

Intergovernmental Relations
Technical Working Group

Tsawwassen First Nations Negotiations

Workshop #2

Local Government and the GVRD

June 23, 2004

Sussex
Consultants Ltd

GVRD Structure

GVRD bodies

- ✓ **Greater Vancouver Regional District**
- ✓ **Greater Vancouver Sewerage and Drainage District**
- ✓ **Greater Vancouver Water District**
- ✓ **Greater Vancouver Housing Corporation**
- ✓ **Translink**

GVRD governance

- ✓ **GVRD directors exercise governance by:**
 - ✓ **Proposing and adopting bylaws + regulations**
 - ✓ **Proposing and adopting resolutions**
- ✓ **Various statutes regulate the board, including:**
 - ✓ **Local Government Act**
 - ✓ **Community Charter (minor)**
 - ✓ **Greater Vancouver Water Act**
 - ✓ **Greater Vancouver Sewerage and Drainage Act**

GVRD members

	Members	Directors	Votes
GVRD*	22	33	113
Sewerage + drainage	18	29	109
Water	18	29	109

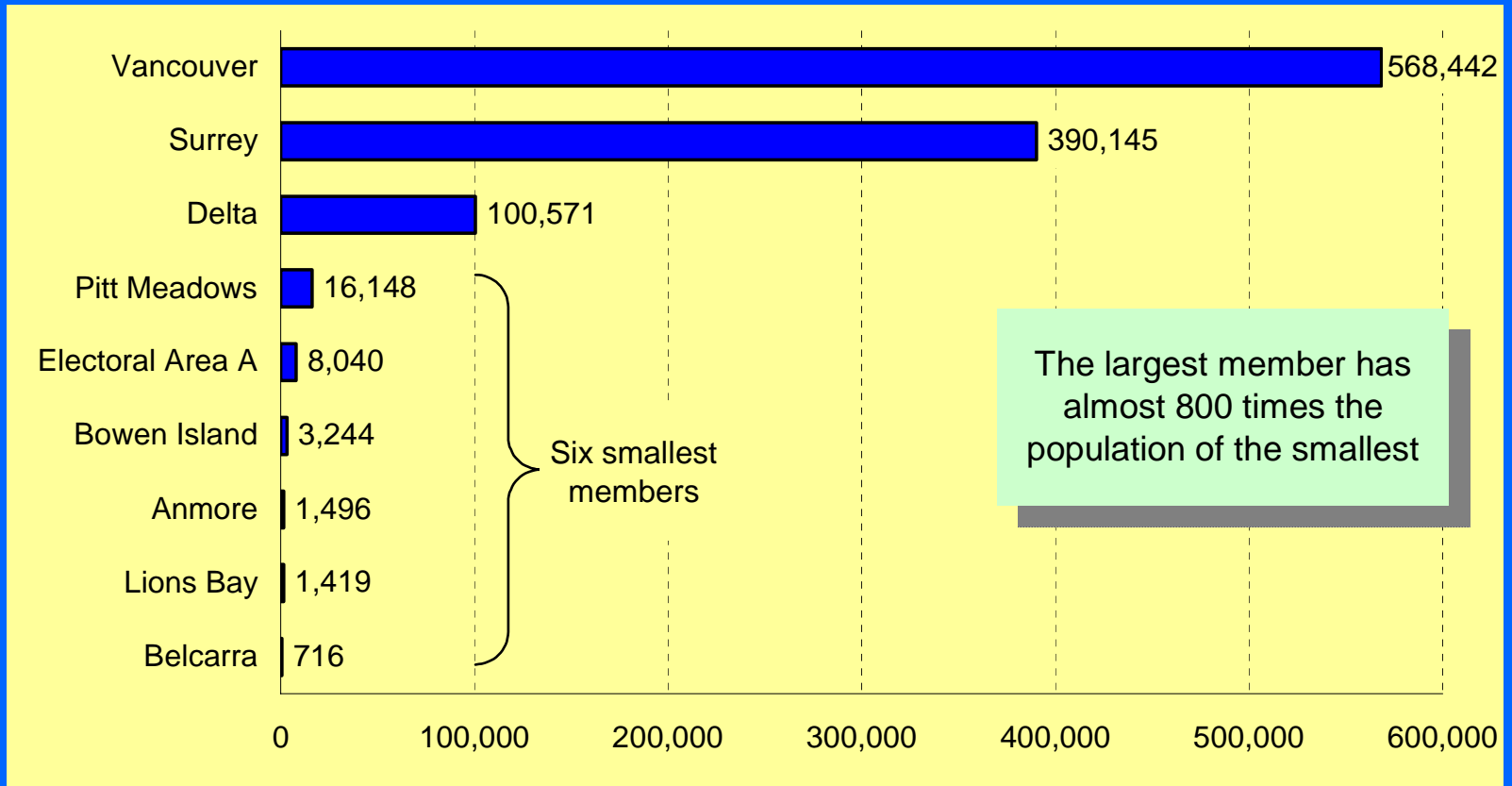
** excludes Abbotsford (parks only: 2 directors and 6 votes)*

GVRD members

Municipalities	Year formed	2003 Pop'n estimate	Land area (hectares)
Anmore	1987	1,496	780
Belcarra	1979	716	517
Bowen Island	1999	3,244	5,031
Burnaby	1892	205,261	8,845
Coquitlam	1891	122,696	12,336
Delta	1879	100,571	16,850
Langley City	1955	24,577	1,018
Langley Township	1873	91,359	30,305
Lions Bay	1971	1,419	233
Maple Ridge	1874	71,359	25,978
New Westminster	1860	59,426	1,538
North Vancouver City	1907	48,136	1,077
North Vancouver District	1891	85,839	16,161
Pitt Meadows	1914	16,148	8,561
Port Coquitlam	1913	57,308	2,876
Port Moody	1913	26,690	2,621
Richmond	1879	174,201	12,420
Surrey	1979	390,145	30,176
Vancouver	1886	568,442	11,309
West Vancouver	1912	42,867	8,909
White Rock	1957	19,539	505
Electoral Area A (2001 est'd pop)	1999*	8,040	84,020
GVRD Totals (excl. Abbotsford)		2,119,479	282,066

* Reduced in size in 1999 when Bowen Island became a municipality

Range of population



Voting strength

- ✓ Decisions based on weighted votes
- ✓ 1 vote for every 20,000 residents
- ✓ Round up
 - ✓ 100 residents = 1 vote
 - ✓ 20,001 residents = 2 votes
- ✓ Most (15 of 22*) have more than one vote

** Excluding Abbotsford*

Directors

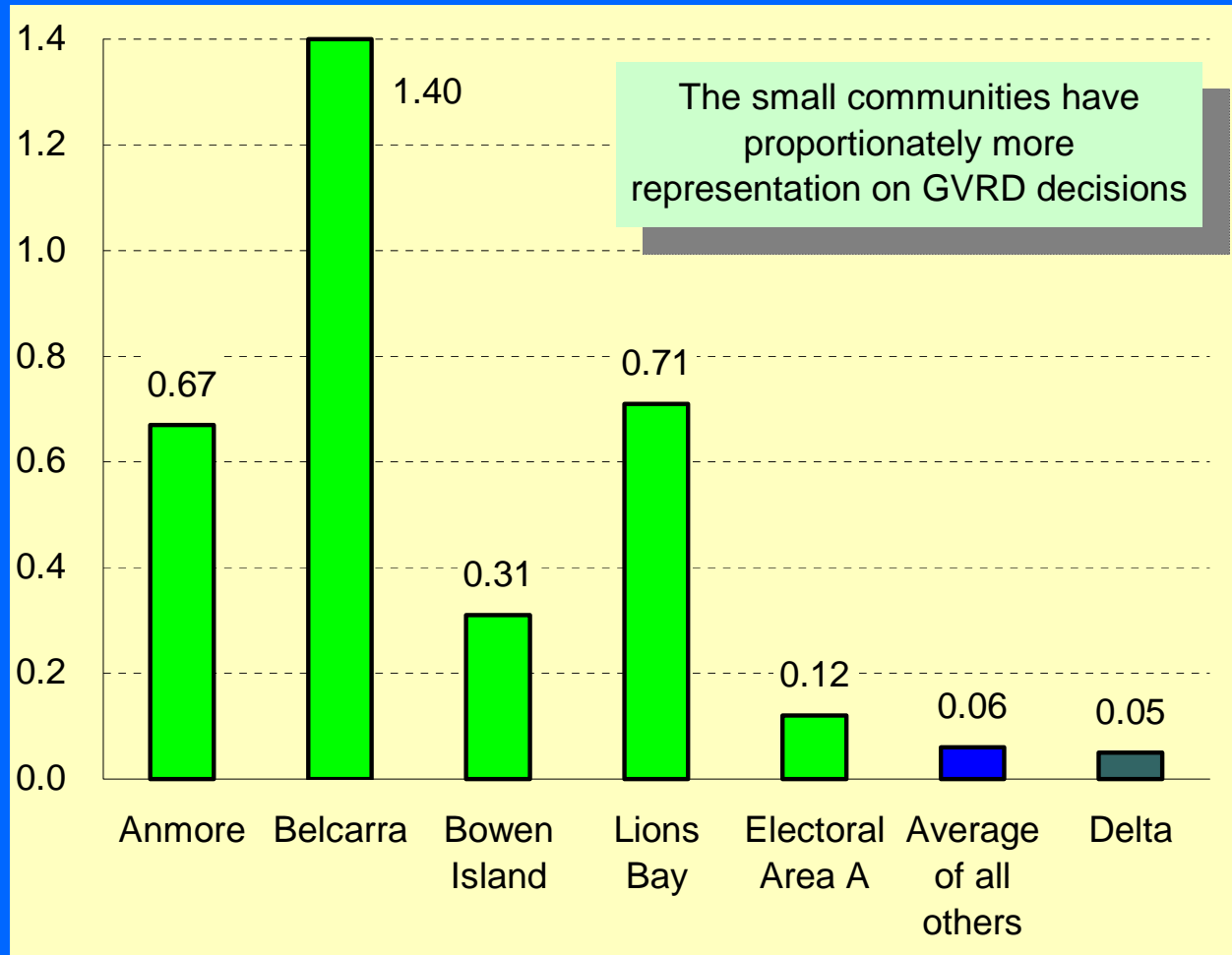
- ✓ 1 director for every 5 votes
- ✓ Round up (6 votes = 2 directors)
- ✓ Example:
 - $62,000 \text{ residents} \div 20,000 = 3.1 \text{ votes, rounded up to } 4$
 - $4 \text{ votes} \div 5 = 0.8 \text{ director, rounded up to } 1$
- ✓ 5 members have 2 or more*
- ✓ Most have one director (17 of 22*)
- ✓ Vancouver has 6 directors; Delta has 1
- ✓ No director can have more than 5 votes

* Excluding Abbotsford

Directors and votes

	GVRD (23 members)		GCSDD (18 members)		Water (18 members)	
	Directors	Votes	Directors	Votes	Directors	Votes
Anmore	1	1			1	1
Belcarra	1	1				
Bowen Island	1	1				
Burnaby	2	10	2	10	2	10
Coquitlam	2	6	2	6	2	6
Delta	1	5	1	5	1	5
Langley City	1	2	1	2	1	2
Langley Township	1	5	1	5	1	5
Lions Bay	1	1				
Maple Ridge	1	4	1	4	1	4
New Westminster	1	3	1	3	1	3
North Van. City	1	3	1	3	1	3
North Van. District	1	5	1	5	1	5
Pitt Meadows	1	1	1	1	1	1
Port Coquitlam	1	3	1	3	1	3
Port Moody	1	2	1	2	1	2
Richmond	2	9	2	9	2	9
Surrey	4	18	4	18	4	18
Vancouver	6	28	6	28	6	28
West Vancouver	1	3	1	3	1	3
White Rock	1	1	1	1		
Electoral Area A	1	1	1	1	1	1
Total for most functions	33	113	29	109	29	109
Abbotsford (parks only)	2	6				
Total	35	119	29	109	29	109

Votes per 1000 residents



Choosing directors

- ✓ **Municipalities:**
 - ✓ **Municipal council selects its director(s)**
 - ✓ **Director must be a member of council**

- ✓ **Electoral Area A:**
 - ✓ **Voters choose the director in special election**
 - ✓ **Election every 3 years (3 year term)**
 - ✓ **Counterpart to election of municipal council**

- ✓ **Each director has an alternate**

Electoral area director

- ✓ **Local-area service bylaw voted on only by directors of affected areas ... but ...**
- ✓ **GVRD has only one electoral area**
- ✓ **LGA: Single director can't be the only one eligible to vote**
- ✓ **Whole board must vote on local matters**

8 Standing committees

- ✓ **Communities committee (7 members)**
- ✓ **Finance Committee (9 members)**
- ✓ **Planning and Environment Committee (9)**
- ✓ **Corporate and Intergovernmental Committee (9)**
- ✓ **Labour Relations Committee (19 members with 3 non-voting)**
- ✓ **Waste Management Committee (9 members)**
- ✓ **Water Committee (9 members)**
- ✓ **Housing Committee (9 members)**

- ✓ **Members need not be GVRD directors (but at least half must be)**

Communities committee

- ✓ Formerly “small communities committee”
- ✓ Focus on smaller member areas
- ✓ 1 Director each from:
 - ✓ Anmore
 - ✓ Belcarra
 - ✓ Bowen Island
 - ✓ Lions Bay
 - ✓ Electoral Area A
 - ✓ North Vancouver City
 - ✓ Vancouver

GVRD Roles and Functions

Two different roles

1. It's a regional government

- ✓ Decisions by a confederation of members
- ✓ Each municipality is basically independent
- ✓ Wide-area functions and interests

2. It's a local government

- ✓ Local services and policies for Area A
- ✓ Fewer local services than other RD's
- ✓ Local role restricted by UBC + UEL status

Regional gov't functions

- ✓ **General gov't services (board, admin, office, etc)**
- ✓ **Air quality**
- ✓ **Labour relations**
- ✓ **Regional parks**
- ✓ **Strategic planning (LRSP)**
- ✓ **9-1-1 telephone service**

- ✓ **Sewage treatment and disposal**
- ✓ **Solid waste management**

- ✓ **Water**

- ✓ **Housing**

Local gov't functions

- ✓ **Functions vary among areas**
- ✓ **Electoral Area A:**
 - ✓ Elections and referendums
 - ✓ Building inspection (except UBC + UEL)
 - ✓ OCP for UBC
 - ✓ Zoning for Howe Sound mainland, Indian Arm, and Pitt Lake
 - ✓ Funding for Fraser Valley library (minor)
- ✓ **Municipal areas:**
 - ✓ Sasamat fire dep't (Anmore + Belcarra)

Functions by area

	Bowen Island	Abbotsford*	All other municipalities	UBC	UEL	Barnston Island	Rest of Area A
Region-wide functions							
General gov't services	✓		✓	✓	✓	✓	✓
Air quality	✓		✓	✓	✓	✓	✓
Hospital planning	✓		✓	✓	✓	✓	✓
Labour relations	✓		✓	✓	✓	✓	✓
Regional parks	✓	✓	✓	✓	✓	✓	✓
Strategic planning			✓	✓	✓	✓	✓
911 Service	✓		✓	✓	✓	✓	✓
Transit	✓		✓	✓	✓	✓	✓
Municipal radio	✓		✓	✓	✓	✓	✓
Public housing	✓		✓	✓	✓	✓	✓
Solid waste disposal [^]	✓		✓	✓	✓	✓	✓
Local area services							
Elections and referenda				✓	✓	✓	✓
General administration				✓	✓	✓	✓
Land use planning - OCP				✓			
Land use planning - zoning							✓
Fraser Valley library funding						✓	✓
Building permits + inspection						✓	✓

* Abbotsford participates only in the regional parks function

[^] Landfill planning and management (not garbage collection)

Membership status

- ✓ **GVRD membership not uniform**
- ✓ **Regional services:**
 - ✓ Not all members belong to sewerage or water district
 - ✓ LRSP does not apply to Bowen Island
- ✓ **Local services:**
 - ✓ UEL is outside GVRD jurisdiction for building inspection, OCP and zoning
 - ✓ GVRD does not do building inspection at UBC

GVRD Finances

Finances

- ✓ **Authority to generate funds like municipalities:**
 - ✓ Property taxes
 - ✓ User fees and levies (water, sewer, garbage)
 - ✓ Permits (various)
 - ✓ Development cost charges (sewer)
 - ✓ Rent (housing)
- ✓ **Regional districts do not get ongoing grants like small municipalities**
- ✓ **Segregated funding**
 - ✓ Each function is independent of others
 - ✓ Funding for one can't be used to another
 - ✓ Municipalities have much more flexibility

Collection of money

- ✓ **GVRD collects fees, permits, and rent directly**
- ✓ **Not a tax collector**
- ✓ **Does not send property tax notices to residents**
- ✓ **For municipalities:**
 - ✓ **Sends tax requisitions to member municipalities**
 - ✓ **They collect tax and send it to GVRD**
- ✓ **For electoral area:**
 - ✓ **Sends tax requisition to province**
 - ✓ **Province collects tax and sends it to GVRD**

Taxes for GVRD functions

- ✓ **General gov't, air quality, parks, labour relations, strategic planning, 9-1-1**
- ✓ **Member's share of tax is based on its tax base**
 - ✓ **If you have 12% of the GVRD tax base, you pay 12% of the total tax**
- ✓ **Hospital multiple used to define tax base**
 - ✓ **\$1 of residential property value = \$1.00 of tax base**
 - ✓ **\$1 of industry value = \$3.40 worth of tax base**
 - ✓ **Ratios set by province**
- ✓ **Same principle used by most municipalities**
 - ✓ **But they choose their own ratios**

Apportionment of taxes

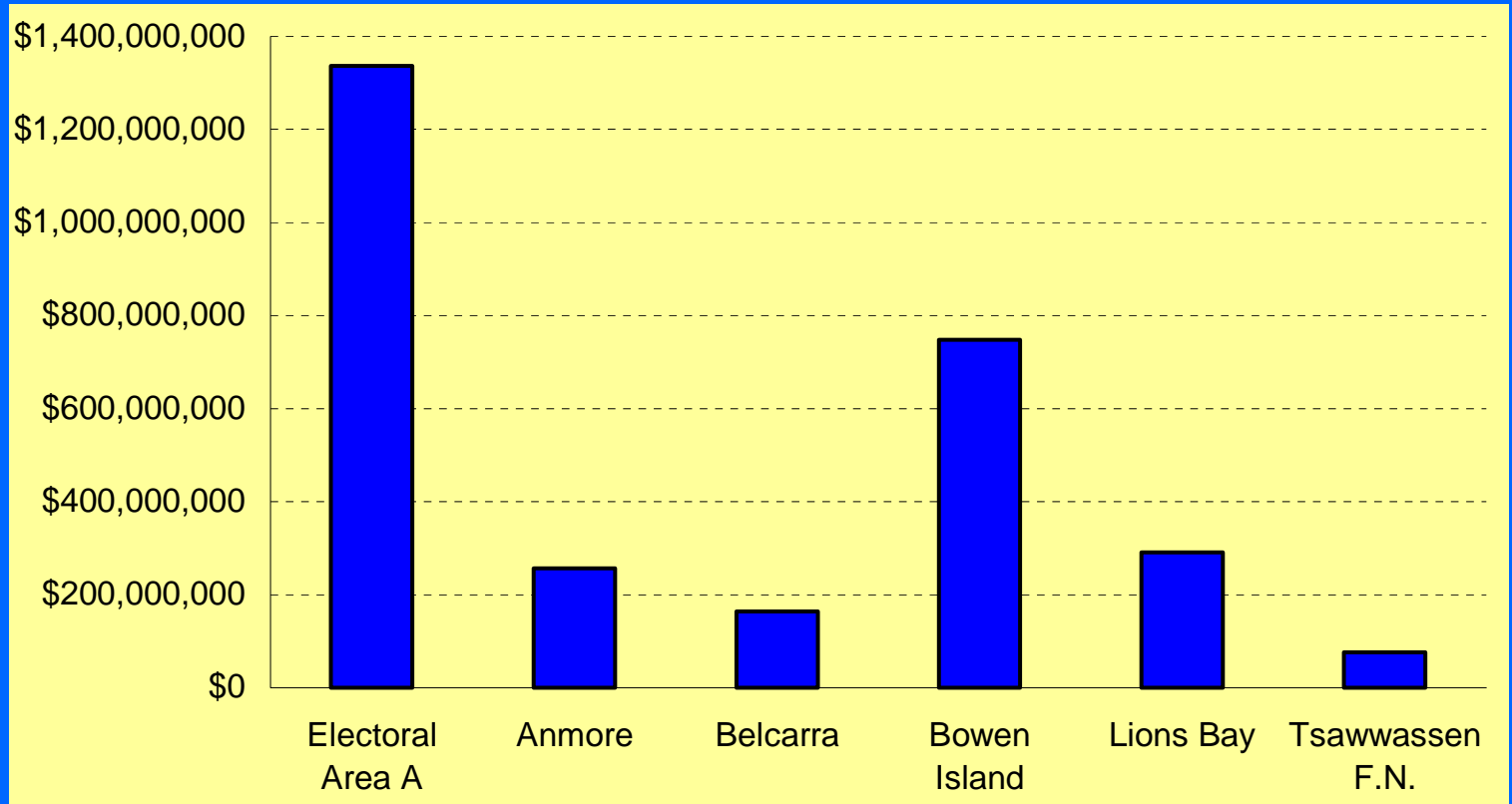
	Weighted tax base* (tax-paying power)	Pct of GVRD total
Anmore	\$256,326,870	0.1%
Belcarra	\$164,632,420	0.1%
Bowen Island	\$747,671,740	0.2%
Burnaby	\$30,212,229,800	9.7%
Coquitlam	\$14,725,814,860	4.7%
Delta	\$14,965,417,560	4.8%
Langley City	\$2,988,195,680	1.0%
Langley Township	\$12,123,185,110	3.9%
Lions Bay	\$290,845,070	0.1%
Maple Ridge	\$6,892,411,030	2.2%
New Westminster	\$6,065,144,740	2.0%
North Van. City	\$7,876,782,380	2.5%
North Van. District	\$14,252,019,350	4.6%
Pitt Meadows	\$1,567,806,950	0.5%
Port Coquitlam	\$6,101,057,260	2.0%
Port Moody	\$3,224,657,450	1.0%
Richmond	\$28,422,903,080	9.2%
Surrey	\$39,829,944,900	12.8%
Vancouver	\$102,967,224,180	33.1%
West Vancouver	\$13,019,787,730	4.2%
White Rock	\$2,585,501,690	0.8%
Electoral Area A	\$1,336,282,090	0.4%
Total	\$310,615,841,940	100.0%

* Weighted using hospital tax rate multiples

Share of the GVRD taxes

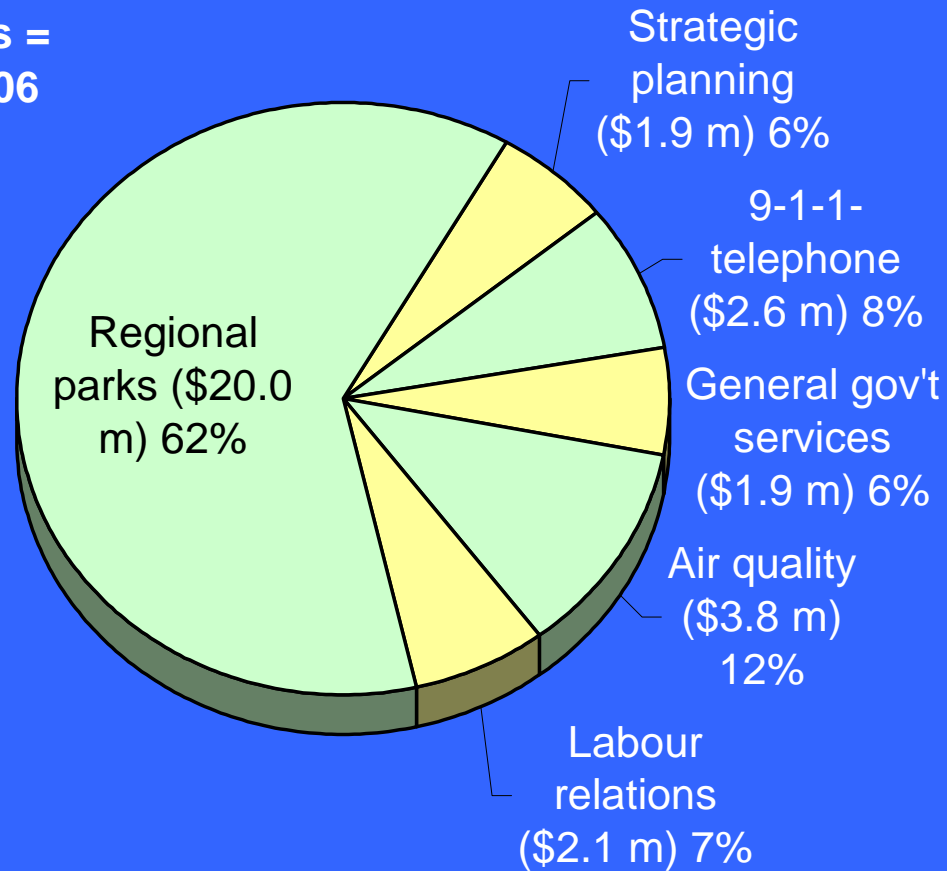
	Pct of GVRD tax base	Pct of GVRD votes	Pct of population
Anmore	0.1%	0.9%	0.1%
Belcarra	0.1%	0.9%	0.0%
Bowen Island	0.2%	0.9%	0.2%
Lions Bay	0.1%	0.9%	0.1%
Electoral Area A	0.4%	0.9%	0.4%
Total, small communities	0.9%	4.5%	0.8%

Small communities tax base

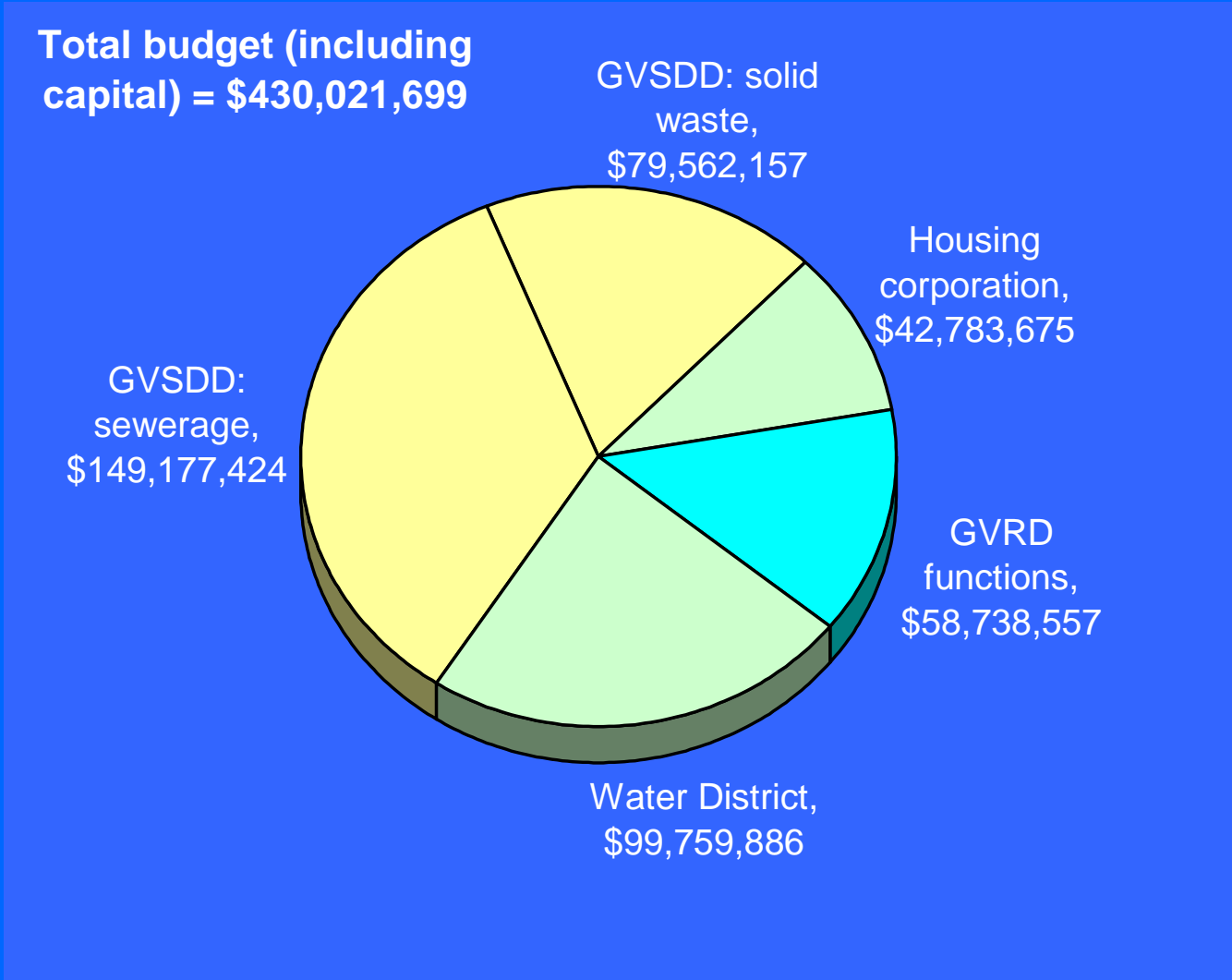


Taxes for GVRD functions

**Total taxes =
\$32,308,606**



Total Budgets



Bowen Island

Decision bodies

- ✓ **Mix of on-island and off-island decision bodies**
- ✓ **On-island bodies:**
 - ✓ **Fire improvement district (locally elected trustees)**
 - ✓ **Water improvement districts (locally elected)**
- ✓ **Off-island bodies:**
 - ✓ **GVRD (1 locally elected director out of 33 on board)**
 - ✓ **Islands Trust (2 locally elected trustees out of 26 on Trust Council)**
 - ✓ **Province (1 MLA elected by with much larger area)**

Service providers – rural status

- ✓ **GVRD was main local service provider**
 - ✓ **Mix of full-island and partial-island services**
- ✓ **Islands Trust: Land use planning**
- ✓ **Province: Roads, subdivision approval, tax collection**
- ✓ **Improvement districts: fire and water**

- ✓ **Not affected by municipal status:**
 - ✓ **GVRD region-wide functions**
 - ✓ **Policing (province)**
 - ✓ **Trust-wide functions**
 - ✓ **School, hospital, MFA, Assessment Authority**

GVRD functions – rural status

	Areas A + C	Bowen only	Parts of Bowen
Elections and referendums	✓		
Bldg inspection	✓		
Grants in aid	✓		
General expenses + admin.	✓		
Soil removal regulation	✓		
Numbering of buildings	✓		
Regulation of rock festivals	✓		
Library funding		✓	
Noise control		✓	
Dog control		✓	
Garbage		✓	
Recreation programming		✓	
Community centre (BICS)		✓	
Community parks		✓	
Cove Bay water supply			✓
Cove Bay water distribution			✓
Snug Cove sewerage			✓
Cates Hill-Valhalla water supply			✓
Queen Charlotte Heights water			✓

GVRD service delivery

- ✓ **Own staff:**
 - ✓ Administration, finance, etc
 - ✓ Building inspection
- ✓ **Contractors:**
 - ✓ Garbage collection
 - ✓ Animal control
 - ✓ Sewage system
- ✓ **Simple funding (no actual service)**
 - ✓ Grants in aid
 - ✓ Bowen library funding
 - ✓ Bowen recreation commission

Why municipal status?

- ✓ **Dissatisfaction with GVRD financial policies**
- ✓ **Awkward to change or initiate GVRD services**
- ✓ **Sense of remoteness from GVRD processes**
- ✓ **Concern over subsidy to Islands Trust**
- ✓ **Sense of remoteness from Trust processes**
- ✓ **Difficult to coordinate services and policies**
- ✓ **Access to infrastructure grants**
- ✓ **Belief in own abilities to manage the community**

Municipal status means ...

- ✓ **Increased autonomy (less reliance on others)**
- ✓ **Increased flexibility for services and funding**
- ✓ **Increased authority (Community Charter, LGA)**
- ✓ **Increased obligations**
 - ✓ **Broader array of service requirements (roads, etc)**
 - ✓ **Centralized administration efforts**
 - ✓ **Some greater risk assumption**

New responsibilities

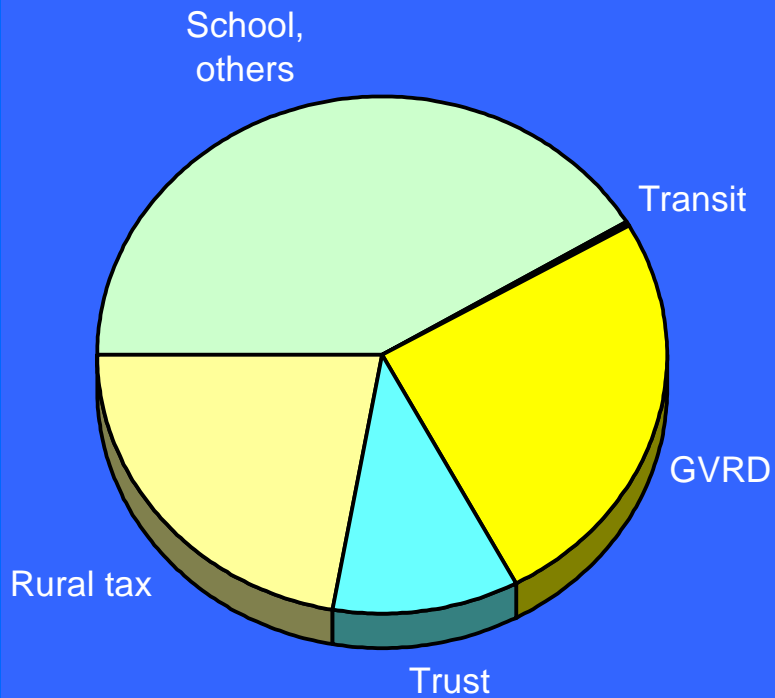
- ✓ Administration (was various bodies before)
- ✓ Fire protection (was improvement district)
- ✓ Road maintenance (was province)
- ✓ Road improvements and capital (was province)
- ✓ Tax collection (was province)
- ✓ Taxation policies (was province)
- ✓ Building inspection and permits (was GVRD)
- ✓ Bylaw enforcement (was GVRD)
- ✓ Parks and recreation (was GVRD)
- ✓ Library funding + other grants (was GVRD)
- ✓ Water and sewer (was GVRD + imp. districts)

Bowen and the GVRD now

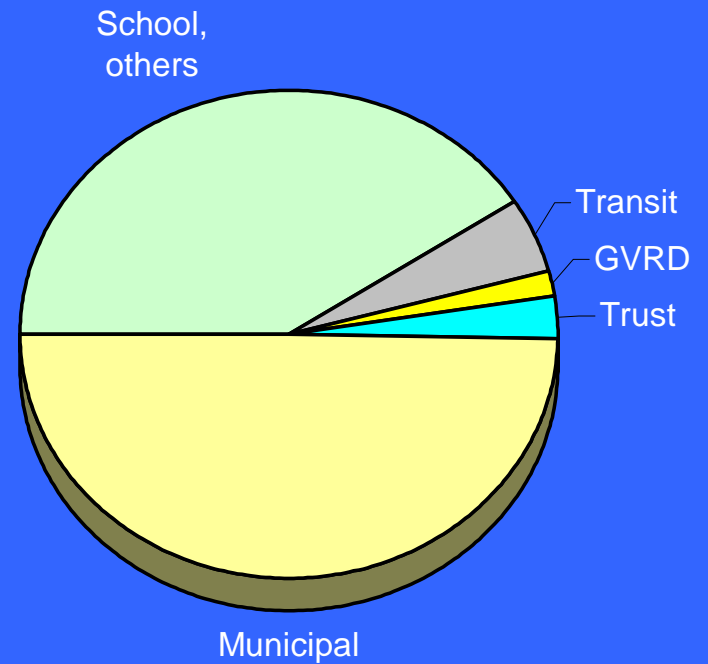
- ✓ **Bowen has its own director on the board**
- ✓ **Pays full taxes for core GVRD services**
- ✓ **Member of the Communities Committee**
- ✓ **Not part of the water or sewerage district**
- ✓ **Exempt from the Livable Region Strategic Plan**
- ✓ **GVRD can concentrate more on regional matters**

Bowen's tax pie

Rural status



Municipal status



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End