



Notice of Meeting and Meeting Agenda Ganges Sewer Local Service Commission

Thursday, November 7, 2024

11:00 AM

SIMS Boardroom
124 Rainbow Road
Salt Spring Island BC

Budget

MS Teams Link: [Click here](#)

M. de Carle, G. Holman, D. Toynbee, C. Whyte

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

1. Territorial Acknowledgment

2. Approval of Agenda

3. Adoption of Minutes

- 3.1. [24-1125](#) Minutes of November 14, 2023 the Ganges Sewer Local Service Commission Budget Meeting

Recommendation: That the minutes of the November 14, 2023 meeting be adopted as circulated.

Attachments: [Minutes: November 14, 2023](#)

4. New Business

4.1. [24-1126](#) Ganges Sewer - User Rate Structure Options

Recommendation: The Ganges Sewer Local Services recommends to the Electoral Area Committee to recommend to the Capital Regional District Board:

That the new user rate structure be approved for implementation in the 2025 fiscal year which implements the following changes:

- ☐ Eliminates the budget cost allocation based on square footage for businesses,
- ☐ Merge business and institutional classifications into a single category called 'non-residential',
- ☐ Classifies mixed use properties as "non-residential", and
- ☐ Introduces a \$300 annual charge per service connection for the non-residential class.

And that Bylaw 3864 be amended accordingly.

Attachments: [Staff Report: Ganges Sewer – User Rate Structure Options](#)
[Appendix A: Staff Report: Ganges Sewer – User Rate Structure Options \(Nover](#)
[Appendix B: Comparison of Existing vs Proposed Budget Allocation](#)

4.2. [24-1048](#) 2025 Operating and Capital Budget

Recommendation: That the Ganges Sewer Local Service Commission:

1. Approve the 2025 operating and capital budget as presented, and that the 2024 actual operating deficit or surplus be balanced on the 2024 Reserve Funds transfer (CRF and/or ORF and/or ERF), and

2. Recommend that the Electoral Area Services Committee recommend that the CRD Board approve the 2025 operating and capital budget and the five-year Financial Plan for the Ganges Sewer Local Service as presented.

Attachments: [Staff Report: 2025 Operating and Capital Budget-Ganges](#)
[Appendix A: 2025 Ganges Sewer Service Budget](#)

5. Adjournment

Next Meeting

-TBD



Making a difference...together

**Minutes of the Ganges Sewer Local Services Commission Budget Meeting
Held November 14, 2023 at the Salt Spring Island Multi Space, 124 Rainbow Road,
Salt Spring Island, BC**

DRAFT

Present: **Director:** Gary Holman
Commission Members: Mike de Carle (Chair) (via Teams); and David Toynbee;
Staff: Karla Campbell, Senior Manager SSI Electoral Area; Lia Xu, Manager, Finance Services (via Teams) Dan Robson, Manager, Saanich Peninsula and Gulf Islands Operations (via Teams); Dean Olafson, Manager Engineering; and, MacKenzie Williamson, Committee Clerk

Regrets: Colin Whyte

These minutes follow the order of the agenda although the sequence may have varied.

1. The meeting was called the meeting to order at 12:34 pm.

2. Territorial Acknowledgement

Chair de Carle provided a Territorial Acknowledgement.

3. Approval of Agenda

MOVED by Commissioner Toynbee, **SECONDED** by Director Holman,
That the Ganges Sewer Local Services Commission agenda of November 14, 2023, be approved as amended by adding item number 5. Director and Commissioner Reports, as well as moving Item Number 5 New Business to Item Number 6 and reordering accordingly.
CARRIED

4. Adoption of the Minutes of October 13, 2022

MOVED by Commissioner Toynbee, **SECONDED** by Director Holman,
That the Ganges Sewer Local Services Commission meeting minutes of October 13, 2022, be adopted as presented.
CARRIED

5. Chair and Directors Remarks

Director Holman:

- Capital Regional District Board approved Provisional Budget October 2023.
- Update on the Liquid waste Options Analysis
- Water testing in Ganges Harbour, two tests completed in 2023 and levels within range.

6. New Business

6.1. Ganges Sewer- User Rate Structure Options

- Requested an analysis of the Ganges Sewer User Rate impact on business properties, and on the business revenue, the proportion of revenue from fixed fees versus consumption.
- Implementation of sewer rate changes to be in the year 2025

Commissioner de Carle called for a recess at 12:58 pm.

Commissioner de Carle announced the recess had ended and that the meeting was called to order again at 01:22 pm.

MOVED by Commissioner Toynbee, **SECONDED** by Director Holman,
That the Ganges Sewer- User Rate Structure Options report be referred back to staff for additional information.

CARRIED

6.2. 2024 Operating and Capital Budget

MOVED by Director Holman, **SECONDED** by Commissioner Toynbee,
That Project Number 25-01 New Sewer Sea Breeze Inne, Project Number 25-03 New Sewer SSI New Fire Hall, Project Number 26-02 New Sewer Kings Lane, and Project Number 26-03 New Sewer Norton Road, be removed from the Five-Year Capital Plan.

CARRIED

MOVED by Commissioner Toynbee, **SECONDED** by Director Holman,
That the Ganges Sewer Local Services Commission:

1. Approve the 2024 operating and capital budget as amended, and that the 2023 actual operating deficit or surplus be balanced on the 2023 Reserve Funds transfer (CRF and/or ORF), and
2. Recommend that the Electoral Area Services Committee recommend that the CRD Board approve the 2024 operating and capital budget and the five-year Financial Plan for the Ganges Sewer Local Service as amended.

CARRIED

6.3 Fire Improvement District Sewer Connection Options

MOVED by Director Holman, **SECONDED** by Commissioner Toynbee,
That the Ganges Sewer Local Services Commission recommends that the existing practice of CRD Sewer Regulations Bylaw and BC Plumbing Code enforcement be continued for sewer extensions.

CARRIED

7. Next meeting – TBD

8. Adjournment

MOVED by Commissioner de Carle,
That the meeting be adjourned at 2:09 pm.

CARRIED

CHAIR

SENIOR MANAGER

**REPORT TO GANGES SEWER LOCAL SERVICES COMMISSION
MEETING OF THURSDAY NOVEMBER 7, 2024**

SUBJECT **Ganges Sewer – User Rate Structure Options**

ISSUE SUMMARY

The proposed Ganges Sewer User Rate Structure amendments are presented to modernize the approach to funding the Ganges Sewer service operations and align cost distribution with sewer usage.

BACKGROUND

The Ganges Sewer Local Services Commission directed Capital Regional District (CRD) staff to review and propose alternatives to the current rate structure. An initial report (Appendix A) was presented at the November 14, 2023 commission meeting. A draft motion from last year requested an analysis of the Ganges Sewer User Rate's impact on business properties, including revenue composition between fixed and consumption charges. This staff report incorporates that feedback by analyzing budget impacts and user bills, projecting 2024 billings, and proposing a plan for changes in 2025.

Currently the Ganges Sewer Local Services operates on an annual cost allocation system. After the service's budget is approved each year, the user fee budget is distributed among three user categories (business, institutional, and residential) based on their relative water consumption, known as a "share". Rates are set and annual bills are calculated by methodologies unique to each user category. A challenge with the current rate structure is classifying the consumption of 'dual-use' properties, having both residential and non-residential activity, as business or residential.

Since wastewater is not directly metered, water consumption is used to calculate sewer user fees. Notably, half of the user fees for businesses are determined by square footage rather than water consumption, creating the potential for relatively high charges for users with minimal use of the service.

This rate review offers an opportunity to modernize the billing process by eliminating square footage allocation methods, simplifying classifications, and aligning charges with actual water consumption and sewer use.

Additionally, dual-use properties will be reclassified under the 'non-residential' category, aligning their billing with similar properties and creating a more uniform approach. The proposal also introduces a \$300 annual charge per connection for the non-residential class to enhance consistency and improve administrative efficiency in the fee structure. Appendix B provides a comparison of the existing and proposed rate structure.

ALTERNATIVES

Alternative 1

The Ganges Sewer Local Services recommends to the Electoral Area Committee to recommend to the Capital Regional District Board:

That the new user rate structure be approved for implementation in the 2025 fiscal year which incorporates the following changes:

- Eliminates the budget cost allocation based on square footage for businesses,
- Merge business and institutional classifications into a single category called 'non-residential',
- Classifies mixed use properties as "non-residential", and
- Introduces a \$300 annual fixed charge per service connection for the non-residential class.

And that Bylaw 3864 be amended accordingly.

Alternative 2

That this report be referred back to staff for additional information.

IMPLICATIONS

Financial Implications

The Ganges Sewer's utility rate is currently calculated based on historic consumption data to ensure that all annual budgeted expenses are collected. The proposed changes retain the existing budget allocation, meaning no impact on the 2025 budget. A review of rate structure options recommended key changes such as discontinuing the square footage-based calculation and merging institutional and business categories into a single 'non-residential' class, which will include a \$300 fixed annual charge per service connection for non-residential users.

The impact of the proposed changes will vary based on the user classification and water consumption:

- Business users will see the most significant changes due to the removal of the square footage charge.

Some businesses will experience increased costs that align with actual water usage.

- For institutional users, the new rate structure is expected to result in a reduction in annual billing, even with the introduction of a new \$300 fixed charge.
- The proposed methodology will have a minimal impact on the residential share.

Summary of proposed estimated annual impact to non-residential users (using 2024 budget):

- 47.7% (42 users) billing impact within the range of -\$500 to +\$500
- 28.4% (25 users) billing reductions exceeding \$500 (\$550 to \$8,150)
- 23.9% (21 users) billing increases exceeding \$500 (\$625 to \$7,340)

Service Implications

The proposed rate structure is expected to improve administrative efficiency of the billing process.

CONCLUSION

The proposed rate structure aims to modernize and simplify the existing system by introducing an approach that better reflects actual usage. By replacing the square footage charge for businesses with a \$300 fixed annual fee, the changes enhance the alignment between water consumption

and sewer billing. Consolidating the business and institutional classifications into a single 'non-residential' category solves classification inconsistencies for mixed-use properties and provides a streamlined billing process.

RECOMMENDATION

The Ganges Sewer Local Services recommends to the Electoral Area Committee to recommend to the Capital Regional District Board:

That the new user rate structure be approved for implementation in the 2025 fiscal year which implements the following changes:

- Eliminates the budget cost allocation based on square footage for businesses,
- Merge business and institutional classifications into a single category called 'non-residential',
- Classifies mixed use properties as "non-residential", and
- Introduces a \$300 annual charge per service connection for the non-residential class.

And that Bylaw 3864 be amended accordingly.

Submitted by:	Dan Ovington, BBA. Acting Senior Manager, SSI Administration and SSI Parks and Recreation
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer, GM Finance & IT
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: [Staff Report: Ganges Sewer – User Rate Structure Options \(November 14, 2023 meeting\)](#)

Appendix B: Comparison of Existing vs Proposed Budget Allocation

**REPORT TO GANGES SEWER LOCAL SERVICES COMMISSION
MEETING OF TUESDAY, NOVEMBER 14, 2023**

SUBJECT Ganges Sewer – User Rate Structure Options

ISSUE SUMMARY

Ganges Sewer User Rate Structure proposed amendments are presented to provide a transparent and equitable approach to user rates funding the Ganges Sewer service operations.

BACKGROUND

At the Ganges Sewer Local Service Commission meeting on October 27, 2020, staff received instructions to review and suggest alternatives to the Ganges Sewer system's user rate structure. Improving the rate structure is pivotal for maintaining service sustainability and bolstering the confidence of the Ganges Sewer rate payers.

Established in 1985, the Ganges Sewer Service caters to a diverse area composed of both commercial and residential properties. The service encompasses several institutional entities, including a hospital, three schools, Art Spring, the community library, a swimming pool, and multiple locations for seniors' and affordable housing. The system is owned and managed by the Capital Regional District (CRD).

The Ganges Sewer rate fee structure was established in 2009 and contrasts other CRD water services that rely more on parcel taxes and pre-established rates based on water consumption forecasts. As the Ganges Service Area includes a large trailer park with multiple users on one parcel, relying heavily on parcel taxes was avoided because it would be inequitable. To avoid risk to the service's budget and achieve equitable billings, three user categories with distinct fee methodologies (Table 1) were established within the Ganges Sewer rate structure: residential, business, and institutional.

Table 1: Summary of Ganges Sewer user fee rate structure since 2009

	Residential	Business	Institutional
Volumetric Charge (Variable - Allocation per gallon*)	Yes	Yes	Yes
Allocation per square foot (Fixed – Allocation based on square footage)	No	Yes	No
Allocation per SFE (Fixed Charge)	Yes - \$150 per SFE (constant, since 2009)	No	No

* Per gallon of water consumption from September 1st – April 30th to account for irrigation.

The review of the user rate structure for the service has revealed a notable difference from all other CRD services assessing a user fee. Specifically, it employs a unique methodology that assigns user fees to businesses based on their square footage. This methodology poses challenges as the square footage data is outdated and building size is unrelated to sewer usage. Given property development, renovations, and changes in use over time, it is probable the data may contain inaccuracies. Additionally, greater reliance on variable rate charges better

allocates costs user pay model. This rate review offers a chance to eliminate this outdated allocation method and simplify classifications between residential and non-residential classes.

ALTERNATIVES

Alternative 1

The Ganges Sewer Local Services Commission recommends to the Electoral Area Committee to recommend to the Capital Regional District Board:

That the new user rate structure be approved for implementation in the 2024 fiscal year which implements the following changes:

- Eliminates the budget cost allocation based on square footage for businesses,
- Merges business and institutional classifications into a single category called 'non-residential', and
- Introduces a \$300 annual charge per connection for the non-residential class.

Alternative 2

That this report be referred back to staff for additional information.

IMPLICATIONS

Financial Implications

Ganges Sewer Service revenue streams include parcel taxes, user fees (allocated and volumetric charges), and miscellaneous sources. Expenditures cover service provision, operating costs, administrative expenses, reserve funds contributions and debt servicing. The annual budget is crucial for optimizing service delivery, with a primary goal of accumulating capital reserves for service expansion, upgrades, and maintenance. Through diligent budgeting and a 5-year financial plan, user fees can be stabilized annually, ensuring minimal unexpected fluctuations.

The current user rate framework operates as an annual cost allocation system. Once the budget is approved each fall, user fees are determined, and customers receive their invoices by the end of August. Unlike other CRD water rate methodologies, the Ganges Sewer's utility rate is calculated based on historic consumption data, ensuring all annual budgeted expenses are collected, maintaining the service's ongoing financial stability.

Appendix A provides a detailed comparative analysis of rate structure options considered. It details the benefits and potential drawbacks of each proposed rate structure element. Based on this review, recommended changes include discontinuing the square footage-based calculation and consolidating institutional and business categories into a single 'non-residential' class, accompanied by a new \$300 fixed annual charge for non-residential users.

Changing from a square footage-based fee to a \$300 fixed annual charge for businesses will lead a reduction in revenue from fixed charges.

In turn, volumetric user fees tied to individual water consumption will be increased to cover a greater portion of the costs. This change aims to encourage saving water by directly connecting fees to how much water is used. While some businesses would benefit from a reduction in their

user charges, others would face increased costs, in alignment with water usage.

By merging institution and business classes, institutions will now incur a new \$300 fixed annual charge. This change will result in varied payments among institutions due to each institution's distinct water consumption patterns.

Consideration should be given to reviewing the residential Single-Family Equivalent (SFE) charge component of the user rate structure going forward. This charge has been consistently set at \$150 since 2009. While adjustments to the SFE charge can be made, it's prudent to adopt a gradual approach to these changes.

CONCLUSION

Based on the analysis of Ganges Sewer specific factors affecting the efficiency and fairness of rate structure calculation, it is concluded that the most appropriate rate structure incorporates elements of fixed annual charge, parcel tax, and variable consumption-based charges. The business square footage charge is subsequently replaced by a \$300 fixed annual charge. Further, due to technical nuance of “institution” vs “business”, it is proposed that the institutional and business shares and methodologies are aligned and combined.

It is concluded that the SFE charge component does not currently require modification to meet the objectives of the rate review, while this may be reconsidered at a future date.

RECOMMENDATION

The Ganges Sewer Local Services Commission recommends to the Electoral Area Committee to recommend to the Capital Regional District Board:

That the new user rate structure be approved for implementation in the 2024 fiscal year which implements the following changes:

- Eliminates the budget cost allocation based on square footage for businesses,
- Merges business and institutional classifications into a single category called ‘non-residential’, and
- Introduces a \$300 annual charge per connection for the non-residential class.

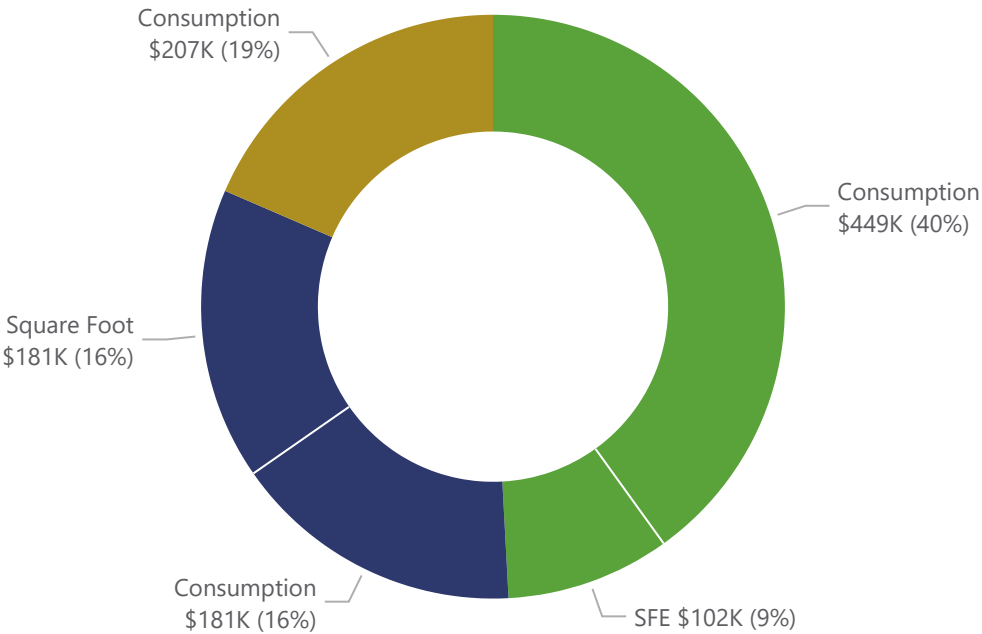
Submitted by:	Karla Campbell, Senior Manager
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Acting Chief Administrative Officer

ATTACHMENT(S)

Appendix A: [New Fee Structure Pros and Cons Analysis](#)

Actual Budget Allocation (2024)

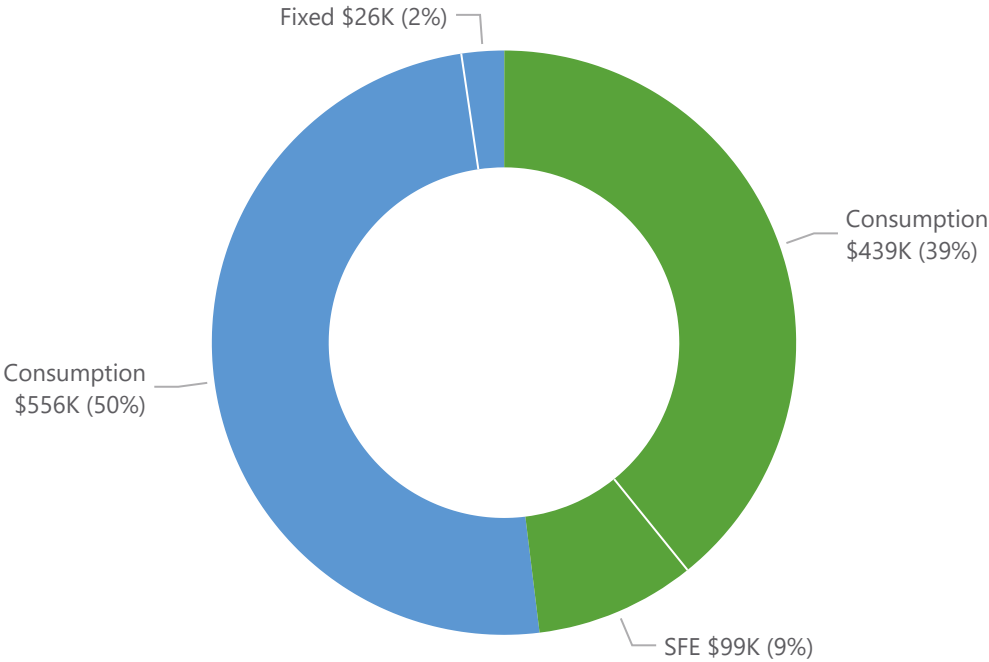
Based on current rate methodology



Share Type ● Residential Share ● Business Share ● Institutional Share

Proposed Budget Allocation (2024)

Based on proposed rate methodology



Share Type ● Non-Residential Share ● Residential Share

Share Type	Actual	Proposed
Residential Share	\$550,643	\$538,158
Non-Residential Share		\$582,132
Institutional Share	\$207,335	
Business Share	\$362,312	
Total	\$1,120,290	\$1,120,290

**REPORT TO GANGES SEWER LOCAL SERVICES COMMISSION
THURSDAY, NOVEMBER 07, 2024**

SUBJECT **2025 Operating and Capital Budget**

ISSUE SUMMARY

ISSUE

To present the 2025 operating and capital budget. In accordance with Bylaw No 1906, "Ganges Sewer Local Service Commission Bylaw No. 1, 1991" the Commission's approval of the annual budget is required.

BACKGROUND

The Capital Regional District (CRD) is required by legislation under the *Local Government Act* (LGA) to prepare an annual operating and capital budget and a 5-year financial plan including Operating Budgets and Capital Expenditure Plans annually. CRD staff have prepared the budget and financial plan shown in Appendix A to this report for the Ganges Sewer Local Service.

The Operating Budget includes the regular annual costs to operate the service. The Capital Expenditure Plan shows the anticipated expenditures for capital additions. These may include purchases of new assets or infrastructure, upgrades or improvements to existing assets or asset review and study work that could potentially lead to future capital improvements.

In preparing the Operating Budget, CRD staff considered:

1. Actual expenditures incurred between 2022 and 2024
2. Anticipated changes in level of service (if any)
3. Maximum allowable tax requisition
4. Annual Cost per taxpayer and per SFE

Factors taken into consideration in the preparation of the Capital Expenditure Plan included:

1. Available funds on hand
2. Projects already in progress
3. Condition of existing assets and infrastructure
4. Regulatory, environmental and health and safety factors.

Adjustments for surpluses or deficits from 2024 may be made in January 2025. The CRD Board will give final approval to the budget and financial plan in March 2024.

The Financial Plan for the years 2026 – 2029 may be changed in future years.

BUDGET OVERVIEW

Operating Budget

It is projected that total operating expenses in 2024 will be over budget by approximately \$66,690. Factors contributing to the apparent operating overage include emergency response and corrective maintenance for the following:

- Underbudgeted sludge disposal volumes and expenses.
- January environmental response due to extreme weather event in early 2024.
- Manson Pump Station pump No. 2 seal troubleshooting and repairs.
- Wastewater Treatment Plant:
 - permeate pump and VFD electronic equipment troubleshooting and repairs.
 - Air compressor troubleshooting and repairs.
 - Return activated sludge pump troubleshooting and repairs.
 - Electronic control equipment troubleshooting and modifications.

It is projected that the 2024 operating revenue will be on budget.

This results in an overall operating deficit of approximately \$66,690. To balance the operating budget, it is proposed that the planned 2024 transfer to the Equipment Replacement Fund in the amount of \$50,000 not be made and that the 2024 transfer to the Capital Reserve Fund be reduced by \$16,690. Otherwise, the resulting deficiency in 2024 must immediately be included as an expenditure to be recovered from revenue in 2025 financial plan as required by *Local Government Act Section 374(11)*.

Operating costs for 2025 (excluding 2024 one-time cyclical maintenance program funded by the Operating Reserve Fund in the amount of \$80,000) has increased by \$114,616 (14.1%) compared to 2024. The increase is primarily to account for core inflation, adjustments for sludge disposal and labour costs reflecting the renewed collective agreement since 2023.

Municipal Finance Authority (MFA) Debt

Loan Authorization Bylaw 4007 to borrow \$3,900,000 was approved and adopted in 2015 for *Ganges Sewer Rehabilitation* Project. Table 1 summarizes the detailed information for existing MFA debt issues related to LA4007.

Table 1 – Existing Debt Summary

<i>MFA Issues</i>	<i>Term</i>	<i>Borrowing Year</i>	<i>Retirement Year</i>	<i>Refinance Year</i>	<i>Interest Rate</i>	<i>Principal</i>	<i>Principal Payment</i>	<i>Interest Payment</i>	<i>Total Annual Debt Cost</i>
LA4007-139	20	2016	2036	2026	2.10%	\$350,000	\$13,026	\$7,350	\$20,376
LA4007-142	25	2017	2042	2027	3.15%	\$1,500,000	\$41,142	\$47,250	\$88,392
LA4007-146	20	2018	2038	2028	3.20%	\$1,800,000	\$66,988	\$57,600	\$124,588
LA4007-149	25	2019	2044	2029	2.24%	\$250,000	\$6,857	\$5,600	\$12,457
Total						\$3,900,000	\$128,013	\$117,800	\$245,813

Operating Reserve Fund

Operating Reserve Fund (ORF) is used to fund cyclical maintenance activities, equipment and supplies purchases that typically do not occur on an annual basis to mitigate the swings in expense and revenue requirement year over year. Typical maintenance activities include hydrant/standpipe maintenance, reservoir cleaning and inspection and ground water well servicing. Additionally, the ORF is also used to respond to unforeseen events and operating emergencies.

The ORF transfers planned in the budget are evaluated and guided by the CRD Operating Reserve Guidelines endorsed by the CRD Board.

It is proposed that 2025 transfer to the Operating Reserve Fund be set at \$35,000. The Operating Reserve Fund balance at the end of 2024 is projected to be approximately \$18,360. There is \$135,000 of planned maintenance to be funded by the Operating Reserve Fund over the next five years.

Equipment Replacement Fund

The Equipment Replacement Fund (ERF) is used to pay for the replacement of machinery and equipment. An ERF was reactivated in 2022 to better plan the funding for the replacement of the sewer system membrane filter which has a 10-year life cycle with replacement cost of approximately \$500,000. The current membrane filter is expected to reach the end of its life cycle in 2030.

In 2022, \$100,000 was reallocated from Capital Reserve Fund to ERF. For 2025, there is a \$50,000 planned transfer from operating budget to ensure that the ERF is funded at an optimal level to fund the system membrane filter replacement every 10 years.

The Equipment Reserve Fund balance at the end of 2024 is projected to be \$151,214.

Capital Reserve Fund

The Capital Reserve Fund (CRF) is to be used to pay for capital expenditures that are not funded by other sources such as grants, operating budget, or debt.

The CRF transfers planned in the budget are evaluated and influenced by the funding required to support the five-year capital expenditure plan and the emergency response to infrastructure failures, also guided by the CRD Capital Reserve Funding Guidelines endorsed by the CRD Board.

It is proposed that the Capital Reserve Fund transfer to be set at \$39,870 in 2025. The balance of the reserve at the end of 2024 is projected to be \$308,912. The balance of the Capital Reserve Fund dedicated to fund costs resulting from expansion of service is projected to be \$90,165 at the end of 2024. The combined balance for the two reserve funds at the end of 2024 is \$399,077.

Capital Expenditure Plan

The 5-year plan includes \$5,922,561 of expenditures to be funded from the Capital Reserve Fund, grants, capital funds on hand and new debt following a public engagement and referendum process planned in 2025.

The following four (4) new projects or budget amendments were added to the 2025 - 2029 Five-Year Capital Plan:

1. Ganges Pump Station Fall Protection (25-03) - \$20,000 (Reserve)
2. Reclaimed Water Study (21-02) - \$55,000 (Capital on hand)
3. VFD Installation for Equalization Tank (21-03) - \$50,000 (Capital on hand)
4. MBR Cassette Lifting Brackets (23-02) - \$15,000 (Capital on hand)

Table 2 below provides the future debt servicing cost simulation for analytical purposes with the indicative interest rate provided by MFA at the time of simulation. The debt servicing is for three (3) projects for a total of \$3,500,390. Please refer to the 2025 – 2029 Five Year Capital Plan for details on these projects.

Table 2 – Future New Debt Simulation

<i>Future Borrowing(s) Estimation</i>	<i>Term</i>	<i>Borrowing Year</i>	<i>Retirement Year</i>	<i>Estimated Interest Rate</i>	<i>Principal</i>	<i>Principal Payment</i>	<i>Interest Payment</i>	<i>Total Annual Debt Cost</i>
	25	2026	2051	4.40%	\$1,575,000	\$39,901	\$69,300	\$109,201
	25	2027	2052	4.40%	\$1,806,796	\$45,773	\$79,499	\$125,272
	25	2028	2053	4.40%	\$118,594	\$3,004	\$5,218	\$8,223
Total					\$3,500,390	\$88,679	\$154,017	\$242,696

At the commencement of each loan, 1% of the gross amount borrowed is withheld and retained by MFA as Debt Reserve Fund (DRF). In order to provide the full amount to fund the capital project, this 1% DRF amount is budgeted in operating budget in the year of borrowing. However, there is no principal payment required in the year of borrowing. The estimated debt servicing cost of \$242,696 equates to approximately \$583.40 cost per parcel.

Capital Project Fund

As specific capital projects are approved, the funding revenues for them are transferred into this Capital Project Fund from the Capital Reserve Fund. Any funds remaining upon completion of a project are transferred back to the Capital Reserve Fund for use on future capital projects.

User Charge and Parcel Tax

The user charge and parcel tax fund the service. Residential, institutional, and commercial properties within the service area pay the parcel tax and annual user charge driven by assumption in proportion. Table 3 summarizes 2025 over 2024 changes for parcel tax and user fee of residential customers based on average consumption for indication only. The actual user charge for individual customer is mainly driven by the previous year actual assumption in proportion of the total assumption.

Table 3 – Parcel Tax and User Charge Summary (Residential Customers)

<i>Budget Year</i>	<i>Parcel Tax</i>	<i>Taxable Folios Numbers</i>	<i>Parcel Tax per Folio*</i>	<i>User Charge</i>	<i>SFE Numbers</i>	<i>User Charge per Residential Customer</i>	<i>Parcel Tax & User Charge</i>
2024	\$62,134	420	\$155.70	\$1,120,290	658	\$759.82	\$915.52
2025	\$64,000	416	\$161.92	\$1,231,784	679	\$812.96	\$974.88
Change (\$)	\$1,866	-4	\$6.22	\$111,494	21	\$53.14	\$59.36
Change (%)	3.00%	-0.95%	3.99%	9.95%	3.19%	6.99%	6.48%

* Includes the 5.25% admin fee charged by the Ministry of Finance (not CRD revenue)

RECOMMENDATION

That the Ganges Sewer Local Service Commission:

1. Approve the 2025 operating and capital budget as presented, and that the 2024 actual operating deficit or surplus be balanced on the 2024 Reserve Funds transfer (CRF and/or ORF and/or ERF), and
2. Recommend that the Electoral Area Services Committee recommend that the CRD Board approve the 2025 operating and capital budget and the five-year Financial Plan for the Ganges Sewer Local Service as presented.

Submitted by:	Dan Ovington, BBA , Senior Manager, Salt Spring Island Electoral Area
Submitted by:	Jason Dales, B.Sc, WD IV, Senior Manager, Infrastructure Operations
Submitted by:	Varinia Somosan, CPA, CGA, Sr. Mgr., Financial Services / Deputy CFO
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

DO/JD/VS/:mw

Appendix A: [2025 Ganges Sewer Service Budget](#)

CAPITAL REGIONAL DISTRICT

2025 Budget

Ganges Sewer (SSI)

Commission Review

NOVEMBER 2024

Service: **3.810 Ganges Sewer Utility (SSI)**

Committee: Electoral Area

DEFINITION:

To provide, operate and maintain sewage collection treatment and disposal facilities in the Ganges area on Salt Spring Island
(Letters Patent - March, 1978; Bylaw No. 492, 1978) Local Service Conversion Bylaw No. 1923, July 12, 1991

PARTICIPATION:

Ganges - C(764) LSA#10

MAXIMUM LEVY:

Greater of \$270,000 or \$7.46 / \$1,000 on actual assessed value of land and improvements.

MAXIMUM CAPITAL DEBT:

Authorized: (A Bylaw 4007, Aug 12, 2015)	\$3,900,000
Borrowed:	\$3,900,000
Remaining	\$0

COMMISSION:

Ganges Sewer Local Services Commission - Bylaw No. 3693 (April 14, 2010)

FUNDING:

Any deficiencies after user charge and/or frontage tax or parcel tax to be levied on taxable school assessments, excluding all the property of BC Hydro and Power Authority.

User Charge: Based on water consumption billed annually to properties connected to the system

Parcel Tax: Annual charge based only on properties capable of being connected to system

Connection Charge: Based on actual cost.

RESERVE FUND:

Bylaw No. 3125 (November 26, 2003)

3.810 - Ganges Sewer (SSI)

	2024		BUDGET REQUEST				FUTURE PROJECTIONS			
	BOARD BUDGET	ESTIMATED ACTUAL	CORE BUDGET	2025 ONGOING	ONE-TIME	TOTAL	2026	2027	2028	2029
OPERATING COSTS										
Sludge Hauling Contracts	54,000	48,500	55,620	-	-	55,620	56,730	57,860	59,020	60,200
Screenings, Grit & Waste Sludge Disposal	132,980	200,950	221,050	-	-	221,050	225,470	229,980	234,580	239,270
Repairs & Maintenance	95,300	67,660	15,760	-	-	15,760	46,070	41,390	96,730	17,070
Allocations	56,902	56,902	61,033	-	-	61,033	62,694	63,943	65,221	66,518
Electricity	59,700	52,350	54,750	-	-	54,750	55,850	56,970	58,110	59,270
Water	3,370	4,000	3,470	-	-	3,470	3,540	3,610	3,680	3,750
Supplies	17,290	17,290	17,810	-	-	17,810	18,170	18,530	18,900	19,280
Labour Charges	432,833	472,353	452,508	-	-	452,508	461,559	470,800	480,220	489,819
Other Operating Expenses	39,560	38,620	44,550	-	-	44,550	46,426	48,426	50,592	52,907
TOTAL OPERATING COSTS	891,935	958,625	926,551	-	-	926,551	976,509	991,509	1,067,053	1,008,084
*Percentage Increase over prior year			3.9%			3.9%	5.4%	1.5%	7.6%	-5.5%
DEBT / RESERVES										
Transfer to Operating Reserve Fund	35,000	35,000	35,000	-	-	35,000	40,000	40,000	40,000	40,000
Transfer to Capital Reserve Fund	41,083	24,393	39,870	-	-	39,870	42,595	43,340	28,580	49,450
Transfer to Equipment Replacement Fund	50,000	-	50,000	-	-	50,000	80,000	70,000	50,000	50,000
MFA Principal Payment	128,013	128,013	128,013	-	-	128,013	128,013	167,914	213,687	216,692
MFA Interest Payment	117,800	117,800	117,800	-	-	117,800	135,125	206,975	267,904	271,817
MFA Debt Reserve Fund	950	950	1,330	-	-	1,330	17,080	19,398	2,516	1,330
TOTAL DEBT / RESERVES	372,846	306,156	372,013	-	-	372,013	442,813	547,627	602,687	629,289
TOTAL COSTS	1,264,781	1,264,781	1,298,564	-	-	1,298,564	1,419,322	1,539,136	1,669,740	1,637,373
*Percentage Increase over prior year			2.7%			2.7%	9.3%	8.4%	8.5%	-1.9%
FUNDING SOURCES (REVENUE)										
Transfer from Operating Reserve Fund	(80,000)	(80,000)	-	-	-	-	(30,000)	(25,000)	(80,000)	-
User Charges	(1,120,290)	(1,120,290)	(1,231,784)	-	-	(1,231,784)	(1,318,010)	(1,436,630)	(1,508,460)	(1,553,710)
Other Revenue	(2,357)	(2,357)	(2,780)	-	-	(2,780)	(2,832)	(2,872)	(2,910)	(2,943)
TOTAL REVENUE	(1,202,647)	(1,202,647)	(1,234,564)	-	-	(1,234,564)	(1,350,842)	(1,464,502)	(1,591,370)	(1,556,653)
REQUISITION - PARCEL TAX	(62,134)	(62,134)	(64,000)	-	-	(64,000)	(68,480)	(74,634)	(78,370)	(80,720)
*Percentage increase over prior year										
User Fee			10.0%			10.0%	7.0%	9.0%	5.0%	3.0%
Requisition			3.0%			3.0%	7.0%	9.0%	5.0%	3.0%
Combined			9.6%			9.6%	7.0%	9.0%	5.0%	3.0%

Ganges Sewer (SSI)
Reserve Summary Schedule
2025 - 2029 Financial Plan

Reserve/Fund Summary

	Estimated	Budget				
	2024	2025	2026	2027	2028	2029
Operating Reserve Fund	18,360	53,360	63,360	78,360	38,360	78,360
Capital Reserve Funds	399,077	365,947	408,542	441,882	470,462	519,912
Equipment Replacement Fund	151,214	201,214	281,214	351,214	401,214	451,214
Total	568,652	620,522	753,117	871,457	910,037	1,049,487

Reserve Schedule

Reserve Fund: 3.810 Ganges Sewer (SSI) - Operating Reserve Fund - Bylaw 4144

Reserve fund used for: unforeseen operational repairs and maintenance; infrequent maintenance activities such as treatment facility tank cleaning and inspection, collection system flushing and inspection, outfall inspection etc.

Reserve Cash Flow

Fund: Fund Centre:	1500 105210	Estimated	Budget				
		2024	2025	2026	2027	2028	2029
Beginning Balance		60,660	18,360	53,360	63,360	78,360	38,360
Transfer from Ops Budget		35,000	35,000	40,000	40,000	40,000	40,000
Expenditures		(80,000)	-	(30,000)	(25,000)	(80,000)	-
Planned Maintenance Activity		Sanitary sewer flushing & inspections		WWTP tank draining cleaning & inspection	Outfall Inspection	Sanitary sewer flushing & inspection	
Interest Income*		2,700					
Ending Balance \$		18,360	53,360	63,360	78,360	38,360	78,360

Assumptions/Background:

* Interest in planning years nets against inflation which is not included.

Reserve Schedule

Reserve Fund: 3.810 Ganges Sewer (SSI) - Capital Reserve Fund #1 - Bylaw 3125

For capital repairs, additions and improvements to sewage system infrastructure

Reserve Cash Flow

Fund: Fund Centre:	1056 101836	Estimated	Budget				
		2024	2025	2026	2027	2028	2029
Beginning Balance		499,294	308,912	275,782	318,377	351,717	380,297
Transfer from Ops Budget		24,393	39,870	42,595	43,340	28,580	49,450
Transfer from Cap Fund		-					
Transfer to Cap Fund		(234,375)	(73,000)	-	(10,000)	-	-
Interest Income*		19,600					
Ending Balance \$		308,912	275,782	318,377	351,717	380,297	429,747

Assumptions/Background:

* Interest in planning years nets against inflation which is not included.

Reserve Schedule

Reserve Fund: 3.810 Ganges Sewer (SSI) - Capital Reserve Fund #2 - Bylaw 3125

For capital repairs, additions and improvements to sewage system infrastructure

Reserve Cash Flow

Fund: Fund Centre:	1056 101900	Estimated	Budget				
		2024	2025	2026	2027	2028	2029
Beginning Balance		71,926	90,165	90,165	90,165	90,165	90,165
Transfer from Ops Budget		-	-	-	-	-	-
Cash in Lieu		14,989					
Interest Income*		3,250					
Ending Balance \$		90,165	90,165	90,165	90,165	90,165	90,165

Assumptions/Background:

For use only to fund costs resulting from expansion of service (Capacity purchase charges received from properties being added to the sewer service to fund capital improvements to provide additional capacity pursuant to bylaw 3262)

* Interest in planning years nets against inflation which is not included.

Reserve Schedule

Reserve Fund: 3.810 Ganges Sewer (SSI) - Equipment Replacement Fund

GANGESSWR.ERF

Reserve Cash Flow

Fund: Fund Centre:	1022 101458	Estimated	Budget				
		2024	2025	2026	2027	2028	2029
Beginning Balance		151,214	151,214	201,214	281,214	351,214	401,214
Transfer from Ops Budget		-	50,000	80,000	70,000	50,000	50,000
Interest Income		-					
Ending Balance \$		151,214	201,214	281,214	351,214	401,214	451,214

Assumptions/Background:

Membrane replacement at \$500K every 10 years, anticipated next replacement in 2030.

CAPITAL REGIONAL DISTRICT
FIVE YEAR CAPITAL EXPENDITURE PLAN SUMMARY - 2025 to 2029

Service No.	3.810	Carry Forward from 2024	2025	2026	2027	2028	2029	TOTAL
	Ganges Sewer Utility (SSI)							

EXPENDITURE

Buildings	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Equipment	\$525,000	\$525,000	\$0	\$0	\$0	\$0	\$525,000
Land	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Engineered Structures	\$399,000	\$314,000	\$1,980,000	\$2,552,186	\$474,375	\$0	\$5,320,561
Vehicles	\$77,000	\$77,000	\$0	\$0	\$0	\$0	\$77,000
	\$1,001,000	\$916,000	\$1,980,000	\$2,552,186	\$474,375	\$0	\$5,922,561

SOURCE OF FUNDS

Capital Funds on Hand	\$873,000	\$768,000	\$105,000	\$0	\$0	\$0	\$873,000
Debenture Debt (New Debt Only)	\$0	\$0	\$1,575,000	\$1,806,796	\$118,594	\$0	\$3,500,390
Equipment Replacement Fund	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants (Federal, Provincial)	\$75,000	\$75,000	\$300,000	\$735,390	\$355,781	\$0	\$1,466,171
Donations / Third Party Funding	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Reserve Fund	\$53,000	\$73,000	\$0	\$10,000	\$0	\$0	\$83,000
	\$1,001,000	\$916,000	\$1,980,000	\$2,552,186	\$474,375	\$0	\$5,922,561

Definitions for the 5-year Capital Plan

Asset Class	Asset class is used to classify assets for financial reporting in accordance with the Public Sector Accounting Board (PSAB) 3150. L - Land S - Engineering Structure B - Buildings V - Vehicles E - Equipment
Capital Expenditure Type	Capital expenditure type is used for reporting on asset investments and may be used to justify operational needs for a service. Study - Expenditure for feasibility and business case report. New - Expenditure for new asset only Renewal - Expenditure upgrades an existing asset and extends the service ability or enhances technology in delivering that service Replacement - Expenditure replaces an existing asset
Carryforward	Represents the carryforward amount from the prior year capital plan that is remaining to be spent. Forecast this spending over the next 5 years.
Funding Source	Debt - Debenture Debt (new debt only) ERF - Equipment Replacement Fund Grant - Grants (Federal, Provincial) Cap - Capital Funds on Hand Other - Donations / Third Party Funding Res - Reserve Fund WU - Water Utility If there is more than one funding source, additional rows are shown for the project.

5 YEAR CAPITAL PLAN

3.810

Ganges Sewer Utility (SSI)

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Service: **3.810** **Ganges Sewer Utility (SSI)**

Project Number	21-01	Capital Project Title	Strategic Asset Management Plan	Capital Project Description	Identify condition of assets, develop prioritized list of infrastructure replacement.
Project Rationale	Identify condition of assets, develop prioritized list of infrastructure replacement.				

Project Number	22-01	Capital Project Title	Electorate Assent for Borrowing	Capital Project Description	Referendum or Alternative Approval Process - Funding for Construction of WWTP chemical storage, lab, crew room facilities
Project Rationale	Referendum or Alternative Approval Process - Funding for Construction of WWTP chemical storage, lab, crew room facilities				

Project Number	22-02	Capital Project Title	Public Engagement	Capital Project Description	Inform and engage public within service area on upcoming works required for borrowing to fund.
Project Rationale	Inform and engage public within service area on upcoming works required for borrowing to fund.				

Project Number	23-01	Capital Project Title	Replace Generator Trailer	Capital Project Description	Equipment replacement. Replace IWS Operations Trailer F00845 1999 Built Generator Trailer
Project Rationale	Equipment replacement. Replace IWS Operations Trailer F00845 1999 Built Generator Trailer. Existing unit has reached the end of its service life.				

Project Number	23-03	Capital Project Title	Key components and spares replacement schedule	Capital Project Description	Provisional allowance for the supply and installation of key components and critical spares. Includes CRD project management.
Project Rationale	Provisional allowance for the supply and installation of key components and critical spares.				

Project Number	24-01	Capital Project Title	Electrical upgrades	Capital Project Description	Installation of additional lighting and HMI upgrade.
Project Rationale	Installation of additional lighting and HMI upgrade.				

Service: 3.810 Ganges Sewer Utility (SSI)			
Project Number	24-02	Capital Project Title	Replace sludge thickener membranes. Replacement of failing sludge thickening membrane.
Project Rationale	Sludge thickening membranes are failing and require replacement in order to avoid increases to operating costs.		
Project Number	24-03	Capital Project Title	Ganges WWTP Replacement of Electrical & Instrumentation Ganges WWTP Replacement of Electrical & Instrumentation Ganges WWTP Replacement of Electrical & Instrumentation including upgrade RTU programming software to Workbench. Replace the RTU and PLC controller due to age and criticality to current CRD I/O standards. At end of life for SCADAPAC 357e Series PLCs and add equipment feedback wiring to monitor valve position, motor speed etc. Design, Construction and CRD Project Management (GCFC - 75% has been received)
Project Rationale	Ganges WWTP Replacement of Electrical & Instrumentation including upgrade RTU programming software to Workbench. Replace the RTU and PLC controller due to age and criticality to current CRD I/O standards. At end of life for SCADAPAC 357e Series PLCs and add equipment feedback wiring to monitor valve position, motor speed etc. Design, Construction and CRD Project Management (GCFC - 75%)		
Project Number	24-04	Capital Project Title	Ganges Service Area System Modelling Ganges Service Area System Modelling and CRD Project Management (GCFC - 75% received)
Project Rationale	Ganges Service Area System Modelling and CRD Project Management		
Project Number	24-05	Capital Project Title	Ganges WWTP Performance Improvement Study Ganges WWTP Performance Improvement Study. Study and CRD Project Management (GCFC - 75% received)
Project Rationale	Holistic review of Ganges WWTP to determine areas for efficiency improvements and de-bottlenencking.		
Project Number	24-06	Capital Project Title	Ganges WWTP Construction of Performance Improvements (This negates the requirement for 21-04 and 22-03 from the 2024 Capital Plan) Construction of performance improvements (from study 24-05 incl. chemical storage and aeration system improvements) Construction and CRD Project Management.
Project Rationale	Construction of performance improvements (from study 24-05 incl. chemical storage and aeration system improvements) Construction and CRD Project Management.		

Service: 3.810 Ganges Sewer Utility (SSI)

Project Number	25-02	Capital Project Title	Ganges Replace 100% Surcharged Sewer Pipelines	Capital Project Description	Ganges Replace 100% Surcharged Lines ~430m. Design, Construction and CRD Project Management. (GCFC has been received)
Project Rationale	Replacement of undersized lines to improve system performance and avoid overloading the piping capacity.				
Project Number	26-01	Capital Project Title	Ganges Replace 75% Surcharged Sewer Pipelines	Capital Project Description	Ganges Replace 75% Surcharged Lines ~ 220m. Design, Construction and CRD Project Management.
Project Rationale	Replacement of undersized lines to improve system performance and avoid overloading the piping capacity.				
Project Number	25-03	Capital Project Title	Ganges Pump Station Fall Protection (Early Approval)	Capital Project Description	Design and Install Fall Protection at Manson and Harbour House Pump Stations
Project Rationale	Design and Install Fall Protection at Manson and Harbour House Pump Stations.. EH & S issue.				
Project Number	21-02	Capital Project Title	Reclaimed Water Study	Capital Project Description	Feasibility study, identify infrastructure and regulatory requirements and develop conceptual plan and cost estimated for use reclaimed water.
Project Rationale	Feasibility study, identify infrastructure and regulatory requirements and develop conceptual plan and cost estimated for use reclaimed water.				
Project Number	21-03	Capital Project Title	VFD installation for EQ Tank	Capital Project Description	Installation of VFD for EQ pumps to equalize feed rate for the plant
Project Rationale	Installation of VFD for EQ pumps to equalize feed rate for the plant				

Service: 3.810 Ganges Sewer Utility (SSI)

Project Number	21-06	Capital Project Title	Aeration system improvement detailed design	Capital Project Description	Conduct detailed design for aeration system improvements including blowers, diffusers and piping systems.
Project Rationale	Conduct detailed design for aeration system improvements including blowers, diffusers and piping systems.				

Project Number	23-02	Capital Project Title	MBR Cassette lifting brackets	Capital Project Description	Purchase and install MBR cassette lifting brackets. Identified as an H & S concern for operations staff.
Project Rationale	Purchase and install MBR cassette lifting brackets.				

3.810 - Ganges Sewer (SSI)

Capital Projects

Updated @ Sep 24, 2024

Year	Project#	Capital Plan#	Status	Capital Project Description	Total Project Budget	Spending		Total Funding in Place
						Expenditure Actuals	Remaining Spending	
2022	CE.800.8301	21-03	Open	VFD Installation for EQ Tank	50,000	25	49,975	50,000
2022	CE.798.8301	21-06	Open	Aeration System - Ganges WWTP	130,000	68,506	61,494	130,000
2022	CE.801.8001	21-02	Open	Reclaimed Water Study	57,500	1,234	56,266	57,500
2023	CE.822.8001	23-02	Open	Lifting Brackets Ganges WWTP 23-02	65,000	49,204	15,796	65,000
2024	CE.857.7501	24-04	Open	Network Modeling Ganges WW 24-04	57,500	10,861	46,639	57,500
2024	CE.857.4501	24-05	Open	Ganges WWTP Performance Improvement Study	115,000	784	114,216	115,000
2024	CE.755.1602	24-02	Open	Sludge thickener membrane replacement	27,000	162	26,838	27,000
2024	CE.755.1603	23-03	Open	Key Components/Critical Spares - Backup Generator	55,000	3,699	51,301	5,000
2024	CE.755.1604	23-01	Open	Generator Trailer	77,000	14,182	62,818	77,000
2024	CE.857.8301	24-03	Open	Ganges WWTP E&I Replacement Design & Installation	575,000	-	575,000	575,000
				Totals	1,209,000	148,658	1,060,343	1,159,000

Service:

3.810 Ganges Sewer (SSI)

Committee: Electoral Area

<u>Year</u>	<u>Taxable Folios</u>	<u>Parcel Tax per Folio</u>	<u>SFE's</u>	<u>User Charge per SFE</u>	<u>Total Tax & Charges</u>	<u>Actual Assessments \$(000's)</u>
2012	408	\$118.04	567	\$420.99	\$539.03	\$213,020
2013	415	\$118.00	570	\$408.51	\$526.51	\$221,913
2014	419	\$127.99	584	\$405.04	\$533.03	\$224,108
2015	419	\$136.07	584	\$401.66	\$537.73	\$218,850
2016	419	\$135.97	583	\$522.98	\$658.95	\$225,589
2017	418	\$136.30	583	\$651.80	\$788.10	\$239,471
2018	418	\$136.30	583	\$721.61	\$857.91	\$269,120
2019	418	\$136.30	586	\$751.31	\$887.61	\$289,639
2020	416	\$136.95	588	\$723.55	\$860.50	\$315,534
2021	416	\$144.21	591	\$799.66	\$943.87	\$314,650
2022	416	\$147.11	616	\$765.08	\$912.19	\$383,548
2023	423	\$149.02	658	\$737.68	\$886.70	\$419,064
2024	420	\$155.70	658	\$759.82	\$915.52	\$415,296
2025	416	\$161.92	679	\$812.96	\$974.88	

Change from 2024 to 2025

\$6.22

3.99%

\$53.14

6.99%

\$59.36

6.48%

Ganges Sewer (SSI)
Funding Analysis 2021 - 2025

