

Planning & Environmental Services

Edmonton

**Sanitary Servicing
Strategy Fund
2021 Annual Report**

May 2022

Message from the Chair

This is the 22nd annual report of the Sanitary Servicing Strategy Fund (SSSF) program. Since the program's inception, the strategy has successfully enabled growth and development in the city of Edmonton with its approach to financing the major remote offsite sanitary drainage network.

Unfortunately, 2021 continued to be dominated by impacts of COVID-19, which went beyond health outcomes and began to impact economic matters such as supply chain efficiency and labour markets. The year also marked a transformation in the strategy that guides future development of Edmonton in alignment with The City Plan.

The City Plan has provided opportunities to reframe the city building approach that has been in place for decades, and rethink assumptions about planning and building our city networks, including the SSSF. EPCOR began work this year on a Sanitary Integrated Resource Plan (SanIRP) that will provide an opportunity to revisit the long term plan while considering the impacts of new drainage standards, flow trends and modern technologies. Future reports will showcase the evolution of our Committee's approach to SSSF and how we plan the infrastructure to meet our growth needs. You will see some of the coming shift hinted at in the report, related to changes in projects, priorities and spending.

The closing balance of the fund at the end of 2021 was \$56.0 million, compared to the 2020 year-end balance of \$56.6 million. Looking at the current balance and revenue forecast, I know that the SSSF will be able to meet the short-to-mid term development needs of Edmonton in the developing area of the city, and our committees are poised to be adaptable if required.

Due to lower projected spending, the cash flow model shows an upward trend in the cash reserve in the short to medium term. Once the SanIRP is completed, we will be in a better position to validate project timelines and cash flow trends. Constantly testing and revisiting our assumptions helps us to ensure stability of the fund, and will be especially important in the next few years.

Looking forward, the SSSF program is a microcosm of bigger challenges for a growing Edmonton, and the next few years will enable adjustments that will better serve our citizens and businesses in the future.

Lindsey Butterfield, RPP, MCIP

Director

Urban Growth & Open Space

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Executive Summary

The Sanitary Servicing Strategy Fund (SSSF) is a program managed by the City of Edmonton that pays for some of the deepest and largest sanitary sewer tunnels in Edmonton. The fund has been in place for over 20 years and has allowed for the construction of essential sanitary pipes that support growth in Edmonton. It is mainly funded by development fees with some contributions from EPCOR, and is stewarded by a committee made up of City staff, members of the Urban Development Institute, and representatives from EPCOR. This representation ensures that the right voices are around the table to effectively advance technical work and make appropriate recommendations to City Council.

Since its inception, the fund has been remarkably successful in its mandate to support growth and facilitate new development in Edmonton. To date, the SSSF has funded the construction of over 40 km of sanitary trunks at a cost of \$344 million. This report provides the details of various planning and construction activities completed in the past year. Throughout 2021, the SSSF continued to provide funding to construct the following projects:

- South Edmonton Sanitary Sewer (SESS) SW4 tunnel to support growth in Heritage Valley and Windermere neighborhoods,
- NC2/NC3 tunnel in north Edmonton,
- SA10a tunnel to support industrial development in the south east,
- the SW1 pump station to optimize the conveyance capacity in the south system.

In terms of program governance and planning, City Administration advanced a report to Council to amend the governance structure of the fund, providing additional Council oversight to strategic decision making. The new approach will see substantial changes to the SSSF long term network plan advanced to Council for approval. Planning and analysis activities have also been underway over the past two years by EPCOR to complete a major review of the servicing concept for the Riverview Area. The review is influenced by new drainage standards and water consumption rates. EPCOR also began work on a Sanitary Integrated Resource Plan (SanIRP) that will provide an opportunity to revisit the long term plan while considering the new drainage standards, flow trends and modern technologies.

The SSSF Oversight Committee recommended a 1% inflation adjustment to the SSSF development fees for 2021. The closing balance of the fund at the end of 2021 was \$56 million as compared to the 2020 year-end balance of \$56.6 million. The SSSF Committees will continue to closely monitor the fund to ensure that the program meets its intended goals.

1.0 Planning & Construction Activities in 2020

The following section outlines the planning and construction activities completed or underway in 2021.

1.1 Planning Projects

Riverview Area Servicing Plan Review

The project will update the servicing concept for the Riverview Area.

EPCOR continues to evaluate the sanitary servicing concept plan for the Riverview Area. Initial results indicate that the West Edmonton Sanitary Sewer (WESS) system will appropriately service this area. The change would avoid a complex river crossing and avert the need to construct two planned trunk segments (SW6 and SW7), thereby saving costs. Once the new concept is completed by EPCOR and reviewed by the SSSF Oversight Committee, changes to the network plan will be advanced to City Council for decision.

The potential changes to the servicing plan would result in a savings to the SSSF fund. The extent of the savings will depend on potential funding for additional infrastructure that may be required as part of the updated servicing concept in lieu of SW6 and SW7.

South Edmonton Sanitary Sewer (SESS) – Stage SW5 Design

The project is deferred for 8-10 years by considering changes in the Riverview servicing plan.

SESS Stage SW5 is a 1,810 m long planned trunk along Windermere Boulevard to service developments in the south, specifically the Windermere area. EPCOR has suggested deferring the project for 8 to 10 years in consideration of new flow parameters and amendments to design standards. The potential changes in the Riverview Area servicing plan, discussed above, will also impact the need to construct SW5. EPCOR is currently evaluating whether the SW5 segment will be required in the future or if it can be removed altogether. Once the concept is finalized, recommendations will be advanced to City Council.

In addition, outcomes from the Sanitary Integrated Resource Plan and the Sanitary Trunk Master Plan have the potential to impact the long term servicing plan for the area.

Governance Review Phase II and Public Engagement

A refined governance structure and enhanced communication strategies were presented and accepted by the Executive Committee.

City Administration presented a report that recommended a revised governance structure to City Council in 2021. The recommendations were informed by feedback from public engagement sessions conducted in 2020. Other recommendations included enhanced communication tools and tactics related to the SSSF program to support a better public understanding of who is involved in decision making, what the program does and who pays into the fund. As a result the SSSF webpage and annual report were revamped and a simplified '[projects at-a-glance](#)' summary of annual SSSF activities was published.

North Edmonton Sanitary Trunk Future Connection Analysis Study

The SSSF Oversight Committee approved the North Edmonton Sanitary Trunk (NEST) Future Connection Analysis Study in 2020 to confirm the future connection points to NEST and update the financial model for the SSSF fund. The study was conducted by an external consultant and the final report was submitted in November 2021. *Note: Following a review of the report, EPCOR has recommended that it not be used as a stand-alone staging guide for future investment in the NEST system. The Sanitary Integrated Resource Plan (SanIRP) – currently underway, will ultimately guide the timing of the sanitary trunk segments within the city of Edmonton.*

A study was conducted to confirm the future connection points to NEST.

1.2 Construction Projects

North Edmonton Sanitary Trunk (NEST) - Stage N1 RTC Gate

The NEST N1 Real Time Control (RTC) Gate project involved the design and



Figure 1a: NEST N1 RTC GATE , Outside Control Panel

construction of a RTC gate at 153 Avenue and Manning Drive. This gate will regulate flows in the Clareview Sanitary Trunk, which stores sanitary flows in the upstream NEST segments. All the construction work was completed in 2021 and the RTC gate is currently in operation.

The project will optimize downstream flows through utilization of storage in the upstream trunk

NEST - Stage NC2/NC3

The NEST NC2/NC3 tunnel will facilitate growth in north Edmonton and improve the existing NEST system. The NC2 & NC3 comprises two phases with Phase 1 already completed. Phase 2

of NC2/NC3 includes construction of a 2400 m tunnel parallel to 153rd Avenue from Castle Downs Road to 88th Street. Once completed, these segments will provide additional storage, improve conveyance and regulate the flows in the existing system. The tunnel boring for Phase 2 was completed



Figure 1b - NEST NC2/NC3, Undercut Excavation

NEST NC2/NC3 will connect the existing NC1 and NL1 trunk sections and will facilitate growth in north Edmonton

in mid-2020 and fiberglass liner was installed in 2021 for corrosion protection. The project will be completed by the end of 2022.

SESS - Stage SW4

SESS Stage SW4 involves construction of a 1550 m long, 2.94 m diameter tunnel. The tunnel starts upstream of the existing SW3 segment at Ellerslie Road (southwest at Whitemud Creek) and extends west toward Windermere Boulevard, (west of the Rabbit Hill Road interchange on Anthony Henday Drive). This stage will improve conveyance and increase wet weather storage to support growth in south Edmonton. The original scope of the project was completed in 2021. However, a change request of \$1.4 million was approved to connect the Ambleside pump station to the SW4 segment. This will defer the SW5 segment for 8 to 10 years and provide the opportunity to re-evaluate its need at a later time.

SESS SW4 will convey flows and provide wet weather storage for new development areas in south Edmonton.



Figure 1c - SESS SW4, Completed Tunnel with Liner

SESS - SW1 Pump Station Upgrade

This pump station discharges the flow from the SW trunk to the SA trunk and needs to be upgraded to address the increased flow. The expansion will support growth for the next 5 to 10 years at an estimated cost of \$3.72 million. The majority of construction work was completed in 2021 and the pump came into service with some auxiliary works outstanding for 2022. The project is expected to be completed by the end of 2022.

The SESS SW1 Pump Station Upgrade will support the needs of a growing population for the next 5-10 years.

SESS SA10a will provide sanitary storage and conveyance for south eastern industrial areas

SESS - Stage SA10a with Pump Station and Force Main

SESS SA10a is located in southeast Edmonton along 34 Street between 68 Avenue to 76 Avenue. The project includes a 745 meter long, 3.05m diameter sanitary trunk, a pump station and a sanitary force main. This segment will provide sanitary storage and conveyance to support new development for the Maple Ridge, Pylypow and Southeast Industrial areas.



Figure 1d – SESS SA10, Completed Pump Station



Figure 1e – SESS SA10a, Completed Tunnel

The tunnel boring work was completed in 2021. The project was delayed due to a hold up in the delivery of the fiberglass liner caused by global supply chain issues. It is expected to be completed by June 2022.

The location of all the projects under construction are depicted in Figure 2. SSSF Major Sanitary Trunk Map.



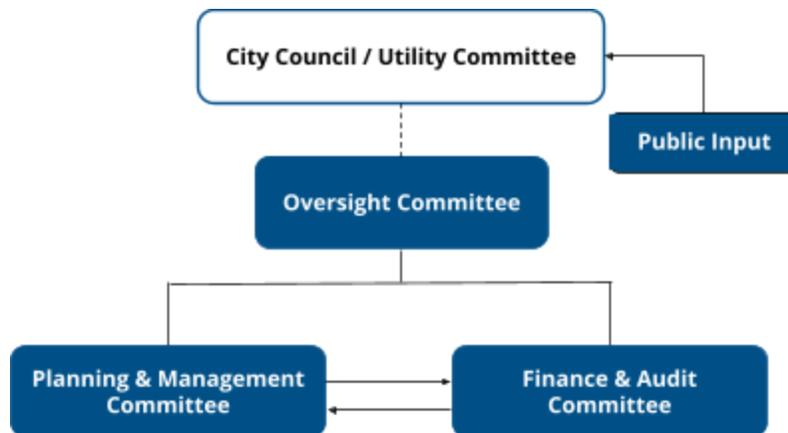
Figure 2: SSSF Major Sanitary Trunk Map

Notes:

1. Two alignments for the SESS system and associated waste water treatment plant destinations are indicated as directed by City Council in May 2021.
2. Some trunk segments are under review and may be removed pending technical analysis and Council approval.

2.0 SSSF Oversight and Sub-Committees

City Administration is authorized to manage and steward the SSS Fund as delegated by Council. The SSSF is governed through a governing body that consists of the SSSF Oversight Committee (OC) and two sub-committees as shown in the figure below.



SSSF Oversight Committee

The Oversight Committee acts as a strategic decision-making body and ensures the appropriate management of the fund. In 2021 the Oversight Committee consisted of the following members:

Key accomplishments for the Oversight Committee in 2021 included

- SSSF rate approval for 2022
- Approval of additional budgets for SA10a & SW4,
- Presentation of refined SSSF governance structure to Executive Committee.

Members	Role	Organization
Lindsey Butterfield (Chair)	Director, Urban Growth & Open Space	City of Edmonton
Mike Kohl	Representative Urban Development Institute (UDI)	UDI-Edmonton Region (ER)
David Kinders	Representative UDI	UDI-ER
Susan Keating	Representative UDI	UDI-ER
Susan Ancel	Director, One Water Planning	EPCOR
Richard Brown	Director, Drainage Construction Services	EPCOR
Howaida Hassan	General Supervisor, Urban Growth	City of Edmonton
Oliver Zakoc	Director, Financial & Corporate Services	City of Edmonton
Khalid Aziz (Ex-Officio Member))	SSSF Program Manager	City of Edmonton

The SSSF Oversight Committee had five virtual meetings in 2021. The following are the major decisions made by the Oversight Committee:

- Approved the SSSF rate increase of 1% for 2022.
- Approved a change request to connect SW4 segment to Ambleside pump station with an additional budget of \$1.4 million.
- Extended the completion date of SA10a from September 30, 2021 to March 31, 2022 and approved an additional \$5.6 million to complete the project. The additional budget was required due to COVID-19 impacts and poor ground conditions.
- Refined the SSSF governance structure through public engagement and advanced to City Council for approval.
- Approved the SSSF 2020 Annual Report.

Planning & Management Committee

The purpose of this committee is to review technical and planning matters and provide recommendations to the Oversight Committee for decision making. In 2021 the Planning & Management Committee was composed of following members:

Members	Role	Organization
Howaida Hassan (Chair)	General Supervisor, Urban Growth	City of Edmonton
Steve Jensen	Manager, Growth Coordination	EPCOR
Guillaume Vachon	Director, Project Management & Engineering	EPCOR
Jim Wood	General Supervisor, Development Coordination	City of Edmonton
Leo Levasseur	Representative UDI	UDI-ER
Otto Hedges	Representative UDI	UDI-ER
Khalid Aziz	SSSF Program Manager	City of Edmonton

Finance & Audit Committee

This committee acts in an advisory capacity and provides oversight and transparency to the financial management of the SSSF program. The Finance & Audit Committee is composed of the following members:

Members	Role	Organization
Mike Kohl (Chair)	Representative UDI	UDI-ER
Oliver Zakoc	Director, Financial & Corporate Services	City of Edmonton
Melanie Cullingham	Finance Manager, Financial & Corporate Services	City of Edmonton
Debra Marston	Senior Manager, Capital Drainage Services	EPCOR
Khalid Aziz	SSSF Program Manager	City of Edmonton

3.0 Five-Year Construction Plan

The following table summarizes the proposed SSSF construction projects for the next five years (2021-2025). The proposed projects support orderly development throughout Edmonton in a cost effective manner using available population and employment projections, as well as input from the development industry. Projects also strive to meet the important objective of maintaining a positive balance for the SSSF. The locations of the construction projects are shown in Figure 2.

Table 1 – SSSF Five Year Construction Plan

Project	Start Date	Anticipated Completion Date	Estimated Cost (Million)
SESS SW4	2015	2023	\$35.83
SESS SA10a	2017	2022	\$42.37
NEST NC2/NC3	2017	2022	\$50.03

Note: Construction of the SW5 segment has been deferred beyond the 5 year planning horizon. The segment was previously planned for construction in 2022-2024.

4.0 Fund Balance

The SSSF is currently in good financial health and anticipated to fulfill its long term objectives. The Oversight Committee is continuously evaluating the potential risks to ensure the balance remains in the required range.

At the end of 2021, the SSSF balance was \$56 million. The change in fund balance was minimal compared to the previous year. Program expenses were \$8.6 million lower than the original budget of \$32 million. The expenditure saving is primarily from SW5 in the range of \$5 million due to anticipated delay in constructing this segment. As discussed in section 1.0, SW5 may not be required or need to be constructed at a later stage depending upon the servicing requirements. Moreover, the supply chain issues also caused the delay of SA10A project, reflecting a near \$3 million under spending from the target. The revenues were \$5.0 million higher as compared to the originally budgeted amount of \$18 million. This reflects the steep growth in the house market and increased development activities post Covid slowdown. The net impact of the balance is \$0.5 million drawn from the fund, in line with the projection.

Based on the current construction plan, the SSSF program is anticipated to be completed by 2052 with a fund balance of zero. Overall, the fund is in good health and expected to meet its long term goals. Both short term and mid term of the fund balance continue to remain positive. However, the timeline and cost estimates are understood to be uncertain. Moreover, inspections of some recently built SSSF segments have revealed a significantly higher level of corrosion than initially anticipated. This triggered a need for corrosion treatment for the under construction and future segments and has the potential to considerably increase the segment's cost. Changes in these elements will influence the fund trend in the future. In addition, any potential deficit will be for a limited time and the fund will eventually recover and stay in good health in the long term.

Furthermore, once EPCOR's SanIRP is completed, a major revision to the capital spending may be required depending upon the analysis outcome. It is anticipated that some of the segments may not be required or can be delayed depending upon the servicing needs and therefore will have a positive impact on the cash flow. This may potentially reduce funding needs in the short term and will improve the health of the fund.

4.1 Statement of Fund Activities & Balance

The Statement of Fund Activities and Balance for 2021 is shown in Table 2. In addition, Figure 3 shows each revenue component as a percentage of the total 2021 revenue. Figure 4 depicts the historical SSSF revenue breakdown, and Figure 5 shows the historical SSSF budgeted and real expenditures.

Table 2 – Statement of Fund Activities and Balance (Ending December 2021)

Description	2020 Actual	2021 Actual	2021 Budget	2021 Variance
Revenue (\$)				
Sanitary Sewer Trunk Charges (SSTC)				
• Single/Duplex Revenue	8,157,142	9,760,219	6,961,206	2,799,013
• Multi family revenue	3,537,266	5,751,280	3,535,752	2,215,528
• Commercial/industrial/institutional	1,655,690	1,921,159	2,017,451	(96,292)
Expansion assessment	2,880,189	4,154,237	3,404,121	750,116
Sanitary Utility Contribution	1,300,000	1,300,000	1,300,000	0
Interest	577,049	136,560	642,077	(505,517)
Total Revenue (\$)	18,107,335	23,023,454	17,860,608	5,162,848
EXPENDITURES (\$)				
SESS SW5	355,383	68,518	5,224,061	5,155,543
SWPS1	462,193	2,661,323	2,509,776	(151,547)
NEST Staging Plan	32,398	24,629	0	(24,629)
SESS SW4	5,438,304	2,531,869	4,882,207	2,350,338
NEST NC2 & NC3	5,787,499	10,469,540	8,999,999	(1,469,541)
SESS SA10A	15,569,703	7,838,861	10,414,897	2,576,036
N1 RTC Gate	90,816	3,526	0	(3,526)
Total Expenditures (\$)	27,843,504	23,598,265	32,030,940	8,432,675
Opening Balance	66,320,222	56,584,053	56,584,053	0
Excess/(Deficit) of Revenues over Expenditures	(9,736,169)	(574,811)	(14,170,332)	13,595,521
Ending Balance (\$)	56,584,053	56,009,243	42,413,721	13,595,521

REVENUE

Total revenue for 2021 was \$23,023,454 which is higher than the \$18,107,335 collected in 2020.

Total Revenue- \$23.0 million
SSTC Revenue- \$17.4 million
EA Revenue- \$4.2 million
Utility Revenue- \$1.3 million
Interest Earned- \$0.14 million

- **Sanitary Sewer Trunk Charge (SSTC)** – For 2021, SSTC revenues totaled \$17.4 million, of which revenue from the developing area totaled \$12 million and \$5 million from the redeveloping area of the city. The 2021 SSTC revenue is higher by \$4 million than the \$13.4 million collected in 2020.
- Single-family/duplex developments contributed \$9.8 million in 2021 which is \$1.6 million higher than 2020. For the multi-family residential, the total collection this year was \$5.8 million, which is \$2.3 million higher than 2020. The remaining SSTC revenue, \$1.9 million, was collected from commercial, industrial, and institutional development, nearly the same as in 2020.
- **Expansion Assessment (EA)** - For 2021, the total EA collected was \$4.2 million, which is \$1.3 million higher than the amount collected in 2020.
- **Utility Contribution** – The Utility Contribution in 2021 was \$1.3 million, consistent with previous years.
- **Interest Earned** – Total interest earned during 2021 was \$0.14 million. The lower rate of return compared to 2020 is due to the highly volatile investment market, impacted by the pandemic and supply chain issues.

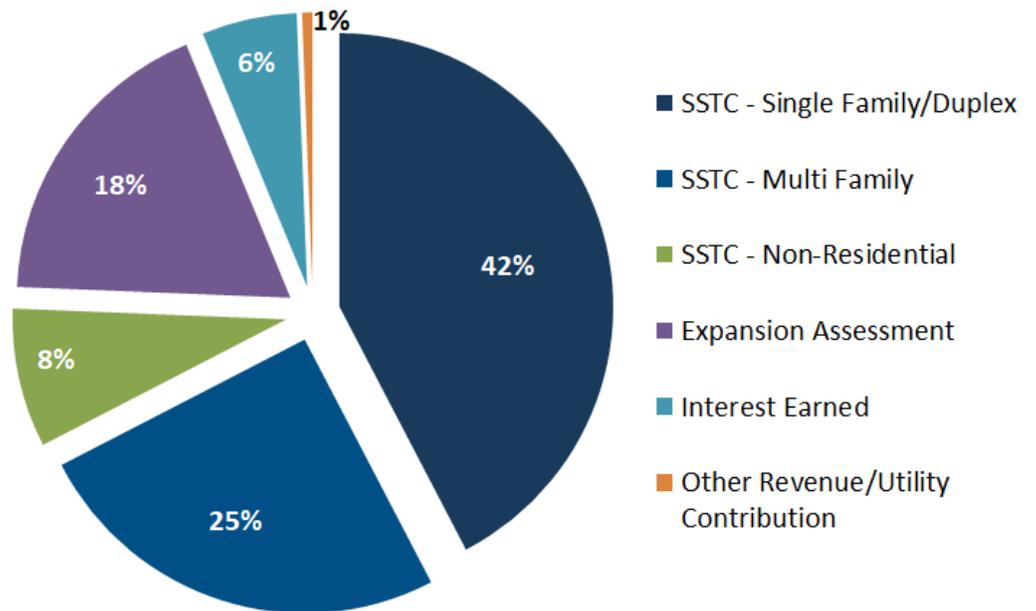


Figure 3: SSSF 2021 Revenue Breakdown

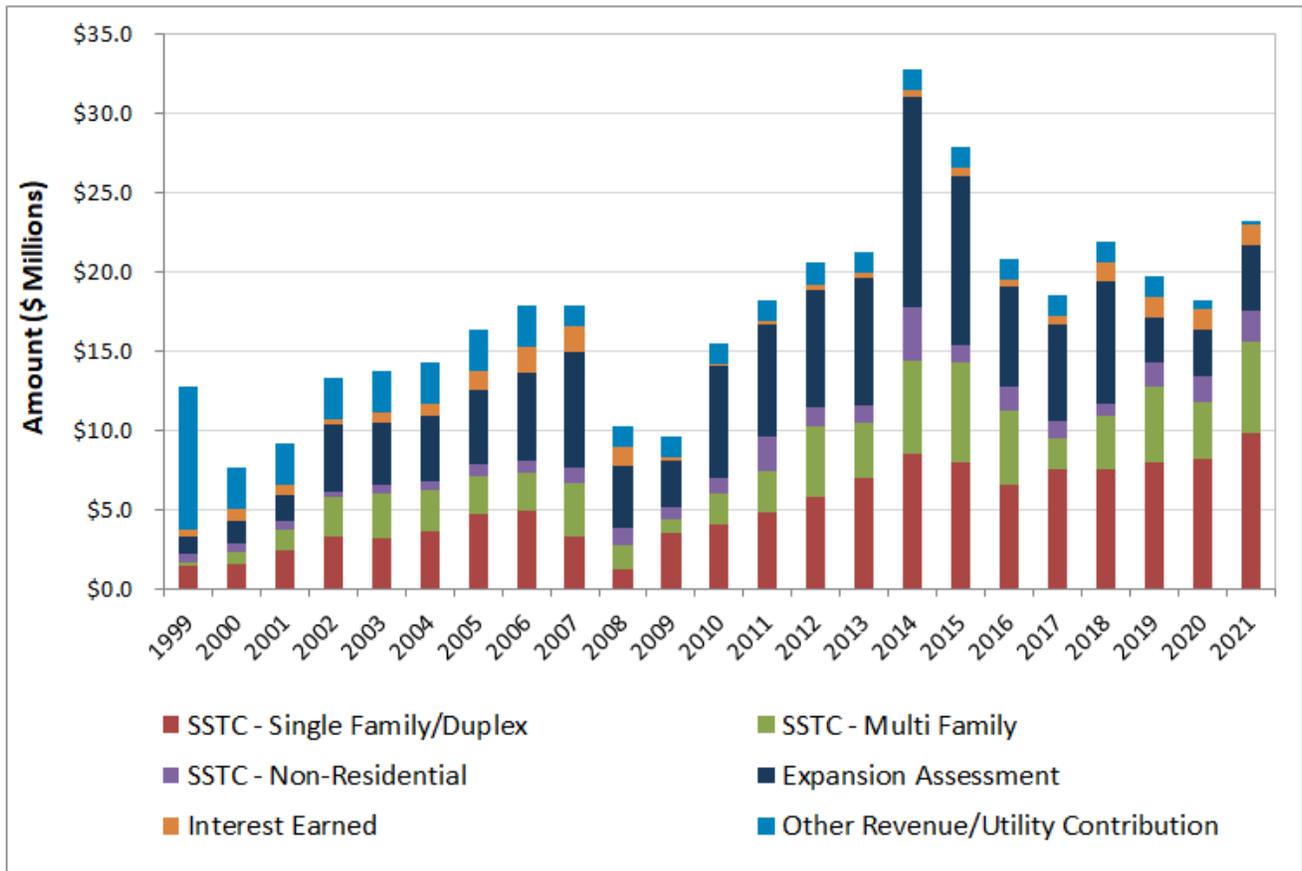


Figure 4: SSSF Historical Revenue Breakdown

EXPENDITURES

The largest expenditure item in 2021 was \$10.5 million for the construction of NEST NC2 & NC3 Phase 2. In addition, \$7.8 million was spent on the construction of SESS SA10A, while the remainder was mainly spent on SESS Stage SW4, SW1 PS Upgrade, the NEST Stage N1 RTC Gate, and planning studies including SW5 preliminary design and the NEST staging plan. As of December 2021, the fund is committed to completing four projects under construction. The remaining cost for these four projects is \$11.6 million which will be spent over the next five years. The projected annual revenue will cover the committed cost. As a result, the balance will remain positive in the next five years. The complete expenditure projection can be seen in Table 3.

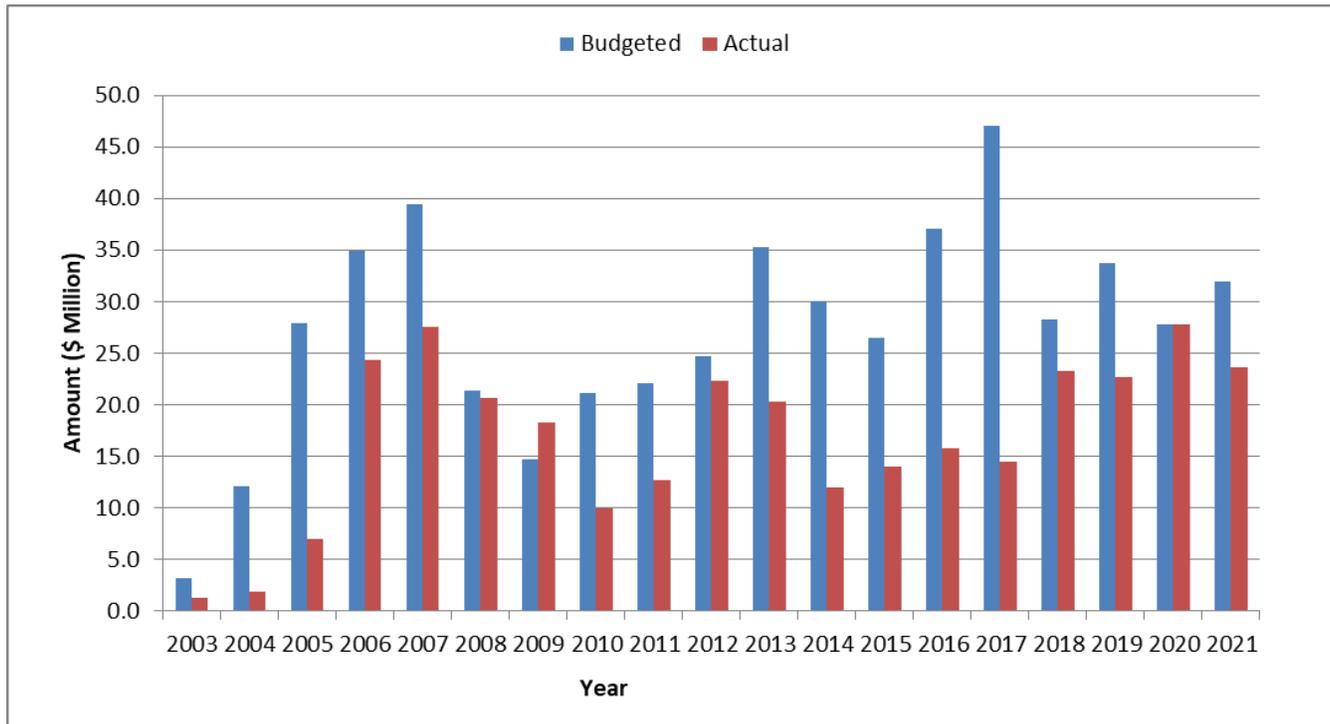


Figure 5: SSSF Historical Expenditures

4.2 Five-Year Cash Flow Projection

Table 3 shows the five-year revenue and expenditure (2021-2025) projections for the SSSF based on the current cash flow model.

Revenues

Opening Balance for 2021 - The SSSF closing reserve balance as of December 31, 2021 was \$56 million.

Revenues and Expenditures for 2020 – These are based on actual values recorded. Interest (2021 – 2025) – The interest rate was assumed at one percent per annum.

Utility Contribution – This amount represents contributions from EPCOR for diversion of sanitary flows from the existing areas to the new trunk system constructed under the SSSF. These lands are located in Mill Woods and Castle Downs. The amount is calculated based on an estimate of the SSTC these lands would have to pay. Based on the results of the lot counts conducted in 2000, EPCOR would make annual contributions of \$2.6 million to the SSSF until 2014. In March 2006, City Council approved the recommendation to change the Utility Contribution amount to \$1.3 million commencing on January 1, 2007. The contributions will be in place until 2023 per the current assessment.

Sanitary Sewer Trunk Charge (SSTC) – These charges are collected when an application is made for a development permit or sanitary service connection. This charge applies to all new development and redevelopment in the city. A 1% increase in SSTC rates has been approved for 2022. The following are the SSTC rates for 2021 and 2022:

Type of Development	2021 Rates	2022 Rates
Single-family/Duplex Residential	\$1,746/dwelling	\$1,764/dwelling
Secondary, garage & garden suite	\$773/dwelling	\$781/dwelling
Multi-family residential	\$1,246/dwelling	\$1,259/dwelling
Commercial, Industrial & Institutional	\$8,731/ha	\$8,818/ha

Estimated SSTC revenues from 2021 to 2025 were based on the City's current development growth projections.

Expansion Assessment (EA) - This charge is an area-based assessment that is collected at the time of subdivision. The EA applies to those areas of the city that did not have an approved Neighborhood Structure Plan (NSP) before January 1, 1999. There was a one per cent increase in 2022 revenue rates for EA. The 2021 and 2022 rates are as follows:

Contributing Areas	2021 Rates	2022 Rates
North Edmonton Sanitary Trunk (NEST)	\$24,937/ha	\$25,186/ha
South Edmonton Sanitary Trunk (SESS)	\$24,937/ha	\$25,186/ha
West Edmonton Sanitary Sewer (WESS)	\$31,174/ha	\$31,486/ha

Expenditures

Estimated Construction Costs – Estimates for 2021 to 2025 were based on the updated segment costs provided as a result of recent planning studies.

Table 3 – Five-Year Revenue and Expenditure Projection

	2021 (Actual)	2022	2023	2024	2025	2026
Opening Balance	56.6	56	70.2	89.5	110.58	130.48
Total Revenues	23	23.4	21.7	21.2	20	19.5
Total Expenditures	23.6	9.2	2.4	0.12	0.1	0.1
Closing Reserve Balance ¹	\$56.00	\$70.20	\$89.50	\$110.58	\$130.48	\$149.88

Construction Costs^{2, 3}

	Total 2022 - 2026	2022	2023	2024	2025	2026
SA10a	4	4		-	-	-
SW4	2.6	0.8	1.8	-	-	-
SW1 PS	0.2	0.2		-	-	-
NC2/NC3	4.82	4.2	0.6	0.02	-	-
Preliminary Studies	0.3			0.1	0.1	0.1
Total	\$11.92	\$9.20	\$2.40	\$0.12	\$0.10	\$0.10

All values are in millions of dollars

1. The reserve balance reflects the anticipated removal of construction costs associated with SW6 and SW7 but does not include costs associated with potential infrastructure in lieu of these segments. As a result, the projected closing balance is not a true reflection of the total anticipated balance. These costs will be known following the completion of technical analysis taking place through 2022.

2 Committed costs for projects under construction.

3 The construction timing and cost are subject to change and the outcomes of the Sanitary Integrated Resource Plan.

For more information, visit our website:

www.edmonton.ca/sssf

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