-
71325	Energy From Waste Facility	155	144	299	-	144	-	-	-	-	4,155	-	4,155	-	-	-	-	-	-
78400	Wastewater Emergencies	500	4,077	4,577	-	4,077	-	-	-	-	10,225	(1,967)	8,258	-	(1,967)	-	-	-	-
72580	Inflow & Infiltration Reduction Implementation	10	2,015	2,025	-	-	2,015	-	-	-	58	1,967	2,025	-	-	1,967	-	-	-
73720	York Durham Sewage System (YDSS) - Duffin Creek Water Pollution Control Plant Phase 3 Expansion	20	250	270	-	-	-	225	-	25	20	250	270	-	-	-	225	-	25
78514	Storage Elevated Tank	2,216	(786)	1,430	-	(786)	-	-	-	-	16,783	-	16,783	-	-	-	-	-	-

(\$000's) Gross Expe			xpenditures	s - 2016		Fundin	g Sources	Adjustment	s - 2016		Cha	nge in 2016 (	CSA		Fundir	ng Sources	Adjustmen	ts - CSA	
Project Number	Project Name	Approved 2016 Budget	Change	Adjusted 2016 Budget	Debt Reduction Reserve	Reserves	DC Reserve Draws	Debenture Proceeds	Grants & Subsidies	Other	Approved 2016 CSA	Change	Revised 2016 CSA	Debt Reduction Reserve	Reserves	DC Reserve Draws	Debenture Proceeds	Grants & Subsidies	Other
75400	East Vaughan Pumping Station	6,278	5,817	12,095	-	-	-	5,817	-	-	10,610	1,485	12,095	-	-	-	1,485	-	-
73580	Toronto Water Supply - Cost Shared Works	2,946	-	2,946	-	-	-	-	-	-	21,903	(1,485)	20,418	-	-	-	(1,485)	-	-
72500	Infrastructure Stimulus Fund - Georgina Water Supply & Georgina Water Treatment Plant Phase 2	309	1,162	1,471	-	-	-	1,162	-	-	323	1,148	1,471	-	-	-	1,148	-	-
78300	Water Emergency	500	_	500	_	_	-	-	-	-	10,230	(1,148)	9,082	_	(1,148)	-	-	-	-
78510	Surface Water Treatment	35	305	340	-	305	-	-	-	-	70	270	340	-	270	-	-	-	-
78516	Storage Reservoir	4,755	(4,410)	345	-	(4,410)	-	-	-	-	7,974	(270)	7,704	-	(270)	-	-	-	-
78512	Pumping Water	6,421	(3,912)	2,509	-	(3,912)	-	-	-	-	11,295	-	11,295	-	-	-	-	-	-
79890	York Durham Sewage System - Leslie Pumping Station Upgrade	2,137	(368)	1,769	-	-	-	(368)	-	-	3,287	-	3,287	-	-	-	-	-	-
72530	Duffin Creek Stage 1 & 2 Upgrades	46,560	(345)	46,215	-	(113)	-	(163)	-	(69)	114,186	(250)	113,936	-	(82)	-	(118)	-	(50)
	Sub-total	77,722	-	77,722	-	(8,644)	2,015	6,673	-	(44)	216,000	-	216,000	-	(3,197)	1,967	1,255	-	(25)
YRP																			
29032	Data Governance Retention Management	550	60	610	60	-	-	-	-	-	550	60	610	60	-	-	-	-	-
29023	Technical Investigations	1,321	(60)	1,261	(60)	-	-	-	-	-	1,321	(60)	1,261	(60)	-	-	-	-	-
	Sub-total	1,871	-	1,871	-	-	-	-	-	-	1,871	-	1,871	-	-	-	-	-	-
YRRTC																			
90996	Toronto-York Spadina Subway Extension	149,842	56,000	205,842	-	-	-	41,440	14,560	-	258,228	56,000	314,228	-	-	-	41,400	14,560	-
99997	Corporate Capital Contingency	56,000	(56,000)	-	-	-	-	(41,440)	(14,560)	-	140,000	(56,000)	84,000	-	-	-	(41,400)	(14,560)	-
•	Sub-total	205,842	-	205,842	-	-	-	-	-	-	398,228	-	398,228	-	-	-	-	-	-
	Total Category 2	317,188		317,188	(910)	(8,837)	940	6,673	2,178	(44)	699,204	_	699,204	(910)	(3,390)	892	1,255	2,178	(25)

### Category #2a - Expenditure increase offset from prepaid development charge credit agreements

	(\$000's)	Gross E	xpenditures	s - 2016	Fundin	g Sources Adjustments	s - 2016	Cha	nge in 2016 (	CSA	Funding Sources Adjustments - CSA			
Project Number		Approved 2016 Budget	Change	Adjusted 2016 Budget	Current Tax Levy	Debenture Proceeds	Other	Approved 2016 CSA	Change	Revised 2016 CSA	Current Tax Levy	Debenture Proceeds	Other	
Environm	nent													
	Queensville Holland Landing Sharon York Durham Sewage System (YDSS) Connection	7,265	944	8,209	-	-	94	4 10,512	-	10,512	-	-	-	
75350	Sharon Trunk Sewer	22	852	874	-	-	85	2 412	462	874	-	-	462	
	Sub-total	7,287	1,796	9,083	-	-	1,79	6 10,924	462	11,386	-	-	462	

Attachment 3

Category #3 - Requests without an expenditure offset

	(\$'000\$)	Gross E	xpenditure	s - 2016	F	unding Sou	ırces Adjus	stments - 20	16	Char	nge in 2016	CSA	Funding Sources Adjustments - CSA				
Project Number	Project Name	Approved 2016 Budget	Change	Adjusted 2016 Budget	Debt Reduction Reserve	Reserves	DC Reserve Draws	Debenture Proceeds	Grants & Subsidies	Approved 2016 CSA	Change	Revised 2016 CSA	Debt Reduction Reserve	Reserves	DC Reserve Draws	Debenture Proceeds	Grants & Subsidies
YRRTC																	
90996	Toronto-York Spadina Subway Extension *	205,842	15,415	221,257	-	-	-	-	15,415	258,228	-	258,228	-	-	-	-	-
	Sub-total	205,842	15,415	221,257	-	-	-	-	15,415	258,228	-	258,228	-	-	-	-	-
Transport	tation Services			•				•									
81583	Transit Garage Southeast	1,000	25,000	26,000	19,975	-	-	5,025	-	99,000	-	99,000	-	-	(5,025)	5,025	-
		1,000	25,000	26,000	19,975	-	-	5,025	-	99,000	-	99,000	-	-	(5,025)	5,025	-
Environm	ent																
78519	Transmission Main	826	7,874	8,700	-	7,874	-	-	-	17,743	-	17,743	-	-	-	-	-
	Sub-total	826	7,874	8,700	-	7,874	-		-	17,743	-	17,743	-	-	-	-	-
	Total Category 3	207,668	48,289	255,957	19,975	7,874	-	5,025	15,415	374,971	-	374,971	-	-	(5,025)	5,025	-

<sup>\*</sup> Approved 2016 Budget column has been adjusted to reflect the proposed reallocation in Category 2 (Attachment 2), to release and reallocate \$56 million from the Corporate Capital Contingency

### **2015 Transportation Services Roads Overspending**

(\$000's)	Gross	Expenditures	- 2015	Funding Sources Adjustments							
Transportation Services Roads Program Group	Approved 2015 Budget	2015 Expenditure*	Under/(Over) Expenditure	DC Reserve Draws	Debt Reduction Reserve	Reserves	Total				
Growth	109,385	113,240	(3,855)	5,565	(2,412)	702	3,855				
Rehabilitation & Replacement	24,830	30,380	(5,550)	558	-	4,992	5,550				
Sub-total	134,215	143,620	(9,405)	6,123	(2,412)	5,694	9,405				

<sup>\* 2015</sup> Expenditure of \$143,620,000 includes 44 projects that had transactions but with no 2015 budget