

District of Lake Country

MEETING TYPE:	Regular Council Meeting
MEETING DATE:	Tuesday, May 03, 2022
AUTHOR:	Trevor James
DEPARTMENT:	Finance and Administration
ITEM TITLE:	Tax Rates Bylaw 1185, 2022
DESCRIPTION:	Distribution of proposed tax rates for each property class.

QUESTION

For Council to consider the District's proposed tax rates for each property class and determine if the distribution of taxes is appropriate given the current economic conditions.

OPTIONS

- A. THAT Tax Rates Bylaw 1185, 2022 with tax multipliers calculated at the five-year average for Assessment Classes 05, 06 and 08 (Attachment 1) be read a first, second and third time.
- B. THAT Tax Rates Bylaw 1185, 2022 with tax multipliers calculated so that the tax multiplier for Assessment Class 06 be set to remain consistent with the 2021 Tax Ratio for that class of 2.7:1 (Attachment 2) be read a first, second and third time.
- C. THAT Tax Rates Bylaw 1185, 2022 with tax multipliers calculated with no adjustments to the tax distribution (Attachment 3) be read a first, second and third time.
- D. THAT Tax Rates Bylaw 1185, 2022 be sent back to staff with direction to change the tax distribution.

EXECUTIVE SUMMARY

KEY INFORMATION

The *Community Charter* requires Council to determine the distribution of property taxes amongst various property tax classes. Council must pass a tax rates bylaw before May 15th of each year. The 2022 tax rates have been established based on the tax requirement in the 2022 Financial Plan.

Depending on the growth or market change in each class, the burden of taxes can shift significantly unless adjustments are made. In 2022, the growth in assessment in the Business Class 06 (5.37%) exceeded the growth in the Residential Class 01 (2.56%). Therefore, without an adjustment, the Business Class will see a shift of tax burden and end up paying more on a percentage basis than the previous year.

Council can consider alternatives to setting the business class rate including using the calculated amount, using averages or using the Provincial Tax Ratios as a basis.

When setting tax rates, there are two important aspects to consider:

- The tax multiplier used for each class is in relation to the Residential class. The Residential rate is set as "1" and the rates of each of the other classes are set as a multiplier or ratio of that amount. For example, a 2:1 multiplier would mean the rate would be set at twice the rate of the Residential class.
- Percentage paid by the class of the overall tax collected.

Both aspects must be considered together because looking at one or the other in isolation can result in significant transfers of tax burden between classes.

The tax rates were calculated based on the revised roll from BC Assessment. After the rates were calculated, it was noted that the tax multipliers for classes 05, 06, and 08 had increased while the Residential class 01 was picking up a smaller piece of the total tax burden. The tax multipliers for previous years were reviewed and the average was determined from the last five years. The rates were recalculated using the average tax multipliers and the burden shifted back to the other classes. The average method was used in 2020 to prevent a large tax shift to the residential class due to significant growth in the Residential class. In 2021 the tax rates were set with tax multipliers calculated with no adjustments to the tax distribution which resulted in a shift towards classes 05, 06 and 08 taking on more of the tax burden relative to Residential class 01.

The options presented this year range from leaving the tax multipliers calculated with no adjustments to the distribution reducing the burden on Residential class 01 and shifting to classes 05, 06 and 08, using the average from the last five years and shifting the burden back to Residential class 01 or maintaining the 2021 Business class 06 ratio of 2.7:1 with the burden landing in the middle of these other options.

DESIRED BENEFIT

That Council considers the burden on each class, makes a determination of appropriateness, and adjusts ratios or burden as required.

STRATEGIC RELEVANCE AND COMMUNITY SUSTAINABILITY

The collection of property taxes ensures the continuity of operations and projects in the District. Council can alter the distribution of taxes between classes to ensure continuity from year to year for tax burden and adjust if one class is becoming more heavily weighted.

REQUIREMENTS

UNINTENDED OUTCOMES

Shifting the burden of taxes from one property assessment class to another will always result in an increased amount being paid by that group, regardless of how the shift has occurred.

Council has no ability to adjust the burden within a property assessment class either. Class 1 Residential is composed of several different types of property including vacant land, single family homes, strata, farm, and other properties. If the assessment of one of these groups increases at a larger rate that other groups, more of the burden within the class will be shifted to the group with the increase. This has occurred in the residential class with single family home assessments growing faster than the other groups.

BACKGROUND/HISTORY

Tax Rates

The property class assessment totals have remained relatively consistent as a percentage of the total assessed roll with residential increasing slightly and business and recreational decreasing slightly (Figure 1). This is a result of the significant dollar value in the residential class and even with a small percentage increase than some of the other classes, the dollar value results in a shift of assessment to residential (2% of the residential assessment is significantly more in terms of dollar value than 2% of the light industry or business assessment).

PROPERTY CLASS		2022	% of Total	2021	% of Total
		Assessments	Roll	Assessments	Roll
Residential	01	6,183,356,579	95.76%	4,691,560,590	95.48%
Utilities	02	4,723,001	0.07%	4,337,901	0.09%
Light Industry	05	34,381,100	0.53%	24,512,800	0.50%
Business	06	212,835,272	3.30%	171,930,358	3.50%
Recreational	08	13,295,100	0.21%	12,794,400	0.26%
Farm	09	8,547,237	0.13%	8,498,313	0.17%
TOTAL		6,457,138,289	100.0%	4,913,634,362	100.0%

Rates were first calculated using the following method:

- a) Determine how much existing properties in each class need to pay, using the 5.88% increase approved in the 2022-2026 Financial Plan
- b) Calculate the mill rates needed to achieve the amount in a) above
- c) Adjust mill rates controlled by regulation (utilities class and farm class)
- d) Apply the mill rates to the new growth to determine taxes from new growth
- e) Adjust mill rates to ensure the amount of property tax collected matches the 2022 Financial Plan.

The Class 2 Utilities rate needs to be adjusted annually to ensure the municipality is in compliance with the legislated maximum tax rates for Class 2 properties. An extract from *BC Regulation 329/96 reads:*

Municipal Taxation Rate Cap for Class 2 Property for 2000 and Subsequent Years

2. In setting the tax or levy rate for class 2 property for general municipal purposes, a municipality must not exceed the greater of:

1. \$40 for each \$1,000 of assessed value, and 2.5 times the rate applicable to class 6 property for general municipal purposes in the municipality for the same taxation year.

The farm class rate reflects the 2022 rural farm tax rates established by the Province, per letters patent.

As a note, the bylaw contains rates for all BC Assessment classes despite the District not having any properties in all of the classes. Currently the District has no properties in classes 03, 04, and 07. However, if during the year properties change classes or are added to any of these vacant classes, tax rates must be available for them. This prevents Council from having to consider tax rates again during the year.

Once complete, the following multipliers and burdens were calculated in Figure 2.

Figure 2										
PROPERTY CLASS		2022 Calo	ulated Multiplie	ers	2021 C	alculated Mu	ltipliers			
							2021 Tax			
		2022 Tax Collected	2022	2022 %	2021 %	2021	Collected by			
		by Class	Multiplier	Collected	Collected	Multiplier	Class			
Residential	01	14,752,301	1.0000	86.73%	87.05%	1.0000	13,660,653			
Utilities	02	209,447	18.7450	1.23%	1.23%	15.4589	193,436			
Light Industry	05	465,176	5.6745	2.73%	2.46%	5.4060	385,599			
Business	06	1,499,275	2.9507	8.81%	8.67%	2.7148	1,359,987			
Recreational	08	77,073	2.4283	0.45%	0.56%	2.3377	87,147			
Farm	09	5,369	0.2658	0.03%	0.03%	0.2236	5,479			
TOTAL		\$ 17,008,641		100%	100%		\$15,692,301			

It was noted that the multipliers for all non-residential classes had increased. The burden or percentage of taxes collected in each of those classes has also increased other than in class 8. Please note that class 8 has less taxes to be collected in 2022 despite a higher multiplier due to the Winfield Memorial Hall returning to tax exempt status and removing its assessed value from the calculation. This is consistent with 2021, however, the reverse effect was noted in 2020 (shift in tax burden to residential) and Council resolved to use the average tax multipliers for the last five years in order to provide consistency and ensure that swings in multipliers or burden did not occur.

The average tax multipliers for the last 5 years can be found in Figure 3.

		2021	2020	2019	2018	2017	5 Year
Assessment Classification		Tax Ratio	Average				
01	Residential	1.0000	1.0000	1.0000	1.0000	1.0000	1.0000
02	Utilities	15.4589	15.2566	16.0894	15.9103	14.5476	15.4526
05	Light Industry	5.4060	5.2276	5.1570	5.1897	5.0462	5.2053
06	Business	2.7148	2.5133	2.4919	2.5508	2.4870	2.5516
08	Recreational	2.3377	2.2036	2.3680	2.6032	2.3356	2.3696
09	Farm	0.2236	0.2212	0.2289	0.2231	0.2047	0.2203

Figure 3

Consistent with 2021, the rates were recalculated and in step 2) above, the rates were adjusted to achieve the average of the multipliers from the last five years (Figure 4).

Figure 4

PROPERTY CLAS	S	2022 Calo	ulated Multiplie	2021 Calculated Multipliers			
							2021 Tax
		2022 Tax Collected	2022	2022 %	2021 %	2021	Collected by
		by Class	Multiplier	Collected	Collected	Multiplier	Class
Residential	01	14,967,348	1.0000	88.00%	87.05%	1.0000	13,660,653
Utilities	02	209,447	18.4757	1.23%	1.23%	15.4589	193,436
Light Industry	05	432,905	5.2049	2.55%	2.46%	5.4060	385,599
Business	06	1,317,834	2.5564	7.75%	8.67%	2.7148	1,359,987
Recreational	08	76,229	2.3672	0.45%	0.56%	2.3377	87,147
Farm	09	5,368	0.2619	0.03%	0.03%	0.2236	5,479
TOTAL		\$ 17,009,131		100%	100%		\$15,692,301

With these changes, the amount paid is consistent for the Recreational class 08 but it reduced the amount for Business class 06 and slightly for Light Industry class 05 and shifted the burden back to the Residential 01 class.

Another potential option is to adjust the business multiplier to 2.7. While this would still be above the 5-year average, it would hold the multiplier steady from the 2.7148 in 2021.

PROPERTY CLAS	S	2022 Calo	ulated Multiplie	2021 Calculated Multipliers			
							2021 Tax
		2022 Tax Collected	2022	2022 %	2021 %	2021	Collected by
		by Class	Multiplier	Collected	Collected	Multiplier	Class
Residential	01	14,877,128	1.0000	87.47%	87.05%	1.0000	13,660,653
Utilities	02	209,442	18.5873	1.23%	1.23%	15.4589	193,436
Light Industry	05	447,828	5.4170	2.63%	2.46%	5.4060	385,599
Business	06	1,392,836	2.7183	8.19%	8.67%	2.7148	1,359,987
Recreational	08	76,227	2.3815	0.45%	0.56%	2.3377	87,147
Farm	09	5,368	0.2635	0.03%	0.03%	0.2236	5,479
TOTAL		\$ 17,008,829		100%	100%		\$15,692,301

The above represents a middle ground between the first two options, holding the Business class 06 multiplier to 2.7 means that the multiplier will stay closer to the 5 year-average while passing some of the burden to Residential class 01. The Residential class 01 burden total percentage would rise from 87.05% to 87.47% compared to 88.00% in the average tax multiplier option.

Please note the total tax collected is slightly different in all the scenarios. This is a result of rounding and achieving the exact same collection amount in all cases would require multipliers going to more than four decimal places. The actual amount required per the 2022 Financial Plan is \$17,008,137.

When considering the impact of tax burdens, it can be seen on the taxes on the average Lake Country home (\$992,000 in 2022).

The tax rates can be seen in each of the bylaws attached for each of the scenarios.

The same multipliers are used to calculate municipal, OK Regional Library and Fire rates.

Scenario 1 – calculated rates

Scenario 2 – average multipliers for classes 05, 06 and 08

Scenario 3 – 2.7 multiplier for class 06

	Scenario 1	Scenario 2	Scenario 3
	2022	2022	2022
Municipal	\$ 2,015.64	\$ 2,045.01	\$ 2,032.71
OK Regional Library	\$ 101.18	\$ 102.67	\$ 102.08
General Municipal (Column C)	\$ 2,116.82	\$ 2,147.68	\$ 2,134.79
Fire	\$ 352.56	\$ 357.72	\$ 355.53
Total Municipal	\$ 2,469.38	\$ 2,505.40	\$ 2,490.32

In 2021 the average home (\$760,000) paid \$2,311.31 which means the average home now at \$992,000 in 2022 in Scenario 1 represents a 6.84% increase over the prior year, 8.40% in Scenario 2, and 7.74% in Scenario 3. These amounts are more than the approved tax increase of 5.88%. This is partially because of the shift of tax burden but also because within the Residential 01 class, single family homes had the largest amount of growth and market change, resulting in a slight tax shift from multifamily, vacant land and the other categories within the Residential 01 class. Single family homes represented \$112.6 million of the \$120.1 million non-market change within the Residential class 01 and of the \$131.6 million non-market change among all classes.

Property Tax Due Date & Penalties

Consistent with guidance in the *Community Charter*, the property tax deadline will be July 4, 2022. A 10% penalty will be charged on unpaid balances at this time.

DISCUSSION/ANALYSIS

APPLICABLE LEGISLATION AND POLICIES

The ability for municipalities to collect property taxes is set out in the *Community Charter* under Part 7 Municipal Revenue, Division 1 – General.

IMPACT ON INFRASTRUCTURE OR MUNICIPAL SERVICES

Property taxation funds many of the services provided by the District to the community. Without regular, reliable sources of income, many of these services could not be provided on a consistent basis.

IMPACT ON STAFF CAPACITY AND FINANCIAL RESOURCES

Collection of property taxes allows the operations, projects, and strategic priorities of Council to continue.

COMMENTS FROM EXTERNAL AGENCIES, COMMITTEES AND STAKEHOLDERS

Not applicable.

CONSULTATION AND COMMUNICATION

Extensive public engagement was undertaken prior to the adoption of the 2022 – 2026 Financial Plan. Further communication will be provided to the community advising of the tax due date, penalty date and other information required to pay their property taxes prior to the deadline.

ANALYSIS OF OPTIONS FOR CONSIDERATION

- Option A: Shifts burden back to the Residential class 01 and maintains consistency in the tax multiplier in classes 05, 06 and 08 in comparison to prior years.
- Option B: Holds Business class 06 consistent with the 2021 ratio shifting some of the burden from Business class 06 to Residential 01 class
- Option C: Due to changes in the assessment and growth, sees a shift of burden from the Residential 01 class to the other classes.
- Option D: Allows Council to consider some other scenario(s) to determine the allocation of tax burden.

Respectfully Submitted, Trevor James, CPA, CA Chief Financial Officer Finance & Administration

This report has been prepared on consultation with the following:

(author to request inclusion of initials to show concurrence)

Tanya Garost, Chief Administrative Officer	TG
Reyna Seabrook, Director of Corporate Services	RS

Attachments

1.	Tax Rates Bylaw 1185, 2022 with averaged multipliers
2.	Tax Rates Bylaw 1185, 2022 with Business 06 class at 2.7
3.	Tax Rates Bylaw 1185, 2022 with calculated multipliers

DISTRICT OF LAKE COUNTRY

BYLAW 1185, 2022

A BYLAW TO SET THE TAX RATES FOR THE YEAR 2022

The Council of the District of Lake Country in open meeting assembled, enacts as follows:

- 1. The following rates are hereby imposed and levied for the year 2022:
 - (a) For the General Municipal purposes of the District of Lake Country on the value of land and improvements taxable for General purposes, rates appearing in Column "A" of the schedule attached hereto and forming a part hereof.
 - (b) For the purposes of the Okanagan Regional Library on the value of land and improvements taxable for General purposes, rates appearing in Column "B" of the schedule attached hereto and forming a part hereof.
 - (c) For the purposes of the Regional Hospital District on the value of land and improvements taxable for Hospital purposes, rates appearing in Column "D" of the schedule attached hereto and forming a part hereof.
 - (d) For the purposes of the Regional District of the Central Okanagan on the value of land and improvements taxable for Hospital purposes, rates appearing in Column "E" of the schedule attached hereto and forming a part hereof.
 - (e) For the purposes of the Regional District of the Central Okanagan Sterile Insect Release Program - on the value of land taxable for Hospital purposes, rates appearing in Column "F" of the schedule attached hereto and forming a part hereof.
 - (f) For the purposes of the Street Lighting Specified Area on the value of land and improvements taxable for General purposes, rates appearing in Column "G" of the schedule attached hereto and forming a part hereof.
 - (g) For the purposes of the Fire Protection Specified Area on the value of land and improvements taxable for General purposes, rates appearing in Column "H" of the schedule attached hereto and forming a part hereof.
 - (h) For the purposes of the Cooper's Village Main Street Construction Specified Area on the value of land and improvements taxable for General purposes, rates appearing in Column "I" of the schedule attached hereto and forming a part hereof.
- 2. The minimum amount of taxation upon a parcel of real property shall be one dollar (\$1.00).

 READ A FIRST TIME this ____ day of _____, 2022.

 READ A SECOND TIME this ____ day of _____, 2022.

 READ A THIRD TIME this ____ day of _____, 2022.

ADOPTED this ____ day of _____, 2022.

Mayor

Corporate Officer

Schedule 'A' attached to 2022 Tax Rates Bylaw 1185, 2022

		2022 Tax Rate (dollars per \$1,000 taxable value)								
	Municipal General			Other	Faxing Auth	orities	Specia	Special Municipal Levies		
	А	В	C = A + B	D	E	F	G	Н	I	
Property Class		Okanagan	Subtotal	Regional		Regional	Street	Fire	Cooper's	
		Regional	Municipal	Hospital	Regional	District	Lighting	Protection	Village	
	Municipal	Library	General	District	District	Insect	Spec Area	Spec Area	Spec Area	
01 Residential	2.0615	0.1035	2.1650	0.2106	0.2258	0.0218	0.0408	0.3606	1.1178	
02 Utility	38.0877	1.9122	39.9999	0.7371	0.7903	0.0763	0.7538	6.6623	20.6521	
03 Supportive Housing	2.0615	0.1035	2.1650	0.2106	0.2258	0.0218	0.0408	0.3606	1.1178	
04 Major Industry	10.7300	0.5387	11.2687	0.7160	0.7677	0.0741	0.2124	1.8769	5.8180	
05 Light Industrial	10.7300	0.5387	11.2687	0.7160	0.7677	0.0741	0.2124	1.8769	5.8180	
06 Business	5.2700	0.2646	5.5346	0.5160	0.5532	0.0534	0.1043	0.9218	2.8575	
07 Managed Forest	6.1845	0.3105	6.4950	0.6318	0.6774	0.0654	0.1224	1.0818	3.3534	
08 Recreational	4.8800	0.2450	5.1250	0.2106	0.2258	0.0218	0.0966	0.8536	2.6461	
09 Farm	0.5400	0.0271	0.5671	0.2106	0.2258	0.0218	0.0107	0.0944	0.2928	

DISTRICT OF LAKE COUNTRY

BYLAW 1145

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ADOPTED this ____ day of _____, 2022.

Mayor

Corporate Officer

Schedule 'A' attached to 2022 Tax Rates Bylaw 1185, 2022

		2022 Tax Rate (dollars per \$1,000 taxable value)								
	Municipal General			Other 1	Faxing Auth	orities	Specia	Special Municipal Levies		
	А	В	C = A + B	D	E	F	G	Н	I	
Property Class		Okanagan	Subtotal	Regional		Regional	Street	Fire	Cooper's	
		Regional	Municipal	Hospital	Regional	District	Lighting	Protection	Village	
	Municipal	Library	General	District	District	Insect	Spec Area	Spec Area	Spec Area	
01 Residential	2.0319	0.1020	2.1339	0.2106	0.2258	0.0218	0.0406	0.3554	1.0014	
02 Utility	38.0880	1.9120	40.0000	0.7371	0.7903	0.0763	0.7610	6.6620	18.7712	
03 Supportive Housing	2.0319	0.1020	2.1339	0.2106	0.2258	0.0218	0.0406	0.3554	1.0014	
04 Major Industry	11.5300	0.5788	12.1088	0.7160	0.7677	0.0741	0.2304	2.0167	5.6824	
05 Light Industrial	11.5300	0.5788	12.1088	0.7160	0.7677	0.0741	0.2304	2.0167	5.6824	
06 Business	5.9956	0.3010	6.2966	0.5160	0.5532	0.0534	0.1198	1.0487	2.9548	
07 Managed Forest	6.0957	0.3060	6.4017	0.6318	0.6774	0.0654	0.1218	1.0662	3.0042	
08 Recreational	4.9341	0.2477	5.1818	0.2106	0.2258	0.0218	0.0986	0.8630	2.4317	
09 Farm	0.5400	0.0271	0.5671	0.2106	0.2258	0.0218	0.0108	0.0945	0.2662	

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- 2. The minimum amount of taxation upon a parcel of real property shall be one dollar (\$1.00).

 READ A FIRST TIME this ____ day of _____, 2022.

 READ A SECOND TIME this ____ day of _____, 2022.

 READ A THIRD TIME this ____ day of _____, 2022.

ADOPTED this ____ day of _____, 2022.

Mayor

Corporate Officer

Schedule 'A' attached to 2022 Tax Rates Bylaw 1185, 2022

	2022 Tax Rate (dollars per \$1,000 taxable value)								
	Municipal General			Other Taxing Authorities			Special Municipal Levies		
	А	В	C = A + B	D	E	F	G	Н	I
Property Class		Okanagan	Subtotal	Regional		Regional	Street	Fire	Cooper's
		Regional	Municipal	Hospital	Regional	District	Lighting	Protection	Village
	Municipal	Library	General	District	District	Insect	Spec Area	Spec Area	Spec Area
01 Residential	2.0491	0.1029	2.1520	0.2106	0.2258	0.0218	0.0408	0.3584	1.0670
02 Utility	38.0873	1.9126	39.9999	0.7371	0.7903	0.0763	0.7584	6.6617	19.8326
03 Supportive Housing	2.0491	0.1029	2.1520	0.2106	0.2258	0.0218	0.0408	0.3584	1.0670
04 Major Industry	11.1000	0.5574	11.6574	0.7160	0.7677	0.0741	0.2210	1.9415	5.7799
05 Light Industrial	11.1000	0.5574	11.6574	0.7160	0.7677	0.0741	0.2210	1.9415	5.7799
06 Business	5.5700	0.2797	5.8497	0.5160	0.5532	0.0534	0.1109	0.9742	2.9004
07 Managed Forest	6.1473	0.3087	6.4560	0.6318	0.6774	0.0654	0.1224	1.0752	3.2010
08 Recreational	4.8800	0.2451	5.1251	0.2106	0.2258	0.0218	0.0972	0.8535	2.5411
09 Farm	0.5400	0.0271	0.5671	0.2106	0.2258	0.0218	0.0108	0.0944	0.2812