

Municipal organization in Québec

Ministère des Affaires municipales et des Régions

February 2005



Affaires municipales
et Régions

Québec



Municipal organization in Québec

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1. Québec in figures



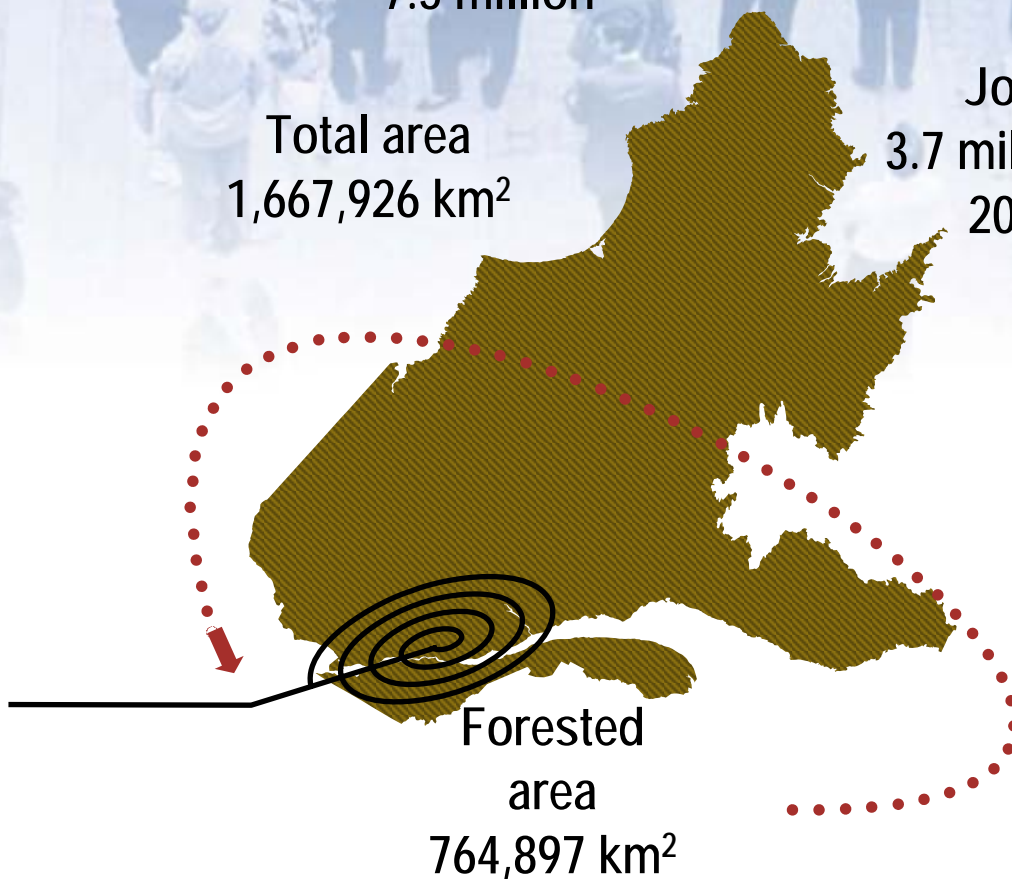
GDP
Over C\$250 billion in
2003

Urban and agricultural zones
33,530 km²

Population in 2005
7.5 million

Total area
1,667,926 km²

Jobs
3.7 million in
2004



Forested
area
764,897 km²



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2. Fundamentals of municipal organization in Québec

- **Municipalities fall under the exclusive jurisdiction of the Québec National Assembly.**
- **Municipalities exercise the powers conferred upon them by law.**
- **Under the municipal system, they enjoy extensive political, administrative, and financial autonomy (90% of funding is covered by own-source revenues*).**
- **They are governed by over 40 laws, of which the Municipal Code of Québec and the Cities and Towns Act are the principal ones.**

* Own-source revenues include taxes, payments in lieu of taxes and other revenues from local sources.










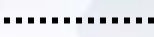



















3. The Québec government and the municipalities

- **Division of powers**
- **Relations between the Québec government and the municipalities**



Division of powers between the Québec government and the municipalities

	Québec	Municipalities
Health and social services		
Social assistance		*
Housing		
Education		
Roads		
Mass transit		
Police services		
Fire protection		
Drinking water		
Sewage treatment		
Residual materials		
Recreation and culture		
Parks and green spaces.....		
Urban planning and development		

* The City of Montréal has concluded an *ad hoc* social aid agreement.



Relations between the Québec government and the municipalities

- **Two municipal associations**
 - Union des municipalités du Québec
 - Fédération québécoise des municipalités
- **The Table Québec-municipalités**
 - Comprises the Minister of Municipal Affairs and Regions and representatives of municipal associations
 - A forum for consultation and dialogue



4. Municipal democracy

- **Mayor and councillors elected by universal suffrage**
- **Starting in 2005: elections will be held simultaneously on a set date in all Québec municipalities every four years**
- **Participation rate: roughly 54%**
- **Referendums are held in respect of borrowing and urban planning**
- **Elected municipal representatives (as of January 2004)**
 - Women 22.7%
 - Men 77.3%

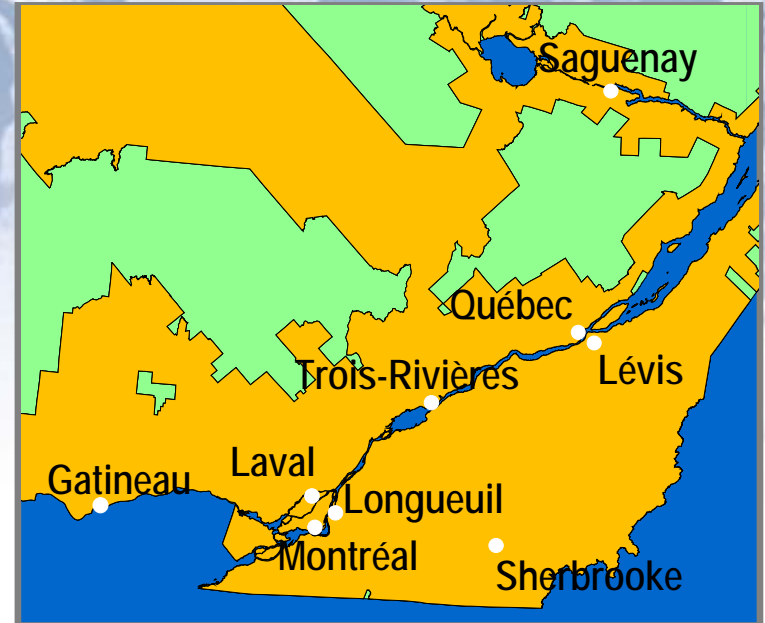
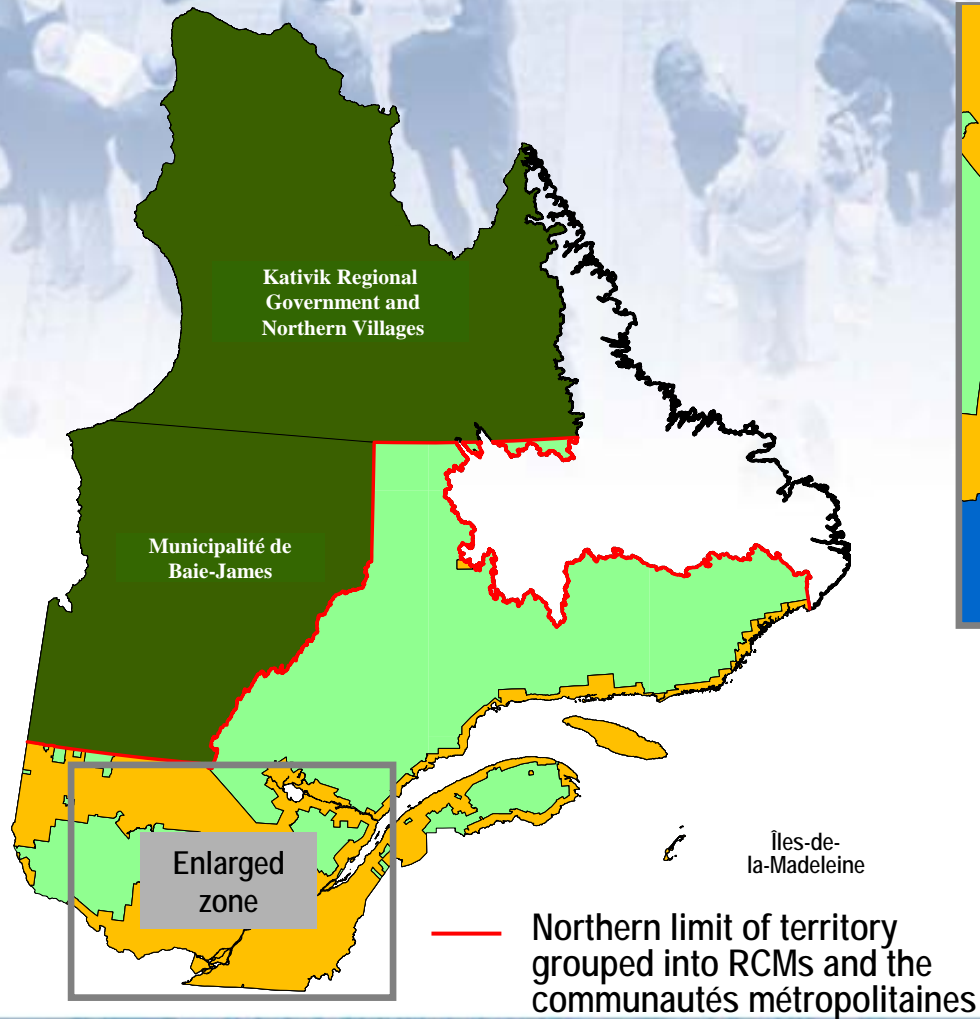


5. Municipal territorial organization

- **Municipal reorganization**
- **Local municipalities**
- **Boroughs**
- **Urban agglomerations**



Municipal territorial organization



- Unorganized RCM territories
- Local municipalities belonging to RCMs (and the territory equivalent to an RCM in the Basse-Côte-Nord region) or the communautés métropolitaines



Municipal reorganization

Two phases

2000-2003: Consolidation

- 213 municipalities and parts of municipalities were amalgamated to form 42 new municipalities
- The number of municipalities in Québec was reduced from 1328 to 1110*
- Two communautés métropolitaines were established

2003-2005: Reconstitution

- 31 of the 213 amalgamated municipalities decided to restore their former territory
- The number of Québec municipalities will increase from 1110 to 1141 on January 1, 2006
- Eleven urban agglomeration councils have been set up

* Including all types of territorial movement



Local municipalities as of January 1, 2005

Breakdown of local municipalities by population bracket

Population bracket	Number of municipalities	Population	
Under 2,000	752	642,447	8.6%
2,000 to 9,999	283	1,143,157	15.4%
10,000 to 49,999	59	1,255,716	16.9%
50,000 to 99,999	7	476,336	6.4%
100,000 and over	9	3,921,143	52.7%
Total	1,110	7,438,799	100.0%

Number of municipalities on January 28, 2005. Population in 2005 according to the December 2004 order-in-council.

This table excludes Indian reserves, federal lands, unorganized territories and Inuit lands.

Note: 14 of these municipalities have the dual status of cities and RCMs.



Local municipalities after reconstitution as of January 1, 2006

Breakdown of local municipalities by population bracket

Population bracket	Number of municipalities	Population	
Under 2,000	764	649,452	8.7%
2,000 to 9,999	288	1,165,958	15.7%
10,000 to 49,999	71	1,530,620	20.6%
50,000 to 99,999	9	594,960	8.0%
100,000 and over	9	3,497,809	47.0%
Total	1,141	7,438,799	100.0%

Data reflect official 2005 population figures according to the December 2004 order-in-council. This table excludes Indian reserves, federal lands, unorganized territories and Inuit lands.



Key fields of jurisdiction of local municipalities

- **Urban planning and zoning**
- **Local roads**
- **Urban public transit**
- **Drinking water and sewage treatment**
- **Residual materials management**
- **Community development, recreation and culture**
- **Property assessment***
- **Municipal court**
- **Housing and social housing**
- **Police, fire protection, and emergency measures**

*For municipalities covered by the Cities and Towns Act

Note: The fields of jurisdiction are not the same for the urban agglomerations.



The nine cities with over 100,000 inhabitants

9 cities

Current situation

53% of the Québec population



62% of jobs



63% of municipal spending



All of these cities exercise certain fields of jurisdiction usually reserved for the RCMs.



The nine cities with over 100,000 inhabitants

	Current situation		Residual population after the reconstitution of certain municipalities
	Population	Elected representatives	Boroughs
• Montréal	1,871,774	105	27
• Québec	523,629	40	8
• Longueuil	383,149	43	7
• Laval	359,707	22	
• Gatineau	238,981	18	
• Saguenay	147,197	24	3
• Sherbrooke	145,224	20	6
• Lévis	126,396	16	3
• Trois-Rivières	<u>125,086</u>	17	
Total	3,921,143		3,497,809

Population in 2005 according to the December 2004 census.

The number of elected municipal representatives includes the mayor and the councillors. The number also includes 31 borough councillors in the case of Montréal and 4 of them in the case of Sherbrooke.

Municipalities to be reconstituted : 15 in Montréal, 2 in Québec, and 4 in Longueuil.



The boroughs are a representation, decision-making and consultation authority that is more accessible to residents

- **Established in the territories of Montréal, Québec, Longueuil, Lévis, Saguenay and Sherbrooke**
- **Implemented to preserve local traits and to determine and manage nearby services locally**



Key responsibilities of the boroughs

- **Local parks and sports, cultural and recreational facilities**
- **Local, community and social economic development**
- **Public consultations on zoning**
- **Minor exemptions from urban planning bylaws**
- **Issuing of permits**
- **Residual materials removal**
- **Local roads**
- **In Montréal, since December 2003, the boroughs have exercised broadened powers, especially in respect of land use planning and urban planning, human resources management and finance**



Urban agglomerations

In the demerged municipalities, all of the municipalities will be related after the reconstitution of certain of them and will together make up an urban agglomeration. The Act stipulates that certain fields of jurisdiction of collective interest will, for reasons of fairness and efficiency, be managed and funded throughout the agglomeration.

The 11 urban agglomerations are :

Cookshire-Eaton

La Tuque

Les Îles-de-la-Madeleine

Longueuil

Mont-Laurier

Montréal

Mont-Tremblant

Québec

Rivière-Rouge

Sainte-Agathe-des-Monts

Sainte-Marguerite—Estérel



Urban agglomerations (continued)

- **The urban agglomeration council is made up of representatives of all of the related municipalities.**
- **The allocation of votes on the urban agglomeration council is established according to the demographic weight of each member municipality.**
- **The Act stipulates the urban agglomeration's fields of jurisdiction.**



Urban agglomerations (continued)

Examples of the fields of jurisdiction of the urban agglomerations

- The components of public security, i.e. police, civil protection and fire protection services; the 9-1-1 emergency centre; and the development and adoption of the civil protection plan and the fire safety cover plan
- Municipal assessment
- Passenger transportation
- The thoroughfares forming the arterial road system of the urban agglomeration
- Water supply and water purification in urban agglomerations with populations of 100,000 inhabitants or more
- Residual materials disposal and reclamation, and the development and adoption of a residual materials management plan



6. Supralocal organization

**Local municipalities are grouped
into the Communauté métropolitaine de Montréal
and the Communauté métropolitaine de Québec
and into 86 regional county municipalities (RCMs)**

At present, some municipalities are not part of an RCM and exercise certain fields of jurisdiction usually assumed by the RCMs : Montréal, Québec, Gatineau, Saguenay, Trois-Rivières, Sherbrooke, Laval, Mirabel, Longueuil, Lévis, Shawinigan, Rouyn-Noranda, Les Îles-de-la-Madeleine and La Tuque.



The two communautés métropolitaines

- **The Communauté métropolitaine de Montréal (CMM) was established in January 2001**
- **The Communauté métropolitaine de Québec (CMQ) was established in January 2002**
- **Their councils are made up of elected municipal representatives from the constituent local municipalities**
 - CMM council:
28 members (chaired by the mayor of the City of Montréal)
 - CMQ council:
17 members (chaired by the mayor of the City of Québec)

The composition of the councils of the communautés métropolitaines will be modified to take into account the reconstitution of certain municipalities.

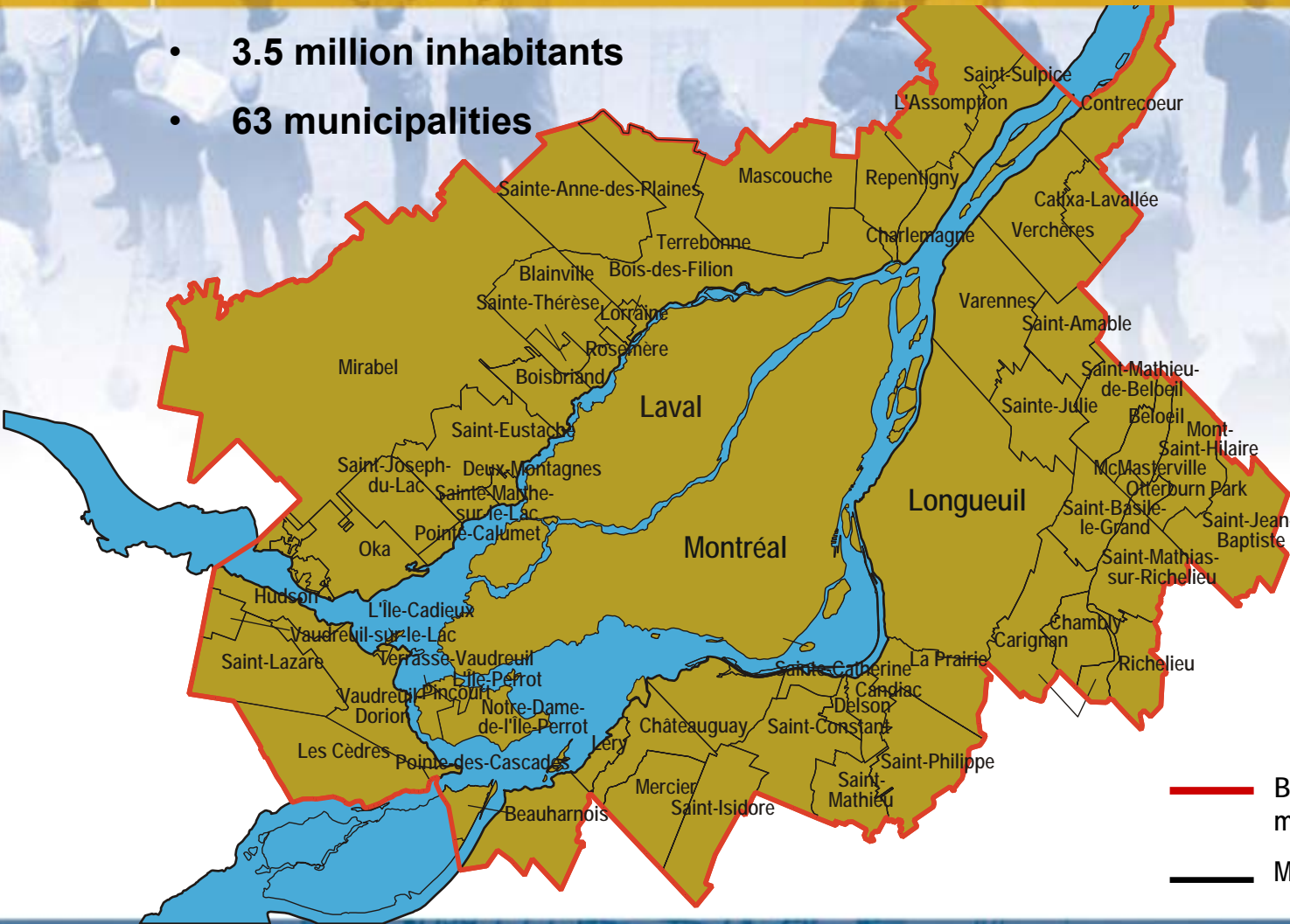


The Communauté métropolitaine de Montréal

- 3.5 million inhabitants
- 63 municipalities

Council 28 members

- Mayor of Montréal
- Mayor of Laval
- Mayor of Longueuil
- 13 Montréal councillors
- 2 Laval councillors
- 2 Longueuil councillors
- 4 mayors from the northern suburbs
- 4 mayors from the southern suburbs



- Boundaries of the Communauté métropolitaine de Montréal
- Municipal boundaries



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The Communauté métropolitaine de Québec

- 707,000 inhabitants
- 26 municipalities



Council 17 members

- Mayor of Québec City
- Mayor of Lévis
- 8 councillors from Québec City
- 4 councillors from Lévis
- Warden of La Côte-de-Beaupré RCM
- Warden of L'Île-d'Orléans RCM
- Warden of La Jacques-Cartier RCM

- Boundaries of the Communauté métropolitaine de Québec
- Municipal boundaries

Key responsibilities of the communautés métropolitaines

- **Elaboration of a land management and development plan**
- **Economic, social, cultural and environmental development planning**
- **International economic promotion**
- **Guidelines respecting and financing of metropolitan public transportation**
- **Selection and financing of metropolitan facilities, infrastructure, services and activities**
- **Establishment of a program to share growth in the property tax base**



Regional county municipalities (RCMs)

- **Established in the early 1980s**
- **86 RCMs**
 - **10 RCMs are located (four of them wholly and six of them partially) within the Communauté métropolitaine de Montréal**
 - **Three RCMs are located wholly (except the unorganized territories) within the Communauté métropolitaine de Québec**
- **14 cities exercise certain fields of jurisdiction of the RCMs**



Councils are made up of the mayors of each member municipality and sometimes other local elected representatives.

The decisions adopted by the RCM councils are subject to rules aimed at striking a balance between rural and urban areas.



RCM wardens

- The RCM warden is appointed by the council members from among those members who are mayors.
- Except for the 10 RCMs located within the Communauté métropolitaine de Montréal, all of the RCMs may choose to elect their wardens by universal suffrage.
- At present, seven wardens have been elected by universal suffrage, i.e. the wardens of Le Haut-Saint-François, Les Pays-d'en-Haut, Témiscouata, Le Granit, Les Basques, La Haute-Gaspésie and La Vallée-de-la-Gatineau RCMs.



Main fields of jurisdiction of the RCMs

Compulsory fields of jurisdiction

- **Management and development plan**
- **Elaboration of a strategic vision of economic, social, cultural and environmental development (except for the RCMs located within the communautés métropolitaines)**
- **Residual materials management planning**
- **Fire protection and civil protection planning**
- **Administration of unorganized territories (UT)**
- **Management of local development centres (LDC)**



Main fields of jurisdiction of the RCMs (continued)

Compulsory fields of jurisdiction (continued)

- Property assessment¹
- Watercourse management²

Optional fields of jurisdiction with no right of withdrawal for local municipalities subject to its jurisdiction

- Establishment of a development plan whose scope may vary according to key issues in each RCM³
- Regulations on tree cutting in private forests⁴

¹ With the exception of 51 RCMs designated as rural which have authority over their entire territory, the RCMs exercise this field of jurisdiction on behalf of municipalities governed by the Municipal Code.

² Except for RCMs located within the territory of the CMM that solely manage regional watercourses, the RCMs are responsible for all regional and local watercourses in their territory.

³ Except for the RCMs in the CMM.

⁴ Except for the RCMs located wholly or partially within communauté métropolitaine territories.



Main fields of jurisdiction of the RCMs (continued)

Optional fields of jurisdiction with no right of withdrawal for local municipalities subject to its jurisdiction (continued)

- **Establishment and planning of regional parks**
- **Management of residual materials, local roads, passenger transportation and social housing**
- **Municipal funding of social housing**
- **Selection of supralocal facilities, infrastructure, activities and services and establishment of management and funding methods**



Main fields of jurisdiction of the RCMs (continued)

Optional fields of jurisdiction with right of withdrawal for local municipalities

- **Local investment funds**
- **Assistance for economic development organizations**
- **Acquisition of fields of jurisdiction from local municipalities**
- **Delegation of certain powers by local municipalities**

