



**RESORT MUNICIPALITY OF WHISTLER**

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## STAFF REPORT TO COUNCIL

**PRESENTED:** January 11, 2022 **REPORT:** 22-005  
**FROM:** Finance **FILE:** 4530  
**SUBJECT:** FIVE-YEAR FINANCIAL PLAN 2022 – 2026 BYLAW NO. 2348, 2022

### COMMENT/RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

That the recommendation of the General Manager of Corporate and Community Services be endorsed.

### RECOMMENDATION

That Council consider giving first, second and third readings to the “Five-Year Financial Plan 2022-2026 Bylaw No. 2348, 2022”.

### PURPOSE OF REPORT

The Five-Year Financial Plan 2022-2026 sets out the proposed revenue sources and expenditures for the municipality for the period January 1, 2022 to December 31, 2026.

Information Report  Administrative Report (Decision or Direction)

### DISCUSSION

#### **Background**

The *Community Charter* requires municipalities to prepare a five-year financial plan (Plan) to be adopted annually by bylaw prior to the adoption of the annual property tax bylaw (due before May 15 each year). Once adopted, the plan is in effect until it is replaced or amended, and may be amended by bylaw at any time.

The attached bylaw and schedules reflect the following guidelines as adopted at the December 21, 2021 Regular Council Meeting:

1. To implement a 6.72 per cent increase to property value taxes in 2022;
2. To implement a 3 per cent increase to sewer parcel taxes and user fees in 2022;
3. To implement a 3 per cent increase to solid waste parcel taxes and fees in 2022;
4. To implement a 3 per cent increase to water parcel taxes and user fees in 2022; and
5. To include the project amounts as described in Appendix A and attached to Administrative Report to Council No. 21-146.

Section 165 (3.1) requires additional disclosure regarding the proportion of revenues from each source and the objectives and policies in relation to the distribution of property value taxes among the different classes. This information is provided in Schedule C of the Bylaw.

The municipality continues to pursue revenue diversification to minimize the overall percentage of revenue raised from property taxes wherever possible. The objective is to maintain a reasonably-sized tax requisition by maximizing other revenue sources, lowering the cost of municipal services and shifting the burden to user fees and charges where feasible.

### **Analysis**

After two fiscal years that were meaningfully affected by the COVID-19 pandemic, the operating environment in 2022 is expected to more closely resemble pre-pandemic times than was the case in 2020 and 2021. Tourist volumes and economic activity are expected to continue to recover from mid-2020 levels, when uncertainty around the pandemic peaked, Provincial Health Orders imposed tight restrictions and much economic activity was on pause. As the path forward begins to feel clearer, budgets become easier to assemble and alternate scenarios less widely dispersed. In this environment of increased certainty, the rebuilding of post-pandemic financial reserves can begin to take place, and a renewed focus on project works that had been delayed. As was the case in 2021, this five-year financial plan captures the Resort Municipality of Whistler's (RMOW) understanding of the "most likely" path forward. Should the environment or outcomes diverge materially from those described in this Plan, an amendment may become necessary.

Part of the organization's commitment to transparency and accountability is to be alert to emerging differences between budgets and actual outcomes and to engage with Council and the community with updates as and when necessary.

Planned project spending for the five years covered by this Plan totals \$158.6Mm after anticipated grant funding. The focus of this spending is asset renewal, with \$60.3 million of this amount dedicated to the water and sewer system, many segments and components of which are now at an advanced age. Another \$42.8 million across five years has been earmarked for renewal and replacement of general municipal assets including upkeep for buildings and roads among other things. Many dozens of other works will advance initiatives as diverse as climate mitigation, ensuring continued vibrancy in our parks, and introducing improvements to existing infrastructure that serve the changing needs of the community.

The five year operating budget aims to deliver greater volumes of services to the community. Some of these changes come in direct response to increasing demand and the community's concerns about service levels. These include among other things:

- Increased resources targeted to reduce building permit wait times
- Implementation of a summer experience strategy designed in response to record high visitation in Whistler's parks

Some changes to planned service delivery reflect the increasingly complex environment in which the RMOW operates. These include, among other things:

- Additional resources for Information Technology to support an increasingly digital operation
- Higher insurance costs that reflect an industry facing increasingly complicated challenges & higher-value claims

Throughout the budget process, the service delivery model and its associated costs are considered and adjusted where appropriate. This happens in consultation among RMOW staff including senior management; Council; and the community. The budget presented includes best efforts at efficient and cost-effective service delivery across the five-year planning horizon.

The Five-Year Financial Plan Bylaw includes a series of schedules, including:

*Schedule A Operating Summary*

- Collects revenues and expenditures into key categories for each of the General, Water, Sewer, and Solid Waste Funds
- Shows transfers to (from) statutory reserves that accompany planned operating activities

*Schedule B Project Summary*

- Captures planned project expenditures for each of the General, Water, Sewer, and Solid Waste funds, and
- Associated third-party funding which includes grants and anticipated repayments in the case of projects undertaken by the municipality on behalf of third parties
- Resulting Transfers from (to) reserves

*Schedule C Supplementary Information*

- Summarizes funding sources for 2022 including property tax, parcel taxes, fees and other grants.
- How property tax requisition is split between property classes

## POLICY CONSIDERATIONS

### Relevant Council Authority/Previous Decisions

On December 21, 2021 Council directed the preparation of the Five Year Plan on the basis of the guidelines presented in [Administrative Report 21-146](#).

### Corporate Plan

The RMOW Corporate Plan is updated annually and articulates strategic direction for the organization. This section identifies how this report links to the plan.

### Council Focus Areas

Community Balance

*Effectively **balance resort and community needs** through deliberate planning, partnerships and investment*

Climate Action

*Provide leadership to **accelerate climate action and environmental performance** across the community*

Housing

*Advance strategic and innovative initiatives to enable and **deliver additional employee housing***

Pandemic Recovery

*Leadership and support for **community and tourism recovery and sustainability** – priority focuses are where recovery needs intersect with other Council focus areas*

Not Applicable

### **Community Vision and Official Community Plan**

The Official Community Plan (OCP) is the RMOW's most important guiding document that sets the community vision and long-term community direction. This section identifies how this report applies to the OCP. The Official Community Plan (OCP) is the RMOW's most important guiding document that sets the community vision and long-term community direction. This section identifies how this report applies to the OCP.

OCP Goal 6.1 “Provide effective and appropriate municipal infrastructure (including facilities and amenities) that minimize taxpayer costs, and consider allocating the value of infrastructure replacement to future years.”

OCP Goal 6.3 “Implement and monitor the Five-Year Financial Plan” speaks to the importance of ensuring that the budget considers the OCP and also broad economic indicators, as has been done.

OCP Goal 6.4 “Reduce reliance on property taxes” speaks to the importance of non-tax revenue streams, which in the case of the coming fiscal year are expected to contribute nearly \$1.4 million in additional revenue to offset municipal expenditures.

### **BUDGET CONSIDERATIONS**

The preparation of the five year financial plan is entirely funded from within existing Finance department operating budgets, and other budget considerations are outlined in the sections above.

### **LIL’WAT NATION & SQUAMISH NATION CONSIDERATIONS**

The RMOW is committed to working with the Lil’wat People, known in their language as *L’il’wat7úl* and the Squamish People, known in their language as the *Skwxwú7mesh Úxwumixw* to: create an enduring relationship; establish collaborative processes for Crown land planning; achieve mutual objectives; and enable participation in Whistler’s resort economy.

### **COMMUNITY ENGAGEMENT**

Level of community engagement commitment for this project:

Inform     Consult     Involve     Collaborate     Empower

**Comment(s):**

Extensive community engagement is integral to the RMOW's annual budget process. A Community Open House was held on November 18, 2021 which welcomed members of the public to a session at the Maury Young Arts Centre. The session was livestreamed to Facebook and a recording uploaded to the website. Materials describing the planned spending captured in the Financial Plan were also available on this website.

The RMOW launched a new engagement tool in 2021 that allowed community members to pose questions and share ideas related to the budget. From November 18 through December 13, 21 ideas were shared publicly and 15 questions posted with responses. The RMOW has committed to ongoing refinements in its community engagement practices based on tools that are available in the market and are successfully used in other communities, and based their effectiveness in engaging with Whistler stakeholders.

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**REFERENCES**

"Five-Year Financial Plan 2022-2026 Bylaw No. 2348, 2022" (Included in Council Package)

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**SUMMARY**

The Financial Plan Bylaw sets out the proposed revenues, expenditures and transfers for the years 2022 through 2026. Consistent with the *Community Charter*, this Bylaw guides all municipal operating and capital spending across the organization. This Bylaw is being presented to Council for consideration of the first three readings prior to adoption.

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**SIGN-OFFS****Written by:**

Carlee Price,  
Director of Finance

**Reviewed by:**

Ted Battiston,  
General Manager of Corporate And Community  
Services

Virginia Cullen,  
Chief Administrative Officer

**RESORT MUNICIPALITY OF WHISTLER**

**FIVE-YEAR FINANCIAL PLAN 2022-2026 BYLAW NO. 2348, 2022**

**A BYLAW TO ADOPT A FIVE-YEAR FINANCIAL PLAN FOR 2022-2026**

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**WHEREAS** the Council must have a financial plan pursuant to Section 165 of the *Community Charter*;

**AND WHEREAS** the Council deems it necessary and appropriate to adopt a five-year financial plan for the years 2022 to 2026;

**NOW THEREFORE**, the Council of the Resort Municipality of Whistler, in open meeting assembled, **ENACTS AS FOLLOWS**:

**CITATION**

1. This Bylaw may be cited for all purposes as the “Five-Year Financial Plan 2022-2026 Bylaw No. 2348, 2022”.

**FINANCIAL PLAN**

2. That Council adopt the Five-Year Financial Plan for the years 2022-2026 inclusive, for each year of the plan, as set out in Schedules A, B and C attached hereto and forming a part of this Bylaw as follows:

- Schedule A – Consolidated Operating Summary
- Schedule B – Consolidated Project Summary
- Schedule C – Supplementary Information

GIVEN FIRST, SECOND, and THIRD READINGS this 11th day of January, 2022.

ADOPTED this \_\_\_ day of \_\_\_\_\_, 2022.

\_\_\_\_\_  
Jack Crompton,  
Mayor

\_\_\_\_\_  
Pauline Lysaght,  
Corporate Officer

I HEREBY CERTIFY that this is a true copy of "Five-Year Financial Plan 2022-2026 Bylaw No. 2348, 2022".

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**RESORT MUNICIPALITY OF WHISTLER  
FIVE-YEAR FINANCIAL PLAN 2022 - 2026  
CONSOLIDATED OPERATING SUMMARY**

**BYLAW 2348, 2022  
SCHEDULE A**

	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>
<b>REVENUE</b>					
<b>General Fund</b>					
Property Taxes	43,814,440	45,654,646	47,298,214	49,000,949	50,764,984
Other Property Tax	1,032,700	1,057,700	1,082,700	1,107,700	1,132,700
Government Grants	727,228	732,228	737,228	742,228	747,228
Fees and Charges	13,940,131	14,706,838	15,148,043	15,526,744	15,914,913
Investment Income	1,649,091	1,719,091	1,789,091	1,859,091	1,929,091
RMI Grant	6,475,000	6,790,000	6,790,000	6,790,000	6,790,000
MRDT	6,374,234	7,330,369	8,063,406	8,466,576	8,889,905
Works and Service Charges	560,000	550,000	540,000	530,000	520,000
<b>Water Fund</b>					
Parcel Taxes	4,275,232	4,403,489	4,535,594	4,671,662	4,811,812
Fees and Charges	3,429,187	3,532,063	3,638,024	3,747,165	3,859,580
Works and Service Charges	25,000	25,000	20,000	20,000	20,000
<b>Sewer Fund</b>					
Parcel Taxes	4,439,960	4,573,159	4,710,354	4,851,664	4,997,214
Fees and Charges	4,631,791	4,770,745	4,913,867	5,061,283	5,213,122
Works and Service Charges	105,000	100,000	95,000	90,000	85,000
<b>Solid Waste Fund</b>					
Fees and Charges	6,990,506	7,200,221	7,416,228	7,638,715	7,867,876
Government Grants	575,000	580,000	585,000	590,000	595,000
	<b>99,044,500</b>	<b>103,725,549</b>	<b>107,362,749</b>	<b>110,693,778</b>	<b>114,138,424</b>
<b>EXPENDITURE</b>					
<b>General Fund</b>					
Payroll and Goods & Services	<b>60,416,379</b>	62,349,703	64,344,894	66,403,930	68,528,856
Debt Interest & Principal	<b>232,462</b>	232,462	232,462	232,462	232,462
Residents & Partners	<b>5,106,469</b>	5,872,439	6,459,683	6,782,667	7,121,801
Contingency	<b>250,000</b>	439,598	453,403	467,642	482,330
<b>Water Fund</b>					
Payroll and Goods & Services	<b>2,207,020</b>	2,268,817	2,332,343	2,397,649	2,464,783
Debt Interest & Principal	-	-	-	-	-
<b>Sewer Fund</b>					
Debt Interest & Principal	<b>1,273,741</b>	1,273,741	1,273,741	1,273,741	1,273,741
<b>Solid Waste Fund</b>					
Payroll and Goods & Services	<b>5,096,960</b>	5,239,675	5,386,386	5,537,205	5,692,246
Debt Interest & Principal	<b>509,496</b>	509,496	509,496	509,496	509,496
	<b>78,407,762</b>	<b>81,593,992</b>	<b>84,495,895</b>	<b>87,206,377</b>	<b>90,008,145</b>

**RESORT MUNICIPALITY OF WHISTLER  
FIVE-YEAR FINANCIAL PLAN 2022 - 2026  
CONSOLIDATED OPERATING SUMMARY**

**BYLAW 2348, 2022  
SCHEDULE A Cont'd**

	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>
<b>TRANSFERS TO (FROM )</b>					
<b>OTHER FUNDS / RESERVES</b>					
Interest Paid to Reserves	1,476,982	1,547,182	1,610,182	1,673,182	1,736,182
Recreation Works Charges Re	310,000	305,000	300,000	295,000	290,000
Transportation Works Charges	250,000	245,000	240,000	235,000	230,000
RMI Reserve	2,391,687	2,604,604	2,499,969	2,392,719	2,282,786
MRDT Reserve	(900,623)	(392,555)	(26,037)	175,548	387,213
General Capital Reserve	5,898,705	6,253,685	6,301,942	6,388,005	6,478,694
Parking Reserve	-	-	-	-	-
Parkland and ESA Reserve	-	-	-	-	-
Vehicle Replacement Reserve	875,000	935,000	995,000	1,055,000	1,115,000
General Operating Surplus (D	-	-	-	-	-
General Operating Reserve	2,064,958	2,126,907	2,190,714	2,256,435	2,324,128
Water Works Charges Reserve	25,000	25,000	20,000	20,000	20,000
Water Capital Reserve	4,115,790	4,239,264	4,366,442	4,497,435	4,632,358
Water Operating Reserve	206,109	209,201	212,339	215,524	218,757
Water Operating Surplus (Def	-	-	-	-	-
Sewer Works Charges Reserve	105,000	100,000	95,000	90,000	85,000
Sewer Capital Reserve	2,046,824	2,108,229	2,171,476	2,236,620	2,303,718
Sewer Operating Reserve	490,246	504,953	520,102	535,705	551,776
Sewer Operating Surplus (Def	-	-	-	-	-
Solid Waste Capital Reserve	1,293,560	1,342,069	1,392,396	1,444,611	1,498,784
Solid Waste Operating Reserv	(12,500)	(21,980)	(22,670)	(23,382)	(24,116)
Solid Waste Surplus (Deficit)	-	-	-	-	-
	<b>20,636,738</b>	<b>22,131,557</b>	<b>22,866,854</b>	<b>23,487,401</b>	<b>24,130,280</b>
<b>REVENUE LESS EXPENDITURE</b>					
<b>AND TRANSFERS</b>					
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>



**RESORT MUNICIPALITY OF WHISTLER  
FIVE-YEAR FINANCIAL PLAN 2022 - 2026  
CONSOLIDATED PROJECT SUMMARY**

**BYLAW 2348, 2022  
SCHEDULE B**

	2022	2023	2024	2025	2026
<b>REVENUE AND OTHER SOURCES OF FUNDING</b>					
<b>General Fund</b>					
Government Grants	1,713,837	401,902	1,176,638	327,816	134,000
Third Party Repayments	50,000	10,278,961	527,324	517,525	495,556
<b>Water Fund</b>					
Government Grants	-	-	-	-	-
Other Contributions	-	-	-	-	-
<b>Sewer Fund</b>					
Government Grants	-	-	-	-	-
<b>Solid Waste Fund</b>					
Government Grants	-	-	-	-	-
	<b>1,763,837</b>	<b>10,680,863</b>	<b>1,703,962</b>	<b>845,341</b>	<b>629,556</b>
<b>EXPENDITURE</b>					
<b>General Fund</b>					
Non-capital Expenditure	2,156,050	2,964,320	2,766,400	781,500	542,050
Infrastructure Maintenance	14,080,688	11,221,877	6,313,935	6,236,068	5,189,000
Capital Expenditure	15,278,940	12,311,717	9,007,393	4,104,712	4,337,449
<b>Water Fund</b>					
Non-capital Expenditure	-	-	-	-	-
Infrastructure Maintenance	5,170,000	2,365,000	5,515,000	7,165,000	2,851,500
Capital Expenditure	480,000	110,000	120,000	1,030,000	180,000
<b>Sewer Fund</b>					
Non-capital Expenditure	-	-	-	-	-
Infrastructure Maintenance	9,850,000	10,105,000	6,455,000	4,670,000	3,620,000
Capital Expenditure	330,000	60,000	45,000	30,000	180,000
<b>Solid Waste Fund</b>					
Non-capital Expenditure	70,000	70,000	70,000	70,000	70,000
Infrastructure Maintenance	775,000	1,850,000	450,000	400,000	100,000
Capital Expenditure	645,000	35,000	35,000	35,000	35,000
<b>All Funds</b>					
Depreciation	15,106,529	15,606,529	16,106,529	16,106,529	16,606,529
	<b>63,942,207</b>	<b>56,699,443</b>	<b>46,884,257</b>	<b>40,628,809</b>	<b>33,711,528</b>

**RESORT MUNICIPALITY OF WHISTLER  
FIVE-YEAR FINANCIAL PLAN 2022 - 2026  
CONSOLIDATED PROJECT SUMMARY**

**BYLAW 2348, 2022  
SCHEDULE B Cont'd**

	2022	2023	2024	2025	2026
<b>TRANSFERS (TO) FROM OTHER FUNDS (RESERVES)</b>					
RMI Reserve	3,523,597	5,086,073	4,411,610	2,829,943	2,690,000
MRDT Reserve	776,500	657,925	646,725	456,725	433,500
General Capital Reserve	14,831,268	12,175,194	3,528,855	2,512,796	2,322,949
Recreation Works Charges	1,110,000	1,220,000	1,820,000	20,000	-
Vehicle Replacement Reserve	1,987,400	1,475,000	2,648,000	1,485,000	885,000
Library Reserve	30,000	25,000	20,000	15,000	25,000
General Operating Reserve	3,311,576	3,167,820	2,256,900	1,950,000	2,108,050
Transportation Works Charges	4,231,500	2,289,000	1,579,000	1,525,000	1,470,000
Water Capital Reserve	5,063,900	2,174,800	5,354,850	7,924,900	2,774,900
Water Operating Reserve	365,000	260,000	250,000	250,000	236,500
Sewer Capital Reserve	9,296,100	9,220,200	5,750,150	4,090,100	3,190,100
Sewer Operating Reserve	1,105,000	985,000	780,000	630,000	630,000
Solid Waste Capital Reserve	1,420,000	1,885,000	485,000	435,000	135,000
Solid Waste Operating Reserve	70,000	70,000	70,000	70,000	70,000
	47,121,841	40,691,012	29,601,090	24,194,464	16,970,999
<b>ADJUSTMENTS FOR NON CASH ITEMS AND CHANGES TO NET FINANCIAL ASSETS</b>					
Depreciation	15,106,529	15,606,529	16,106,529	16,106,529	16,606,529
Third Party Repayments	(50,000)	(10,278,961)	(527,324)	(517,525)	(495,556)
	15,056,529	5,327,568	15,579,205	15,589,004	16,110,973
<b>REVENUE AND TRANSFERS LESS EXPENDITURE</b>	-	-	-	-	-

**RESORT MUNICIPALITY OF WHISTLER  
FIVE-YEAR FINANCIAL PLAN 2022 - 2026  
SUPPLEMENTARY INFORMATION**

**BYLAW 2348, 2022  
SCHEDULE C**

**Proportion of total proceeds proposed to be raised from each funding source in 2022**

<b>Funding Source</b>	<b>% of Total Revenue</b>	<b>Dollar value</b>
Property Taxes	45.01%	44,847,140
Parcel Taxes	8.75%	8,715,192
Fees and Charges	29.79%	29,681,615
Investment income	1.65%	1,649,091
Debt	0.00%	-
Government Grants	1.86%	1,851,728
Transfer taxes	12.90%	12,849,234
Other	0.05%	50,000
<b>Total</b>	<b>100%</b>	<b>99,644,000</b>

The municipality will continue to pursue revenue diversification to minimize the overall percentage of revenue raised from property taxes wherever possible. The objective is to maintain a reasonable tax burden by maximizing other revenue sources, lowering the cost of municipal services and shifting the burden to user fees and charges where feasible.

**Proposed distribution of property tax revenue in 2022**

<b>Property Class</b>	<b>% of Total Property Taxation</b>	<b>Dollar value, completed roll</b>
Class 1 - Residential	66.34%	29,464,272
Class 2 - Utilities	3.01%	809,474
Class 5 - Light industry	0.19%	85,349
Class 6 - Business other	29.02%	12,811,870
Class 8 - Recreational	1.44%	643,476
<b>Total</b>	<b>100%</b>	<b>43,814,440</b>

The municipality will continue to set tax rates to ensure tax stability by maintaining a consistent proportionate relationship between classes. The proposed distribution shown above is consistent with the prior year. In order to maintain the current share of taxation between property classes, minor adjustments are made to the tax ratios to account for market based assessment variation between the classes. This policy provides a balanced tax impact among property classes.

**PERMISSIVE EXEMPTIONS**

As permitted by the Community Charter, council has granted exemptions from municipal property taxes for the following general purposes:

- \* Land and improvements surrounding a statutorily exempt building for public worship.
- \* Properties owned or held by a not-for-profit organization whose purpose is to contribute to the well-being of the community with the provision of cultural, social, educational or recreational services.

Permissive exemptions for municipal property taxes in 2022 are estimated to be \$605,830