



STAFF REPORT TO COUNCIL

1100 Patricia Blvd. | Prince George, BC, Canada V2L 3V9 | www.princegeorge.ca

DATE: February 2, 2023

TO: MAYOR AND COUNCIL

NAME AND TITLE: Kris Dalio, Director of Finance and IT Services, and
Maureen Connelly, Corporate Officer/Manager of Legislative Services

SUBJECT: 2023 Equipment Financing Bylaw and Approval of the Electors' Options

ATTACHMENT: Appendix A – Proposed Elector Response Form for Bylaw No. 9382

RECOMMENDATIONS:

THAT Council:

1. GIVES FIRST THREE READINGS to “City of Prince George Equipment Financing Bylaw No. 9382, 2023”.
2. AUTHORIZES an alternative approval process in accordance with section 86 of the *Community Charter* be used for the purpose of seeking approval of the electors in relation to “City of Prince George Equipment Financing Bylaw No. 9382, 2023”.
3. ESTABLISHES the deadline of 5:00 p.m. on Thursday, March 30, 2023 for receiving Elector Response Forms for the alternative approval process for “City of Prince George Equipment Financing Bylaw No. 9382, 2023”.
4. APPROVES the determination of the total number of electors of the area to which the alternative approval process applies for “City of Prince George Equipment Financing Bylaw No. 9382, 2023” as 55,941 electors, on the basis described in this report.
5. DIRECTS the Corporate Officer to report the results of the alternative approval process for “City of Prince George Equipment Financing Bylaw No. 9382, 2023” and if approval of the electors has been obtained, to return “City of Prince George Equipment Financing Bylaw No. 9382, 2023” for Council’s consideration of final reading and adoption.

PURPOSE:

At the February 1, 2023 Budget meeting, Council approved some capital projects in the Five Year (2023 – 2027) Capital Financial Plan with the funding source designated as “MFA Lease Proceeds”. The purpose of this report is to ask Council to grant first three readings to the required equipment financing bylaw associated with those capital projects requiring Municipal Finance Authority (“MFA”) debt funding, and to obtain Council’s approval for using the alternative approval process to obtain approval of the electors for this equipment financing bylaw.

POLICY/REGULATORY ANALYSIS:

Section 175 of the *Community Charter* provides that Council may incur a liability under an agreement if the liability is not a debenture debt and the period of the liability is not longer than the reasonable life expectancy of the subject matter under the agreement. If the agreement is for more than five (5) years, Council may only incur the liability with the approval of the electors.

Equipment Financing Bylaw No. 9382, 2023 provides that the equipment financing agreements may have a term up to 15 years. The MFA has established an equipment financing program that is available to municipalities under section 175 of the *Community Charter*, and proposed Bylaw No. 9382 contemplates the City entering into equipment financing agreements with the MFA under that program. Statutory approval from the Inspector of Municipalities is therefore not required for Bylaw No. 9382. However, because the proposed loan agreements with the MFA are for terms of more than five (5) years, Bylaw No. 9382 does require approval of the electors after first three readings. After obtaining approval of the electors, Council may consider final reading and adoption of Bylaw No. 9382.

The two options for seeking approval of the electors for the equipment financing bylaw, and the process for each option, is described below.

STRATEGIC PRIORITIES:

Debt financing of the City's annual mobile fleet and equipment needs is an approach that supports Council's priorities of Sustainable Infrastructure, Sustainable Fiscal Management and Organizational Excellence.

FINANCIAL CONSIDERATIONS:

The Equipment Financing Bylaw No. 9382 assumes an interest rate of 4.77%, as per the MFA's January 2023 interest rate on the Equipment Financing Program. The cost of the projects associated with the bylaw is \$2,711,000 and would result in estimated annual debt servicing costs of \$341,407, or 0.29%, of increases to future tax levies. The timing of when these costs would impact the levy depends on when the work is completed and the funds are borrowed, but it is expected that these costs will impact the 2024 tax year levy.

Equipment Financing Bylaw No. 9382, 2023

The annual replacement and addition of vehicles and capital equipment are financed through the MFA Equipment Financing Program. Through these loan agreements, the City retains ownership of the asset and is charged a low variable interest rate based on the Canadian Dealer Offered Rate with fixed payment schedules. The MFA Equipment Financing Program has no fees to set up or discharge leases, no taxes on payments, and no penalties or fees for paying out early or making extra principal payments. All loan agreements will be for a term no longer than fifteen (15) years to match the expected service life of the new mobile equipment.

The approved projects from the 2023 - 2027 Capital Plan that will be part of the Equipment Financing program request include:

- #0431 – Mobile Equipment Replacement - \$2,395,000
- #1283 – Drivable Hoist – Lube Bay - \$65,000
- #3208 – Janitorial Equipment – Replace Floor Scrubbers - \$30,000
- #3388 – Fire Srv – Rapid Deployment Tents - \$51,000
- #3389 – Fire Srv – Emergency Program - New Light Fleet - \$85,000
- #3390 – Fire Srv – Training Captain - New Light Fleet - \$85,000

Debt Servicing Costs:

BC municipalities' financial liabilities (e.g. under leases, partnering, and long-term debt agreements) are subject to liability servicing limits. They also require elector approval if they are:

- a loan guarantee or are of a capital nature; and
- the agreement is for more than five years; or
- the agreement could be for more than five years if an extension were exercised.

A municipality cannot incur a liability that extends beyond the current year if it would cause the municipality's total annual cost of servicing (e.g. lease payments, partnering payments (if they're of a capital nature), long-term debt principal and interest payments) to exceed the regulated amount. The regulated amount is currently based on 25% of a municipality's controllable revenues such as:

- property taxes - a deduction is made to revenue received from Major Industry tax revenues for municipalities which are heavily dependent on that class;
- payments in lieu of taxes;
- user fees; and
- unconditional grants.

A municipality may only exceed its liability servicing limit with the prior approval of the Inspector of Municipalities in consultation with the MFA. The City relies on debt financing for new infrastructure and for major repair of existing infrastructure. The City also enters into financing agreements for the purchase of mobile equipment. The following table provides the debt capacity and available capacity as determined by the Municipal Liabilities Regulation. 2022 figures are not available at this time.

Year	Municipal Controllable Revenue	Liability Servicing Limit	Payment Capacity Available	Approximate Principal Borrowing Available
2017	\$165,029,633	\$41,257,408	\$22,496,328	\$249,959,200
2018	\$172,759,289	\$43,189,822	\$25,154,282	\$279,492,022
2019	\$177,512,689	\$44,378,172	\$23,982,421	\$266,471,344
2020	\$171,514,757	\$42,878,689	\$15,422,526	\$194,975,044
2021*	\$178,008,247	\$44,502,062	\$24,915,473	\$289,042,610

*2021 figures are estimates as the official figures were not available at the time of this report.

The total amount of all approved loan authorization bylaws are included in the liability servicing limit regardless of whether the funds have actually been borrowed.

OTHER CONSIDERATIONS:

Overview of Approval of the Electors

Long-term borrowing by local governments (i.e. loans with a term of more than 5 years) cannot be undertaken without the loan authorization bylaw being approved by the Inspector of Municipalities after the bylaw is given first three readings by the local government. In addition, "approval of the electors" is then required before Council may consider adopting the long-term loan authorization bylaw.

The Province has provided a legislative framework for local governments that recognizes that elected officials are democratically elected, autonomous, responsible and accountable. The Province recognizes that elected officials are in the strongest position to weigh the needs of their municipality and to make informed decisions for the benefit of their electors. Accordingly, under the *Community Charter*, the Province has provided the option for local governments to seek approval of the electors for long-term loan authorization bylaws in one of two ways:

- (a) by holding a referendum to obtain “assent of the electors”; or
- (b) by holding an alternative approval process.

A summary of both the assent of the electors (referendum) process, and the alternative approval process follows.

(a) Assent of the Electors through the Referendum Process:

Assent of the electors is obtained through a referendum, also known by other terms such as a vote or plebiscite. A referendum is a voting process that is governed by the *Local Government Act* and is similar in many ways to the process for conducting a general local election.

In order to conduct a referendum, Council must appoint a Chief Election Officer and Deputy Chief Election Officer who are responsible for the administration and conduct of the referendum. The Chief Election Officer then sets the general voting day for the referendum, which must be a Saturday within 80 days of the loan authorization bylaw receiving third reading and receiving approval from the Inspector of Municipalities. In addition, at least two advance voting opportunities must be held – one on the 10th day before general voting day, and one on the 4th day before general voting day. Special voting opportunities (e.g. at long term care facilities) and mail ballot voting processes would also be organized by the Chief Election Officer.

The ballot for a referendum must be in the form of a question put to the electors that is phrased in a manner such that it may be answered by marking either “yes” or “no”. Council must approve of the wording of the question to be printed on the ballot. Wording would typically begin with “Do you approve Council for the City of Prince George adopting Bylaw No. 9382, which will authorize Council to borrow ...” A loan authorization bylaw is deemed to have received the assent of the electors if a majority of the votes counted are in favour of the question (i.e. if a majority of voters answer “yes”). If a majority of the votes counted are opposed to the question (i.e. if a majority of voters answer “no”), then a bylaw for the same purpose may not be submitted to the electors for approval within a period of 6 months, except with the Province’s approval.

In order to estimate the cost of conducting a referendum, it may be useful to refer to the cost of conducting the 2017 referendum for the Fire Hall #1 and Four Season Leisure Pool replacement loan authorization bylaws. The cost of holding that referendum was approximately \$91,000. Since City staff would be responsible to conduct the referendum, it would mean those resources would be diverted during the referendum process, and existing projects would be re-prioritized. Staff would need to begin planning and organizing a referendum promptly after Council’s decision to proceed, given the legislative time frame to hold a referendum. Administration is recommending the alternative approval process as the preferred method to seek elector assent rather than elector approval through an assent voting process (referendum).

If Council directs that assent of the electors for this loan authorization bylaw be obtained through a referendum, then Administration will return a report to Council setting out the next steps and further resolutions required from Council in order to undertake that process.

(b) Approval of the Electors through the Alternative Approval Process:

The alternative to holding a referendum is the alternative approval process, which is governed by the *Community Charter* requirements. Local governments have been able to use the alternative approval process for quite some time. The process was previously known as the “counter petition method.”

The alternative approval process involves publication of a notice in accordance with section 94 of the *Community Charter*. The City of Prince George has adopted *City of Prince George Public Notice Bylaw*

No. 9329, 2022 as its bylaw permitting publication of notice by alternative means which includes publishing to the City's Public Notice Posting Place, Public Notice Page on the City's website, and Facebook Page.

As part of the alternative approval process, Council must make a fair determination of the total number of electors within the City. Typically, the calculation of the number of electors in the City is based on information provided by Elections BC, a non-partisan independent public agency that maintains an up to date list of registered electors. More information on this determination is included in a subsequent section of this report. Electors would then be given the opportunity to indicate they are opposed to Council proceeding with adoption of a loan authorization bylaw by signing and submitting an Elector Response Form, the wording of which must be approved by Council.

Council must set a deadline for Elector Response Forms to be submitted. The deadline must be at least 30 days after the publication of the notice by the City's second of two alternative means noted in the *City of Prince George Public Notice Bylaw No. 9329, 2022*. If an elector is in favour of Council adopting the loan authorization bylaw, then they would not have to do anything. If an elector is opposed to the bylaw, or they do not want Council to proceed to adopt the bylaw without a referendum being held, then they must express that opinion to the City by signing and submitting an Elector Response Form by the deadline.

The Corporate Officer is responsible for determining and certifying the results of the alternative approval process. If 10% or more of the total number of electors within the City submit valid Elector Response Forms by the deadline, then Council may not proceed with adoption of the bylaw unless approval of the electors is obtained through the "assent of the electors" process described above. In other words, a referendum would then be required to be held on the matter in order for Council to proceed to adopt the bylaw.

Referendum and Alternative Approval Process Considerations

The alternative approval process allows a long period of time for the opinion of the electors to be expressed (at least 30 days). In the case of a referendum, the electors generally have 12 hours on each of the two advance voting days, and 12 hours on general voting day to cast their vote.

The cost of holding an alternative approval process amounts to the cost of printing Elector Response Forms which is dependent on the number of forms requested by electors. More significantly, the staff resources needed to administer the alternative approval process are minimal in comparison to the considerable staff resources required to conduct a referendum.

The time period to hold an alternative approval process is approximately 8 weeks from the date that the notice is published up to the date that the results of the process are certified by the Corporate Officer and reported to Council.

REPORT FOR DETERMINATION OF TOTAL NUMBER OF ELECTORS WITHIN THE CITY:

As outlined above, section 86 of the *Community Charter* requires that Council make a fair determination of the total number of electors in the City. The purpose of this part of the report is to show the basis for determining the total number of electors in relation to the alternative approval process proposed for Bylaw No. 9382.

To be consistent with past practice, it is recommended that the calculation of the number of electors in the City be based on information provided by Elections BC, a non-partisan independent public agency that maintains an up to date list of registered electors. According to Elections BC, the total number of registered electors within the City of Prince George as of January 18, 2023 is 55,941.

Administration therefore recommends that Council approve the determination of the total number of electors for the purposes of the alternative approval process for Bylaw No. 9382 to be 55,941. Approval of the electors for this Bylaw would be obtained if the number of Elector Response Forms received by the deadline is less than 5,594 (10% of 55,941).

ALTERNATIVE APPROVAL PROCESS SCHEDULE:

Administration recommends the following schedule in regard to the alternative approval process for proposed Bylaw No. 9382:

Date	Activity
Friday, February 10, 2023	Publication of the Notice on the Public Notice Page, Facebook Page, and Public Notice Posting Place
5:00 p.m. on Thursday, March 30, 2023	Deadline for Submitting Elector Response Forms
Wednesday, April 12, 2023	Corporate Officer reports results of Alternative Approval Process at Regular Council Meeting

SUMMARY AND CONCLUSION:

If Council wishes to proceed with the debt financed projects detailed in this report, then it would be in order for Council to pass the recommendations set out above. Administration is recommending the alternative approval process as the preferred method to seek elector assent.

RESPECTFULLY SUBMITTED:

Kris Dalio, Director of Finance and IT Services
Maureen Connelly, Manager of Legislative Services/Corporate Officer

APPROVED:

Walter Babicz, City Manager

Meeting Date: [2023/02/06]



LEGISLATIVE SERVICES DIVISION

1100 Patricia Blvd. | Prince George, BC, Canada V2L 3V9

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ELECTOR RESPONSE FORM – ALTERNATIVE APPROVAL PROCESS
CITY OF PRINCE GEORGE EQUIPMENT FINANCING BYLAW NO. 9382, 2023

By completing this elector response form I oppose the municipal Council’s intention to adopt **City of Prince George Equipment Financing Bylaw No. 9382, 2023**, which authorizes the borrowing not to exceed the sum of two million seven hundred and eleven thousand dollars (\$2,711,000) to be repaid over a period not exceeding fifteen (15) years, in order to finance the cost of equipment purchases, as described on page 2 of this form, unless a referendum vote is held.

Full name of elector: _____
(Please print)

Signature of elector: _____

Residential Address of elector: _____
(Including postal code) (Please print)

- Choose one: I am a resident elector (**see page 2 for eligibility requirements**)
- I am a non-resident property elector who lives in another community but who owns property in the City of Prince George located at:

(Address of Property, including postal code)

(see page 2 for additional eligibility requirements)

The deadline for submitting this elector response form to the City of Prince George is 5:00 p.m. on Thursday March 30, 2023. In order for this elector response form to be considered, all three (3) pages of this elector response form package must be submitted.

Electors may submit this form by hand delivery, by mail, by facsimile (fax), or by email as a PDF document attachment, as follows.

Address for delivery or mail: Attention: Corporate Officer
 City of Prince George
 Legislative Services Division
 5th Floor - 1100 Patricia Blvd.
 Prince George, BC V2L 3V9

Facsimile (fax) number: (250) 561-0183

PDF submission email address: cityclerk@princegeorge.ca

If submitting this form to the City of Prince George by facsimile (fax) or by email as a PDF document attachment, please ensure that the transmission of all three (3) pages of the form was completed.

ELECTOR RESPONSE FORM – ALTERNATIVE APPROVAL PROCESS

The municipal Council may proceed with the adoption of **City of Prince George Equipment Financing Bylaw No. 9382, 2023**, unless five thousand, five hundred and ninety-four (5,594) electors submit a completed copy of this elector response form to the City of Prince George by the deadline established. **A person may not sign more than one elector response form in relation to this alternative approval process.** Additional information can be found below about the subject of this alternative approval process, as well as the elector qualifications.

Additional information about City of Prince George Equipment Financing Bylaw No. 9382, 2023:

The annual replacement and addition of vehicles and capital equipment are financed through the Municipal Finance Authority (MFA) Equipment Financing Program. Through these loan agreements, the City retains ownership of the asset and is charged a low variable interest rate based on the Canadian Dealer Offered Rate with fixed payment schedules. The MFA Equipment Financing Program has no fees to set up or discharges, no taxes on payments, and no penalties or fees for paying out early or making extra principal payments. The interest rate on the Equipment Financing Program as of January 2023 is 4.77%. All loan agreements will be for a term no longer than fifteen (15) years to match the expected service life of the new mobile equipment.

The approved projects from the 2023 – 2027 Capital Plan that will be part of the Equipment Financing Program request include:

Capital Plan Project #	Project	Project Description	Cost of Project
#0431	Mobile Equipment Replacement	Annual replacement of vehicles currently part of the City fleet	\$2,395,000
#1283	Drivable Hoist – Lube Bay	Replace existing drivable hoist in lubrication bay required to perform preventative maintenance activities on City equipment.	\$65,000
#3208	Janitorial Equipment – Replace Floor Scrubbers	Annual replacement of custodial equipment to enhance healthy, safe, and clean facilities	\$30,000
#3388	Fire Srv – Rapid Deployment Tents	Two military style inflatable tents, complete with dividers and bladders for anchors, first model in 2023 and second model in 2024. Project includes one diesel portable heater required to heat both tents to be purchased in 2024.	\$51,000
#3389	Fire Srv – Emergency Program: New Light Fleet	Adding a vehicle to the fleet for the Emergency Services staff as emergency program is on call to respond to emergency events and includes transport of supplies The new light fleet is 4 X 4 light duty pick up with 4 doors, fully equipped with emergency lights, siren canopy, mobile radio and Bluetooth.	\$85,000
#3390	Fire Srv – Training Captain: New Light Fleet	Adding a vehicle to the fleet for the Training Branch Captain to maintain training and operational response needs across all four fire halls. The new light fleet is a 4 X 4 light duty pick up with 4 doors, fully equipped with emergency lights, siren canopy, mobile radio, Bluetooth and Fire Department emblem.	\$85,000
			\$2,711,000

Additional information about elector eligibility:

To sign this elector response form, a person must either be a resident elector or a non-resident property elector (not both).

A **resident elector** is an individual who is qualified to vote in a jurisdiction by virtue of living in the jurisdiction. To sign this elector response form as a resident elector a person must:

- be a Canadian citizen;
- be at least 18 years of age;
- have lived in British Columbia for at least the last six (6) months; and
- live within the City of Prince George.

ELECTOR RESPONSE FORM – ALTERNATIVE APPROVAL PROCESS

A **non-resident property elector** is an individual who does not live in a jurisdiction but is entitled to vote in an election there by virtue of owning property in that jurisdiction. To sign this elector response form as a non-resident property elector a person must:

- be a Canadian citizen;
- be at least 18 years of age;
- have lived in British Columbia for at least the last six (6) months; and
- have been a registered owner of property within the City of Prince George for at least the last thirty (30) days.

Note: If a property is owned by more than one individual, only one individual may sign an elector response form. If a property is owned by more than one individual, then the person signing this elector response form declares that they have received the written consent of the majority of the property owners to sign and submit this elector response form. No individual is eligible to sign this elector response form in relation to property owned through or in conjunction with a corporation.

For more information on the above elector qualifications, please see the Voter's Guide, available from the Ministry of Municipal Affairs or its website at:

https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/local-governments/governance-powers/voter_guide_english.pdf

Important Notice: The personal information on this form is collected by the City of Prince George for the purposes of conducting an alternative approval process, under the authority of sections 26(c) and 26(d) of the Freedom of Information and Protection of Privacy Act. If you have any questions about the collection of your personal information, please contact the Corporate Officer, at 1100 Patricia Boulevard, Prince George, BC, or by telephone 250-561-7600.

CITY OF PRINCE GEORGE
BYLAW NO. 9382, 2023

A Bylaw to authorize the City to enter into equipment financing agreements with the Municipal Finance Authority under Section 175 of the *Community Charter* for borrowing of funds under general funds for the estimated cost of Equipment Financing for 2023.

WHEREAS the City may, pursuant to Section 175 of the *Community Charter*, incur a liability under an agreement provided that the liability is not a debenture debt and the period of the liability is not longer than the reasonable life expectancy of the activity, work or service under the agreement;

AND WHEREAS if the term of such agreement is greater than five (5) years, the City may only incur the liability with approval of the electors;

AND WHEREAS the estimated cost of equipment financing for 2023, including expenses incidental thereto, is the sum of two million seven hundred and eleven thousand dollars (\$2,711,000), which is the amount of the intended liability to be incurred under this Bylaw;

AND WHEREAS the liability authorized by this Bylaw is not a debenture debt, and approval of the electors has been obtained after this Bylaw has been given third reading and before it was adopted;

NOW THEREFORE the Council of the City of Prince George, in open meeting assembled, **ENACTS AS FOLLOWS:**

1. The Council is hereby empowered and authorized to borrow under agreements with the Municipal Finance Authority of British Columbia upon the credit of the municipality, a total sum not exceeding two million seven hundred and eleven thousand dollars (\$2,711,000), for the purposes of equipment financing for 2023, as outlined in the table below and generally in accordance with the Equipment Replacement Program on file in the municipal office, and to do all things necessary in connection therewith:

Capital Plan Project #	Project	Cost of Project
0431	Mobile Equipment Replacement	\$2,395,000
1283	Drivable Hoist - Lube Bay	\$ 65,000
3208	Janitorial Equipment - Replace Floor Scrubbers	\$ 30,000
3388	Fire Srv - Rapid Deployment Tents	\$ 51,000
3389	Fire Srv - Emergency Program - New Light Fleet	\$ 85,000
3390	Fire Srv - Training Captain - New Light Fleet	\$ 85,000
		\$2,711,000

2. All equipment financing loan agreements with the Municipal Finance Authority entered into pursuant to this Bylaw shall not exceed a term of fifteen (15) years.
3. This Bylaw may be cited for all purposes as "City of Prince George Equipment Financing Bylaw No. 9382, 2023".

READ A FIRST TIME THIS DAY OF , 2023.

READ A SECOND TIME THIS DAY OF , 2023.

READ A THIRD TIME THIS DAY OF , 2023.

All three readings passed by a decision of Members of City Council present and eligible to vote.

ADOPTED THIS DAY OF , 2023,
BY A DECISION OF ALL MEMBERS OF CITY COUNCIL PRESENT AND ELIGIBLE TO VOTE.

MAYOR

CORPORATE OFFICER