



## *City of Salmon Arm*

### *Memorandum from the Chief Financial Officer and Chief Administrative Officer*

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To: Mayor Cooper and Members of Council  
Date: June 21, 2017  
Subject: Debt Strategy and Capital Plan - Update

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#### Recommendation

That the capital projects, associated debt strategy and applicable reserve transfers as identified in Schedule 1 be incorporated into the Financial Plan;

#### Background

In 2013, Council adopted a Strategic Plan through an extensive staff review and public consultation process. In 2014, the initiatives and projects were analysed and a capital plan of major projects with various funding mechanisms were identified, presented and subsequently adopted by Council. The Debt Strategy and Capital Plan was updated and presented to Council in October 2016. This Plan has been revisited based on Council direction and feedback.

A number of projects identified in the 2014 Plan have been completed or are in progress, as follows:

- Shuswap Memorial Cemetery – Development - Completed
- Foreshore Sanitary Sewer Main Construction - Completed
- Blackburn Park Development - Near Completion
- Jackson Revitalization - Completed
- Hudson Ave NE (Ross St – 6 St NE) - In Progress

Other major projects contained in the 2017 Budget:

- Property Acquisition – 720 – 22 St. SE - Completed
- Fuel System Upgrade – Shuswap Regional (Salmon Arm) Airport – Completion Scheduled for 2017
- Glycol Cooling System – Shaw Centre – Completion Scheduled for 2017
- WPCC - Ultraviolet (UV) Light Disinfection System Upgrade - Completion Scheduled for 2017

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This Debt Strategy and Capital Plan was a resounding success, allowing the City to complete key projects, while professionally managing day to day activities. The time has come for a refresh and identification of new goals looking forward.

Note: Both the College Site Servicing Project and 10 Ave SW - Frontage Road Project originally scheduled for completion in 2020 have been eliminated from the Plan. Should the Province move forward with a new Campus in Salmon Arm, the costs associated with servicing the site can be revisited by Council. With respect to the 10 Ave SW - Frontage Road Project it is envisioned that this project will be funded by the Ministry of Transportation and Infrastructure.

The following major projects have been identified/re-established in the Plan:

- Ross St. Underpass (2019) - Appendix 1;
- 20 Ave/20 St. Intersection Realignment (2020) - Appendix 2;  
All property acquisition addressed.
- Shoemaker Hill/Auto Road Extension (2023) - Appendix 3;  
Some property acquisition required.
- Downtown Parkade (2023) - Appendix 4;
- West Bay Connector Trail (2027);
- SASCU Recreation Centre Pool (2027) - Appendix 5;
- Public Works Relocation (2030); and
- Track and Field - Okanagan & 30 St. (2035) - Appendix 6.

All of these projects can be planned, financed and constructed over the next eighteen (18) years without significant impact to the City's overall finances or the City's municipal property tax rate. If approved by Council, City staff will be able to work towards achieving these objectives while maintaining a focus on delivery of key services to the Community. It is envisioned that all projects will be undertaken through various funding mechanisms such as Community Works Fund, Reserves and Federal Grants. Projects identified as being funded through debenture debt are as follows:

1. Ross St. Underpass (2019) - \$10,280,000.00 - It is anticipated that the City will be in a position to fund 56% of this project through various funding sources other than debt. It is envisioned that 44% of the project cost will be financed through debenture debt and that the debt repayment will be offset by the elimination of the Shaw Centre debt repayment. It is anticipated that there will not be a tax increase associated with this project.
2. Downtown Parkade (2023) - \$7,500,000.00 - While this project is quite straight forward, the financing and specified area tax scheme is complicated and will be addressed in detail through a separate report to Council and the Downtown Parking Commission. Although it is envisioned that 46% of this project will be financed it is not envisioned that there will be a tax increase. The debt repayment will be offset by the elimination of the reserve transfer for same.

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3. SASCU Recreation Centre - Pool Replacement (2027) \$12,000,000.00 - The financing for this project includes two (2) funding sources that cannot be confirmed at this time - a Federal Grant of \$6,000,000.00 and a CSRD contribution of \$1,000,000.00, thus reducing the borrowing requirement to \$5,000,000.00. Due to the cost of this initiative it is recommended that the remainder be funded by way of debenture debt. The further requirement for elector assent ensures that this decision is reflective of the needs and wants of the Community. The debt repayment may result in a tax increase (less than 2%); however, there will be many options to mitigate this over the next ten (10) years. It should be noted that the cost may vary widely depending upon the outcome of a needs analysis/feasibility study to be undertaken by the Shuswap Recreation Society and Council may choose to increase the budget through taxation, change timelines, etc.

It has been proposed that the Track and Field Project be located on the existing Public Works Shop and Yard site. However, a site has not yet been identified for the relocation of the Public Works Shop and Yard. It is still recommended that the Track and Field Development Project remain in the Debt Strategy and Capital Plan because without starting the long term financial planning process, this project would likely not be viable.

The Debt Strategy and Capital Plan contain a number of assumptions and budget actions over the next fifteen (15) years of which are achievable without direct tax implications. As long as the plan is followed, for the most part, and notwithstanding unforeseen issues, all of the projects can be completed by the City.

It should be noted that the balance of existing reserves and annual funding thereof have been assessed with a view of reallocating wherever it is prudent to do so. As a result, \$255,000.00 is proposed to be reallocated to achieve the goals set out in the Debt Strategy and Capital Plan.

Schedule 1 outlines the total project costs and associated funding sources. The timing of final project approval, cost, borrowing, construction, etc. may vary depending on circumstance.

The Debt Strategy and Capital Plan identifies debentures that will be paid out over the life of the Plan - two (2) loans will be paid out in 2019.

- Shaw Centre; and
- Water System Upgrade.

There is not a tax rate increase associated with the proposed financing plan with the exception of the SASCU Recreation Centre - Pool Replacement (which could be mitigated through continued financial planning), it is envisioned that as a result of past strategic financial planning (i.e. accumulated reserves), early payout of existing debentures, etc. that the new debenture payments will be adequately provided for within existing budgets.

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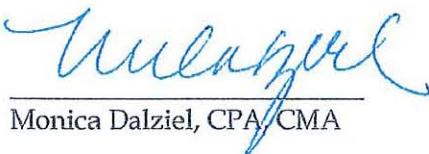
Note: Water and Sewer major projects have not been included and may have an impact on the General Fund. It is envisioned that the Debt Strategy and Capital Plan will be revised to include the Water and Sewer Projects as soon as the information becomes available. One water project on the horizon is the Zone 5 Booster Station and supply line from that station to the Industrial Park reservoir for \$4,750,000.00 (Note: the City has applied for a grant in the amount of \$1,950,000.00).

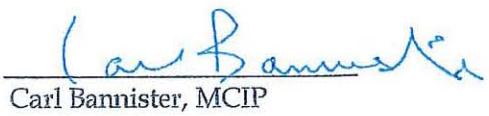
Notable projects not addressed:

- Performing Art Centre; and
- Shaw Centre – 3<sup>rd</sup> Sheet of Ice.

While potential locations have been identified for these projects (which did not form part of the Corporate Strategic Plan); demand and funding assessment, site planning, etc. by 3<sup>rd</sup> parties is required.

This Debt Strategy and Capital Plan Update provides for a mix of required infrastructure and recreation priorities based on historic and emerging trends. Council may find that some other mix is more appropriate.

  
Monica Dalziel, CPA, CMA

  
Carl Bannister, MCIP

Schedule 1

	Debtenture Debt				Debtenture Repayments				Ending Debt Ratio
	General	Water	Sewer	Total	General	Water	Sewer	Total	
<b>2016</b>									
Existing Debtenture Debt	\$ 13,360,342.39	\$ 9,005,802.65	\$ 3,223,559.15	\$ 25,590,104.19	\$ 1,964,876.76	\$ 1,030,255.95	\$ 279,697.34	\$ 3,214,830.05	43.59%
Paid Out Debtentures:									
- 921 - 17 Street SW Property					(101,052.56)				(101,052.56)
	\$ 13,360,342.39	\$ 9,005,802.65	\$ 3,223,559.15	\$ 25,590,104.19	\$ 1,863,824.20	\$ 1,030,255.95	\$ 279,697.34	\$ 3,113,777.49	42.61%
<b>2017</b>									
New Debtentures					45,764.45	11,668.80			57,433.25
- Tennis Club - Loan Guarantor					\$ 1,849,588.65	\$ 1,041,924.75	\$ 279,697.34	\$ 3,171,210.74	43.40%
Interest Rate Change					\$ 1,849,588.65	\$ 1,041,924.75	\$ 279,697.34	\$ 3,171,210.74	43.40%
Debtenture Reductions:									
Principal Debtenture Repayments	(547,206.54)	(457,981.23)	(161,923.29)	(1,167,111.06)					
Actuarial Debtenture Reductions	(416,319.15)	(190,825.45)	(90,323.55)	(67,468.33)					
	\$ 12,356,816.70	\$ 8,856,995.99	\$ 2,971,712.51	\$ 23,725,520.00	\$ 1,849,588.65	\$ 1,041,924.75	\$ 279,697.34	\$ 3,171,210.74	43.40%
<b>2018</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(547,206.54)	(457,981.23)	(161,923.29)	(1,167,111.06)					
Actuarial Debtenture Reductions	(460,005.59)	(217,158.45)	(101,947.26)	(77,091.80)					
	\$ 11,389,604.57	\$ 7,681,876.31	\$ 2,707,841.25	\$ 21,779,322.14	\$ 1,849,588.65	\$ 1,041,924.75	\$ 279,697.34	\$ 3,171,210.74	43.40%
<b>2019</b>									
New Debtentures					4,830,000.00	4,580,000.00	276,417.25	276,417.25	
- Underpass					\$ 15,919,404.57	\$ 7,681,876.31	\$ 2,707,841.25	\$ 26,309,322.14	\$ 2,126,005.89
Debtenture Reductions:									
Principal Debtenture Repayments	(547,206.54)	(457,981.23)	(161,923.29)	(1,167,111.06)					
Actuarial Debtenture Reductions	(505,688.04)	(244,520.32)	(114,118.60)	(66,326.96)					
	\$ 14,866,709.99	\$ 6,979,374.76	\$ 2,491,798.67	\$ 24,277,883.42	\$ 2,126,005.89	\$ 1,041,924.75	\$ 279,697.34	\$ 3,447,627.98	47.18%
Paid Out Debtentures:									
- Shaw Centre									
- Water System									
	\$ 14,866,709.99	\$ 6,979,374.76	\$ 2,431,798.67	\$ 24,277,883.42	\$ 1,673,451.47	\$ 977,275.55	\$ 279,697.34	\$ 2,930,434.36	40.10%
<b>2020</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(410,378.19)	(424,832.03)	(161,923.99)	(997,134.21)					
Actuarial Debtenture Reductions	(245,281.29)	(227,759.81)	(126,662.18)	(599,903.28)					
	\$ 14,211,050.51	\$ 6,326,782.92	\$ 2,143,012.50	\$ 22,880,845.93	\$ 1,673,451.47	\$ 977,275.55	\$ 279,697.34	\$ 2,930,434.36	40.10%
<b>2021</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(410,378.19)	(424,832.03)	(161,923.99)	(997,134.21)					
Actuarial Debtenture Reductions	(247,591.46)	(259,863.49)	(140,205.89)	(661,661.32)					
	\$ 13,333,080.39	\$ 5,648,187.40	\$ 1,840,882.62	\$ 21,022,860.41	\$ 1,673,451.47	\$ 977,275.55	\$ 279,697.34	\$ 2,930,434.36	40.10%
<b>2022</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(410,378.19)	(424,832.03)	(161,923.99)	(997,134.21)					
Actuarial Debtenture Reductions	(314,847.44)	(281,011.30)	(154,174.53)	(750,033.67)					
	\$ 12,807,854.76	\$ 4,942,244.07	\$ 1,524,783.70	\$ 15,274,882.53	\$ 1,673,451.47	\$ 977,275.55	\$ 279,697.34	\$ 2,930,434.36	40.10%
Paid Out Debtentures:									
- Water System									
- Sewer System									
	\$ 12,807,854.76	\$ 4,942,244.07	\$ 1,524,783.70	\$ 15,274,882.53	\$ 1,673,451.47	\$ 977,275.55	\$ 260,659.46	\$ 2,911,396.48	59.84%
<b>2023</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(410,378.19)	(424,832.03)	(150,688.11)	(983,898.33)					
Actuarial Debtenture Reductions	(351,929.16)	(309,445.04)	(150,233.41)	(611,407.61)					
	\$ 22,045,347.41	\$ 4,208,167.00	\$ 1,223,862.18	\$ 17,477,576.59	\$ 1,673,451.47	\$ 977,275.55	\$ 260,659.46	\$ 2,911,396.48	39.84%
Paid Out Debtentures:									
- Fire Hall & Little Mtn Upgrades									
- Sewer System									
	\$ 12,045,547.41	\$ 4,208,167.00	\$ 1,223,862.18	\$ 17,477,576.59	\$ 1,658,882.69	\$ 977,275.55	\$ 113,183.29	\$ 2,748,547.53	37.61%
<b>2024</b>									
New Debtentures					3,450,000.00	3,450,000.00	210,516.45	210,516.45	
- Downtown Parkade					\$ 15,495,547.41	\$ 4,208,167.00	\$ 1,223,862.18	\$ 20,922,576.59	\$ 1,688,605.14
	\$ 15,495,547.41	\$ 4,208,167.00	\$ 1,223,862.18	\$ 20,922,576.59	\$ 1,688,605.14	\$ 977,275.55	\$ 113,183.29	\$ 2,959,063.98	40.49%
<b>2025</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(473,820.96)	(424,832.03)	(63,649.94)	(962,302.93)					
Actuarial Debtenture Reductions	(377,810.90)	(358,408.11)	(20,164.88)	(736,583.69)					
	\$ 14,643,915.55	\$ 3,644,726.86	\$ 1,140,047.36	\$ 19,226,659.77	\$ 1,688,605.14	\$ 977,275.55	\$ 113,183.29	\$ 2,959,063.98	40.49%
<b>2026</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(473,820.96)	(424,832.03)	(63,649.94)	(962,302.93)					
Actuarial Debtenture Reductions	(419,251.33)	(369,145.79)	(23,098.40)	(811,495.46)					
	\$ 13,750,843.26	\$ 2,650,749.10	\$ 1,053,299.02	\$ 17,454,891.38	\$ 1,688,605.14	\$ 977,275.55	\$ 113,183.29	\$ 2,959,063.98	40.49%
Paid Out Debtentures:									
- Water System									
- Water System									
	\$ 12,814,550.40	\$ 1,825,012.21	\$ 963,514.49	\$ 15,603,077.10	\$ 1,688,605.14	\$ 977,275.55	\$ 113,183.29	\$ 2,849,557.41	38.99%
<b>2027</b>									
New Debtentures					5,000,000.00	5,000,000.00	305,096.30	305,096.30	
- SASCU Rec. Centre - Pool Replacement					\$ 17,814,550.40	\$ 1,825,012.21	\$ 963,514.49	\$ 20,603,077.10	\$ 2,173,701.44
	\$ 17,814,550.40	\$ 1,825,012.21	\$ 963,514.49	\$ 20,603,077.10	\$ 2,173,701.44	\$ 867,768.98	\$ 113,183.29	\$ 3,154,633.71	43.12%
Debtenture Reductions:									
Principal Debtenture Repayments	(473,820.96)	(571,604.96)	(63,649.94)	(909,075.86)					
Actuarial Debtenture Reductions	(307,551.21)	(370,534.32)	(29,277.05)	(707,362.58)					
	\$ 16,833,178.23	\$ 1,082,071.93	\$ 870,587.50	\$ 18,785,638.66	\$ 2,173,701.44	\$ 867,768.98	\$ 113,183.29	\$ 3,154,633.71	43.12%
Paid Out Debtentures:									
- Blacktown Park									
	\$ 16,833,178.23	\$ 1,082,071.93	\$ 870,587.50	\$ 18,785,638.66	\$ 2,173,701.44	\$ 867,768.98	\$ 113,183.29	\$ 3,113,762.83	42.61%
<b>2028</b>									
Debtenture Reductions:									
Principal Debtenture Repayments	(662,125.08)	(571,604.96)	(63,649.94)	(897,379.96)					
Actuarial Debtenture Reductions	(476,882.22)	(400,219.93)	(32,529.49)	(809,631.70)					
	\$ 15,794,170.93	\$ 311,047.98	\$ 774,408.07	\$ 16,879,626.98	\$ 2,173,701.44	\$ 867,768.98	\$ 113,183.29	\$ 3,113,762.83	42.61%
Paid Out Debtentures:									
- Water System									
	\$ 15,794,170.93	\$ 311,047.98	\$ 774,408.07	\$ 16,879,626.98	\$ 2,173,701.44	\$ 867,768.98	\$ 113,183.29	\$ 3,113,762.83	32.75%





<u>Debt - Early Retirement Reserve</u>	\$		\$	
Available Funds - 2035	\$ 54,000.00			322,541.47
Available Funds - 2036	\$ 484,430.00			56,263.66 Blackburn Park Upgrades
Available Funds - 2037	\$ 484,430.00			56,263.66 Blackburn Park Upgrades
Available Funds - 2038	\$ 484,430.00			56,263.66 Blackburn Park Upgrades
Available Funds - 2039	\$ 484,430.00			56,263.66 Blackburn Park Upgrades
Interest - 2039 - 2.5%	\$ 138,280.00			56,263.66 Blackburn Park Upgrades
Payout Underpass Debenture - 2039	\$ (1,971,476.97)			\$ 603,859.77
	\$ 148,522.13			697,697.47 Civic Building
Reallocation of Debt Payments - 2023	\$ 1,372.78 Fire Hall/Little Mtn Upgrades			729,128.41 Blackburn Park Upgrades
Reallocation of Debt Payments - 2024	\$ 1,372.78 Fire Hall/Little Mtn Upgrades			754,101.22 Civic Building
Reallocation of Debt Payments - 2025	\$ 1,372.78 Fire Hall/Little Mtn Upgrades			754,101.22 Civic Building
Reallocation of Debt Payments - 2026	\$ 1,372.78 Fire Hall/Little Mtn Upgrades			754,101.22 Civic Building
Reallocation of Debt Payments - 2027	\$ 66,263.56 Blackburn Park Upgrades			1,030,317.29 Underpass
Reallocation of Debt Payments - 2028	\$ 66,263.56 Blackburn Park Upgrades			1,084,754.81 Shuswap Memorial Cemetery
	\$ 322,541.47			Available (Excludes Interest Earned) \$ 7,012,121.58

**Assumptions:**

Analysis assumes that the Community Works Fund will continue until 2027

Analysis assumes 30 year amortization and interest at 4%

Analysis does not incorporate a Federal Grant for the Underpass Project - should one be secured it would decrease the debenture debt

Analysis assumes a Federal Grant for the SASCU Centre Pool Replacement Project

Note: A one time transfer to reserve/debt repayment is available in 2035 -\$54,000.00

Note: An ongoing transfer to reserve/debt repayment is available in 2036 -\$484,430.00

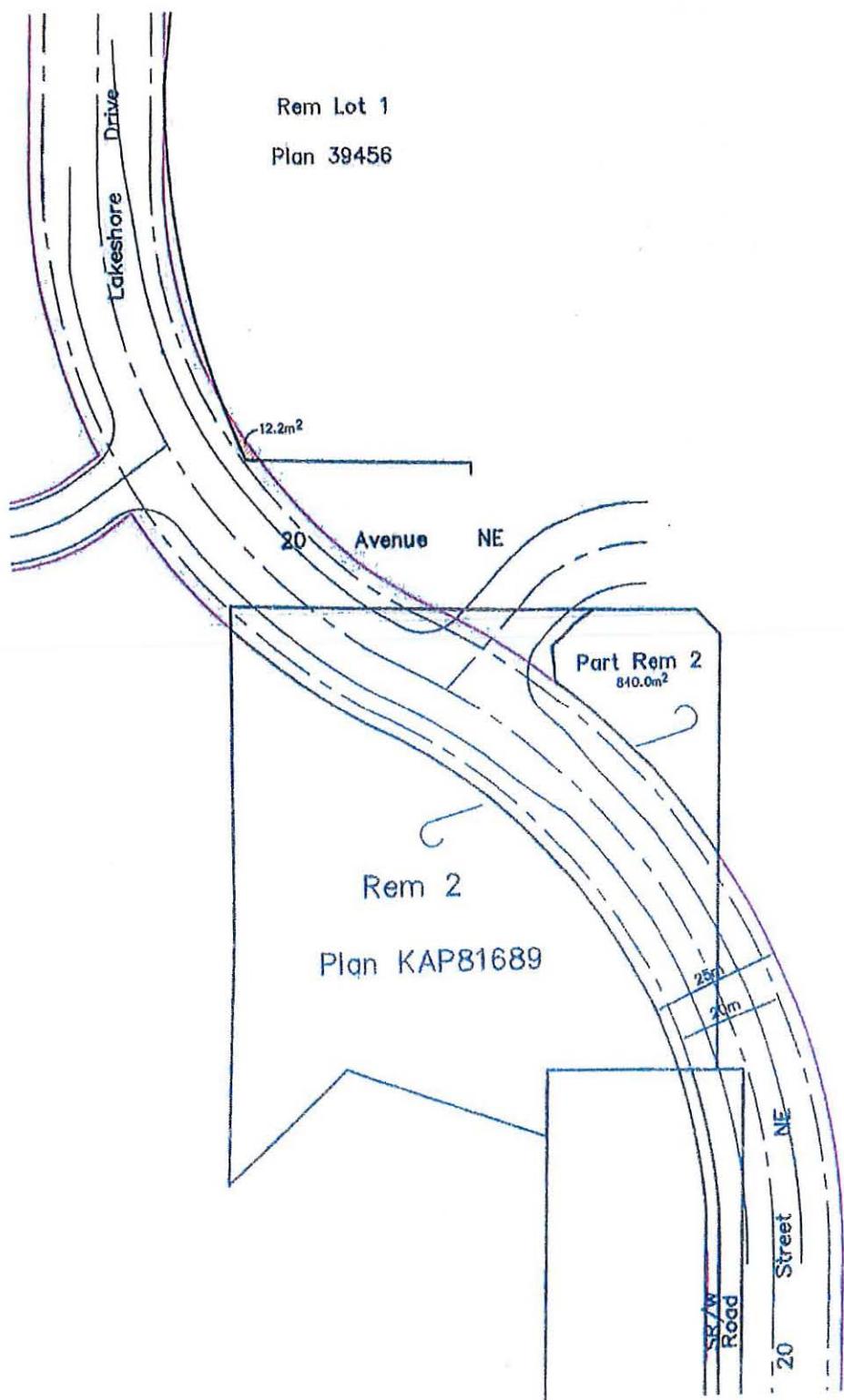
**Tax Rate Implications**

	Debt Service Burdenings			Repayment	
	General	Water	Sewer	Total	
- Underpass (2019)	\$ 4,530,000.00	\$ -	\$ -	\$ 4,530,000.00	\$ 276,417.25 Referendum - Funderd From Eliminated Shaw Centre Debt Repayment (\$452,544.42)
- 20 Ave/20 St Intersection Realign. (2020)	(0.00)	-	-	(0.00)	(0.00) No Borrowing Anticipated
- Shoemaker Hill/Auto Road Ext. (2023)	(0.00)	-	-	(0.00)	(0.00) No Borrowing Anticipated
- Hudson Ave Revitalization (2017)	-	-	-	-	- No Borrowing Anticipated
- Downtown Parkade (2023)	3,450,000.00	-	-	3,450,000.00	210,516.45 Referendum - Funderd From Eliminated Transfer to Reserve for Same Amount
- Public Works - Relocation (2010)	-	-	-	-	- No Borrowing Anticipated
- Track & Field - Okanagan & 50 St (2035)	-	-	-	-	- No Borrowing Anticipated
- Westby Connector Trail (2027)	0.00	-	-	0.00	0.00 No Borrowing Anticipated
- SASCU Centre - Pool Replacement (2027)	5,000,000.00	-	-	5,000,000.00	\$ 305,056.30 Referendum - Tax Increase - 2% (Likely Less)
	\$ 12,980,000.00	\$ -	\$ -	\$ 12,980,000.00	\$ 792,029.99

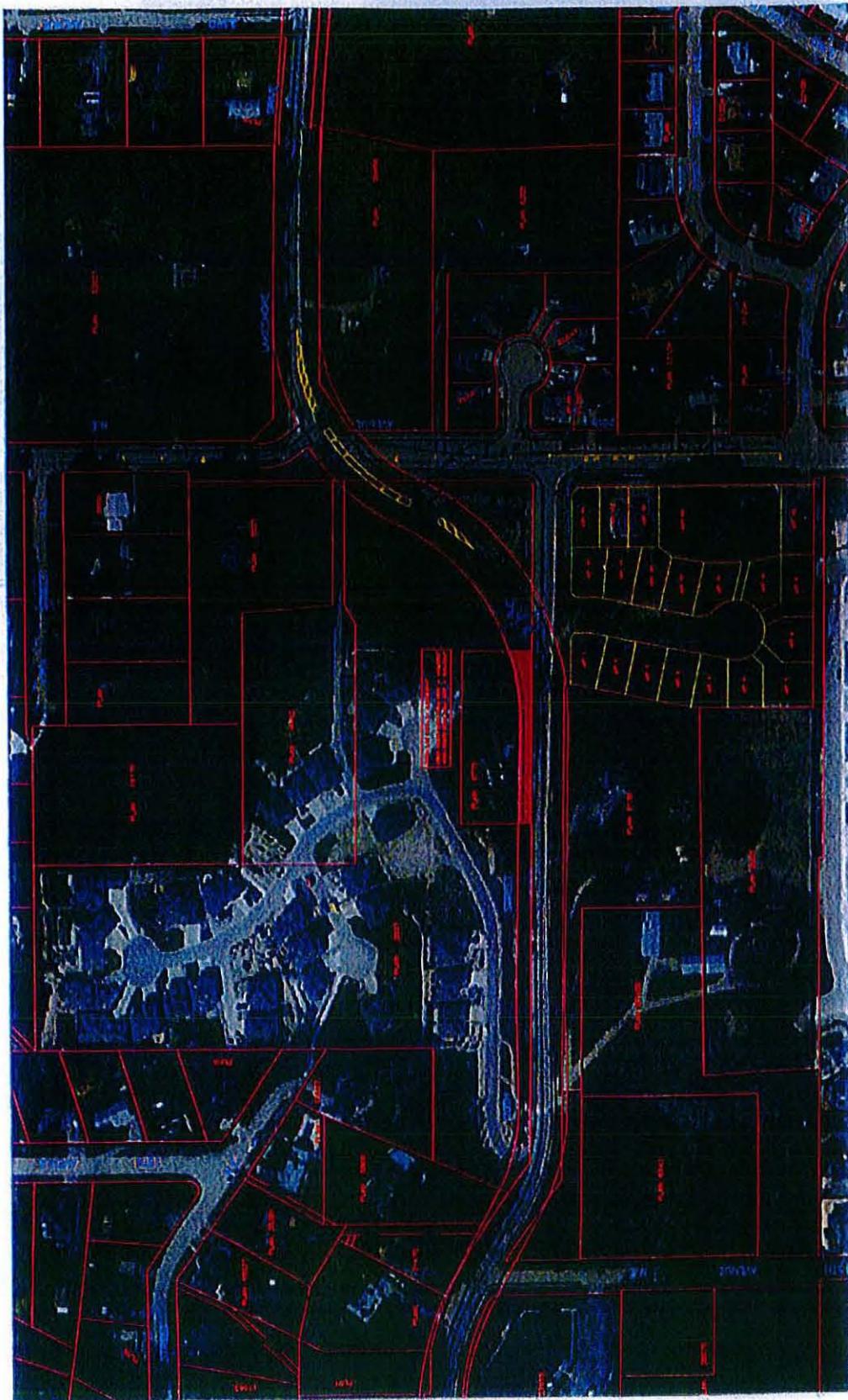
## Ross Street Underpass



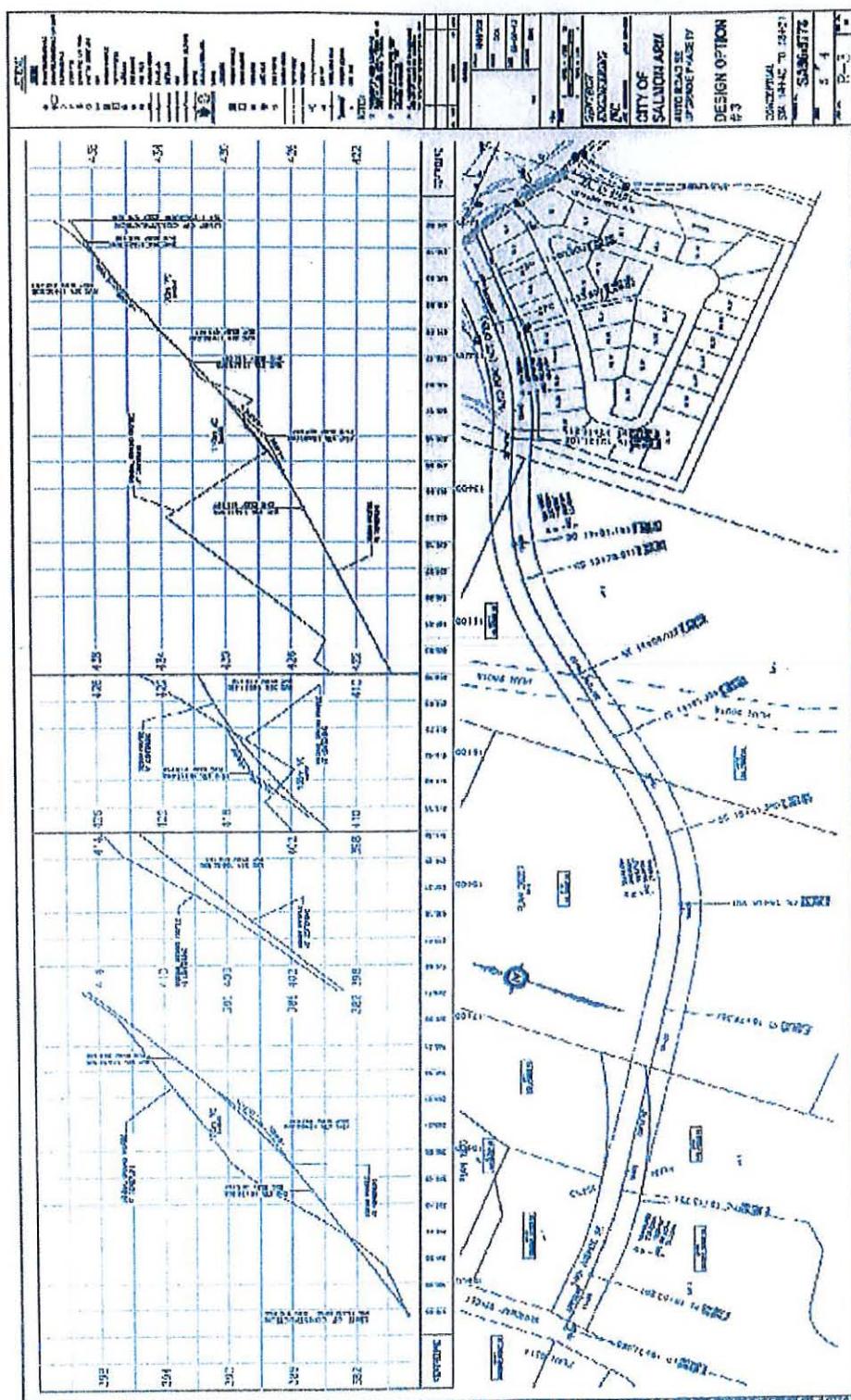
## 20 Avenue/20 Street Intersection Realignment



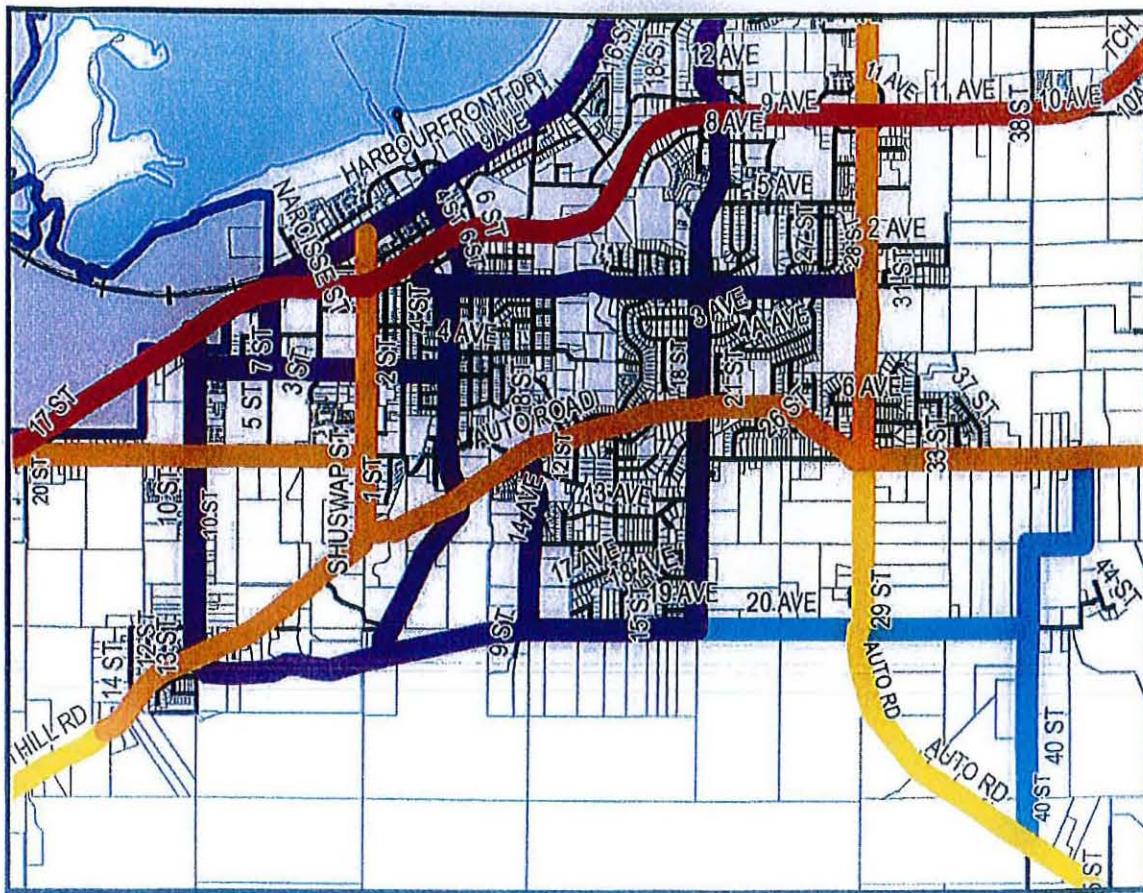
## 20 Avenue/20 Street Intersection Realignment

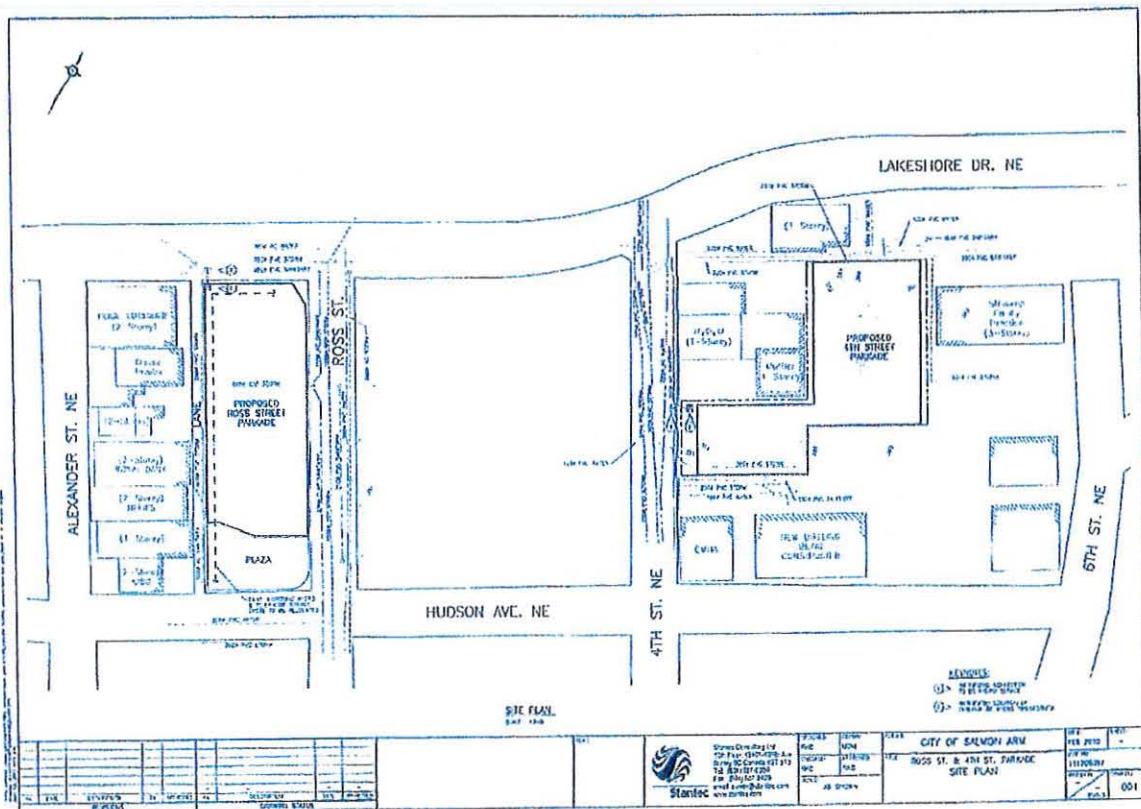
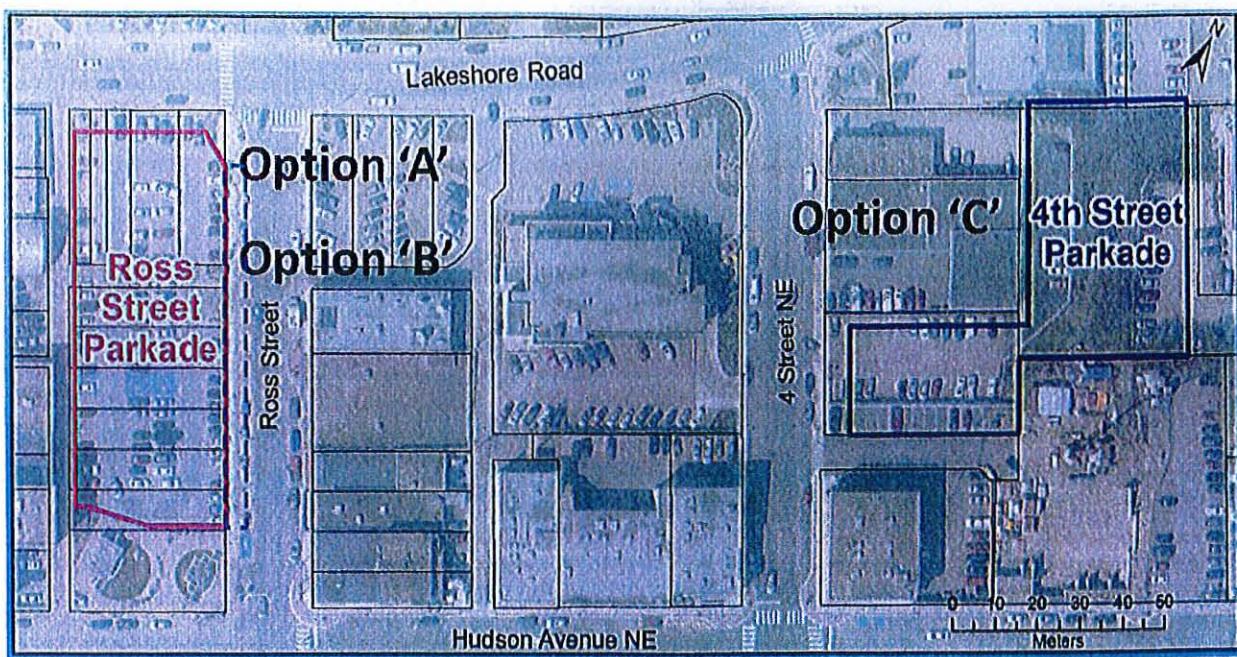


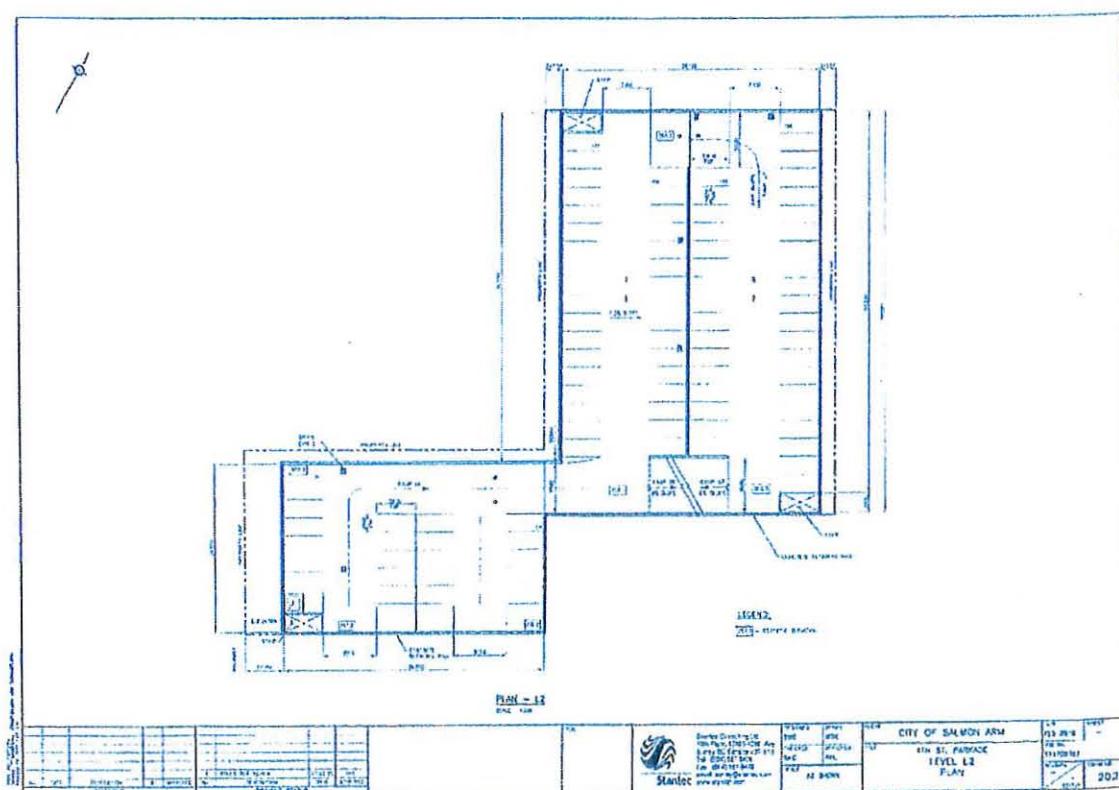
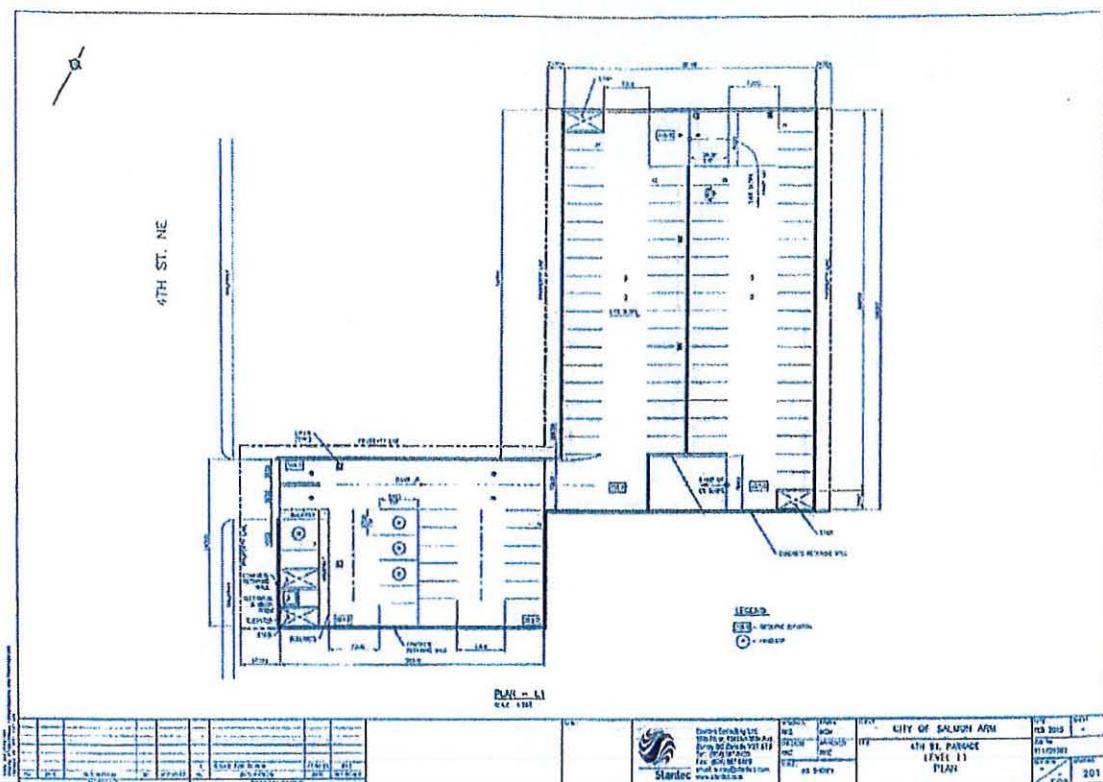
## Shoemaker Hill/Auto Road Extension



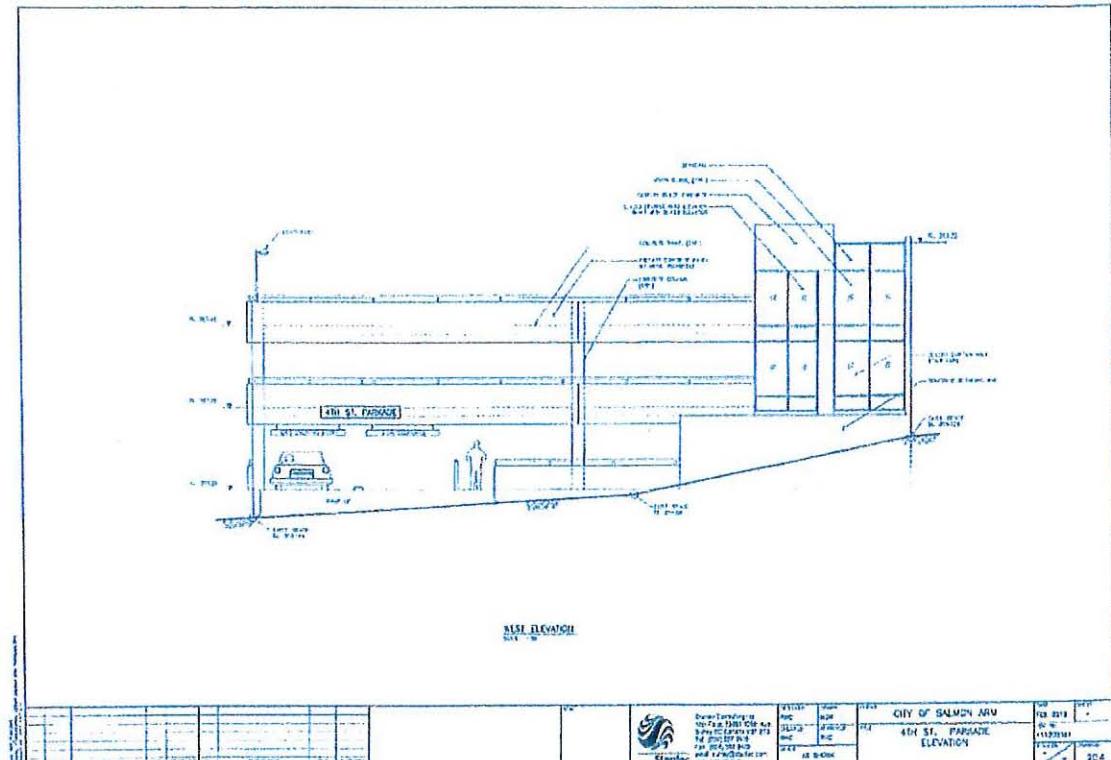
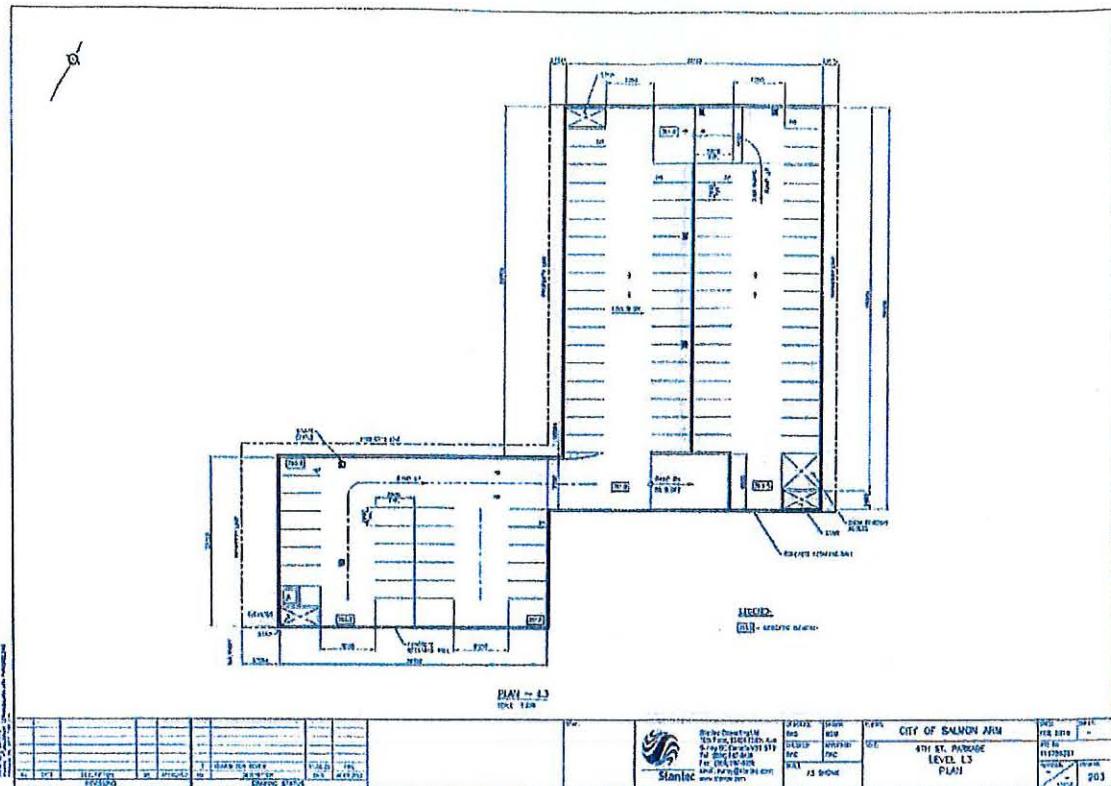
## Shoemaker Hill/Auto Road Extension



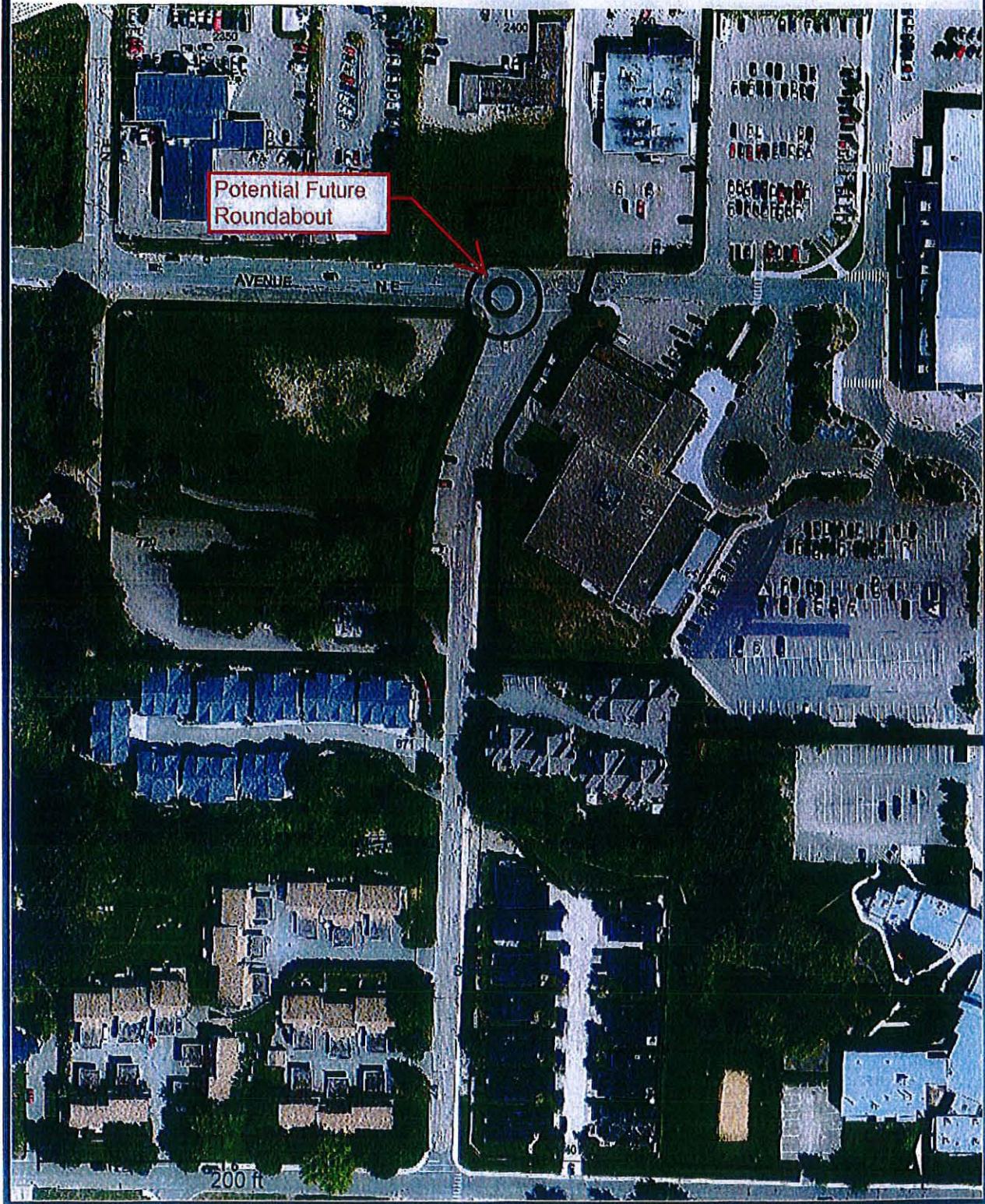




## Downtown Parkade



Appendix 5



## Track and Field – Okanagan & 30 Street

