### **EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 16, 2017**

Item 3, Report No. 5, of the Finance, Administration and Audit Committee, which was adopted without amendment by the Council of the City of Vaughan on May 16, 2017.

### 3 2018 FINANCIAL AND BUSINESS PLANNING GUIDELINES

The Finance, Administration and Audit Committee recommends approval of the recommendation contained in the following report of the Chief Financial Officer and City Treasurer, Director, Financial Planning and Development Finance / Deputy City Treasurer, Director, Financial Services / Deputy City Treasurer and the Director of Transformation and Strategy, dated May 1, 2017:

## Recommendation

The Chief Financial Officer and City Treasurer, Director, Financial Planning and Development Finance / Deputy City Treasurer, Director, Financial Services / Deputy City Treasurer and the Director of Transformation and Strategy recommend:

- 1. That the Financial Planning and Business Planning Guidelines, summarized in this report be endorsed; and
- 2. That staff bring the 2018 Budget and 2019-2022 Plan to the November 2017 Finance, Administration and Audit Committee series of meetings and December 2017 Special Council Meeting with Public Input.

### **Contribution to Sustainability**

The Financial and Business Planning Guidelines align and allocate Vaughan's resources to achieve the City's objectives and priorities, as established in the Term of Council Service Excellence Strategy Map ("Strategy Map"). The Strategy Map enhances the City's ability to focus its resources on the priorities that provide the most value to citizens for this term of Council and for the long term sustainability of the City.

### **Economic Impact**

## The Property Tax rate supported budget increase is set to a maximum of three per cent for 2018

At the January 12, 2015 meeting of the Finance, Administration and Audit Committee (Item 5, Report No. 2), the following Committee recommendation was received and subsequently approved at Council:

That recognizing the community's need for fiscal restraint, over the next few months the Finance, Administration and Audit Committee and City staff shall be directed to work toward a set target not to exceed 3% per annum for the period of 4 years

The 2018 plan will be developed in alignment with the Strategy Map and the fiscal principles approved by Council on January 24, 2017 (Item 3, Report No 1, Finance, Administration and Audit Committee). An efficiency target will be incorporated into preliminary budgets to enable the attainment of Council's tax rate increase target of no greater than three per cent each year.

# The Rate based budgets will be presented at the same time as the Property Tax based budget.

The Rate based budgets refer to the Water, Wastewater and Stormwater budgets. This year the Property Tax based budget and Rate based budgets will follow the same timelines, with the presentation of these budgets at the deliberation meetings scheduled for November 2017 and

### **EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 16, 2017**

## Item 3, Finance Report No. 5 - Page 2

Special Council approval in December of 2017. The rate increase for Water and Wastewater budgets is heavily influenced by the Regional rate increase. The forecasted increase for Water and Wastewater in 2018, based on the 2017 budget is 10% but is subject to change if new information is received from the region. The Stormwater charge is expected to increase between 4-5% across the various Stormwater categories.

### **Communications Plan**

A comprehensive multi-channel public communications plan is being developed to support the budget and to help ensure that Vaughan residents have opportunities to be informed and involved in the budget process. This typically includes an internet presence in terms of web, e-mail and social media. New this year will also be a community engagement initiative at a few city wide special events where staff will be on hand to interact with residents on topics such as Financial Sustainability and Asset Management.

## **Purpose**

The purpose of this report is to obtain approval of the City's Financial Planning and Business Planning Guidelines and timetable.

### **Background - Analysis and Options**

### Financial Sustainability is a Strategic Initiative under the Service Excellence Strategy Map

The objective of the City's financial planning process is to develop a multi-year budget that contributes to sustainability by allocating resources to deliver the City's programs and services, achieve the priorities set out in the Term of Council Service Excellence Strategy map, and achieve long-term financial sustainability. The initial step in this process is the approval of the 2018 Budget Guidelines (Attachment 1), which helps set the parameters within which the administration will proceed with developing the upcoming budget.

### Rate based and Property based budget Timelines have been aligned

This year the Property Tax based budget and Rate based budgets will follow the same timelines, with the presentation of these budgets at the deliberation meetings scheduled for November 2017 and Special Council approval in December of 2017.

The presentation of both budgets at the same time will provide Council with a more complete picture of the work to be undertaken by City departments to deliver programs and services to the community.

## Guidelines provide a framework for the development of the Property Tax Based Budget

The following guidelines that were implemented in both the 2016 and 2017 budget processes continue to be in place for the 2018 process:

- Status Quo cost pressures:
   These are pressures related to the cost of providing existing services or infrastructure without considering increases in volume or service level
  - Corporate wide pressures (e.g. labour contracts) will be addressed through a Corporate Savings target
  - Corporate Savings target and Departmental specific increases must be absorbed through offsets or efficiencies

### **EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 16, 2017**

## Item 3, Finance Report No. 5 - Page 3

- Infrastructure repair and replacement to support existing service levels must be achievable within the existing property tax envelope allocated for these purposes
- Growth related cost pressures:

These are pressures related to providing the same level of service, but with increasing volume due to growth

- Additional Resource Requests (ARRs) must be offset through savings, fees or assessment growth
- Growth related infrastructure must use the maximum available growth related funding to mitigate property tax impacts
- New service level cost pressures:

These are pressures related to increases in existing service levels for existing and new residents

- ARRs must be offset through savings or fees
- Infrastructure providing enhanced service levels must be achievable within existing property tax envelopes allocated for these purposes, include cost recovery mechanisms where possible or maximize growth related funding where applicable

## Savings Targets assigned at the Portfolio/Office level

The Corporate Savings target has been calculated on a portfolio and office basis. For 2018, the savings target is estimated to be \$7.4 million. This savings target has been allocated to the portfolio's Deputy City Manager's budget or the Office's operating budget. Portfolio and Office heads will work with their management teams in developing savings proposals that achieve the savings target with minimal impact on services, while creating efficiencies that may be realized immediately or over time.

# The Net Property Tax Levy requirement is expected to increase by \$5.5M, equivalent to a 3% property tax increase

Detailed in the following table is the preliminary levy forecast for the 2018 Budget with comparison to the approved 2017 Budget. The 2018 plan will be developed in alignment with the Strategy Map and includes a proposed efficiency target that would enable attainment of Council's tax rate increase target of no greater than three per cent each year.

Table 1: 2016-2018 Recognized Plan

\$M	2017	2018
	Approved	Preliminary Budget
Gross Operating	278.4	290.0
Less: Non-Tax Revenue	89.7	89.5
Net Operating	188.7	200.5
Less: Assessment Growth	2.9	1.8
Less: Supplemental Taxation & PIL	5.8	5.8
Less: Efficiency Target		7.4
Net Levy Requirement	179.9	185.4
Incremental Levy Requirement	5.1	5.5
Incremental Tax Rate	2.90%	3.00%

### **EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 16, 2017**

Item 3, Finance Report No. 5 - Page 4

## A 2019-2020 operating and capital forecast will be presented at a summary level

The current Term of Council Service Excellence Strategy Map will help inform the development of a 2019-2022 operating and capital forecast. This forecast will provide staff with the information they require for department business planning, and will provide community stakeholders with the planned progress of City initiatives. Staff will be undertaking the preliminary work on refreshing Vaughan Vision 2020 (the City's long-term vision) and creating a new 2018-2022 Strategy Map and, with work beginning in 2017, continuing into 2018 with final deliberations and approval to occur in conjunction with the start of the new Council at the end of 2018 or early 2019. Any amendments to priorities and strategic initiatives that result from this update will be incorporated into future budget processes.

## Rate Based Budget developed on a full cost recovery model

The water and wastewater rates and stormwater charges are developed to recover the costs of operating and maintenance activities, including regulatory compliance and the purchase of water and wastewater treatment services from the Region of York. This also includes contributions to reserves that are required to meet future infrastructure replacements as these assets reach the end of their useful life.

Water and wastewater are regulated services and must meet legislated requirements of the Safe Drinking Water Act, the Environmental Protection Act and the Ontario Water Resources Act. The Acts' purposes are to protect human health and the environment through the control and regulation of drinking water systems, drinking water testing, wastewater collection and treatment facilities as well as to ensure financial viability. The Ontario Water Resources Act provides a framework for the establishment, alteration, replacement and in some cases the operating requirements of stormwater infrastructure in order to mitigate the impact of stormwater on the receiving environment. It is incumbent upon Council and to management to ensure that the City meets its obligations under the various Acts. The rate increase for Water and Wastewater is heavily influenced by the Regional rate increase and is expected to be approximately 10% as forecasted during the 2017 Budget but is subject to change if new information is received from the region. The Stormwater charge is expected to increase between 4-5% across the various stormwater categories.

Detailed in the following table is the recognized 2018 plan presented as part of the 2017 Budget.

			2018			
(\$M)	2017 Approved Budget	Water	Waste water	Storm water	2018 P Total	lan %Inc.*
Revenue	148.7	66.5	83.2	12.8	162.5	9.2
Purchases	105.5	48.1	68.2	0.0	116.3	10.2
Gross Margin	43.2	18.4	15.0	12.8	46.2	6.9
Other Revenue	3.1	1.9	0.8	0.4	3.1	0.0
Expenditures						
Maintenance & Installation	13.9	6.7	4.0	3.6	14.3	2.9
General Administration	6.0	2.9	1.6	1.7	6.2	8.3
Other	5.1	2.0	1.0	2.2	5.2	1.9
Lifecycle Contribution - Reserve	21.3	8.7	9.2	5.8	23.7	11.3
Total	46.3	20.3	15.8	13.2	49.3	6.5
Net	0.0	0.0	0.0	0.0	0.0	0.0

Note: %Inc. = Percentage Increase

### **EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 16, 2017**

<u>Item 3, Finance Report No. 5 – Page 5</u>

## **Business Planning and Financial Planning timelines are aligned**

Business plans are an important part of the corporate planning process to help establish and reinforce connections between corporate priorities, operational plans and resources. Business plans will continue to align with the multi-year financial planning timeframe in order to align department objectives, measures and pressures. This information is vital to the financial planning process as it sets the stage to assess the departments' requirements and associated resource adequacy. Budget submissions will demonstrate alignment with department business plans. The current Service Excellence Strategy Map will help inform the development of business plans and 2018 Budget. The 2018 Budget will include a summary of each department's key commitments for 2018 and a high level outlook for the 2019-2022 plan.

### The timelines have all been set to achieve Council approval of the budget by December

The timetable has been developed to target a meeting of Special Council in early December 2017. This budget process is designed to build the department business plan and financial plan in a systematic and logical manner. Financial Planning and Development Finance (FP&DF) staff will be actively involved with departments to provide assistance with financial plan development as will Transformation and Strategy staff for the Business Plans.

City of Vaughan 2018 Budget and 2019-2022 Plan Process Timetable			
Dates	Activity		
May TBD, 2017	Financial and Business Planning Guidelines		
May – July, 2017	Development of Business Plans by Administration		
May – October, 2017	Development of Budget by Administration		
November 2017	Finance, Administration and Audit Committee Deliberations		
December 2017	Special Council Meeting with Public Input (Public notice requirement is 14 days)		

## Relationship to Term of Council Service Excellence Strategy Map (2014-18)

# The Property Tax and Rate Based budgets are aligned with the Term of Council Priorities and Service Excellence Strategic Initiatives

The Property Tax based budget is consistent with the Term of Council Priority to meet Council tax rate targets of no greater than three percent. All business plans and proposed budgets are driven by the Strategy Map to achieve Council's priorities, while also investing in the organization itself to help achieve efficiencies and increase Citizen Experience, Operational Performance and Staff Engagement. The relationship and interdependencies between the Strategy Map, business planning and the budget is integral to meeting Council's Vision:

A city of choice that promotes diversity, innovation and opportunity for all citizens, fostering a vibrant community life that is inclusive, progressive, environmentally responsible and sustainable.

### **Regional Implications**

N/A

### **EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 16. 2017**

Item 3, Finance Report No. 5 - Page 6

## **Conclusion**

The proposed guidelines represent prudent fiscal management and will help to achieve Council's Priorities and Service Excellence Initiatives per the approved Strategy Map. Specifically, it will also address the priority of limiting property tax rate increases to three per cent over the remaining term of Council. The water/wastewater/storm water budgets are developed to recover the costs of operating and maintenance activities, including regulatory compliance and the purchase of water and wastewater treatment services from the Region of York.

## **Attachments**

1 – Financial and Business Planning Guidelines

### Report prepared by:

Jackie Lee Macchiusi, CPA, CGA Senior Manager of Corporate Financial Planning & Analysis

Sean Skinkle Finance Manager

Christina Bruce Senior Manager of Strategic Planning

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)

### FINANCE, ADMINISTRATION AND AUDIT COMMITTEE MAY 1, 2017

### **2018 FINANCIAL AND BUSINESS PLANNING GUIDELINES**

### Recommendation

The Chief Financial Officer and City Treasurer, Director, Financial Planning and Development Finance / Deputy City Treasurer, Director, Financial Services / Deputy City Treasurer and the Director of Transformation and Strategy recommend:

- 1. That the Financial Planning and Business Planning Guidelines, summarized in this report be endorsed; and
- 2. That staff bring the 2018 Budget and 2019-2022 Plan to the November 2017 Finance, Administration and Audit Committee series of meetings and December 2017 Special Council Meeting with Public Input.

## **Contribution to Sustainability**

The Financial and Business Planning Guidelines align and allocate Vaughan's resources to achieve the City's objectives and priorities, as established in the Term of Council Service Excellence Strategy Map ("Strategy Map"). The Strategy Map enhances the City's ability to focus its resources on the priorities that provide the most value to citizens for this term of Council and for the long term sustainability of the City.

### **Economic Impact**

## The Property Tax rate supported budget increase is set to a maximum of three per cent for 2018

At the January 12, 2015 meeting of the Finance, Administration and Audit Committee (Item 5, Report No. 2), the following Committee recommendation was received and subsequently approved at Council:

That recognizing the community's need for fiscal restraint, over the next few months the Finance, Administration and Audit Committee and City staff shall be directed to work toward a set target not to exceed 3% per annum for the period of 4 years

The 2018 plan will be developed in alignment with the Strategy Map and the fiscal principles approved by Council on January 24, 2017 (Item 3, Report No 1, Finance, Administration and Audit Committee). An efficiency target will be incorporated into preliminary budgets to enable the attainment of Council's tax rate increase target of no greater than three per cent each year.

## The Rate based budgets will be presented at the same time as the Property Tax based budget.

The Rate based budgets refer to the Water, Wastewater and Stormwater budgets. This year the Property Tax based budget and Rate based budgets will follow the same timelines, with the presentation of these budgets at the deliberation meetings scheduled for November 2017 and Special Council approval in December of 2017. The rate increase for Water and Wastewater budgets is heavily influenced by the Regional rate increase. The forecasted increase for Water and Wastewater in 2018, based on the 2017 budget is 10% but is subject to change if new information is received from the region. The Stormwater charge is expected to increase between 4-5% across the various Stormwater categories.

### **Communications Plan**

A comprehensive multi-channel public communications plan is being developed to support the budget and to help ensure that Vaughan residents have opportunities to be informed and involved

in the budget process. This typically includes an internet presence in terms of web, e-mail and social media. New this year will also be a community engagement initiative at a few city wide special events where staff will be on hand to interact with residents on topics such as Financial Sustainability and Asset Management.

### **Purpose**

The purpose of this report is to obtain approval of the City's Financial Planning and Business Planning Guidelines and timetable.

## **Background - Analysis and Options**

### Financial Sustainability is a Strategic Initiative under the Service Excellence Strategy Map

The objective of the City's financial planning process is to develop a multi-year budget that contributes to sustainability by allocating resources to deliver the City's programs and services, achieve the priorities set out in the Term of Council Service Excellence Strategy map, and achieve long-term financial sustainability. The initial step in this process is the approval of the 2018 Budget Guidelines (Attachment 1), which helps set the parameters within which the administration will proceed with developing the upcoming budget.

### Rate based and Property based budget Timelines have been aligned

This year the Property Tax based budget and Rate based budgets will follow the same timelines, with the presentation of these budgets at the deliberation meetings scheduled for November 2017 and Special Council approval in December of 2017.

The presentation of both budgets at the same time will provide Council with a more complete picture of the work to be undertaken by City departments to deliver programs and services to the community.

## Guidelines provide a framework for the development of the Property Tax Based Budget

The following guidelines that were implemented in both the 2016 and 2017 budget processes continue to be in place for the 2018 process:

Status Quo cost pressures:

These are pressures related to the cost of providing existing services or infrastructure without considering increases in volume or service level

- Corporate wide pressures (e.g. labour contracts) will be addressed through a Corporate Savings target
- Corporate Savings target and Departmental specific increases must be absorbed through offsets or efficiencies
- Infrastructure repair and replacement to support existing service levels must be achievable within the existing property tax envelope allocated for these purposes
- Growth related cost pressures:
  - These are pressures related to providing the same level of service, but with increasing volume due to growth
    - Additional Resource Requests (ARRs) must be offset through savings, fees or assessment growth

- Growth related infrastructure must use the maximum available growth related funding to mitigate property tax impacts
- New service level cost pressures:

These are pressures related to increases in existing service levels for existing and new residents

- o ARRs must be offset through savings or fees
- Infrastructure providing enhanced service levels must be achievable within existing property tax envelopes allocated for these purposes, include cost recovery mechanisms where possible or maximize growth related funding where applicable

## Savings Targets assigned at the Portfolio/Office level

The Corporate Savings target has been calculated on a portfolio and office basis. For 2018, the savings target is estimated to be \$7.4 million. This savings target has been allocated to the portfolio's Deputy City Manager's budget or the Office's operating budget. Portfolio and Office heads will work with their management teams in developing savings proposals that achieve the savings target with minimal impact on services, while creating efficiencies that may be realized immediately or over time.

# The Net Property Tax Levy requirement is expected to increase by \$5.5M, equivalent to a 3% property tax increase

Detailed in the following table is the preliminary levy forecast for the 2018 Budget with comparison to the approved 2017 Budget. The 2018 plan will be developed in alignment with the Strategy Map and includes a proposed efficiency target that would enable attainment of Council's tax rate increase target of no greater than three per cent each year.

Table 1: 2016-2018 Recognized Plan

\$M	2017 Approved	2018 Preliminary Budget
Gross Operating	278.4	290.0
Less: Non-Tax Revenue	89.7	89.5
Net Operating	188.7	200.5
Less: Assessment Growth	2.9	1.8
Less: Supplemental Taxation & PIL	5.8	5.8
Less: Efficiency Target		7.4
Net Levy Requirement	179.9	185.4
Incremental Levy Requirement	5.1	5.5
Incremental Tax Rate	2.90%	3.00%

### A 2019-2020 operating and capital forecast will be presented at a summary level

The current Term of Council Service Excellence Strategy Map will help inform the development of a 2019-2022 operating and capital forecast. This forecast will provide staff with the information they require for department business planning, and will provide community stakeholders with the planned progress of City initiatives. Staff will be undertaking the preliminary work on refreshing Vaughan Vision 2020 (the City's long-term vision) and creating a new 2018-2022 Strategy Map and, with work beginning in 2017, continuing into 2018 with final deliberations and approval to occur

in conjunction with the start of the new Council at the end of 2018 or early 2019. Any amendments to priorities and strategic initiatives that result from this update will be incorporated into future budget processes.

## Rate Based Budget developed on a full cost recovery model

The water and wastewater rates and stormwater charges are developed to recover the costs of operating and maintenance activities, including regulatory compliance and the purchase of water and wastewater treatment services from the Region of York. This also includes contributions to reserves that are required to meet future infrastructure replacements as these assets reach the end of their useful life.

Water and wastewater are regulated services and must meet legislated requirements of the Safe Drinking Water Act, the Environmental Protection Act and the Ontario Water Resources Act. The Acts' purposes are to protect human health and the environment through the control and regulation of drinking water systems, drinking water testing, wastewater collection and treatment facilities as well as to ensure financial viability. The Ontario Water Resources Act provides a framework for the establishment, alteration, replacement and in some cases the operating requirements of stormwater infrastructure in order to mitigate the impact of stormwater on the receiving environment. It is incumbent upon Council and to management to ensure that the City meets its obligations under the various Acts. The rate increase for Water and Wastewater is heavily influenced by the Regional rate increase and is expected to be approximately 10% as forecasted during the 2017 Budget but is subject to change if new information is received from the region. The Stormwater charge is expected to increase between 4-5% across the various stormwater categories..

Detailed in the following table is the recognized 2018 plan presented as part of the 2017 Budget.

			2018			
(\$M)	2017 Approved Budget	Water	Waste water	Storm water	2018 P Total	lan %Inc.*
Revenue	148.7	66.5	83.2	12.8	162.5	9.2
Purchases	105.5	48.1	68.2	0.0	116.3	10.2
Gross Margin	43.2	18.4	15.0	12.8	46.2	6.9
Other Revenue	3.1	1.9	0.8	0.4	3.1	0.0
Expenditures						
Maintenance & Installation	13.9	6.7	4.0	3.6	14.3	2.9
General Administration	6.0	2.9	1.6	1.7	6.2	8.3
Other	5.1	2.0	1.0	2.2	5.2	1.9
Lifecycle Contribution - Reserve	21.3	8.7	9.2	5.8	23.7	11.3
Total	46.3	20.3	15.8	13.2	49.3	6.5
Net	0.0	0.0	0.0	0.0	0.0	0.0

Note: %Inc. = Percentage Increase

### **Business Planning and Financial Planning timelines are aligned**

Business plans are an important part of the corporate planning process to help establish and reinforce connections between corporate priorities, operational plans and resources. Business plans will continue to align with the multi-year financial planning timeframe in order to align department objectives, measures and pressures. This information is vital to the financial planning process as it sets the stage to assess the departments' requirements and associated resource

adequacy. Budget submissions will demonstrate alignment with department business plans. The current Service Excellence Strategy Map will help inform the development of business plans and 2018 Budget. The 2018 Budget will include a summary of each department's key commitments for 2018 and a high level outlook for the 2019-2022 plan.

## The timelines have all been set to achieve Council approval of the budget by December

The timetable has been developed to target a meeting of Special Council in early December 2017. This budget process is designed to build the department business plan and financial plan in a systematic and logical manner. Financial Planning and Development Finance (FP&DF) staff will be actively involved with departments to provide assistance with financial plan development as will Transformation and Strategy staff for the Business Plans.

City of Vaughan 2018 Budget and 2019-2022 Plan Process Timetable			
Dates	Activity		
May TBD, 2017	Financial and Business Planning Guidelines		
May – July, 2017	Development of Business Plans by Administration		
May – October, 2017	Development of Budget by Administration		
November 2017	Finance, Administration and Audit Committee Deliberations		
December 2017	Special Council Meeting with Public Input (Public notice requirement is 14 days)		

## Relationship to Term of Council Service Excellence Strategy Map (2014-18)

# The Property Tax and Rate Based budgets are aligned with the Term of Council Priorities and Service Excellence Strategic Initiatives

The Property Tax based budget is consistent with the Term of Council Priority to meet Council tax rate targets of no greater than three percent. All business plans and proposed budgets are driven by the Strategy Map to achieve Council's priorities, while also investing in the organization itself to help achieve efficiencies and increase Citizen Experience, Operational Performance and Staff Engagement. The relationship and interdependencies between the Strategy Map, business planning and the budget is integral to meeting Council's Vision:

A city of choice that promotes diversity, innovation and opportunity for all citizens, fostering a vibrant community life that is inclusive, progressive, environmentally responsible and sustainable.

### **Regional Implications**

N/A

## **Conclusion**

The proposed guidelines represent prudent fiscal management and will help to achieve Council's Priorities and Service Excellence Initiatives per the approved Strategy Map. Specifically, it will also address the priority of limiting property tax rate increases to three per cent over the remaining term of Council. The water/wastewater/storm water budgets are developed to recover the costs of operating and maintenance activities, including regulatory compliance and the purchase of water and wastewater treatment services from the Region of York.

## **Attachments**

1 - Financial and Business Planning Guidelines

## Report prepared by:

Jackie Lee Macchiusi, CPA, CGA Senior Manager of Corporate Financial Planning & Analysis

Sean Skinkle Finance Manager

Christina Bruce Senior Manager of Strategic Planning

Respectfully submitted,

Laura Mirabella-Siddall, CPA, CA Chief Financial Officer/City Treasurer

Lloyd Noronha, CPA, CMA Director, Financial Planning and Development Finance/Deputy City Treasurer

Dean Ferraro, CPA, CA Director, Financial Services/Deputy City Treasurer

Leah Zilnik Director, Transformation and Strategy

### 2018 FINANCIAL AND BUSINESS PLANNING GUIDELINES

Listed below are some high level concepts that should assist departments in their understanding of the budgeting and business planning principles to be applied when developing their departmental five year budgets (2018-2022). More detailed instructions will be available to further assist departments in the creation of their business plans and budgets.

Departments will develop their 2018 operating budgets, 2019-2022 operating plan and ten year capital plans. Council will be presented with budgets aligned to the term of Council for approval, with plans for the term beyond the term of Council for recognition. The term of council target of not more than three percent is expected to remain substantially the same post-2018. This will be confirmed with the new Council early in 2019.

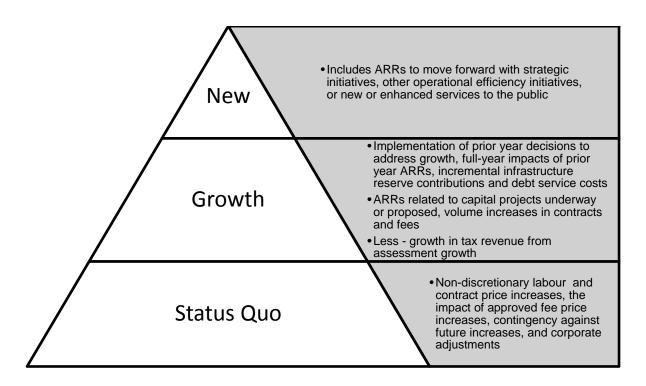
A more detailed Financial and Business Planning Timetable is provided to assist departments allocate time for departments to focus on specific process components.

### **Conceptual Budget Framework**

When considering budget pressures, it is helpful to categorize incremental costs into a Conceptual Budget Framework. This framework can be categorized into three main components:

- Status Quo: pressures related to providing existing levels of service to existing residents, primarily price pressures from pre-determined labour cost increases and material or service contracts.
- Growth-related: pressures representing the operating costs associated with providing existing levels of services to new residents less expected incremental revenue from assessment growth.
- New: pressures representing proposed funding for additional resources to support strategic, transformational or new initiatives.

The illustration below provides a visual representation of this Conceptual Budget Framework:



### Applying the Budget Framework - Taxed Based

**Status Quo** Preliminary department budgets will be set at the forecast from the approved 2017 Budget and recognized 2018Plan. A preliminary expenditure reduction target of \$7.4 million will be budgeted in the Deputy City Manager and Office budgets to be reallocated at the discretion of the Deputy City Managers and Office heads.

As departments work with Financial Planning & Development Finance staff to develop their budget submissions and savings initiatives they should keep in mind that budget categories may be adjusted to reflect the following items, provided that they are fiscally neutral to the department overall or fully offset by reallocations between departments. Permissible adjustments include those for:

- · Council approved employment agreements;
- Full year impact of previous Council decisions;
- External contractually committed price increases;
- Utility price increases;
- Insurance premium increases;
- · Defined corporate contingency items;

It is important to note that any changes to the status quo should reflect price increases only. Cost increases resulting from additional volume or growth should be identified separately.

As noted, price increases are expected to be absorbed within overall department budgets through offsets or efficiencies. In rare cases where extraordinary price increases cannot be fully offset, portfolio and office heads may consider inter-departmental reallocations to offset these increases

## <u>User Fees and other non-tax revenue (excludes the Rate Based budget)</u>

In addition to tax-supported services, many services provided by the City are fully or partially funded through fees charged to users. Other sources of non-tax revenue include fines and penalties. For many of those revenue sources, Council has set cost recovery targets that departments are expected to be moving towards. In 2016, four user fee reviews have been completed and the resulting recommendations should be incorporated into the 2018-22 Plan.

For the 2018 financial planning process departments that already charge fees or are considering the implementation of new charges, departments are expected to consider the following measures when developing their budget submission:

- Increase fees and other charges in-line with cost increases faced by the City, at a minimum. For 2018-2022 these increases should be three per cent to ensure that there is no erosion of cost recovery ratios.
- Where cost recovery ratios are less than the targets set by Council, submit a business
  case for how the department could move to the target over the next five years or with a
  recommendation to change the target.
- Where there is no current cost recovery target, either a business case recommending the creation of a target or a timeline for reviewing the fees and charges to develop a target.
- Ensure that services or cost-sharing opportunities with other municipalities are fully cost-recovered
- Identify and submit business cases for the implementation of new user fees, and service charges opportunities, including recommendations on appropriate costrecovery targets.

It is important to note that any changes to revenue in the status quo should reflect rate increases only. Revenue increases that are expected from additional volume or growth should be identified separately.

*Note:* Departments should consult with the Office of the City Solicitor prior to including any new fees to ensure that all regulatory and legislative requirements to implement the proposed user fee are in place. Proposed new user fees that have not been vetted by the City Solicitor should not be included as a part of the department's revenue plan.

### Growth

Growth-related costs include non-discretionary and discretionary costs. To help manage budget pressures, growth related budget requests should be limited to:

- Demand driven, contractual volume changes (e.g. additional units of waste collection)
- Increased debt service and infrastructure renewal reserve contributions as a result of new infrastructure assets going into service
- Staff and operating costs for newly opened libraries, fire stations, community centers and other infrastructure, including the full year impacts of previous Council decisions.

All other growth-related additional resource requests (ARRs) will only be recommended to the Committee if there is sufficient assessment growth and growth-related fee revenue available over and above the non-discretionary growth-related costs. These additional growth-related costs may be identified by departments and will be prioritized by City staff if appropriate.

### New

The City faces a variety of budget pressures related to citizens' expectations for enhanced services and operational efficiency initiatives. As introduced during the 2016 budget process, nongrowth related ARRs may only be submitted if they can be fully offset from expenditure savings or additional non-tax revenue over and above the preliminary budget reduction target. Offsets should be identified within a department wherever possible but may include inter-department offsets within a Portfolio/Office.

In rare cases, where a proposed new expenditure cannot be offset, Deputy City Managers and Office heads may propose the ARR for the Corporate Management Teams (CMT) consideration. Only ARRS that can be accommodated from within the tax rate increase of maximum of three percent will be proposed to Council.

### Budget Framework - Rate Based Budget developed on a full cost recovery model

The water and wastewater rates and stormwater budgets are developed to recover the costs of operating and maintenance activities, including regulatory compliance and the purchase of water and wastewater treatment services from the Region of York. This also includes investments in reserves that are required to meet future infrastructure replacements as these assets reach the end of their useful life.

Water and wastewater are regulated services and must meet legislated requirements of the Safe Drinking Water Act, the Environmental Protection Act and the Ontario Water Resources Act. The Acts' purposes are to protect human health and the environment through the control and regulation of drinking water systems, drinking water testing, wastewater collection and treatment facilities as well as to ensure financial viability. The Ontario Water Resources Act provides a framework for the establishment, alteration, replacement and in some cases the operating requirements of stormwater infrastructure in order to mitigate the impact of stormwater on the receiving environment. It is incumbent upon Council and to management to ensure that the City meets its obligations under the various Acts.

### **Guidelines for Additional Resource Requests (ARRs)**

If departments choose to submit ARRs, a separate business case must be submitted detailing links to the Term of Council Service Excellence Strategy Map, costs, benefits, implications, success indicators, timelines, capital implications and project references, etc. All ARRs, whether growth-related or new will only be included in the budget recommendation to the Committee if the City's budget reduction target has been met. Growth-related and new ARRs will be evaluated through separate staff processes.

ARR business cases must be submitted for new staff requests, proposed increases in service levels, or new or transformational initiatives. Requests are limited to items with a gross cost in excess of \$10,000, and should be fiscally neutral. Offsets should be identified within a department wherever possible but may include inter-department offsets within a Portfolio/ Office.

In rare cases, where a proposed new expenditure cannot be offset, Deputy City Managers and Office heads may propose the ARR for the Corporate Management Teams (CMT) consideration. Only ARRS that can be accommodated from within the tax rate increase of maximum of three percent will be proposed to Council.

## **Savings Initiatives**

A preliminary expenditure savings target of \$7.4 million has been incorporated into the 2018 fiscal plan. Deputy City Managers and Office heads are encouraged to work with their management teams to explore all possible savings initiatives with the goal of limiting any impact on the programs and services that the City's residents and businesses rely on. It is encouraged that initiatives identified generate longer term efficiencies that will help to put the City on a sustainable financial path that meets Council's objective to keep tax rate increases in Vaughan at one of the lowest rates in the GTA.

It should be noted that savings targets could be adjusted as the results of fee reviews are incorporated into forecasts. Savings targets could also require adjustment as staff identify and develop specific efficiency and service improvement initiatives or as a result of revised tax revenue forecasts.

### **Capital Plan Guidelines**

The 2018 Capital Plan was developed in alignment with the Term of Council Service Excellence Strategy Map. Each capital project has been linked to an initiative under the Term of Council Priorities or Service Excellence Strategic Initiatives. Proposed additions to the capital plan will also need to be aligned to the Term of Council Priorities or Service Excellence Strategic Initiatives. In addition, the pressures of new initiatives, maintaining existing infrastructure and growth requirements will need to be balanced against available funding, the impact on future operating plans and the staff resources to undertake and manage capital projects. The current Term of Council Service Excellence Strategy Map should be used to help inform the development of the 10 year capital forecast.

### Alignment of Scope and Project Budget

The objective of the guidelines is to build a responsible Capital Plan that is in alignment with the Strategy Map, allocates resources in a way that balances needs and aspirations of the present while meeting the requirements of longer term sustainability.

Departments should review all open and recognized capital projects to ensure the project scope continues to align with the required works to be completed and to ensure that the requested funding is in alignment with what is needed to deliver a completed project. Capital project scopes should be revised to account for any changes to the purpose or requirements of the project. The capital project funding should be amended to account for any costing changes as a result of

detailed design completion or project scope amendments. Capital funding requirements should be cash flowed to align funding requirements with the progression of the works completed.

### **Capital Project Definition:**

- A gross cost exceeding \$20,000; and
- For the purpose of constructing, acquiring or improving lands, buildings, engineering services, machinery and equipment or furniture and fixtures. The project must be undertaken for the purpose of providing municipal services, have a lasting benefit beyond one year and/or extend the life of the asset. Projects should incorporate all costs associated with getting the project ready for its intended use (i.e. license costs, survey costs, etc). Expenditures for regular repair or maintenance designed to maintain an asset in its original state are not a capital expenditure; or
- A non-capital expenditure that is related to planning for growth (i.e. planning studies, master plans, etc); or
- A non-capital expenditure that is time-limited or one-time in nature such as a major process improvement initiative that may have a technology component.

## **Identifying Funding Sources**

Proposed capital investments must have an identified funding source. Capital projects may be funded from the following five main sources:

- Development/Special Area Charges Reserves
- Infrastructure Renewal Reserves
- Other Discretionary Reserves
- Grants and Other External funding sources
- Debenture or other financing sources
- Capital from Taxation

### **Operating Costs Associated with Capital**

Incremental operating costs associated with a proposed capital projects, must be identified and be able to be absorbed within the fiscal plan. Growth-related infrastructure should be staged so that related operating costs can be accommodated from assessment growth and user fee volume increases. If the associated operating costs are anticipated to begin in the five year planning period, an ARR is required. If the operating costs are anticipated to begin beyond the five year planning period, these costs should be identified, even if at a high level.

### **Capital from Taxation**

The Capital from Taxation preliminary envelop for 2018 is consistent with the Recognized 2018 Plan but will be subject to change as the budget is refined.

## **Business Planning**

Strategic Planning will support departments to prepare their business plans. A streamlined business planning template will be distributed to departments with the detailed instructions.

Budget submissions should demonstrate alignment with department business plans. The 2018 Budget and 2019-2022 Plan will include a summary of each outlook for 2018-2022.

## Financial and Business Plan Timetable

This timetable has been developed to target a meeting of Special Council in early December 2017. This year the Property Tax based budget and Rate based budgets will follow the same timelines, with the presentation of these budgets at the deliberation meetings scheduled. The submission process will occur in three steps. The overall intent is to layer the submission process and allocate time for departments to focus on specific process components. This in turn will allow adequate time for submission review and feedback. The submission process stages are as follows

- May thru July Departments develop business plans with support from Strategic Planning
- 2. Mid July Validate and submit base plans, including savings initiatives
- 3. End of July submit ARRs, capital requests, and any additional savings initiatives

This process is designed to build the department financial plan in a systematic and logical manner. Financial Planning and Development Finance (FP&DF) staff will be actively involved with departments to provide assistance with financial plan development.

City of Vaughan				
–2018 - 2022 Budget Process Timetable				
Dates	Activity			
May 1, 2017	Financial and Business Planning Guidelines			
May TBD, 2017	Financial and Business Planning Instructions Issued To Departments			
July 14, 2017	Base Financial and Business Plan Submissions			
May - July, 2017	Departments develop business plans with support from Strategic Planning			
July - August 2017	CMT Updates 2018-22 Financial Plan			
July 28, 2017	Final DCM/Office signed Budget Submissions			
July 31 – August 11,2017	FP&DF review and analysis			
July 31 – August 18, 2017	Preparation of DCM/Office City Manager Updates			
August 21 – September 15, 2017	City Manager Updates			
November 2017	Finance, Administration and Audit Committee Deliberations			
December 2017	Special Council Meeting with Public Input (Public notice requirement is 14 days)			