



## AMALGAMATION YES

January 24, 2014.

Greetings

In October 2013, Amalgamation Yes presented a report to the Ministry of Community, Sport and Cultural Development setting out a rationale for the amalgamation of the municipalities in the Capital Region. It has provided a basis for our ongoing discussions related to amalgamation in this Capital Region.

The attached report is an updated version of that report to the Province. The data in the document was updated to include 2012 municipal expenditures and the text was modified slightly. The attached report will be made public in the next few days.

This copy of the report is being given to you at this time as a courtesy so you may be aware of its contents before its public release.

Please do not hesitate to contact me if you have any questions or concerns.

Yours Truly,

Earle Anthony, Secretary Amalgamation Yes.

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## **THE RATIONALE FOR AMALGAMATION IN THE CAPITAL REGION**

### **BACKGROUND**

Local government services for the southern urban tip of Vancouver Island are provided by 13 municipalities, with the Capital Regional District (CRD) acting for unorganized areas. There are 13 mayors and 78 councilors (see Chart I), and many of these elected officials serve on the CRD Board and committees or as municipal representatives on other government organizations.

With rapid growth in the last decade, the economic, social and environmental activities of residents in this urban area have become increasingly integrated. For example, half of the workforce residing in Sooke and the West Shore commute daily to the City of Victoria. Residents of the region regularly shop, dine out, recreate, work, attend classes and other institutions in municipalities where they do not live.

The CRD has over 90 separate committees and commissions including: CRD Parks, Peninsula and SEAPARC Recreation facilities, Capital Regional Hospital District Board, CRD Trunk Sewers and Treatment, CRD Watershed Operations/bulk water sales to municipalities, CRD Recycling and Landfill Operations. As a result, there has been significant pressure on the CRD to move from co-ordination to the direct delivery of municipal services.

In addition to the CRD committees, there are also many other boards involved in transit, harbour development, schools, labour relations and libraries.

Past studies<sup>1</sup> on amalgamation in the Capital Region and elsewhere have focussed on the cost of providing specific municipal services by comparing the existing fragmented system to an amalgamated model. While the studies favoured the status-quo, they failed to identify the economic, social and environment impacts of the current fragmented system.

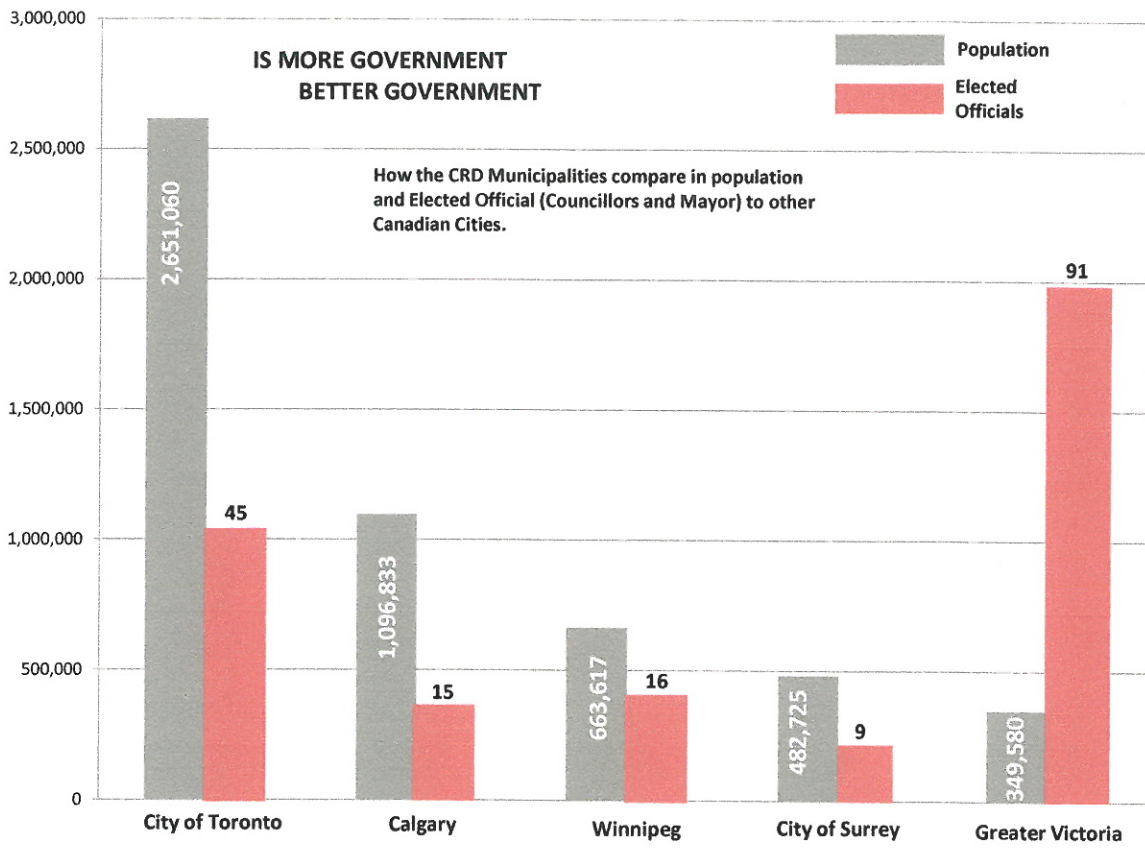
Future studies on the economic impact of amalgamation must broaden the scope from merely comparing the cost of municipal services to considering the total economic consequences of the existing multi-municipal governance structure. New studies must encompass the broad social, environmental, and economic impacts.

It's time to take a fresh look at the issues facing local government in the Capital Region and consider how to deal with them in a more efficient and accountable manner. Future analyses must address the triple bottom line of social, economic and environmental

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<sup>1</sup> e.g. by Dr. Robert Bish, Professor Emeritus, University of Victoria

**Chart 1 - Mayors & Councillors - Greater Victoria & Other Canadian Cities**



benefits. This paper discusses unresolved regional issues, financial issues, and governance.

## UNRESOLVED REGIONAL ISSUES

There are many dysfunctional regional issues created by the existing multi-municipal governance model. Several major unresolved problems are listed below.

### **Policing**

There are four independent municipal police forces: Victoria Police (serves Victoria and Esquimalt), Oak Bay Police, Saanich Police and Central Saanich Police.

There are three separate RCMP detachments policing 6 municipalities under contract: North Saanich, Sidney, Colwood, Langford, View Royal and Sooke.

The RCMP also polices the municipalities of Highlands and Metchosin under a provincial contract.

An integrated police force, serving all 13 municipalities, would require a new and separate independent police board, but it would result in weighted voting representatives from member councils arguing over resource deployment and funding.

Governance of a regional force would be greatly simplified by amalgamation. An integrated regional force could incorporate a community policing model, seeking local public input for specific needs in each patrol district, while providing the benefits of a common command structure.

Recent reports by the Province have highlighted the negative impacts of fractured police services<sup>2</sup>. All attempts by the Provincial Attorney General to achieve amalgamation of police forces in the Capital Region have been strongly resisted by existing municipal councils. Further attempts at integrating the existing seven police forces have been thwarted by one or more municipalities opting out.

*Comment: Amalgamation would result in a unified regional police service. Both the former BC Attorney General and the BC Coroner have cited the benefits and improvements to public safety of a unified force. Economic savings also result from maintaining one regional force with one chief and senior staff. The social benefits of a*

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<sup>2</sup> Commissioner Opal of the *Missing Women Commission of Inquiry* described policing in the CRD as “patchwork”. See also the *Verdict on Coroner's Inquest* into the Lee family deaths.

*responsive, reliable police force will be realized through improved management and coordination of public safety activities.*

## **Emergency Services**

Under the provisions of the BC *Emergency Program Act*, local governments are responsible for providing emergency preparedness, response and recovery to disasters such as floods, dangerous goods spills, earthquakes, tsunamis, major storms and serious weather events. The Province provides assistance through regional operations and provincial oversight.

There are 10 separate municipal plans resulting in 10 separate operation centres that communicate with the Province and each other. The three peninsula municipalities (Central Saanich, North Saanich and Sidney) have one common emergency plan.

Reducing the number of municipalities would provide better leadership, coordination, improved prioritization of regional needs, and simplify the task of the Province. For example, the City of Calgary, a unified city, very effectively handled the recent historic floods within its boundaries.

In the Capital Region there are 6 separate 911 emergency services (three for fire, three for police) with 24/7/365 dispatch centres, as well as numerous temporary emergency operations centre located in different municipalities. While the Capital Region Emergency Service Telecommunications (CREST) system provides a common communications platform, it does not eliminate the need for a common emergency dispatch centre to coordinate emergency service resources. A common 911 and dispatch centre would provide more effective coordination of resources on a daily basis and make more efficient use of communications staff.

*Comment: Fragmentation of emergency services is a significant public hazard, with costly and wasteful duplication of equipment and personnel.*

*Earthquake experts predict the Lower Vancouver Island will experience a major earthquake of magnitude 7 to 9 on the Richter Scale. Such a quake will injure many and kill some people. With the current fragmented emergency response system, many more will die in aftermath of the quake. One can only hope that amalgamation and the integration of emergency response systems will occur before this predicted event.*

## **Fire Protection**

There are 13 separate fire departments serving the 13 municipalities in the CRD. Fire station response areas are determined by municipal boundaries, instead of by which station can provide the fastest response to a fire scene.

Under an amalgamated model, every property in the amalgamated municipality would be served by the nearest fire station, unconstrained by municipal boundaries. Mutual aid agreements are no substitute for an amalgamated fire service. Residential homes and commercial buildings use modern building materials with chemicals requiring up-to-date emergency training and equipment. A small municipality cannot effectively cope with this threat to its residents.

*Comment: The Capital Region of Greater Victoria is a modern city requiring state of the art emergency response systems and equipment.*

## **Transportation**

Automobiles are the major mode of travel in the Capital Region, supplemented by public transit, and to a lesser but growing extent, bicycles. The Trans Canada Highway to the West Shore is clogged at peak hours, and Highway 17 to the airport and ferry terminals is at capacity.

In recent years over \$5 million have been spent on transportation studies, to no avail. Each municipality focusses on solving traffic problems within its borders and has no motivation to deal with the emerging regional traffic nightmare. There has been no coordinated attempt to engage the Province to participate.

Furthermore, two major bridges, Johnson Street and Craigflower Road, are under reconstruction to ease traffic congestion primarily coming from, or going to or through, Esquimalt. Esquimalt does not contribute to the cost of these structures.

Public transportation is provided by the Victoria Regional Transit Commission (VRTC), a board of 7 local municipal representatives appointed by Order in Council pursuant to the *BC Transit Act*. Victoria and Saanich have two representatives each, giving them effective control.

According to 2006 and 2011 census data and figures provided by the CRD (see Appendix 1), the Peninsula municipalities grew at an overall rate of 1.7%, the Core municipalities by 1.5% and West Shore municipalities by 17.4%. The fastest growing region, which is also the area experiencing the greatest traffic congestion, has only one VRTC representative.

In addition, the VRTC sets an annual transit property tax levy that is considered by many to be taxation without representation. Amalgamation would result in planning and management of transit and road construction for a larger urban area, and would be more responsive to coordinating overall regional needs.

*Comment: The economic, social and environmental impacts of the daily traffic congestion are difficult to quantify, but they are very real and growing. Amalgamation would bring a regional focus to transportation and integrate transit and highway planning, as well as better serving the needs of pedestrians, cyclists and trail users (Lochside, Galloping Goose)*

### **Homelessness**

The population of homeless people in the downtown core and elsewhere is growing. This lamentable social problem represents a major black mark for the region. The strategy for dealing with homelessness in most of the Capital Region municipalities is to provide transportation to downtown Victoria.

Attempts to develop a regional plan to provide services for the homeless have proven to be weak and inadequate. (see Appendix 2). The costs of dealing with homelessness and self medicated mentally ill individuals falls mainly to the residents of the City of Victoria (Chart 2). The fragmented multi-municipal voices have been ineffective in encouraging the Province to fulfill its responsibilities and provide funding and services to assist with this problem.

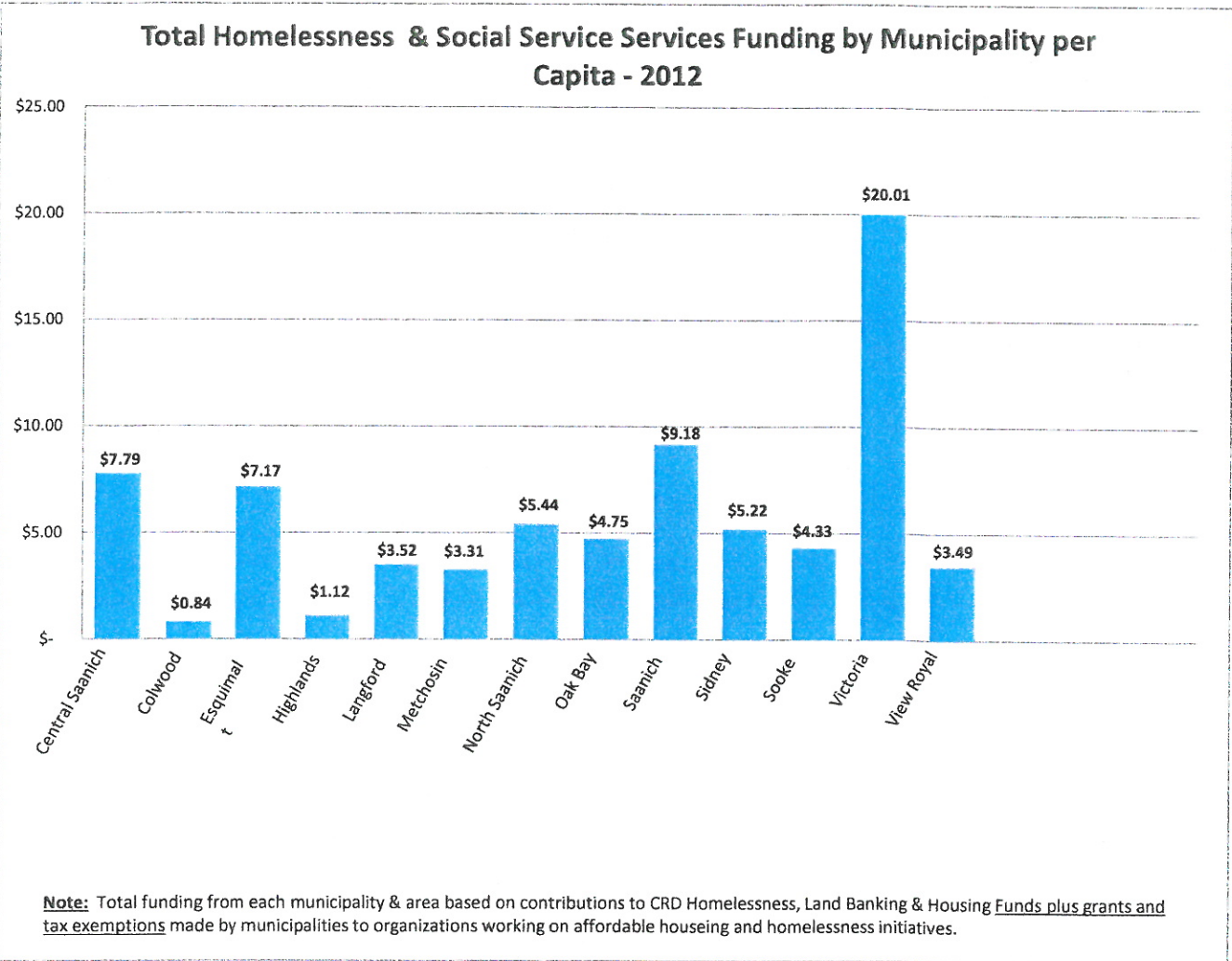
*Comment: The social and economic impact of the homeless populations is undeniable. Amalgamation would bring a regional focus to this problem and offer a wider array of venues for treatment and recovery facilities. A unified municipal voice would also be more effective in assisting the Provincial Government to honour its obligations regarding the handicapped and addicted.*

### **Duplication of Services**

Each municipality in the region has unique zoning and building inspection requirements, and planning is conducted with no reference to neighbouring municipalities.

There are over 20 municipal Official Community Plans and 522 separate zoning bylaws in the Capital Region. Builders and tradespeople must comply with up to 13 inspection and building permit processes. There is no effective regional plan to guide urban residential growth, commercial centres and key transportation corridors. The existing CRD Growth Strategy is often ignored or challenged. The CRD serves as a central repository for municipal plans but has no authority to assess, develop or fund regional

Chart 2 - Municipal Spending on Homelessness & Social Services by Municipality





development priorities such as transportation, sewage, public transit, residential growth and social housing.

Local construction associations have unofficially estimated that the confusion resulting from this duplication adds significant costs to dwelling units in the region. Affordable housing is a major challenge in the Capital Region, both for young people and those living on the edge of poverty.

*Comment: An integrated set of zoning and building approval systems would reduce these imbedded building costs in the Capital Region. The total economic impact of lack of standardization of building construction requirements is considered to be significant.*

### **Parks, Recreation, and Cultural Facilities**

Recreation centre capital and operating costs are the responsibility of each municipality and are not shared across the region, with the exception of the Peninsula Recreation Centre operated by the CRD, and the West Shore Recreation Commission that operates facilities for the West Shore residents.

The costs of facilities such as the Save-on-Foods Memorial Arena and the Royal/MacPherson Theatres, which serve the entire region, are funded by Victoria taxpayers. Only 25% of Victoria Curling Club members live in the City of Victoria. Libraries, art galleries, culture and sports facilities are not “metro scale”. That is, they are inadequate for a capital city with a population of 350,000. Many key facilities are substandard, with upgrades or replacements needed, but the current governance structure precludes fair cost sharing.

*Comment: The social and economic benefits to regional funding and management of these facilities are difficult to quantify. However, economic benefits from sports and entertainment events hosted in a venue worthy of the urban capital city of British Columbia would be considerable.*

### **Sewage Treatment**

The region was ordered to meet federal government regulations by establishing effective secondary treatment by 2018. The current initiative is under the auspices of the CRD with representation from 7 core municipalities. This infrastructure project, the largest in the history of the Capital Region, is estimated to cost \$750 million. It will have a significant impact on real property taxes in the participating municipalities.

There have been numerous conflicts among the municipalities and the CRD committee on issues such as location of facilities, compensation to municipalities, engineering and technology. Once built, there will be major ongoing conflicts regarding upgrades to

supply sewer lines, and replacement of combined storm and sanitary sewer lines<sup>3</sup>. Furthermore, the allocation of excess treatment facility capacity among the 7 municipalities is already a point of serious controversy. The CRD will be hard pressed to deal with these matters.

*Comment. Municipal amalgamation would result in greater transparency and accountability for planning and implementing a sewer treatment system, and allocating costs and capacity. The current phase of siting and constructing the facilities is only beginning. Operation, maintenance and source control will be much more difficult and require the CRD to have full municipal powers of land use and zoning. The result will be confusion, an expensive operation and a direct threat to the environment.*

### **Municipal Boundaries**

The Capital Region has numerous meaningless municipal boundaries. The University of Victoria, Camosun College (Lansdowne), Victoria General Hospital and Royal Jubilee Hospital all span more than one municipality. Boundaries divide residential and commercial streets and there are oddities like the Saanich panhandle located north of Royal Jubilee Hospital.

Some residents must seek services and building approvals from more than one municipality. Residents often cannot deliver garden waste or recyclables to the nearest depot. Some of these boundaries were established more than 100 years ago (Victoria, Saanich, Oak Bay and Esquimalt). Others were established later for the purpose of fire protection when the areas were rural (Sooke, Metchosin, Colwood, Langford, and View Royal).

*Comment. Municipal amalgamation would solve most of these problems.*

### **Nuisance Wildlife**

The ballooning deer population in the Capital Region is a severe problem causing major financial costs and losses to farmers and residents. Canada Geese populations are destroying recreational areas. Current municipal plans are ineffective and often comical. No regional strategy has emerged following a multitude of studies over the past two years. Plans for culling, sterilizing and/or relocating deer have bounced back and forth between municipalities and the CRD, with no resolution in sight.

*Comment. The current ineffective management of these two issues has economic and environmental impacts on the taxpayers of the Capital Region.*

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<sup>3</sup> e.g. the average age of City of Victoria sewer mains is 68 years, and many sewer lines in Oak Bay are combined.

## **FINANCIAL ISSUES**

### **Infrastructure Funding**

The current array of federal Government of Canada infrastructure funding programs is targeted to large and small municipalities. Most of the funding is granted through successful application from a municipality. It is therefore uncertain that an amalgamated city would receive more federal infrastructure funding. However, a larger, stronger, unified municipal voice would address regional priorities and present a more cohesive, comprehensive and persuasive proposal. This lack of a unified voice from the municipalities in the Capital Region has been a barrier when pressing the Province for highway improvements and much needed interchanges.

*Comment: Following amalgamation, the projects submitted for infrastructure funding would be those that represent regional priorities and would therefore result in a more effective allocation of limited Federal and Provincial funds directed to the highest regional need.*

### **Municipal Staff Costs**

One approach to forecasting staff costs for one or more amalgamated cities is to compare the sum of all salary and benefits paid by the 13 municipalities with a single municipality of similar size.

The Municipality of Surrey is slightly smaller geographically, but has a significantly larger population (483,000) compared to the Capital Region (350,000). Chart 3 compares the salary and benefit structure of each for 2012. The costs exclude policing and fire protection, as these costs are not provided in the Statements of Financial Information.

Annual remuneration for Surrey employees is \$21 million lower (15% lower) than the combined remuneration for the employees of 13 municipalities in the Capital Region. Note that Surrey is supplying services to 33% more people.

The annual salary and expenses of the elected officials in Surrey is \$800,000, compared with \$2 million for the elected officials in the Capital Region municipalities.

*Comment: The salary and expenses of staff and elected officials in Surrey municipality are markedly lower than similar costs in the Capital Region municipalities. When the higher population in Surrey is considered, the difference becomes significant. The per capita cost of elected officials in the Capital Region is more than 5 times that of Surrey.*

### Chart 3 - Surrey Versus Greater Victoria's 13 Municipalities - 2012 Financials

Following are some significant comparators:

| ITEM:  | City of Surrey           | CRD's 13 Municipalities  | Difference                |
|--|--------------------------|--------------------------|---------------------------|
| Population in 2012 - BC Stats Estimate for 2012 - Demographic Analysis Section                           | 482,725                  | 349,580                  | 133,145                   |
| 2006 to 2011 Rate of Growth - Canada Census 2006 & 2011  | 18.55%                   | 4.35%                    |                           |
| General Mun Property Taxes in 2012   | \$ 235,659,261.00        | \$ 308,776,614.00        | \$ (73,117,353.00)        |
| Mun Property Taxes Per Capita  | \$ 488.19                | \$ 883.28                | \$ (395.09)               |
| Total Property Taxes 2012 - includes Gen Mun, BC Transit or Translink, Regional Districts, Schools, etc. | \$ 484,606,050.00        | \$573,094,054.00         | \$ (88,488,004.00)        |
| Total All Property Taxes per Capita  | 1,003.90                 | \$1,639.38               | \$ (635.48)               |
| <b>Employee Remuneration in 2012 - excluding Police &amp; Firefighters</b>                               | <b>\$ 112,634,915.00</b> | <b>\$ 134,058,221.00</b> | <b>\$ (21,423,306.00)</b> |
| Number of Council Members  | 9                        | 91                       | -82                       |
| 2012 Council Salary & Expenses   | \$ 799,300.00            | \$ 2,007,981.00          | \$ (1,208,681.00)         |
| # of Firefighters 2012   | 367                      | 311                      | 56                        |
| # of Firefighters (Paid over \$75K)  | 353                      | 288                      | 65                        |
| Remuneration to Firefighters over \$75,000   | \$ 34,517,315.00         | \$ 27,382,966.00         | \$ 7,134,349.00           |
| Police Budgets 2011 (See Note 1)   | \$ 107,172,408.00        | \$ 89,517,105.00         | \$ 17,655,303.00          |
| Authorized Police Strength (Note 2)  | 651                      | 530                      | 121                       |
| Building Permit Value 2006-2012  | \$ 8,693,919,227.00      | \$ 5,106,993,481.00      | \$ 3,586,925,746.00       |
| Long Term Debt - End of 2012   | \$ 175,478,000.00        | \$ 163,431,820.00        | \$ 12,046,180.00          |
| Long Term Debt per Capita  | \$ 363.52                | \$ 467.51                | \$ (103.99)               |
| 2012 Cash & Investments  | \$ 745,602,000.00        | \$ 411,283,994.00        | \$ 334,318,006.00         |
| 2012 Total Financial Assets  | \$ 901,138,000.00        | \$ 507,356,510.00        | \$ 393,781,490.00         |
| 2012 Financial Assets Per Capita   | \$ 1,866.77              | \$ 1,451.33              | \$ 415.44                 |
| Investment Income in 2012  | \$ 19,410,000.00         | \$ 7,795,758.00          | \$ 11,614,242.00          |

**Note 1:** The latest Police budget figures as of December 2013 are for calendar year 2011. These are published by the Ministry of Justice, Police Services Branch report titled Police Resources in British Columbia 2011

**Note 2:** Authorized strength figures for Police Agencies is for 2011. These figures are contained in the Ministry of Justice, Police Services Branch report titled Police Resources in British Columbia 2011.

*It is difficult to determine the exact amount of savings to be realized following amalgamation, but the potential for lowering the cost of municipal services is clear.*

### **Municipal Debt**

The total long-term debt per capita in each of the 13 Capital Region municipalities on December 31, 2012 is shown on Chart 4. The highest debt is incurred in Langford at \$968 per capita, and the lowest in Metchosin at \$4 per capita. The average for the Capital Region is \$467 per capita.

For comparison purposes, the debt load of the Municipality of Surrey is \$364 per capita.

*Comment: It is difficult to draw conclusions from this data. Those municipalities with high debt are those that recently experienced growth and borrowed for road, sewers, and other services. The older municipalities have, over time, paid down debt, but have older infrastructure and some in need of replacement. A detailed study would be required to prepare options for cost sharing under each amalgamation option.*

### **Municipal Taxes**

A summary of the municipal taxes collected in 2012 in each of the 13 Capital Region municipalities and the Municipality of Surrey is shown in Appendix 3.

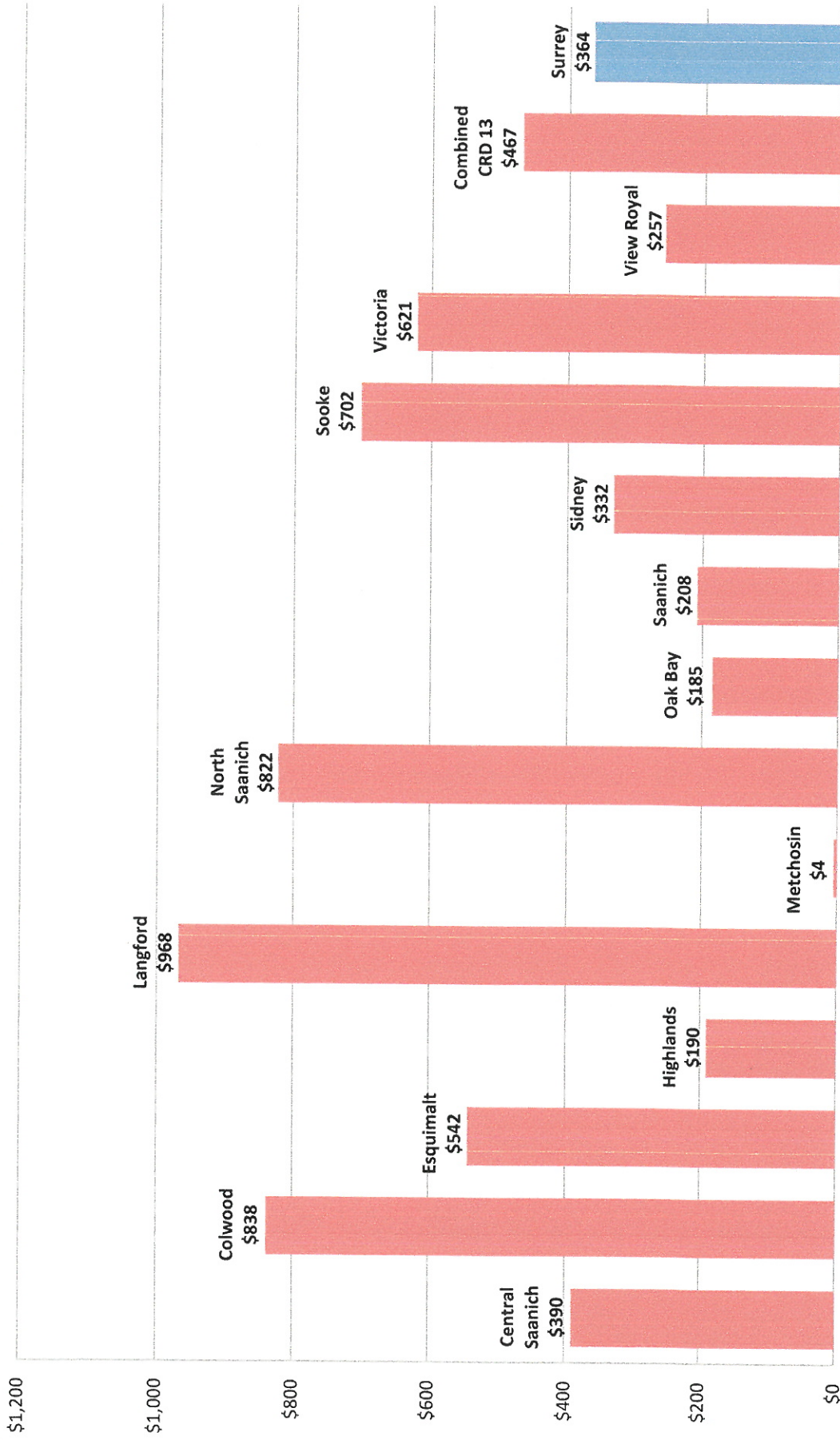
The per capita municipal tax rate in the Capital Region ranged from \$385 in Metchosin to \$1,284 in the City of Victoria. The level of service partially explains the range within the Capital Region. In rural communities, such as Metchosin, the level of municipal service is low, as are taxes. In urban and residential areas, such as the City of Victoria, municipal taxes are much higher.

The average per capita municipal tax rate in the Capital Region in 2012 was \$883, compared to \$488 per capita in the Municipality of Surrey, a difference of \$395 per capita.

*Comment: The data in Appendix 3 indicates that there will be a period of adjustment following amalgamation to allow for taxation and services to come into balance. Furthermore, as amalgamation is being implemented, some initial additional costs will be incurred related to integration of the assets. In other similar situations, the Province has assisted with transition funding.*

*The average per capita municipal tax rate in the Capital Region is 81% higher than the same rate in the Municipality of Surrey. This difference is directly related to the difference in efficiency of governance and service delivery in the two jurisdictions.*

**Chart 4 - 2012 Total Long Term Per Capita Debt as of Dec 31, 2012  
Surrey versus the CRD 13 combined**



**Data Sources -** Ministry of Community, Sport and Cultural Development - Schedule 601.1 Long Term Debt and Debt Charges as of Dec 31, 2012  
Population Stats - Demographic Analysis Section, BC Stats, Ministry of Citizen's Services and Open Government - for Dec/2012

## **Municipal Funding**

At the recent Union of British Columbia Municipalities (UBCM) meetings in Vancouver, the municipalities requested additional funds and options to meet the costs of providing municipal services. There were very few suggestions on how to provide municipal services more efficiently.

*Comment: Before any consideration is given to increasing the tax burden in the Capital Region, a close and careful look must be taken at the existing governance model and the options for increasing accountability, more effective use of existing tax revenues and efficiency of delivery through amalgamation.*

## **GOVERNANCE**

Regional districts, formed over 40 years ago, were intended to assume a coordinating role among municipal agencies and electoral areas, to provide some municipal services in unincorporated areas such as planning and parks, to collect District Hospital taxes and to act as agents for municipalities when borrowing from Municipal Finance Authority. The Provincial Government was emphatic that regional districts were not to become a fourth level of government.

Provincial legislation has specific impediments to the evolution of regional districts into mega-municipalities. First, a regional district has very limited direct taxing authority. Second, a regional district can only provide municipal services with the agreement of the member municipalities. Third, the directors, except in the rural areas, are appointed by the municipalities rather than elected directly. However, as some regional districts become more deeply involved in municipal service delivery, these impediments become a serious problem, particularly the lack of direct accountability to the electorate.

*Comment: The CRD has assumed responsibility for a number of inter-municipal service delivery roles, primarily because there are too many municipalities in the Capital Region. This is not a role that the Province intended when the regional district model was created. Further, the CRD is not directly accountable to the electorate and frustration is growing rapidly. As noted, major regional issues such as transportation, policing, and homelessness are not adequately managed. As a result, streamlining local government through amalgamation has become a priority for many residents.*

*It is noteworthy that the Greater Vancouver Regional District has been recently renamed to Metro Vancouver. A similar Metro Victoria is not desired. The residents of the Capital Region do not want nor need a fourth level of government.*

It is too early to determine what form the optimum model of municipal service delivery would take. More study is required to identify the advantages and disadvantages of various options. When these studies are complete, the voters will be in a position to make a choice through a region-wide democratic vote.

*Comment: It has been argued that the above regional issues can be resolved by improved co-operation among the existing municipalities and through better integration of municipal services across the region. However experience has shown that municipalities tend to co-operate and integrate services as long as it's in their interest. Rarely has one municipality willingly sacrificed resources for an extended period of time to benefit another part of the region. If integration were the answer, it would already be in place.*

*The cornerstones of any new municipal structure in the Capital Region should be efficiency, effectiveness and accountability. The existing fragmented structure achieves none of these.*

*The intent of the existing Provincial legislation is to give local residents a voice in the structure of municipal government. In the Capital Region the time has come to let that voice be heard.*



## CONCLUSION

There are many regional issues not effectively addressed by the existing fragmented municipal system in the Capital Region. As a result, scarce public resources are squandered, the economic potential of the region is constrained, social problems continue to fester, and environmental risks increase.

A complete analysis of the financial implications of amalgamation must be undertaken. Municipal governance models must be examined. The advantages and disadvantages of each option must be identified and discussed with the residents of the region. Informed residents can then decide in a region-wide democratic vote.

*Comment: While there are a number of issues that require closer examination, this document contains a sufficient basis to justify a study, as prescribed in legislation, prior to a vote by the taxpayers of the Capital Region on the municipal governance options.*

Earle Anthony, Secretary  
Amalgamation Yes  
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# Appendix 1

## Victoria Area Population Statistics (BC Stats) - 2006 through 2012:

| Municipality:   | CANADA CENSUS DATA                      |                |                | 2006/2011<br>Percent Change: |             |
|-----------------|---|----------------|----------------|------------------------------|-------------|
|                 | BC Stats Estimate<br>Population (2012): | 2006           | 2011           |                              | Growth:     |
| Saanich         | 113,399                                 | 108,265        | 109,752        | 1,487                        | 1.4%        |
| Victoria        | 82,732                                  | 78,057         | 80,017         | 1,960                        | 2.5%        |
| Langford        | 31,195                                  | 22,459         | 29,228         | 6,769                        | 30.1%       |
| Oak Bay         | 18,530                                  | 17,908         | 18,015         | 107                          | 0.6%        |
| Esquimalt       | 16,851                                  | 16,840         | 16,209         | -631                         | -3.7%       |
| Colwood         | 16,614                                  | 14,687         | 16,093         | 1,406                        | 9.6%        |
| Central Saanich | 16,465                                  | 15,745         | 15,936         | 191                          | 1.2%        |
| Sidney          | 11,551                                  | 11,315         | 11,178         | -137                         | -1.2%       |
| Sooke           | 12,172                                  | 9,704          | 11,435         | 1,731                        | 17.8%       |
| North Saanich   | 11,439                                  | 10,823         | 11,089         | 266                          | 2.5%        |
| View Royal      | 9,806                                   | 8,768          | 9,381          | 613                          | 7.0%        |
| Metchosin       | 4,989                                   | 4,795          | 4,803          | 8                            | 0.2%        |
| Highlands       | 2,203                                   | 1,903          | 2,120          | 217                          | 11.4%       |
| <b>Total</b>    | <b>347,946</b>                          | <b>321,269</b> | <b>335,256</b> | <b>13,987</b>                | <b>4.4%</b> |

| West Shore Population Stats: |                                      |               |               | 2006/2001<br>Percent Change |                  |
|------------------------------|--------------------------------------|---------------|---------------|-----------------------------|------------------|
| Municipality                 | BC Stats Estimate<br>Population 2012 | 2006 Census   | 2011 Census   |                             | Growth (2006/11) |
| Langford                     | 31,286                               | 22,459        | 29,228        | 6,769                       | 30.1%            |
| Colwood                      | 16,614                               | 14,687        | 16,093        | 1,406                       | 9.6%             |
| Sooke                        | 12,172                               | 9,704         | 11,435        | 1,731                       | 17.8%            |
| View Royal                   | 9,806                                | 8,768         | 9,381         | 613                         | 7.0%             |
| Metchosin                    | 4,984                                | 4,795         | 4,803         | 8                           | 0.2%             |
| Highlands                    | 2,203                                | 1,903         | 2,120         | 217                         | 11.4%            |
| <b>West Shore Total</b>      | <b>77,065</b>                        | <b>62,316</b> | <b>73,060</b> | <b>10,744</b>               | <b>17.2%</b>     |

Source: 2006 & 2011 Population Statistics from Stats Canada (Census)

Source: 2012 - CRD Population estimates

**Appendix 2**

**Local Government Support for Regional Homeless & Social Issues (Revised Sept 13, 2013):**

| Municipality:                | Community Health - Homelessness Sec - 1.224 CRD Requisition | Land Banking & Housing 1.310 CRD Requisition | Regional Housing Trust Fund 1.311 CRD Requisition | Greater Victoria Coalition to End Homelessness Funding | Habitat for Humanity | Community Social Planning Council of Greater Victoria | Garth Homer Society | Greater Victoria Development Agency | Esquimalt Neighbourhood House Society | Beacon Community Services |
|------------------------------|---|--|---|--|----------------------|---|---------------------|-------------------------------------|---------------------------------------|---------------------------|
| Central Saanich              | \$ 9,838.00   | \$ 9,888.00                                  | \$ 47,824.00                                      |  |                      |   |                     |                                     |                                       |                           |
| Colwood                      | \$ 7,072.00   | \$ 7,108.00                                  |   |  |                      |   |                     |                                     |                                       |                           |
| Esquimalt                    | \$ 6,560.00   | \$ 6,594.00                                  | \$ 40,953.00                                      |  |                      | \$ 1,500.00   |                     |                                     | \$ 5,000.00                           |                           |
| Highlands                    | \$ 1,298.00   | \$ 1,305.00                                  | by donation                                       |  |                      |   |                     |                                     |                                       |                           |
| Langford                     | \$ 16,816.00  | \$ 16,902.00                                 |   |  |                      |   |                     |                                     |                                       |                           |
| Metchosin                    | \$ 2,330.00   | \$ 2,342.00                                  | \$ 12,930.00                                      |  |                      |   |                     |                                     |                                       |                           |
| North Saanich                | \$ 9,241.00   | \$ 9,288.00                                  | \$ 38,913.00                                      |  |                      |   |                     |                                     |                                       | \$ 3,000.00               |
| Oak Bay                      | \$ 13,234.00  | \$ 13,301.00                                 | \$ 58,492.00                                      |  |                      |   |                     |                                     |                                       |                           |
| Saanich                      | \$ 59,036.00  | \$ 59,339.00                                 | \$ 306,082.00                                     |  |                      | \$ 20,467.00  | \$ 72,180.00        | \$ 30,000.00                        |                                       | \$ 60,000.00              |
| Sidney                       | \$ 7,751.00   | \$ 7,791.00                                  | \$ 35,996.00                                      |  |                      |   |                     |                                     |                                       | \$ 5,500.00               |
| Sooke                        | \$ 5,020.00   | \$ 5,046.00                                  | \$ 28,878.00                                      |  |                      |   |                     |                                     |                                       |                           |
| Victoria                     | \$ 53,367.00  | \$ 53,640.00                                 | \$ 249,308.00                                     | \$ 100,000.00  |                      | \$ 16,590.00  |                     |                                     |                                       | \$ 30,000.00              |
| View Royal                   | \$ 4,726.00   | \$ 4,750.00                                  | \$ 25,358.00                                      |  |                      |   |                     |                                     |                                       |                           |
|                              |   |  |   |  |                      |   |                     |                                     |                                       |                           |
|                              |   |  |   |  |                      |   |                     |                                     |                                       |                           |
|                              |   |  |   |  |                      |   |                     |                                     |                                       |                           |
| <b>Sub-Total</b>             | \$ 196,289.00   | \$ 197,294.00                                | \$ 844,734.00                                     | \$ 100,000.00  | \$ -                 | \$ 38,557.00  | \$ 72,180.00        | \$ 30,000.00                        | \$ 5,000.00                           | \$ 98,500.00              |
| <b>CRD Contributions</b>     |   |  |   | \$ 225,025.00  | \$ 30,000.00         |   |                     |                                     |                                       |                           |
| <b>Total - including CRD</b> | \$ 196,289.00   | \$ 197,294.00                                | \$ 844,734.00                                     | \$ 325,025.00  | \$ 30,000.00         | \$ 38,557.00  | \$ 72,180.00        | \$ 30,000.00                        | \$ 5,000.00                           | \$ 98,500.00              |

**Note 1:** Population count does not include First Nations as no requisition for Homelessness is made by CRD for people living on First Nations Lands

**Above details obtained from the following sources:**

1. Annual Financial Statements from each of the 13 Municipalities and the CRD
2. Statements of Financial Information from each of the 13 Municipalities and the CRD.
3. CRD Requisition from the 13 municipalities and 3 Electoral Areas

| Municipality    | Greater Victoria Housing Society | Our Place    | Pacifica Housing Advisory Association | PEERS       | Ready to Rent BC Association | Saanich Neighbourhood Place | Victoria Restorative Justice | Victoria Rainbow Kitchen Society | Victoria Foundation | Victoria Youth Empowerment Society | Fernwood Neighbourhood Resource Group Society |
|-----------------|----------------------------------|--------------|---------------------------------------|-------------|------------------------------|-----------------------------|------------------------------|----------------------------------|---------------------|------------------------------------|---|
| Central Saanich |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Colwood         |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Esquimalt       |                                  |              |                                       | \$ 1,000.00 |                              |                             | \$ 5,000.00                  | \$ 10,000.00                     |                     |                                    |   |
| Highlands       |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Langford        |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Metchosin       |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| North Saanich   |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Oak Bay         |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Saanich         |                                  |              |                                       |             |                              | \$ 9,100.00                 |                              |                                  |                     |                                    |   |
| Sidney          |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Sooke           |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
| Victoria        | \$ 680,000.00                    | \$ 25,000.00 | \$ 10,000.00                          |             | \$ 10,000.00                 |                             |                              |                                  | \$ 12,500.00        | \$ 17,000.00                       | \$ 57,742.00                                  |
| View Royal      |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
|                 |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
|                 | \$ 680,000.00                    | \$ 25,000.00 | \$ 10,000.00                          | \$ 1,000.00 | \$ 10,000.00                 | \$ 9,100.00                 | \$ 5,000.00                  | \$ 10,000.00                     | \$ 12,500.00        | \$ 17,000.00                       | \$ 57,742.00                                  |
|                 |                                  |              |                                       |             |                              |                             |                              |                                  |                     |                                    |   |
|                 | \$ 680,000.00                    | \$ 25,000.00 | \$ 10,000.00                          | \$ 1,000.00 | \$ 10,000.00                 | \$ 9,100.00                 | \$ 5,000.00                  | \$ 10,000.00                     | \$ 12,500.00        | \$ 17,000.00                       | \$ 57,742.00                                  |

| Tax Exemption SAANICH - see attached list | Tax Exemptions VICTORIA - See attached list: | Tax Exemptions ESQUIMALT - See attached list | Tax Exemptions - Sooke St Vincent de Paul | Tax Exemption Sidney - Lions Food Bank | Tax Exemptions Langford - See attached list | Exemptions - CENTRAL SAANICH - Beacon Community Services | Total           | Population: | Funding for Homelessness & Social Housing Per Capita | Municipality    |
|---|--|--|---|--|---|--|-----------------|-------------|--|-----------------|
| \$ 430,141.00                             |  |  |   |  |   | \$ 58,463.00   | \$ 126,013.00   | 16,172      | \$ 7.79  | Central Saanich |
|   |  |  |   |  |   |  | \$ 14,180.00    | 16,838      | \$ 0.84  | Colwood         |
|   |  | \$ 49,898.00                                 |   |  |   |  | \$ 126,505.00   | 17,639      | \$ 7.17  | Esquimalt       |
|   |  |  |   |  |   |  | \$ 2,603.00     | 2,324       | \$ 1.12  | Highlands       |
|   |  |  |   |  | \$ 76,243.00                                |  | \$ 109,961.00   | 31,195      | \$ 3.52  | Langford        |
|   |  |  |   |  |   |  | \$ 17,602.00    | 5,325       | \$ 3.31  | Metchosin       |
|   |  |  |   |  |   |  | \$ 60,442.00    | 11,107      | \$ 5.44  | North Saanich   |
|   |  |  |   |  |   |  | \$ 85,027.00    | 17,910      | \$ 4.75  | Oak Bay         |
| \$ 430,141.00                             |  |  |   | \$ 3,344.00                            |   |  | \$ 1,046,345.00 | 114,013     | \$ 9.18  | Saanich         |
|   |  |  | \$ 9,222.00                               |  |   |  | \$ 60,382.00    | 11,578      | \$ 5.22  | Sidney          |
|   | \$ 373,109.00                                |  |   |  |   |  | \$ 48,166.00    | 11,125      | \$ 4.33  | Sooke           |
|   |  |  |   |  |   |  | \$ 1,688,256.00 | 84,360      | \$ 20.01   | Victoria        |
|   |  |  |   |  |   |  | \$ 34,834.00    | 9,994       | \$ 3.49  | View Royal      |
| \$ 430,141.00                             | \$ 373,109.00                                | \$ 49,898.00                                 | \$ 9,222.00                               | \$ 3,344.00                            | \$ 76,243.00                                | \$ 58,463.00   | \$ 3,420,316.00 | 349,580     | \$ 9.78  |                 |
| \$ 430,141.00                             | \$ 373,109.00                                | \$ 49,898.00                                 | \$ 9,222.00                               | \$ 3,344.00                            |   | \$ 58,463.00   | \$ -            |             |  |                 |

### Appendix 3 Property Taxes Levied in 2012 by the CRD 13

| CRD 13 2011<br>Municipal Tax<br>Levy & Grants in<br>Lieu | General Municipal        | Other -<br>CRD(Metro)<br>Transit (Translink),<br>Schools | Total                    | Population     | Mun Property<br>Tax Per Capita |
|--|--------------------------|--|--------------------------|----------------|--------------------------------|
| Saanich  | \$ 93,943,591.00         | \$ 73,864,128.00   | \$ 167,807,719.00        | 114,013        | \$ 823.97                      |
| Victoria   | \$ 108,370,653.00        | \$ 73,731,230.00   | \$ 182,101,883.00        | 84,360         | \$ 1,284.62                    |
| Oak Bay  | \$ 16,936,022.00         | \$ 16,650,467.00   | \$ 33,586,489.00         | 17,910         | \$ 945.62                      |
| Esquimalt  | \$ 14,046,251.00         | \$ 9,023,417.00  | \$ 23,069,668.00         | 17,639         | \$ 796.32                      |
| View Royal   | \$ 5,396,703.00          | \$ 6,297,615.00  | \$ 11,694,318.00         | 9,994          | \$ 539.99                      |
| North Saanich  | \$ 8,419,042.00          | \$ 12,283,299.00   | \$ 20,702,341.00         | 11,107         | \$ 757.99                      |
| Central Saanich  | \$ 12,481,566.00         | \$ 14,121,354.00   | \$ 26,602,920.00         | 16,172         | \$ 771.80                      |
| Sidney   | \$ 10,122,026.00         | \$ 10,996,186.00   | \$ 21,118,212.00         | 11,578         | \$ 874.25                      |
| Langford   | \$ 19,086,699.00         | \$ 24,007,971.00   | \$ 43,094,670.00         | 31,195         | \$ 611.85                      |
| Colwood  | \$ 10,235,075.00         | \$ 9,679,694.00  | \$ 19,914,769.00         | 16,838         | \$ 607.86                      |
| Highlands  | \$ 1,337,642.00          | \$ 1,863,409.00  | \$ 3,201,051.00          | 2,324          | \$ 575.58                      |
| Metchosin  | \$ 2,053,735.00          | \$ 3,218,181.00  | \$ 5,271,916.00          | 5,325          | \$ 385.68                      |
| Sooke  | \$ 6,347,610.00          | \$ 8,580,489.00  | \$ 14,928,099.00         | 11,125         | \$ 570.57                      |
| <b>Total</b>   | <b>\$ 308,776,615.00</b> | <b>\$ 264,317,440.00</b>                                 | <b>\$ 573,094,055.00</b> | <b>349,580</b> | <b>\$ 883.28</b>               |
| Surrey   | \$ 235,659,261.00        | \$248,946,788.00   | \$ 484,606,049.00        | 482,725        | \$ 488.19                      |
| Difference   | \$ 73,117,354.00         | \$ 15,370,652.00   | \$ 88,488,006.00         | 133,145        | \$ 395.09                      |

**Note:** Surrey has a large paid Fire Department (larger than the combined paid Departments in the Greater Victoria region). The RCMP contract with Surrey also exceeds the collective costs of the 4 Independent Municipal Police Force and the RCMP contracted services in Greater Victoria.

**Question:** How could Surrey, with 133,000 more people, run their City with \$73,117,354 less in Municipal Purpose Taxes than those collected by the 13 municipalities in the CRD?

**Data Sources** - Financial - Schedule 703 - Local Government Statistics, Ministry of Community, Sport & Cultural Development.

**Population Data** - Demographic Analysis Section, BC Stats

Revised: December 18, 2013