



REQUEST FOR COUNCIL DECISION

PREPARED BY: Linda Tynan, Interim CFO

DATE: April 22, 2024

SUBJECT: 2024-2028 Financial Plan

PURPOSE

To introduce the 2024-2024 Financial Plan bylaw.

RECOMMENDATION

THAT the 2024 – 2028 Financial Plan Bylaw No. 1302, 2024 be given first and second reading.

BACKGROUND

Section 165 of the *Community Charter* states that a municipality must have a five-year financial plan that is adopted, by bylaw, before the Annual Property Tax bylaw is adopted. The Financial Plan bylaw may also be amended at any time. At a minimum, the plan must include:

- Proposed expenditures (operating, capital, interest and principal payment on debt), funding sources (eg. taxes, fees, grants, borrowing (new), and transfers to/from reserve funds and surplus.
- Objectives and policies for the fiscal year regarding distribution of funding sources, the distribution of property taxes amongst various property classes, and the policies regarding use of permissive tax exemptions.

The five year financial plan bylaw sets the budget for the current year and four subsequent years. The Financial Plan bylaw determines the total amount of tax that must be collected by the Village to cover the services to be delivered. The amount of tax paid by each class (eg. Residential, Business, Utilities, Light Industry) is determined by the Tax Rate bylaw. The municipality must not budget for a deficit.

DISCUSSION

In late fall 2023, Village staff prepared a 2024 draft operating and capital budget based on operations in 2023. The draft budgets incorporated known contractual changes and other amendments to revenues (such as increases or decreases in operational grant funding) and expenses (eg. cost of gas, electricity, etc) which are out of the control of council. The preliminary budget was prepared with the basis that the levels of service would remain the same as 2023.

These draft budgets were presented to council for discussion at open council meetings held in December, 2023 and on April 10th and April 17th, 2024.

In conjunction with a review of the projected revenues and expenditures, council discussed the planned capital expenditures and the current reserve balances together with the projected balances at the end of 2024 after contributions and expenditures to/from each reserve in 2024.

A 5% increase to both the Water and Sewer Rates was approved at the end of 2023. These rates are approved in advance of the Financial Plan adoption so that the utility bills (effective January 1st) can be sent on a timely basis.

Some of the changes to the operating budget include:

- \$6,000 decrease in revenue from the BC Small Communities grant
- Increase in the Provincial Health tax (\$4,000) due to increased expense and wages.
- Contractual wage increases (net approx. 3%)
- Incoming CAO wage begins mid-March; not a full year required in 2024; Interim CAO paid from Restart funds rather than taxation.
- Increased health benefits expense (worker's compensation premiums, extended health and dental)
- Retirement of all debt – offset by increased contribution to equipment/facility reserve.
- Cost of insurance increase by approx. 16.5%
- Continuation of increase for IT services, computer hardware, software and licensing, cyber security, etc.
- Use of COVID Restart funds for contractual expenses relating to CAO transition allows this support without using municipal taxation for funding (one time expenses).

Capital expenditures are typically funded through grants and reserves. The Village currently does not have any debt. Some of the planned capital program includes the completion of Front Street park, the completion of the Kaslo River Dike Project, Arena upgrades, purchase of a zero turn mower, skid steer snowblower, the Water Treatment Plant UV Treatment project and a \$500,000 paving project. There are also operational projects with partial funding through grants such as the implementation of software that will improve administrative efficiency, Planning projects to ensure compliance to new legislation and a continuation of Asset Management projects.

BC Assessment issued its revised roll at the end of March 2024. It reflects a non-market change levels close to 1.32%. Non market changes means new construction – assessment that has not been in the assessment base previously. This growth helps to reduce the impact of tax increases on existing property owners.

All changes as approved by council in the budget presentations result in an increase of total municipal taxation from \$732,000 in 2023 to \$782,000 in 2024 (increase of \$50,000). Taking into consideration the impact of non-market growth, the average increase in municipal taxation to a residential property will be 5% (\$52.80 per year). A detailed breakdown of taxation and the impact to each class will be provided with the introduction of the tax rate bylaw at the next council meeting.

BYLAW/POLICY/LEGISLATION

S. 165 of the Community Charter stipulates that the five-year financial plan must be adopted annually prior to adoption of the Tax Rate Bylaw, which in accordance to *S. 197 of the Community Charter* must be adopted before May 15th.

FINANCIAL IMPLICATIONS

The five-year financial plan will finalize the 2024 budget however if additional expenditures are required in 2024, the financial plan may be amended (with funds coming from reserves, grants or other non-taxation sources)

COMMUNICATION

Legislation requires that the public be given the opportunity to provide input into budgets prepared by the local government. The December 2023 budget meeting as well as the April 10th and April 17th budget workshops were open to the public.

The public has the opportunity to propose changes to the information presented in this financial plan bylaw and council can consider that input prior to third reading and adoption of the bylaw.

The Financial Plan bylaw will be available for review on the Village of Kaslo website.

OPTIONS

Recommendation is indicated in **bold**. Implications are in *italics*.

1. **THAT the 2024-2028 Financial Plan Bylaw No. 1920, 2024 be given first and second reading (recommended)**
2. That the 2024 – 2028 Financial Plan bylaw No 1920, 2024 be given first, second and third reading.
(this option would not enable council to make amendments to the proposed financial plan bylaw without rescinding third reading should input be received that causes council to wish to make changes to the bylaw).
3. That the matter be referred back to staff for further review and report
(with recognition that both the financial plan bylaw and the Tax Rate bylaws must be adopted prior to May 15th)

ATTACHMENTS

Bylaw 1302 – 2024-2028 Financial Plan Bylaw

CAO Approval:

VILLAGE OF KASLO

BYLAW NO. 1302

A BYLAW TO ESTABLISH THE 2024-2028 FINANCIAL PLAN

WHEREAS the *Community Charter* provides that Council must, by bylaw, adopt a financial plan bylaw prior to the adoption of the annual property tax bylaw,

NOW, THEREFORE, Council of the Village of Kaslo, in open meeting assembled, ENACTS AS FOLLOWS:

1. Title

This Bylaw may be cited as "2024-2028 Financial Plan Bylaw No. 1302, 2024".

2. Provisions

2.1. The financial plan attached as Schedule A to this Bylaw is hereby adopted as the financial plan for the Village of Kaslo for the period commencing January 1st, 2024 through December 31st, 2028.

2.2. The objectives and policies attached as Schedule B to this Bylaw outlines the proportion of total revenue from different funding sources, the distribution of property taxes among the property classes and the use of permissive tax exemptions.

3. Severability

If any section, subsection, sentence, clause or phrase of this Bylaw is, for any reason, held to be invalid by the decision of any court of competent jurisdiction, the invalid portion shall be severed and the decision that it is invalid shall not affect the validity of the remainder of this Bylaw.

4. Repeal

"2023-2027 Financial Plan Bylaw 1291, 2023" and all amendments thereto, is hereby repealed.

5. Effective Date

This bylaw shall take effect upon adoption.

READ A FIRST TIME this ____ day of _____, 202_.

READ A SECOND TIME this ____ day of _____, 202_.

READ A THIRD TIME this ____ day of _____, 202_.

RECONSIDERED AND ADOPTED this ____ day of _____, 202_.

MAYOR

CORPORATE OFFICER

Certified to be a true copy of "2024-2028 Financial Plan Bylaw No. 1302, 2024"

CORPORATE OFFICER

SCHEDULE “A” – PROPOSED EXPENDITURES, FUNDING SOURCES AND FUND TRANSFERS

REVENUE	2024	2025	2026	2027	2028
General Tax Revenue	(782,000.00)	(813,280.00)	(845,811.20)	(879,643.65)	(914,829.39)
Grants-in-Lieu	(33,845.38)	(35,199.20)	(36,607.16)	(38,071.45)	(39,594.31)
Tax Penalties & Interest	(14,400.00)	(14,976.00)	(15,575.04)	(16,198.04)	(16,845.96)
Sale of Services	(129,530.00)	(134,711.20)	(140,099.65)	(145,703.63)	(151,531.78)
Licenses & Permits	(18,690.00)	(19,437.60)	(20,215.10)	(21,023.71)	(21,864.66)
Planning & Development	(14,098.22)	(14,944.11)	(15,691.32)	(16,318.97)	(16,808.54)
Rental & Leases	(98,140.00)	(100,102.80)	(102,104.86)	(104,146.95)	(106,229.89)
Other Income	(81,584.00)	(85,663.20)	(89,946.36)	(93,544.21)	(96,350.54)
Investment Income	(130,000.00)	(135,200.00)	(139,256.00)	(143,433.68)	(147,736.69)
Campground	(40,000.00)	(40,800.00)	(41,616.00)	(42,448.32)	(43,297.29)
Aerodrome	(14,000.00)	(14,560.00)	(15,142.40)	(15,748.10)	(16,378.02)
Cemeteries	(12,000.00)	(12,240.00)	(12,484.80)	(12,734.50)	(12,989.19)
Capital & Project Funding	(1,677,589.94)	(326,353.00)	(1,402,000.00)	(909,000.00)	0.00
Non-Capital Conditional Funding	(749,545.00)	(749,545.00)	(764,535.90)	(779,826.62)	(795,423.15)
Unconditional Funding	(345,000.00)	(345,000.00)	(345,000.00)	(345,000.00)	(345,000.00)
Sale of Assets & Land	0.00	0.00	0.00	0.00	0.00
Transfers between Accounts	(51,034.03)	(53,075.39)	(55,198.41)	(57,406.34)	(59,702.60)
Transfers from Reserves	(934,339.33)	(290,500.25)	(330,100.00)	(700,500.00)	(277,441.00)
Transfers from Surplus	(142,600.00)	0.00	0.00	0.00	0.00
Water Rates & Charges	(303,195.30)	(315,323.11)	(327,936.04)	(341,053.48)	(354,695.62)
Water Taxation	(75,139.00)	(75,139.00)	(75,139.00)	(75,139.00)	(75,139.00)
Water Other Revenue	(42,000.00)	0.00	0.00	0.00	0.00
Water Capital Funding	(1,026,000.00)	(900,750.00)	(300,000.00)	(1,500,000.00)	(77,441.00)
Sewer Rates & Charges	(149,795.00)	(155,786.80)	(162,018.27)	(168,499.00)	(175,238.96)
Sewer Taxation	(16,764.00)	(16,764.00)	(16,764.00)	(16,764.00)	(16,764.00)
Sewer Other Revenue	(6,950.47)	(7,228.49)	(7,517.62)	(7,818.33)	(8,131.06)
Sewer Capital Funding	(50,000.00)	(1,100,000.00)	(1,500,000.00)	(1,200,000.00)	(1,250,000.00)
Collections for Others	(1,418,462.98)	(1,503,570.76)	(1,578,749.30)	(1,641,899.27)	(1,691,156.25)
TOTAL REVENUE	<u>(8,356,702.65)</u>	<u>(7,260,149.91)</u>	<u>(8,339,508.43)</u>	<u>(9,271,921.25)</u>	<u>(6,710,588.89)</u>

Schedule "A" cont'd

EXPENSE	2024	2025	2026	2027	2028
Council & Administration	804,011.48	836,171.94	869,618.82	904,403.57	940,579.72
Supplies & Services	245,325.00	255,138.00	265,343.52	275,957.26	286,995.55
Protective Services	423,010.67	439,931.10	457,528.35	475,829.48	494,862.66
Planning & Economic Development	352,749.75	366,859.74	381,534.13	396,795.49	412,667.31
Facilities	174,334.00	181,307.36	188,559.65	196,102.04	203,946.12
Recreation & Culture	111,652.57	116,118.67	120,763.42	125,593.96	130,617.72
PW Operations	287,903.93	299,420.08	311,396.89	323,852.76	336,806.87
PW Fleet & Equipment	87,000.00	90,480.00	94,099.20	97,863.17	101,777.69
Environmental Services	111,854.35	116,328.52	120,981.66	125,820.93	130,853.77
Campground	28,907.67	30,063.98	31,266.54	32,517.20	33,817.89
Aerodrome	15,515.02	16,135.62	16,781.05	17,452.29	18,150.38
Cemeteries	2,232.02	2,276.66	2,322.20	2,368.64	2,416.01
Debt Servicing	7,559.00	0.00	0.00	0.00	0.00
Capital & Projects	2,185,401.89	326,353.00	1,402,000.00	909,000.00	0.00
Transfers between Accounts	756.00	786.24	817.69	850.40	884.41
Transfers to Reserves	430,182.54	108,216.82	108,371.08	436,340.98	(32,353.11)
Water Personnel	102,525.23	106,626.24	110,891.29	115,326.95	119,940.02
Water Operating	113,759.21	118,309.58	123,041.96	127,963.64	133,082.19
Water Debt Servicing	0.00	0.00	0.00	0.00	0.00
Water Emergency Management	0.00				
Water Capital Expenditures	1,068,000.00	900,750.00	300,000.00	1,500,000.00	77,441.00
Transfer to Water Reserve	162,049.86	165,526.29	169,141.78	172,901.89	176,812.41
Sewer Personnel	94,360.63	98,135.06	102,060.46	106,142.88	110,388.60
Sewer Operating	37,410.00	38,906.40	40,462.66	42,081.16	43,764.41
Sewer Debt Servicing	0.00	0.00	0.00	0.00	0.00
Sewer Capital Expenditures	50,000.00	1,100,000.00	1,500,000.00	1,200,000.00	1,250,000.00
Transfer to Sewer Reserve	41,738.83	42,737.82	43,776.78	44,857.29	45,981.02
Collections for Others	1,418,462.98	1,503,570.76	1,578,749.30	1,641,899.27	1,691,156.25
TOTAL EXPENDITURES	8,356,702.65	7,260,149.91	8,339,508.43	9,271,921.25	6,710,588.89
FINANCIAL PLAN BALANCE	0	0	0	0	0

SCHEDULE “B” – FINANCIAL OBJECTIVES AND POLICIES

1. Funding Sources:

The table below shows the proportion of Village of Kaslo revenue proposed to be raised from each funding source in 2024:

REVENUE SOURCES	Dollar Value (\$)	% of Total Revenue
Municipal Taxation	\$ 830,245	10.0%
Sale of Services	\$ 162,318	2.0%
Other Own-Source Revenue	\$ 375,724	4.5%
Conditional & Unconditional Grants*	\$ 3,798,135	46.0%
Net Transfers from Reserves & Surplus	\$ 1,127,973	13.6%
Water & Sewer Utility Fees	\$ 551,844	6.7%
Borrowing Proceeds	\$	0.0%
Collections for Others	\$ 1,418,463	17.2%
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	\$ 8,264,703	100%

* May include unconfirmed grants.

Property value tax is the primary source of operating funds for general municipal purposes. Property taxation is simple to administer and offers a stable and reliable source of revenue for services that are difficult or undesirable to fund on a user-pay basis.

Sale of services and fees form another significant portion of planned revenue. They are collected from a variety of municipal services, permits and licenses. User fees attempt to align the value of a service to those who use the service. It is generally preferable to charge a user fee for services to specific users than to levy a general tax on all property owners.

Grant funding is an integral funding source for major capital and operating projects. Due to the extensive use of Community Works (Canada Community Building Fund) for many projects and projects identified in the Village’s Corporate Strategy, grants form a significant source of funding for the Village in the Financial Plan. The Village also receives unconditional funds under the Strategic Community Initiative (Small Community grant) which provides a significant source of funds for operations and capital maintenance programs and acts as a funding bridge between revenue collection cycles.

Council’s objectives and policies regarding funding sources are to:

- Use property taxes for services that do not lend themselves to a user-pay approach,
- Allocate 10-15% of municipal property tax revenue to capital projects,
- Charge user fees, where possible, to align services with those who use them.

2. Distribution of Property Tax Rates - Objective and Policies

Council's objectives and policies regarding the distribution of property tax rates are to strive to:

- to progressively enhance the funding of capital asset depreciation through reserve growth and stabilize tax and utility rates at appropriate levels.
- to develop a plan around municipal building asset management and divestiture, particularly with respect to heritage buildings that are fully depreciated and require unique capital reserve considerations;
- to actively seek grants for major infrastructure repair and replacement where possible;
- to routinely modernize and improve financial management, analysis and reporting;
- to annually review utility rates to ensure water and sewer operating and delivery costs are fully funded;
- to continually review the distribution of taxation between different property tax classes;
- to review the Village's land and lease portfolio with respect to potential income generation;
- to progressively move to fee and lease structures that at least cover the costs of operation, maintenance and insurance of the asset; and
- Support levels of staffing and succession planning that ensure satisfactory levels of public service and safely run utilities.

Distribution of Property Taxes among Property Classes

Table 2, below, provides the distribution of property tax among the property classes.

PROPERTY CLASS	RATIO	% TOTAL PROPERTY TAX	DOLLAR VALUE
1 Residential	1	84.5%	\$ 660,585.64
2 Utilities	10	2.1%	\$ 16,517.46
3 Supportive Housing	1	0.0%	\$ -
4 Major Industry	3.4	0.0%	\$ -
5 Light Industrial	2.8521	0.3%	\$ 2,213.14
6 Business	2.4502	13.0%	\$ 101,576.78
7 Managed Forest	3	0.0%	\$ -
8 Recreational/Non-Profit	1.07	0.1%	\$ 1,094.98
9 Farm	12.1562	0.0%	\$ 12.00
TOTAL		100.0%	\$ 782,000.00

Tax rates are set to maintain tax stability and ensure that municipal revenues keep pace with the cost of business and responsible fiscal management. The Village recognizes the need to attract and retain businesses and industry for economic development and to not rely heavily on any one industry as a tax source. Council believes that its rates reflect that philosophy.

3. The Use of Permissive Tax Exemptions

The Village of Kaslo believes that Permissive Tax exemptions are an appropriate way to recognize the value of services provided to the community by non-profit organizations.

The Village's policy is to ensure that permissive tax exemptions are utilized to maximize the benefit of non-profit organizations for residential quality of life, with the following caveats:

- Where the Village leases property to the recipients of Permissive or Statutory Tax Exemptions, the Village expects these partners to recognize that this assistance, combined with nominal lease charges, can contribute to the inability of the Village to adequately fund capital reserves that support maintenance and capital repairs to those properties. These partners are expected to partner with the Village on grant pursuit for capital funds on an annual basis as appropriate;
- The Village will not consider Permissive Tax Exemption requests for Local Service or Parcel Taxes with respect to the water and sewer utility as the full cost of such exemptions would have to be covered by a balancing transfer from general operating to the sewer utility or by an increase in taxation to all other users within the service area;
- The tax exemption bylaw was renewed in 2021 for three years. Beneficiaries of the Permissive Tax Exemption were required to fill out an application form, demonstrate the benefit they provide to the community, and provide financial statements.