



British Columbia, Canada

March 12, 2021

# TOWN OF VIEW ROYAL 2021-2025 FINANCIAL PLAN





GOVERNMENT FINANCE OFFICERS ASSOCIATION

*Distinguished  
Budget Presentation  
Award*

PRESENTED TO

**Town of View Royal**

**British Columbia**

For the Fiscal Year Beginning

**January 1, 2020**

*Christopher P. Morill*

Executive Director

Government Finance Officers Association of the United States and Canada (GFOA) presented a Distinguished Budget Presentation Award to the Town of View Royal, British Columbia for its Annual Budget for the fiscal year beginning January 1, 2020. In order to receive this award, a governmental unit must publish a budget document that meets program criteria as a policy document, as a financial plan, as an operations guide, and as a communications device.

This award is valid for a period of one year only. We believe our current budget continues to conform to program requirements, and we are submitting it to GFOA to determine its eligibility for another award.

# Table of Contents

**Message from the Chief Administrative Officer ..... 4**

**VIEW ROYAL OVERVIEW ..... 7**

The 2021-2025 Financial Plan at a Glance..... 8

Community Profile.....10

Town Mission, Vision and Values.....13

Strategic Plan.....14

Understanding Property Assessments and Property Taxes.....15

Organization Profile.....18

**FINANCIAL MANAGEMENT .....23**

Financial Planning Approach.....24

Consolidated Financial Plan .....30

Capital Plan.....38

Debt .....42

Reserves and Surplus.....44

**SERVICE PLANS .....49**

General Government.....51

Protective Services .....57

Transportation Services.....65

Environmental Health .....69

Development Services .....73

Parks Services .....77

Recreation and Culture .....81

Fiscal Services.....83

**GLOSSARY AND REFERENCE .....86**

**APPENDICES.....89**

# Message from the Chief Administrative Officer

I begin by extending, on behalf of everyone here at View Royal municipal hall, our deepest condolences to those who have lost loved ones to the pandemic, compassion for those who have been adversely affected by it, and heartfelt gratitude for the courageous health care and other frontline workers who have toiled endlessly to keep us all healthy and safe. To say that this past year has been like no other is to understate the heavy toll it has taken on so many.

With this in mind, I present to Council and the citizens of the Town of View Royal the 2021-2025 Financial Plan which takes into account the complex challenges imposed by the COVID-19 pandemic, and which focuses on economic recovery.

In its simplest terms, the financial plan describes how much money the Town will raise and spend. Through it, Council and staff will continue to advance the tactics and priorities identified in the Strategic Plan.

The 2021-2025 Financial Plan is provided in two parts – a higher-level overview that describes the implications of budget decisions on services, projects, capital investments, reserves, and debt; and a separate appendix of documents that provide complete and comprehensive details of the five-year plan.

The financial plan reflects our anticipated financial outlook recognizing the need to strike a balance between loss of revenue due to the pandemic and spending to maintain essential and important services for our residents and businesses. It is a budget that includes investment to ensure citizens have recreational opportunities in parks and greenspaces, small businesses have work and income, and transportation corridors are enhanced to enable people to get to where they need to go safely, more easily, and in a variety of ways.

The budget consists of two main areas:

- Operating - which pays for the day-to-day activities of the corporation such as policing and fire protection, road maintenance, building inspections, insurance, etc.; and
- Capital - which pays for investments in the acquisition or renewal of infrastructure such as parks, road improvements, sanitary sewer systems, technology, etc.

While we look to reserves, grants, and other sources of revenue to fund operations and capital, taxation remains an essential piece of the overall budget. On average, approximately one-third of the Town of View Royal's operating budget is funded from non-tax sources.

On the capital side, nearly a third (30%) of total proposed capital spending is funded from Casino revenue or Community Works Funds (gas tax grants) held in reserve accounts. In 2020, the BC Safe Restart grant added \$2.6 million to the Casino reserve to replace lost revenue due to the closure of Elements Casino.

We have identified proactive strategies to manage the impact of significant revenue losses from Casino revenue due to the pandemic and the loss of a single significant property at Thetis Cove becoming exempt from property taxes.

During budget working sessions in February 2021, Council directed changes to the draft financial plan that will result in an overall tax increase of 4.5% for existing properties.

Average operating revenue normally totals \$17 million annually, however 2021 estimated operating revenue is reduced to less than \$15 million due to the temporary closure of Elements Casino. While future revenue from this facility is still uncertain, the financial plan estimates a gradual return to normal starting in 2022.

Engagement with View Royal residents to share ideas and discuss implications of the financial plan will enable us to build a solid financial management framework and clear budgeting process to deliver the services View Royal residents expect of us, while we maintain, enhance, and build new infrastructure that helps us to achieve the objective identified in the strategic plan.

Provincial legislation requires municipalities to adopt a five-year financial plan by May 15 of each year. Financial plans must be balanced, and unlike other levels of government, municipal governments are not allowed to run a deficit. Overall, we believe the 2021-2025 Financial Plan presents a responsible approach that strikes the right balance between recovery and sustainability while continuing to advance our strategic priorities to achieve our vision of a vibrant and liveable View Royal that is simply the best place to call home.



Kim Anema, CPA, CGA  
Chief Administrative Officer

## View Royal's Citizen Budget

To **Share Your View** go to [www.viewroyal.ca](http://www.viewroyal.ca). The online Citizen Budget will be open for input until **March 31, 2021**.





# VIEW ROYAL OVERVIEW



# The 2021-2025 Financial Plan at a Glance

## What You Need to Know

### The Financial Plan

- In British Columbia, the *Local Government Act* and *Community Charter* require **all municipalities to complete a five-year financial plan and budget each year**.
- The 2021-2025 Financial Plan **ensures responsible money management and supports the six themes of Council's strategic priorities** (see page 14).
- It supports the **enhancement of livability in View Royal** through investments in roads, parks and trails, police and fire protection, technology, and a **commitment to service excellence**.
- The five-year plan responds to the complex challenges created by the COVID-19 pandemic by focusing on recovery, striking a balance between maintaining essential and important services and projects that support healthy activity in outdoor spaces, active transportation, and local employment while mitigating the impacts of revenue loss due to the pandemic.

### Property Taxes

- The main **sources of revenue (income) are property taxes and user fees** (garbage collection, sanitary sewer).
- **In determining annual property tax rates, Council considers a number of factors:** how much money is needed to fund the services that will meet the community's needs, how much is needed to fund capital projects, and what should be set aside for long-term maintenance, renewal, and expansion of infrastructure.
  - Discussion about tax rates takes place in April after the amount of needed tax revenue has been determined at budget workshops in February and the public has had the opportunity to review and provide feedback on the financial plan.
- **Tax rates are based on assessed property values by assessment classes** set out in provincial legislation. [BC Assessment](#) issues the assessment roll, which is the final listing of all properties within the Town of View Royal and their values. While your property taxes cannot be appealed, you can appeal your property's assessed value.
  - Assessments in View Royal are trending upward in 2021 with a total increase of 2% (\$68 million).
  - The average residential class property assessment increased by 3% in 2021.
  - The impact to taxpayers varies depending on the extent of each property's assessment change in relation to other properties and property classes.
- Currently, the proposed budget results in an **overall tax increase of 4.5%**. For a representative residential property in View Royal with an assessed value of \$754,500 the **increase in property tax is projected to be about \$110-120** in 2021 for View Royal's tax component.
- In 2020, the representative residential property experienced the **fifth lowest total municipal taxes and fees in the Capital Regional District**.

- Of the total \$365,000 increase in 2021 property tax revenue, **\$65,000 will fund new initiatives that provide** increased support for fire protection and technology improvements.
- **Property taxes provide 65% of total operating revenue over the five-year plan.** Taxation increases are required primarily in response to the escalating costs for the goods, contracted services, and labour required for the provision of services.

## Budget Highlights

### Operating Revenue

- Average operating revenue totals \$16.7 million annually. A total of \$5.8 million comes from non-tax sources including user fees, and government grants and transfers.
- Anticipated government grants and transfers total \$8.2 million over the five-year plan, including casino revenue and transfers under the federal gas tax program (Community Works Fund), which together comprise 10% of total operating revenue.
- Future projections for casino revenue have been reduced from over \$10 million to \$3.2 million because of the closure of Elements Casino due to the COVID-19 pandemic.

### Operating Expense

- Funding for services such as fire protection, policing, transportation, and parks averages \$16.2 million annually over the five-year plan.
- Operating expenses include “non-core” requests – new initiatives that represent a change to service levels or are one-time or infrequent items. Non-core requests total \$2.5 million over the five-year plan.

### Capital Plan

- The 2021-2025 capital plan forecasts \$15.8 million in total investment in the acquisition or renewal of infrastructure over the five-year plan (\$2.5 million in 2021). Nearly a third (30%) of total capital spending is funded from Casino revenue or Community Works Funds reserve accounts.

### Reserve Transfers

- Reserves are primarily used to pay for capital projects and smooth out “peaks and valleys” of spending so that property taxes remain consistent and predictable from year to year.
- Before Elements Casino closed due to COVID-19, View Royal expected to receive just over \$2 million each year from casino revenue. The provincial government contributed \$2.6 million to View Royal through its BC Safe Restart program to help with the loss of casino revenue, which Council allocated to the casino reserve. This money supports community groups through grants in aid, West Shore Parks and Recreation, capital projects and other one-time initiatives. The uncertainty about the level of future casino revenue resulted in the deferral of some projects.
- In a “normal” year, \$686,000 is expected to be contributed to reserves from property taxes and user fees. Due to the loss of revenue and additional COVID-19 related expenses, reserve contributions for 2021 have been reduced by nearly half. After the loss of casino revenue and

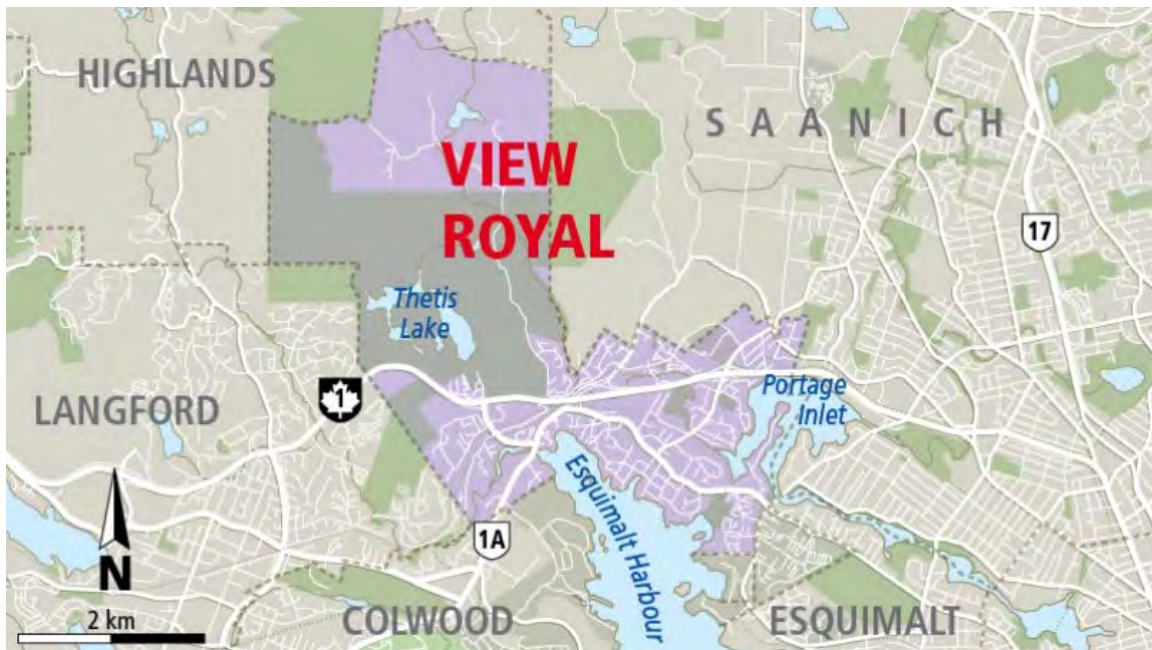
planned spending is factored in, total reserves are expected to decrease by \$1.7 million by the end of 2021. Future growth in total reserves will depend to a greater extent on the recovery of revenue from casino operations.

## Community Profile

The Town of View Royal respectfully acknowledges that we operate within the traditional territory of the Ləkʷəŋən people of the Songhees and Esquimalt First Nations who have been the stewards of this land from time immemorial and whose relationship with the land continues today.

View Royal is in the centre-west part of the Capital Region (Greater Victoria) on Vancouver Island in British Columbia, Canada. The Town is an attractive, vibrant, largely residential community home to over 10,000 people. We share boundaries with several other jurisdictions – Esquimalt, Saanich, Langford, Colwood, Highlands, and the Esquimalt and Songhees First Nations. The municipality was incorporated in December 1988; previously, it had been an Electoral Area of the Capital Regional District (CRD).

View Royal is traversed by three major transportation routes – Highway 1 (Trans-Canada Highway), the Island Highway and the E & N (Esquimalt and Nanaimo) rail line. These routes have had a significant impact on the development pattern of View Royal for several decades.



The form and character of View Royal has been shaped by a rich variety of ecosystems. These include the saltwater environment of Esquimalt Harbour and Portage Inlet, the blending of salt and fresh waters in Craigflower and Millstream Creeks and their estuaries, and the freshwater ecosystems of Thetis, Prior and McKenzie Lakes. Terrestrial environments are equally varied, ranging from the moist Douglas Fir forest habitat to the drier, rockier areas that produce the unique and rich Garry Oak meadows.

## Statistics at a Glance



Incorporated  
**1988**



**14.36** km<sup>2</sup> land area  
**10,400** population  
**725** people/km<sup>2</sup> density



**4,300**  
households

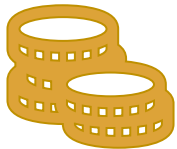
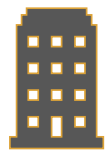


**40%** single-detached houses  
**4%** semi-detached houses



**22%** duplex units  
**17%** townhouses

**15%** apartments <5 stories  
**2%** apartments >5+ stories



**70%** of property taxes come from residential properties  
**28%** from business  
**2%** from other property

**732** hectares parkland  
**72** parks  
**27** km trails



**57** km roads  
**42** km storm sewers  
**47** km sanitary sewers

**73%** drive to work **6%** are passengers

**12%** walk, cycle **9%** use public transit



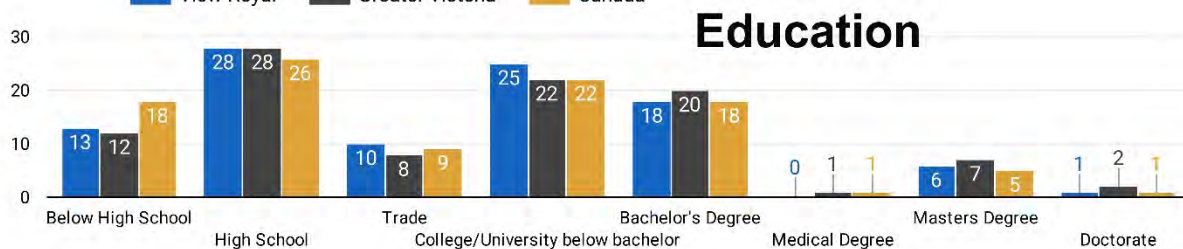
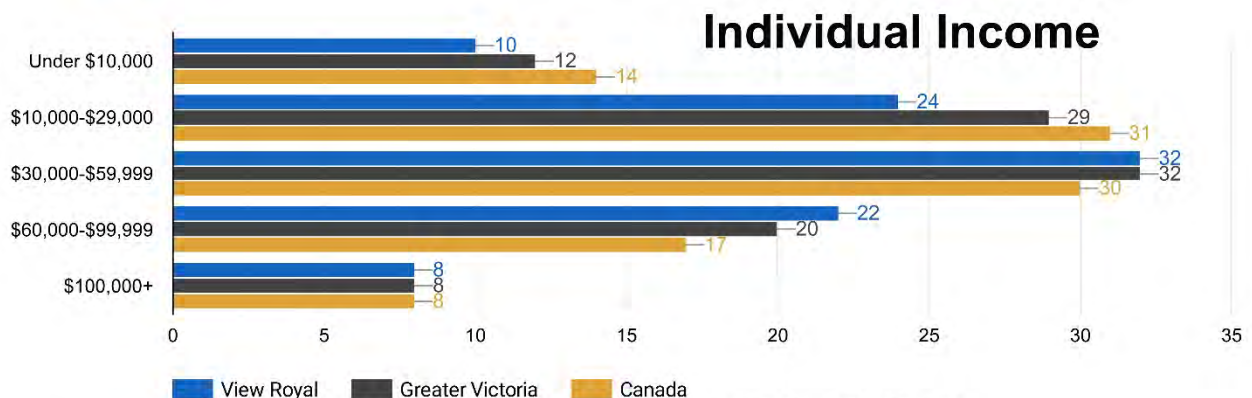
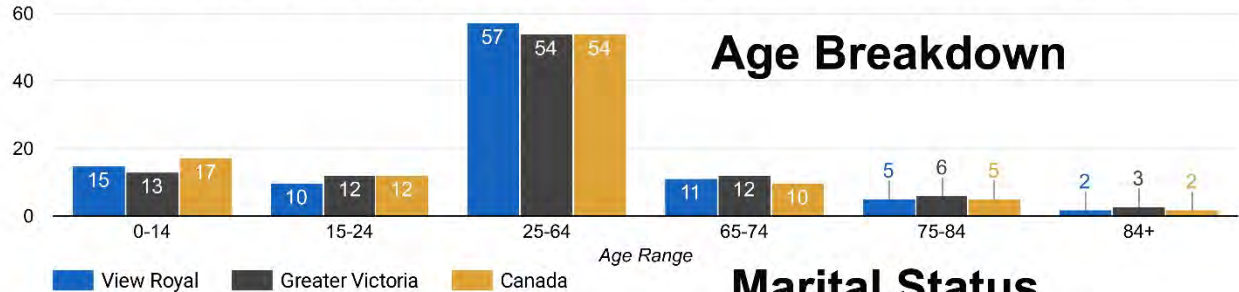
Sources: Statistics Canada, 2016 Census of Population, Town of View Royal

# A Village of 100

Based on the 2016 census, if View Royal was made up of 100 people:

**48 males and 52 females**

compared to 48 males and 52 females in Greater Victoria and 49 males and 51 females in Canada



## Miscellaneous

- 4 are unemployed** (5 Greater Victoria 7 Canada)
- 8 are earning a low income** (13 Greater Victoria 14 Canada)
- 28 are renters** (37 Greater Victoria 32 Canada)
- 26 are living alone** (33 Greater Victoria 28 Canada)
- 4 are single parents** (4 Greater Victoria 5 Canada)
- 4 have aboriginal identity** (5 in both Greater Victoria and Canada)
- 14 are visible minorities** (14 in Greater Victoria 22 in Canada)
- 16 are immigrants** (18 in Greater Victoria 22 in Canada)

## Language

- 92 speak English most often at home** (92 Greater Victoria 64 Canada)
- 9 have knowledge of both official languages** (10 Greater Victoria 18 Canada)
- 5 speak languages other than English and French most often at home** (5 Greater Victoria 12 Canada)



## Town Mission, Vision and Values

### Our Mission

To build a resilient, vibrant community that fosters and balances social, environmental, and economic well-being.

### Our Vision

Liveable View Royal – simply the best place to call home!

### Our Values

The Town of View Royal pursues good community through a corporate culture that is:

Accountable

Innovative

Respectful

Proactive

Ethical

Efficient and effective

Collaborative

# Strategic Plan

## Liveable View Royal – putting vision into action

We're working together to make View Royal better every day by focusing on what's important to the citizens of View Royal, constantly improving how we do business and ensuring we plan for our future to build a strong, healthy, and thriving View Royal.

The [Strategic Plan](#) details what we heard from citizens about what is important to them and what they want the Town to do on their behalf. It is reviewed at least quarterly, with additional time spent as required to keep it current and update progress on specific projects.

The strategic plan outlines six key result areas or goals, which describe the focus areas of our work, and which help us prioritize our efforts and resources, setting out specific goals with measures, targets, and planned timing for the work.

It is based on ongoing public input and specifically includes input from a survey conducted in Spring 2019 following the last municipal election. It is Council's roadmap for decision-making and the work of staff, providing the guiding framework for the five-year financial plan.



# Understanding Property Assessments and Property Taxes

## BC Assessment

Your property assessment significantly influences the amount of property taxes you pay. Each year, [BC Assessment](#) sends property owners a Property Assessment Notice telling them the fair market value of their property as of the uniform valuation date of July 1 in the prior year (Source: BC Assessment, 2019).

BC Assessment is a provincial Crown corporation that classifies and values all real property in British Columbia. It is responsible for assessing over 2 million properties in British Columbia as of July 1 each year.

It's important to know that an increase in your property assessment doesn't necessarily result in a significant increase to your property taxes. The most important factor is not how much your assessed value has changed, but how your assessed value has changed relative to the average change for your property class in your municipality or taxing jurisdiction. You can find your property class on your assessment notice next to your assessed value. You can look up your property assessment anytime online by visiting the BC Assessment website [www.bccassessment.ca](http://www.bccassessment.ca).



## UNDERSTANDING THE IMPACT OF A CHANGE IN YOUR ASSESSMENT ON PROPERTY TAXES

Remember that your property's assessment determines your share of taxes for your property class, assuming the taxing authority and other taxing agencies do not change their budgetary requirements.

### Here is what could happen to your property taxes:

	Your Property's Value Change	Property Tax Impact
1.	 <b>LOWER</b> than <b>Average</b> Change for Property Class	Taxes Likely <b>DECREASE</b>
2.	 <b>SIMILAR</b> to the <b>Average</b> Change for Property Class	Taxes Likely <b>DO NOT CHANGE</b>
3.	 <b>HIGHER</b> than <b>Average</b> Change for Property Class	Taxes Likely <b>INCREASE</b>

#### Example A:



Your property is currently assessed at **\$540,000**, based upon a valuation date of July 1 last year. Your previous assessed value was **\$450,000**. Your property increased **20%** in value, while the average increase for your property class was **30%**.

Since your property value increased **LESS THAN** the average for your property class, you will likely see a **DECREASE** in your property taxes.  
Note: this example assumes that there are no changes in the budgetary requirements of your taxing authority and/or any other taxing agency.

#### Example B:



Conversely, your property is currently assessed at **\$630,000**, based on a valuation date of July 1 last year. Your previous assessed value was **\$450,000**. Your property increased **40%** in value, while the average increase for your property class is **30%**.

Since your property increased **MORE THAN** the average, you will likely see an **INCREASE** in your property taxes.  
Note: this example assumes that there are no changes in the budgetary requirements of your taxing authority and/or any other taxing agency.

\*Source: <https://info.bcassessment.ca/propertytax>

## Your Property Tax Notice

**Your property tax notice is a bill for services that are available to you as a property owner.** The amount you pay depends on the location and classification of your property, its assessed value, and the cost of services.

**Your property taxes are calculated using tax rates that are set for each available service.** Tax rates are adjusted every year to make sure enough money is raised to provide these services. You can't appeal your property taxes, but you may be able to appeal your property assessment (through BC Assessment).

**Property tax notices are sent from View Royal and you pay your property taxes to View Royal.** Of the property taxes collected by the Town, just over half remains with the municipality. The rest is collected on behalf of other taxing authorities such as the Capital Regional District, Schools, Hospital, BC Assessment, Greater Victoria Library, BC Transit, and the Municipal Finance Authority. The Town of View Royal does not control these charges.

**The overall municipal budget is developed based on the cost of delivering services to property owners.** Taxes collected by the Town of View Royal support fire and police services, road maintenance, parks, administration, etc. The budget also predicts future spending and puts a portion of property taxes into reserves (savings accounts) to make sure future property taxes don't have big spikes from year to year.

**Utilities such as water, sanitary sewer, and solid waste management are generally self-funding through user fees.** User fees are based on consumption, not on your property's assessed value. Properties in View Royal are connected to the Capital Regional District (CRD) water and sanitary sewer systems. The CRD bills user fees directly to its water customers, while View Royal bills for sanitary sewer and garbage user fees.

**On your tax notice, you will find information about** the services you are being billed for, the amount you owe, when your property taxes are due, how to apply for a Home Owner Grant and make a payment. You can receive your property tax notice electronically through the [Online Services](https://www.viewroyal.ca) link at [www.viewroyal.ca](https://www.viewroyal.ca).

**NOTE:** Comparing property taxes to other communities is difficult due to variables such as industry and the number/type of commercial businesses within the comparative tax base. Comparing property tax rates to other municipalities can be done by comparing “representative” homes – i.e., an average valued home in View Royal to an average valued home in another community for the average tax burden.

# Organization Profile

## Mayor and Council

View Royal provides municipal services to the community directly through in-house staff, partnerships with contracted service providers and not-for-profit organizations, and participation in regional services provided through the Capital Regional District.



*(Left to right) Councillor Ron Mattson, Councillor Damian Kowalewich, Mayor David Screech, Councillor John Rogers, Councillor Gery Lemon*

View Royal's Town Council is comprised of a mayor and four councillors elected by the citizens of View Royal for a four-year term.

The current Council, elected in October 2018, is led by Mayor David Screech, with Councillors Damian Kowalewich, Gery Lemon, Ron Mattson, and John Rogers – a combined total of 66 years as elected officials.

Council is responsible for local government leadership and decision-making in the Town of View Royal and is granted its powers by the provincial government.

The legal framework and foundation for all local governments in British Columbia is set out in the [Local Government Act](#) and the [Community Charter](#). Council has the authority to enact and enforce bylaws and policies that relate directly to community needs, and to collect taxes and fees to fund those activities and services. Council is ultimately responsible for establishing the policies and for overseeing civic business.

Council meetings are held on the first and third Tuesday of each month (with a break in August) in the Council Chambers at Town Hall (45 View Royal Avenue). These meetings are webcast live online and recordings of past meetings are available on the [Town's website](#). Council meetings are open to the public, however, due to COVID-19 restrictions, attending Council meetings in-person is currently not allowed. Constituents who wish to comment or ask questions during the scheduled public participation segments may do so by phoning in during the live broadcast.

Council has established committees, boards, and task forces that perform a variety of tasks as assigned and directed by Council. Council appoints members from the community to serve on these volunteer-based bodies, which include:

**Community Development Advisory Committee** – for social and economic development matters as related to land use planning, transportation, community connectivity, and heritage assets as well as the engagement of View Royal residents and businesses in these matters.

**Parks, Recreation & Environment Advisory Committee** – Accountable for policy matters related to the development, maintenance, and operation of parks, recreation, and the environment, as well as the engagement of View Royal residents and businesses in these matters.

**Board of Variance** – The Board of Variance functions separately from Council and has its own authority under the *Local Government Act*. It is accountable for approving requests for minor variances to View Royal's Zoning Bylaw regarding the site, size, and dimensions of buildings, but not those involving land use or density. Appeals to the decisions of the Board must be directed through the Provincial Court.

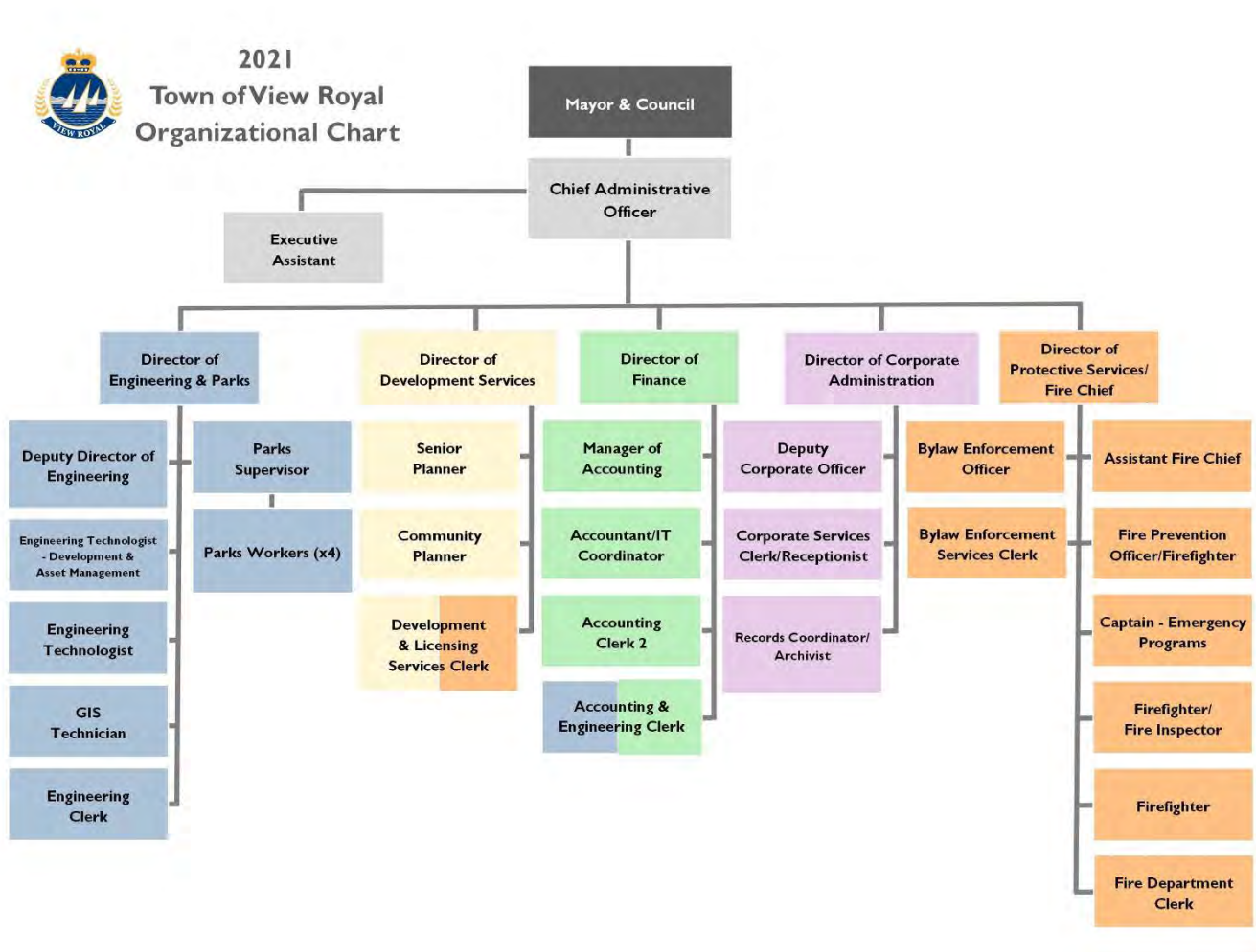
**Task Forces** – From time to time, Council may choose to convene a task force for a limited time to examine and advise on specific issues.



## View Royal Staff

The Chief Administrative Officer leads a small team of employees who are responsible for delivering the services envisioned by Council as identified in the strategic plan and supported by the five-year financial plan.

View Royal employs 40 full and part-time staff and coordinates with approximately 55-60 volunteer firefighters and emergency support personnel. Police services are provided under contract with the RCMP, with municipal administrative support provided by the City of Langford. View Royal provides public works services (road maintenance) through a contract with Victoria Contracting.



## How Services are Provided

The Town of View Royal is a diversified municipal organization that provides a wide range of services to its citizens. Municipal services are provided by departments and their activities are reported separately, both in the budget and in reports to Council throughout the year. View Royal provides services through a blend of full- and part-time employees and through contracts with various entities and organizations.

### Full-time equivalencies (FTEs)

Service	2019	2020	2021 Proposed	2021 Change	2022-2025 Proposed	Comments
General Government	10.8	10.9	10.9	-	10.9	
Protective	10.0	10.0	11.0	1.0	11.0	FTE increase for 1 firefighter Police – see Note
Transportation	5.1	6.1	6.1	-	6.1	
Environmental Health	0.5	0.5	0.5	-	0.5	
Development	3.5	3.5	3.5	-	3.5	
Parks	5.6	5.0	5.3	0.3	5.3	Parks maintenance student not filled in 2020 to be reinstated in 2021
TOTAL	35.5	36.0	37.3	1.3	37.3	

**Note:** Protective Services FTEs listed here do not include those relating to police services. View Royal pays 70% of RCMP costs, shared on a pooled basis with other municipalities with populations under 15,000. Policing support staff labour costs are shared on a proportional basis with the municipalities of Langford and Colwood. View Royal's share is approximately 15%. This financial plan proposes to increase RCMP policing strength by **one member in 2023 so that the total strength is 13.55 members by 2024. Municipal support staff for the West Shore RCMP detachment increased by one full-time position and one full-time municipal employees' manager position in 2020.**

### General Government Services

The General Government function provides corporate administration, finance, information technology, human resources support, and legislative services.

### Protective Services

The Protective Services function includes View Royal Fire Rescue which is a combined paid and volunteer fire department responsible for fire suppression, fire inspections, and related training and education. This function encompasses policing provided by the RCMP through the West Shore detachment, emergency planning and preparedness, and enforcement of animal control, building, and other municipal bylaws.

### Transportation Services

The maintenance and capital programs for View Royal's roads, streets, bridges, sidewalks, street signage, boulevards, bus shelters, street lighting, traffic signals and storm drains are provided by the Transportation Services department. This department works closely with Development Services to support development and growth. Operational maintenance of roads and boulevards is provided under contract with a local company.

## Environmental Health Services

Through its Environmental Health Services function View Royal provides both solid waste and liquid waste management (sanitary sewer) services to properties within its boundaries. Water services are provided by the Capital Regional District (CRD) and billed directly to the consumer; therefore, this financial plan excludes provision of water services.

## Development Services

The Development Services function provides the current and future land use, planning, and zoning work for View Royal and is responsible for the Official Community Plan that guides future growth. Additionally, Development Services supports economic development initiatives and programs.

## Parks

The Parks department is responsible for the maintenance and development of all parks and green spaces within View Royal, including implementation of the capital program each year.

## Recreation and Culture

While View Royal does not have sole ownership or control of any recreational or cultural facilities, it provides these services to its constituents through partnerships with the Greater Victoria Public Library and West Shore Parks and Recreation Society.

## Fiscal Services

The Fiscal Services segment of the financial plan supports all other functions and comprises taxation, debt servicing, reserve transfers, grants and other contributions, amortization, and revenue not directly attributable to other departments.



# FINANCIAL MANAGEMENT



# Financial Planning Approach

Financial planning at View Royal is a continuous cycle with efforts more focused in the late fall/early winter when we begin the process of updating the five-year financial plan. The financial plan integrates and aligns resources (staff and funding) with policy directions outlined in the Town's guiding documents: the Official Community Plan, the Strategic Plan, and related master plans (Parks, Transportation, etc.) These plans guide the development of service plans and work projects to ensure progress toward the objectives outlined within them. Department managers examine budgets within their area of responsibility to ensure costs are based on specific activities that deliver the desired levels of service. The financial plan describes projected expense and anticipated revenue for operating and capital activities planned over the five-year horizon and includes actual values from prior years for comparative purposes. Most importantly, the public have an opportunity to view the proposed financial plan and provide input to Council through an online engagement tool that describes the implications of the budget, allows users to see the impact of changing service levels on their taxes and provides a forum for feedback. Council and Committee of the Whole meetings at which the financial plan is discussed are webcast, and individuals can speak to Council during public participation segments of the meetings by calling in to the live event.

Provincial legislation requires municipalities to adopt a five-year financial plan by bylaw by May 15 of each year. The tax rate bylaw, also due by May 15, is based on this financial plan. Under legislation, municipal governments must prepare a balanced operating budget and financial plan where expenditures are equal to revenues from all sources. In any year in which a deficit occurs, legislation requires the amount to be recovered the following year.

Throughout the year, Council monitors actual financial results to the budget through monthly variance reports and capital projects updates. Additionally, Council receives periodic updates on progress toward strategic priorities.

The financial plan may be amended at any time by bylaw; typically, this is done near the end of the year to capture unforeseen expenses or Council-approved initiatives that missed the original budget cycle.



## Non-core and Capital Priority Ranking

Items that represent a change to a level of service or are infrequent or one-time are identified as “non-core” items – for example, increasing the frequency of garbage pick-up, or a community wide survey that has a significant cost attached.

Each non-core and capital item are given a priority designation based on staff’s understanding of the underlying nature of the project in relation to several criteria, including risk, timing, and community interest.

### Priority Designations

Priority	Description
1 – Critical	This is this most urgent priority; exclusion of this project increases risk to the municipality, has a negative future cost impact, or both.
2 – Required	External factors drive the need for this project – either outside agencies, internal policy, or previous approval and initiation of the project such that exclusion would risk non-compliance or loss of previous investment.
3 – Strategic	This project is either specifically identified in the municipality’s strategic plan or it represents an increase in capacity to achieve Council’s strategic goals.
4 – Optimal	The project may have one or more dependencies with another project; while on its own it may be fully discretionary, completing this project at this time represents future cost savings, an increase in value, or reduction of risk.
5 - Discretionary	The project is a specific request of Council, constituent or other stakeholder that has not been identified in strategic or other master plans and represents no risk to the municipality if it is not approved.

## Budget Calendar

Each year, the financial planning process is presented to Council and dates are set for key budget deliverables and discussions. All Council and Committee of the Whole meetings are live webcast and include opportunities for the public to comment or ask questions. The detailed financial planning process (see calendar below) results in the approval of the finalized financial plan and tax rate bylaws prior to the legislated May 15 deadline.

## 2021-2025 Financial Planning Calendar

Year	Month	Purpose	Who	Date
2020	October	Approval of Financial Planning calendar	Committee of the Whole	October 13
	November	Review financial planning policies and fleet replacement plans	Committee of the Whole	November 10
		Consideration of Council proposed initiatives Consideration of Strategic Plan implications	Committee of the Whole	November 10
2021	January	Draft 2021-2025 Financial Plan Workshop Package	Distribution to Council	February 5
	February	Budget workshops: Introduction and overview Consideration of proposed non-core and capital items Presentation of service plans Consideration of reserve transfers	Council Special COW– Budget	February 16 – 7 pm February 17 – 6 pm February 18 – 6 pm <i>February 23 – 6 pm if required</i>
	March	Consideration of grant-in-aid applications; recommendation for approval	Committee of the Whole	March 9
		Proposed 2021-2025 Financial Plan publication and launch of online Citizen Budget engagement tool	Distribution to Council and website	March 12
		Approval of grants-in-aid	Council	March 16
		Online Citizen Budget engagement tool intake closed	Staff	March 31
	April	Consideration of results from online Citizen Budget engagement tool	Committee of the Whole	April 13
		Presentation of consolidated financial plan for approval in principle	Committee of the Whole	April 13
		Consideration of tax rate options	Committee of the Whole	April 13
		First three readings of financial plan bylaw	Council	April 20
	May	Adoption of financial plan bylaw First three readings of tax rates bylaw	Council	May 4
		Adoption of tax rates bylaw	Council (Special meeting)	May 11
		Information about financial plan, taxes and user fees included with tax notice mail out and on website	Staff	May

**NOTE:** Dates and times are subject to changes; check View Royal's website for updated information at [www.viewroyal.ca](http://www.viewroyal.ca).

## Financial Policies

One of the first steps in the financial planning process is a review of the policies and practices that influence development of the financial plan. These guidelines ensure proper fiscal accountability and stewardship over the Town's funds and that the resulting plan is consistent with Council's goals and objectives. To the extent that policies, principles, and practices are documented, they foster a common understanding of the process while increasing transparency.

Over time, Council has considered and approved several financial policies that guide the development of the financial plan, subsequent decisions, and annual financial outcomes. Where there are no stated policies, staff relies on past practice or Council direction. Each year during the financial planning process Council reviews the following policies and practices to ensure continued relevance.

### Summary of Financial Policies and Practices

Key Topic	Policy or Source	Description	Purpose	Last Update
Financial Assistance	1600-012	Grants in Aid	To provide financial assistance to non-profit or community organizations that provide a public benefit	2012
	1600-018	Permissive Tax Exemptions		2012
Expenditures	1600-019	Tangible Capital Assets	To identify specifics for the accounting of capital assets, including definitions, thresholds, and amortization parameters	2012
	n/a	Asset Management Planning	To identify parameters for the development, maintenance, and implementation of asset management plans, such as methodologies, strategies, and acceptable levels of service and risk	n/a
	Practice	Budget Variance Reporting	To specify guidelines for periodic financial reporting, such as frequency, report organization, level of detail, and comparative information	n/a
	n/a	Debt	To specify acceptable maximums or targets for total debt burden and debt service costs	
Revenues	1600-020	Reserves and Surplus	To guide the development, maintenance and use of financial reserve funds	2020
	Practice	Revenue	To guide the management of revenue, including diversification targets, basis for fees and charges, and use of one-time or unpredictable revenues	n/a
	Council Direction	Taxation	To identify long-term property taxation strategies, including targets for assessment class multiples	annual
Process	Practice	Financial Planning Process	To guide the development, maintenance, and implementation of financial plans, including basis of budgeting, definitions of core and non-core items, and opportunities for public consultation	n/a

## Fund Structure

Traditionally, municipalities in Canada use an accounting fund structure to segregate financial reports into various components. Public sector accounting standards now require presentation of financial information on a consolidated basis for the annual financial statements and this financial plan takes a similar approach. However, certain aspects of the financial plan are highlighted as areas that may be of special interest to the reader, which coincide in some cases with the traditional fund structure. Definitions for each of the funds are included in the [Glossary](#) section of this document.

### Presentation of Funds

Accounting	Financial Plan	Financial Statements
General operating fund Sewer operating fund	Operating budget by functional unit	Financial position and operations
General capital fund Sewer capital fund	Capital budget by functional unit	Non-financial assets
Reserve funds	Reserve funds	Reserves and equity

## Basis of Budgeting

The Town of View Royal develops its five-year financial plan in accordance with Canadian public sector accounting standards for governments as recommended by the Public Sector Account Board. The Town uses the accrual method of accounting in which revenues and expenses are recognized at the time they happen. The budget is prepared on the same basis, with a few key differences:

- View Royal is a part owner in the West Shore Parks and Recreation Society (WSPRS) that operates the Juan de Fuca Recreation Centre. The financial plan includes the annual contribution required by the agreements governing the partnership, however it does not incorporate its proportionate share of the WSPRS budgeted operating and capital budgets. The financial statements consolidate these numbers and provide detailed note disclosure.
- The five-year financial plan includes amortization expense, but because amortization represents a reduction in the equity in tangible capital assets which is not funded by taxation, the budget also includes a “transfer from equity in capital assets” to offset the amortization expense.
- The capital plan and related funding sources are treated as revenues and expenses in the financial plan; however, these items result in an increase to tangible capital assets on the balance sheet (Consolidated Statement of Financial Position) rather than the income statement (Consolidated Statement of Operations) in the annual financial statements. Likewise, debt principal repayments and debt proceeds result in changes to long-term debt liabilities on the balance sheet (Consolidated Statement of Financial Position) but are included as expenses or revenue for the purposes of the financial plan.
- Inter-fund transfers, such as transfers to or from reserves or surplus accounts are excluded from the financial statements but are identified in the financial plan as required by legislation. Similarly, internal borrowing and internal debt repayment is treated as internal transfers and described in the debt section of the financial plan but is not included with external debt on the financial statements.

- Legislation requires that the financial plan be balanced; that is, that the total of all proposed expenses must not exceed the total of all proposed funding sources. The financial statements include a reconciliation to the financial plan of all revenues, expenses, and the annual deficit or surplus.



# Consolidated Financial Plan

The Town of View Royal's principal activity is to provide local government services to residents. These services include police and fire protection; solid waste collection; the management of roads, sidewalks, and traffic control; sanitary and storm sewers; parks infrastructure; and the delivery of leisure and recreation services. In addition, the Town also acts as a regulatory body with respect to business licensing, building permits and inspections, land use, development planning, and subdivision approval services. Services such as library and cultural pursuits are delivered in partnerships with other municipalities in the Capital Region.

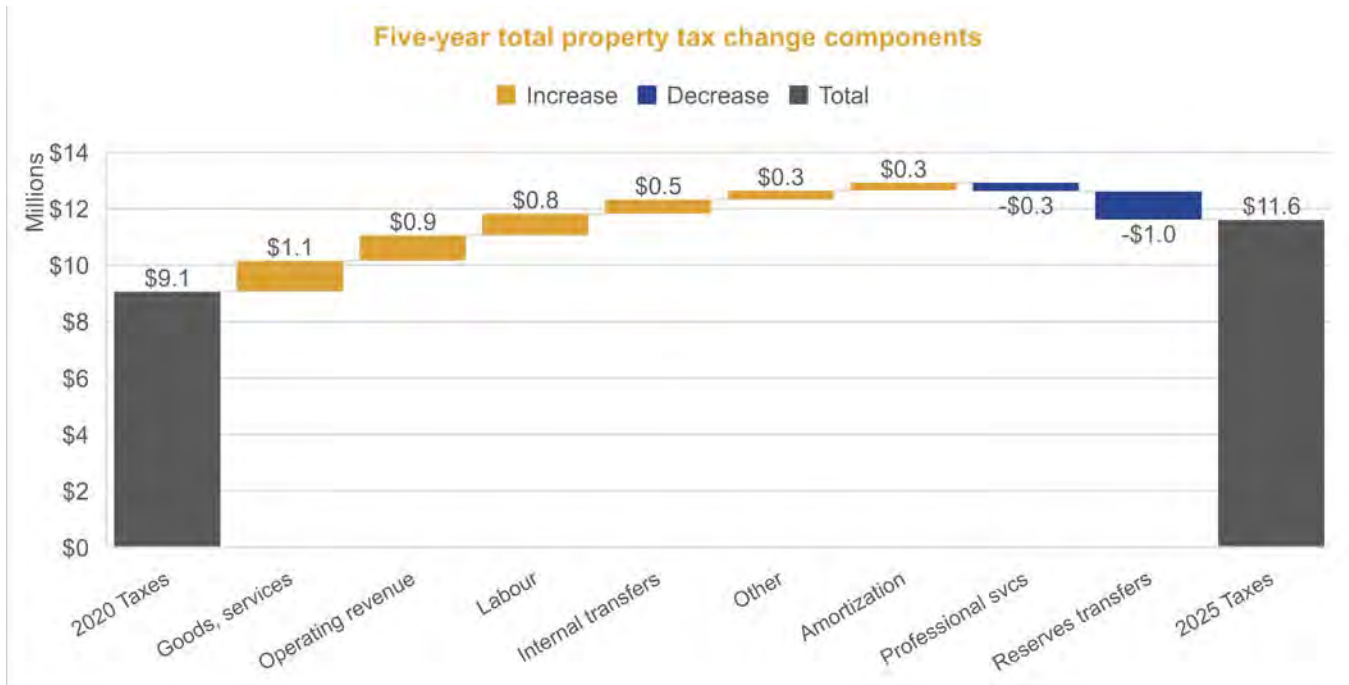
The consolidated financial plan provides a “bird’s eye view” of View Royal’s planned expenditures and sources of revenue for all five years of the plan. More detailed views are provided in other sections of this document and the accompanying appendices.

	2019 Actual	2020 Projected	2020 Budget	2021 Budget	% Chg	2022-2025 Avg Annual Budget
<b>Revenue</b>						
Operating revenue	\$15,330,303	\$17,664,066	\$16,416,557	\$14,665,913	-11%	\$17,165,674
Transfers for operations	4,923,346	4,663,029	5,676,486	5,761,620	1%	5,260,600
Revenue from capital sources	560,682	1,042,788	991,887	1,189,046	20%	1,442,036
Transfers for capital	2,021,908	1,239,226	2,586,238	1,270,480	-51%	1,611,429
Proceeds from borrowing	-	-	-	-	-	280,000
	<b>22,836,239</b>	<b>24,609,108</b>	<b>25,671,168</b>	<b>22,887,059</b>	<b>-11%</b>	<b>25,759,739</b>
<b>Expense</b>						
Operating expense	11,893,575	13,364,225	14,984,844	15,615,996	4%	16,296,538
Capital expenditures	2,481,948	2,188,106	3,578,125	2,459,526	-31%	3,333,465
Internal cost allocations	502,326	513,441	513,441	523,163	2%	550,326
Amortization	2,896,060	2,934,036	3,032,988	3,087,648	2%	3,229,847
Principal payment on debt	306,470	306,470	306,470	306,470	0%	330,336
Transfers to reserves/surplus	4,052,777	4,754,455	3,255,300	894,256	-73%	2,019,227
	<b>\$22,133,156</b>	<b>\$24,060,733</b>	<b>\$25,761,168</b>	<b>\$22,887,059</b>	<b>-11%</b>	<b>\$25,759,739</b>

The 2021 budget projects an overall 11% decrease in both total revenue and expense compared to the 2020 budget, driven by reduced capital spending and transfers to reserves in response to the effects of the 2020 global COVID-19 pandemic. The five-year plan is structurally balanced, with 2% annual operating expense increases offset by a similar increase in anticipated operating revenue.

The primary funding source for services outlined in the financial plan is property taxation, which represents nearly two-thirds of the Town’s total operating revenue.

The chart below describes the various components of the five-year plan that result in a total \$2.5 million increase in taxation revenue by 2025, and indicates that increases in the cost of goods, services and labour are not fully offset by net reductions in other expense categories or increases in non-tax operating revenue.



Over half (53%-63%) of total expense, including transfers to reserves, is funded from revenue sources other than taxation. A major source of non-tax revenue comes from the casino, previously projected at \$2 million annually before health orders closed the facility due to COVID-19. This five-year plan predicts a gradual return to normal levels of casino revenue, starting in 2022. Capital expenditures are financed primarily from reserves, casino revenue, gas tax (Community Works Fund) and contributions from developers. Transfers from reserves and surplus (excluding transfers from equity in capital assets) represent 15% of the total revenue requirement. One of Council's strategic priorities is to develop a long-term financial plan that will identify optimal levels of reserves to ensure future financial sustainability.

Proposed capital investments in new, renewed, or improved assets represent 13% of total consolidated expense over the five-year plan. Debt remains low with 2% of total expense required for principal and interest payments.

The complete consolidated five-year plan with prior year comparative figures is presented in [Appendix 1 Schedule 1.1 Consolidated Financial Plan](#).

## Operating Revenue and Transfers for Operations – Where the Money Comes From

Operating revenue comprises primarily property taxes, user fees and other income that results from the provision of services such as fire protection or development services. Transfers for operations are the use of “savings” or reserves to support planned operating activities. It is important to be aware of and monitor the extent to which balancing the budget relies on using reserves and surplus, since doing so is not sustainable in the long term.

Revenue	2019 Actual	2020 Projected	2020 Budget	2021 Budget	% Chg	2022-2025 Avg Annual Budget
Taxation	8,923,954	9,219,894	9,251,211	9,614,978	4%	11,172,138
User fees	1,376,451	2,781,078	2,781,240	2,822,165	1%	2,965,933
Sales of services	720,012	720,702	817,225	796,514	-3%	820,422
Penalties and fines	63,804	54,567	60,000	60,000	0%	60,000
Investment income	351,431	432,169	110,000	110,000	0%	110,000
Other revenue	236,009	274,543	198,743	232,275	17%	206,629
Government grants and transfers	3,653,116	4,143,614	3,198,138	1,029,981	-68%	1,791,802
Contributions from developers and others	5,526	37,500	-	-	0%	38,750
<b>Total operating revenue</b>	<b>15,330,303</b>	<b>17,664,066</b>	<b>16,416,557</b>	<b>14,665,913</b>	<b>-11%</b>	<b>17,165,674</b>
Transfers for operations	4,923,346	4,663,029	5,676,486	5,761,620	1%	5,260,600
<b>Total operating revenue and transfers</b>	<b>20,253,649</b>	<b>22,327,095</b>	<b>22,093,043</b>	<b>20,427,533</b>	<b>-8%</b>	<b>22,426,274</b>

**Appendix 1 Schedule 1.2 Consolidated Operating Financial Plan** provides a detailed breakdown of operating revenue for all five years of the plan.

## Assumptions and Trends

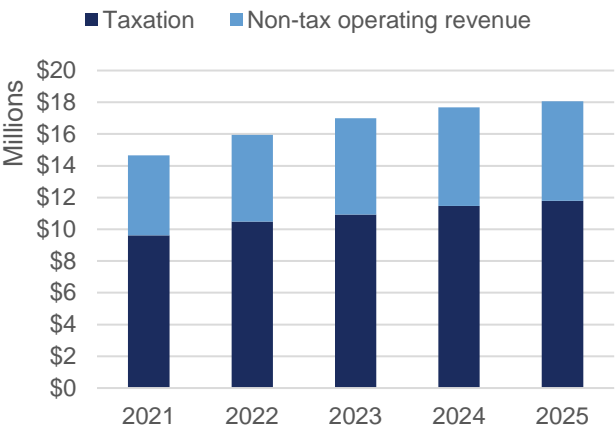
Taxation provides funding to the extent that other operational revenue or funding sources are unavailable. Tax revenue provides 65% of the total operating revenue. Taxation increases are required primarily in response to the escalating costs for the goods, contracted services and labour required for the provision of services.

Future years' anticipated annual tax increases average 5% per year; however, a portion of the annual increase is expected to be funded from new land developments.

User fees are charged to property owners who use garbage collection and sanitary sewer services and are based on raising sufficient revenue to cover the cost of providing the services. As of 2020, sewer user fees include amounts for that portion of the system owned and operated by the Capital Regional District in addition to View Royal's system. Sewer user fees are 100% based on consumption, using water consumption data provided by the Capital Regional District to equitably share the costs of this service among all users of the system.

The financial plan estimates a 1%-2% increase in total user fee revenue annually, some of which will be provided from new users as they join the system.

Taxation and non-tax operating revenue



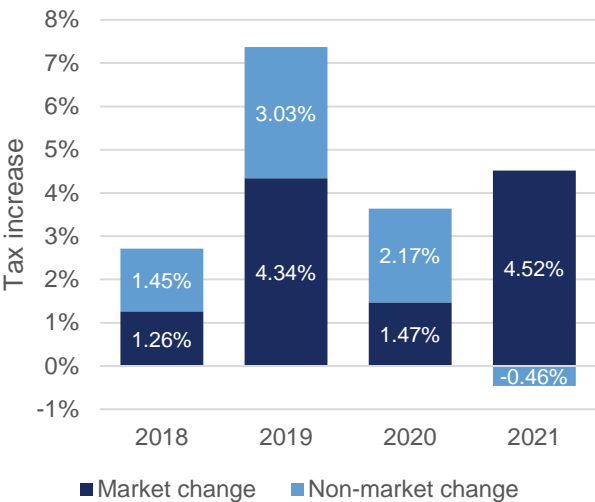
## Assessments and Taxation

### Assessed Taxable Values

While 2021 property assessments in View Royal are trending upward with an overall 2% increase, the increase is entirely market-driven, as it was offset by a non-market decrease of \$10.6 million in assessed value. This loss was primarily the result of a single significant property becoming exempt from property taxes.

Market value change is the result of a variety of factors, such as supply and demand. Non-market change in assessed values comes from subdivisions, rezoning and new construction, offset by any deconstruction or change in tax exemption status.

Comparative tax revenue increase and market versus non-market change



The impact of a reduction in assessments due to non-market change is a redistribution of taxation equivalent to nearly a 0.5% increase to the remaining assessable property owners.

## 2021 Property Taxes

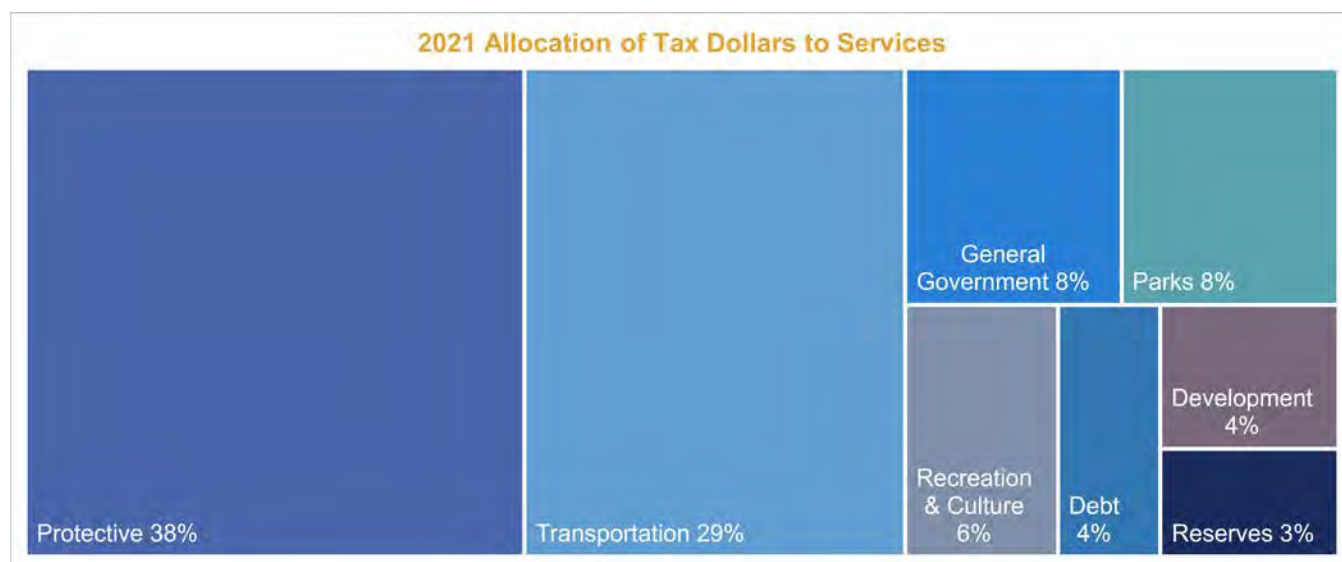
The financial plan is funded with a total tax revenue increase of 4%. Because of the loss of assessed value due to the non-market change in assessments described above, the overall tax increase for existing properties will be 4.5%. Each assessment class may be affected by this increase differently. Council considers tax rates in April and adopts the tax rates bylaw by May 15 each year.

**For a representative residential property in View Royal with an assessed value of \$754,500 the increase in property tax is projected to be about \$110-120 in 2021 for View Royal's tax component.**

## Property Tax Distribution to Services

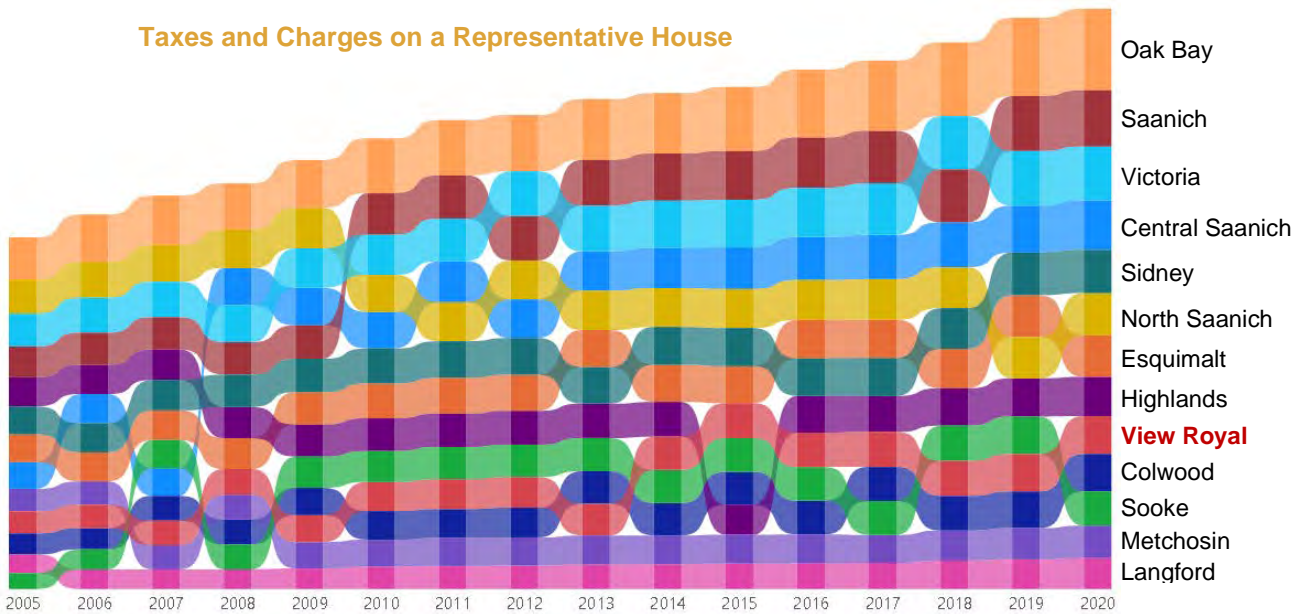
About \$67 out of every \$100 of property taxes funds protective and transportation services, including police and fire protection, while about \$13-\$14 funds parks, recreation, and culture, including a contribution to the Greater Victoria Public Library. Of the tax amount that supports protective services, 53% goes to police services and 47% supports fire protection, emergency services, building inspection, bylaw enforcement, animal control and other protective services.

Service	2019	2020	2021	Chg	Average 2022-2025
Protective Services	\$34.14	\$34.87	\$38.23	\$3.36	\$35.62
Transportation Services	30.53	29.14	29.25	0.11	26.66
Parks Services	7.63	8.00	7.95	- 0.05	7.41
General Government Services	9.67	6.88	7.89	1.01	11.59
Recreation and Culture Services	5.90	6.09	5.88	- 0.21	6.31
Debt	4.18	4.03	3.88	- 0.15	3.34
Development Services	4.30	4.09	3.83	- 0.26	3.61
Reserve Contributions	3.65	6.90	3.09	- 3.81	5.46
Property taxes	\$100.00	\$100.00	\$100.00		\$100.00



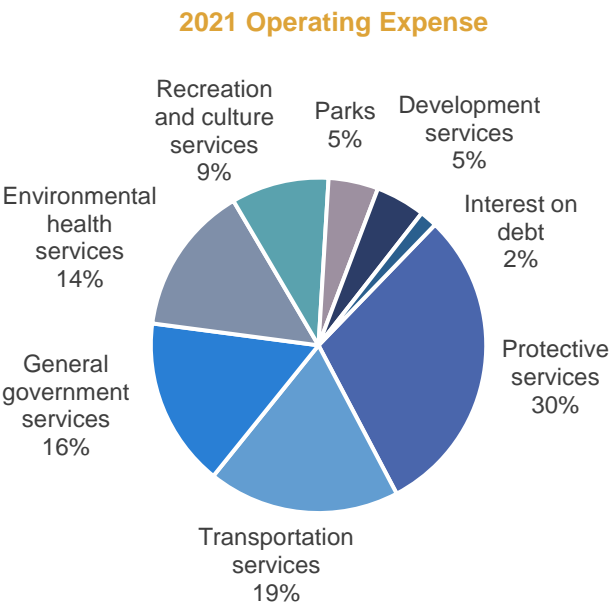
### Regional Comparisons

A comparison of the total property taxes and charges per household for the 13 municipalities in the Capital Regional District indicates that View Royal typically has the fourth or fifth lowest taxes and charges per household in the region.



### Operating Expense and Transfers – Where the Money Goes

Operating expenses are those costs incurred in the normal course of providing services to View Royal residents, business, and visitors. Transfers are like expenses; except they are amounts relating to capital such as debt and amortization or are amounts transferred between View Royal's accounts or funds rather than to an external party. Not all operating expense is paid for by taxes; this chart shows the proportion of total expense, regardless of funding source, planned in 2021 to provide services. Protective services and transportation services comprise almost half of the 2021 operating expense budget, while general government, including administrative support for Council is 16%. Together, parks services and recreation and culture services consume 14% of total operating expense. View Royal has very little debt, with only 2% of total operating expense allocated to debt interest.



## Assumptions and Trends

Staff generally make conservative inflationary assumptions when projecting expenses; market inflation is assumed to be 2% for most operating items. Contingencies are not automatically built into budgets to ensure a more accurate projection of cost. Many of View Royal's services are provided through contractual arrangements with external service providers, such as RCMP, West Shore Parks and Recreation Society and Greater Victoria Public Library. Labour costs in 2021 are expected to total \$5.1 million or 33% of the \$15.6 million operating budget and will increase to \$5.5 million by 2025. View Royal does not generally charge administrative services to other internal departments (for example protective services, transportation services, etc.). These costs are included in the general government services category.

An exception to this rule is made for services that are funded from user fees. An administration fee is charged as an internal cost allocation to both garbage collection and sanitary sewer functions to ensure that user fees collected represent the full cost of providing the service. In the proposed 2021-2025 Financial Plan, cost allocations for user fee funded services total just over \$523,000 in 2021 and increase by 2% per year thereafter.

Details about operating expenses and the changes from the prior year are provided in the service plan for each function.

Expense	2019 Actual	2020 Projected	2020 Budget	2021 Budget	% Chg	2022-2025 Avg Annual Budget
General government services	\$ 2,169,397	\$ 2,070,685	\$ 2,499,733	\$ 2,545,676	2%	\$ 2,731,874
Protective services	3,660,129	3,761,903	4,204,941	4,693,840	12%	4,945,500
Transportation services	2,682,725	2,618,821	2,880,233	2,889,964	0%	3,095,943
Environmental health services	727,298	2,152,354	2,220,175	2,255,128	2%	2,377,544
Development services	479,181	539,420	789,877	747,643	-5%	609,038
Parks services	672,301	714,209	823,220	750,362	-9%	841,853
Recreation and culture services	1,241,912	1,305,807	1,306,032	1,472,750	13%	1,420,407
Interest on debt	260,633	201,026	260,633	260,633	0%	274,380
<b>Total operating expense</b>	<b>11,893,575</b>	<b>13,364,225</b>	<b>14,984,844</b>	<b>15,615,996</b>	<b>4%</b>	<b>16,296,538</b>
Amortization, debt, and transfers	7,741,010	8,508,402	7,108,199	4,811,537	-32%	6,129,735
<b>Total expense and transfers</b>	<b>\$19,634,585</b>	<b>\$21,872,627</b>	<b>\$22,093,043</b>	<b>\$20,427,533</b>	<b>-8%</b>	<b>\$22,426,273</b>

**Appendix 1 Schedule 1.2 Consolidated Operating Financial Plan** provides a detailed breakdown of operating expense for all five years of the plan.

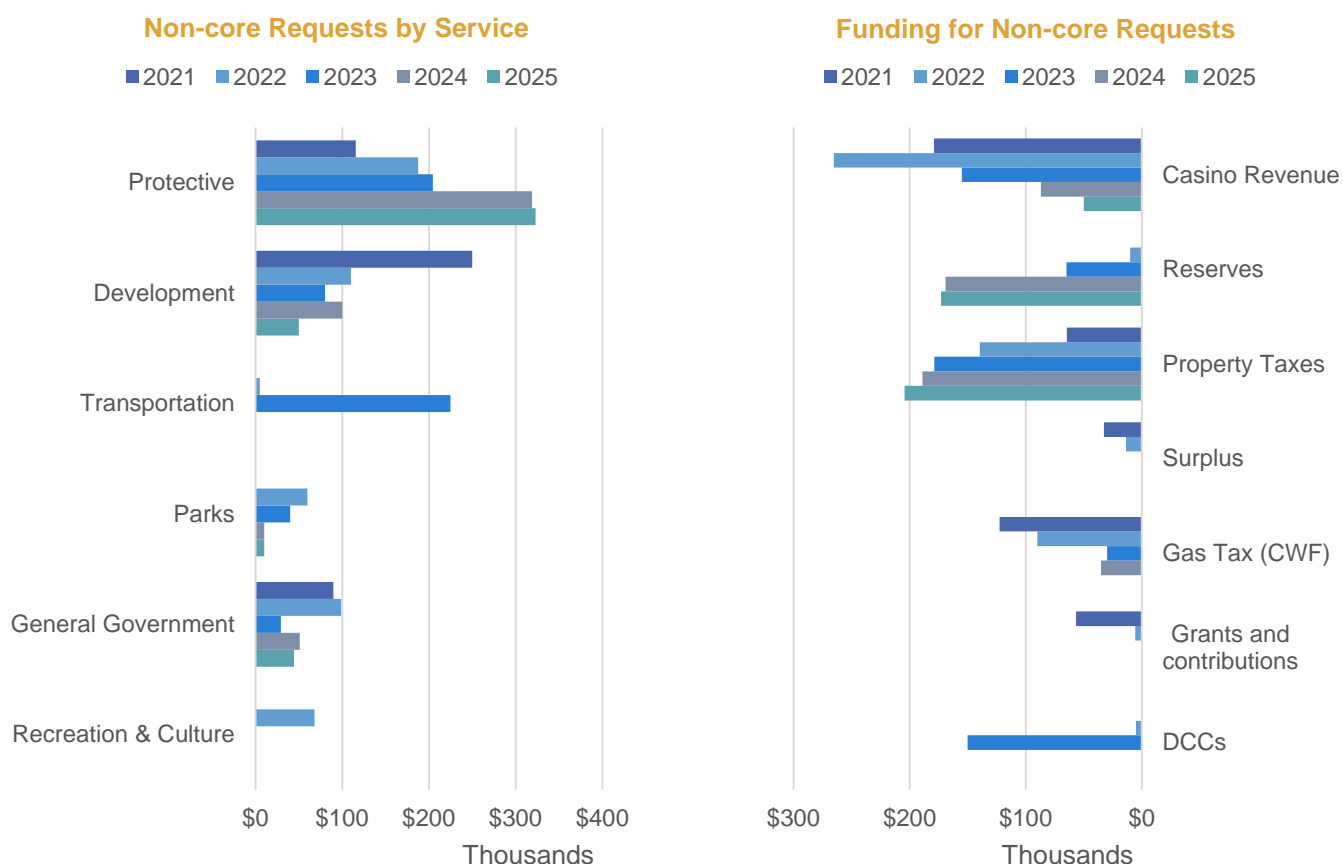
## Non-core Requests

**Non-core requests** are those projects or activities that represent a change to service levels or are new non-recurring or infrequent items. These projects are different from capital projects, as they don't involve the purchase or improvement of an asset. These requests arise from Council or constituents' initiatives, recommendations from staff, or in response to factors external to the municipality. Both the source of funding and the anticipated costs of non-core requests are included in the operating revenue and expense budgets, and in some cases may explain significant variances when comparing one year with another. Ongoing non-core requests approved in prior years become operational items in subsequent budgets, typically funded by taxation.

Included in non-core requests is a strategic commitment to public safety by an increase to fire and police personnel, adding a firefighter in 2021 and an RCMP member in 2023. As this represents a long-term service level increase, they are funded primarily from taxation, supplemented by funding from police operating reserves.

Non-core requests by service	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
General government services	\$ 89,815	\$ 98,500	\$ 29,100	\$ 51,200	\$ 44,550
Protective services	115,725	187,620	204,720	318,820	322,920
Transportation services	-	5,000	225,000	-	-
Development services	250,000	110,000	80,000	100,000	50,000
Parks services	-	60,000	40,000	10,000	10,000
Recreation and culture services	-	68,000	-	-	-
<b>Total non-core requests</b>	<b>\$455,540</b>	<b>\$529,120</b>	<b>\$578,820</b>	<b>\$480,020</b>	<b>\$427,470</b>

Funding	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Casino Revenue	\$179,000	\$265,500	\$155,000	\$ 87,000	\$ 50,000
Reserves	-	10,000	65,000	169,000	173,000
Property Taxes	64,725	139,620	178,820	189,020	204,470
Surplus	32,765	13,500	-	-	-
Gas Tax (CWF)	122,525	90,000	30,000	35,000	-
Grants and contributions	56,525	5,500	-	-	-
Development cost charges (DCCs)	-	5,000	150,000	-	-
<b>Total funding</b>	<b>\$455,540</b>	<b>\$529,120</b>	<b>\$578,820</b>	<b>\$480,020</b>	<b>\$427,470</b>



Non-core requests are listed in the service plans for each department. [Appendix 2 Non-core Requests](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [Appendix 5 Project Summaries](#) organized sequentially by unique reference number.

## Capital Plan

**Capital** items are those projects or activities that result in the acquisition of tangible capital assets as defined by policy. These items arise from Council's or constituents' initiatives, recommendations from staff, master plans or factors external to the municipality.

View Royal's Strategic Plan includes the development of an asset management plan that will outline a long-term approach for capital renewal and move View Royal toward long-term financial sustainability. The asset management plan will confirm the timing and costs of renewing assets to ensure continued service delivery, while ensuring the burden on the taxpayer is stable and affordable. This plan will be used to predict levels of reserve funds and debt required to support the renewal of capital assets. While this comprehensive plan is being developed, capital asset replacement planning for the 2021-2025 Financial Plan considers all available information such as asset age, condition, history of failure, maintenance requirements, ability to meet service requirements, and other factors. Projects are prioritized based on these and other factors, such as availability of grants and community expectations.

View Royal's investment in new or replacement capital infrastructure totals nearly \$16 million over the five-year planning horizon, or about 99% of projected amortization over the same term. Since amortization is based on the historical cost of assets, rather than projected replacement costs, this rough measure may indicate that a greater investment in asset replacement will be required in the future. Strategies in the asset management plan will need to include extending the service life of assets to help move View Royal toward greater financial sustainability.

## Overview

The capital plan has been developed with consideration of View Royal's Strategic Plan and other master plans, such as the Transportation and Parks Master Plans that identify areas of priority for investment in tangible assets. The plan builds on previous plans with investments in technology that enhance taxpayers' and visitors' experience and ensures up to date technology. Capital investments in protective services support continued reliable service delivery and expanded emergency program capability. Transportation capital projects replace or enhance existing networked systems and improve pedestrian and cyclist safety. Sanitary sewer projects comprise upgrades or replacements of infrastructure to ensure continued dependable service. Investments in parks infrastructure improve the safety, accessibility, and availability of recreational opportunities in View Royal.

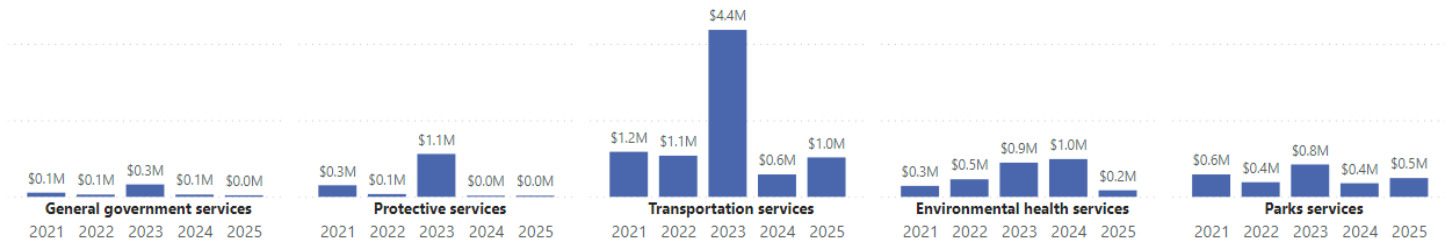
The capital plan includes \$4.6 million in significant upgrades to the old Island Highway, most of which will proceed only if infrastructure grant funding becomes available.

### Capital Plan Summary

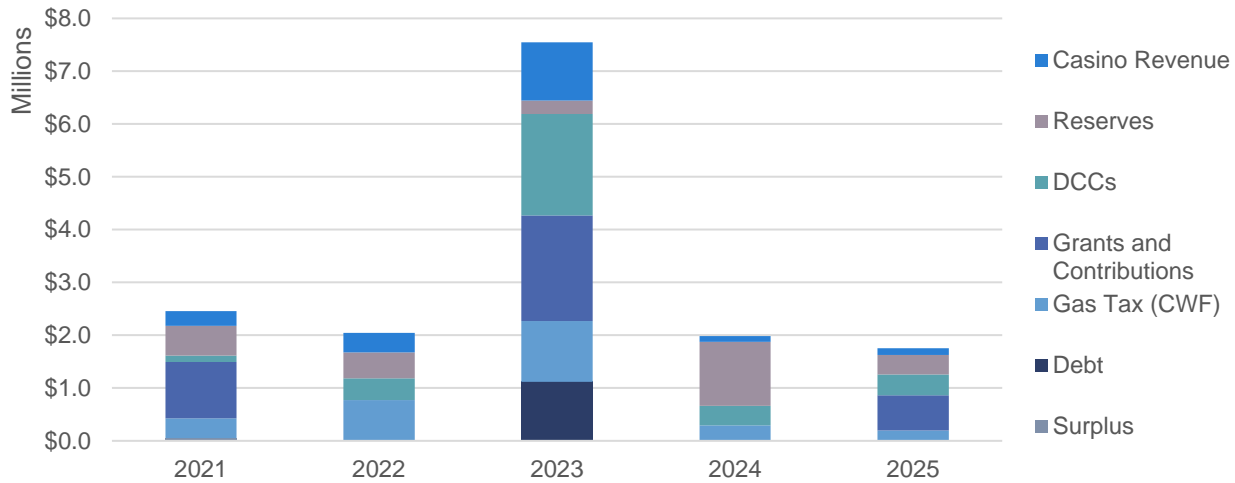
Capital projects	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
General government services	\$ 108,700	\$ 58,700	\$ 323,700	\$ 58,700	\$ 40,000
Protective services	301,880	71,940	1,121,440	1,440	21,440
Transportation services	1,177,475	1,076,000	4,365,000	585,000	1,030,000
Environmental health services	286,000	458,000	893,000	986,600	170,000
Parks services	585,471	382,000	845,700	355,000	490,200
<b>Total capital projects</b>	<b>\$2,459,526</b>	<b>\$2,046,640</b>	<b>\$7,548,840</b>	<b>\$1,986,740</b>	<b>\$1,751,640</b>

Funding	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Casino reserve	\$ 282,010	\$ 371,845	\$ 1,107,020	\$ 112,120	\$ 126,465
Reserves	563,020	489,887	249,790	1,209,590	369,774
Development cost charges (DCCs)	123,350	413,208	1,923,455	371,280	393,535
Grants and contributions	1,065,696	-	2,000,000	-	666,666
Gas Tax (CWF)	373,450	771,700	1,148,575	293,750	195,200
Debt	-	-	1,120,000	-	-
Surplus	52,000	-	-	-	-
<b>Total funding</b>	<b>\$2,459,526</b>	<b>\$2,046,640</b>	<b>\$7,548,840</b>	<b>\$1,986,740</b>	<b>\$1,751,640</b>

### Capital Expenditures by Service



### Capital Plan Funding



## Operational Costs of Capital

As capital projects are completed, ongoing costs to maintain the new assets are included in future years' operating budgets. These future costs are one of several factors considered before each project is recommended for approval. If a capital item has an estimated cost for ongoing maintenance, that cost is included in the operating budget as shown on the project summary. These costs include items such as the supply of electricity or gas, or inspection and maintenance. They do not include amortization or the cost to replace the asset at the end of its service life.

The estimated operational costs of capital total \$700 in 2021 and increase to \$151,370 by 2025 as capital projects are completed and maintenance of the new assets begin. Funding for these ongoing costs comes from taxation.

Operating expense	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Increase in supplies of goods and services	\$ 700	\$12,000	\$23,600	\$ 66,850	\$ 78,750
Increase in debt service costs	-	-	-	72,620	72,620
<b>Total operational costs of capital</b>	<b>\$ 700</b>	<b>\$12,000</b>	<b>\$23,600</b>	<b>\$139,470</b>	<b>\$151,370</b>
<b>Estimated property tax impact</b>	<b>0.0%</b>	<b>0.1%</b>	<b>0.3%</b>	<b>1.5%</b>	<b>1.7%</b>

**Appendix 3 Capital Plan** provides the complete five-year listing of all capital projects, the planned sources of funding, and estimates of future operating costs relating to each project.

**Appendix 5 Project Summaries** includes detailed information for all proposed projects to be completed in the term of this financial plan, outlining the scope, objectives and risks, costs, and benefits, estimates of future operating costs, and proposed sources of funding. Project summaries are organized sequentially by unique reference number.



# Debt

## Overview

View Royal uses debt for infrastructure renewal or replacement and structures the term to be less than the estimated useful life of the underlying asset. Using debt rather than cash reserves to fund significant capital projects protects reserves to provide future flexibility for planned or unanticipated expenses.

Provincial legislation requires municipalities to undertake an elector approval process for any proposed new external debt with a term of greater than five years or if the total annual debt service cost exceeds 5% of core operating revenue. Additionally, there is a legislated ceiling, called a liability limit, based on the municipality's core operating revenues that ensures the ability to service the debt.

## External Debt

External debt is any form of financing from an entity external to View Royal for a term that exceeds the current fiscal period. The [Municipal Finance Authority of BC](#) (MFABC) provides economical financing through a variety of structures, such as short-term capital financing for up to five years and bond issues ideal for terms greater than five years. MFABC currently holds the highest credit rating possible from three rating agencies, including Moody's Investors Service, Standard & Poor's, and Fitch Ratings. Current rates projected for new MFABC debt are 0.91% for short-term financing and 2.29% for long-term debt fixed for a 10-year term.

## Internal Debt

View Royal may borrow internally from its own funds provided the loan amount is not required by the lending fund prior to repayment. Interest is repaid at the rate the fund would have earned had it not been loaned. Internal loans are not classified as debt on the annual financial statements but are disclosed for information. This budget accounts for internal debt repayment as transfers rather than debt service costs. Some presentations may combine internal and external debt for illustrative purposes only.

## Current Debt

Annual external debt service costs total \$567,102; View Royal does not currently have any internal debt.

### Current Debt Structure

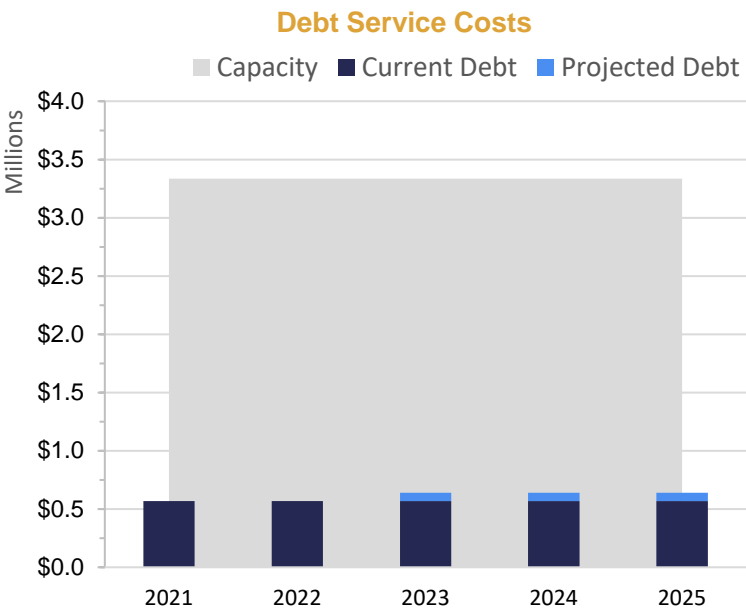
Debt purpose	Initial Balance	Rate	2020 Balance	2025 Balance	Maturity	Annual service costs
View Royal Fire Rescue Land	\$2,445,000	3.25%	\$1,152,777	\$ 211,448	October 2026	\$201,568
Public Safety Building	5,490,000	3.30%	4,267,119	3,003,605	April 2034	365,534
<b>Total</b>	<b>\$7,935,000</b>		<b>\$5,419,896</b>	<b>\$3,215,053</b>		<b>\$567,102</b>

## Projected Debt

The 2021-2025 Financial Plan projects new debt to fund the purchase of a new fire apparatus in 2023 for \$1,120,000. The future estimated annual external debt service cost is \$72,620, based on 20-year term, interest at 2.20% and sinking fund capitalization at 1.75%.

## Debt Service Costs

Legislation requires municipalities to calculate and report debt service capacity each year, based on core operating revenues. Currently, View Royal’s annual debt service costs consume 17% of the \$3.3 million capacity available with an increase of 2% for new debt projected for 2023.



# Reserves and Surplus

Adequate reserves serve to mitigate current and future financial risks, ensure stable taxation, and demonstrate financial commitment to long-range infrastructure and master plans. The 2021-2025 Financial Plan includes transfers to and from reserves based on guidelines established by View Royal's reserves and surplus policy.

View Royal's reserves and surpluses are categorized according to the nature of the reserve as capital, operating, statutory, reserve accounts, and unappropriated surplus as defined by policy and summarized below.

## Reserve and Surplus Categories

Reserve / Surplus Category	Definition	Reserve / Surplus Fund
Capital reserve funds	Funds set aside for a specified capital purpose by Council pursuant to the <i>Community Charter</i> , established by bylaw.	Capital works and land Capital renewal Park improvement Machinery and equipment Fire department equipment Police capitalization Sewer capital
Operating reserve funds	Funds set aside for a specified operating purpose by Council pursuant to the <i>Community Charter</i> , established by bylaw.	Future expenditures Police operating
Statutory reserve funds	Funds set aside for a specified purpose as required by and pursuant to specific legislation, established by bylaw; non-discretionary.	Development cost charges (DCCs) Parks and open space
Reserve accounts	Appropriations of surplus designated by Council for specific uses; discretionary to extent permitted by grantor (where applicable)	Casino revenue Community Works Funds (gas tax) Tree replacement
Unappropriated surplus	The accumulated excess of revenues and transfers-in over expenditures and transfers-out that has not been designated for specific uses.	General operating surplus Sewer operating surplus

Due to the financial challenges presented by the COVID-19 pandemic in 2020 and 2021, planned tax-funded contributions to reserves have been reduced by a total of \$334,000 compared to 2020, for 2021 only. The impact of the closure of Elements Casino resulted in a revenue shortfall of nearly \$1.7 million in 2020. Revenue from the casino is contributed to the Casino reserve fund each year. The province's \$2.6 million BC Safe Restart grant and Council's decision to allocate it to the Casino reserve mitigated much of the impact for projects and services dependent on this revenue source.

The 2021-2025 Financial Plan projects a return to regular contributions to capital reserve funds of \$569,000 annually, starting in 2022, equivalent to 5.5% of budgeted tax revenue. View Royal's Strategic Plan has identified development of a long-term financial plan that includes the maintenance of reserve funds as a priority to support financial sustainability.

One of the uses of the Future Expenditures reserve is to offset a potential shortfall of tax revenue due to property reassessments mid-year. Each year BC Assessment advises of the risk to the assessment roll due to property owners appealing their assessment. The latest information indicates that there are no unresolved prior year assessment appeals. In a year that a loss in property tax revenue is realized due to successful appeals, the Future Expenditures reserve is used to offset the revenue shortfall. Contributions to this reserve may need to be increased in subsequent years to maintain an optimal balance.

## Reserves and Surplus Policy

In 2016, Council approved a Reserves and Surplus Policy (#1600-020) to provide guidance on the development, maintenance and use of financial reserve funds. The policy is based on the following principles:

- Reserves are important in achieving financial health and stability for View Royal
- Reserve goals need to be consistent with and supportive of established long-term financial plans
- Reserve fund management needs to conform to statutory and legal requirements and to generally accepted accounting standards and public sector accounting board recommendations.

The Reserves and Surplus Policy identifies the purpose, minimum and optimum targets for each established reserve or fund as follows:

Reserve name	Purpose	Minimum	Optimum
<b>Future Expenditures</b>	For one-time and intermittent projects, and to offset unrealized revenues	1% of General Operating Fund Revenues	2.5% of General Operating Fund Revenues
<b>Police Operating</b>	For future police operating costs	20% of RCMP contract expenditures rounded to nearest \$10,000	Adequate to fund police funding strategy, including increased costs related to reaching population of 15,000
<b>Capital Works and Land</b>	For new or enhanced infrastructure or equipment (one-time capital) not specifically funded from other established Reserves	N/A	Adequate to fund all one-time capital projects and new / additional assets identified as capital funded in the long-term capital plan
<b>Capital Renewal</b>	For expenditures associated with the rehabilitation, renewal or replacement of existing transportation and storm drain infrastructure	1% of original cost of transportation and storm drain Engineering structures	Minimum 1% of original cost plus forecasted cash flow requirements of the planned long-term capital renewal program
<b>Park Improvement</b>	For expenditures associated with park improvements, including playground	N/A	Forecasted cash flow requirements for park improvements identified in the approved parks master plan and long-term capital plan
<b>Machinery and Equipment</b>	To replace municipal vehicles and equipment included in the Town's fleet (excluding Fire)	1% of original cost of machinery & equipment	Minimum 1% of original cost plus forecasted cash flow requirements of the vehicle and equipment replacement plan
<b>Fire Department Equipment</b>	To replace Fire vehicles and licensed equipment and other equipment such as self-contained breathing apparatus	1% of original cost of Fire vehicles and equipment	Minimum 1% of original cost plus forecasted cash flow requirements of the Fire vehicle and equipment replacement plan

Reserve name	Purpose	Minimum	Optimum
<b>Sewer Capital</b>	To fund sewer utility capital projects required for sewer operations or identified in the Sewer Master Plan, and Sewer equipment not included in the Town's licensed fleet	1% of original cost of Sewer Engineering structures	Minimum 1% of original cost plus forecasted cash flow requirements of the planned sewer capital program
<b>Police Capitalization</b>	To fund the Town's share of the Police building repairs and upgrades, and equipment	Adequate to fund 2 years of police capital per 5-year plan	Adequate to fund forecasted cash flow requirements of the planned 5-year Police capital program
<b>Casino Revenue</b>	Casino funds can be used for any municipal purpose	n/a	n/a
<b>Community Works Gas Tax</b>	To be used pursuant to the Community Works Gas Tax Agreement	n/a	n/a
<b>General Operating Surplus</b>	For working capital purposes within the general operating fund and for unforeseen general operating emergency expenditures	Two months of regular general fund operating expenditures	Three months of regular general fund operating expenditures
<b>Sewer Operating Surplus</b>	For working capital purposes within the sewer operating fund and for unforeseen sewer operating emergency expenditures	Two months of regular sewer operating expenditures, plus contingency for sewage treatment plant	Four months of regular sewer fund operating expenditures plus contingency for new sewage treatment plant

## Projected Reserves and Surplus Balances

The 2021-2025 Financial Plan projects reserve and surplus balances that meet or exceed minimum or optimum targets identified in the policy, with the qualification that for capital reserves, the cash flow requirements are those identified for the next five years, rather than the life of the assets, as work on the long-term asset management plan has not yet been completed.

This financial plan projects an overall \$6.5 million reduction in total reserves over the next five years, primarily due to conservative estimates of future casino revenue combined with funding requirements for significant capital projects.



Unappropriated accumulated surplus fund balances totaled \$4.4 million at the end of 2019, and while 2020 year end work is not yet finalized, the results of operations in 2020 is likely to show a surplus of about \$400,000, mostly due to investments performing better than expected.

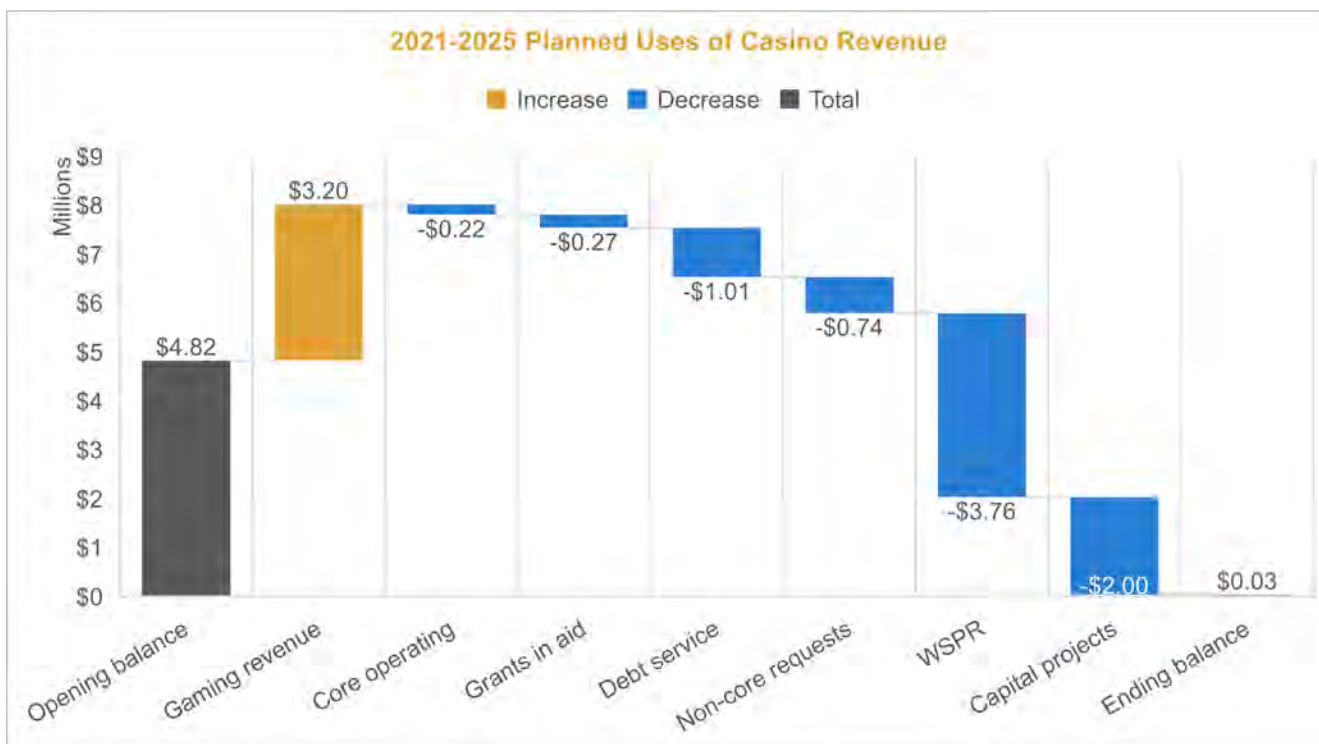
Surplus	2020 Projected Opening Balance	2021-2025 Planned Uses	2025 Projected Ending Balance
General operating	\$3,800,000	\$ 529,265	\$3,270,735
Sewer operating	1,000,000	226,323	773,677
<b>Total surplus</b>	<b>\$4,800,000</b>	<b>\$ 755,588</b>	<b>\$4,044,412</b>

The Reserves and Surplus Policy recommends a balance of two to four months' operating expenditures be retained for working capital and unforeseen emergency expenditure purposes. Based on the 2021 budget, the recommended surplus to be retained is \$2.6 to \$4.1 million.

## Planned Uses of Casino Revenue

The Casino revenue reserve account is used to enhance livability and affordability in View Royal.

The 2021-2025 Financial Plan includes a relatively conservative estimate for casino revenue over the five-year plan, anticipating \$3.2 million, down from last year's estimate of over \$10 million due to the closure of the casino during COVID-19 restrictions. The province's \$2.6 million BC Safe Restart grant and Council's decision to allocate it to the Casino reserve resulted in a \$4.8 million opening balance for 2021. This funding is critical to the West Shore Parks and Recreation (WSPR) service and includes funding for special requests from WSPR relating to COVID totaling \$154,000. The five-year plan includes a gradual transition away from sole reliance on casino revenue for funding this important service, introducing a 0.5% tax increase annually, starting in 2022, specifically for West Shore Parks and Recreation service.



*Appendix 6 Projected Reserve Balances* contains a listing of View Royal's reserves and shows the anticipated contributions, planned uses and projected balances for each year and at the end of the five-year plan.



# SERVICE PLANS





# General Government



## Overview

General Government services provides administrative support for Council and all other service divisions. While the Chief Administrative Officer's primary responsibility is to implement Council's Strategic Plan and other key objectives set by Council, this administrative division provides operational support through customer service, meeting management, communications, web and social media, archives and records management, information and privacy compliance, legal and risk management, and elections administration. This division plays a key role in strategic planning and community engagement.

Finance and information technology functions also support all other divisions by providing the systems, tools, processes, and personnel to plan, record and report View Royal's financial position and operations. The Finance department is instrumental in preparing the annual five-year financial plan, financial statements, tax, and utility billings and ensuring suppliers and employees are paid accurately and on time.

## Strategic Goals and Objectives

View Royal's [Strategic Plan](#) identifies six priorities that lay the groundwork for realizing the long-term vision. The Strategic Plan sets out specific goals with measures, targets and planned timing for the work that will see progress toward each of the strategic priorities. Some of the planned work activities in the Strategic Plan that are within the sphere of General Government Services will be performed by in-house staff and funded by the annual operating budget. The work activities that require additional budget appropriation are listed here, with a cross-reference to the related Project Summary document in Appendix 5 that details the specific funding request. The Strategic Plan was finalized late in 2020, therefore some of the work planned for 2021 includes establishing a baseline value for each measure, against which to compare future progress toward the target.

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Financial sustainability and service excellence	Confidence in the fiscal health and financial sustainability of the Town	Infrastructure deficit	Minimize	2021-2022	N-042 Long-term financial plan and sustainability review
	Diversified revenue base	Reduce percentage of revenue from property taxes	TBD	2022	N-066 Investment program development
Good governance	Strong constructive relationships with neighbouring municipalities, Songhees Nation, Esquimalt Nation and in relations at the CRD	TBD	TBD	2022	N-068 Truth and Reconciliation awareness

## Performance Measures and Key Statistics

Activity / statistic	2019	2020	2021 Plan	Comments
Employees (FTEs)	10.8	10.9	10.9	No change
WorkSafe BC claims	2	2	1	
Freedom of information requests	51	48	50	
Agenda packages & minutes	108	122	70	
Website page views	71,087	81,759	90,000	
Social media followers	2,404	2,796	3,100	
Direct deposits to vendors (% of total payments)	71%	79%	83%	
Online payments from customers (% of total receipts)	27%	46%	55%	
Electronic billing – tax and utility invoices (% of total)	n/a	8%	18%	

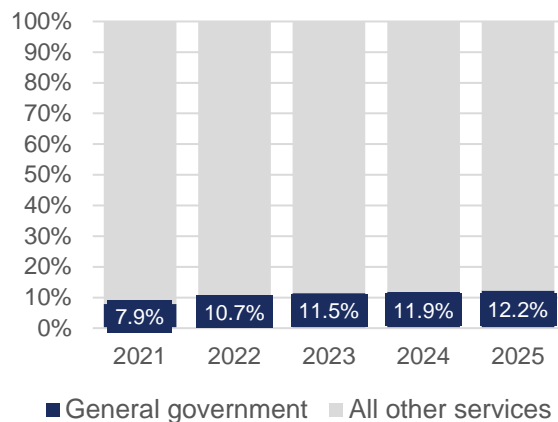
2020 – initial year

## 2021 Budget Summary

The proposed 2021 General Government Services budget totals nearly \$2.5 million, supporting Council and the whole organization in delivering services to View Royal.

Incremental analysis	\$	Change %
<b>2020 budget</b>	<b>\$ 2,462,421</b>	
Net decrease in core operations	-44,080	-1.8%
Non-core requests	89,815	3.6%
<b>2021 proposed budget</b>	<b>\$ 2,508,156</b>	<b>1.8%</b>

### How much of my property taxes pay for this service?



## Core Operations

Funding	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Sale of services and other revenue	\$120,844	\$ 19,400	\$ 19,500	\$ 100	0.6%
<b>Total funding</b>	<b>120,844</b>	<b>19,400</b>	<b>19,500</b>	<b>100</b>	<b>0.6%</b>

Operating expense	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Legislative	119,018	158,339	150,805	-7,534	-4.8%
Public relations	165,630	240,262	206,075	-34,187	-14.3%
Administrative	1,029,699	1,227,053	1,305,758	78,705	6.5%
Finance	593,967	672,911	609,765	-63,146	-9.4%
Information technology	149,047	183,256	165,438	-17,818	-9.8%
<b>Total operating expense</b>	<b>2,057,361</b>	<b>2,481,821</b>	<b>2,437,841</b>	<b>-43,980</b>	<b>-1.8%</b>

Net property tax required	\$ 1,936,517	\$ 2,462,421	\$ 2,418,341	\$ -44,080	-1.8%
Estimated property tax impact	-0.5%				

**Appendix 4 Service Plan Budget Details** provides a detailed look at all five years of this service plan budget.

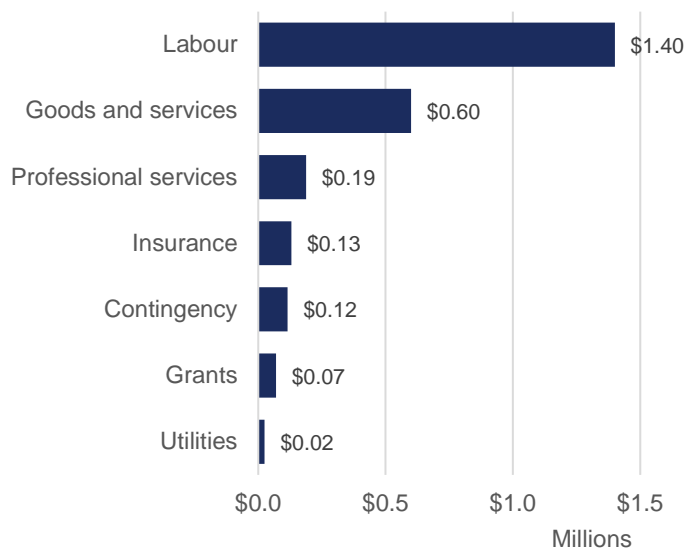
## Legislative and Elections

The legislative and elections function supports Council and includes costs for remuneration as set by policy. Additional costs for holding elections are included in the budget every four years, matching the local government elections cycle. Elections for Mayor and Council will be next held in 2022.

## Public Relations and Archives

Public relations include grants in aid, set by policy to a maximum of 5% of the prior year's Casino revenue. Grants in aid are available to not-for-profit groups through an application process each spring. For 2021, Council waived the policy maximum, because otherwise grant in aid funding would have been reduced by more than 80%.

## 2021 General Government Expense



The public relations budget includes funding for community events, such as the Canada Day celebration, volunteer outreach and View Royal's semi-annual newsletter.

The archives function is responsible for cataloging and safekeeping both corporate and community documents in paper and electronic formats. This financial plan includes a proposal for implementing an electronic records management system.

## Administration

The administration function provides the corporate foundation for the entire organization and is staffed by the Chief Administrative Officer, Director of Corporate Administration, and support staff. Administration assists Council and committees, provides front counter reception, and supports main office operations, legal matters, communications, minutes and agenda preparation, special events and human resources. View Royal started webcasting its Council and Committee meetings mid-2020 and this department is responsible for webcast production and making the meeting videos available on View Royal's website. This budget includes funding for Town Hall facility operations and maintenance.

## Finance

The finance function supports all other departments by recording and reporting financial transactions, collecting tax, user fees, and other payments. This department prepares the annual five-year financial plan, coordinates information from all departments and partners, and prepares information for Council's review and direction. The finance department prepares the annual financial statements and provides information to View Royal's auditors to confirm whether the statements fairly represent the Town's financial position.

## Information Technology (IT)

This function is responsible for the maintenance and security of electronic information systems and the delivery of technology enabled projects, including expanding online and electronic billing services. Staff work with a contracted managed service provider for IT service desk, maintenance, and project work.

## Non-core Requests

Project expense	Ref	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
IT Strategic Plan update <sup>1</sup>	N-028	\$20,000	\$ -	\$ -	\$22,000	\$ -
Electronic access to archives repository <sup>2,3</sup>	N-033	5,265	3,500	3,600	3,700	3,800
Long-term financial plan and sustainability review <sup>2,4,5</sup>	N-042	49,550	30,000	10,000	10,000	25,000
Investment program development <sup>1</sup>	N-066	-	25,000	-	-	-
Truth and Reconciliation awareness <sup>3</sup>	N-068	-	10,000	-	-	-
Energy audit of municipal buildings <sup>4</sup>	N-069	-	15,000	-	-	-
Microsoft productivity-business process improvements <sup>2</sup>	N-082	15,000	15,000	15,500	15,500	15,750
<b>Total project expense</b>		<b>89,815</b>	<b>98,500</b>	<b>29,100</b>	<b>51,200</b>	<b>44,550</b>

<b>Project expense</b>	<b>Ref</b>	<b>2021 Budget</b>	<b>2022 Budget</b>	<b>2023 Budget</b>	<b>2024 Budget</b>	<b>2025 Budget</b>
<sup>1</sup> Casino reserve account		20,000	25,000	-	22,000	-
<sup>2</sup> Taxation		15,000	15,000	29,100	29,200	44,550
<sup>3</sup> Prior year surplus		5,265	13,500	-	-	-
<sup>4</sup> Gas Tax reserve account		47,525	45,000	-	-	-
<sup>5</sup> Grants		2,025	-	-	-	-
<b>Total funding</b>		<b>\$89,815</b>	<b>\$98,500</b>	<b>\$29,100</b>	<b>\$51,200</b>	<b>\$44,550</b>
<b>Estimated property tax impact</b>		<b>0.2%</b>	<b>0.2%</b>	<b>0.3%</b>	<b>0.3%</b>	<b>0.5%</b>

[\*Appendix 2 Non-core Requests\*](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [\*Appendix 5 Project Summaries\*](#) organized sequentially by unique reference number.

## Operational Costs of Capital

As capital projects are completed, ongoing costs to maintain the asset are included in future years' operational budgets. These future costs are one of several factors considered before each project is recommended for approval. Details of operational costs are presented in [\*Appendix 3 Schedule 3.3 Operational Costs of Capital Projects Detail\*](#).

<b>Operating expense</b>	<b>2021 Budget</b>	<b>2022 Budget</b>	<b>2023 Budget</b>	<b>2024 Budget</b>	<b>2025 Budget</b>
Increase in supplies of goods and services	\$ -	\$ -	\$ -	\$ 18,500	\$ 18,900
<b>Total operational cost of capital</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 18,500</b>	<b>\$ 18,900</b>
<b>Estimated property tax impact</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.2%</b>	<b>0.2%</b>



# Protective Services



## Overview

The Protective Services function includes View Royal Fire Rescue which is a composite paid and volunteer fire department responsible for fire suppression, fire inspections, and related training and education. This function also encompasses policing provided under contract with the RCMP through the West Shore detachment, emergency planning and preparedness, and enforcement of animal control, building, and other municipal bylaws.

## Strategic Goals and Objectives

View Royal's [Strategic Plan](#) identifies six priorities that lay the groundwork for realizing the long-term vision. The Strategic Plan sets out specific goals with measures, targets and planned timing for the work that will see progress toward each of the strategic priorities. Some of the planned work activities in the Strategic Plan will be performed by in-house staff and funded by the annual operating budget. The work activities that are within the sphere of Protective Services and require additional budget appropriation are listed here, with a cross-reference to the related Project Summary document in [Appendix 5](#) that details the specific funding request. The Strategic Plan was finalized late in 2020, therefore some of the work planned for 2021 includes establishing a baseline value for each measure, against which to compare future progress toward the target.

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Environmental stewardship	Support climate change mitigation and adaptation measures with an emphasis on transportation systems and energy efficient buildings	Decrease per capita GHG emissions for buildings and transportation by 2030 based on 2012 Community Energy and Emissions Inventory Report	TBD	2022	N-075 Energy Step Code implementation  N-069 Energy audit of municipal buildings
	Support community preparation for climate change impacts with respect to sea level rise, storm surge, forest fires, food security, and other extreme weather events	Expenditure for carbon offsets purchased by the Town to be carbon neutral	\$0	2023-2025	N-076 Community wildfire protection plan update  N-078 Wildfire fuel management plan

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Community Safety and Security	A real and perceived safe community	TBD	TBD	2021	N-085 Full-time firefighter staff increase  N-086 Fire services volunteer staffing restructure
	Prepared for emergencies	Well-trained staff available for EOC	100%	2021	N-072 Emergency Response and Recovery Plan update

## Performance Measures and Key Statistics

Activity / statistic	2019	2020	2021 Plan	Comments
Employees (FTEs)	10	10	11	See non-core request for 1 FTE increase (N-085)
Volunteers	65	65	65	Fire and emergency program services
Emergency response 90% of the time	4 min, 25 sec	4 min, 27 sec	4 min, 25 sec	
Bylaw complaints concluded within 4 days	82%	89%	90%	

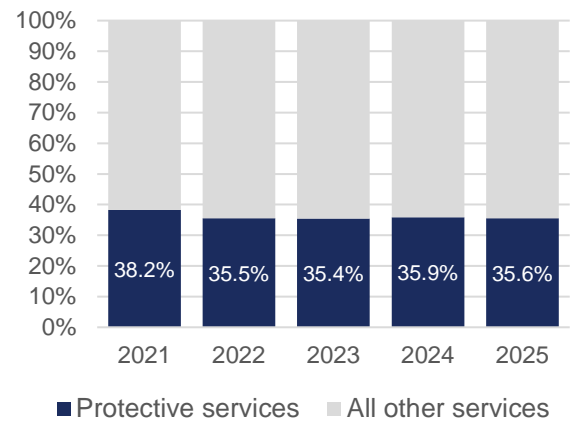
**Note:** Protective Services FTEs listed here do not include those relating to police services. View Royal pays 70% of RCMP costs, shared on a pooled basis with other municipalities with populations under 15,000. Policing support staff labour costs are shared on a proportional basis with the municipalities of Langford and Colwood. View Royal's share is approximately 15%. This financial plan proposes to increase RCMP policing strength by one member in 2023 so that the total strength is 13.55 members by 2024. Municipal support staff for the West Shore RCMP detachment increased by one full-time position and one full-time municipal employees' manager position in 2020.

## 2021 Budget Summary

The proposed 2021 Protective Services budget totals nearly \$3 million to provide the full range of protective services to View Royal.

Incremental analysis	\$	Change %
<b>2020 budget</b>	<b>\$3,358,643</b>	
Net increase in core operations	389,158	11.6%
Non-core requests	115,725	3.5%
<b>2021 proposed budget</b>	<b>\$3,863,526</b>	<b>15.1%</b>

### How much of my property taxes pay for this service?



## Core Operations

Funding	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Sales of services-fire protection	\$ 242,527	\$ 239,440	\$ 284,229	\$ 44,789	18.7%
Suite rentals	31,025	22,473	39,100	16,627	74.0%
Sales of services-ESS	6,885	6,885	25,885	19,000	276%
Building permits	187,246	374,000	264,500	-109,500	-29.3%
Business licences	56,275	42,000	55,000	13,000	31.0%
Animal control licences	5,730	8,500	8,600	100	1.2%
RCMP building rental	50,847	62,000	62,000	-	0%
Other policing revenue	11,919	12,000	12,000	-	0%
Traffic fine revenue sharing grant	68,919	70,000	70,000	-	0%
Bylaw fines and MTI	7,730	9,000	9,000	-	0%
<b>Revenue total</b>	<b>669,103</b>	<b>846,298</b>	<b>830,314</b>	<b>-15,984</b>	<b>-1.9%</b>

Operating expense	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Fire protection services	1,702,308	1,533,382	1,757,624	224,242	14.7%
Emergency planning	201,353	236,053	207,558	-28,495	-12.1%
Building inspection	167,696	170,701	158,534	-12,167	-7.2%
Other protective services	39,250	46,200	47,400	1,200	2.6%
Bylaw enforcement	147,009	141,085	145,220	4,135	3.0%
Police	1,479,755	2,077,520	2,261,779	184,259	8.9%
<b>Total operating expense</b>	<b>3,737,371</b>	<b>4,204,941</b>	<b>4,578,115</b>	<b>373,174</b>	<b>12.1%</b>

<b>Net property tax required</b>	<b>\$ 3,068,268</b>	<b>\$ 3,358,643</b>	<b>\$ 3,747,801</b>	<b>\$ 389,158</b>	<b>11.6%</b>
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<b>Estimated property tax impact</b>	<b>4.3%</b>
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[\*Appendix 4 Service Plan Budget Details\*](#) provides a detailed look at all five years of this service plan budget.

## Fire Protection Services

Responding to over 600 emergency calls in 2020, the fire department is responsible for all aspects of emergency and non-emergency response in the community. Functions include response to medical emergencies, vehicle accidents, structure fires, marine emergencies, technical rescues, and searches as well as non-emergency assist calls. Six career staff and one administrative position manage all aspects of training, fire prevention, and maintenance within this division. Key drivers of cost increases include rising costs for goods and services, and labour and related benefits costs.

The 2021-2025 Financial Plan includes funding to add one full-time firefighter, starting mid-2021, and a change in the volunteer staffing model that is expected to reduce response times with coverage 24 hours a day, and increase volunteer retention.

## Emergency Planning

Emergency planning includes both preparing for and responding to emergency and disaster situations such as earthquakes and tsunamis. The department is managed by one career officer that supports 25-30 volunteers. This division is responsible for disaster planning, business resumption, business continuity and community response to fires and displaced residents due to an emergency.

## Bylaw Enforcement and Animal Control

This division of protective services manages over 500 files per year. Working with RCMP and other View Royal departments the officer attends to a variety of calls for service. Homeless issues, vigils, parking, secondary suites, and sign bylaw enforcement are an example of the types of files that are managed. Bylaw enforcement services are provided by one officer and one 0.5 FTE clerk.

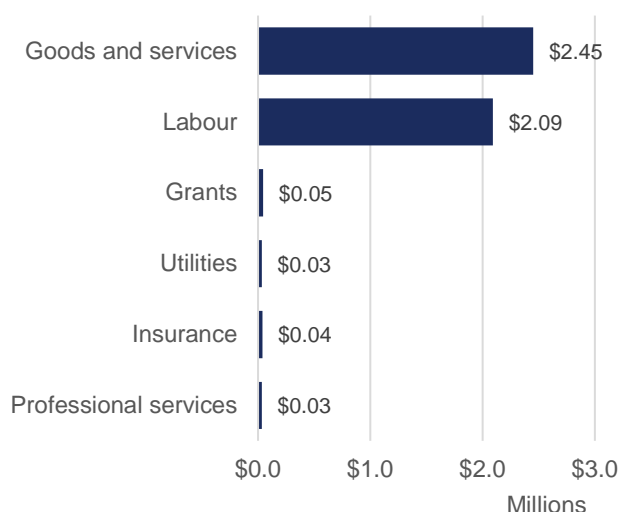
## Building Inspection

This office is responsible for all aspects of building inspection, plan review, oversight of permit issuance and secondary suite compliance. One full time inspector and one 0.5 FTE clerk supports this function. In addition to the building inspection role, the inspector is also back up for bylaw enforcement.

## Policing

Police services are provided under contract with the RCMP located at the shared municipal West Shore detachment. Because View Royal's population is currently less than 15,000, the financial obligation is 70% of the total costs for municipalities with populations between 5,000 and 15,000 under contract with the RCMP through the province. These pooled costs are allocated to each municipality based on the number of RCMP members servicing the municipality; View Royal has a policing strength of 12.35 members, and this is proposed to increase to 13.55 by the end of 2024.

2021 Protective Services Expense



Policing costs also includes funding for the municipal support staff that perform much of the administrative tasks for the police. These costs are shared on a proportional basis with the other West Shore municipalities (Colwood and Langford).

## Non-core Requests

Project expense	Ref	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Full-time firefighter staff increase <sup>5</sup>	N-085	\$ 35,725	\$102,620	\$102,720	\$102,820	\$102,920
ESS equipment and supplies <sup>4</sup>	C-046	1,500	-	-	-	-
EOC equipment and supplies <sup>1,4</sup>	C-059	6,500	5,500	-	-	-
Additional RCMP members <sup>2</sup>	N-054	-	-	55,000	169,000	173,000
Energy audit of municipal buildings <sup>3</sup>	N-069	-	15,000	-	-	-
Hazard risk vulnerability assessment <sup>1</sup>	N-071	-	15,000	-	-	-
Emergency Response and Recovery Plan update <sup>4</sup>	N-072	20,000	-	-	-	-
Energy Step Code implementation <sup>1</sup>	N-075	-	7,500	-	-	-
Community wildfire protection plan update <sup>4</sup>	N-076	33,000	-	-	-	-
Wildfire fuel management plan <sup>5</sup>	N-078	-	-	25,000	25,000	25,000
Secondary suites online renewal <sup>1</sup>	N-083	5,000	-	-	-	-
Fire services volunteer staffing restructure <sup>5</sup>	N-086	14,000	22,000	22,000	22,000	22,000
Protective Services housing feasibility study <sup>1</sup>	N-061	-	20,000	-	-	-
<b>Total project expense</b>		<b>19,000</b>	<b>42,000</b>	<b>22,000</b>	<b>22,000</b>	<b>322,920</b>
Funding		2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
<sup>1</sup> Casino reserve account		11,500	42,500	-	-	-
<sup>2</sup> Reserves		-	-	55,000	169,000	173,000
<sup>3</sup> Gas Tax reserve account		-	15,000	-	-	-
<sup>4</sup> Grants		54,500	5,500	-	-	-
<sup>5</sup> Taxation		49,725	124,620	149,720	149,820	149,920
<b>Total funding</b>		<b>\$104,225</b>	<b>\$187,620</b>	<b>\$204,720</b>	<b>\$318,820</b>	<b>\$322,920</b>
<b>Estimated property tax impact</b>		<b>0.6%</b>	<b>1.4%</b>	<b>1.7%</b>	<b>1.7%</b>	<b>1.7%</b>

[Appendix 2 Non-core Requests](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [Appendix 5 Project Summaries](#) organized sequentially by unique reference number.

## Operational Costs of Capital

As capital projects are completed, ongoing costs to maintain the asset are included in future years' operational budgets. These future costs are one of several factors considered before each project is recommended for approval. Details of operational costs are presented in [Appendix 3 Schedule 3.3 Operational Costs of Capital Projects Detail](#).

Operating expense	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Fiscal services - debt service costs	\$ -	\$ -	\$ -	\$72,620	\$72,620
<b>Total operational costs of capital</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$72,620</b>	<b>\$72,620</b>
Estimated property tax impact	0%	0%	0%	0.8%	0.8%





# Transportation Services



## Overview

The maintenance and capital programs for View Royal's roads, streets, bridges, sidewalks, street signage, boulevards, bus shelters, street lighting, traffic signals and storm drains are provided by the Engineering Department. This department works closely with Development Services to support development and growth.

## Strategic Goals and Objectives

View Royal's [Strategic Plan](#) identifies six priorities that lay the groundwork for realizing the long-term vision. The Strategic Plan sets out specific goals with measures, targets and planned timing for the work that will see progress toward each of the strategic priorities. Some of the planned work activities in the Strategic Plan that are within the sphere of Transportation Services will be performed by in-house staff and funded by the annual operating budget. The work activities that require additional budget appropriation are listed here, with a cross-reference to the related Project Summary document in [Appendix 5](#) that details the specific funding request. The Strategic Plan was finalized late in 2020, therefore some of the work planned for 2021 includes establishing a baseline value for each measure, against which to compare future progress toward the target.

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Enhance livability in View Royal	Shift primary transport mode within View Royal away from vehicles to walking, cycling and transit	Percentage of trips to work and school by transit/walking/cycling	25%	2023	N-073 Active Transportation Plan
Environmental stewardship	Support community preparation for climate change impacts with respect to sea level rise, storm surge, forest fires, food security, and other extreme weather events	Expenditure for carbon offsets purchased by the Town to be carbon neutral	\$0	2023	N-074 Urban forestry strategy

## Performance Measures and Key Statistics

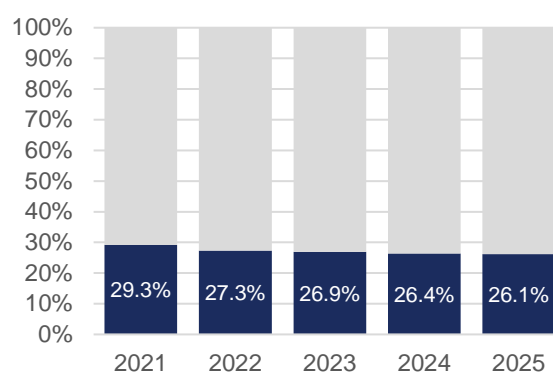
Activity / statistic	2019	2020	2021 Plan	Comments
Employees (FTEs)	4.5	5.8	5.8	No change
Summer students (FTEs)	0.6	0.3	0.3	No change
Tree permits (count)	122	154	150	
Customer issues or concerns	905	958	950	
Catch basins cleaned	825	969	900	
Drainage mains videoed (metres)	2,150	3,236	3,000	

## 2021 Budget Summary

The proposed 2021 Transportation Services budget totals nearly \$3 million to provide the full range of services to keep people moving safely. About two-thirds of the costs are provided through contracts with external providers.

Incremental analysis	\$	Change %
<b>2020 budget</b>	<b>\$ 2,767,063</b>	
Net decrease in core operations	-6,924	-0.3%
<b>2021 proposed budget</b>	<b>\$ 2,760,139</b>	<b>-0.3%</b>

How much of my property taxes pay for this service?



■ Transportation services ■ All other services

## Core Operations

Funding	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Sale of services, fees, and other revenue	\$ 120,435	\$ 113,170	\$ 129,825	\$ 16,655	14.8%
<b>Total funding</b>	<b>120,435</b>	<b>113,170</b>	<b>129,825</b>	<b>16,655</b>	<b>14.8%</b>

Operating expense	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Transportation administration	599,140	763,201	788,737	25,536	3.4%
Transportation roads	1,714,956	1,778,559	1,853,132	74,573	4.2%
Drainage	304,726	338,473	248,095	-90,378	-26.7%
<b>Expense total</b>	<b>2,618,822</b>	<b>2,880,233</b>	<b>2,889,964</b>	<b>9,731</b>	<b>0.4%</b>

<b>Net property tax required</b>	<b>\$ 2,498,387</b>	<b>\$ 2,767,063</b>	<b>\$ 2,760,139</b>	<b>\$ -6,924</b>	<b>-0.3%</b>
<b>Estimated property tax impact</b>	<b>0%</b>				

[Appendix 4 Service Plan Budget Details](#) provides a detailed look at all five years of this service plan budget.

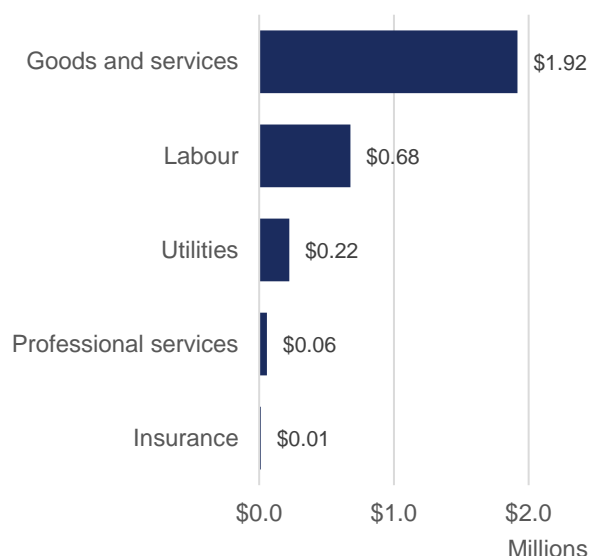
## Transportation Administration and Roads

The transportation function includes maintenance of View Royal's 57 kilometres of roads, as well as sidewalks, boulevards, signage, bridges, traffic signals and street lighting and offsite servicing for new developments. Most of the outside work is performed under contract with an external service provider. This section of the budget also includes administration of the engineering department that supports other related services such as parks maintenance. Key drivers for changes in expenses include inflationary increases for contracted services and labour costs.

## Drainage

This section includes all direct costs relating to the 42 kilometres of storm drainage pipes within View Royal.

## 2021 Transportation Services Expense



## Non-core Requests

Project expense	Ref	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Active Transportation Plan <sup>2</sup>	N-073	\$ -	\$ 5,000	\$150,000	\$ -	\$ -
Urban forestry strategy <sup>1</sup>	N-074	-	-	75,000	-	-
<b>Total project expense</b>		-	<b>5,000</b>	<b>225,000</b>	-	-
Funding		2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
<sup>1</sup> Casino reserve account		-	-	75,000	-	-
<sup>2</sup> Development cost charges (DCCs)		-	5,000	150,000	-	-
<b>Total funding</b>		<b>\$ -</b>	<b>\$ 5,000</b>	<b>\$225,000</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Estimated property tax impact</b>		<b>0%</b>	<b>0%</b>	<b>2.5%</b>	<b>0%</b>	<b>0%</b>

[Appendix 2 Non-core Requests](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [Appendix 5 Project Summaries](#) organized sequentially by unique reference number.

## Operational Costs of Capital

As capital projects are completed, ongoing costs to maintain the asset are included in future years' operational budgets. These future costs are one of several factors considered before each project is recommended for approval. Details of operational costs are presented in [Appendix 3 Schedule 3.3 Operational Costs of Capital Projects Detail](#).

Operating expense	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Increase in supplies of goods and services	\$ -	\$ 2,800	\$ 6,300	\$ 23,300	\$ 24,300
<b>Total operational costs of capital</b>	<b>\$ -</b>	<b>\$ 2,800</b>	<b>\$ 6,300</b>	<b>\$ 23,300</b>	<b>\$ 24,300</b>
Estimated property tax impact	0%	0.0%	0.1%	0.3%	0.3%



# Environmental Health



## Overview

Through its Environmental Health Services function View Royal provides both solid waste (garbage) and liquid waste management (sanitary sewer) services to properties within its boundaries. Water services are provided by the Capital Regional District (CRD) and billed directly to the consumer; therefore, this financial plan excludes financial impacts relating to the provision of water services.

Funding for garbage collection and sanitary sewer comes from user fees billed to the View Royal properties that benefit from these services. User fee rates are calculated on a cost-recovery basis to provide for the ongoing operations and maintenance of the service and renewal of infrastructure assets. The sanitary sewer service is accounted for as a separate fund and retains any surplus that results if revenues are more than expenses in any given year.

## Performance Measures and Key Statistics

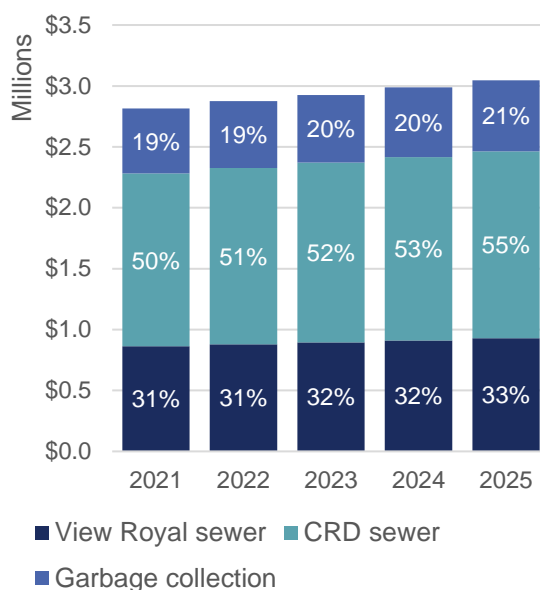
Activity / statistic	2019	2020	2021 Plan
Employees (FTEs)	0.5	0.5	0.5
Sanitary mains videoed (metres)	4,750	1,429	3,000
Solid waste new customers	39	13	40

## 2021 Budget Summary

The proposed 2021 Environmental Health Services budget totals nearly \$2.8 million funded from user fees collected from View Royal properties that benefit from the services. These services do not have any non-core requests.

Incremental analysis	\$	Change %
<b>2020 budget</b>	<b>\$ 2,820,416</b>	
Net increase in core operations	44,675	1.6%
<b>2021 proposed budget</b>	<b>\$ 2,865,091</b>	<b>1.6%</b>

What do my user fees pay for?



## Core Operations

Since garbage collection and sanitary sewer functions are funded from specific user fees, revenue and expense is presented separately for each.

### Garbage Collection

<b>Funding</b>	<b>2020 YTD</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>Change \$</b>	<b>Change %</b>
User fee revenue	\$ 528,339	\$ 527,265	\$ 533,623	\$ 6,358	1.2%
<b>Total funding</b>	<b>528,339</b>	<b>527,265</b>	<b>533,623</b>	<b>6,358</b>	<b>1.2%</b>

<b>Operating expense</b>	<b>2020 YTD</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>Change \$</b>	<b>Change %</b>
Garbage collection	464,494	458,491	464,020	5,529	1.2%
Internal cost allocation	68,774	68,774	69,603	829	1.2%
<b>Total operating expense</b>	<b>533,268</b>	<b>527,265</b>	<b>533,623</b>	<b>6,358</b>	<b>1.2%</b>

<b>Surplus (deficit)</b>	<b>\$ -4,929</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>-</b>
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### Sanitary Sewer

<b>Funding</b>	<b>2020 YTD</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>Change \$</b>	<b>Change %</b>
User fee revenue – View Royal	\$ 851,179	\$ 856,375	\$ 863,092	\$ 6,717	0.8%
User fee revenue – CRD	1,397,710	1,390,000	1,417,800	27,800	2.0%
Interest on investments	20,487	10,000	10,000	-	0%
Transfers from surplus	-	36,776	40,576	3,800	10.4%
<b>Total funding</b>	<b>2,269,376</b>	<b>2,293,151</b>	<b>2,331,468</b>	<b>38,317</b>	<b>1.7%</b>

<b>Operating expense</b>	<b>2020 YTD</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>Change \$</b>	<b>Change %</b>
Sanitary sewer collection – View Royal	286,286	371,684	373,308	1,624	0.5%
Sanitary sewer collection – CRD	1,401,573	1,390,000	1,417,800	27,800	2.0%
Internal cost allocation	444,667	444,667	453,560	8,893	2.0%
Transfer to reserve	86,800	86,800	86,800	-	0.0%
<b>Total operating expense</b>	<b>2,219,326</b>	<b>2,293,151</b>	<b>2,331,468</b>	<b>38,317</b>	<b>1.7%</b>

<b>Surplus (deficit)</b>	<b>\$ 50,050</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>-</b>
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**Appendix 4 Service Plan Budget Details** provides a detailed look at all five years of this service plan budget. The Fiscal Services function accounts for internal cost allocation and transfer to reserve details.

### Internal Cost Allocation

Both garbage collection and sanitary sewer services are charged an internal fee for general administration to ensure the user fees that fund the services recover the full cost of providing the services. General administration includes billing, payment processing, customer services, online services, financial management, and other related costs.

### Garbage Collection

The garbage collection service includes weekly waste collection for nearly 2,800 homes. In addition to garbage and organics collection, the Town provides an annual autumn lawn and garden pickup, and year-round drop off service for residents.

As this service is provided under contract, it has no direct internal labour costs. However, contract fees are subject to inflationary increases.

User fees for garbage collection are charged a flat amount for each dwelling unit. The garbage user fee for 2021 is expected to increase by \$2 in 2021, from \$189 to \$191 per dwelling unit, billed on the property tax notice issued in May.

### Sanitary Sewer

The sanitary sewer system comprises 50 kilometres of pipes and 17 pump stations. The system is monitored via an electronic SCADA system to ensure continuous secure operations. All sewage from View Royal flows through the Capital Regional District's (CRD's) sewage system through the Craigflower pump station at Shoreline Drive and then on to the wastewater treatment plant, which provides treatment and discharge.

This function supports 0.5 FTE, with no changes anticipated in the five-year plan.

The sewer user fee is an annual levy charged to all residents connected to View Royal's sewer system. This charge is the recovery of the annual operating and maintenance costs for the sewer system, including amounts billed by the CRD for their sewer system. The sewer user fee for residential users is based solely on the annualized metered water consumption during the winter (November through April). The minimum sewer user fee levied is \$100 for all sewer users.

Prior to 2020, the cost of the CRD's sanitary sewer treatment and discharge services were funded through a separate sewer tax on the View Royal tax notice. These costs are now included on the annual sewer user fee bill and based on the volume of winter water consumption. This means the amount charged is more closely related to your use of the system instead of property assessments.

Residential sewer user fees are expected to increase by 1% (about \$0.01 per cubic metre) for View Royal's sewer fee and by 2% (about \$0.03 per cubic metre) for CRD's sewer fee. A home with winter water consumption of 80 cubic metres paid \$354 in 2020 and could pay about \$6 more for a total of \$360 in 2021. Sewer user fee rates are not set until after water consumption data is received from CRD in May each year. Sewer user fee invoices are issued in October.



# Development Services



## Overview

The Development Services function provides the current and future land use, planning, and zoning work for View Royal and is responsible for the [Official Community Plan](#) that guides future growth. Additionally, Development Services supports economic development initiatives and programs.

## Strategic Goals and Objectives

View Royal's Strategic Plan identifies six priorities that lay the groundwork for realizing the long-term vision. The Strategic Plan sets out specific goals with measures, targets and planned timing for the work that will see progress toward each of the strategic priorities. Some of the planned work activities in the Strategic Plan that are within the sphere of Development Services will be performed by in-house staff and funded by the annual operating budget. The work activities that require additional budget appropriation are listed here, with a cross-reference to the related Project Summary document in [Appendix 5](#) that details the specific funding request. The Strategic Plan was finalized late in 2020, therefore some of the work planned for 2021 includes establishing a baseline value for each measure, against which to compare future progress toward the target.

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Enhance liveability in View Royal	Access to a broad range of housing options to meet the needs of various ages, family types and incomes	Increase number of non-market housing units; increase number of rental units	10%	2024	N-040 Housing gaps and needs study
	Proximity to services	Percentage of residential properties more than 800 m from commercial or mixed-use centres	<5%	2021	N-016 Commercial precinct plans N-025 OCP review
Community and economic growth	Private investment in redevelopment of strategic sites	Development applications received for identified sites	2	2021	N-016 Commercial precinct plans
	Strategic investment in public realm	TBD	TBD	2024-2025	N-067 Placemaking Urban Design Plan

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Environmental stewardship	Respond to the declared climate action emergency by reducing greenhouse gas emissions in our community	Decrease per capita GHG emissions for buildings and transportation by 2030 based on 2012 Community Energy and Emissions Inventory Report	TBD	2021	N-084 Community Climate Action Plan  N-063 Corporate Energy and Emissions Plan
Good governance	Strong and active citizen participation in community engagement in Town of View Royal meetings, open houses, surveys, budget development	Increase number of participants in municipal engagement events	10%	2023	N-036 Community engagement strategy

## Performance Measures and Key Statistics

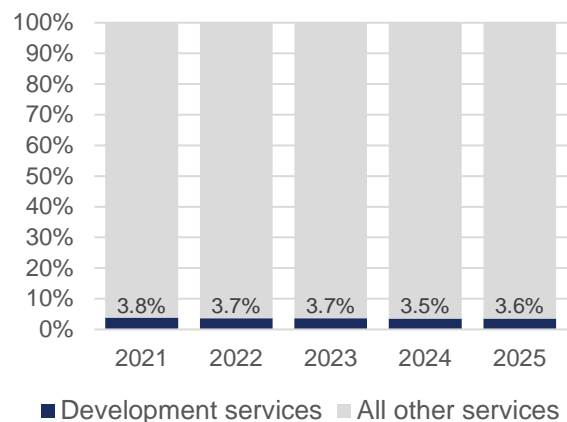
Activity / statistic	2019	2020	2021 Plan	Comments
Employees (FTEs)	3.5	3.5	3.5	No change
Development permit applications	12	10	10	
Development variance permits applications	3	3	4	
Subdivision applications	3	0	2	
Rezoning applications	2	6	3	
Secondary suite permits issued	374	392	405	

## 2021 Budget Summary

The proposed 2021 Development Services budget totals just over \$600,000 to provide the full range of planning and economic services to View Royal. Almost half of the budget is allocated to significant major planning projects.

Incremental analysis	\$	Change %
<b>2020 budget</b>	<b>\$ 672,877</b>	
Net decrease in core operations	-304,034	-45.2%
Non-core requests	250,000	37.2%
<b>2021 proposed budget</b>	<b>\$ 618,843</b>	<b>-8.0%</b>

How much of my property taxes pay for this service?



## Core Operations

The 2021 budget is based on conservative growth estimates. Increases in labour and benefits costs are offset by the elimination of consulting fees for prior year one-time projects not required in 2021.

Funding	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Permits revenue	\$ 159,171	\$ 117,000	\$ 128,800	\$ 11,800	10.1%
<b>Total funding</b>	<b>159,171</b>	<b>117,000</b>	<b>128,800</b>	<b>11,800</b>	<b>10.1%</b>

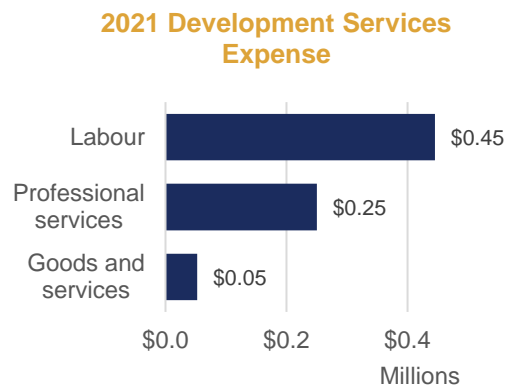
Operating expense	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Planning services	451,800	642,095	471,765	-170,330	-26.6%
Economic development	87,620	147,782	25,878	-121,904	-82.5%
<b>Total operating expenses</b>	<b>539,420</b>	<b>789,877</b>	<b>497,643</b>	<b>-292,234</b>	<b>-37.0%</b>

<b>Net property tax required</b>	<b>\$ 380,249</b>	<b>\$ 672,877</b>	<b>\$ 368,843</b>	<b>\$-304,034</b>	<b>-45.2%</b>
<b>Estimated property tax impact</b>	<b>0%</b>				

[Appendix 4 Service Plan Budget Details](#) provides a detailed look at all five years of this service plan budget.

### Planning Services

Planning services for View Royal include managing development applications of all types and long-range planning for the community through the development of bylaws or plans such as the Official Community Plan and the zoning bylaw. The department also takes on issues related to parks planning, heritage matters and provides support to other departments by writing policy or bylaws on their behalf. The Approving Officer function relating to subdivision of land is also included in the work performed by the department.



The department consists of 3.5 FTE staff and this is not expected to change in the next 5 years.

### Economic Development

Economic development is a recent addition to View Royal's portfolio of activities. We work closely with external organizations like the [South Island Prosperity Project](#) and ensure that statistics with respect to the demographic and economic profile of the View Royal are available to interested parties.

## Non-core Requests

Project expense	Ref	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Housing gaps and needs study <sup>1</sup>	N-040	\$ -	\$ -	\$ -	\$ 15,000	\$ -
Development of road ends-design <sup>1</sup>	N-012	-	20,000	-	-	-
Parks signage and wayfinding <sup>1</sup>	N-014	-	30,000	-	-	-
Pedestrian Connectivity Master Plan <sup>2</sup>	N-015	-	30,000	-	-	-
Commercial precinct plans <sup>1,3</sup>	N-016	55,000	-	-	-	-
Community engagement strategy <sup>1</sup>	N-036	-	-	80,000	-	-
Corporate Energy and Emissions Plan <sup>2</sup>	N-063	-	-	-	35,000	-
Placemaking Urban Design Plan <sup>1</sup>	N-067	-	-	-	50,000	50,000
Community Climate Action Plan <sup>2</sup>	N-084	75,000	-	-	-	-
OCP review <sup>1</sup>	N-025	120,000	30,000	-	-	-
<b>Total project expense</b>		<b>250,000</b>	<b>110,000</b>	<b>80,000</b>	<b>100,000</b>	<b>50,000</b>

Funding	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
<sup>1</sup> Casino reserve account	147,500	80,000	80,000	65,000	50,000
<sup>2</sup> Gas Tax reserve account	75,000	30,000	-	35,000	-
<sup>3</sup> Prior year surplus	27,500	-	-	-	-
<b>Total funding</b>	<b>\$250,000</b>	<b>\$110,000</b>	<b>\$ 80,000</b>	<b>\$100,000</b>	<b>\$ 50,000</b>

<b>Estimated property tax impact</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
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[Appendix 2 Non-core Requests](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [Appendix 5 Project Summaries](#) organized sequentially by unique reference number.

# Parks Services



## Overview

The Parks department is responsible for the maintenance and development of over 70 parks in View Royal, including manicured and natural green spaces, trails, and sport fields.

The parks department also maintains the grounds at View Royal's Town Hall and oversees building and fleet maintenance.

## Strategic Goals and Objectives

View Royal's [Strategic Plan](#) identifies six priorities that lay the groundwork for realizing the long-term vision. The Strategic Plan sets out specific goals with measures, targets and planned timing for the work that will see progress toward each of the strategic priorities. Some of the planned work activities in the Strategic Plan that are within the sphere of Parks Services will be performed by in-house staff and funded by the annual operating budget. The work activities that require additional budget appropriation are listed here, with a cross-reference to the related Project Summary document in [Appendix 5](#) that details the specific funding request. The Strategic Plan was finalized late in 2020, therefore some of the work planned for 2021 includes establishing a baseline value for each measure, against which to compare future progress toward the target.

Strategic Priority	Goal	Measure	Target	Timing	Project Summary
Enhance liveability in View Royal	Build strong relationships and engagement through community events and celebrations	Increase number of participants in community events	10%	2022	N-064 Helmcken Centennial Park Master Plan

## Performance Measures and Key Statistics

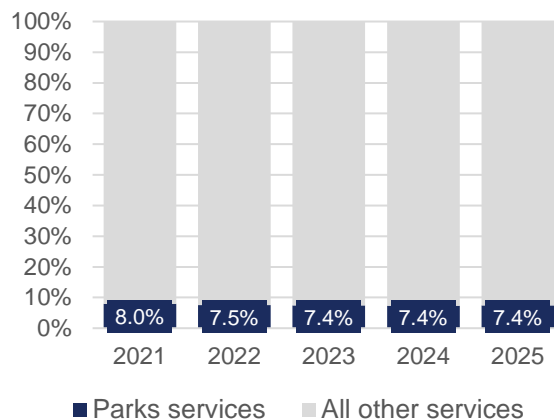
Activity / statistic	2019	2020	2021 Plan	Comments
Employees (FTEs)	5.0	5.0	5.0	No change
Summer students (FTEs)	0.6	0.0	0.3	

## 2021 Budget Summary

The proposed 2021 Parks Services budget totals just over \$820,000, including all non-core requests.

Incremental analysis	\$	Change %
<b>2020 approved budget</b>	<b>\$ 823,220</b>	
Net decrease in core operations	-73,558	-9.0%
Operational costs of capital projects	700	0%
<b>2021 proposed budget</b>	<b>\$ 750,362</b>	<b>-9.0%</b>

### How much of my property taxes pay for this service?



## Core Operations

Parks services are primarily delivered through in-house staff. Increases in labour and benefits costs are offset by the elimination of consulting fees for prior year one-time projects not required in 2021. Parks services are funded from taxation.

Operating expense	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Parks services	\$ 714,209	\$ 823,220	\$ 749,662	\$ -73,558	-9.0%
<b>Total operating expenses</b>	<b>714,209</b>	<b>823,220</b>	<b>749,662</b>	<b>-73,558</b>	<b>-9.0%</b>

<b>Net property tax required</b>	<b>\$ 714,209</b>	<b>\$ 823,220</b>	<b>\$ 749,662</b>	<b>\$ -73,558</b>	<b>-9.0%</b>
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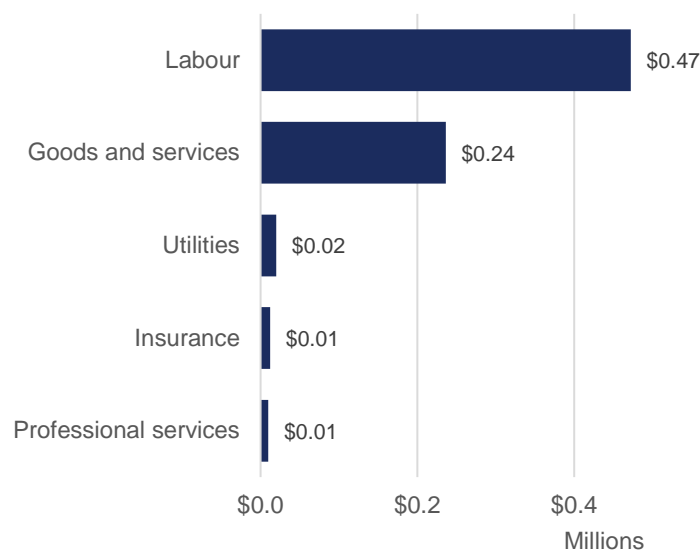
<b>Estimated property tax impact</b>	<b>-0.8%</b>
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Increased costs reflect increased labour and benefits costs and operational costs to inspect and maintain capital projects installed in the prior year.

### Appendix 4 Service Plan Budget Details

provides a detailed look at all five years of this service plan budget.

### 2021 Parks Expense



## Non-core Requests

Project expense	Ref	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Resident tree planting program <sup>2,4</sup>	N-080	\$ -	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000
Helmcken Centennial Park Master Plan <sup>1</sup>	N-064	-	50,000	-	-	-
Little Road Park Plan <sup>3</sup>	N-087	-	-	30,000	-	-
<b>Total project expense</b>		-	<b>60,000</b>	<b>40,000</b>	<b>10,000</b>	<b>10,000</b>

Funding	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
<sup>1</sup> Casino reserve account	-	50,000	-	-	-
<sup>2</sup> Reserves	-	10,000	10,000	-	-
<sup>3</sup> Gas Tax reserve account	-	-	30,000	-	-
<sup>4</sup> Taxation	-	-	-	10,000	10,000
<b>Total funding</b>	<b>\$ -</b>	<b>\$ 60,000</b>	<b>\$ 40,000</b>	<b>\$ 10,000</b>	<b>\$ 10,000</b>
<b>Estimated property tax impact</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0.1%</b>	<b>0.1%</b>

[Appendix 2 Non-core Requests](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [Appendix 5 Project Summaries](#) organized sequentially by unique reference number.

## Operational Costs of Capital

As capital projects are completed, ongoing costs to maintain the asset are included in future years' operational budgets. These future costs are one of several factors considered before each project is recommended for approval. Details of operational costs are presented in [Appendix 3 Schedule 3.3 Operational Costs of Capital Projects Detail](#).

Operating expense	2021 Budget	2022 Budget	2023 Budget	2024 Budget	2025 Budget
Increase in park maintenance, inspections, and supplies	\$ 700	\$9,200	\$17,300	\$25,050	\$35,550
<b>Total operational costs of capital projects</b>	<b>\$ 700</b>	<b>\$9,200</b>	<b>\$17,300</b>	<b>\$25,050</b>	<b>\$35,550</b>
<b>Estimated property tax impact</b>	<b>0.0%</b>	<b>0.1%</b>	<b>0.2%</b>	<b>0.3%</b>	<b>0.4%</b>



# Recreation and Culture



## Overview

View Royal provides recreation and library services through its partnership with other municipalities in the West Shore Parks and Recreation Society and the Greater Victoria Public Library system. Library and recreation services are provided under contract and have no direct internal labour costs.

### Library

View Royal contributes nearly \$0.6 million annually to the Greater Victoria Public Library system and shares in the cost of maintaining the Central Branch. This service is 100% tax funded.

### Recreation

The West Shore Parks and Recreation Society, owned by the municipalities of View Royal, Colwood, Langford, Metchosin and Highlands, manages the Juan de Fuca Recreation Centre.

The Centre provides multiple recreational opportunities for the citizens and guests with an arena, indoor sports complex with artificial turf, pool and water slide, weight room, and viewing areas. There is also a nine-hole golf course and many other outdoor park amenities and sports fields.

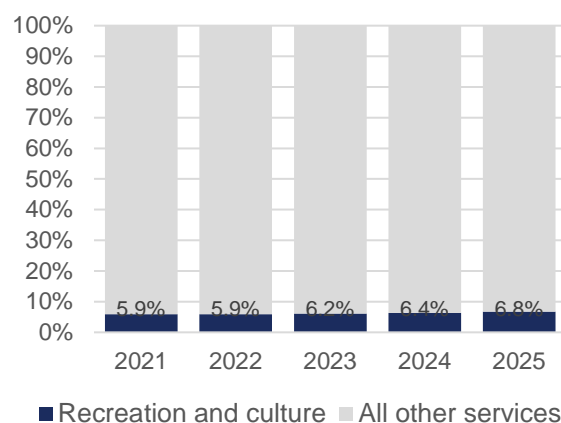
View Royal pays a proportionate share of the costs to operate and maintain this facility, contributing over \$800,000 each year. This contribution has historically been funded from revenue View Royal receives from casino operations. The current five-year financial plan includes a gradual transition away from sole reliance on casino revenue for funding this important service, starting in 2022, by introducing a 0.5% tax increase annually specifically for West Shore Parks and Recreation. A 0.5% tax increase would cost the average residential property in View Royal about \$10.

## 2021 Budget Summary

The proposed Recreation and Culture 2021 budget requires nearly \$0.6 million in taxation for library services for View Royal residents and visitors.

Incremental analysis	\$	Change %
<b>2020 budget</b>	<b>\$ 552,158</b>	
Net increase in core operations	2,435	0.4%
<b>2021 proposed budget</b>	<b>\$ 554,593</b>	<b>0.4%</b>

How much of my property taxes pay for this service?



## Core Operations

Because of the loss of revenue that resulted from Juan de Fuca Recreation Centre closures and increased costs to reopen due to COVID-19 restrictions, the 2021 recreation services budget includes additional funding of \$154,000, funded by the BC Safe Restart grant that was contributed to the Casino reserve in 2020.

Funding	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Casino revenue	\$ 753,874	\$ 753,874	\$ 918,157	\$ 164,283	21.8%
<b>Total funding</b>	<b>753,874</b>	<b>753,874</b>	<b>918,157</b>	<b>164,283</b>	<b>21.8%</b>

Operating expense	2020 YTD	2020 Budget	2021 Budget	Change \$	Change %
Library services	551,933	552,158	554,593	2,435	0.5%
Recreation services	753,874	753,874	918,157	164,283	21.8%
<b>Total operating expenses</b>	<b>1,305,807</b>	<b>1,306,032</b>	<b>1,472,750</b>	<b>166,718</b>	<b>12.8%</b>

<b>Net property tax required</b>	<b>\$ 551,933</b>	<b>\$ 552,158</b>	<b>\$ 554,593</b>	<b>\$ 2,435</b>	<b>0.4%</b>
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<b>Estimated property tax impact</b>	<b>0.1%</b>
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[Appendix 4 Service Plan Budget Details](#) provides a detailed look at all five years of this service plan budget.



## Non-core Requests

While there generally are no direct non-core requests for the recreation and culture service, the financial plan includes a one-time contribution to the development of a new outdoor skateboard park at the Juan de Fuca Recreation Centre in 2022. Forty-three percent of the total \$1.075 million estimated cost is expected to come from the municipal owners; View Royal's contribution is \$68,000 or 15% of the total funding from municipalities and will come from the casino revenue reserve.

# Fiscal Services



## Overview

The fiscal services function administers property taxes, internal transfers, grants, contributions, and government transfers not allocated to a specific project. This section also manages debt service costs and annual amortization of tangible capital assets.

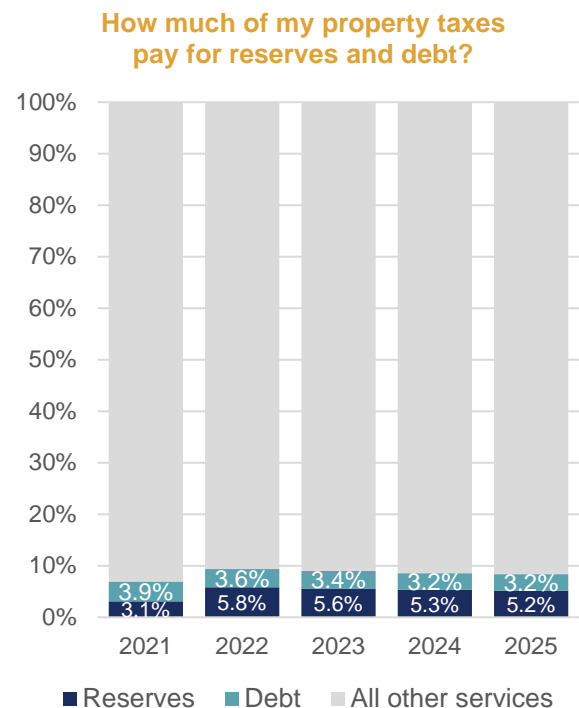
View Royal receives a share of revenue from Elements Casino and is a recipient of federal gas tax under the Community Works Fund program. The financial plan does not anticipate consuming 100% of these grants each year, so the money is transferred to reserve accounts until needed to fund specific projects as approved by the financial plan each year.

Fiscal services activities are provided by corporate administration personnel. There are no direct labour costs allocated to this function.

## 2021 Budget Summary

The proposed 2021 Fiscal Services budget provides funding to all other service plans, primarily through taxation revenue and transfers from other funds.

Incremental analysis	\$	Change %
<b>2020 budgeted funding</b>	<b>\$10,790,015</b>	
Net increase in core funding	117,558	1.1%
Non-core requests funding	455,540	4.3%
Operational costs of capital funding	700	0%
<b>2021 proposed budget</b>	<b>\$11,363,813</b>	<b>5.4%</b>



## Core Operations

The 2021 budget provides funding for all other services and facilitates contributions to reserves and debt repayment. Planned uses of Casino revenue and Community Works Fund (gas tax grant) totals nearly \$1.4 million in 2021, shown here as transfers from reserve accounts.

<b>Funding</b>	<b>2020 YTD</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>Change \$</b>	<b>Change %</b>
Property taxes and payments in lieu	\$ 9,219,894	\$ 9,251,211	\$ 9,549,553	\$ 298,342	3.3%
Interest, penalties, and commissions	464,709	157,700	158,000	300	0.2%
Grants and contributions	4,112,195	3,128,138	903,456	-2,224,682	-71.2%
Transfers from reserves	68,799	228,100	199,700	-28,400	-12.5%
Transfers from reserve accounts	1,113,924	1,554,681	1,389,076	-165,605	-10.7%
Transfers from surplus	32,828	310,500	187,167	-123,333	-39.8%
Transfer from equity in capital assets	2,934,036	3,032,988	3,087,648	54,660	1.8%
Internal cost allocations	513,441	513,441	523,163	9,722	1.9%
<b>Total funding</b>	<b>18,459,826</b>	<b>18,176,759</b>	<b>15,997,763</b>	<b>-2,178,996</b>	<b>-12.0%</b>

<b>Operating expense</b>	<b>2020 YTD</b>	<b>2020 Budget</b>	<b>2021 Budget</b>	<b>Change \$</b>	<b>Change %</b>
Other fiscal services	13,324	17,912	18,020	108	0.6%
Transfers to reserves	1,213,449	712,300	378,300	-334,000	-46.9%
Transfers to reserve accounts	3,541,006	2,543,000	515,956	-2,027,044	-79.8%
Amortization	2,934,036	3,032,988	3,087,648	54,660	1.8%
External debt	507,496	567,103	567,103	-	0.0%
Internal cost allocations	513,441	513,441	523,163	9,722	1.9%
<b>Total operating expenses</b>	<b>8,722,752</b>	<b>7,386,744</b>	<b>5,090,190</b>	<b>-2,296,554</b>	<b>-31.1%</b>

<b>Net funding to other services</b>	<b>\$ 9,737,074</b>	<b>\$ 10,790,015</b>	<b>\$ 10,907,573</b>	<b>\$ 117,558</b>	<b>1.1%</b>
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**Appendix 4 Service Plan Budget Details** provides a detailed look at all five years of this service plan budget.

## Non-core Requests

Fiscal services provide funding for non-core requests from taxation, grants, and transfers from reserves or surplus.

<b>Project funding</b>	<b>2021 Budget</b>	<b>2022 Budget</b>	<b>2023 Budget</b>	<b>2024 Budget</b>	<b>2025 Budget</b>
Taxation	\$ 64,725	\$ 139,620	\$ 178,820	\$ 189,020	\$ 204,470
Casino revenue	179,000	265,500	155,000	87,000	50,000
Reserves	-	10,000	65,000	169,000	173,000
Grant funding	56,525	5,500	-	-	-
Transfers from surplus	32,765	13,500	-	-	-
Development cost charges (DCCs)	-	5,000	150,000	-	-
Gas tax (Community Works Fund)	122,525	90,000	30,000	35,000	-
<b>Total project funding</b>	<b>\$ 455,540</b>	<b>\$ 529,120</b>	<b>\$ 578,820</b>	<b>\$ 480,020</b>	<b>\$ 427,470</b>
<b>Estimated property tax impact</b>	<b>0.7%</b>	<b>1.5%</b>	<b>2.0%</b>	<b>2.1%</b>	<b>2.3%</b>

[Appendix 2 Non-core Requests](#) provides the complete five-year listing of all non-core requests including planned sources of funding.

Each project is described in detail in project summaries contained in [Appendix 5 Project Summaries](#) organized sequentially by unique reference number.

## Operational Costs of Capital

As capital projects are completed, ongoing costs to maintain the asset are included in future years' operational budgets. These future costs are one of several factors considered before each project is recommended for approval. Details of operational costs are presented in [Appendix 3 Schedule 3.3 Operational Costs of Capital Projects Detail](#). Because of the ongoing nature of these costs, they are funded from taxation each year.

<b>Operating funding</b>	<b>2021 Budget</b>	<b>2022 Budget</b>	<b>2023 Budget</b>	<b>2024 Budget</b>	<b>2025 Budget</b>
Increase in taxation for costs of capital	\$ 700	\$ 12,000	\$ 23,600	\$ 139,470	\$ 151,370
<b>Total funding for operational costs of capital</b>	<b>\$ 700</b>	<b>\$ 12,000</b>	<b>\$ 23,600</b>	<b>\$ 139,470</b>	<b>\$ 151,370</b>
<b>Estimated property tax impact</b>	<b>0.0%</b>	<b>0.1%</b>	<b>0.3%</b>	<b>1.5%</b>	<b>1.7%</b>

# GLOSSARY AND REFERENCE

## Glossary

Appropriated surplus	Surplus funds arising from an excess of revenue over expense from prior years that are unrestricted by any external entity or legislation and which have been internally designated for a specified purpose.
Capital budget	Planned expenses and sources of funding for the acquisition of tangible capital assets, construction of infrastructure, or the betterment of existing assets.
Carry forward	An expense item or project that was approved but not completed in a prior year.
<i>Community Charter</i>	Provincial legislation applicable to municipalities in British Columbia.
Community Works Funds (CWF) (Gas tax revenue)	Federal grant transfers under agreement with British Columbia and BC municipalities for predictable, long-term, and stable funding for investment in infrastructure and capacity building projects.
Debt service	Annual principal and interest payments on debt.
Deficit	The net result of operating activities when actual expenses exceed actual revenues in a year. A deficit must be “paid back” by being included in the next year’s financial plan as an expenditure in that year.
Development cost charges (DCCs)	Fees collected from land developers to offset that portion of the costs related to municipal services that are incurred as a direct result of new development.
Direct costs	Expenses for goods or services that are clearly attributable to a specific service or function, such as maintenance of a park or snow removal.
Financial plan	Also referred to as the <i>budget</i> , the financial plan identifies the proposed expenditures, funding sources and transfers to or between funds for the next five years. The <i>Community Charter</i> requires the financial plan to balance; that is the total of all proposed expenditures and transfers to other funds for a year must not exceed the total of the proposed funding sources and transfers from other funds for the year.
Full-time equivalents (FTEs)	The number of employees on full-time schedules plus the number of employees on part-time schedules converted to a full-time basis. For example, an employee who works a 3.5-hour shift where a 7-hour day is considered full-time is expressed as a 0.5 FTE.
Functional unit	A reporting classification for expenses according to the activity for which the expense was incurred, such as protective or transportation services. Both legislation and accounting standards require the reporting of expenses by function.
Fund	A set of self-balancing accounts to record assets, liabilities, residual equity balances and the results of operations for specific set of activities or purpose.
General capital fund	The fund used to record the acquisition of capital assets, amortization, and any related long-term debt for all assets other than those related to the sewer service.
General operating fund	The primary fund used by a local government, used to record all resource inflows and outflows that are not associated with special-purpose funds such as the sewer operating fund and reserve funds. The activities paid for through the general fund constitute the core administrative and operational tasks of the local government which are funded wholly or in part by property taxes.

<b>Grant</b>	A transfer of money from one organization to another other than payment for goods or services received. Local government grants are usually classified as either <i>conditional</i> or <i>unconditional</i> . Conditional grants are monies transferred for a specific purpose that may not be used for any other project. Unconditional grants can be used for any purpose the recipient sees fit.
<b>Grants in aid</b>	A grant program designed to assist not-for-profit and community organizations in achieving their objectives for the benefit of the municipality and its constituents.
<b>Indirect costs</b>	Expenses for goods or services that are <i>not</i> clearly attributable to a specific service or function, such as the maintenance of Town Hall or liability insurance.
<b>Local Government Act</b>	Provincial legislation applicable to municipalities in British Columbia.
<b>Municipality</b>	An incorporated area within a regional district with an elected governing body (mayor and council).
<b>Non-core items</b>	Projects or activities that represent a change to service levels or are non-recurring or infrequent items. These items arise from Council or constituents' initiatives, recommendations from staff, or factors external to the municipality.
<b>Operating budget</b>	Planned expenses, estimated future costs, and forecasted income required for the delivery of services.
<b>Operational costs of capital</b>	Estimated incremental future costs of new assets. This may include costs such as the supply of electricity or gas, inspection, or maintenance. It does not include amortization or the cost to replace the asset at the end of its service life.
<b>Payments in lieu of taxes (PILTs)</b>	Also known as <i>grants in lieu of taxes</i> , these are payments transferred by both the federal and provincial governments under special legislation. Crown properties are exempt from local government taxation, but special legislation allows payments to local governments in the place of property taxes.
<b>Public Sector Accounting Board (PSAB)</b>	An independent body with the authority to set accounting standards for the public sector. Legislation applicable to municipalities requires the adherence to standards set by PSAB and generally accepted accounting principles.
<b>Regional service</b>	An activity, work or facility undertaken or provided by or on behalf of the regional district.
<b>Reserve accounts</b>	Appropriations of accumulated surplus designated at the discretion of Council for specific uses.
<b>Reserve funds</b>	Money that is set aside for a specified purpose by Council pursuant to the <i>Community Charter</i> . These reserves are established by bylaws at the discretion of Council. Reserve funds may be used for operating or capital purposes as stated in the establishing bylaw.
<b>Service</b>	Basic services that residents expect the government to provide in exchange for taxes and user fees. Typical services include sanitation, sewer collection and treatment, parks, recreation and culture, fire protection, and bylaw enforcement.
<b>Sewer capital fund</b>	The fund used to record the acquisition of capital assets, amortization and any related long-term debt for all assets related to the sewer service.
<b>Sewer operating fund</b>	A fund used to record all resource inflows and outflows associated with providing a sanitary sewer service. The activities paid for through the sewer fund constitute the core administrative and operational tasks of the sanitary sewer service, funded wholly or in part by user fees.
<b>Statutory reserve funds</b>	Money designated for a specified purpose by bylaw as required by specific legislation rather than at the discretion of Council.
<b>Surplus</b>	Funds arising from an excess of revenue over expense; may be appropriated or unappropriated and accumulated over time.

<b>Tangible capital assets</b>	Non-financial assets having physical substance that are held for use in the production or supply of goods and services, have useful economic lives beyond the fiscal period, will be used on a continuing basis, and are not for sale in the ordinary course of business.
<b>Tax rates</b>	Rates expressed as an amount per \$1,000 of assessed net taxable property value that result in revenue to support municipal services.
<b>Unappropriated surplus</b>	Surplus funds arising from an excess of revenue over expense from prior years that are unrestricted by any external entity or legislation and which have not been internally designated for a specified purpose.
<b>User fees</b>	An alternative to property taxation for generating revenue and recovering the cost of providing services. User fees are generally applied on a user-pay basis so that those who benefit from the operation of a service bear the costs.

## Reference

Information about the following topics is available on View Royal's website at [www.viewroyal.ca](http://www.viewroyal.ca) and are hyperlinked in the electronic version of this document.

[2019-2022 View Royal Strategic Plan](#)

[2015-2018 View Royal Strategic Plan](#)

[Official Community Plan](#)

[Council Remuneration Policy](#)

[Permissive Tax Exemptions](#)

[Grants in aid](#)

[User fees](#)

# APPENDICES

The following appendices containing the details of this financial plan are available in a supplementary document titled **2021-2025 Financial Plan Appendices** available from View Royal's website at [www.viewroyal.ca](http://www.viewroyal.ca).

## Appendix 1 Consolidated Financial Plan

- Schedule 1.1 Consolidated Financial Plan
- Schedule 1.2 Consolidated Operating Financial Plan
- Schedule 1.3 Consolidated Capital Financial Plan

## Appendix 2 Non-core Requests

- Schedule 2.1 Non-core Requests Detail
- Schedule 2.2 Non-core Requests Funding Detail

## Appendix 3 Capital Plan

- Schedule 3.1 Capital Plan Detail
- Schedule 3.2 Capital Plan Funding Detail
- Schedule 3.3 Operational Costs of Capital Projects Detail

## Appendix 4 Service Plans Budget Details

## Appendix 5 Project Summaries

## Appendix 6 Projected Reserve Balances





**TOWN OF VIEW ROYAL**  
**45 View Royal Avenue**  
**Victoria, British Columbia**  
**Canada**