THE REGIONAL MUNICIPALITY OF NIAGARA
COMMITTEE OF THE WHOLE
AGENDA

COTW 8-2019
Thursday, October 3, 2019
6:30 p.m.
Council Chamber
Niagara Region Headquarters, Campbell West
1815 Sir Isaac Brock Way, Thorold, ON

Pages

1. **CALL TO ORDER**

2. **DISCLOSURES OF PECUNIARY INTEREST**

3. **PRESENTATIONS**

   3.1 Budget Planning and Capital Financing — 3 - 21
   Margaret Murphy, Associate Director, Budget Planning and Strategy

4. **DELEGATIONS**

5. **ITEMS FOR CONSIDERATION**

   5.1 CSD 65-2019 — 22 - 35
   Budget Planning By-law

   5.2 CSD 51-2019 — 36 - 71
   Capital Financing Policy

6. **CONSENT ITEMS FOR INFORMATION**
   None.

7. **OTHER BUSINESS**

8. **NEXT MEETING**
   The next meeting is scheduled for Thursday, October 31, 2019 at 6:30 p.m. in the Council Chamber.

9. ADJOURNMENT

If you require any accommodations for a disability in order to attend or participate in meetings or events, please contact the Accessibility Advisory Coordinator at 905-980-6000 (office), 289-929-8376 (cellphone) or accessibility@niagararegion.ca (email).

NIAGARA REGION **BUDGET**

2020

BUDGET PLANNING & CAPITAL FINANCING

October 3rd, 2019

By-law and Policy
What we're going to cover:

- Budget Planning By-law
- Capital Financing Policy

Budget Planning By-law
Building the Budget

- Four budget components (recap of CSD 41-2019 Budget Planning Policy Review)
  - Base Budget Development
  - Capital Financing
  - New or Enhanced Programs
  - Assessment Growth
- Formalized principles and rules
  - Scheduling budget approval
  - Indexing options for base budget
  - When business cases are required

Indexing Options for Base Budget

Sustainable Budgeting

- Base budget increases annually due to rising prices
- An appropriate index should be applied
  - Supports sustainability
  - Council knows what to expect
- Both CPI and MPI are options
  - Staff advocate for MPI
  - MPI is a more accurate measure for municipal spending

CPI

Goods purchased by a household

- Focus on groceries, clothing, health/personal care, etc.

MPI

Services purchased by municipality

- Focus on service delivery (labour-related costs and purchased services)

Business Cases
Transparent Budgeting

- Business cases included in budget detail:
  - Departmental sections
  - Corporate summary
- Prepared for items that meet the following criteria
  - New permanent FTEs
  - New programs and services
- Additional information on budget drivers
  - Greater detail on base budget pressures and mitigations

Capital Financing Policy

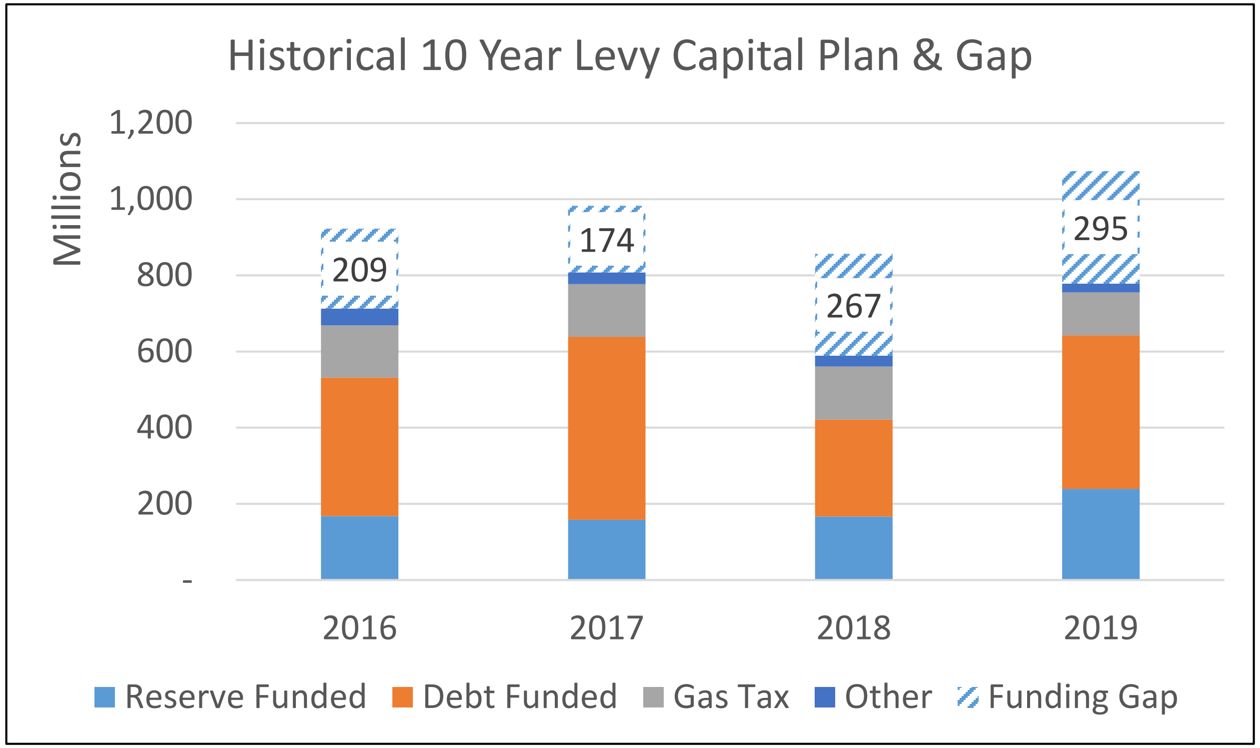
Budget Planning By-law
Building the Budget

- Four budget components (recap of CSD 41-2019 Budget Planning Policy Review)
  - Base Budget Development
  - Capital Financing
  - New or Enhanced Programs
  - Assessment Growth
- Formalized principles and rules
  - Scheduling budget approval
  - Indexing options for base budget
  - When business cases are prepared

Introduction and Purpose

Why do we need a Capital Financing Policy?

- SHAPE Strategic Plan Implementation
  - Capital Financing Strategy
- Levy Capital funding gap continues to increase
  - Increase from $209M to **$295M**
- Strive for financial sustainability



Introduction and Purpose

What is Financial Sustainability?

- Financial Sustainability means …
  - Infrastructure can be kept in state of good repair & replaced at the right time
  - Financial responsibility is fairly shared between current and future residents (inter-generational equity)
  - Growth can be accommodated without unacceptable tax levy or debt increases
  - Service levels can be maintained in the face of changes in economic conditions

Introduction and Purpose

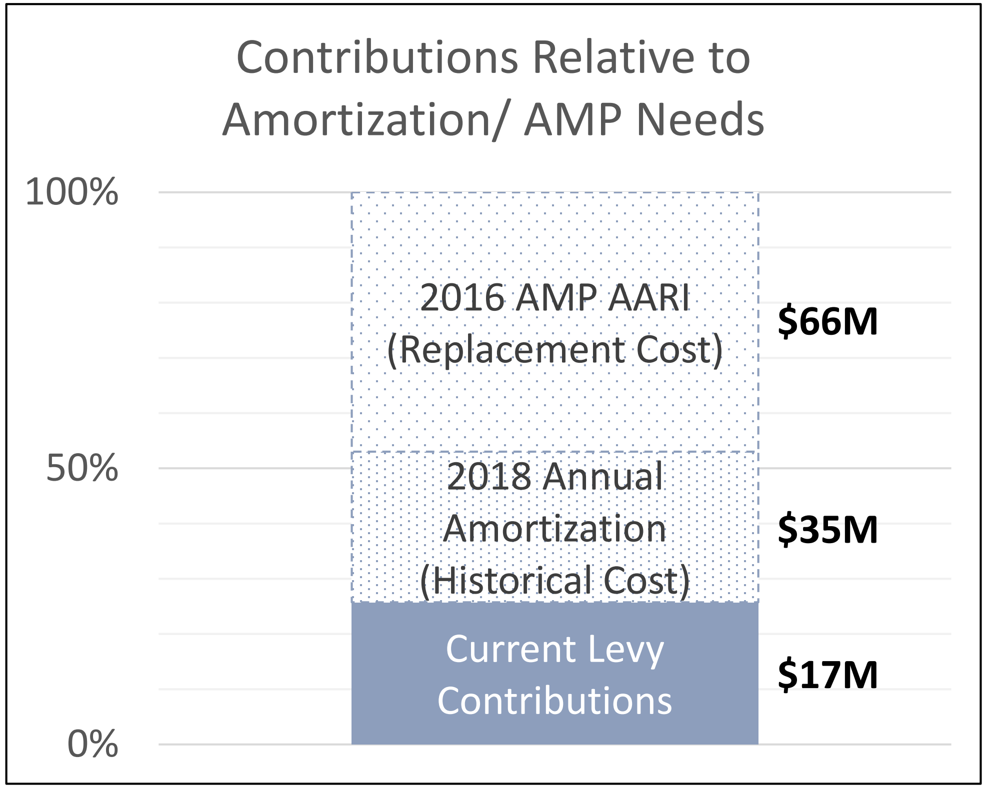
What challenges do we face?

- Key challenges
  - Future cost of infrastructure investments
  - Mismatch between level of service decisions and fiscal capacity
  - Unforeseen shocks to revenue or spending
  - Development charges rebates/grants put additional pressure on operating budget
  - Lack of levy supported capital reserves

Capital Financing Strategy

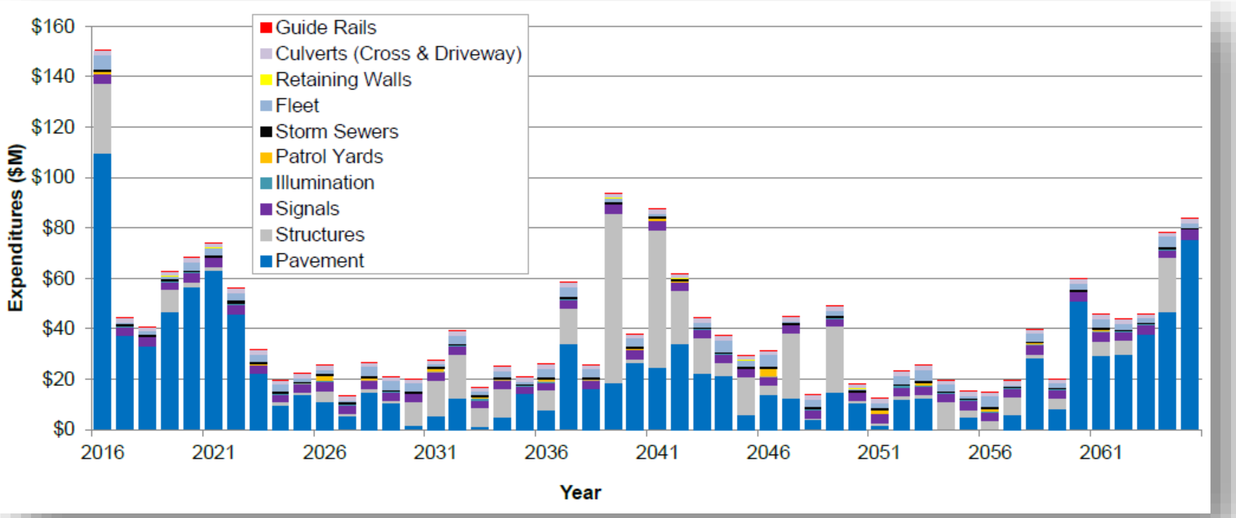
Asset Management Plan Challenges

Current contributions insufficient



Smooth tax impact of spikes

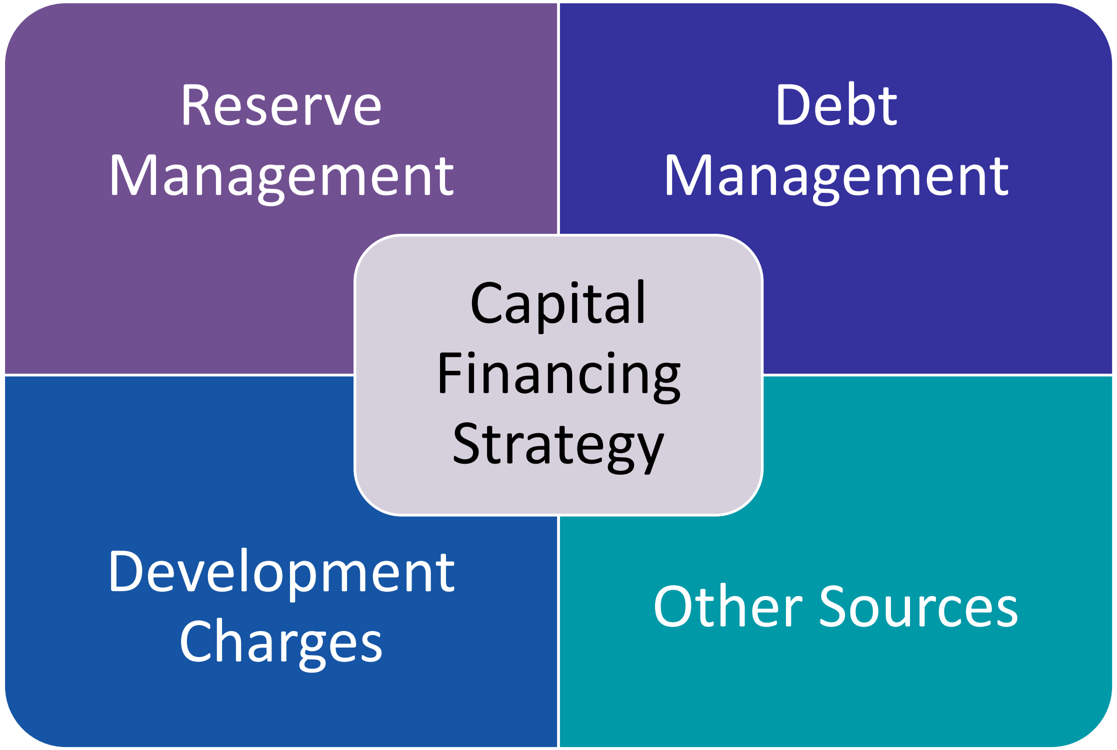
Transportation – 50-year Capital Plan



Capital Financing Strategy

How do we finance our 10-year Capital Forecast?

- 4 Main Sources of Funding



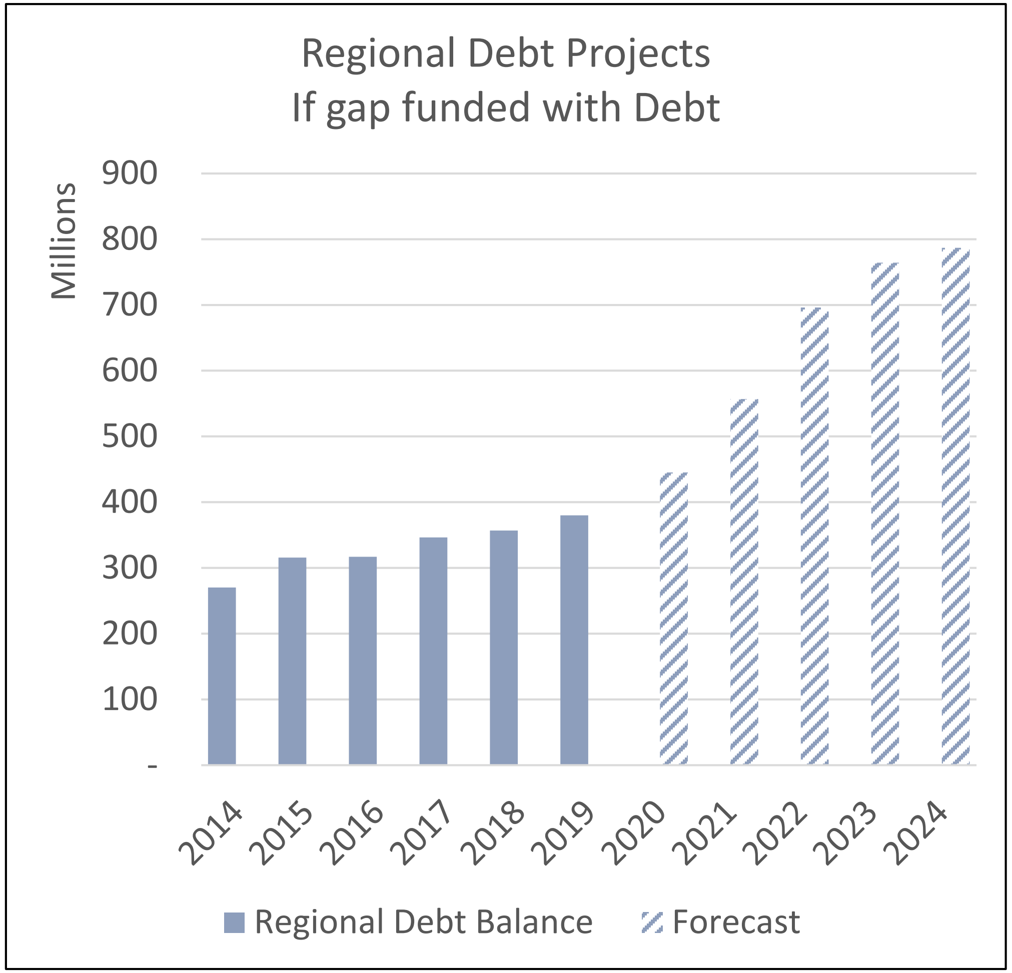
Capital Financing Strategy

Debt Management

- Most expensive option
- When used to fund existing assets, future taxpayers are paying for infrastructure being used today
- Pressure on S&P ratio in 2024 which may impact credit rating

Conclusion: Strategic Investment Projects

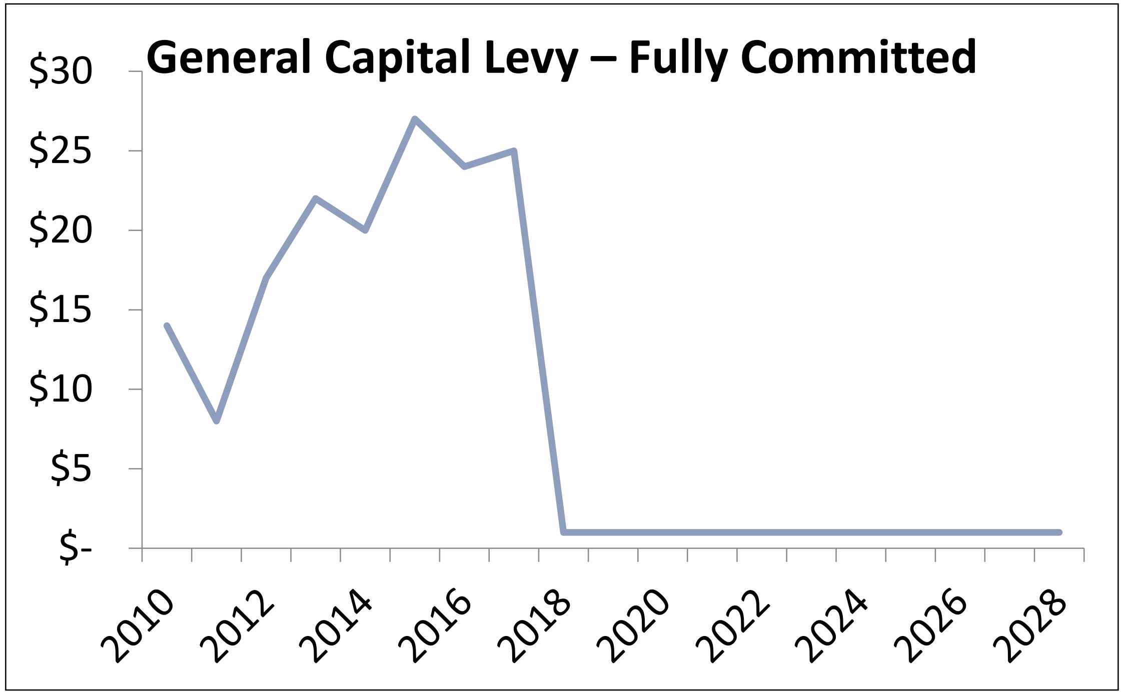
- New level of service
  Eg. Niagara Regional Transit
- Align timing to subsidies/grants
  Eg. Long Term Care Redevelopment



Capital Financing Strategy

Reserve Management

- Current taxpayers funding for replacement of asset as consumed (Pay as you go)
- Historically underfunded
- Greater flexibility than debt
- Interest savings from debt avoidance can fund other projects



Conclusion: Asset Management Projects

- Utilize for State of good repair/renewal
  - Eg. Roads Rehabilitation

Capital Financing Strategy

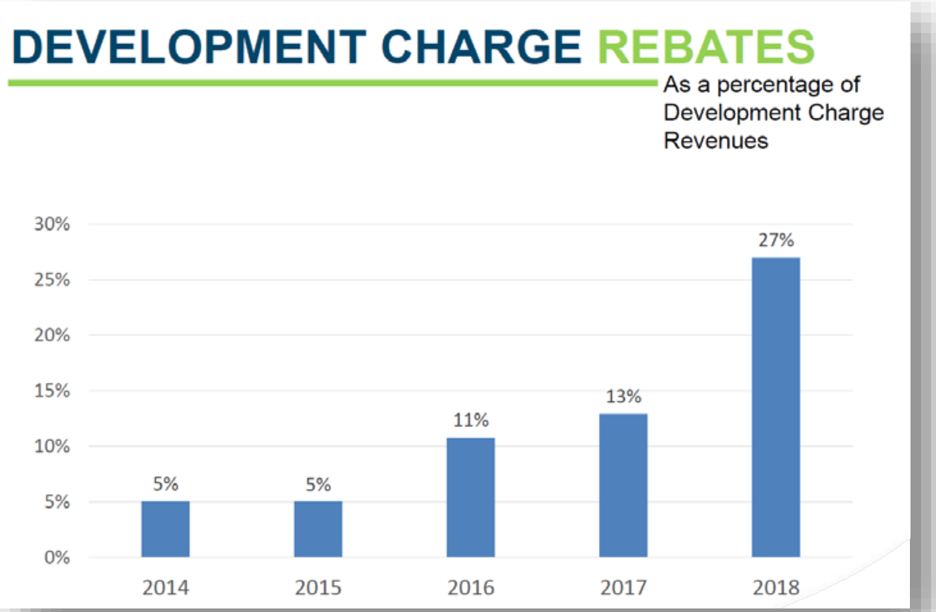
Development Charges

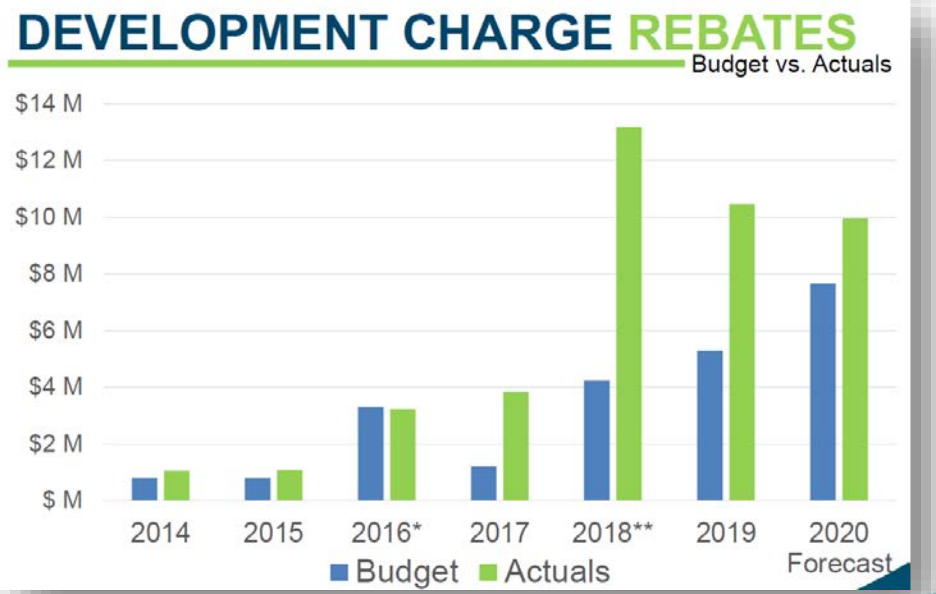
- Growth pays for growth
- No financial impact on tax base
- $13M used for Rebates constrains funds for infrastructure
  - $5M shortfall needed in base budget
  - Opportunities within the Incentives review

Conclusion: Growth Projects

- Growth Infrastructure per DC Study

  Eg. Casablanca Boulevard, Thorold Stone Extension





Capital Financing Strategy

Other external sources

- Difficult to forecast
  - Federal Gas Tax has been consistent
- Allows for collaboration
  - Ontario Power Generation, Local Areas Municipalities
- No financial impact on tax base as funding is from 3rd parties

Conclusion: Various Projects

- Maximize usage based on funding agreements

Equitable Fiscal Planning

Niagara Region's Capital Plan

Project Type

Asset Management Plan

- Responsible Growth and Infrastructure Planning
- Current tax base maintaining existing level of service

Strategic Investments

- Debt required to support projects with future beneficiaries

Growth

- Business/Economic Growth
- Growth pays for growth

Funding Source

Other External Sources

- Grants, Subsidies, Local Area Municipal Cost Share etc.

Pay as you go (Reserves)

- Utilize funds set aside from Operating budgets

Federal Gas Tax

- Federal Funding to support local infrastructure priorities

Debt

- Funds raised from creditors for Capital projects
- Required to transition to the policy

Development Charges

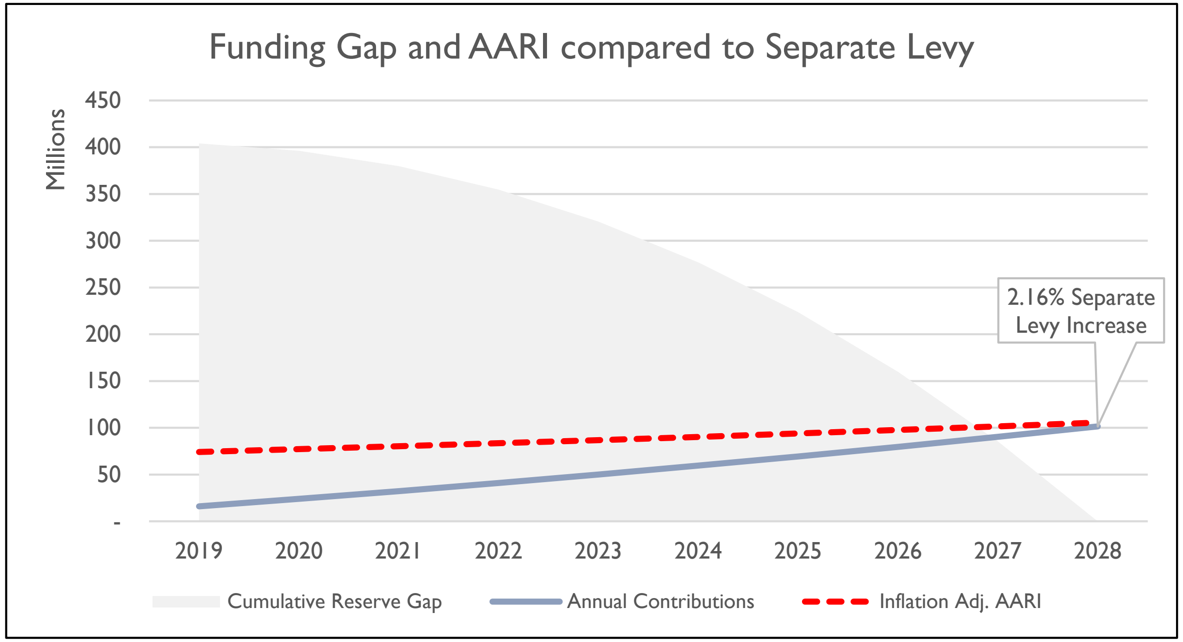
- Used for Growth projects based on DC study & receipts

Capital Financing Strategy

Implementation Strategy

- Annual separate levy increases of 2.16% over 10 years
  - Operating Contributions will align to AARI per 2016 AMP
  - Eliminates funding gap
  - At a minimum the Region requires $86.5M by 2028

"The National Research Council recommends that a minimum of 2 percent of the value of assets should be spent on repairs and normal rehabilitation and 2 percent contributed to reserves each year".



Summary

- A Fiscal Strategy updated every year
  - Reduces the Region reliance on debt
  - Increases savings for capital asset replacement
  - Ensures active management of the 10-year capital plan
- A Financial Sustainability Plan for Water and Wastewater
  - 5.15% was recommended in the Financial Plan for O.Reg 453/07
  - Of that amount 3.15% for Capital funding gap

Questions?

Subject: Budget Planning By-law

Report to: Committee of the Whole

Report date: Thursday, October 3, 2019

Recommendations

1. That the draft Budget Planning By-law attached as Appendix 1, **BE APPROVED**.
2. That policy C-F-002 Affordability Guidance Policy **BE REPEALED**.
3. That the necessary by-law **BE PREPARED and PRESENTED** to Council for consideration.

Key Facts

- The purpose of this report is to approve a new By-law that formalizes best practices and currently used principles for the preparation of the annual budgets.
- This report builds off of CSD 41-2019 Budget Planning Policy Review, which presented a review of the current Affordability Guidance Policy and identified areas for improvement; the direction from Council regarding that report has been taken into consideration during the preparation of the draft By-law in appendix 1.
- The Budget Planning By-law will replace policy C-F-002 Affordability Guidance (previously C3-004) approved June 21, 2012.
- The By-law addresses base budget requirements including flexibility in base services inflation metrics, financing for capital plan and new programs, use of assessment growth revenue and a number of guiding principles.

Financial Considerations

There are no direct financial impacts as a result of this report. Any use of the principles applied within the by-law will impact the preparation and approval of future budgets.

Analysis

As identified in CSD 41-2019 Budget Planning Policy Review, the current policy guiding the annual development of budgets focuses solely on the inflationary factor of core consumer price index target. It doesn’t take into account the uniqueness of municipal spending, nor the additions of new programs and services. A budget should strive towards goals of sustainability and transparency and to act as the plan for providing current and new services in an environment of fluctuating costs and changes in revenues.

The strategies and principles being established affect the direction of budget planning, preparation and approval which are guided by decisions of Council, therefore a Council approved by-law is the methodology of ensuring rules and guiding principles are supported and formalized for both Council and staff understanding and application.

Formalized Existing Principles and Rules

Sections 1 through 3 of this By-law identify purposes, goals and objectives, provide definitions of commonly used terms, and addresses its scope.

Sections 4.1 to 4.3 address the schedule for the budget specifically the order in which budget components are presented to BRCOTW. The Capital Budget is recommended as the first to be presented to BRCOTW for the following reasons:

- Debentures, reserve funding and pay-as-you-go/capital levy financing for the capital program impacts the operating budget therefore should be understood in advance of the operating budget deliberation.
- Additional operating costs or savings associated with the construction or acquisition of capital projects, are included in, and funded by, the operating budgets.
- Capital budgets are largely influenced by long-term strategic documents, such as the Asset Management Plan and the master servicing plans which are already approved and established to enable the early preparation of the capital plan.

The approval order of the operating budgets is set to address the following:

- Waste Management, Water and Wastewater are completed after October to incorporate municipal water consumption/flow information up to September in accordance with the requisition by-law and before year end to allow new wholesale rates to be incorporated into local area municipal budgets as timely as possible for the January 1 effective date.
- Agencies Boards and Commissions (ABCs) are funded through the consolidated tax levy, and impact the Region’s portion of taxes.
- The Consolidated Levy approval by year end allows tax policy decisions to be approved early in the new-year for incorporation into local municipal taxation information and billing cycles.

Section 6 formalizes the roles and responsibilities of Regional Council, Corporate Leadership Team, Financial Management and Planning, budget owners and project managers, and Agencies Boards and Commissions (to the extent allowed within their respective acts).

New Principles and Rules

Budgeting for base services is addressed in section 4.4 and section 5.1 and 5.2 provide options of CPI and MPI as inflationary factors for the development of the base budget. Staff will continue to advocate for MPI, as it is a more appropriate reflection of the purchases made by the Region. Concerns municipal peers raised about the MPI are the result of a lack of wide spread understanding on the part of the public, which could be addressed through education and communication. It is acknowledged that any number of drivers, be they economic, environmental, etc., may influence the preferred factor for any given budget year, subject to the approval of Council annually. The factor chosen will not be applied equally across all lines of business, instead it will be used as a frame of reference for the overall expenditure budget.

Capital funding gap is addressed in section 4.5. It has been noted through the Asset Management Plan, Safe Drinking Water Act Financial Plan, and recent capital budget reports, that the Niagara Region is facing an infrastructure funding gap. This section allows for the transparent disclosure and request for sustainable funding of the infrastructure gap. The draft Capital Financing Policy establishes additional guiding principles for the basis of the capital financing request in the operating budget.

New services are addressed in section 4.6. New services or enhancements to existing services must be considered to address changes in provincial funding methodologies, Council priorities, and the changing needs of the taxpayers. To offer these programs funding should be identified that doesn’t erode funding of existing programs and needs. The nature of the funding should match the program. Use of reserves is not recommended to fund new programs but may be appropriate for a pilot, transitional period or where it is time limited. Any program that is on-going should have sustainable tax, user-fee, or funding from other levels of government.

Assessment Growth funding prioritization is addressed in section 4.7. Net assessment growth, is the tax increase from change in property assessment less the incremental cost of any tax increment grants (TIG) payable from the new assessment. Use of net assessment growth has been the Region’s practice over the last several years as TIG use has expanded and increased, and will not be established in the policy. The net balance is applied first to operating growth costs and the development charge residual on growth capital projects (i.e. growth capital costs that are not eligible for development charge funding if necessary). Remaining assessment growth funding will help to fund the capital financing gap and new programs, with any residual aimed at driving new growth or other Council priorities. Treatment included in the prior policy involved allocating growth between the Region and NRPS, regardless of growth requirements. The changes implemented here support the idea of growth paying for growth.

Section 4.8 addresses the criteria for additional detailed information to be included in the annual budget information provided to Council for greater transparency and decision making. Business cases will be prepared for:

- All requests for new services not previously offered by the Region
- New permanent FTEs, in alignment with policy C-HR-005 Corporate Delegation of Authority.

A Budget Driver Summary will be provided for the following base budget changes:

- Any net departmental increase or decrease in excess of $500,000 (excluding corporate compensation related increases). The amount of $500,000 represents no more than 10% of any Regional Department's gross budget, excluding Governance.
- Any gross divisional change in excess of $1 million. This threshold ties to that in By-law 2017-63 Budget Control, where Council has delegated authority to Commissioners to make existing service or funding changes in year up to $1 million. Note that where a change of less than $1 million that results in a net increase or decrease greater than $500,000 or is across department will be captured in the business case criteria above.
- Compensation related increases are reported on corporately.

As the 2020 budget is well underway Budget Driver summaries that would be required under the new criteria will not be prepared for the 2020 budget detail, but will continue to form part of the narrative in the 2020 budget reports. Full implementation would occur for the 2021 budget process.

Alternatives Reviewed

Council could choose to continue with the use of policy C-F-002 Affordability Guidance. This is not recommended as the limit imposed of the Core Consumer Price Index target has not allowed staff to properly budget for the cost of base services, nor allowed for new services or the replacement of existing capital infrastructure.

Relationship to Council Strategic Priorities

The budget planning process supports the provision of existing services as well as incorporating new priority services.

Other Pertinent Reports

CSD 40-2019 2020 Budget Planning
CSD 41-2019 Budget Planning Policy Review

Prepared by:
Helen Chamberlain, CPA, CA
Director, Financial Management and Planning, Deputy Treasurer
Corporate Services

Recommended by:
Todd Harrison, CPA, CMA
Commissioner, Corporate Services, Treasurer
Corporate Services

Submitted by:
Ron Tripp, P.Eng.
Acting, Chief Administrative Officer

This report was prepared in consultation with Tyler Potts, Senior Budget Analyst, and reviewed by Margaret Murphy, Associate Director, Budget Planning and Strategy.

Appendices

Appendix 1 Budget Planning By-law

THE REGIONAL MUNICIPALITY OF NIAGARA

BY-LAW NO. <>

A BY-LAW TO DEFINE BUDGET PLANNING REQUIREMENTS FOR THE REGIONAL MUNICIPALITY OF NIAGARA

WHEREAS Section 224(d) of the Municipal Act, 2001, S.O. 2001, c. 25, as amended, states that it is the role of council to ensure that administrative policies, practices and procedures and controllership policies, practices and procedures are in place to implement the decisions of council;

WHEREAS Section 289(1) of the Municipal Act, 2001, S.O. 2001, c. 25, as amended, requires that for each year, The Regional Municipality of Niagara, in the year or the immediately preceding year, prepare and adopt a Budget including estimates of all sums required during the year; and,

WHEREAS the Council of The Regional Municipality of Niagara has deemed it desirable to set out its policies with respect to the development of the Budgets in this By-law

NOW THEREFORE the Council of The Regional Municipality of Niagara enacts as follows:

1. PURPOSES, GOALS, AND OBJECTIVES

1.1. Establish the timing of annual budget approval as predictable and sufficient for obtaining Council approval.

1.2. Ensure sustainability of Niagara Region's level of service.

1.3. Ensure transparency in the communication of budget planning.

1.4. Ensure alignment with Regional Council's strategic priorities.

1.5. Establish expectations of staff for the development of the annual budget.

1.6. In order to achieve the preceding purposes, goals and objectives of this By-law it is important that all persons involved in Niagara Region Budget process abide by the requirements of this By-law

2. DEFINITIONS

2.1. For the purposes of this By-Law:

a) "AARI" means average annual renewal investment;

b) "ABCs" means all agencies, boards, commissions and other legal entities that report to and/or are funded directly or indirectly by Niagara Region and as a result impact Niagara Region's Budget process;

c) "Act" means Municipal Act, 2001, S.O. 2001, c. 25;

d) “Base budget” means the budget to maintain current service levels;

e) “BRCOTW” means the Niagara Region’s Budget Review Committee of the Whole;

f) “Capital Budget” means a multi-year plan based on the estimated expenditures and offsetting sources of financing for a Capital Project;

g) “Capital Project” means a project during which expenditures are incurred that result in the creation of a tangible capital asset;

h) “Council” means the Council of The Regional Municipality of Niagara;

i) “Departmental budget” means the budget of an operating unit overseen by a Commissioner or equivalent;

j) “FTE” means the equivalent of a full-time employee providing service throughout a Fiscal Year. Depending on the category of employee and nature of that employee’s service, the fixed number of hours of work tied to an FTE may vary. As per existing union and employee contracts with Niagara Region, the following annual hours are currently considered to comprise an FTE for different categories of employees:

   i. 35-hour work week X 52 weeks = 1820 hours = 1 FTE
   ii. 40-hour work week X 52 weeks = 2080 hours = 1 FTE
   iii. 37.5-hour work week X 52 weeks = 1951 hours = 1 FTE;

k) “Levy” means the net cost of Niagara Region services that requires funding from the residents of the municipality through property taxation;

l) “MPAC” means the Municipal Property Assessment Corporation;

m) “Niagara Region” means The Regional Municipality of Niagara;

n) “Operating Budget” means a financial plan of current operations that encompasses both estimated revenues and expenditures for a specific period, normally a Fiscal Year;

o) “Reserve” means an allocation of accumulated net revenue that does not require the physical segregation of money or assets;

p) “Tax Increment Grant” or “TIG” means a refund of taxes on assessment growth directly related to a development;

2.2. Any defined term herein may be referenced in the plural as the context requires;

3. SCOPE

3.1. This By-law applies to all of Niagara Region's departments and to Niagara Region's directions to the ABCs that report to, or form part of, the Budget approval process at Niagara Region.

4. RULES

4.1. That a meeting of BRCOTW for a new budget year involve the planning for the new budget year and that it be scheduled within the second quarter of the year preceding the new budget year.

4.2. That a schedule of BRCOTW meetings, which deliberate budget approvals, be presented to BRCOTW during the planning meeting identified in 4.1 whereas;

a) The annual operating and capital budgets are scheduled to be approved in the year prior to the new budget year.

b) That the exception to item 4.2.a) be where the new budget year immediately follows a year in which a municipal election is held, as allowed in the Act.

4.3. That the schedule in which the budgetary reports are presented to BRCOTW in the following order:

a) Capital program

b) Water, Wastewater, and Waste Management programs

c) ABCs

d) Consolidated levy programs

4.4. That the increase in budget to provide base services, excluding revenues and the costs of growth and capital, be prepared with reference to an appropriate inflationary factor as determined by Council at the planning meeting for the new budget year.

4.5. That the incremental operating budget requirements to support the capital asset plan be provided with a separate increase.

4.6. That any new programs and services to be considered be provided with a separate increase.

4.7. That net assessment growth revenue be prioritized in the following order:

a) Incremental operating costs of growth

b) Costs to fund new and growth capital assets

c) Gaps in funding items in sections 4.5 and 4.6 of this By-law

d) Programs aimed at driving economic growth or other Council priorities

Other factors such as growth and strategic plans may be incorporated into the overall prioritization of assessment growth.

4.8. That a Business Case be prepared for Council information where any one of the following conditions are met:

a) The request includes the addition of (a) permanent FTE(s)

b) The request adds (a) new service(s) not offered by the Niagara Region in the year prior to the new budget year

i. This excludes changes in delivery of (a) service(s) within a division

4.9. That a Budget Driver Summary be prepared for Council information where any one of the following conditions are met:

a) The net request is in excess of $500,000 increase or decrease to a departmental budget

i. This excludes increases or decreases for general labour-related costs (other than those in 4.8.a) as these general costs will be reported on corporately

b) The gross divisional change is in excess of $1,000,000. A gross change less than $1,000,000, with a net impact less than $500,000 will be at the discretion of the Commissioner and/or Treasurer

5. PRINCIPLES

5.1. That a price index that may be used for an inflationary factor for section 4.4 is the core consumer price index (CPIX) as made available through StatsCan.

5.2. That a price index that may be used for an inflationary factor for section 4.4 is the municipal price index, calculated annually using the following equation:

$$MPI = K_1 \times (W_1/W) + K_2 \times (W_2/W) + \cdots + K_n \times (W_n/W)$$

where:

K_n = Inflation factor for expenditure category n

W_n = Total expense of expenditure category n in the operating budget

n = The expenditure category as identified in appendix 1

W = Total expense of the Region's operating budget

W_n/W = Weight of expenditure category n in the Region's operating budget

a) That the expenditure categories and inflation factors as outlined in appendix 1 may be amended from time to time to align with the categories of expenditures established in the budget planning process.

b) That separate municipal price indexes be calculated for each of the Rate programs and ABCs.

5.3. That the incremental operating budget impacts in section 4.5 of this By-law be in accordance with the funding required to close the capital funding gap as identified in the Asset Management Plan.

5.4. That assessment growth be treated as gross and net, whereas:

a) Gross assessment growth is new assessment calculated as the change in weighted real property assessment as determined by MPAC.

b) And net assessment growth be calculated as gross assessment growth less any Tax Increment Grants related to new assessment.

5.5. That the base budget for staffing complement be based on the approved complement of the year prior to the new budget year including any adjustments approved in-year.

5.6. That approvals of operating programs or capital projects that will result in a future increase to the budget in subsequent years be budgeted with the full annual impact in the year of the program approval.

a) That estimated incremental debt payments for a project be included in the operating budget in the year the capital project is approved as a placeholder for the payments that will be made. Where a surplus may occur due to timing, that placeholder will be used to fund pay-as-you-go capital.

b) That estimated incremental operating costs inclusive of annual labour-related costs for programs or projects be budgeted in the year of the program or project approval as a placeholder for the operating costs that will occur. Where a surplus may occur due to timing, that placeholder will be used to fund pay-as-you-go capital or otherwise as approved in the budget.

c) That a reduction in costs or increase in revenues be included in the budget year in which they are expected to be recognized.

5.7. That the exception to 5.6 be where a financial plan has identified a strategy to implement an initiative where the budget must be established over a period of time to support the principle of affordability.

5.8. That budget planning and preparation will include any relevant information as available to staff, including:

a) The most recently completed year’s actual audited financial position.

b) The most recently completed quarterly financial forecast.

c) Items forecasted in the multi-year’s budget of the prior year.

d) Strategic documents developed for planning.

e) Newly identified pressures, risks, and opportunities for the budget year.

5.9. Where an operational surplus is identified in the financial results of the year prior to the new budget year, the surplus will inform the new budget year for potential cost savings or revenue increases.

a) The use of a surplus will be directed by Niagara Region policies and the Act in the year prior to the new budget year.

b) Budget development will not include the year surplus as a funding source for the new budget year.

5.10. That operating programs that are time limited or one-time in nature may be funded by time limited or one-time sources, such as reserves.

a) Time limited or one-time revenues will not be used to fund on-going programs.

6. RESPONSIBILITIES

6.1. The responsibility of Regional Council

a) To approve an annual budget planning report and timetable. The approval of a budget planning report for a new budget year shall not limit Regional Council's ability to approve a budget or budgets equal to or less than the recommendations therein upon consideration of the annual budgets.

b) To provide direction to staff on the services to include in the new budget year.

6.2. The responsibilities of members of the Corporate Leadership Team

a) To recommend and support the budget submissions to Council.

6.3. The responsibilities of Financial Management and Planning Team

a) To transparently consolidate and present budget considerations to Council.

b) To direct staff on strategy to meet Council's expectations of the annual budgets.

6.4. The responsibilities of budget owners and project managers

a) To use these rules in the preparation of the annual operating and capital budgets.

6.5. The responsibilities of ABCs

a) To adhere to the schedule of budget approval meetings as approved annually by Council.

7. SEVERABILITY

7.1. If any Section or Sections of this By-law or parts thereof are found by an adjudicator of competent jurisdiction to be invalid or beyond the power of Council to enact, such Section or Sections or parts thereof shall be deemed to be severable and all other Sections or parts of the By-law shall be deemed to be separate and independent there from and shall continue in full force and effect unless and until similarly found invalid or beyond the power of Council to enact.

8. SHORT TITLE

8.1. The short title of this By-law is “Budget Planning By-law”.

9. EFFECTIVE DATE

9.1. That this by-law shall come into force and effect on the day upon which it is passed.

THE REGIONAL MUNICIPALITY OF NIAGARA

James Bradley, Regional Chair

Ann-Marie Norio, Regional Clerk

Passed: <date>

Appendix 1
Municipal Price Index Inflation Factor Sources

Expenditure Category	Inflation Factor	Geographical Area	Source/ Publisher
Compensation	Average Weekly Wages, Public Administration	Canada	Conference Board of Canada (CBOC)
Professional & Contractual Services	Consumption Deflator, Services, Insurance, financial and legal services	Canada	CBOC
Telecommunications	Consumption Deflator, Services, Communication, Recreation and culture services	Canada	CBOC
Materials & Commodities	Consumer Price Index	St. Catharines-Niagara	CBOC
Asset Maintenance & Rental	Consumer Price Index	St. Catharines-Niagara	CBOC
Fuel, Oil, & Natural Gas	Consumption Expenditures, Non-durable goods, Motor fuels and lubricants	Canada	CBOC
Electricity & Water	Electricity Power Price Index	Canada	CBOC
Equipment, Vehicle, & Technology	Consumption Deflator, Durable Goods, Vehicles and parts	Canada	CBOC
Housing, Childcare & Other Benefits	Consumption Expenditures, Services, Education, health and other personal services	Canada	CBOC
Rebates & Grants	Consumer Price Index	St. Catharines-Niagara	CBOC
Other	Consumer Price Index	St. Catharines-Niagara	CBOC

Subject: Capital Financing Policy

Report to: Committee of the Whole

Report date: Thursday, October 3, 2019

Recommendations

1. That the Capital Financing Policy, Appendix 1 to Report CSD 51-2019, **BE APPROVED**; and

2. That the Capital Asset Management Policy, C-F-024, Appendix 2 to Report CSD 51-2019, **BE AMENDED** to remove section 3.0 and 4.0.

Key Facts

- The purpose of this report is to approve a Capital Financing Policy that establishes guiding principles for Council and staff to effectively plan for the appropriate financial resources to deliver the growing needs of the Region's Capital Program.
- Policy principles will be implemented over time to manage affordability associated with the transition period to financial sustainability. Risks of maintaining the status quo could result in continued project deferral, potential asset failure and reduced level of service.
- The policy incorporates regulatory requirements including those outlined in the Asset Management policy, maintenance of a strong credit rating and best practices relative to our municipal peers.
- This policy will require an amendment to remove sections 3.0 and 4.0 from the Capital Asset Management Policy (C-F-003) attached in Appendix 2 to avoid duplication between the two policies.
- A separate procedure document to carry out this policy is developed and will be presented for approval by the Corporate Leadership Team as is corporate practice for all policy procedures.

Financial Considerations

There are no direct financial impacts to the 2019 operations of the Region as a result of this report. However without implementation of a formalized policy, there are risks to the sustainability of the Region's capital assets. Consequences include continued deferral of projects, potential asset failure and reduced level of service. The policy will implement the guiding principles of a fiscal plan that will lead the Region towards sustainability.

Niagara Region maintains assets with an estimated replacement value in excess of $7.4 billion (as per the 2016 Asset Management Plan ("AMP")). The principles in this policy were applied to the Water and Wastewater assets totalling $4.7 billion and resulted in the financial sustainability plan being approved by Council (PW 4-2019 *Financial Plan for O.Reg. 453/07)* which included an annual increase of 5.15% for 10 years. Of that amount, 3.15% is to be utilized for the Water and Wastewater capital funding gap. This Policy formalizes these principles for levy assets.

The financial strategy when applied to the Levy supported assets totalling $2.7 billion would require an annual separate levy increase of 2.16% over the 2019 10-year forecast period in order to eliminate the funding gap.

Table 1 provides the variance in levy funding based on the principles of the Capital Financing Policy ("Policy") being applied according to project types i.e. AMP, growth and strategic investment. The 2019 10-year capital forecast for Levy, excluding Rate supported programs and ABCs is $1.27 billion. The result is a gap in reserves (pay as you go) of $426 million over 10 years. Applying this policy allows for a reduction of the $131 million of debt that would otherwise have been required.

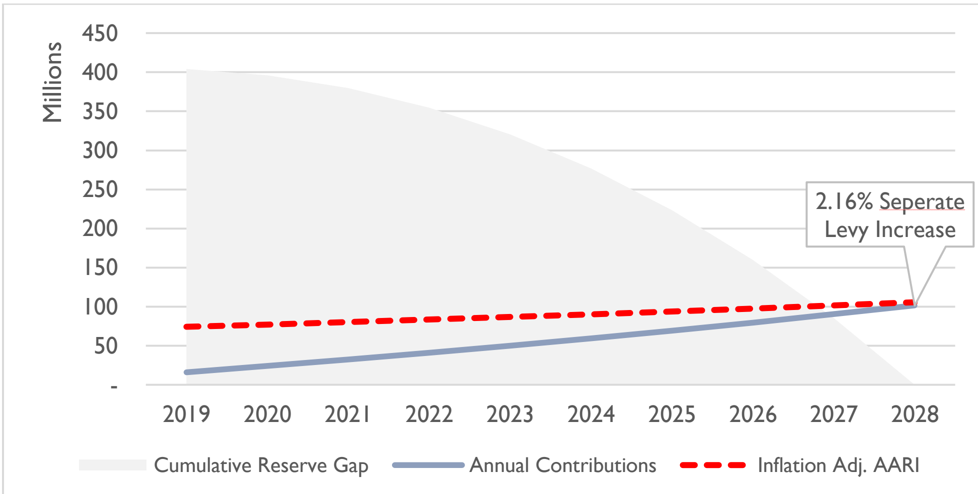
Table 1: Proposed Expenditure vs Current Funding ($millions)

Funding Source	Proposed Expenditure based on Policy				Current Funding available	Funding Strategy realignment
	AMP	Growth	Strategic Investment	Total		
Reserves	668			668	242	426
Debt			271	271	402	(131)
DCs		203		203	203	
Other			23	23	23	
Gas Tax	80		32	112	112	
Total	748	203	326	1,277	982	295

The annual current contribution to Levy Capital reserves is $17 million. This is not sufficient when compared to either the annual amortization (annual consumption of assets based on useful life and historical cost) of $37 million or the Average Annual Renewal Investment ("AARI") (annual investment needed to sustain existing assets based on replacement value) of $66 million.

Chart 1 shows the elimination of the $426 million reserve (pay as you go) gap over 10 years when we apply an annual 2.16% increase. Using this strategy the annual incremental capital levy contribution at the end of 10 years is $85 million, which increases the annual contribution to $102 million for asset sustainment. When compared to the 2016 Asset Management Plan 10-year Levy AARI of $66 million indexed to 2028 using the Non-Residential Building Construction Index, the AARI required to sustain existing infrastructure is $106 million; which aligns to the capital reserve contribution at the end of the 10-year plan.

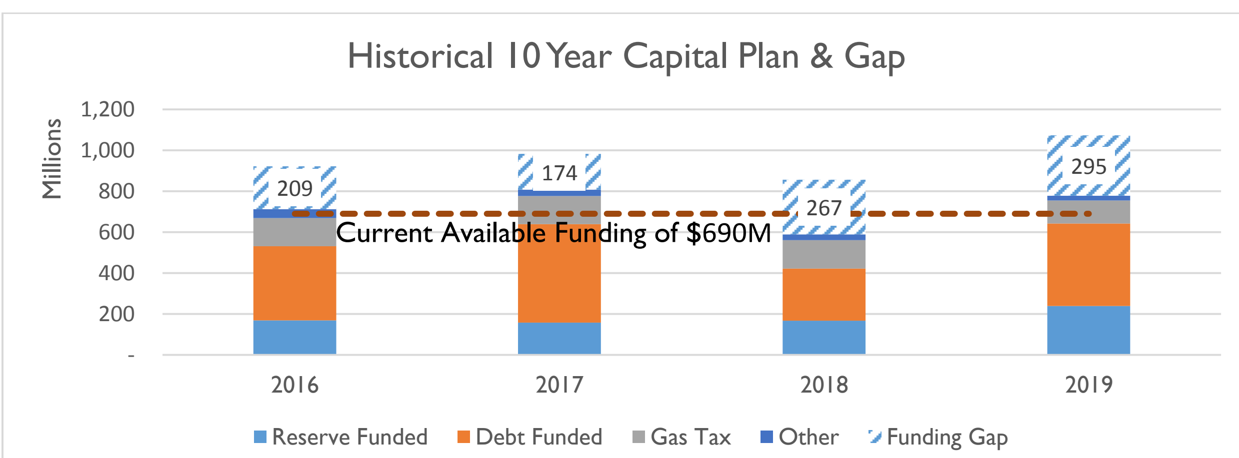
Chart 1: Funding Gap and AARI vs Separate Levy Increase



Analysis

As referenced within CSD 40-2019 “2020 Budget Planning”, staff noted a capital funding gap. This policy was developed as a strategy to close the gap. The required annual levy increase to close the 10-year capital funding gap was identified as 1% in 2012. Due to increasing capital costs and minimal increases in sustainable funding, the levy increase required had grown to 2.16% for the 2019 10-year forecast. As a result of past deferrals of projects and new assets since the 2016 Asset Management Plan, the Region’s 10-year capital forecast along with the funding gap continues to increase as seen in the Chart 2.

Chart 2: Historical 10 Year Levy Capital Plan & Gap (excluding DC's)



A Capital Financing Strategy is identified in Council's Strategic Priorities as per CAO 9-2019 and the implementation plan acknowledged a long-term commitment by Council. Staff are proposing the following principles to ensure a Capital Financing Policy with a flexible implementation strategy to address the funding gap that ensures the capital program provides the required level of service.

It is important to establish a clear link between revenue and expenditure decisions for sustainability. Different financing sources are appropriate to pay for different types of infrastructure. The four main sources of capital financing to fund the 10-year Capital program are as follows:

A. Debt
B. Reserves (pay as you go)
C. Development Charges
D. External Sources

An analysis of the funding sources and the proposed best use recommendation / project types are summarized below.

A. Debt

Definition: Funds raised through long-term borrowing from a creditor.

Who Pays: The cost to borrow is spread and paid over the useful life of the capital asset. This cost is funded by the current and future tax base.

Pros and Cons of Debt

Pro

- Ability to afford large project costs by spreading the cost of capital over time.
- Cost of capital paid by future beneficiaries.
- Interest rates are low.
- Timing of certain grants and subsidies are structured to align to use of debt. (Eg. Provincial per diems)
- Provincial imposed limit of total annual financing charges cannot exceed the 25% of own source revenues (ARL). The Region is currently at 7.09%.

Con

- Debt has incremental operating budget impacts and may not be sustainable in the long run.
- Debt will impact future taxpayers. Therefore when used for replacement of existing infrastructure, current and past taxpayers did not pay for use.
- Expensive relative to reserves due to debt servicing costs.
- May constrict future financial decisions.
- Too much debt may lower the Regions credit rating resulting in an increase in future borrowing costs.

Definition: Funds raised through long-term borrowing from a creditor.
Using debt exclusively to fund the gap would breach the S&P ratio by 2022.
Example of impact of tax base • $1,000,000 debt financed requires $1,740,000 tax dollars • $58,000 annual operating cost is 0.02% of the levy • $1,000,000 project with 30-year 4% debt will require $58,000 annually from the tax base for 30 years resulting in gross cost of $1,740,000 (interest of $740,000).
Conclusion: The best use of debt funding is for Strategic Investment projects. Assets that provide a new or enhanced level of service should be funded by future beneficiaries as the asset is consumed and the debt paid through future operating budgets.

B. Reserves (Pay as you go)

Definition: Previous and current operating budget contributions to Capital Reserves.
Who Pays: These funds come from the taxation levy on the current tax base and any funds set aside from the historical tax base.

Pros and Cons of Reserves (Pay as you go)

Pro	Con
• Users of the asset are funding for the replacement of the asset as it is being consumed. • Interest savings from debt avoidance can be put towards other projects. • Greater flexibility relative to debt which are tied up in long repayment terms. • Establishing an appropriate reserve allows the Region to smooth tax impacts of significant one-time "spikes" in the capital program	• Investment rate of return on reserves may not match inflation risk on project expenditure. • Establishing the appropriate reserve contribution level from current tax payers to match their use of the assets. • Contributions to Capital Reserves in the operating budget does not buy as much capital acquisitions as does the same operating budget funding for debt.

Example of impact of tax base

- $1,000,000 reserve financed requires $1,000,000 tax dollars.

Definition: Previous and current operating budget contributions to Capital Reserves.
• $1,000,000 annual pay as you go contribution to the capital reserves is 0.3% of the levy
Conclusion: The best use of reserves (pay as you go) funding is for Asset Management (State of Good repair) projects Assets that are currently in use should be funded from the current and past operating budgets as the asset is being consumed.

C. Development Charges

Definition: Fees collected by the Region for the purpose of financing the construction of new capital infrastructure to support growth.	
Who Pays: These funds are collected from developers upon issuance of a building permit for new developments.	
Pros and Cons of Development Charges	
Pro	**Con**
• Development charges are past on to property owners therefore new taxpayers are paying for the cost of growth capital. • No financial impact to the existing tax base.	• Collection of receipts may not match the timing of capital projects. • All of the DCs are not being collected due to Grant programs (2018 - $13M) • The current taxpayers are funding for shortfalls in development charges due to grant programs. • Growth may not materialize as expected.
Example of impact of tax base • $1,000,000 development charge financed requires $0 tax dollars.	
Conclusion: Growth projects should be funded by Development Charges In the event that DC collections are insufficient or timing is delayed, debt could be utilized to finance growth assets and have DCs fund the debt servicing costs.	

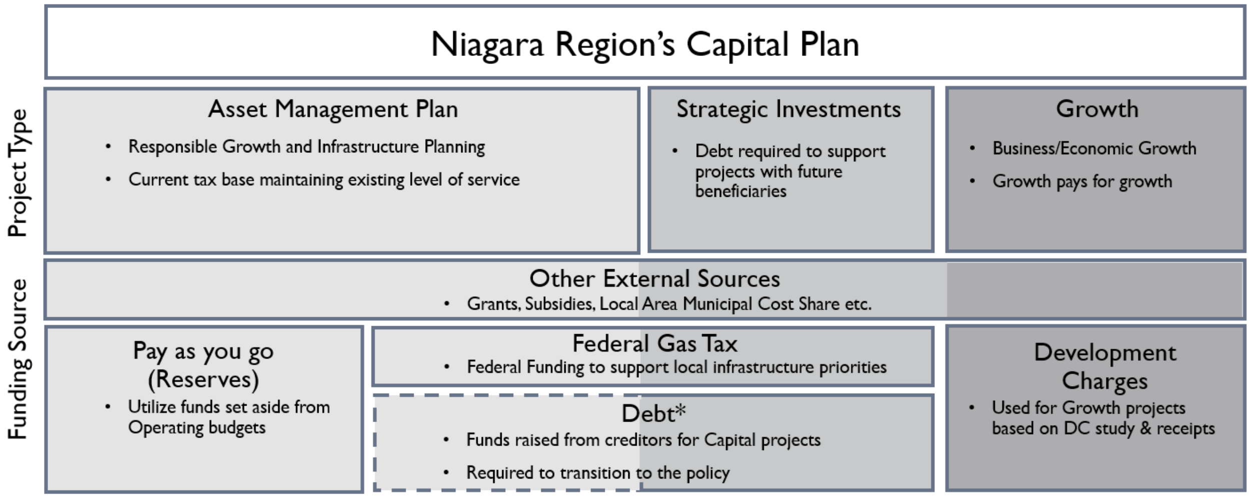
D. External Sources

Definition: Gas Tax and 3rd party contributions, subsidies and recoveries.
Who Pays: These funds are collected from 3rd parties.

Definition: Gas Tax and 3rd party contributions, subsidies and recoveries.
Pros and Cons of External Sources **Pro** • No financial impact to the existing tax base. • Allows for coordination with funding partners. **Con** • Funding may be restricted to specific projects. • Difficult to forecast and dependant on 3rd parties.
Example of impact of tax base • $1,000,000 externally financed requires $0 tax dollars.
Conclusion: The use of external funding will be project specific based on ownership of assets being constructed and compliance with the funding agreement. Gas tax should be prioritized for state of good repair projects until appropriate levels of funding are established.

Based on the analysis above the following is a summary of the link between revenue and project expenditure type. Chart 3 illustrates Capital Financing Strategy based on the types of projects.

Chart 3: Capital Financing Strategy



As identified in the Financial Considerations section, upon applying the strategies to the 2019 10-year forecast, an annual separate levy increase of 2.16% is required over a 10 year period to eliminate the gap. Recognizing this will delay availability of funding to the appropriate level required; in the interim debt may be considered to bridge the gap but only with consideration of all Policy principles.

Other municipalities have faced similar fiscal challenges as the Region and have adopted similar funding strategies. Niagara Region currently has the lowest contribution to the capital reserves in dollars and as a percentage of tax supported assets relative to our comparator upper-tier municipalities below. Other municipal implementation strategies ranging from 0.5% - 2.0% annually are provided in Table 2.

Table 2: Comparable Municipal Peers (Levy Capital Program)

Upper Tier	Niagara	Halton	Peel	Waterloo	York	Durham (Roads /Bridge)
% Levy Increase for AMP	0%[4]	0.5%	1.0%	0.85%	1.0% - 2.0%	Assessment growth funded.
2019 Annual Capital Contribution (A)	$17.0M	$49.8M	$59.5M	>$26.0M[2]	$163.0M	>$31.5M[1]
Total Tax Supported Assets (B)	$2.7B	>$1.6B[3]	$5.0B	$3.1B	$6.0B	$4.0B
Annual Capital Contribution as a % of Total Tax Supported Assets (A/B)	0.59%	3.12%	1.19%	0.84%	2.72%	0.79%
Strategy	Capital Financing Policy	Based on Asset Management Plan. Varying increases.	Forecasted 6 annual increases to close gap, 11 approved historically.	1% of previous year's tax levy for 2 years historically; or based on Asset Management Plan.	11 % of separate levy increases. Forecasted 3 annual increases for specific projects.	Based on Asset Management Plan.

[1]Roads and bridge rehabilitation only, does not include all assets
[2]Referenced in 2018 Reserve Strategy
[3]$1.6B book value; $2.3B implied proration based on 2013 AMP (A/B = 2.16%)
[4]A one-time increase of 1% on the tax levy was approved in 2017

Based on above, principles have been established in the policy under the following headings.

1. **Ensure long-term financial sustainability and flexibility**

The appropriate level of funding will be recommended in the operating budget and the allocation of that funding to specific projects will be recommended based on the above.

2. **Maintain a strong credit rating**

Niagara Region's credit rating has a direct impact on the Region's cost of borrowing for capital projects. Therefore with a significant portion of our capital program being funded with debt it should be a priority to minimize the cost of borrowing by way of maintaining a strong credit rating. Niagara Region is currently rated "AA stable" as determined by the Region's credit rating agency, Standard and Poor's (S&P). Niagara has maintained this rating since 2001 which provides a positive message to stakeholders and investors.

3. **Adherence to Statutory Requirements**

Adherence to legislated requirements is mandatory and necessary to leverage funding from other levels of government, in particular the following need to be considered:

- Municipal Act, 2001 - The Act provides several legislative safeguards to ensure that fundamental activities and responsibilities are adhered to in the management of the budget and debt financing.
- O.Reg 588/17 Asset Management Planning for Municipal Infrastructure - A life cycle management and financial strategy will need to be approved by July 1, 2024. Without adequate funding the AMP levels of service will need to be modified to align to the funding available.

Alternatives Reviewed

The status quo entails proceeding without a capital financing strategy, however this is **NOT RECOMMENDED** as it has been identified as a Council strategic priority. Risks and consequences of maintaining the status quo are as follows:

- Continued deferral of projects.
- Asset degradation erodes service levels and user satisfaction.
- Increased maintenance costs due to asset failure may be required.
- Without a separate levy increase, the Region will continue to rely on debt

Relationship to Council Strategic Priorities

The recommendations in this report will support sustainable and engaging government.

Other Pertinent Reports

CAO 9-2019 – Shape Niagara Corporate Implementation Plan
CSD 40-2019 – 2020 Budget Planning
CSD 65-2019 - Budget Planning By-Law
By-law 2017-63 - Budget Control By-Law
C-F-003 - Capital Asset Management Policy

PW 4-2019 - Financial Plan for O.Reg. 453/07

Prepared by:
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Budget Planning and Strategy

Recommended by:
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Commissioner / Treasurer
Corporate Services

Submitted by:
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Acting Chief Administrative Officer

This report was prepared in consultation with Ricci Cheung, Senior Budget Analyst and Talib Valli, Senior Treasury Analyst and reviewed by Helen Chamberlain, Director Financial Planning and Management.

Appendices

Appendix 1 Capital Financing Policy

Appendix 2 Capital Asset Management Policy (C-F-003)

Policy Category	*Name of Policy*
Financial	*Capital Financing Policy*

Policy Owner	Corporate Services, Financial Management and Planning
Approval Body	Council
Approval Date	
Effective Date	
Review by Date	

1. **Policy**

This policy establishes principles and practices for preparing Niagara Region's Capital Budget, operating impacts and multi-year capital forecast and the prudent use of funding. The Region recognizes the importance of creating a capital financing strategy. This strategy will utilize the following principles:

1.1. Ensure long-term financial sustainability and flexibility

a. On an annual basis, the multiyear capital plan shall be analyzed for funding requirements.
   i. Projects that are aligned to asset management should utilize reserves and any deficiencies shall be communicated and considered in the operating budget before utilizing debt.
   ii. Projects that are supporting growth should be funded with development charges.
   iii. Projects that are new strategic investments should be funded with debt.
   iv. The cost of servicing the debt and operating impacts of capital will be requested in the operating budget in the year the capital program is approved.
   v. Favourable timing variances on debt charges or operating impacts resulting from timing of project completion will be utilized to substitute previously approved debt or fund pay as you go for projects aligned to the asset management plan or otherwise as approved in the budget.

b. To the extent practicable, the hierarchy and principle of allocating funding will be in the following order.
   i. External sources that are known to the project should be utilized first
   ii. Federal Gas Tax will be allocated to reduce the use of reserves or debt funding.
   iii. Development Charges Reserve will be allocated in accordance to the methodology included in the Development Charge background study.
   iv. Reserves (pay as you go) will be allocated as defined under C-F-013 Reserve and Reserve Funds Policy and as updated from time to time to support renewal investment and state of good repair projects as identified in the asset management plan.
   v. Debt will be utilized for growth and strategic investment projects.

1.2. Maintain a Strong Credit Rating

a. The Region will undertake due diligence and consider the impacts of debt financing on the Regions credit rating.

1.3. Adhere to statutory requirements

a. On an annual basis, the capital budget will be developed including a multi-year capital plan and include a financing strategy adhering to legislative requirements including but not limited to asset management regulations and compliance to the provincially mandated 25% annual repayment limit.

2. Purpose

Niagara Region prepares a Capital Budget annually as required by the Municipal Act. In addition, multi-year capital forecasts are prepared to plan funding for upcoming capital requirements. This policy will establish the principles Niagara Region will undertake to ensure financial sustainability, flexibility, transparency and legislative compliance of its capital funding program.

3. Scope

a. This policy applies to the following:
   i. Capital budget financing for projects.
   ii. Operating budget impacts required to support the approved Capital projects including but not limited to debt servicing costs, operations and maintenance.
   iii. The administration and management of the issuance of debt for approved capital projects.

b. The Budget Control By-Law defines the Region's authority over Agencies, Board and commissions and this policy shall comply congruently.

3.1. Roles and Responsibilities

a. The responsibility of Regional Council
   i. To approve the annual budget.
   ii. To pass debenture by-law prior to the issuance of debentures.

b. The responsibilities of the Corporate Leadership Team
   i. To recommend and support the budget submissions to Council.

c. The responsibilities of Financial Management and Planning Team
   i. To transparently consolidate and present budget considerations to Council in accordance with the policy.
   ii. To direct staff on strategy to meet Council's expectations of the annual budget.
   iii. To recalculate the Annual Repayment Limit (O. Reg. 403/02, s. 4(1)) each year.
   iv. To manage the administration of the debenture issuances.
   v. To lead the annual credit rating review process.

d. The responsibilities of project managers

i. To provide sufficient information to determine the type of project for the financing strategy.
ii. To provide required capital project information including specific external funding sources.

4. References and Related Documents.

4.1. Legislation, By-Laws and/or Directives

a. Municipal Act, 2001, S.O. 2001, C .25
b. Tile Drainage Act, R.S.O. 1990, c.T.8
c. Local Improvement Act, R.S.O. 1990, C. L.26
d. Asset Management Planning for Municipal Infrastructure O.Reg. 588/17
e. Budget Control By-law No. 2017-63
f. Budget Planning Bylaw (Proposed)

5. Related Policies

a. Operating Surplus/Deficit Policy (C-F-022)
b. Reserve and Reserve Fund Policy (C-F-013)

6. Document Control

The electronic version of this document is recognized as the only valid version.

Approval History

Approver(s)	Approved Date	Effective Date

Revision History

Revision No.	Date	Summary of Change(s)	Changed by

SECTION	NAME OF POLICY
GENERAL ADMINISTRATION	CAPITAL ASSET MANAGEMENT

DEVELOPED BY: CORPORATE SERVICES DEPARTMENT – FINANCIAL MANAGEMENT & PLANNING

APPROVED BY: REGIONAL COUNCIL

DATE: October 1, 2009

REVISION DATE: October 1, 2011

PURPOSE:

This policy outlines standards and guidelines for the processes of Capital Asset Management. Capital Asset Management can be defined as the activities related to program planning, financing and administration of resources for the acquisition, development or construction of tangible capital assets of the Region. It also includes the integration of current and capital budgets by identifying future financial resources to be allocated from current funds to operate and maintain these tangible capital assets. This policy will also outline standards and guidelines for identifying, measuring and recognizing expenditures as tangible capital assets in order to facilitate appropriate financial presentation and disclosure.

The following comprises the topics discussed in this policy:

1.0 General Information.
- 1.1. Definitions.
- 1.2. Guiding Principles.

2.0 General Responsibility.
- 2.1. Corporate Management Team.
- 2.2. Project Management.
- 2.3. Corporate Services Department.
- 2.4. Budget Review Committee.

3.0 Capital Financing.
- 3.1. Objectives.
- 3.2. Debenture Debt.
- 3.3. Capital Leases.
- 3.4. Reserves and Reserve Funds.

This policy replaces the following prior policies:

i. Capital Budget Control (CSD.B01)
ii. Capital Financing and Debt Management Policy and Guidelines (C3.C11)
iii. Project Approval Reports (DF93-31)

1.0 GENERAL INFORMATION

1.1 DEFINITIONS (See Appendix 1)

1.2 GUIDING PRINCIPLES

The following guiding principles have been applied in developing this Capital Asset Management policy:

- Provide standards and guidelines for identifying, measuring and recognizing expenditures as tangible capital assets to facilitate appropriate financial presentation and disclosure and management decision-making process, such as capital budgeting, capital forecasting and financing when preparing budgets.
- Identify committed and uncommitted Reserve and Reserve Fund balances to facilitate analysis of financial resources available.
- Provide guidelines for the achievement of Council objectives of providing long-term infrastructure works in alignment with the Capital Affordability Strategy.

2.0 GENERAL RESPONSIBILITY

Efficient and effective Capital Asset Management necessitates coordination and communication of the various participants in the process.

2.1 CORPORATE MANAGEMENT TEAM (C.M.T.)

C.M.T. is responsible for establishing strategic direction for the Region's infrastructure. Based on a Capital Affordability Strategy and various other sources of input, C.M.T. prioritizes initiatives as a basis for allocating resources and approving capital program budgets.

2.2 PROJECT MANAGEMENT

A capital budget for a departmental program is developed by the project managers in conjunction with the department senior management team and the respective standing committee. Project managers are responsible for determining the external sources of financing for all capital projects. When departmental capital program budgets have been approved, projects are initiated and project managers administer the departmental program and maintain the related tangible capital assets. Project managers are accountable for monitoring the projects within a capital program and taking corrective action when necessary. Project Budgets, especially large and/or complex projects, may contain an allocation for contingencies. Project Managers are required to identify and report on the use of these contingencies in alignment with the close-out report.

Project Managers are responsible for maintaining accurate and complete information about the tangible capital assets that result from the projects, and reporting such information to the Tangible Capital Assets Analyst in a timely manner. Each department will be accountable for supporting changes, as part of the annual audit work, which have been made during the year to their tangible capital asset inventory.

2.3 CORPORATE SERVICES DEPARTMENT

The Corporate Services department develops the Capital Affordability Strategy, the Capital Financing Strategy and Capital Budget guidelines in conjunction with Council objectives. A consolidated capital budget and forecast including both expenditures and sources of financing is prepared and presented by the Corporate Services Department. The Corporate Services Department ensures that the application of financing to projects is in accordance with the Capital Asset Management Policy. The Corporate Services Committee (C.S.C.) recommends financing for all projects to Council for approval. For all debenture debt financing, the Corporate Services Department is responsible for determining the amounts, terms to maturity, interest rates, timing of issuance and for determination of the debt charges forecast to be included in the operating budget.

2.4 BUDGET REVIEW COMMITTEE (B.R.C.)

The Budget Review Committee reviews the Consolidated Capital Budget and Forecast and recommends approval by Council.

3.0 CAPITAL FINANCING

3.1 OBJECTIVES

The Region’s Capital Financing Strategy is to minimize reliance on long term obligations for capital funding and to provide departments with information for assessing their stewardship of physical resources by providing a framework for:

- Maintaining an acceptable balance between the level of annual debt charges with Council's objective of minimizing the Tax Levy impact of capital financing.
- Linking level of burden borne with the benefit obtained from access to infrastructure assets by current and future residents of the Region.
- Maintaining manageable levels of long term debt and facilitating the movement towards Council-endorsed capital financing as determined by the " Capital Affordability Strategy".
- Maximizing the use of internal sources of funding from current budget funding (capital levy) and capital reserves.
- Optimizing cash flow management.
- Utilizing reserve funds, in alignment with the Capital Affordability Strategy, for infrastructure initiatives as well as for the replacement of tangible capital assets.
- Ensuring adequate resources are available for the replacement of tangible capital assets as well as to allow for new infrastructure and growth related initiatives.
- Ensuring consistent handling of debt charges for all programs of the Region.

3.2 DEBENTURE DEBT

Under the authority of section 401 of the Municipal Act the Region is authorized to incur a debt for a municipal purpose by way of a debenture. Borrowings for capital projects are limited to the amount of debenture approvals for individual projects. The interest rate and term to maturity for debenture financing is dependent on market sensitivities and the relative position of the Region in comparison to other similar municipalities for key indicators such as:

- The Provincial ratio of long term obligation repayments to own source revenues.
- Bond Rating Agency Evaluations that establish a credit rating based on criteria including the balance and rate of accumulation of long term debt.
- Burden on taxpayers as indicated by debt per capita statistics.
- Estimated assessment growth.

Strategic financial management is also applied to incorporate considerations such as:

- A preference for shorter terms to maturity during periods of high interest rates.
- A faster repayment period leading to reduced levels of debt.
- A repayment term which does not exceed the useful life of the tangible capital asset being financed.

- The burden on the tax levy for the repayment of principal and interest.

The following guidelines have been established for the issuance of debenture debt to finance capital expenditures of the Region:

i. The Region is authorized to borrow by way of debentures for expenditures that are consistent with the definition of tangible capital assets.

ii. Debenture financing should be reserved for tangible capital assets with a cost exceeding $250,000.

iii. When debenture financing is being utilized a Treasurer's Certificate which identifies the debenture term will accompany the Capital Project Initiation Report. Council approval is required to exceed these terms.

iv. Repayment terms recommended for capital expenditures are aligned as closely as possible with the set useful life of the tangible capital asset created or purchased.

v. Debenture financing is obtained only for initiated projects for which a contract commitment has been made and a significant portion of expenditures have either been incurred or will be shortly after the debenture issue.

vi. A separate by-law will be created for all projects initiated with debenture financing.

3.3 CAPITAL LEASES

Leasing of tangible capital assets is permitted as a long-term method of financing when the lease agreement provides more favourable terms than would purchasing and financing with debenture. The initiation report should document the lease versus buy analysis and clearly support the leasing alternative and ensure the term of the lease is in compliance with the maximum repayment terms recommended for debentures in subsection 3.2 iv of this policy. Staff must also comply with the Financing Lease Policies and Goals, policy number C3.F04 which ensures that due diligence is undertaken and that Regional Council is provided full disclosure on the impact of the lease prior to entering into the agreement. There are specific accounting guidelines on whether or not the lease actually results in a tangible capital asset, see section 7.1.6.

3.4 RESERVES AND RESERVE FUNDS

There are a number of reserves and reserve funds from which departmental capital programs receive funding revenues.

For each of these internal sources of financing, the following guidelines apply:

i. An analysis should be prepared when necessary on the impact on the balances of the reserve and reserve funds when they are utilized as sources of financing. This analysis should form part of the preparation of the consolidated Capital Budget and Forecast.

ii. For Water, Wastewater and Solid Waste Management Capital Reserve Funds, the financing strategy adopted as recommended in the annual rate setting exercise should be applied and projections of fund balances updated to reflect project budgets and approvals.

iii. When a project is budgeted with the source of funding identified as a loan from a capital reserve the repayment of the loan must be budgeted within the Capital Budget forecast period.

iv. The transfer of funds from a reserve or reserve fund to a project designated to be funded from this source will occur when the project initiation report is approved by Council.

v. The Capital Levy Reserve should be used to finance capital projects with costs of $250,000 and less, or those projects that due to their nature or shorter useful life would make reserve financing the preferred method as determined by the Corporate Services in consultation with the appropriate departmental management.

vi. The Capital Levy Reserve shall have a minimum opening balance of $1 million at the beginning of the year for each year within the forecast period.

3.5 CURRENT BUDGET CONTRIBUTIONS

Contributions to Capital programs from the current operating budget consists of the annual allocation of the capital levy as well as transfers to capital reserve funds. The annual allocation from the current budget to capital financing also includes debt charges. Debt charges are calculated based on the repayment schedule for outstanding debentures as well as a forecast for new issues.

To ensure that financing for capital programs does not negatively impact on Council's long term tax rate strategy, the following guidelines have been developed with respect to the annual Capital Levy and annual Debt Charges:

i. Capital Levy Contribution:

The annual contribution will be determined through the overall Capital Affordability Strategy. This strategy links current budget contributions to the level of capital expenditures to be funded from internal sources. Council has the opportunity to alter the impact on the Current Budget by reprioritizing projects within the participating capital programs.

ii. Debt Charges

The Current Budget includes an annual allocation for debt charges. The Capital Affordability Strategy will provide guidance with respect to the amount of debt charges that will be budgeted each year.

3.6 EXTERNAL SOURCES OF FINANCING

External sources of financing will include all contributions from third parties which include, but are not limited to, contributions from area municipalities, developers, government subsidies, donations and fundraising. All external sources of financing must be identified when preparing a capital budget for a project.

3.7 DEBT CHARGES

The Province, through the authority of Regulation 799/94, has established a prescribed annual repayment limit, stipulating that payments relating to all long-term debt and other financial obligations, commitments, liabilities and contractual obligations of a municipality for which payment may or will be required beyond the term for which the council was elected, should not be greater than 25% of own source revenues (annual tax levy and rate generated revenue). To ensure that the accumulation of debt to fund departmental capital programs does not impede the financial flexibility of the Region to develop taxation policy, the Capital Affordability Strategy has been established to manage the impact of debt servicing on current budget requirements. Generally, debt charges impact the operating budget the year following the debt issuance.

4.0 CAPITAL PROGRAM PLANNING

4.1 CAPITAL BUDGET PREPARATION AND APPROVAL

The annual Capital Budget and the Future Forecast are prepared as a multi-year plan for the delivery of the Region's strategy for infrastructure. The following process shall be followed to prepare each departmental Capital Budget and corresponding Forecast:

i. Project Budget
The capital budget for a project should reflect all expenditures that must be incurred in order to construct a tangible capital asset. The project should be budgeted on a gross basis and all offsetting internal and external sources of financing identified. Subsequent expenditures forecasted for the project should only comprise expenditures that can be reprioritized without affecting the outcome of the original project. At the time a project is included in a Capital Program budget, the total cost is an estimate that is refined after the project is initiated and the tendering process is complete.

ii. Cash Flow Budget
The cash flow budget and forecast for a project should reflect all expenditures that will be incurred in each of the budget years during which the project is active. The cash flow budget and forecast is an integral part of the Capital Affordability Strategy since it helps in determining the annual cash requirements for the capital program.

iii. When all Capital Programs have been input, they will be consolidated by the Corporate Services Department and a financial impact analysis on sources of financing, including reserves & reserve funds and debenture debt levels, will be prepared.

iv. The capital financing is an integral component of the Capital Budget therefore all programs should be presented in consolidation to capture corporate impact. In accordance with the Council-approved schedule, the consolidated Capital Budget and Forecast, along with financial analysis, will be presented to C.M.T., followed by B.R.C. and finally to Council for approval.

4.2 CAPITAL PROJECT INITIATION

The approval of the Consolidated Capital Budget by Council constitutes approval of the capital expenditures of the comprising departmental programs. An Initiation report is required to request approval to make an allocation of the Capital budget for a departmental program to a particular project as well as for the required financing. Once the consolidated Capital Budget is approved a project initiation report is required.

The project initiation report should be a joint report to Council between the respective standing committee that recommends the approval to allocate budgeted expenditures and departmental resources to proceed and the Corporate Services Committee that recommends financing for the project. A Treasurer's Certificate must be attached to the Initiation Report for any project that will be funded by debenture financing.

If a capital project is not initiated prior to the end of the year in which it was budgeted it will be closed and re-budgeted as required, unless the department can show that the delay was a result of circumstances beyond their control and that the project should remain open.

4.3 AMENDMENTS TO CAPITAL BUDGETS

Amendments fall into 3 categories as follows:

i. Transfer from Capital Variance Reserves
Funds are required as a result of unforeseen capital costs, a report must go to council for approval of amounts > $250,000 prior to use of funds.

ii. Amendments to Gross Capital Budget
Result from the broadening in scope of a project that is to be financed entirely with external sources of financing. Requires a memorandum to council for information purposes.

iii. Amendments to the Net Capital Budget
Results from exceptional circumstances only. Expenditures need to fit into the Capital Affordability Strategy as such should be considered in the following years capital program. A Joint Report of the respective standing committee and the Corporate Services Committee is required to approve the amendment. In accordance with the Region's Public Notice Policy number C3.P09 public notice must be published prior to the amendment of a previously adopted budget.

5.0 CAPITAL PROGRAM FINANCIAL ADMINISTRATION

5.1 CAPITAL PROJECT MONITORING

Project management is responsible for reviewing available capital project expenditure reports and identifying any projects for which a funding deficit has or may occur. This will be facilitated through the use of project variance reporting which will be carried out by Corporate Services. Once additional requirements have been identified, the Project Manager is required to initiate the process of obtaining additional budget allocations and funding approval.

The Corporate Services Department will prepare variance to budget reports for review by the respective standing committee, Corporate Services Committee and Regional Council on a semi-annual basis as well as in conjunction with the preparation of the closeout reports.

If a negative project variance is identified on the semi-annual variance report for two consecutive reports Corporate Services will change the status of the project in Smartstream to “on hold” to prevent further costs from being charged to the project until the funding source is identified. Project manager’s are required to request funding from the Capital Variance Reserves through their Commissioner and the Commissioner of Corporate Services for amounts up to $250,000.

If there are not adequate funds available in the Capital Variance Reserves, an amendment to the budget can be considered.

5.2 EXTERNAL REVENUE BILLING

Budgeted external financing will be monitored by the project manager. External revenues will be invoiced except in the case of funding from other government sources which shall be collected as per their individual financing agreements. The departmental manager will advise each project manager of the required timing of invoicing when the tender is awarded.

5.3 CLOSE-OUT REPORTS

A semi-annual review of capital projects will be performed by the Corporate Services Department in conjunction with the respective project management to ensure that projects are closed as soon as possible after completion.

A report will be prepared and presented to the standing committees for those departments affected by the report and to the Corporate and Financial Services committee. The report will summarize the financial effect of the close-out activity and provide explanations for variances to budget on those projects included. Significant variances will have been addressed through section 4.3, amendments to the capital budget. Project deficits will be financed with surpluses to the extent possible and an overall net transfer from the Capital Variance Reserves will be made.

i. Inactive Projects

When a project is determined to be inactive per the definition in this policy, it will be recommended for closure in the next close-out report. If the project manager determines that it should not be closed, Corporate Services must be provided with a written rationale for maintaining the project.

ii. Recurring Capital Projects

Recurring Capital Projects will be recommended for closure 12 months after the year end for which they were approved. This will allow sufficient time for payments to be processed on project commitments remaining at year end. If the project manager determines that it should not be closed, Corporate Services must be provide with a written rationale for maintaining the project.

5.4 CAPITAL VARIANCE RESERVES

The Capital Variance Reserves will be a mechanism used to fund unforeseen capital expenditures that are not deemed to be an emergency and to eliminate the need for transfers between projects. Funding for these projects will be through the closure of projects with net surplus balances. Corporate Services will review these reserves annually to ensure appropriate levels of funding are maintained.

Capital Variance Reserves will be set up for the following areas beginning with the next closeout report:

- Wastewater
- Water
- Waste Management
- Levy Supported Projects

If there are not adequate funds available in the Capital Variance Reserves, an amendment to the budget can be considered.

5.5 EMERGENCY CAPITAL EXPENDITURES

Each year an Emergency Capital Project will be budgeted with Capital Levy Reserve financing to provide funds that may be required in that year by the levy supported programs to finance necessary emergency capital expenditures. Any portion of the project budget not required in the year will be closed out in the first close out report immediately following the year end. Rate supported programs must ensure that a sufficient budget exists for emergency expenditures in their respective capital programs.

In the event of an emergency capital expenditure the project manager must ensure compliance with the Regional Purchasing Policy which requires that council be informed of certain Emergency Purchases (please refer to Purchasing Policy). Financing of the expenditure must also be arranged. If the emergency expenditure relates to an existing project with an available budget the department should reprioritize that project budget to provide funding. In the absence of that, for levy supported programs the project manager may consider an initiation report (see section 4.2) requesting an allocation from the Emergency Capital Project to fund the emergency expenditure.

6.0 CURRENT BUDGET IMPACTS

6.1 IMPACT ON OPERATIONS

When preparing the capital budget for a project, the requesting department should provide an analysis of significant impacts of the project on the operating budget of departments affected. These impacts will be reflected in the multi-year financial operating plan.

7.0 TANGIBLE CAPITAL ASSETS

7.1 IDENTIFICATION

Capital Assets include both tangible (physical) assets and intangibles (those which lack physical substance such as a patent). They are acquired by construction, purchase, transfer or capital lease commitment (exceeding 1 year). Tangible capital assets will be capitalized and amortized over their useful life. Intangible capital assets are not capitalized.

Tangible capital assets are non-financial assets having physical substance that meet the following criteria:

i. Are held for use in the production or supply of good and services, for rental to others, for administrative purposes or for the development, construction, maintenance or repair of other tangible capital assets;
ii. Have a useful economic life extending beyond a single reporting period;
iii. Are to be used on a continuing basis; and
iv. Are not intended for sale in the ordinary course of operations *(PS 3150)*
v. Cost in excess of the set thresholds.

7.1.1 Betterments

Betterments are deemed tangible capital assets. A betterment is a cost incurred to enhance the service potential of a tangible capital asset. Service potential may be enhanced when:

- There is an increase in previously assessed physical output
- There is an increase in previously assessed service capacity
- Associated operating costs are lowered
- There is a characteristic that is provided to an asset that did not previously exist (an upgrade or rearrangement)
- When the useful life of the tangible capital asset is extended; or,
- The quality of output is improved

An expenditure has to meet one of the above criteria and exceed the set asset threshold to be considered a betterment. Otherwise the expenditure is accounted for as a current year expense of maintaining the asset.

7.1.2 Capital Leases

A leased tangible capital asset is a non-financial asset that has physical substance and a useful life extending beyond an accounting period, and is held under lease by a government for use, on a continuing basis, in the production or supply of goods and services. Under the terms and conditions of the lease, substantially all of the benefits and risks incident to ownership are, in substance, transferred to the government without necessarily transferring legal ownership.

Substantially all the benefits and risks of ownership have been transferred if one or more of the following conditions are present at the inception of the lease:

- There is reasonable assurance that the government will obtain ownership of the leased property by the end of the lease term. Either the terms of the lease would result in ownership being transferred to the government by the end of the lease or the lease provides for a bargain purchase option.

- The lease term is of such a duration that the government will receive substantially all (usually 75% or more) of the economic benefits expected to be derived from the use of the leased property over its life span.
- The lessor would be assured of recovering the investment in the leased property and of earning a return on the investment as a result of the lease agreement. This condition would exist if the present value, at the beginning of the lease term, of the minimum lease payments, is equal to substantially all (usually 90% or more) of the fair value of the leased property, at the inception of the lease. *(PS3150)*

7.1.3 Studies

Feasibility studies or strategy analysis may be undertaken prior to the acquisition or development of a capital asset. Due to the uncertainty of the future benefit of these expenditures they should not be included as a capital asset unless future benefits (assets) are reasonably assured. These items are more appropriately considered operational type expenditures and should be recorded in the operating accounts in the year in which they occurred.

7.1.4 Works of Art and Historical Treasures

Works of art and historical treasures are not recorded as tangible capital assets because a reasonable estimate of the future benefits associated with such property cannot be made.

7.2 MEASUREMENT

Tangible capital assets should be recorded at cost and include all costs incurred up to the time the asset is put in service. Adjustments can be made for material changes to the cost after the asset has initially been recorded.

Items that are included in the cost of an asset must be directly attributable to bringing the asset into working condition for its intended purpose which may include:

i. Purchase price and other acquisition costs such as option costs, commissions, installation costs
ii. Architectural, design and engineering fees
iii. Legal fees, survey costs, site preparation costs, freight charges, transportation, insurance

costs, duties, testing and preparation charges

iv. Construction or development costs (such as materials and labour) incurred directly for the project

v. Overhead costs directly attributable to the construction or development activity.

To determine whether an expenditure should be treated as an adjustment to an existing asset or treated as a separate component the following factors should be considered:

- An estimate of the useful life and consumption pattern of the particular component can be determined and this amount is materially different than the existing asset.
- The component is separately marketable on its own rather than being an integral part of a larger asset.
- The value of the component is substantial in relation to the total value of the asset.

7.2.1 Acquisition of a Bundle of Tangible Capital Assets as Part of a Single Purchase

When multiple assets are acquired for a single price the cost must be apportioned to the individual assets. For example, land and building may be purchased as one transaction but the cost would be apportioned to the land and to the building based on its relative fair value.

7.2.2 Tangible Capital Assets Acquired at Nominal Value

A tangible capital asset may be gifted or contributed by an external party. For example, land may be contributed by another level of government at zero or nominal consideration to facilitate the construction of a road.

Where a tangible capital asset is acquired at no cost, or for a nominal cost, the amount recognized should be equal to its fair value as at the acquisition date, with the offsetting credit to a "contributed asset revenue account". For the purposes of contributions from one level of government to another, the acquisition date is the date in which the agreement was authorized, assuming possession transfers on that date.

Fair value may be estimated using market or appraised values. When an estimate of the fair value cannot be reasonably estimated the tangible capital asset would be recognized at its nominal value.

7.2.3 Capital Leases

The value of the leased tangible capital asset is equal to the present value of the minimum lease payments, excluding the portion thereof relating to executory costs. The amount relating to executory costs included in the minimum lease payments would be estimated if not known. The discount rate to be used in determining the present value of minimum lease payments would be the lower of the Region's rate for incremental borrowing and the interest rate implicit in the lease.

7.3 RECOGNITION

Criteria for the timing of the recording of an expenditure for a capital asset include:

i. Possession of ownership of item if purchased.
ii. Substantially complete and ready for use.
iii. Productive capacity or occupancy level reaching a specified level.
iv. Passage of time, such as a predetermined period of no further activity or costs being incurred.

7.4 ADJUSTMENTS

7.4.1 Write-downs

Departments will be asked to review their assets for impairment on an annual basis and determine if a write-down is necessary. Impairment may occur as a result of:

- There is a change in the extent or manner that the asset is used
- The asset is physically damaged
- When the asset is removed from service or abandoned.

7.4.2 Useful Life

Departments will be asked to review their assets on an annual basis and determine if changes to the useful life are necessary.

Significant events that may indicate a need to revise the estimate of the remaining useful life of a tangible capital asset include:

- A change in the extent to which the tangible capital asset is used;
- A change in the manner in which the tangible capital asset is used;
- Removal of the tangible capital asset from service for an extended period of time;
- Physical damage;
- Significant technological developments;
- A change in the demand for services provided through use of the tangible capital asset;

- A change in the law or environment affecting the period of time over which the tangible capital asset can be used.

7.4.3 Assets Held For Sale

If an asset goes from in use to being considered for sale it must be classified as financial asset rather than a tangible capital asset (non-financial asset). All of the following criteria must be met for this classification however the department arranging for the sale of the asset should notify the Tangible Capital Assets Analyst when at a minimum the first of the following criteria is met:

- Council has committed to selling the asset
- The asset is in a condition to be sold
- The asset is publicly seen to be for sale
- There is an active market for the asset
- There is a plan in place for selling the asset and
- It is reasonably anticipated that the sale will be completed within one year of the financial reporting date.

7.5 DISPOSALS

When an asset is disposed of the department involved must notify the Tangible Capital Assets Analyst of the nature of the transaction which will include any proceeds received and selling expenses incurred as well as the date of disposal. An asset can be disposed of in it entirely or as a partial disposition. For example, a parcel of land may be purchased for the expansion of a water facility however a portion of that land may not be required therefore it can be severed and sold. Partial dispositions can be quantified in the form of a percentage of the original cost or as a percentage of the size of the asset.

7.6 AMORTIZATION

The cost of tangible capital assets other than land will be amortized over its useful life. Land normally has an indefinite useful life therefore is not amortized. Amortization is recorded as an expense in the operating statement of the managing cost centre. Amortization represents a charge for the estimated annual consumption of the asset.

A straight line basis of amortization, with 50% in the first year and 50% in the year of disposal, will be used for all tangible capital assets except for Waste Management Landfill which will be amortized based using a units of production method based on the tonnage of waste consumed in the landfill during each year.

For further information please refer to the procedures for Tangible Capital Assets.

1.0 DEFINITIONS

APPENDIX 1

For the purposes of this policy, the following terms are defined:

- Asset Impairment:

The asset can no longer contribute to the Region's ability to provide service at the previously anticipated level, must be permanent in nature.

- Betterments:

The cost incurred to increase the service potential of a capital asset. (PS 3150). The result is to materially improve the property beyond its original condition. Service potential is enhanced when physical output or capacity is increased, operating costs are lowered, useful life is extended or quality of output is improved.

- Capital Budget:

A multi-year plan based on the estimated expenditures and offsetting sources of financing for a Capital Project.

- Capital Financing:

The current budget allocation to the funding of Capital Programs that consists of debt charge payments and Capital Levy contributions.

- Capital Lease:

One which transfers substantially all the benefits and risks of ownership of the property to the lessee. Considered a source of capital financing.

- Capital Levy:

The portion of Capital financing that is applied either directly to specific projects or accumulated in the Capital Levy Reserve to fund future capital projects.

- Capital Program:

A combination of capital projects to be executed within a defined timeframe to meet the requirements of a particular department or function.

- Capital Project:

A project during which expenditures are incurred that result in the creation of a tangible capital asset.

- Capital Reserve / Reserve Fund:

The previous allocation of funds from the current budget set aside for the funding of future capital. Reserve funds are established as a result of legislation, council by-laws or contractual obligations and are credited with interest based on their balance. Reserves are established as result of strategic planning of financial resources and there are no interest earnings calculated.

- Cash Flow Budget:

An annual budget that estimates the amount of actual cash to be spent in the year on expenditures for the capital project.

- <u>Capital Variance Reserves:</u>

An alternative means of managing unforeseen capital costs that are not deemed to be an emergency in order to eliminate the need for transfers between capital projects.

- <u>Current Expense:</u>

Non-permanent equipment or "consumable" items or services. Also includes items or services that are less than the applicable thresholds.

- <u>Debt Charges</u>:

Repayment of principal and interest required to service any long-term debenture debt.

- <u>Directly Attributable:</u>

Direct incremental expenses incurred related to the acquisition, construction, development or betterment of the tangible capital asset.

- <u>External Revenue:</u>

Contributions from third paries which include, but are not limited to, contributions from area municipalities, developers, government subsidies, donations and fundraising.

- <u>Fair Value:</u>

The amount of the consideration that would be agreed upon in an arm's length transaction between knowledgeable willing parties who are under no compulsion to act. (PS 3150)

- <u>Inactive Project:</u>

A project for which there are no transactions for a period of 24 months or more.

- <u>Initiation Report:</u>

A report that obtains approval to proceed with work on a specific project or projects within an approved capital budget by allocating budgeted expenditures and financing from a departmental Capital program to the project(s) being initiated.

- <u>Long Term Debt:</u>

Any financial obligation that extends beyond the current year.

- <u>Maintenance:</u>

The cost incurred in maintaining the originally predetermined service potential of a tangible capital asset for a given useful life. (PS 3150)

- <u>Net Book Value</u>

The assets cost, less both accumulated amortization and the amount of any write-downs. (PS3150)

- <u>Net Capital Program:</u>

Total expenditures for a departmental Capital Program less external revenues.

➢ Net Expenditure Cash Flow:

The estimated timing of expenditure transactions to be funded by Regional sources.

➢ Own Source Revenues:

The total of annual tax levy and rate generated revenues from Water, Wastewater and Solid Waste Management.

➢ Parent Project:

A parent project is a project for which a capital budget is prepared and presented for approval as part of a departmental program. Individual sub-projects or working projects are later initiated to allocate a portion of the approved capital budget of the parent project. The smaller working projects facilitate project management and administration. An example of a parent project is a Roads Rehabilitation project for which specific locations have not yet been finalized at the time the capital program budget is prepared.

➢ Pre-Construction Costs:

Construction costs incurred prior to commencing construction of the tangible capital asset.

➢ Project:

An organized undertaking recognized as a discrete unit of work that takes place within a defined timeframe.

➢ Pooled Assets:

A group of similar tangible capital assets that individually have a cost below the set thresholds but are purchased in a bundle exceeding the thresholds. These assets are recorded as pooled assets. This treatment is appropriate for assets that are placed in service at the same time and are generally removed from service at the same time.

➢ Recurring Capital Project:

A project created each year to provide a department with the budget necessary for capital expenditures that are essential to the service provided by the department during that year but not yet known at the time of budget preparation.

➢ Sources of Financing:

Revenue funding for a capital project to offset the cost of capital expenditures.

➢ Standing Committee:

A Standing Committee of Council is a committee established by Council, composed entirely of members of Council, to carry out duties on an ongoing basis, as specified by Council. For purposes of this policy the Standing Committee will refer to that of the department managing the project.

➢ Tangible Capital Assets:

Tangible capital assets have physical substance and are acquired by construction, purchase, transfer or capital lease commitment. Refer to section 7.1 for more detail.

- <u>Tax Levy Revenues:</u>

Taxes charged on assessed properties for Municipal services.

- <u>Useful Life:</u>

The period over which a capital asset or component thereof is expected to be used by the government. (PS 3150)

- <u>Work in Progress:</u>

New tangible capital assets that are not completed and not ready to be put into service or used.

- <u>Write-downs:</u>

An assets cost is written down if there has been an impairment to the asset or the value of future economic benefits associated with the tangible capital asset is less than its net book value, the cost of the asset is reduced to reflect the decline in the asset's value. A write-down should not be reversed. (PS 3150)