

ITEM 23  
MANAGER'S REPORT NO. 51  
COUNCIL MEETING 85/07/29

RE: LOCAL IMPROVEMENT PROGRAM 1985 - STREETS

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Finance be adopted.

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TO: MUNICIPAL MANAGER  
FROM: DIRECTOR FINANCE  
RE: LOCAL IMPROVEMENT PROGRAM 1985 - STREETS

1985 July 24  
File: 152-8

RECOMMENDATIONS

1. THAT Council approve the frontage taxes as shown on Schedule 1; and
2. THAT Council approve the commutation charges as shown on Schedule 3; and
3. THAT a by-law be brought forward to amend Burnaby Local Improvement Charges By-law No. 7479 to reflect the above frontage taxes and commutation charges; and
4. THAT Council approve and adopt the cost report per Section 662 of the Municipal Act, as shown on Schedule 2; and
5. THAT the Municipal Clerk be instructed to initiate the 1985 program as approved.
6. THAT the Director Engineering be authorized to obtain proposals from engineering consultants for the purpose of completing all design work required for the 1985 Local Improvement Streets Program.

SUMMARY REPORT

This local improvement program in 1985 is the first major program initiated since the one approved by Council for \$3,912,000 on 1980 March 03 (Item 3, Report No. 17). The 1985 program was outlined earlier in the Director Engineering's report to Council on 1985 January 01 (Item 3, Report No. 6). The Director Engineering has now finalized the local improvement program cost of the basic "average" improvement upon which the foot frontages are based (see Schedule 1 attached). Schedule 2 attached summarizes the program and estimated costs as required by Section 662 of the Municipal Act. Schedule 3 attached summarizes the commutation charges as permitted by Section 663 of the Municipal Act. The rates are based on the currently anticipated financing costs. The report shows an analysis of the costs by owners' and Corporation's share of expenditure, outlines the borrowing approvals by the Inspector of Municipalities, and discusses the debt charges of the program.

The street lighting program will be discussed in a separate, pending report.

FOOT FRONTAGE RATES AND COMMUTATION RATES

The Director Engineering has developed the costs of a basic "average" local improvement 8.5 metre (m) street with curbs and with a curbwalk, of pavement widening with curbs, and of a sidewalk. He has also reviewed the costs of ornamental street lighting and lane construction. The Director Finance has calculated the foot frontage rates of various improvement categories expected to be undertaken in the 1985 program and summarized in Schedule 1 attached. The foot frontage rates are based on the basic "average" costs and on 12.5%, the anticipated cost of long term borrowing from the Municipal Finance Authority.

The frontage rates are unchanged from the previous 1980 program as established in By-law No. 7479, except that some improvement categories have been deleted because no such works are currently being planned nor initiated. The lane charge, which was last amended 1983 August 08 to \$1.00 per foot per year, is currently valid and will remain unchanged until there is an increase in costs. However, the commutation charges in By-law No. 7479 as permitted under Section 663 of the Municipal Act will have to be revised to reflect the currently anticipated financing costs. The proposed commutation charges appear in Schedule 3 attached.

Current rates for local improvement street works are based on the directly abutting property owners paying for 60% of the cost of a basic "average" 8.5 meter wide street, with provision for financing and amortization of the construction costs over a period of 15 years. It appears that the rates presently in existence, which are based on the Council policy of the directly abutting property owners paying for 60% of the basic road, are still valid in today's construction market. It is felt that the abutting property owners share of 60% should be retained for this program because of the length of time the petitioners have been waiting and because it appears that construction costs are pretty much the same now as they were when their requests were received. Rates for pavement widening with curbs on one side of the street and for sidewalks are also based on 60% of the cost of a basic "average" widening or walk.

It is recommended that Council approve the frontage taxes as shown in Schedule 1.

It is also recommended that Council approve the commutation charges as shown in Schedule 3.

It is further recommended that a by-law be brought forward to amend Burnaby Local Improvement Charges By-law No. 7479 to reflect the above frontage taxes and commutation charges.

FRONTAGE RULES

Frontage rules, for assessing costs to benefiting owners, as previously approved by Council, are listed below for the information of Council:

For works undertaken in the 1985 Local Improvement Program you will be charged on the actual foot frontage of your property except in cases of corner lots or triangular or irregularly shaped parcels of land (cul-de-sacs, etc.) as described below where the following regulations will apply:

- (i) where a parcel of land is situated at the junction or intersection of highways and the work or service is provided on or along more than one side of the parcel, the taxable foot-frontage shall be the actual foot-frontage of the shortest of the two frontages plus 25% of the actual frontage of the longer of the two frontages;
- (ii) where a parcel of land is situated at the junction or intersection of highways and the work is provided on or along the longer of the two frontages of the parcel, the taxable foot-frontage shall be the actual foot-frontage of the shortest of the two frontages;

- (iii) where a similar work or service payable by special charges has previously been provided on or along one side of a parcel, the taxable foot-frontage shall be the actual foot-frontage of the shortest of the two frontages plus 25% of the actual frontage of the longer of the two frontages;
- (iv) where the frontage of a parcel of land abutting the works is less than five feet, the taxable frontage shall be established at five feet.
- (v) where a frontage tax is levied on a triangular or irregularly shaped parcel of land, or a parcel of land wholly or in part unfit for building purposes, the taxable front-footage shall be the number of feet fixed by the Assessor, who, in fixing the number of feet shall have due regard to the conditions, situation, value and superficial area of the parcel as compared to other parcels of land, or to the benefit derived from the work or service, so as to bring the frontage tax, when imposed, to a fair and equitable basis.

SECTION 662 REPORT

Schedule 2 attached summarizes the 1985 local improvement program for streets and sidewalks. It is prepared in accordance with Section 662 of the Municipal Act. As described earlier, and in accordance with Council policy, the owners' share of the cost of the program has been calculated at 60% of the cost of a basic "average" 8.5 m pavement plus sidewalks or curbs, as the case may be, irrespective of street width. The balance of the cost is borne by the Corporation. Also included in the Corporation's share is the cost of planting trees where required; the installation of storm sewers where required; and on 14 m streets, ornamental street lighting where required. However, there are no 14 m streets in the 1985 program.

The costs of the program are broken out as follows:

Owners share of costs - 60% of an 8.5 m street widening, and sidewalks Corporation's share including interim financing costs:	\$1,622,099
Street works, including costs of streets with widths over 8.5 m, widening, and sidewalks	\$3,283,043
Trees	347,568
Storm sewers	954,290
Ornamental street lighting	nil
Total 1985 street program cost	4,584,901
	\$6,207,000
	=====

Although the owners' cost is about 60% of the basic "average" 8.5 m pavement, plus curbs or sidewalks, the owners' share is about 26% of the cost of the total program. The owners' share is less of the total program because the Corporation pays for the balance of the costs for wider streets, for trees, and for storm sewers. This proportion can vary from program to program because it depends on the mix of street widths, the complexity of construction terrain, and the amount of tree planting and storm sewer installation.

It is recommended that Council approve and adopt the cost report per Section 662 of the Municipal Act, as shown in Schedule 2.

BORROWING APPROVALS

In past experience, only about half of the programs initiated have been approved for construction by the taxpayers. In view of this experience and in view of the long lapse since the last program in 1980, it was expected that no more than \$4.0 million of the \$6.2 million program would be approved. Therefore the Inspector of Municipalities was asked to approve

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\$4.0 million for paving and sidewalks, which he did earlier this year. Should the approvals exceed this estimate, the Inspector will be asked to increase the approved limit. In view of the Province encouraging employment in B.C., and in view of the Corporation's sound financial condition, we anticipate no problem in having the approval limit increased, if so required.

DEBT IMPLICATIONS OF THE PROGRAM

In the report to Council on 1985 July 15 (Item 14, Report No. 43) on funding Implications of Major Capital projects, Schedule 2 on debt repayment contained debt estimates of new local improvements as follows:

<u>Year</u>	<u>Net Debt Repayment</u> (Gross Cost less Owners' Share)
1986	\$ 185,000
1987	370,000
1988	370,000
1989	555,000
1990	555,000
1991	740,000

This debt repayment schedule was based on new local improvement borrowings (net) of \$1.26 million in each of the years 1985, 1986, 1988 and 1990, with repayments starting in the following year. These repayments were for 15 years at 12% on a blended basis (equal principal and interest payments).

If the taxpayers approved a \$4.0 million 1985 program, the Corporation would have to incur a net debt of about \$2.96 million in 1986, with repayments of about \$445,000 per year starting in 1987 (anticipated interest cost of 12.5% per year). This level of debt repayments for local improvements would be somewhat greater than that contemplated in the July 15 report to Council, up to 1989, depending on whether any further programs were initiated or not up to that time. If taxpayers approved the full \$6.207 million 1985 program annual repayments would increase to about \$695,000 starting in 1987.

INITIATION OF PROGRAM

It is recommended that the Municipal Clerk be instructed to initiate the 1985 program as approved.

With respect to engineering design, the Director Engineering advises as follows:

ENGINEERING DESIGN

Approximately 40% of the total program is not yet designed. There are distinct advantages to be gained in having the program fully designed ahead of time, in the form of identifying special construction problems, in taking off quantities, and in preparing contract packages ready to take early advantage of available capacity in the construction market before others do so.

It is recommended that the Director Engineering be authorized to obtain proposals from engineering consultants for the purpose of completing all design work required for the 1985 Local Improvement Streets Program.



HOWARD KALLAS  
DIRECTOR FINANCE

Attach.

- cc: Director Engineering
- Director Planning & Building Inspection
- Municipal Clerk
- Municipal Solicitor

FRONTAGE RATES FOR 1985 LOCAL IMPROVEMENT PROGRAM

<u>Description of Work</u>	<u>Annual Charge per Taxable Front Foot</u> \$	<u>Number of Annual Installments</u>
1. 8.5 m pavement with curbs both sides of the street	3.27	15 years
2. 8.5 m pavement, curb one side of the street, sidewalk on the other side of the street	3.27 curb side 3.73 walk side	15 years
3. 8.5 m pavement with curbs both sides of the street and tree planting as required	3.27	15 years
4. 8.5 m pavement with curbs both sides of the street, storm sewers and tree planting as required	3.27	15 years
5. 8.5 m pavement with sidewalks both sides of the street and tree planting as required	3.73	15 years
6. 8.5 m pavement with sidewalks both sides of the street, storm sewers and tree planting as required	3.73	15 years
7. 8.5 m pavement with curb one side of the street, sidewalk one side of the street only and tree planting as required	3.27 curb side 3.73 walk side	15 years
8. 8.5 m pavement with curb one side of the street, sidewalk on the other side of the street, storm sewers and tree planting as required	3.27 curb side 3.73 walk side	15 years
9. 11 m pavement with curbs both sides of the street and tree planting as required	3.27	15 years
10. 11 m pavement with curbs both sides of the street, storm sewers and tree planting as required	3.27	15 years
11. 11 m pavement with sidewalks both sides of the street and tree planting as required	3.73	15 years
12. 11 m pavement with sidewalks both sides of the street, storm sewers and tree planting as required	3.73	15 years
13. 11 m pavement with curb one side of the street, sidewalk one side of the street only and tree planting as required	3.27 curb side 3.73 walk side	15 years

<u>Description of Work</u>	<u>Annual Charge per Taxable Front Foot</u>	<u>Number of Annual Installments</u>
	\$	
14. 11 m pavement with curb one side of the street, sidewalk one side of the street only, storm sewers and tree planting as required	3.27 3.73	15 years
15. 14 m pavement with curbs both sides of the street, ornamental street lighting, storm sewers and tree planting as required	3.27	15 years
16. 14 m pavement with sidewalks both sides of the street, ornamental street lighting and tree planting as required	3.73	15 years
17. 14 m pavement with sidewalks both sides of the street, ornamental street lighting, storm sewers and tree planting as required	3.73	15 years
18. Pavement widening and curb one side of the street only	1.45	15 years
19. Pavement widening and curb one side of the street only and tree planting as required	1.45	15 years
20. Sidewalk one side of street only	1.28	15 years
21. Sidewalk one side of street only and tree planting as required	1.28	15 years
22. Pavement of lanes	1.00	5 years
23. Ornamental street lighting	0.60	10 years





Project No.	Location of Work	Length in Meters	Taxable Foot Frontage	Actual Foot Frontage	Estimated Cost \$	Estimated Cost \$	Frontage Tax Rate \$
85-008	Ashworth Avenue Burford St. to Imperial St.	208	966.40	1,275.05	136,000	23,909	3.73
85-009	Mckay Avenue Rumble St. to Greta St. - except east side from Rumble St. to south property line of Lot B	473	2,169.25	2,855.45	357,000	53,667	3.73
85-025	Georgia Street Springer Ave. to Howard Ave.	183	886.65	1,117.07	98,000	21,936	3.73
85-043	Lister Street Smith Ave. to Inman Ave.	198	1,174.41	1,260.54	116,000	29,055	3.73
85-045	Davies Street 14th Ave. to 16th Ave.	1,352	6,799.61	8,303.85	862,000	168,223	3.73
85-010	Dow Avenue Imperial St. to Watling St.	564	2,975.00	3,485.24	220,000	73,602	3.73
85-026	MacDonald Avenue Union St. to Venables St.	80	214.50	492.00	34,000	5,307	3.73
85-046	Fir Street Carleton Ave. to Smith Ave.	518	2,898.10	3,182.59	205,000	71,699	3.73
85-047	Forest Street of Lot 260 on the south and Lot 221 on the north	122	725.70	726.03	37,000	17,954	3.73
85-048	Atlee Avenue Spruce St. to Monarch St.	335	1,697.63	2,001.71	125,000	41,999	3.73
85-049	Piper Avenue Government St. north to north property line of Lot 39 (3540 Piper Ave.)	175	599.15	1,151.13	71,000	14,823	3.73
85-050	Kitchener Street Willingdon Ave. to Westlawn Dr.	168	880.94	1,055.94	69,000	21,794	3.73
85-051	Vista Crescent Humphries Ave. to Mary Ave.	153	518.74	864.40	63,000	12,834	3.73
85-052	Carleton Avenue Pender St. to Georgia St. - except lane south of Pender to Pender - curbs only both sides	183	240.00	976.00	69,000	5,938	3.73
85-029	Ridgelawn Drive Beta Ave. to Delta Ave.	183	1,187.50	1,223.10	142,000	25,757	3.27
	28 foot (8.5 m) pavement, curb one side, walk other side	366	2,370.20	2,446.22	142,000	55,017	3.73
	28 foot (8.5 m) pavement, walks both sides, trees as required						

Owners Estimated Cost \$  
Frontage Tax Rate \$

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85-030	Pender Street Gamma Ave. to Delta Ave. Spruce St. to Fir St.	162	1,003.60	1,050.95	66,000	21,768	3.27
85-058	Boundary Road 36 foot (11 m) pavement, curbs both sides, storm sewers and trees as required	229	592.52	646.52	86,000	12,852	3.27
85-031	Gilmore Avenue Venables St. to Parker St. 28 foot (8.5 m) pavement, curb one side, walk other side, trees as required	80	261.40	492.00	56,000	5,670	3.27
85-011	Forglen Drive Buxton St. to Grafton St.	266	788.40	860.05	101,000	17,100	3.27
85-012	Gray Avenue Neville St. to Rumble St.	85	99.00	259.73	40,000	2,141	3.73
85-027	Napier Street Sperring Ave. to Kensington Ave.	366	1,110.50	1,198.49	141,000	24,087	3.27
85-028	Rosser Avenue Williams St. to Kitchenner St.	183	482.50	574.00	75,000	3,108	3.73
85-053	Pandora Street Rosser Ave. to Willingdon Ave.	183	594.00	594.00	61,000	12,884	3.27
85-054	Carleton Avenue Georgia St. to Union St.	85	96.00	366.00	35,000	2,082	3.73
85-059	Walker Avenue Burris St. to Stanley St. 36 foot (11 m) pavement, curbs on side, walk other side, trees as required	381	1,211.16	1,254.47	155,000	26,281	3.27
			2,309.06	2,486.10	155,000	53,443	3.73

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LOCAL IMPROVEMENT COST REPORT PER SECTION 662, MUNICIPAL ACT

Project No.	Location of Work	Length in Meters	Taxable Foot Frontage	Actual Foot Frontage	Estimated Cost	Estimated Cost Owners	Frontage Tax Rate
85-013	Forflen Drive	226	569.90	660.69	91,000	12,361	3.27
85-014	Sardis Street	(w) 226	357.20	646.84	91,000	8,837	3.73
85-055	Hertford Street	(w) 92	161.77	278.08	42,000	2,347	3.27
85-056	Union Street	(c) 274	957.50	1,440.97	42,000	4,002	3.73
85-057	Union Street	(w) 183	594.00	594.00	153,000	20,768	3.27
TOTALS		1,568	8,442.21	9,558.32	736,000	43,678	3.73
			1,765.50	1,765.50	366,000	64,776	3.27
			2,986.44	2,986.44	84,000	14,696	3.73
			594.00	594.00	153,000	12,884	3.27
			594.00	594.00	84,000	14,696	3.73
			347.70	347.70	153,000	8,602	3.73
			1,440.97	1,440.97	42,000	4,002	3.73
			278.08	278.08	42,000	2,347	3.27
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			594.00	594.00	91,000	8,837	3.73
			646.84	646.84	91,000	8,837	3.73
			1,440.97	1,440.97	42,000	4,002	3.73
			278.08	278.08	42,000	2,347	3.27
			161.77	161.77	91,000	8,837	3.73
			108.20	108.20	91,000	8,837	3.73
			357.20	357.20	91,000	8,837	3.73
			594.00	594.00	91,000	8,837	3.73
			646.84	646.84	91,000	8,837	3.73
			1,440.97	1,440.97	42,000	4,002	3.73
			278.08	278.08	42,000	2,347	3.27
			161.77	161.77	91,000	8,837	3.73
			108.20	108.20	91,000	8,837	3.73
			357.20	357.20	91,000	8,837	3.73
			594.00	594.00	91,000	8,837	3.73
			646.84	646.84	91,000	8,837	3.73
			1,440.97	1,440.97	42,000	4,002	3.73
			278.08	278.08	42,000	2,347	3.27
			161.77	161.77	91,000	8,837	3.73
			108.20	108.20	91,000	8,837	3.73
			357.20	357.20	91,000	8,837	3.73
			594.00	594.00	91,000	8,837	3.73
			646.84	646.84	91,000	8,837	3



ITEM 23  
MANAGER'S REPORT NO. 51  
COUNCIL MEETING 85/07/29

SCHEDULE 3

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COMMUTATION TABLE FOR FRONTAGE TAX  
RATES REPAYABLE OVER 15 YEARS

<u>Number of Annual Special Charges Unpaid</u>	<u>Factor</u>
15	6.633
14	9.294
13	8.852
12	8.383
11	7.886
10	7.360
9	6.801
8	6.209
7	5.582
6	4.917
5	4.212
4	3.465
3	2.673
2	1.833

COMMUTATION TABLE FOR FRONTAGE TAX  
RATES REPAYABLE OVER 10 YEARS

<u>Number of Annual Special Charges Unpaid</u>	<u>Factor</u>
10	5.536
9	6.801
8	6.209
7	5.582
6	4.917
5	4.212
4	3.465
3	2.673
2	1.833

COMMUTATION TABLE FOR FRONTAGE TAX  
RATES REPAYABLE OVER 5 YEARS

<u>Number of Annual Special Charges Unpaid</u>	<u>Factor</u>
5	3.561
4	3.465
3	2.673
2	1.833