

Calgary



CITY OF CALGARY
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MAR 21 2018

ITEM: 9.21 C2018-0304
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CITY CLERK'S DEPARTMENT

Three Conversations, One Calgary (2019-2022)

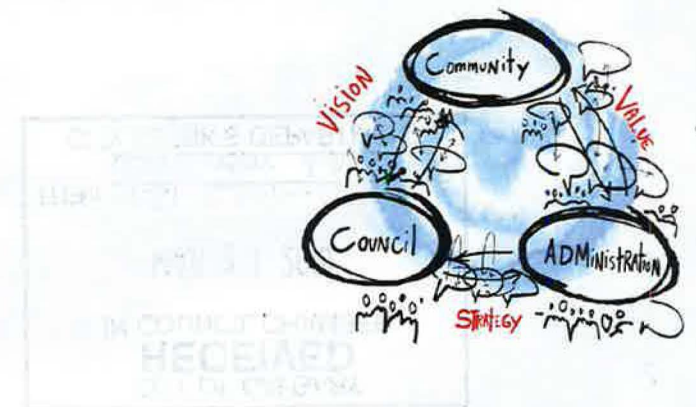
One Calgary – Resilience, Research, Financial and Capital Update
C2018-0304

March 21, 2018



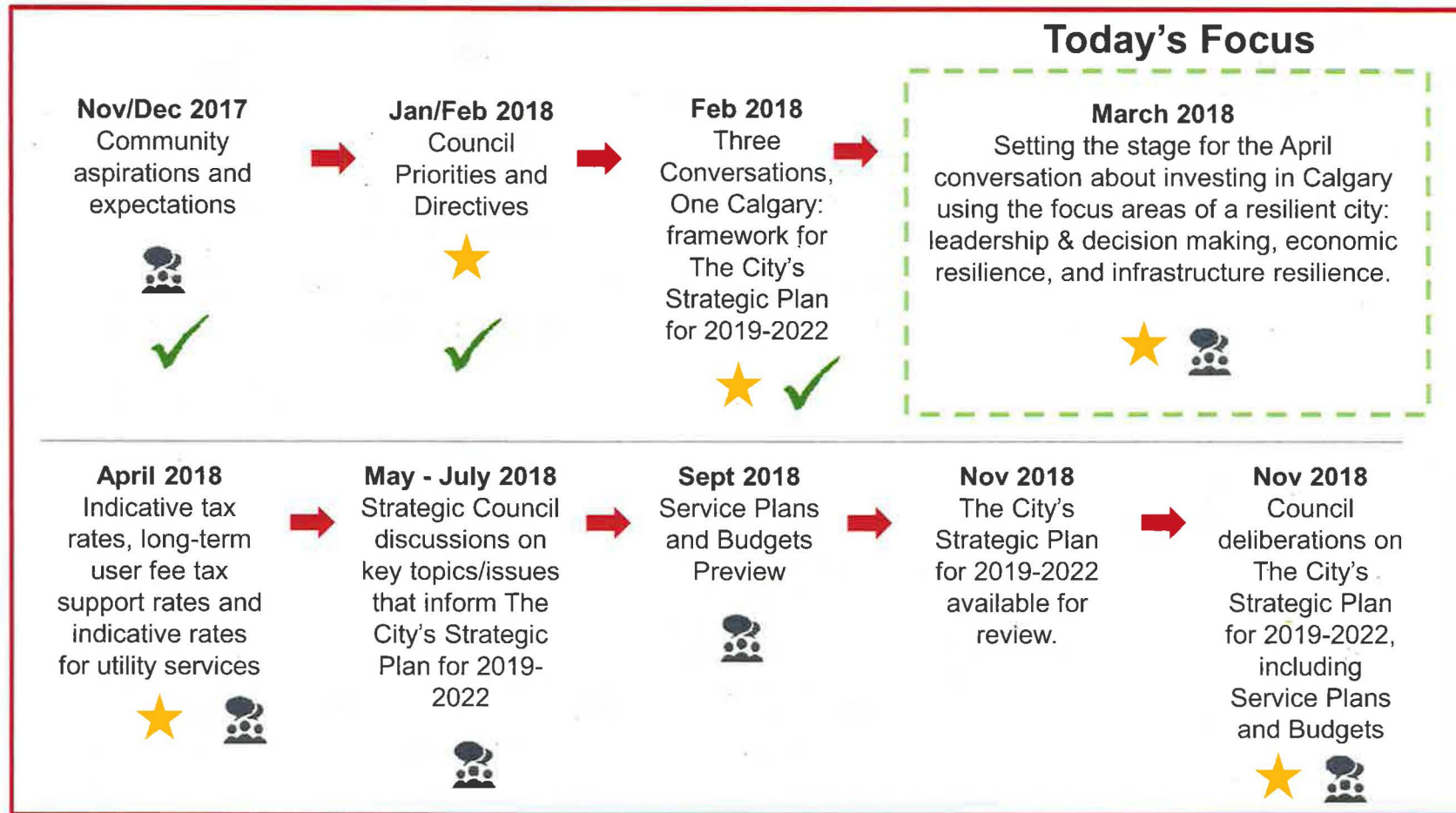
Focus of Today's One Calgary Discussion

- ★ **1. Introduction of Today's One Calgary Topics**
(Existing Research & Data Report, Attachment 2)
- 2. Setting the Stage – Resilient Calgary**
Preliminary Resilience Assessment Executive Summary (Attachment 1)
- 3. Resilience Focus Area: Economic Resilience**
Financial Update (Attachment 3 – Principles for Setting Indicative Tax Rates)
- 4. Resilience Focus Area: Infrastructure Resilience**
Capital Update (Attachment 4 – Capital Infrastructure Investment Strategy)





The One Calgary Journey – Today’s Focus



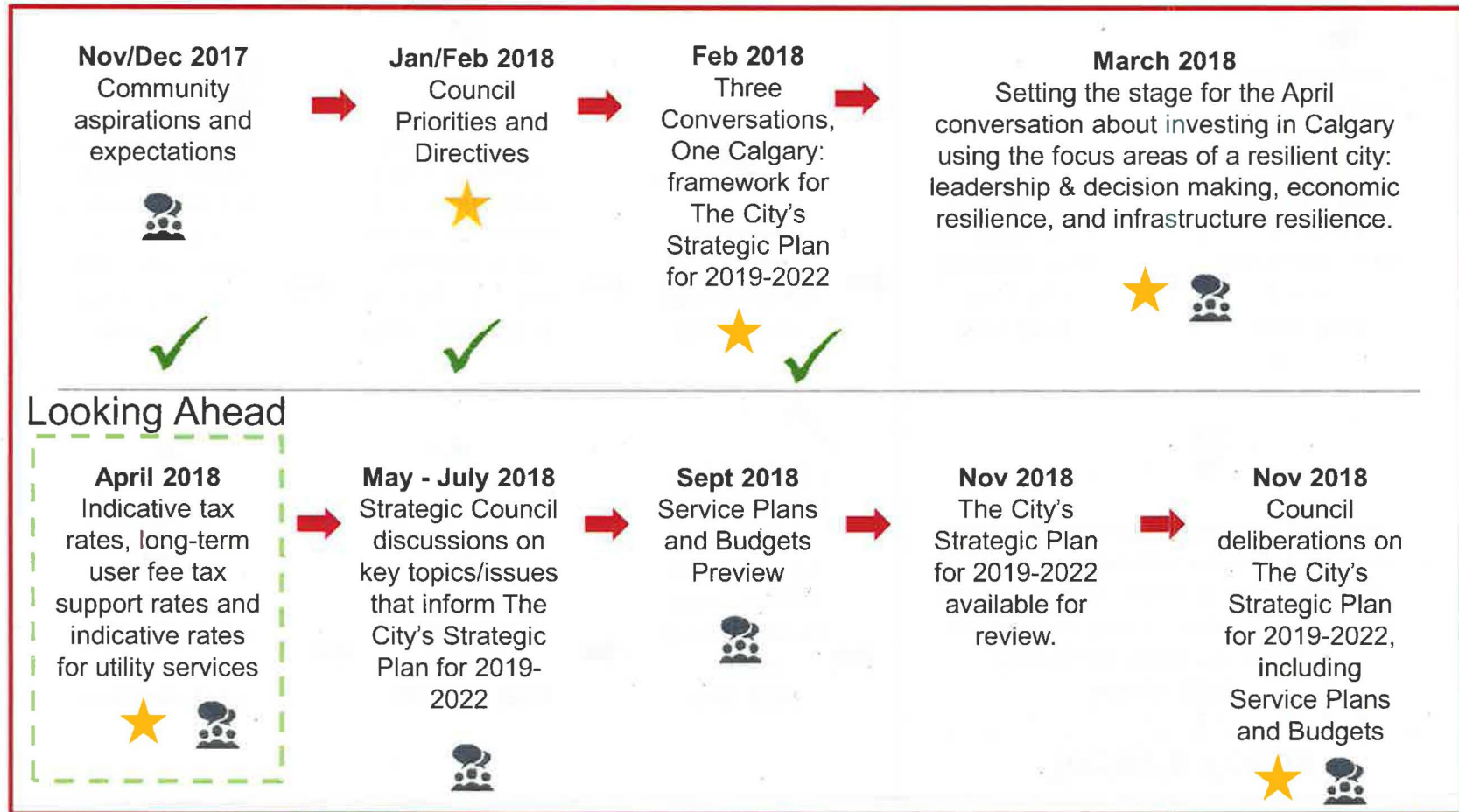
✓ Completed

★ Key Council decision points

👥 Key point for new or existing public input (research and engagement)



The One Calgary Journey – Looking Ahead



✓ Completed

★ Key Council decision points

Key point for new or existing public input (research and engagement)

Existing Research & Data Report

Part of a comprehensive plan for public and stakeholder input as part of One Calgary.



1. Use the most cost-effective methods to maximize participation and return on investment.
2. Leverage existing citizen and stakeholder research, data (e.g. 311, web analytics) and engagement.
3. Target 'net new' engagement and research to fill existing gaps in existing knowledge.

The word "Calgary" in white text on a red background.A photograph of the Calgary Bridge, a red steel arch bridge, viewed from a low angle looking down the length of the bridge. The bridge spans a river, with a city skyline and trees in the background under a blue sky with white clouds.

Three Conversations, One Calgary

Setting the Stage – Resilient Calgary
Preliminary Resilience Assessment Executive Summary
March 21, 2018 (C2018-0304)

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Introduction

Calgary

Resilient Calgary




Preliminary Resilience Assessment

Executive Summary

#ResilientYYC

In partnership with

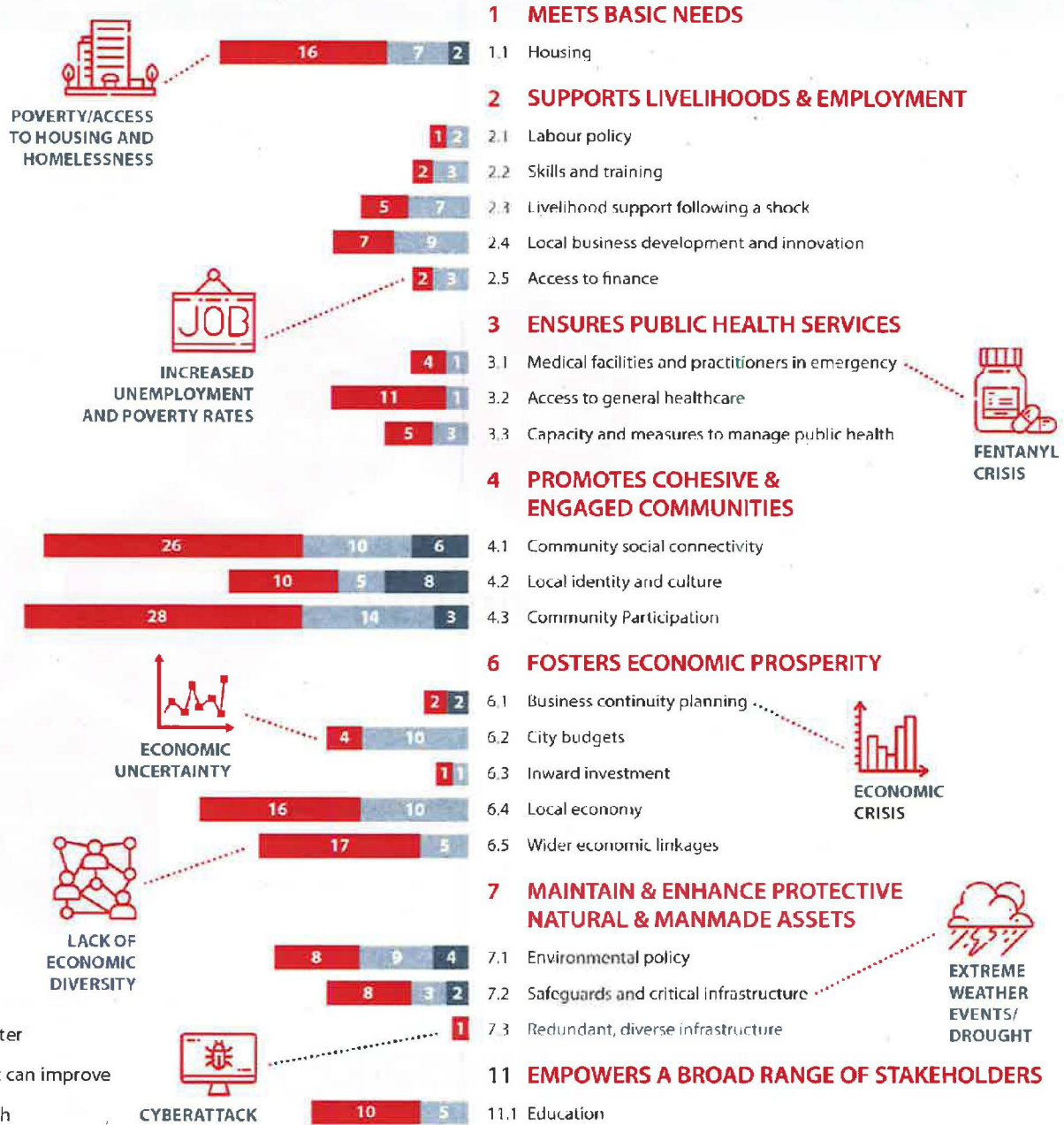
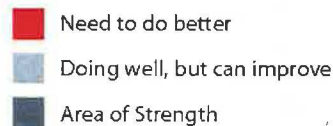


- Calgary is a member of 100 Resilient Cities (100RC)
- This Preliminary Resilience Assessment (PRA) describes city profile, main stresses and shocks, perceptions of stakeholders and the public, and the inventory of current actions.
- The PRA is a required deliverable of the 100RC membership and contributes a resilience lens to the One Calgary service plans and budget process.
- The PRA guides next steps through identification of challenges and opportunities.
- Resilience is included in the Council Directives and as part of the service portfolio.

Collecting Perceptions



- Stresses:** weaken the fabric of a city on a daily or cyclical basis.
 Examples: high unemployment, poor access to housing, an overtaxed or inefficient public transportation system, and chronic food and water shortages.
- Shocks:** sudden, sharp events that threaten a city.
 Examples: flood, fire, disease outbreaks, and human-caused incidents.



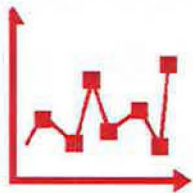
Summary of City Staff Perceptions (Collected at the Beyond Trends Workshop)

- **Supporting investment** in a slow growth economy is critical to the future
- Be more **proactive about climate change adaptation**
- Build **regional partnerships** around shared risks and opportunities
- Define the **scope of future City services**
- Shift beyond narrow services to **continuums of services**
- Strengthen the **integrative functions** of the organization
- Institutionalize **experimental and calculated risk taking** behaviours
- Increase the **diversity of leadership**



Discovery Areas

- Economic Resilience
- Inclusive Leadership & Decision Making
- Environment Resilience
- Infrastructure Resilience



Cross Cutting Theme (in all Discovery Areas):

How do we encourage a trusting environment that supports intentional risk taking, innovation and co-creation?

#ResilientYYC: Preliminary Resilience Assessment Overview

A GREAT PLACE TO MAKE A LIVING, A GREAT PLACE TO MAKE A LIFE

CITIZEN PRIORITIES + COUNCIL DIRECTIVES

- A PROSPEROUS CITY
- A CITY OF SAFE | INSPIRING NEIGHBOURHOODS
- A CITY THAT MOVES
- A HEALTHY AND GREEN CITY
- A WELL-RUN CITY

QUALITIES OF A RESILIENT CITY

- REFLECTIVE**
Using past experience to inform future decisions
- RESOURCEFUL**
Recognizing alternative ways to use resources
- REDUNDANT**
Spare capacity purposefully created to accommodate disruption
- ROBUST**
Well-conceived, constructed, and managed systems
- FLEXIBLE**
Willingness and ability to adopt alternative strategies in response to changing circumstances
- INCLUSIVE**
Prioritize broad consultation to create a sense of shared ownership in decision making
- INTEGRATED**
Bringing together a range of distinct systems and institutions

DISCOVERY AREAS



ECONOMIC RESILIENCE

How does Calgary strengthen our economic drivers to be better prepared for shocks & stresses?

QUESTIONS FOR FURTHER STUDY

- What are the barriers to employment and economic participation, and how can these barriers be best overcome, particularly for disadvantaged communities?
- What government structures, human resources, and other assets are required to enhance Calgary's ability to attract business and talent that benefits the community as a whole in the long run?
- How can we best retrain and reutilize existing human and capital assets and resources as Calgary transitions to a more diversified economy less vulnerable to commodity price fluctuations?



INFRASTRUCTURE RESILIENCE

How does Calgary grow an integrated, connected and well managed city?

QUESTIONS FOR FURTHER STUDY

- How do we measure the value of infrastructure in enhancing quality of life and vibrant communities?
- How do we strengthen capital resilience by lowering the financial exposure to infrastructure risks?
- How do we strengthen partnerships, regional planning, and resourcing of infrastructure, including the operation of infrastructure in public spaces?
- When does aging infrastructure limit or hinder the delivery services?



ENVIRONMENT RESILIENCE

How can Calgary strengthen our natural assets and ecosystems within our city and region?

QUESTIONS FOR FURTHER STUDY

- How can Calgary better utilize our natural assets to support biodiversity, ecological function and resilience for the future?
- How can we better understand our shared risk and co-create solutions that encompass the economic, ecological and social co-benefits of our natural assets and ecosystems?
- How can we best integrate, implement and monitor climate adaptation and mitigation programs in support of a strong economy, environment, and society?



INCLUSIVE LEADERSHIP AND DECISION MAKING

How does Calgary capitalize on its diverse human assets?

QUESTIONS FOR FURTHER STUDY

- What are the economic arguments for reducing unemployment of diverse target populations, and how can this benefit these populations and the city more widely?
- How can Calgary's civic institutions, businesses, and other influential organizations diversify their boards and senior leadership to ensure that the city's leadership reflects the needs and experiences of its residents?
- How can the City of Calgary build relationships of mutual trust, respect, and understanding with Indigenous communities and other diverse target populations in order to foster their meaningful involvement in decision-making processes?

CROSS CUTTING THEME: HOW DO WE ENCOURAGE A TRUSTING ENVIRONMENT THAT SUPPORTS INTENTIONAL RISK TAKING, INNOVATION AND CO-CREATION?



That Council:

1. Receive the Preliminary Resilience Assessment Executive Summary (Attachment 1) and the Existing Research & Data Report for information.



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Three Conversations, One Calgary

Resilience Focus Area: Economic Resilience

Financial Update and Principles for Setting Indicative Tax Rates

March 21, 2018 (C2018-0304)



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Purpose

- Overview of the financial outlook
 - Financial goals & strategies
 - Current financial outlook & challenges
- Approaches to setting an indicative tax rates
 - Principles (revised)
 - Alternatives and Implications
- Current state
 - Background & history
 - Current sources of revenues and expenditures



Long Range Financial Plan (LRFP)

A Well-Run City: Calgary has a modern and efficient municipal government that is focused on continuous improvement to make life better every day for Calgarians by learning from citizens, partners and others

LRFP goal: Financial sustainability & resilience

LRFP Strategies:

1. Flexibility
2. Efficiency
3. Funding Sufficiency
4. Risk Management
5. Credibility

LRFP Tactics:

1. Ensure adequate funding
2. Achieving diverse sources of funding
3. Managing expenditures
4. Providing for contingencies
5. Using debt strategically
6. Operating with prudent foresight
7. Maintaining sufficient cash flow
8. Strengthening resilience



The City of Calgary's Financial Reputation

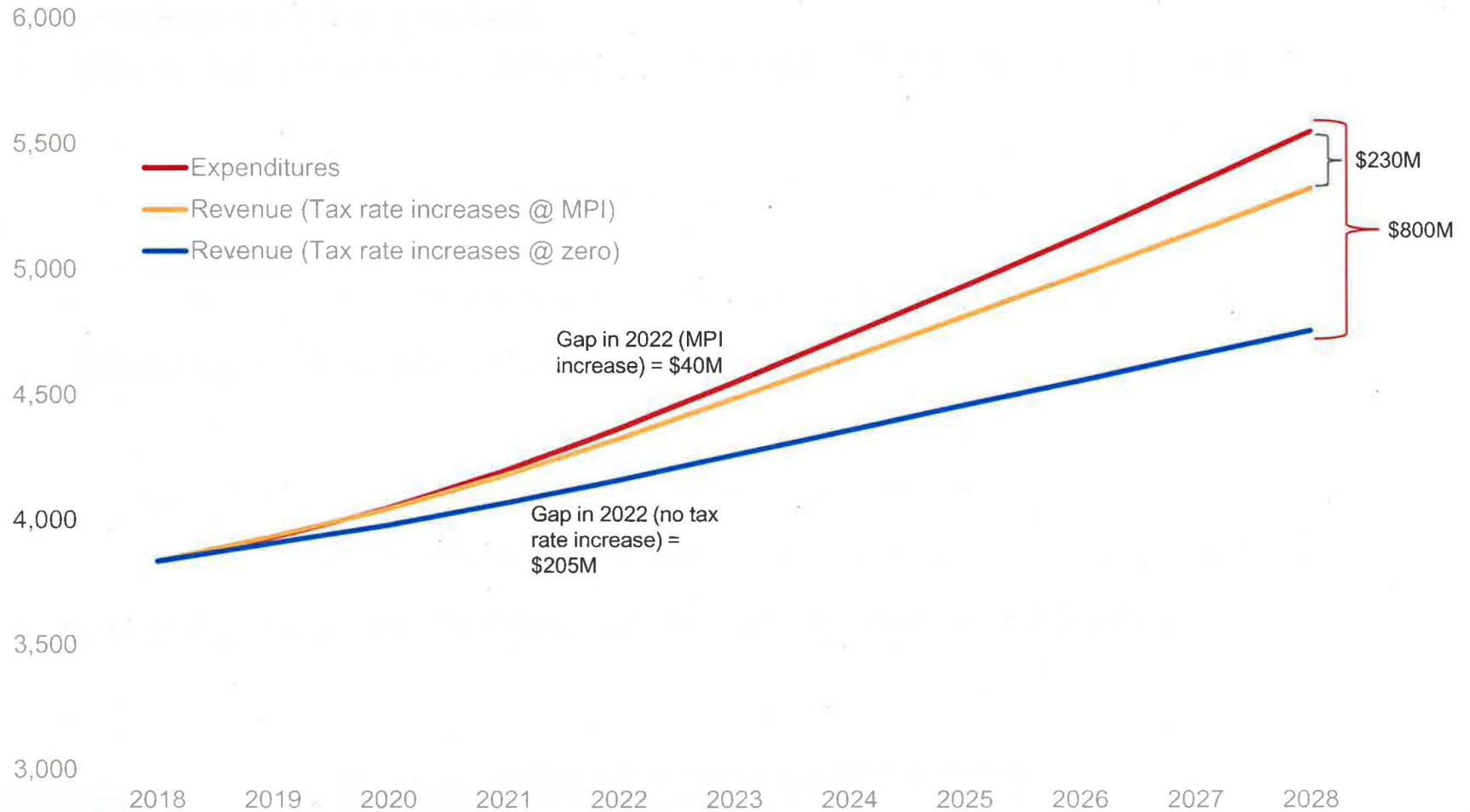
- Financial Reputation is characterized by:
 - Prudent fiscal practices
 - Longer-term planning horizon
 - Low residential taxes
 - Municipal taxes low/lowest relative to other Canadian cities
 - Disciplined reserves
 - Reserve policies
 - “Exceptional” & “robust” liquidity
 - High but manageable debt
 - Debt policies
 - AA+ credit rating
 - Leader in best financial practices
 - Identified by the Government Financial Officers' Association (GFOA) of the United States and Canada



Economic Projections (Spring 2018)

Socio-Economic Indicator	2018	2019	2020	2021	2022	Trend
Population (000s)	1,259	1,272	1,285	1,303	1,323	↑
Population Growth (%)	0.9	1.0	1.1	1.4	1.4	↑
Municipal Price Index (MPI) (%)	1.9	1.7	2.2	2.6	3.0	↑
Housing Starts (000s)	4.4	4.1	5.9	8.0	9.6	↑
Calgary Consumer Price Index (CPI)	2.0	2.0	2.0	1.8	2.2	Stable
Unemployment Rate (%)	7.8	7.3	6.6	6.3	5.9	↓
Natural Gas Price (\$Cdn/Gigajoule)	2.4	2.5	2.9	3.1	3.3	↑
Oil Prices - WTI (\$US/barrel)	58.7	57.9	59.7	61.1	62.1	↑
Oil Prices - WCS (\$US/barrel)	40.5	44	48	51.6	52.5	↑
Gross Domestic Product (growth %)	2.5	2.0	2.2	2.0	2.1	Stable

Long Range Financial Plan - Operating Projections





LRFP Operating Projections

- Expenditure increases include impact of population growth
 - Identification of suburban growth costs included but no dedicated funding applied
 - Changes in historical relationships will impact projections
- Some change in policy not yet factored in
 - Changes in some Waste & Recycling Services from tax supported to user fee supported
 - Changes as a result of decisions to be made on New Community Growth Strategy
- Above will be considered when developing the service plans and budgets for One Calgary



Growth Cost Pressures

- The New Community Growth Strategy is being considered as part of indicative rate setting in April.
- There are 27 actively developing communities and Council direction to bring on 6-12 Future Communities through the next budget cycle.
- In new communities, operating costs are typically low in initial years as infrastructure is new and population base is small; costs continue to increase as new services are introduced in later years.
- Actual costs and timing will be informed by population growth and housing absorption, service levels (e.g. fire), and choices around which communities proceed.

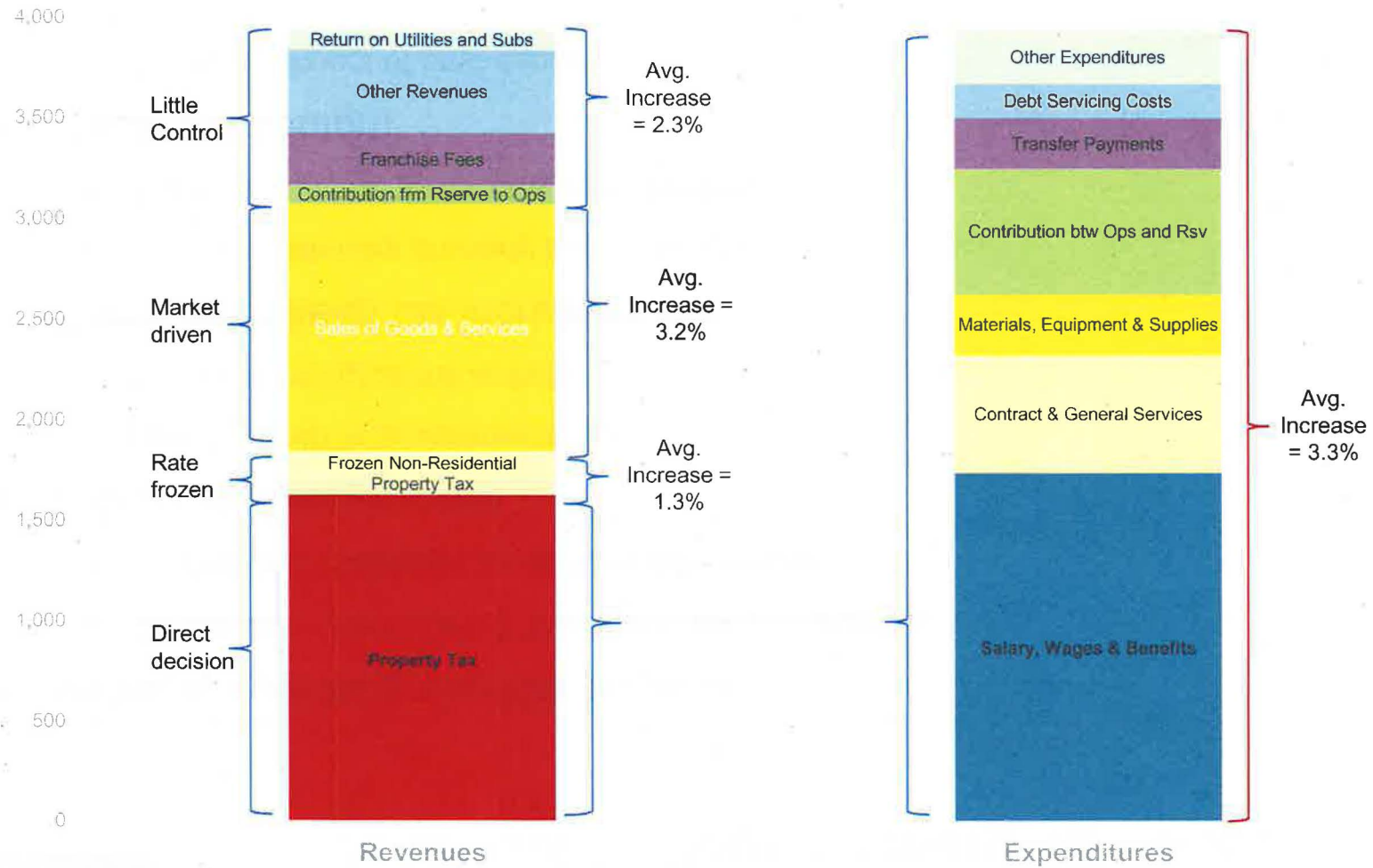


Growth Cost Pressures

- Annual figures are incremental additions to reflect budget increases, based on generalized gross cost assumptions
- Investments will be required in 33-39 communities in 2019-2022. Some communities complete their build out in the next four years, therefore the total number of developing communities will be less by 2022.

Community Development Stage	Number	Capital	Direct Annual Operating Costs		Total estimated at build out completion
		Estimated Capital (one-time)	Incremental Addition		
			One Calgary 2019 - 2022	2023+	
Existing	27	\$700M	\$28M	\$44M	\$72M
New	6-12	\$125M - \$935M	\$4M - \$9M	\$29M - \$49M	\$33M - \$58M
Total	33-39*	\$825M - \$1,635M	\$32M - \$37M	\$73M - \$93M	\$105M - \$130M

Financial Outlook – Structural Gap





Financial Outlook – Emerging Issues

- Growing operating shortfall projected
 - Structure of revenues & expenditures a challenge
 - Increasing challenge to achieve efficiencies
- Slower recovery/growth
 - Lower growth in assessment base
 - Slower building/permit activity
- Pressure to keep tax increases low
 - Lower inflationary property tax increases
 - Funding constraints for new opportunities
- Fiscal momentum
 - On-going impact of past decisions



Financial Outlook – Emerging Issues cont'd

- Demand for infrastructure investment & growth investment
 - Aging & unfunded infrastructure
 - New & established communities
 - Risk of infrastructure impacts from climate related events
 - Infrastructure Calgary's Capital Infrastructure Investment Strategy is included in this report
- Debt constraints & reduced capital availability
 - Significant future debt requirements/potential demands
 - Unreliable/unpredictable/reduced long-term capital funding sources
- City Charter
 - Fiscal Framework under negotiation – uncertainty about the final agreement
- Fiscal imbalance
 - Other levels of government receiving more than contributing to the City
 - Lack of new revenue sources
- Distribution of Property Taxes
- Property tax ratio

Calgary



Additional Context

The Charter is a new fiscal framework

The Government of Alberta has agreed to continue to work on a new fiscal framework for Calgary and Edmonton. The scope will include the following elements. No other tools are under consideration.

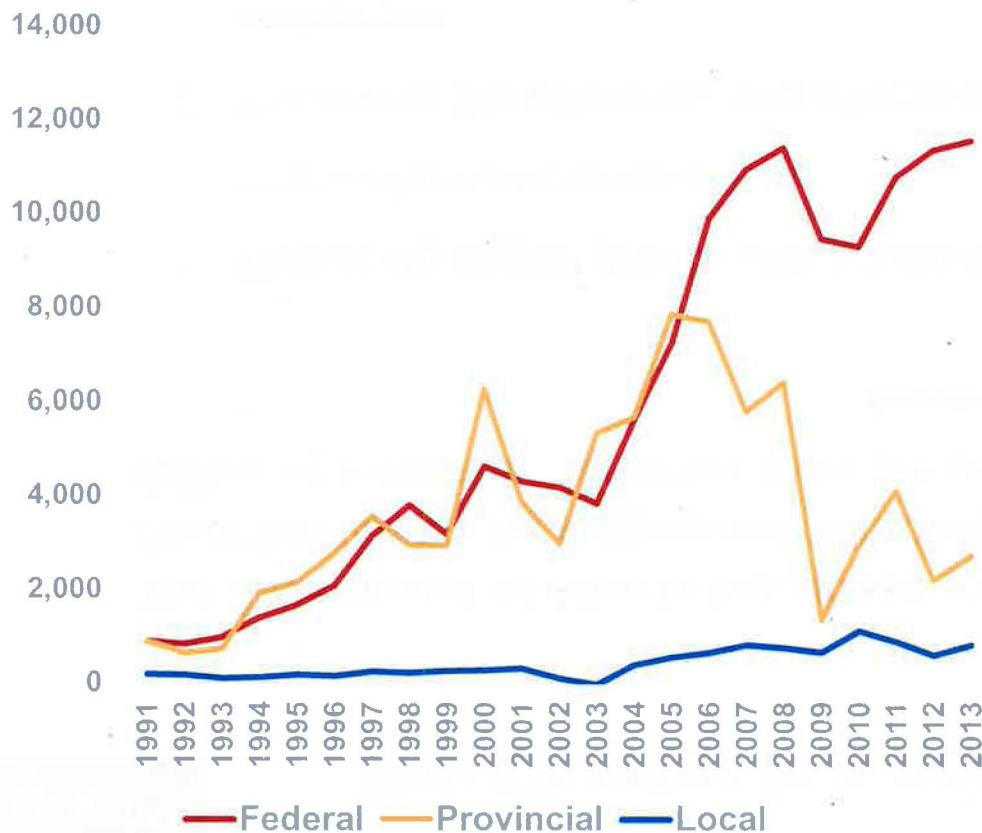
Finance Minister Ceci, August 10, 2017

1. Replacing capital grants with a funding formula based on a share of provincial revenue
2. Improving the efficiency and effectiveness of existing municipal authorities
3. Improving the administration of the Destination Marketing Fee
4. Increasing municipal responsibility for debt management, including requirement to secure an external credit rating



Fiscal Imbalance

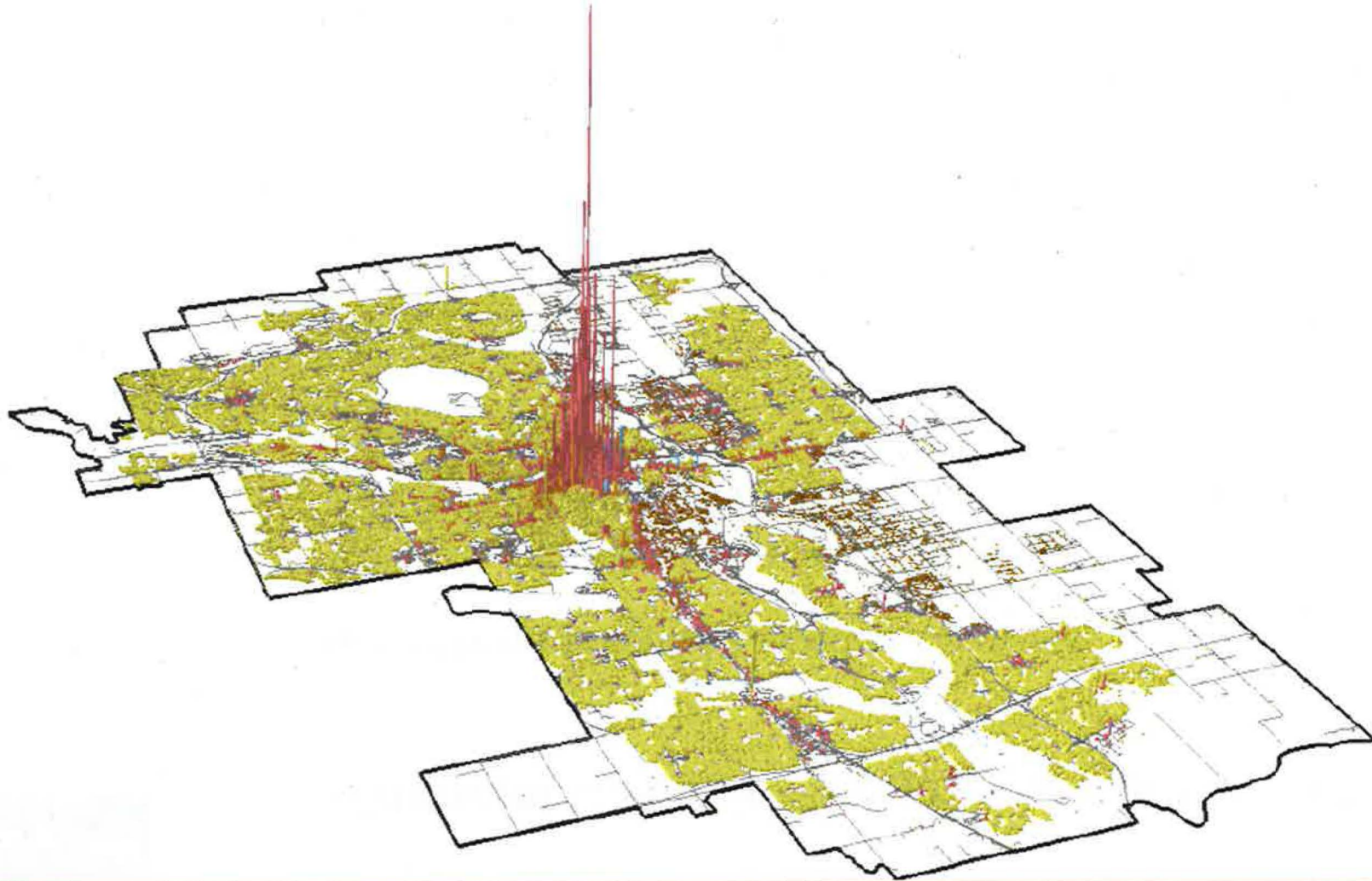
Net Financial Contribution of Calgarians to the Three Orders of Government After Intergovernmental Transfers



- Both the federal and provincial governments collected more revenues in Calgary than they returned to Calgary in the form of expenditures on public services, resulting in an *over contribution* from The City to the federal and provincial fiscal positions.
- The local government of Calgary spent more money in the city than the revenues it receives from Calgarians. The shortfalls were largely covered by transfer payments.

Financial Outlook – Emerging Issues cont'd

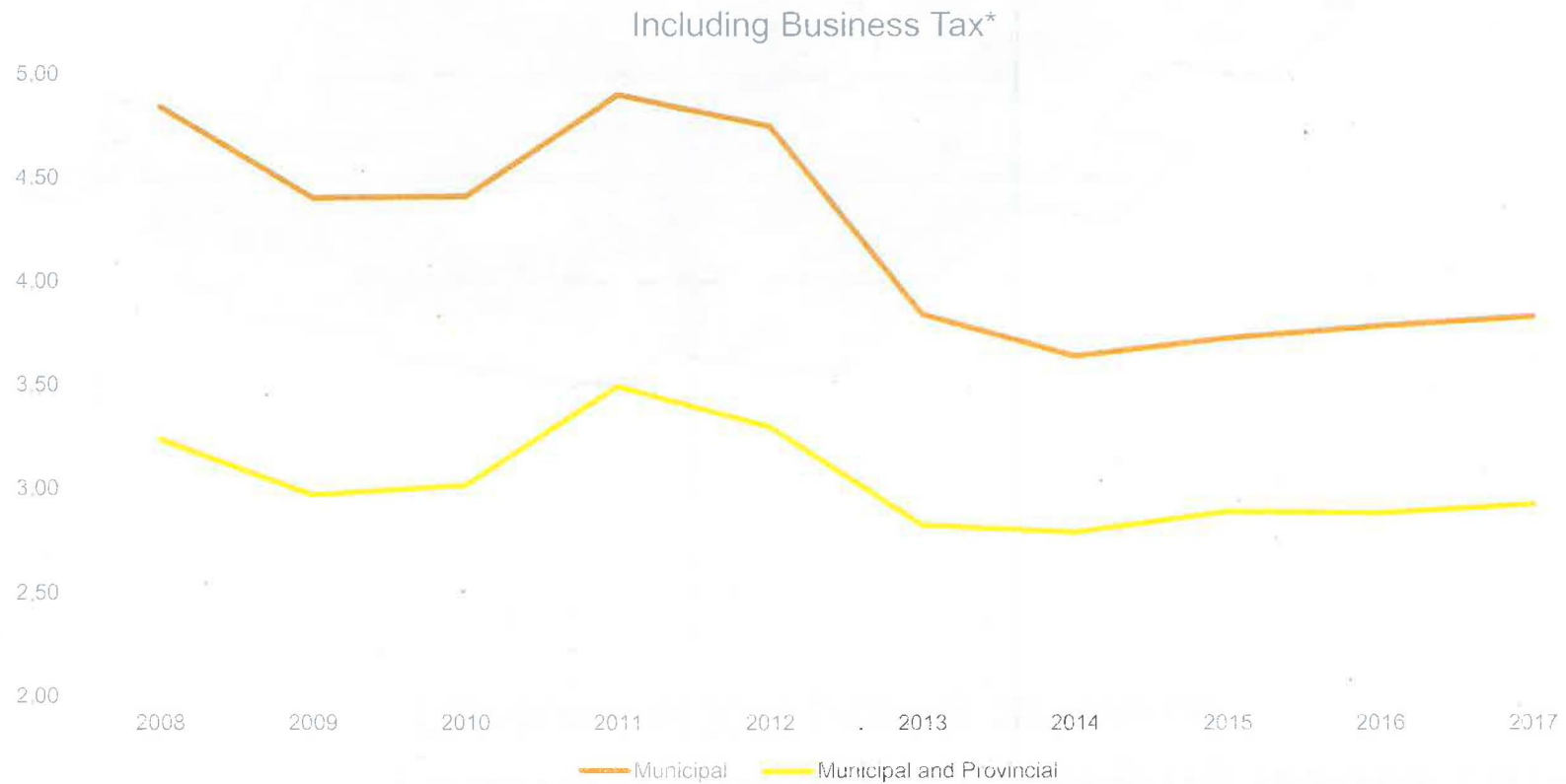
Distribution of 2017 property tax revenue





Financial Outlook – Emerging Issues cont'd

Ratio of Non-residential to residential tax rate



* Business tax elimination will be complete in 2019

Calgary



Approach to setting indicative tax rates



Principles for Setting Tax Rates for approval

- Include consideration of citizens' needs and expectations expressed through long term goals, Council directives, and citizen engagement and research;
- Include consideration of financial situation of taxpayers (citizen affordability);
- Meet legislative requirements;
- Reflect a long-term sustainable and affordable balance among enabling Calgary's maintenance, growth and service changes that meet Council approved service levels and further our resilience agenda;
- Maintain approval of four years with opportunity to adjust annually;
- Rationale underlying tax rate decisions should be easy to understand and communicate;
- Base the rates upon most recent information available at the time of approval;
- Raise the care and attention that the Administration pays to restraining expenditures and continually seeking efficiencies with a focus on service value and intentional management.

Approved by Council 2011 April 5 (C2011-31) – proposed changes underlined in italics



Principles for Setting Tax Rates – additional information

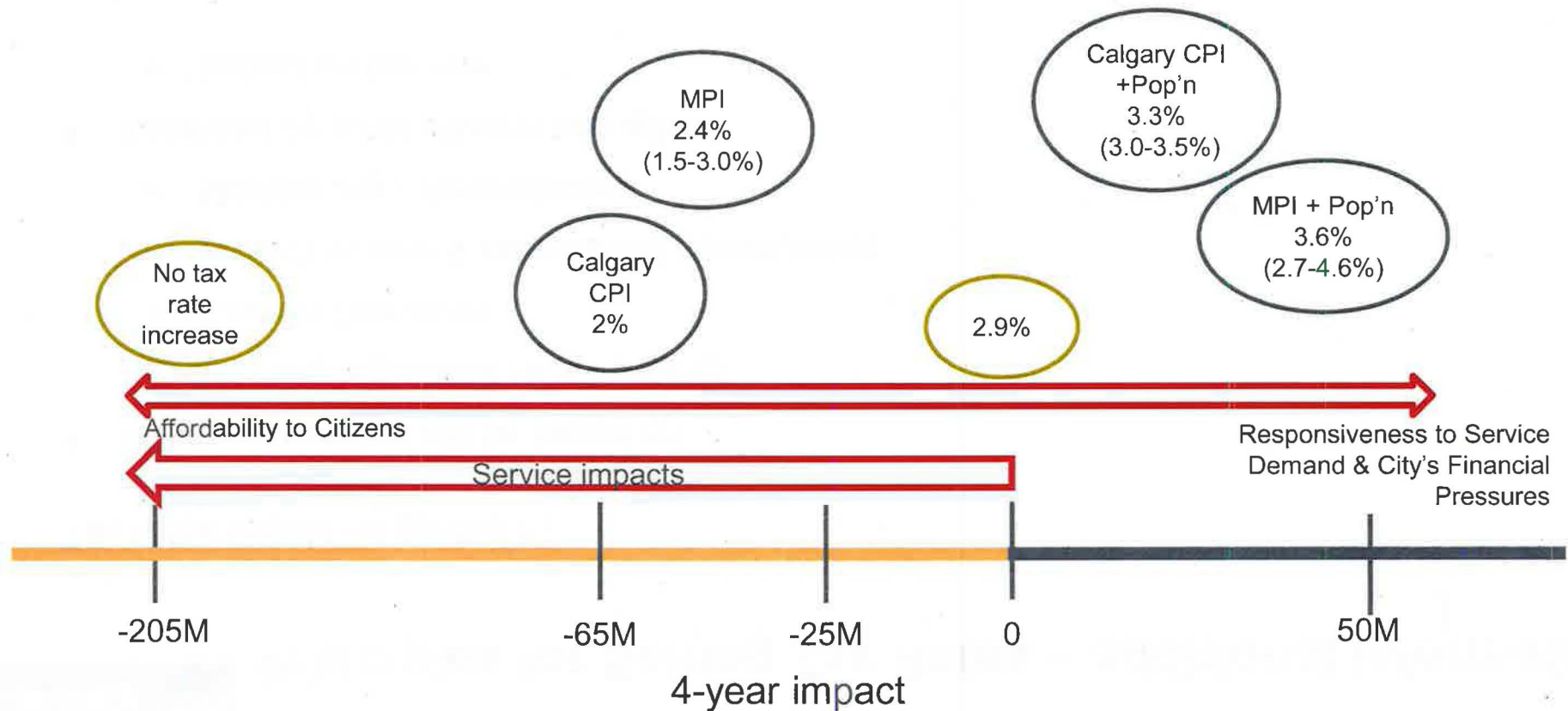
Tax rates should be guided by

- What we invest in will be based on:
 - Meeting legislative requirements
 - Council Directives
 - Growth in new & established communities
 - Maintaining infrastructure
- Balanced by what citizens can afford
 - Impact on tax rate
- **Balance will require tradeoffs**
 - Choices needed to balance priorities and affordability
 - Service view will help inform decisions



Spectrum of Options for Setting Tax Rates

1% tax increase = \$16M (2018)



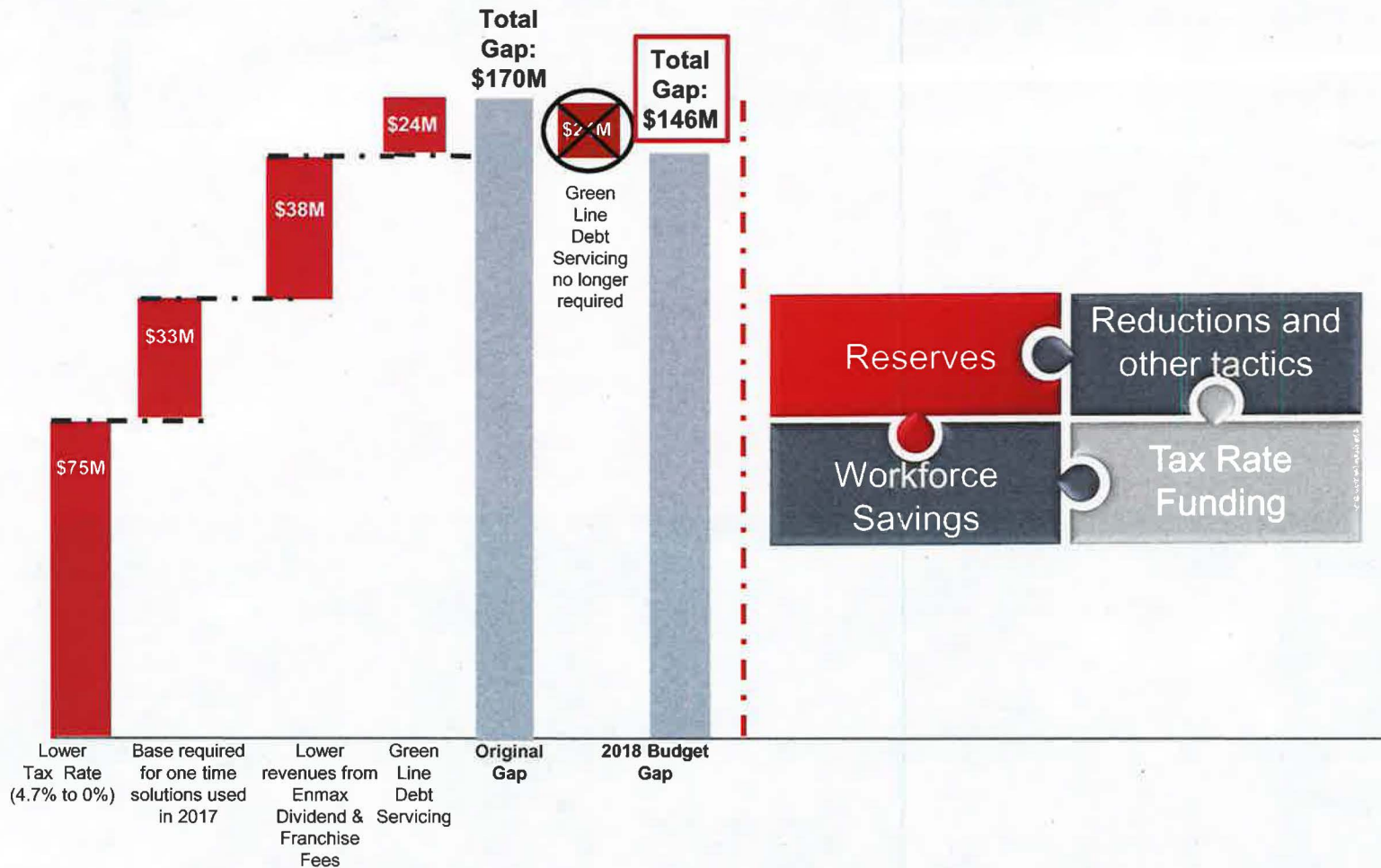
Calgary



Current State



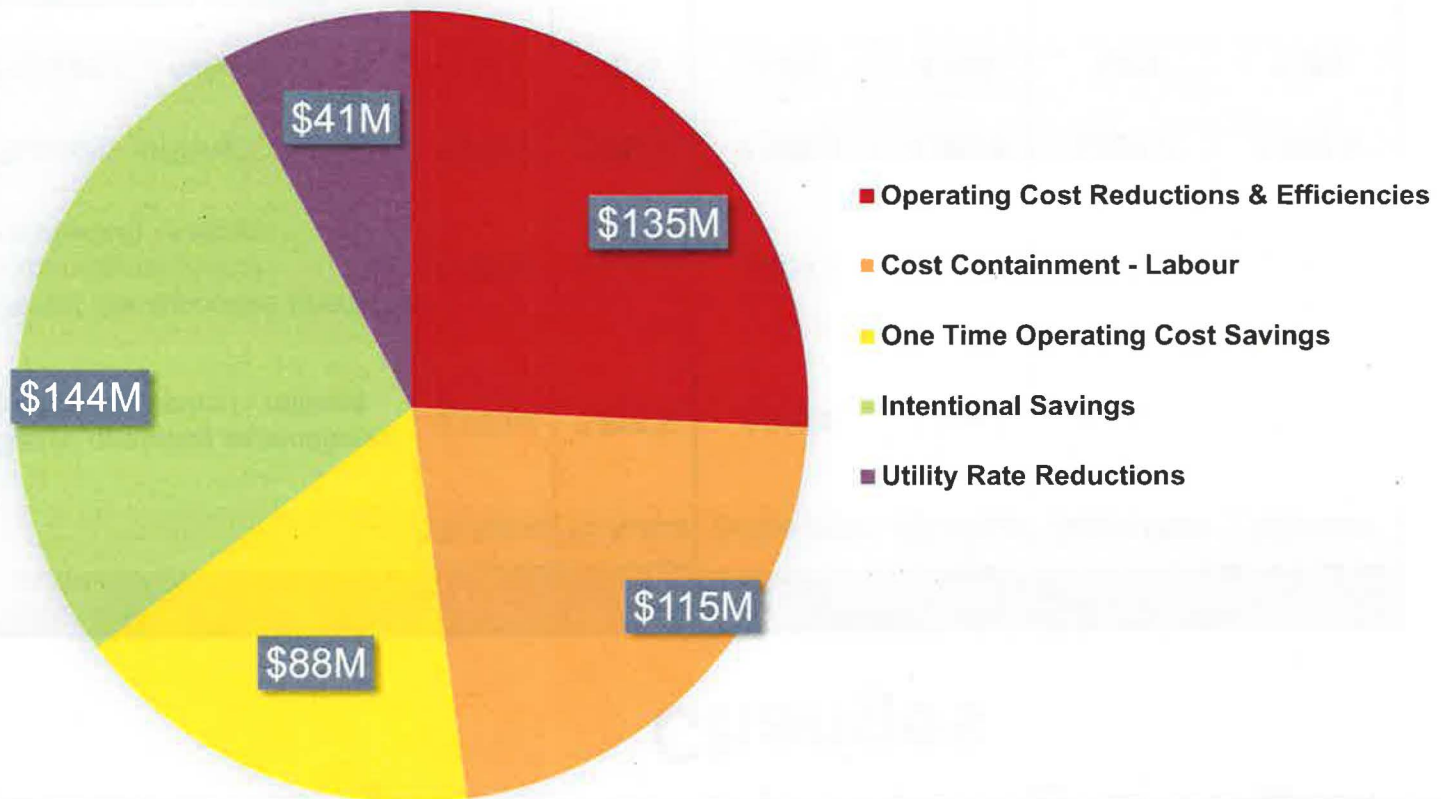
2018 Operating Gap





Operating Savings & Efficiencies 2015-2018

\$ 523 million



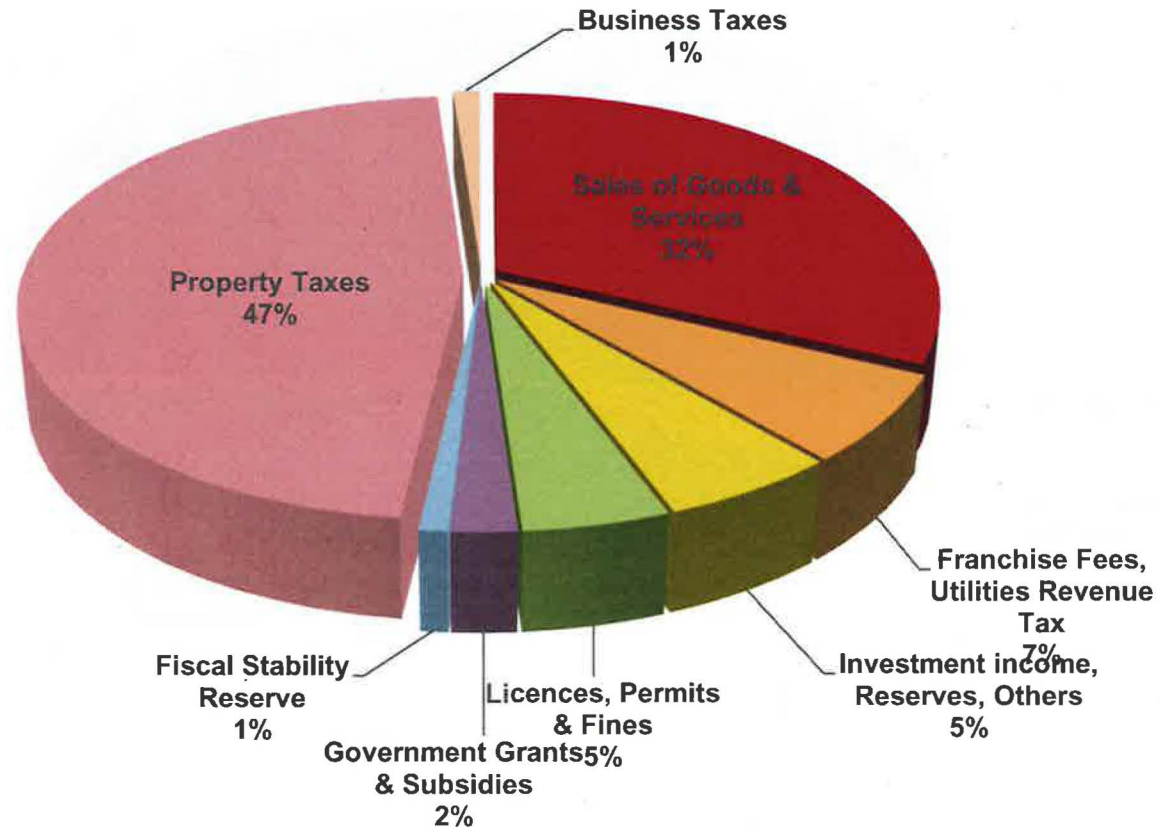


Impacts of Operating Budget Changes

Indicator	2015	2016	2017		2018	
	YE Actual	YE Actual	Action Plan	YE Actual	Action Plan	Adjusted
Based operating expenditures (net of recoveries) - millions	3,720.4	3,816.5	3,952.9	3,836.6	4,165.8	3,917.1
<i>Based Tax supported operating expenditures (net of recoveries) - millions</i>	<i>3,048.3</i>	<i>3,028.5</i>	<i>3,204.0</i>	<i>3,178.7</i>	<i>3,348.9</i>	<i>3,168.4</i>
Taxation - millions*	1,673.7	1,762.3	1,909.6	1,800.8	2,028.2	1,870.5
Population – millions	1.231	1.235	1.251	1.246	1.274	1.259
Budgeted base operating expenditures (net of recoveries) per capita	3,022	3,090	3,160	3,079	3,270	3,116

* Includes Business Tax

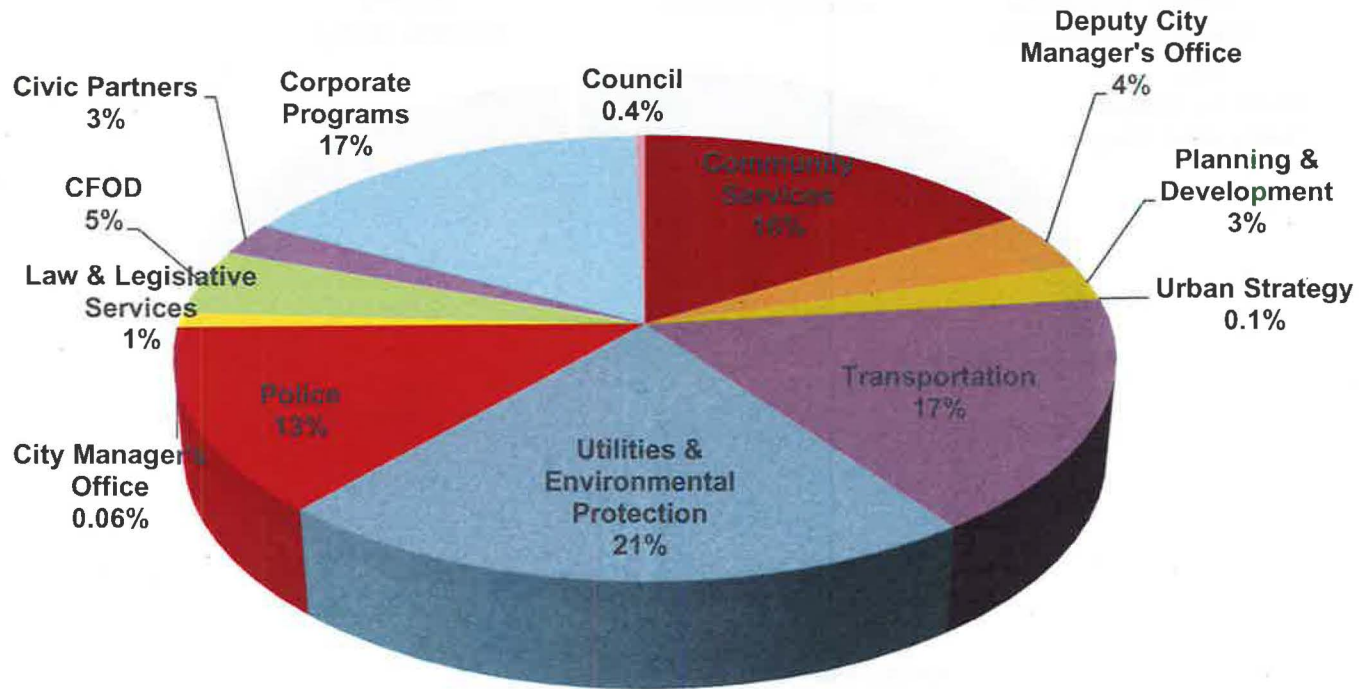
Funding the 2018 Operating Budget



2018 Operating Revenues = \$3.838 billion



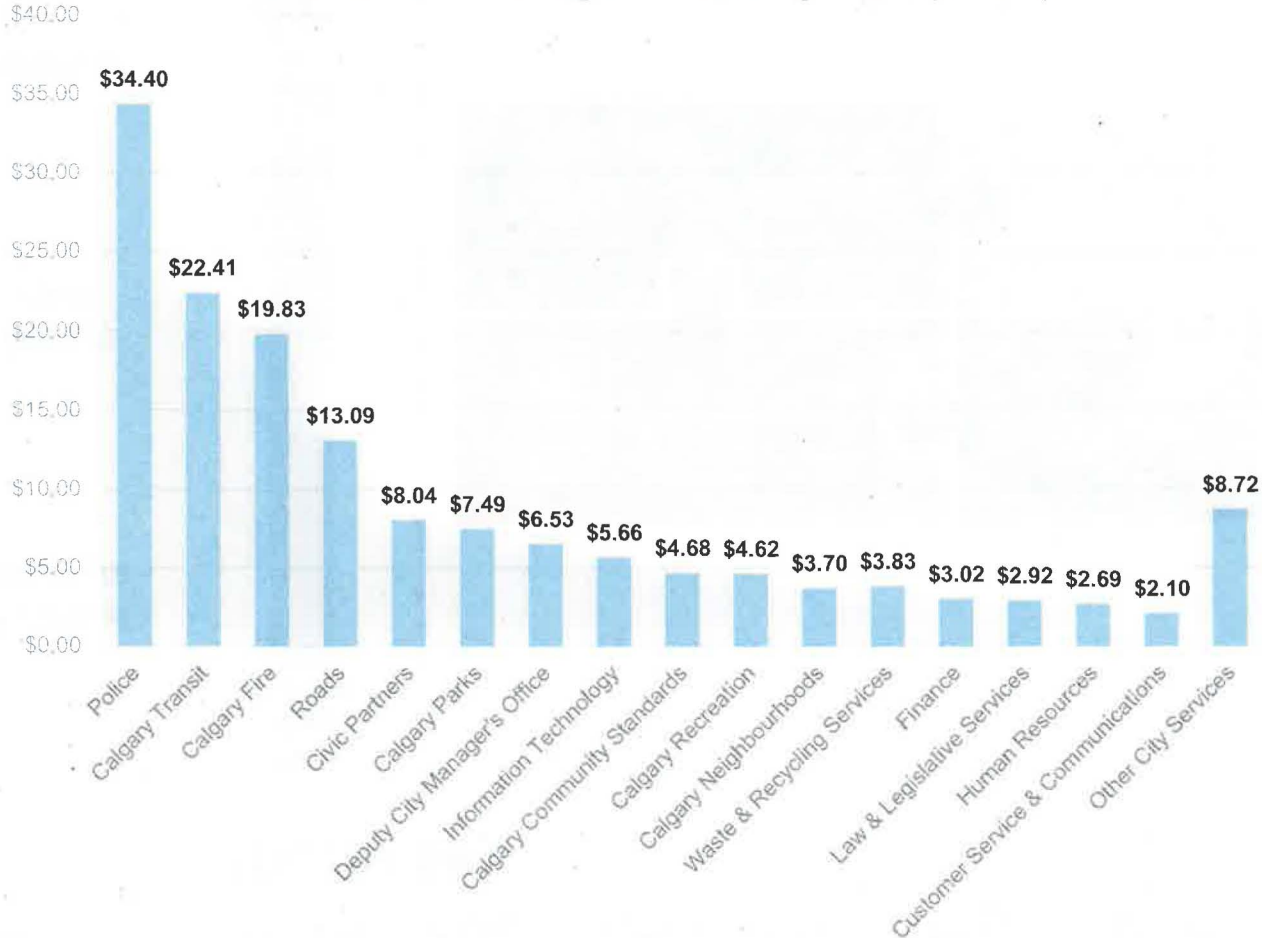
Investing the 2018 Operating Budget



2018 Operating Expenditures - \$3.838 billion

2018 Citizen Tax Dollar Allocation

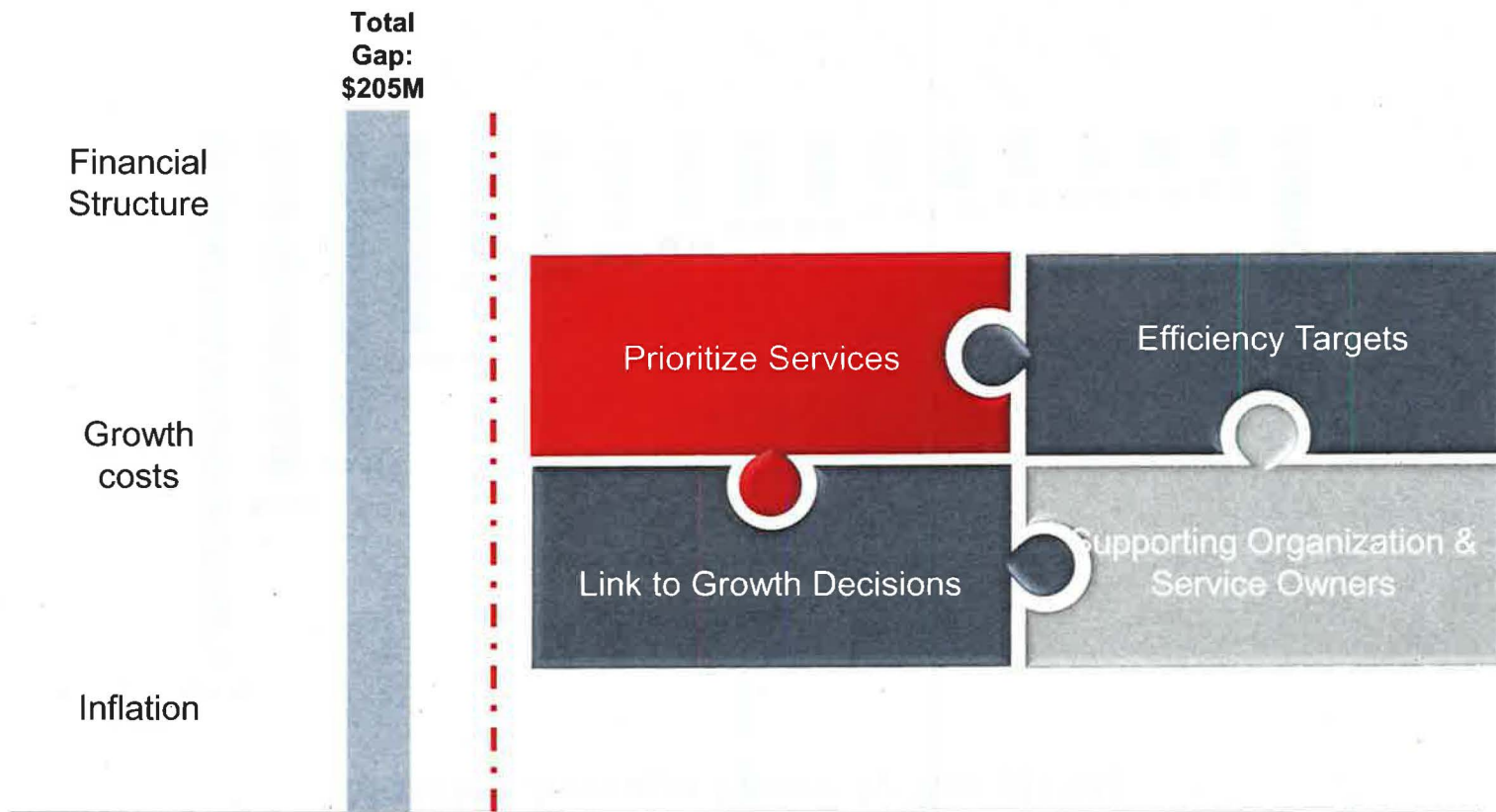
Monthly Average Property Tax (\$154)



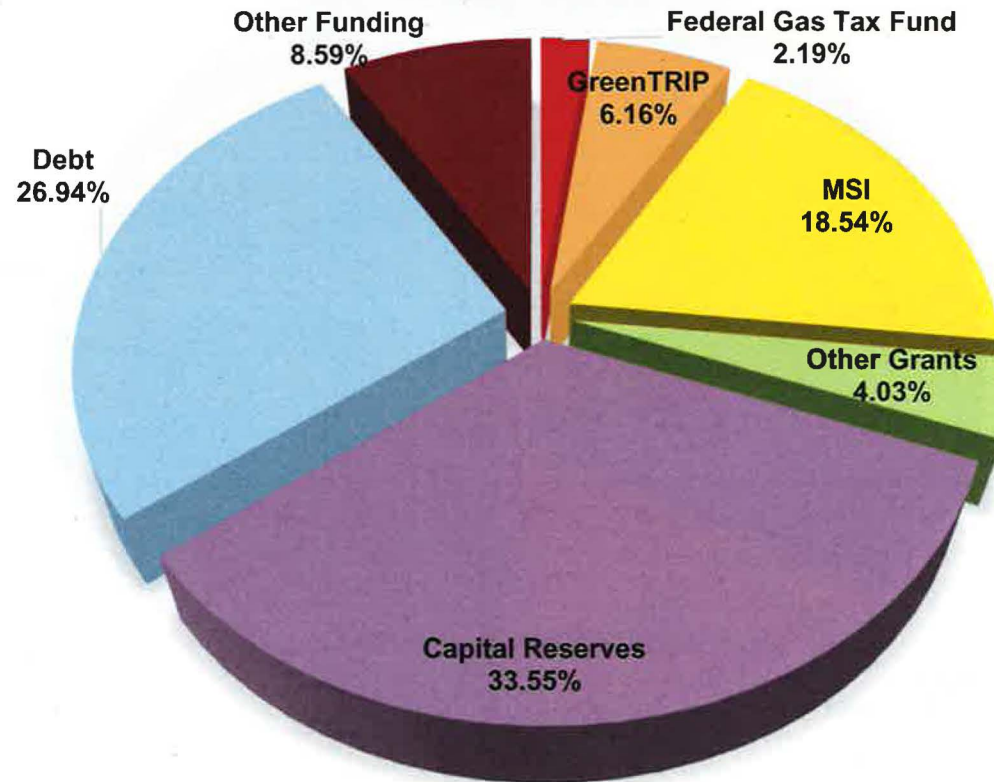
<http://www.calgary.ca/CA/city-manager/Pages/Our-Finances/Taxes/tax-breakdown.aspx>



2019 - 2022 Total Operating Gap (no tax increase)

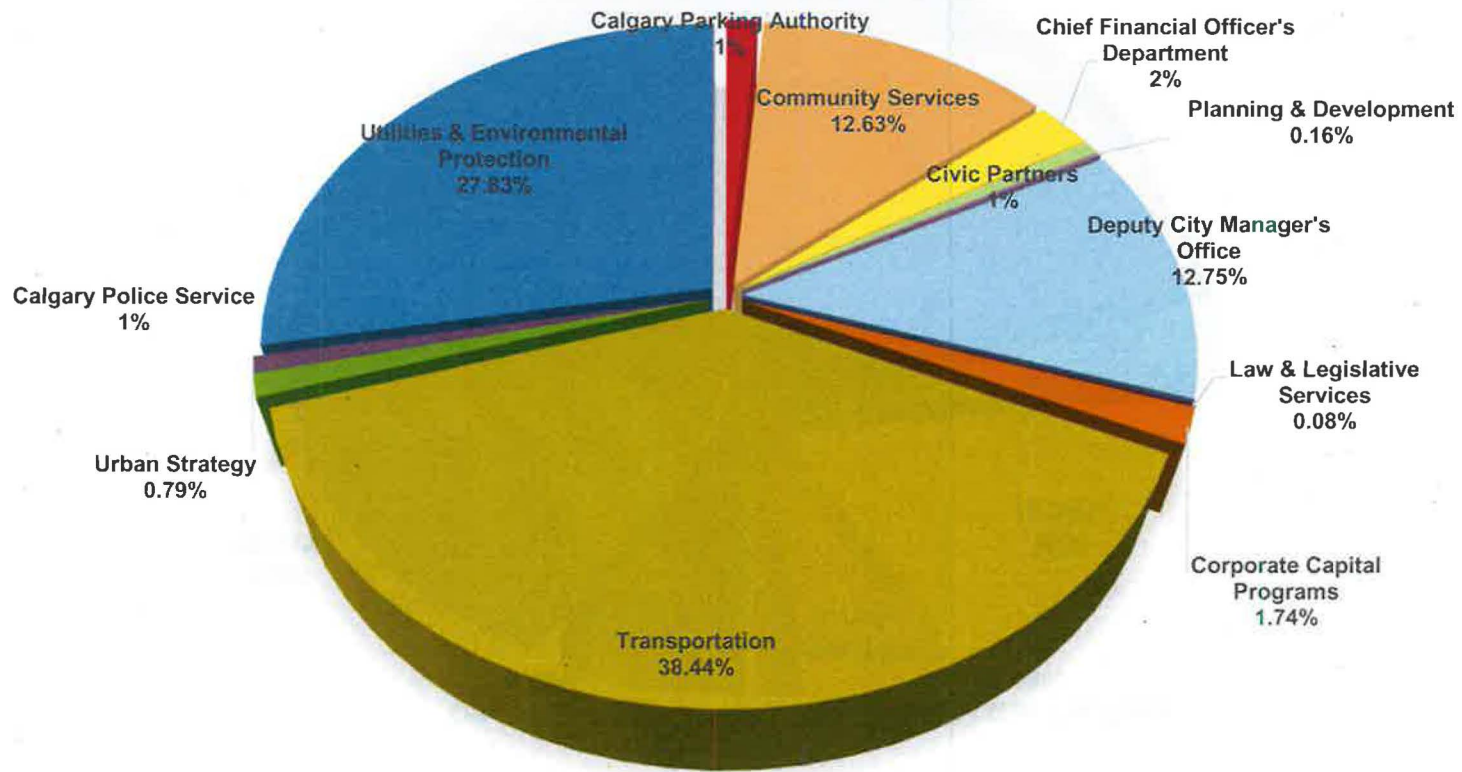


Funding the 2018-2021 Capital Budget



Total 2018 – 2021 Capital Budget = \$3.824 billion

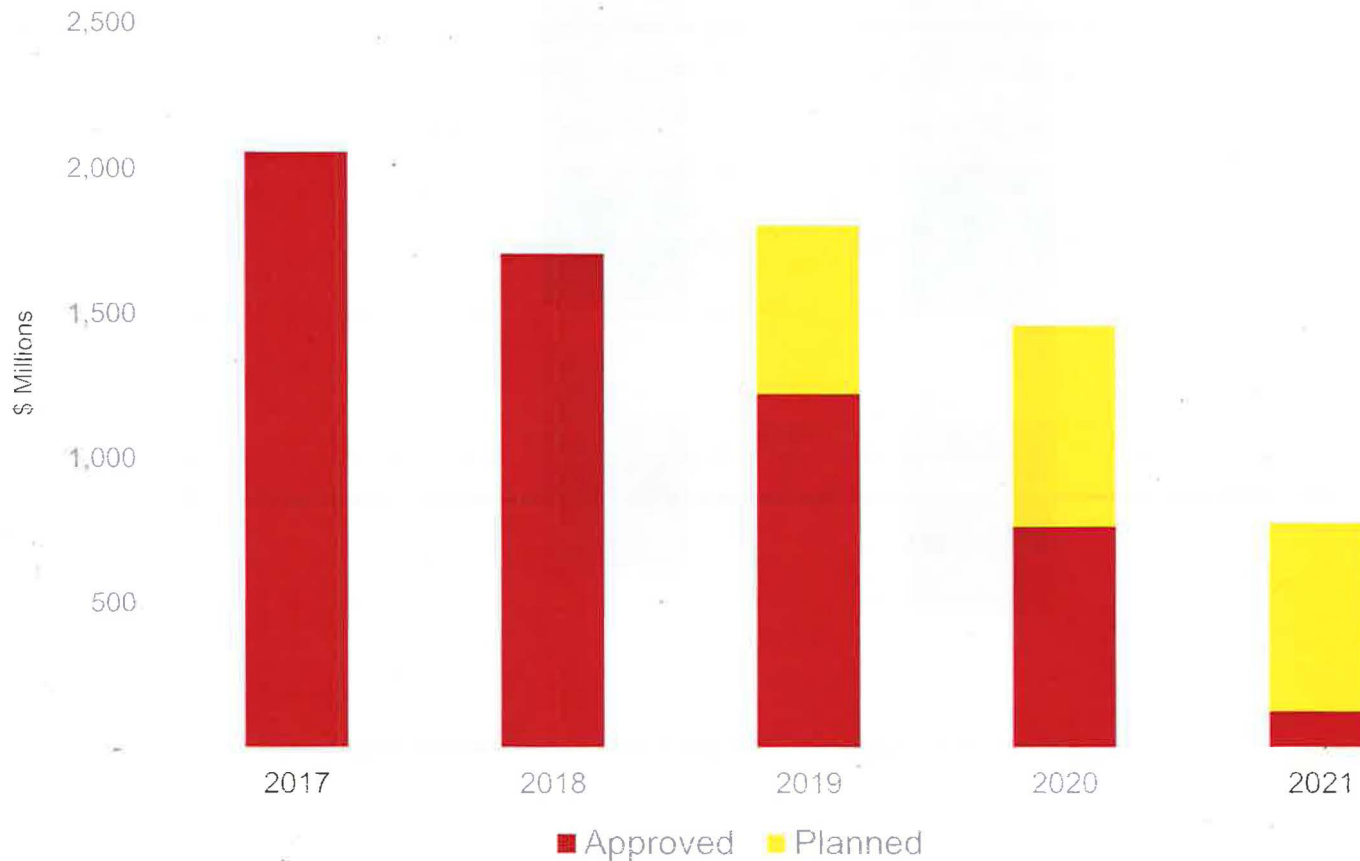
Investing the 2018-2021 Capital Budget



Total 2018 - 2021 Capital Investing = \$3.824 billion

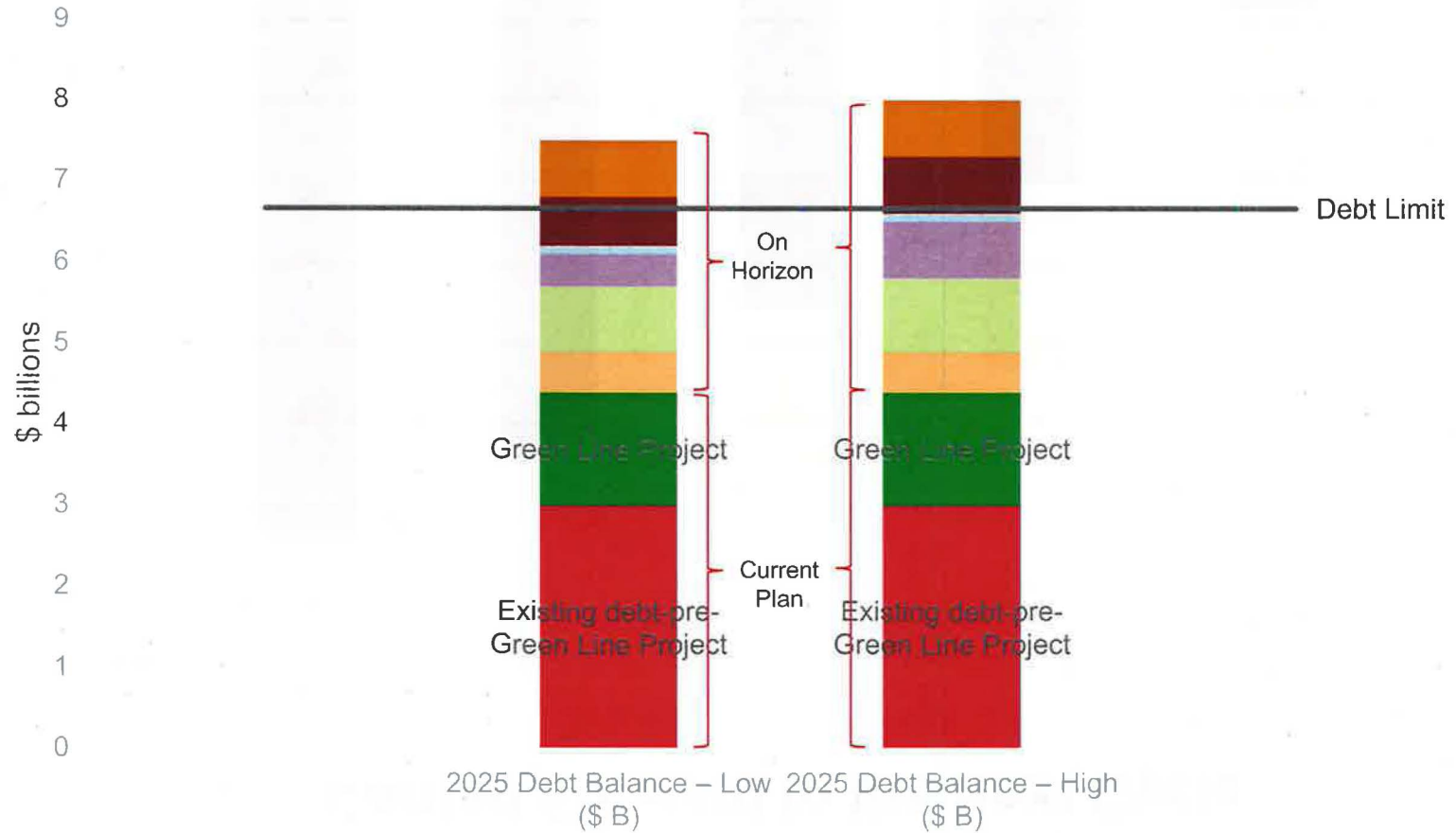


Approved and Planned Capital Investments Carried Forward to the Next Cycle



Debt Impact Outlook

Debt impact of projects under consideration





Summary

- The City is in a solid financial position and there are significant challenges ahead:
- Stresses are widening the financial gap
 - Revenues constrained with limited sources
 - Upward pressure from inflation, growth and cost structure
- Significant demand for capital investments and limited funding sources
- Demands for debt usage in near future
- Implications on service levels for different options
- Fiscal momentum is converging with slower economic growth
- In developing the next step for our strategies, Council will be asked to approve indicative tax rates as part of the strategy to close the financial gap



Recommendation

That Council:

2. Approve the updated Principles for Setting Indicative Tax Rates (Attachment 3)

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Three Conversations, One Calgary

Resilience Focus Area: Infrastructure Resilience

Capital Update and Capital Infrastructure Investment Strategy

March 21, 2018 (C2018-0304)



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Capital Update (Attachment 4 – Capital Infrastructure Investment Strategy)





Purpose

- Updated Capital Infrastructure Investment Strategy
 - Background
 - Six strategies
- Capital Budget Process
 - Timeline
 - Key Milestones
- Key Process Changes
 - Prioritization of capital
 - Allocation of funding
- Recommendation



Capital Process to Support Service Delivery

Council Vision

Corporate Strategy

Service Plans & Budgets





Capital Infrastructure Investment Strategy

- A corporate strategy to **intentionally manage capital investment** across services
- A **strategic and cohesive approach** to deliver greater collective benefit (citizen, customer, organization)
- Reinforces the role of capital investment in **building and improving Calgary's resiliency**
- Foundational in the development of **corporate prioritization** criteria

Updated strategy endorsed by the Administrative Leadership Team on March 7, 2018



Maturing the Capital Infrastructure Investment Strategy

Council directed that this strategy be updated as part of the 2018 budget process

2015 November 25 (C2015-0855)

1. Critically examine and recast cash flows
2. Determine the priority projects
3. Align with Federal and Provincial Government initiatives
4. Review funding sources and switch accordingly
5. Review allocation of funding
6. Standardize processes
7. Fund additional resources
8. Examine ways of involving the private sector to a greater extent
9. Identify and approve associated operating budget funding

2018 March 21 (Proposed)

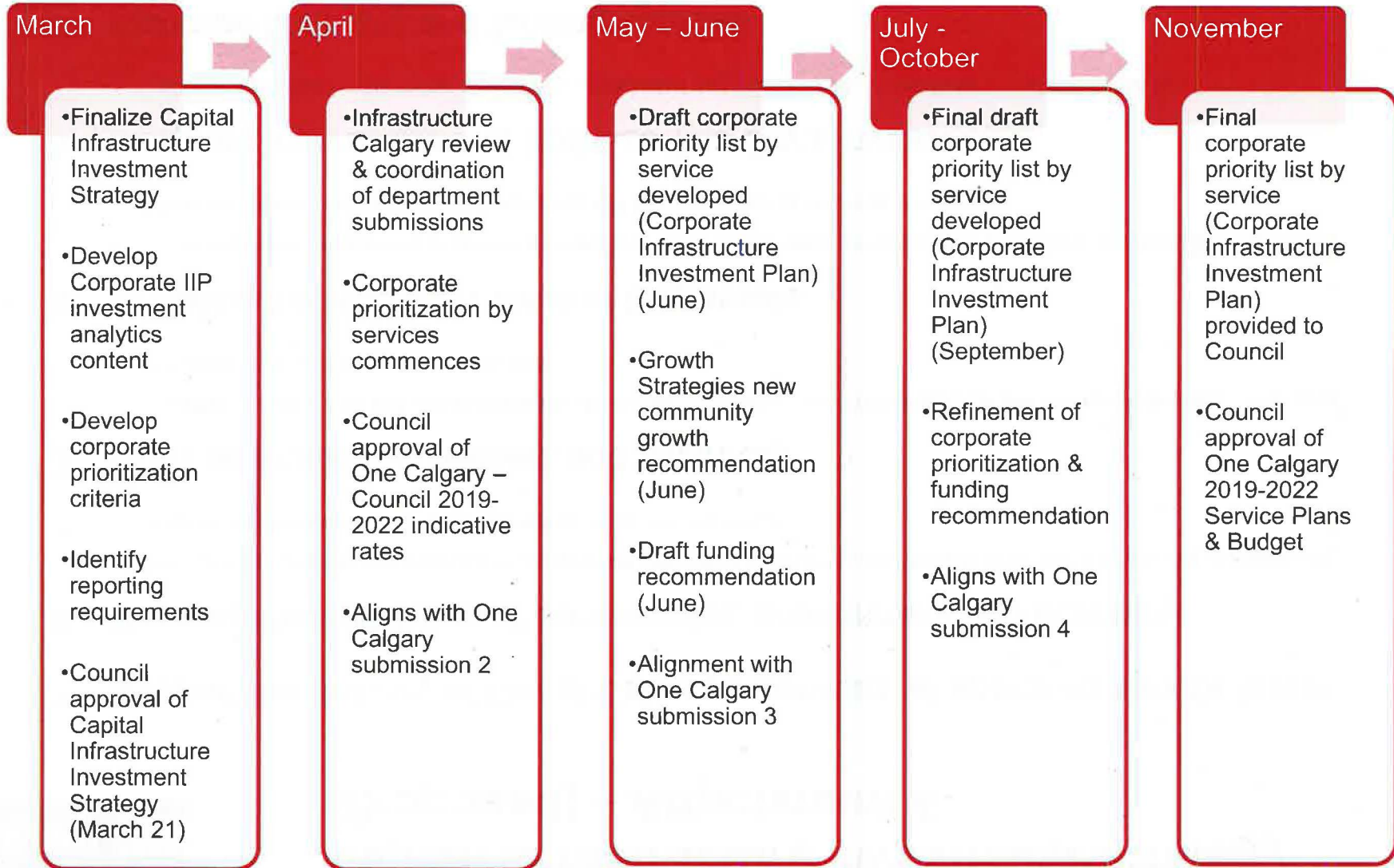
1. Support the delivery of City of Calgary's services, at approved service levels
2. Promote the well-being of communities, environment and economy
3. Build an adaptable, resilient and smart city
4. Ensure the long-term value of City assets
5. Integrate, coordinate and optimize The City's investment
6. Optimize financing and funding sources

Capital Infrastructure Investment Strategy (Proposed) – Attachment 4

1. Support the delivery of City of Calgary’s services, at approved service levels
2. Promote the well-being of communities, environment and economy
 - “Infrastructure projects are intended to promote the well-being of a community through improved connectivity, accessibility, inclusion and environmental health as well as long term resilience”
3. Build an adaptable, resilient and smart city
 - “...better manage risks and vulnerabilities to shocks and stressors...maintain ecological and biological diversity....use data innovation and technology to improve lives...”
4. Enhance the long-term value of City assets
 - “...the long term implications of service demand and asset needs, legal and regulatory provisions, technological trends and efficacies, finance and asset ownership along with the integration of whole-of-life costing”
5. Integrate, coordinate and optimize The City’s investment
 - “...provide maximum value to the community...integrated and coordinated....contribute to multiple services...”
6. Optimize financing and funding sources
 - “...fiscally sustainable corporate approach to financing and funding will maximize The City’s opportunity to provide capital investments that support service delivery.”



Capital Budget Process – Timeline & Key Milestones





A New Approach to Capital Planning and Prioritization

- Creation of a **Corporate Infrastructure Investment Plan**
(consolidation of department infrastructure investment plans)
- Each capital request will be evaluated against corporate criteria to capture the **overall priorities by service**
- The shift to **corporate infrastructure investment planning, prioritization and allocation supports a service-based approach**
- Service need will be the **primary criterion for identifying, prioritizing and funding capital investments.**
- Additional information will be shared through future One Calgary updates



A New Corporate Approach to Capital Funding

- Develop an allocation process that **optimizes restricted sources and effectively utilizes the 2019-2022 capital funding capacity.**
- Support the delivery of City services at service levels determined by Council.
- **A departure from timing and process in previous cycles**, where capital envelopes were provided to departments.
- Infrastructure Calgary is working to identify the anticipated capital funding available in 2019-2022.
- A significant advancement towards **optimizing the value of The City's investment and maximizing benefit to Calgarians.**



Recommendation

That Council:

3. Approve the updated Capital Infrastructure Investment Strategy (Attachment 4)

The word "Calgary" in white text on a red rectangular background.A wide-angle photograph of the Peace Bridge in Calgary, Alberta, Canada. The bridge's distinctive red, curved steel arches create a strong sense of perspective, leading the eye towards the city skyline in the distance. The bridge spans the Bow River, which is visible in the middle ground. The sky is filled with large, white, fluffy clouds against a blue background. The city skyline includes several modern high-rise buildings. The foreground shows the bridge's walkway and the river's surface.

Guiding Principles for Climate Resilience

March 21, 2018

C2018-0340



Agenda

1. Purpose of strategic session
2. Climate Risks and Opportunities
3. Speakers
4. Draft Guiding Principles
5. Input from Council
6. Conclusion



Purpose of Strategic Session

- To provide a brief overview of the climate program and climate related risks and opportunities.
- Present the guiding principles for climate resilience



Towards a Climate Resilience Strategy and Actions



Research/ Analysis/
Engagement

2016/17



Guiding
Principles

2018



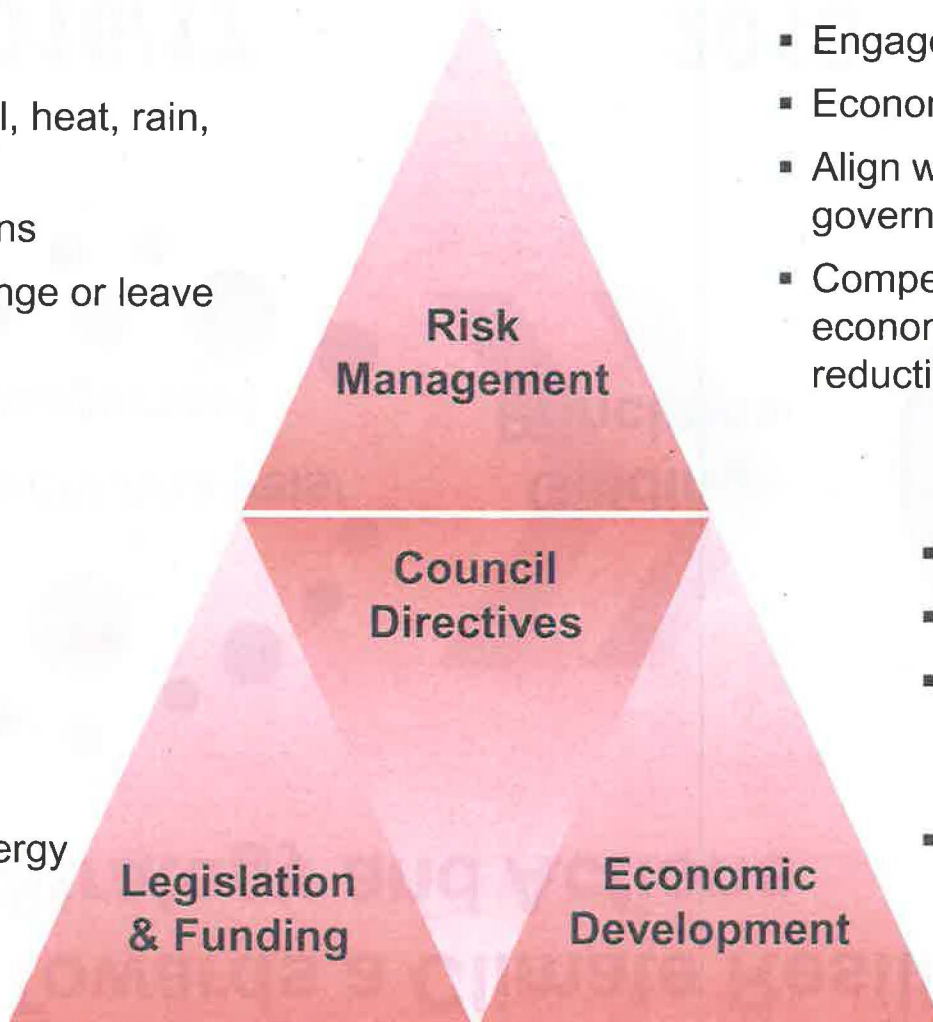
Climate
Strategy
and
Actions



Risks and Opportunities

- Risk multiplier
- Extreme weather - hail, heat, rain, snow & ice
- Services and operations
- Update, upgrade, change or leave

- Federal and Provincial direction
- City Charter
- Climate lens to project lifecycles
- Funding outcomes (energy and carbon)



- Engage Calgarians
- Economic benefits
- Align with other orders of government & industry
- Competitiveness re: low carbon economy, alternative energy, reduction of climatic impact

- Green economy
- 15,000 jobs
- Transportation, Commercial buildings, Housing, (\$3B investment)
- Potential for additional investment

Speakers

- BILD Calgary – Industry best practice and expectations
- ATCO – Utility and Local Business best practices and expectations



Development of Principles: Process

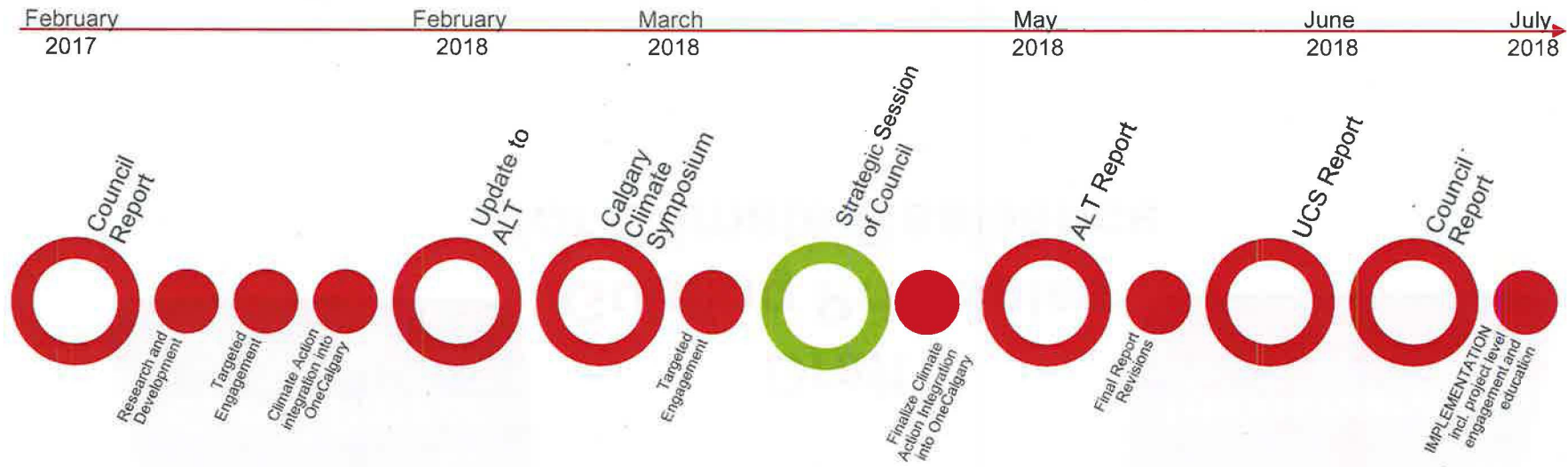


100 Resilient Cities





Timeline for Climate Resilience Strategy and Actions Report 2018





Recommendation

That Council:

1. Endorse the guiding principles for Climate Resilience.