

---

## MEMORANDUM

September 01, 2023

TO: Mayor and Council

CC: Paul Mochrie, City Manager  
Armin Amrolia, Deputy City Manager  
Karen Levitt, Deputy City Manager  
Maria Pontikis, Chief Communications Officer, CEC  
Rosemary Hagiwara, Acting City Clerk  
Teresa Jong, Administration Services Manager, City Manager's Office  
Mellisa Morphy, Acting Chief of Staff, Mayor's Office  
Trevor Ford, Director of Operations, Mayor's Office

FROM: Patrice Impey, General Manager, Finance, Risk and Supply Chain Management

SUBJECT: 2023 Second Quarter Review – Operating and Capital Budgets

---

### **Executive Summary**

The purpose of this report is to provide Council with an overview of City's financial performance for the second quarter of 2023. The report includes details on the annual forecast of the City's Operating Revenue and Expenditure, and Capital Expenditures and the corresponding variances with the annual Operating and Capital Budget. This report also lists the key factors (high inflation environment, tight labor market, and supply chain challenges) impacting the City's financial Outlook for 2023 and how the focus continues to be capital and service delivery.

Council Policy regarding the Operating Budget, as per the Vancouver Charter, is to ensure a balanced operating budget. For 2023, the City is forecasting a balanced budget at year-end after all reserve transfers and adjustments. However, for the periods till quarter two of 2023, the City recorded an Operating Budget surplus of \$54.1 million, primarily driven by the surplus in investment income, the timing difference in the second quarter between actual and budgeted revenues and expenditures, as well as savings in salary and other non-salary expenses.

Total capital expenditures to the end of the second quarter of 2023 were \$227.8 million, which is 31% of the total 2023 Capital Expenditure Budget of \$730 million. Total expenditures for the year is forecasted to be \$608.1 million, which is 83% of 2023 Capital Expenditure Budget. The forecasted underspend of \$122 million is mainly due to delay in projects and programs as a result of resource constraints and staffing challenges.

### **Operating Budget**

The City is forecasting to be on budget at year-end. The City reported a \$54.1 million surplus in the second quarter of 2023, primarily driven by investment income, timing differences between actual and budget, and higher than budgeted salary savings. The surplus reported in the second quarter is expected to be offset in the remaining portion of the year as a result of higher

expenditures that will occur later in the year than planned. The year-end forecasted variance for revenues includes a surplus in investment income, parks parking and street occupancy fees, partially offset by a deficit in street parking revenue. Expenditures and reserve transfers for 2023 are forecasted to be higher than the budget mainly due to higher non-salary expenditures due to cost escalation, more training, equipment replacements, and higher transfer to the General revenue stabilization reserve partially offset by higher than budgeted salary savings due to ongoing vacancies. Appendix A shows the 2023 Operating Budget revenues and expenditures, year-to-date variances and full-year forecasts. However, below are the major revenue and expenditure drivers for Q2 Year-to-Date and the full year forecast:

**A. Revenue highlights:**

- **Investment income** was approx. \$23 million above budget for year-to-date (YTD) and \$38 million for 2023 year-end, due to interest rate hikes, higher fund volume and enhanced investment portfolio optimization strategies.
- **Occupancy Fees** are \$0.9 million above budget for year-to-date (YTD) and forecasted to be \$1.1 million above 2023 budget. Occupancy fees is a new stream of revenue implemented in 2022. City charges the developers the occupancy fees for sidewalk, road, and bike-lane closures during construction projects.
- **Street Parking revenue** was \$2.3 million below budget for quarter 2 YTD driven by continuing behavior changes as a result of COVID-19 pandemic and forecasted to be below budget by \$5 million at year-end. The forecasted deficit would be partially offset by surplus in other types of parking revenue.
- **Recreation Program revenue** was \$0.7M above budget for YTD and forecasted to be \$1.9 million above budget primarily driven by strong golf, Vandusen/Bloedel, and special event revenues from higher activity partially offset by weaker recreation revenues (aquatics). The Vancouver Park Board began a marketing plan in quarter 4 2022, which has ramped up with additional revenue promotions planned throughout 2023.

Surplus and deficit in **Cost recoveries, Utility fees, and other revenues** will be offset by related expenditures and transfers.

**B. Expenditures and Transfers highlights:**

- **Police Services** Q2 YTD expenses were \$4.3 million above budget due to higher overtime, offset by staffing vacancies. Year-end forecasted amount are \$4.3 million above budget due to higher legal fees, JIBC recruit cost increases, firearm & equipment replacement, etc. Higher recoveries will keep the net forecast on budget by year-end.
- **Fire & Rescue Services** Q2 YTD expenditures were \$4.1 million below budget, primarily due to timing differences. Year end costs are \$1.8 million above budget driven by overtime and higher cost of materials, partly offset by salaries savings. The year-end net forecast is \$0.5M above budget.
- **Parks and Recreation** year-end forecasted expenditures are \$3.9 million above budget due to higher direct costs associated with higher event revenues, inflationary pressures, higher fleet lease expenditure offset by vacancy savings across Parks operations
- **General Government** expenditures are forecasted to be above budget by \$13.8 million, primarily due to transfer of above budget revenues to reserves. The year-end forecasted stabilization reserve balance is 6.5% of non-utility revenue (v/s Government Finance Officers Association recommended balance of 8-16% of non-utility revenue).

**Capital Budget**

Annual Capital Expenditure Budget reflects one year's expenditures for projects that may span multiple years. On December 6, 2022, Council approved 2023 Capital Budget, which included a Capital Expenditure Budget of \$730 million. Expenditures up until second quarter were \$227.8 million, or 31% of the budget. The expenditure forecast for 2023 is \$608.1 million or 83% of the

budget. Although Appendix B includes details on budget variances by service category, following lists down the major Service Categories with its corresponding variance explanation:

- **Streets** expenditures are forecasted to be \$41.9 million below budget, primarily due to revised project schedules for West End and Cambie structures and slower than planned third party work on Granville Connector and loops.
- **Parks and Public Open Spaces** expenditures are forecasted to be \$19.8 million below budget, due to delays in various programs as a result of resource & staffing constraints.
- **Waste Collection, Diversion and Disposal** expenditures are forecasted to be \$7.5 million below budget mainly due to internal project schedule delays and crew turnover.
- **Water, sewers & drainage** expenditures are forecasted to be \$24.4 million below budget mainly due to internal resource constraints and procurement delays.

### **Risks/Landscape**

Although the WHO declared the end of COVID-19 pandemic in May 2023, the lasting economic impacts are still prevalent. Various global factors that are contributing to challenging landscape are the ongoing war in Ukraine, continual of high interest rates environment, and increasing risk of recession in North America. Within Canada, the current inflation rate still remains higher than the target range of 1 to 3%. Although City staff follow leading practices to ensure financial sustenance, the City is not immune to the challenging financial landscape, including:

- Significant price escalations in construction materials & supplies, impacting City's capital delivery resulting in higher cost estimates for notable capital projects such as renewal & expansion of Marpole Oakridge Community Centre, Sunset Service Yard, etc.
- Employment in British Columbia continues to reflect a tight labour market impacting capital and service delivery. Inflationary pressures are beginning to have an impact on compensation trends, thus further impacting the capital & service delivery.
- Spends related to construction work and products/supplies are experiencing significant increases due to the tight labor market and supply constraints. Uncertainties will create not only financial pressures but also impact timely service and capital delivery.
- Over the past year, the Vancouver region continues to experience a number of severe weather events, including extreme heat, cold and flooding. This trend will continue to result in increased pressure on infrastructure upgrade and maintenance.

The combination of these factors means financial prudence, optimization of key City processes, and reprioritization of financial capacity will need to be considered when delivering capital projects and existing services in 2023.

### **Conclusion**

The City recorded an Operating Budget surplus of \$54.1 million in YTD Q2 and a balanced budget at year-end. Significant variances in the revenue and expenditure categories include higher than budgeted investment income, higher salary-related savings partially offset by higher overtime mainly in Public Safety, and higher non-salary expenses. The City also incurred \$227.8 million in capital expenditures for the first half of 2023, or 31% of the 2023 budget of \$730 million. The City is forecasting to spend \$608.1 million by the end of 2023 representing a forecasted variance of \$122 million mainly due to resource constraints and staffing challenges.

Patrice Impey  
General Manager, Finance, Risk and Supply Chain Management  
604.873.7610 | [patrice.impey@vancouver.ca](mailto:patrice.impey@vancouver.ca)

## APPENDIX A 2023 Operating Budget – Year-to-date and Full year Forecast

2023 Operating Budget - Year-to-Date and Full year Forecast								
\$ millions	Year-to-date				2023 Full Year Forecast			
	Budget	Actuals	Variance	Variance %	Annual Budget	Year end forecast	Year-end Variance \$	Variance %
<b>REVENUES</b>								
Property tax revenue	\$577.5	\$581.6	\$4.2	0.7%	\$1166.0	\$1168.4	\$2.4	0.2%
Utility revenue	\$211.8	\$210.6	(\$1.1)	(0.5%)	\$391.1	\$389.0	(\$2.1)	(0.5%)
Program revenue	\$32.1	\$34.4	\$2.2	6.9%	\$68.6	\$73.8	\$5.2	7.6%
Licence & Development fees	\$64.1	\$71.1	\$7.0	10.9%	\$101.2	\$105.2	\$3.9	3.9%
Parking revenue	\$36.1	\$34.1	(\$2.0)	(5.4%)	\$69.0	\$69.5	\$0.5	0.7%
Cost recoveries, grants & donations	\$34.1	\$53.2	\$19.1	56.1%	\$69.0	\$92.5	\$23.5	34.1%
Provincial revenue sharing	\$17.1	\$17.0	(\$0.1)	(0.7%)	\$21.7	\$21.8	\$0.0	0.1%
Investment income	\$14.3	\$37.7	\$23.4	164.3%	\$28.8	\$66.8	\$37.9	131.4%
Other revenue	\$16.1	\$18.6	\$2.5	15.2%	\$35.9	\$39.1	\$3.2	8.8%
Bylaw fines	\$10.6	\$12.1	\$1.5	13.7%	\$21.4	\$22.8	\$1.4	6.5%
<b>TOTAL REVENUES</b>	<b>\$1,013.8</b>	<b>\$1,070.4</b>	<b>\$56.6</b>	<b>5.6%</b>	<b>\$1,972.9</b>	<b>\$2,048.8</b>	<b>\$75.9</b>	<b>3.8%</b>
<b>EXPENDITURES &amp; TRANSFERS</b>								
Utilities	111.6	101.1	10.5	9.4%	442.6	440.7	1.9	0.4%
Engineering	60.4	61.2	(0.8)	(1.3%)	117.1	118.2	(1.1)	(1.0%)
Police Services	198.0	202.4	(4.3)	(2.2%)	401.8	406.1	(4.3)	(1.1%)
Fire & Rescue Services	89.2	85.1	4.1	4.6%	172.0	173.8	(1.8)	(1.0%)
Parks & Recreation	72.2	72.2	(0.0)	(0.0%)	154.9	158.8	(3.9)	(2.5%)
Library	29.4	30.4	(1.0)	(3.5%)	58.9	59.7	(0.8)	(1.3%)
Britannia Community Services Centre	3.0	2.9	0.1	2.9%	6.1	6.1	(0.0)	(0.3%)
Civic Theatres	7.5	8.4	(0.9)	(11.3%)	15.2	16.0	(0.9)	(5.7%)
Community Services	21.7	23.5	(1.8)	(8.4%)	45.3	54.0	(8.7)	(19.2%)
Grants	18.0	16.3	1.7	9.3%	31.8	31.8	0.0	0.0%
Planning, Urban Design & Sustainability	16.2	15.8	0.3	2.0%	33.4	33.9	(0.5)	(1.6%)
Development, Buildings & Licensing	21.9	21.8	0.1	0.5%	45.0	44.4	0.5	1.2%
Mayor & Council	1.9	1.6	0.2	13.0%	3.8	3.6	0.1	3.1%
Office of the Auditor General	1.0	0.8	0.2	18.3%	2.0	1.9	0.1	6.3%
<b>Corporate Services</b>	<b>69.8</b>	<b>64.7</b>	<b>5.1</b>	<b>7.4%</b>	<b>138.4</b>	<b>136.9</b>	<b>1.5</b>	<b>1.1%</b>
REFM	17.4	17.1	0.3	1.7%	34.7	35.3	(0.6)	(1.8%)
Finance, Risk & Business Planning	10.6	9.4	1.2	11.2%	21.1	20.0	1.1	5.4%
IT, Digital Strategy & 311	22.6	20.2	2.4	10.8%	42.9	42.1	0.8	1.9%
Human Resources	4.0	3.9	0.0	1.1%	8.2	8.0	0.1	1.5%
Legal	3.1	3.0	0.2	5.0%	6.4	6.6	(0.2)	(3.0%)
City Clerk	3.0	2.8	0.2	5.8%	6.2	6.1	0.0	0.4%
City Manager's Office	4.0	3.3	0.7	16.9%	8.6	8.2	0.4	4.7%
Office of the CSO	5.2	5.0	0.2	3.0%	10.4	10.6	(0.2)	(1.7%)
<b>General Government</b>	<b>13.3</b>	<b>28.9</b>	<b>(15.6)</b>	<b>(117.9%)</b>	<b>150.9</b>	<b>209.1</b>	<b>(58.2)</b>	<b>(38.6%)</b>
<b>General debt &amp; Transfers to Capital Fund</b>	<b>100.4</b>	<b>100.8</b>	<b>(11.3)</b>	<b>(11.2%)</b>	<b>153.8</b>	<b>153.8</b>	<b>0.0</b>	<b>0.0%</b>
<b>TOTAL EXPENDITURES &amp; TRANSFERS</b>	<b>\$835.4</b>	<b>\$838.0</b>	<b>(2.6)</b>	<b>(0.3%)</b>	<b>\$1,972.9</b>	<b>\$2,048.8</b>	<b>(75.9)</b>	<b>(3.8%)</b>
<b>SURPLUS (DEFICIT)</b>	<b>\$178.4</b>	<b>\$232.4</b>	<b>\$54.1</b>	<b>30.3%</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>-</b>

**APPENDIX B**  
**2023 Capital Expenditure Budget variances by Service Category**

2023 Annual Capital Expenditure Budget: Budget vs YTD Actual Expenditure vs Forecast vs Variance (in \$ millions)					
Service Category	2023 Expenditure Budget	2023 YTD Actual Expenditure (as of Q2 2023)	2023 Expenditure Forecast	Variance	Variance %
HOUSING	\$132.9	\$45.3	\$118.9	\$14.0	10.5%
CHILDCARE	\$23.7	\$5.8	\$22.5	\$1.2	4.9%
PARKS & PUBLIC OPEN SPACES	\$47.2	\$11.7	\$27.4	\$19.8	41.9%
ARTS, CULTURE & HERITAGE	\$21.6	\$3.8	\$16.9	\$4.7	21.6%
COMMUNITY FACILITIES	\$37.9	\$9.3	\$40.4	(\$2.5)	-6.7%
PUBLIC SAFETY	\$24.7	\$10.6	\$24.6	\$.1	0.3%
CIVIC FACILITIES & EQUIPMENT	\$19.2	\$7.0	\$18.3	\$.9	4.7%
STREETS	\$147.0	\$37.6	\$105.1	\$41.9	28.5%
WATER, SEWERS & DRAINAGE	\$171.4	\$65.4	\$147.0	\$24.4	14.2%
WASTE COLLECTION, DIVERSION & DISPOSAL	\$31.0	\$9.7	\$23.5	\$7.5	24.2%
RENEWABLE ENERGY	\$22.8	\$4.2	\$20.6	\$2.1	9.4%
TECHNOLOGY	\$34.8	\$13.3	\$28.0	\$6.9	19.7%
EMERGING PRIORITIES, CONTINGENCY & PROJECT DELIVERY	\$15.9	\$3.9	\$14.8	\$1.1	7.0%
<b>TOTAL</b>	<b>\$730.0</b>	<b>\$227.8</b>	<b>\$608.1</b>	<b>\$122.0</b>	