

October 28, 2015

Her Worship Mayor Desjardins and Council Township of Esquimalt 1229 Esquimalt Road Esquimalt, BC V9A 3P1

Dear Mayor Desjardins and Council,

RECEIVED: NOV 0 6 2015	
Referred: Zan  For Response	Cleary

Re: 2016 Budget and Five Year Financial Plan - PROVISIONAL

The Greater Victoria Public Library respectfully submits its Provisional 2016 Operating Budget and Five Year Financial Plan for 2016-2020 for receipt by Council.

In accordance with the Library Operating Agreement, we will submit a final budget by March 31, 2016 and will seek Council approval by resolution by May 1, 2016. We are seeking feedback or any recommended amendments by December 15, 2015.

Library usage in our community continues to grow. GVPL is ranked as one of the highest per capita circulating libraries in Canada, and we are experiencing increasingly heavy use of our public spaces. We remain committed to service excellence that is made affordable through staff resourcefulness, service innovations and community partnerships.

The provisional operating budget increase for 2016 is projected to be 2.49%, net of all revenue-neutral transfers. Please refer to the enclosed budget briefing notes for more information on revenue and expenditure changes.

The municipal contribution increase for the library system is 2.76%. Each municipality's respective share is outlined in the enclosed Municipal Contributions document and is subject to change once property assessment values are received.

We look forward to your comments and feedback at this stage of the budget development process, and thank you for your ongoing support of the vital role public libraries play in our communities.

Sincerely,

Kevin Murdoch

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Chair, Greater Victoria Public Library Board

**Enclosures** 

Copies:

Laurie Hurst, CAO, Township of Esquimalt

lan Irvine, Director of Financial Services, Township of Esquimalt

Maureen Sawa, CEO, Greater Victoria Public Library

Donna Phillips, Director of Finance and Facilities, Greater Victoria Public Library



### **BRIEFING NOTES**

### FOR MEMBERS OF COUNCIL, LIBRARY BOARD AND MUNICIPAL CAO'S/TREASURERS

Subject:

**Provisional 2016 Operating Budget** 

Date:

October 20, 2015

**Purpose:** To provide additional notes and variance explanations.

### **Summary:**

For receipt by Council; request feedback or recommendations for amendment by December 15, 2015

- Total budget increase, net of transfer for the new branch startup costs, is 1.97%
- Total budget increase, net of all transfers, including the branch startup, is 2.49%
- Municipal contribution increase of 2.76% (higher than budget increase due to decline in other revenue)
- Total expenditure increase of 6.39% primarily due to \$765,000 for start-up costs for Langford branch, funded by Langford
- Library system cost per capita increase of \$1.37 (2015 increase was \$1.89).

### New Branch in 2016

The new branch in Langford is planned to open on April 1, 2016. Accordingly, the 2016 operating budget includes:

1. **Start-up funds and expenditures** for furnishing and equipping the new branch, totaling \$765,000, are for the funds to be received from Langford (per LOA section 8 - Branches). This start-up is considered to be a "transfer" revenue. The budget increase, after removing the portion related to the branch start-up, is as follows:

:24	2016 Increase	Branch start-up funded by Langford	Balance of increase
Salaries & benefits	\$308,329	- [	\$308,329
Library materials	394,894	350,000	44,894
Supplies & services	35,301	8,438	26,863
Building occupancy	30,186	10 75 2	30,186
Other	4,251	5,178	(927)
Capital expenditures	328,717	401,384	(72,667)
Contribution to reserves	5,000	-	5,000
Total	\$1,106,678	\$765,000	\$341,678
% increase	6.39%	4.42%	1.97%

2. **New branch operating costs**, such as salaries and benefits, network and phone, utilities, janitorial, are included and pro-rated from April 1<sup>st</sup>. Annualized, these costs total approximately, \$314,000. However, budget savings found throughout the library system have been applied towards the additional operating costs of the Langford branch.

### Variance Explanations (2016 over 2015 Budget):

### **Expenditure**

Expenditures are increasing by 1.97% after removing the impact of the new branch start-up costs. Expenditures are increasing a further 0.52% to a total increase of 2.49% after removing the impact of changes in transfers for one-time expenditures funded from reserves (\$80,415):

	2016 Increase, excluding branch start-up	Change in transfers from reserves	Total increase, Net of Transfers
Salaries & benefits	\$308,329	\$27,773	\$336,102
Library materials	44,894	15,000	59,894
Supplies & services	26,863	-	26,863
Building occupancy	30,186	(20,000)	10,186
Other	(927)	10,325	9,398
Capital expenditures	(72,667)	47,317	(25,350)
Contribution to reserves	5,000	<u>-</u>	5,000
Total	\$341,678	\$80,415	\$422,093
% increase	1.97%	0.52%	2.49%

This 2.49% increase allows for operating costs for a new branch, allows all branches to be open from 1:00 to 5:00 p.m. on Family Day, and includes a full network upgrade funded through savings from the new integrated library system and hardware. The network upgrade enables both staff and patron-focused technologies and services, by increasing patron and staff network capacity (10x bandwidth), improving sustainability and capacity management, and reducing maintenance, management costs and support requirements.

The budget also includes \$19,389 in 2016 for a DigiLab project funded through the United Way Youth in Action, with offsetting revenue. This initiative builds capacity in youth and enables them to make positive change for their neighbourhoods. The Esquimalt Youth in Action team approached GVPL to work with them to create a youth-centered arts space in the spirit of accessibility and artistic exploration.

The following variances explain the total increase, net of transfers, of 2.49%:

Salaries and benefits (increase of \$336,102) — increase per collective agreement (2% increase) and a 1.23 net increase in regularized FTE's due to addition of Langford branch, potentially to be reduced to nil in the final budget.

**Library materials (increase of \$59,894)** – 1.98% increase to maintain current collection. The fall of the Canadian dollar will negatively impact the library's ability to maintain current collections. The full impact will be known by the time the final budget is submitted.

**Supplies and services (increase of \$26,863)** – 1.22% net increase (\$11k), including costs funded by United Way for the DigiLab project, a network upgrade, and net of reductions in various budgets; plus a further increase of 1.67% (\$16k) for operating costs for the Langford branch.

**Building occupancy (increase of \$10,186)** – Continues to be an area under pressure due to increases in utilities and maintenance costs due to wear and tear. The total increase consists of:

- 2.03% (\$17k) increase for Langford Branch operating costs;
- 2.37% (\$20k) increase for office lease sublet term end (funded with janitorial savings)
- 2.43% (\$21k) increase for utilities and maintenance costs;
- Net of a 5.64% (\$48k) reduction reflecting Central Branch one-time project savings in 2015 for major asset maintenance and janitorial savings at all branches.

Other expenses (increase of \$9,398) – consists of a 1.78% increase (\$6k) for increases in insurance, employee recruitment and vehicle parking, and a 0.90% (\$3k) increase for the Langford branch operating costs.

**Capital expenditures (decrease of \$25,350)** – consists of a reduction to Hardware (\$25k) to fund a network upgrade under Supplies and Services.

**Contribution to reserve funds (increase of \$5,000/+5.26%)** – The Replacement Reserve is used for tenant improvements and replacements, and minor renovations to improve or enhance services within the branches; an increase is requested due to aging infrastructure and the addition of a new branch in Langford.

### Revenue

Overall, revenues, not including transfers, are budgeted to decline by \$7,354. Fortunately, a continued decline in fine and fee revenues is offset by a projected increase on investment earnings on reserve funds.

Provincial grants (decrease of \$1,484 / -0.23%) - reduction in Resource Sharing Grant, based on 2015 funding.

Fines, fees and printing (decrease of \$39,200 / -6.30%) – 6.5% decrease (\$30k) in fine revenue due to increasing use of e-formats; 2% reduction in discard book sales (\$13k); removal of budget for replacement library card fees (negligible actual revenue); offset by projected increases in printing, meeting room rentals and non-resident fees.

Contracts for service (increase of \$541 / +2.00%) – annual increase for services provided to the CRD Juan de Fuca Electoral Area.

**Investment income (increase of \$23,400 / +37.99%)** – conservatively estimated to include compounded earnings on funds invested with Nesbitt Burns, and in the Municipal Finance Authority bond fund.

Donations and other grants (increase of \$9,389 / +46.94%) – donations include stable funding from Friends of the Library for the Summer Reading Club. The 2016 increase consists of funding from the United Way for the DigiLab initiative (\$19k) and removal of budget for Victoria Foundation annual endowment grants, as grant expenditure is to be determined and is not included in the budget (-\$10k). While the library has initiated a Development Plan, the program is in its infancy and revenue cannot be reliably projected at this time.

Transfers from reserves (decrease \$80,415 / -21.55%) – includes a \$117k decrease in one-time capital asset funding related to the new integrated library system, tenant improvements, an outreach vehicle and library materials; a reduction of one-time funding from unrestricted donations of \$33k for a temporary development position; a reduction in one-time operating reserve funding for lease of office space and strategic planning (-\$14k); offset by an increase of \$84k for approved major asset maintenance building projects at the Juan de Fuca branch, funded from the JF MAM reserve fund.

**Transfer for start-up** – 2016 includes one-time funding of \$765k for start-up costs for the new branch located in and funded by Langford.



# **Greater Victoria Public Library 2016 Operating Budget (Provisional)**

	2 0	2014 Actuals	:	2015 Budget	20	16 Provisional Budget	20:	15 to 2016 Budge	t Change
REVENUE									
Municipal contributions	\$	(14,982,635)	\$	(15,565,266)	\$	(15,994,713)	\$	(429,447)	2.76%
Other revenue:									
Provincial grants		(643,011)		(643,011)		(641,527)		1,484	-0.23%
Federal grants		(5,534)		(5,534)		(5,534)		-	0.00%
Fines, fees and printing		(621,007)		(622,000)		(582,800)		39,200	-6.30%
Contracts for service		(26,489)		(27,019)		(27,560)		(541)	2.00%
Investment income		(84,656)		(61,600)		(85,000)		(23,400)	37.99%
Donations and other grants	64	(113,881)		(20,000)		(29,389)		(9,389)	46.94%
Sub-total: Other revenue		(1,494,578)		(1,379,164)		(1,371,810)		7,354	-0.53%
Transfer from reserves		(103,770)		(373,190)		(292,775)		80,415	-21.55%
Transfer for start-up <sup>1</sup>	JU I	(38,288)		or de <del>t</del> ag	dalo.	(765,000)		(765,000)	0.00%
TOTAL REVENUES	\$	(16,619,271)	\$	(17,317,620)	\$	(18,424,298)	\$	(1,106,678)	6.39%
EXPENDITURE									
Salaries and benefits	\$	11,930,935	\$	12,394,213	\$	12,702,542		308,329	2.49%
Library materials <sup>2</sup>		2,265,981		2,264,993	216	2,659,887		394,894	17.43%
Supplies and services		903,530		931,095		966,396		35,301	3.79%
Building occupancy		675,420		854,709		884,895		30,186	3.53%
Other expenses		276,498		351,325		355,576		4,251	1.21%
Capital expenditures <sup>3</sup>		392,238		426,285		755,002		328,717	77.11%
Contributions to reserve funds		95,000		95,000	No. 10	100,000		5,000	5.26%
TOTAL EXPENDITURES	\$	16,539,602	\$	17,317,620	\$	18,424,298	\$	1,106,678	6.39%
Net (Revenue) / Expense	\$	(79,669)		1962	1810 h				THE PARTY OF THE P

Total, Net of Transfers	\$	16,477,213	\$	16,944,430	\$	17,366,523	\$	422,093	2.49%
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### Refer to Budget Briefing Notes

<sup>1 -</sup> Transfer for start-up in 2014 was for remainder funds received from Saanich for the Emily Carr Branch relocation. In 2016, the transfer budget is for funds to be received from Langford for new branch start-up costs. Refer to briefing notes for more information.

<sup>2 -</sup> Library materials include \$350,000 in 2016 for start-up of new branch, which is funded by Langford and also included in the \$765,000 revenue line "Transfer for start-up".

<sup>3 -</sup> Capital expenditures includes \$401,384 in 2016 for start-up furniture, equipment and technology for new branch, which is funded by Langford and also included in the \$765,000 revenue line "Transfer for start-up".



# 2016 MUNICIPAL CONTRIBUTIONS (PROVISIONAL)

		2015				2016			
	Share	Total Reguisition	Operating	Rent	Total Requisition	Increase	Se		Total Municipal
	2015	2015		Adjustment 1	2016	\$	%	Costs <sup>2</sup>	Budget 2016
Central Saanich	5.26%	\$828,043	\$841,322	\$9,310	\$850,632	\$22,589	2.73%	\$0	\$850,632
Colwood	4.73%	742,567	756,550	6,330	762,880	20,313	2.74%	27,047	789,927
Esquimalt	5.51%	853,589	881,308	-4,057	877,251	23,663	2.77%	0	877,251
Highlands	0.68%	106,756	108,764	912	109,676	2,920	2.74%	3,898	113,574
Langford	9.90%	1,554,307	1,583,477	13,346	1,596,823	42,515	2.74%	56,587	1,653,410
Metchosin	1.63%	255,884	260,714	2,170	262,884	7,000	2.74%	9,322	272,206
Oak Bay	6.47%	1,002,255	1,034,858	-4,818	1,030,040	27,785	2.77%	0	1,030,040
Saanich	33.96%	5,263,910	5,431,804	-22,054	5,409,750	145,840	2.77%	0	5,409,750
Victoria	28.77%	4,475,781	4,601,679	-2,346	4,599,333	123,552	2.76%	100,270	4,699,603
View Royal	3.09%	482,174	494,237	1,207	495,444	13,270	2.75%	7,210	502,654
Total	100%	100% \$15,565,266 \$15,994,713	\$15,994,713	\$0	\$0 \$15,994,713 \$429,447	\$429,447	2.76%	\$204,334	\$16,199,047

subject to change in the final budget submission, due by March 1, 2016, once property assessment values have been received. municipalities: the Collection and Technical Services section of the Juan de Fuca Branch building and the Administrative portion of the Central Branch building. Municipalities which did not <sup>1</sup> The Rent Adjustment is calculated in accordance with Section 8.12 (a), (b) and (c) of the Library Operating Agreement and relates to portions of buildings used to benefit all member contribute to the initial acquisition of such building or who did not subsequently purchase a portion of such building pays reasonable rent to those Municipalities that did. Rent adjustments are

Once actual costs are known, GVPL invoices the municipalities. Budgeted building costs for the branch portion of the jointly-owned buildings, excluding administrative area costs that are owned are the Central Branch and the Juan de Fuca Branch. Similar costs at other branches do not flow through GVPL and are paid by the municipalities directly. Building costs are estimates. <sup>2</sup> Building Costs for jointly owned buildings are additional municipal budget amounts that are over-and-above the requisition for the library operating budget. The two branches that are jointly included in the libraray operating budget, are as follows: security, re Shared stra

	Central Branch	Juan de Fuca Branch	Total
Shared strata costs (repairs, maintenance, MAM projects, cleaning,			
security, recycling)	57,640	j	57,640
Direct property manager costs (repairs, maintenance, misc.)	18,398	21,950	40,348
Building insurance	17,447	10,200	27,647
Strata contingency reserve contribution	13,995	í	13,995
Major asset maintenance (MAM) reserve fund contribution		64,704	64,704
	\$ 107,480	107,480 \$ 96,854	204,334



# 2016 MUNICIPAL PER CAPITA CONTRIBUTIONS

		2016	0,	
	Total Requisition 2016	Population <sup>1</sup>	Cost Per Capita 2016	Increase per capita
Central Saanich	\$850,632	15,794	\$53.86	\$1.43
Colwood	762,880	16,636	45.86	\$1.22
Esquimalt	877,251	16,207	54.13	\$1.46
Highlands	109,676	2,221	49.38	\$1.31
Langford	1,596,823	34,677	46.05	\$1.23
Metchosin	262,884	4,968	52.92	\$1.41
Oak Bay	1,030,040	17,448	59.03	\$1.59
Saanich	5,409,750	110,767	48.84	\$1.32
Victoria	4,599,333	83,200	55.28	\$1.48
View Royal	495,444	10,714	46.24	\$1.24
Total	\$15,994,713	312,632	\$51.16	\$1.37

<sup>&</sup>lt;sup>1</sup>Source of 2016 population figures: BC Stats website: <a href="http://www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/PopulationEstimates.aspx">http://www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/PopulationEstimates.aspx</a>, 2014 population estimates, accessed on August 26, 2015.

General note: Percentage share of costs by municipality are determined based on 50% property assessment value and 50% population estimate. More detailed information on assessment values and population are available on request.



### FIVE YEAR FINANCIAL PLAN (Provisional) 2016 - 2020

	2015	2016	2017	2018	2019	2020
Revenue		ata manaying protest on papertu	earmingues an an aeasteagh	лук неколом <del>илиски кот</del> ерия	West was to the manufacture	
Municipal contributions	15,565,266	15,994,713	16,665,775	17,413,989	17,865,449	18,311,763
Provincial grants	643,011	641,527	641,527	641,527	641,527	641,527
Federal grants	5,534	5,534	5,534	5,534	5,534	5,534
Fines, fees and printing	622,000	582,800	547,800	515,564	485,872	458,520
Contracts for service	27,019	27,560	28,111	28,673	29,246	29,831
Investment Income	61,600	85,000	85,000	85,000	85,000	89,000
Donations and other grants	20,000	29,389	28,889	16,682	10,000	10,000
Transfer from reserves	373,190	292,775	255,000	180,000	140,000	190,000
Transfer for start-up - Langford	4	765,000		-	-	-
Potential transfer for start-up - James Bay 1		2	740,000		=	- 1 July 1
Potential transfer for relocation-Esquimalt <sup>1</sup>			V	200,000	_	ar - r - <u>v</u>
Total Revenue	\$ 17,317,620	\$ 18,424,298	\$ 18,997,636	\$ 19,086,969	\$ 19,262,627	\$ 19,736,175
Expenditure		A S SEE				
Salaries and benefits	12,394,213	12,702,542	13,168,974	13,759,688	14,029,037	14,315,773
Library materials	2,264,993	2,659,887	2,707,789	2,407,049	2,505,990	2,655,902
Supplies and services	931,095	966,396	977,703	1,002,763	1,040,829	1,008,558
Building occupancy	854,709	884,895	861,385	896,430	911,156	923,453
Other expenses	351,325	355,576	383,217	358,856	360,616	362,489
Capital expenditures	426,285	755,002	793,569	552,183	300,000	350,000
Contribution to reserve funds	95,000	100,000	105,000	110,000	115,000	120,000
Total Expenditure	\$ 17,317,620	\$ 18,424,298	\$ 18,997,636	\$ 19,086,969	\$ 19,262,627	\$ 19,736,175
Net Surplus (Deficit)						
Municipal Contribution Increase	\$ 589,473	\$ 429,447	\$ 671,062	\$ 748,214	\$ 451,459	\$ 446,315
	3.94%	2.76%	4.20%	4.49%	2.59%	2.50%
Budget Increase, Net of Transfers	\$ 532,572	\$ 422,093	\$ 636,113	\$ 704,333	\$ 415,658	\$ 423,548
	3.25%	2.49%	3.66%		2.22%	

### 1 - Impact of potential new branch and branch relocation

For new branches, this plan includes: 1) start-up funds and expenses to establish the branch for funds received from the municipality (nil impact on plan percentage increases), and 2) operating costs for branch (salaries, network, phone, utilities, supplies, program costs), which create a one-time spike in plan percentages (or over two years when branch opens mid-year, such as in the case with the Langford branch) followed by normalization of annual increases.

For the potential branch relocation, this plan includes reduced start-up costs (estimated), resulting in a nil impact on plan percentage increases and assumes no additional operating costs. Increases EXCLUDING potential branch changes would be:

Municipal Contribution Increase, excluding potential	\$ 589,473 \$	429,447 \$	671,062 \$	372,518 \$	445,459 \$	439,806
branches	3.94%	2.76%	4.20%	2.24%	2.56%	2.46%

## GREATER VICTORIA PUBLIC LIBRARY NOTES TO THE 2016 - 2020 FINANCIAL PLAN (Provisional)

1. This Financial Plan complies with the requirements of the Community Charter for a balanced five year financial plan and combines financial operating and capital plans. It is not in accordance with Public Sector Accounting Board (PSAB) standards.

### 2. Transfers from Reserves consist of:

	2015	2016		2017	2018	2019	2020
Sources of funding							
Unrestricted donation fund A	118,173	19,300			-	-	-
Operating surplus from 2013 <sup>B</sup>	70,000	109,475				1-1	-
Personnel contingency	24,548	-		~	0 <b>-</b>	-	-
Endowment reserve	15,000			-		-	-
Replacement reserve	145,469	80,000		85,000	90,000	95,000	10,000
JF MAM reserve <sup>C</sup>	-	84,000	4	170,000	90,000	45,000	90,000
	\$ 373,190	\$ 292,775	\$	255,000	\$ 180,000	\$ 140,000	\$ 100,000
Uses of funding							
Salaries and benefits <sup>A</sup>	76,548	19,300				-	-
Library materials	15,000	-		-	-	-	-
Building occupancy <sup>B</sup>	60,000	80,000		-	-	-	-
Other expenses	10,325	-		50	-	-	-
Capital expenditures	211,317	164,000		255,000	180,000	140,000	190,000
Reduce municipal contributions B	-	29,475		-	-	i ju	-
	\$ 373,190	\$ 292,775	\$	255,000	\$ 180,000	\$ 140,000	\$ 190,000

<sup>&</sup>lt;sup>A</sup> 2016 represents balance of 2015 commitment (\$50,000) for temporary Development Assistant position.

- 3. New Langford branch This plan assumes an opening date for this neighbourhood branch of April 1, 2016. The plan includes a *Transfer for Start-up* revenue for funds to be received from Langford and corresponding expenditures for furniture, equipment and collection, in accordance with the Library Operating Agreement (LOA) Section 8.1 (c) "Start-up". Operating costs have also been included in this plan, pro-rated in 2016, followed by a full year in 2017.
- **4. Potential new James Bay branch** The City of Victoria has not yet approved a capital request for this branch. This plan assumes an opening date for this neighbourhood branch of January 1, 2018. This plan includes a preliminary estimate for a *Transfer for Start-up* revenue for funds to be received from Victoria and corresponding expenditures for start-up.
- 5. Potential relocation of Esquimalt Branch The Township of Esquimalt has initiated discussions regarding relocation of the branch in accordance with the Esquimalt Village Plan and this financial plan assumes an opening date of January 1, 2019. This plan includes a *Transfer for Start-up* revenue for funds to be received from Esquimalt and corresponding expenditures for furniture and equipment (no collection). No additional operating costs for the branch are included.
- 6. Capital Expenditures budgets do not comply with PSAB standards for tangible capital assets: 1) the portion of the library materials budget which is capitalized is included in Library Materials Expense and not included as part of capital expenditures; 2) asset financing costs are included in the capital expenditure budget. The capital expenditures line in this five year financial plan consists of:

	2015	2016	2017	2018	2019	2020
Asset financing	35,816	24,469	21,419	12,183	81 <del>4</del> 3	1 <del>-</del> 2
Hardware	125,000	105,150	105,150	100,000	100,000	100,000
Hardware - branch start-up	(=)	35,053	35,000	-		-
Software	60,000	-	9	-	12	-
Furniture & equipment	60,000	60,000	60,000	60,000	60,000	60,000
Furniture & equipment - branch start-up	-	366,331	317,000	200,000	-	e=-
Building improvements	145,469	164,000	255,000	180,000	140,000	190,000
*	\$ 426,285	\$ 755,003	\$ 793,569	\$ 552,183	\$ 300,000	\$ 350,000

<sup>&</sup>lt;sup>B</sup> 2016 represents balance of commitment for three-year office lease (\$80,000) plus proposed use of 2014 operating surplus to reduce 2016 municipal contributions (\$29,475 operating fund portion of 2014 surplus of \$79,669).

<sup>&</sup>lt;sup>c</sup> 2016-2020 budget reflects new accounting treatment confirmed by the auditor for funding and recording of Juan de Fuca MAM reserve project expenditures; figures above agree to last project budget approved by the building owners (to be updated for the Final 2016 budget to Councils).