STUDY OF THE ARCHIVAL RECORD AND ITS CONTEXT:
MEANING AND HISTORICAL UNDERSTANDING

by

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Abstract

The claim of archivists to be a scholarly profession is dependent upon their ability to methodically study and understand the meaning of the records in their care. Without such contextual information about the record as the name of its creating agency, the reason for its creation, and the authority by which it was created, archivists and researchers are in a poor position to assess the value and validity of its informational content. Without knowledge of the relationship of the record to other record series, they are likely to overlook additional supporting and/or contradictory documentation and thereby miss a part of the truth they seek.

This thesis is directly concerned with the means by which archival sources might be assessed to determine the value of the historical evidence they contain. It proposes a conceptual framework by which study of the original, primary, and secondary meanings of the archival record might be approached. Examples are drawn from close examination of the records of the Corporation of the City of Nanaimo surviving from the period 1875-1904. While acknowledging that extensive study of the significance of documentation might be impossible for archivists in their daily work, this thesis concludes that closer attention must be paid to sources documenting the contextual environment of the record. Such sources are essential to the furtherance of understanding which is the information profession's ultimate goal.
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I dedicate this thesis

to the memory of the late

James Andrew Fraser

(1946-1985)

one of the founders of the Canadian Gay Archives, an archivist at the Toronto City Archives, and latterly a fellow candidate in the UBC Master of Archival Studies Programme.
Note on Format and Abbreviations

One of the objectives of this thesis is to facilitate access to information in published primary sources on the archives, record-keeping practices, and administration of nineteenth-century municipal government in British Columbia. A somewhat unusual format of footnote citation has therefore been adopted. Detailed descriptive lists of the published and unpublished primary source volumes and documents consulted are included as appendices to this thesis. The published items in Appendices A-C and E and the archival entries in Appendices J-Y have been numbered consecutively throughout in order to facilitate cross-reference within and between these items/entries and to facilitate their citation in the text of the thesis. Cross-references are indicated in abbreviated form, denoting appendix and relevant items or entries. For example, App. J/155-157 refers to entries in Appendix J. Reference to an item/entry or to a group of items/entries is by appendix, the relevant item/entry number(s), and pages, or sections and sub-sections (i.e., App. B/47, ss. 4-12; App. K/411-412, and 420; etc.).

For all other references, the citation formats recommended in *The Chicago Manual of Style*, 13th ed., are followed. The shortened reference style is used to cite statutes not listed in the attached appendices. Because of the frequency with which I cite the minutes of Nanaimo's Council and the City Clerk's correspondence, the shortened style is also used for specific reference to those series. The author-date system is used in footnotes citing secondary sources.

Throughout this thesis and especially in its footnotes, the following abbreviations have been incorporated:

[ ] = attributed information  
App. = Appendix  
BCG = British Columbia Gazette  
c. = chapter  
CBC = Colony of British Columbia  
CC = City Clerk's correspondence  
CCN = Corporation of the City of Nanaimo  
CE = Civil Engineer  
CM = council minutes  
CNA = City of Nanaimo Archives  
CVI = Colony of Vancouver Island  
Doc. = legal docket  
Env. = envelope  
GR = Government Records accession  
HBC = Hudson's Bay Company  
HBCA = Hudson's Bay Company Archives
Abbreviations Continued:

JP = Justice of the Peace
MG = manuscript group
MLA = Member of the Legislative Assembly
MP = Member of Parliament
MPP = Member of Provincial Parliament
NCMA = Nanaimo Centennial Museum Archives
NFP = Nanaimo Free Press
no. = number
NVCC = New Vancouver Coal Company
NVCMMLC = New Vancouver Coal Mining and Land Company
p. = page
pp. = pages
PABC = Provincial Archives of British Columbia
QC = Queen's Counsel
RG = record group
s. = section
s.-s. = sub-section
ss. = sections
s.-ss. = sub-sections
SBC = Statutes of the Province of British Columbia
SCBC = Supreme Court of British Columbia
VCC = Vancouver Coal Company
VCMLC = Vancouver Coal Mining and Land Company
VIP = Vancouver Island Project
Vol. = volume
WFC = Western Fuel Company
I. INTRODUCTION

As is well known in historical and archival circles, study of the contextual environment of the record is essential in order to properly understand it or any historical evidence it may contain. This thesis attempts to illustrate the elements of context essential to understanding of the record. It specifically focuses on the municipal archives of nineteenth-century British Columbia drawing examples from a case study of the records of the Corporation of the City of Nanaimo, 1875-1904. However, the conceptual framework articulated is applicable to study of the archival record generally.

This first chapter explores the steps involved in understanding the original, primary, and secondary meanings of the archival record; it also examines the ideological underpinnings of that framework and the approach taken in delving into the meaning of Nanaimo's archives. Chapter II discusses previous enquiry into the nature and form of the record and the relationship between context and understanding. Chapter III illustrates original meaning and the other elements of primary meaning based upon examples from the Nanaimo case study. Chapter IV demonstrates how archivists might compile and present the findings of their investigations into primary meaning so as to enable the researcher to derive secondary meaning from the informational content of the record. Chapter V offers some general conclusions with respect to study of the record.

A simple conceptual framework facilitates the process by
which the record is understood. Archival records in whatever medium have both original and primary meaning. If those meanings are understood, secondary meaning may be derived from the content of the record. Secondary sources also have primary meaning, known as historiographical context, which is essential to the interpretation of their informational content to derive further secondary meaning. In turn, researchers glean historical understanding as they compile significant secondary meaning from primary and secondary source materials. Ultimately, understanding moves the researcher closer to that nebulous concept known as "truth."

The ideological underpinnings of this thesis are abstract and are not readily supported in the archival literature or by more formal views of epistemology. Briefly, individuals who seek truth, be it absolute or relative, begin their search with the acquisition of knowledge (including self-knowledge), through personal or vicarious experience. Personal experience usually results from internal sources of knowledge coming into direct contact with external conditions and situations. Vicarious experience or learning, as it is more commonly termed, results from those same internal sources coming into contact with knowledge amassed through research into, or communication with,

It should be noted that personal experience and vicarious learning are not mutually exclusive for the latter often facilitates the former. Moreover, the personal dimension informs one's vicarious experiences. For the purpose of this discussion, the distinction is, however, important since knowledge acquired through archival research is usually thought of as having been obtained vicariously rather than personally.
external sources, be they documentary or human.\textsuperscript{1} Understanding is the crucial link in the process by which acquired knowledge is manipulated to arrive at "truth." The quest for understanding is the cornerstone upon which the information professions are founded.\textsuperscript{2}

Personal experience is sometimes accompanied by a spontaneous and often intuitive understanding. On the other hand, vicarious learning or research requires rigorous examination of the meaning of the external sources consulted before understanding of the situation under study may be obtained. Scholarly research entails understanding on several levels, although such understanding may at times occur simultaneously. To reiterate, the sources researched must be understood in and of themselves, that is, their original and primary meanings must be understood. For instance, researchers must understand the administrative or operational functions a record series\textsuperscript{3} was created to document and the history of that series and its creating agency. They must also understand why a record series does not document a given subject previous to a certain date or ceases to do so after a later date. Secondly, the information gleaned through research must be understood in

\textsuperscript{2} The chief mandate of the archival, library, and records management professions is to provide access to information from which knowledge and ultimately understanding may be derived.

\textsuperscript{3} The Society of American Archivists' basic glossary defines a record series as: "File units or documents arranged in accordance with a filing system as a unit because they relate to a particular subject or function, result from the same activity, have a particular form, or because of some other relationship arising out of their creation, receipt, or use." Evans, Harrison, and Thompson 1974, 430.
the context of its source, that is, the secondary meaning of the record must be understood. Finally, significant secondary meaning is compiled and interpreted to arrive at historical understanding which is reported in secondary sources.

The original meaning of a record is quite simply the reason for which it was created, that is, its purpose or function at its origin. Original meaning does not change over time unless the creator begins to generate the same record for a different purpose. The subsequent use of a record for reference or historical purposes does not affect its original meaning, which is often embedded in statute or internal policy. Alternately, original meaning may be discovered in the evidential content of the record itself. The function a record was created to perform was common knowledge to its creator and original users. Once discovered, original meaning is fairly readily understood.

The primary meaning of a record includes its original meaning. The traditional archival concepts of provenance, original order, form, custodianship, and authenticity also constitute part of the concept of primary meaning. In addition,

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4 The Society of American Archivists' basic glossary broadly defines a record as: "Recorded information regardless of media or characteristics." Evans, Harrison, and Thompson 1974, 428.

5 T.R. Schellenberg coined the phrase "evidential value" to refer to records which are valuable in documenting the organization and functions of an agency. From Evans, Harrison, and Thompson 1974, 422. Evidential content is that part of a record which documents the mandate, organization, functions, and operations of its creating agency.

6 The importance of distinguishing original and primary meaning first became clear to me while conversing with Hugh Taylor on 2 March 1985 in Victoria, BC.
primary meaning comprises all other factors pertaining to the contextual environment of the record from the time of its creation to the date of its use for research purposes. Such factors include the history of the creating administration, the interrelationships between records and record series, and perhaps most importantly the human element in the creation, use, and preservation of the record. Primary meaning may be in part discovered through study of the record's evidential and, to a limited extent, informational content. However, statutory law, by-laws, policy statements, the evidential content of related records, and newspaper accounts often provide valuable insight. Unlike original meaning, primary meaning is not so readily understood: archivists and researchers must first consider its elements and, specifically, how they relate to the record. Then, they must arrive at an understanding of the composite picture which such consideration presents.

Since primary meaning spans the period from the creation of a record until its use for research purposes, its elements change somewhat over time, and the primary meaning of the record is, therefore, subject to revision. For example, if a repository decided to sample a record series which had previously been used as a whole, the primary meaning of that

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7 T.R. Schellenberg coined the phrase "informational value" to refer to the value of a record which derives from its incidental information on persons, places, and subjects related to the creating agency. His concept specifically excluded information on the agencies themselves. From Evans, Harrison, and Thompson 1974, 424. Informational content is that part of a record which treats the persons, places, and subjects with which its creating agency dealt.
series would change. The criteria used in the appraisal and sampling process would join the list of elements which comprise that series' primary meaning. If the series was subsequently found to include forged documents, its primary meaning would again change. Obviously, the same would be true if it were discovered that financial records had been "doctored" by their creator in the embezzlement of funds. Nevertheless, the primary meaning of the record at any given point in time should be essentially stable, regardless of the researcher or research use to which it is put.

Researchers may derive secondary meaning from the evidence or information contained in a record provided that they understand its primary meaning. Obviously, information must be weighed in the context of its source. That which is valuable to the researcher may prove to be quite incidental to the original purpose for which a record was created. Alternately, it may prove inaccurate, extremely biased, or otherwise questionable. For example, financial records used before and after the discovery that they were altered in the course of embezzlement will have very different primary meaning and result in contradictory secondary meaning. Initially, they may have provided significant evidence regarding the financial burden of a functional responsibility upon a government agency. Afterwards, they will probably be useless as evidence about such matters. Clearly, information must be interpreted on the basis of the primary meaning of its source. Still, the secondary meaning derived in such manner may be historically significant.
or insignificant. Significant secondary meaning may be equated with historical evidence.

Understanding secondary meaning serves to further an individual's knowledge of an event or situation. However, it belongs to the research realm, since secondary meaning is informed by the total historical environment of a document's creation. Furthermore, the focus of the secondary meaning extrapolated from a source is dependent upon the field of enquiry. Obviously, a given record series is of potential use in deriving secondary meaning on a wide variety of topics.

Secondary meaning is compiled and interpreted to arrive at historical understanding and ultimately understanding of human existence. The subjective bias inherent in all investigation is certainly evident in historical enquiry. Moreover, historical understanding is significantly influenced by cultural-temporal mores and norms. Accordingly, historical understanding is constantly revised to take into account, among other factors, new discoveries about the original and primary meanings of the documentation consulted and the significance of the secondary meaning derived therefrom.

Research, the eventual attainment of understanding, and the reporting of one's findings is a far more rigorous exercise than most would believe. However, the process by which research, academic or otherwise, is carried out must be rigorous if research findings are to be given credence. The archival profession must begin to recognize its obligation to further the study of the record, including its original and primary
meanings. Although most often impracticable for want of the resources which would be required, it should, in theory, be the responsibility of the archivist to supply sufficient information about the record for the researcher to use it effectively.

Archivists usually attempt to reveal "primary meaning" through guides, inventories, and other finding aids which describe the provenance of the record and reflect its arrangement. Such means are not without problems, since they rarely go beyond a brief indication of provenance, which is in itself insufficient to fully reveal primary meaning and hence limits any secondary meaning which might be derived. Moreover, the information required to arrive at primary and secondary meaning is not retrievable in the same manner. Whereas traditional finding aids facilitate access to the information on events and situations from which secondary meaning is derived, the contextual information essential to primary meaning is less accessible. Context may sometimes be inferred from provenance-based inventories or brief institutional histories, but considerable research in primary sources is usually required to attain an in-depth understanding of the record. Primary meaning is, nevertheless, as important as the event or situation under study. Without contextual information about a body of documentation, the researcher who attempts to arrive at a more holistic worldview through extrapolation of a source's informational content will be severely hindered.  

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Before proceeding further, an explanation of the method by which the Nanaimo case study was conducted is in order. To begin, it was readily apparent that knowledge of the larger context of municipal administration in British Columbia would be imperative in attempting to understand Nanaimo's archives. Accordingly, investigation began with the statutory and legal basis of municipal government in colonial and provincial times. That research resulted in the production of lists of applicable statutes (Appendices A-B) and letters patent (Appendix E), and a table documenting the incorporation of municipalities between 1860 and 1904 (Appendix D). Published primary sources relevant to municipal administration were also examined (Appendix C).

Close examination of the nineteenth-century archives of Nanaimo, which are remarkably extensive, was then undertaken. The majority are stored in a fire-proof vault in the basement of City Hall. Some historical records, such as the cemetery registers and the originals of municipal by-laws, are still stored in departmental offices, where they are in active, if infrequent, use. Elizabeth Giovando, a local resident and an anthropologist by training, organized the City's archives in a preliminary fashion several years ago, arranging them to the series level and preparing a shelf list which permits access to

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9 My choice of Nanaimo as a case study was based upon the extensiveness of its archives, the continuity of its administration, and my own familiarity with both. The records created during the first 30 years of the City's administration (1875-1904), a quite arbitrary period, were manageable for detailed examination.
the contents of the archives vault at that level. In addition, she produced a small card index which corresponds to the shelf list. Despite reference herein to the "City of Nanaimo Archives" as a location, the archives have not been officially established by municipal by-law, and no archivist has been employed since Giovando completed her work in 1981.

Examination of Nanaimo's archives resulted in the compilation of a detailed listing of the materials consulted which is included here as Appendices J-Y. That listing is organized by record group and is in some ways similar to an inventory; it is fully explained in Appendix I. Lists of the municipal executive and officers were also compiled (Appendices F and H respectively). Ancillary information about the physical environment in which the municipal executive and officers

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10 After completing a Canada Works Program with the Nanaimo Centennial Museum, Elizabeth Giovando petitioned Nanaimo City Council for a service contract to work on the City's archives. Council awarded her a contract, and she subsequently spent about a year and a half (part-time) arranging its records, dividing her time between City Hall and other work at the Nanaimo Centennial Museum. During that period, she was able to bring considerable order to the documents which had previously been, so-to-speak, simply tossed into the vault.

11 "City of Nanaimo Archives" or "CNA" is intended here to indicate the various vaults in Nanaimo City Hall in which the City's archives are stored, rather than an archival institution.
laboured (Appendix G) and a map of the City of Nanaimo (Figure 4) also proved useful in understanding the municipal administration and its archives. In summary, Appendices A-Y document the primary research upon which this thesis is based.

A report on the Nanaimo case study, entitled "Towards an Understanding of the Municipal Archives of Nineteenth-Century British Columbia: A Case Study of the Archives of the Corporation of the City of Nanaimo, 1875-1904," was originally intended as the basis of this thesis. It examines in detail the administrative and operational functions of Nanaimo's civic government and the related records. A copy of that draft is deposited at the City of Nanaimo Archives, Vancouver City Archives, Provincial Archives of British Columbia, and UBC Special Collections Division.

As explained in the prefatory note on format and abbreviations, they also facilitate footnote citation.
II. THE ARCHIVAL RECORD: CONTEXT AND UNDERSTANDING

Several writers have expounded a form of archival scholarship along lines similar to those advocated here. To begin, the concept of primary meaning might, in so much as it encompasses all of the elements required to arrive at an understanding of a single manuscript, a record series, or the interrelationship between series, be analogous with that which Sir Hilary Jenkinson defined and illustrated as "archive history." He used in his illustration the Exchequer of Receipt archive group, which exemplified well "the use of Administrative History as a key to the arrangement and comprehension of Archives . . . ." 14

Christopher N.L. Brooke, a medieval historian and teacher of diplomatic, has also indirectly supported the notion of primary meaning in calling for the development of "modern diplomatic" as opposed to the traditional medieval diplomatic. He defines diplomatic as a formal science, being "the study of the forms of documents, of every age, including the present, and every continent and every type susceptible of formal investigation" 15 and notes that it commonly has

the reputation of a formidable and dismal science: of being an elaborate Wissenschaft of its own of a very formal kind; or on the contrary a very modest Hilfswissenschaft, a kind of game played by a few scholars, most of them medievalists, harmless so long as it does not dominate or obscure historical enquiry; or, perhaps, most commonly of all, an aid to understanding of considerable use to scholars and

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14 Jenkinson 1937, 225.
research students if only they had time to spare from more serious pursuits.¹⁶

Brooke's statement regarding diplomatic as "an aid to understanding" is certainly germane, although for the most part the term diplomatic, whether medieval or modern, implies something too specific for the intent of that defined here as primary meaning. Nevertheless, its aim is coterminous with primary meaning, since "modern diplomatic" dispels visions of paleography, the study of ancient languages, writing, and single manuscripts, and the authentication of signatures and seals. Clearly, such enquiry would not be applicable to the North American experience, in which most documentation dates from the eighteenth century or later. The parameters of "modern diplomatic" are, however, as yet undefined. Apparently, Brooke's call for research in that field has gone unanswered.

Archivists Tom Nesmith and Michael Cook have each elaborated upon Brooke's ideas. Nesmith, in arguing that archival scholarship is essential in the day-to-day activities of the archivist, includes in his conceptual framework the study of the record, record-keeping practices, communication, and broadly speaking "anything in the history of society bearing on the nature of our records."¹⁷ Nesmith conceives of archivists as making "original contributions to knowledge" through their scholarly work as "historian of the record" and of administration generally.¹⁸

¹⁸ Nesmith 1982, 6.
In writing of professional training programmes for archivists, Michael Cook suggested that there might be three streams, comprised of the administration of archives, the academic study of records, and a field combining administrative history with research method. Relating the study of the record to the interpretative sciences, Cook writes that from such study might develop research into the "technical interpretation of modern records (modern diplomatic) . . . and in the area of academic, but professional skills, this offers itself as the profession's main contribution to the scholarly side" of archival studies.

Canadian archivist Hugh Taylor has offered some interesting observations about the nature of scholarly enquiry into the history of administrative agencies. He has defined the "history of administration" as the analysis of the entire operation of an organization in relation to its parts. This, he distinguishes from "administrative history" which takes into account the impact of an administration on politics, power struggles, and the public at large. Whereas the latter includes study of public reaction to administrative policy in such sources as newspapers and private papers, the history of administration may be limited to study of the evolution of administrative agencies based upon the official administrative record and greatly aids archivists in their work. The writing of "administrative

19 Cook 1978, 36.
20 Cook 1978, 37.
"history" is dependent upon a thorough understanding of the "history of the administration" under study. Taylor's observations are certainly pertinent to primary meaning since the "history of administration" necessarily precedes study of the history of the record. In fact, a continuum exists between the history of administration, the history of the record, primary meaning, secondary meaning, and administrative history or other historical understanding.

Australian archivists Peter J. Scott, C.D. Smith, and D. Finlay have conducted extensive study of the effect of administrative change upon archives. In reporting upon the methods and approaches adopted by the Australian Archives in dealing with the problems occasioned by rapid administrative change, they began by referring to the principle of provenance and the corollary that:

records and archives derive much of their meaning and value from the administrative (or other) context in which they were originally created; . . . preservation of the association between archives and their original historic context is vital to a full and proper understanding of the evidence and information which they contain.

In order to trace record series, functional responsibilities, and agencies as the Australian government evolves, an elaborate "context control system" has been developed.

Professor Hans Booms of Koblenz, Germany, has treated the question of context as it relates to the archival appraisal

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22 The reverse does not, however, hold true. The history of administration is often studied and written without concern for, or reference to, the history of the administration's records.

23 Scott and Finlay 1978, 115.
process. Booms recommends "that--after fundamental study--records should be preserved which are judged valuable by the standards which were contemporary to the origin of the material." In other words, records should be appraised in the context of the society of creation. A major difficulty with such an approach is that other factors which bear upon appraisal, such as the state of preservation or deterioration of the record, are not regarded from the same perspective. In a sense, the same relationship exists between original and primary meaning. Original meaning derives from the immediate environment of creation. Primary meaning takes into account the broader contextual factors which impinge upon the record from the time of its creation down to the present and which are essential in attempting to understand it.

Most recently, this writer attended a conference entitled "Archives, Automation and Access" at which the problem of context in accessing and understanding the archival record was a recurrent theme. In commenting on a paper presented by Chad Gaffield and Peter Baskerville, co-principal investigators of the Vancouver Island Project, Canadian archivist Terry Cook spoke about "the historical intricacies of the records themselves." Emphasizing the importance of provenance as the key to meaning and ultimately understanding, Cook referred to Nesmith's study of administrative history, which includes such

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Kromnow 1979, 48.
25 University of Victoria, Victoria, BC, 1-2 March 1985. The conference was organized by Peter Baskerville and Chad Gaffield, the Vancouver Island Project's co-principal investigators.
elements as administrative structure, legal mandate, function, change over time, and the interrelationships, original order, integrity, use, and media of the record. Terry Eastwood, Chairman of UBC's Master of Archival Studies Programme, addressed the problem of information retrieval and stressed the importance of context to archival access. In discussing intellectual control and the importance of function and purpose, American archivist David Bearman referred to "the historical context of the universe at the time of the documentary excretion by the creator." Finally, in a session on access and approaches to accessioning, appraisal, and records management, information consultant Pat Acton mentioned the primary purpose or reason for which records exist, noting that, with the exception perhaps of a few politicians, creators do not usually create records with posterity in mind. In delivering their presentations, each speaker made reference to the main underpinning of archival theory and practice: the context of the record series, be it ancient or modern, is essential to its arrangement, description, intellectual control, meaning, and use.

A number of individuals have addressed the problem of context in understanding the archival record, using a variety of terms to express their ideas. To date, the problem of studying the record and how it relates to the archival profession has probably been stated most succinctly by Terry Cook:

The quest for knowledge rather than mere information is the crux of the study of archives and of the daily work of the archivist. All the key words applied to archival records—provenance, respect des fonds, context, evolution, interrelationships, order—imply a sense of understanding, of "knowledge," rather than
the merely efficient retrieval of names, dates, subjects, or whatever, all devoid of context, that is "information" (undeniably useful as this might be for many purposes). Quite simply, archivists must transcend mere information, and mere information management, if they wish to search for, and lead others to seek, "knowledge" and meaning among the records in their care.²⁶

The next chapter will attempt to articulate a conceptual framework by which the problem of context and understanding may be studied in a more integrated manner.

²⁶ Cook 1984-1985, 49.
III. THE ELEMENTS OF PRIMARY MEANING

Individuals have over time created records to fulfill similar functions and to document similar information, and personal archives, such as diaries, letters, and wills, are fairly easily understood. However, the records of an organization are less easily understood, since a larger array of factors are at play in their creation. For instance, an organization's activities are governed by the ever-changing policy, by-laws, or statutory law established by an administrative body more highly situated in the hierarchical structure of that society. Certainly, this is also true of the individual, whose activities are governed by social norms, the law, etc. As individuals, we are, however, better able to understand the records created by another individual than those created by an organization.

To arrive at the primary meaning of an organization's records, one must first become familiar with their original meaning, that is, their original purpose and the functions they document. Primary meaning goes beyond original meaning in that it encompasses all of the environmental and contextual factors which must be considered by the modern researcher who attempts to interpret archival sources. Obviously, the administrative and historical context of a record's creation, including its provenance, original order, form, and relationships with other records, bears upon its primary meaning. In addition, the record's history and custodianship which, among other factors, inform investigation of its authenticity or integrity are
important in determining primary meaning. Finally and although perhaps often overlooked, the human element influences all stages of the life cycle of the record, including of course its physical state and extent. The purpose of this chapter is to illustrate the elements of primary meaning essential to a full and proper understanding of the archival record.

The search for primary meaning is especially difficult when little is known about the agency which created a documentary source. As noted by Dutch archivists Muller, Feith, and Fruin, an archival collection is "an organic whole, a living organism, which grows, takes shape, and undergoes changes in accordance with fixed rules." To arrive at the primary meaning of the record, existent or non-existent, one must study those rules in statutory enactment and the evidential content of surviving records. Consequently, enquiry must begin with the statutory authority from which the creating agency derived its power. Without such evidence, which in the case of governmental agencies is most often embedded in statutory law, the purpose for which the organization was established may be obscure. In turn, the organization's objectives determine the operational functions for which it was responsible and ultimately the records it created in documenting its conduct.

27 Muller, Feith, and Fruin 1940, 19.
THE STATUTORY BASIS OF MUNICIPAL GOVERNMENT

Municipalities are the creation of provincial and territorial governments and are subject to the provisions of the legislation enacted by those bodies. Such legislation is frequently amended, and the powers and functions bestowed upon municipal government change. Regarding the constitutional position of municipalities as creations of the provinces, Canadian political scientist Kenneth G. Crawford has noted that . . . their powers can be extended or contracted at will by the provincial legislatures or, in the extreme, they can quite legally be legislated out of existence, although politically this would not probably be practicable. The protection of the municipalities lies, not in their legal or constitutional position, but rather in the needs of the people which must be met and the difficulty, especially in urban communities, of meeting those needs through the medium of any other level of government.28

The evolution of British Columbia's municipal system was based upon the experience of the older English provinces as adapted to meet local needs, which were particularly affected by the province's geography.29 In 1907, S. Morley Wickett, a lecturer on political economy at the University of Toronto, wrote that British Columbia's municipal legislation had been from year to year enlarged upon "until to-day the system of local government closely resembles that of Ontario."30 Ultimately, the system adopted was British in origin.31 In 1902,

28 Crawford 1954, 18.
29 Crawford 1954, 46.
Wickett noted that:

British institutions have been essentially reproduced in Canada as far as circumstances have permitted. They have served as model alike for federal, provincial and civic organization. Canadian city government accordingly much more resembles the simpler English type than it does the complex constitutions of United States cities; though in some points recent municipal experiments in the American Republic have been taken full advantage of in the Dominion.\(^{32}\)

British Columbia's municipal system began with the incorporation of New Westminster and Victoria during the colonial era. The Colony of Vancouver Island, the Colony of British Columbia, and, after 1866, the united Colony of British Columbia produced a considerable body of legislation\(^{33}\) to govern the two existent municipalities and those it was hoped would be incorporated. By the 1871 "Terms of Union," the provisions of the "British North America Act, 1867," which gave provinces the exclusive right to make laws regarding municipal institutions,\(^ {34}\) were extended to British Columbia.\(^ {35}\) Responsibility for municipal government was thereby passed from the colonial to the new provincial administration. Notwithstanding the specific repeal of obsolete acts, ordinances, and proclamations by the Legislative Council of the united Colony of British Columbia in 1871, many continued in force well into the province's history and were consolidated with provincial law.\(^ {36}\)

The provincial Legislative Assembly's first general

\(^{33}\) See Appendix A.
\(^{34}\) "British North America Act, 1867," 30 & 31 Vict., c. 3, s. 92, s.—s. 8.
\(^{35}\) "Terms of Union," 16 May 1871, s. 10.
\(^{36}\) See Appendix B.
municipal act, entitled the "Municipality Act, 1872,"\textsuperscript{37} consisted of eight pages and replaced the one-page "Borough Ordinance, 1865."\textsuperscript{38} Municipal acts were also passed in 1881, 1889, 1891, and 1892.\textsuperscript{39} In 1896, the general act was split into three separate components: the "Municipal Clauses Act, 1896," the "Municipal Elections Act, 1896," and the "Municipalities Incorporation Act, 1896."\textsuperscript{40} Combined, they comprised 148 pages. The complexity of the statutory law by which municipalities were regulated and the difficulty of determining the applicable provisions at a given point in time is witnessed by the fact that between 1872-1904 the Legislative Assembly enacted some 62 general and amending municipal acts. In addition, the province's statutes were revised and consolidated in 1877, 1888, and 1897. Furthermore, some municipal responsibilities were defined in health, public schools, and other service-related legislation.

That complex body of legislation provided the statutory basis upon which municipal government was founded. It authorized the Governor and later the Lieutenant-Governor in Council to issue letters patent incorporating the inhabitants of an area as a municipal corporation provided that the petitioners met certain criteria with respect to number, age, and nationality, and that the area to be incorporated was not excessive. Between 1860 and 1904, British Columbia's colonial

\textsuperscript{37} App. B/46.
\textsuperscript{38} App. A.2/20.
\textsuperscript{39} App. B/59, 69, 71, and 72.
\textsuperscript{40} App. B/76, 86, and 93.
and provincial governments created 41 municipalities; their incorporation is detailed in Appendix D. Excluding Squamish, which was not organized, 21 city and town and 19 township and district municipalities were established.¹

The relationship between the records creator and the administrative agency to which it was subordinate lends insight into potential sources of documentation. Although the flow of information between the municipal and provincial governments was during the period 1875-1904 insubstantial, some valuable sources on municipalities are to be counted among the archives of various provincial agencies.

MUNICIPAL-PROVINCIAL REPORTING STRUCTURE

From 1860-1904, supervision of municipal institutions was virtually non-existent. Initially, New Westminster and Victoria communicated with the colonial governments through the colonial secretaries and government agents. After 1871, municipalities reported to the provincial administration through its government agencies and the Provincial Secretary.

Some of the correspondence and statutory returns received

¹ Of that number, 31 still existed in 1982. Columbia and South Vancouver amalgamated with other municipalities; Salt Spring Island and Wellington municipalities were disbanded; and Dewdney, Nicomen, Phoenix, Sandon, and Sumas ceased to exist. At the end of 1982, there were 142 (35 city, 46 district, 13 town, and 48 village) municipalities existent in the province. From BC, Ministry of Municipal Affairs, Municipal Statistics Including Regional Districts and Improvement Districts for the Year Ended December 31 1982, pp. 9-13.
by the provincial government are preserved among its records."\(^2\) In addition, the Legislative Assembly regularly ordered that important documents be printed in its *Sessional Papers*, and these are in part listed in Appendix C. However, the statutory provisions by which the government was to supervise municipalities were not of immediate consequence. Although the "Municipality Act, 1872" made the Provincial Secretary the arbiter in inter-municipal disputes which could not be resolved by the mayors, wardens, or reeves of the municipalities concerned,\(^3\) the extent of such disputes or the documentation they generated is not readily apparent in the finding aids to provincial records held at the Provincial Archives. The "Municipal Act, 1891" empowered the Lieutenant-Governor in Council to appoint, under the "Public Inquiries Act," a commission to inquire into the government of any municipality or any aspect of its conduct of public business or administration of justice."\(^4\) The reports of many commissions of inquiry were printed in the *Sessional Papers* and other formats."\(^5\) Finally, the Act by which the Department of the Provincial Secretary was reorganized in 1899 made the Provincial Secretary

\(^2\) The PABC Government Records (GR) accessions most relevant to the study of municipal institutions are listed in my bibliography (section 1.2.3).

\(^3\) App. B/46, s. 31. From 1896, a Judge of the Supreme Court of British Columbia was to be arbiter in such cases. See App. B/76, s. 287.

\(^4\) App. B/71, s. 265.

\(^5\) See, for example, App. C/111-114. Holmes 1945 provides a general checklist of commissions appointed in BC.
the keeper of all registers and archives of the Province, and of all registers and archives of any Government whatever that has had jurisdiction over the territory or any part of the territory constituting the Province of British Columbia.  

As keeper of the archives of former government jurisdictions, the Provincial Secretary was apparently responsible for the records of municipalities which ceased to exist. The Provincial Archives holds, however, few records relating to defunct municipalities.

COMMUNICATION BETWEEN MUNICIPALITIES

Municipalities often required legal advice regarding the interpretation of legislation, including both statutory law and their own by-laws. Due to the lack of provincial supervision, city clerks frequently corresponded with one another regarding such matters. For instance, when questions arose over voter eligibility and the interpretation of statutory law, Nanaimo's City Clerk, Charles Newton Young, communicated with the municipal clerks of Victoria and New Westminster to determine the practice in those cities.

Municipalities also sought advice concerning procedural matters, forms, registers, and equipment. In corresponding with

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6 "Provincial Secretary's Act, 1899," SBC, 1899, 62 Vict., c. 59, s. 3, s.-s. c.
7 See, for example, PABC, Records of the Corporation of the City of Sandon, 1891-1935, GR 304; and PABC, Records of the Corporation of the City of Phoenix, 1900-1920, MS C/D/70/P56-P56.14.
8 See, for example, CNA, CCN, CM, 3 April 1876, 90; CNA, CCN, CC, 17 December 1878, 48; and CNA, CCN, CM, 23 December 1878, 241.
Wellington Jeffers Dowler, Victoria's City Clerk, to obtain information about the steam road roller acquired by that City, Samuel Gough, Nanaimo's City Clerk, wrote:

I trust you will not be offended at my many calls upon you for information and advize [sic], I suppose the only way that I can repay you will be to pass the good things that I learn from you, on to others.9

Apparently, municipal officers were willing to oblige one another by answering requests for information.

From the early 1890's, municipalities also became involved in the process by which municipal law was amended and consolidated.50 They appointed legislative committees to communicate with other municipalities on proposed changes to the municipal system and eventually submitted their "suggestions" to the provincial government.

Apart from the letters patent confirming the creation of a municipal institution, its archives post-date incorporation. However, the political environment of a municipality's formation is important since that historical context informs the nature of civic administration and consequently the primary meaning of municipal records.

9 CNA, CCN, CC, 9 June 1899, 429. See also CNA, CCN, CC, 8 June 1887, 56; 16 June 1899, 436; and 24 June 1904, 448.
50 CNA, CCN, CM, 6 February 1893, 297.
The Historical Context of Nanaimo's Incorporation

The inhabitants of Nanaimo attempted upon at least three occasions to obtain local self-government. The first attempt occurred in the spring of 1866. In March, the Vancouver Island House of Assembly passed a bill for the incorporation of Nanaimo, which was then transmitted to the Legislative Council where it passed its first reading. To simplify a complex issue, petitions were circulated among Nanaimo's residents, first denigrating and afterwards supporting the incorporation movement, and charges arose as to the validity of the anti-incorporation petition. The opponents of incorporation held a mock funeral service and buried the bill in the ravine. A select committee of the Legislative Council appointed to investigate allegations brought against the movement's opponents decided that the charges were unfounded, that no case had been made for incorporation, and that the central government could best deal with the town's requirements. Consequently, on 28 May, the Legislative Council indefinitely postponed the bill's second reading.\(^5\) Correspondence in the Vancouver Island newspapers reveals that the incorporation issue divided the community in two.\(^5\) The movement's defeat was attributed to the fact that Nanaimo was a company town.\(^5\)

\(^5\) Hendrickson 1980, *passim.*


In 1870, a second incorporation attempt proved short-lived. On 7 March, David Babington Ring, Legislative Councillor for Nanaimo, was granted leave to introduce a Nanaimo incorporation bill in the Legislative Council. However, no further action was taken.  

Finally, a third attempt succeeded, although under equally controversial circumstances. On 14 and 15 December 1874, Police Constable William Stewart and Alexander Dunsmuir, son of colliery proprietor Robert Dunsmuir, circulated a petition among the residents requesting the Lieutenant-Governor in Council to issue letters patent incorporating a city municipality comprised of the Nanaimo and Newcastle townsites. They were successful in obtaining the signatures of 221 of the approximately 260 persons entitled to vote at municipal elections. The petition requested that self-government be granted in order to prevent the further expenditure of the town revenue in opening roads to distant parts of the district. It claimed that municipal government would improve the town's streets and bridges, which were in a very unsatisfactory condition. The Nanaimo Free Press (NFP) endorsed the movement, noting that "one thing is certain, we want some change to lift us out of the muddy condition in which we are at present ...." In reporting the arrival of Alexander Dunsmuir in Victoria to present the petition to the Lieutenant-Governor, the Daily British Colonist noted:

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But most assuredly it is due to Nanaimo that she should have a fair start—a liberal grant in order that the heavier works which ought to have been done long ago by the Government may now be done without the necessity of having recourse to fresh taxation. The Provincial Exchequer is largely indebted to Nanaimo, and no more fitting opportunity could occur for cancelling at least a portion of that indebtedness.

Dunsmuir presented the petition to the government on 21 December, and municipal institutions were supposedly granted the same day. Dunsmuir's "strenuous efforts" to obtain a bonus were without success, and he was later criticized for having acted as the community's self-appointed "ambassador."

From 22 December 1874, a counter petition was circulated which opposed incorporation unless a bonus of $40,000 was granted as indemnification for the many years of neglect the town had suffered. Its proponents inserted a copy in the advertising columns of the NFP. The petition specifically charged that the incorporation petition had been signed under misapprehension by non Residents, non freeholders, non Householders, non Leaseholders, And by people residing outside the Limits of the proposed Municipality and thus without proper regard to the provisions of the Municipality Act 1872.

and was therefore informal and irregular, and did not meet the requirements of the 1872 Act, "nor the wishes of those entitled

56 "Nanaimo to be Incorporated," Daily British Colonist, 18 December 1874, 3.
57 PABC, BC, Provincial Secretary, GR 526, Correspondence inward, Box 11, File: No. 850-, Item 865/74.
60 "To His Excellency . . . ," NFP, 26 December 1874, 2.
61 PABC, BC, Provincial Secretary, GR 526, Correspondence inward, Box 9, File: No. 1-75, Item 8/74 [marked incorrectly, should have probably been numbered 8/75].
to Petition." The petition stressed that the government had with the moneys appropriated for Nanaimo District made scarcely any improvements within the town and that good thoroughfares would have existed if it had done so. Considerable improvements had been made in New Westminster and Victoria at general government expense prior to their incorporation. Therefore, the petitioners believed that all of the public buildings, bridges, and other improvements necessary for the locality should be constructed out of general and not local government funds.

The counter petition, received by the government on 2 January 1875, collected only 134 signatures; a number of the petitioners had also signed the incorporation petition. It is of interest to note that Mark Bate, who became Nanaimo's first and long-time mayor several weeks later, signed the counter petition. Bate did not sign the incorporation petition, although James Harvey, the only other mayoral candidate and a son-in-law of Robert Dunsmuir, did. Advocating self-government and municipal institutions, the *Daily British Colonist* stated that Nanaimo should be incorporated only if its residents desired incorporation. It questioned the haste with which the incorporation petition had been circulated and the "extraordinary haste" with which the government had acted, when, in light of its knowledge of the general dissatisfaction and counter movement at Nanaimo, it should have acted with "unusual

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62 Bate had also opposed incorporation during the 1866 attempt.  
Regardless of the political overtones of the incorporation question, the majority of Nanaimo's residents clearly desired some sort of change, and incorporation, even without a bonus, was seen as the answer. The Lieutenant-Governor in Council had on 24 December 1874, by letters patent issued under the "Municipality Act, 1872" and amending acts, incorporated the townsites of Nanaimo and Newcastle, and their approximately 1,500 inhabitants, as the Corporation of the City of Nanaimo. Nanaimo became the province's eighth municipal corporation and third city municipality. In 1875, the government finally voted it a $3,000 appropriation to defray the costs of construction of the first bridge across the ravine at Bastion and Fitzwilliam Streets, the lack of which had long been a source of grievance.

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64 The 1874 letters patent (App. E/136), and subsequent amendments to extend the city limits (1887, 1927, 1946, and 1952), remained in effect until 1975. At that time, the City was, upon its amalgamation with several outlying districts, reincorporated as the City of Nanaimo.


66 CNA, CCN, CM, 12 April 1875, 19; 5 May 1875, 28; and 14 June 1875, 35. The schedule attached to the [Supply Act, 1875], SBC, 1875, 38 Vict., no. 3, p. 21, notes $10,000 in direct aid voted to six municipalities, of which Nanaimo was the largest recipient.

THE EXTENSION OF NANAIMO'S MUNICIPAL LIMITS

Another important factor in studying the records of an organization concerns the limits of its jurisdiction and how they were extended or reduced. Such knowledge is important in determining whether record of a given geographic area will be found among an organization's archives at a specific point in time. For instance, the "Municipality Act Amendment Act, 1873" empowered the Lieutenant-Governor in Council to extend the limits of a municipality upon the passage of a resolution by two-thirds of its council affirming the expediency of such extension. Only in the case of existing city municipalities could limits be arbitrarily extended; in all other cases, the consent of the majority of the inhabitants to be affected had first to be obtained at a poll held for that purpose. In 1886, Nanaimo's Council unanimously resolved to extend the city limits in a southwesterly direction so as to bring "the village commonly called Chinatown" under its control. The Lieutenant-Governor extended the city limits by letters patent dated 13 January 1887. The land and inhabitants so incorporated were deemed to have been included by the 1874 letters patent.

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68 App. B/47, s. 46.
70 App. E/137.
STATUTORY AUTHORITY AND ORIGINAL MEANING

While statutory law provides the general authority upon which municipal government is founded, it also defines the parameters within which municipalities can operate, the functions for which they are responsible, and consequently the subjects which their records document. As a result, statutory authority sheds light upon the original purpose for which a record was created, that is, its original meaning.

Municipal corporations, like other public agencies, have both administrative and operational functions. Administrative functions comprise all internal housekeeping procedures, including property, materiel, financial, and personnel management, and provide the general administrative and clerical support required by an organization to fulfill its operational mandate. A municipality's operational functions consist of the services for which it is responsible by virtue of its letters patent and the statutes by which it was incorporated. Briefly, the operational functions of nineteenth-century municipalities included public works, such as the maintenance of streets, sidewalks, and bridges, sanitation, drainage, health, education, cemetery regulation, fire prevention, policing, liquor control, poor relief, street lighting, and water service. Records may also be divided according to the administrative and operational categories. Administrative records are generated or received in the performance of internal support functions and operational records in the performance of service and regulatory functions. Although the administrative record often contains information
about operational functions, the operational record seldom contains information about administrative matters. The majority of Nanaimo's surviving archives are administrative rather than operational. Apparently, the provision of service functions resulted in the creation of fewer records of permanent value.

The importance of statutory law in understanding an organization and its records is illustrated through discussion of the administrative function performed by the municipal returning officer, the structuring of city wards, the promulgation of municipal by-laws, the City's takeover of the water service function, and the provincial-municipal division of responsibility for public education. To begin, a permanently appointed municipal administrative staff did not exist during the period of this study, and the role played by the returning officer was central to the emergence of municipal government and administration. Although original documentation is virtually non-existent, the election function may be understood through study of statutory law, which defined the municipal franchise and detailed the procedures the returning officer was to follow in order that elections be conducted in a lawful manner and that democracy be upheld.

Despite the mandatory requirements contained in municipal law, it must be remembered that municipalities did not always fully or immediately comply with statute. For instance, the "Municipality Act, 1872" provided that the council of every municipality "shall divide the same into Wards, and may, from
time to time, alter such divisions so as to allow the different portions to be equally represented in the Council, on the basis of tax paying population."\(^7\)

Although Nanaimo's Council should have structured wards in 1875, it did not do so until 25 March 1878 when it resolved that the City be divided into three wards for election and assessment purposes.\(^7\)

The by-laws of a municipality are one of its most important record series. They provide the legal basis for the undertaking of most major operational functions and must, in order to have the force of law, be properly promulgated. The promulgation procedures followed by municipal government, and the resulting published archives, are comprehensible only through extensive study of the provincial statutes governing the authentication of by-laws.\(^3\)

To begin, the "Municipality Act, 1872" provided that by-laws were "subject to confirmation or disallowance by the Lieutenant-Governor."\(^7\)

The "Municipality Act Amendment Act, 1873" specified that the municipal clerk transmit copies to him within one month after their final passage, and that they be signed by the clerk, countersigned by the mayor, warden, or presiding municipal councillor, and sealed with the corporate

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\(^7\) App. B/46, s. 20.
\(^7\) CNA, CCN, CM, 25 March 1878, 204. That resolution was subsequently confirmed by the "Nanaimo City Wards By-law, 1878." See App. J/385.
\(^3\) Nanaimo's by-law series has been reconstructed and is listed by subject in Appendix J/156-392.
\(^7\) App. B/46, s. 22.
The originals were to be signed and sealed, and a certified copy was to be received as evidence in any Court of Justice "without proof of the seal or signatures, unless it is specially pleaded or alleged that the seal or one or both of the signatures have been forged." The 1873 Act provided that by-laws, orders, and resolutions of municipal councils could, upon application to the Supreme Court by an interested party, be quashed for illegality; by-laws could thereby be enforced and tested. It also set the guidelines by which municipal councils could pass by-laws for contracting debts by way of loan and for levying special rates for their repayment. Those for the raising of money for extra-ordinary expenditure required the assent of the ratepayers before final passage, and the Act provided for the appointment of a returning officer.

The "Municipality Act, 1881" substantially altered the provisions regarding promulgation. Every by-law passed by a municipal council was to be reconsidered:

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75 App. B/47, s. 8. However, as Cary Castle, the Lieutenant-Governor's official residence, was destroyed by fire in 1899 and again in 1957, it is doubtful that the Lieutenant-Governor's copies have survived. Cursory examination of the relevant PABC finding aid (GR 443) did not reveal any reference to municipalities.

76 App. B/47, ss. 9-10.

77 App. B/47, s. 11.

78 App. B/47, ss. 3-4.

79 App. B/47, s. 6.
not less than three days after the original passage, and if adopted by the Municipal Council, or confirmed by the municipal electors, as hereinafter provided, shall come into effect and be binding on all persons after seven days from the publication of the same in some one or more of the newspapers (if any) published in the Municipality, unless otherwise postponed in such by-law.  

Thus, from 1881 (until 1899), publication was essentially mandatory, and one might expect to find a published copy in local newspapers. In addition, "An Act to amend the 'Municipality Act, 1881,' [1883]" required that municipal by-laws be published in the British Columbia Gazette (BCG). That Act received assent on 18 February 1884, from which date (until 1899) the BCG provides a very rich source for the study of municipal enactments. Evidence of any by-law could thenceforth be given in any court by production of the BCG containing a copy.

The "Municipal Act, 1889" provided that municipal clerks transmit by-law copies to the Provincial Secretary, instead of the Lieutenant-Governor. However, the "Municipal Act, 1892" omitted that provision and enacted that promulgation should consist in the publication in the British Columbia Gazette of a true copy of the by-law, and of the

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80 App. B/59, s. 70.
81 App. B/62, s. 1.
82 The BCG was an important part of the record of the municipal clerk's office. The UBC Law Library has a number of volumes formerly belonging to the Vancouver City Clerk's office. The Vancouver City by-laws published in each volume are enumerated in lists glued inside their front covers. See Set 3 for the years 1887-88, 1893-96, and 1900-04.
83 App. B/62, s. 2.
84 App. B/69, s. 110.
signature or signatures attesting its authenticity, with a notice appended thereto of the time limited by law for applications to the Courts to quash the same, or any part thereof.  

The Act contained a copy of the notice to be appended and defined the right to action in the case of illegal enactments.  

The "Municipal Clauses Act Amendment Act, 1899" repealed the sections regarding promulgation through publication and enacted that by-laws reconsidered and adopted by council not less than one day after original passage simply come into effect, unless a later date was specifically defined.  That amendment virtually ended their publication in local newspapers and the BCG, thereby saving municipal councils the considerable costs of advertisement.  

It is probable that the discontinuation of formal promulgation procedures caused legal problems, for the "Municipal Clauses Act Amendment Act, 1902" amended the 1899 Act's provisions. Thenceforth, confirmed by-laws were to be registered with the County Court Registrar through deposit of a true copy certified by the municipal clerk. They were to "take effect and come into force and be binding on all persons as from the date of such registration," unless specifically postponed.  

The Act also provided that all municipal councils deposit, within 60 days from the date of royal assent, certified copies of all by-laws passed since 27 February 1899 (the date of assent  

85 App. B/72, s. 124.  
86 App. B/72, ss. 125, and 128-31.  
87 App. B/79, s. 5.  
88 App. B/82, s. 22.
to the 1899 Act) and still in force. Although Nanaimo's City Clerk deposited the municipal by-laws with the County Court Registrar until the 1950's, those copies have not survived.

Statutory law empowered municipalities to undertake certain operational functions, but sometimes limited the extent of their authority in a given area. For instance, the "Municipality Act, 1872" vested in municipal councils the right to authorize and regulate water companies, but did not give them the powers necessary for the purchase and operation of existing waterworks. The first attempt to provide Nanaimo with a regular water supply began in 1881, when Council authorized Josiah Walter Stirtan to lay a system of wooden mains. In 1885, the Nanaimo Water Works Company, Limited, which took over Stirtan's system, was incorporated. As early as 1889, Council made inquiry regarding the terms by which it could purchase the Company's plant. In order to have the water service function brought under municipal control, Council finally had the Legislative Assembly pass the "Corporation of the City of Nanaimo Water-works Act, 1895," which specifically authorized it to provide an adequate supply of water, through the purchase of the existing waterworks plant (by arbitration if necessary) or the construction of a new one. However, problems arose in negotiating the purchase of

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89 App. B/82, s. 22.
91 App. B/46, s. 21, s.-s. 8.
the waterworks, and the Nanaimo Water Works Company did not formally transfer its plant to the City until 19 June 1901. This example also illustrates the potential time-lag between the granting of statutory authority for the performance of a function and the actual completion of related transactions.

Study of statutory law is essential in arriving at a clear understanding of the meaning of records which document operational functions for which responsibility is divided. For instance, provincial and municipal agencies shared financial responsibility for public health preservation, police force maintenance, and public education and school accommodation. Discussion of the division of responsibility for public schools will suffice to demonstrate the utter impracticability of attempting to extrapolate secondary meaning from the informational content of pertinent local records without first understanding the evolution of the provincial-municipal relationship with respect to education.

After 1888, the provincial government began to decentralize its control of education as a result of ever-increasing demands for new school facilities. The "Public School Act Amendment Act, 1888"⁹⁴ was the first statute to alter significantly the role municipal government was expected to play. It brought Vancouver under the school act and made the municipal corporations of the four city school districts, that is, Victoria, New Westminster, Vancouver, and Nanaimo, responsible

⁹⁴ SBC, 1888, 51 Vict., c. 32, ss. 10-11.
for one-third of the salaries of public school teachers employed within their limits.

The "Public School Act, 1891"\textsuperscript{95} augmented the role of municipal government in public education.\textsuperscript{96} Most significantly, it increased, from one-third to one-half, the proportion of teachers' salaries which the municipalities of Vancouver, Victoria, Nanaimo, and New Westminster were required to contribute. They were also to pay the whole of all expenses for school sites, buildings, furniture, and incidentals. In order to raise such sums, their municipal councils were to levy an additional rate on real estate. In addition, the "Revenue Tax Act, [1891]\textsuperscript{97} provided that, within those cities, the annual three-dollar provincial revenue tax be payable to the municipal collectors; elsewhere, it was payable to the provincial authorities.

The "Public School Act Amendment Act, 1893"\textsuperscript{98} made the municipal corporations of city school districts wholly responsible for the salaries of the teachers employed in their public schools, in addition to all other school expenses. Salaries were to be fixed and paid at the discretion of the school trustees. However, the province was to assist those municipalities through payment, from its consolidated revenue fund, of a \textit{per capita} grant of $10 per student \textit{per annum}, based

\begin{itemize}
\item \textsuperscript{95} \textit{SBC}, 1891, 54 Vict., c. 40, ss. 30 and 32.
\item \textsuperscript{96} On 8 April 1891, the Nanaimo City School District was defined as embracing all that area within Nanaimo's corporate limits.
\item \textsuperscript{97} \textit{SBC}, 1891, 54 Vict., c. 44, s. 1.
\item \textsuperscript{98} \textit{SBC}, 1893, 56 Vict., c. 41, s. 3.
\end{itemize}
upon the average actual daily attendance. The only proviso was that their schools be conducted in accordance with the rules and regulations prescribed by the Council of Public Instruction.

The "Public Schools Act Amendment Act, 1901" substantially restructured the provincial-municipal system of cost-sharing. It divided city school districts into three classes, based upon the average actual daily attendance of pupils attending their public schools, and included all incorporated cities and towns. Initially, Victoria and Vancouver were the only cities with the 1,000 pupil daily attendance required of a school district of the first class. The cities of Nanaimo, Nelson, New Westminster, and Rossland met the second class attendance requirement of 250-999 pupils. The cities of Columbia, Cumberland, Grand Forks, Greenwood, Kamloops, Kaslo, Phoenix, Revelstoke, Sandon, Vernon, and the town of Wellington fell into the third class category, with attendances of less than 250 pupils. From 1 January 1902, the salaries of teachers and all other school-related expenses in all classes of city school districts were to be paid by their municipal corporations. Such expenses were to be partially defrayed by an annual per capita grant of $13 per pupil to first class cities, $15 to second class cities, and $20 to third class cities, based upon average daily attendance. In addition, a grant of $300 per annum for each high school teacher was to be made to municipalities in which high schools operated.

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99 SBC, 1901, 1 Edw. 7, c. 48, ss. 4-10 and 21.
The relationship between municipal councils and boards of school trustees was also complex. To take but one example, the "Public School Act, 1891"\(^{100}\) provided that the city treasurer keep a separate account of moneys paid into his hands on behalf of the school board, pay over moneys to that board, and exhibit to it the state of that account. In 1893,\(^{101}\) the city treasurer was made responsible for the actual payment of the accounts passed by the school trustees. In Nanaimo, this did not become the practice until 1897 when School Board Secretary Samuel Gough, who had recently been ousted from the office of City Collector, notified Council on behalf of the School Board that that body desired all salaries and accounts to be paid by the City Treasurer on presentation of a voucher duly signed by the Chairman and Secretary of the Board of School Trustees.\(^{102}\) Despite the increase in work that would result in the City Treasurer's office, Council adopted the relevant provisions of the school act\(^{103}\) and expenditures on public schools were thenceforth included in its monthly warrant book. Prior to 1897, sums requested by the School Board Secretary had simply been credited to the account of the trustees.

Archivists will frequently have recourse to statutory authority in order to understand the original meaning of the records in their care. Research in legislation is tedious and

\(^{100}\) SBC, 1891, 54 Vict., c. 40, s. 35.  
^{101}\) SBC, 1893, 56 Vict., c. 41, s. 8.  
^{102}\) CNA, CCN, CM, 8 February 1897, 69.  
^{103}\) CNA, CCN, CM, 15 February 1897, 72.
extremely time-consuming, but is to a greater or lesser degree essential to the understanding of all institutional records. The statutory provisions by which the archival record was generated were common knowledge to its creator. Therefore, archivists must become familiar with those provisions in order to understand the context in which the creator acted.

ADMINISTRATIVE CONTEXT AND THE CREATION OF RECORDS

The actions of any agency which creates documentation are governed by its position within a larger organizational hierarchy. Consequently, administrative context can be examined on every hierarchical level. For instance, Nanaimo's Finance Committee delineated the fiscal framework within which the Corporation was to operate. The decisions of that body bore upon all financial management functions, including real estate assessment, the hearing of appeals against that assessment, the collection of municipal revenue, management of the receipt of moneys collected and the payment of approved accounts, and finally the year-end audit of accounts. Consequently, the documentation created by the City Assessor, Municipal Court of Revision, City Collector, City Treasurer, and City Auditor must be considered in light of the decisions of the Finance Committee and given the interrelationships between those record groups.

On another level, the purpose of the record may be examined in terms of the fiscal framework of the municipal system. For example, from 1887, the Finance Committee made arrangements with the Corporation's bank to obtain temporary credit by way of
overdraft upon its current account. Initially, the bank required a certified copy of the by-law or resolution by which Council authorized the Finance Committee to secure credit.\textsuperscript{104} Overdrafts became common practice, and the process by which they were secured was formalized. From 1893, Council annually passed a temporary loan by-law.\textsuperscript{105} These records enabled Council to meet its financial obligations before any revenue had been raised. They are explained by the short timeframe in which British Columbia's municipal system operated, which resulted in municipal coffers being virtually empty during the first months of each year. It was not uncommon for Nanaimo's public works to be suspended until funds were available, nor for the wages of its officers and employees to be in arrears.

Broadly speaking, the administrative environment of the creation of a documentary source consists in its provenance, original order, form, and interrelationships with other records.

PROVENANCE

In general, the provenance of a record series refers to its office of origin, that is, the "office or administrative entity that created or received and accumulated the records in the conduct of its business."\textsuperscript{106} The archival principle based upon provenance dictates that the archives of a given creating agency must not be intermingled with those of other records creators.

\textsuperscript{104} App. J/201.
\textsuperscript{105} App. J/156-167.
\textsuperscript{106} Evans, Harrison, and Thompson 1974, 427-8.
Nanaimo's archives did not present any particular problems with respect to provenance, which is the basis upon which the record group inventories in Appendices J-Y are organized. They reflect the provenance of surviving records created to 1904. The hierarchical structure of Nanaimo's civic administration and related boards in 1904 is illustrated in Figure 1.

The history of Nanaimo's administration and the duties and responsibilities of its municipal officers are of pivotal importance in understanding the context in which a record group was created, including the dates during which it flourished and the functions it documents. To illustrate, the office of City Treasurer existed from 1892; previous to that time, the Corporation's books were kept by the City Clerk. In 1896, the positions in the Clerk's office were separated, and the joint office of City Clerk, Treasurer, and Caretaker was created. The general journal, sinking fund accounts, and debenture records have been attributed to the City Treasurer's record group. However, the cash book series, 1874-1888, which has been attributed to the City Collector's record group, cannot be entirely separated from the functions performed by the Clerk acting in the unofficial capacity of Treasurer. The monthly recapitulations which those books contain clearly played a key role in the Clerk's system of book-keeping.

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107 See Appendix H.3.
108 See Appendices H.1-H.2.
109 See Appendices H.8-H.9.
110 See Appendix M.
111 App. L/421-422.
This organizational chart shows the 1904 hierarchical structure of the Corporation of the City of Nanaimo and identifies the year of formation of each office and the pertinent record group inventory (by appendix).
ORIGINA ORDER

The principle of original order logically follows from provenance. Since meaning may be derived from the order imposed upon records by their creator, the archivist must preserve that order whenever possible. Original order is best illustrated by Nanaimo's by-laws series. In the spring of 1901, the City Clerk established a system for numbering the municipal by-laws. Existing by-laws were organized to reflect their subject content and were numbered in green pencil. Red pen was used to note the by-laws by which each was repealed or amended. Thereafter, by-laws were sequentially numbered. Early by-laws also bear numbers from a numbering system which was for some reason discontinued. The original by-laws are preserved in the administrative vault at Nanaimo City Hall in the order imposed upon them in 1901.

Nanaimo's audited financial statements series provides another example of the meaning derived from the original order of the record. The statements generated each year during the year-end audit were similar and were annually grouped in envelopes so as to maintain the relationships between them. For instance, the Auditor's report refers to the statement of receipts and expenditure, the balance sheet of assets and liabilities, and the financial statements regarding the Nanaimo Public Cemetery, the accounts of the school board trustees, and

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112 See Appendix J/156-392.
113 See Appendix P/445-593.
the waterworks.

The leather-bound volumes of council minutes also have original order, which is of obvious importance in tracing issues discussed by Council. However, the fact that the minutes are recorded chronologically combined with the observation that regular Monday evening meetings were rarely missed (except for lack of quorum) lends significance to meetings for which minutes have not survived. For instance, the meeting following the explosion in No. 1 Mine on 3 May 1887 was missed without explanation, due no doubt to the overwhelming impact of that disaster upon the community.

FORM

The form of a record may be addressed from two points: internal and external structure. Internal structure is often dictated by tradition or administrative policy. For instance, by-laws and council minutes each have an internal format by which they are readily identified. Nanaimo's by-laws conform to the standard legal format and often embody the wording of their enabling legislation. Changes in the formatting of Nanaimo's council minutes\(^{114}\) reflect to some extent the personal style of the City Clerk, but more often an increased formality and maturity in the proceedings of Council. For example, from 1881, some important correspondence, reports, addresses, and proposals were copied in their entirety in, or spread upon, the

\(^{114}\) App. J/138-142.
Such documents were obviously considered of sufficient importance to become part of the permanent record. From the early 1890's, the minutes again reflect the formalization of council proceedings after the passage of a new by-law for the regulation and general conduct of municipal business, which was published for distribution to council members. Council passed such by-laws in 1875, 1891, and 1903. They prescribe the standard procedure for the conduct of meetings. For instance, after the Mayor took his seat and the minutes of the previous meeting were read and eventually adopted, the order to be observed was the reading of communications, the presentation of accounts, committee reports, deferred business, and then new business. The council minutes clearly reflect that order.

In addition, the "Rules of Order By-law, 1875" provides insight into the recording of Council's proceedings, stipulating that "no protest or expression of dissent shall be entered upon the minutes." The City Clerk's draft title page for the 1875 minutes corroborates that proviso regarding their content:

This Book of course is a journal of the proceedings of the Council, made up of the resolutions passed, the business transacted, and the names of the Members present.

115 See, for example, CNA, CCN, CM, Proposal of J.W. Stirtan to supply City with water, 10 October 1881, 402; Report of Street Committee, 27 March 1882, 430-1; and Letter from Samuel M. Robins regarding cemetery property, 8 April 1889, 312.
117 CNA, CCN, CM, 18 June 1891, 98.
119 App. J/360, s. 12.
120 App. J/359, ss. 18 and 27.
It is perhaps not necessary to take down the remarks or opinions expressed by Members of the Council; but matters of the kind may be introduced for the purpose of giving a better view of matters generally. 121

Indeed, throughout the whole of this period, the council minutes rarely record dissenting opinions, and discussion is, where included, usually cryptic. 122

The external structure of a record is influenced by the technology available given the historical context of its creation. Certain technical advances introduced in Nanaimo's City Offices affected the nature, form, and physical extent of the records created and the systems of record-keeping employed. The City Clerk's correspondence outward sub-series is noteworthy for the evolution it underwent. From 1875-1886, the City Clerk made handwritten copies of his letters outward in a copybook. 123

Then, from December 1886 until September 1904, he took impressions of them by moistening the originals, which were pressed overnight between the tissue paper pages of a letterpress copybook 124 with the copying press the Corporation had acquired. That process resulted in the transfer of ink from the originals to the pages of the letterbook. The volume of correspondence surviving from late-1886 onward is significantly

121 App. J/143.
122 By far the largest portion of their informational content concerns operational functions such as the construction, repair, and maintenance of streets, street lighting, and the public cemetery.
greater than that from the earlier period, which reflects both an increase in the functions for which municipal government was responsible and the increased facility with which exact, if sometimes poor, copies could be made.\textsuperscript{125} Use of the letterpress system was discontinued in September 1904. From 1905, carbon copies of typed correspondence were filed in the newly-created subject file system.\textsuperscript{126}

In 1889, Council authorized the City Clerk to have a telephone placed in the City Offices.\textsuperscript{127} However, the extent to which its installation may have affected the keeping or, ultimately, survival of a written record cannot be estimated.\textsuperscript{128} In 1896, the City Clerk ordered a Simplex Printer No. 3,\textsuperscript{129} which was presumably similar to the type used in the mimeograph process. It was probably used by the Secretary of the Board of Cemetery Trustees to print the notices dated April 1897 of which letterpress copies survive.\textsuperscript{130} Finally, in 1902, the Corporation procured its first typewriter.

\textsuperscript{125} An analogy might be drawn to the manner in which the volume of records created expanded in the 1950's and 1960's as the quality of relatively inexpensive photoduplicating machines improved.
\textsuperscript{126} The correspondence files sub-series, 1905-1948, is discussed after App. J/152.
\textsuperscript{127} CNA, CCN, CM, 10 June 1889, 330. In 1888, a small group of businessmen set up a private telephone system. In 1890, the Nanaimo Telephone Company was incorporated (App. B/99).
\textsuperscript{129} CNA, CCN, CC, Letter from Adam Thompson, City Clerk, 7 February 1896, to W.D. McArthur, 132 California St., San Francisco, p. 223.
\textsuperscript{130} App. J/151.
The duplication of records in other series is pertinent to the discussion of form. Despite the informality of the nineteenth-century municipal-provincial reporting structure, municipalities were required to deposit copies of documents such as by-laws, real estate assessment rolls, and audited financial statements with the provincial government. For instance, the city treasurer was required to forward to the Provincial Secretary by 1 November each year:

a complete return of all money collected in the Municipality, or received from the Provincial Treasury, for Municipal purposes, and of all moneys expended for Municipal purposes, during such year, with a brief statement of the nature of the works on which such money shall have been expended.\(^{131}\)

Although the "Municipality Amendment Act, 1874" required that the return be made at the end of December,\(^{132}\) the intent of that clause remained the same from 1872 until omitted from the "Municipal Act, 1892." Some of those financial returns are

\(^{131}\) App. B/46, s. 29.
\(^{132}\) App. B/48, s. 12.
preserved with real estate assessment roll copies at the Provincial Archives; in addition, the Legislative Assembly published some of the financial returns filed between 1873 and 1880 in its *Sessional Papers*. A significant record of nineteenth-century municipal administration exists in published form. The documents which municipalities were by statute required to publish in the BCG, in local newspapers, and in pamphlet form are most important where original documentation has not survived, since they make possible the reconstruction of select series. Despite the frequent changes to the statutory requirements regarding publication, it is important that they be studied before attempting to reconstruct a record series. Knowledge of the procedures by which municipal by-laws were promulgated and consequently published facilitated the reconstruction of Nanaimo's by-laws series and greatly diminished the number of missing by-laws. The same applies with respect to the

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133 PABC, BC, Provincial Secretary, GR 773.
134 App. C/118-123, and 133. These published archives are not crucial in the case of Nanaimo for which the audited financial statements series is complete. However, they are certainly a most valuable source on the province's early municipal history. This is especially so in the case of municipalities for which the archives are not so extensive as Nanaimo's. For example, the archives of the defunct Corporation of the Township of Salt Spring Island (1872-1883) do not appear to have survived.
135 Those procedures have been discussed on pp. 36-40 concerning the importance of statutory authority to study of the record.
136 See Appendix J/156-392.
reconstruction of Nanaimo's audited financial statement series. However, in that case, the requirements regarding publication were not so complicated. From 1875-1900, the reports of Nanaimo's City Auditor were published in the NFP and other newspapers. In 1901, Nanaimo began to publish its annual financial statements in pamphlet form, in keeping with the "Municipal Clauses Act Amendment Act, 1899" which enabled city municipalities to publish their financial position in such manner.

In addition, published advertisements, committee reports, and accounts of meetings serve to supplement the official archival record by corroborating or contradicting the evidence it contains. Because of the limited nature of the means of communication, municipal matters were probably of greater interest to the general public in the late nineteenth century than they are today, and newspapers reported municipal business in great detail. The "published council minutes," an unofficial record of the Council's proceedings (kept by Nanaimo Free Press publisher George Norris from 1875-1902), provide the best example. They often cover the council proceedings almost verbatim and are, therefore, an extremely valuable source to the researcher seeking to understand municipal politics, economics, or administration. Moreover, they record the expression of dissenting and personal opinions, while the official minutes,

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137 See Appendix P/445-593.
139 App. B/79, s. 4.
which are the main record of the Corporation's business, do not. In addition, the accounts of the municipal election proceedings printed in the NFP each December and January are invaluable. The annual nomination and poll, if any, were reported in great detail. For instance, in 1875, after examination of the assessment roll, the NFP reported that there were 142 resident voters, classed as follows: real estate, 94; licenses, 33; dog tax, 14; and horse tax, 1. There were also a number of non-resident voters. From "Municipal Franchise," NFP, 29 December 1875, 3.

Related to the form of the record is the official corporate seal which is the instrument by which documents are made legal and binding. The corporate seal is attached to the originals of by-laws, contracts, deeds, agreements, and other legal documents produced by the municipal council. Its use is restricted to documents ordered sealed by council and to copies certified by the city clerk as conforming to their originals.

The seal of the Corporation of the City of Nanaimo was designed by Victoria engraver James Benjamin Launders in March 1875. Reproduced in Figure 2, it depicts "a locomotive and a train of cars, the latter overflowing with coal, crossing a track laid upon trestlework, and a steamship lying at the wharf.

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1. For instance, in 1875, after examination of the assessment roll, the NFP reported that there were 142 resident voters, classed as follows: real estate, 94; licenses, 33; dog tax, 14; and horse tax, 1. There were also a number of non-resident voters. From "Municipal Franchise," NFP, 29 December 1875, 3.

2. The "Municipality Act, 1881" (App. B/59, s. 8) provided that municipal councils enter into all contracts under their corporate seal.

INTERRELATIONSHIPS BETWEEN RECORD SERIES

An important element of administrative context is the relationship of one record to the other. If the whole equals the sum of its parts, then logically the whole is only understandable through study of its parts. Thus, in order to understand a given function, one must examine all relevant record series. However, one must first have knowledge of and understand their interrelationships. This is complicated by the fact that provenance-based methods of describing and accessing archives do not usually indicate that a series contains reference to a function other than that which appears to be its main one. In addition, there are many functions for which the main record series has not survived, but to which reference is

to be found in one or more series concerned essentially with other matters.

Obviously, a satisfactory means of tracing functions from one series to another must be developed. Cross-referencing functional change in a card index and/or in a record group inventory is the traditional means. However, the problem is not so much that of recording a change once it has been discovered as the research required to discover it in the first place. A function which results in the creation of a new record series and/or structural change within an agency may have previously been of minor significance, and reference to it may be rather limited. Tracing functional change often involves recourse to the statute book or by-law series. Even then, the function sought may be only accidentally stumbled upon through perusal of what appear to be relevant archival materials, unless one is fortunate enough to find relevant keywords in an index. Specifically, the problem consists in identifying pertinent source materials concerned essentially with other matters and therefore not revealed by the traditional provenance-based search.

As the Legislative Assembly extended the functions for which municipal government was responsible, civic administration grew, and municipal councils divided offices initially filled by one individual. In documenting their administration, the municipal officers generated an ever-increasing quantity of records, and the interrelationships of series became more complex. To begin, the correspondence series generated by
Nanaimo's City Clerk included, until well into the twentieth century, most of the Corporation's general correspondence. Its informational content covers all matters and functions for which municipalities were responsible and should, for that reason, be used in conjunction with the council minutes. Moreover, the receipt of correspondence inward was acknowledged and its disposition noted in the council minutes. Whereas Council most often ordered that letters of an informational nature be received and filed for future reference, it directed the Clerk to reply to more important ones, and the minutes often indicate the intent of the reply he was to forward. From 1878, the content of important correspondence was sometimes noted and, during the 1880's, was increasingly better described. This is especially important since very few letters inward have survived.\textsuperscript{145} The municipal by-laws should also be used in conjunction with the council minutes since the evolution of a by-law can be traced in the minutes.

Many other series were offshoots of the council minutes or City Clerk's correspondence. For example, with the advent of the Board of Police Commissioners, the policing function was documented in new minute and correspondence series.\textsuperscript{146} The Municipal Council sitting as Local Board of Health also had its own minute book,\textsuperscript{147} although occasionally its minutes were recorded with those of the Council.

\textsuperscript{145} App. J/145-146.  
\textsuperscript{146} App. V/602-603.  
\textsuperscript{147} App. S/597.
Other relationships are more obscure. For instance, we know that the voters' list was originally a copy of the revised assessment roll because in 1875, after the Clerk read the roll of persons assessed, Council resolved that "a copy of the Revised Assessment Roll be transmitted to the Government and another copy be made as a list of voters for the approaching Municipal Election." We also know, from the 1898 re-audit of the 1896-1897 accounts, that the "modern" accounting system which Government Auditor Joseph Peirson established for the Corporation in 1895 comprised a cash book, cash book vouchers, paysheets, a warrant book, a journal, and a ledger.

Sometimes the relationships between a municipality's main record series, in which all business transactions were originally recorded, and the many different series pertaining to specific functions, in which similar transactions were later documented, are more complex. They must be carefully researched and documented in scope and content notes, organizational histories, or explanations of functions and the primary meaning of pertinent records. Documentation relevant to cemetery regulation and maintenance exemplifies well the importance of adequately cross-referencing a function between record series and/or groups. The cemetery function is documented in a number of sources, including records created by different parts of the

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148 CNA, CCN, CM, 27 December 1875, 72.
149 App. P/532, pp. 5-6. Council authorized the Clerk to procure a new set of books for the Corporation on 28 January 1895. See CNA, CCN, CM, 28 January 1895, 526.
150 App. P/563.
municipal administration.

From 1875, discussion of cemetery matters is documented in the council minutes.\textsuperscript{151} From the formation of the Board of Cemetery Trustees in 1877, the minutes of the Trustees' meetings were recorded at the end of the minutes of the corresponding council meetings and offset by the title, "As Cemetery Trustees." In January 1897, Adam Thompson, the newly-appointed Secretary to the Trustees, opened a separate minute book.\textsuperscript{152} However, after 1897, the minutes were only sporadically recorded therein; most were again attached to the council minutes. The first by-law for the regulation of the Nanaimo Public Cemetery was passed in 1881, with amendments enacted in 1882, 1900, 1901, and 1904.\textsuperscript{153} The City Clerk's letterbooks\textsuperscript{154} contain copies of correspondence from the Trustees' Secretary from at least 1878\textsuperscript{155} and include copies of printed notices dated April 1897 to those who had reserved plots but had not paid for them. The City Collector's cash books for 1874-1888\textsuperscript{156} include the cemetery cash account, which provides a monthly recapitulation. The City Auditor first audited the accounts of the Nanaimo Public Cemetery in 1877; thereafter, he did so annually, with

\textsuperscript{151} App. J/138-142.
\textsuperscript{152} App. Q/594.
\textsuperscript{153} App. J/299-303.
\textsuperscript{154} App. J/147-152.
\textsuperscript{155} A statutory return made by the Board of Cemetery Trustees regarding its receipts and expenditures is among the relevant 1878 correspondence; City Clerk Young forwarded it to the Provincial Secretary in accordance with section 10 of the "Cemetery Ordinance, 1870." See CNA, CCN, CC, 27 February 1878, 44.
\textsuperscript{156} App. L/421-422.
special audits in 1880, 1895, and 1898. In 1897, City Auditor Tully Boyce conducted an in-depth audit of the cemetery's management which was reported in the Trustees' minute book. The cemetery accounts were from 1901 published in the Corporation's annual financial report. Finally, some cemetery records from the 1875-1904 period have yet to be transferred to the archives vault.

Tracing a given function is complicated by the fact that some bound volumes were used for multiple purposes. For instance, the volume opened in 1896 to record the minutes of the Local Board of Health was finally closed in 1969! The volume's spine indicates the purpose for which it was latterly used, namely the Board of Appeal and Court of Revision minutes. However, it was also used for the minutes of several other boards and committees, sometimes for only a few meetings. To complicate matters, from 1949-1969, all minutes entered in the book were recorded chronologically regardless of creating agency.

The key to tracing municipal functions across record series lies in historical research. Since the creation of a new series usually reflects administrative change, what one has to grapple with is the history of a municipality's administration, which is very important to the archivist, both in arranging and

159 App. N/439-442.
describing archives. The history of an administration can vary greatly in scope and depth, from the bare bones outline or organizational structure as it existed over time to the more thorough discussion. The former is most often used in archival inventories. However, the more in-depth study documents most satisfactorily the activities of an organization. Moreover, knowledge of the functions for which a municipality was responsible provides insight into the informational content and value of its archives. Due to the intricacies of the relationships between record series, detailed enquiries into such matters are best documented in textual format. Logically, they should begin with general statutory authority, continue with specific organizational history, and conclude with the interrelationships between the agency's record series.

HISTORY OF THE RECORD AND RECORD-KEEPING PRACTICES

Research into the history of the record and record-keeping practices, an area not normally deemed of sufficient importance that documentation thereon be kept, is also required in order to understand primary meaning. First, one should examine the relevant statutory provisions to determine whether they required an agency to create and maintain certain records or to file reports and statistics, and, if so, the reasons for such practices. Secondly, one should study the archival record to determine what it reveals about its own life cycle.

To begin, the letters patent by which Nanaimo was incorporated provided that an official record of the Municipal
Council's proceedings be kept.\textsuperscript{162} The "Municipality Act, 1881" consolidated that provision:

The minutes of the proceedings of all such [municipal council] meetings shall be drawn up and fairly entered into a book to be kept for that purpose, and shall be signed by the Mayor, Reeve, or Municipal Councillor presiding at such meeting, and the said minutes shall be open to the inspection of any person, who may make copies thereof and extracts therefrom, at all reasonable times, on payment each time of a fee of twenty-five cents.\textsuperscript{163}

In some instances, statute dictated the creation of new record series. For example, the raising of credit necessitated a method of accounting by which the financial standing of a municipality could be more precisely determined. Consequently, the "Municipal Act, 1891" stipulated that municipal councils keep in their books two separate accounts, one for the special rate and one for the sinking fund, or for installments of principal of every debt, to be both distinguished from all other accounts in the books by some prefix designating the purpose for which the debt was contracted, and shall keep the said accounts, with any others that are necessary, so as to exhibit at all times the state of every debt and the amount of the moneys raised, obtained, and appropriated for payment thereof.\textsuperscript{164}

Accordingly, Nanaimo's sinking fund accounts series, 1894-1900,\textsuperscript{165} contains separate accounts for loan by-laws enacted between 1890-1899 and for interest accruing to the consolidated special rates' sinking fund.\textsuperscript{166}

Statutory provision also explains the statistical schedule\textsuperscript{162-166}

\begin{itemize}
\item \textsuperscript{162} App. E/136, p. 305.
\item \textsuperscript{163} App. B/59, s. 62.
\item \textsuperscript{164} App. B/71, s. 119, s.-s. 4.
\item \textsuperscript{165} App. M/426.
\item \textsuperscript{166} App. M/427-434.
\end{itemize}
which municipalities returned to R. Edward Gosnell, Secretary of
the Bureau of Statistics. Constituted on 11 April 1894 and
attached to the Department of the Provincial Secretary, the
Bureau was to collect, compile, tabulate, and publish
information for public purposes. The "Legislative Library and
Bureau of Statistics Act, 1894" required officers of the
government, societies, associations, and corporations, including
municipalities, school boards and other public institutions, to
furnish such information as was requested of them by the
Bureau's Secretary.¹⁶⁷ Nanaimo's Treasurer returned schedules,
containing information about taxation, receipts, disbursements,
assets and liabilities, for the years 1894-1896.¹⁶⁸ Gosnell used
such information to compile the statistical reports on
municipalities which were published in the Sessional Papers.¹⁶⁹
The Bureau was closed in 1898 following a change in government,
but was reconstituted about 1900 as the Bureau of Provincial
Information and Immigration.

The archival record can itself reveal a surprising amount
of information about the individual document, the record series,
and record-keeping practices. For example, the municipal by-law
can be traced from its introduction before the municipal council

¹⁶⁷ SBC, 1894, 57 Vict., c. 27, s. 14.
¹⁶⁸ PABC, BC, Provincial Secretary, Bureau of Statistics, GR 153,
Vol. 2, File 13. GR 153 (especially Vol. 1, Folder 1) is likely
the most important pre-1905 source of documentation on
municipalities held at the PABC. Gosnell's correspondence with
municipal clerks regarding the names of mayors, reeves and
clerks, and dates of incorporation, is indicative of the poor
state of information management in British Columbia during the
1890's.
through to its final passage or ratification by the ratepayers. Municipal record-keeping practices are documented in audit reports and, in particular, reports of special audits. They record problems with existing systems of record-keeping and the solutions adopted; generally, they illustrate that records management is not a new problem.

In Nanaimo, special audits were made in 1880, 1895, and 1898. Knowledge of the circumstances which occasioned such audits is an essential element of the primary meaning of related documentation. For example, the 1895 re-audit of the 1893-1894 accounts resulted from rumours which circulated regarding the Corporation's books following the 1894 Commission of Inquiry into the conduct of Police Magistrate Joseph Phrys Planta. Council, on the suggestion of City Treasurer Samuel Gough, resolved that section 132 of the "Municipal Act, 1892" be suspended, that section 137, which gave the auditor powers for the proper performance of his duties, be in force, and that the Lieutenant-Governor in Council be requested to appoint an auditor; the name of Joseph Peirson being suggested.

Regarding municipal accounting practice, the 1895 special audit reveals irregularities in terms of modern procedures which the researcher must be aware of in using financial records. After the audit, City Treasurer Samuel Gough was asked to

174 CNA, CCN, CM, 28 January 1895, 525.
explain charges of alleged shortages. He admitted having on two occasions during 1894 paid city money totaling $2200 into his private account, but claimed to have paid out that amount "in the discharge of the city's accounts which had been regularly passed for payment." Other charges concerned moneys paid out by direction of the Police Magistrate. That Gough had at times acted as a private creditor, temporarily paying accounts out of his own pocket, was borne out by Government Auditor Peirson's report. In auditing the cemetery account, Peirson had found the inordinately large amount of $836:-- of debts due from undertakers to this fund at 31st December 1894 of which $578-- is owing to Mr. Gough personally he having paid for opening graves from time to time on demand by the grave-digger.

Due to statutory limitations on municipal borrowing, such "irregularities" may have been common in nineteenth-century accounting practice.

Study of the archival record will also contribute to our understanding of the state of preservation or deterioration of certain records. Documents in the City Clerk's record group reveal something of the attitudes of Council and its officers towards the preservation of records. For instance, in corresponding with John J. Landale in 1875 regarding surveys he was to undertake, City Clerk Charles Newton Young wrote: "it being understood that the field notes of all surveys . . . are the property of & will be handed over to the M.C. or their

175 CNA, CCN, CM, 29 April 1895, 582.
176 CNA, CCN, CM, 22 April 1895, 585.
177 App. P/532, p. 5.
agents fr. time to time as regd." \(^{178}\) The 1875 Council ordered that the map presented by Mayor Bate on behalf of the Vancouver Coal Mining and Land Company "be mounted the better to preserve it." \(^{179}\) In 1891, Council denied the request of Alfred Rowley Heyland, Civil Engineer, to remove the city plan to his office for the purpose of comparing it to a new plan, but allowed him to use it in the council chambers. \(^{180}\)

In 1888, the Corporation purchased a safe suitable "for the preservation of ... books and records." \(^{181}\) Additional security measures were taken in 1895 when Council ordered "that a suitable metal box be procured and that all Bonds, Debentures, and other securities ... be deposited in the Bank of British Columbia." \(^{182}\) In 1897, records not stored in the safe were deteriorating due to the leaky condition of the safe room, and Council ordered that the necessary repairs be made. \(^{183}\) In 1902, when the City Offices were removed to the ground floor, a vault was constructed "for the protection of books and papers that it was now impossible to place in the safe." \(^{184}\)

Archives may also document the provisions by which the creator disposed of records. For instance, apart from election and electors by-laws, original documentation concerning Nanaimo's municipal elections is non-existent. No voters' list

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\(^{178}\) CNA, CCN, CC, 22 March 1875, 2.  
\(^{179}\) CNA, CCN, CM, 17 May 1875, 30.  
\(^{180}\) CNA, CCN, CM, 30 March 1891, 66.  
\(^{181}\) CNA, CCN, CM, 13 February 1888, 208, and 12 March 1888, 215.  
\(^{182}\) CNA, CCN, CM, 19 August 1895, 625.  
\(^{183}\) CNA, CCN, CM, 27 December 1897, 171.  
\(^{184}\) CNA, CCN, CM, 17 February 1902, 683.
from this period has survived. The reason is to be found in the 1875 election by-law which detailed the manner in which election records were to be handled. After counting the ballot papers, the Returning Officer was to seal up in separate packets the counted and rejected ballots, the counterfoils of the votes cast, and the official copy of the voters' register, which he was to forward to the City Clerk. The sealed packets of counterfoils and ballot papers were not to be opened except upon the order of a tribunal investigating election irregularities. All other documents were open to public inspection, and copies were to be supplied for a fee. Finally, the by-law provided that:

The clerk of the Municipal Council shall retain for a year all documents relating to an election . . . , and then unless otherwise directed by the Municipal Council shall cause them to be destroyed. 185

The archival record and local newspapers will most likely contain reference to the illegal or accidental destruction of an organization's records where such occurred. Nanaimo's council minutes and the Nanaimo Free Press provide an excellent illustration of this point in their documentation of the mutilation of the City Collector's and City Assessor's rolls in the year 1897. Between 24 and 26 November, the office was forcibly entered, and five or six of the City's most important rolls were, in the words of Mayor Davison, "torn to atoms and

185 App. J/265, schedule 1, s. 22.
186 CNA, CCN, CC, Letter from J.H.D., Mayor, 26 November 1897, to F.S. Hussey, Superintendent of Provincial Police, Victoria, p. 181.
The crime was discovered by City Collector Edward Baines Irving on the morning of Friday, 26 November. The article reporting the depredation in the *NFP* is partially reproduced in Figure 3. It exemplifies the type of detailed information about the administration and archives of nineteenth-century municipal government which can occasionally be found in newspapers.

At the special council meeting held to decide upon a course of action, Mayor Davison stated that he "had never heard of a parallel case in the Dominion or the Province, and he was sorry to think that Nanaimo had a person so mean, low and contemptible as to commit such an outrage." According to City Auditor Tully Boyce, the most peculiar part of the affair was that:

none of the receipt stubs were tampered with, for they are just the same as he [Boyce] left them on Wednesday evening, with his check on the last receipt. This leaves the accounts just as open for re-audit as though the roll books had not been destroyed. Council engaged a detective from Pinkerton's National Detective Agency to work on the case and offered a $500 reward for information leading to the conviction of the parties responsible. The Collector's roll for 1897 was reconstructed,

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186 "Special Council Meeting," *NFP*, 27 November 1897, 1.
187 Ibid.
188 Ibid.
189 Notices of the rewards offered were inserted in the local papers. See "$500 Reward," *NFP*, 27 November 1897, 2, and "$250 Reward," *NFP*, 17 December 1897, 3.
"City Books Mutilated,"
Nanaimo Free Press, 26 November 1897, 1.

THE BOOKS MUTILATED.

Further examination showed that the books which had been mutilated were:

1. The Assessment Roll Book, containing the Assessment Rolls of 1896 and 1897.
2. The Fire Hall and Hydrant Special Rate Roll Book.
3. The Commercial Street Filling in Special Rate Roll Book.
4. Two General Rate Collection Roll Books.

The other special rate roll books were not in the least injured, and are intact.

The Assessment Roll Book has been mutilated by the tearing out of a dozen or so of the leaves here and there through the book, and then tearing the leaves into smaller pieces.

In the other books all the written pages have been torn out, and even a few blank leaves. The leaves are torn within four inches of the back of the book, as if the person had pressed the leaves with his left hand and torn down the pages with his right hand, tearing three or four leaves at a time. The torn out leaves were then torn into smaller pieces and thrown under the desk.

So far as could be ascertained none of the other books or papers, either in the collector's office, the city clerk's office, the Council Chambers or the safe room had been tampered with.

On Wednesday evening the rate books were left, some on the desk, under the desk and leaning against the wall.

The Assessment Roll book was on the floor leaning against the wall, and the party or parties committing the depredation had to remove seven or eight large books which were leaning against the Assessment Roll . . . .
and a complete re-audit was conducted.\textsuperscript{191} Since no information had been given,\textsuperscript{192} Council finally authorized City Clerk Gough to withdraw its reward notice from the papers two months after the crime.\textsuperscript{193} Council also authorized Gough to employ assistance in reconstructing the 1896-1897 real estate assessment rolls.\textsuperscript{194}

Despite such references to the consequences of the crime, no mention was made of its perpetrator(s). It is possible that the incident lost some of its significance after the arrest less than two weeks later of City Treasurer Adam Thompson for shortages in his accounts. It is equally possible that Nanaimoites, or at least Nanaimo's Mayor and Aldermen, were too afflicted by gold fever to be concerned about the destruction of a few records. A week after Thompson's arrest, Mayor Davison was granted a leave of absence for the balance of the term\textsuperscript{195} and left for the Klondyke, perhaps, to join two of Nanaimo's Aldermen who were also attracted to the goldfields.\textsuperscript{196} Whether the mutilation of the municipal rolls was connected with Thompson's defalcations cannot be said. In light of the deliberate destruction of the collection rolls, it is rather ironic that in early 1897 Thompson had, in ordering a book for work in the Collector's office (presumably a collection roll),

\begin{footnotes}
\item[191] "Municipal Council," NFP, 1 February 1898, 4.
\item[192] CNA, CCN, CM, 31 January 1898, 185.
\item[194] CNA, CCN, CM, 13 December 1897, 166.
\end{footnotes}
written that ordinary binding would suffice as a new book would be required each year.\textsuperscript{197} According to Thompson, collection rolls were not of permanent value.

\textbf{CUSTODIANSHIP}

The history of the record includes its custodianship subsequent to creation. Often the reason for the existence of an archival collection among the records of another creating agency will not be readily apparent. Custodianship may be defined as the tracing of the successive ownership of the record over time. Several examples from the Nanaimo case study serve to illustrate the relationship between the history of administration and the primary meaning and, specifically, custodianship of the record. An understanding of the history of the record requires knowledge of the history of the organization having custody of it as well as that of related agencies.

To begin, records created by the Nanaimo Literary Institute now form part of Nanaimo's municipal archives. This is

\textsuperscript{197} CNA, CCN, CC, Letter from Thompson, 4 February 1897, to G.A. Roedde, Book Printer and Binder, Vancouver, p. 413.
explained by the City's 1886 purchase of the Institute property for use as a City Hall.\(^{198}\) In order that the liabilities of the defunct Nanaimo Literary Institute could be liquidated, Council agreed to take over "the furniture, books and cash in hand" and pay the remaining debts.\(^{199}\) This obscure reference to the Institute's "books," which included the contents of its reading room, may actually document the transfer of the records created by its Secretary-Librarian, Treasurer, and Debating and Elocution Class\(^{200}\) to municipal custodianship. Their preservation might be explained by the role Mayor Mark Bate and City Clerk Samuel Gough played in that organization: Bate was for many years President, and Gough was Secretary-Librarian in at least 1882-1883. It is clear that the records were transferred to the municipality before 1887 as in that year City Clerk Gough began to record the engagement and payment of rental for the City Hall in the volume containing the Debating and Elocution Class minutes.\(^{201}\)

Although the majority of the records of the Nanaimo City Board of School Trustees are under the control of the school board office,\(^{202}\) two letterpress copybooks of correspondence outward for the years 1893-1904 are preserved at the City of Nanaimo Archives.\(^{203}\) Their presence among Nanaimo's archives is

\(^{198}\) CNA, CCN, CM, 31 May 1886, 87. For further discussion thereof, see Appendix G.
\(^{199}\) CNA, CCN, CM, 25 May 1886, 86.
\(^{200}\) See Appendix W.
\(^{201}\) App. W/606, pp. 26-43.
\(^{202}\) See Appendix U, first page, first footnote.
\(^{203}\) App. U/600-601.
explained by the fact that City Clerk Samuel Gough was School Board Secretary from January 1893 until his death in 1925. Use of the copying press method of duplicating correspondence was discontinued in the City Offices in 1904, and it is probable that the two letterbooks were overlooked as the municipal and school board administration became less integrated after Gough's death.

The Board of Cemetery Trustees first applied to the Vancouver Coal Mining and Land Company (VCMLC) for conveyance of the "old cemetery site" to the Municipal Council in 1883. The Company agreed to the transfer upon the condition "that Certificates of Title be granted to those parties who may have grave plots which can be well defined and laid out;" the conveyance was finally executed in 1886. However, it is not known whether the Hudson's Bay Company or VCMLC transferred any records of interment in the old cemetery to the Corporation, nor if they have survived elsewhere. That cemetery was officially closed in 1895 upon the recommendation of the Medical Health Officer, who considered interment therein prejudicial to the public health.

Despite references to a "Nanaimo Fire Department," dating from as early as the 1870's, a department under the direct administration of municipal government did not, other than for accounting purposes, exist until 1901. From 1 November of that

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204 CNA, CCN, CM, 15 October 1883, 523.
205 CNA, CCN, CM, 1 February 1886, 48.
206 CNA, CCN, CM, 1 April 1895, 558-60.
year, City Clerk Gough performed the clerical duties associated with the Nanaimo Fire Department after Council assumed, on the suggestion of the volunteer firemen, direct control of the Nanaimo Fire Company in order to effect more economic management. The volunteers' books and records, which date from 1878, eventually became the property of the municipality.

AUTHENTICITY AND INTEGRITY OF THE RECORD

The Society of American Archivists' basic glossary defines authentication as the "determination that a record or a reproduction of a record is what it purports to be." Although that definition concerns the weeding of "forgeries" from the archival record, the concept of authenticity extends to the legality and internal integrity of documentation, both of which bear upon its research value. For instance, municipal councils passed some by-laws which were inoperable and therefore did not come into force. However, the authenticity of a by-law may be ascertained by tracing its promulgation in the council minutes.

Archives will also contain references to the integrity of the informational content of other archives. To illustrate, in 1885, Council engaged Civil Engineer Alfred Rowley Heyland to define the main street lines of the Newcastle townsite, which was a suburb within the 1875 municipal limits located across the

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207 CNA, CCN, CM, 21 October 1901, 644.
208 App. Y/612-615.
209 Evans, Harrison, and Thompson 1974, 418.
Millstream River from the Nanaimo townsite. The City Clerk's correspondence reveals that Heyland discovered a serious discrepancy between the plan he prepared and that made during the original survey; in fact, the error placed "a considerable portion of the townsite in the water."\(^{210}\) The provincial Lands and Works Department acknowledged the error in the first survey, but would take no responsibility for it.\(^{211}\) Obviously, that acknowledgement will inform the uses to which the modern researcher might put the plan of the original survey if it has survived.

A related example reveals discrepancies in the archival record. The council minutes show that in 1890 Council named the streets of Newcastle townsite.\(^{212}\) However, those names do not match the present street names in Nanaimo's townsite area, as the Newcastle townsite is now known. This anomaly is explained by the minutes for 1894 which record Council's discovery that the Newcastle townsite was controlled by the Esquimalt and Nanaimo Railway Company, which had already registered street names with the Land Registry Office.\(^{213}\)

The archival record will probably also refer to the integrity of record-keeping generally. Nanaimo's Board of Police Commissioners provides an interesting example, although the records in question have apparently not survived. In 1894,

\(^{210}\) CNA, CCN, CC, Letter from S. Gough, 22 July 1885, to the Honourable W. Smithe, Chief Commissioner of Lands and Works, Victoria, p. 108.
\(^{211}\) App. C/115.
\(^{212}\) CNA, CCN, CM, 4 August 1890, 444.
\(^{213}\) CNA, CCN, CM, 20 August 1894, 474.
it was alleged that Police Magistrate Joseph Phrys Planta had agreed to let Council waive his salary and to accept in lieu thereof such costs as he might collect in the cases he tried. Planta denied that such an agreement, which was illegal under the municipal act, had existed. However, County Court Judge Eli Harrison, the commissioner appointed in December 1894 under the "Public Inquiries Act" to inquire into Planta's conduct, reported on 21 different points. They included his role in illegal proceedings, poor or non-existent record-keeping practices, and the illegal agreement. \(^{21\text{a}}\) Planta's appointment was presumably rescinded, since James Henry Simpson, a local barrister, was appointed Police Magistrate on 1 April 1895. \(^{21\text{b}}\) If any of Planta's charge or fine books had survived, Harrison's conclusion regarding illegal proceedings would have to be taken into account in determining their primary meaning.

The Nanaimo case study did not reveal any example of records having strayed from municipal custodianship, so has not provided an example of the integrity of records being placed in question as a result of their custodianship. However, it does provide an excellent illustration of the falsification of the record. Since that example is beyond the memory of those living and is not included in local histories, one must rely upon the archival record and newspaper accounts for information.

On 2 December 1897, a week after the mutilation of the

\(^{21\text{a}}\) Holmes 1945, 16. See also PABC, BC, Commission on Charges against J.P. Planta, Police Magistrate of Nanaimo, 1894, GR 476. \(^{21\text{b}}\) CNA, CCN, CM, 1 April 1895, 558.
records in the Collector's office, City Auditor Tully Boyce discovered shortages in the accounts of City Treasurer Adam Thompson. Boyce had remarked to Robert Pollock, Road Foreman, that work on the streets must have been considerable, as the payrolls were rather heavy; Pollock had replied that work had to the contrary been very light. Comparison of the timesheets, submitted by Pollock, and the payrolls, submitted by Thompson to the Finance Committee for payment, revealed defalcations of about $550.\textsuperscript{216} At a closed council meeting held on 6 December, Mayor Davison revealed that he had suspended Thompson that morning.\textsuperscript{217} That evening, Thompson was detained by the police and arrested the following morning when the Mayor laid charges. Briefly, Thompson was tried in a criminal case and convicted to "15 months with hard labor in the Nanaimo Jail,"\textsuperscript{218} having pleaded guilty to the charge of falsifying accounts and stealing one hundred dollars. In sentencing Thompson, Judge Harrison stated that he had been lenient due to the fact that the moneys stolen had been repaid and that Thompson had a wife and child who were to be pitied.\textsuperscript{219}

\textsuperscript{216} "Municipal Sensation," NFP, 7 December 1897, 1.
\textsuperscript{217} CNA, CCN, CM, 6 December 1897, 162-3.
\textsuperscript{218} "Nanaimo Assize Court," NFP, 5 May 1898, 4.
\textsuperscript{219} The proceedings of Thompson's preliminary hearing before City Police Magistrate Simpson who committed him to stand trial in the next court of competent jurisdiction and the Nanaimo Assize Court trial proceedings were reported in the NFP: "City Police Court," 7 December 1897, p. 1, and 10 December 1897, pp. 2, 4 (the proceedings on p. 4 precede those on p. 2); "Further Remanded," 13 December 1897, p. 1; "City Police Court," 15 December 1897, p. 1; "Bail Not Obtained: Counsel of Adam Thompson will apply at Victoria," 16 December 1897, p. 4; "Nanaimo Assize Court," 3 May 1898, p. 3, and 5 May 1898, p. 4.
Although embezzlement was, it is to be hoped, not common practice, it would, considering the limited extent to which the province supervised municipal affairs, be naive to assume that the embezzlement of municipal funds at Nanaimo was an isolated incident. The recognition that financial records may have been falsified, having of course a profound, if often undetectable, effect on the validity of conclusions drawn from historical research therein, is of utmost importance. Where "doctored" accounts are known to have survived, the researcher must make use of any counter-evidence produced in audits and court actions.

As a result of Thompson's defalcations and payments made by his attorney, City Auditor Boyce experienced difficulty in balancing the books in his year-end audit. He eventually discovered aggregate shortages of $1225.90\textsuperscript{220} and, in concluding his annual report, wrote:

\begin{quote}
... I possibly deserve your censure in not sooner discovering the late City Clerk. While I have no apologies to make, I may be permitted to say, that I am not the first man who was deceived into believing that he was dealing with an upright and honourable man, instead of what he finally proved to be--a thoroughly deceptive and dishonest one.\textsuperscript{221}
\end{quote}

An anonymous ratepayer subsequently took Auditor Boyce to task regarding his statement about the manner in which Thompson had deceived him. Demanding an explanation, that individual questioned whether Boyce meant that he had taken "the word of the City Clerk as being sufficient evidence that the accounts

\textsuperscript{220} App. P/561.
\textsuperscript{221} App. P/555.
... were correctly and honestly kept."\textsuperscript{222} Further questions arose, and Boyce responded that he was paid $120 per year, for which it was impossible to completely audit the collection rolls. He had confronted Thompson shortly after discovering the shortages, and Thompson had "admitted his guilt."\textsuperscript{223}

Boyce's year-end audit was not, however, the end of the Thompson affair. The 1898 Council decided to re-audit, in so far as possible, the 1896-1897 accounts. Frederick G. Peto and Colin Campbell McKenzie, Auditors, discovered discrepancies not found by the previous Council. Again, a closed meeting was held to discuss the matter,\textsuperscript{224} and a claim was made upon the guarantee company which had bonded Thompson.\textsuperscript{225} In their final report, Peto and McKenzie indicated an aggregate shortage of $1719.02\textsuperscript{226} and gave a detailed statement of the defalcations, errors, and irregularities in the Treasurer's office during the previous two years. Their report provides a good overview of the methods of record-keeping current in that office. The researcher using the general journal\textsuperscript{227} or the financial statements for the years 1896-1897\textsuperscript{228} should consider the Auditors' conclusion regarding discrepancies between the journal, ledger, and published balance sheet:

> From these and similar entries, it would be utterly

\textsuperscript{222} "The Auditor's Breach of Trust," \textit{NFP}, 14 January 1898, 1.
\textsuperscript{223} "Auditor Boyce's Answer to Mr. Pott's Question," \textit{NFP}, 15 January 1898, 1.
\textsuperscript{224} CNA, CCN, CM, 24 February 1898, 196.
\textsuperscript{225} CNA, CCN, CM, 7 March 1898, 201.
\textsuperscript{227} App. M/435.
\textsuperscript{228} App. P/543-561.
impossible to balance the Ledger as it now stands items being inserted wherever [sic] the necessity of the case has required it of those keeping the books.\(^{229}\)

Regarding defalcations in the paysheets, they wrote:

The shortages given below are made up from a careful comparison of the Road Foremans reports, and other evidence in our possession, with the Pay Sheets. This being our only course as the Road Foreman's Time Book cannot be found; consequently it is impossible to give full particulars as to who worked and the number of days for each man.\(^{230}\)

Unless the "disappearance" of the Road Foreman's timebook was pure coincidence, it must have contained evidence damaging to Thompson or some other person.\(^{231}\)

While Boyce's statement about the difficulty of detecting deceit should have very poignant meaning to auditors, who are paid to believe an individual guilty until proven innocent, it should not go unheeded by archivists and researchers. Archival documentation is certainly not to be considered sacrosanct, for not all records in archival repositories were carefully created by honest individuals and organizations.\(^{232}\) Moreover, detection of dishonesty or carelessness when, as in an historical context, only dealing with surviving documentation is far more difficult than when also dealing with the persons who created it.

If it is difficult to detect dishonesty from an historical


\(^{230}\) App. P/563, p. 11.

\(^{231}\) It is not clear whether Boyce had access to that book when he initially discovered the shortages. The NFP account of the discovery referred to comparison of the payrolls and "the time of the men turned in by Road Foreman Pollock." From "Municipal Sensation," NFP, 7 December 1897, 1.

\(^{232}\) The recent attempts at forging documents attributed to Hitler serve as an example, if in a somewhat different sense.
perspective, it can certainly be damaging to ascribe culpability from such a view. However, in light of the fact that the parties responsible for the mutilation of Nanaimo's records were never discovered or at least not exposed, one cannot help but wonder what role, if any, Adam Thompson played in the crime. Was Thompson's exposure one week after their mutilation coincidence? It is clear that the incident focused Boyce's attention on the City's books. In that sense, it led to Thompson's exposure. However, the possibility that errors and discrepancies in the real estate assessment and collection rolls were the reason for their destruction must at least be entertained. The possibility of Thompson's involvement in that crime raises provocative questions about the role of records in short and long-term government accountability.\textsuperscript{233}

In a sense, historians, and researchers in general, are the final auditors of the endeavours of a society or civilization. Aside from the problem of subjective bias which is inherent in all research, scholars must, if their academic pursuits are to be of any significance, make every effort to verify the facts of a situation and their interpretation of them. Questioning the validity of documentary sources and recognizing the possibility of their falsification or inaccuracy is an integral part of that process. The irregularities which occurred in the City Collector's and the City Treasurer's offices demonstrate that

\textsuperscript{233} For instance, what are the implications of the retention or destruction of records on accountability?
financial records cannot be used in a sophisticated manner without knowledge of the context in which they were created, used, and/or abused. Such information can often be discovered in the reports of annual and special audits. Although the audit reports are of different provenance than the collection and accounting records they examine, the Auditor's, Collector's, and Treasurer's record groups are, in fact, inseparable and should be used in conjunction with each other.

THE HUMAN ELEMENT IN RECORDS MAINTENANCE

The role of the individual in the creation, use, and preservation of the record must also be examined. The human element is perhaps the most important factor in assessing the historical value of a documentary source, since an understanding of the individuals concerned is essential in attempting to recognize the biases inherent in the record. Moreover, the continued existence of an organization results from the labours of a succession of corporate persons.\(^\text{234}\)

To begin, the coal companies which were the mainstay of Nanaimo's economy played an influential role in the community's early, as well as post-incorporation, development. The 1866 incorporation attempt exemplifies well Nanaimo's peculiar political situation as a "company town." After the attempt had been defeated, one newspaper correspondent alluded to the fact that Nanaimo was a company town, pointing out that the majority

\(^{234}\) Lank and Williams 1982, vii.
of its inhabitants were living in houses owned by the Vancouver Coal Mining and Land Company (VCMLC). He suggested that the incorporation attempt might have been a ploy by Nanaimo's inhabitants for corporate power.\footnote{235}{"Incorporation of Nanaimo," \textit{Victoria Daily Chronicle}, 2 May 1866, 2.} A subsequent editorial in the \textit{Nanaimo Gazette} was more forthright. Commenting on the history and fate of the municipal question, it alleged that the VCMLC, the major property holder, opposed incorporation, and that municipal institutions "could not be granted until the value of the property owned by the petitioners was greater than that owned by the Company."\footnote{236}{"Where there's a Will there's a Way," \textit{Nanaimo Gazette}, 19 May 1866, 1.}

Nanaimo remained a company town until the early twentieth century. Time and again throughout the history of its civic administration, the presence of the Company is witnessed, most notably in the person of Mayor Mark Bate and in service and regulatory functions. Since the coal companies informed the historical context in which documentation was created, the influence they exercised must be weighed in evaluating the evidential and informational content of Nanaimo's municipal archives.

Mark Bate (1837-1927) had a significant impact upon the civic administration and consequently the records it created; he is of interest both for his connection with Nanaimo's coal companies and as one of the most influential personalities in Nanaimo's municipal sphere. Bate was Nanaimo's first Mayor and
held that office for 16 of the 30 years covered by this study. He was elected 11 times by acclamation and was, with the exception of two terms, chief executive officer from 1875-1889 and then 1898-1900. Born in Birmingham, England, Bate came to the Colony of Vancouver Island on the suggestion of his uncle, George Robinson, who was the HBC mine manager at Nanaimo. Arriving in Nanaimo on 1 February 1857, he entered the employ of the HBC as a clerk. From 1869-1884, he was business manager of the Vancouver Coal Mining and Land Company. About 1886, Bate was appointed Provincial Assessor and Collector for Nanaimo District.

Regarding his tenure as mayor, Bate apparently attempted upon several occasions to decline the nomination, but was petitioned by a large portion of the electorate to accept it. In addition, Bate was extensively involved in other public and community affairs:

He was appointed the first justice of the peace in the district of Nanaimo, receiving his commission in 1873 [or 1874]. He was the first chairman of the Board of Education of Nanaimo, and has been continuously connected with and interested in the school system since 1865. He was for many years president of the Nanaimo Library [should read "Literary"] Institute, and was the government nominee on the Hospital Board. He was a member of Ashlar Lodge, No. 3, A.F. & A.M., and Past Deputy Grand Master; Past District Chief of the Order of Foresters; Past Noble Grand of the Oddfellows; Past Noble Arch of the Druids; Past Commander of the American Legion of Honor; Master Workman of the Ancient Order of United Workmen.

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237 "Medal Given to Mr. Gough in Appreciation," NFP, 12 December 1925, 1.
238 "Mark Bate, Nanaimo's First Mayor, passed away during Visit to Relatives and Friends in England," NFP, 27 August 1927, 1.
239 Ibid.
The Nanaimo Post of the Native Sons of British Columbia awarded Bate their first appreciation medal in recognition of his many years of public service. Mark Bate was again honoured when, during the Corporation's golden jubilee, Mayor Victor B. Harrison presented his portrait to the City.  

Finally, it is noteworthy that after his retirement Bate recorded many stories about Nanaimo's early years for the local papers. To some extent, the first chief magistrate's interest in history and his continued interest in municipal affairs may have stimulated in his successors and the individuals holding positions in the civic administration a consciousness of the value of the records in their care.

The establishment of Nanaimo's cemetery provides a notable example of Mark Bate's dual role as Mayor and business manager of the coal company. In 1875, the cemetery located at the corner of Comox Road and Wallace Street and now known as the pioneer cemetery was overcrowded. The Municipal Council applied to the provincial government for a land grant to establish a new one, but its application was refused on the grounds that all government lands were reserved for railway purposes. Its

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240 For information about this portrait, which still hangs in Nanaimo City Hall, see "Medal Given to Mr. Gough in Appreciation," NFP, 12 December 1925, 1.

241 See, for example, "Reminiscences of Early Nanaimo Days: The First of a Series of Articles from the pen of Mark Bate Sr. Dealing with Interesting Incidents of the Earlier Days of this City," NFP, 9 February 1907, 1. The series appeared on the front page of 15 consecutive Saturday issues. See also "Arrived in Victoria in Pioneer Days," Daily Colonist, 26 January 1918, 12; and "Brief Descriptive Notes of Nanaimo in 1874," NFP, Golden Jubilee Edition, 15 April 1924, 33.
request for a monetary grant to enable it to purchase land was also denied.\textsuperscript{242} Finally, on the suggestion of Mayor Bate, Council petitioned the Vancouver Coal Mining and Land Company to grant it the land it had formerly offered.\textsuperscript{243} The following year, Mayor Bate informed Council that the VCMLC's directors had considered its request and that five acres on Comox Road, near its present-day intersection with Howard Avenue, had been donated.\textsuperscript{244}

The deeds conveying the cemetery from the VCMLC to the Corporation were executed in 1878.\textsuperscript{245} The site's boundaries were altered and enlarged in or after 1889 when the New Vancouver Coal Mining and Land Company (NVCMLC) transferred additional lands to the municipality in consideration of the opening of Milton Street.\textsuperscript{246} The cemetery may have been further enlarged through the purchase of land from the Western Fuel Company in 1904.\textsuperscript{247}

Being the largest property owners, the VCMLC and its successors had a vested interest in the City's improvement. Those companies were instrumental in having Council undertake street and sidewalk improvements in order to open certain streets, especially from the late-1880's. In 1888, the VCMLC supplemented Council's appropriation for the grading of Nicol

\begin{itemize}
  \item \textsuperscript{242} CNA, CCN, CM, 15 March 1875, 14, and 12 April 1875, 19.
  \item \textsuperscript{243} CNA, CCN, CM, 4 October 1875, 53.
  \item \textsuperscript{244} CNA, CCN, CM, 14 February 1876, 83.
  \item \textsuperscript{245} CNA, CCN, CM, 28 October 1878, 233.
  \item \textsuperscript{246} See, for example, CNA, CCN, CM, 18 February 1889, 296, ff.; 8 April 1889, 312-4; 13 October 1890, 12; and 29 February 1892, 191.
  \item \textsuperscript{247} CNA, CCN, CM, 7 March 1904, 128.
\end{itemize}
Street to a total of $850,248 stipulating that the work be completed by the end of November. Another example is the grant made by NVCMLC Superintendent Samuel Matthew Robins of a pile of rock where the municipality's rock crusher had been at work, allowing "the company's team to haul the rock for the improvement of Farquhar street free of charge."249

The VCMLC and its successors were also an important source of revenue. Upon many occasions, they granted the municipality monetary assistance or aid in kind towards fire prevention, the preservation of public health, and other operational functions. The filling of Commercial Inlet, into which the coal companies could conveniently dump their mine refuse, figured prominently among their areas of "special interest." Council first discussed the filling of Commercial Inlet in 1892, as the NVCMLC was prepared to do the filling by dumping its slag into the inlet. In 1895, the portion between Commercial Street and Victoria Crescent was filled to replace the Commercial Street Bridge with a permanent roadway. Filling of the ravine finally resumed in 1904 when Council finalized an agreement with the NVCMLC's successor, the Western Fuel Company, whereby the Company would do the work, the Council reimbursing it for the actual cost of moving and dumping its refuse material.250

The municipal executive also had a considerable impact upon the civic administration and its records. Mark Bate has already

248 CNA, CCN, CM, 5 September 1888, 251.
249 CNA, CCN, CM, 27 March 1899, 320.
250 CNA, CCN, CM, 8 August 1904, 168.
been discussed; in addition, one Municipal Council deserves mention. The 1897 Council achieved a level of notoriety unprecedented in Nanaimo's municipal history, the party politics of the mid-1890's being to large extent the cause. It commenced by dispensing with the services of long-time municipal officer Samuel Gough and subsequently attempted to dismiss its police force when charges of corruption were brought against several officers. The Board of Police Commissioners would not support such action, finding the charges unfounded. Council then attempted to have the Police Magistrate, whom it saw as impeding its authority, removed from office. At the end of November, the ledgers in the Collector's office were mutilated. A week later, City Clerk/Treasurer Thompson was arrested for shortages in his accounts. After Thompson's arrest, Mayor Davison requested a leave of absence and left for the Klondyke in search of gold.

At the final council meeting that term, Acting Mayor George Campbell remarked that:

The Council of 1897 had had a rather peculiar experience. The gold fields of the far north had attracted the Mayor and two Aldermen, while another Alderman had gone to a neighbouring city expecting to find a better field. Looking at all the difficulties, trials and temptations of the year, he thought the Council had made a good showing. They had been practicing economy and had reduced the indebtedness to some extent, and he hoped the incoming council would be able to straighten things out, and get the city clear out of debt.251

The 1898 Council certainly had problems to remedy. The Mayor, Aldermen, and School Board Trustees were all elected by

acclamation, there being little interest in the municipal elections.\footnote{252} After the 1897 incidents, the electors again petitioned Mark Bate to stand as a mayoral candidate.\footnote{253} Only seven individuals let their names stand as aldermanic candidates, of whom two had been aldermen the previous term; Council finally appointed two individuals to fill the vacancies in the South Ward. Samuel Gough was unanimously re-appointed City Clerk, Treasurer, and Cemetery Clerk.\footnote{254} With the return of Bate and Gough, the civic administration regained the stability it had known under Bate's previous tenure.

The personal nature of the municipal officers and specifically the City Clerk, who created the bulk of Nanaimo's records surviving from this period, also influenced the creation and preservation of the archival record. Charles Newton Young was City Clerk from 1875-1880. During that period, Council reduced the salary of his position considerably. In 1878, it was inferred, during a debate in Council over his remuneration, that Young was overpaid for the little he did. The NFP account of that meeting reported that Young had recommended that the Corporation advertise for a new clerk in both Chinese and English!\footnote{255}

Samuel Gough (1849-1925) was appointed City Clerk on 19 July 1880. In addition to his almost 45-year record of service

\footnotesize
\begin{itemize}
\item \footnote{252} "Acclamation," NFP, 10 January 1898, 1.
\item \footnote{253} "The Mayoralty," NFP, 5 January 1898, 1, and "Municipal Election," NFP, 7 January 1898, 1.
\item \footnote{254} "Municipal Council," NFP, 25 January 1898, 4.
\item \footnote{255} "Municipal Council," NFP, 20 February 1878, 3.
\end{itemize}
as a civic official,\textsuperscript{256} he was very active in public affairs. Gough was secretary of the Board of School Trustees from 1893–1925 and treasurer—and a charter member—of the Independent Order of Good Templars from 1892–1925. Since Gough created most of the municipal archives extant for the period 1880–1904 and, indeed, for many years thereafter, the following passage regarding his personal nature is of interest:

The entire history of the Methodist Church in this city is also closely associated with the life of the deceased, who had held practically every position of trust within the church ever since his early boyhood, as well as finding time to associate himself with all movements looking toward the public welfare.\textsuperscript{257}

Like Mark Bate, Gough was also interested in the early history of Nanaimo. In 1924, the NFP wrote that it was indebted to him "for much of the interesting data" in its jubilee edition.\textsuperscript{258}

City Clerk Gough apparently took great care in managing the municipal records during his long term of service.

Adam Thompson deserves mention for the notoriety he attained. Thompson was City Clerk from 20 January 1896 until his suspension on 6 December 1897 after shortages were discovered in the accounts he kept as City Treasurer. Biographically, little is known about Thompson, other than that at the time of his arrest he was 24 years of age and married with one child. He was a Mason, the secretary of the Canadian

\textsuperscript{256} Gough was City Clerk from 1880–1895 and 1898–1920. In 1920, he became City Comptroller, a position he held until his death in 1925. See "City Comptroller Samuel Gough passed away this morning after two weeks illness," NFP, 24 December 1925, 1.

\textsuperscript{257} Ibid.

\textsuperscript{258} "Mr. Samuel Gough: Nanaimo's City Comptroller, and His Grandson," NFP, Golden Jubilee Edition, 15 April 1924, 47.
Order of Woodsmen of the World, and "was generally respected and moved in the highest society."  

Finally, the relationship between several records creators is of interest, although its significance is not known. From 1903, E. Hiram Gough, son of City Clerk Gough, occasionally did typewriting and other work in the Clerk's office; he eventually became City Collector. Accountant William K. Leighton and \textit{Nanaimo Free Press} publisher George Norris were brothers-in-law of City Clerk Gough. Both were married to daughters of Edwin and Elizabeth Gough, the City Clerk's parents. Leighton held the office of Returning Officer for many years between 1890 and his death in 1906. 

Although not a municipal officer, George Norris was influential with the civic administration. For over twenty-five years, he published the unofficial record of the Council's proceedings upon which a large portion of the community no doubt relied to keep it informed regarding municipal affairs. On one occasion, Norris acted as City Clerk during Gough's temporary absence. Until at least 1889, the \textit{Nanaimo Free Press} received a considerable portion of the municipality's advertising business, being the only local newspaper regularly published. Norris was apparently also interested in the law, and in 1887

\begin{footnotes}
\item [$259$] "City Clerk in Gaol!," \textit{Daily Colonist}, 8 December 1897, 1.
\item [$260$] CNA, CCN, CM, 5 January 1903, 783, and 4 May 1903, 34.
\item [$261$] See Appendix H.12, and "Death of Mrs. Elizabeth Gough," \textit{NFP}, 7 August 1899, 4.
\item [$262$] Reference to that occasion, sometime during the 1880's, was, I believe, recorded in the council minutes.
\item [$263$] "Mr. George Norris," \textit{NFP}, 7 January 1902, 1.
\end{footnotes}
Council requested that he appear on its behalf in the County Court case regarding replevined goods seized from Chinese residents who had refused to pay their road tax.\textsuperscript{264}

The published account of the council meeting on the evening of Norris' death is worthy of note:

The members of the Council were visibly affected when they assembled in the Chamber. The absence of him who had ever been in his place . . . doubtless forced upon them more clearly than they were able to realize it before the fact that they had lost a friend.\textsuperscript{265}

Various aldermen referred to the impartiality, accuracy, and even perfect nature of Norris' accounts. Alderman Planta revealed that Norris "had been looked upon as an authority upon Municipal matters and had always been ready to give his advice when such was solicited."\textsuperscript{266}

\section*{STATE AND EXTENT OF THE ARCHIVAL RECORD}

Many of the factors which influence the state and extent of the surviving archival record have already been mentioned. They include statutory provision, the attitudes of civic officials, fire and other natural disasters, and deliberate attempts to destroy or preserve the record. The extent of Nanaimo's archives is probably largely due to the city's small size until well into the twentieth-century and to the small quantity of records its administration created. However, the volume of surviving records is also attributable to the stability of the

\textsuperscript{264} CNA, CCN, CM, 10 October 1887, 185.
\textsuperscript{265} "An Evidence of Respect," NFP, 7 January 1902, 1.
\textsuperscript{266} Ibid.
civic administration over the last century and especially to those heritage-conscious individuals who have held the position of city clerk, several for a good number of years. Two such individuals were Samuel Gough, the City Clerk and later City Comptroller, from 1880-1895 and 1898-1925, and Howard Nicholson, the City Clerk from 1951-1981. The state of preservation of Nanaimo's archives might also be attributable to the interest Mayors Mark Bate and Victor B. Harrison took in the city's early history. For instance, in 1925, Harrison remarked at the inaugural banquet that "Nanaimo is old enough to have civic history, and is fortunate in having with her those who made that history,"\textsuperscript{267} referring to the presence of Mark Bate, other former mayors and executive officers, and long-time administrative officer Samuel Gough.

The existence or non-existence of records for a given office should not be construed as indicating that the creating office was or was not significant. The Returning Officer's office, from which no original documentation has survived, is an obvious case in point. Mayor Mark Bate, who was a man of considerable stature in nineteenth-century Nanaimo, provides another.

Although Nanaimo's nineteenth-century mayoralty has bequeathed us very few records, the holder of that office was, as chief magistrate, the key personality in the municipal

\textsuperscript{267} B.A. McKelvie, "Nanaimo Citizens Unite to Develop Their Prosperous Community," \textit{The Sunday Province}, 1 February 1925, sec. 1, p. 15.
sphere. In 1881, statutory law defined the role and duties of the mayor, who was to be

one of the Municipal Council and the head and chief executive officer of the corporation, and it shall be his duty to cause the law for the improvement of the municipality to be duly executed and put in force; to inspect the conduct of all subordinate officers, and as far as may be in his power, to cause all negligence, carelessness, and positive violation of duty to be prosecuted and punished, and to communicate from time to time to the Municipal Council all such information, and recommend all such measures as may tend to the improvement of the finances, health, security, cleanliness and comfort of the Municipality. 268

From 1892, the mayor had the right to veto any by-law or resolution prior to its reconsideration by council. 269

Obviously, the mayor delegated the transmission of his written authority to the municipal officers. The same is true of council members; records in their hand are rare. Conversely, the large volume of records created by the municipal clerk as chief administrative officer should not be allowed to obscure the fact that he only acted upon the instruction of council.

The hand methods and later relatively simple mechanical processes by which records were created during Nanaimo's early history have also contributed to their preservation. To begin, the media of most records were more stable than those of many of today's records. For instance, minutes were recorded in leather-bound volumes and copies of correspondence were made in letterbooks. In the case of Nanaimo, little loose material has survived. Secondly, the time involved in their creation has, in

268 App. B/59, s. 10.
269 App. B/72, s. 22.
retrospect, given them an aura of mystique not likely to be shared by this century's proliferation of mechanically and electronically duplicated records. The thought that a single officer could fill volume after volume in longhand sparks an interest which has no doubt resulted in the preservation of many historical archives.

Whether Nanaimo's municipal officers normally obtained Council's authorization before disposing of records is not known. However, one reference to the authorized disposal of records has been brought to light. In 1902, Mayor Manson drew attention to the debentures printed and signed under the authority of the "Nanaimo Waterworks Purchase By-law, 1900," but not issued. It was desirable that they should be destroyed, and, on motion, City Clerk Gough "was authorized to destroy them under the direction of the Finance Committee."  

The elements of primary meaning essential to an understanding of the record have been illustrated at length. Individually, their significance should be clear. The next chapter will demonstrate how archivists might present their investigations into the primary meaning of the record.

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271 CNA, CCN, CM, 1 April 1902, 700.
IV. MEANING AND UNDERSTANDING: AN ILLUSTRATION

The archivist's goal in studying the record should be understanding of its primary meaning, rather than extrapolation of secondary meaning from its informational content. Although primary meaning encompasses many elements, not all will necessarily inform discussion of the primary meaning of any given body of records. To illustrate how archivists might present the findings of their investigations into the primary meaning of the record, two examples are taken from the case study of Nanaimo's archives. The records attributed to the City Assessor and Municipal Court of Revision reveal the importance of the close relationship between those record groups, both of which document financial management functions. Logically, discussion of those record groups should be preceded by discussion of documentation relevant to the Finance Committee and followed by discussion of the City Collector's, Treasurer's, and Auditor's record groups.

Both of the examples which follow begin with discussion of general statutory authority, continue with specific organizational history, and conclude with discussion of the records created.

CITY ASSESSOR

The "Municipality Act, 1872"\(^{272}\) required that the city assessor prepare, after diligent enquiry, an assessment roll, in

\(^{272}\) App. B/46, s. 23.
which he was to record the names of all taxable persons resident in or outside of the municipality and a full description of all taxable property. The procedures he was to follow became increasingly complex. The "Municipality Amendment Act, 1887" provided that railway and tramway companies make an annual statement of their real property within each municipality and that the assessor send or deliver notices of assessment to their head offices. In 1889, statutory law defined the manner in which real property was to be assessed. The following year, the distinction between land and improvements was defined, and the assessor was, before returning the assessment roll to the city clerk, required to deliver or send to all taxable persons notice of the land, real property, or improvement, and statute labour assessment for which each was liable. In addition, he was required to enter upon the roll the date of transmission of such notice.

In Nanaimo, the position of City Assessor was initially combined with the offices of Clerk of the Municipal Council, City Collector, and Clerk of the Mayor's Court. From 1889-1895, Council appointed various individuals to perform the duties of Assessor. From 1896, the annual assessment was made by the individual holding the joint offices of City Assessor,

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273 App. B/66, s. 19.
274 App. B/69, s. 119.
275 App. B/70, ss. 37 and 39.
277 See Appendix H.1.
278 See Appendix H.4.
279 See Appendix H.10.
Collector, and Police Court Clerk. Further discussion of the Assessor is best approached through the records created by Council to regulate that position and by the Assessor in the performance of his duties.

RECORDS

From 1875-1896, Council enacted by-laws to fix the date by which the City Assessor was to return the real estate assessment roll. From about 1890, those by-laws also fixed the dates during which the assessment was to be made. Beginning in 1897, Council regulated the annual assessment by a resolution passed in February or early March; it usually defined a period between February and July during which the assessment was to be conducted and a date between March and July on which the assessment roll was to be returned. An exception is the by-law passed in 1887 which provided for the return of the road tax assessment roll in November.

The real estate assessment roll was the end product of the Assessor's duties and was important as the basis for the annual voters' list. Nanaimo's rolls are complete from 1875, although those for 1896-1897 are the copies reconstructed after the originals were mutilated in the City Collector's office in 1897.

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284 The series is discussed in detail in Appendix K.
Before 1890, when the Assessor was first required to deliver assessment notices, property owners were responsible for consulting the assessment roll at the City Offices prior to the meeting of the Court of Revision. Council did not notify ratepayers of their assessment until the Collector called upon them for payment of their taxes. For instance, in 1875, after completing its correction, Council directed "that the Public be notified by advertisement that the Assessment Roll be seen at the Office of the City Clerk prior to the 12th inst." Some years later, William Frederick Herre laid a complaint against the Clerk for having refused his request to inspect the assessment roll on behalf of several property holders. In reply, the Clerk argued that Herre had not had the written authority of any person to make such enquiry.

It is noteworthy that the "Municipality Amendment Act, 1874" defined "a true copy" of the assessment roll as one of the returns municipal councils were to make to the Provincial Secretary each December. City Clerk Young complied in 1876, presuming that an exact description of the property assessed would not be necessary. In forwarding Nanaimo's returns for 1877, Young asked Thomas Elwyn, Deputy Provincial Secretary, in what form the government desired its copy of the assessment roll, to which he apparently received the reply that a copy was

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285 App. B/70, s. 41.
286 CNA, CCN, CM, 5 May 1875, 28.
287 CNA, CCN, CM, 30 April 1883, 496.
288 App. B/48, s. 12.
289 CNA, CCN, CC, Letter from C.N. Young, 12 January 1876, to the Provincial Secretary, p. 19.
not required.\textsuperscript{290} However, the assessment roll copy remained a statutory return until the passage of the "Municipal Act, 1892,"\textsuperscript{291} and some copies forwarded to the government by lower mainland municipalities are preserved at the Provincial Archives.\textsuperscript{292}

COURT OF REVISION

The "Municipality Act, 1872"\textsuperscript{293} required that every municipal council annually revise and correct its assessment roll and appoint a time and place for hearing complaints. Notice of appeal was to be given to the city clerk in writing. After hearing the evidence of the parties complaining and the city assessor(s), the municipal council was to decide for or against the appeal and to amend the roll accordingly. Such decision was to be final. Subsequent enactments referred to the municipal council sitting as a court of revision. The "Municipal Act, 1889"\textsuperscript{294} provided for the appeal of that jurisdiction's decision to a County Court Judge; later, appeals could also be made before the Supreme Court of British Columbia.

In Nanaimo, the Municipal Court of Revision--in earlier years, the Appeal Court--met to hear complaints against real

\textsuperscript{290} CNA, CCN, CC, 8 January 1878, 43, with marginal notation dated 14 January 1878.
\textsuperscript{291} App. B/72.
\textsuperscript{292} PABC, BC, Provincial Secretary, GR 773. The amount of detail contained in these copies varies greatly, although most are complete nominal assessment rolls. In some cases, the municipalities' statutory returns concerning trade and liquor licenses and financial matters are included thereon.
\textsuperscript{293} App. B/46, s. 24.
\textsuperscript{294} App. B/69, s. 128.
estate assessments on a date between April and July. In 1887, the adjourned Court of Revision met in December concerning appeals against the road tax assessment roll. Those who had given notice of appeal frequently failed to appear before the Court. The most extensive revision was in 1887, the one year in which both real estate and improvements were assessed. After convening three times, the Court finally passed a motion to reduce all real estate assessments to their 1886 levels. In addition, it reduced all improvement assessments by 33 percent. In keeping with the provisions of the "Municipal Act, 1892," Council annually passed a resolution to appoint five of its number to constitute the Court of Revision.

RECORDS

Although not required by statute to do so, Council passed, in most years between 1875-1889, a by-law to fix the time and place for hearing appeals. Advertisement of the sitting of the court of revision was formalized by the "Municipal Act Amendment Act, 1890," which provided that one month's notice be given in the BCG and a local newspaper. Several examples of the statutory notice of appeal have survived, and the proceedings of the Appeal Court or Court of Revision were until

295 CNA, CCN, CM, 19 December 1887, 196-7.
296 CNA, CCN, CM, 18 July 1887, 173.
297 App. B/72, s. 161.
298 See, for example, CNA, CCN, CM, 18 July 1892, 235.
300 App. B/70, s. 43(125).
301 See, for example, BCG 30 (31 July 1890): 679.
302 App. J/146.
1889 recorded in the council minutes. The opening of a separate minute book in 1891 is explained by a proviso of the "Municipal Act Amendment Act, 1890": "the Council shall keep a minute book written in ink of their proceedings as a Court of Revision." Changes made by the Court of Revision, or upon appeal to a Court of Law, were entered upon the assessment roll, which, once confirmed, became the official roll until Council confirmed a new one.

One example of how the primary meaning of the record affects historical understanding is warranted. By-laws fixing the outside dates of an assessment are significant in determining the primary meaning of the assessment roll. Both the quantitative historian and the genealogist must date as closely as possible the creation of an assessment roll in order to facilitate cross-linkage with other sources. For the historian, linkage with census returns, directories, parochial registers, electoral lists, and newspapers of approximately similar date (i.e., a given month) enables the study of the social structure of a location at a fixed point in time or the persistence or transience of a population over two points. For the genealogist, linkage between such official sources as those noted above and personal diaries, wills, and letters enables the reconstruction of the life history of an individual or family.

303 App. J/138-139.
304 App. R/596.
305 App. B/70, s. 43(124).
In such manner, significant secondary meaning is amassed to lend insight into the internal and external factors influencing the lives, movements, and decisions of those studied. Genealogical and prosopographical studies can prove most valuable for what they reveal about the individual or group, as opposed to that which quantitative studies reveal about social structure. However, the historical understanding which results from such enquiry is credible only if the researcher has first acquired a sufficient understanding of the records consulted in order to support his or her often complex methodology.
V. CONCLUSION

Before one can critically assess the value of documentation for use in academic research, one must first understand the context of its creation. An analogy might be drawn between an historiographical study of the works of a specific historian or a distinct field of historical enquiry and the primary meaning of any documentary source in whatever media. In order that past historical investigations may be properly understood, the socio-economic, political, and cultural milieu in which the historian wrote, or the dominant themes, issues, and values of the times in which a given field was studied, must be considered. In such manner, the personal or cultural-temporal biases of past research may be more readily recognized. The same is true of any primary source documentation. Without detailed information about the environment of its creation, it is impossible to assess its historical or informational values, which are not to be confused with whether or not it has archival value. Obviously, records are created for a purpose, which is, or should have been, clear to their creating agency. That records are, as is upon occasion argued, neutral or without bias is absurd.\textsuperscript{307}

The environment in which textual sources were created is of utmost importance and their value will be greatly diminished if documentation on the policy and procedures by which they were generated has not survived. Archivists and records managers

\textsuperscript{307} True objectivity is of course a myth.
must, in their daily work, make every effort to preserve contextual documentation regarding the records in their care, although such practice may require a more structured approach than that currently attained by many archival and records management programmes.

Primary meaning must be studied in order to understand the record. Reports of such enquiry will obviously contain their own biases and fallacies. However, without at least a rudimentary understanding of primary meaning, it will be unclear what the archival record reflects and impossible to assess its present-day research value or derive significant secondary meaning from its informational content. For instance, without knowledge of the interrelationships between record series, archivists and researchers are likely to overlook supporting and/or contradictory documentation and thereby miss a part of the truth they seek. While it is the responsibility of the researcher to determine the relative merits of a documentary source, it is the duty of the archivist, as historian of the evidential content of the record, to conduct such research as required to facilitate access to contextual information.\footnote{That is not, however, to suggest that the archivist ought to provide such detailed information on the primary meaning of the record as has been attempted in this thesis, the research for which has been largely experimental.} Such scholarship is a pursuit of professionalism so long as it remains confined to investigation which forwards the goals of the archival profession.\footnote{I am indebted to my colleague Gary A. Mitchell for his insightful comments.} Furthering an individual's or
society's understanding of human existence is perhaps the archival profession's ultimate goal.

The research value of institutional records varies according to the degree of evolution of the administration which created them. To the extent that they document a wider array of functions, they will of course reflect a broader view of societal organization. In order to understand the informational content of either administrative or operational records, one must understand the functions for which an organization was responsible. Obviously, those functions were key elements in the environment in which documentation was created. Considerable knowledge is required to trace a function between record groups or series and to understand relevant documentation and ultimately the function itself.

Since organizations are by nature dynamic rather than static, their structures, functions, and responsibilities change in response to communal needs, market trends, and social pressure. Such changes are reflected in an organization's records and record-keeping practices. Thus, before archivists can with any accuracy establish the provenance or study the primary meaning of the individual record, the record series, or the record group, they must understand the history of the creating agency. The history of an administration requires knowledge of the organization at the time of its formation as well as how it evolved over time. To write the in-depth history of an administration is extremely time-consuming because of the detailed research involved in ferreting out, from the often
inadequate or partial record of an organization, administrative change over time. There is, nevertheless, tremendous scope for research and study in this area of archival scholarship, and such study is of critical importance in order to properly understand the record. In this sense, the archivist should, as argued by Tom Nesmith, be the "historian of the record," which is not to be confused with the purely academic pursuits of individuals who work as historians of the informational content of the record.

Both the history of an administration and the primary meaning of its records are derived from evidence contained in archival sources. Through the history of an administration, one arrives at an understanding of the history of its records and ultimately their value to the research public. In arranging, describing, and providing reference service to the archives in their care, archivists should specifically act as historian of the evidential content of those records.

Understanding the record is one of the greatest scholarly problems confronting the archival profession. Although extensive study of primary meaning might be impossible on a daily basis, the claim of archivists to be a scholarly profession is dependent upon their ability to methodically study and understand the records in their care. The primary meaning of an organization's records embodies, is dependent upon, and ultimately transcends their original purpose and the functions

\[310\] Nesmith 1982, 6.
they document, the administrative and historical context of their creation, including their provenance, original order, form, and interrelationships, and their subsequent history and custodianship. The latter, among other factors, inform investigation of their authenticity or integrity. Finally and although most often overlooked, the human element influences all stages of the life cycle of the record, including of course the extent to which it has survived. In arranging and describing archives, archivists attain a rudimentary understanding of their primary meaning. At the least, the knowledge upon which such understanding is based should be documented for the use of other archivists and researchers, which is, one would hope, a realistic goal for archivists in their day-to-day work.
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For detailed list of statutory law consulted, refer to Appendix B.


For detailed list of statutory law consulted, refer to Appendix B.
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For detailed list of statutory law consulted, refer to Appendix B.


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For detailed list of the papers consulted, refer to Appendix C.


The proclamations for 1864 are in fact ordinances. For detailed list of statutory law consulted, refer to Appendix A.2.


For detailed list of statutory law consulted, refer to Appendix A.2.


For detailed list of statutory law consulted, refer to Appendix A.2.


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the Public General Statutes of the Colony of Vancouver
Island, Passed in the Years 1859, 1860, 1861, 1862, and
1863. Victoria, Vancouver Island: Printed at the "Evening
Express" Office, Yates Street, 1864.

For detailed list of statutory law consulted, refer to
Appendix A.1.

of the Corporation of the City of Nanaimo, British
Publishing Co., 1904.

Refer to Appendix J.

Preconfederation Statutes, British Columbia, 1858-1871 [title
from microfilm boxes]. Toronto: Micromedia Limited, 1978
(2 reels; 35 mm.). PABC, microfilm D-8.


United Colony of British Columbia. Legislative Council. Acts
Passed by the Legislative Council of British Columbia,
[...]. Session 1871. Victoria: Government Printing
Office, n.d.

For detailed list of statutory law consulted, refer to
Appendix A.3.

United Colony of British Columbia. Legislative Council.
Ordinances Passed by the Legislative Council of British Columbia,
[...]. Sessions 1867 to 1870. New

For detailed list of statutory law consulted, refer to
Appendix A.3.
1.1.2 Newspapers

British Columbia Gazette, 1872-1905.
Colonist, 1957.
Daily British Colonist, 1858-1874.
Daily Colonist, 1900.
Nanaimo Free Press, 1874-1934.
Nanaimo Gazette, 1865-1866.
Nanaimo Tribune, 1866-1867.
The Province (Vancouver), 1925.
Vancouver Daily Evening Post, 1866.
Victoria Daily Chronicle, 1866.

1.2 Archival Materials

1.2.1 City of Nanaimo Archives

For detailed inventory of the archives consulted, refer to Appendices J-Y, which are introduced in Appendix I.

1.2.2 Nanaimo Centennial Museum Archives

Nanaimo Free Press, 1875-1905 (originals; some years missing, others seriously deteriorated).

1.2.3 Provincial Archives of British Columbia

Although not all of the archives listed here are pertinent to this thesis, all contain information about municipal government in British Columbia.


British Columbia. Provincial Secretary. Correspondence inward:

Registers and indices of letters inward. GR 524. Originals, 1872-1924, 1.66 m.

Correspondence inward. GR 526. Originals, 1871-1892, 5.88 m.

Miscellaneous correspondence inward (unnumbered). GR 774. Originals, 1891, 1 cm.

British Columbia. Provincial Secretary. Correspondence outward:

Index of correspondence. GR 644. Originals, 1872-1875, 6 cm.

Index to letters outward. GR 538. Microfilm (neg.), 1895-1897, 130 frames (B-2511/2).

Letterbook copies of correspondence outward. GR 540. Microfilm (neg.), 1873-1918, 63 reels (B-2449 to B-2511/1).

Correspondence outward (drafts and copies). GR 614. Originals, 1878-1881, 0.5 cm.

British Columbia. Provincial Secretary. Correspondence of the Chief Clerk with various municipalities. GR 566. Originals, 1911-1936, 1.50 m.

British Columbia. Provincial Secretary. Report of the Minister of Finance regarding the municipal boundaries of Surrey and Langley. GR 641. Originals, 1881, 2 items only.
British Columbia. Provincial Secretary. Bureau of Statistics. GR 153. Correspondence inward and outward of the Secretary of the Bureau, R.E. Gosnell, 1895-1898; statistical returns from various municipalities in the province, 1894-1897 (returns are arranged alphabetically by the name of the municipality). Originals, 1895-1898, 30 cm.

2. SECONDARY SOURCES


Bish, Robert L. "Local Government in British Columbia." With the assistance of Evelyn C. Butler. Center for Public Sector Studies, School of Public Administration, University of Victoria, Victoria, BC, March, 1983. Photocopy.


This reference is to an untitled discussion which follows the papers presented by Taylor and Wilson on
the history of administration.


Gosnell, R.E. The Year Book of British Columbia and Manual of Provincial Information, to Which is added a Chapter Containing much Special Information Respecting the Canadian Yukon and Northern Territory Generally. Victoria: 1897.


Gosnell, R.E. The Yearbook of British Columbia Compendium: 1897-1901. [Compiled from 1897 edition and revised.] [Victoria: 1901.]


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<th>Author</th>
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APPENDICES
APPENDIX A - COLONIAL ACTS, ORDINANCES, AND PROCLAMATIONS

All acts, ordinances, and proclamations even remotely related to municipal administration or development in the colonial period are listed in this appendix. This is somewhat complicated by the colonial history of the area which now constitutes the Province of British Columbia. I have examined the statutory law of the Colony of Vancouver Island for 1859-1866, the Colony of British Columbia for 1858-1866, and the united Colony of British Columbia for 1867-1871, and have organized the relevant laws from each jurisdiction under the appropriate heading.

The volumes of statutory law which I consulted are listed in detail in the bibliography (section 1.1.1). In addition, they are briefly listed and explained for each colonial body in the sections which follow.

In organizing the laws within each of the following sections, a partial subject arrangement has been adopted to facilitate use. Otherwise, arrangement is alphabetic by short title and then chronological, such that successive laws are brought together. Preceding articles have, where they occur, been omitted from short titles. The titles by which these lists have been alphabetized are underscored.

The source of each law is indicated by calendar or sessional year(s), regnal year(s), number, and page numbers or page count. In many cases, this information is only partially complete; in all cases, the information given indicates that by which the law may be located. For many of the earliest laws, the title and the date of assent by the Governor are the only descriptives by which the law may be identified. For each law, the reader must match the calendar or sessional year(s), or date of assent, with the volumes for that jurisdiction in order to determine the exact source.

Many colonial laws were enacted for a very specific purpose, as opposed to the more general statutes which governed municipalities after British Columbia became a province and the laws were consolidated and revised. Since the long title of a statute often provides information regarding its purpose, the long title has also been noted and follows the short title and source information. Laws which do not specify a short title are arranged by long title.

Finally, I have traced the disposition of each law to 1877 when the colonial and provincial statutes were consolidated for the first time. This was done in order to determine the period for which each law was in force and to compile a composite list of the various numbers by which each has been referred to. Each time that the laws are consolidated or revised, they are
assigned a new chapter number. The researcher using municipal records will find many statutory laws referred to and many different years and numbers therefor. In some cases, a law has upon consolidation simply been reprinted without change to title, date, or content, but has been assigned a new number, by which it has subsequently been known. Moreover, the volumes in which colonial laws were originally printed are not readily accessible, although it is often possible to consult a colonial law as it was reprinted in a later volume. Many colonial laws did remain in force after 1877, although tracing them becomes increasingly difficult. The disposition of each law as of 1877 follows the long title. This statement is given in very abbreviated form, using the abbreviations noted below, and indicating most often only the source, year, and number of the law as it appeared in the LBC, 1871, SBC, or CSBC, 1877. Page numbers of revised and consolidated statutes are provided only in the primary reference to each, that is, in the case of laws which were reprinted without change to title, date, or content (indicated by "Same as . . . ."), or in the case of laws, with which other laws were consolidated, but which were reprinted with the same title and date and changes to content (indicated by "Consolidated with . . . . as . . . ."). Other phrases contained in the disposition statement are self-explanatory. It should be noted that all notes regarding disposition refer back to the main item. Specific mention should be made of the "Statutes Repeal Act, 1871," which was enacted to explicitly repeal the acts, ordinances, and proclamations contained in the schedule attached to it. Many of those laws had by 1871 lapsed as a result of statutory time limits; the original law will have to be consulted to determine such statutory limitation. Throughout this appendix, repeal by the "Statutes Repeal Act, 1871" is noted as "Repealed by LBC, 1871, no. 161."

Where the law by which a statute has been amended or repealed does not appear within a range of five items either side of it, its item number is provided in parentheses.

Abbreviations:

CSBC, 1877 = Consolidated Statutes of British Columbia. 1877.

LBC, 1871 = Laws of British Columbia. 1871.

SBC = Statutes of the Province of British Columbia. 1872 to 1903/04.

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A.1 Colony of Vancouver Island

The constitutional history of the Colony of Vancouver Island--created by royal charter in 1849--is very complex.\textsuperscript{312} A House of Assembly was first called in 1856. The Council, which had initially performed executive functions, increasingly played a legislative role as the volume of legislation passed by the Assembly augmented after the 1858 gold rush. In late 1863, the Council was replaced by an Executive Council and a Legislative Council.

The sources consulted for the laws passed in the Colony of Vancouver Island between 1859 and 1866 are \textit{A Collection of the Public General Statutes of the Colony of Vancouver Island, Passed in the Years 1859, 1860, 1861, 1862, and 1863} and the \textit{Acts} for sessions 1863/64, 1864/65, and 1865/66. From 1864, 27 & 28 Vict., no. 8, the Colony's laws were identified by regnal year and number. Previous to that time, they were identified only by date of assent and title.

Item:

1. "An Act to Improve the Streets of the Town of Victoria, and to Authorize the Collection of a Tax, to be Called 'The Victoria Street Fund,'" 28 August 1860, 2 pp.\textsuperscript{313}
   Repealed by \textit{LBC}, 1871, no. 161.

   "An Act to Authorize the Continuation of Certain Streets in Victoria, Vancouver Island."
   Repealed by \textit{LBC}, 1871, no. 161.

   Same as \textit{LBC}, 1871, no. 5, pp. 8-9. Same as \textit{CSBC}, 1877, c. 81, pp. 283-5.


\textsuperscript{312} See Hendrickson 1980, vol. 1, introduction, xxiii-li, for a good explanation of the constitutional development of the Pacific colonies.

\textsuperscript{313} This Act is most readily available on microfilm: \textit{Preconfederation Statutes, British Columbia, 1858-1871}. 
"An Act for the Protection of the Members of Fire Companies of Victoria."

Repealed by LBC, 1871, no. 161.


"An Act to Extend and Amend the Provisions of the 'Fireman's Protection Act, 1860.'"

Same as LBC, 1871, no. 3, pp. 5-7. Consolidated with LBC, 1871, no. 22, and "Fireman's Protection Amendment Act, 1873," SBC, 1872/73, no. 17, as CSBC, 1877, c. 33, pp. 93-6.


"An Act to Alter and Amend 'The Fireman's Protection Act, 1861.'"

Same as LBC, 1871, no. 22, pp. 88-9. Consolidated with LBC, 1871, no. 3, and "Fireman's Protection Amendment Act, 1873," SBC, 1872/73, no. 17, as CSBC, 1877, c. 33.


"An Act to Indemnify the Governor for Applying Certain Moneys to the Redemption of Municipal Debentures."

Repealed by LBC, 1871, no. 161.


"An Act to Provide an Indemnity for the Mayor and Councillors of the City of Victoria."

Repealed by LBC, 1871, no. 161.


"An Act to Provide for the Election of a Mayor and Councillors of the City of Victoria, at the Expiration of the Period for which the Present Mayor and Councillors are Elected."

Repealed by LBC, 1871, no. 161.


"An Act to Provide for the Election of a Mayor and Councillors for the City of Victoria on the 8th Day of
November, A.D., 1864."

Repealed by LBC, 1871, no. 161.


"An Act to Authorize the Appointment of a Sanatory [sic] Commission for the Town of Victoria, and to Define the Powers thereof."

Repealed by LBC, 1871, no. 161.


"An Act to Impose a Tax of One Half of One Per Centum upon All Real Estate within the City of Victoria and for Other Purposes Relating thereto."

Repealed by LBC, 1871, no. 161.


"An Act to Impose a Tax of One Half of One Per Centum upon All Real Estate within the City of Victoria, and for Other Purposes Relating thereto."

Repealed by LBC, 1871, no. 161.


"An Act to Establish Fire Limits within the Town of Victoria."

Same as LBC, 1871, no. 8, pp. 53-4. Consolidated with LBC, 1871, no. 94 (Item 35), as CSBC, 1877, c. 171 (Item 35).


"An Act to Incorporate the 'Victoria Gas Company.'"

Same as LBC, 1871, no. 2, pp. 2-5. Same as CSBC, 1877, c. 35, pp. 98-101.


"An Act to Enlarge the Time Limited by the Victoria Gas Company's Act, 1860, for the Establishment of Gas Works and Buildings by the Victoria Gas Company."
Same as LBC, 1871, no. 4, pp. 7-8. The CSBC, 1877 notes that this law had expired.


"An Act to Enlarge the Time Limited by the 'Victoria Gas Company's Act, 1860,' and the 'Victoria Gas Company's Extension Act, 1861,' for the Establishment of Gas Works and Buildings by the Victoria Gas Company."

Same as LBC, 1871, no. 7, pp. 52-3. Same as CSBC, 1877, c. 36, pp. 101-2.

18. "Victoria Incorporation Act, 1862," 2 August 1862, 12 pp. 314

"An Act to Incorporate the City of Victoria."

Repealed by LBC, 1871, no. 94 (Item 35).


"An Act to Declare the Validity of the Debentures Issued by the Municipal Council of Victoria."

Repealed by LBC, 1871, no. 161.

A.2 Colony of British Columbia

From the time of the creation of the Colony of British Columbia in 1858 until 1864, authority was vested in the Governor, who essentially acted alone. The Legislative Council was established in 1863 and first met in 1864.

The sources consulted for the statutory law of the separate Colony of British Columbia are the List of Proclamations for 1858, 1859, 1860, 1861, 1862, 1863, and 1864 (the proclamations for 1864 are in fact ordinances) and the Ordinances of the Legislative Council of British Columbia for sessions 1864, 1864/65, and 1866. The 1864/65 session is sometimes referred to by the latter sessional year alone.

From 1861, laws were numbered within each calendar year and from 1864 within each sessional year(s). The regnal year was first included on laws for session 1866, 29 Vict. The long

314 This Act is most readily available on microfilm: Preconfederation Statutes, British Columbia, 1858-1871.
title proper of laws passed during the years 1858 to 1863 contains the titles of the Governor, etc. For the long title of those acts, I have therefore adopted the abbreviated form by which they were later referred to in the LBC, 1871, and the CSBC, 1877. From the 1864 session, ordinances were headed with a more manageable long title.

Item:


"An Ordinance for the Formation and Regulation of Municipalities in British Columbia."


"Proclamation for Protecting Members of Fire Companies in New Westminster in Their Efforts to Prevent the Destruction of Property by Fire."

Same as LBC, 1871, no. 35, pp. 118-9. Same as CSBC, 1877, c. 32, pp. 92-3.


"Proclamation to Establish a Municipal Council in the City of New Westminster."

Same as LBC, 1871, no. 31, pp. 104-13. Consolidated with LBC, 1871, no. 36 and no. 49, as CSBC, 1877, c. 130, pp. 588-95.


"Proclamation to Increase the Limits of the Municipality and the Number of Councillors of New Westminster, and to Extend the New Westminster Municipal Council Act, 1860."

Same as LBC, 1871, no. 36, pp. 119-20. Consolidated with LBC, 1871, no. 31 and no. 49, as CSBC, 1877, c. 130.


"Proclamation for Giving Authority to the Municipal Council of New Westminster to Raise a Loan or Loans upon the Security of the Revenues of the Said City."
Same as LBC, 1871, no. 41, pp. 137-8. Noted as being "obsolete" in CSBC, 1877.


"Proclamation for Enlarging the Limits of the City of New Westminster for Municipal Purposes."

Same as LBC, 1871, no. 49, pp. 159-61. Consolidated with LBC, 1871, no. 31 and no. 36, as CSBC, 1877, c. 130.


Same as LBC, 1871, no. 29, p. 102. Noted as having "had its effect" in CSBC, 1877.


Repealed by the "Land Ordinance, 1870," LBC, 1871, no. 144, pp. 492-507, in which it is simply referred to as "An Act dated January 20, 1860," there being no short title.

28. "Proclamation Respecting the Method to Be Pursued with Respect to the Alienation and Possession of Agricultural Lands, and of Lands Proposed for Sites for Towns in British Columbia; and with Reference Also to the Places for Levying Shipping and Customs Duties; and for Establishing a Capital and Port of Entry in the Said Colony," 14 February 1859, 2 pp.

Repealed in part by the "Land Ordinance, 1865," 1864/65, no. 27, 7 pp., and wholly by LBC, 1871, no. 144, in which it is simply referred to as "An Act dated February 14th, 1859," there being no short title.


"Proclamation Giving Relief to Lessees in Town Lots at Lytton, Douglas, Fort Hope, and Fort Yale."

Repealed by LBC, 1871, no. 161.
A.3 United Colony of British Columbia

When the united Colony of British Columbia was created in late 1866, the laws of the Colony of Vancouver Island and the Colony of British Columbia remained in force until altered, amended or repealed. However, from that time, only one legislative body existed. The Legislative Council sat in 1867, 1868, 1868/69, 1870, and 1871.

The sources consulted for the statutory law of the Colony of British Columbia (1866-1871) are the Ordinances Passed by the Legislative Council of British Columbia, [.. .] for sessions 1867 to 1870 and the Acts Passed by the Legislative Council of British Columbia, [.. .] for the 1871 session.

The laws are numbered within each sessional year(s). The 1868/69 session is sometimes referred to as the 1869 session.

Item:

   "An Ordinance to Assimilate the General Application of English Law."
   Same as LBC, 1871, no. 70, p. 214. Same as CSBC, 1877, c. 103, p. 384.

   "An Ordinance to Enable the Municipal Council of the City of Victoria to Establish a Permanent Fund for the Support of the Fire Establishments of the Said City."
   Same as LBC, 1871, no. 121, pp. 389-92. Consolidated with LBC, 1871, no. 94, as CSBC, 1877, c. 171.

   "An Act to Amend the 'Fire Companies' Aid Ordinance, 1869.'"
   Same as LBC, 1871, no. 154, pp. 534-5. Consolidated with LBC, 1871, no. 94, as CSBC, 1877, c. 171.

   "An Ordinance Respecting the Enforcement of Municipal By-laws."

34. "Victoria City Aid Ordinance, 1867," 1867, 30 Vict., no. 2, 3 pp.

"An Ordinance in Aid of the Municipal Taxation in Victoria."

Repealed by LBC, 1871, no. 161.


"An Ordinance to Incorporate the City of Victoria."

Same as LBC, 1871, no. 94, pp. 309-27. Consolidated with LBC, 1871, no. 8 (Item 14), no. 121, no. 127, and no. 154, SBC, 1876, no. 1 (App. B/51), and 1877, no. 5 (App. B/41), as CSBC, 1877, c. 171, pp. 753-71.


"An Ordinance to Enlarge and Amend the 'Victoria Municipal Ordinance, 1867.'"

Same as LBC, 1871, no. 127, pp. 414-20. Consolidated with LBC, 1871, no. 94, as CSBC, 1877, c. 171.
When British Columbia became a Province of Canada in 1871, the laws of the former colonial jurisdictions still in effect and not explicitly repealed by the "Statutes Repeal Act, 1871" remained in force until amended or repealed. The provincial Legislative Assembly held its first session of Parliament in 1872.

The approach taken in presenting this appendix is very similar to that explained in the introductory paragraphs to Appendix A. Therefore, it will suffice to note the manner in which the format of Appendix B differs from that of Appendix A.

All laws referring to municipalities in general or to the Corporation of the City of Nanaimo, or its public works, are listed here. The Statutes of the Province of British Columbia, for sessions 1872 to 1903/04 are the source of those laws.

Each statute is identified by short title, sessional year(s), regnal year(s), number (to 1877) or chapter (from 1878), and inclusive page numbers. Where no short title exists, the statute is identified and arranged by its long title, and the absence of a short title is noted. As in Appendix A, successive acts of similar title have been brought together and arranged chronologically, such that the arrangement of items is only partially alphabetic. Long titles have been omitted, since by this period many statutes were of more general nature and the long title reveals little more than the short title. The sessional year(s) indicates the volume of the SBC in which the statute is to be found. In several instances, sessions of the Legislative Assembly have spanned two calendar years. It should be noted that the SBC for the 1872/73, 1873/74, 1883/84, 1894/95, and 1903/04 sessions are sometimes referred to as the SBC for the latter calendar year of the session.

I have attempted to trace the disposition of each pre-1897 statute in The Consolidated Statutes of British Columbia, 1877, The Statutes of British Columbia up to and including the year 1888, Vol. 1, Consolidated Acts, 1888, and Vol. 2, Unconsolidated Acts, and The Revised Statutes of British Columbia, 1897. The results of that search are noted for each item in very abbreviated form. It should be noted that whereas all statutes were consolidated in 1877, only public acts were consolidated in 1888. Most others were reprinted in a second volume in unconsolidated form. By 1897, private acts

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were neither consolidated nor reprinted; it has therefore been difficult to trace the disposition of private acts. The disposition of statutes enacted after 1897 has not been traced.

Abbreviations:

CSBC, 1877 = Consolidated Statutes of British Columbia. 1877.

CSBC, 1888 = Statutes of British Columbia up to and including the year 1888.

LBC, 1871 = Laws of British Columbia. 1871.

RSBC, 1897 = Revised Statutes of British Columbia, 1897.

SBC = Statutes of the Province of British Columbia. 1872 to 1903/04.

Item:


Noted as having "had its effect" in CSBC, 1877. Repealed by SBC, 1881, c. 16 (Item 59).


No short title.

Consolidated with SBC, 1881, c. 16 (Item 59), as CSBC, 1888, Vol. 1, c. 88 (Item 59).


Consolidated with SBC, 1881, c. 16 (Item 59), as CSBC, 1888, Vol. 1, c. 88 (Item 59).


No short title.


No short title.

Consolidated with LBC, 1871, no. 94 (App. A.3/35), and SBC, 1872, no. 35 (Item 46), as CSBC, 1877, c. 129 (Item 46) and c. 171 (App. A.3/35). Repealed by SBC, 1881, c. 16 (Item 59).


Repealed by SBC, 1881, c. 16 (Item 59).


No short title.

Repealed by SBC, 1881, c. 16 (Item 59).


No short title.


Private Act.


Consolidated with LBC, 1871, no. 136 (App. A.3/33), and SBC, 1872/73, no. 5, 1873/74, no. 15, 1875, no. 10, 1876, no. 1, and 1877, no. 4 (Item 85), no. 5 (Item 41), no. 6 (Item 92), no. 8 (Item 53), and no. 9 (Item 104), as CSBC, 1877, c. 129, pp. 562-87. Repealed by SBC, 1881, c. 16 (Item 59).


Consolidated with SBC, 1872, no. 35, as CSBC, 1877, c. 129. Repealed by SBC, 1881, c. 16 (Item 59).


Consolidated with SBC, 1872, no. 35, as CSBC, 1877, c. 129. Repealed by SBC, 1881, c. 16 (Item 59).

Relevant sections consolidated with SBC, 1872, no. 35, as CSBC, 1877, c. 129. Sections 9-10 repealed by SBC, 1881, c. 16 (Item 59).

Repealed by SBC, 1876, no. 1.

Consolidated with LBC, 1871, no. 94 (App. A.3/35), and SBC, 1872, no. 35, as CSBC, 1877, c. 129 and c. 171 (App. A.3/35). Repealed by SBC, 1881, c. 16 (Item 59).

52. "An Act to Amend the 'Municipality Amendment Act, 1876,' [1880]," 1880, 43 Vict., c. 16, p. 49.
No short title.
Repealed by SBC, 1881, c. 16 (Item 59).

Consolidated with SBC, 1872, no. 35 (Item 46), as CSBC, 1877, c. 129 (Item 46). Repealed by SBC, 1881, c. 16 (Item 59).

No short title.
Repealed by SBC, 1881, c. 16.

No short title.
Sections 2, 4-9 repealed by SBC, 1881, c. 16.

Section 3 repealed by SBC, 1881, c. 16.

No short title.
Repealed by SBC, 1881, c. 16.

   Repealed by SBC, 1881, c. 16.

   Consolidated with SBC, 1882, c. 9, 1883, c. 12 (Item 38) and c. 21, 1883/84, c. 21 and c. 22, 1885, c. 11 (Item 39) and c. 21, 1886, c. 15 (Item 65), 1887, c. 23 (Item 66), 1888, c. 23 (Item 67) and c. 24 (Item 68), as CSBC, 1888, Vol. 1, c. 88, pp. 763-816. Repealed by SBC, 1889, c. 18 (Item 69).

   Consolidated with SBC, 1881, c. 16, as CSBC, 1888, Vol. 1, c. 88.

   No short title.
   Consolidated with SBC, 1881, c. 16, as CSBC, 1888, Vol. 1, c. 88.

   No short title.
   Consolidated with SBC, 1881, c. 16, as CSBC, 1888, Vol. 1, c. 88.

63. "An Act to Amend an Act of Last Session, No. 21, Intituled 'An Act to Amend the 'Municipality Act, 1881,' [1883], [1884]," 1883/84, 47 Vict., c. 22, p. 121.
   No short title.
   Consolidated with SBC, 1881, c. 16, as CSBC, 1888, Vol. 1, c. 88.

   Consolidated with SBC, 1881, c. 16, as CSBC, 1888, Vol. 1, c. 88.
Consolidated with SBC, 1881, c. 16 (Item 59), as CSBC, 1888, Vol. 1, c. 88 (Item 59).

Consolidated with SBC, 1881, c. 16 (Item 59), as CSBC, 1888, Vol. 1, c. 88 (Item 59).

No short title.
Consolidated with SBC, 1881, c. 16 (Item 59), as CSBC, 1888, Vol. 1, c. 88 (Item 59).

No short title.
Consolidated with SBC, 1881, c. 16 (Item 59), as CSBC, 1888, Vol. 1, c. 88 (Item 59).

Repealed by SBC, 1891, c. 29.

Repealed by SBC, 1891, c. 29.

Repealed by SBC, 1892, c. 33.

Repealed by SBC, 1896, c. 37.

Repealed by SBC, 1896, c. 37.

Repealed by SBC, 1896, c. 37.
    Repealed by SBC, 1896, c. 37.

    Consolidated with SBC, 1897, c. 30, as RSBC, 1897, c. 144, pp. 1549-668.

    Consolidated with SBC, 1896, c. 37, as RSBC, 1897, c. 144.

    Repealed and amended various sections of RSBC, 1897, c. 144.

    Repealed and amended various sections of RSBC, 1897, c. 144.

    Repealed and amended various sections of RSBC, 1897, c. 144.

    Repealed and amended various sections of RSBC, 1897, c. 144.

    Repealed and amended various sections of RSBC, 1897, c. 144.

    Repealed and amended various sections of RSBC, 1897, c. 144.

84. "Municipal Districts Act, 1899," 1899, 62 Vict., c. 54,
This act made provision for the government of portions of the province in the event of special conditions, such as a rush of people to a given area due to the discovery of mineral wealth, in which case authority was to be conferred upon the Lieutenant-Governor in Council.

Consolidated with SBC, 1872, no. 35 (Item 46), as CSBC, 1877, c. 129 (Item 46). Repealed by SBC, 1881, c. 16 (Item 59).

Consolidated with SBC, 1897, c. 31, as RSBC, 1897, c. 68, pp. 767-94.

Consolidated with SBC, 1896, c. 38, as RSBC, 1897, c. 68.

Repealed and amended various sections of RSBC, 1897, c. 68.

No short title.
Repealed and amended various sections of RSBC, 1897, c. 68.

Repealed and amended various sections of RSBC, 1897, c. 68.

Repealed by SBC, 1881, c. 16 (Item 59).

Consolidated with SBC, 1872, no. 35 (Item 46), as CSBC, 1877, c. 129 (Item 46). Repealed by SBC, 1881, c. 16 (Item 59).

Same as RSBC, 1897, c. 143, pp. 1541-8.

Repealed and amended various sections of RSBC, 1897, c. 143.

Corrected numbering of second section 3, RSBC, 1897, c. 143, to section 3A.

Private Act.

Private Act.

Private Act.

Private Act.

Private Act.

Private Act.
Same as CSBC, 1888, Vol. 2, no. 33, pp. 139-40.

Private Act.

Private Act.

104. "Police Court Fines Act, 1877," 1877, 40 Vict., no. 9, p. 17.
Consolidated with SBC, 1872, no. 35 (Item 46), as CSBC, 1877, c. 129 (Item 46). Repealed by SBC, 1881, c. 16 (Item 59).

Noted as "not consolidated" in RSBC, 1897.


This appendix lists documents published in the Legislative Assembly's "Sessional Papers" (1872-1905) which bear upon the history of municipal administration in British Columbia. The "Sessional Papers" for the years 1872 to 1875 were bound as an appendix to the respective volumes of the Journals (vols. 1-4). From the 1876 session, they were bound separately as the Sessional Papers proper.

The list which follows is comprehensive in that it contains reference to all documents which deal with municipalities in general. In addition, it notes all documents which refer chiefly to the Corporation of the City of Nanaimo. However, it is selective in that it includes only a portion of the documents which refer to other municipalities. Documents illustrative of the types of returns, petitions, and reports on, from, and about municipalities which are to be found in the "Sessional Papers" have been included.

In arranging the items which follow, a partial subject arrangement has been adopted. Similar returns and reports bearing different titles have been grouped together and assigned a subject title by which the group of items is headed and interfiled in the otherwise alphabetic arrangement. Within a group of items, arrangement is chronological. The titles of other documents by which this list has been alphabetized are underscored. The title cited is either the item's complete title or, in the case of very lengthy titles, a composite title, comprised of the page header followed by the word "return" or "petition." Unless indicated to the contrary, the Sessional Papers for the calendar year(s) noted are the source of these items. In several instances, sessions of the Legislative Assembly have spanned two calendar years. In order to avoid confusion, it should be noted that the "Sessional Papers" for the 1872/73, 1873/74, 1883/84, 1894/95, and 1903/04 sessions are sometimes catalogued as the Journals or Sessional Papers for the session's last calendar year. Inclusive page numbers are provided in order to give an indication of the extent of the document and to facilitate reference, since it is not always easy to locate a specific document through the table of contents to these volumes.

Item:


While land within municipalities was exempted from provincial taxation by the "Assessment Act, 1888," personal property and income were not. This return shows the amount of personal property and income tax assessed for 1890 in the cities of Victoria, Nanaimo, New Westminster, and Vancouver.

Commissions of Inquiry and Royal Commissions into Municipal Affairs:


There would appear to have been some connection with Vancouver City Council. Hallett was Police Magistrate for the City of Vancouver in at least 1890.


The "Minutes and Evidence" of the commission follow p. 272 on pp. i-xcvi.


The "Minutes of Proceedings and Evidence Taken under the Commission" follow p. 512 on pp. i-cxli.


The Newcastle Townsite Reserve is within the limits of the Corporation of the City of Nanaimo.


316 SBC, 1888, c. 36, s. 4, s.-s. 24.
This correspondence documents the decision to not appoint a commission of inquiry into the business of the Richmond Municipal Council, since the matters in question could be satisfactorily investigated locally.


Municipal Returns:


120. "Municipal Returns." In 1876, pp. 629-36.

This is the first return in which Nanaimo is included. See "Corporation of the City of Nanaimo, Receipts and Expenditure of the Corporation, up to December 29th, 1875," p. 633.


See "Corporation of the City of Nanaimo, Receipts and Expenditure, for the Year Ending 31st December, 1877," p. 620.


Provincial Board of Health:


See report made by the Local Board of Health for the City of Nanaimo on 26 December 1895, which contained the report made by Robert E. McKechnie, MD, Medical Health Officer, to that body on 8 December 1895, pp. 524-5.


See report made by Clive Phillipps-Wolley, Provincial Sanitary Inspector, on 1 March 1897, and postscript dated 9 March 1897, to the Chairman of the BC Board of Health, pp. 728-9.


The duties of the Local Board of Health are enumerated on pp. ii-iii.


See report made by the Local Board of Health for the City of Nanaimo on 31 December 1896, which contained the report made by Robert E. McKechnie, MD, Medical Health Officer, to that body on 28 December 1896, pp. 972-3.


See report made by Edward Mohun, CE, to the Honourable D.M. Eberts, QC, Attorney-General, on 5 August 1898, pp. 1310-1.

See also letter dated 2 August 1898 from S. Gough, City Clerk, Corporation of the City of Nanaimo, forwarding to G.H. Duncan, MD, Secretary, Provincial Board of Health, the report made by Robert E. McKechnie, Medical Health Officer for Nanaimo City, to the Local Board of Health on 31 December 1897, pp. 1331-2.


No important mention of the Corporation of the City of
Nanaimo was noted.


No specific mention of the Corporation of the City of Nanaimo was noted.


See "Comparative Statement of the Receipts and Expenditure of the Province of British Columbia" for 1871 to 1881/82, p. 115. Revenue from municipalities is not specifically noted. However, municipalities are listed under "Miscellaneous Expenditure" for the years 1875 to 1878.

134. "Return of All Correspondence between the Provincial Government and the Board of Health of the City of Victoria, in Relation to the Late Quarantine Transactions in British Columbia." In British Columbia. Journals, 1872/73, 8 pp. (No consecutive pagination.)

<table>
<thead>
<tr>
<th>Corporate title</th>
<th>Date of incorporation</th>
<th>Date of letters patent</th>
<th>Publication in BCG</th>
<th>1901 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chilliwack, The Corporation of the Township of</td>
<td>26/04/1873</td>
<td>26/04/1873</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Chilliwack, The Corporation of the Township of</td>
<td>27/03/1871</td>
<td>27/09/1871*</td>
<td></td>
<td>551</td>
</tr>
<tr>
<td>Columbia, The Corporation of the District of</td>
<td>30/06/1883</td>
<td>30/06/1883</td>
<td></td>
<td>551</td>
</tr>
<tr>
<td>Courtenay, The Corporation of the District of</td>
<td>25/07/1891</td>
<td>25/07/1891*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Cumberland, The Corporation of the City of</td>
<td>01/09/1898</td>
<td>25/10/1897</td>
<td></td>
<td>732</td>
</tr>
<tr>
<td>Delta, The Corporation of the City of</td>
<td>11/07/1879*</td>
<td>10/11/1879*</td>
<td></td>
<td>1369</td>
</tr>
<tr>
<td>Dawson, The Corporation of the City of</td>
<td>18/08/1886</td>
<td>18/08/1886</td>
<td></td>
<td>1594</td>
</tr>
<tr>
<td>Fernie, The Corporation of the City of</td>
<td>28/07/1894</td>
<td>28/07/1894</td>
<td></td>
<td>450</td>
</tr>
<tr>
<td>Fort Fraser, The Corporation of the City of</td>
<td>15/04/1887</td>
<td>15/04/1887*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Kamloops, The Corporation of the City of</td>
<td>01/09/1890</td>
<td>21/12/1902</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Kelowna, The Corporation of the City of</td>
<td>12/07/1897*</td>
<td>12/07/1897*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Kimberley, The Corporation of the City of</td>
<td>01/09/1893</td>
<td>19/04/1893</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Kent, The Corporation of the District of</td>
<td>01/09/1895</td>
<td>27/09/1894</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Ladysmith, The Corporation of the City of</td>
<td>05/09/1894</td>
<td>05/09/1894</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Langley, The Corporation of the Township of</td>
<td>26/07/1893</td>
<td>26/07/1893*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>New Westminster, The Corporation of the City of</td>
<td>07/01/1871</td>
<td>07/01/1871*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>New Westminster, The Corporation of the City of</td>
<td>30/01/1892</td>
<td>30/01/1892*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>North Cowichan, The Corporation of the District of</td>
<td>07/12/1897*</td>
<td>07/12/1897*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>North Vancouver, The Corporation of the City of</td>
<td>10/01/1891</td>
<td>10/01/1891</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Phoenix, The Corporation of the City of</td>
<td>11/10/1900*</td>
<td>11/10/1900*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Richmond, The Corporation of</td>
<td>01/03/1899</td>
<td>01/03/1899</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Richmond, The Corporation of</td>
<td>10/11/1879</td>
<td>10/11/1879</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Saanich, The Corporation of</td>
<td>23/05/1885</td>
<td>23/05/1885*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>South Vancouver, The Corporation of the District of</td>
<td>25/03/1892*</td>
<td>25/03/1892*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Squamish, The Corporation of the District of</td>
<td>27/10/1892*</td>
<td>27/10/1892*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Surrey, The Corporation of</td>
<td>10/11/1879</td>
<td>10/11/1879</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Surrey, The Corporation of the District of</td>
<td>07/01/1896</td>
<td>07/01/1896</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Trail, The Corporation of the District of</td>
<td>14/06/1901*</td>
<td>14/06/1901*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Vancouver, The Corporation of the City of</td>
<td>26/06/1885*</td>
<td>26/06/1885*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Vernon, The Corporation of the City of</td>
<td>30/12/1892</td>
<td>30/12/1892</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Victoria, The Corporation of the City of</td>
<td>02/06/1892</td>
<td>02/06/1892*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Victoria, The Corporation of the Town of</td>
<td>01/01/1896*</td>
<td>01/01/1896*</td>
<td></td>
<td>1012</td>
</tr>
<tr>
<td>Wellington, The Corporation of the Town of</td>
<td>10/12/1925</td>
<td>10/12/1925</td>
<td></td>
<td>1012</td>
</tr>
</tbody>
</table>

1. Ceased to exist. On 1 January 1903, all lands within its corporate limits as of 22 April 1902 were amalgamated with the Corporation of the City of Grand Forks.
2. Reincorporated with extended limits to take a portion of the Corporation of the District of Maple Ridge.
5. All lands within corporate limits of the cities of Grand Forks and as of 22 April 1902 reincorporated by "Grand Forks and Columbia Amalgamation Act, 1902." SBC, 1902, 2 Edw. 7, c. 29.
7. Letters patent amended.
9. Revised with limited powers, a portion having withdrawn and joined the Corporation of the District of Coquitlam.
15. Reincorporated.
16. Letters patent amending the "New Westminster Act, 1888," SBC, 1888, 51 Vict., c. 42, to be in effect, with the exception of several sections. That Act was subsequently amended.
17. Letters patent amending the "New Westminster Act, 1888," SBC, 1888, 51 Vict., c. 42, to be in effect, with the exception of several sections. That Act was subsequently amended.
APPENDIX E - LETTERS PATENT

The Corporation of the City of Nanaimo derived its authority to operate as a municipality under the "Municipality Act, 1872," and subsequent acts, from letters patent issued by the Lieutenant-Governor in Council in 1874 and 1887.

Item:

136. Letters Patent witnessed by the Honorable Joseph William Trutch, Lieutenant-Governor of the Province of British Columbia, 24 December 1874, incorporating a municipality to be known by the name and style of "The Corporation of the City of Nanaimo."


137. Letters Patent witnessed by the Honorable Clement F. Cornwall, Lieutenant-Governor of the Province of British Columbia, 13 January 1887, extending the limits of the Corporation of the City of Nanaimo.


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318 See Appendix B, especially Items 47-95.
F.1 **Mayors**

The mayors of the Corporation of the City of Nanaimo, 1875-1904, were elected annually. The list which follows indicates the date of the first meeting of each council and the mayor elected to preside thereover.

<table>
<thead>
<tr>
<th>Date</th>
<th>Mayor</th>
</tr>
</thead>
<tbody>
<tr>
<td>22 January 1875</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>17 January 1876</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>15 January 1877</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>21 January 1878</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>20 January 1879</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>19 January 1880</td>
<td>John Pawson, JP</td>
</tr>
<tr>
<td>17 January 1881</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>16 January 1882</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>15 January 1883</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>21 January 1884</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>19 January 1885</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>18 January 1886</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>17 January 1887</td>
<td>Richard Gibson</td>
</tr>
<tr>
<td>16 January 1888</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>21 January 1889</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>20 January 1890</td>
<td>John Hilbert</td>
</tr>
<tr>
<td>19 January 1891</td>
<td>John Hilbert</td>
</tr>
<tr>
<td>18 January 1892</td>
<td>Andrew Haslam</td>
</tr>
<tr>
<td>16 January 1893</td>
<td>Andrew Haslam</td>
</tr>
<tr>
<td>15 January 1894</td>
<td>Edward Quennell</td>
</tr>
<tr>
<td>21 January 1895</td>
<td>Edward Quennell</td>
</tr>
<tr>
<td>20 January 1896</td>
<td>Joseph Henderson Davison</td>
</tr>
<tr>
<td>18 January 1897</td>
<td>Joseph Henderson Davison</td>
</tr>
<tr>
<td>17 January 1898</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>16 January 1899</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>15 January 1900</td>
<td>Mark Bate, JP</td>
</tr>
<tr>
<td>21 January 1901</td>
<td>William Manson</td>
</tr>
<tr>
<td>20 January 1902</td>
<td>William Manson</td>
</tr>
<tr>
<td>19 January 1903</td>
<td>William Manson</td>
</tr>
<tr>
<td>18 January 1904</td>
<td>William Manson</td>
</tr>
</tbody>
</table>

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319 On 13 December 1897, Mayor Davison was granted a leave of absence for the balance of the term; Alderman George Campbell was appointed Acting Mayor. Another source reveals that Davison left for the Klondyke Gold Rush.
The municipal councils of the Corporation of the City of Nanaimo, 1875-1904, were elected annually. From 1875-1890, each consisted of a mayor and seven councillors. From April 1888, councillors were styled aldermen, and from 1891, nine aldermen were elected instead of seven. The list which follows notes the date of the first meeting of each council and the council members elected for that term.

<table>
<thead>
<tr>
<th>Date</th>
<th>Mayor</th>
<th>Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>22 January 1875</td>
<td>Mark Bate</td>
<td>John Bryden, Richard Nightingale, John Hirst, William Raybould, Richard Brinn, John Dick</td>
</tr>
<tr>
<td>17 January 1876</td>
<td>Mark Bate</td>
<td>Richard Brinn, John Hirst, William E. Webb, Joseph Bevilockway, Samuel Gough, John Sabiston</td>
</tr>
<tr>
<td>15 January 1877</td>
<td>Mark Bate</td>
<td>John Bryden, William Reid, Richard Brinn, John Hirst, John Sabiston</td>
</tr>
<tr>
<td>21 January 1878</td>
<td>Mark Bate</td>
<td>John Bryden, George Baker, John Hirst, John Sabiston</td>
</tr>
</tbody>
</table>

320 CNA, CCN, CM, 30 April 1888, 222.
20 January 1879
Mayor Mark Bate

North Ward: William Earl
Richard Nightingale
Middle Ward: James Harvey
John Meakin
John Sabiston
South Ward: Thomas Miller
Thomas Morgan

19 January 1880
Mayor John Pawson

North Ward: John Hirst
Richard Nightingale
Middle Ward: James Harvey
Richard Brinn
Joseph Phrys Planta, JP
South Ward: Thomas Miller
William Wilks

17 January 1881
Mayor Mark Bate

North Ward: John Hirst
John McNeil
Middle Ward: Richard Brinn
Thomas Miller
John Meakin
South Ward: Joseph P. Planta, JP
Joseph Curry

16 January 1882
Mayor Mark Bate

North Ward: John Whitfield
Henry McAdie
Middle Ward: James Akenhead
George Bevilockway
Charles L. Smith
South Ward: John Hilbert
George Baker

321 Resignation accepted 31 May 1880. Archibald Muir, elected in his place, took seat 19 July 1880.
15 January 1883
Mayor Mark Bate

North Ward: Henry McAdie
Richard Nightingale
Middle Ward: James Akenhead
Michael Manson
George Campbell
South Ward: George Baker
Joseph Curry

21 January 1884
Mayor Mark Bate

North Ward: John Dick\textsuperscript{322}
Richard Nightingale
Middle Ward: Joseph Webb
James M. Brown
William E. Webb
South Ward: George Baker
Donald Smith

19 January 1885
Mayor Mark Bate

North Ward: Richard Nightingale
John Mahrer
Middle Ward: William E. Webb
Walter Wilson
John Hilbert
South Ward: James Lewis\textsuperscript{323}
Jonathan Blundell

\textsuperscript{322} Resignation accepted 4 February 1884. John Mahrer, elected in his place, took seat 11 February 1884.

\textsuperscript{323} Resignation accepted 23 March 1885. At the election held to replace him, no nominations were made. Donald Smith was appointed by Council 13 April 1885.
18 January 1886
Mayor Mark Bate

North Ward: Adam Grant Horne
Charles Wilson

Middle Ward: William Edmond Webb
Walter Richard Wilson
John Hilbert

South Ward: James Knight
George Bevilockway

17 January 1887
Mayor Richard Gibson

North Ward: Ralph Craig
John Mahrer

Middle Ward: William Edmond Webb
John Hilbert
Walter Richard Wilson

South Ward: Joseph Randle
Robert Aitken

16 January 1888
Mayor Mark Bate

North Ward: John Mahrer
Richard Nightingale

Middle Ward: John Hilbert
William E. Webb
Joseph Randle, Jr.

South Ward: Robert Aitken
George Baker

21 January 1889
Mayor Mark Bate

North Ward: John Mahrer
Richard Nightingale

Middle Ward: James A. Abrams
William E. Webb
Thomas E. Peck

South Ward: George Baker
William M. Hilbert
20 January 1890

Mayor John Hilbert

North Ward: Richard Nightingale
Ralph Craig

Middle Ward: James A. Abrams
Edward Quennell
William H. Morton

South Ward: George Baker
William M. Hilbert

19 January 1891

Mayor John Hilbert

North Ward: William M. Hilbert
Charles McCutcheon
Thomas Dobeson

Middle Ward: George Campbell
George Bevilockway
Joseph Ganner

South Ward: George Baker
Duncan S. McDonald
Gilbert McKinnell

18 January '1892

Mayor Andrew Haslam

North Ward: Thomas Dobeson
Richard Nightingale
Joseph M. Brown

Middle Ward: William M. Hilbert
Joseph Ganner
Edward Quennell

South Ward: George Baker
George Campbell
Gilbert McKinnell
16 January 1893

Mayor Andrew Haslam

| North Ward: | Richard Nightingale |
|            | Ralph Craig |
|            | William Keddy<sup>324</sup> |
| Middle Ward: | Edward Quennell |
|            | William M. Hilbert |
|            | Joseph Ganner |
| South Ward: | Gilbert McKinnell |
|            | John H. Cocking |
|            | John Frame |

15 January 1894

Mayor Edward Quennell

| North Ward: | Thomas Dobeson |
|            | Ralph Craig<sup>325</sup> |
|            | Murdoch Morrison |
| Middle Ward: | John H. Pleace |
|            | Richard Nightingale |
|            | Arthur Wilson |
| South Ward: | John H. Cocking |
|            | George Churchill |
|            | Thomas Wilks |

21 January 1895

Mayor Edward Quennell

| North Ward: | Thomas Dobeson |
|            | Matthew Sinclair |
|            | Albert E. Planta |
| Middle Ward: | John H. Pleace |
|            | John E.R. Tagart |
|            | Joseph H. Davison |
| South Ward: | John H. Cocking |
|            | Duncan S. McDonald |
|            | James Bradley |

<sup>324</sup> Declined to serve for that term, 24 January 1893. Thomas Dobeson, elected in his place, took seat 6 February 1893.
<sup>325</sup> Election to be held to fill vacancy caused by death of Alderman Craig, 22 May 1894. Jeremiah Agustine (sic) Callaghan reported elected, 28 May 1894.
20 January 1896
Mayor Joseph Davison

North Ward: Albert E. Planta
Coral N. Westwood
Matthew Sinclair

Middle Ward: John D. Foreman
Arthur Wilson
William H. Morton

South Ward: James Bradley
Duncan S. McDonald
Joshua Martell

18 January 1897
Mayor Joseph Davison

North Ward: Daniel A. Galbraith
Henry McAdie
Murdoch Morrison

Middle Ward: George Campbell
John Daniel Foreman
William Henry Morton

South Ward: Thomas Brown
James Bradley
Robert Brydon Lamb

17 January 1898
Mayor Mark Bate

North Ward: William Manson, Jr.
Albert E. Planta
Henry McAdie

Middle Ward: Edward Quennell
James S. Knarston
Frances B. LeFeuvre

South Ward: Thomas Brown
John H. Cocking\(^{326}\)
William E. Webb\(^{327}\)

\(^{326}\) Appointed by Council as only one alderman had been elected for the South Ward.
\(^{327}\) Also appointed by Council.
16 January 1899
Mayor Mark Bate

North Ward: William Manson
Albert E. Planta
Richard Kenyon

Middle Ward: James S. Knarston
Frances B. LeFeuvre\textsuperscript{328}
Edward C. Barnes

South Ward: John H. Cocking
William E. Webb
Henry McAdie

15 January 1900
Mayor Mark Bate

North Ward: William Manson
Albert E. Planta
Charles Wilson\textsuperscript{329}

Middle Ward: Edward C. Barnes
John K. Hickman
James S. Knarston

South Ward: John H. Cocking
Henry McAdie
Gilbert McKinnell\textsuperscript{330}

21 January 1901
Mayor William Manson

North Ward: Albert E. Planta
Charles McCutcheon
James Hodgkinson

Middle Ward: James S. Knarston
John K. Hickman
Edward C. Barnes

South Ward: John H. Cocking
Charles Wilson
George Johnson

\textsuperscript{328} Resignation accepted 19 June 1899, as he was disqualified by reason of having disposed of his real estate within City. John K. Hickman reported elected in his place, 10 July 1899.

\textsuperscript{329} Appointed by Council as only two aldermen had been elected for the North Ward.

\textsuperscript{330} Appointed by Council as only two aldermen had been elected for the South Ward.
20 January 1902

Mayor William Manson

North Ward: Albert E. Planta
James Hodgkinson
Henry McAdie

Middle Ward: James S. Knarston
Edward C. Barnes
Richard Booth

South Ward: Charles Wilson
Morgan Harris
John W. Graham

19 January 1903

Mayor William Manson

North Ward: Albert E. Planta
John Nicholson
William McGirr

Middle Ward: James S. Knarston
Edward C. Barnes
Richard Booth

South Ward: Charles Wilson
Morgan Harris
John W. Graham

18 January 1904

Mayor William Manson

North Ward: John Nicholson
Thomas Hodgson
George D. Barlow

Middle Ward: Edward C. Barnes
Morgan Harris
John Allan Macdonald

South Ward: John W. Graham
Charles Wilson
John C. Stewart
Initially, Nanaimo's Municipal Council held its meetings in the first provincial Court House on Front Street, which was situated in the vicinity of what is now the access to the waterfront side of the federal building. From 5 May 1875, its meetings were held in the Council Hall, a stone building on Front Street rented from the VCMLC for five dollars per month and situated to the north of the Nanaimo Centre One building. The conditions in which the first councils worked appear to have been rather severe. The 1879 Council passed a resolution that a stove, presumably the first, be procured and erected in the council chambers, and the 1886 Council appears finally to have installed hat and cloak hooks, and window blinds, just months before it vacated the premises.

The construction of a City Hall proper was discussed from 1884. In 1885, the ratepayers defeated a by-law to raise $2000 to purchase the Nanaimo Literary Institute property for that purpose. The following year, a by-law for the same purpose received the ratepayers' assent by one vote and $2200 was raised to purchase the Institute hall located at the corner of Bastion and Skinner Streets, now the site of the Bastion Building.

Repairs and improvements were made to the new City Hall, and Council decided that the upper front room would be most suitable for use as council chambers. The furniture in the Front Street building was moved to the new City Hall at the end of September; Council held its first meeting in the new chambers on 4 October 1886. The City Clerk's office was also located on the second floor.

The Institute hall, with a lower floor capacity of 250 persons, was from its construction in 1864-1865 a centre of cultural activity and continued as such after the Corporation purchased it. From 1886-1902, the Corporation rented the lower floor of the City Hall, and occasionally some of the upper rooms, to various groups and organizations. Council established the rates to be charged for different events and subsequently

31 CNA, CCN, CM, 5 May 1875, 28.
32 CNA, CCN, CM, 17 November 1879, 295.
33 CNA, CCN, CM, 25 January 1886, 45.
34 CNA, CCN, CM, 21 January 1884, 537.
35 CNA, CCN, CM, 30 March 1885, 607.
37 CNA, CCN, CM, 4 October 1886, 110.
38 CNA, CCN, CM, 15 November 1886, 121.
undertook considerable improvements to the lower portion of the hall.\(^{339}\) The Nanaimo Gas Works connected City Hall with their gas lines in early-1887 and, thereafter, the gas consumed was charged for in addition to the rental fees.\(^{340}\) From 1887-1892, City Clerk Gough recorded the engagement, and payment for rental, of the City Hall in a book containing the Nanaimo Literary Institute Debating and Elocution Class Minutes.\(^{341}\) Council leased the premises to the Salvation Army from 1888-1894 at an annual rent of $240 to $300, provided that if required the hall be reserved for Council use three nights per week.\(^{342}\) The Salvation Army was subsequently requested to withdraw its Monday evening services since use of the drum disrupted council meetings.\(^{343}\) Portions of City Hall were also rented to the Kensington Club, 1886-1887, and the YMCA, 1895-1899. In addition, the hall was rented or granted free of charge for special events; it saw a wide variety of uses, including a concert for procuring literature for prison inmates, private dancing classes, a Bible Society Committee meeting, lectures sponsored by the Nanaimo Association for the investigation of Spiritualism, Nanaimo Board of Trade Council meetings, a Christian Temperance Cooperative Commonwealth lecture, a BC Tanning Company meeting, services held by the reorganized Church of Latter Day Saints, rehearsals of Handel's Messiah, Nanaimo Farmers' Institute meetings, and classes conducted by the School of Mines.\(^{344}\)

In 1902, the ground floor of City Hall was renovated to accommodate the council chambers and City Offices, which were removed from the second floor.\(^{345}\) On 9 June 1902, Council held its first meeting in the new council chambers. On that occasion, Mayor Manson remarked that the improved facilities "would prove a great public convenience"; Alderman Planta added that he in some way regretted "leaving the old 'Horse Shoe' around which the business of the Council had been transacted for over twenty seven years."\(^{346}\) Thereafter, it is probable that the City Hall was not rented for such large gatherings as the Salvation Army and other groups had held. However, the

\(^{339}\) CNA, CCN, CM, 13 December 1886, 126, and 28 February 1887, 146.
\(^{340}\) CNA, CCN, CM, 2 May 1887, 162.
\(^{342}\) CNA, CCN, CM, 9 April 1888, 219, and 29 January 1894, 403.
\(^{343}\) CNA, CCN, CM, 28 January 1889, 287.
\(^{344}\) CNA, CCN, CM, 15 November 1886, 126; 23 January 1888, 203; 25 February 1889, 299; 13 May 1889, 321; 20 May 1889, 323; 23 September 1889, 360; 20 January 1890, 391; 4 December 1899, 406; 19 February 1900, 436; 13 January 1902, 670; and 27 January 1902, 676, respectively.
\(^{345}\) CNA, CCN, CM, 17 February 1902, 683.
\(^{346}\) CNA, CCN, CM, 9 June 1902, 722.
Corporation continued to rent the upper part of the building, charging $1.50 for each meeting. If a meeting was considered to be of a public or charitable nature, Council occasionally ordered that a group's money be refunded. Enoch Shakespeare was appointed caretaker of the upper rooms at the remuneration of 50 cents per meeting, and Council reserved the upper rear room for the exclusive use of the Board of Trade, which was to provide its own caretaker.\footnote{CNA, CCN, CM, 25 August 1902, 746, and 1 December 1902, 775.}
APPENDIX H - NANAIMO: MUNICIPAL OFFICERS AND EMPLOYEES

Until 1899, Nanaimo's Council did not recognize its officers as being permanent appointees. Therefore, from 1875-1899, municipal officers and employees were appointed or re-appointed annually, usually at the beginning of the incoming Council's term. The lists which follow are organized by position or group of positions and contain date of appointment, name of appointee, and salary or conditions of employment. Except where otherwise noted, dates refer to the council minutes.

H.1 Clerk of the Municipal Council, City Assessor, City Collector, and Clerk of the Mayor's Court

<table>
<thead>
<tr>
<th>Date</th>
<th>Name</th>
<th>Terms and Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 February 1875</td>
<td>Charles Newton Young</td>
<td>at $87.50/month salary reduced to $720/annum</td>
</tr>
<tr>
<td>18 February 1878</td>
<td>Charles Newton Young</td>
<td>at the salary mentioned in the report of the select committee, $400/annum plus a 10% commission upon all taxes collectable outside the City Offices</td>
</tr>
<tr>
<td>3 February 1880</td>
<td>Michael Manson</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>14 June 1880</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>19 July 1880</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>4 April 1881</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>26 February 1883'</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
</tbody>
</table>

H.2 City Clerk and City Collector

<table>
<thead>
<tr>
<th>Date</th>
<th>Name</th>
<th>Terms and Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>21 January 1889</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>3 March 1890</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>5 January 1891</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>9 February 1891</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
<tr>
<td>5 October 1891</td>
<td>Samuel Gough***</td>
<td>presumably at $600/annum plus 10% on collectable taxes</td>
</tr>
</tbody>
</table>

---

* Re-appointed 24 January 1876, 22 January 1877, 27 January 1878, and 20 January 1879.
** Dismissed 7 June 1880.
*** Resigned 19 July 1880.
***** See "City Clerk's Amendment By-law, 1883" (App. J/223).
****** Re-appointed 20 January 1890 and 19 January 1891.
H.3 City Clerk, City Collector, and City Treasurer

18 January 1892  Samuel Gough**  at $75/month
3 January 1893
4 April 1895  Adam Thompson, pro tempore
15 April 1895
6 May 1895  Samuel Gough  at previous salary***

H.4 City Assessor

18 March 1899  Donald Smith  at $89
19 May 1890  William K. Leighton  at $75
13 April 1891  William K. Leighton  at $100
14 March 1892  City Clerk Gough
6 March 1893  City Clerk Gough
7 May 1894  City Clerk Gough
4 April 1895  William K. Leighton  at $105

H.5 Assistance in the City Clerk's office

3 September 1891  H.W. Woodward*** at $50/month for 2 months to collect revenue tax and help in the Clerk's office
28 March 1892  George Thomson*** at $50/month
18 July 1892  A.M. Booth  bill of $14 for temporary assistance in the Clerk's office
3 January 1893  Adam Thompson  bill of $183.25 for assistance in the Clerk's office

H.6 Assistant City Clerk

27 March 1893  Adam Thompson*** appointment to date from time employed by City Clerk

H.7 Assistant City Clerk and Clerk of the Police Court

6 May 1895  Adam Thompson  $75/month

---

*** Thompson was at the time receiving a salary as Assistant City Clerk.
*** See 4 April 1895. From 1895, when the Corporation held its first tax sale, the Collector received a 5% commission on the moneys collected; see "Nanaimo Real Estate Tax Sale By-law, 1895" (App. J/33).
*** Resigned 5 October 1891.
**** Resigned 5 October 1891.
***** He had worked as temporary help in the Clerk's office in late-1891 and January 1892; see 4 January 1892. Resignation accepted 30 May 1892.
****** Re-appointed 15 January 1894 and 21 January 1895, pro tempore.
H.8 City Clerk, Treasurer, and Caretaker

20 January 1896  Adam Thompson  $83.33/month
1 March 1897  salary increased to $100/month
6 December 1897  Edward Baines Irving at $83.33/month

H.9 City Clerk, Treasurer, and Cemetery Clerk

24 January 1898  Samuel Gough  at $1000/annum, of which $940 was to be paid from general revenue and $60 from the cemetery fund
16 January 1899  Gough considered a permanent officer; Mayor Bate stated that any officer who had been properly appointed (i.e., by the previous Council) would according to law hold office until he resigned, was removed from office, or died.
6 March 1899*  at $85/month from general revenue and $5/month from cemetery fund
17 February 1902

H.10 City Assessor, Collector, and Police Court Clerk

20 January 1896  Samuel Gough  at $83.33/month
18 January 1897  at $75/month
1 February 1897  Edward Baines Irving at $75/month
6 December 1897  Robert Pollock** at $75/month
24 January 1898  Edward Baines Irving at $70/month
3 January 1899  allowance of $60 made to bring salary up to $1000/annum
16 January 1899  Irving considered a permanent officer
23 January 1899  relieved from the performance of his duties as Police Court Clerk
6 March 1899*  at $75/month with commission on tax sale
2 January 1900  allowance of $100 made in lieu of tax sale commission in order to bring salary up to $1000/annum

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* Re-appointed 18 January 1897, pro tempore, and 25 January 1897.
** See "Officials' Appointment By-law, 1897" (App. J/293).
---

' City Assessor, Collector, and Police Court Clerk Irving was appointed to this position following the suspension of City Clerk Thompson.
' Finance Committee report adopted. See 13 February 1899.
" Road Foreman Pollock was appointed to this position, provided that he would accept it, following the suspension of City Clerk Thompson and the appointment of Irving to the position of City Clerk.
' Finance Committee report adopted. See 13 February 1899.
H.11 City Auditor

The names of the individuals appointed to the position of City Auditor prior to 1895 may be determined from the itemized listing of the audited financial statements series in Appendix P.

<table>
<thead>
<tr>
<th>Date</th>
<th>Name</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 May 1895</td>
<td>Tully Boyce</td>
<td>allowance of $20 made for audit of January-February 1895 accounts</td>
</tr>
<tr>
<td>9 January 1896</td>
<td>Fred G. Peto</td>
<td>at $10/month</td>
</tr>
<tr>
<td>28 March 1898</td>
<td>Thomas W. Jones</td>
<td>performed the duties of Auditor during Peto's absence</td>
</tr>
<tr>
<td>May/June 1898</td>
<td>Thomas W. Jones</td>
<td>Peto considered a permanent officer</td>
</tr>
<tr>
<td>16 January 1899</td>
<td></td>
<td>salary increased to $25/month, in consequence of extra work imposed upon him by the acquisition of the waterworks</td>
</tr>
<tr>
<td>3 September 1901</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

H.12 Returning Officer

<table>
<thead>
<tr>
<th>Date</th>
<th>Name</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>24 December 1874</td>
<td>Thomas Lea Fawcett</td>
<td>for election to fill vacancy occasioned by the resignation of Councillor Harvey</td>
</tr>
<tr>
<td>30 December 1875</td>
<td>Thomas L. Fawcett</td>
<td></td>
</tr>
<tr>
<td>2 January 1877</td>
<td>Thomas L. Fawcett</td>
<td></td>
</tr>
<tr>
<td>7 January 1878</td>
<td>Thomas L. Fawcett</td>
<td></td>
</tr>
<tr>
<td>6 January 1879</td>
<td>E.G. Prior</td>
<td></td>
</tr>
<tr>
<td>5 January 1880</td>
<td>E.G. Prior</td>
<td></td>
</tr>
<tr>
<td>7 June 1880</td>
<td>W.C. Berkeley</td>
<td></td>
</tr>
<tr>
<td>3 January 1881</td>
<td>W.C. Berkeley</td>
<td></td>
</tr>
<tr>
<td>19 December 1881</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>18 December 1882</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>31 December 1883</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>4 February 1884</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>29 December 1884</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>23 March 1885</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>27 December 1885</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>26 December 1886</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>27 December 1887</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>30 December 1888</td>
<td>Marshal Bray</td>
<td></td>
</tr>
<tr>
<td>22 December 1890</td>
<td>William K. Leighton</td>
<td></td>
</tr>
<tr>
<td>21 December 1891</td>
<td>William K. Leighton</td>
<td></td>
</tr>
<tr>
<td>26 December 1892</td>
<td>William K. Leighton</td>
<td></td>
</tr>
</tbody>
</table>

* Re-appointed 20 January 1896, and 25 January 1897. Following the discovery of the defalcations by City Clerk Thompson, Boyce, whose health was failing, was not re-appointed.
* See 4 April 1895.
* See 18 July 1898.
24 January 1893    Samuel Gough  for election to fill vacancy occasioned by the resignation of Alderman Keddy
26 December 1893   William K. Leighton  for election to fill vacancy occasioned by the death of Alderman Craig
28 December 1894   William K. Leighton  for the election of the Mayor, Aldermen, and School Trustees
23 December 1895   William K. Leighton  for the election of the Mayor, Aldermen, and School Trustees
7 May 1894         Samuel Gough
28 December 1894   William K. Leighton
23 December 1895   William K. Leighton
23 December 1897   William K. Leighton
19 December 1898   William K. Leighton
7 July 1899        Samuel Gough
26 December 1899   William K. Leighton
24 December 1900   William K. Leighton
16 December 1901   William K. Leighton
22 December 1902   William K. Leighton
21 December 1903   C.H. Barker
19 December 1904   William K. Leighton

W. F. Drysdale, MD

H. 13 Health Officer
From 1892, this position was called the Medical Officer of Health or simply Medical Health Officer.

2 March 1885       D. Cluness, MD  Corporation charged for the services he rendered
to act without salary so long as the City was free from contagious diseases
4 May 1885         E.A. Praeger, MD** to act without salary unless specifically employed for service
28 March 1887      Robert E. McKechnie, MD** to act without salary
28 May 1894        W.F. Drysdale, MD
27 January 1902     W.F. Drysdale, MD

* Re-appointed 16 April 1888, 4 February 1889, 20 January 1890, 19 January 1891, 18 January 1892, 16 January 1893, and 15 January 1894. Resigned 28 May 1894 when he left the province to reside in California.
** Requested to accept the position, which he did on 25 June 1894. Re-appointed 20 January 1896, 30 January 1897 (See App. J/150, p. 411), 24 January 1898, and 6 February 1899. Resigned as of end of 1901 (See 8 July 1901 and 15 July 1901).
APPENDIX I - CITY OF NANAIMO ARCHIVES: INTRODUCTION

City of Nanaimo Archives Inventory, 1875-1904

Appendices J-Y provide a detailed descriptive inventory by record group of the archives consulted at the City of Nanaimo Archives—essentially, the surviving documentation created by the Corporation of the City of Nanaimo between 1875-1904. They were compiled for the purposes of this thesis and are, in some ways, similar to a traditional archival inventory. However, they are best described as a combination inventory and finding aid for they contain elements of both. The essential difference is that materials are described in more detail in the CNA appendices than is most often practical or possible in the traditional inventory. Secondly, these appendices reflect, as near as it has been possible to establish, the provenance of the archives described, based upon the hierarchical structure of the Corporation's administration in 1904, as though only pre-1905 materials had survived and been accessioned at the CNA. Finally, the brief organizational history which would normally be included at the beginning of each record group has been omitted.

The policy followed in creating this inventory has been to fully describe all archives dating from the period 1875-1904 which have been accessioned or are at least physically located in the archives vault. Although the inclusive dates of some record series post-date 1904, not all of the archives existing for the years after 1904 have been described, nor have materials which post-date 1904 been described in the same detail as those which pre-date 1905. To reiterate, only pre-1905 materials are described in detail.

Furthermore, the level of description within this inventory varies, but is indicated by the upper-case headings: RG, SUB-GROUP, SERIES, SUB-SERIES, UNIT, and ITEM. With the exception of the City Clerk's correspondence files sub-series, 1905-1948, all materials are described to the unit or item levels. This is of course only possible due to the relatively small quantity of materials which survive from this period. Such detailed description is largely an academic exercise, but provides for the purposes of this thesis a solid framework for discussion or, in a sense, a primary source document. It also provides more insight into the nature of nineteenth-century municipal archives, and the functions of municipal government generally, than would the traditional series level description.

348 Most inventories would reflect the administrative structure and creating offices within each record group to the date of the most recent materials contained therein.
Several further exceptions to the general policy should be noted. Although the original copies of the municipal by-laws have been accessioned, they are stored in the City Hall administration vault. Secondly, the City Clerk's by-laws series and the City Auditor's audited financial statements series have, due to their significant value, been reconstructed, a task seldom undertaken in archival work. The itemized listings of those series are composite lists of archival items and references to other documents which may or may not have survived in printed sources. Lastly, materials which are known to exist from the 1875-1904 period but have yet to be transferred to the archives vault are identified in Appendix Y.

The format of this inventory is largely self-explanatory. The office of origin of each RG and SUB-GROUP is clearly stated. Each SERIES and SUB-SERIES title contains the inclusive years of the materials described therein. In addition, each SERIES' title includes the series' linear or other measurement. The UNIT level of description notes the general form of the materials in subsequent entries. The ITEM level simply indicates that the entries which follow describe individual items. An explanatory note about the form, condition, and sometimes scope and content of the records, as well as the system of description employed, is included at the appropriate level.

It must be stressed that the CNA appendices and their entry numbers provide a means of intellectual control internal to this thesis which should not be confused with that extant at the CNA. In order to facilitate access to these materials, the CNA accession numbers and physical location references are noted following the level at which such control has been established. In addition, the record groups and series devised and described have, wherever possible, been linked by way of footnotes with the record groups and series identified by the survey of the City of Nanaimo's records conducted by the Vancouver Island Project (VIP) in 1983. Cross-reference with the VIP is made in order to reveal the relationship of the administrative units of the Corporation in 1904, their functions, and the records they created, to the administrative structure of the City in 1983.

The VIP was conceived and initiated by Alan F.J. Artibise and its co-principal investigators, Peter A. Baskerville and Chad M. Gaffield, and is based at the University of Victoria. It has received substantial grants from the SSHRCC for 1982-83 and 1984-85 in order to survey the local records repositories on Vancouver Island and prepare a machine-readable data base descriptive of their holdings. The VIP has surveyed, among other agencies, municipal record offices.
Except where noted to the contrary, the materials described are originals. Entry titles have, wherever possible, been transcribed directly from the UNIT or ITEM, omitting redundant names, words, and dates. Inclusive dates follow the entry title. As many bound volumes were used for multiple purposes, or were only partially filled, the actual quantity of materials is also provided, indicated by actual page numbers or as a fraction (pages used/total pages).

Abbreviations:

[ ] = attributed information
Doc. = legal docket
Env. = envelope
MG = manuscript group
RG = record group
VIP = Vancouver Island Project
Vol. = volume
APPENDIX J - CNA: CITY CLERK

RG: CORPORATION OF THE CITY OF NANAIMO.

MUNICIPAL COUNCIL. CITY CLERK. 350

SERIES: COUNCIL MINUTES, 1875-1911, 38 CM. 351

UNIT: BOUND VOLUME. 352

Accession No.: 1. Location: Open shelving.

The minutes of the municipal council are recorded in large volumes bound in leather. The volumes consulted vary slightly in style, binding, and size, the largest being 31x42x10 cm. The original volumes represent the only official copy of the minutes, although the council proceedings were reported in detail in the local newspapers.

Entry: Vol.:

138. Ia Record, Friday 22 January 1875 (1st Meeting of 1st Municipal Council) to Monday 8 June 1885 (20th Meeting of 11th Municipal Council), 621 pp.


350 Cf. VIP File: 01-03-01 000-000; Record Group: Nanaimo, Administrative Services Department.

351 Cf. VIP File: 01-03-01 000-002; Minutes Series in Record Group: Nanaimo, Administrative Services Department.

352 The VIP survey does not identify or describe materials below the series level. Therefore, a separate VIP file does not exist for what are termed here the sub-series, unit, and item levels of description.
UNIT: LOOSE MATERIAL.

Entry:

143. Rough draft of title page and format of council minutes, 1875, 1 sheet, located inside front cover of the Real Estate Assessment Roll, 1875-1880 (App. K/411).

144. Typed carbon copies of minutes of and/or resolutions passed at meetings of the 29th Municipal Council held on 26 January and 16 March 1903, 4 pp., located inside front pocket of volume Ie of the council minutes.

SERIES: CORRESPONDENCE, 1875-1948, 1.44 M.

SUB-SERIES: CORRESPONDENCE INWARD, 1877-1879.

Surviving correspondence inward (1875-1904) is, with the exception of these few loose items, interfiled in the correspondence files sub-series, 1905-1948.

UNIT: LOOSE MATERIAL.

Entry:

145. Letter from T. Elwyn, Provincial Secretary's Department, Victoria, 26 March 1877, to Mark Bate, located between pp. 34-5 in volume 126.7 of Clerk's correspondence.

146. Notice of appeal from M. Bate for Vancouver Coal Mining and Land Company, Limited, on behalf of Mrs. Philip Parson, 10 April 1879, to C.N. Young, City Clerk; notices of appeal from J. Pawson, Mrs. E. Gough (her mark witnessed by Louis Page), J.W. Stirtan for James Abrams, John Hirst, Charles York, and James Gordon, all dated 12 April 1879, to C.N. Young, City Clerk; and miscellaneous calculations. Foregoing all located inside front cover of the Real Estate Assessment Roll, 1875-1880 (App. K/411).

SUB-SERIES: CORRESPONDENCE OUTWARD, 1875-1904.

UNIT: LETTERBOOK.

Accession No.: 18. Location: Boxes 126-127.

The dimensions of these volumes vary to 27x39x5 cm.

353 Cf. VIP File: 01-03-01 000-001; Correspondence Files Series in Record Group: Nanaimo, Administrative Services Department.
Volume 126.7 is in fact a copybook. The other volumes are letterpress copybooks. These special letterbooks contain tissue paper and were designed for taking impressions of correspondence outward with a copying press, through the application of moisture to the originals. They contain pages for indexing correspondence by the first letter of the addressee's name. The index pages of volume 127.2 also contain vertical divisions (A,E,I,O,U, and Y) for second letter indexing.

A considerable number of pages have been cut or torn from the letterpress copybooks, usually from the back. These pages may have contained copies of personal correspondence or specifications used in calling for tenders. It is also possible that some were blank and were removed to be used for other purposes. Some pages were removed to the new correspondence files established about 1905. The possibility that some pages may have been removed to destroy evidence of certain business transactions must also be entertained.

Correspondence was handwritten until 4 April 1902, from which time it was mostly typed. The impression made of copies of typed correspondence is a blue-purple colour, similar to that produced by the mimeograph process. Compared to the black impression made of copies of handwritten correspondence, it is considerably more difficult to read, especially where the impression has fanned out in the tissue paper.

Entry: Vol.:

147. 126.7 Letter Book, from prior to 10 February 1875 to 30 October 1886, 137/217 pp. used.

148. 126.8 [Letter Book], 18 December 1886 to at least 21 July 1891, 488 pp., some pages missing.

149. 126.9 Letter Book, 22 July 1891 to 24 December 1894, 482 pp., some pages missing.

150. 126.10 Letter Book, 29 December 1894 to 5 February 1897, 417 pp., some pages missing.

151. 127.1 Letter Book, 8 February 1897 to 7 January 1902, 962 pp., some pages missing.

Some correspondence from March 1898 to 2 November 1901 is to be found in reverse order on pp. 925-62.

152. 127.2 Letters, 7 January 1902 to 17 September 1904, 491/1000 pp. used, some pages missing.

Diverse correspondence for 1902 to 1903 is to be found on pp. 993-1000.

Accession No.: 28. Location: Boxes 1-3.

This subject file system would appear to have been created about 1905 and to have been finally closed about 1948. The bulk of the material contained in this sub-series dates from the period 1919-1948, although there is considerable material from 1910, and individual items date back to at least 1882. It is possible that some of the "less important" 1905-1919 material has been purged. Arrangement is more or less chronological within subject file folders which are numbered 1-301.

It is apparent that some early materials considered to be of continuing value, at or after the creation of this system, were incorporated with it. See, for example, file no. 6 which contains oaths of allegiance and declarations dating from 1882, and file no. 53 which includes pages, removed from volume 127.2 of the letterpress copybooks, concerning by-laws deposited in the office of the County Court Registrar.

SERIES: ADDRESS, 1886, 1 ITEM. 354

Not accessioned. Location: Open shelving.

ITEM:

Entry:


This address was delivered to Sir J.A. and Lady Macdonald in August 1886, extending to them a cordial welcome to Nanaimo upon their visit to Nanaimo via the Canadian Pacific and Esquimalt and Nanaimo Railways. It is located inside the back cover of volume 1a of the council minutes.

354 A corresponding VIP series does not exist. This item is subsumed in VIP File: 01-03-01 000-002.
SERIES: BY-LAWS, 1875-1904, 21.5 CM. 

Accession No.: 28. Location: Diverse.

By-law Nos. 1-120, those interfiled therewith, and all other by-laws which became law during this period.

UNIT: SOFTCOVERED VOLUME.

Entry:

154. [By-laws Register], ca. 1919-1970, no pagination.

This volume is in an extremely deteriorated and brittle condition. It is probable that City Clerk Howard Hackwood began to keep the register about 1919, as the handwriting to that period is uniform and neat, which seems to indicate that by-laws passed between 1875-1919 were retrospectively entered. The register records the date of each by-law's deposit in the County Court Registrar's office which was the date on which it came into force.

UNIT: BOOK.


This softcovered volume reproduces municipal by-laws of a regulatory nature which were in effect in January 1904. They have been renumbered as by-laws 1-33.

For the purpose of cross-reference in the list of by-laws which follows, this volume is referred to by its short title, that is, Nanaimo City By-Laws, 1904.

UNIT: LEGAL DOCKET.

The original copies of the municipal by-laws are in most cases folded in four in the form of a legal docket, such that the back of the last page becomes the outside cover. In later years, the by-law was occasionally pinned to a separate protective cover. The by-law title and number, and the numbers of related by-laws, were noted on the cover. Most original by-laws are on legal-size paper which varies in size to about 22x35 cm. Those consulted vary in length from one to ten pages (most are from 1-4 pp.).

Cf. VIP File: 01-03-01 000-003; By-laws Series in Record Group: Nanaimo, Administrative Services Department.
Many of the original by-laws from the period 1875-1894 are missing. Thereafter, the series is far more complete. From 1875-1901, most originals were handwritten, signed, and sealed. From 1896-1901, at least some were typed; from 1902-1904, all were typed. There are, of course, anomalies, including some printed and carbon copies which have or have not been signed and sealed.

In the spring of 1901, the City Clerk's office established a system of numbering the by-laws. Existing by-laws were organized to reflect their subject content and were numbered (1-94) in green pencil. Some numbers were split (1A, 1B, 36, etc.) as more by-laws were interfiled. Red pen was used at that time to note the by-laws by which each was repealed or amended. Thereafter, by-laws were sequentially numbered. By the end of the 1904 Council's term, the numbers 1-120 had been assigned. Considering by-laws with split numbers and numbers assigned for which the originals no longer exist, 128 original by-laws have survived and are stored in the administration vault.

However, reference has been found in the council minutes to 237 different municipal by-laws which appear to have become law between 1875-1904. At times, it is difficult to establish whether or not a given enactment became law. Although each by-law was required to pass three readings before it passed the Municipal Council, the form and wording of passage varied over time and according to circumstances. For example, the Council's rules of order were often suspended upon plea of urgency so that a "housekeeping" or even a more significant by-law could be read three times during one meeting.

Initially, after receiving their third reading, by-laws were simply declared law and, most often, ordered published or printed. From 1881-1896, they were affirmed, sealed and ordered published at a meeting subsequent to that at which they received their third reading. From 1896-1904, by-laws were received, finally adopted, and ordered signed, sealed and published, or some variation of that wording. In addition, from 1896-1900, the wording in the council minutes included the names of the newspapers in which they were to be published. By-laws for the raising of special loans (1886-1900) required the assent of the municipal electors before being finally affirmed. Special rates reduction (1891-1893) and increase (1896) by-laws required the approval of the Lieutenant-Governor in Council.

Moreover, not all by-laws necessarily came into force or were enforced. It is clear that some were inoperable and, therefore, could not be enforced. Many were amended and/or subsequently repealed.

356 Some of the older by-laws bear numbers from an earlier system which was for some reason discontinued.
Reference will also be found in the council minutes to by-laws which received their first, second or even third readings, but were suddenly and "mysteriously" discontinued or abandoned. Such by-laws have not been included in the list which follows, although they are as much a part of Nanaimo's municipal history as those included, for they reflect attitudes or desire for social control and change. Copies of proposed legislation are rare, except in the case of defeated loan by-laws which were published prior to being submitted to the ratepayers.

Four by-laws of which the originals no longer exist are among those published in Nanaimo City By-Laws, 1904. Some of the 105 by-laws which are not available at the City of Nanaimo Archives are available in other sources. For example, from 1881, statutory law provided that municipal by-laws be published in local newspapers and, from 1884-1899, that they also be published in the British Columbia Gazette (BCG). Nanaimo's municipal by-laws were frequently published in the Nanaimo Free Press (NFP) from 1875 to at least 1900. Many were published in the BCG between 1884-1898. In 1885, the NFP lost its monopoly of Nanaimo's printing and publishing business. Thereafter, a number of small daily and semi-weekly newspapers were published in Nanaimo in quick succession. There follows a list of newspapers in which by-laws were ordered published as recorded in the council minutes: the Nanaimo (Morning) Courier (1888-9) which was awarded the advertising contract for 1889, but ceased publication later that year; Nanaimo (Semi-Weekly) Mail (1895-7); The Review (1897-8); The Nanaimo Herald (1899-1901); and the The Daily Herald (1901-38). By-laws may have also been printed in the other newspapers published in Nanaimo between 1885-1904: Westward Ho (1885-6); Nanaimo (Morning) Daily Telegram (1893-4); and Nanaimo Clarion (1900-3). Copies of these smaller newspapers are not, however, readily accessible. The Legislative Library is the main repository in which these papers are available, although its holdings are often very incomplete.

As the BCG and NFP are the most accessible of these published sources, I have attempted to locate each by-law which is not available at the CNA first in the BCG and, if unsuccessful, then in the NFP. The results of this search are noted in the following composite list of municipal by-laws available at the CNA, of references to those located in the BCG or NFP, and of those which have not been located. It is, of course, possible that some by-laws were published considerably later than the period in which I searched for them. They may have been published in another newspaper or not at all. This list is by no means definitive.

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357 CNA, CCN, CM, 4 March 1889, 301.
For each by-law described, the following information is noted: the by-law number assigned by the City Clerk, or other indication of location as explained in the abbreviations section below; the by-law's short title, omitting preceding articles and standardizing the spelling of "By-law," and the year of the Council by which it was enacted; and the date on which the by-law was last mentioned in the council minutes regarding its passage (i.e., became law, affirmed, or in a few cases mention of receipt of a communication regarding the approval of the Lieutenant-Governor in Council). Information regarding source of publication and/or disposition is noted on the next line. Disposition is noted only where it is not apparent from the context. For instance, it is obvious that an amendment by-law following a by-law of the same title amends that by-law. However, upon occasion, an amendment by-law refers to a previous amendment by-law, in which case I have made a notation to that effect. The repeal or supersedure of one by-law by another is, where it has been found, indicated. In noting disposition, I use the numbers assigned by the City Clerk or, where non-existent, the by-law year where the by-law referred to follows virtually immediately. Where the by-law number indicated is not located within five entries either side of the by-law it effects, the corresponding inventory entry number is noted in parentheses.

The short titles of by-laws which have not been located may be inaccurate. They are titles from the council minutes, or the short titles of similar by-laws preceding or following them. The by-laws noted as not having a short title have often been attributed a title from the by-law's preamble.

The arrangement of this list is by subject content. The keywords which describe the content of a group of by-laws passed on a given subject have been underscored in the title of the first by-law of the group. By-laws are arranged alphabetically by these underscored keywords; subsequent by-laws are arranged chronologically. These keywords, and other important access points as determined from the by-laws' titles and content, have been liberally cross-referenced.

Abbreviations:

NN = By-law not numbered, but available at CNA in Nanaimo City By-Laws, 1904.

BCG = Source: British Columbia Gazette.

NFP = Source: Nanaimo Free Press.

(Blank) = By-law not located.
ITEM:

Entry: By-law No.:

Aldermen's Remuneration - see Mayor

156. 20 Annual Loan By-law, 1893. 10 July 1893.
The annual loan by-laws had their effect and were not repealed.

157. 21 Annual Loan By-law, 1895. 22 April 1895.

158. 22 Annual Loan By-law, 1896. 2 March 1896.
Repealed by no. 23.

159. 23 Temporary Loan By-law, 1896. 30 March 1896.

160. 24 Annual Loan By-law, 1897. 15 February 1897.

161. 25 Annual Loan By-law, 1898. 28 March 1898.

162. 26 Annual Loan By-law, 1899. 5 June 1899.

163. 27 Annual Loan By-law, 1900. 26 February 1900.

164. 28 Annual Loan By-law, 1901. 25 February 1901.

165. 102 Annual Loan By-law, 1902. 24 March 1902.

166. 106 Nanaimo Temporary Loan By-law, 1903. 9 February 1903.

167. 114 Nanaimo Temporary Loan By-law, 1904. 8 February 1904.

Annual Loan - see also Bank Credit

168. NFP By-law fixing the date of hearing appeals against Real Estate Assessments, 1875. 13 May 1875.
See NFP, 15 May 1875, 2.
The appeals by-laws were enacted annually. They had their effect and were not repealed.

169. NFP By-law fixing the date of hearing appeals against Real Estate Assessments, 1876. 24 April 1876.
See NFP, 26 April 1876, 2.

170. NFP By-law fixing the date of hearing appeals against the Assessment Roll, 1878. 6 May 1878.
See NFP, 8 May 1878, 2.

171. **NFP**

By-law fixing the date of hearing appeals against Real Estate Assessments for the year 1879. 14 April 1879.

See NFP, 16 April 1879, 2.

172. By-law to fix time for hearing appeals against Real Estate Assessments, 1882. 1 May 1882.

Not located.

173. **NFP**

By-law fixing the date of hearing appeals against the Assessment Roll, 1883. 7 May 1883.

See NFP, 9 May 1883, 2.

174. **NFP**

By-law fixing the date of hearing appeals against the Assessment Roll, 1884. 12 May 1884.

See NFP, 17 May 1884, 2.

175. **NFP**

By-law fixing the date of hearing appeals against the Assessment Roll, 1885. 29 May 1885.

See NFP, 30 May 1885, 3.

176. **NFP**

By-law fixing the date of hearing appeals against the Assessment Roll, 1886. 14 June 1886.

See NFP, 19 June 1886, 2.

177. **BCG**

By-law fixing the date of hearing appeals against the Assessment Roll, 1887. 4 July 1887.

See BCG 27 (6 October 1887): 522.

178. **NFP**

Appeal By-law, 1888. 25 June 1888.

See NFP, 27 June 1888, 2.

179. Appeal By-law, 1889. 10 June 1889.

Not located.

**Appeals** - see also Assessment Roll, Road Tax

180. Return of *Assessment Roll* By-law, 1875. 22 February 1875.

Not located.

Assessment roll by-laws were enacted annually and
had their effect. They were not repealed.

181. Return of Assessment Roll By-law, 1876. 28 February 1876.

Not located.

182. NFP By-law to fix the Return of the Assessment Roll for 1877, and the time for hearing complaints respecting assessments. 23 April 1877.

See NFP, 2 May 1877, 2.

183. NFP Return of Assessment Roll By-law, 1878. 1 April 1878.

See NFP, 3 April 1878, 2.

184. NFP Return of Assessment Roll By-law, 1879. 17 February 1879.

See NFP, 22 February 1879, 2.

185. Return of Assessment Roll By-law, 1880. 3 May 1880.

Not located.

186. Return of Assessment Roll By-law, 1881. 14 March 1881.

Not located.

187. NFP Return of Assessment By-law, 1882. 20 March 1882.

See NFP, 22 March 1882, 2.

188. NFP Return of Assessment By-law, 1883. 5 March 1883.

See NFP, 14 March 1883, 2.

189. NFP Return of Assessment By-law, 1884. 17 March 1884.

See NFP, 22 March 1884, 2.

190. NFP Return of Assessment By-law, 1885. 30 March 1885.

See NFP, 8 April 1885, 2.

191. NFP Return of Assessment By-law, 1886. 22 March 1886.

See NFP, 31 March 1886, 2.

192. BCG Return of Assessment By-law, 1887. 16 May 1887.
See BCG 27 (6 October 1887): 523.

193. NFP
Return of Assessment By-law, 1888. 30 April 1888.
See NFP, 2 May 1888, 2.

194. Return of Assessment By-law, 1889. 6 May 1889.
Not located.

195. Return of Assessment By-law, 1890. 14 July 1890.
Not located.

196. BCG
Assessment Roll By-law, 1891. 7 September 1891.

197. NFP
Assessment Roll By-law, 1892. 20 June 1892.
See NFP, 25 June 1892, 1.

198. Assessment By-law, 1893. 13 March 1893.
Not located.

199. Assessment By-law, 1895. 22 April 1895.
Not located.

200. BCG
Assessment By-law, 1896. 10 February 1896.
See BCG 36 (20 February 1896): 216.

Assessment Roll – see also Appeals, Road Tax
Awning – see Footpath
Ballot – see Municipal Election's Regulation

201. 19
Bank Credit By-law, 1887. 25 April 1887.
Bank Credit – see also Annual Loan

202. 50
Barber’s Shop Sunday Closing By-law, 1899. 12 June 1899.
No. 1, p. 3, in Nanaimo City By-Laws, 1904.

203. 61
Bastion Street Bridge Loan By-law, 1889.
14 October 1889.
Amended by 1891 by-law, no. 87 (Entry 314), no. 91
(Entry 315), and no. 89 (Entry 260).
Reduction of the special rate imposed by the "Bastion Street Bridge Loan By-law, 1889," 1891. 1 October 1891.

See BCG 31 (24 December 1891): 1165. Superseded by no. 87 (Entry 314).

Bate, Mark, Sr. - see Street Conveyance

Bicycle Regulation By-law, 1896. 24 August 1896.

Copy also in archives vault. No. 2, pp. 4-5, in Nanaimo City By-Laws, 1904.

Bicycle Regulation Amendment By-law, 1898. 25 April 1898.

No. 3, p. 6, in Nanaimo City By-Laws, 1904.

Board of Licensing Commissioners - see Liquor License Regulation

Regulation of Sale of Bread By-law, 1898. 19 September 1898.

Copy also in archives vault.

British Columbia Construction Company, Limited - see Gas Works

Nanaimo Butchering and Nuisance By-law, 1876. 5 June 1876.

See NFP, 8 July 1876, 3. Repealed by 1881 by-law.

Nanaimo Butchering and Nuisance Amendment By-law, 1877. 9 April 1877.

See NFP, 2 May 1877, 2. Repealed by 1881 by-law.

Amendment to the Nanaimo Butchering and Nuisance By-law, 1879. 3 November 1879.

See NFP, 12 November 1879, 2. Repealed by 1881 by-law.

Nanaimo Slaughterhouse and Nuisance By-law, 1881. 9 May 1881.

See NFP, 18 May 1881, 3.

By-law to amend the "Slaughterhouse and Nuisance By-law, 1881," 1881. 28 November 1881.
See NFP, 7 December 1881, 2. Repealed by 1885 by-law.

213. NFP By-law repealing the "Slaughterhouse and Nuisance Amendment By-law, 1881," 1885. 30 March 1885.

See NFP, 8 April 1885, 2. No short title.

214. 71 Nuisance Prevention By-law, 1888. 8 October 1888.

No. 17, pp. 52-3, in Nanaimo City By-Laws, 1904.

By-law Enforcement - see By-laws

215. 59 By-law to authorize the raising of Two Thousand two hundred dollars, 1886. 17 May 1886.

This loan by-law provided for the purchase of the Nanaimo Literary Institute property.

216. 60 By-law to authorize the raising of $2500.00, 1887. 21 February 1887.

This loan by-law provided for the purchase of fire hydrants and equipment. Clerical error corrected by no. 90.

217. 90 Loan Amendment By-law, 1887. 28 March 1887.

218. NFP By-law to provide for enforcing the By-laws of the Municipality, 1880. 17 May 1880.

See NFP, 19 May 1880, 2.

Celebration - see Public Celebration

Cemetery - see Public Cemetery

219. NFP Chimney and Stovepipe By-law for the Prevention of Fires, 1876. 29 May 1876.

See NFP, 7 June 1876, 2.

220. City Clerk's Duties By-law, 1875. 15 February 1875.

Not located.

221. NFP Clerk's Amendment By-law, 1878. 18 February 1878.

See NFP, 2 March 1878, 2. Repealed by 1883 by-law.

222. City Clerk's Amendment By-law, 1880. 22 March 1880.
Not located. Repealed by 1883 by-law.

223. NFP  City Clerk's Amendment By-law, 1883. 26 February 1883.

See NFP, 28 February 1883, 2.

224. BCG  Nanaimo City Pound By-law, 1891. 6 April 1891.

See BCG 31 (11 June 1891): 396. Repealed by no. 115\textsuperscript{2}.

225. BCG  Nanaimo City Pound Amendment By-law, 1892. 4 July 1892.

See BCG 32 (29 July 1892): 792. Repealed by no. 115\textsuperscript{2}.

226. City Pound Amendment By-law, 1893. 8 May 1893.

Not located. Repealed by no. 115\textsuperscript{2}.

227. City Pound By-law, 1897. 22 November 1897.

No. 6, pp. 30-4, in Nanaimo City By-Laws, 1904.

228. City Pound Amendment By-law, 1904. 18 July 1904.

City Pound - see also Dog Tax, Swine and Goat

229. City Surveyor By-law, 1875. 29 March 1875.

Not located.

Clerk - see City Clerk's Duties

230. Commercial Street Filling By-law, 1894. 12 November 1894.

Amended by no. 89 (Entry 260).

Commercial Street Filling - see also Surplus Sinking Funds

231. NFP  Contagious Diseases By-law, 1885. 3 March 1885.

See NFP, 7 March 1885, 3. Repealed by 1888 by-law.

232. NFP  Contagious Diseases By-law, 1888. 17 September 1888.

See NFP, 26 September 1888, 2. Repealed by 1889 by-law.
233. BCG Contagious Diseases By-law, 1889. 29 July 1889.

Contagious Diseases - see also Public Health

Conveyance - see Street Conveyance

Council - see Rules of Order

Court of Revision - see Appeals

234. 63 Crusher and Rock Drill By-law, 1891. 1 June 1891.
Amended by no. 87 (Entry 314) and no. 91 (Entry 315).

235. 84⅓ Nanaimo Curfew By-law, 1898. 12 December 1898.
No. 7, pp. 34-5, in Nanaimo City By-Laws, 1904.

236. 72 Dog Tax By-law, 1898. 14 March 1898.
No. 8, pp. 35-7, in Nanaimo City By-Laws, 1904.

Dog Tax - see also Revenue

Election - see Municipal Election's Regulation,
Municipal Officers Election Regulation

Electors - see Municipal Electors

237. Nanaimo Electric Lighting By-law, 1891. 4 May 1891.
Not located after affirmed. This loan by-law was,
however, published a number of times prior to being
voted upon. See, for example, NFP, 2 May 1891, 2.
Although it received the assent of the municipal
electors, the loan was not raised.

238. Electric By-law, 1891. 22 June 1891.
Not located after affirmed. This by-law was,
however, published a number of times prior to being
voted upon by the municipal electors. See, for example, NFP, 17 June 1891, 4.

239. BCG Electric Light By-law, 1891. 19 October 1891.
See BCG 31 (24 December 1891): 1165-6. Agreement
expired in 1896.

240. 105 Nanaimo Streets Lighting By-law, 1902. 8 December
1902.
Agreement expired in 1908.

241. 58 By-law for altering the Esplanade, 1884. 28 July 1884.
No. 9, pp. 37-8, in Nanaimo City By-Laws, 1904.

Esquimalt and Nanaimo Railway Company - see Railway

242. NFP Expenditure of Revenue By-law, 1881. 11 April 1881.
See NFP, 20 April 1881, 3.

Expenditure - see also Public Celebration, Public Reception, Water Survey

Explosives - see Gun-powder and other explosives

Fire Engine - see Steam Fire Engine

243. 65 Fire Hall and Hydrant By-law, 1892. 13 June 1892.
Amended by no. 85, no. 91 (Entry 315) and no. 89 (Entry 260).

244. 85 Fire Hall and Hydrant Rate Reduction By-law, 1892. 5 September 1892.
Superseded by no. 91 (Entry 315). Repealed by no. 89 (Entry 260).

Fire Hydrants and Equipment - see By-law

245. 13 Fire Insurance Companies' Tax By-law, 1897. 26 July 1897.
No. 11, p. 42, in Nanaimo City By-Laws, 1904.

246. 14 Fire Insurance Companies' Tax Amendment By-law, 1898. 7 March 1898.
No. 12, p. 43, in Nanaimo City By-Laws, 1904.

247. 16 Nanaimo Fire Limit By-law, 1894. 22 October 1894.
Repealed by no. 99.

248. 17 Fire Limit Amendment By-law, 1895. 30 December 1895.
Repealed by no. 99.
249. 99 Nanaimo Fire Limit Amendment By-law, 1901. 30 December 1901.


250. 118 Nanaimo Fire Limit By-law, 1904. 10 October 1904.

Fire Prevention - see Chimney

251. Fire Protection By-law, 1891. 14 July 1891.

Not located. This by-law may have been inoperable.

252. 7 Nanaimo Footpath and Awning By-law, 1875. 19 March 1875.

Repealed by no. 12 (Entry 369).

253. 10 Nanaimo Footpath and Awning Amendment By-law, 1883. 12 March 1883.

Repealed by no. 12 (Entry 369).

Gambling - see Sunday Observance

254. 1A Gas Works By-law, 1886. 1 March 1886.

Agreement dated 25 February 1886 between the Municipal Council and the British Columbia Construction Company Limited is attached to the front of the by-law. Repealed by no. 1A (affirmed 18 October 1886).

255. 1A Gas Works By-law, 1886. 18 October 1886.

Agreement dated 18 September 1886 between the Municipal Council and the British Columbia Construction Company Limited is included with the by-law. This by-law re-enacted the previous by-law, which had expired.

256. NFP Gas Works Amendment By-law, 1887. 7 January 1887.

See NFP, 8 January 1887, 2.

Goat - see Swine and Goat

Governor General and Princess Louise - see Public Reception

257. 15 Regulation of the Storage, Carriage and Disposal of Gun-powder and other explosives By-law, 1896.
22 June 1896.

No. 26, pp. 78-9, in *Nanaimo City By-Laws, 1904*.

**Health** - see Public Health

**Intoxicating Liquors** - see Sunday Observance

**Laundry Regulation** - see Wash-house

**Licenses** - see Revenue, Trades License

258. 113 Nanaimo Liquor License Regulation By-law, 1903.

28 December 1903.

No. 13, pp. 44-5, in *Nanaimo City By-Laws, 1904*.

259. 120 Nanaimo Liquor License Regulation Amendment By-law, 1904. 21 December 1904.

**Liquors, Sale of** - see Sunday Observance

260. 89 Loan Rates By-law, 1896. 27 July 1896.

**Loan Rates** - see also Rate Reduction

**Loans** - see Annual Loan, Bastion Street Bridge, By-law, Commercial Street Filling, Crusher and Rock Drill, Electric Lighting, Fire Hall and Hydrant, Loan Rates, Public Schools, Rate Reduction, Steam Fire Engine, Streets Improvement, Surplus Sinking Funds, Water Works

261. 95 Market Regulation By-law, 1901. 2 July 1901.

262. Mayor and Alderman's Remuneration By-law, 1891.

6 April 1891.

Not located. Council affirmed this by-law, although its affirmation was probably not in order. A similar by-law subsequently passed Council; however, the municipal electors defeated it by a large majority.

263. 49 Mayor and Aldermen's Remuneration By-law, 1899.

26 December 1899.

No. 14, pp. 45-6, in *Nanaimo City By-Laws, 1904*.

264. 18 Milk Inspection By-law, 1895. 2 December 1895.

No. 15, pp. 46-50, in *Nanaimo City By-Laws, 1904*.

**Monetary Grant** - see Public Celebration, Public
Reception, Water Survey

Morals - see Public Morals

Municipal Council - see Rules of Order

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<tr>
<th>No.</th>
<th>Date</th>
<th>Description</th>
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<tr>
<td>265</td>
<td>31</td>
<td>Municipal Election's Regulation and Ballot Act, 1875. 20 December 1875.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The municipal election by-laws were enacted annually. They had their effect and were not repealed.</td>
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<tr>
<td>266</td>
<td>32</td>
<td>Municipal Election Regulation By-law, 1876. 18 December 1876.</td>
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<tr>
<td>267</td>
<td></td>
<td>Municipal Election Regulation By-law for the year 1878. 31 December 1877.</td>
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<tr>
<td></td>
<td></td>
<td>Not located.</td>
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<td>268</td>
<td>33</td>
<td>Municipal Election Regulation By-law for the year 1879. 30 December 1878.</td>
</tr>
<tr>
<td>269</td>
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<td>Municipal Election Regulations By-law for the year 1880. 29 December 1879.</td>
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<td>270</td>
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<td>Municipal Election Regulation By-law for the year 1881. 20 December 1880.</td>
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<tr>
<td>271</td>
<td>34½</td>
<td>By-law to Regulate the Municipal Election for the year 1882, in the City of Nanaimo. 2 January 1882.</td>
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<td></td>
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<td>No short title.</td>
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<tr>
<td>272</td>
<td>36</td>
<td>By-law to regulate the Municipal Election for the year 1883 in the City of Nanaimo. 26 December 1882.</td>
</tr>
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<td></td>
<td></td>
<td>No short title.</td>
</tr>
<tr>
<td>273</td>
<td>36½</td>
<td>By-law to Regulate the Municipal Election for the year 1884 in the City of Nanaimo. 31 December 1883.</td>
</tr>
<tr>
<td>274</td>
<td>37</td>
<td>By-law to Regulate the Municipal Election for the year 1885 in the City of Nanaimo. 29 December 1884.</td>
</tr>
<tr>
<td>275</td>
<td>NFP</td>
<td>By-law to regulate the Municipal Election for the year 1886 in the City of Nanaimo. 21 December 1885.</td>
</tr>
</tbody>
</table>

See NFP, 1 January 1886, 1.
276. 38 By-law to regulate the Municipal Election for the year 1887 in the City of Nanaimo. 28 December 1886.

277. 39 By-law to regulate the Municipal Election for the year 1888 in the City of Nanaimo. 19 December 1887.

278. 40 By-law to regulate the Municipal Election for the year 1889 in the City of Nanaimo. 26 December 1888.

279. 41 By-law to regulate the Municipal Election for the year 1890 in the City of Nanaimo. 30 December 1889.

280. 42 By-law to regulate the Municipal Election for the year 1891 in the City of Nanaimo. 29 December 1890.

281. 43 By-law to Regulate the Municipal Election for the year 1892 in the City of Nanaimo. 14 December 1891.

282. BCG By-law to Regulate the Municipal Election for the year 1893 in the City of Nanaimo. 19 December 1892.


283. 44 By-law to regulate the Municipal Election for the year 1894 in the City of Nanaimo. 26 December 1893.

284. 45 By-law to regulate the Municipal Election for the year 1895 in the City of Nanaimo. 7 January 1895.

285. 46 By-law to regulate the Municipal Election for the year 1896. 30 December 1895.

286. 48 Election By-law, 1898. 27 December 1897.

287. 47 Municipal Electors By-law, 1896. 10 November 1896.

The municipal electors by-laws were enacted annually. They had their effect and were not repealed.

288. BCG Municipal Electors By-law, 1898. 12 December 1898.

See BCG 38 (22 December 1898): 2524.

289. Municipal Electors By-law, 1899. 26 December 1899.
Not located.

290. 93 Municipal Electors By-law, 1900. 17 December 1900.

291. 101 Municipal Electors By-law, 1901. 23 December 1901.

292. Municipal Officers Election Regulation By-law, 1887. 6 January 1888.

Not located.

293. BCG Officials' Appointment By-law, 1897. 1 March 1897.


Nanaimo Electric Light, Power and Heating Company, Limited - see Electric Lighting

Nanaimo Electric Light-works Company - see Electric Lighting

Nanaimo Electric Tramway Company - see Streets Railway

Nanaimo Fire Company - see By-law, Fire Hall and Hydrant

Nanaimo Literary Institute - see By-law

Nanaimo Public Cemetery - see Public Cemetery

Nanaimo Trades Association - see Water Survey

Nanaimo Water Works Company, Limited - see Water Works

Noxious Weeds - see Thistle

Nuisance - see Butchering and Nuisance

Officials, Appointment of - see Municipal Officers Election Regulation

Pound - see City Pound

294. 92 Prevention of the Cruelty to Animals By-law, 1900. 19 November 1900.

Copy also in archives vault. No. 19, pp. 56-7, in Nanaimo City By-Laws, 1904.

295. NFP By-law to grant a portion of the Municipal Revenue in aid of the Public Celebration of the Anniversary of the Birth of Her Majesty the Queen, 1881.
20 May 1881.

See NFP, 21 May 1881, 3. No short title.

296. NFP By-law to grant a portion of the Municipal Revenue in aid of the Public Celebration of the Birth of Her Majesty the Queen, 1882. 22 May 1882.


297. NFP By-law to grant a portion of the Municipal Revenue in aid of the Public Celebration of the Anniversary of the Birth of Her Majesty the Queen, 1883. 14 May 1883.

See NFP, 19 May 1883, 2. No short title.

298. By-law to authorize the expenditure of a sum of money not exceeding one hundred dollars in aid of the Celebration of the next anniversary of the birth of Her Majesty the Queen, 1884. 19 May 1884.

Not located.

299. 1B Nanaimo Public Cemetery By-law, 1881. 29 August 1881.

No. 23, pp. 69-73, in Nanaimo City By-Laws, 1904. Amended by 1882 by-law and no. 100.

300. NFP By-law to amend the "Nanaimo Public Cemetery By-law, 1881," 1882. 18 December 1882.

See NFP, 20 December 1882, 2. Amended by no. 94. Repealed by no. 115.

301. 94 Nanaimo Public Cemetery Amendment By-law, 1900. 13 August 1900.

No. 24, pp. 73-4, in Nanaimo City By-Laws, 1904. Repealed by no. 115.

302. 100 Nanaimo Public Cemetery Amendment By-law, 1901. 9 December 1901.

No. 25, pp. 75-8, in Nanaimo City By-Laws, 1904. Amended by no. 115.

303. 115 Nanaimo Public Cemetery Amendment By-law, 1904. 2 May 1904.

304. NN Public Health By-law of the City of Nanaimo, 1890. 7 April 1890.
Missing according to [By-laws Register]. No. 20, pp. 57-67, in *Nanaimo City By-Laws, 1904.*

305. NN Public Health Amendment By-law, 1890. 17 November 1890.

Missing according to [By-laws Register]. No. 21, pp. 67-8, in *Nanaimo City By-Laws, 1904.*

306. NN Public Health Amendment By-law, 1891. 27 April 1891.

Missing according to [By-laws Register]. No. 22, pp. 68-9, in *Nanaimo City By-Laws, 1904.* Amended by 1896 by-law.

307. BCG Public Health Amendment By-law, 1896. 17 February 1896.

See BCG 36 (27 February 1896): 245.

Public Health - see also Contagious Diseases, Swine and Goat

308. 70 Public Morals By-law, 1890. 8 December 1890.

Superseded by no. 56.

309. 56 Public Morals Amendment By-law, 1895. 9 January 1896.

Copy also in archives vault. No. 18, pp. 53-6, in *Nanaimo City By-Laws, 1904.*

310. NFP By-law to grant a portion of the Municipal Revenue, in aid of the public reception of His Excellency the Governor General and Princess Louise, 1882. 18 September 1882.

See NFP, 23 September 1882, 2. No short title.

311. 64 Erection of Public Schools By-law, 1892. 13 June 1892.

Amended by no. 86, no. 91 (Entry 315) and no. 89 (Entry 260).

312. 86 Schools' Rate reduction By-law, 1892. 5 September 1892.

Superseded by no. 91 (Entry 315). Repealed by no. 89 (Entry 260).

Queen's Birthday Celebration - see Public
Celebration

313. 57 Nanaimo Railway By-law, 1884. 27 October 1884.

Railway - see also Streets Railway

314. 87 Rate reduction By-law, 1892. 5 September 1892.

Superseded by no. 91. Repealed by no. 89 (Entry 260).

315. 91 Rate Reduction By-law, 1893. 28 August 1893.

Superseded by no. 89 (Entry 260).

Rate Reduction - see also Bastion Street Bridge, Fire Hall and Hydrant, Public Schools, Street Improvements

Rates - see Taxation

Real Estate Assessments - see Appeals, Assessment Roll

316. 75 Real Estate Tax By-law, 1890. 29 September 1890.

The real estate tax by-laws were enacted annually. They had their effect and were not repealed.

317. 76 Real Estate Tax By-law, 1891. 14 September 1891.

318. BCG Real Estate Tax By-law, 1892. 3 October 1892.

See BCG 32 (13 October 1892): 1031.

319. 77 Real Estate Tax By-law, 1893. 21 August 1893.

320. BCG Real Estate Tax By-law, 1894. 30 July 1894.

See BCG 34 (2 August 1894): 713.

321. 78 Real Estate Tax By-law, 1895. 26 August 1895.

322. 79 Real Estate Tax By-law, 1896. 22 June 1896.

323. 80 Real Estate Tax Amendment By-law, 1896. 10 November 1896.

324. 81 Real Estate Tax By-law, 1897. 28 June 1897.

325. BCG Real Estate Tax Amendment By-law, 1897. 26 October 1897.

See BCG 37 (28 October 1897): 3304-5.
Real Estate Tax By-law, 1898. 1 August 1898.

Real Estate Tax By-law, 1899. 17 July 1899.

Real Estate Tax By-law, 1900. 23 July 1900.

Real Estate Tax By-law, 1901. 5 August 1901.

Not located.

Real Estate Tax By-law, 1902. 21 July 1902.

Real Estate Tax By-law, 1903. 29 June 1903.

Real Estate Tax By-law, 1904. 18 July 1904.

Real Estate Tax - see also Revenue

BCG Nanaimo Real Estate Tax Sale By-law, 1895. 3 September 1895.


The real estate tax sale by-laws were enacted annually. They had their effect and were not repealed.

BCG Nanaimo Real Estate Tax Sale By-law, 1896. 31 August 1896.


BCG Nanaimo Real Estate Tax Sale By-law, 1897. 28 June 1897.

See BCG 37 (2 July 1897): 2664.

BCG Nanaimo Real Estate Tax Sale By-law, 1898. 15 August 1898.

See BCG 38 (13 October 1898): 2096.

Nanaimo Real Estate Tax Sale By-law, 1899. 6 November 1899.

Not located.

Nanaimo Real Estate Tax Sale By-law, 1901. 21 October 1901.

Nanaimo Real Estate Tax Sale By-law, 1903. 2 November 1903.
340. 119 Nanaimo Real Estate Tax Sale By-law, 1904.  
31 October 1904.

Reception — see Public Reception

Referendum — see Scavengering, Wards

Remuneration, Mayor and Aldermen's — see Mayor

341. NFP Nanaimo Revenue By-law, 1875. 10 June 1875.

See NFP, 12 June 1875, 2. This by-law would appear to have been repealed by the 1876 by-law.

342. NFP Nanaimo Revenue By-law, 1876. 28 June 1876.

See NFP, 26 July 1876, 2. Amended by 1877 by-laws and 1879 by-law. This by-law would appear to have been first repealed by the 1878 by-law.

343. NFP Nanaimo Revenue Amendment By-law, 1877. 21 May 1877.

See NFP, 30 May 1877, 2. Repealed by 1877 by-law.

344. NFP Nanaimo Revenue Amendment By-law, 1877. 2 July 1877.

See NFP, 7 July 1877, 2.

345. Revenue By-law, 1878. 8 April 1878.

Not located. This by-law would appear to have been first repealed by the 1881 by-law.

346. NFP Nanaimo Revenue Amendment By-law, 1879. 30 June 1879.

See NFP, 5 July 1879, 2.

347. NFP Nanaimo Revenue By-law, 1881. 27 June 1881.


348. NFP Nanaimo Revenue By-law, 1882. 3 July 1882.

See NFP, 1 July 1882, 1. Repealed by 1885 by-law.

349. BCG Nanaimo Revenue By-law, 1885. 6 July 1885.

See BCG 25 (20 August 1885): 308. Repealed by 1887 by-law.

350. Revenue By-law, 1887. 25 April 1887.
Not located. Although affirmed, this by-law would not appear to have become law, as it was not repealed by the 1887 by-law affirmed on 29 August.

351. **BCG** Nanaimo Revenue By-law, 1887. 29 August 1887.


352. **NFP** Nanaimo Revenue By-law, 1888. 20 August 1888.

See NFP, 25 August 1888, 2. Repealed by 1889 by-law.

353. **BCG** Nanaimo Revenue By-law, 1889. 13 August 1889.


354. **BCG** Nanaimo Revenue By-law, 1890. 9 June 1890.


355. **BCG** Nanaimo Revenue By-law, 1893. 31 July 1893.


Revenue - see also Expenditure, Trades License

356. **NFP** Return of the Road Tax Assessment Roll By-law, 1887. 11 November 1887.

See NFP, 12 November 1887, 2.

357. **NFP** By-law fixing the date of hearing appeals against the Road Tax Assessment Roll for the year 1887. 28 November 1887.

See NFP, 3 December 1887, 2.

358. **107** Nanaimo Road Tax By-law, 1903. 15 June 1903.

No. 27, pp. 79-80, in *Nanaimo City By-Laws, 1904.*

Road Tax - see also Revenue, Statute Labour

Rock Drill - see Crusher

359. **1** Rules of Order By-law, 1875. 8 February 1875.

Repealed by no. 2.
360.  

By-law for the regulation and general conduct of business of the Municipal Council, 1891. 22 June 1891.

A copy of this by-law as it was published in pamphlet form is filed with the original by-law: Rules of Order for Regulating the Meetings and General Business of the Municipal Council. Nanaimo: Free Press Steam Print, 1891, 6 pp. Repealed by no. 109.

361.  

Council By-law, 1903. 21 September 1903.

Although the original of this by-law is missing, the [By-laws Register] indicates that it was by-law no. 109. No. 4, pp. 6-28, in Nanaimo City By-Laws, 1904.

362.  

Scavengering By-law, 1903. 21 September 1903.

Not located. This by-law was affirmed before the municipal electors voted upon the question of the undertaking of such work by the Council. The by-law did not receive their assent, so did not become law.

363.  

Referendum By-law, 1903. 4 January 1904.

Not located. This by-law provided for a referendum on the question of the city scavengering being undertaken by the Municipal Council.

School Buildings - see Public Schools

School Sites - see Public Schools

Sinking Funds - see Surplus Sinking Funds

Slaughterhouse - see Butchering and Nuisance

Society for the Prevention of Cruelty to Animals - see Prevention of the Cruelty to Animals

Special Rates - see Loan Rates, Rate Reduction

364.  

Statute Labour By-law, 1880. 29 March 1880.

Not located.

Statute Labour - see also Road Tax

365.  

Steam Fire Engine Loan By-law, 1899. 12 June 1899.

Stovepipe - see Chimney
366. 8 Nanaimo Street By-law, 1875. 5 March 1875.
    Repealed by no. 12.

367. 9 Nanaimo Streets Amendment By-law, 1879. 12 May 1879.
    Repealed by no. 12.

368. 11 Nanaimo Street By-law, 1888. 26 December 1888.
    Repealed by no. 12.

369. 12 Streets By-law, 1894. 9 April 1894.
    No. 28, pp. 81-5, in *Nanaimo City By-Laws, 1904*.

370. 51 Street Conveyance and Exchange By-law No. 1 of 1893. 5 June 1893.

371. 62 Streets Improvement Loan By-law, 1890. 5 May 1890.
    Copy also in archives vault. Amended by no. 88,
    no. 87 (Entry 314), no. 91 (Entry 315), and no. 89
    (Entry 260).

372. 88 Reduction of the Special Rate imposed by the
    "Streets Improvement Loan By-law, 1890," 1891.
    1 October 1891.
    Superseded by no. 87 (Entry 314).
    Streets Lighting - see Electric Lighting

373. Nanaimo Streets Railway By-law, 1890. 9 January
    1891.
    Not located.

    Sunday Closing - see Barber's Shop Sunday Closing

374. 3 Nanaimo Sunday Observance, Regulation of Sale of
    Liquors, Suppression of Gambling By-law, 1876.
    4 September 1876.
    Repealed by no. 4.

375. 6 City of Nanaimo By-law for Regulation of the sale
    of intoxicating Liquors by retail of 1880.
    22 March 1880.
    Repealed by no. 4.
376. 4 Sunday Observance and Regulation of the Sale of Intoxicating Liquors By-law, 1888. 9 July 1888. Repealed by no. 5.

377. 5 Sunday Observance By-law, 1895. 30 December 1895.

378. 96 By-law to Authorize the using of Surplus Sinking Funds, 1901. 26 August 1901.

A copy of a printed advertisement regarding the voting to be held on this by-law is filed with the by-law.

Surveyor - see City Surveyor

379. 55 Nanaimo Swine and Goat By-law, 1876. 13 November 1876. Superseded by the Public Health By-law of the City of Nanaimo, 1890 (Entry 304).

Tax Sale - see Real Estate Tax Sale

Taxation - see Dog Tax, Fire Insurance Companies' Tax, Loan Rates, Loans, Rate Reduction, Real Estate Tax, Real Estate Tax Sale, Revenue, Road Tax

Temporary Loans - see Annual Loan

380. 52 Thistle By-law, 1883. 24 September 1883. Copy also in archives vault. Superseded by no. 53.

381. 53 Noxious Weeds By-law, 1898. 6 June 1898. Copy also in archives vault. No. 16, pp. 51-2, in Nanaimo City By-Laws, 1904.

382. 73 Trades License By-law, 1897. 5 July 1897. No. 29, pp. 85-90, in Nanaimo City By-Laws, 1904.

383. 74½ Trades License Amendment By-law, 1898. 7 March 1898. No. 30, pp. 90-1, in Nanaimo City By-Laws, 1904.

384. 74 License Amendment By-law, 1898. 4 July 1898. No. 31, pp. 91-2, in Nanaimo City By-Laws, 1904. Trades License - see also Revenue
Vancouver Coal Mining and Land Company, Limited - see Esplanade

385.  54 Nanaimo City Wards By-law, 1878. 16 December 1878. No. 5, pp. 28-9, in Nanaimo City By-Laws, 1904.

386.  104 Nanaimo Referendum By-law, 1902. 5 January 1903. This by-law provided for a referendum on the question of the abolition of the ward system.

387.  98 Wash-house and Laundry Regulation By-law, 1901. 18 November 1901. Copy also in archives vault. No. 32, pp. 92-5, in Nanaimo City By-Laws, 1904.

388.  NFP Water Survey By-law, 1884. 29 September 1884. See NFP, 1 October 1884, 2.

Water Works Improvements - see Surplus Sinking Funds

389.  68 Water Works Purchase Loan By-law, 1899. 18 September 1899. Amended by no. 69. Superseded by no. 69½.

390.  69 Nanaimo Waterworks Purchase By-law, 1900. 10 September 1900. Superseded by no. 69½.

391.  69½ Water Works Purchase By-law, 1900. 17 December 1900.

392.  112 Water-Works Regulation By-law, 1903. 28 December 1903. No. 33, pp. 96-103, in Nanaimo City By-Laws, 1904. Weeds - see Thistle
SERIES: CONTRACTS, 1899, 2 ITEMS.

UNIT: LEGAL DOCKET.

Accession No.: 28. Location: Boxes 77, 79.

The items described below are proposals and contracts for the procurement of equipment.

ITEM:

Entry: Doc.:

393. 77.32 Tender by the Waterous Engine Works Ltd., 13 June 1899, to supply to the Corporation of the City of Nanaimo one Buffalo Pitts Double Cylinder Engine Steam Road Roller, 4 pp.

394. 79.41 Carbon copy of a proposal made by the Waterous Engine Works Co., Ltd., Brantford, Canada, 1899, to supply to the Board of Fire Wardens, Victoria, BC, one Waterous Patent Vertical Piston Steam Fire Engine, 3 pp.

SERIES: LEGAL AGREEMENTS, 1891-1899, 4 ENVELOPES.

UNIT: LEGAL DOCKET.

Accession No.: 28?. Location: Boxes 75, 79.

This series consists of agreements and contracts for services; and memorandums of agreement and a court order regarding the acquisition of the property of the Nanaimo Water Works Company, Limited.

Entry: Env.:

395. 79.38 Contract between the Corporation of the City of Nanaimo and the Electric Works (Alexander Shaw, Nanaimo, proprietor), 22 September 1891, to provide electric street lighting as stipulated for a period of five years, 2 pp.

396. 75.135 Agreement between the Corporation of the City of Nanaimo and the Nanaimo Electric Light Works (Joseph Hunter, Victoria, proprietor), 1 February

Cf. VIP File: 01-03-01 000-006; Contracts Series in Record Group: Nanaimo, Administrative Services Department.

Cf. VIP File: 01-03-01 000-007; Legal Agreements Series in Record Group: Nanaimo, Administrative Services Department.
1893, regarding arc and incandescent light plants, to have effect for a period of five years, 3 pp.

397. 75.141 Agreement between the Corporation of the City of Nanaimo and A.R. Heyland, Civil Engineer, Nanaimo, 11 September 1893, regarding the re-survey of the City.

Envelope also contains bonds.

398. 79.32 Memorandum of agreement between the Corporation of the City of Nanaimo and the Nanaimo Water Works Company, Limited, 12 December 1899, regarding settlement of waterworks purchase price by arbitration, 6 pp.

Envelope also contains similar memorandums of agreement dated 11 April 1900 and 24 April 1900 extending the period in which the arbitrators had to publish award, and a SCBC court order in Pimbury vs. Corporation of the City of Nanaimo, 19 April 1901, served upon the Corporation of the City of Nanaimo and R. Wilson Smith by Edwin Pimbury and Thomas D. Jones on behalf of themselves and all other ratepayers of the Corporation of the City of Nanaimo, except the Mayor and Aldermen named.

SERIES: DEEDS, 1890-1893, 2 ENVELOPES.

UNIT: LEGAL DOCKET.

Accession No.: 28. Location: Boxes 75, 84.

This series contains documents regarding land conveyances, the surrender of a lease, and bonds.

Entry: Env.:

399. 75.55 Deed from Lord Bishop of Columbia and the Vancouver Coal Mining and Land Company, Limited to the Corporation of the City of Nanaimo, 9 August 1890, conveying a part of the Episcopal Church property for the Church Street widening, 6 pp.

Envelope also contains a surrender of lease from Thomas W. Glaholm and Angus R. Johnston to the Corporation of the City of Nanaimo, 6 September 1890, regarding the Church Street widening, 6 pp.,

360 Cf. VIP File: 01-03-01 000-009; Deeds Series in Record Group: Nanaimo, Administrative Services Department.
and a related deed made in 1916.

400. 84.18 Copy of a bond made between the Corporation of the City of Nanaimo and Richard Gibson in consideration of $200, 30 September 1893, regarding a portion of lot 3, block 59, required for the widening of Commercial Street.

A drawing by A.R. Heyland dated May 1893 is attached.

SERIES: UNDERMINING DOCUMENTS, 1895-1901, 9 ENVELOPES. 361

UNIT: LEGAL DOCKET.

Accession No.: 28?. Location: Box 84.

This series consists of statutory declarations, correspondence, maps, profile plans, and sketches made by old-time residents and miners, regarding the undermining of parts of Nanaimo by coal workings and the danger of constructing brick or stone buildings over those areas. The "Nanaimo Fire Limit By-law, 1894," and subsequent by-laws,362 prohibited the further construction of wooden buildings within defined limits, unless it could be proved that the erection of a stone building would be dangerous due to the undermining of the property.

Entry: Env.:

401. 84.26 Statutory declaration of Adam Grant Horne, 16 August 1895, regarding the undermining of lots 1, 2, and 3, block 58, 2 pp.

402. 84.23 Affidavit of Mark Bate, JP, 17 August 1895, regarding the undermining of lots 1, 2, and 3, block 58, 2 pp.

403. 84.25 Letter from Barker and Potts, Barristers, Nanaimo, 19 August 1895, to the Mayor and Council to inquire on behalf of A.R. Johnston and Company regarding the improvement and erection of buildings on lots 1, 2, and 3, block 58, which are undermined, 1 p.

404. 84.32 Affidavit of Alfred Rowley Heyland, 19 August 1895, regarding the undermining of lots 1, 2, and 3, block 58, 2 pp.

Envelope also contains a sketch plan by

361 A corresponding VIP series does not exist.
A.R. Heyland.

405. 84.28 Letter from C.N. Westwood, Receiver, Hirst's Estate, Nanaimo, 19 August 1895, to Mayor and Aldermen, requesting permission to construct a wooden building on lots 5 and 6, block 61, to accommodate the license of the late Nanaimo Hotel, 1 p.

Envelope also contains related documents: Letter from A.R. Heyland, 18 August 1895, to C.N. Westwood, regarding undermining of property; profile plan by A.R. Heyland, 13 September 1895, showing undermining; and affidavit of John Thompson, 23 September 1895, regarding undermining.

406. 84.24 Letter from George Cavalsky, Secretary, Nanaimo Fire Department, 9 March 1896, to the City Council, asking permission to erect on the site of the old fire hall (part of lot 7, corner of Commercial and Wharf Streets, adjoining the Hirst Estate) a wooden building for the purpose of holding fire apparatus, 1 p.

407. 84.27 Affidavit of John Thompson, 16 March 1896, regarding the undermining of lot 7, block 61, 1 p.

408. 84.30 Affidavit of John Thompson, 2 July 1900, regarding the undermining of lot 8, block 57, 1 p.

409. 84.29 Affidavit of Jesse Sage, 11 March 1901, regarding the undermining of property on which is erected the building known as the "old Methodist Church" in block 55 facing Chapel and Front Streets, 1 p.
SERIES: TAX SALE DEEDS, 1900-1906, 2 CM.\textsuperscript{363}

UNIT: SOFTCOVERED VOLUME.

Accession No.: ?. Location: Open shelving.

These conveyances were executed by the Mayor and City Clerk to the purchasers of property at tax sale auctions, after all of the conditions required by statutory law had been fulfilled.

Entry:

410. Form of Tax Deed Book, 6 July 1900 to 28 March 1906, indentures 1-24 completed.

\textsuperscript{363} This series is subsumed in VIP File: 01-03-02 006-005; Tax Sales Series in Sub-group: Nanaimo, Finance Department, Taxation and Utilities Division.
APPENDIX K - CNA: CITY ASSESSOR

RG: CORPORATION OF THE CITY OF NANAIMO.

MUNICIPAL COUNCIL. CITY ASSESSOR. 364

SERIES: REAL ESTATE ASSESSMENT ROLLS, 1875-1905, 41 CM. 365

UNIT: BOUND VOLUME.

Accession No.: 29. Location: Open shelving.

The dimensions of these rolls vary to 38x51x5 cm.

From at least 1881, the assessment roll was arranged by city ward.

The assessment rolls for 1875-1891 contain columns for these items: block, lot, admeasurement, street, names, land assessment, improvements assessment, alteration by court of revision, total, arrears, tax, receipts, amount paid, amount due, and remarks. Improvements were only assessed in 1887. The court of revision column is blank throughout the rolls for several years. The remarks column was most extensively used in 1875, when the type of improvements on each city lot was noted there.

The 1892-1895 rolls contain additional columns for rate, amount if paid by 1st December . . . , date of notice, and address. They omit the improvements assessment column. The 1894-1895 rolls further refine date of notice to date of notices sent by assessor and collector. The 1895 roll splits amount due into that due for 1894 and that due for 1895, and refines rate to general, schools, and sanitary rates.

The 1896-1899 rolls contain the same items as found in the 1895 roll, with the exception that the sanitary rate is called the board of health rate. The columns of the 1896-1897 rolls are very incomplete; those rolls were reconstructed after the originals were, together with a number of collection rolls, mutilated in the City Collector's office in November 1897. The 1898-1899 rolls are very complete, with page totals and a recapitulation of outstanding taxes and page additions at the end of each roll.

364 Cf. VIP File: 01-03-02 000-000; Record Group: Nanaimo, Finance Department.
365 Cf. VIP File: 01-03-02 006-008; Assessment Rolls Series in Sub-group: Nanaimo, Finance Department, Taxation and Utilities Division.
The 1900-1905 rolls contain essentially the same columns as those for 1896-1899, with the exception of an additional amount due column. The address column of the 1901 roll appears to have been used as an improvements assessment column, but the amounts entered therein were subsequently erased; addresses were sometimes noted in the remarks column. In the 1904-1905 rolls, the land assessment column is clearly divided into land assessment and improvements assessment, although improvements were not assessed during those years. The 1900-1905 rolls are very complete, with page totals, and a balance synopsis and recapitulation of page additions at the end of each roll.

Postal addresses were usually only noted where notices were to be sent to an individual other than the land owner and in the case of absentee owners.

Entry:

APPENDIX L - CNA: CITY COLLECTOR

RG: CORPORATION OF THE CITY OF NANAIMO.
MUNICIPAL COUNCIL. CITY COLLECTOR.\(^{366}\)

SERIES: CASH BOOKS, 1874-1888, 9 CM.\(^{367}\)

UNIT: BOUND VOLUME.
Accession No.: 3. Location: Open shelving.

The first entry in the 1874-1881 volume notes moneys collected and handed over to the Corporation by Mr. T.L. Fawcett, Government Agent, in January 1875.

These general cash books record the receipts and expenditures of the Corporation. The license fees, and real estate, dog, horse, and road taxes collected are recorded in detail. A monthly recapitulation was made on the receipts page. A cemetery cash recapitulation was often also made.

In the 1881-1888 volume, cemetery cash would appear to continue to 1888 year end.

Entry:
422. [Cash Book], December 1881 to August 1888, 641 pp.

SERIES: TAX SALE RECORDS, 1895-1912, 2 CM.\(^{368}\)
Accession No.: ?. Location: Open shelving.

SUB-SERIES: TAX SALES SUMMARY, 1895-1912.
UNIT: LOOSE MATERIAL.

This handwritten summary is arranged by tax sale and includes

\(^{366}\) This record group is subsumed in VIP File: 01-03-02 000-000; Record Group: Nanaimo, Finance Department.
\(^{367}\) Cf. VIP File: 01-03-02 001-007; Cash Books Series in Sub-group: Nanaimo, Finance Department, Accounts Payable Division.
\(^{368}\) Cf. VIP File: 01-03-02 006-005; Tax Sales Series in Sub-group: Nanaimo, Finance Department, Taxation and Utilities Division.
columns for the following items: date of tax sale; lot; block; portion sold; amount of taxes; costs; date to which taxes were due; name of person to whom sold; date of confirmation of sale; if redeemed, by whom; date of such redemption; if deed issued, to whom; and date of deed issue.

Entry:

423. Tax Sales, 28 December 1895 to 14 September 1912, 4 sheets, located inside the front cover of the softcovered volume described in Entry 424.


UNIT: SOFTCOVERED VOLUME.

These certificates conform to the requirements of section 181 of the "Municipal Act, 1892." They record the date of the tax sale held by the City Collector, the legal description of the land sold, the total arrears of taxes for which it was sold, and the expenses of the sale. They note that if the property was not redeemed a deed would be executed on demand one year from the date of confirmation of the sale by a Judge of the SCBC.

Entry:

424. Certificate of Sale of Land for Taxes Due the Corporation of the City of Nanaimo, 28 December 1895 to 8 March 1901, 83/100 certificates issued, some certificates missing.

UNIT: LOOSE MATERIAL.

These certificates record land sold at the 1903-1905 tax sales. They conform to the requirements of the "Municipal Clauses Act," RSBC, 1897, and amending acts. In addition to the information which the 1895-1901 tax sale certificates record, these certificates record the amount of interest on arrears of taxes. They also note certain costs which had to be paid before a deed would be issued.

Entry:

425. Certificate of Sale of Land for Taxes. Due and in Arrear to the Corporation of the City of Nanaimo, 31 March 1904 to 1 February 1905, 6 sheets, located inside the front cover of the softcovered volume described in Entry 424.

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370 App. B/76.
APPENDIX M - CNA: CITY TREASURER

RG: CORPORATION OF THE CITY OF NANAIMO.
MUNICIPAL COUNCIL. CITY TREASURER. 371

SERIES: SINKING FUND ACCOUNTS, 1894-1900, 4 CM. 372

UNIT: BOUND VOLUME.

In order to provide better access to the contents of this volume, the separate accounts are itemized below. The accounts have columns for date, explanation, amount, and total. An evaluation of business improvements was subsequently recorded in this volume, as noted below.

Entry: Vol.:

426. 7 Separate Accounts of the Consolidated Special Rates' Sinking Fund Account, Folio 23 of Ledger, Showing the Deposits to each Account and Withdrawals, 28 July 1894 to 31 December 1900, some of first 75/700 pp. used.

This volume also contains:

[Business improvements evaluation sheets], ca. 1930-1933, pp. 80-101. Liz Giovando referred to this as a "List of Businesses, ca. 1930."

ITEM:

Entry:

427. Streets' Improvement Loan Account 1890, payable June 2nd 1940, 31 December 1894 to 31 December 1900, folio 2, pp. 2-3.

428. Bastion Street Bridge Loan Account 1890, payable 15th November 1901, 28 July 1894 to 31 December 1900, folio 30, pp. 30-1.

371 This record group is subsumed in VIP File: 01-03-02 000-000; Record Group: Nanaimo, Finance Department.
372 It is not clear where this volume is included in the VIP survey.
429. Erection of Fire Hall and Hydrant Loan By-law Account 1892, payable 1st July 1902, 29 July 1894 to 31 December 1900, folio 40, pp. 40-1.

430. Erection of Public Schools' Loan By-law Account 1892, payable 1st July 1902, 28 July 1894 to 31 December 1900, folio 50, pp. 50-1.

431. Rock Drill and Crusher Loan By-law Account 1892, payable 1st January 1895, 31 December 1894 to 30 June 1895, folio 60, pp. 60-1.

432. Commercial Street Filling By-law Loan Account 1894, payable November 15th 1914, 31 December 1895 to 31 December 1899, folio 64, pp. 64-5.

433. Steam Fire Engine Loan By-law Account 1899, payable 1st July 1904, 31 December 1899 to 31 December 1900, folio 70, pp. 70-1.

434. Special Rates' Sinking Fund Account of Interest Accruing to it, 31 March 1895 to 30 September 1897, folio 74, pp. 74-5.

SERIES: GENERAL JOURNAL, 1896-1926, 5 CM.  

UNIT: BOUND VOLUME.

Accession No.: ?. Location: Open shelving.

This volume provides a month-end financial summary for the years 1896-1897 during which time it was audited monthly by Tully Boyce, City Auditor. Thereafter, financial summaries are sporadic (i.e., not all months).

Lists of receipts and expenditures are often detailed. They give, for example, the aggregate amounts of police court fees, and road and dog taxes collected; they explain payments on loans; and they provide a summary of departmental expenses. Assets and liabilities accounts indicate depreciation on municipal property. Transfers between various accounts illustrate the municipal accounting system.

Entry:


373 Cf. VIP File: 01-03-02 001-004; Journal Voucher Proofs Series in Sub-group: Nanaimo, Finance Department, Accounts Payable Division.
Cancelled interest coupons from three loan debenture issues are glued to the pages of this binder.

The first half of the binder contains coupons 72 to 25 (bearing interest semi-annually from 1 January 1905 to 1 July 1928) from debentures 1-90 issued under the "Streets Improvement Loan By-law, 1890." Although the by-law title is not indicated on the interest coupons, nor elsewhere in the binder, it has been determined from the signatures of the Mayor and City Clerk on the coupons, the amount of interest, etc.

This binder also contains redeemed debenture coupons issued under the "High School Debenture By-law, 1921," bearing interest from 15 December 1921 to 15 December 1928, and the "Public Schools Erection By-law, 1911," bearing interest from 1 August 1912 to 1 August 1928.

For each debenture issue, coupons are arranged by debenture number and then chronologically.

This binder is very dusty due to deterioration of the glue used to fasten the coupons.

Entry:

436. Cancelled Coupons: General, 1 January 1905 to ca. 1929, no pagination.

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374 Cf. VIP File: 01-03-02 001-009; Debenture Records Series in Sub-group: Nanaimo, Finance Department, Accounts Payable Division.

APPENDIX N - CNA: FINANCE COMMITTEE

RG: CORPORATION OF THE CITY OF NANAIMO.
MUNICIPAL COUNCIL. FINANCE COMMITTEE. 376

SERIES: ESTIMATES, 1895, 2 ITEMS. 377

UNIT: FILE FOLDER.

Not accessioned. Location: Open shelving.

File: Estimates, 1895.

ITEM:

Entry:


SERIES: ANNUAL FINANCIAL REPORTS, 1901-1904, 1 CM. 378

UNIT: PAMPHLET.

Accession No.: ?. Location: Box 121.

The annual financial statements for 1901 were the first to be printed in pamphlet form for distribution to the ratepayers. Although the City Clerk was involved in the actual printing of the pamphlet, the Finance Committee would appear to have been responsible for its preparation and presentation to Council. 379

The printed report for 1901 contained lists of the mayor, aldermen and city officials, and statements of receipts and expenditure, viz.: Streets and Bridges, Police Department, Fire Department, City Offices, Board of Health, Court House and Jail, Waterworks Department, Schools, Nanaimo City School Trustees, Nanaimo Cemetery, and Miscellaneous. From 1902, the written reports of the Street Committee, Fire Wardens, Chief of the Fire Department, Chief of Police, Waterworks Committee, Medical Health Officer, and other individuals and committees were

376 Cf. VIP File: 01-03-02 000-000; Record Group: Nanaimo, Finance Department.
377 These items are not identified by the VIP survey.
378 Cf. VIP File: 01-03-02 000-002; Annual Financial Statements Series in Record Group: Nanaimo, Finance Department.
379 CNA, CCN, CM, 29 February 1904, 123.
incorporated into the annual printed reports.

Entry:


APPENDIX O - CNA: WATERWORKS DEPARTMENT

RG: CORPORATION OF THE CITY OF NANAIMO.

MUNICIPAL COUNCIL. WATERWORKS DEPARTMENT. \[380\]

SERIES: SERVICE BOOK, 1899-1906, 1 CM. \[381\]

UNIT: BOUND VOLUME.

Accession No.: 7?. Location: Open shelving.

This book was opened by the Nanaimo Water Works Company, Limited, and was subsequently used by the City after it took over the waterworks in June 1901. It lists day by day the services performed and supplies used for each customer, and includes a detailed list of charges and a job total.

Entry:

443. Service Book, 1 August 1899 to April 1906, 200 pp.

SERIES: LEDGER, 1901-1916, 4 CM. \[382\]

UNIT: BOUND VOLUME.

Accession No.: 7?. Location: Open shelving.

This ledger was probably opened by the City Water Collector to record initially, it would seem, new water services and water rates on those accounts. For later accounts (post-1904), customer address is often noted. Pages previous to p. 51 are unnumbered and consist of a first letter index to household and business customer accounts.

This volume would appear to have been used to about 1916; unpaid balances were transferred to a new ledger or to the journal from that year. The last page notes the balance not transferred as of January 1919. There are entries to 31 December 1920, when final balances owing were transferred to the journal.

Entry:

444. Ledger, 4 July 1901 to ca. 1916, 497 pp.

\[380\] This record group is subsumed in VIP File: 01-03-02 000-000; Record Group: Nanaimo, Finance Department.

\[381\] Cf. VIP File: 01-03-02 000-005; Service Record Books Series in Record Group: Nanaimo, Finance Department.

\[382\] Ibid.
APPENDIX P - CNA: CITY AUDITOR

RG: CORPORATION OF THE CITY OF NANAIMO.

MUNICIPAL COUNCIL. CITY AUDITOR.  

SERIES: AUDITED FINANCIAL STATEMENTS, 1875-1904, 14 CM.  

UNIT: FILE FOLDER. 

Accession No.: ?. Location: Open shelving. 

The provenance of this series is of interest. From 1875-1879, the annual financial statements were prepared by the City Auditor. However, from the 1880 year-end audit, they were prepared by the City Clerk, the Secretary of the Board of Cemetery Trustees and, from 1893, the Secretary of the Board of School Trustees for examination and certification by the City Auditor. The City Treasurer, instead of the City Clerk, first compiled them in 1895, although the same individual held both positions. Each officer signed his respective statement(s).

This series, which provides a year-end summary of the financial situation of the Corporation and the various Boards related to it, is for many fiscal years the only comprehensive source of financial information, since the more detailed daily and monthly records have not survived. I have, therefore, compiled a composite list of the items contained in each file, together with reference to documents which have seemingly only survived in the Auditor's reports published in the local newspapers (here, specifically, the Nanaimo Free Press). As the statements were from 1901 printed as an annual report in pamphlet form, the list enumerates, from that year, original documentation only.

Entry titles have, wherever possible, been transcribed directly from the individual item, omitting redundant words, dates, etc. Unless indicated to the contrary, items consist of one sheet each, refer to the Corporation of the City of Nanaimo, and are for the fiscal year ending 31 December indicated by the file title under which they are listed. The date noted is that on which the statements were certified and signed by the City Auditor appointed for that year; that individual's name is included in the first entry under each file title (usually the

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383 This record group is subsumed in VIP File: 01-03-02 000-000; Record Group: Nanaimo, Finance Department.

384 Cf. VIP File: 01-03-02 000-002; Annual Financial Statements Series in Record Group: Nanaimo, Finance Department.

Auditor's report). Where the Auditor's report proper has not been located or may not have, in the case of special audits, existed as a separate document, the Auditor's name is indicated at the end of the first entry. Documents available only in printed form are, with the exception of the Auditor's report which is usually without title, cited in quotation marks and their source noted.

Although most of these financial statements consist of only one sheet, they are fairly large. Many consist of a number of pages glued together. To exemplify by reference to an extreme case, the 1902 Statement of Receipts and Expenditure (Entry 582), which appears to combine the general and water statements, measures 41x150 cm., that is, nearly five feet in length. Indicative of what was then Nanaimo's principal industry, the edges of the statements from about 1900, and the legal-size envelopes in which they were for many years stored, are covered in coal dust.

Abbreviations:

NFP = Nanaimo Free Press. 1880 to 1901.

File: Financial Statements, 1875.

ITEM:

Entry:


446. List of Tools and Utensils on hand this day, according to a specification from T. Cornish, 29 December 1875.

447. Recapitulation of the Cash Account, 29 December 1875.

There are also two draft copies containing erasures.

448. Situation of the Nanaimo Corporation, 29 December 1875.

There is also another similar copy.

File: Financial Statements, 1876.


450. Report No. 1: Extracts from Ledger, Receipts and Expenditures, 30 December 1876.

There are also two similar copies, one of which contains corrections.

452. Report No. 3: Statement comparing the corporation's receipts of 1876 with those of 1875, n.d.

453. Report No. 4: Justification or prove (sic) in behalf of report No. 1 compared with Cash Account in Ledger fo. 69 and 70, n.d.

File: Financial Statements, 1877.


459. Lists of Persons who have not paid their various Taxes up to 31 December 1878, n.d., 2 pp.

This document covers horse, road, dog, and real estate taxes, and teamster's and conveyancer's licenses.


462. Report No. 3: Statement showing Expenditures and Receipts of the Nanaimo Cemetery Trustee Board; Balance Sheet showing Liabilities and Assets, n.d.


466. Statement No. 3: Cemetery Receipts and Expenditures; Balance Sheet, 31 December 1879.


468. Revenue and Expenditure, Nanaimo Cemetery Trustee Board, 1 January to 12 June 1880; Assets and Liabilities, 21 June 1880, W.C. Berkeley, Auditor.


471. Memorandum: Arrears of Revenue of 1879 collected in 1880; Arrears of Expenditure paid in 1880, n.d.

472. Statement showing Receipts and Expenditure, Nanaimo Cemetery, n.d.


476. Statement showing Receipts and Expenditure, Nanaimo Cemetery, n.d.


480. Statement No. 2 [sic, should read 3]: Showing Receipts and Expenditure, Nanaimo Public Cemetery, n.d.


481. Report of Marshal Bray, Auditor, 8 January 1884, 1 p.


484. Statement No. 3: Showing Receipts and Expenditure, Nanaimo Public Cemetery, n.d.

File: Financial Statements, 1884.


488. Statement No. 3: Showing Receipts and Expenditure, Nanaimo Public Cemetery, 9 January 1885.

File: Financial Statements, 1885.


490. Statement No. 1: Statement of Account, 8 January 1886.

491. Statement No. 2: Balance Sheet, 8 January 1886.

492. Statement No. 3: Showing Receipts and Expenditure, Nanaimo Public Cemetery, 8 January 1886.


See "Municipal Accounts," NFP, 8 January 1887, 3.


495. Statement No. 2: Balance Sheet, 7 January 1887.

496. Statement No. 3: Showing Receipts and Expenditure, Nanaimo Public Cemetery, 7 January 1887.

File: Financial Statements, 1887.


See "Municipal Accounts," NFP, 7 January 1888, 3.


500. Statement No. 3: Showing Receipts and Expenditure, Nanaimo Public Cemetery, 6 January 1888.


505. Report of Donald Smith, Auditor, 10 January 1890.


506. Statement No. 1: Statement of Account, 10 January 1890.

507. Statement No. 2: Balance Sheet, 10 January 1890.

508. Statement No. 3: Statement of Account of the Nanaimo Public Cemetery, 10 January 1890.

File: Financial Statements, 1890.


See "Municipal Accounts," NFP, 10 January 1891, 2.


512. No. 3: Statement of Account of the Nanaimo Public Cemetery, n.d.

File: Financial Statements, 1891.


See NFP, 9 January 1892, 1.

514. No. 1: Statement of Account, 8 January 1892.

515. No. 2: Balance Sheet, 8 January 1892.

There is also a draft copy with corrections.

516. No. 3: Statement of Account, Nanaimo Public Cemetery, 8 January 1892.
File: Financial Statements, 1892.


See "Municipal Accounts," NFP, 7 January 1893, 3.

518. Statement of Account, 6 January 1893.


520. Statement of Account of the Nanaimo Public Cemetery, 6 January 1893.

521. [Nanaimo Public Schools and Building Accounts for the North and South Ward Schools: Receipts and Expenditure], W.K. Leighton, Auditor, 27 February 1893.


See "Municipal Accounts," NFP, 8 January 1894, 2.


525. "Nanaimo City Public School Trustee Board, statement of account for the year 1893: Receipts and Expenditure."

See "Municipal Accounts," NFP, 8 January 1894, 2.


528. Statement of Account, n.d.


530. "Nanaimo City Public School Trustee Board, statement of account for the year 1894."


531. Statement of Account of the Nanaimo Public Cemetery, n.d.
File: Re-audit of 1893 and 1894 Accounts.


Includes mention of real estate, moveable property, insurance, taxes, licenses, passing of accounts, outstanding liabilities, police department, and cemetery.


File: Financial Statements, 1895.

534. Statement of Receipts and Expenditures for Quarter Ending 31 March 1895, 26 April 1895, Tully Boyce, Auditor.

535. Statement of Receipts and Expenditures for Quarter ending 30 June 1895, 10 July 1895, Tully Boyce, Auditor.


See "Municipal Accounts," NFP, 10 January 1896, 4.


See "Municipal Accounts," NFP, 10 January 1896, 4.


See "Municipal Accounts," NFP, 10 January 1896, 4.


There is also an unsigned duplicate copy, with slight variations.


See "Municipal Accounts," NFP, 10 January 1896, 4.


See "Municipal Accounts," NFP, 10 January 1896, 4.

543. Statement of Receipts and Expenditure from 1 January to 31 March 1896, 7 April 1896, Tully Boyce, Auditor.

544. Statement of Receipts and Expenditure from 1 January to 30 June 1896, 3 July 1896, Tully Boyce, Auditor.

545. Statement of Receipts and Expenditure from 1 January to 30 September 1896, 5 October 1896, Tully Boyce, Auditor.


See "Municipal Accounts," NFP, 8 January 1897, 4.

547. Statement of Account, 4 January 1897.

548. Balance Sheet, 7 January 1897.

549. Special Rates' Sinking Fund Account, 7 January 1897.

550. Memo: Special Rates Outstanding to End of 1896; Moveable Property, 7 January 1897.

551. Statement of Account of the Nanaimo Public Cemetery, 6 January 1897.

There is also a duplicate signed copy containing erasures.

File: Financial Statements, 1897.

552. Statement of Receipts and Expenditure from 1 January to 31 March 1897, 9 April 1897, Tully Boyce, Auditor.

There is also a printed copy cut from the NFP, 9 April 1897, 4.

553. Statement of Receipts and Expenditure from 1 January to 30 June 1897, 3 July 1897, Tully Boyce, Auditor.

There are also two printed copies cut from The Review, 3 July 1897.

554. Statement of Receipts and Expenditure from 1 January to 30 September 1897, in accordance with Section 62 of the Municipal Clauses Act, 7 October 1897, Tully Boyce, Auditor.

555. Report of Tully Boyce, Auditor, 10 January 1898.

Printed copy from "Municipal Accounts," NFP, 11 January 1898, 4, which included the 1897 statements (Entries 556-559).
556. Statement of Account, 8 January 1898.
557. Balance Sheet, 10 January 1898.
558. Special Rates Sinking Fund Account, 10 January 1898.
559. Statement of Account of the Nanaimo Public Cemetery, 10 January 1898.
560. Statement of account between A. Thompson and the Corporation City of Nanaimo, [1897-1898].
561. Statement of account between A. Thompson and the City of Nanaimo, Re Late Defalcations, [1898].

File: Re-audit of 1896 and 1897 Accounts.

563. Report of Fred G. Peto and C.C. McKenzie, Auditors, March 1898, regarding re-audit of 1896 and 1897 accounts and defalcations of Adam Thompson, late City Clerk, 17 pp.

Includes list of books examined, statement of discrepancies in road paysheets and cemetery paysheets, general recapitulation, and correspondence with the Land Registry Office.

File: Financial Statements, 1898.


See NFP, 11 November 1898, 4.

The City Treasurer's statements for the first and second quarters in 1898 were also audited, but have not been located.


566. Statement of Receipts and Expenditures, 9 January 1899.


569. The City Treasurer's audited statement of receipts and expenditure for the first quarter of 1899 was by order of Council (24 April 1899) published in the NFP and The Review, but has not been located.


571. Statement of Receipts and Expenditures, 11 January 1900.
There is also an unsigned copy.


File: Financial Statements, 1900.


File: Financial Statements, 1901.

578. Statement of Receipts and Expenditure, 13 January 1902, Fred G. Peto, Auditor.


582. Statement of Receipts and Expenditure, 12 January 1903, Fred G. Peto, Auditor.


584. Nanaimo Cemetery, Statement of Receipts and Expenditure, 13 January 1903.

585. Nanaimo City Public School Trustees, Statement of Expenditures, 3 January 1903.

File: Financial Statements, 1903.


590. Statement of Receipts and Expenditure, 14 January 1905.


593. Nanaimo City Public Schools, Statement of Expenditures, 10 January 1905.
APPENDIX Q - CNA: CEMETARY TRUSTEES

RG: CORPORATION OF THE CITY OF NANAIMO. MUNICIPAL COUNCIL AS BOARD OF CEMETARY TRUSTEES.

SECRETARY.  

SERIES: MINUTES, 1897-1924, 2 CM.

UNIT: BOUND VOLUME.

Accession No.: ?. Location: Open shelving.

This volume contains minutes of meetings held in 1897-1898, 1912-1914, 1919, and 1924.

Entry: Vol.:

594.  11 Minute Book, 25 January 1897 to 26 March 1924, 22/200 pp. used.

SERIES: CEMETARY PLOTS, 1879-1897, 4 CM.

UNIT: BOUND VOLUME.

Accession No.: ?. Location: Open shelving.

This volume records cemetery plot purchases from 1879-1897 and burials in those plots from 1877-1897. Arrangement is by range and plot numbers. Information is recorded by plot concerning the date and method of payment and, in many instances, the name of the person paying for the plot, the names of persons buried therein and burial dates, and receipt number. There are columns for plot and grave opening fees, and for payment thereof. Miscellaneous comments are made throughout.

This volume, along with other cemetery records, was audited by Tully Boyce, City Auditor, in 1897. It is probable that the handwriting in green ink noting the names of individuals buried in each plot to 1897 is that of Boyce. Some of the writing in

386 There does not exist a corresponding VIP record group. Cf. VIP File: 01-03-02 000-006; Cemetery Records Series in Record Group: Nanaimo, Finance Department.

Some cemetery records for the 1875-1904 period are still actively used for reference purposes and have not yet been transferred to the archives vault. Thus, the archives listed here give a far from complete picture of the record group.
red ink is also his and is initialed "T.B."

Purple ink was used to note plots that were short, small, non-existent, or in the "Broadway." Boyce's audit appears to have resulted in the transfer of some bodies to other graves. Reference is also made to the cemetery extension shown on the new map. Confusion would seem to have arisen because of discrepancies between the new plans and the inaccurate original drawing.

This is a source in which women's and girls' names are to be found, either as persons buried or purchasers of grave plots. One native Indian, it may be noted, was buried in a plot purchased by one John Wilson; no Orientals were noted.

Entry: Vol.:

595. 12 Journal [of Cemetery Plot Purchases], Ranges VI-XXIV, ca. 1879-1897, 363/495 pp. used.
APPENDIX R - CNA: MUNICIPAL COURT OF REVISION

RG: CORPORATION OF THE CITY OF NANAIMO.
   MUNICIPAL COURT OF REVISION. CLERK.387

SERIES: MINUTES, 1891-1949, 4 CM.

UNIT: BOUND VOLUME.

Accession No.: 15. Location: Box 102.

During the period 1891-1904, the Municipal Court of Revision only sat upon the revision and correction (i.e., transfer of property) of the real estate assessment roll and upon real estate assessment appeals. Eventually, it also deliberated upon the revision of the voters' list and upon the assessment of local improvements.

Entry: Vol.:

596. 102.1 Minutes, 21 August 1891 to 22 February 1949, pp. 2-399.

See also volume 102.2 (App. S/597.).

This volume also contains minutes of the:

Board of Appeal constituted under the Town Planning Act, 9 April 1937 to 29 December 1948, pp. 268-395. See also volume 102.2 (App. S/597).

387 A corresponding VIP record group does not exist. This volume is presumably subsumed in VIP File: 01-03-01 000-002; Minutes Series in Record Group: Nanaimo, Administrative Services Department.
APPENDIX S - CNA: LOCAL BOARD OF HEALTH

RG: CORPORATION OF THE CITY OF NANAIMO.

MUNICIPAL COUNCIL AS LOCAL BOARD OF HEALTH. SECRETARY.

SERIES: MINUTES, 1896-1932, 3 CM.

UNIT: BOUND VOLUME.

Not accessioned. Location: Box 102.

This volume is in a very deteriorated and brittle condition. It contains minutes of meetings held in 1896-1897, 1900, 1909, 1917-1921, 1923-1924, 1926-1927 and 1932, and was subsequently used for other purposes, as the title on its spine indicates: Minutes Board of Appeal, Court of Revision.

Entry: Vol.:

597. 102.2 Minutes, 14 September 1896 to 8 August 1932, pp. 1-59.

This volume also contains minutes of other meetings, as follows:

Market Committee, 17 April 1945, pp. 65-6.

Board of Appeal constituted under the Town Planning Act, 15 March 1949 to 12 April 1957, pp. 67-201.

Municipal Court of Revision, 15 November 1949 to 10 November 1969, pp. 74-376.


Public Hearings pursuant to the Town Planning Act and various Zoning By-laws, 24 May 1955 to 20 August 1956, pp. 182-3.


A corresponding VIP record group does not exist. This volume is presumably subsumed in VIP File: 01-03-01 000-002; Minutes Series in Record Group: Nanaimo, Administrative Services Department.
APPENDIX T - CNA: LICENSING COURT

RG: NANAIMO CITY.

LICENSING COURT.\textsuperscript{389}

UNIT: LEGAL DOCKET.

Accession No.: 28. Location: Box 84.

Entry: Doc.:

598. 84.17 Writ of Mandamus issued by Mr. Justice Crease in Supreme Court of British Columbia (Domenico Mozelle vs. The Licensing Court of the City of Nanaimo), 26 April 1889, to Joseph Phrys Planta, James Abrams, Samuel Robins, and Harry Cooper, witnessed Sir Matthew Baillie Begbie, Knight, Chief Justice, 30 April 1889, 2 pp.

Filed therewith is an affidavit to the effect that, in compliance with said writ, the appellants granted to Domenico Mozelle a license to vend spirituous and fermented liquors by retail upon premises lately built by him on Skinner Street, Nanaimo, known as the "Palace Hotel," signed and sealed by them, 1 May 1889, 2 pp.

\textsuperscript{389} A corresponding VIP record group does not exist.
APPENDIX U - CNA: SCHOOL TRUSTEES

RG: NANAIMO CITY SCHOOL DISTRICT.

BOARD OF SCHOOL TRUSTEES. SECRETARY.  

SERIES: CORRESPONDENCE, 1893-1904, 5 CM.

SUB-SERIES: CORRESPONDENCE INWARD, 1897.

ITEM:

Entry:

599. Letter from Thomas W. Jones, Secretary, Nanaimo Water Works Company, Limited, 4 December 1897, to S. Gough, Secretary, Nanaimo City School Trustee Board, 1 p.

This item is located inside the back cover of volume 126.4.

SUB-SERIES: CORRESPONDENCE OUTWARD, 1893-1904.

UNIT: LETTERBOOK.

Accession No.: 19. Location: Box 126.

The dimensions of these volumes vary to 24x29x3 cm.

Each letterpress copybook contains an index at the front. The pages removed from the back of volume 126.5 were presumably blank.

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390 A corresponding VIP record group does not exist. These volumes are subsumed in VIP File: 01-03-01 000-001; Correspondence Files Series in Record Group: Nanaimo, Administrative Services Department. Most records created by the Board of School Trustees during this period are under the control of the Nanaimo School Board Office, 395 Wakesiah Avenue, Nanaimo. See VIP File: 05-07-02 000-000 (Record Group: Nanaimo School District, Secretary-Treasurer's Department), especially Minute Books Series, dating from 1891 (VIP File: 05-07-02 000-001), Record Books Series, dating from 1901 (VIP File: 05-07-02 000-005), Visitors' Books Series, dating from 1893 (VIP File: 05-07-02 000-007), and Register Books Series, dating from 1890 (VIP File: 05-07-02 000-009).

391 See descriptive paragraphs preceding App. J/147-152.
Entry: Vol.:

600. 126.4 Letter Book, 4 March 1893 to 4 February 1898, 250 pp.

APPENDIX V - CNA: POLICE COMMISSIONERS

RG: NANAIMO CITY.

BOARD OF POLICE COMMISSIONERS. SECRETARY/CLERK.  

SERIES: MINUTES, 1894-1935, 3 CM.  

UNIT: BOUND VOLUME.

Accession No.: 16. Location: Box 127.

Concerning the pre-1905 period, this volume does not contain record of any meetings having been held between 12 August 1897 and 7 July 1899. The book was subsequently used for other purposes, as noted below.

Entry: Vol.:

602. 127.3 Minute Book, 1 January 1894 to 13 May 1935, 310/397 pp. used.

This volume also contains the minutes of meetings of the Food Conservation and Increased Food Production Committees held in March 1918, pp. 383-5, at which the Municipal Council and representatives of various groups, such as the Imperial Order of Daughters of the Empire, Next of Kin Association, and Red Cross Society, were present.

392 A corresponding VIP record group does not exist. These volumes are subsumed in VIP File: 01-03-01_000-000; Record Group: Nanaimo, Administrative Services Department.

393 This series is subsumed in VIP File: 01-03-01 000-002; Minutes Series in Record Group: Nanaimo, Administrative Services Department.
SERIES: CORRESPONDENCE, 1894-1904, 3 CM.\(^{394}\)

SUB-SERIES: CORRESPONDENCE OUTWARD, 1894-1904.

UNIT: LETTERBOOK.

Accession No.: 21. Location: Box 126.

This letterpress copybook\(^{395}\) contains an index at the front. There is no correspondence for the years 1898, 1900 and 1903; most is for the years 1896-1897. The pages removed from the back of the volume were presumably blank.

Entry: Vol.:

603. 126.6 Letter Book, 21 November 1894 to 2 March 1904, 52 pp., rest of pages cut from book.

\(^{394}\) This series is subsumed in VIP File: 01-03-01 000-001; Correspondence Files Series in Record Group: Nanaimo, Administrative Services Department.

\(^{395}\) See descriptive paragraphs preceding App. J/147-152.
APPENDIX W - CNA: NANAIMO LITERARY INSTITUTE

RG: NANAIMO LITERARY INSTITUTE. 396

Accession No.: 21. Location: Box 126.

SUB-GROUP: SECRETARY-LIBRARIAN.

SERIES: MINUTES, 1880-1885, 2 CM.

UNIT: BOUND VOLUME.

Entry: Vol.:

604. 126.2 Minute Book, 2 March 1880 to 7 May 1885, 57/193 pp. used, plus some loose pages.

SUB-GROUP: TREASURER.

SERIES: CASH BOOK, 1878-1886, 2 CM.

UNIT: BOUND VOLUME.

The 1877 balance is brought forward to this book.

Various bills and receipts from booksellers, fire insurance companies, and the Vancouver Coal Mining and Land Company, Limited, are glued to or lie loose between the pages of this volume. Included in cash received is payment for rental of the Institute hall by various groups for entertainments, lectures, balls, dances, and concerts.

Entry: Vol.:

605. 126.1 Treasurer's Book, 31 January 1878 to 2 June 1886, 17/129 pp. used.

396 A corresponding VIP record group does not exist. These bound volumes would appear to be subsumed in VIP File: 01-03-01 000-001; Correspondence Files Series in Record Group: Nanaimo, Administrative Services Department.
SUB-GROUP: DEBATING AND ELOCUTION CLASS.

SERIES: CONSTITUTION AND MINUTES, 1880, 1 CM.

UNIT: BOUND VOLUME.

This volume contains the class' constitution; roll of members, listing name and turn for reading or recitation; and minutes. After the Institute property was purchased by the Corporation of the City of Nanaimo in 1886, this volume was used by the City Clerk to record the engagement and payment for rental of the City Hall, and other purposes, as noted below.

Entry: Vol.:

606. 126.3 Debating and Elocution [sic] Class Minutes, 1 November 1880 to ca. December 1880, 22/185 pp. used, some pages missing.

This volume also contains the following records:

Account sheet showing engagement of City Hall and payment of rental fee, 1 October 1887 to 9 August 1888, pp. 26-9.

Engagements and Rents of Hall, 15 January 1889 to 3 August 1892, pp. 30-43.

Two newspaper clippings regarding Appropriations and Expenditures of the $50,000.00 Loan, 1890, were glued to the back cover for reference purposes.
APPENDIX X - CNA: McGregor Family

MG: McGregor Family. ¹³⁹⁷

UNIT: BOOK.

Not Accessioned. Location: Open shelving.

This scrapbook would appear to have been compiled by John Charles (Jack) McGregor, who was a Parks Commissioner and secretary of the Nanaimo Pioneer Society. A note inside its front cover indicates that it belongs to W.C. [William?] McGregor, [son of J.C. McGregor]. It contains McGregor and Meakin family souvenirs; various newspaper clippings including the 1895-1896 audited accounts of the Corporation of the City of Nanaimo; and placer mining licenses issued to John C. McGregor.

Entry:


¹³⁷ The VIP survey does not identify a separate record group for private records. Cf. VIP File: 01-03-01 000-016; Scrapbooks and Press Files Series in Record Group: Nanaimo, Administrative Services Department.
In this appendix, I list materials from the 1875-1904 period which are not yet under physical control. By this, I mean records which have not yet been transferred to the archives vault. To repeat, the policy followed in the CNA appendices has been to describe, with the exception of the original by-law copies in the administration vault, records already transferred to the archives vault, for it would be pointless to describe those still "floating about" the city administration. Miscellaneous materials are referred to here by the VIP survey file number and the name of the series in which they have been identified. I indicate but briefly their content.

Entry:

608. See VIP File: 01-03-02 000-006; Cemetery Records Series in Record Group: Nanaimo, Finance Department.

This series contains cemetery registers dating from 1876, and other records dealing with cemetery matters, most of which post-date 1904.

609. See VIP File: 01-03-04 001-015; Legal Plans Series in Sub-group: Nanaimo, Public Works Department, Engineering Services Division.

This series contains legal plans, the earliest of which dates from 1875.

610. See VIP File: 01-03-04 001-018; Old City Map Series in Sub-group: Nanaimo, Public Works Department, Engineering Services Division.

This series contains old city maps dating from the nineteenth-century.

611. See VIP File: 01-03-04 002-003; Parks Plans Files Series in Sub-group: Nanaimo, Public Works Department, Engineering Services Division, Rights-of-Way Section.

This series contains park plans, surveys, maps, legal documents, drawings and correspondence, some of which date from 1895.

612. See VIP File: 01-03-05 000-006; Minute Book Series in Record Group: Nanaimo, Fire Department.

This series is comprised of a single bound volume which contains the minutes of the Nanaimo volunteer fire companies from 1878-1937.
613. See VIP File: 01-03-05 000-007; Fire Reports Series in Record Group: Nanaimo, Fire Department.

This series contains reports on fires from 1894, arranged chronologically by fire, giving the date and time of fire, owner and value of building, damage, and name of fire insurance company.

614. See VIP File: 01-03-05 000-012; General Book Series in Record Group: Nanaimo, Fire Department.

This series consists of a single bound volume which contains, among other items, roll calls (1893-1899), fire reports (1900-1914), and a record of equipment and of platoon members (1899-1946).

615. See VIP File: 01-03-05 000-013; Roll Call Book Series in Record Group: Nanaimo, Fire Department.

This series contains roll call books of the Nanaimo volunteer fire companies dating from 1880.
This 1904 map reproduced approximately half of Honeyman and Heyland's 1891 map on a much reduced scale. No changes appear to have been made to the map's content.