

Analyst Briefing Notes

Works Committee

(November 9, 2005)

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PART I: CAPITAL PROGRAM**Executive Summary**

- The 2005 Approved Capital Budget of \$356.147 million was 55% or \$194.292 million spent as at September 30th, 2005. Actual expenditures by year-end are anticipated to be \$274.776 million or 77% of the Approved Budget, as reported in the 3rd Quarter Variance Report. The projection of 2005 funding to be carried forward into the 2006 Proposed Capital Budget is \$76.898 million.
- The 2006 Proposed Capital Budget includes previously approved commitments and new/change in scope projects requiring 2006 new cash flow of \$317.570 million. This cash flow combined with carry forward funding of \$76.898 million for 2005 projects brings the total 2006 Proposed Capital Budget to \$394.468 million.
- The 2006 Proposed Capital Budget includes future year commitments of \$248.154 million in 2007; \$161.905 million in 2008; \$97.001 million in 2009; and, \$42.847 million in 2010. Many of the projects included in the 2006 Proposed Capital Budget require construction duration of several years with cash flow spread out over the period.
- The 2006 Proposed Capital Budget for prior approved and new/change in scope projects (not including 2005 carry forward funding) of \$317.570 million is 69% allocated to state of good repair projects at \$217.635 million; 26% to legislative projects at \$82.100 million; 6% to service improvement projects at \$17.522 million; and, .01% to growth related projects at \$0.313 million.
- The Revised 5-Year Capital Plan, including 1-year carry forward funding for 2006 totals \$2,610.2 million with 2006 cashflow of \$394.468 million; \$441.631 million in 2007; \$574.814 million in 2008; \$589.240 million in 2009; and, \$610.047 million in 2010.
- A significant backlog exists for infrastructure rehabilitation. The gross cash flow requests, including 1-year carry forward funding, increases significantly in the Revised 5-Year Capital Plan from \$394.468 million in 2006 to \$610.047 million in 2010. This represents a cash flow increase of approximately 55% or \$215.579 million.
- Important issues that must be addressed as part of the budgetary review process for the 2006 Proposed Toronto Water Capital Budget include the following:
 - Capacity for ramping up the capital program to replace and rehabilitate aging and deteriorating water and sewer infrastructure
 - Review of the funding requirements for implementation of the Wet Weather Flow Management Master Plan and the feasibility of alternative funding mechanisms
 - Potential impact on the capital program resulting from the review and any changes to the 2006 Recommended Toronto Water and Wastewater Rate increase of 9%

Recommendations

It is recommended that:

1. the 2006-2015 Toronto Water capital program request with a total 10-year project cost of \$5,952.081 million be received;
2. the 2006 Proposed Capital Budget for Toronto Water with a total project cost of \$483.330 million and a 2006 cash flow of \$394.468 million and future year commitments of \$549.907 million be approved. The 2006 Proposed Capital Budget consists of the following:
 - a) New Cash Flow Funding for:
 - i) 224 new sub-projects with a 2006 total project cost of \$483.330 million that requires cash flow of \$105.780 million in 2006 and a future year commitment of \$144.153 million in 2007; \$110.918 million in 2008; \$79.853 million in 2009; and, \$42.626 million in 2010;
 - ii) 88 previously approved sub-projects with a 2006 cash flow of \$210.709 million and a future year commitment of \$104.001 million in 2007; \$50.987 million in 2008; \$17.148 million in 2009; and, \$0.221 million in 2010;
 - iii) 3 sub-projects from previously approved projects with carry forward funding from 2004 and prior years requiring 2006 cash flow of \$1.081 million and no future year commitments;
 - b) 2005 approved cash flow for 116 previously approved sub-projects with carry forward funding from 2005 into 2006 totalling \$76.898 million;
3. the revised cashflow projections of \$441.631 million in 2007; \$574.814 million in 2008; \$589.240 million in 2009 and \$610.047 million in 2010 for Toronto Water be referred to the Deputy City Manager and Chief Financial Officer for review, in consultation with appropriate staff, and report back to the Budget Advisory Committee in the Spring of 2006 on a recommended Firm 5-Year Capital Plan;
4. incremental costs of \$0.300 million in 2006 and \$0.400 million in 2007 resulting from the approval of the 2006 Proposed Capital Budget, be approved for inclusion in the 2006 and future year operating budgets;
5. no new debt be issued to finance the 2006 cash flow requirement for the capital program and that the 2006 Proposed Toronto Water Capital Budget be fully funded from service charges, available reserve funds, including development charges and other revenues;
6. the Deputy City Manager and Chief Financial Officer and Deputy City Manager for Toronto Water, report back annually regarding the funding requirements for the implementation of the Wet Weather Flow Management Master Plan and the feasibility of alternative funding mechanisms prior to subsequent submissions of the Toronto Water Operating and Capital Budgets and in conjunction with the annual water rate process;

7. the Parks, Forestry and Recreation Program, in consultation with Toronto Water, identify potential water efficiency strategies regarding its operations and that the General Manager of Parks, Forestry and Recreation report to the Budget Advisory Committee prior to the start of deliberations for the 2007 Capital Budget process, on the strategies to improve water efficiency and related costs of these initiatives; and,
8. the Acting General Manager for Toronto Water report back to Budget Advisory Committee during the 2006 Capital Budget deliberations process on any financial implications arising from the “No-Fault Grant for Sewer Backups”.

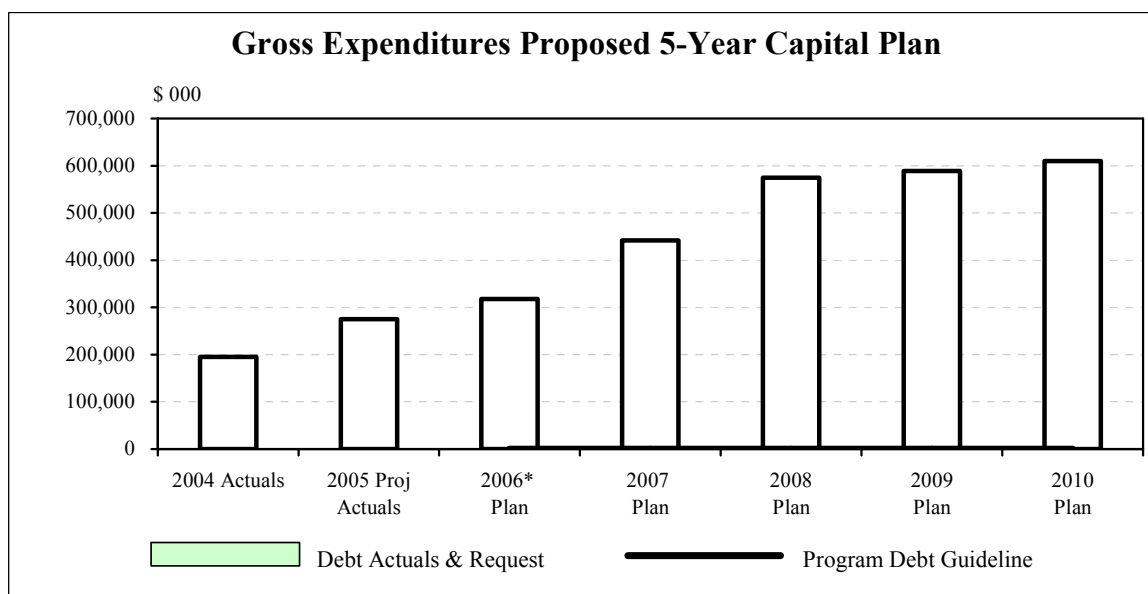
2005 Capital Variance Review

2005 Budget to Actuals Comparison - Total Gross Expenditures (\$000s)					
2005 Approved	Actuals as of Sept. 30 (3rd Qtr Variance)		Projected Actuals at Year End	2005 Approved vs Projected Actuals Variance	
\$	\$	% Unspent	\$	\$	% Unspent
356,147	194,292	45	274,776	81,371	23

Comments / Issues:

- Toronto Water spent \$194.292 million or 55% of its 2005 Approved Capital Budget of \$356.147 million as of September 30th, 2005. The Program has projected its year-end spending rate at 77% or \$274.776 million in its 3rd Quarter Variance Report.
- The projected under expenditure of approximately \$81.371 million or 23% results from a combination of factors, which include the following:
 - Scheduling changes required to integrate projects concurrently running at the treatment plants
 - Co-ordinating the sewer and pipe infrastructure replacement program with the roads reconstruction program
 - Project management issues for some of the Program's larger projects
- The projection of 2005 funding being carried forward into the 2006 Proposed Capital Budget is \$76.898 million. The 2006 Proposed Capital Budget does not reflect any subsequent changes to funding being carried forward from 2005 to 2006 based on the unspent cashflow balance projected as at September 30th, 2005. Adjustments to carryforward funding will be reported through the Budget Advisory Committee during its review of the 2006 Proposed Capital Budget.
- A detailed list of the 2005 carry forward funding request is included in Appendix 5.

Revised 5-Year Capital Plan (2006-2010)



	5 Year Plan							
	2004	2005	2006	2007	2008	2009	2010	2006-2010
Gross Expenditures:								
Budget (Excluding 1-Yr. Carry/Fwd)	183,911	297,943	317,570	441,631	574,814	589,240	610,047	2,533,302
1-Yr Carry/Fwd Gross (Reference only)	68,211	40,517	76,898					
Sub-Total Gross Exp. Including 1-Yr. Carry/Fwd	252,122	338,460	394,468					
Actuals	195,000	274,776						
Financing:								
Debt	0	0	0	0	0	0	0	0
Other Financing Sources:								
Reserves/Reserve Funds			297,689	410,715	479,697	504,692	571,412	2,264,205
Development Charges			8,453	13,960	17,446	17,062	19,853	76,774
Federal			0	0	0	0	0	0
Provincial			0	0	0	0	0	0
Other Revenue (York Region)			11,428	16,956	77,671	67,486	18,782	192,323
By Category:								
Health & Safety			0	0	0	0	0	0
Legislative			82,100	107,647	174,910	192,458	173,004	730,119
SOGR			217,635	305,650	334,681	347,719	373,652	1,579,337
Service Improvement			17,522	26,306	42,690	36,063	46,215	168,796
Growth Related			313	2,028	22,533	13,000	17,176	55,050
Yearly SOGR Backlog Estimate (not addressed by current year projects)	138,446	55,604	31,635	(8,141)	(13,672)			
Accumulated Backlog Estimate (end of year)	741,105	796,709	828,344	820,003	806,331			

*Note: Debt request 2006 Excludes 1-year carry forward

- The 2006 Proposed Capital Budget is based on a 2006 Toronto Water and Wastewater Rate increase 9% from 2006 to 2012 and increases of 6% in 2013, 3% in 2014 and 2% increase in 2015, respectively.

- The City did not set a debt affordability guideline for the 2006 Proposed Capital Budget. Toronto Water is self-sustaining and does not impact the municipal tax levy. The Division's 2006 Proposed Capital Budget is funded entirely from water and sewer rates, development charges and capital cost sharing with York Region.
- The 2006 Proposed Capital Budget reflects the allocation of significant resources to state of good repair projects to address the renewal needs of aging and deteriorating infrastructure. Projects that maintain assets in a state of good repair represent 69% or \$217.635 million of the total proposed new cash flow budget for 2006.
- Legislative projects account for 26% or \$82.100 million of the total 2006 Proposed Capital Budget. Funding for projects that advance the Wet Weather Flow Management Master Plan has been included in the Proposed Capital Budget. Several stormwater management projects and watercourse improvement projects are intended to either improve the quality of stormwater and/or reduce the quantity of stormwater entering the storm sewer system.
- Service improvement projects represent approximately 6% or \$17.522 million of the proposed new cash flow for 2006.
- Growth related projects account for .01% or \$0.313 million of the 2006 Proposed Capital Budget.
- The Revised 5-Year Capital Plan includes significant long-term investment in state of good repair projects. 62% or \$1,579.337 million of the forecasted new cash flow is allocated to these projects; 29% to legislative or contractually required projects at \$730.119 million; 7% to service improvement projects at \$168.796 million; and, 2% to growth related projects at \$55.050 million.
- The cash flow funding, including 1-year carry forward funding for 2006, increases significantly over the Revised 5-Year Capital Plan from \$394.468 million in 2006 to \$610.047 million in 2010. This represents a cash flow increase of approximately 55% or \$215.579 million over 5 years. The increase in cash flow is required primarily for the renewal and rehabilitation needs of aging infrastructure.
- The Program currently has a significant infrastructure and rehabilitation backlog. For example, over 50% of the water network is at least 50 years old and 8% is 100 years old. Furthermore, 30% of the wastewater network is at least 50 years old and 3% is over 100 years old. As outlined above, significant resources have been allocated to state of good repair projects in the 2006 Proposed Capital Budget and the Revised 5-Year Capital Plan.
- The Revised 5-Year Capital Plan aligns with the Toronto Water Multi-Year Business Plan submitted in 2005.
- Please refer to the Issues Section for an expanded discussion on the Revised 5-Year Capital Plan.

Total 2006 Proposed Cash Flow & Future Year Commitments (\$000s)

	2004 & Prior Year Carry Forward	2006 Previous Commitments	2006 New Rec'd	2006 Total Cash Flow Rec'd	2006 Guidelines	2005 Carry Forward	Total 2006 Cash Flow (Incl 2005 C/Fwd)	2007	2008	2009	2010	2011- 2015	Total Cost
Expenditures													
Previously Approved	1,081	210,709		211,790		76,898	288,688	104,001	50,987	17,148	221		461,045
Change in Scope			(38,971)	(38,971)			(38,971)	77,178	69,679	58,788	29,690		196,364
New			137,030	137,030			137,030	54,399	22,528	14,544	8,936		237,437
New w/Future Year			7,721	7,721			7,721	12,576	18,711	6,521	4,000		49,529
Total Expenditure	1,081	210,709	105,780	317,570	0	76,898	394,468	248,154	161,905	97,001	42,847	0	944,375
Financing													
Debt													0
Subsidy (SCPI)													0
Provincial Funding													0
Development Charges		2,675	5,778	8,453		4,043	12,496	10,560	8,136	7,548	6,019		44,759
Other (York Region)		15,864	(4,436)	11,428		6,944	18,372	8,604	12,260	3,881	1,482		44,599
Federal Grants													0
Reserves/Res Funds	1,081	192,170	104,438	297,689		65,911	363,600	228,990	141,509	85,572	35,346		855,017
Total Financing	1,081	210,709	105,780	317,570	0	76,898	394,468	248,154	161,905	97,001	42,847	0	944,375

Comments / Issues:

- The 2006 Proposed Capital Budget is \$394.468 million and includes funding for 2005 projects carried forward to 2006 totalling \$76.898 million; previously approved commitments of \$210.709 million; funding carried forward from 2004 for prior projects of \$1.081 million; and, \$105.780 million for new/change in scope projects.
- The 2006 Proposed Capital Budget is funded entirely from water and sewer rates, development charges and capital cost sharing with York Region.
- Approval of the 2006 Proposed Capital Budget will result in future year commitments of \$248.154 million in 2007; \$161.905 million in 2008; \$97.001 million in 2009; and, \$42.847 million in 2010. Many of the projects included in the 2006 capital program require construction duration of several years with cash flow spread out over the period.

Operating Budget Impact

Incremental Operating Budget Summary

Incremental Operating Budget Impact	2006	2007	2008	2009	2010
Program Costs (net) (\$000s) Debt Service Charges (\$000s) Approved Positions	300	400			

Program Incremental Operating Costs

The 2006 Proposed Capital Budget will increase the Program's Operating Budget, with incremental impacts in 2006 and future years as a result of the following capital projects/subprojects:

2006 Capital Projects/Sub-Projects	2006 (\$000s)	2006 approved position change	2007 (\$000s)
10 Year WWFMMP	300	0	400
TOTAL	300	0	400

The Program has not identified any new approved positions in the 2006 Proposed Capital Budget arising from its approval. However, Toronto Water should review the potential for new positions prior to final deliberations of the 2006 Proposed Capital Budget.

The 2006 Proposed Capital Budget includes operating impacts from previously approved and new/change in scope capital projects for 2006 of \$0.300 million and for \$0.400 million in 2007.

The 2006 Proposed Capital Budget is funded entirely from water and sewer rates, development charges and capital cost sharing with York Region.

PART II: ISSUES FOR DISCUSSION

2006 Issues

2006 Proposed Capital Budget versus Guideline

The City did not set a debt affordability guideline for the 2006 Proposed Toronto Water Capital Budget. The Division is self-sustaining and does not impact the municipal tax levy. Operating and capital investments are funded through water and sewage rates established each year by Council and included in the City's By-law (Municipal Code, Chapter 849: Water and Sewage Services). Other sources of funding include capital cost sharing with York Region and development charges.

Revised 5-Year Capital Plan Overview

The cash flow funding forecast, including 1-year carry forward funding for 2006, increases significantly over the Revised 5-Year Capital Plan, as outlined in the table below over 5 years. The capital program increases from \$394.468 million in 2006 to \$610.047 million in 2010, representing a growth of 55% or \$215.579 million. As noted above, a large proportion of the escalated capital works program reflects the required replacement and rehabilitation of water and sewer mains given the current backlog.

(\$ Millions)	2006	2007	2008	2009	2010	Total
Cash Flow	394.468	441.631	574.814	589.240	610.047	2,610.200
Cumulative Cash Flow	394.468	836.099	1,410.913	2,000.153	2,610.200	2,610.200
Cash Flow % Change		17%	22%	23%	23%	
Cumulative Cash Flow % Change		32%	54%	77%	100%	

The Toronto Water Revised 5-Year Capital Plan represents a significant increase in capital works to achieve the Division's existing, new and emerging demands identified in the Toronto Water Multi-Year Business Plan submitted in 2005. The strategic direction of the Revised 5-Year Capital Plan is summarized below.

➤ Addressing Renewal Needs of Aging and Deteriorating Infrastructure:

The accelerated capital investment needed to address the system's significant infrastructure deficit for state of good repair projects represents \$1,579.337 million of the cash flow forecast in the Revised 5-Year Capital Plan. These projects are designed to extend the useful life of assets, ensure service reliability and postpone replacement.

➤ Increasing Total Capacity to Keep Pace With Population Growth:

Additional capacity will be required to service a projected population of 3 million people by 2031. To address this need, the Revised 5-Year Capital Budget includes \$55.050 million in new cash flow.

➤ **Stewardship of the Environment:**

Funding of projects to advance the stewardship of the environment represents \$730.119 million of the Revised 5-Year Capital Plan cash flow forecast. Key initiatives include the following:

- Development of the Wet Weather Flow Management Master Plan to improve water quality in the watercourse and the waterfront. The current estimated cost of the Plan is \$1.0 billion over 25 years
- Compliance with new provincial legislation and Ministry of the Environment requirements for drinking water safety (Safe Drinking Act and Nutrient Management Act) and stringent new provincial reporting requirements, including the pending full cost recovery for water and wastewater services (Sustainable Water and Sewage Systems Act)
- Multi-phased odour control projects at 3 wastewater treatment facilities

➤ **Continuous Improvements in Service Delivery:**

Numerous continuous improvement programs are underway or planned to review best practices, technological upgrades, management, and operation of the City's linear water and wastewater infrastructure. Cash flow funding forecasted for these initiatives total \$168.796 million of the Revised 5-Year Capital Plan.

Capacity

The 2005 Approved Capital Budget of \$356 million was 55% or \$194 million spent as at September 30th, 2005. Actual expenditures by year-end are anticipated to be \$275 million or 77% of the Capital Budget, as reported in the 3rd Quarter Capital Variance Report.

In the past, the Division's capital budgets have been underspent. The Program's Approved Capital Budgets and spending from 2000 to 2005 are provided in the table below. In 2000, approximately 76% or \$183 million of the budget was spent, in 2001 this rate decreased to 60% or \$132 million, in 2002 it was 57% or \$155 million and the rate for 2003 increased to 82% or \$198 million. The actual capital expenditure to budget ratio was 77% or \$195 million in 2004 and the Toronto Water forecast for the ratio in 2005 is approximately 77% or \$275 million.

(\$ Millions)	2000	2001	2002	2003	2004	2005*
Capital Budget	241	221	271	242	252	356
Actual Expenditures	183	132	155	198	195	275
Ratio: Exp. Vs. Budget	76%	60%	57%	82%	77%	77%

* Note: Projections based on Toronto Water Third Quarter Capital Variance Report

Capacity constraints that have limited the Division's historic capital spending rate include the following:

- Co-ordinating the sewer and pipe infrastructure replacement program with the roads reconstruction program
- Project management issues for some of the Program's larger projects
- Staff resourcing

The 2006 Proposed Capital Budget for Toronto Water will face significant capacity issues given the magnitude of the cash flow projected for future years. As noted above, the capital program increases from \$394.468 million in 2006 to \$610.047 million in 2010, representing a growth of 55% or \$215.579 million in 5-years.

A recent study indicates that the construction industry capacity is running at approximately one-half of the municipal capital planned expenditure level and that prices are rising as demand outpaces capacity. This suggests that Toronto Water's ability to attain its target capital investment level might be constrained by the industry's ability to meet demand, and that accelerating spending plans would contribute to less efficient prices for capital works.

In delivering the capital program target expenditure levels, the Program will require extensive consultation and detailed co-ordination with consulting engineering and the construction industry to ensure that the participants are able to meet the higher level of demand.

The Toronto Water will also need to continually monitor the availability of internal resources and the processes used to plan, procure, prioritize and deliver a co-ordinated capital program. This will be of particular importance to Transportation Services and Technical Services given their operational linkages with Toronto Water.

Backlog of Projects – Unmet Needs

The Program currently has a significant infrastructure and rehabilitation backlog. At present, approximately 0.50% of the watermains and 0.35% of the sewers are being replaced annually. This is creating a backlog given that the optimal replacement rate should range between 1% to 2% per annum. The 2006 Proposed Capital Budget reflects an increase in the replacement rate to achieve the optimal level in approximately 10-years and mitigate most of the backlog.

Development Charge Funding

The Revised 5-Year Capital Plan includes development charge funding for new/change in scope or future projects. Current and future year projects included in the "Development Charge Background Study" have been incorporated into the 2006 Proposed Capital Budget.

Development charge funding included in the 2006 Proposed Capital Budget is \$8.453 million and \$76.774 million in the Revised 5-Year Capital Plan.

2006 Toronto Water and Wastewater Rate – Recommended Increase

The 2006 Proposed Capital Budget is based on Toronto Water and Wastewater Rate increases of 9% from 2006 to 2012 and 6% in 2013, 3% in 2014 and 2% in 2015. The 2006 recommended rate and future year projections are outlined in the following table:

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Rate Increase	9%	9%	9%	9%	9%	9%	9%	6%	3%	2%

Refer to the 2006 Water and Wastewater Rate Increase and Rate Projections for 2007-2015 (October, 2005), from the Deputy City Manager and Chief Financial Officer and Deputy City Manager for Toronto Water, regarding the increase in the Toronto water and wastewater rate.

Other Issues**Water Efficiency Plan – Parks, Forestry and Recreation Program:**

The 2006 Proposed Capital Budget reflects continued implementation of the Water Efficiency Plan. The Plan was adopted by Council in 2004 and will continue to roll out in 2006 and subsequent years. The overall Plan is estimated to be completed in 2012. It has been designed to reduce water use across the City by 15% of the 2012 projected demand. It will improve operating efficiency of the Water Production and Distribution and will be eventually reflected in improved performance measures. In addition, the Plan is estimated to save an equivalent of approximately \$220.000 million in water and wastewater treatment infrastructure expansions.

Currently, external stakeholders in Toronto are implementing water efficiency strategies as part of their operations. Given the Parks, Forestry and Recreation Program's consumption of water, it is recommended that the:

Parks, Forestry and Recreation Program, in consultation with Toronto Water, identify potential water efficiency strategies regarding its operations and that the General Manager of Parks, Forestry and Recreation report to the Budget Advisory Committee prior to the start of deliberations for the 2007 Capital Budget process, on the strategies to improve water efficiency and related costs of these initiatives.

“No-Fault” Grants for Basement Flooding:

Toronto Water has submitted a staff report to the November 8, 2005 Works Committee regarding the identification of options and associated costs of providing a “no-fault” grant to those who experienced basement flooding during the August 19, 2005, rainstorm as a result of sewer backups. The Program has estimated the direct costs of providing a no-fault grant to residents at between \$4 million and \$7 million depending on the criteria and the upset limit of the grant. Funding is not available in either Toronto Water's 2005 and 2006 Capital Budget to support such a program. It is recommended that:

the Acting General Manager for Toronto Water report back to Budget Advisory Committee during the 2006 Capital Budget deliberations process on any financial implications arising from the “No-Fault Grant for Sewer Backups”.

Issues Referred to 2006 Capital Budget

There are no “Issues Referred to 2006 Proposed Capital Budget”.

Outstanding Issues from Prior Years

Wet Weather Flow Management Master Plan:

The Toronto Water 2006 Proposed Capital Budget includes expenditures for the Wet Weather Management Master Plan. This initiative will guide future management of stormwater in the City of Toronto, and includes an enhanced Public Education and Public Outreach program, enhanced municipal operations, shorelines management, source controls, conveyance controls, end-of-pipe controls, basement flooding protection works, stream restoration works and environmental monitoring and plan review.

The Plan will be funded entirely from the water rates, as established during the 2004 Operating and Capital Budget process. Council approved in principle the concept of development charges and a stormwater management charge related to a property’s contribution to wet weather flow runoff, together with a surcharge in water rates, as components of the longer term funding for the Plan.

It is recommended that the Deputy City Manager and Chief Financial Officer and Deputy City Manager for Toronto Water, report back annually regarding the funding requirements for the implementation of the Wet Weather Flow Management Master Plan and the feasibility of alternative funding mechanisms prior to subsequent submissions of the Toronto Water Operating and Capital Budgets and in conjunction with the annual water rate process.

Appendix 1
2006 Proposed Capital Budget and 2007 to 2015 Plan

Appendix 2
2006 Proposed Capital Budget & Future Years
Commitments

Appendix 3
2006 Proposed Capital Project with Financing Details

Appendix 4

Reserve / Reserve Fund Review

<u>Res Acct</u>	<u>Name</u>	<u>Projected Jan 1 06 Balance</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>Total</u>
XR6003	Water Capital	\$6,620,000	153,664,000	88,404,000	55,012,000	28,040,000	17,338,000	342,458,000
XR6004	Wastewater Capital	\$7,512,000	144,025,000	140,586,000	86,497,000	57,532,000	18,008,000	446,648,000
		Totals	297,689,000	228,990,000	141,509,000	85,572,000	35,346,000	789,106,000

Appendix 5
2005 Carry Forward Funding