City of Revelstoke Public Consultation

Guide to the 2018 Draft Budget & Long-Term Financial Plan



Council has given preliminary approval to the City's draft 2018 budget and long-term financial plan, and the related 2018 tax increase and rates, and is now seeking your valued input before adopting the City's financial plan and tax rates bylaws. This document provides an overview of the budget and plan. You can visit www.revelstoke.ca for a full version of the City's Draft Long-Term Financial Plan & Community Report.

Public Consultation - Draft 2018 Budget & Long-Term Financial Plan

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Guide to the City's 2018 Draft Budget & Long-Term Financial Plan (Guide)

This Guide was developed to help residents understand how the City of Revelstoke operates and manages its finances, so they can provide informed input to Council on long-term financial planning and service delivery. This Guide is a "takeaway" that provides some basic information about the City's operations, its budget principles and processes, as well as some basic budget facts. We feel strongly that informed citizens are more engaged and more likely to participate in the planning process.

Local governments are the closest level of government to the public, which makes us the most accountable when it comes to balancing community service needs with financial realities. We hope that this Guide will become a high level reference for residents to use during discussions about the way the City does business the way it does, about the types and levels of services delivered, and how the City manages its finances.

About the City's Long-Term Financial Plan

Every year, as per the *Community Charter*, local governments in BC must prepare and adopt a Five Year Financial Plan (Plan) in the form of a bylaw (a legally binding document) which covers the current year and the next four successive years. The Plan/Bylaw needs to set out the City's revenue/expenses and its tax policies and objectives. This Plan must be adopted before May 15th.

The City recently adopted a Financial Planning & Budgeting Policy which requires a long-term planning horizon of 15 years (beyond the traditional five year legislated planning period). The City believes that this longer planning period will allow the City to determine the long-term implications of its present day decisions and will put the City on the road to a more sustainable financial future. The City's financial plan includes proposed operating and capital

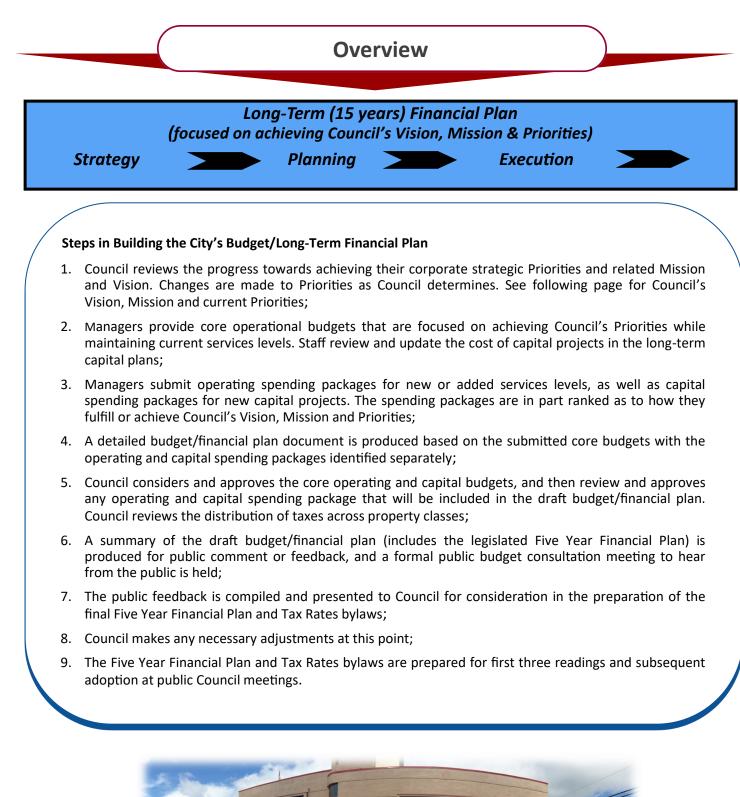
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spending, and related funding sources and transfers to/from City reserves.







Revelstoke City Hall

OUR VISION

Revelstoke will be a leader in achieving a sustainable community by balancing environmental, social and economic values within a local, regional and global context.

Building on its rich heritage and natural beauty, this historic mountain community will pursue quality and excellence.

OUR MISSION

Our mission is to provide optimum quality services and security to our community and our visitors, in a fiscally responsible manner.

We will endeavor to provide cooperative, well-informed and innovative leadership in order to sustain our uniquely superior quality of life.

We are committed to fostering a strong sense of community in Revelstoke, and we will be responsive and adaptive to changing social, political and economic conditions.

OUR PRIORITIES

<u>Infrastructure</u> - to meaningfully address infrastructure concerns through asset management and long term financial planning including a facilities review.

<u>Long-Term Financial Planning</u> - to implement long-term financial planning policies to address sustainability.

<u>Communication (internal and external)</u> - to improve communication and engagement with the public.

Housing - to adopt Housing Development Strategy and Needs Assessment.

<u>Community Development & Planning</u> - to undertake Community Development and Planning Projects.

<u>Governance</u> - to continue to review and streamline the Council committee structure.

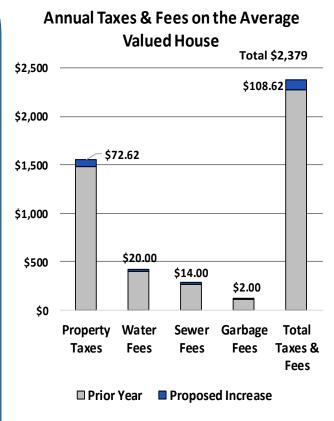
<u>Economic Development and Business Support</u> - to undertake initiatives to attract, promote and support economic development.

<u>Community Safety</u> - to take initiatives to promote community safety, resilience and crime reduction

Impacts of the 2018 Proposed Budget

The City's proposed 2018 budget includes an overall 4.5% increase. This increase has been distributed across the various tax classes, with some classes picking up more of the increase and some less. For the main two tax classes, residential and business, the tax increases are 4.9% and 3.4%, respectively. Residential taxpayers will also see a 5% increase in water and sewer rates and a 1.7% increase in the rates for garbage service. The water, sewer & garbage rates were included in the Fees & Charges Bylaw approved by Council on November 28, 2017.

Council has been sensitive to property tax increases for many years, by keeping them as low as possible. Council has also been working to reduce the tax burden on the non-residential classes since 2010. The ten year average annual tax increase has been 4.30% for residential properties and 2.95% for business/other properties.



Tax and fee increases shown.

Annual Tax and Fee Increase Based on Assessed Value:



** the fees noted above include water, sewer & garbage fees. Not all properties within the City pay all of these fees. The annual increase for water fees is \$20, for sewer fees is \$14 and for garbage fees is \$2.

Summary of 2018 Core Budget Changes (from 2017 Budget) To Maintain Existing Service Levels						
Budget % Property Description Dollars Tax Impact Comments						
Total Net Revenue Increases over Prior Year	(\$150,489)	-1.4%	Increases in administrative/departmental cost recoveries, 1% utility taxes & grants in lieu and Regional District cost sharing partially offset with lower investment income and loss of economic development program revenue.			
Total Net Expenditure Increases over Prior Year	\$210,502	2.0%	Increases in wages & benefits, contractual commitments & in vehicle/equipment charge out rates to sustain fleet partially offset by departmental expenditure savings & RCMP Contract.			
Total Net Other Increases over Prior Year	\$265,232	2.4%	Increase in reserve transfers partially offset by new construction revenue and lower debt & interest costs.			
Vet Increase to General Operating Fund Core Cost of maintaining existing services, programs and service Budget \$325,245 3.0%						

The **Core or Base Budget** is the cash budget that is required to maintain the City's existing services and programs at previously approved service levels. A tax increase of 3% is needed just to maintain the City's current core services and service levels.

Expenses in the 2018 budget are \$20,849,571 with engineering/public works & protective services making up the largest portions of the pie.

Budgets for internal vehicle/equipment charges have been increased in order to implement a sustainable plan to operate and replace the City's fleet, which is essential to maintaining City services.



2018 Key Operating Initiatives

There are a number of key operating initiatives being proposed for 2018, to improve service levels:

 Development Services—addition of a building inspector. To respond to the exponential increase in building permit processing as well as increased front counter inquiries and the increasing complexity of applications.

> 2018 ADDITIONAL COST = \$60,000 2019 ADDITIONAL COST = \$25,000 TOTAL ANNIUAL COST = \$85,000

• Engineering Services—addition of a civil technician. To allow staff to better respond to the increased volume and complexity of development as well as overseeing the development of asset and risk management plans and reduce the reliance on consultants.

2018 ADDITIONAL COST = \$70,000 2019 ADDITIONAL COST = \$35,000 TOTAL ANNIUAL COST = \$105,000

• **Community Economic Development**—additional contracted services to improve response times to ongoing economic activities and to assist with the management of economic development projects.

> 2018 ADDITIONAL COST = \$35,000 TOTAL ANNUAL COST = \$35,000

• Parks, Recreation & Culture—increased funding for the Street Fest programming that occurs each summer and is managed by the Revelstoke Arts Council.

2018 ADDITIONAL COST = \$5,000 TOTAL ANNUAL COST = \$60,000

Cost of Added Services/Programs					
Expenditure Increases (+) and Decreases (-)	Budget Dollars	% Property Tax Impact	Comments		
Development services - wages (partial year)	\$60,000	0.6%	Addition of a building inspector		
Engineering - wages (partial year)	\$70,000	0.6%	Addition of a civil technician		
Community Economic Development contracted services	\$35,000	0.3%	Additional contract support for the department		
Street Fest	\$5,000	0.0%	Additional requst from Revelstoke Arts Council		
Net Cost of Maintaining Existing Services & Programs	\$170,000	1.5%	Cost of increased service levels		

Total Proposed Tax Increase (Cost of		
Maintaining Existing Services/Program		
plus Cost of Added Services	\$487,868	4.5%

In September 2017, Council approved Policy F-16: Financial Planning & Budgeting. The policy sets out the City's goals for financial planning including the related processes that the City will follow to achieve those goals. The policy was adopted to help clarify and solidify the long-term financial planning process within the City.

The importance of long-term planning cannot be overstated. Current day decisions almost always have long-term financial implications. Making those current day decisions in the absence of a comprehensive long-term view is not in the best interests of the community.

City of R	levelstoke	Policy Manual F-16 Page 1 of 11
Approval Date	September 12, 201	7
Next Review Date		Policy Title:
1. Amend Date		Financial Planning & Budgeting
2. Amend Date		
Department	Finance	
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2. PURPOSE		
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This is the first long-term (15 year) capital plan that the City has created.

As asset management plans and other studies are completed better information on the City's assets will be available and as such this long-term plan will evolve or change.



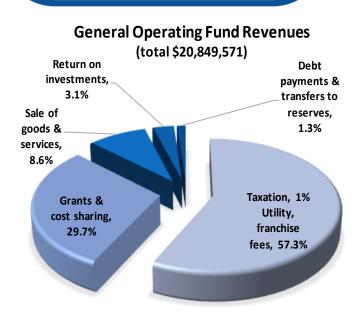
Click photo for link to Policy F-16

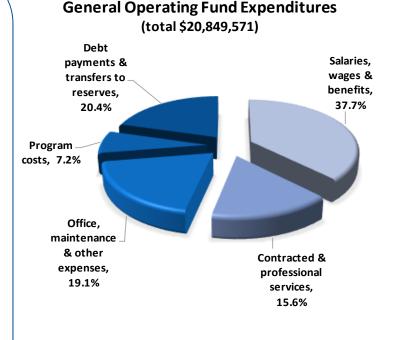
2018 General Operating Fund Budget

Your City is a service industry!

Essentially, the City operates as a service industry. The City incurs capital costs to build or purchase assets (equipment, infrastructure, facilities) and it incurs operating costs (labour & materials) to operate and maintain those assets and deliver services. The increases to the operating costs are what typically drives tax increases.

As with other service industries, the bulk of the City's costs are related to staff. In a city there are police officers, firefighters, bylaw officers, parks workers, lifeguards, road crews and the office staff to support them all. As you can see on the chart to the right, staff costs & contracted services make up 53.3% of total costs.





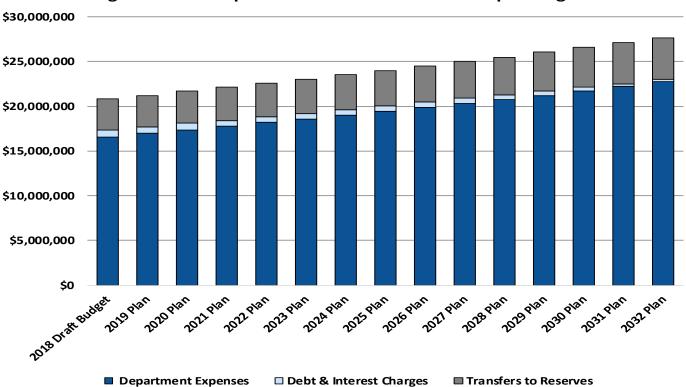
How does the City fund services?

The *Community Charter* gives the City the authority to levy taxes and user fees to provide services to the community.

Running a city is not cheap. Each year, Council debates long and hard on how much to raise taxes and user fees to cover service costs. Taxation and user fees make up approximately 57% of the City's total revenues. Therefore, this is an important Council consideration.

There is also the cost of not providing a service. For example, if the City did not provide garbage collection, refuse would become scattered around the community, presenting health hazards and becoming an eye sore. That makes this a cost to consider as well.

General Operating Fund Long-Term Financial Plan



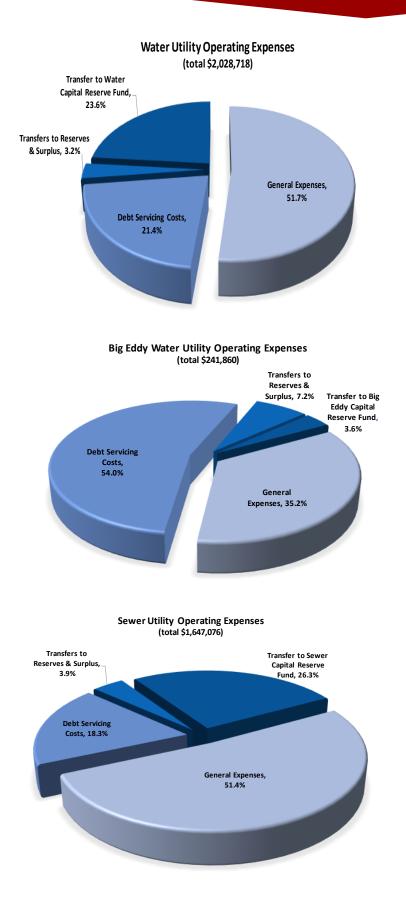
Long-Term Plan Expenses & Transfers - General Operating Fund

Highlights of Long-Term General Operating Plan

- \Rightarrow Provision for a stable, 2% annual increase in property taxes after 2019.
- ⇒ Budgeted allowance of \$100,000 for new construction revenue annually to minimize tax increase. This is based on new residential and commercial construction within the City.
- ⇒ Incremental average annual increase in general fund reserve transfers of 2.2% after 2018 in order to fund general long-term capital program, with minimal external borrowing.
- ⇒ Increase in budgets for internal vehicle/equipment charges to cover the true cost of vehicle/ equipment maintenance, operations and replacement.
- \Rightarrow Expenditure budgets increase on average by 2% per annum after 2018.
- ⇒ Provision for annual revenue increases of 2% from administrative support cost recoveries from other funds (utilities) and functions in order to fully recover the true cost of providing support services.

As debt is paid off, the savings created from reduced principal & interest charges will be used to increase reserve transfers to provide for a more fiscally sustainable future with minimal borrowing.

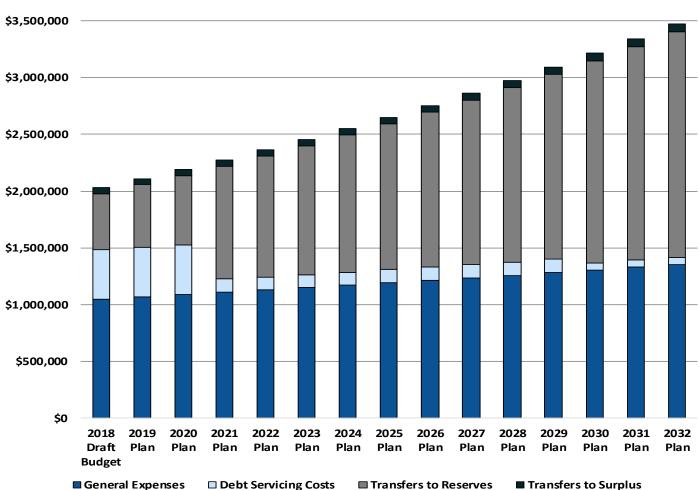
2018 Utility Operating Funds Budgets



Highlights of 2018 Utility Budgets

- ⇒ 5% increase in water and sewer user fees for 2018 (annual residential water and sewer fees total \$709.00)
- ⇒ Increase in administrative & departmental cost recoveries charged to Water, Big Eddy Water and Sewer operations (paid to general fund) to more closely reflect the actual cost of providing support services to utilities.
- ⇒ Increase in budgets for internal vehicle/ equipment charges to more closely reflect the true cost of vehicle/equipment maintenance, operations and replacement.
- ⇒ Budgeted contributions to utility operating surpluses are established in order to buildup a source of funds to pay for emergent utility repairs, etc.

The City is working to build-up its Utility Reserve Funds in order to pay for capital infrastructure projects without external borrowing. This is done via reserve transfers which are in turn funded by utility user fees. With this approach the fees that would have otherwise gone towards paying interest costs can now be used for critical utility infrastructure projects. **Utility Operating Funds Long-Term Financial Plans**

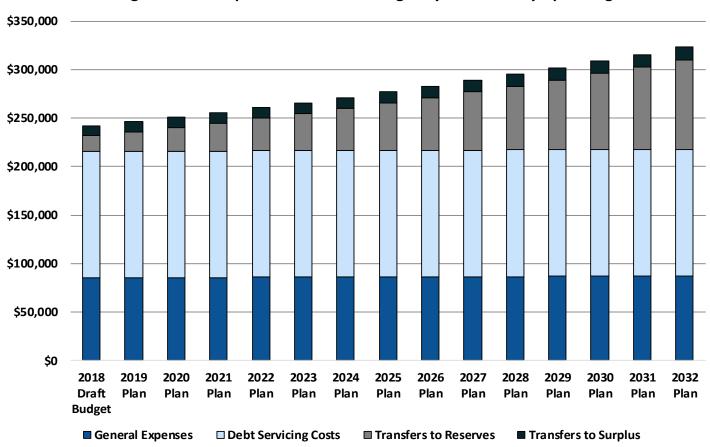


Long-Term Plan Expenses & Transfers - Water Utility Operating Fund

The build-up of the City's Water Utility Reserve Fund is critical to the long-term fiscal health of the City's water utility. The long-term plan is focused on saving ahead of time for capital infrastructure projects, and thus funding projects without debt.



Utility Operating Funds Long-Term Financial Plans



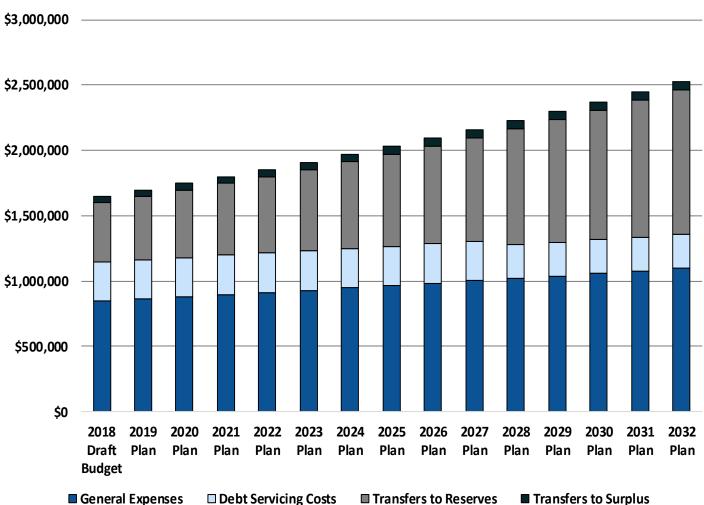
Long-Term Plan Expenses & Transfers - Big Eddy Water Utility Operating Fund



Big Eddy Water Utility

The build-up of the Big Eddy Water Utility Reserve Fund is critical to the long-term fiscal health of the Big Eddy water utility. The long-term plan is focused on saving ahead of time for capital infrastructure projects, and thus funding projects without debt.

Utility Operating Funds Long-Term Financial Plans



Long-Term Plan Expenses & Transfers - Sewer Utility Operating Fund

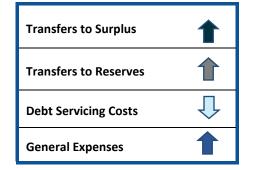
The build-up of the Sewer Utility Reserve Fund is critical to the long-term fiscal health of the sewer utility. The long-term plan is focused on saving ahead of time for capital infrastructure projects, and thus funding projects without debt.



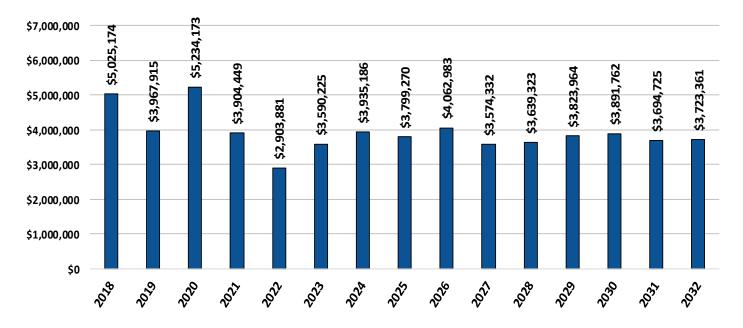
Highlights of Long-Term Water & Sewer Utility Operating Plans

- ⇒ After 2018, an annual increase in utility rates of 3% per annum and an allowance for an additional 1% increase in user fee revenue from growth.
- ⇒ Increases in administrative/departmental cost recoveries charged to utility operations (paid to general fund) to reflect the true cost of departmental support services provided to the utility funds.
- ⇒ Annual amount available for transfer to the utility reserve funds increases annually in order to pay for utility capital programs without any additional debt.
- ⇒ Increases in annual budgets to cover internal vehicle/equipment charges at rates that are sufficient to cover long-term vehicle and equipment maintenance, operational and replacement costs.
- ⇒ Incremental, annual increased contributions to utility operating surpluses to build-up funds for emergent issues.
- ⇒ Pay-down of existing utility debt and no new borrowing commitments resulting in no additional debt servicing costs to general ratepayers.

The City's utility surplus funds are being built-up over time in order to provide for emergency repairs to the critical water and sewer infrastructure systems. The City has an updated **Reserve Funds and** Surpluses Policy which has established minimal and optimal levels for the City's various reserve and surplus accounts. The long -term plan is focused on moving the City's utility reserve and surplus accounts towards optimal levels.





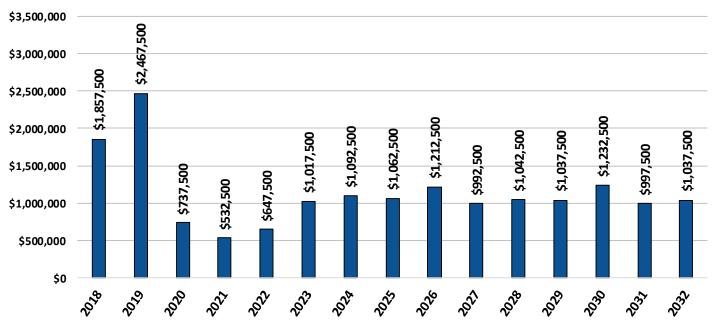


Planned General Capital Spending

Major General Capital Projects Planned for Over Next 5 Years					
		Grant	City	Year(s)	
Descriptions of Projects	Value	Funded	Funded	Planned	
City Hall exterior/siding rehabilitation	\$640,000	\$200,000	\$440,000	2019	
Courthouse elevator upgrade	\$250,000	\$0	\$250,000	2019	
Asset management	\$400,000	\$200,000	\$200,000	2018 - 2021	
Sidewalk & curb rehab. & renewal	\$290,000	\$0	\$290,000	2018 - 2022	
Paving including patching & repairs	\$7,225,000	\$0	\$7,225,000	2018 - 2022	
Street light upgrades	\$250,000	\$0	\$250,000	2018 - 2022	
Storm water design, renewal & restoration	\$365,000	\$0	\$365,000	2018 - 2022	
Storm water monitoring, rehabilitation & renewal	\$2,280,000	\$0	\$2,280,000	2018 - 2022	
Skateboard park	\$818,000	\$600,000	\$218,000	2018	
Campground washroom & shower building	\$400,000	\$380,000	\$20,000	2018 & 2019	
Campground reception building	\$295,000	\$270,000	\$25,000	2019 & 2020	
Splash park	\$655,000	\$555,000	\$100,000	2018	

* includes Gas Tax funds

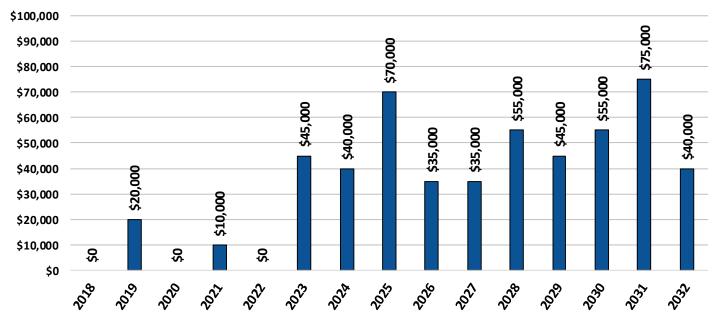
The City's long-term general capital plan, which totals **\$58.7** million over **15** years, is focused on renewing existing infrastructure like roads, drainage systems, and buildings.



Planned Water Capital Spending

Major Water Utility Capital Projects Planned for Over Next 5 Years					
Descriptions of Projects	Value	Grant	City	Year(s)	
	Value	Funded	Funded	Planned	
Airport - Phase 1 - Williamsons Lake to Airport	\$700,000	\$700,000	\$0	2018	
Airport - Phase 2 - Airport to RMR	\$1,500,000	\$1,500,000	\$0	2019	
Distribution & lateral rehab & renewal	\$800,000	\$0	\$800,000	2018-2022	
Greely Creek Filter Replacement	\$630,000	\$0	\$630,000	2019	
Hydrant Replacement Program	\$300,000	\$0	\$300,000	2018-2022	
Third Street water relocation	\$200,000	\$0	\$200,000	2018	

The City's general water utility capital spending program totals 16.9 million over the next 15 years. The general water capital plan is focused on the renewal of existing water infrastructure to ensure the long-term integrity of the water system.

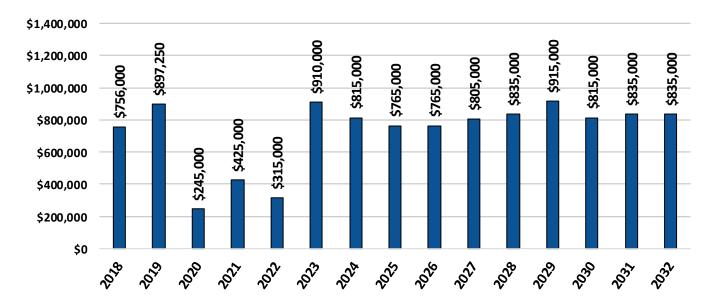


Planned Big Eddy Water Capital Spending

The Big Eddy water utility capital spending program totals \$525,000 over the next 15 years. The Big Eddy water capital plan focused on planning and maintenance activities, as this is a new utility.



Big Eddy Water Project



Planned Sewer Capital Spending

Major Sewer Utility Capital Projects Planned for Over Next 5 Years				
Descriptions of Projects	Year(s) Planned			
Gravity main & lateral rehab. & renewal	\$900,000	2018 - 2022		
Sewer - WWTP Aeration Upgrades	\$200,000	2018		
Sewer - WWTP Second Fine Screen	\$400,000	2019		
Inflow & Infiltration (I&I) removal	\$221,000	2018 - 2022		

The sewer capital program totals \$10.9 million over the 15 year planning period. The sewer capital plan focuses on the renewal of existing sewer infrastructure to ensure the long-term integrity of the sewer system.

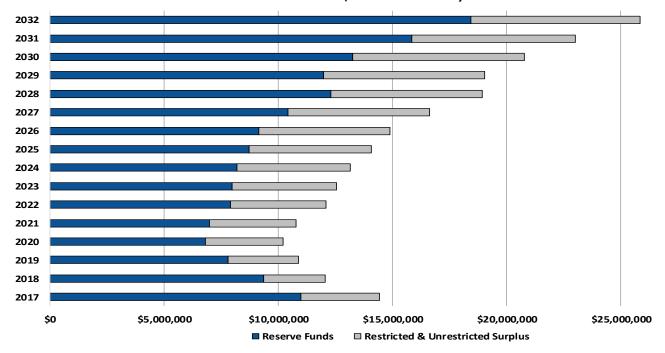
Reserves & Surpluses

The City's updated Reserve Funds and Surpluses Policy (Policy) outlines the City's philosophy and guiding principles for its various reserves and surpluses. The Policy contains the following guiding principles:

- Healthy reserves/surpluses are key to achieving community goals such as financial health and stability;
- The City will strive to be a leader, among local governments, in terms of financial health and stability;
- Actual reserve/surplus balances need to be benchmarked with other jurisdictions and to gauge whether the desired financial health is being achieved;
- Reserve/surplus goals need to be consistent with and supportive of realistic longer-term financial plans;
- Reserve/surplus appropriations need to conform to the statutory/legal requirements of the Local Government Act and the Community Charter, generally accepted accounting principles (GAAP) and public-sector accounting board (PSAB) recommendations.

The City is transitioning toward the optimal reserve and surplus levels outlined in its new Policy which are aimed at achieving the above principles. Once the City's reserve and surplus funds are built up to appropriate levels the City will be on a more sustainable financial path.





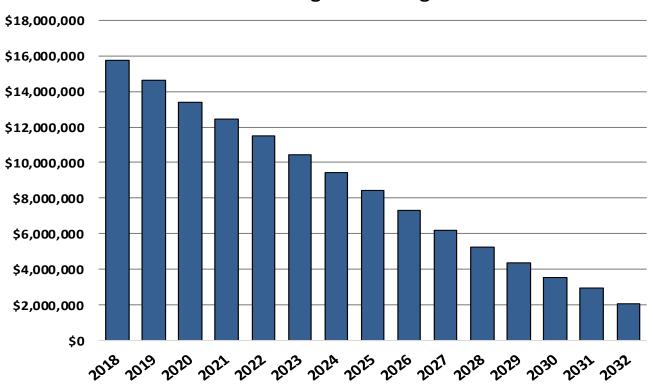
* Does not include development cost charge (DCC) reserves

Debt

The City's newly adopted Debt Management and Financing/Funding Policy (Policy) outlines the City's philosophy and guiding principles when it comes to long-term debt. The Policy contains the following guiding principles:

- Other than grant funding, the City has two main options for funding major projects—debt and reserves;
- The City will proactively build up reserves, which will serve as a first source of funding;
- The City will consider external debt financing for critical, non-discretionary and/or timesensitive projects;
- The City will examine all ways of avoiding external debt for growth related projects;
- Before proceeding with any external debt financing, the City will consider the impact of borrowing on its long-term financial plan;
- The City's debt interest costs will be minimized to the extent possible to allow more funds to be directed to City programs, services and projects.

The City is working to reduce it's external debt levels. This will help the City achieve it's goal of long-term financial sustainability.



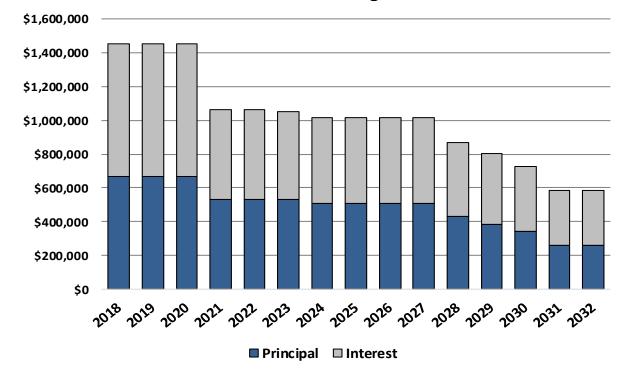
Total Amounts Owing on All Long-Term Debt

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Debt

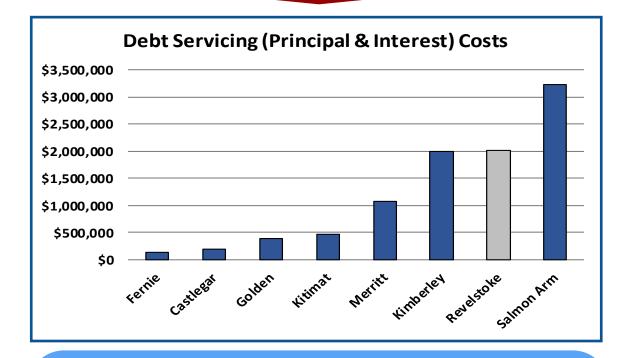
Total Debt Servicing Costs



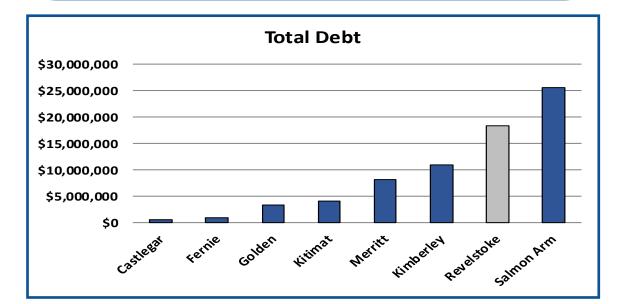
Saving monies in advance (in reserves) for capital projects avoids costly interest payments. Funds that would have otherwise gone to interest, can then be allocated to actual projects. As the City's debt expires and debt servicing costs (principal and interest payments) are reduced or eliminated these savings are re-directed to reserves in the City's long-term financial plan.



Debt



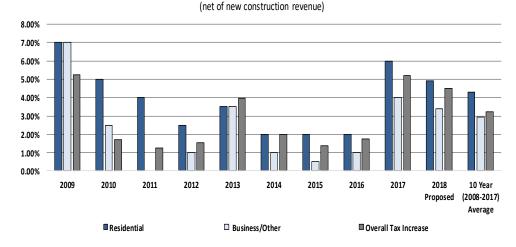
Revelstoke has a high debt burden in comparison to other local governments. The City's recently adopted Debt Management & Financing/Funding Policy **indicates a clear preference for reserve funding (pay now, buy later) versus debt financing (buy now, pay later)**, and prefers internal debt to external debt. External debt however could be used for local area service projects where the debt servicing costs are paid for by specific benefitting residents or taxpayers not the general taxpayer. No new general taxpayer or ratepayer debt is in the City's long-term financial plan.



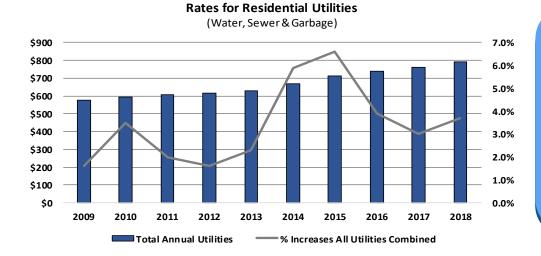
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Property Taxes & Utility Rates

History of Taxes Increases



The overall proposed property tax increase of 4.5% for 2018 is comparable to the historical average increases.

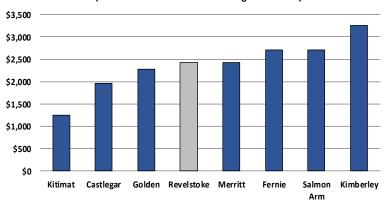


The City's long-term financial plan is **aimed at providing more stable and predictable utility rate increases.** The plan calls for incremental annual increases to avoid rate spikes in any one year.

The City's property tax and utility fees compare favourably with some other benchmark communities.

Incremental annual increases in taxes and user rates are preferable to large tax or rate variations or volatility.

2017 Municipal Property Taxes, Parcel Taxes & User Fees on Average Value Home (excludes taxes from other taxing authorities)



Estimated 2018 Distribution of Property Taxes						
Class #	Class Description	Preliminary Assessed Values	Tax Revenue	% of Total Tax Revenue		
1	Residential	\$1,289,281,880	\$5,424,845	47.02%		
2	Utility	\$9,103,800	\$491,066	4.26%		
3	Supportive Housing	\$2	\$0	0.00%		
4	Major Industry	\$9,778,800	\$398,471	3.45%		
5	Light Industry	\$6,522,100	\$213,201	1.85%		
6	Business/Other	\$255,186,969	\$4,969,302	43.06%		
8	Seasonal	\$2,854,000	\$41,553	0.36%		
9	Farm	\$25,517	\$5	0.00%		
Totals	Totals \$1,572,753,068 \$11,538,443 100.00%					

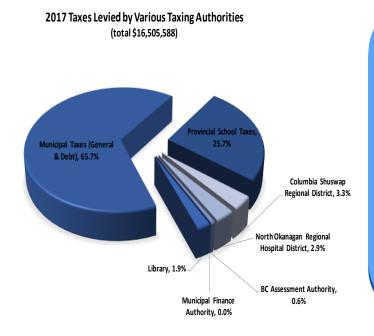
The majority of the City's taxes (90%) come from the residential and business tax classes. These two classes together make up 98% of the City's assessment tax base.

Relationship Between Property Assessments and Property Taxes

The City's tax rates are calculated each year, for each of the tax classes, based on the level of tax revenue that is approved by Council and on the updated assessed values in each of the tax classes (as established by the BC Assessment Authority).

Your individual property tax increase for municipal taxes may be higher or lower than the overall tax increase approved by Council, depending on the change in your property assessment value over 2017. If your home's property assessment value increased by the City average of 19.25%, your general municipal property taxes should increase by approximately 4.9% (the increase Council approved for 2018), but if your property assessment value change was higher or lower than the City average, your general municipal property taxes will vary accordingly.

To see what percentage your assessment increased by, check out your BC Assessment Notice.



The City of Revelstoke serves as a collection agency for other taxing authorities whose taxes are levied together with municipal taxes on your tax notice. Your municipal Council has no direct input into the level of provincial school taxes, or taxes from the BC Assessment Authority or the Municipal Finance Authority. Your Council does have some input into the level of Regional District, Regional Hospital District and Library taxes as Council has some representation on the respective boards.

Feedback Welcomed



Visit www.revelstoke.ca to view a full version of the City's Draft Long-Term Financial &Community Report.



Please provide your comments on the City's 2018 Budget and Long-Term Financial Plan to:

- budget@revelstoke.ca by March 1, 2018 or
- in person at the Special Budget Consultation meeting scheduled for February 20th at 3:00 pm in Council Chambers located at Suite 102-103 Second Street East

It is your City and Community! Your feedback and comments are valued and needed. If you have any questions on the City's finances, including the 2018 Budget or Long-Term Financial Plan, staff and Council would be glad to address these. Our contact information is available above.

While the City's finances can sometimes be considered confusing or complicated, our aim is to provide clear and understanding information when it comes to financial issues so that all of our citizens are aware of the important issues facing our community.