

A REGIONAL STUDY OF SOCIAL WELFARE MEASUREMENTS

(No. 3: The Metropolitan Area)

An exploration of the regional assessment of
demographic and social welfare statistics for
British Columbia, 1951-1961

by

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ABSTRACT.

British Columbia is a large and complicated province and because of the differences in topography and settlement, it can best be analyzed on a regional basis. This study of social welfare measurements in Metropolitan Vancouver, is the third in a series of regional assessments. The two regions so far examined are the agricultural area of the Fraser Valley, and one of the "Frontier" areas of the North. The Metropolis, obviously, has very different characteristics from both of them and is the most complex region of all. It has been undergoing a period of rapid population growth, and the development of suburban communities. At the present time, approximately one-half of the population of British Columbia lives in Metropolitan Vancouver.

Metropolitan Vancouver is included in Region II of the Department of Social Welfare. However, some areas of Region II such as Powell River, which are not in the metropolitan context have been largely excluded from this analysis. Other areas, such as the Municipality of Surrey and the City of White Rock, have been included as they are populated by those for whom the urban centre has a large measure of social and economic significance. This "Region" of Metropolitan Vancouver coincides with sub-divisions C and D of Census Division 4, and thus obviates one of the major difficulties in undertaking a regional study: that census material boundaries and welfare regional boundaries do not coincide.

Basic statistical data was compiled and computed from the Dominion Bureau of Statistics. Extensive use was made of 1961 data, and selective reference was made to 1951 data. Information was available for Metropolitan Vancouver in the detailed Census Tract Bulletin now prepared by the Dominion Bureau of Statistics for all major cities. To simplify analysis, these tracts have been summarized into "sectors". A series of indices was also worked out to reflect social and economic conditions which may have welfare implications.

The welfare statistics were compiled primarily from the monthly reports of the Provincial Department of Social Welfare, for the years 1951 and 1961. However, in Metropolitan Vancouver there are also numerous private social agencies and a few major ones serving the family, and children have been chosen to examine more fully, the welfare services.

Correlation of social and economic factors with the welfare pattern in the metropolitan area has been undertaken. "Sector" analysis, initiated in this study, has revealed differential welfare requirements. All districts use welfare services: the most prosperous, in which there are marginal income enclaves; and others, demonstrating the complex of social problems inherent in unplanned urban expansion.

Difficulties encountered in this regional study highlight the need for standardization of Welfare Region and Census Division boundaries. Most essential for productive analysis of welfare statistics is the formulation of standard, operationally-defined categories of service for both public and private agencies; one critical distinction might be made between income-maintenance programmes and personal services.

This is an initial exploratory study of Metropolitan Vancouver as a "Welfare Region". Even as this report is prepared the characteristics of the metropolitan area are changing. With one-half of the provincial population living in this "Region" further studies will be needed to provide adequate information for comprehensive, enduring planning for the welfare needs of the people who live in Metropolitan Vancouver.

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We wish to acknowledge our indebtedness to Dr. Leonard Marsh for his direction and encouragement. He supervised the planning, and kept an eye on all the details from start to finish. Special thanks go to Miss Bessie Snider, Research Consultant in the provincial Department of Welfare, for unfailing cooperation in helping us to obtain the welfare statistics which were essential for the study. For auxiliary information we are also indebted to Mr. E. Coughlin, Administrator, Burnaby Social Welfare Department; and to Rev. J. E. Reiter, (Children's Aid Society of the Catholic Archdiocese of Vancouver), Mr. S.H. Pinkerton, (Children's Aid Society of Vancouver), Mr. D. Thompson, (Family Service Agency of Greater Vancouver), Miss M. M. Wright (Catholic Family Services), Miss Beverley Ayres, Director of Research, and Mrs. M. Marshall, Secretary of the Research Department, Community Chest and Councils of the Greater Vancouver area. The Dominion Bureau of Statistics, both in Ottawa and in the regional office for British Columbia, provided us with a wealth of invaluable data. The cooperation and interest of all these persons made the thesis possible.

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Part I. Nature of the Study.

Chapter 1. Introduction

Rationale for the Study

This is an age of industrialization, urbanization, the development of suburban communities, technological change and automation, and a highly mobile population. All of these have been associated with increased economic productivity, but social forces are at work also, notably the lengthening of life and shifts in the size and structure of the family. Thus 'the city' is not what it used to be - it is under the stress of new problems in economic behavior, social organization, and human relations.

British Columbia has felt the impact of these changes and its rapid population growth has been associated intimately with both industrialization and urbanization. This is a large and complicated province, and offers an interesting study of geographical contrasts. The rough, mountain terrain has greatly influenced the location and nature of the primary industries as well as the distribution of the population. Since over 90 per cent of the province is too high, too steep or too rocky for farming or close settlement, approximately three-quarters of British Columbia's population live in a few level sections in the south west portion which comprises about 5 per cent of the total area of the province. As one geographer puts it. "In essence, topography is the basis of regional

differentiation in the province." (1) Because of the differences in topography and settlement alone, if there were not other important reasons, British Columbia can best be analyzed on a regional basis.

A significant social measurement is the urban population index. British Columbia's general frontier nature has encouraged migration to the province from other areas. Further, the distribution of the population within the province is reflective of the general trend of societies in North America. That is, each year sees an increased proportionate growth and development of urban populations relative to rural populations. At the present time, approximately one-half of the population of British Columbia lives in Metropolitan Vancouver.

The two regions that have so far been examined in comparable studies to the present one are the agricultural area of the Fraser Valley, and one of the "frontier" areas of the North. The metropolis obviously has very different characteristics from both of these. A "region" usually has definite topographical characteristics which distinguish it from other regions. These may or may not agree with politically defined boundaries, and with social characteristics, but some degree of coincidence is usually present. It may be advantageous or even necessary to

1. Putnam, Donald F. (Editor) Canadian Regions, J.M. Dent and Sons (Canada) Limited Toronto 1954 Page 419

separate out some divisions within the regions, characterized by significant or homogeneous characteristics. But this is particularly true of the metropolitan "region", not only because of size but because of its ups and downs of growth over a substantial period. If some manageable "sectors" of the region can be brought to light, a meaningful evaluation of social welfare measurements becomes possible.

Previously Completed Studies

A few studies have now been completed in which the importance of regional measurements has been stressed, as well as the contributions from welfare research. In the first exploratory study by W. J. Koch, Measuring the Incidence of Welfare Problems, which was completed in 1960, it was suggested that,

"Welfare, today, is more important than ever, and so is welfare research that provides the base for the improvement of existing services and creation of new ones, through broad statistical measurements as well as special counts and studies. " 2.

A year later (1961), Michael Wheeler in A Report on Needed Research in British Columbia, conducted under Vancouver Community Chest auspices, set out four possible results from the analysis of statistical material. Improved statistical resources, he suggested,

2. Koch, W.J. Measuring the Incidence of Welfare Problems, Master of Social Work Thesis, University of British Columbia, 1960, vi.

"..... are needed (a) as aids in the definition of welfare problems (b) to determine the nature and distribution of welfare needs, (c) for evaluating the appropriateness and effectiveness of existing welfare services and (d) to add to the knowledge needed for sound formulation of social policy." 3.

In 1963 some regional studies of social welfare measurements were inaugurated. The first, made by Vivian Harbord, was of a frontier area in the north, Region V.4. The Bledsoe-Stolar thesis assessed Region VI in the Fraser Valley, and at the end of their exploration, it is interesting to note that the authors suggest,

"To get a comprehensive and better differentiated view of the entire province, each Welfare Region requires a similar study. In such a diverse province it is necessary to know the special features of each area, because although there are some basic similarities, there are many differences in the needs of the people in the various areas. It is perhaps not yet recognized how each region can profit from the study of every other region. To be valuable, research needs to be comprehensive, continuous and comparative." 5.

-
3. Wheeler, Michael, A Report on Needed Research in Welfare in British Columbia, Community Chest and Councils of the Greater Vancouver Area, Vancouver 1961, p.56.
 4. This has been largely completed (as a Master of Social Work Thesis) but not yet submitted, and is therefore, not yet in the University of British Columbia Library.
 5. Bledsoe, M.Y. and Stolar, G.A. A Regional Study of Social Welfare Measurements (No. 2: The Fraser Valley) Master of Social Work Thesis, University of British Columbia, 1963, p.90.

This review of the most complex "region" of all, the metropolitan aggregate of Vancouver, now brought into the series here, has already been able to profit from the studies so far completed.

Types of Data Available.

Basic statistical data was collected and computed primarily from two major sources: the census data from the Dominion Bureau of Statistics, and the annual welfare statistics of the provincial Department of Social Welfare. Some supplementary statistics were supplied by the Community Chest and Council, Vancouver Childrens Aid Society, Catholic Childrens Aid Society, Vancouver Family Service Agency, and the Catholic Family Service Agency. Collection of the census data for the province of British Columbia is handled through ten Census Divisions. The Division which includes Vancouver (and was administered from Vancouver) is Census Division 4. This is much larger than Metropolitan Vancouver in size, though not greatly in population. Fortunately, however, this area is divided further, and subdivisions C and D, as defined by the Dominion Bureau of Statistics so as to be coincident with the boundaries for the Metropolitan Vancouver area, were chosen for analysis. For a few measurements Division 4, though not really a region, has to be utilized. In selected instances, properly

defined, the Vancouver figures are measured against figures for British Columbia and for Canada to give perspective. The most extensive use is naturally made of 1961 data, the census year being an "anchor year", with selective reference to 1951 data. The ten year span is utilized for both social and welfare statistics. Obviously other figures can and should be used in a more extensive study; but limitations of time dictate this selective approach.

Information was available for Metropolitan Vancouver in the detailed census-tract bulletin now prepared by the Dominion Bureau of Statistics for all major cities. As the Dominion Bureau of Statistics defines them, census tracts are "designed to be relatively uniform in area and population and such that each is fairly homogeneous with respect to economic states and living conditions. They are established in cooperation with local authorities." There are now as many as 120 census tracts for the city and all the suburban areas. From the numerous census tracts, combinations have been devised with the purpose of summarizing the tracts into "sectors", yet still showing the major parts of the metropolitan area. Without this the detail would have been overelaborate, overwhelming to analyze, and unsuited to the welfare statistics which have very little district detail.

Also, a series of indices was worked out, to illustrate socially indicative data. Without this selectivity, the census material would have been insurmountable for one study. This material is grouped for presentation primarily in Part II.

Provisional Limitations.

One of the bedrock difficulties in undertaking a regional study is that census material boundaries and social welfare regional boundaries do not coincide. There are, in fact, no standard boundaries for the whole province, not only between census and welfare regions but between many other government departments. The departments recognize the existence of these discrepancies, and the necessity of designing uniform boundaries; but no common set has yet been agreed upon. The Department of Social Welfare is among those that have tried to work this out. Reference has been made to the boundary issues in other studies. In the metropolitan context, Surrey is now an outstanding example. It is included in Metropolitan Vancouver in the census, and should be judged by its recent "urbanization", but is considered as part of the Fraser Valley in the welfare Region. This was reasonable enough twenty years ago, and some of it is still rural; but that it has become within the metropolitan sway seems undeniable

even though this means more problems than advantages. The compromise of dividing it purely statistically is not feasible, nor would this be welcomed by the municipality.

Even for the years 1951 and 1961 as "bench marks", and certainly for many intermediate years, statistics are not always comparable because of the changes in the district offices and their scope. During this ten-year period there have been several changes in the categories of Social Assistance, and also in some other categories. These will be referred to elsewhere in this study.

For Metropolitan Vancouver, the provincial welfare statistics do not cover all the welfare services as there are also numerous private social agencies. Since they are large, this is another major difficulty for the metropolitan "region". From the private agencies a few major ones serving the family, and children, have been chosen to examine some of the problems of measurement. There are, of course, many other welfare services in Vancouver - enough indeed, to warrant a further separate study.

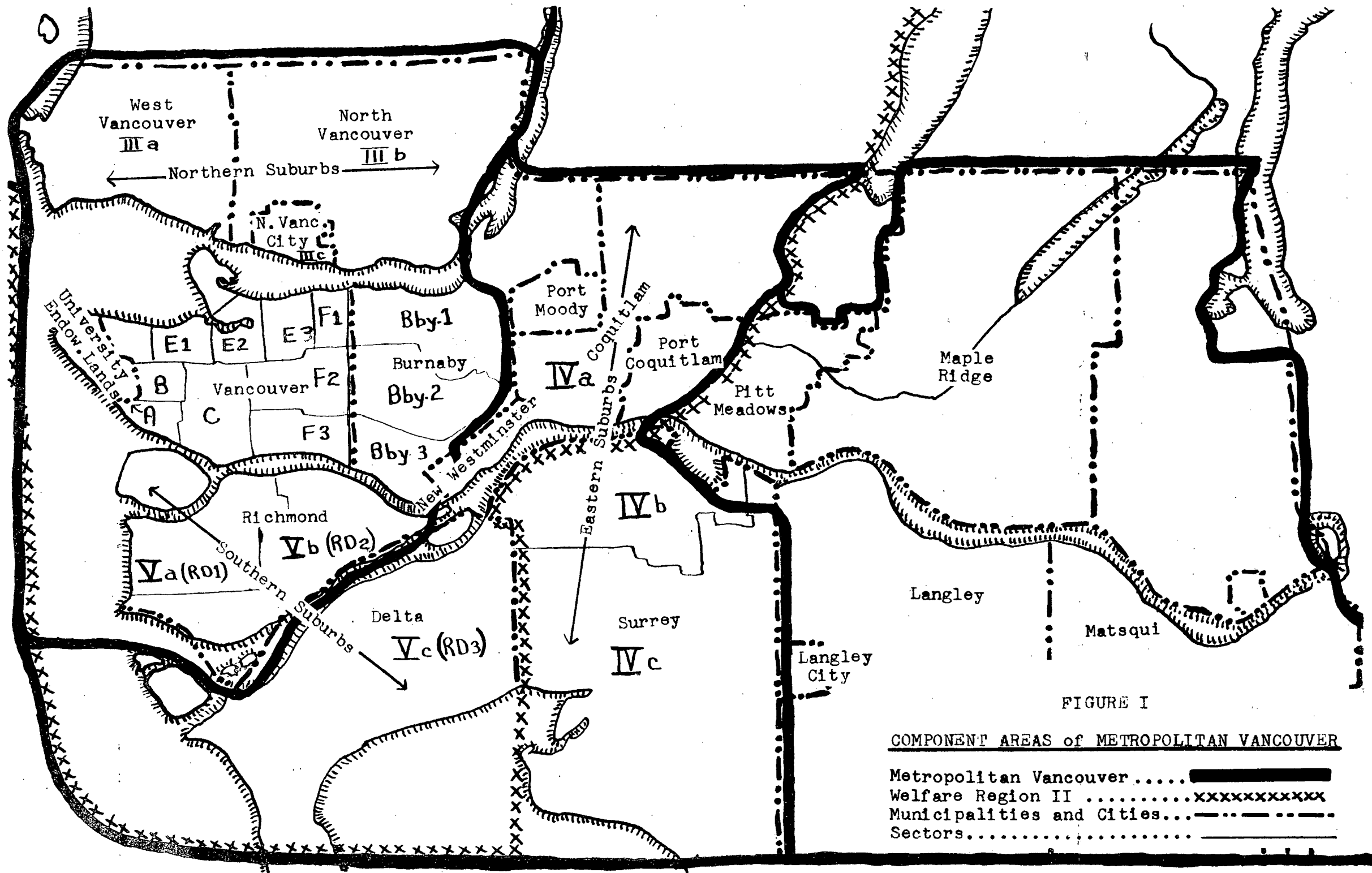
A full section on employment, occupation and the labour force was planned, but is not included here as a member of the research team, Miss Beverley Broadbent, was compelled to withdraw from her graduate work at the School of Social Work on account of illness. A few key tables

only, from her work, are referred to here because of their essential character. It is hoped that this section may be completed at a later date.

A complete account of the social measurements available from census and related sources would require more attention to the statistics relative to income, which are, of course, a basic economic index. A compromise had to be effected on this. A few of the more relevant figures on incomes, and several tables computed for the Appendix, are referred to at various points. However, a major section on income could not be planned. If the section on Employment referred to previously could be completed later, it might prove feasible to give more attention to economic data along with this.

Defining the Boundaries.

The welfare region boundaries have presently been drawn according to geographical and administrative convenience. This thesis contends that the establishment of these boundaries should not only be influenced, but governed as well, by the kind and nature of the population included therein. Determination of the kind and nature of this population is facilitated and made possible by social analysis. It is both beneficial and profitable to utilize census data if an adequate and meaningful social



analysis is to be effected. Thus it is imperative that mutual populations and corresponding areas of residence exist between Census Divisions and Welfare Regions.

The area contained within the boundaries of Metropolitan Vancouver was selected to be the most representative and fitting of both Welfare Region II and Census Division #4. Nearly 90 per cent of the population of Census Division #4 is located within Subdivisions C and D, which is the metropolitan area, and is approximately half the population of British Columbia. Metropolitan Vancouver includes nine municipalities and five cities. The municipalities are West Vancouver, North Vancouver, University Endowment Area, Fraser Mills, Coquitlam, Burnaby, Richmond, Delta and Surrey. The Cities are North Vancouver, Vancouver, New Westminster, Port Moody, and Port Coquitlam. At the time of the 1961 census, more than 790,000 people resided in this area.

In order to facilitate a more detailed study and analysis of this population, and as a means of summarizing the census tract material, the census tracts of 1961 for the total metropolitan area were worked out into "sectors" by Dr. L. C. Marsh. The break-down of the metropolitan area, or the grouping of certain census tracts, was based

on an empirical study of some of the most indicative statistics suggesting homogeneity, including income, and along with knowledge of the general "residential quality" of the districts. More detail is required in Vancouver City because there is a higher density of population, and considerable more variety in housing and the residents. The suburbs are treated more broadly because their character is often not yet settled. They are large in area, but still relatively low-density judged by residential coverage.

The metropolitan area is bounded in the west by the waters of the Strait of Georgia; by the northern boundaries of West Vancouver, North Vancouver, and Coquitlam municipalities; in the south by Boundary Bay and the International Border; and finally, by the eastern boundaries of Coquitlam and Surrey municipalities. Since the growth and spread of the population is stopped by the west coast and hindered by the mountains in the north, the overflow is east into Coquitlam, Pitt Meadows, Maple Ridge, etc., but mostly south into Richmond, Delta, and Surrey municipalities. The areas absorbing this overflow from the heart of the metropolis have been called the "Eastern and Southern Suburbs" in this comparative social analysis. These areas to the east and the south are rapidly developing

with many housing subdivisions springing up in numerous places within them. In 1956 the Lower Mainland Regional Planning Board stated that there were indications that probable urban development for two million population would occur in the Lower Mainland region.

Geographically, the metropolitan area is divided into four sections by waterways. The north shore is separated from the City of Vancouver, Burnaby and Coquitlam by the Burrard Inlet, whereas Richmond, Delta and Surrey in the south are separated by the Fraser River. There is a further distinction, inasmuch as Richmond is comprised of two islands, Sea Island and Lulu Island, situated in the mouth of the Fraser. The North Arm of the Fraser flows between Richmond and Vancouver, Burnaby, and the South Arm separates it from Delta municipality. Only a small part of Lulu Island - the eastern tip - is included within the New Westminster City limits. Two bridges connect Vancouver, Burnaby to the North Shore--Lions Gate Bridge at the First Narrows and the Second Narrows Bridge further east. The Oak Street, Fraser and Queensborough bridges allow wheel traffic between Richmond (Lulu Island) and the urban centre, while the Deas Island Tunnel permits and facilitates transportation to Delta and parts south. The Patullo Bridge between Surrey and New Westminster will soon be relieved of the heavy load of traffic when the near

completed Port Mann Bridge is opened for public use. Without doubt, the opening of this bridge and free-way will enhance the growth and further the development of Surrey and Langley municipalities. Even with the existing highways and bridges, many people commute from towns thirty-five miles distant from Vancouver to work.

It is noted with interest, the municipalities which comprise what is termed the Eastern and Southern Suburbs in this study, have unique characteristics which distinguish them, one from the other. Coquitlam, suburban in composition, has some ranches and dairy farms but not nearly as extensive and developed as those found in Delta. One dairy herd which has national renown for its pure-bred holsteins and milk producers is that at the Provincial Mental Hospital farm at Essondale. However, what farms there are in this municipality are small and the soil is poorer compared to the rich Delta lands. By reason of this rich, productive soil and the need to preserve agricultural land close to the densely populated urban centre, landowners have not been permitted to subdivide for purposes of raising residential subdivisions. In the main, the Delta flats support large dairy herds rather than beef cattle, but some potatoes and vegetables are also produced there. Richmond and Surrey, on the other hand, have

absorbed more of the overflow of the population from the metropolitan core, Vancouver City. However, many acres in Richmond still are covered with patches of blueberries, strawberries, beans, raspberries, etc. In some parts, peat moss is twenty or more feet deep, but in Surrey the land is, by and large, higher and drier. The farms are getting smaller and vestigial as residential developments grow. Some land has been set aside for industrial development, especially along the railways. The most densely populated areas are Whalley, Newton, Cloverdale and strips along the Trans-Canada and King George Highways. The reason for urban quality and growth of Surrey has been its proximity and accessibility to Vancouver, which was partly implemented by the completion of Deas Tunnel in 1959 and will be more accessible with the completion of the Port Mann Freeway. Although Surrey is actually a part of Welfare Region VI it has been included in this study since it is within the confines of the metropolitan area and from a sociological point of view belongs there. It is definitely more urban-metropolitan than rural.

Chapter 2. General Significance of Vancouver as
British Columbia's Metropolitan Centre.

Vancouver is the metropolis of British Columbia: almost half of the population of the province lives within a twenty-five mile radius. With an accelerating pace over a century, people and products from all Western Canada have gravitated to Vancouver as a business, marketing, shopping and social centre. It is one of the few great seaports on the Pacific Coast, a major railway terminus, a depot for transportation of fish, furs, metals and minerals.

The early explorers of the West Coast were Spanish, Russian, and British, but in the early days the voyagers were only interested in the fur trade. A disagreement between the Spanish and the British led to a treaty that brought Captain George Vancouver to the Northwest in 1790, and while making an accurate survey of the area, he was the first to enter Burrard Inlet in 1792. There followed a long quiescent period; it was not until seventy years later that settlers arrived for a "Gold Rush" equalling that of California of the 50's, when gold was discovered in the Cariboo. For years the metropolis in this part of the world was Barkerville - proudly describing itself as the second largest town after San Francisco.

The first residential settlement proper in the Peninsula area was incorporated not in Vancouver, which hardly existed as a town at that time, but at "The Royal City, New Westminster, in 1860. Even when six years later, the two colonies of Vancouver Island and the Mainland united,

Victoria was more important than Vancouver. In 1871, when British Columbia joined the rest of Canada, the future of Vancouver was really determined. The Confederation contract was dependent upon the building of a trans-canada railway within ten years. Even for this the terminus at first was Port Moody, about 10 miles from the present-day Vancouver Harbour. In the meantime, only a handful of settlers had moved closer to the coast and a little cluster of houses, described as nothing better than "Gastown", was built on the Burrard Inlet. It was a fortunate decision indeed to christen the new city Vancouver after the great sea-captain. The two transcontinentals, the Canadian Pacific Railway and the Canadian National Railway, established it at last as the terminal city. (Earlier, the Grand Trunk had proposed Prince Rupert, miles farther up the coast, as its terminal city.) The City of Vancouver was incorporated in 1886; the great C. P. R. link did not come until a year or two later.

Vancouver began to grow as a great seaport after 1891 when the famous Empress ships of the C.P.R. arrived in the port and inaugurated trans-pacific shipping. The next boom in the history of Vancouver's port was a new gold rush - the Klondyke. In 1897 men and women from all parts of the world flocked to the harbour to join vessels sailing north. Wheat came in 1916: during the first World War grain elevators were built and went into operation and the first

grain shipment left for Europe via the newly opened Panama Canal.

In the subsequent eighty years, Vancouver has grown from a small mill town to a world centre, With its large and growing hinterland to draw from, its ideal surroundings as a natural harbour, its network of transportation facilities, and more recently, its growing industries, Vancouver is today one of the principal urban centres in Canada.

Geography and Topography:

Vancouver must always be related to the unique topography of British Columbia, and particularly the area - the Fraser Valley - in which Metropolitan Vancouver is located. British Columbia is a vast, mountainous, often inaccessible terrain with a wide range of climate and vegetation. This has given unique characteristics to the location of primary industries, and the distribution of the population. Agricultural land is scarce by comparison with any other province except Newfoundland. With the exception of the great Okanagan area and the Fraser Valley, it is confined to the valleys between the great mountain chains. The 'regions' which can be distinguished in the vast territory (bigger than Texas) each has its degree of isolation. Transportation is confined to

certain major breaks in the mountains. Population can never be dense in the greater part of this enormous land expanse. The majority of the people live in the level sections confined to the southwest part of the Province, being the Fraser Valley in particular, a narrow rolling lowland fringing the coast and virtually enclosed by mountain ranges. (A small part of this great valley is in the United States, cut across by the international boundary.)

The City of Vancouver is situated in the "Lower mainland", a long sprawling peninsula. It is bounded on the west by the Straits of Georgia, on the north by Burrard Inlet, and on the south by the Fraser River. The great river has formed an enormous plain and delta in its flow to the sea. The "Valley " though subject to flooding (it has been largely dyked), is rich in fertile soil ingredients, and is a highly valuable agricultural area for the whole Province. The coast to the north is too rugged for widespread settlement, so the location of the metropolitan port city was predetermined.

Vancouver has one of the world's largest natural harbours, comprising nearly fifty square miles. The harbour, located in Burrard Inlet, is land-locked , ice-free, and sheltered. It is a terminus for trains from the east and has easy access to the Pacific Ocean through the

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Straits of Georgia. The port is well equipped to handle a wide variety of exports and imports. It has ample deep-water berths with modern transit sheds for general cargo and adequate grain elevators. Modernization of some of its facilities is constantly being urged and there is need for rationalization and replanning of the mosaic of facilities which have grown around the harbour; but there is no doubt about the great volume of traffic and tonnage which it handles.

Climatically, Vancouver is in the temperate zone and the fortunate influence of the Japanese Current modifies both summer and winter extremes of temperature. Cloudy, rainy weather prevails during the fall and winter months; the heavy precipitation is compensated by the great forest stands and by the ease of farm and garden cultivation. The hinterland of the city has provided ample sites for hydro-electric power generation and a great network of power lines has been steadily expanded.

Industries:

Industry in the metropolitan area began suitably in one of the primary resources. The early city was adjacent to Hastings Mill (part of which, as a museum, has been moved to Point Grey). Fishing centres were early established at Steveston on Lulu Island, the North Shore, and at Coal Harbour. During the first World War, ship-building was undertaken in

North Vancouver across the inlet from the grain elevators which were part of the waterfront scene in East Vancouver by this time. Depression, particularly in logging and wood pulp, heavily blighted Vancouver until the 1940's. In the last twenty years, a number of small modern manufacturing plants have replaced what were originally Chinese truck gardens on the banks of the Fraser River south of the city. Another industrial site has been developed by the city at a point on the New Lougheed Highway.

Wood processing plants have grown along the Fraser River, some of them being subsidiaries of the large pulp mills on Vancouver Island and along the coast of the mainland. Chemical plants to supply the pulp industry were built on the North Shore. The oil industry had an earlier beginning with the refinery on the North Shore at Ioco in the first quarter of the century; in the 1940's oil refineries and a tank farm were built in Northern Burnaby.

The Hudsons Bay Company, with its great history of Pacific and northern fur industry, survives in Vancouver as a modern department store. It has been located in the centre of town at the corner of Georgia and Granville Streets for over half a century. Early mercantile establishments were Woodward's, and Spencers which served the area until the 1940's when it became the T. Eaton Store. The large

Eastern department and mail order stores of Eatons and Simpsons established themselves during the past twenty-five years. These large stores now reflect the suburban growth everywhere with their branches in several of the large neighbourhood shopping centres.

Urban Growth.

Early Vancouver as a residential area clustered around Coal Harbour and Burrard Inlet near the foot of Granville Street. Residential building began in 1900 in the "West End", the peninsula between the downtown area and Stanley Park. "Fairview" and "Mount Pleasant" to the east and south of False Creek, were more modest residential areas often with small lots, spreading up to the Vancouver General Hospital, the original Vancouver High School (Now King Edward), and the old Normal School complex which preceded the City Hall centre. In the 1920's, "Shaughnessy", a new and attractive site owned by the C.P.R., was laid out as an ample, landscaped area for Vancouver's wealthier citizens. The city boundaries were, at this time, 25th Avenue to the south, the Inlet to the north, the eastern boundary of Point Grey in the west and Boundary Road to the east. A few suburbs were begun and languished during the first World War but grew again in the 1920's. These were Kerrisdale, West Point Grey, and South Vancouver on the mainland; North

and West Vancouver across the Burrard Inlet, served only by ferries at that time. The University of British Columbia was not established on its present site until 1925 and a very few houses were built on the Endowment Lands.

During the 1930's, expansion slowed to a stop: houses stood empty or actually half finished. Everything languished until suddenly in the 1940's, with the economic impetus of war, all of the housing was occupied. After World War II newcomers arrived in the city again as a real estate boom took shape, slowly at first, then with accelerating pace. The vacant land in the old suburbs, now within the city limits, was taken up with new housing. Building was started on the farm lands of Surrey, Lulu Island, Delta, Burnaby and Coquitlam, assisted by improved transportation facilities and automobile ownership. These areas now had become the new suburbs of Vancouver City.

The suburbs on the North Shore of Burrard Inlet have greatly increased in population, and West Vancouver has particularly changed character since the completion of the First Narrows Bridge in 1939. New Westminster, a city since the days of early settlement, had once hoped to be the provincial capital. It has now been surrounded by the out-growth of its early rival and has become part of the metropolitan complex.

Population.

Population statistics regularly compiled in successive censuses by the Dominion Bureau of Statistics, could, of course, be utilized over a long period (since Confederation), but even this ten-year span of the present study illustrates clearly the growth and development of Metropolitan Vancouver.

Area	Population in Thousands		Per cent Increase
	1951	1961	1951-1961
Metropolitan Vancouver	562,000	790,000	40.6
Vancouver City	344,800	384,600	11.5
British Columbia	1,165,200	1,629,000	39.8
Canada	18,009,400	18,238,200	30.2

Between the years 1951 and 1961, the Canadian population increased 30 per cent. During the same period British Columbia's population increased nearly 40 per cent, and Metropolitan Vancouver expanded slightly more. Metropolitan Vancouver has 48.5 per cent of the Province population within its bounds.

In the Metropolitan area, nearly one half of the population are located in the "core" city. During the period 1951 to 1961, however, the City population increased by only 11 per cent, while the Metropolitan population increased by 40 per cent. These figures indicate the significant differences in population trends as there is a mass

movement to the suburbs. This can be illustrated by the population change in the "False Creek" section of Vancouver City, and in the suburb of Surrey. In "False Creek", the population decreased 17 per cent between 1951 and 1961. During the same decade, the population of Surrey increased over 110 per cent. This movement from urban to suburban living is due to such things as 'the automobile, the car pool, the express-way, improved public transportation, the large scale assembly and development of land by private enterprise and mass production and "packaging" of housing." (6)

Industry and Employment: The Metropolitan Share (7)

The total number of persons in the labour-force of Metropolitan Vancouver is now around 300,000 (294,759 were recorded in the census in 1961). This represents a little more than half of the provincial total: or, in other words, at least one of every two of the province workers are in the metropolitan "region". There are many measures of the importance of large cities, but none is of greater significance than

(6) Canadian Association for Adult Education.

Pamphlet No.3, April 1963, P.5.

(7) In the original plan for this study, a section on Employment and Labour Force measurements was to have been undertaken by one of the six members of the research team (Miss Beverley Broadbent). Unfortunately, Miss Broadbent had to withdraw from the course, on account of illness, before her work was completed. To fill what would otherwise be a crucial gap, the following section, with its summary tables, has been written by the director of the project (Dr. Marsh).

this. It can of course be interpreted two ways. One way is to say that to ignore one industrial "capital" in discussing the employment-potential of the province is to deal with only half of the picture. The other is to say that the provincial "hinterland" is so important to the commercial centre that it represents half of the jobs. Both have a measure of correctness: unfortunately, each is unfamiliar, and the dimensions are not kept in view when "employment", "industry" and "jobs" and "the economy" are being discussed. It is fairly well known, of course, that British Columbia depends heavily on a few major industries, and if those industries are depressed there will be serious effects in Vancouver: it is doubtful if the importance of the metropolitan labour market, and the special weight of greater Vancouver in matters of unemployment, dependency, vocational training, etc., is fully realized.

It is not possible in the present study to follow out all the ramifications of this subject (even if a "fuller" section on the more immediate data had been given): but at least some of the main features can be sketched.

It may be noted, first, that a little over 30 per cent of the working force is comprised of women. It is now well established that women have been entering the labour market in increasing numbers in the postwar decades; but there is still a relatively high percentage and in fact is very much a "city figure". Not only are there more jobs which women can find in large metropolitan centres (notably sales girls in stores,

clerical workers, and some of the professions); but it is easier for women, young girls and elder women alike, to carry out such jobs and still maintain contact with their families or to find places to live if they are on their own. Jobs for women are harder to find in suburbs, and in small towns: much depends on the location of industry as this matters if factory work is in question, and on the character of the operation (seasonal, harvesting and canning being special examples of this). It is for such reasons that the over-all provincial proportion of women's employment (about 27 per cent) shows us as lower, meaning that in many areas outside the metropolis it is more like 20 - 25 per cent; 27 happens to be the overall Canadian percentage.(8)

The relation between the total working force and the number of "breadwinners" or family heads, is indicated - though only partially - by the fact that the number of gainfully occupied men who are also heads of families is only about 153,000 (compared with 204,000 male workers of all ages, married and single). The 'weights' as between greater Vancouver and the province as a whole are still substantially similar, though measured by male heads of families somewhat more than half (51 per cent) are outside the metropolitan area.

A detailed listing of the industries which are the "economic base" of the city as well as its hinterland would be

(8) for reasons indicated in the first footnote above, many of the tables prepared for this part of the present study are not included in the report.

the best way of dealing with this significant information; but it would be too large a task for present purposes. Some carefully-chosen summaries will perhaps accomplish the essentials . To begin with, the figures (drawn from the 1961 census, like the rest of the major data in Part II of this report) measure not the output, wage-rolls, capitalization, exports or other aspects of industry which are important for the economist, but the number of persons employed. Strictly speaking, this is the number of persons who have been employed at one time or another, or regard themselves as attached to the industry, for in the way the census is recorded, it includes some unemployed. In other words, these are not strictly pay-roll statistics; but there is no question that they serve very effectively to show the relative weight and importance of the main sources of employment in the area - still more so when the same "weights" are compared for the province as a whole (Table B).

Table A. Comparative Weights of the Major Areas of Employment, Vancouver, B.C. and Canada, 1961.

Economic Level	Metropolitan Vancouver	British Columbia	Canada
Primary	3.3	9.9	14.0
Secondary	37.9	36.8	37.6
A. (auxiliary)	17.9	17.2	16.0
B. (manufacturing)	20.0	19.6	21.6
Tertiary	58.3	48.6	46.0
A (Trade & Finance)	28.4	23.0	20.6
B. (Professional, governmental)	16.9	16.1	17.0
C. (recreational, commercial, domestic services)	10.3	9.5	8.4
Total (a)	100	100	100

(a) Excluding workers whose industry was unspecified or undefined in Census returns, approximately the same percentage in each of the three groups above.

It is helpful to start with an even more compressed summary, for Metropolitan Vancouver compared with both British Columbia generally and the whole of Canada (Table A). It is now fairly standard practice, and certainly enlightening, to classify employments as primary, secondary and tertiary. As between city and the rest of the province this is immediately relevant because "primary" includes all the "extractive" pursuers of which agriculture (or farming) is usually by far most important, but which in British Columbia is followed closely by forestry; fishing and mining are of course also extremely important. The numbers engaged in (or considering themselves attached to) these industries in Vancouver is larger than might be supposed; but there is no doubt that they are predominantly sources of employment outside the metropolitan centre (10 per cent of all employment, and three or four times as important outside the city), the much higher figure for Canada is attributable to agriculture; the comparative figures are a reminder that agriculture in British Columbia is relatively speaking very restricted.

"Secondary industries" are not all manufacturing, but do enable us to see the extent to which plants and factories provide jobs in the city. Five other areas, which can be inspected in detail in Table B, are summarized here as "auxiliary". It is remarkable that the weights are closer for these groups in the metropolis, the province, and the nation than any other (around 37 per cent, of which manu-

facturing account for more than half, or 20 per cent of the work force total). That manufacturing properly so described accounts for one in five of all jobs is still a substantial amount; but it is much less than the weight usually ascribed to it - partly because "industry" and "manufacturing" are terms used as if they were synonymous. Balance (or lack of balance) is almost as important as numbers in appraising the significance of the industrial pattern.

Table B. Comparative Industrial Pattern of Employment in the Metropolitan Area, 1961.

Industrial Areas, by Economic Level	Total Persons Employed		Male Ratio (Vancouver)
	Metropolitan Vancouver	British Columbia	
I. Primary			
Agriculture	3,806	23,290	86.5
Forestry	2,518	21,068	94.0
Fishing, Etc.	1,836	8,179	97.2
Mining, Etc.	1,581	4,478	91.0
II. Secondary			
Group A:			
Wood Industries	14,422	40,842	92.8
Pulp, paper and allied	3,727	11,545	75.7
Furniture, Fixtures	2,050	2,326	82.1
Food and Beverages	11,461	18,226	
Primary Metals	1,707	8,062	94.2
Metal Fabrication	5,182	6,129	91.4
Machinery, electric and transport equip- ment	5,869	8,069	89.4
Chemicals, Minerals			
Oil	3,576	5,484	88.0
Printing and allied	4,691	7,020	78.6
All other Manufact- ures	4,800	5,316	54.1
Group B:			
Transportation	22,539	41,739	90.2
Communication	7,413	12,536	68.0
Group B:			
/...			

Table B. Continued

Industrial Areas, by Economic Level	Total Persons Employed		
	Metropolitan Vancouver	British Columbia (Vancouver)	Male Ratio
II Secondary			
Group B:			
Construction	19,897	36,338	96.6
Utilities	3,179	6,287	82.1
Storage	1,803	2,244	89.1
III. Tertiary			
Group A:			
Retail Trade	37,142	67,204	57.8
Wholesale Trade	22,757	32,074	77.2
Insurance, Real Estate	8,775	11,935	58.3
Finance	7,103	10,707	46.0
Business Service	7,898	10,939	67.5
Group B:			
Health and Welfare	18,828	31,776	28.8
Education and Related	12,113	24,044	47.1
Religious Organizations	1,168	2,455	64.7
Federal Administrations			
and Defence Services	8,213	27,409	76.8
Local Administrations	7,428	11,409	86.6
Provincial Adminis- trations	2,299	6,652	65.5
Group C:			
Hotels, Restaurants, Taverns	11,050	23,186	49.5
Recreation Services (Including Films)	2,573	4,103	68.6
Laundries, Cleaning	2,276	3,873	41.9
Domestic Service	4,339	7,817	12.3
All other Services	8,068	12,225	53.6
Unspecified or Undefined	8,502	16,767	71.7
All Employments	294,759	577,648	69.3

The "auxiliary" group, in which transportation and construction are particularly heavy employers, accounts for almost as many jobs as all the manufacturing industries. Con-

struction, it will be noted, is more important in the province at large, than in the city, though even here it accounts for nearly 20,000 jobs. Transportation (which includes among others bus drivers, truck drivers and taxis, as well as railways, aircraft, etc.,) is really a diverse form of employment, but taken together constitutes the most sizeable of all groups, and are, which is more important, in the metropolis than outside of it.

In manufacturing, balance (or lack of it) is almost as important as numbers in appraising the significance of the industrial pattern. Both in B.C. and in the metropolis, manufacturing now made more diverse in its constituents than a generation ago, is far from balanced, nevertheless. The predominating importance of the manufacturing industries which derive directly from the forests of the province is immediately apparent (Table B.). Sawmilling is the largest constituent of this wood-using industries: taken along with pulp and paper, and a few other closely related activities, nearly one-third of Vancouver's manufacturing employment is accounted for. The disproportion is even greater - more like 45 per cent - in the province as a whole: comparable figures for Canada would show a much smaller weight than this. The significance of these facts for the labour market (especially when added to the weight of logging in the "Primary" sector) needs no further emphasis. It may be noted, however, how predominantly these industries are employers of men. (Paper fabricating

industries are the exception, using some female operators; clerical workers account mostly for the rest). In the other "heavier" manufacturers, (metals, machinery, chemicals, transport equipment - which includes automobiles) Vancouver is at present not very strongly represented, though light manufactures are growing steadily. Broadly speaking, it is these latter which offer more jobs for women.

The major characteristic of the big city is its large quota of tertiary employments. The great variety of these is apparent, even in the items of Table B, where they are still heavily summarized. The threefold grouping of Table C facilitates their comprehension, though a number of points of interpretation are needed to avoid some misunderstandings. The enormous item "retail trade" for example, includes sales clerks, of all kinds, but also the proprietors of small stores, as well as some salesmen. Many other salesmen are in wholesale trade. "Federal administration" includes all the defence services - army, airforce, navy - so that it is not a good index of the size of the "civil service" in its most used sense. The professions (including doctors, nurses, teaching, social workers, etc.) are in Health and Welfare and Education. In other words these are industrial, not occupational classifications (see below). Nurses and social workers account for the low "male-worker ratio" in health and welfare; education shares with the restaurant business are of the more even ratios of male and

female employment. In general, the service industries (a very wide range, with major differences between, e.g., women and domestic servants) are the great fields for women's jobs; the low male-ratio for finance represents ~~or~~ reflects the clerical staffs, not an invasion of women bakers, insurance agents and stockbrokers. Domestic service stands out as the most characteristic female employment, and equally characteristically it is a low-wage area. There is much other material for study here; but a main point is that these are major areas of employment; trade is, most notably of all, more characteristic of the metropolis than anywhere else in the province. (Table A.).

PART II

Socio-Economic Factors.

Chapter 3, Growth of the Metropolis.

Introduction:

The urban complex is the most recent product of industrialization, though its growth is also influenced by modern transportation and the ease of building on new land. Where once cities were compact urban entities, and towns were "islets in a setting of field and forest", (9) now increased population, arterial roads and traffic-facilitating devices (bridges, tunnels and cloverleaves), and diverse industrial establishments radiating from urban centres push the real boundaries outward beyond the formal limits until numbers of once-separate nearby towns are included in a vast metropolitan aggregate. Vancouver, with its neighbours, New Westminster, Burnaby and other adjacent population centres, has followed this continent-wide pattern. Though we shall refer to this aggregate as "Metropolitan Vancouver", the "metropolitan area" , "Greater Vancouver" etc., this is for editorial convenience and not out of

(9) Lower Mainland Regional Planning Board, The Urban Frontier, Supplementary Study #4, Land for Living, October, 1963.

disregard for the part which each included area has played in this development; custom and geography suggest the selection of "Vancouver."

Though this pattern of growth has an overall similarity to that of other North American cities, it has some features of its own derived from geography, its special topography, and frontier attitudes toward "development" and "expansion" which persist in twentieth century guise. Situated on the seaward fringes of the great wedge of flat land which is the Lower Fraser Valley, the city has enlarged its boundaries in two major waves of suburban growth. Beginning as the point of crystallization of shipping, trade and sawmilling, and known as Gastown on the south shore of Burrard Inlet in the 1880's the early settlement took form as a business district close to the waterfront.

Residential sections, now known as the West End, Mount Pleasant and a wide belt around False Creek and along the harbour shore added housing, streets and commercial

establishments. By the end of the first decade of this century, the first suburbs were building and by the end of the 1920's, they were well established - Kerrisdale, Dunbar and South Vancouver to the south, extending almost to the northern bank of the Fraser River; West Point Grey and the sparsely-settled University area to the west; and coastline settlement in North and West Vancouver. New Westminster, the "Royal City", older than Vancouver, maintained slower growth as a shipping centre and situated a few miles inland on the Fraser River. Port Coquitlam and Port Moody continued to be hamlets despite early preparatory surveys anticipating growth as yet unrealized. Burnaby remained an independent zone between Vancouver and New Westminster. In the south-eastern suburbs there were vestigial farms as late as the 1920's and in all suburbs vacant lots and areas of bushland well on into the 1940's. By the end of the fourth decade the city limits had been extended to include the area from Burrard Inlet to the Fraser River, and from the Border of the University Endowment Lands to Boundary Road.

After 1946, rapid population increase and industrial growth brought the second great wave of suburban development. Much of the vacant land within the older suburbs was built on, the old settlements along the North Shore underwent a marked degree of socio-economic change and acquired large mountain-side subdivisions. Finally the delta land to the south and the farmland of the southeast was "subdivided" and built on

until new suburbs appeared-- Richmond, Surrey and most recently Delta. On the east, Burnaby with much open space remaining, took on new industry and more residents, as houses were built. Port Coquitlam and the eastern part of Vancouver began to coalesce into a continuous string of development along main arteries. Fifteen to twenty years of this unchecked development has produced a complicated pattern in which neighborhood boundaries, if they ever existed in the first place, are very hard to distinguish.

This development, in North America, generally arises from a radical change in society. Increased prosperity of most classes, except the most deprived, accelerated car-ownership, modern traffic ways, real estate and government policies (10) favouring home-ownership and the single-family home, have more and more expanded the area of suburban living. Only very recently, the building of high-rise and "garden" apartments within the older part of the city may herald a new direction in population trends. Unfortunately much of the suburban fringe of Vancouver has followed the pattern of other unregulated cities, creating a patchwork of widely separate subdivisions on poorer farmland, especially in municipalities which did not impose restrictions on residential areas or require developers to meet certain standards or did not have the revenue necessary for urban services. As a consequence, much

(10) The National Housing Act, primarily - the Home-owner Grant in British Columbia.

of the new housing is poorly served with lighting, roads and sidewalks, sewers or public transportation. Much of it is at an inconvenient distance from schools, commercial, recreational and medical-dental centres. These disadvantages are most obvious in developments where land was "cheap" and purchase prices attracted families of relatively low income (11). The shortage of good rental housing in the central city added to this movement.

The Lower Mainland Regional Planning Board of British Columbia, which consists of representatives of the municipalities and the unorganized areas of the Lower Fraser Valley-- from Vancouver to Hope, in an endeavor to assess the effect of the outflow of population and dwellings on this area of built up land, have conducted surveys in regard to land for parks, industry, farming and residential development. Reports from these surveys include three on residential development and potential, published between May and October 1963: Land for Living, The Urban Frontier (parts 1 and 2). These reports reflect experiences of a sample of those who have participated in suburban fringe living. Summarized, the reports say, of living conditions in these peripheral areas:

".....the outer fringes in particular play a special role in the metropolis-- they help to provide low-cost housing. They offer a combination of the lowest land values, minimum services, maximum inconvenience and, usually house standards minimal in space and

(11) The Lower Mainland Regional Planning Board, Land for Living, 1963.

quality. It is a potent brew of crowded housing, high maintenance costs, dubious investment value and considerable inconvenience, evidenced by high rates of vacancy, turnover, and foreclosure. Yet it can provide a new house which is, in the eyes of many, preferable to what they could get for the same money in an old and rundown part of the city."

There are several reasons which have led today's young families to favour "outward migration" of this kind. To begin with, they have married earlier and have more children than their counterparts of a generation ago; some of the old houses of earlier families are too big or too expensive; some of those in the cheaper built areas of the past are too small or in unfavoured districts. Changes in architecture have been radical and there has been much advertisement of modern designs, so that the old house seems dull and unimaginative. The new prospect of rural space, the quiet of the open countryside, a larger house for less money and at lower taxes, even when balanced against the distance from the city, seem distinct gains. In some instances location of new industry has made the move to an adjacent suburb an advantage in shortened travel time as well; but often commuting has been undertaken without too careful regard to its time and cost.

The location of large numbers of young families with several children in each, has placed a burden on local municipalities to provide basic services (lighting, water, sewers, public transportation, schools). In the farther suburbs this means that farmer and suburbanite are both paying more in taxes

to support services which, mainly, the latter requires. For many of the new families such increased costs, taken together with the expanding claims on the budget, of children as they grow up, and hazards of unemployment which are commoner among those of marginal income, especially if they are not highly skilled, may be crucial. The closing of an industry, extended automation, the loss of the breadwinner, the needs of a large teen-age population in the near future-- all these have welfare implications for some of the new districts which now house a high proportion of metropolitan families. There are exceptions, of course. A few suburbs or sections are distinctly high-income. The number of suburban areas which are relatively low-income, or areas where there are high pressures on middle incomes are not given, however, the prominence they deserve when 'suburbia' is portrayed in newspaper articles and magazines.

Questions.

When and how did the new suburbs start?

Changes in suburbia date from the early and late Forties, When population at first increased in B.C. attracted by war-time industry, house-building was severely curtailed. For some years, choice of neighbourhood and choice of housing were both limited. The city core and the old suburbs accommodated the old and the young, the married and single, middle and working class, the stable and the transient. Later, when building materials and labour were freed from war demands

the new suburbs began to take shape and real estate projects started farther and farther afield.

Who lives in the city core?

With more choices of house-type and district, residents began to sort themselves out on the basis of social, cultural, and economic characteristics as well as those of age or stages in life-cycle. It has been suggested by some sociologists that areas of high-density, heterogeneous population are favoured by five principal groups; the 'cosmopolite', the unmarried or childless, the 'new ethnic group', the 'deprived' and the 'trapped' .

(12) The first two live in the city from choice. The cosmopolites include the artist, writer, musician, intellectuals, professionals and others who want to be near the 'cultural' facilities of the metropolitan centre. The unmarried and the childless tend to be transient, choosing city living during the life-cycle stage which begins with residential separation from family of origin and extends to the time of marriage or even until after the birth of one or two children.

The other three groups remain in the city more from necessity than preference. The "new-ethnic" member may feel more at home in the urban core if it is reminiscent of his traditional home surroundings. New post-war examples in Vancouver are the "Italian" areas near Commercial Drive and the "German" areas on Robson Street. Economic barriers are primary in the case of the deprived and the trapped. The trapped are

(12) Gans, Herbert J., "Urbanism and Suburbanism as Ways of Life: Re-evaluation of Definitions." in Rose, Arnold M., Human Behavior and Social Processes. Boston, 1962.

the people of various kinds who remain behind when residential neighbourhoods are invaded by commercial establishments and lower-status newcomers. They are quite often property holders, in stores as well as houses, who have not been able to leave for economic or other reasons. Many of the elderly, living out their days are on small pensions.

The deprived are the familiar residents of what used to be called "the slums"; workers with low incomes because they lack education or adequate job-training, those who are emotionally or physically handicapped, the racial minorities, the broken families. These people are relegated to delapidated housing in blighted areas. They supply the city's need for low-wage workers. Some ethnic groups, notably negroes, reflect both patterns and they may be confined because of discrimination against them in other districts. Vancouver has had a significant Chinese population since the end of the last century. This now shows two groups; the old, concentrated near "Chinatown" and the new, scattered over the city. There is less discrimination against Chinese than against negroes.

Who moves out?

Vancouver still has many "older suburbs" not so far from the city centre, but the tendency is for the younger generation to move out to the newer suburbs as soon as they can afford to do so, to a single-family house, in neighbourhoods of low-density population, and of considerable age and class homogeneity. Among these, distinctions should be made on the basis of the reasons for which they chose suburban living.

The survey (13) reveals that over half of those interviewed gave financial circumstances as a primary factor in their choice, showing a lower incidence among those in higher value properties and 75 per cent of those answering in lower value areas. Over 80 per cent of the latter group said that they did not particularly want to live in the suburbs. From the results of the survey, it appears that this group will have a high rate of inconvenience and a corresponding level of dissatisfaction. The more advantaged group, in terms of ability to pay and quality of purchase, whether they value the rural atmosphere per se, or not, show a higher level of all-round satisfaction. Those who make the choice, knowledgeably, from preference for "the country" are somewhat more willing to accept a higher level of material inconvenience.

What do most of these people expect to find in the outer areas?

According to the Lower Mainland Regional Planning Board survey, wanted or expected was: "...open surroundings, fresh air, peace and quiet, uncrowded spacious conditions, less traffic, and a slower pace;it would be "better for the children".... neighbourliness, a friendlier atmosphere, and community life; a considerably smaller number.... convenient to work or school... financial advantages, lower taxes, and cheaper living; other advantages."

How realistic were these expectations and how enduring are the gains if realized?

Open surroundings, field and forest, recede as
(13) Lower Mainland Regional Planning Board, Land for Living.

settlement progresses. The suburbs are sometimes extraordinarily treeless; sometimes because of delta land, sometimes because of the bulldozer. Quietness diminishes, so does child-safety in freedom from traffic hazards. Cleanliness of air is bought at the price of road dust and mud. The majority of suburban families are not, and cannot be, the self-sufficient pioneers of earlier days. Many, the survey revealed, did not realize the lack of necessary services, or did not realize their own reliance on urban facilities, and find their absence a source of grave dissatisfaction. Distance to schools, Sunday Schools, libraries, are considered disadvantages to the children, while open ditches and house excavations may be a positive danger to them.

Are the suburbs more friendly?

This, too, depends on factors of similarity. "...on blocks where people are homogeneous they socialize, where they are heterogeneous they do little more than exchange polite greetings. (14) There may be actual isolation, or loneliness for the housewife. Coffee hours may not mean much, shared with neighbours with whom they have little in common except "suburban separation". Some of this is not confined to the low-income areas.

As services are established taxes rise, but the costs of transportation to work, to school, to shopping,

(14). Gans, Herbert J. "Urbanism and Suburbanism as Ways of Life: Re-evaluation of Definitions." in Rose, Arnold M., Human Behavior and Social Processes.

entertainment, and cultural activities centred in the city, do not decrease. Among the more affluent a second car is seen as a "necessity" if family activities in the community and in the now-distant city are to be continued. ; But this means that the anticipated savings of suburban living decrease as urban amenities, never willingly relinquished, are regained.

According to the survey (15)".... Taxes were considered reasonable by 32 per cent of the frontier respondents, but a substantial majority - 58 per cent -- found them too high for the services received despite the general feeling in the frontier that taxes were too high, 40 per cent said they would be willing to pay more if they received better services...." The question remains whether they could really afford to do so.

In a comparison of satisfactions and dissatisfactions The Urban Frontier (16) summarizes the factors most prevalent in the background of these attitudes. If finances are a prime reason for moving; if a more urban location is preferred; if the area has poorer housing and offers minimal services, there is greater dissatisfaction. Greater satisfaction is found where the location is among higher value properties providing more adequate services; is close to friends; and is occupied

(15) Lower Mainland Regional Planning Board, The Urban Frontier Part 2, Page 28.

(16) Ibid. P.34

and is occupied by those with a preference for outer suburban living. For, though population means housing, "...residential development is more than an administrative or business operation. It must be regarded as community building the creation of an environment in which hundreds of thousands of people will spend most of their non-working hours (and their families, most of their waking hours E.B.) and in which many of them will invest energy and loyalty as well..." (17)

The Dynamics of Metropolitan Growth.

Suburban development can, and should, be measured in several ways. Consideration should be given, not only to the absolute numbers of people involved, but to the proportion of this aggregate included in the outward movement - the change which is taking place in the ratio of the population between the urban core and the surrounding areas. The increase in the number of dwellings as evidenced by the proportion of houses built before or after a particular date, the distribution of these in the urban-suburban complex; and the amount of land involved are all important indices of size. The relation of the land already in use and likely to be needed, (assuming that present trends continue) to the land available is essential to an overall perspective. This is well known to town and regional planning but there are also a host of social dimensions including family living and the nature of communities which are important to the social worker.

(17) Lower Mainland Regional Planning Board, Land for Living.

Looking at this development between the benchmarks of 1951 and 1961, population in the total Metropolitan Vancouver area increased by over 228,000. Of this, less than 40,000 was in Vancouver City. From a predominance of over 60 per cent in 1951, the city dropped to 48 per cent of the area population total in 1961, despite a gain in every component sector within the city boundaries except that of "False Creek" where there was an actual decline relating, it seems to an increase in industrial occupation in this area. During this same period the new suburbs of Delta, Surrey and West Richmond showed a rise of 100 per cent to 200 per cent and one of the "old" suburbs, North Vancouver district, because of great new building projects, came close to trebling its residents, a gain of 279 per cent. The amount of new housing constructed can only be measured by other statistics which have not been incorporated in the present study, but there are many indications from census tract figures.

For this study, Dr. Leonard Marsh has permitted us to use his scheme of sectorial division of the metropolitan area. This permits consideration of sectors which are internally fairly homogeneous in regard to socio-economic and other related factors and which fall into acceptable physical boundaries-- in some cases (such as the areas considered here) recognized entities, but for the City of Vancouver some new and useful entities have been worked out. In this part of the Metropolitan study the sectors of Delta, Surrey South, West Vancouver, and Burnaby

TABLE 1. Distribution of the Population in the Metropolitan Region, Central and Suburban Components 1961, and Relative Weight of "Sectors", 1951 and 1961

Sectors	Population 1961	Distribution of Population	
		1951	1961
I. Vancouver City	384,522	61.31	48.66
A. University-Pt. Grey	18,926	3.09	2.40
B. Kerrisdale-Dunbar	21,847	3.69	2.70
C. Shaughnessy	52,383	7.72	6.63
D. West End	25,359	4.25	3.21
E. North Central			
1. "E. Kitsilano"	36,171	6.31	4.58
2. "False Creek"	27,404	5.87	3.47
3. "Main-Victoria"	36,870	6.34	4.67
F. East Vancouver			
1. "N.E. Vancouver"	47,000	7.41	5.95
2. "E. Central"	71,707	10.87	9.07
3. "Fraserview"	50,929	6.19	6.45
II. Burnaby-New West'r.			
A. Burnaby 1	37,363	3.98	4.73
B. Burnaby 2	36,581	3.42	4.63
C. Burnaby 3	27,663	3.25	3.50
D. New Westminster (a)	27,670	4.18	3.50
" (b)	5,984	0.92	0.76
III. North Shore			
A. West Vancouver	25,454	2.49	3.22
B. N. Vancouver			
District (a)	12,648	1.34	1.60
" (b)	26,323	1.23	3.33
C. N. Vancouver (City)	23,656	2.79	2.99
IV. "Eastern Suburbs"			
A. Coquitlam-Fraser Mills	42,688	3.92	5.40
B. Surrey N.	40,755	2.75	5.16
C. Surrey S.	36,536	3.24	4.62
V. "Southern Suburbs"			
A. Richmond W.	35,578	2.07	4.50
B. Richmond S.E.	7,745	1.34	.98
C. Delta	14,597	1.19	1.85
Metropolitan Vancouver	790,165	100	100

TABLE 2. Some Indicative Measurements of Population
Change in the Metropolitan Area, 1951-1961

Sector	Per Cent Growth 1951-1961	Relative Importance 1961
Metropolitan Vancouver	40.6	100
Vancouver City	11.5	48.7
Burnaby-New Westminster	52.9	17.1
North Shore	99.6	11.2
Eastern Suburbs	115.4	15.2
Southern Suburbs	123.7	7.3
Sectors with Largest Growth	Per Cent Growth	Relative Importance
I.F3 Vancouver City, North Central and Fraserview	46.4	6.5
II. A. Burnaby 1	66.9	4.7
B. Burnaby 2	90.4	4.6
C. Burnaby 3	51.6	3.5
III. A. West Vancouver	81.9	3.2
B. N.Vancouver (District) (a)	68.1	1.6
" (b)	279.4	3.3
C. N.Vancouver (City)	50.8	3.0
IV. A. Coquitlam-Fraser Mills	93.8	5.4
B. Surrey N.	163.7	5.2
C. Surrey S.	100.5	4.6
V.A. Richmond West	205.9	4.5
B. Delta	117.8	1.9

are correlated with Metropolitan Vancouver in regard to a wide range of factors which have significant implications for social welfare.

Metropolitan Vancouver, of course, represents the aggregate of all factors and the median figure for the entire area. In contrast, the individual sectors chosen for analysis here, present the variations which, from district to district, make the metropolitan pattern. Burnaby, for example, is an "old" suburb (18) having developed over fifty years in a relatively gradual manner. West Vancouver too, was a small area of settlement during the same period, but with the construction of the First Narrows Bridge in the late 1930's and building a high-income subdivision on the mountainside above the original settlement, began a new era of development of character quite different to that of the original coastline hamlet. In this sense it is in reality a new suburb. Surrey South is more representative of the new phase of development; the move outward onto farmland. This, and its rapid growth in a short period of time taken with its other characteristics of residential development, demography, economics and socio-culture, make it a paradigm of recent land development in the Lower Fraser Valley. Delta, whose residential use is more recent, is following a basically similar pattern. The intention here is to examine these different areas with a view to discerning the pattern of suburban growth.

(18) Though Burnaby is a separate civic entity, to the extent that its borders are contiguous with those of Vancouver and that it shares in the flow of people, goods and services of the area, it is, in reality, a suburb.

To arrive at proportionate figures for each sector under study, individual tract figures for specific indices have been taken from census tract data, totalled for the individual sector, and percentages calculated from these against sector totals and the metropolitan total, for the particular index. For example, in the housing figures which follow, for Delta, census tracts provided the number of households in this area, tract by tract, the number of houses built before 1920, and of occupancy of less than one year. By calculating from sub-totals so derived, it was possible to show the percentage of houses in each pertinent category, which was included in the total number of Delta households.

Absolute numbers, the proportion built before some date (selected relative to total age, and to different phases of growth within that period) the proportion recently occupied, give some useful indications of population trends. The amount of new housing, for example, constructed between our anchor dates, 1951 - 1961, can only be measured by statistics which have not been incorporated in the present study but there are many significant indications available from census tract figures.

Area	Total Number of Households	Percentage constructed before 1920	Percentage Occupied for less than 1 year
Metropolitan			
Vancouver	228,598	16.15	17.33
Burnaby 1	10,114	5.2	14.4
West Vancouver	7,378	3.1	14.3
Surrey South	11,072	5.0	16.4
Delta	3,938	7.3	15.8

Thus it appears that in Metropolitan Vancouver approximately 85 per cent of houses have been built since 1920 but even in the old suburb of Burnaby, 95 per cent of houses fall into this category. In the new suburbs, West Vancouver has acquired 97 per cent of its housing since 1920; Surrey South and Delta though very new, as residential areas, show a lower proportion of recent houses than West Vancouver. Surrey South has the same proportion of older houses as "old" Burnaby, and Delta, the newest suburb has a substantial 2 per cent more than Surrey South or Burnaby. This core of older housing in these two new residential areas suggests the significant numbers of traditional farm-houses represented in the overall total.

The percentage of houses occupied for less than one year, in these districts, shows considerably less variation. Brief occupancy can be as much an index of transiency as of new settlement, but when the character of the populations served by the core and by the outer suburbs is considered, it seems more likely that a higher figure for the metropolitan area would have a higher incidence of transiency within it than that contained by a similar figure for an area of single-family dwellings such as we find in the suburbs. Considering the inevitable population mobility produced by factors peculiar to the urban centre, and the greater overall stability of population to be expected in single-family owner-occupied suburbs, the proportion of recent occupancy in Surrey South and Delta, almost as high as the average for the metropolitan zone as a whole, suggests a high

proportion of new homes. This proportion for Burnaby , and for the urban core as represented in the metropolitan figure, is not immediately visible, for considerable filling-in of vacant land has taken place and new high-density apartments have been built. There is both mobility and "newness" here and only further reduction of the data would reveal their relative importance in the city and in Burnaby.

According to the investigation of the Lower Mainland Regional Planning Board, the population of the entire region (Lower Mainland) will reach one million within the next three or four years, doubling in twenty-five years and reaching two and one-quarter million by the year 2000. The trend of residential building seen in metropolitan growth is outward; and it is predicted that in the future, unless planning controls intervene, more and more of the adjacent valley land will be used up for urban purposes. The present ratio of population stands at 80 per cent for the present metropolitan area to 20 per cent in the remainder of the Lower Fraser Valley. By the end of the century, this trend continuing, the ratio will be 55 to 45 with the valley steadily gaining in proportionate population.

This population increase could occupy 100 square miles in the Fraser Valley and 31 square miles in the urban area--out of a total 230 square miles, suitable and available, in the valley and 38 square miles which could be developed within the Metropolitan core (19). But, with the diffuse nature of present

(19) Lower Mainland Regional Planning Board, The Urban Frontier.

residential building, it is likely that all of this available land (the best of the farm land excepted) will be used up in urban sprawl. This development, if unchecked, will pose appalling problems in respect to services, the economic balance, and, in fundamental ways, to the very "way of life" of future Vancouver residents. This is "welfare" in the widest possible sense; but welfare it undoubtedly is, and it is of province-wide and national importance, because Vancouver is the Pacific metropolitan centre of Canada.

Components of Population.

In an earlier description of particular groups who form a constant and significant feature of the urban core, it was necessary to outline several distinct sets of characteristics. The inner suburbs tend to be less heterogeneous; nevertheless they have a relatively wide age and life-cycle range. In the Dunbar district of Vancouver, one of the old suburbs, the original residents are now in the age-range 50 to 70 years. When these people leave the district, they are replaced by young families who, predominantly, wish to live closer to the city and can find a house which suits their requirements. Some districts (of which Dunbar and Kerrisdale are good examples) change only very slowly; but the population of these inner suburbs, certainly over forty years, will show a cycle of youth-to-age, with one or other group dominant numerically, at various points in the cycle. Once the cycle is well started however, a significant represent-

ation of different age and life-stage groups appears at all times. Social factors tend to be basically homogeneous, with an economic range related to age and life-cycle stage.

So far, description of the population of the outer suburbs is relatively simple. Basically, these are young families with a larger number of children than those in the inner suburban areas. Surrey South and Delta have over twice the incidence of families with five or more children, compared with Vancouver City. (Table - Family Composition). The breadwinner lives in or near the urban core, commuting fairly long distances to do so. Most commonly, they are in clerical work or skilled trades with a few executive-professionals at the top, and a few unskilled trades at the bottom. Results of the survey (20) (taken of a sample of the population) show

"The average family size was 4.0..... the median age of family heads.. was thirty-three years....Children formed almost one-half of the frontier population, and half of them... were under six years... skilled trades and clerical-white collar...dominated the frontier pattern....."

Our results from census tract calculations suggest that for the entire population average family size is more like 3.5 to 3.8 in the new suburbs. Largely these families who have moved to the area in recent years have undertaken home ownership not necessarily because they prefer this to renting, but because housing was not available at comparable prices closer to the city. Low land prices and taxes attract (20) Ibid.

many. They find both satisfactions and dissatisfactions in the new subdivisions. Some of the dissatisfactions are related to the illusory nature of the expectations, others to the failure to realize that (a) urban facilities would not be supplied or (b) how dependent normal family living is on these urban standards of service.

In the outer areas there were comparatively few elderly families. In the metropolitan area these make up a proportion of fifteen per cent, and generally, in the suburbs 10 to 13 per cent. However, in Surrey South they form a surprising 25 per cent of the population, due to the presence of a large number of retired people in one or two sections of this district. Figures for widowed and divorced persons are close to the metropolitan average in Surrey South and in West Vancouver, due possibly to the availability of desirable and suitable features of living for such families in these areas. Burnaby, lacking a beach colony, and Delta with a new population in high value residence, have not attracted the retired or the one-parent family to the same extent.

Types of Suburbs.

The North American pattern of urban growth has very characteristically shown three major growth 'rings' in the mature city-- the central "core", surrounded by two successive bands of newer building. These are the old or inner suburbs and the new or outer suburbs. With the passage of time and increases in population, the 'new' suburbs become part of the complex of

of "old" suburbs and are succeeded by another band of new suburbs. The timing has, of course, varied in different cities; in Vancouver the third phase has been very recent. The "inner suburbs", as it is proposed to call them here, are areas of urban development which lay outside the city limits of the 1920's, but with contiguous boundaries they are thought of as suburbs by some city residents; and historically, possibly when the city was very much smaller in both area and in population, this is what they were. These were limited on the south by the Fraser River, on the north by the lower slopes of the North Shore mountains, and on the east by the rather uniquely located areas of Burnaby-New Westminster-Port Moody. (They are unique because New Westminster was created first, before Vancouver, and Burnaby grew up as the "area between" the older and the newer major cities).

The outer suburbs began to grow soon after the mid-nineteen forties, with the post-war building boom. They include land well south of the Fraser, the higher slopes on the North Shore mountains, some western development, and extend to Port Coquitlam on the east. Styles of architecture are clues to the era of major settlement and these newly built areas are distinguishable by their prevailing 'ranch' style, in contrast to the more formal, often less functional and less attractive, "bungalows" of the 1920 - 1940 period and before. However, matured landscaping, services of urban standard and proximity

to the metropolitan centre make the inner areas desirable places to live. Higher taxes, and property values related to the limited amount of such residential land, have much increased their cost on the market in the last two decades. Except in more expensive subdivisions, the outer areas offer less-finished surroundings, services well below city standard; and in all cases, longer distances to urban facilities, offset for some time at least, by lower property values and taxes.

The new suburbs are more homogeneous demographically than the older suburbs. But this is, according to Herbert J. Gans (21), because new residential areas have not had time to experience resident turnover (which we have described in the inner suburbs). Internally, homogeneity is not exclusive to the new area. Both old and new show a similarity of house type characteristic of their eras. In Vancouver, unlike some of the older and larger cities on this continent, both sets of suburbs feature single-family dwellings. Only very recently have significant numbers of multiple-household buildings appeared in some of the inner suburbs. This was preceded by some apartment building in Burnaby, formerly developed in individual houses. Other districts of the same era remain almost exclusively single-family.

Externally, both old and new areas show enough

(21) Rose, Arnold M., "Urbanism and Suburbanism as Ways of Life" Studies in Social Process, Boston, 1962.

divisions along socio-economic lines to permit their description as high, middle, and low-income suburbs. This is at variance with some North American accounts; e.g. The Urban Frontier declares: "Only a few decades ago the word 'suburb' was almost synonymous with the prosperous middle class". Such a generalization seems to leave out of account out-of-town developments based on cheap land, semi-rural services and sometimes do-it-yourself construction. All North American cities have had some share of this; certainly it has always been very characteristic of Vancouver, especially to the north and east.

The same study (22) refers to the work of Professor S. D. Clark in eliciting the concept of the "mass suburb" as important quantitatively in its social significance and its implications for public policy. Professor Clark has done something to correct the former false emphasis with his studies of the new suburbia around greater Toronto; and another recent work by Bennet M. Bengier (23), dealing with a suburb populated largely by automobile plant workers, refutes completely the notion that the characteristically suburban pattern of living is associated only with middle or upper class values. Perhaps the values may be aspired to in the affluent society; but the socio-economic facts are of wage-earner and clerical character.

Among the old suburbs which, except for Burnaby, are not shown on the following table, socio-economic division

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- (22) The Lower Mainland Regional Planning Board, The Urban Frontier.
(23) Ibid.

placed such western districts as University-Point Grey, Kerrisdale-Dunbar as high income, North Shore districts as middle, and the south eastern areas, e.g. Main-Victoria (South Vancouver) as low. Outer Shaughnessy and the University area might be placed in the upper range of the high group but in the period 1920-40 were sparsely settled, though within the area of the old suburbs.

Area	Percentages of Families with Wage-earner Head	Average Income per family	Percentage Males \$100 to \$2000	Percentage of Men looking for Work.
Metropolitan Vancouver	69.18	\$4,637	13.00	5.67
Burnaby 1	74.34	\$5,497	10.71	4.54
West Vancouver	62.50	\$7,985	9.73	2.40
Surrey South	52.12	\$4,543	13.73	5.91
Delta	65.53	\$5,489	10.80	3.56

As the income figures reveal, the new suburbs show a consistent pattern which places West Vancouver in the higher range of income, with very light incidence of low-income workers and unemployment. Delta occupies the middle range in all three indices, with Surrey South having the lowest average income, the highest proportion of low income workers, and the highest rate of unemployment. The educational levels in these districts follow a similar pattern; West Vancouver has the lowest proportion of adults with Grade 8 education, Delta almost three times as many, and Surrey South three times as many.

	Metro politan Vancouver	Burnaby	West Vancouver	Surrey South	Delta
Elementary Education Only	19.5	17.9	6.7	21.0	18.3

(Does not include children still attending school).

Conclusion of "Types of Suburbs".

The figures for the three occupations chosen for their customary correlation with education and income, in the following table, locate the three new suburbs in the same range and relative position as the other measurements cited. It is interesting that Burnaby has a much higher proportion of craftsmen than any other district, though followed fairly closely by Surrey South; and that Delta has considerably fewer than any other region except West Vancouver. The fact that Delta has many prosperous farms with clusters of new "Dormitory" residential areas of higher value homes, which tend to correlate with "white collar" occupations, probably accounts for this.

Area	Per Cent Skilled Workers	Per Cent Pro- fessional and Technical	Per Cent Labourers.
Metropolitan Vancouver	30.85	9.42	5.43
Burnaby 1	37.63	16.43	4.41
West Vancouver	10.79	21.05	2.26
Surrey South	32.51	5.65	7.08
Delta	26.97	6.90	4.53

Clues to social and economic elements in a neighborhood can be deduced to at least a first approximation from the proportion of the population which has come to the country fairly

recently, which (in Canada) is of origin and language neither British nor French, and from that found to belong to the smaller religious denominations. Suggestions from such evidence, however, remain most tentative because of the varied reasons for which immigration was undertaken, disparities in culture between Canada and the countries of origin, and the context within which affiliation with a small, rather than one of the major religious groups, was taken. Thus if an immigrant population is from a culture basically more similar to, than different from, the local one; if the individuals are professional or skilled workers and have facility with the local language in addition to their mother tongue,--their social and economic difficulties are likely to be less than those of an immigrant group who come, less from knowledgeable choice, than from dissidence or desperation toward their mother country, which may imply a concomitant lack of preparation to meet new challenges in a stable fashion. If the educational level and general language skill of the new immigrant is low, he is likely to encounter a greater degree of both social and economic difficulty. The following are some figures on ethnic and religious composition which illustrate district difference:(24).

Area	Recent Immi- grants(1946- 1961.	Not of British or French Origin	Mother Tongue Neither Eng- lish nor Fre- nch.	In Smaller religious denomina- tions
Metropolitan Vancouver	12.5	34.0	1.0	30.6
Burnaby 1	8.6	31.9	.28	28.5
West Vanc'r	13.6	15.7	.14	20.6
Surrey South	8.2	31.9	.33	29.9
Delta	10.7	33.9	.76	29.6

(24) Where these indices, taken from census material for Canada use the qualification "neither British nor French" or similar correlation of British and French, this primarily means British in B. C.

Though West Vancouver shows a higher rate of immigration than the average for the metropolis, when this is correlated with the figure for origin and mother tongue it appears that this may reflect the appearance of a particular type of immigrant-possibly American. Surrey South and Burnaby have much higher proportion of people who have been in Canada for over fifteen years, including Canadian-born. Delta, while claiming fewer of such residents, is well above the metropolitan average. Delta has a relatively higher proportion of population in all four indices than the other suburbs examined here, which suggests that there may be enclaves of recent immigrants, possibly because of the agricultural base of this area.

Membership in minority religious groups may indicate either of two poles of attitude; either a more parochial, or at the other extreme, a more generalized and intellectualized approach to religious matters. Neither view is characteristic of the high or middle income suburb. Such religious affiliation is fairly high in Metropolitan Vancouver - over 30 per cent and in Burnaby, Surrey South and Delta almost as high; but in West Vancouver 10 per cent less, implying perhaps more conventional ties. Apart from these rather small individual variations there is in these indices fair correlation with others seen so far, in relative placing of these suburbs.

A final dimension, and one of high visibility, and a fairly reliable index of economic status, is the quality of housing characteristics of a district. If most houses are spacious, in good repair, of high value or rent, it is reasonable to assume

that they are occupied by a high-income population. Conversely, if a large proportion of houses are crowded; in poor condition; and rent or sell for relatively lower amounts, the area is likely to be less affluent. Though a mortgage may be an index of some degree of vulnerability, in the twentieth Century it can only be considered so if other factors of vulnerability occur simultaneously - (uncertainty of income, incompatibility between income and mortgage). More usually a mortgage indicates expectation of a fair degree of stability of income and residence; and the average size of mortgages may further define the economic level of the neighbourhood.

Area	Average Rent Monthly	Owner Occupied with Mortgage	Median Value	Crowded	Need of Major Repair
Metropolitan Vancouver	\$75	50.9	\$13,900	8.30	3.72
Burnaby 1 West	\$71	60.1	14,600	9.4	1.2
Vancouver	\$107	63.4	23,500	*	2.8
Surrey South	\$51	36.1	11,000	10.1	3.7
Delta	\$62	53.9	13,300	11.9	*

* not available.

These figures indicate that West Vancouver has by far the most costly housing, pays rents over 40 per cent higher than the metropolitan average. There are over twice as many houses in need of repair as there are in Burnaby, but the index is well below the figure for the city aggregate. Burnaby's very high ratio of houses in good condition is interesting--perhaps related to the high proportion of craftsmen in this area, combined with the high middle income. Rents are some-

what lower and house values higher in this area than average but both are considerably more than in Surrey South and Delta. Crowding is greater in all suburban districts reported than for the metropolis. This may, to some extent, be due to the method of collecting the original figures. If "crowding" means "space per person" these single-family houses with several children may be rated as "crowded" but this does not mean the same quality of crowding found in a city rooming-house.

This examination of Metropolitan Vancouver and four of its component sectors has shown a fairly consistent clustering of indices for each "suburb on sample". This places the three new districts of West Vancouver, Delta and Surrey South as high, middle and low-income areas, respectively, supporting the suggestion that, in addition to delineating "inner" and "outer" suburbs, further distinctions can be made on a socio-economic basis.

Writing about North America generally, Peterson and Zollschan speak of this stratification. Typically, they say, middle and upper classes are

" more concerned with efficient trafficways good police protection and attracting industry. The lower classes show more concern about health and welfare needs of the indigent..... The realities of social stratification at any given time are associated with differential needs and differential definitions of need on the part of interest groups and opinion leaders representing different segments of the population." (25)

(25) Peterson, Warren A., and Zollschan, George K. "Social processes in the Metropolitan Community."
Rose, Arnold. Studies in Social Process.

It may well be that this divergence of interest is present in the suburban areas of Vancouver, but, specific studies would be needed to establish this. There is certainly concern for schools for the children; perhaps more with buildings and transportation in poorer areas, and more with curricula and related matters in higher income suburbs. There is widespread interest in traffic-ways as means of access, but probably not enough in the possible contribution of an efficient public transportation system. (Automobiles lead to a lack of balance in many ways.)

Whether metropolitan growth will continue to follow the present pattern unchecked is a matter of serious consideration for Vancouver. Much depends on how far these trends are regarded as "natural forces": how far subject to human control and governmental arrangements. In North America and Europe, a new trend is appearing; a return to city living by a segment of the population which includes young families. This new movement is to high-rise and garden apartments, and to reclaimed and refurbished large old houses. According to Herbert Gans: (26)

"Changes in national economy and in government housing policy can affect many of the variables that make up housing supply and demand. For example, urban sprawl may outdistance the ability of present and proposed transportation systems to move workers into the city; further industrial decentralization can forestall it and alter the entire relationship between work and residence..."

(26) Gans, Herbert J., "Urbanism and Suburbanism as ways of Life: Re-evaluation of Definitions"

Such changes can affect all the characteristics of the society involved--family size, educational level and other related aspects of class and life-cycle stage. These changes will, in turn, stimulate changes in demands and choices. Much of this is "welfare" in the widest sense -- affecting every citizen; some of it, at more vulnerable levels, finds families which are "welfare" in the more restricted sense-- of people in need of assistance (i.e. income maintenance and services.)

Chapter 4 - Family Patterns.

The family is, of course a basic social institution. It provides for the continuity of social life, biologically, culturally, and economically. The family is important in its influence on individual personality, and it is within the family group that children begin to learn "socialization" and to acquire a personal identity. The family has been called the "backbone" of society, and is usually associated with stability. People, generally, want to consider themselves as belonging to a family, whether or not they live in the home; But there are many kinds of families and new family patterns are emerging everywhere in contemporary society. It is one of the values of a regional or "tract" study that it brings this out.

The most popular concept of the family is that of the natural family of father, mother and children. However, there are many other combinations of people grouped together to form a family. The smallest family unit is comprised of two people, which may be a husband and wife without children. As well as the couples who will never have children, this group includes the young families who will have children in the future, and the elderly families whose children have grown up and left home. Small families may also consist of only one parent and one child. In any case, these families usually belong to a larger extended family, having relatives in other parts of their community or even in other parts of the world considering the mobility of the present day population.

The large families are considered to be those which have five or more children, and they may also have other relatives living with them. However, the "kinship" families have declined in recent years, and it is becoming customary for the grandparents and other relatives to have their own homes rather than residing with the "nuclear" family. As the kinship family group seems to have declined, there has been a transfer of a variety of functions from the nuclear family to other structures of society. For example, work, education, religion, recreation, and the nursing of the sick, have been taken out of the home. Also, social agencies rather than relatives offer help in times of trouble. Some of the trends in modern life that have affected family living are urbanization, the mobility of the population, and the entrance of women, including mothers, into the labour market.

Although the one-family home is the preferred residential pattern, and is indeed considered as an indication of stability, there are instances of two or more related families living together. This is an uncommon living arrangement, and if it is on a permanent basis, it may be because of financial necessity, illness, or it may indicate some breakdown in family functioning. The lodging family, living with unrelated persons, is another example of an unconventional family living situation and carries with it implications perhaps of instability, at least of impermanence.

Family disorganization may be caused by many factors, including death, divorce, desertion, separation, physical or mental illness, unemployment, poverty. Families may be divided temporarily or permanently. Because the family is a source of satisfaction for personal and social needs, and there is a mutual interdependence among its members, there is the possibility of a breakdown in family functioning during periods of stress. The one-parent families are in a particularly vulnerable position. Whether it is the father or the mother who is left alone with the children, additional strains are experienced by the remaining parent. Readjustments have to be made in the performance of familial roles. Special hardships are caused socially and economically, and the single parent has to meet the emotional needs of the family as well as being the breadwinner, and carry out all of the responsibilities that are normally assumed by two parents. The disadvantaged families are not necessarily the broken families; they may be two-parent families in particular circumstances. For example, the family may be so large that the income is not sufficient to cover the family needs, or the breadwinner may be disabled or vocationally inadequate so that he is unable to provide for his family in a satisfactory or consistent manner.

It is customarily from the disorganized families that the social agencies are asked for assistance in caring for children. It may be a matter of protection, when the parents are abusive or in some manner neglecting the children. But

there are other social and economic reasons for parents being incapable of caring for their children in their own homes, and so they are dependent upon society to provide this care. Therefore, some families who are of particular interest - and valuable assistance - to welfare agencies are those who are willing to enlarge their families and care for other people's children. These include the foster families who care for children on a more or less temporary basis, and the adoptive families who provide a permanent home for children.

Besides the individuals who are family members, there are other individuals who are living alone and comprise the "non-family" population. There are people with no family ties who live alone from necessity, but there are many who are part of an extended family and live alone by choice. There are dependent groups in the "non-family" population, such as elderly people living alone with a pension as their only means of support. However, it does not necessarily imply dependency or instability, as this category includes the single working men and women as well as some with a substantial and independent income.

The family institution is part of a larger social structure involving other institutions which regulate varied aspects of social life. With this in mind social work practice today is emphasizing the individual as a family member, the treatment of the family as a whole, and the family's re-

lationship with other systems in the total transactional field. There is also a great deal of legislation today that is designed to maintain the family unit that is threatened with disruptions.

For the purposes of this study, the census definitions of "family" and "household" are followed, for they are practical and readily lead to uniformity and consistency in the analysis of data. The family may consist of a husband and wife, with or without children, who are living together. Or, the family may be composed of only one parent who is living with a child or children. A household consists of a person or group of persons occupying one dwelling. Although the one-family household is the expected household unit, there are various other kinds such as a group of unrelated persons living together, two or more families sharing a dwelling, or one person living alone.

The data on family composition was chosen from the population statistics and census tracts with the objective of throwing light on the characteristics of families in the various districts of the Metropolitan Vancouver area, and a further purpose was to examine this data for factors indicating areas of stability and vulnerability all of which will have implications for welfare services, when regional and local concentrations and inter connections can be established by repeated measurements.

TABLE 3a. Some Selected Indices of Family Differentials:
Sample Sectors of Metropolitan Vancouver, 1961.

Index	Vancouver City	Metro- politan Vancouver	Delta	Burnaby	West Van- couver	Surrey South
Young Families (Head under 25) P.C.	3.60	3.75	4.71	4.29	1.17	3.75
Large Families P.C. (5 or more Children)	2.43	3.17	5.13	2.86	2.26	5.33
No. of Children per Family	1.20	1.40	1.80	1.60	1.50	1.60
Widowed Persons P.C.	7.34	5.77	3.37	3.99	5.51	5.58
Elderly Families P.C. (Head 65 or more)	17.61	14.90	11.78	10.60	13.15	25.83

TABLE 3b. Some Selected Indices of Family Differentials
Sample Sectors of Metropolitan Vancouver, 1961

No. of Lodging Families per 1000 Population	30.9	20.6	2.5	28.0	6.5	7.60
Families with Lodgers P.C.	10.26	7.68	3.63	7.40	4.09	4.06
Large Households P.C. (6 or more Persons)	9.33	10.75	14.93	12.32	9.82	11.55
Recent Occupancy P.C. (Less than 1 Year)	18.0	17.30	15.80	14.40	14.30	16.40
Residents in Units Built Before 1920 P.C.	23.5	16.20	7.30	5.20	3.10	6.70

Families and Households.

One characteristic situation in the total population is that approximately one-half are married (Table 5). There are only slight differences in the comparative areas outlined for this study. In Vancouver City the married population is 48.9 per cent, in Metropolitan Vancouver it is 48.7 per cent, and in British Columbia it is 47.5 per cent. The widowed and divorced persons represent a small proportion of the population, with 8.6 per cent in Vancouver City, 6.7 per cent in Metropolitan Vancouver, and 5.8 per cent in British Columbia. The single people are divided into two groups. The first group consists of the children under 15 years of age, and in Metropolitan Vancouver they represent 28.7 per cent of the population. The proportion of children is lower (23.2 per cent) in Vancouver City, and higher (31.3 per cent) in the province. In British Columbia the increase in the birth rate is evident, as there are now 10 per cent more children under the age of 15 years than there were 20 years ago. In 1941 the younger children represented 22 per cent of the population, and are now nearly one-third. This increase is not only indicative of the rise in the number of births during the post war years, but also of the influx of young families to the province. The second group of single persons are the unmarried people over 15 years; they comprise 15.9 per cent of the Metropolitan Vancouver population, and the provincial figures are comparable to this. However,

the proportion is higher (19.3 per cent) in Vancouver City, no doubt because of the preference of unattached people to be in the city where there are more activities and facilities than in other places, and maybe because cheap accomodation is easier to find. In all areas there is a significantly larger proportion of single men than single women, which is probably due to the frontier background of the West and the immigration of the men. In Vancouver City the single men comprise 10.8 per cent of the population, and the single women comprise 8.5 per cent. The metropolitan situation is comparable to that of the province generally. In British Columbia the percentage of single men is 9.4, and the percentage of single women is 6.0. This is a decided decrease from 1941 when single men comprised 15.5 per cent, and single women 9.6 per cent. However, 1941 was one of the war years, and just out of the depression, and both of these factors had an influence upon social and economic life.

The family is of such vital concern to social welfare, that it is important to know the extent to which there is a family population and to examine the family and non-family areas. In Metropolitan Vancouver, there are 228,598 households and 196,300 families. Of the total families, 181,740 live in one-family dwellings. The population, then, is basically a family one, with approximately 79 per cent of all the households being the traditional one-family households. But 21 per cent, on the other hand, may signify many welfare problems.

Besides the conventional families of husband and wife

TABLE 4. Some Major Factors of Family Composition
Metropolitan Vancouver and Comparative Areas, 1961

Items	British Columbia		Division 4		Metropolitan Vancouver	
	No.	P.C.	No.	P.C.	No.	P.C.
Total Families	394,023	100	224,491	100	196,300	100
Families not Maintaining their own Household (a)	16,427	4.17	10,479	4.67	9,763	4.97
Lodging Families	5,973	1.52	4,203	1.87	4,044	2.06
Age of Family Head						
Under 25 years	16,706	4.24	8,489	3.78	7,363	3.75
25 - 44 years	182,380	46.29	103,096	45.92	90,911	46.32
45 - 64 years	137,451	34.88	78,786	35.10	68,769	35.03
65 years and Over	57,486	14.59	34,120	15.20	29,257	14.90
Size of Families						
0 Children	130,455	33.11	78,538	34.98	69,327	35.32
1 or 2 children	165,180	41.92	95,453	42.52	84,780	43.18
3 or 4 children	79,363	20.14	42,198	18.80	35,953	18.32
5 Plus Children	19,025	4.83	8,302	3.70	6,240	3.18
Average Persons Per Family	-	3.6	-	3.4	-	3.4
Average Children Per Family	-	1.6	-	1.5	-	1.4
Ages of Children at Home						
Under 6 years	220,347	35.12	113,919	34.23	97,438	34.40
6 - 14 years	281,698	44.90	148,973	44.77	125,956	44.47
15-24 years at school	80,060	12.76	44,996	13.52)	59,843	21.13
15 - 24 years not at School	45,293	7.22	24,882	7.48)		
Total Children	627,398	100	332,770	100	283,237	100

(a) Except for some minor variations, families "Not Maintaining their own Household" who are not lodging families are families related to the head or member of the man's family.

or parents and children, living together in one dwelling, there are other kinds such as the families who are "not maintaining their own household". These families may be related to the families with whom they live or they may be unrelated "lodging families". In Metropolitan Vancouver the families who are not maintaining their own household comprise a little under 5 per cent of the total families. This includes unrelated lodging families of 2.06 per cent, which is higher than the provincial average of 1.52 per cent (Table 4). In the metropolitan area the lodging families are located primarily in the West End and in the "North Central" sector of the city, particularly the districts which have been named "False Creek" and "Main-Victoria" in this study. New Westminster is above the average (3.97 per cent). The outlying sectors of the North Shore, the Eastern Suburbs, and the Southern Suburbs are consistent in having very few lodging families. Those areas in which the lodging families are concentrated, also have the large numbers of households with lodgers. There are 17,567 households with lodgers in the metropolitan area, and 12,155 of these are in Vancouver City.

The "non-family" population consists of people who are living alone; either lodging or maintaining their own household. It also includes groups of unrelated people living together in one dwelling, or people who are related but do not represent a family as it is defined by the census. A special compilation well illustrates the areas of concentration of the non-family

population in the metropolitan region:

Sector	One-Person Households	Per Cent	Non-Family Households	Per Cent
West End	4,257	38.4	5,749	53.2
East Kitsilano	3,102	23.7	4,287	32.9
False Creek	3,221	33.5	4,228	48.9
Main-Victoria	2,286	22.1	2,986	28.8
New-Westminster	1,346	14.6	1,770	19.2
<hr/>				
Vancouver City	20,342	17.2	27,955	23.6
Metropolitan Vancouver	30,080	13.2	40,484	17.1

The "non-family population" is located predominantly in the city rather than in the suburbs. Although the non-family household is not the conventional residential pattern, it does not necessarily represent instability or social disorganization. For example, in all of Metropolitan Vancouver, the West End has the highest proportion of single people living alone as well as households that do not represent families. There are transients and the elderly retired people in this section; but there are also many working people who want to be near their jobs in downtown section of the city. In fact, the West End has been called a "district of office dwellers". For a non-family area to be considered either stable or unstable, other factors would have to be taken into consideration such as housing conditions, and the employment and income of the population in that area. Only detailed study will clarify the mixed and rapidly changing pattern in the "West End" of today.

Size of Families and Households.

Over recent years there have been changes in family

TABLE 5. Comparative Patterns and Trends in the Marital and Family Composition of the Population.
Metropolitan Vancouver and British Columbia.

Marital and Family Status	Vancouver(1961)		British Columbia	
	City	Metropolitan Area	1941	1961
Married	24.6	24.4	25.0	23.9
Widowed	1.6	1.3	1.7	1.3
Divorced	0.5	0.4	0.2	0.3
Single, 15 and Over	10.8	9.1	15.5	9.4
Single, under 15	11.8	14.6	10.8	16.0
Total Males	49.3	49.8	53.2	50.9
Married	24.3	24.3	22.8	23.6
Widowed	5.7	4.5	3.6	3.8
Divorced	0.8	0.5	0.2	0.4
Single, 15 and Over	8.5	6.8	9.6	6.0
Single, under 15	11.4	14.1	10.6	15.3
Total Females	50.7	50.2	46.8	49.1
Total Population	100	100	100	100

TABLE 6. Comparative Distribution of Households by Size:
City of Vancouver, Metropolitan Vancouver, Census Division #4, British Columbia and Canada, 1961.

Item	City of Vancouver	Metropolitan Vancouver	Census Division #4	British Columbia	Canada
Total Population	384,522	790,165	907,531	1,629,082	18,238,247
Number of Households	118,404	228,598	261,582	459,532	4,554,493
Household Size	(100)	(100)	(100)	(100)	(100)
1 Person	17.2	13.2	13.2	13.5	9.3
2 - 3 Persons	47.9	45.1	44.7	43.2	40.0
4 - 5 Persons	25.6	31.0	30.8	30.8	31.6
6 Plus Persons	9.3	10.7	11.3	12.5	19.1
Crowded Households	7.2	8.3	9.1	12.1	-

patterns, influenced both by industrial trends and the forces of urbanization. Families have decreased in size, and the familial groups has become a small primary group relatively independent of kinship ties. Because of this there has come about a decline in the size of households, and the grandparents and other relatives customarily live on their own rather than with the nuclear family. The emphasis is now on conjugal, rather than kinship, families.

The large families are considered to be those consisting of 5 or more children. In Metropolitan Vancouver, the large families comprise 3.2 per cent of the total families, which is less than the provincial average (4.8), but higher than the city average (2.4). In the study of Metropolitan Vancouver, the core areas have very few large families, as is evidenced in the West End (0.3 per cent), in East Kitsilano (1.4 per cent), and in False Creek (1.4 per cent). The inner suburbs have more large families than the core areas, but the greatest proportion of large families is consistently in the outer suburbs.

There are larger families in the areas of the Province, other than Vancouver. In Vancouver City there are 1.2 children per family, in Metropolitan Vancouver there are 1.4; this compares with 1.6 for British Columbia as a whole, indicating that the central city is decidedly the "small family area". Within the metropolitan area the number of children

per family corresponds closely to the pattern shown by the large families; there are very few children in the core areas, but significantly more children per family in the outer suburbs.

Approximately one-third of the families, in both Metropolitan Vancouver and British Columbia, have no children. Unfortunately, this is a mixed group, including the families who will not have children, the young families who have not had time to have children, and the elderly families whose children have grown up. It would be preferable for this to be divided into three groups, in order to have more complete data on the number of families with children. However, since most of the heads of families are between the ages of 25 and 64 years, it is possible that a portion of this group have had children, or will have them in the future. The largest proportion of families have one or two children; the figure stands at 43.2 per cent for Metropolitan Vancouver. This is slightly higher than the provincial average (41.9 per cent). There is evidence, nonetheless, that families with three or more children are more common outside of Vancouver.

A "large household" is taken here to be a household of 6 or more persons. It may be a large family, but it may also be a small family with other persons living in the home, or it may be a group of unrelated people living together in one dwelling. The word "household" here is the key word. In Metropolitan Vancouver the large households represent 10.8 per cent of the total households, appreciably more than for the city (9.3 per cent). This category of large households can be mis-

leading unless it is compared, by sectors, to other categories such as large families and households with lodgers. Within the City of Vancouver, the large households tend to be those with lodgers, rather than those with many children. Exceptions to this are the sectors in the core area such as the West End, East Kitsilano, and False Creek, which have few large households and relatively few children, but have a high proportion of households with lodgers. However, in the Eastern Suburbs and the Southern Suburbs there are consistently large households, large families, more children per family and few households with lodgers.

Age of Family Head.

Heads of families have been reviewed by reference to four age groups (Table 4) to simplify analysis of the statistics and to examine the possible areas of vulnerability. Age is obviously of considerable significance in regard to social, parental, vocational, and economic functioning. The "young families" are considered to be those where the family head is under 25 years, and the "elderly families" are those where the head of the family is 65 years of age or over. The large proportion of family heads are between the ages of 25 and 44 years. The metropolitan situation on this matter is remarkably comparable to that in the province generally, with 46 per cent of family heads in this age group.

The young families comprise 3.8 per cent of the total

families in Metropolitan Vancouver. The metropolitan area in this respect is, surprisingly, not representative; for the average in British Columbia is 4.2 per cent. Outside of Vancouver, in other words, there are still more young families today. The proportion in the city (3.6), is comparable to that in the metropolitan area. Within Vancouver City the greatest proportion of young families are clustered in the North Central sector, which includes some of the oldest residential areas. Young families are scattered consistently throughout the East Kitsilano, False Creek, and Main-Victoria sections, all of which have approximately 5 per cent. In the outlying suburbs, the areas with a high proportion of young families are North Vancouver City (5.2), North Surrey (4.9), Delta (4.7), and Coquitlam-Fraser Mills (4.7). Burnaby-New Westminster is higher than the metropolitan average. The sectors with the lowest percentages of young families are outstanding: West Vancouver (1.2), Kerrisdale-Dunbar (1.3), North Vancouver District (1.9), and Shaughnessy (2.1).

In Metropolitan Vancouver, the elderly families comprise 14.9 per cent of the total families, and this is comparable to the provincial average (14.6). However, in Vancouver City, the proportion of elderly families is considerably higher (17.6) than it is for the other areas. In the overall picture of the metropolitan region, it is evident that the elderly families generally prefer to live within the city rather

in the suburbs. The highest proportion (28.3) are in the West End, which was until recently the most developed apartment area in the city. There are also high proportions of elderly families in the older residential areas of University-Point Grey, Shaughnessy, Kerrisdale-Dunbar, East Kitsilano, and False Creek. Because of the density of the population in the East Vancouver sector, the absolute number (6,568) of elderly families is significant here. The only sector in the metropolitan area, outside of the city, with a high percentage (25.3) of elderly families is South Surrey. This sector includes White Rock, which has a large population of retired people; approximately one-half of the family heads here are over 65 years of age.

There are no sectors within the city with a really low proportion of elderly families, but there are several in the outlying suburbs and these include Richmond West (7.2) the District of North Vancouver (8.1), and Coquitlam-Fraser Mills (8.5).

The "heads of households" include the single people living alone, as well as the family heads (Tables 7 and 15). In both Metropolitan Vancouver and British Columbia, a little over 90 per cent of the male heads of households are married, and almost 60 per cent are aged between 35 and 64 years. Of the male unmarried heads, approximately 44 per cent are aged between 35 and 64. The male heads under 25 years represent 3.3 per cent of total heads of households in Metropolitan

TABLE 7. Marital Status of Heads of Households, Distinguished by Age-Group, Metropolitan Vancouver and British Columbia, 1961.

a. Male Heads of Households

Marital Status	Age of Heads of Households				Total
	Under 25 years	25 - 34 years	35 - 64 years	65 and over	
<u>Metropolitan Vancouver</u>					
Married	88.4	94.7	95.0	81.7	175,629
Widowed	*	0.1	1.1	12.1	4,976
Divorced	0.1	0.3	0.8	0.5	1,256
Unmarried	11.5	4.9	3.1	5.7	7,943
Total	100	100	100	100	189,804
<u>British Columbia</u>					
Married	87.1	94.5	94.2	79.2	358,721
Widowed	*	0.1	1.2	12.6	11,058
Divorced	0.1	0.2	0.8	0.5	2,396
Unmarried	12.8	5.2	3.8	7.7	20,024
Total	100	100	100	100	392,144

* Less than one-tenth of one per cent.

b. Female Heads of Households

Marital Status	Age of Heads of Households				Total
	Under 25 years	25 - 34 years	35 - 64 years	65 and Over	
<u>Metropolitan Vancouver</u>					
Married	20.8	31.1	22.8	5.7	6,456
Widowed	1.0	7.2	44.9	85.1	21,760
Divorced	2.5	12.6	11.3	1.1	2,742
Unmarried	75.7	49.1	21.0	8.1	7,836
Total	100	100	100	100	38,794
<u>British Columbia</u>					
Married	22.4	35.4	23.8	5.8	11,598
Widowed	1.9	9.4	48.4	85.2	39,624
Divorced	2.6	11.7	9.7	0.9	4,040
Unmarried	73.1	43.5	18.1	8.1	12,073
Total	100	100	100	100	67,335

Vancouver, and the proportion is slightly higher (3.9) in the province. In this young group in the metropolitan area, approximately 88 per cent are married and almost 12 per cent are single. The male heads who are over 65 years are comparable for both areas, approximately 16 per cent.

Among the female heads of households in Metropolitan Vancouver and in British Columbia, almost one-half are aged between 35 and 64 years. The young women with families represent 3.5 per cent in the comparable areas. The heads of households who are women of over 65, represent approximately 40 per cent of the heads of households in both the metropolitan area and the province.

Disadvantaged Families

The groups in the population who represent the most pressing concerns for welfare are those who are experiencing some form of social or economic difficulty. The particularly vulnerable groups are the very young, the elderly, the one-parent families, and those suffering from some degree of physical mental or vocational disability. Any disruption in normal functioning can have a profound effect upon family life.

Viewed in perspective, divorced persons represent a very small percentage of the total population. As they are counted in the census, they are simply people whose marital status was divorced at the time of the census and they do not necessarily indicate the "divorce rate". If they remarry, they

appear as married. Separated persons also appear as married, and so these figures are not a simple index as to the number of broken homes; but, of course, they have some significance. Of the total of 38,794 female heads of households in Metropolitan Vancouver, 2742 are divorced.

The widowed population can be of concern for welfare. When a man or woman, either young or old, is left alone or left with children, this can have social and financial implications. The proportion of widowed persons in Metropolitan Vancouver is 5.8 per cent, and in British Columbia it is 5.1. The percentage of widowed persons is higher (7.3), in Vancouver City. The widowed men represent 1.3 per cent of the population in both the metropolitan region and the province, and the proportion is higher in the city (1.7). The widowed women consist of 4.5 per cent of the population in the metropolitan area, which is higher than the provincial average (3.8). The proportion of widows in the city is 5.7 per cent, and is considerably higher than the average of the other areas. In Metropolitan Vancouver, the largest proportion of widowed persons is in the core areas of the West End and North Central Vancouver, particularly in East Kitsilano and False Creek. The number (9,275) of widowed persons in the East Vancouver sector is significant because of the density of the population there. The proportion of widowed persons is considerably less in the outlying suburbs than it is in the centre of the city, with a very low proportion in the Southern Suburbs.

Among the female heads of households in Metropolitan Vancouver 56.1 per cent are widowed, and this is slightly lower than the provincial average (58.8). In absolute numbers, there are 21,760 widows who are heads of households in the metropolitan area, and 39,624 in the province. There are 6,456 married women who are heads of households in Vancouver, and 11,595 in British Columbia. In both areas almost one-half of the female household heads are aged between 35 and 64 years, and approximately 40 per cent are over 65 years (Table 7.)

Because of the possibility of the decline in physical or vocational powers of the breadwinner as he grows older, the elderly families may have significance for social welfare. In the metropolitan context, the elderly families are predominantly in the central part of the city, and they are fewer in numbers in the suburbs.

Wage-Earner Families and Their Incomes.

The "families with wage-earner heads" as described in the census, are those where the head of the family is employed, whether for wages or a salary. This does not, in other words, include the people who are self-employed, who are employers, or who are living on retirement incomes. Also, this category includes only the family heads, and not the household heads.

In Metropolitan Vancouver there are 135,818 families with wage-earner heads out of a total of 196,300 families, which is a percentage of 69.2. The average wage and salary income of the head of the family is \$4,637, and the average wage and salary income for the family is \$5,489. Because of the facts already mentioned, it is clear that this must be taken only as a partial index of income patterns. The average also obscures the highest and lowest incomes, the latter being particularly significant for welfare. In Vancouver City there are 64,159 families with wage-earner heads, which represents 67 per cent of the total families in the City. Two out of every three families, in other words, are of wage or salary earner status. The average wage and salary income of the head of the family is \$4,408, and the average wage and salary income of the family is \$5,366. Women earners are probably the chief reason for the differences nowadays.

In considering the proportion of families with wage-earner heads, it is necessary to remember the differing "Employee proportions" in different areas. For example, within Vancouver City, both Shaughnessy and the West End are considerably below the city average but for different reasons. In Shaughnessy 58.4 per cent of the families have wage-earner heads and this is because of the significant number who are self-employed. The West End, on the other hand, is a district which has long been favoured by older and retired people, and although the income of the family head is low, it is supplemented

TABLE 8. Family Composition: The Pattern in
Metropolitan Vancouver, 1961.

a. Young Families and Elderly Families

Sector	Total Families	Young Families		Elderly Families	
		No.	P.C.	No.	P.C.
I. Vancouver City					
A. University-Pt. Grey	4,824	109	2.25	895	18.55
B. Kerrisdale-Dunbar	5,796	73	1.25	1,174	20.25
C. Shaughnessy	13,454	278	2.06	2,621	19.48
D. West End	5,543	187	3.37	1,569	28.30
E. North Central					
1. E. Kitsilano	9,224	474	5.13	1,778	19.27
2. False Creek	4,900	258	5.26	1,024	20.89
3. Main-Victoria	8,323	424	5.10	1,286	15.45
F. East Vancouver					
1. N.E. Vancouver	10,035	379	3.77	1,550	15.44
2. E. Central	21,360	851	3.98	3,277	15.34
3. Fraserview	13,088	450	3.43	1,741	13.30
II. Burnaby New- Westminster					
A. Burnaby 1	9,695	416	4.29	1,028	10.60
B. Burnaby 2	9,005	323	3.58	1,049	11.64
C. Burnaby 3	7,285	320	4.39	1,034	14.19
D. New Westminster	7,900	353	4.46	1,264	16.00
III. North Shore					
A. West Vancouver	6,612	78	1.17	870	13.15
B. N. Vancouver (District)	9,835	187	1.90	794	8.07
C. N. Vancouver (City)	6,114	318	5.20	784	12.82
IV. Eastern Suburbs					
A. Coquitlam-Fraser Mills	9,521	447	4.69	811	8.51
B. Surrey N.	9,987	490	4.90	1,001	10.02
C. Surrey S.	9,393	353	3.75	2,427	25.83
V. Southern Suburbs					
A. Richmond W.	8,803	346	3.93	637	7.23
B. Richmond S.E.	1,833	64	3.49	197	10.74
C. Delta	3,563	168	4.71	420	11.78
Metropolitan Vancouver	196,300	7,363	3.75	29,257	14.90
Vancouver City	95,740	3,448	3.60	16,867	17.61

TABLE 9. Family Composition: The Pattern in
Metropolitan Vancouver, 1961.

b. Large Households and Households with Lodgers.

Sector	Total Households	Large Households		Households with Lodgers	
		No.	P.C.	No.	P. C.
<u>I. Vancouver City</u>					
A. University-Pt. Grey	5,451	595	10.91	500	9.17
B. Kerrisdale-Dunbar	6,349	559	8.80	484	7.60
C. Shaughnessy	15,803	1,470	9.30	1,110	7.02
D. West End	10,816	474	4.38	1,310	12.11
E. North Central					
1. E. Kitsilano	13,042	809	6.20	1,724	13.21
2. False Creek	8,642	518	5.99	1,256	14.53
3. Main-Victoria	10,359	1,053	10.16	1,598	15.42
F. East Vancouver					
1. N.E. Vancouver	11,004	1,262	11.46	987	8.96
2. E. Central	23,627	2,511	10.62	2,194	9.28
3. Fraserview	14,187	1,753	12.35	1,035	7.29
<u>II. Burnaby-New West'r.</u>					
A. Burnaby 1	10,114	1,247	12.32	749	7.40
B. Burnaby 2	9,730	1,088	11.18	450	4.62
C. Burnaby 3	8,042	806	10.02	382	4.75
D. New Westminster	9,218	1,063	11.53	1,000	10.84
<u>III. North Shore</u>					
A. West Vancouver	7,378	725	9.82	302	4.09
B. N. Vancouver (District)	10,433	1,188	11.38	344	3.29
C. N. Vancouver (City)	7,037	672	9.48	362	5.11
<u>IV. Eastern Suburbs</u>					
A. Coquitlam-Fraser Mills	10,183	1,514	14.86	374	3.67
B. Surrey North	10,830	1,556	14.36	372	3.43
C. Surrey South	11,072	1,279	11.55	450	4.06
<u>V. Southern Suburbs</u>					
A. Richmond W.	9,136	1,280	14.01	327	3.57
B. Richmond S.E.	1,998	361	18.06	99	4.95
C. Delta	3,938	588	14.93	143	3.63
Metropolitan Vancouver	228,598	24,594	10.75	17,567	7.68
Vancouver City	118,405	11,055	9.33	12,155	10.26

TABLE 10. Family Composition: The Pattern in
Metropolitan Vancouver - 1961.

c. Lodging Families, Large Families and
Children per Family.

Sector	Lodging Families		Large Families		Children per Family
	No.	P.C.	No.	P.C.	
<u>I. Vancouver City</u>					
A. University-Point Grey	92	1.9	127	2.6	1.4
B. Kerrisdale-Dunbar	101	1.7	105	1.8	1.3
C. Shaughnessy	176	1.3	295	2.2	1.3
D. West End	389	7.0	19	0.3	0.4
E. North Central					
1. E. Kitsilano	336	3.6	126	1.4	1.2
2. False Creek	356	7.3	67	1.4	0.8
3. Main-Victoria	574	6.9	246	3.0	1.3
F. East Vancouver					
1. N.E. Vancouver	242	2.4	300	3.0	1.3
2. E. Central	498	2.3	603	2.8	1.4
3. Fraserview	199	1.5	460	3.5	1.5
<u>II. Burnaby New West'r.</u>					
A. Burnaby 1	272	2.8	278	2.9	1.6
B. Burnaby 2	115	1.3	274	3.0	1.6
C. Burnaby 3	52	0.7	185	2.5	1.4
D. New Westminster	314	4.0	270	3.4	1.3
<u>III. North Shore</u>					
A. West Vancouver	43	0.7	150	2.3	1.5
B. N. Vancouver (District)	40	0.4	297	3.0	1.7
C. N. Vancouver (City)	51	0.8	185	3.0	1.5
<u>IV. Eastern Suburbs</u>					
A. Coquitlam - Fraser Mills	27	0.3	506	5.3	1.8
B. Surrey North	45	0.5	550	5.5	1.8
C. Surrey South	72	0.8	501	5.3	1.6
<u>V. Southern Suburbs</u>					
A. Richmond W.	35	0.4	349	4.0	1.8
B. Richmond S.E.	4	0.2	107	5.8	1.8
C. Delta	9	0.2	183	5.1	1.8
Metropolitan Vancouver	4,044	2.1	6,240	3.2	1.4
Vancouver City	2,957	3.1	2,330	2.4	1.2

TABLE 11. Family Composition: The Pattern in
Metropolitan Vancouver - 1961.

d. Widowed Persons

Sector	Widowed Persons	
	No.	P.C.
<u>I. Vancouver City</u>		
A. University-Pt. Grey	1,241	6.6
B. Kerrisdale-Dunbar	1,443	6.8
C. Shaughnessy	4,093	7.8
D. West End	3,212	12.7
E. North Central		
1. E. Kitsilano	3,661	10.1
2. False Creek	3,106	11.3
3. Main-Victoria	2,357	6.4
F. East Vancouver		
1. N.E. Vancouver	2,168	5.7
2. E. Central	4,531	5.6
3. Fraserview	2,576	5.1
<u>II. Burnaby-New Westminster</u>		
A. Burnaby 1	1,492	4.0
B. Burnaby 2	1,682	4.6
C. Burnaby 3	1,421	5.1
D. New Westminster	2,198	6.5
<u>III. North Shore</u>		
A. West Vancouver	1,405	5.5
B. N. Vancouver (District)	1,174	3.0
C. N. Vancouver (City)	1,353	5.7
<u>IV. Eastern Suburbs</u>		
A. Coquitlam-Fraser Mills	1,632	3.8
B. Surrey North	1,111	2.7
C. Surrey South	2,041	5.6
<u>V. Southern Suburbs</u>		
A. Richmond W.	929	2.9
B. Richmond S.E.	240	3.1
C. Delta	492	3.4
Metropolitan Vancouver	45,602	5.8
Vancouver City	28,244	7.3

TABLE 12. Family Composition Among Wage Earners. The
Pattern in Metropolitan Vancouver - 1961.

Sector	Families with Wage-Earner Heads		Average Wage and Salary Income	
	No.	P. C.	Family Head	Family
I. Vancouver City				
A. University-Pt. Grey	3,004	62.3	\$6,448	\$7,349
B. Kerrisdale-Dunbar	3,760	64.9	5,697	6,656
C. Shaughnessy	7,857	58.4	6,886	7,825
D. West End	3,257	58.7	3,911	5,178
E. North Central				
1. E. Kitsilano	6,121	66.4	3,974	5,069
2. False Creek	3,051	62.3	3,329	4,323
3. Main-Victoria	5,528	66.4	3,035	3,752
F. East Vancouver				
1. N.E. Vancouver	7,091	70.7	3,833	4,734
2. E. Central	15,293	71.6	4,042	4,928
3. Fraserview	9,719	74.3	4,347	5,279
II. Burnaby-New West'r.				
A. Burnaby 1	7,208	74.3	4,688	5,497
B. Burnaby 2	6,731	74.7	4,803	5,626
C. Burnaby 3	5,339	73.3	4,486	5,390
D. New Westminster	5,504	68.7	4,163	5,194
III. North Shore				
A. West Vancouver	4,133	62.5	7,215	7,985
B. N.Vancouver (District)	7,524	76.5	5,709	6,395
C. N. Vancouver (City)	4,447	72.7	4,632	5,503
IV. Eastern Suburbs				
A. Coquitlam-Fraser Mills	7,418	77.9	4,865	5,522
B. Surrey North	7,272	72.8	4,126	4,681
C. Surrey South	4,896	52.1	4,024	4,543
V. Southern Suburbs				
A. Richmond W.	7,132	81.0	4,646	5,414
B. Richmond S.E.	1,103	60.2	3,904	4,636
C. Delta	2,335	65.5	4,537	5,186
Metropolitan Vancouver	135,818	69.2	4,637	5,489
Vancouver City	64,159	67.0	4,408	5,366
N.B. "Wage Earners" include salary earners, so that these tables in effect relate to all <u>employees</u>				

by the employment of other family members. The North Central sector of the city shows a low index throughout in the proportion of wage-earner heads, but there are several tracts in this area which have high proportions of elderly families and widowed persons and it is possible that many of them are retired.

The inner suburbs are consistently above the city average of families with employee heads, and the income is also in the average range. The one exception to this is West Vancouver; incomes of employees are higher than the city average; and in addition there are a substantial number of self-employed people.

An inconsistent pattern shows in the outer suburbs in the proportion of families with wage-earner heads. This ranges from a low in South Surrey (52.1) where there are a considerable number of retired people, to a high of 81 per cent in Richmond West.

Differences of Socio-Economic Status (27)

There is no more significant basic dimension than that of occupational stratification, for it is a key to income distribution, educational levels, and many of the factors associated with social class. Occupational groupings fall far short of our exactness in measuring social class, unless much careful sub-division of some categories is undertaken. There are some

(27) Along with the section on Industry and Employment in Part I, these paragraphs are added by the director of the study, in view of the omission of a major section contribution on the Labour Force in the Metropolitan Region, which would have included discussions of the occupational structure in detail.

major differentials between professions and technicians, for example; and not all professions are of equal stature, notably in census counts which have to comprise many quasi-professions. Managers, equally, is easily a misleading category if it were assumed that all managers are of the executive level. The latter are actually a small minority of the total: in numbers the owners and operators of small stores, sales managers, and many other kinds of intermediate jobs which are termed "managers" and small-scale owners who are proprietors are included, sales staffs, again, are a very diverse group, and some are decidedly low-income workers: Services are even more diverse, and difficult to assign, though with professions excluded, lower-income occupations tend to predominate.

Table C. Occupational Levels: Male Heads of Families.

Metropolitan Vancouver and British Columbia, 1961.

Occupational Level	Numbers		Per Cent	
	Vancouver	British Columbia	Vancouver	British Columbia
A. Professional and Technical	16,020	27,742	10.5	8.9
B. Managerial and Proprietary	25,253	45,527	16.5	14.6
C. Clerical	10,164	16,100	6.6	6.2
D. Sales	12,257	18,670	8.0	6.0
E. Transport and Communications	13,571	27,052	8.9	8.6
F. Artisans, Craftsmen	50,037	102,967	32.7	32.9
G. Service (non-professional)	13,396	27,970	8.8	8.9
H. Primary	5,842	30,878	3.8	9.9
I. Labourers	6,462	15,633	4.2	5.0
Total	153,002	312,539	100	100

It is a very approximate measure to take the first four categories in Table C. (A to E) as middle class and "white collar"; the next three groups as "blue collar" manual or artisan class ("Working class" is not a favored North American term, though it exists in plentitude, especially if the lower-paid manual and service workers are included). With the qualifications already suggested, there is broad indication that something like 42 per cent, and not much more than 45 per cent, of families are middle class in the metropolis, at least 45 to 50 per cent working class, with the latter group divisible into "upper" and "lower" if enough supplementary data (not utilized here) were analyzed.

The proportions for the province are smaller for upper-income and white collar, perhaps 35 and not more than about 40 per cent, the manual and lower-income groups bulking larger at least 50 per cent and perhaps 60 per cent. This is judging it will be noted (Table C) for men who are heads of families only; this is the most representative group, though not enough of a really detailed picture of income and status levels were needed. Such a detailed picture is relevant, particularly for welfare purposes: families in which a woman is the parent, the most commonly in mind when "broken" families are referred to, being especially liable to dependency, and to child-rearing problems; and single men and single women, especially the aged, being another obvious group of potential welfare concern.

The rough guide provided by these figures must nevertheless be given consideration. For wide misunderstandings are current on the subject. One of the most characteristic is that "everybody is middle class nowadays." This may possibly be true of aspirations though the few intensive studies which include manual workers do not substantiate it: the facts of income, housing, educational level, opportunities for promotion, and above all the educational and vocational realities for "working class" children, do not support it at all. It must not be forgotten that unskilled work is the most subject to unemployment, irregularity, displacement by automation, increase of debt; that the "lower classes", no matter how unfavoured the term, include many deprived or disadvantaged group, including some immigrants, Indians, and other ethnic minorities, some pensioners, some widows, several "stranded" groups, whether geographically or socially. The location of them is one of the priority tasks of the welfare services. Like the rest of the material in Part II of this study, however, these are only "perspective" measurements.

There are more families of professional and technical level and more of managerial and proprietary status (proportionately speaking) in the metropolitan area than elsewhere. As might be expected also, the metropolis is the great "white-collar area". How far this is now divided in turn between suburbs and central city is indicated in other parts of this report. The great block of manual wage-earners is the out-

standing feature, however, and it is to be noted how metropolitan percentages in this respect parallel the provincial ones. By contrast, families of primary workers and unskilled labourers between them represent nearly 15 per cent in the province, 8 per cent in the city. The 8 per cent is not small in any absolute sense; 12,300 families is a large number, easily representative of 30,000 to 50,000 persons. It should be kept in mind when welfare statistics, particularly those of social assistance, are being reviewed. A large proportion of these people may be subject to unemployment, and a large number of the children may suffer from the educational disadvantages of low-income or insecurity; how many of them appear on the social assistance rolls, or are reached by other welfare services?

Chapter 5. Age Composition and Its Social Implications
Basic Components.

To analyze the patterns of the metropolitan area, extensive use was made of the social statistics compiled from the national census and issued in a large series of bulletins by the Dominion Bureau of Statistics. As in the preceding study of Social Welfare Region VI, the census years of 1951 and 1961 are used as "bench marks" with particular emphasis on 1961 as a still-recent base year. For this latter date, a multi-dimensional picture can be drawn of the metropolitan centre of British Columbia; indeed, only part of the material was utilized in the indices and tabulations selected for the present "Demonstration" study.

The age-distribution detail of the census tracts is now available in fifteen or more "steps" of five years. Only the last "step" is larger, covering from 70 years plus to 95 years plus. Although each of these "steps" may yield interesting information about the population, for purposes of analysis it is possible to combine them into groups which are more immediately definable in terms of social and welfare significance. There are many such combinations possible and the following selections are not considered to be exhaustive, although they do meet the primary purposes of the present study.

The first selection of significant groups is three-fold: (1) the bulk of infants and pre-schoolers (0 to 4), (2) the majority of school-aged children (5 to 14), (3) the older adolescents and young adults, some of whom may still be

attending educational or training institutions or who are in jobs for the first time; it includes also the young married families (15 to 24). There are several possible choices in dealing with the "middle" or "mature" or "working" sectors of the population, approximately 20 to 60 (discussed later). Finally, there is the now familiar group of elderly persons (65 and over), most of whom, though not all, are retired and nowadays all are in receipt of one pension or another by the age of 70; others have pensions or allowances earlier. In all of these groups separate figures are available for males and females, and there are obviously important differences to be taken into account here. (Tables 16 and 17). *

For comparison with previous studies, another selection includes four significant groups: - children (0 to 14); Teenagers (15 to 19); young adults (20 to 44) and the middle-aged or "working-ages" (45 to 64). These groups, together with the elderly (65 and over) are compiled for some major areas (Tables 13 a, b.) A further adaptation of age-groupings is used in a cross-classification with the marital status of the male population because of the welfare importance of men who are mostly heads of families. The age-groups are as follows: under 15; 15 to 19; 20 to 24; 25 to 44; 45 to 64 and 65 and over.

As mentioned earlier, detailed figures of the metropolitan area are available for 120 census tracts. It is possible and desirable, as explained in Chapter 1. to group these tracts into more manageable unit areas which have been subsequently
* Please note that the percentages compiled refer to the populations within the "sectors" or larger areas.

TABLE 13. Distribution of the Significant Age-Groups:
Metropolitan Vancouver and Other Areas, 1961.

a. Males

Age Groups	Vancouver City	Metropolitan Vancouver	Division 4	British Columbia	Canada
0 - 14	24.2	29.4	30.0	31.4	34.4
15-19	6.2	6.4	6.7	7.0	7.9
20 - 40	32.8	33.1	32.5	32.4	32.9
45 - 60	23.1	20.2	19.9	19.1	17.5
65 - Over	13.7	10.9	10.9	10.1	7.3
Totals	100	100	100	100	100
<u>Summary</u>					
Young Section	30.4	35.8	36.7	38.3	42.2
Middle Section	55.9	53.2	52.4	51.5	50.5
Old Section	13.7	10.9	10.9	10.2	7.3

b. Females

Age Groups	Vancouver City	Metropolitan Vancouver	Division 4	British Columbia	Canada
0 - 14	22.6	28.0	28.7	31.2	33.5
15 - 19	6.4	6.5	6.6	6.9	7.8
20 - 44	33.8	34.4	33.9	33.1	33.5
45 - 64	23.2	19.8	19.7	18.7	17.2
65 - Over	14.0	11.3	11.1	10.2	8.0
Totals	100	100	100	100	100
<u>Summary</u>					
Young Section	29.0	34.4	35.4	38.0	41.4
Middle Section	57.0	54.2	53.5	51.8	50.7
Old Section	14.0	11.4	11.1	10.2	7.9

TABLE 14. Comparative Summary Figures for Metropolitan
Vancouver and Other Areas.

Significant Age-Groups, 1961

Item	Vancouver City	Vancouver Metropolis	British Columbia	Canada
1. Infants in Male Population (Ages 0-4) P.C.	8.5	10.8	11.5	12.5
2. Infants in Female Population (Ages 0-4) P.C.	8.0	10.2	11.4	12.2
3. School-age Boys (5 - 14) P.C.	15.7	18.6	19.9	21.8
4. School-age Girls (5 - 14) P.C.	14.6	17.8	19.7	21.3
5. Adolescents and Young Adults (men) * P.C.	12.1	11.8	12.7	14.3
6. Adolescents and Young Adults (Women) * P.C.	13.1	12.5	12.8	14.4
7. Elderly (65 and over) in Male Population P.C.	13.7	10.9	10.2	7.3
8. Elderly (65 and Over) in Female Population P.C.	14.0	11.3	10.2	5.7

* Ages 15 - 24.

christened "sectors". With this major breakdown, it is then possible to describe more clearly the patters of the metropolitan area. (Tables 16 & 17)*.

It only remains, then to pick out those "areas of concentration" relative to the summary "average" of Vancouver City and thereby highlight the pattern of the metropolitan region with respect to its distribution of age-groups. These "areas of concentration" are obtained by selecting those sectors whose proportions vary significantly from the proportions of Vancouver City and arranging them in a descending order of "density". This use of the City mean figures, rather than the metropolitan average, not only points up the variable pattern of the region but also relates this pattern to the central City.

The district of "East Vancouver City" (1F) is included in all of these tables because it represents a large section of the metropolitan and City population - 21.6 per cent and 44 per cent respectively. Further, it is in itself an important social welfare "gauge" because these three sectors of the "East End" have a very numerous, homogeneous, rather high density bloc of moderate wage-earners.

The Infants (0 - 4 years)

Children under the age of five years are primarily the responsibility of their parents. However, they also have considerable social and welfare significance. They require, among other things, nursery schools and day care services for working mothers. The three and four year old children are

beginning to play with other children and need safe,adequate and appropriate play areas and recreational facilities. Safe, healthy, adequate and appropriate housing is also a critical need. How this affects the distribution of children throughout the region can be seen by comparing two areas; the West End and Richmond West. The West End is an older district in the central City which has now had a large number of its residential homes torn down and replaced by large apartment buildings. Many of these apartment blocks, whether with legal sanction or not, nevertheless exclude families with children. Most of them are so designed, moreover, that even without specific restrictions they exclude consideration for families with children for they are either too small or too expensive to rent, or both. Thus, as could be expected, the number of infants in the West End is very low, only 676 or less than 3 per cent of the 1961 population of this area (25,359).

Richmond West, a relatively "new" residential zone had, at the time of the 1961 census, no apartment blocks although "garden apartments" designed for families with young children are now being built here as they are being built elsewhere in the suburbs. In the main, however, most of the buildings in Richmond and other suburbs are relatively new homes built on "virgin" soil. It is no surprise then that in 1961, out of a population of 35,578 persons, more than 16 per cent, or 5,765 are infants and pre-school children under the age of 5 years.

Although the general distribution pattern is similar

for both male and female infants, there are more males than females in all sectors and this is particularly noticeable in the areas of concentration. Figures for both male and female infants show areas of high density in the suburbs and low density in the older districts of the central City as follows:-

<u>Infants in the Population</u> <u>Illustrative Districts</u>		
<u>a. Males</u>		
<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent</u>
Richmond W.	2,992	16.5
Surrey North	3,376	16.3
Delta	1,090	14.6
N. Vancouver District	2,827	14.5
Coquitlam-Fraser Mills	3,123	14.4
Shaughnessy	1,826	7.4
False Creek	610	4.2
West End	355	3.1
Vancouver City	16,192	8.5
E. Vancouver (City)	8,791	10.5
<u>b. Females</u>		
Richmond W.	2,773	15.9
Surrey North	3,114	15.6
N. Vancouver District	2,765	14.2
Coquitlam-Fraser Mills	2,923	13.9
Delta	986	13.8
Shaughnessy	1,645	5.9
False Creek	604	4.8
West End	321	2.3
Vancouver City	15,523	8.0
E. Vancouver (City)	8,445	9.9

For both the male and female infants, E. Vancouver shows a higher proportion than the rest of the City, but it is still less than the average for the metropolitan region.

The School Population (5 to 14 years)

The students and potential students in any community are of interest to all those concerned with the provision of

educational, training and recreational services and facilities. In a society which stresses the value of increased education, and makes re-training almost a certainty for tomorrow's employees through increased technological advances, an education of even twelve years cannot be considered a luxury, but is rapidly becoming a basic necessity. The location, size and cost of such facilities is partly determined by the number of students expected to use them. Thus, the distribution pattern of this age-group is of particular significance in planning such facilities. Projections based on the younger infant population are also of concern to such planning.

In the Metropolitan region, the distribution of this student body follows much the same pattern as does the infant group. The suburban sectors have a relatively high proportion of their population in this group, while the older sections of the central City have a low proportion, as follows:-

The School Population
Illustrative Districts.

<u>Areas of Concentration</u>	<u>à Males.</u>	<u>Number</u>	<u>Per Cent</u>
N. Vancouver District		4,666	23.9
Surrey North		4,877	23.5
Burnaby 1		4,236	22.8
Richmond W.		4,046	22.4
Delta		1,674	22.4
Shaughnessy		4,303	17.4
Main-Victoria		2,531	12.2
False Creek		875	6.0
West End		430	3.8
Vancouver City		29,692	15.7
E. Vancouver (City)		16,180	19.3

The School Population - continued.

b. Females.

<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent</u>
Delta	1,729	24.3
Surrey North	4,715	23.6
Richmond S.E.	869	23.2
N. Vancouver District	4,396	22.6
Richmond W.	3,871	22.1
Shaughnessy	4,312	15.6
Main-Victoria	2,300	14.3
E. Kitsilano	1,911	9.7
False Creek	888	7.0
West End	467	3.4
Vancouver City	28,462	14.6
E. Vancouver (City)	15,467	18.1

There are some differences in the proportions and absolute numbers of boys and girls in any one district. This is partly a reflection of the larger number of boys than girls in the metropolitan region (73,274 boys as opposed to 70,533 girls). Adolescents and Young Adults (15 to 24).

Most of the adolescent group are still in attendance at educational and training institutions, and as a result of social pressures, they continue their education to an older age than did their parents and grandparents. Thus, their significance to educators is increasing as efforts to provide sufficient and adequate facilities strive to keep up with the increasing demands. The development and location of institutions of higher learning is similarly affected by the size of this group.

School "dropouts", untrained and "looking for work" in a society already troubled by a high rate of unemployment, add to the increasing number of high school graduates also

looking for employment. Some of these young adults are married and form the "young families" of social and welfare significance. As could be expected, this group, when employed is frequently in receipt of low incomes relative to the average wage. The adolescent presents a continuing concern as well to law enforcement, childrens' aid and other welfare agencies, not only from a corrective and treatment perspective but in attempts to create preventative developmental programs.

The distribution of young men and women follows a much different pattern than those of infants and students. It is not nearly so sweeping in terms of urban and suburban distinctions. In the metropolitan region there are 49,610 young women, 46,623 young men, a difference of almost 3,000 more women. This difference is reflected generally with a few exceptions. For example, the University-Point Grey sector has 69 more young men than women, while areas like East Kitsilano, the West End and False Creek have many more women than men, 563, 828 and 962 respectively. Other areas of notable density are as follows:

Adolescent and Young Adult Population
Illustrative Districts.

a. Males

<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent</u>
New Westminster	2,605	15.5
University-Point Grey	1,345	14.8
Shaughnessy	3,413	13.8
E. Kitsilano	2,192	13.4
Richmond S. E.	528	13.2
West End	1,047	9.2

Adolescent and Young Adult Population - continued.

<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent</u>
North Vancouver District	1,745	8.9
False Creek	1,279	8.6
Vancouver City	22,993	12.1
E. Vancouver (City)	10,527	12.6

b. Females.

<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent</u>
New Westminster	2,981	17.7
False Creek	2,132	16.8
E. Kitsilano	2,755	13.9
Main-Victoria	2,204	13.7
West End	1,875	13.5
University-Point Grey	1,276	13.0
Delta	782	11.0
Surrey South	1,992	11.0
W. Vancouver	1,294	9.8
N. Vancouver District	1,744	9.0
Vancouver City	25,457	13.1
E. Vancouver (City)	10,754	12.6

The Elderly. (65 and Over)

The distribution of the elderly population is particularly significant for welfare considerations, notably: pensions, housing, the service or location of Neighbourhood Houses, chronic care hospitals, nursing and boarding homes, etc. The Metropolitan Vancouver area has a particularly high proportion of the elderly from almost any comparative viewpoint. For example, in 1961 the percentage of older people living in the metropolitan area is significantly higher than the percentage of elderly persons in British Columbia or Canada as follows:-

	<u>Vancouver</u> <u>City</u>	<u>Metro</u>	<u>British</u> <u>Columbia</u>	<u>Canada</u>
Percentage of elderly in the male population	13.7	10.9	10.2	7.3
Percentage of elderly in the female population	14.0	11.3	10.2	5.7

No doubt a lot of people retire to the milder climate of Vancouver coming not only from other parts of British Columbia but also from the East and the Prairie Provinces. Moreover, British Columbia has been a frontier area which has attracted large immigrant groups during the last part of the 19th century and again during this century. Although many immigrants were in family groups, many more, such as the Chinese who were brought over to build the railroads, were single or left their families behind. Although some of these immigrants may have returned to their native lands, most of them stayed here to live out their lives. With respect to the elderly Chinese, it is significant that in that area known as "Chinatown" there were 1,599 men over the age of 65 and only 232 women. As percentages of their respective male and female populations this represents 29 per cent and 7.8 per cent respectively. This is a special example of age and sex factors in common with considerable welfare significance. It is also an example of what happens when an age group "bulge" moves up over the years; for these old men were the young coolie workers of fifty years ago.

In the Metropolitan area, the elderly clearly favour

certain residential districts and parts of the suburban outer areas.

The Elderly Population
Illustrative Districts.

a. Males

<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent.</u>
White Rock	1,146	37.4
False Creek	3,538	24.1
West End	2,552	22.3
Main-Victoria	3,955	19.0
Surrey South *	3,214	17.4 *
Surrey North	1,349	6.5
N. Vancouver District	1,027	5.3
Richmond W.	830	4.6
Vancouver City	25,947	13.7
E. Vancouver (City)	7,993	9.5

b. Females

<u>Areas of Concentration</u>	<u>Number</u>	<u>Per Cent</u>
White Rock	1,115	32.9
West End	3,440	24.7
False Creek	2,352	18.5
E. Kitsilano	3,589	18.1
Shaughnessy	4,237	15.3
Surrey South *	2,699	14.9 *
N. Vancouver District	1,161	6.0
Surrey North	1,158	5.8
Richmond S. E.	201	5.4
Richmond W.	822	4.7
Vancouver City	27,295	14.0
E. Vancouver (City)	9,349	10.9

* Includes White Rock.

It is easily seen that, except for White Rock, the elderly people have located largely in the central area of Vancouver, particularly in the West End and North Central sectors. This shows up both in number and in proportions. Older people move to the suburbs less readily than their younger neighbours.

* Includes White Rock.

They also naturally stay in houses they own or have lived in a long time. Most of these were built in the central areas. There are more elderly women than elderly men, and there is some indication that aged widows have a proportion of better-off persons in their ranks who are living in the higher-income residential areas.

The "Middle", "Mature", or "Working" Population (25 to 64).

For several reasons, this group is of considerable social and welfare significance; some of these reasons are considered here. The tables of figures utilized have been compiled from the Census Bulletins but have not been reproduced in the text or appendix. The group includes almost one-half of the total metropolitan population (379,532) and is made up of almost equal numbers of men (188,340) and women (191,192). Of all the married people in Metropolitan Vancouver, 80 per cent of them are in this age-group. As might be expected, there are differences in the marital patterns of men and women. In general, women tend to marry at an earlier age than do men. This is particularly evident in the younger age-groups; for example, there are 14,393 married women and only 6,841 married men between the ages of 20 and 24 years. It is also marked in the 25 to 34 years age-bracket in which only 41,301 men are married compared to 45,082 women. The pattern is continued in the 35 to 44 group where married women outnumber married men 51,890 to 47,808. However, this pattern is reversed in the age-group 45 to 64 where married men number 67,307 and married women number only 59,934.

Among the unmarried population, there are more single men than single women in each age-group from 20 years up to 64 years. In the younger age-groups this is particularly evident as in the 25 to 34 years section which includes 12,284 single men and only 6,657 single women. In the older group between 35 and 64 however, there is not so large a disparity (14,704 single men and 11,510 single women).

With respect to the widowed population, many of whom still have family responsibilities, there are three times as many widows as there are widowers in the metropolitan area. Between the ages of 35 and 64 there are 2,365 widowers but there are 11,839 widows. The divorced population does not show quite as much a difference between the sexes. In fact, between the ages of 25 and 64 there are 2,493 divorced men and 3,920 divorced women. Together this "middle" section comprises almost three-quarters of the total metropolitan divorcee population.

Although the census category of households is not identical with that of families, since it also includes some non-family occupants, they are similar. For example, there are in Metropolitan Vancouver some 200,000 families, of whom 135,818 have wage-earner heads. This agrees quite closely with the number of household heads who are also wage-earners (142,437). Taking note of this discrepancy, there are some interesting statistics available such as: of all the male wage-earners in Metropolitan Vancouver, the average wage in 1961 was \$4,221; of all household heads, approximately 92 per cent were in the age-group

25 to 64; and of this latter group, more than 86 per cent had incomes over \$3,000 and most of them were in the \$3,000 to \$5,000 bracket, and only 50 per cent of those household heads over 65 years had wages in excess of \$3,000. The females in this category, although a relatively small proportion of the total, still numbered some 14,149 of whom approximately 12,400 are between 25 years of age and 64 years of age. These figures do not take into account other incomes and conclusions and speculations about them must be guarded, however, it seems reasonable to state that other incomes might well parallel, in proportion, wages and salaries. If this is so, then it may be concluded that a significant number of families are either attempting to subsist on sub-marginal incomes, or are being aided by some form of public income-maintenance scheme.

Some Comparative Areas.

The age distribution patterns of Metropolitan Vancouver, when compared with those of British Columbia and Canada, is of considerable social and welfare implication. In all of the major age groups, except one (20 to 44) British Columbia proportions are either less than those in Canada and greater than those in Metropolitan Vancouver, or greater than those in Canada and less than those in Metropolitan Vancouver. For example, the proportion of male children aged 0 to 14 years in Canada is 34.4 per cent; in British Columbia 31.4 per cent and in Metropolitan Vancouver 29.4 per cent. Although there are some differences, this pattern is similar for the female members of the population.

TABLE 15. Age-Groups of Heads of Households Metropolitan Vancouver and British Columbia

a. Male Heads of Households

Age	Marital Status of Heads of Households				Total	
	Married	Widowed	Divorced	Unmarried	Number	P.C.
Metropolitan Vancouver						
Under 25 Years	3.2	*	0.6	9.1	6,325	3.3
25 - 34 Years	21.2	0.8	9.2	24.4	39,285	20.7
35 - 64 Years	61.4	25.0	78.0	44.5	113,659	59.9
65 Years and Over	14.2	74.2	12.2	22.0	30,535	16.1
Total	100	100	100	100	189,804	100
British Columbia						
Under 25 Years	3.7	*	0.5	9.7	15,204	3.9
25 - 34 Years	21.6	0.8	8.4	21.3	81,910	20.9
35 - 64 Years	60.5	25.7	75.3	44.3	230,644	58.8
65 Years and Over	14.2	73.5	15.4	24.7	64,441	16.4
Total	100	100	100	100	392,199	100

* Less than one-tenth of one per cent.

b. Female Heads of Households

Age	Marital Status of Heads of Households				Total	
	Married	Widowed	Divorced	Unmarried	Number	P.C.
Metropolitan Vancouver						
Under 25 Years	4.4	0.1	1.2	13.2	1,368	3.5
25 - 34 Years	16.0	1.1	15.3	20.8	3,325	8.6
35 - 64 Years	66.0	38.6	77.2	49.9	18,688	48.2
65 Years and Over	13.6	60.2	6.3	16.1	15,413	39.7
Total	100	100	100	100	38,794	100
British Columbia						
Under 25 Years	4.5	0.1	1.5	14.2	2,348	3.5
25 - 34 Years	16.0	1.2	15.1	18.9	5,237	7.8
35 - 64 Years	65.7	39.1	76.8	48.3	32,039	47.6
65 Years and Over	13.8	59.6	6.6	18.6	27,711	41.1
Total	100	100	100	100	67,335	100

The next age-group (15 to 19) has a spread of less than 2 per cent between the high of Canada (7.9) and the low of Vancouver City (6.2), indicating a proportionately fewer young people in the metropolitan area than in the rest of British Columbia and Canada. As mentioned above, the 20 to 44 age-group has a slightly different pattern insofar as while the metropolitan area has the highest proportion of these "young adults", British Columbia has a somewhat lower proportion than does Canada. However, this group, which together with the next includes most of the married population, as well as comprising the main working group, is about equal in importance everywhere and is close to 33 per cent of the population. The next group which comprises those between the ages of 45 and 65 years, shows a slightly higher proportion, relative to the other areas, in Metropolitan Vancouver. This is particularly evident in the "core" city wherein 23.1 per cent of the population are in this age-group, as compared to 19.1 per cent in British Columbia and only 17.5 per cent in Canada. In ten years time this group will be swelling the ranks of the elderly population, which is already relatively high when compared with the other areas. In 1961 there were almost twice as many elderly persons, proportionately, in Vancouver City as there were in the rest of Canada. Vancouver City then had 13.7 per cent of its male population over the age of 65; Metropolitan Vancouver had 10.9 per cent; British Columbia had 10.1 per cent; while the rest of Canada had only 7.3 per cent. The difference between the Vancouver

City figures and the figures for Metropolitan Vancouver point out the metropolitan distributional pattern and shows that the suburbs have far more young people and fewer old persons than does the "central" city. It is apparent from these figures that the population of Metropolitan Vancouver is relatively older than the population in other areas, and will quite likely continue in this pattern.

TABLE 16. Children and Youth as Percentages of Total
Population, Comparison of Main Urban and
Suburban Sectors: Metropolitan Vancouver, 1961.

Sector	0 - 4 Years		5 - 14 Years	
	Males	Females	Males	Females
<u>I. Vancouver City</u>	8.5	8.0	15.7	14.6
A. University-Pt. Grey	8.0	7.7	18.8	16.5
B. Kerrisdale	8.0	7.1	18.9	16.0
C. Shaughnessy	7.4	5.9	17.4	15.6
D. West End	3.1	2.3	3.8	3.4
E. North Central	7.8	7.7	11.1	10.5
1. E. Kitsilano	8.0	6.6	12.4	9.7
2. False Creek	4.2	4.8	6.0	7.0
3. Main-Victoria	9.2	11.3	12.2	14.3
<u>F. E. Vancouver City</u>	10.5	9.9	19.3	18.1
1. N.E. Vancouver City	10.3	9.8	17.4	16.8
2. E. Central	10.8	10.1	18.6	17.6
3. Fraserview	10.1	9.5	21.7	19.8
<u>II. Burnaby-New Westminster</u>				
A. Burnaby 1	12.6	11.6	22.8	21.3
B. Burnaby 2	11.7	11.6	19.9	20.9
C. Burnaby 3	10.9	10.7	21.5	19.2
D. New Westminster	13.8	7.4	17.9	17.3
<u>III. North Shore</u>				
A. W. Vancouver	9.4	8.8	21.6	20.1
B. N. Vancouver (District)	14.5	14.2	23.9	22.6
C. N. Vancouver (City)	11.9	11.3	19.8	17.7
<u>IV. Eastern Suburbs</u>				
A. Coquitlam-Fraser Mills	14.4	13.9	21.2	20.7
B. Surrey North	16.3	15.6	23.5	23.6
C. Surrey South	11.4	11.2	20.8	19.6
<u>V. Southern Suburbs</u>				
A. Richmond W.	16.5	15.9	22.4	22.1
B. Richmond S. E.	13.0	13.7	21.3	23.2
C. Delta	14.6	13.8	22.4	24.3
Metropolitan Vancouver	10.8	10.2	18.6	17.8

TABLE 17. Young Adults and the Aged as Percentages of Total Population. Metropolitan Vancouver, 1961

Comparison of Main Urban and Suburban Sectors.

Sector	15 - 24 Years		65 - Over.	
	Males	Females	Males	Females
I. <u>Vancouver City</u>	12.1	13.1	13.7	14.0
A. University-Point Grey	14.8	13.0	11.0	13.9
B. Kerrisdale-Dunbar	13.1	11.7	12.3	14.8
C. Shaughnessy	13.8	12.4	13.9	15.3
D. West End	9.2	13.5	22.3	24.7
E. North Central	11.5	14.6	20.0	15.8
1. E. Kitsilano	13.4	13.9	13.9	18.1
2. False Creek	8.6	16.8	24.1	18.5
3. Main-Victoria	10.3	17.7	19.0	10.7
F. E. Vancouver City	12.6	12.6	9.5	10.9
1. N.E. Vancouver City	12.4	12.9	10.6	11.0
2. E. Central	12.5	12.4	9.7	11.7
3. Fraserview	12.8	12.6	8.5	9.6
II. <u>Burnaby-New Westminster</u>				
A. Burnaby 1	12.2	12.4	7.2	7.9
B. Burnaby 2	12.1	12.0	8.2	8.7
C. Burnaby 3	12.0	11.4	9.5	10.2
D. New Westminster	15.5	17.7	10.5	11.9
III. <u>North Shore</u>				
A. W. Vancouver	12.1	9.8	8.4	11.0
B. N. Vancouver (District)	8.9	9.0	5.3	6.0
C. N. Vancouver (City)	13.0	12.9	8.4	10.0
IV. <u>Eastern Suburbs</u>				
A. Coquitlam-Fraser Mills	10.8	12.3	7.0	8.3
B. Surrey North	10.3	11.9	6.5	5.8
C. Surrey South	10.9	11.0	17.4	14.9
V. <u>Southern Suburbs</u>				
A. Richmond W.	10.7	11.9	4.6	4.7
B. Richmond S. E.	13.2	12.9	6.8	5.4
C. Delta	11.6	11.0	8.0	7.1
Metropolitan Vancouver	11.8	12.5	10.9	11.3

Chapter 6. Indices of Stability and Vulnerability:
Some Auxiliary Social Measurements.

A Metropolitan area has many people, diverse in status, interests and outlook. A basic approach in analyzing and understanding a community is to discover how much consensus there is, or to what extent there is acceptance of a common set of norms and values. What are the "majorities" and the "minorities", however they may be defined? Some are clear-cut, others are vague or subtle. Residential stability or mobility, and heterogeneity or homogeneity of the population are two aspects of urban and industrial life which are obviously relevant to welfare needs and potential welfare liabilities. These two aspects of an area's stability or vulnerability will now be discussed with respect to the sectors of Metropolitan Vancouver using a sample of "Auxiliary Social Measurements." As in the previous sections, it will be recognized that (a) no index is sufficient by itself, (b) one index may be interpreted in more than one way, (c) other index data might also be brought into this kind of study.

Criteria of Stability and Vulnerability:

There are many kinds of mobility - geographical, occupational, and social. Residential mobility is a good starting point, although it is more common today than it was a generation ago. Nevertheless, mobility influences interpersonal relations by limiting continuous social action. Individuals establish friendships, church and club associations

in a settled community and a high degree of mobility disrupts these ties.

The indices examined in this study to indicate this kind of mobility include: (a) recent occupancy of the house (less than one year) which was one of the questions asked on the last census, and (b) a more basic factor - the number of recent immigrants. The immigration period 1946 to 1961 was chosen from the census possibilities as this is representative of the post war influx. There are differences between immigrants who have only been here five years and those who have been here twenty-five years. The former may be less rooted in the community and a resident there because of low rent. A growing number may be found in certain areas as houses are turned into suites. An immigrant may also be in an area because friends or relatives of the same race or nationality are located nearby. Recent immigrants of all kinds are people not only adapting to a new area, but also facing a new culture.

The number of tenant-occupied dwellings has a bearing on mobility as both cause and effect, thus it was another index chosen in this study. Rental housing indicates impermanency for some groups. For example, many young couples rent temporarily before establishing a home. It is also easier to move from one apartment to another when searching for a suitable one. A young family may be forced to move when they have children, thus rental units are necessarily more short-term for them. Before the war, more than 60 per cent of all housing

in Vancouver was rented and this was the common way of finding accomodation. It applied to single housing, not just to apartments. Indeed, apartments were a small part of the total housing stock. Since the war more people, especially new families, have embarked on home-ownership because of increased incomes and lowered down-payments. The index measuring the number of residences older than forty years also shows mobility, as these homes are frequently broken up into suites or rooms for rent. In some areas, these older residences have deteriorated or been converted, providing cheap but often unsatisfactory housing. Low rent is the predominant factor in drawing people to a district and a low income may keep them there. If the residents would rather live elsewhere, but due to these factors are "trapped", this is important in planning for citizen involvement in community activities or neighbourhood organization. Mobility or short term residence is not necessarily bad, but it may be symptomatic of welfare needs in an area, especially when correlated with other factors.

It has been stated that economic stability including income, regularity of employment, and grade of work determines the rent-paying capacity of people and thus is a factor in their choice of neighborhood. Other elements in the stability or vulnerability of an area might be the degree and type of homogeneity or heterogeneity found there. Every community has elements of conflicts and these can emphasize the differences between groups and minimize their similarities. These conse-

quences influence participation in social inter-action and thus the stability of an area. There are many kinds of minorities and they may not necessarily raise issues of adjustment, discrimination, or conflict. They usually have, however, some cultural and possibly socio-economic implications, thus some indications of minority groups were selected from the census indices. These include such factors as ethnic, language, and religious differences.

Compilation of the number of people not of "Canadian" stock was possible from the census data. This serves to indicate the extent of minority nationality groups in an area which could be pertinent for welfare planning when combined with other indices. On the other hand, it must be noted this is limited as there are differentials between people in the majority groups.. All "Anglo Saxons" are not of equal incomes or all persons of British origin are not in white-collar vocations. A possible barrier to occupational or economic stability could be language. Compilations were therefore made of the percentage of the population in various sectors of Metropolitan Vancouver whose mother tongue is neither English nor French. (Fundamentally in Vancouver this means English as there are few French settlements).

Religious participation can be both an integrating and a disorganizing force in a community. For example, membership in a particular denomination may hold an immigrant group together and provide them with a buffer against the new world.

TABLE 18. Main Ethnic Stocks: Comparative Distribution in
Metropolitan Vancouver and British Columbia, 1961.

Ethnic Groups	Metropolitan Vancouver		British Columbia
	Number	P.C.	P.C.
Native Indians (a)	2,337	.3	2.4
British Origins	491,084	62.1	59.4
French Origins	30,507	3.9	4.1
"Canadian Stocks"	521,591	66.0	63.5
Germanic and Scandinavian	96,196	12.2	12.1
Northwest European (b)	23,946	3.0	3.7
Slavic and European (c)	40,897	5.2	6.4
Other European (d)	63,690	8.1	7.6
"Continental European"	224,529	28.5	29.8
Orientals	25,729	3.2	2.5
Others and Unstated	15,989	2.0	1.8
Totals	790,165	100	100
(a) Includes a small number of Eskimos (b) Includes Dutch (c) Includes Polish, Russians and Ukrainians. (d) Includes Italians, Jewish, and "Other European" origins from Census Tract.			

It can also provide a group with differences which are bases for intolerance and discrimination by others. The percentages of the population belonging to the lesser religious denominations are shown in Table 22. It should, of course, be remembered here that the census recording may be superficial; it does not separate active religious practitioners from those who use enter a "conventional" religion.

Another index used in an attempt to measure the degree of stability and vulnerability in the various metropolitan sectors is the level of educational attainment. The census recorded the highest grade attended for the population over four years of age attending and not attending school. The index indicating the number of persons with only elementary education, who are not attending school, was selected for the study. It would be unwise to draw too many conclusions from the educational level recorded for everybody through the census, but a level which indicates only elementary education, cannot be denied significance. Education influences all aspects of living, and plays a significant role in income, occupational, and community stability. The percentage of the population with elementary education is recorded in Table 23. This index was selected because the person who has only finished "grade school", or has not had more than a few years of elementary education, is handicapped in the modern world. This is particularly true in the labour market as increasing automation takes over the tasks formerly done by unskilled or semi-skilled

TABLE 19. Main Religious Affiliations. Comparative Distribution in Metropolitan Vancouver and British Columbia, 1961

Religious Group	Metropolitan Vancouver		British Columbia
	Number	P.C.	P.C.
Roman Catholic	129,120	16.3	17.5
Church of England	177,251	22.4	22.5
United Church	242,010	30.7	31.0
Other Denominations	241,784	30.6	30.0
Total Population	790,165	100	100

TABLE 20. Official Language: Comparative Distribution in Metropolitan Vancouver and British Columbia, 1961.

Official Language	Metropolitan Vancouver		British Columbia
	Number	P.C.	P.C.
English Only	750,086	94.9	95.3
French Only	1,254	.2	.2
English and French	30,870	3.9	3.5
Neither English nor French	7,955	1.0	1.0
Total Population	790,165	100	100

people. This index will likely correlate with unskilled labourers and some immigrant groups from countries lacking comprehensive education.

Indications of Stability.

Residential mobility is obviously related to the degree of stability in any specific district, whether urban, suburban, or rural. This relationship between residential mobility and stability is evidenced in the various concentrations of owner-occupied dwellings, whereas the reverse is true for most rental housing. In the Kerrisdale-Dunbar sector an unusually high proportion (92.9 per cent) of the families reside in homes they themselves own (or are still purchasing on mortgage), reflecting a high degree of stability. Only 448 (7.1 per cent) of the homes in this district are tenant-occupied, which is considerably less than the corresponding figure in Vancouver City (39.2 per cent). Other stable residential areas are University-Point Grey, and Shaughnessy, where nearly 80 per cent of the homes are owner-occupied; but the same percentage is also true of East Vancouver, even though these are much more modest and often small houses.

In the suburban sectors of the metropolitan area, residential mobility generally appears to be relatively low. This pattern is not surprising considering that people frequently move to the suburbs to buy a house. Low down-payments and long-term mortgages make this goal feasible for many families, plus the fact that housing is often hard to find in the older areas.

TABLE 21. Some Indications of Mobility: Main Urban and Suburban Sectors, Metropolitan Vancouver, 1961.

Sector	Recent Occupancy (a)	Recent Immigrants (b)	Tenant-Occupied Dwelling	Older Residences (c)
I. Vancouver City	18.0	15.3	39.2	23.5
A. University-Pt. Grey	12.2	13.1	22.2	5.6
B. Kerrisdale-Dunbar	6.7	9.8	7.1	-
C. Shaughnessy	12.6	10.0	23.8	8.8
D. West End	32.7	20.8	88.5	29.2
E. North Central	26.4	20.5	64.6	44.8
1. East Kitsilano	26.0	19.2	58.8	28.7
2. False Creek	31.0	16.3	83.2	48.7
3. Main-Victoria	23.3	25.0	56.4	61.7
F. East Vancouver	12.7	14.0	22.1	16.2
1. North East	13.3	17.2	20.8	17.8
2. East Central	12.7	13.6	22.4	20.0
3. Fraserview	11.7	12.3	22.5	8.6
II. Burnaby New West'r.				
A. Burnaby 1	14.4	8.6	16.1	5.2
B. Burnaby 2.	16.4	8.6	22.6	5.6
C. Burnaby 3.	11.0	8.3	20.9	4.1
D. New Westminster	18.7	9.1	37.4	28.1
III. North Shore				
A. West Vancouver	14.1	13.6	14.1	3.1
B. N.Vancouver (District)	14.7	11.6	13.4	3.3
C. N.Vancouver (City)	20.3	12.9	35.3	16.1
IV. Eastern Suburbs				
A. Coquitlam-Fraser Mills	18.6	7.4	16.3	5.8
B. Surrey North	18.6	8.8	18.3	-
C. Surrey South	16.4	8.2	16.1	5.0
V. Southern Suburbs				
A. Richmond West	17.7	12.8	18.1	1.4
B. Richmond S.E.	10.3	12.9	26.9	-
C. Delta	15.8	10.7	20.2	7.3
Metropolitan Vancouver	17.3	12.5	30.3	16.2

(a) Dwellings occupied less than one year by the residents.

(b) Immigrants to Canada from 1946 to 1961.

(c) Residences built before 1920 (i.e. at least forty years old).

West Vancouver and North Vancouver, as might be expected, are home-purchase areas, with less than 15 per cent of their dwellings occupied by tenants. North Vancouver City, which is much older as a residential area than the now outlying district, is quite different from its neighbours, the amount of rental housing being much higher. Burnaby has a high proportion of home-owner residents: nearly four-fifths of the houses are owner-occupied. Another older suburb, New Westminster, has 37 per cent of its dwellings tenant-occupied: this is considerably higher than its adjacent municipality, Burnaby, where much new building has occurred in recent years. (New building in New Westminster is something of a rarity because it is a small and compact municipality, with few vacant sites). The Burnaby figure is below the Vancouver City percentage but above that for Metropolitan Vancouver where 30 per cent of all dwellings are rented. The newer suburbs, located to the east and south, all have relative stability with respect to this particular mobility index. The homes in these suburbs are of a lower value than those in the two North Shore sectors which show low residential mobility. This feature is certainly associated with other differing economic and social characteristics of the population of the areas.

Sectors with homes of high value contain families with relative economic security, as income determines what a family can afford to pay for accommodation. The proportion of owned homes as a stability factor becomes more meaningful when

when combined with the value of these residences. The median value of dwellings for all Vancouver City (1961) is \$13,800. University-Point Grey has the highest median value above this, as high as \$31,500 (which of course permits very much higher value of this in the brackets above the median). The University-Point Grey average is however, well above the next ranking sector, which is West Vancouver. This latter area has dwellings with a median value of \$23,000, and is followed closely by Shaughnessy. The next in order, somewhat surprisingly, considering its high proportion of old properties, is the West End. Kerrisdale-Dunbar, with their high proportion of owner-occupied dwellings valued at \$16,000, probably has a less extensive range above and below the median: it can certainly be described as substantially a middle-class district. North Vancouver District has dwellings of much the same value as Kerrisdale-Dunbar but in North Vancouver District 40 per cent more of the owners report holding a mortgage. Kerrisdale-Dunbar has been built up for many more years than the latter. In the Northern and Central areas of Burnaby, the median values of the dwellings are slightly higher than the average for Vancouver City. The City average is weighted somewhat downward by its large numbers of small and somewhat old houses. Burnaby has more new ones.

Income is a determining factor in the individual's choice of neighbourhood. Stable communities evidently contain families with financial and occupational security. The average

income of wage-earner families, and the percentage of the male labour force who are unemployed are two indices denoting this type of security. It must be noted that the average wage income excluded people owning their own business (including small shop proprietors) and persons who are self-employed (including many professions). The North Shore suburb, West Vancouver, is outstanding as high middle-class, executive and professional, with the highest wage income (\$7985) in the metropolitan area. Total incomes, of course, may be much higher. It is followed closely by Shaughnessy and University-Point Grey with average wage incomes of \$7825 and \$7349, respectively: here again these are partial indexes only. These sectors, however, are well above the City of Vancouver mean of \$5366. Kerrisdale-Dunbar show up as economically stable communities, with average wage income at \$6656. North Vancouver District and North Vancouver City, neighbouring sectors, differ considerably. The wage-earner families in North Vancouver District have an income of \$6395, while those in the City earn only an average wage of \$5503. This latter figure is characteristic of the incomes in Burnaby, Coquitlam-Fraser Mills, and Richmond West, indicating upper brackets of wage-earners and some "white-collar".

Less than 2 per cent of the male population of Shaughnessy, as a proportion of the labour force, are "looking for work". Some - perhaps almost all- of these are young men and women seeking their first jobs. The City average is over

7 per cent which means 11,590 men without jobs. Some proportion of these, of course may be irregularly and seasonally unemployed men; the figure does not necessarily measure long-term or permanent unemployment. It seems high, nevertheless, and locations of the major unemployed groups are probably significant. It is helpful to start first with this figure (where low), as a negative indicator. University-Point Grey, and Kerrisdale-Dunbar have a very high ratio of employed family-heads: they contribute very few to the list of the "unemployed" in the metropolitan area. Two other sectors within the city fall well below this average; Fraserview (south eastern part of the City), and the West End. Both of these areas have just over 3 per cent of their male population unemployed. "East Central" and "East Kitsilano" are only slightly below the city average: each of these has a large number of retired persons, whether compulsorily or voluntarily, no longer "looking for work".

West Vancouver has only 2.4 per cent of its male labour force returned as unemployed in this sense, closely followed by North Vancouver District: there are many older retired persons in these areas also.

Economic security and the stability of an area should certainly be examined in relation to the level of education achieved by its population. Education and technical training are becoming, as never before, important in this age of specialization. Vocational training in more and more fields requires at least some high-school education as a prerequisite. Individuals with

only elementary education are therefore not only limited with respect to employment opportunities but also limited with respect to learning a skill valuable in modern industry. Over one-fifth of the population in Vancouver City are seemingly limited for employment in today's labour market by an inadequate amount of schooling. They are almost certainly among the older section of the working force (not necessarily the elderly): but this is a high figure, and the location is revealing.

Starting with the negative index first, there are few adults in the sectors of West Vancouver, and University-Point Grey with educational handicaps. West Vancouver shows 6.7 per cent of its population with only elementary education; University-Point Grey has only 7.3 per cent. Kerrisdale-Dunbar and Shaughnessy are also communities with an above-average number of better-educated residents. "East Kitsilano" and "Fraserview" contain slightly lower proportions of elementary-educated citizens than the City of Vancouver: but the actual number of these people (47,900) in the two districts is still considerable.

On the whole, the suburban dwellers have more education than the city residents taken as a benchmark. North Vancouver District ranks close to the previously mentioned West Vancouver figure. Burnaby, North Vancouver City, Coquitlam-Fraser Mills, North Surrey, and Delta all reflect similarities with the City in this factor, with a little less than one-fifth of their adult population at elementary- education levels. The

western sector of Richmond, newer and younger, has only 12 per cent of its population in this category.

Education dictates employment opportunities and the stability of employment. This shows most clearly in the areas containing few individuals with only elementary education, which also have a low proportion of labourers. "Labourers" include men in unskilled work but are a partial index since they exclude primary occupations such as loggers. University-Point Grey, Kerrisdale-Dunbar, and Shaughnessy show minimal indices, as do West Vancouver and North Vancouver District. The West End, Burnaby, Richmond West, and Delta show small figures also.

This section of the study has outlined the sectors of Metropolitan Vancouver which may be described as stable. Indices reflecting high economic security point to University-Point Grey, Shaughnessy, and Kerrisdale-Dunbar as the outstanding districts. The North Shore suburbs also rank high. Burnaby on the whole is closer to the Vancouver City averages which are weighted by the large proportions of lower and middle wage-earners in the eastern sectors.

Indications of Vulnerability.

Vulnerable sectors in the metropolitan area are of particular interest to several professions, particularly social workers and community planners. Indices representing the proportion of a sector's population who are highly mobile and the proportion having a low degree of economic security were chosen

to illustrate vulnerability. The rationale for the indices selected has been previously set out.

Vancouver's West End has many persons who have resided in the area for less than one year. The newcomers are as much as 32.7 per cent of the total population and this represents over 3500 persons. It does not follow that all recent residents are in need, of course, but the characteristic generally has some significance for the types of social work service required when other factors are present. For example, Gordon Neighbourhood House serves to bring people together in a great variety of group activities: some of the clientele are "unattached" persons, recent arrivals, etc. The West End is unique in many ways and its high rate of residential mobility is a notable characteristic. This area was formerly one of Vancouver's finest residential areas, but deteriorated, causing many owners to subdivide the homes into suites or to sell to builders and real estate firms who erected apartments. Within the past decade, construction of high-rise apartments has added to the diversity of accommodation available in this centrally-located sector. It is fundamentally a tenant area now, even more than before the war: over 83 per cent of the of the units are tenant-occupied. Before the West End can be called a vulnerable area, however, it must be recognized that there are many kinds of mobility. The shiftless, rootless transient is a very different character from the individual who is mobile because of his occupation, or because of his youthful striving for independence. Most of the types of rebuilding in the West End is directed towards the middle and upper income groups

to the exclusion of many of the poor and unstable. Its central location and its proximity to attractive beaches makes the West End a popular area for residence.

Residential mobility is characteristic of all three sub-sectors of North Central Vancouver. "False Creek" is an area with old deteriorated housing; nearly half the homes were built before 1920, with little renovation. Low rents, characteristic of this type of dwelling, attract people with low incomes. This type of transient area usually absorbs a high proportion of the city's welfare services and is of concern to social workers. Approximately one quarter of the population of "East Kitsilano" and "Main-Victoria" has resided in their present addresses for less than one year. This high rate of mobility has disintegrating effects on a community and limits the interaction between its members. Both these sectors have a high proportion of older homes and there has been little rebuilding or renewal until recently. Vancouver has its first "Comprehensive Redevelopment Project" in the Strathcona area near Hastings and Main (known as McLean Park, now the site of a sizeable housing project.)

New Westminster has the highest proportion (18.7 per cent) of recently-established residents compared to the other suburban sectors; it also has a substantial proportion of its dwellings older than forty years but this is not surprising, considering it was the first settlement in this area. Coquitlam and North Surrey have approximately the same proportion of recently-occupied dwellings (18.6 per cent), and the combined total of the homes is greater than 3,900. This reflects the

suburban development taking place in the metropolitan area as new subdivisions are opened up.

Vulnerability is more evident when the mobility indices are combined with the economic pattern in a particular area. The "False Creek" and "Main-Victoria" districts have low average family income besides having a transient population. "Main-Victoria" has an average family wage income of \$3752 which is at least \$1500 less than the average wage for Vancouver City. The rent-paying capacity of people in this minimal income bracket is low and they are confined to living in very small houses, or even substandard and crowded conditions. There are close to 40,000 reported to be living in the small central "Main-Victoria" sector.

The West End is an area of lower-than-average wage-income (\$5069) which could indicate a degree of economic instability, though it is influenced by the number of young workers, and female workers. It is \$200 less than the City of Vancouver average wage. The seriousness of this factor depends largely upon the permanency of this low income. An area with a high proportion of young people would have a lower income average as they are "beginners" in the employment market. The West End is an area attractive to young people. It also contains older homes, converted into suites, and the moderate rents attracts these young people as well as low income families. If the accelerating growth of new apartments crowds out these houses, these people will be forced to move elsewhere.

The sector of East Vancouver contains many families earning below the city average wage. The housing here is less expensive and therefore within the budget for unskilled or manual workers who have lower incomes. New Westminster and Surrey are well below the average wage income per family for the metropolitan area. The suburban areas all have a higher average income than the City of Vancouver with the exception of the above-mentioned two and Richmond South East. New Westminster and Surrey have more manual wage earners, because of the nearby wood-working industries. Richmond South East (Steveston) has an average family income of \$4636 (\$800 less than the Metropolitan Vancouver average). Many of the people in this area are involved in the fishing industry, either as fishermen or as cannery workers. This seasonal employment is common, especially among women, and this could help to account for the lower average.

Another index selected to denote vulnerability is the percentage of the male labour force who are unemployed. As previously noted, over 11,590 men in Vancouver City are in this category and certain sectors show significant concentrations. "Main-Victoria" has 11.6 per cent of its employable male population without work. This represents 1152 men. Part of this sector is the "Skidrow" of Vancouver where is characteristically found men without roots, or with some problem such as alcoholism. The area has poor housing conditions. rooms and cabins, has low rents, many oldsters, and others who are unable to move to better accomodation elsewhere.

Unemployment in the suburban sectors do not reach the proportions found in some of the urban sectors. In Surrey approximately 6 per cent of its male population recorded on the census they were "looking for work", Some of these of course may be the younger entrants into the labour market.

The index measuring the number of people in the various sectors with only elementary education correlates with the indices measuring low average incomes and considerable unemployment. With limited education, an individual is only eligible for unskilled or manual labour and is almost certain to have only low remuneration. These people are also susceptible to unemployment because of the short-term nature and lack of regularity of unskilled work. Their chances for finding new openings are limited. "Main-Victoria" has a very high proportion (37.1 per cent) of its population with this limited schooling. This figure represents 13,686 persons and almost one third of them are located in the "Chinatown" district. Many of the Chinese were brought to Canada to labour on the railway. They were an uneducated group and their minimal occupational and income level limited the opportunities for improvement. "False Creek" has a high proportion of individuals with only elementary education: one third of its population. That it should show one of the lowest of average family incomes is hardly surprising. East Vancouver also has a substantial number of poorly-educated residents.

The people who have recently moved to the suburbs

generally include many white collar groups and the Metropolitan Vancouver proportion of persons with only elementary education is 3 per cent less than the City of Vancouver percentage. New Westminster has the greatest proportion of people with this limited education in this part of suburban sectors. These people find employment, however, in the mills and industries located in the sector, and the proportion of unemployed males is low. Surrey, particularly the south portion, also has a considerable number of persons with limited education. Richmond South East has a high percentage of persons with little education but here again the unemployment figure is not outstanding. The fishing industry located in the area is such that employment does not require much formal education. In this area there is a concentration of Japanese people. The older members of this racial group were born in Japan where opportunities for education were limited. Many who were Canadian-born also had a limited opportunity for higher education due to internment during the Second World War. The Japanese were sent to isolated areas where frequently there were no secondary schools.

The sectors in which there is a high proportion of gainfully employed men who are labourers correspond closely to those sectors recording a high proportion of people with only elementary education. Opportunities for learning a skill or trade is difficult with limited education as for most programs, the prerequisite is grade nine or ten. Also

a physical disability or an illness will remove them from the labour force to which they may have difficulty returning, particularly after the age of forty. "Main-Victoria", "False Creek", and the northern portion of East Vancouver house many labourers and their families. Nearly 10 per cent of the employed males in "Main - Victoria" are labourers. The incomes of these workers are low and they must reside where the rents are reasonable. A close proximity to their places of employment also influences the choice of a neighbourhood.

Another index chosen to describe vulnerability is the proportion of low wage earners (male wage earners earning under (\$2000), in a particular area. This figure must be interpreted with caution, however, unless supporting information is available. An area could contain a number of irregular workers, such as students, who naturally earn little with only summer employment. This fact does not make this group particularly vulnerable. Young people earn less also, as they are "beginners" in their various occupations. As this is usually of a temporary nature they are also not an unstable group. Nevertheless, an area containing many young people will have a higher proportion of low wage earners. Young families are found in new suburban areas such as Surrey and this may account for the sizeable proportion (11.9 per cent) of low wage earners. Nevertheless, there are some areas where this index suggests vulnerability. "Main-Victoria" and "False Creek" have over 22 per cent of their wage-earners in this low income bracket.

Low income is here related to lack of skills and both mean inadequate financial resources for a variety of crises.

Minority Indications.

The rationale behind the selection of indices representing recent immigration, minority ethnic groups, minority languages, and lesser religious denominations has previously been discussed. The point must be made that these do not always mean vulnerability. These indices are interesting in themselves, and some are frankly experimental: they all need to be tested through correlations with other figures. Before analyzing the immigrant and ethnic group pattern of the various sectors, a description of the ethnic origins of the population of the Metropolitan Vancouver and British Columbia is beneficial.

Out of a total population in Metropolitan Vancouver of approximately 800,000 over 65 per cent are of "Canadian" stocks. Of the 65 per cent, over 60 per cent are of British origin, and only a small minority are of French origin. The percentage of people of British and French origin in the total population of Vancouver are approximately the same as in British Columbia. It is clear that over half of the population of both Metropolitan Vancouver and British Columbia are of British origins, and they compose a very definite majority of the "Canadian" stock. In contrast to the high percentage of English and French, the only true native of Canada, the Indian, composes less than one per cent of the total population of Metro-

politan Vancouver, and only slightly over 2 per cent of the total in British Columbia. These latter two percentages indicate that most of the Native Indians live in rural areas, while the prior figures show that those persons of the ubiquitous English and French origins are evenly distributed.

The second largest group of persons comprising the population of Metropolitan Vancouver are the Continental Europeans. These people are, of course, from various back-grounds: together comprise just under 30 per cent of the population of Vancouver and a like percentage of the population of British Columbia. Continental Europeans, by and large, also seem to be evenly distributed between the rural and urban areas. Of the Continental Europeans, persons of German and Scandinavian origins constitute nearly half of the total figure. Other Europeans of various origins, including Italians and Jewish, make up together the second largest group followed by the Slavics and the Northwest Europeans.

In Metropolitan Vancouver, the Orientals make up 3 per cent of the total population. There are relatively few Orientals in the other areas of British Columbia. In certain sectors of Vancouver City, as well as specific suburban areas, this ethnic group has significant cultural influence.

Recent immigrants are adjusting to a new culture and assimilation presents various problems. The North Central sector of Vancouver City has a high proportion of postwar immigrants and it has revealed some of the earmarks of a

vulnerable area. In the Main-Victoria sector nearly one-quarter are recent immigrants. Main-Victoria includes the area commonly known as Chinatown; there are nearly 10,000 people of Oriental origin living in this district. This is an old established area with a great number of deteriorated and overcrowded dwellings. "Main-Victoria", with its concentration of inadequately educated immigrants is extremely vulnerable. A positive note would be that "Chinatown" provides intimate contacts for many of its residents with relatives, neighbours, and friends, suggesting the attributes of primary group life and informal controls in the centre of a large urban area. Some of this may be true of other ethnic groups where they have their own clubs, churches, and associations. These facts must also be considered in planning for redevelopment in the near future.

High proportions of recent immigrants to Canada (1946-1961) are found in the West End, "East Kitsilano", "North East", and "False Creek". The West End attracts people for rental units as nearly 90 per cent of the dwellings are tenant-occupied. "Recent immigrants" are not necessarily "foreigners", since many of the recent immigrants arriving in this district are British. No less than 68 per cent of the population in this sector have British Isles origin. This group has no language barrier which would make employment difficult. "East Kitsilano" has a high proportion of recent immigrants but here too there is a higher than average percentage of people from the British Isles. It would appear to be a

much more vulnerable area than the West End however; the average income is less, and the percentage of unemployment almost double.

In the False Creek "collar", there is certainly a concentration of "vulnerability indices". Nearly one-half of the dwellings are older than forty years indicating deteriorating housing conditions. Economic instability is denoted by a low average wage income, a high degree of unemployment, and many poorly educated residents. A high proportion (41 per cent) of the population are non-British marking this as a heterogeneous area. It is not unreasonable to predict a concentration of social problems from these statistics, and a vulnerability to various crisis all having important implications for welfare services.

Recent immigrants make up 17.2 per cent of the population of the "North East" subsector of East Vancouver. This is higher than the average for Vancouver City (15.3 per cent). The census tract material indicates a wide variety of "minority" groups or people who could have cultural differences to overcome. The "Canadian way of life" and sometimes even "the urban way of life" is often largely unknown to certain groups because of barriers such as language, unfamiliarity, or prejudice. Assimilation takes time and often it is the children who are caught between two distinct cultures leading to possible family difficulty. The cosmopolitan nature of this sector may be

illustrated by assembling some of the ethnic group distribution. Out of 37,700 about 19,200, a little more than half, are from Britain. The rest include the following:

<u>Ethnic Group</u>	<u>Number</u>
Italian	4,831
Scandinavian	2,135
German	1,619
Ukrainian	1,214
French	1,138
Dutch	806
Polish	704
Russian	436

Other Europeans number 3,117, Asiatics 1,998, and others - not stated 596.

A major barrier recent immigrants and others face in their attempts to adjust to a new culture is frequently that created by language differences. In Metropolitan Vancouver, as in the rest of British Columbia, English is the predominant language spoken exclusively by nearly 95 per cent of the population. Canada is a bilingual country having English and French as official languages. As such, and as explained earlier in this Chapter, French was not included in the compilations of minority languages. It is significant, however, that within the metropolitan area almost one-half of one per cent of the people speak French only. The majority of these people constitute the "largest pocket" in Coquitlam Municipality (236). This is not representative of those having a French background as approximately 4 per cent of the population in the metropolitan area and British

Columbia are conversant in both English and French.

An assessment of language as a barrier to cultural assimilation involves those who speak neither English nor French. In Metropolitan Vancouver this group numbered 7,955 persons in 1961 (approximately one per cent). Certain sectors show significant concentrations (pockets) of these people. Ten per cent of the total population of "Main-Victoria" do not have English as their mother-tongue which represents 3617 people. These immigrant groups may easily be limited to only certain types of employment because of this barrier. Interaction with other people, not from their homeland, is limited if they are unable to speak English well. It has been noted that there is a large concentration of Chinese people in this area and this does not serve to motivate or force many of the residents to learn the new language. Contacts, especially amongst the women and those in the older age groups who are not in the labour force, are often restricted to members of their own ethnic group. In Steveston, 2 per cent of the population listed their official language as neither British nor French. Here again there is a concentration of Asiatic people under many of the influences as those in "Main-Victoria." "False Creek" and "North East" Vancouver have a high proportion of people born outside of Canada and, as might be expected, there are many whose official language is not English. In these two sectors there are approximately 1560 people with language limitations.

The major religious groups in British Columbia are the United Church, the Church of England, and the Roman Catholic Church. Over 242,000 residents (30 per cent) in Metropolitan Vancouver belong to the United Church of Canada. The United Church affiliates are followed closely by the total of all other denominations excluding the Roman Catholics and Anglicans. In fact, the number of persons affiliated with the other denominations are almost the same as those belonging to the United Church. The Church of England has a membership totalling 177,251 in Metropolitan Vancouver or over 22 per cent of the population. Approximately 12,900 persons in this area are affiliated with the Roman Catholic Church. However, the total of those affiliated with the United Church and other denominations is greater than 60 per cent of the population of Metropolitan Vancouver. There is no appreciable difference between the percentage of persons associated with these religious organizations in Metropolitan Vancouver as compared to all of British Columbia.

Membership in minority religious denominations can be both an integrating and disorganizing force in an area as indicated in the introduction. Over 40 per cent of the population of "False Creek" belong to minority religions and this is evidently correlated here with other ethnic differentials. The only other area with so noticeably high a proportion of people who do not belong to either the Anglican Church, Roman

Catholic faith, or the United Church is Richmond, South West or Steveston. This is largely influenced by the high proportion of Japanese Canadians who do not belong to any of the major denominations.

TABLE 22. Some Indication of Minority Groups.
Metropolitan Vancouver - 1961.

Sector	Not British or French Origin	Minority Language (a)	Lesser Religious Denomin- ations (b)	Proportion of Labourers (c)
I. Vancouver City	37.0	1.7	33.1	5.5
A. University-Pt. Grey	20.8	0.2	25.1	2.1
B. Kerrisdale-Dunbar	17.2	0.3	21.3	2.1
C. Shaughnessy	26.3	0.4	27.5	2.6
D. West End	19.2	0.5	31.7	3.6
E. North Central	45.7	4.4	33.8	-
1. E. Kitsilano	31.4	0.6	30.7	4.2
2. False Creek	41.2	2.2	41.1	6.9
3. Main-Victoria	62.7	9.8	31.3	9.6
F. East Vancouver	40.6	1.3	33.8	-
1. North East	42.9	2.5	29.5	8.0
2. East Central	39.0	0.9	33.9	6.0
3. Fraserview	41.3	0.9	33.3	6.1
II. Burnaby New West'r.				
A. Burnaby 1	31.9	0.3	28.5	4.4
B. Burnaby 2	32.6	0.3	29.6	4.4
C. Burnaby 3	30.0	0.5	31.2	5.3
D. New Westminster	33.9	0.7	33.9	8.2
III. North Shore				
A. West Vancouver	15.7	0.1	20.6	2.3
B. N. Vancouver (District)	21.4	0.1	20.8	3.3
C. N. Vancouver (City)	28.4	0.5	25.8	5.6
IV. Eastern Suburbs				
A. Coquitlam-Fraser Mills	33.9	0.3	24.7	6.6
B. Surrey North	40.3	0.3	34.3	7.5
C. Surrey South	31.9	0.3	29.9	7.1
V. Southern Suburbs				
A. Richmond West	32.8	0.4	27.4	4.8
B. Richmond S.E.	51.6	2.3	37.9	6.3
C. Delta	33.9	0.8	29.6	4.5
Metropolitan Vancouver	34.0	1.0	30.6	5.4

(a) Persons whose mother tongue is neither English nor French

(b) Excludes Roman Catholic, Church of England, and United Church.

(c) Men who returned occupation as "Labourer" as proportion of total gainfully employed males.

TABLE 23. More Indices Indicating Stability or Vulnerability.
Metropolitan Vancouver, 1961.

Sector	Average Income Wage Earner Families	Male Un- employ- ment(a)	Elementary Education Only	Proportion of Rented Households	Low Wage Earners (b)
I. Vancouver City	\$5366	7.2	22.5	39.2	15.1
A. University-Pt. Grey	7349	2.7	7.3	22.3	15.3
B. Kerrisdale-Dunbar	6656	2.7	9.5	7.1	12.2
C. Shaughnessy	7825	1.9	12.2	23.8	11.9
D. West End	5178	3.5	22.0	88.5	17.4
E. North Central			29.1	64.6	
1. East Kitsilano	5069	6.7	18.3	58.8	15.1
2. False Creek	4323	7.7	32.8	83.2	22.6
3. Main-Victoria	3752	11.6	37.1	56.4	22.4
F. East Vancouver			24.4	22.1	
1. North East	4734	7.4	29.4	20.8	14.7
2. East Central	4928	6.1	24.1	22.4	13.4
3. Fraserview	5279	3.3	21.3	22.5	11.9
II. Burnaby-New West'r.					
A. Burnaby 1	5497	4.5	17.9	16.1	10.7
B. Burnaby 2	5626	3.8	17.3	22.6	9.9
C. Burnaby 3	5390	4.0	18.5	20.9	11.1
D. New Westminster	5194	4.8	21.8	37.4	13.1
III. North Shore					
A. West Vancouver	7985	2.4	6.7	14.1	9.7
B. N. Vancouver (District)	6395	2.8	8.1	13.4	8.6
C. N. Vancouver (City)	5503	5.5	16.9	35.3	11.9
IV. Eastern Suburbs					
A. Coquitlam- Fraser Mills	5522	3.5	19.7	16.3	9.7
B. Surrey North	4681	6.3	18.9	18.3	11.3
C. Surrey South	4543	5.9	21.0	16.1	13.7
V. Southern Suburbs					
A. Richmond W.	5414	3.3	13.8	18.1	8.9
B. Richmond S.E.	4636	4.7	20.6	26.9	13.1
C. Delta	5186	3.6	18.3	20.2	10.8
Metro. Vancouver	\$5489	5.7	19.5	30.3	13.0

(a) Men recorded as "looking for work" on the census date, as a proportion of the total male labour force.

(c) Male Wage Earners who earned under \$2000.00 in 1960 - 1961.

Chapter 7. Housing and Living Conditions.

Urban, Suburban, and Rural Differences in the Size of Households.

Approximately half the population of British Columbia is located in the Metropolitan Vancouver area, and nearly half of the metropolitan population is that of the city proper. A comparative study of the population figures for the City of Vancouver and the metropolis reveals information about the distribution of urban and suburban population while a study of the distribution of household size (Table 6) indicates where the concentrations of large and small families are.

The size of household that has the greatest concentration in the City of Vancouver, Metropolitan Vancouver, British Columbia and Canada is the "2-3 person" household. The proportion of this size of household for the city is 47.9, for the metropolis 45.1, for the Province 43.3 and the Dominion figure is 40 per cent of the total number of households. As the area increases, more suburban and rural areas are included, and the concentration of the "1 person" and "2 - 3 person" households gradually decreases. The reverse is true of "4-5 person" and "6 or more person" households. It appears that the larger families are concentrated in the suburban and rural areas.

In Vancouver City, the percentage of households with six or more persons is 9.3; in the metropolitan area the percentage is 10.8; while this proportion increases to 12.5 for the Province and 19.1 for the Dominion. A significant

difference in this characteristic appears between Metropolitan Vancouver and British Columbia. One reason for this difference might be the existence of the extended family. Although there are a considerable number of extended families among the Chinese population in "Chinatown; among the French in Maillardville, and in Italian and Japanese settlements, all of which are within the confines of the metropolitan area; there are also many of this type of family in the farming and Doukabour population which is taken into consideration in the provincial figure. The difference between the provincial and dominion figures is seen to be the substantial number of large French Canadian families located in the eastern provinces.

A positive correlation is observed between large families and crowded dwellings. Census counts, of course, do not stipulate whether the crowded homes are those which are occupied by large families or not, but it is noted that the percentage of crowded houses increases proportionately with the percentage of large households. The proportion of crowded houses in Vancouver City is 7.2, and 8.3 in the metropolis. Crowding is evidently considerably greater outside the metropolitan area, for the overall provincial figure is as high as 12.1. Another fact is that the number of smaller housing units on farms is relatively large. The conclusion drawn from these observations is that large families contribute to crowded living conditions.

Another influence in inadequate housing is low

income and low economic status. A large part of the population with meagre incomes are attracted to low rental districts.

The total number of households in the City of Vancouver is approximately 52 per cent of the total in the metropolitan area. Two significant differences in the proportions for household size exist between these two areas. These differences are; 4 per cent for the "1 person" households and 5.4 per cent for the "4-5 person" households. The former indicates that a larger proportion of single people live in the city than in the surrounding districts and suburbs. The latter figure indicates that larger concentrations of the "4-5 person" households reside in the suburban and rural areas of the metropolitan region than within the Vancouver City limits. Both these conclusions have important social implications for they indicate what kind of welfare services, if any, will be required or should be established.

Besides crowded dwellings, seven other indices were chosen as representative of poor housing conditions. These are: houses in need of major repair, households lacking exclusive use of a flush toilet and/or bathing facilities, houses without running water, without refrigeration facilities, without central heating, and houses with coal and wood heat. These facilities and conditions are no longer considered luxuries, but necessities, in modern American society, and it is therefore surprising to find that homes still lack many of these facilities even within the confines of a metropolitan area.

The incidence of the lack of exclusive use of a flush toilet and or bathing facilities, lack of refrigeration facilities, and the use of coal and wood heat is greater in the City of Vancouver than in the metropolitan area. In relation to the total number of households in these areas, the difference in the existence of these conditions is significant and is greater than 2 per cent for both the lack of exclusive use of a flush toilet and bathing facilities. These larger concentrations in the City of Vancouver are attributed to the greater number of converted revenue houses. The proportion of households without exclusive use of a bath or shower, without exclusive use of a flush toilet and utilizing coal and wood heat is greater in the City of Vancouver than in Census Division 4, as well as in the metropolitan area. The proportionate figures for the Dominion and for the Province are the largest for all eight of these indices representing poor housing conditions; the Dominion figures are the greatest.

Considerable interrelatedness is observed between some of these indices of housing. For instance, if a house is crowded, it is likely to be old and delapidated for these are the houses with low rents. Since there are many people in low income brackets who are attracted to these economical living quarters, the influx of this population gives rise to crowded conditions. If the house is old and crowded, it is probably equipped with only one set of plumbing, for in all likelihood, it is a converted dwelling which now houses two

or more households. There is a preponderance of this type of dwelling in the City of Vancouver.

The larger proportion of people in the city who do not have refrigeration facilities can be partially accounted for by the fact that they live closer to shopping areas and "around the corner" from confectionery stores. To these people, refrigeration facilities would be considered more of a luxury than a necessity. However, people living in the suburban and more rural areas, such as those included in the total metropolitan region, would view refrigeration facilities to be more of a necessity and an economical measure. Dairy farmers, chicken ranchers, fruit growers, and market gardeners include coolers and refrigerators in their overhead. These are found in Coquitlam, Delta, Richmond, and Surrey municipalities.

The greatest surprise of all is that a larger proportion of the homes in the city have coal and wood heat than those in the metropolitan area. One would think that since the residents of the city have easier access to other sources of heat, they would utilize electricity, natural gas, oil, etc. to heat their houses. However, development and building in the suburban areas is more recent while in the older parts of the city, houses were built and equipped with coal and wood stoves long before electricity, oil, and gas were considered practical for heating purposes. In many parts of the city, income from the revenue houses cannot support the cost of converting to more modern heating systems. The highest among the indices of

old-fashioned housing conditions in Vancouver City is the use of wood and coal heat. This proportion is 11.0 for the city and 9.8 for the metropolitan region. More than thirteen thousand homes in Vancouver are heated by coal and wood, while less than twenty-three thousand are located within the confines of the metropolitan area.

Very few dwellings are without running water in either the city or the metropolis, but the incidence rises sharply in the province. Nearly 5 per cent of the households in British Columbia are without running water. Only 0.3 per cent in the City of Vancouver and 0.5 per cent in the metropolitan area are without this convenience. Within the city limits, 364 households lack running water and in the adjacent and surrounding districts there are 756 more. Those that do not having running water in the city are probably not houses, but rooms in some of the poorer rental districts since "household" for census purposes can include such a room.

In addition to the indices that indicate the condition and quality of housing, other indices were also selected which reflect the economic aspects of housing. The economic status of the residents is seen to be reflected in ownership, with or without mortgages, median value of homes, number of rented units, average monthly rents, and whether or not the household has a passenger automobile. Items relating to values and mortgages, according to explanations of census terms, apply

to owner-occupied single detached non-farm dwellings. Value refers to the amount expected if the dwelling were sold to a willing buyer. Rents apply to all rented non-farm dwellings regardless of type. Automobile ownership does not indicate whether the car is owned outright or if a large part of the cost is being financed and therefore still outstanding. Neither do the census statistics indicate whether those people who have cars are the same people who are buying or own their homes.

There are proportionately fewer households in the City of Vancouver who have a passenger car than in either the metropolitan area or in British Columbia. The latter two more inclusive areas have essentially the same proportion of people who own cars, namely, 71 per cent of the total households. On the other hand, Vancouver City has only 62 per cent or a total of 74,247 households that have automobiles. Fewer people in a large city have a need for a car since transportation facilities are much better than in the outlying districts. In view of traffic congestion during the "rush hours" and parking difficulties during work hours, it is to the advantage of urban residents to use a bus to commute to and from their place of employment or business. Those who live further out may find it absolutely necessary to own a car, especially if a car-pool or a ride to work is not available. Nowadays, many people commute as far as thirty-five miles to work in Vancouver. Towns as far out as Aldergrove, Abbotsford, Mission, etc. are considered "bedroom communities", for many

people who work in Vancouver, Burnaby, and New Westminster, sleep in these valley towns. It has been predicted that within ten years these towns will be included in what is now known as Metropolitan Vancouver.

Nearly 61 per cent of the homes in Vancouver City are owner-occupied. Thus only 40 per cent of the homes are rented. In Metropolitan Vancouver 30 per cent are rented and 70 per cent are owner-occupied. More households and families in the suburban areas own the house in which they live than in the city. Houses farther out are not as easy to rent so the preponderance of converted units and apartments are found in the city sectors that are close to places of employment. The proportionate number of apartments is greater in Vancouver City than in the metropolis, the Province or in Canada. Since 1961, the date of the census, the rate of apartment building has accelerated. While driving through the city, one is no longer surprised to see old houses being torn down and either two or three-story or high-rise apartments taking their place.

As one might expect, the proportion of owner-occupied homes reporting a mortgage is greater in the metropolitan area than in Vancouver City, and correspondingly, the average value of homes in the larger area is slightly more. Evidently, those people living in the suburbs value their homes more and there is a growing tendency today to consider the advantages of suburban living. Quite a few successful middle-class entrepreneurs and

professional people are building large expensive homes in the peaceful countryside. New arterial highways into the city have encouraged this, in as much as they have facilitated travel back and forth to office or business. The existence of many priced homes in the City of Vancouver is masked in the average value of the urban homes. This is due to the great majority of small single detached houses located in the eastern half of the city. This area extends roughly east of Main Street from the south shore of Burrard Inlet to the north bank of the North Arm of the Fraser River. The higher priced houses, with the exception of the "collar" around False Creek, are located west to Kerrisdale-Dunbar and north from there to Spanish Banks, with others on the North Shore.

The high concentration of population, proximity to the work arena, and lack of space has necessitated the growth of apartment blocks in Vancouver, and the number of converted dwellings. There are over thirty-seven thousand apartments in the city and more than 47,000 in the metropolitan region. Within the city limits the average rent was \$77 in May, 1961, and \$75 in the metropolis. The range for the monthly rent was from \$55 to \$116, averaged for the various census tracts. Today some monthly rents run as high as \$200 and more if a luxurious penthouse is being let. A more detailed study of the various census tracts for all these indices will follow.

TABLE 24. Comparative Housing Patterns: City of Vancouver,
Metropolitan Vancouver, Census Division #4,
British Columbia, and Canada: 1961.

Item	City of Vancouver	Metro- politan Vancouver	Census Division #4	British Columbia	Canada
Owner-Occupied Dwellings	60.8	69.7	70.4	71.0	66.0
Owner-Occupied Re- porting a Mortgage	26.5	35.5	33.4	28.6	21.5
Average Value of Occupied Dwellings	\$13,783	\$13,932	\$13,424	\$11,744	\$11,021
Tenant-Occupied Dwellings	39.2	30.3	29.6	29.0	34.0
Average Contract Monthly Rent	\$ 77.0	\$ 75.0	\$ 72.0	\$ 65.0	\$ 65.0
Households with Automobiles	62.7	71.3	71.8	71.8	68.4
Apartment and Flats	31.7	20.8	17.7	14.9	25.3

TABLE 25. Comparative Housing Conditions: City of Vancouver,
Metropolitan Vancouver, Census Division #4,
British Columbia and Canada: 1961.

In need of Major Repair	3.6	3.7	4.1	5.5	5.6
Without Running Water	.3	.5	1.1	5.0	10.9
Without Exclusive Flush Toilet	10.9	8.5	13.3	13.9	21.0
Without Exclusive Bath or Shower	7.9	5.8	6.6	11.5	22.9
Without Refrigeration Facilities	4.5	3.8	4.3	7.2	8.1
Coal or Wood Heated	11.0	9.8	11.9	20.7	23.5
Without Furnace (Central Heating)	10.5	16.1	20.5	30.1	32.6

Housing Conditions.

Housing may be considered a "generic indicator" for it is the requisite and common denominator of all family life. Studies of housing conditions provide health and welfare authorities with many indications about aspects that are vital to the healthy functioning of the family. Good housing conditions are of great importance to people in all walks of life whether married or single, young or old, rich or poor, and especially to those whose task it is to rear the citizens of tomorrow. These are the parents of today.

The kind and quality of housing conditions is often determined by the amount of family income. When incomes are marginal, the amount that must be paid on rent will determine how much the family can spend on food and clothing, to say nothing about fulfilling all the other urgent needs. The morale of the family unit and the way the family fits into its neighbourhood and the outer community are largely determined by the kind of house in which the family lives. If the income of the wage-earner head of the household does not allow for adequate housing, it is the responsibility of community organizers and planners to detect this need and set programs in motion that will alleviate and ameliorate this problem, though it may also require other social policies. As this study will indicate, it is not merely the provision of a "roof over one's head" that determines the degree of favourable housing conditions. Many factors are determinants of the quality of housing. Some of

these are the size of the house in relation to the number of people residing therein, the exclusive use of laundry, toilet, cooking, and bathing facilities, the kind of public utilities available, the age of the structure itself, and whether or not it has been well maintained. Although the cost of the house, the taxes, or the rent are limiting factors in consideration of income for many people, availability and accessibility to work are also important influential factors. Thus, there are certain areas that are overcrowded because of their location. Location is also interpreted in terms of status, for some areas are more desirable than others because of the types and quality of housing in them. Town-planners have classified certain sections of the city and suburbs as residential areas and others as industrial sites. Some form of planning and control of the erection of homes in relation to recreational, industrial, and agricultural areas, is being increasingly recognized as desirable and feasible; and this is really a "welfare" measure in the wider sense of the word.

It is the objective of this study to scrutinize in detail some indices that are representative of the quality of housing, and sometimes the economic status of the occupants, in the Metropolitan Vancouver region. For this purpose, eleven indices were selected, although many more might have been compiled from the 1961 Census of Canada data. Five of these indices were computed in such a fashion as to detect the degree of poor housing conditions and the particular area affected. It is not

contended that these are the only influential factors in housing, but taken together they are very indicative, and begin to make the pattern of the widespread metropolitan "region" more intelligible from a welfare point of view.

A first indicative measurement is the age of housing. The plan of division into sectors (explained in preceding pages) permits the pattern of the city, in this respect, to be described in broad outline. It does not give all the detail, for some new houses are to be found in almost all districts: an "old area" means that it is predominantly made up of houses built forty years or more ago. Other measurements would be possible, but the indice, "built before 1920", has been selected as the most indicative from those available in the census compilation. Moreover, there is a difference between old houses and old residents. Ownership and tenants change; for that matter, the oldest houses are the most likely to become converted into suites, rooms, and apartments. At the other extreme, a few really old houses may be among the finest in the city. But this is rare; and since most houses in Vancouver are frame or wooden structures, their life is limited unless they have been given a good deal of maintenance and upkeep. With these reservations, the age pattern is one of the best preliminaries for a social analysis of the city.

As might be expected, the largest proportion of these older dwellings are found in what has been termed in this study the "North Central" sector of the city proper. These are concentrated in the "Main-Victoria" subsector, where 61.7 per cent of all the houses in this area were built before 1920. The next

most concentrated subsector of old established houses is the "False Creek" area where the proportion is 48.7. These are the areas where the city first started. The West End comes third with 29.1 per cent; while another old area "East Kitsilano" (close to False Creek), and the relatively old city of New Westminster are a close fourth and fifth with percentages of 28.7 and 28.1 older houses, respectively. The West End would have appeared higher in the list if it had not been so favoured a spot for apartment building which was showing up notably by 1961. The "Main-Victoria" area is not only one of the oldest established areas in the Greater Vancouver region but it has a large concentration of relatively small houses. This area, comprised of 10,359 dwellings, contains one-third of all the older homes in the City of Vancouver.

Three areas in the metropolitan region stand out as not having any houses built before 1920. These are the two adjacent neighbourhoods of Kerrisdale and Dunbar, developed primarily after the end of World War I; and North Surrey and Southeast Richmond, which characterize the most recently developed sectors. The Kerrisdale-Dunbar sector is a relatively recent "inner suburb;" the "Eastern and Southern Suburbs" are new "outer" communities. There is more than one indication that the areas that have been built up within the last two decades are concentrated largely in North Surrey and Richmond municipalities. The North Shore is a special case, not only differing markedly between "North Vancouver" and "West Vancouver", but also including old as well as new residences.

In Metropolitan Vancouver, 16.2 per cent of all existing residences - about one in every six - were built forty-four or more years ago. Thirty-seven thousand homes (including apartments and other dwellings) out of a total of 228,598 were built before 1920. To this total, Vancouver City contributes nearly twenty-eight thousand, New Westminster 2,587, and North Vancouver City 1,137. The rest of the older houses are found to be spread rather evenly across the districts. Almost everywhere in the Lower Mainland, there are a few pioneers who settled in when the city was young.

The distribution of older homes indicates areas which should be considered for slum removal and redevelopment programs. They do, however, cover sizeable tracts. City surveys by the Housing Department have now scheduled these, notably in and around the "False Creek Collar" but there are "pockets" at many other points. Through conversion, several units are created where one formerly existed. Accessibility to work and low rentals have attracted many people of low income brackets to live in these areas. The dwellings have become progressively overcrowded and in need of major repair. If conditions in the "neighbourhoods" as well as the houses have declined through the years, these become the dependent and deprived districts of particular concern to all health and welfare authorities known to social agencies who plan for the future of the community. If minimum living conditions are to be established and maintained, public housing projects and "neighbourhood" redevelopment

programs are essential, since the meager income of the residents will not allow them to move to better homes.

Forty years is not necessarily the critical period. Although South-east Richmond has no houses erected before 1920, it is the area with the highest concentration of houses in need of major repair. It has a total of 235 houses in this condition, and this represents 11.8 per cent of all the residences in this area. The next highest concentration of rundown homes is located in the "Main-Victoria" sector, with 7.5 per cent or a total of 780. The "Main-Victoria" sector is the largest contributor of this kind of house, judged by numbers rather than rate, to the Metropolitan Vancouver total of 8,510. Except for "East Central" Vancouver with 511 and North Surrey with 501 such dwellings, the "Main-Victoria" figure is twice that found in any other sector in the whole of Greater Vancouver. Once again this indicates the need for redevelopment programs to begin in the "Main-Victoria" area if the objective is to serve the greatest number of people living in crowded, rundown accommodations.

Nine sectors of the metropolitan area report no houses in need of major repair according to the 1961 census. In Vancouver City these sectors are the University-Point Grey, Kerrisdale-Dunbar, the West End, and "Fraserview". The 122 found in North Burnaby represent only 1.2 per cent of all the houses in this municipality. These are isolated or small pockets of early buildings. By contrast, nearly one-third of the houses in New Westminster were built over forty years ago and they are in

better than average condition, for only 1.5 per cent (or 140 dwellings) are detected as seriously rundown or neglected. From the census survey, New Westminster is a compact community with a system of utilities, sidewalks, etc. laid down from the beginning, and less opportunity for home-made pioneer houses than the big unregulated areas. In North Burnaby, approximately 80 per cent of the houses have been built since World War II, but many of them are of very modest character. Lots were cheap in those days! Central and South Burnaby report no houses in need of major repair, nor do North Vancouver, Delta Municipality, and the Coquitlam-Fraser Mills sector.

It is apparent that many of the houses that were built before 1920 have now been repaired or remodeled. This seems particularly evident in those areas where there is a high concentration of older established homes. The "heirarchy" of houses built before 1920 and houses in need of major repair do not coincide. Some older homes, in other words, had reached that state of depreciation in which either they were repaired, or demolished and replaced by apartment blocks. The areas that had no houses built before 1920 have reported a considerable number of dwellings that were seriously run-down and show one or more structural deficiencies. It is evident that these homes are just old enough to be recognized as in need of attention. Figures for New Westminster and Burnaby in the main suburbs and North Surrey and South-east Richmond in the outer areas support this assumption.

As has been stated above, low income families, single men, pensioners, etc. have been attracted to the low-rent districts, and cause and effect interact to produce a high incidence of crowded dwellings. Crowded units are usually found in the areas that have high concentrations of old houses and houses in need of major repair. A dwelling is deemed crowded in which the number of persons living therein exceeds the number of rooms occupied. Thus a five room house in which six or more people live is considered a crowded home.

Rather surprisingly, the northern portion of North Surrey municipality has the highest percentage of crowded dwellings in the Greater Vancouver area. The index for this northern sector of North Surrey is 15.2 per cent but includes only 1,645 crowded houses in the metropolitan area. The metropolitan area has a proportion of 8.3 or a total of 18,977 crowded dwellings.

Crowded conditions in North Surrey evidently correspond with low rents in this municipality. Census tract 180, an area extending along the south bank of the Fraser River from the eastern tip of Annacis Island to Port Mann, contains 223 crowded homes or nearly one-tenth of total crowded residences in this municipality. The area located south and east of Port Mann (census tract 183) confines 470 crowded houses or approximately one-fifth the municipal total. Both these areas report low monthly rents of \$49 and \$52, respectively, which are some of the lowest rents in the Vancouver Metropolis. However, census

tract 225, better known as Steveston, is one area where statistics do not support the assumption that low rent is a contributing factor for crowded living conditions. In Steveston, the average monthly rent is \$44 which is the lowest in the whole metropolitan region. (It does not, however, report any crowded dwellings in 1961). This is a special community, predominantly comprised of Japanese fishermen, older than the bulk of housing now being built in Surrey, and different in several other respects.

The region that contributes most of the crowded houses to the metropolitan total is the "Central" sector of the eastern half of Vancouver where there are 2,410 such houses, while the "Main-Victoria" sector is second with 1,462. The former sector is bounded by Cambie, Broadway, Boundary, and 45th Avenue. The latter sector is the region to the north and is contained between Main and Victoria streets from 16th Avenue to the south shore of Burrard Inlet.

In the "Central" section, one small area, in particular, has a high incidence of crowded houses. This area is bordered by Boundary Road, Renfrew, 29th and Broadway Avenues. The proportion of crowded living quarters in this area (census tract 25) is 17.9 per cent and represents 450 units. The area with the heaviest concentration in the "Main-Victoria" sector is census tract 50, where the percentage is 24.9 and comprises 435 units. This area is found in the "False Creek" neighbourhood and is outlined by Clark Drive, Main Street, Terminal

Avenue and Hastings. Over half the population here is Asiatic and the district includes what is commonly known as "Chinatown". A large redevelopment program is now under way in this section around what was formerly McLean Park; the old park has given its name to the new housing project. The total population is packed into a rather small portion of this sector. It is ringed by the Canadian National Railway station, railway tracks, factories, warehouses, and retail stores (particularly along Main Street). There is good reason why slum removal and redevelopment programs began there.

By contrast, now crowding whatsoever is reported in sectors that also have the highest rents. These are University-Point Grey, Kerrisdale-Dunbar, and West Vancouver on the north shore. It is of interest to note that over two-thirds of the families living in these sectors are small or young families - the average is two or less per household. In the "Main-Victoria" sector, and in North Surrey, a greater number of families have five or more children. Family size is naturally a major contributing factor to crowded living conditions. In general, this is evidenced in the large areas designated here the "Southern" and "Eastern" suburbs.

In the metropolitan area, 8.5 per cent or a total of 19,353 households do not have exclusive use of a flush toilet. Exclusive use means that members of one household do not have to share these facilities with members of another household. Vancouver City with a proportion of 10.9 - which is a high rate for such an important facility - contributes 12,860 units or

nearly 70 per cent to the metropolitan figure. New Westminster, South-east Richmond, and the southern part of Surrey are the suburban areas which have percentages higher than the metropolitan one. This is one index of housing conditions in which the proportionate values or percentages correspond reasonably well with absolute numbers in ranking the areas concerned.

Areas which show low percentages of households sharing toilets are Richmond, Kerrisdale-Dunbar, North Burnaby, and North Vancouver district. (Respectively, these percentages are 2.7, 3.6, 3.9, and 3.9). If only the absolute figure is considered, the area with the smallest number of households sharing toilet facilities is South-east Richmond with 177, and Delta follows with 213. In view of the fact that in these outlying areas there are fewer rooms rented out, (for lodgers, single people, university students, etc.) it stands to reason that sectors located in Vancouver City would have more to report. Conversions are closely correlated with this index. The plumbing in converted houses in the older established sections of the city has not been modified in accordance with the greater occupancy. The old house has been broken down into suites or rooms, but the additional plumbing fixtures have not been installed. The heaviest concentration of this condition is endlessly experienced by the older suites in the West End and the "rooms" in North Central Vancouver. It is no accident that these are the same areas that report the greatest concentration of houses built before 1920.

One area that has a surprisingly large proportion of households sharing toilet facilities is census tract 53 located in the Shaughnessy region. Over one quarter of the households or 305 families exist under these conditions. No crowded dwellings, no houses in need of major repair, no apartments or flats and no tenant-occupied houses have been reported, but evidently there are "conversion apartments" there. Only 268 houses were constructed before 1920 and none since 1945. Over half of the houses have been occupied by the same household head for six years or more. The average value of houses in this area is nearly \$30,000. There are only 38 lodging families and 100 households with lodgers. With the exception of 91 dwellings, all have a passenger automobile, although less than one quarter have home freezer units. Less than half the number of families in this area are wage earners, which means that 570 families have incomes from other sources. Out of a total of 1,070 families, 725 have two children or less; only 56 have five or more. Small families are prevalent in this area. In contrast, more households have exclusive use of bathing facilities than exclusive use of a flush toilet; the former being 1,103 out of 1,159 and the latter, 854 households. This is probably because some suites are equipped with showers only.

The lack of exclusive use of bathing facilities is indicative, and in the main, the same areas are involved. However, the percentages in nearly all the respective areas are lower than those relating to toilet facilities. More people have exclusive use of a bath or shower than a flush toilet. The

area with the lowest proportion and the fewest number of households sharing bathing facilities is the Kerrisdale-Dunbar Sector. The older parts of town show up differently.

An additional index to the aforementioned, which may be interpreted as indicative of poor housing conditions or of mobility but needs careful use, is the index of occupancy for less than a year. People, who through necessity come to live in these blight-ridden areas, try to move out into areas where housing conditions are better. But there are also newly-married couples who are waiting before embarking on home ownership. There are also single men and women with temporary jobs. Nevertheless, mobility is much more general than it was. At the time of the 1961 census, one-third of the families living in the West End and North Central Vancouver had resided there for less than a year. In terms of occupancy duration, one of the most stable areas in Vancouver is the Kerrisdale-Dunbar sector, closely followed by the University-Point Grey area. These areas have only very low indices of poor housing conditions. Other indices of these residential districts are now a stable middle-position and upper occupational level. By contrast, the "mobility areas" correlate with low incomes, social assistance, transient workers, and labourers. Part-time employment or seasonal jobs often take them out of the city. Others, who cannot afford to commute any great distances to get to work, move closer to the work arena. Immigrants, who come to Canada with limited financial resources, seek out the

cheapest places to live until they obtain steady employment and then they move out again. The "economic factor" is highly influential in the determination of who are to be the residents of these borderline areas. But the influence of clan and ethnic groupings as well as socio-economic class groupings must not be underestimated for these are highly operative as well.

A detailed review of the economic indicators in housing conditions reveals the patterns of poverty and wealth as it exists in the metropolitan region. Four indices were chosen from the 1961 census tracts for the purpose of this comparative study. These are as follows: owner-occupied houses reporting a mortgage, the median value of owner-occupied houses, tenant-occupied houses, and the average rent per month. As has been previously stated, value refers to the amount expected if the house were sold to a willing buyer, whereas rent refers to the amount of cash (or contract) rent paid or payable for the month of May, 1961. A dwelling is classified as "owned" (even though mortgaged) if it belongs to some member of a household.

In the City of Vancouver there are 118,405 households, and fifty per cent of these are located in the eastern half of the city. This area is roughly from Main Street to Boundary Road, and from the north bank of the North Arm of the Fraser River in the south, to the south shore of Burrard Inlet in the north. One quarter of the total number of

households in the metropolitan area are located in this same area. The pattern of tenure for the city and the metropolis should therefore be heavily weighted by this district. However closer scrutiny does not turn up evidence to support this contention in regard to the metropolitan region, but if only the city area is considered, it is evident that this is so.

In both the city and the metropolitan area, the highest concentration of owner-occupied dwellings is in the Kerrisdale-Dunbar sector. In this district 93 per cent of the homes are owner-occupied and only 7 per cent are rented. Owner-occupied homes in this district number 5,901 while in the eastern half of the city there are 42,561 or 36 per cent of the total number of households. Thus the eastern part of the city from Main to Boundary has influenced considerably the proportionate figures of 61 per cent of owner-occupied dwellings, and 39 per cent tenant-occupied or rented houses within the city limits.

In the metropolitan region, the next two highest concentrations of owner-occupied dwellings are located on the north shore, with 86.6 in North Vancouver District and 85.9 per cent in West Vancouver. Since the total number of owner-occupied dwellings and the total number of tenant-occupied dwellings is equal to the total number of households in any one tract, the areas with the lowest proportion of rented dwellings are the Kerrisdale-Dunbar, the North Vancouver District, and West Vancouver. The areas with the largest proportion of rented dwellings are the West End, and the three subsectors in North

Central Vancouver. Well over 50 per cent of all dwellings in these areas are rented, with as high as 88.5 per cent rented in the West End. Rents in these sectors average between \$57 and \$78 per month in North Central Vancouver while in the West End the average monthly rent is \$87. The highest median rent per month is paid in the West Vancouver sector on the north shore, an area where only 14.1 per cent of the dwellings are rented. The median value of houses in West Vancouver is \$23,606 which is second highest to \$31,500 in the University-Point Grey sector in Vancouver City. Other high priced homes are found in the Shaughnessy sector where the average value is calculated to be \$22,200. No connection is apparent between the median value of houses and the proportion of tenant-occupied dwellings, but the number of apartments located in the area has a direct relationship to the number of rented dwellings. The difference between the number of rented dwellings and the number of apartments is attributed to suites that are not self-contained in converted older houses. This type of living accommodation is widespread throughout the metropolitan area but concentrated in the older parts of town, especially in the West End, the Main-Victoria sector, and along the "collar" of False Creek---- North Central Vancouver.

The median value of homes in East Vancouver is \$12,100, and is the lowest in Vancouver. Comparable to this is the median value of homes in North Surrey municipality where they average \$11,100, in New Westminster with \$12,300, and in

South Burnaby where the average value an owner attaches to his house is \$12,400. In all these areas the median value of houses is less than that calculated for either the metropolitan area or the City of Vancouver. The area with the lowest median value for dwellings is the Main-Victoria subsector located in East Vancouver. This part of the city has the largest percentage of houses built before 1920; it has the lowest average monthly rent in the city and the metropolitan area except for South Surrey and South-east Richmond; it has the greatest concentration of houses in need of major repair and crowded dwellings in the city; and it is a sector that has one of the largest proportions of households without exclusive use of a flush toilet and bathing facilities. Over half of the dwellings in this sector are rented and of those that are owner-occupied, 26.3 per cent report a mortgage. This is one of the poorest districts in the city and one with the poorest housing conditions and living accommodations. On the other hand, The Kerrisdale-Dunbar district appears to be the most stable area in the city with the best housing conditions. There are no houses constructed before 1920 in this sector, no houses in need of major repair, no crowded dwellings, few without exclusive plumbing facilities, only 7.1 per cent of the dwellings are rented, and the average monthly rent is \$95. The median value of homes in this district is \$16,000 which is considerably less than The Shaughnessy district to the east and the University-Point Grey district to the north. Housing conditions in all three of these districts is estimated

TABLE 26. Indices of Housing Conditions: Main Urban and Suburban Sectors, Metropolitan Vancouver, 1961

a. Some Principal Characteristics

Sectors	Total Number of Households	Dwellings Constructed Before 1920	Less than One Year Occupancy	Tenant-Occupied Dwellings
<u>I. Vancouver City</u>	118,405	23.5	18.0	39.2
A. University-Pt. Grey	5,451	5.6	10.6	22.3
B. Kerrisdale-Dunbar	6,349	0	6.7	7.1
C. Shaughnessy	15,803	9.6	12.6	23.8
D. West End	10,818	29.1	32.7	88.5
E. North Central	32,043	44.8	26.4	64.6
1. E. Kitsilano	13,042	28.7	26.0	58.8
2. False Creek	8,642	48.7	31.0	83.2
3. Main-Victoria	10,359	61.7	23.3	56.4
F. East Vancouver	48,819	16.2	12.7	22.1
1. North East	11,004	17.8	13.3	20.8
2. East Central	23,627	20.0	12.7	22.4
3. Fraserview	14,188	8.5	12.3	22.5
<u>II. Burnaby-New West'r.</u>				
A. Burnaby 1	10,114	5.2	14.4	16.1
B. Burnaby 2	9,730	5.6	16.4	22.6
C. Burnaby 3	8,042	4.1	11.0	20.9
D. New Westminster	9,218	28.1	18.7	37.4
<u>III. North Shore</u>				
A. W. Vancouver	7,378	3.1	14.3	14.1
B. N. Vancouver (District)	10,433	3.3	14.5	13.4
C. N. Vancouver (City)	7,037	16.2	20.4	35.3
<u>IV. Eastern Suburbs</u>				
A. Coquitlam-Fraser Mills	10,182	5.8	18.6	16.3
B. Surrey North	10,830	0	18.6	18.3
C. Surrey South	11,072	5.0	16.4	16.1
<u>V. Eastern Suburbs</u>				
A. Richmond W.	9,136	1.4	17.7	18.1
B. Richmond S.E.	1,998	0	10.3	26.9
C. Delta	3,938	7.3	15.8	20.2
Metropolitan Vancouver	228,598	16.2	17.3	30.3
British Columbia	459,532	16.3	17.9	29.1

TABLE 27. Indices of Housing Conditions: Main Urban and Suburban Sectors, Metropolitan Vancouver, 1961.

(b) Quality and Condition of Housing.

Sector	Needing Major Repair	Crowded	Lacking Exclusive Flush Toilet	Lacking Exclusive Bath or Shower.
<u>I. Vancouver City</u>	3.6	7.2	10.9	7.9
A. University-Pt. Grey	.0	.0	4.3	1.5
B. Kerrisdale-Dunbar	.0	.0	3.6	.5
C. Shaughnessy	1.6	.9	8.0	2.6
D. West End	.0	3.2	13.7	11.6
E. North Central	4.9	7.1	20.0	17.8
1. E. Kitsilano	2.7	3.4	13.3	11.2
2. False Creek	4.9	4.5	24.7	23.1
3. Main-Victoria	7.5	14.1	24.5	21.7
F. East Vancouver	1.9	10.2	6.8	3.9
1. North East	3.6	10.4	9.0	5.6
2. E. Central	2.2	10.2	6.4	3.6
3. Fraserview	.0	9.9	5.8	3.1
<u>II. Burnaby-New West'r.</u>				
A. Burnaby 1	1.2	9.4	3.9	1.6
B. Burnaby 2	.0	6.6	5.4	1.6
C. Burnaby 3	.0	5.2	4.1	2.3
D. New Westminster	1.5	7.9	9.4	7.7
<u>III. North Shore</u>				
A. W. Vancouver	2.8	.0	4.6	1.3
B. N. Vancouver (District)	1.6	4.6	3.9	1.3
C. N. Vancouver (City)	.0	6.8	8.1	4.5
<u>IV. Eastern Suburbs</u>				
A. Coquitlam-Fraser Mills	.0	12.3	5.2	3.2
B. Surrey North	4.6	15.2	7.7	5.6
C. Surrey South	3.7	10.1	10.4	6.8
<u>V. Southern Suburbs</u>				
A. Richmond W	1.1	8.7	2.7	1.3
B. Richmond S.E.	11.8	11.3	10.7	8.7
C. Delta	.0	11.9	4.5	2.4
Metropolitan Vancouver	3.7	8.3	8.5	5.8
British Columbia	5.5	12.1	13.9	11.5

TABLE 28. Indices of Housing Conditions: Main Urban and Suburban Sectors - Metropolitan Vancouver, 1961

C. Some Economic Indications

Sectors	Median Value of Dwellings \$	Per Cent of Owner Occupied	Owners Reporting Mortgages (a)	Average Rent (\$ Monthly)
I. Vancouver City	\$13,800	60.8	43.6	77
A. University-Point Grey	31,500	77.7	43.5	92
B. Kerrisdale-Dunbar	16,000	92.9	46.6	95
C. Shaughnessy	22,200	76.2	47.2	98
D. West End	21,900	11.5	.0	87
E. North Central	12,800	35.4	27.4	69
1. E. Kitsilano	14,600	41.2	31.3	78
2. False Creek	13,200	16.8	12.8	72
3. Main-Victoria	10,900	43.6	26.3	57
F. East Vancouver	12,100	77.9	47.9	69
1. North East	11,500	79.2	38.2	68
2. East Central	11,600	77.6	49.1	69
3. Fraserview	13,200	77.5	53.4	69
II. Burnaby-New West'r.				
A. Burnaby 1	14,600	83.9	60.1	71
B. Burnaby 2	14,800	77.4	60.1	81
C. Burnaby 3	12,400	79.1	53.8	73
D. New Westminster	12,300	62.6	36.0	61
III. North Shore				
A. W. Vancouver	23,500	85.9	63.4	107
B. N. Vancouver (District)	16,400	86.6	75.9	87
C. N. Vancouver (City)	13,100	64.7	50.6	79
IV. Eastern Suburbs				
A. Coquitlam-Fraser Mills	12,500	83.7	58.6	63
B. Surrey North	11,100	81.7	57.7	58
C. Surrey South	11,000	83.9	36.1	51
V. Southern Suburbs				
A. Richmond W.	13,500	81.9	69.8	71
B. Richmond S. E.	13,100	73.1	42.8	48
C. Delta	13,300	79.8	53.9	62
Metropolitan Vancouver	13,900	69.7	50.9	75
British Columbia	11,700	71.0	40.3	65

(a) The percentage of "owners Reporting a Mortgage" is based on the number of "Owner Occupied Dwellings."

to be the best in Vancouver City if any importance is attached to the indices used in this study.

Some Facts about Income-distribution and Age-groups.

Wage-earner heads of households total 276,862 in British Columbia; 92 per cent are males and 8 per cent are females. Of the provincial total, over half live and work within the confines of Vancouver Metropolis, but in this more urban and heavily populated area, the ratio of male to female shifts from 11.5:1 down to 10: 1. The proportion of female wage-earner heads of households is greater in the metropolitan area than in the Province. One might expect a higher ratio of female to male wage-earners in an urban area because job opportunities for women workers are greater in cities and thus women workers are attracted to these areas.

Of the total number of male wage-earner heads of families in British Columbia, nearly two-thirds (in all income brackets) are between 35 and 64 years of age. In this age-group, 44 per cent earn from \$3,000 to \$5,000 annually, and 37 per cent earn between \$5,000 and \$10,000. These proportions are comparable to Metropolitan Vancouver: 66 per cent are aged between 35 and 64 years, 44 per cent earn from \$3,000 to \$5,000, and 37 per cent earn from \$5,000 to \$10,000 each year. In these age-groups and income-brackets, the metropolitan figures are representative of the province.

In both Metropolitan Vancouver and British Columbia, 72 per cent of all female employees, who are heads of households,

are in the age-group 35 to 64 years, 15 per cent are 25 to 34 years old, and only 7 per cent are under 25 years. In the metropolis a larger proportion of female employee-heads of households average a higher annual income than in the province. In the province across all age-groups 45 per cent earn \$1000 to \$3000 and 38.3 per cent \$3,000 to \$5,000. In effect, wages and salaries for women average higher for women in Metropolitan Vancouver than in British Columbia. This is not true for male wage-earners; in fact it is reversed, for in the province 63.4 have incomes of \$5,000 or less, and in the metropolitan region only 59.2 per cent are in this income bracket. Men average higher salaries outside the metropolitan area up to incomes of \$10,000 but a greater proportion is found in the metropolis who earn more than \$10,000. These are the main differences between male and female wage-earner heads of households or families in the metropolitan and provincial areas.

The main concern, of course, for welfare officials are those wage-earners whose income is less than \$1,000 and even \$3,000 per annum especially if they are the heads of large families or one parent families. By "wage and salary income" is meant the total amount of money received before deductions are made for income tax, unemployment insurance, medical plans, union dues, and pension or insurance plans. These must also be taken into consideration in the calculation of the purchasing power of the family involved. The average earnings also reflect the dependency of earning on the number of hours usually

worked per week, especially in the case of female wage-earners, for a greater proportion of females than males are engaged in part-time work.

In Metropolitan Vancouver, 19,581 male employee heads of families earn under \$3,000 or less annually, and 7,847 female employees. This is only a small minority of the male wage-earners, (15.3 per cent), but represents a considerably larger proportion of the total number of female wage-earners, namely 55.5 per cent. Out of this population come the majority of social allowance cases. Nearly one-third of the male wage-earners with incomes of \$1,000 or less, and incomes between \$1000 and \$3000 are under 35 years old. This is important because young couples are usually starting their families in these years and are heavily burdened with the high costs of housing, food, clothing, and often education. In order to meet these costs, it is not uncommon nowadays to hear of recently married women working even after the arrival of children. This is particularly true if the husband and_or father is furthering his education or they are trying to save enough for a down payment on a home. Young married people with families are often forced to buy a house because of the lack of rented suites, apartments, and houses with no discrimination against children. Many young parents cannot afford the high rents so they are found in the low-rental districts, which are often in the run-down and crowded parts of town.

Another age-group with a large proportion of low income is the 65 years and over. In the metropolitan area, 3.6 per cent

or a total of 4,623 male wage-earner heads of households are older than 65 years. Of this total, nearly half earn less than \$3,000 and 14.6 per cent earn less than \$1,000. Even though the Old Age Pension is less than \$1,000 a year, it is almost impossible to meet the costs of living with this income unless these people are fortunate enough to live with relatives or friends who do not charge them for their room. The proportion of female wage-earners in this age-group is 4.6 per cent and represents a total of 656 or about one-eighth the number of men. This group is mainly comprised of widowed, divorced, deserted, or single women or women whose husbands are totally dependent upon them for financial support. Nearly 200 report incomes of less than \$1,000 and an additional 330 report incomes between \$1,000 and \$3,000 a year. Some of these senior citizens may have incomes from small pensions, superannuations, annuities, etc. but many totally rely on these reported wages as their only source of income. It would be interesting to see a further breakdown into \$100s of this low income bracket and more interesting still to find out how many have this as the only source of income. Without the new Social Security Program, it is predicted that more people may become financially dependent at earlier ages. The cause of this growing dependency is seen to be the result of industrialization, urbanization, automation, etc. and the age groups which appear to be hardest hit are the older ones.

TABLE 29a. Income Distribution and Age-Group. Male
Employees who are Heads of Households:
Metropolitan Vancouver, 1961.

Males: Age Distribution of Each Income-Level

1961 Earnings	Under 25 Years	25 - 34	35 - 64	65 and Over	Total
Under \$1,000	8.41	21.58	53.80	16.21	100
\$1000 to \$3000	8.83	24.19	56.75	10.23	100
\$3000 to \$5000	5.85	27.53	63.80	2.82	100
\$5000 to \$10,000	1.42	26.42	70.77	1.39	100
\$10,000 and Over	.19	10.32	86.97	2.52	100
Total	4.44	25.89	66.06	3.61	100

Males: Income-Classes in Each Age-Group

Under \$1,000	6.15	2.70	2.64	14.60	3.24
\$1000 to \$3000	23.92	11.23	10.32	34.11	12.02
\$3000 to \$5000	57.90	46.71	42.42	34.31	43.93
\$5000 to \$10,000	11.87	37.91	39.81	14.43	37.16
\$10,000 and Over	.16	1.45	4.81	2.55	3.65
Total	100	100	100	100	100

TABLE 29b. Income Distribution and Age-Group: Male
Employees who are Heads of Households:
British Columbia, 1961

Males: Age Distribution of Each Income-Level

1961 Earnings	Under 25 Years	25 - 34	35 - 64	65 and Over	Total
Under \$1000	7.68	19.70	56.43	16.19	100
\$1000 to \$3000	9.93	23.88	57.41	8.78	100
\$3000 to \$5000	6.69	28.77	62.14	2.40	100
\$5000 to \$10,000	1.86	27.22	69.77	1.15	100
\$10,000 and Over	.22	10.23	87.05	2.50	100
Total	5.37	26.76	64.50	3.37	100

Males: Income-classes in Each Age-Group

Under \$1000	5.28	2.72	3.23	17.69	3.69
\$1000 to \$3000	25.88	12.49	12.46	36.37	14.00
\$3000 to \$5000	56.93	49.15	44.04	32.45	45.71
\$5000 to \$10,000	11.80	34.68	36.88	11.63	44.09
\$10,000 and Over	.10	.96	3.39	1.86	2.51
Total	100	100	100	100	100

TABLE 30a. Income Distribution and Age-Groups: Female
Employees who are Heads of Households:
Metropolitan Vancouver, 1961

Females: Age Distribution of each Income-Level

1961 Earnings	Under 25 Years	25 - 34	35 - 64	65 and Over	Total
Under \$1000	8.22	9.36	70.68	11.74	100
\$1000 to \$3000	9.99	13.68	70.98	5.35	100
\$3000 to \$5000	5.73	20.49	71.79	1.99	100
\$5000 to \$10,000	.47	12.30	85.15	2.08	100
\$10,000 and Over	.00	3.70	85.19	11.11	100
Total	7.48	15.56	72.33	4.63	100

Females: Income-classes in each Age-Group

Under \$1000	13.04	7.13	11.59	30.03	11.86
\$1000 to \$3000	58.22	38.35	42.79	50.30	43.60
\$3000 to \$5000	28.26	48.57	36.60	15.86	36.88
\$5000 to \$10,000	.48	5.91	8.79	3.35	7.47
\$10,000 and Over	.00	.04	.23	.46	.19
Total	100	100	100	100	100

TABLE 30b. Income Distribution and Age-Groups: Female
Employees who are heads of Households:
British Columbia, 1961.

Females: Age Distribution of each Income-Level

1961 Earnings	Under 25 Years	25 - 34	35 - 64	65 and Over	Total
Under \$1000	8.11	9.15	70.69	12.05	100
\$1000 to \$3000	10.21	12.68	71.57	5.54	100
\$3000 to \$5000	6.52	18.92	72.51	2.05	100
\$5000 to \$10,000	.48	11.00	85.83	2.69	100
\$10,000 and Over	.00	3.03	87.88	9.09	100
Total	7.94	14.13	72.87	5.06	100

Females: Income-classes in each Age-Group

Under \$1000	14.24	9.02	13.51	33.10	13.93
\$1000 to \$3000	57.92	40.42	44.23	49.15	45.02
\$3000 to \$5000	27.39	44.64	33.18	13.47	33.34
\$5000 to \$10,000	.45	5.89	8.90	4.01	7.56
\$10,000 and Over	.00	.03	.18	.27	.15
Total	100	100	100	100	100

Part III

Welfare Services.

Chapter 8. Caseloads, Categories, and Trends.

The purpose, organization and administrative functioning of the Provincial Department of Social Welfare was described and discussed in detail, in the 1963 study of Region VI. This material, therefore, is not repeated in this "continuing" report.

The metropolitan area selected for detailed study in this report, comprises the major section of Welfare Region II, excluding the Powell River District Office, and the other outer districts served by the Vancouver Provincial Office. However, it includes the Municipality of Surrey and the City of White Rock, which are presently administered as a part of Welfare Region VI. The University Endowment Lands is a special case, because although it is properly a part of the metropolitan region, it is served by the Vancouver Provincial Office and separate welfare figures are not available in the Provincial Welfare Reports. As has been stated earlier, this selection was made because of the basically integral nature of Metropolitan Vancouver.

The caseload distribution and the population distribution of this metropolitan area are juxtaposed in Table 31. The communities served by each office are specified; the population figures are the populations which each office has under its jurisdiction, with the exceptions of the Powell River

TABLE 31. Population and Caseload Comparisons:
Region II Sub-Districts and Surrey
1951 and 1961

District	Population		P.C. Increase 1951-61	Caseload Totals		P.C. Increase 1951-61
	1951	1961		1951	1961	
Vancouver City	342,713	381,250	11.3	15,496	20,324	31.2
Burnaby	59,845	101,607	69.8	2,970	4,114	38.5
New Westminster	29,639	33,654	13.5	1,448	1,950	34.7
North Vancouver	30,151	62,627	107.7	1,293	1,569	21.3
West Vancouver	13,990	25,454	81.9	376(a)	524	39.4
Suburbs served from New Westminster Office (b)	11,548	27,662	139.5	1,335	1,132	-15.2
Coquitlam	15,697	29,053	85.1	557(c)	786	41.1
Surrey (d)	33,670	77,291	129.5	1,841	4,155	125.7
Richmond	19,186	43,323	125.8	248(e)	1,013	308.5
Outer Districts served from Vancouver Office (f)	--	--	--	1,780	975	-45.2
Powell River	--	--	--	325	399	22.8
Totals	556,439	781,921	40.5	26,488	36,941	39.5

(a) and (e) 1952 figures

(b) includes Delta, Fraser Mills, Port Coquitlam, Port Moody

(c) 1953 figures

(d) includes White Rock

(e) includes University Endowment Lands

Office, and the Vancouver Provincial Office, for which appropriate data could not be computed.

In 1951, 556,439 persons were living in Metropolitan Vancouver (not including the University Endowment Lands). By 1961 this figure had risen to 781,921; an increase of 40.5 per cent. In 1951, the caseload total was 26,488. In 1961, the caseload was 36,941; an increase of 39.5 per cent. At first inspection, this increase seems to parallel the corresponding increase in the population. However, added insight into the welfare picture of the metropolitan area is gained by an analysis of the categories of service and the changes that have occurred in them.

The categories of services provided by the Provincial Department of Welfare have changed over the years, to accommodate new welfare legislation, and administrative procedures. These have been described in considerable detail in the preceding study on Region VI and for this reason the details are not repeated here. These changes have been incorporated in the monthly Field Service Reports, which included twenty-two categories in 1951; twenty-four in 1952; twenty-five in 1953; twenty-six in 1955, and eighteen in 1957. This latter, simplified, report is still in use.

For the purposes of this study, ten inclusive categories are used. The categories of: Social Allowance; Pensions; Family Service; Unmarried Parents, and Protection, are identical with those in the Provincial Reports. Adoption Services includes

the Report categories of Adoption Homes - Pending and Approved; and Children in Adoption Homes. Similarly, Foster Home Services includes: Pending and Approved Foster Homes, and Children in Care. The final category, Health and Welfare Institutional, includes the remaining categories in the Provincial Reports. (Table 32.) These same inclusive categories, with one exception are used to show the proportionate distribution of caseloads for alternate years from 1951 to 1961 inclusive. The exception is the "new" category of Child Welfare which comprises the categories of Protection and Unmarried Parents. (Table 33).

In 1951, the total caseload for Region II was 24,647. In 1961, this had risen to 32,746: an increase of 32.9 per cent. However, this over-all increase is not the same in all of the categories. In fact, some categories are remarkably stable: Unmarried Parents; Family Service, and Pensions. This latter category, Pensions, is a special case because of the redistribution into two new categories, but when they are recombined they still show a marked stability from 1951 to 1961. During this same period, Child Welfare and Social Allowance show marked increases. Foster Home Services increased by 462.3 per cent; Adoption Services by 36.6 per cent and Social Allowance by 101.1 per cent.

When the changes are further analyzed for the two five year periods, an interesting pattern emerges: the total Pension caseload remains constant from 1951 - 1956, through 1956 - 1961; Social Allowance shows a drop from 1951 to 1956 and then more than doubles during the next five years. The other

TABLE 32. Numerical and Percentage Increase
Comparison Major Categories.
Region II

Category	No. of Cases (as at Dec.)			Percentage Increase		
	1951	1956	1961	1951-1956	1951-1961	1956-1961
Total Caseload(a)	26,488	29,574	36,941	111.6	139.5	124.9
Social Allowance	5,647	4,261	11,353	75.5	201.1	266.4
Pensions						
OAA	17,819	3,953	3,402	22.9	19.1	86.1
OASB	--	15,892	14,785	--	--	93.0
Blind and Disabled	--	613	1,273	--	--	207.7
Family Service	187	303	194	162.1	103.7	64.0
Child Welfare						
Adoption Services	320	404	437	126.3	136.6	108.2
Foster Home Service	146	511	821	350.0	562.3	160.7
Unmarried Parents	230	281	250	122.2	108.7	89.0
Protection	78	67	26	85.9	25.6	33.3
Health and Welfare Institutional	220	209	245	94.5	111.4	117.8

(a) Surrey and White Rock figures are included only in Total Caseload and not in the categories.

categories tend to show increases during the first five years, and then a leveling off, or decrease, in the second five years. Foster Home Services, although they show a marked over-all increase, the increase is more noticeable in the first five year period. (Table 32).

The proportionate distribution of caseloads by categories for alternate years from 1951 to 1961, provides further insights into the changing character of the welfare picture. For example, Pensions which remain fairly stable in absolute numbers from year to year, shows a rise from 72 per cent of the total caseload in 1951 to a high of 77 per cent in 1957 and then drops off to a low of 59 per cent in 1961. This pattern is reversed in Social Allowance which falls from 23 per cent in 1951 to a low of 15 per cent in 1957 and then climbs steadily to a high of 35 percent by 1961. Each of the other categories, comprises less than 3 per cent of the total caseload during any one year, although this is not interpreted as meaning that they are insignificant services. In fact they require more of the personal services provided by the social workers, and for a longer period of time. Although Child Welfare Services show a constant, marked, increase during this period, and particularly in the first five years, as a proportion of the total caseload in any one year, it never exceeds 3 per cent.

Personnel and Caseloads.

Nearly fifty per cent of the caseload in British Columbia is located within the confines of Welfare Region II.

In this Region, the caseload of 24,647 in 1951 was raised to nearly forty thousand in the following ten year span. This amounts to an over-all increase of 8,338 cases - various in kind and nature - whereas the increase in staff within this same period was only 11.5 workers. Thus there was an average increase of 63.7 cases per worker. This additional work for the already overloaded staff reveals the dire need for the recruitment of more social workers if services are to be adequately provided to those in need of them. This responsibility must be recognized and accepted by the different levels of governments and private agencies.

The total caseload in Region II increased approximately nine per cent in 1952 and then decreased slightly, the decrease being as much as four per cent, in 1957. In spite of a nine per cent increase in cases in 1952, there was approximately a sixteen per cent drop in the number of social workers in the same year. The number of workers employed did not again reach the 1951 total until 1961.

Account must be taken of the fact that from 1957 to 1960 inclusive, the workers in the sections of Vancouver City Social Service Department dealing with medical, intake, and unemployed employable cases were not counted. This offsets in part the low percentage of social workers in those years. Taking the ten year span however, (1951-1961) there is no evidence of an increase in workers to keep up with the increase in cases. The number of cases rose nearly 44 per cent over the

ten year span, while the number of workers increased by only 9 per cent. If the caseloads of these social workers have increased substantially, which it appears they must have, this could affect the service received by the clients. This becomes an even more serious consideration when one realizes that the average caseload situation in 1951 was far from ideal.

To produce two sets of basic index numbers such as these (Table 34), it must be recognized that the statistical material is greatly compressed. Both the "total welfare load" and the "total social work staff" are entities requiring much explanation. But weaknesses in the available data also makes the proper interpretation somewhat hazy. For example, in the social allowance caseload, there is no indication of how many among the recipients are single women, or how many are broken families. Yet both differ in the types of service required and the amount of work demanded from the staff. The statistical material on staff gives no indication of training, not distinguishing between the skilled worker and the newer staff member. Such an allocation would allow the well-trained worker to handle the more difficult caseload. Some tasks involved in giving welfare services might best be handled by case-aides thus giving the trained-worker more time for the more difficult cases. This specialization would seem an efficient way of meeting the needs of the clients. The Department of Social Welfare has been working for some time on a point-rating system which should aid in the measuring of a workable caseload

TABLE 33. Proportionate Distribution of Caseloads
by Major Categories in Region II at
Dec. 31st - alternate years 1951 - 1961

Categories	1951	1953	1955	1957	1959	1961
Pensions	72.30	76.18	74.40	77.31	68.24	59.43
Old Age Assistance	- -	(19.02)	(15.69)	(14.19)	(12.72)	(10.39)
Old Age Security Bonus	- -	(56.81)	(57.79)	(59.76)	(51.88)	(45.15)
Blind and Disabled	- -	(0.35)	(1.20)	(3.36)	(3.64)	(3.89)
Social Allowance	22.91	18.00	18.31	15.24	25.01	34.67
Family Service	0.76	1.09	1.27	1.30	0.78	0.59
Child Welfare						
adoption services	1.30	1.45	1.38	1.91	1.69	1.21
foster home service	0.59	1.27	1.86	2.26	2.50	2.51
child welfare	1.28	1.10	1.48	1.28	1.12	0.89
Health and						
Institutional	0.86	.91	1.02	0.70	0.66	0.70
Total	100.00	100.00	100.00	100.00	100.00	100.00

but it has not been implemented over the period covered by this Table.

Average Caseload: Some Comparisons.

To make comparisons only of the percentage increases of either caseload or number of workers between any two regions would necessarily create a false impression if, in taking each of the 1951 figures as base, it was assumed that the absolute numbers were the same. In considering Region II and Region VI, the facts are quite the contrary. For instance, in Region II in 1951, there were 90 workers as compared to 18 in Region VI. An increase, for example, of 10 per cent in each region would mean 9 more workers in Region II but only 1.8 workers in Region VI. An appropriate figure with which to supplement the index-numbers is the average caseload.

Except in 1951 and 1961, Region II had a larger average caseload than Region VI for the period from 1953 to 1959 inclusive. The average caseload for workers in Region II increased from 273.9 in 1951 to 322.8 in 1953. It is noted that in these same two years Region II lost 8 workers which would more than account for the increase of 49 cases per worker for there was actually a decrease of 179 in total caseload. Loss of staff persisted until in 1959 only 76 workers remained in Region II. By this time the average caseload was in excess of 380. At first glance, it would appear that some improvement from this stressful situation occurred sometime between 1959 and 1961, but in the main, the incorporation of

workers and cases from the medical, intake and unemployed employables sections of Vancouver City Social Services Department accounts for the change. It was not indicated how many workers were included in this department or what their average caseload was at the time of incorporation. In average number of cases per worker, Region II is representative of the provincial situation in 1951 but by 1961 the average caseload in Region II exceeded the provincial average by 40 cases.

In Region VI, the average increase per worker for this ten year period was 52 cases - a high average caseload of 328.1 was reached in 1961. This total should not be compared to that of Region II for two reasons: the inclusion of workers and cases from the Vancouver City Social Service Department in the figure for Region II and the inclusion of workers and cases of Old Age Assistance in the figures for Region VI. However, in Region VI, the number of cases served increased from 4,966 in 1951 to 11,155 in 1961 while the number of workers almost doubled (from 18 to 34). It is to be noted that the increase in the average caseload in Region VI was decidedly unsteady; one two-year period shows an increase while the next two-year period registers a decrease but not as much as the preceding increase. Overall, the average caseload became considerably larger.

In comparing the average caseload of one region to another, consideration must also be given to kind of cases served as well as the quality of service given. In

addition to this, the number of miles travelled by the workers in order to provide casework and welfare services must be taken into account. The only mileage figures available were for the 1957 to 1962 period.

During this period (1957 to 1962), each worker in Region VI travelled an average distance of 3.2 times that travelled by workers in Region II. Region VI is, of course, rural and frontier, with long lines of road or rail transportation, while Region II is far more compact and densely populated in urban sprawl, though scattered enough in a metropolitan sense. In Region VI, each worker averaged 413 miles in the provision of services, while workers in Region II averaged only 130 miles during the same period. These averages were calculated from welfare measurements for the month of December for each year involved.

The kind of cases served and the quality of casework administered are problems bound in to the inadequacy of present-day welfare measurements. These aspects of social welfare and social service are lost in developing average caseloads in different regions. Yet they are very important and must be considered if a realistic assessment of casework is to be achieved. For instance, there is a world of difference in the time consumed in making a foster-home assessment and establishing a client on social assistance, disability, or old age pension. There is also a difference in the quality of casework

TABLE 34a. Percentage Increase of Cases and
Workers for Region II
years - 1951 to 1961

Year	Percentage Change of Cases(1951=100)	Percentage Change of Workers(1951=100)
1951	100	100
1952	109.0	84.4
1953	107.4	91.1
1954	105.1	86.7
1955	107.2	90.0
1956	107.5	90.0
1957	104.1	83.3
1958	113.3	83.3
1959	116.8	81.1
1960	130.4	87.8
1961	143.6	108.9

TABLE 34b. Number of Workers, Caseload and
Average Caseload; Alternate years
1951-1961 inclusive for Regions
II and VI

Year	Region II(b)			Region VI		
	Workers	Caseload	Average Caseload	Workers	Caseload	Average Caseload
1951	90	24,647	273.9	18	4,966	275.9
1953	82	26,468	322.8	23	6,094	265.0
1955	81	26,420	326.2	23	6,788	295.1
1957	81	26,127	322.6	28	8,160	291.4
1959	76	28,986	381.4	29	9,528	328.6
1961(a)	101.5	32,985	325.0	34	11,155	328.1

(a) Figures for Region II are not comparable with other years because they include workers and cases in the Single Men's Unit, Medical and Intake "Sections" of City Social Service Department; these "sections" did not exist prior to 1960.

(b) Region II includes Old Age Assistance Board, workers and cases.

TABLE 35. Number of Workers, Caseloads and Mileage in Regions II, VI and British Columbia, 1957 - 1962
(all figures relate to the month of December in the year stated)

(a) Regions II and VI

Year	Region(1)	Workers	Caseload	Mileage
1957	II	81	26,127	11,759
	VI	28	8,160	10,749
1958	II	80	28,224	10,906
	VI	28	8,859	13,379
1959	II	76	28,986	10,946
	VI	29	9,528	13,633
1960	II(2)	79.5	32,401	11,742
	VI	30.5	10,972	13,071
1961	II(2)	101.5	32,985	10,329
	VI	35.5	11,155	13,141
1962	II	101.5	32,808	11,579
	VI	34.5	11,182	13,156

(b) British Columbia

1957	199	61,384	61,321
1958	198.5	67,139	60,983
1959	198.5	71,336	64,651
1960	213.5	79,074	72,640
1961	257	80,266	79,542
1962	259.5	79,632	81,085

- (1) Region II includes Old Age Assistance Board, workers and cases.
- (2) 1961 number of workers should not be compared with the number of workers in 1960 for Region II since the 1960 figures do not include the medical section, intake and unemployed employables section workers at Vancouver City Social Service Department.

required in providing each of these services. This indicates a need for much more elaborated measurements of welfare services provided and implementation of the "point system" in determining workable caseloads.

Chapter 9. Sub-District Differentials.

Metropolitan Vancouver can be viewed as having four major sub-districts: the city and its sectors; the North Shore; Burnaby and New Westminster; the "Eastern" and "Southern" suburbs. A comparison of the population and caseload changes between 1951 and 1961 reveals a developing pattern of significant social and welfare implications. In general, the entire metropolitan area increased both in population and in welfare caseloads. However, these increases were not the same in all of the sub-districts. The largest increases in population occurred in the outer suburbs: those served by the New Westminster District Office; Surrey; Richmond; North and West Vancouver, and Coquitlam. Except for North and West Vancouver, these are the "Eastern" and "Southern" suburbs. In 1951 there were 80,101 persons in these "Southern" and "Eastern" suburbs. In 1961 there were 177,329; an increase of 121.4 per cent or three times the percentage increase of the entire metropolitan area. During this same period, for the same sub-district, the caseload increased from an over-all 3176 to 7,086; an increase of 123.1 per cent. The other sub-districts show much smaller increases: Vancouver City shows the lowest population increase - 11.3 per cent ; and a relatively higher caseload increase of 31.2 per cent; New Westminster shows the next lowest population increase - 13.5 per cent - and also shows a relatively higher caseload increase of 34.7 per cent. A different pattern shows up in Burnaby, North and West Vancouver. Their populations have increased much more proportion-

ately than have their caseloads: Burnaby 69.8 and 38.5; North Vancouver 107.7 and 21.3; West Vancouver 81.9 and 39.4, respectively.

These figures show the broad metropolitan patterns of growth and distributions of populations and caseloads. They also indicate the trends in the development of the metropolitan area. Further insights into these patterns and trends is obtained from a detailed analysis of the sub-districts.

The City and its Sectors.

In Vancouver City, and to a certain degree, the rest of the metropolitan region, many primary and secondary welfare services are provided by numerous voluntary agencies. Thus, in Vancouver City, the City Social Service Department provides only those services included in the Social Allowance and Pensions categories. The other services are provided for by several major, voluntary, private agencies which are treated separately in this study. These are the two Children's Aid Societies, and the two Family Service Agencies. Traditionally the Children's Aid Agencies have served, and do serve the entire metropolitan area, and must be considered in any comparison of the welfare figures for Metropolitan Vancouver, and any other area.

Until 1957, the Provincial Reports on Caseloads, sent in by the City Social Service Department, did not include separate figures for the sectors of the city. However, for the years 1957 through 1961 separate figures are available for the four sectors: South; Centre; East, and West Units.

Between 1951 and 1961, the population in Vancouver City excluding the University Endowment Lands, increased from 342,713 to 381,250; an increase of 11.3 per cent, while the rest of the metropolitan area showed an increase in population of 87.5 per cent. Thus the proportion of the metropolitan population living in Vancouver City dropped from 61.6 per cent in 1951 to 48.9 per cent in 1961.

During this same period the city caseload was changing. It increased from a total of 15,496 in 1951 to 20,324 in 1961; an increase of 31.2 per cent. However, these figures represent only two categories of service: Social Allowance, and Pensions. The Pension caseload is the larger category and shows a 6.5 per cent increase during this period, while the Social Allowance caseload shows an increase of 103.4 per cent (3,938 to 8,010).

These changes were not even, over this ten year period. During the first six years, the Pensions increased by 6.7 per cent while the Social Allowance decreased by 32.4 per cent. In the following four years, however, the Pension caseload shows as virtually unchanged, compared with a 300.1 per cent increase in Social Allowance.

From 1957 on, separate figures are available for the four sectors of the city, and for 1961 separate figures are also available for the single unemployed men receiving assistance. This latter group, is served by the Single Men's Unit, regardless of what sector they may be living in, and thus the

computations of caseload increases for Social Allowance in each of the sectors is somewhat less than would otherwise be expected.

In 1957, of the 3,568 cases in the South Unit, 551 were Social Allowance cases. In 1961, of the 4,262 cases in South Unit, 1,166 were Social Allowance; an increase of 111.6 per cent. This sector showed the highest increase, although in absolute numbers, it has the fewest Social Allowance cases. Both in 1957 and in 1961, the social work staff numbered ten, in South Unit. However, by this time the City Social Service Department had expanded to include an Intake Section comprised of four workers; the Single Men's Section made up of nine workers, and the Medical Section which had six workers.

Between 1957 and 1961, the total caseload in West Unit increased by 12.9 per cent from 5,179 to 5,847. A category analysis, however, shows that most of this change took place in Social Allowance which increased 66.1 per cent from 970 to 1,611. This large proportionate increase, is masked by the much larger Pension caseload which again, shows as virtually unchanged. (4,209 - 4236).

East Unit shows the least change of all during this period. The total caseload increased by only 7.7 per cent; Pensions by 2.6 per cent, and Social Allowance by 16.9 per cent. Of the 3,490 cases in 1957, 1,160 were Social Allowance. In 1961, 1,356 of the total caseload were Social Allowance and the other 2,404 were Pensions.

Centre Unit shows the largest increase in total case-loads, of all the Units. It increased from 2,756 cases in 1957 to 3,842 cases in 1961. This sector also shows the largest increase in Pensions: from 1,909 to 2,364; an increase of 23.8 per cent. In fact, this is the only sector to show a significant increase in Pensions. It also shows the second largest increase in Social Allowance - 74.5 per cent.

These figures for Vancouver City have considerable social and welfare implication. Three of the more important facts emerging from these figures are: one, the Social Allowance caseload has increased far more rapidly during this ten year period, than has the population; two, these increases have not occurred evenly over the entire city, and are most noticeable in the West and Centre Units; and three, a heavy proportion of cases in one category can mask the changes which might be occurring in other categories, if they are lumped together for presentation and analysis. (Reference has been made to the original returns from the city and the four unit offices, but detailed tables are not reproduced in this report).

Burnaby and New Westminster City.

Burnaby has been described (in the previous chapter) as a relatively stable area. It has had its ups and down in the past but is now booming. This stability is further reflected in the welfare trends. In the decade between 1951 and 1961 the total population living here increased nearly 70 per cent. The social welfare caseload also increased - by 39 per

cent- much less than the total population. The Burnaby Social Welfare Department kept up with the caseload increase; they employed eight social workers in 1951 and had a staff of thirteen in 1961.

The categories of welfare services provide an interesting picture of the changes within the area and in overall welfare provisions. Burnaby follows trends which show clearly in most of the sectors of Metropolitan Vancouver, for example, a substantial increase in the numbers of social allowance recipients. Adoption services have kept up with the population increases; the foster home program has increased no less than six times. It is not possible to determine how many of these foster homes are for out-of-Burnaby children. These two services reflect the number of young families in the recently built-up residential areas. Services to the aged and disabled have only risen 21 per cent, a further reflection of the fact that the new areas attract primarily young families.

In two of the social welfare categories the total number of cases decreased over the ten year span: the family service count dropped from 61 in December 1951 to 40 in the same month of 1961: the number of protection cases decreased from 24 to 7. It seems likely that family problems are being taken to other agencies not counted in these statistics. The Mental Health Centre and the Burnaby Family Service Agency, although they serve a much wider area, are both centrally located in the municipality.

New Westminster had a similar increase in the number of social welfare cases (34.4 per cent). The total population increased only 14 per cent. The preceding reviews show that New Westminster is below the average income level per family and has a sizeable quota of labourers and unskilled workers. The older sections, with more insecurity and instability, are probably reflected in the caseloads.

There have been substantial increases in the number of social allowance cases, as much as 122 per cent, between 1951 and 1961. Many of the residents work in mills and processing plants in the area, and New Westminster is a convenient place for these workers to live. Older housing mean lower rents, thus low income dictates a choice of district and hold some people in the area. Another important welfare implication is that the adoption services have been more than cut in half over the past decade, but family service has doubled in this area. North Vancouver.

The North Vancouver Office of Social Welfare includes both the City and District of North Vancouver. In the ten year period, 1951 to 1961, there was an overall increase of 276 cases receiving welfare services. In both years the majority of people were in receipt of old age pensions. However, there was a decrease in the number of persons receiving these pensions; from 1,005 to 924. There was also a decrease in protection services from 21 to 2. In all other categories there was an increase. Social Allowance seemingly increased by 191 cases,

from 201 to 392; but, these figures do not give a true picture because of the changes that have taken place within the Social Allowance category. For example, the blind and disabled people were formerly included in other groups, but are now in a separate pension category. In 1961, there were 47 persons receiving this type of pension. Foster home services increased from 12 to 93; this latter figure includes 54 children in placement, 27 foster homes pending, and 12 foster homes approved. It is not known whether there are now considerably more children needing this type of care, or whether there are more families in the community willing to open their homes to foster children. Adoption services increased from 8 to 24, with 16 children in adoption homes in 1961.

During this ten year period, the population of North Vancouver City and District more than doubled (from 30,151 to 62,627). Therefore, the welfare caseload increase of 21.3 per cent is small, compared to the population increase of 107.7 per cent. Although the welfare measurements include North Vancouver as a whole, the social measurements make the distinction between North Vancouver City and the District of North Vancouver. There are some slight differences in the social measurements of these two areas. For example, the city has a higher proportion of young families, elderly families and widowed persons than the district. On the other hand, the district has more children per family, and a higher family income. The detailed census tract data illustrates that the District of North Vancouver

contains very few of the vulnerable groups, as described in the previous section on family composition, who are likely to require welfare services. North Vancouver is predominantly a family area. In North Vancouver City there are 5,816 one-family households and 1,079 non-family households out of a total of 7,037 households, and a total of 6,114 families. In the District of North Vancouver there are 9,502 one-family households and 775 non-family households out of a total of 10,433 households, and 9,835 families.

On the North Shore, there has been a great expansion of the population, and the development of new subdivisions. There are, though, pockets of marginal groups, many of whom are long-time inhabitants of the area. These include the elderly people and the Indians who may become the ones to experience some kind of social or economic disability. It might be valuable to know how many of the elderly and Indian population are receiving welfare services.

West Vancouver.

The West Vancouver office of Social Welfare was opened on May 1, 1952. The years taken here for the comparison of welfare measurements will be 1952 and 1961. During this period there was an overall caseload increase of 146 cases, from 378 to 524, and there was an increase in all categories. In both years the majority of people were receiving old age pensions and these increased from 318 to 377. In 1952, the blind and disabled persons were included in the Social Allowance

category, but in 1961 there were 18 people in receipt of this type of pension. There appears to be an increase of 19, from 38 to 57, in the Social Allowance category, although it must be remembered that there have been changes in the definition of eligibility in this category. Foster home services increased from 5 to 25, with 13 children in foster home care in 1961. There was no one receiving adoption service in 1952, but there were 7 in the comparative year, including 6 children in placement in adoption homes.

During this period the welfare services increased by 39.4 per cent, but the population increased by 81.9 per cent (from 13,990 to 25,454). The detailed census tract data illustrates that West Vancouver is essentially a family area, with the one-family dwelling as the preferred residential pattern. Out of a total of 7,378 households and 6,612 families, there are 6,317 one-family households and 917 non-family households. West Vancouver has the highest income, for wage-earner heads of families, of all the sectors in the Metropolitan Vancouver area. West Vancouver has few young families, and the elderly families represent 13.2 per cent of the total families. Of the total population, 5.5 per cent are widowed. On the whole, the social measurements indicate that this is an area of prosperity and stability.

West Vancouver, like North Vancouver, is a rapidly growing and developing area. However, there are fringe areas of marginal groups such as the Indians and the elderly people

who, in all probability, comprise the major portion of the welfare caseload.

Outer Districts Served From The Vancouver Office.

The Vancouver District Office serves unorganized areas of the University Endowment Lands, North Arm of Burrard Inlet, Howe Sound, Cheakamus Valley, Sechelt Peninsula, Ocean Falls, and surrounding coast. (Because these areas are so scattered and not clearly defined, population figures were not possible to compile). In the ten-year period under study, 1951 to 1961, the caseloads of the Vancouver District Office have decreased by almost one-half, from 1,780 to 975 (Table 31). However, this may be largely accounted for by the creation of new district offices such as West Vancouver, and also the reassignment of some districts to Region VII.

With the exception of the University Endowment Lands, these areas are not properly regarded as part of the Metropolitan Vancouver area and, therefore, not part of this study. Although it is administratively convenient to handle the outer areas from the Vancouver office, the statistics should not be included in the regional compilation.

The Eastern and Southern Suburbs.

Welfare services in the Eastern and Southern suburbs are presently administered by the Provincial Department of Social Welfare located in New Westminster, an office located in Port Coquitlam, and the two municipalities of Richmond and Surrey. Formerly, the municipalities of Richmond and Coquitlam were under

the jurisdiction of the New Westminster Provincial office but in April 1952, and in September 1953 respectively, these municipalities opened offices of their own. On these dates and in these areas, the Provincial Department ceased to carry the social work on a per capita basis.

During the ten years between 1951 and 1961 in the suburbs presently being served out of the New Westminster Provincial office, the population increased from 11,548 to 27,662 or 139.5 per cent. One might expect a corresponding increase in the number of cases served, but examination of the statistics reveals that there was actually a decrease of 203 (15.2 per cent) in total caseload. However, when it is realized that Coquitlam and Richmond caseloads came out of this caseload - in 1953 and 1952 respectively - this difference loses some of its significance; in fact rather than a decrease in the caseload for these three areas, there is an average increase of 119.5 per cent or 1,596 cases.

The municipal area of Coquitlam showed an increase in population of 14,356 or 85.1 per cent while there was only an increase of 41.1 per cent in caseload. On the other hand, the population in Richmond municipality more than doubled (from 19,186 to 43,323); by 1961 their total welfare caseload was more than four times the caseload (248 cases) of 1952. Although Richmond has the largest percentage increase in caseload, Surrey contributed more of an increase in actual number of cases than any other area in the Eastern and Southern Suburbs. In fact,

Surrey had a larger total caseload in 1961 than the remaining territory in these suburbs. Surrey had an increase of 2,314 cases while the combined total in the remaining municipalities and cities was 791 cases. The increase of population in Surrey, for the period under consideration, was less than (nearly ten thousand) the total increase in Richmond, Coquitlam, and the jurisdictional territory of the Provincial Office. Based on statistical knowledge of the suburbs, it is concluded that a heavy grouping and concentration of social needs and problems are located in Surrey municipality. Within the whole of Metropolitan Vancouver, excepting only Vancouver City, the largest ratio of caseloads increase to population increase is in Surrey, and therefore this is an area where welfare planning and programming should be concentrated.

A fairly consistent ordering of welfare services is revealed by a comparative study of welfare measurements in the suburbs. Pensions have the largest number of cases, then Social Allowances, Child Welfare, Family Service and finally Health and Institutional Services. This ranking holds in all suburban areas for the years 1951 and 1961 except for Pensions in Richmond, where in 1952 there were only 22 cases and this category ranked fifth. However, by 1961 the total rose to 586 cases and once again Pensions headed the list. While the total number of Pensions increased significantly, Family Service cases decreased as well as Health and Institutional Services. The number of Social Allowance cases more than doubled and Child Welfare tripled.

In the Municipality of Coquitlam, the caseload consists mainly of Pensions which numbered 375 in 1953 and increased to 381 by 1961, Social Allowance cases more than doubled to 256, Child Welfare was tripled, but Family Service dropped from 45 to 15 cases. The tripling of the Child Welfare caseload is of particular importance, for Child Welfare services are not only time consuming in comparison to Pensions and Social Allowance, but also require a highly competent worker to insure proper handling and assessment. Thus the rise from 45 Child Welfare cases to 124 is more meaningful in terms of caseload than a similar rise in Social Allowances.

In each individual category of welfare service, the Municipality of Surrey showed substantial increases in caseload between the years of 1951 and 1961. During this same period, the City of White Rock, which was being served by the Surrey Welfare Office, established its own welfare office and absorbed 556 cases from the caseload in Surrey. In view of this fact, Surrey still remains an area of concentration of welfare needs and social problems. Pensions jumped from 1,224 in 1951 to 1,782 in 1961, Social Allowances more than tripled (394 to 1360) Child Welfare rose from 134 to 356, and Family Service decreased by 5 from 59 cases. There are more Pensions in Surrey than in the rest of the suburbs, and Social Allowances follow the same pattern. The trend in Surrey, as well as in the rest of the suburbs, is an accelerated and growing need for welfare services, especially Pensions, Social Allowances, and Child Welfare.

Exploration of social measurements has given some indication of the development of areas, reflecting new subdivision and higher incomes--individual and governmental. As we have seen there are old original areas and new expanding areas. Even the most prosperous include pockets of marginal population (e.g. the elderly Indians, and various residual groups of former settlement). All parts of the metropolis use welfare services and evidence is growing that these marginal enclaves contribute significantly to welfare caseloads.

Chapter 10 - Interpreting Welfare Statistics.

Private Agencies.

Concerned members of early 19th Century society who formed voluntary organizations for the relief of distress seen in their midst did not perceive some level of distress as inevitable in a rapidly changing social organization. They viewed their work as a temporary measure in a passing crisis. It was not until the vast unemployment of the 1930's, in North America, that there was wide public acceptance of social welfare responsibility---and a realization that private agencies could no longer cope adequately with the welfare needs of a large and complex society. Social legislation has been enacted to meet, to some extent, recurring and predictable needs of people.

Since then it has been considered that the role of private agencies is, largely, in the field of identification of special needs, implementation of appropriate services of a particular nature, and continuing experimentation with advanced methods. Where once they were solely supported by private means, they are now to an increasing extent, supported by public money.

Since it was in the aggregates of population that otherwise unmet need was most evident, and formal means devised of dealing with it, so it is still in the larger cities that we find most of the private agencies, serving a wide variety of needs. Urban centres present not only concentrations of need but substantial sources of funds to support private welfare organizations. In British Columbia these agencies are most

widely represented in the Metropolitan Vancouver area to the extent that similar needs are served in the remainder of the Province they are largely the responsibility of the Provincial Welfare Department. Government responsibility for welfare is largely a response to the geography and scattered population of the Province.

In this study, time available permits the presentation of only ~~four~~ private agencies. The work of these three is central to the field of social welfare, however, and figures (1) expressing the extent of their operation is essential for a complete examination of welfare services in the metropolitan area. In the figures for welfare caseloads for this area, grouped in several major categories Vancouver City does not report child welfare and family services because these are provided by the children's aid societies and the family service agencies of Greater Vancouver. Because these agencies are involved in such vital services they are of particular interest not only to this study, but, along with others, have been the subject of previous M. S. W. theses, whose ultimate object is to define the contribution made quantitatively and qualitatively, by private welfare bodies, to the overall field of welfare.

Another, and continuing approach to coordination and evaluation of private welfare is the work of the Community Chest and Councils of Greater Vancouver. Similar bodies exist in most

(1) All agency figures presented in this study have been edited for illustrative presentation, so that they are not necessarily in the form in which they are presented in agency reports.

TABLE 36. Some Measurements of Service;
Family Service Agency, Vancouver
(year 1961-2)

Item	Amount
<u>Clients</u>	
Families receiving counselling service:	1,554
representing: men	(1,083)
women	(1,116)
children	(2,700)
Families receiving supervised homemaker services:	97
representing: children	(367)
Adolescents who received counselling help	212
Children who received direct treatment for emotional problems	52
<u>Units of Service</u>	
Home visits	1,774
Telephone interviews	4,669
Collateral interviews	423
Office interviews	4,463
Case or supervisory consultation (hours)	1,647
Direct Family counselling (hours)	14,546
Supervised homemaker service (hours)	15,000

Source: Adapted from 1962 Annual Report.
Family Service Agency of Greater Vancouver

of the larger urban areas of North America, evidence of the important part played by member agencies and the concern felt by their Boards that they should offer services in the most effective way. The Vancouver Chest and Councils conducts an annual fund raising campaign, from the proceeds of which allocation of funds is made to member agencies in an attempt to bring their financial means within range of their objectives. The research department of the Chest not only maintains a statistical record of agency services (Table) but undertakes research studies of value to the community as a whole. (1).

Family Service Agency "counsels individuals and families with personal and other family relationship difficulties, offering casework services to children and adolescents as well as adults, joint family services through neighbourhood houses, and supervised homemaker service." (2) Catholic Children's Aid Society provides casework services to Catholic children and their families; protection, foster care and adoption services; and services for the unmarried mother. Children's Aid Society offers casework services to children and their families for protection, adoption, foster care, and services to unmarried mothers(3)

Recent figures for these agencies (Table 36...) present, in contrast to provincial reports, a wealth of information. Family Service Agency, for example, reports not only the numbers

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- (1) e.g. The Vancouver Community Chest Priorities Study--1964.
(2) As described in the Red Feather Handbook, 1962.
(3) Ibid.

TABLE 37. Some Measurements of Service
Children's Aid Society of
Vancouver, B.C. 1957-1961

Item of Service	1957	1958	1959	1960	1961
1. Total Pay Care Days	313,043	325,143	332,108	332,764	341,491
2. Total Chest Days	34,059	36,635	38,153	32,792	34,057
3. Percentage of Chest Days	10.90	11.23	11.49	9.85	9.97
4. Non-ward (Chest) Admissions	()	()	251	224	259
4. Non-Ward (Chest) Discharges	()	()	241	231	237
6. Total Non-wards (Chest) worked with	()	()	359	332	360
7. New Unmarried Mothers	574	591	560	598	588
8. Total Unmarried Mothers	913	974	937	984	1,000
9. New Families Referred	1,848	1,719	1,705	1,718	1,684
10. Families Accepted for Service	1,302	1,320	1,306	1,338	1,321
11. Children of Above Families	2,226	2,168	2,104	2,178	1,904
12. Total Families worked with in Year	2,443	2,435	2,449	2,449	2,426
13. Children of Above Families	4,532	4,444	4,318	4,251	3,947
14. Children Admitted to Care	469	480	523	463	493
15. Children Discharged from Care	395	476	446	548	450
16. Children Returned to Parents	175	202	184	189	173
17. Children in Care December 31st	1,231	1,235	1,313	1,228	1,271
18. C.A.S. Adoption Placements	370	378	357	394	348
19. C.W.D. Adoption Placements	182	171	169	231	202
20. Adoption Applications	321	287	313	263	266
21. SUMMARY					
Total Children in Own Homes	4,532	4,444	4,318	4,251	3,947
Total Children in Foster Homes	1,626	1,711	1,758	1,776	1,721
Total Children in Adoption Homes	841	846	832	851	768
Total Children in Private Boarding Homes	242	247	232	183	142
Total Children Served	7,241	7,248	7,141	7,061	6,578

of individuals served, but further distinguishes these according to sex of adults, and some approximation of age groups (adults, children and adolescents). They classify services under categories (counselling, treatment, homemaker, etc.) These are further described as units of service, so that not only the numbers in each category, but the hours involved are represented. (Table).

Children's Aid Society describes its work under twenty "items of service" which include not only time involved, under two fiscal categories, but numbers of children and families under several qualifying items, and gives summarized totals of children in different placements. This report confines itself more closely to a numerical accounting than that of Family Service Agency whose categories of service give more indication of the kind of service involved.

Catholic Children's Aid (Table) lists services to children and families in a manner similar to Children's Aid but has a category for infants - as well as children. There is some elaboration under "Other Measurements of Service" in regard to "medical examinations, clinics" and "interviews and visits", length of contact (i.e. "brief") court appearances, and social work staff (non-supervisory).

As might be expected from agencies whose primary concern is service, rather than income maintenance and service there is fuller reporting in relation to services. Nevertheless, if more standardization of items of service could be achieved and further clarification of items such as "families

TABLE 38. Some Measurements of Service;
Catholic Children's Aid Society,
Vancouver, 1961

<u>Child Care Services</u>		<u>Family Services</u>	
Infants admitted for planning or adoption -	134	Families served during the year:	239
Other children admitted for planning or adoption -	145	Continuing cases -	(116)
Children discharged to parents or guardians -	118	New cases -	(123)
Children discharged because adopted -	62	Children served in own homes -	504
Children discharged for other reasons	32	Unmarried mothers assisted during the year	251
Children placed in adoption homes -	69	Continuing -	(106)
Children served in adoption homes -	185	New -	(145)
<u>Other Measurements of Service</u>			
Total children in care	-	973	
Average number of children in care	-	745	
Children admitted to non-ward care	-	117	
Medical examinations, clinics	-	1,714	
Children admitted to hospital	-	157	
Interviews and visits	-	14,443	
Brief contacts	-	3,859	
Court appearances (official)	-	451	
Social work staff (excluding supervision, and administrative)	-	19	
Number of days pay care for children	-	212,862	
Number of non-ward days pay care (Community Chest)	-	11,265	

TABLE 39. Some Basic Statistics of Private
Agency Service, Vancouver, 1956-1961
(as compiled in Community Chest Survey, 1963)

Agency, and index of service	1956	1957	1958	1959	1960	1961
<u>Family Service Agency</u>						
Total cases	()	1,786	1,575	1,443	1,444	()
Active caseload (a)	417	441	404	370	361	()
Social workers	9	9½	10	11	12	13
Senior staff (b)	10	9½	10	10½	7	9
<u>Catholic Family Agency</u>						
Active caseloads (a)	91	88	()	()	76	()
Social workers	2	2	2	2	2	2
Senior staff (b)	1	1	1	1	1	1
<u>Children's Aid Society</u>						
Total children served	()	7,241	7,248	7,141	7,061	()
Caseload (a)	()	()	1,236	1,313	1,228	1,214
Social workers	41	42	40	43	43	43
Senior staff (b)	18	19	20	20	20	22
<u>Catholic Children's Aid Society</u>						
Caseload (c)	(879)	(827)	722	731	694	737
Social workers	17	18	18	19	19	19
Senior staff (b)	5	6	6	6	7	7

(a) Monthly (b) Executives and supervisors () not available

(c) Figures for 1956-7 are children in care; for 1959-61, monthly caseloads

receiving service" along the lines of income level, geographical location, housing; and "children" further described in regard to age and family background, some constellations of factors might be elicited and further developed into key items which could then be used for more certain analysis. An analogy with the cost-of-living index figures may be useful here. Everybody needs this figure at intervals to know what is happening to consumer prices. But we also need to know the distribution of income, sizes of families, people's budgeting habits and patterns, and special factors like mortgage payments, debts, illnesses, etc. If, instead of this breakdown, we had a jumble of prices and one of these items, for example, we would not have a very clear picture of what was happening to the economy. In welfare analysis which is intended to throw more light on what is being done now, and what may need to be done, more detailed reporting in universal terms is equally required.

A report made possible through the cooperation of one of the metropolitan areas, Burnaby, permits much greater insight into what Social Allowance means. Six categories are distinguished with some further breakdown into sub-groups. There is some classification of disability (tuberculosis, listing three sub-groups; boarding homes and nursing homes, each with a further classification of patients). Though this is a quantitative report at first observation, the number of descriptive categories used gives some approximation of the services which may be involved in what is also a statement of income-maintenance.

TABLE 40. Components of a Case Load; Social Assistance Cases
in a Public Welfare Department (Burnaby, B.C. 1952-1962)

Item	1952	1954	1956	1958	1960	1962
Total persons receiving social assistance	662	660	599	1231	2320	2302(a)
Components: (social allowance)						
a) heads of families	100	88	92	163	275	354
b) children and other dependents(b)	215	204	185	395	632	852
c) single men	4	45	34	37	59	69
d) single women	116	119	121	104	142	172
Components: (unemployment assistance(c))						
a) heads of families and single persons	-	5	3	107	318	220
b) dependents	-	15	14	249	695	436
Other special categories						
Social allowance cases in boarding homes	13	14	17	12	15	36
men	(5)	(3)	(5)	(3)	(4)	(16)
women	(8)	(11)	(12)	(9)	(11)	(20)
Social allowance cases in nursing homes	7	6	9	10	5	6
men	(4)	(5)	(5)	(4)	(3)	(3)
women	(3)	(1)	(4)	(6)	(2)	(3)
Elderly persons in boarding homes	48	55	51	45	57	65
men	(22)	(23)	(17)	(11)	(15)	(14)
women	(26)	(32)	(34)	(34)	(42)	(51)
Elderly persons in nursing homes	41	49	59	63	64	47
men	(13)	(16)	(24)	(22)	(20)	(12)
women	(28)	(33)	(35)	(41)	(44)	(35)
Tuberculosis cases						
heads of families	19	13	5	7	9	6
dependents	41	28	10	13	20	13
single men	8	11	5	3	2	2
single women	4	8	12	1	-	1

(a) includes 8 persons, out-of-Province cases, 1962.

(b) including a few children whose relative is not the family head (12 in 1960, 15 in 1962)

(c) unemployed persons who are employable (social assistance eligibility assumes unemployability)

Given such data Social Allowance cases can become families, with a certain number of parents, and numbers of children. There are also single men and single women which has special implications of vulnerability: these people may not have the family support of an emotional and morale-building nature which can help them maintain good health, mental and physical. There are "children with relatives"; here, too, may be an indication that more than monetary service may be needed at some time. Relatives may, or may not, be as committed to the care of the child as its parents would be. Those who are not employable are distinguished. Such an item has a high probability of service requirement. Perhaps referral to suitable medical or mental health agencies is indicated. Perhaps with treatment and rehabilitative services this person might be restored to a more satisfactory life. Dependents of this person may be more deprived than the dependents listed under "Families" generally. Children may be required to perform nursing or other services in such a home to the detriment of their education--with implications for their later years. Perhaps some community service might be found to relieve dependents of a measure of this care so that they could pursue their own needs more adequately.

Under the other major headings in the Burnaby report "cases" emerge as people with needs-- the needs common to sick people, families of sick people, old people, single and married, men and women: people who need boarding home care and those who

need nursing home care-- a distinction in degree as well as, perhaps, kind of helplessness. Such a report tells much that we need to know.

It is not easy to make reliable comparisons between these agency figures, but it is evident that each serves a large number of people. In the two child welfare agencies the items "total pay care days" (Children's Aid Society) and "Number of days pay care for children"(Catholic Children's Aid) for 1961 give figures of 341,941 and 212,862 respectively. "Total Families Worked with in Year" (Children's Aid) and "Families served during the year" (Catholic Children's Aid) list 2,426 and 239 for the same year. The discrepancy in these two sets of figures however (50 per cent between the first two against 90 per cent between the second set) suggests that the "family" items are not as comparable as their titles would suggest. The Community Chest figures for 1960, for Family Service Agency and Catholic Family Agency report "active caseloads" of 361 and 76 respectively. There appears to be no other common item producing a set of figures by which to rate the foregoing set. Apart from the fact that these agencies are serving substantial numbers of people it is difficult to make a productive assessment of welfare services.

All these factors underline the desirability of standardization of items, if continued analysis is to produce valid results, useable in building effective welfare programs.

Issues:

The metropolis is never a closed system. The flow of people goods and services between it and the hinterland, and, internally between its parts is in constant motion and undergoing constant change. The pattern of the metropolitan area is formed by this motion. At the heart of the area is the urban core, the central city; surrounding this is an inner ring of older suburbs, which may, in time, encompass successive smaller rings of suburbs whose outer boundary marks the beginning of the outer ring of suburbs, the "new" suburbs--areas of most recent development.

As the business, industry and institutions of the core attract population, more land is needed to accomodate these people, added population sets up a demand for more commercial and institutionalized activities (e. g. more stores and more schools, etc.,) At any particular point in the history of an area this growth is more accentuated than during more gradual development, at such times clearer lines of demarcation appear, producing the three rings characteristic of the metropolis. These rings mark the outer boundaries of city core, the inner and the outer suburbs.

This metropolitan pattern has implications for services, for the region, and for welfare. As the city dweller moves out he creates a demand for urban services in his new home. His presence, and these demands, have implications for the outlying area-- in terms of economics and land use, among other things.

The demographic pattern of the three areas has implications for welfare; of individuals, of the community, and of the region. This welfare in its widest sense---of those directly served and of the surrounding society.

The rapid growth of residential areas on the outer fringe of the metropolitan zone, taking form as clusters of urban-oriented subdivisions, sometimes isolated, sometimes strung out in ribbons, all scattered over 100 square miles of once-rural land, has serious implications for everybody who lives in the nearby metropolis. Questions of land use, economic structure, requirements for residential services--in an immediate sense as well as issues for the future are being posed and, to some extent, considered. But the implications of this development (and of the answers to these questions) in terms of predictable welfare needs, and services to deal with these needs, are less familiar --yet perhaps even more fateful for the immediate present and for the future.

The size of this problem is impressive. The region is now approaching a population of 1,000,000 within a few years, and is predicted to have 2,500,000 within forty years. It involves an estimated need for 100 square miles out of the total available, once basic regional requirements are provided for, of less than 250 square miles(1) But present modes of development will, if continued unchanged, involve twice the area cited, thereby depriving the region of land for other needs.

(1) Lower Mainland Regional Planning Board, Land for Living.

Services.

The nature of development poses difficulties for even basic services.

"A subdivision of forty or fifty close-spaced houses, however far it may be from the next subdivision, cannot operate successfully on septic tanks and a rural water line; but because urban utilities cannot economically be extended throughout vast low-density areas, it may have to, with water shortages and unsanitary ground conditions as a result. By the same token, sprawl areas cannot possibly be provided with schools, parks, shopping and medical-dental services with the degree of convenience taken for granted in the city." (19)

As young families, with relatively large numbers of children mature they will have a multitude of successive needs requiring the installation of a variety of services. Even now, school crowding is a familiar complaint; though, in fairness to School Boards, it must be said that school facilities, by and large, have been provided better than anything else in suburbia. The lack of Sunday Schools and library facilities are pointed out immediately by housewives when they are asked about the disadvantages of living "out so far". The problem is something more than just distance: it involves the quality of such developments possible for these scattered communities, even when they can be supplied. In the near future recreation centres for the pre-adolescent and the teen-ager will be the crying need. For many of the older youth, vocational schools or something more up-to-date and comprehensive, within reasonable reach will become highly desirable. These are only some of the needs which

19. The Urban Frontier (Part 1).

can be predicted for communities with the family composition of these new suburbs.

The Urban Frontier (Part 4) quotes J.K. Galbraith⁽²⁰⁾ effectively, in stressing that

"... the housing industry functions well only in combination with a large, complex and costly array of public services. These include land purchase and clearance for redevelopment: good neighbourhood and city planning, and effective and well enforced zoning...."

While the requirements of public services is undoubtedly universal in modern residential development, in the metropolitan zone adjacent to Vancouver some clarification of the meaning of "clearance for redevelopment" and "zoning" is desirable. Clearing of all natural features has contributed to sameness and lack of visual satisfaction in many of our building projects in British Columbia. ("let's bulldoze out all the trees, level the ground, then think how to develop the area.").

And in the realm of conflicts over the use of land, a stereotyped application of zoning which abrogates the long-established farmer's needs in favour of the aesthetic standards of his newcomer neighbours could be questionable.

Provision of services must be financed out of taxes. The low rates prevailing at the time of subdivision provided rural standard of services. Economically speaking, the homeowners in the outward borders of these areas are the most vulnerable; increased taxes will be more difficult for them to pay than for those in more expensive districts. The need for basic services, and probably for succeeding services, is

(20) The Affluent Society.

most likely to be more urgent than in better designed services. This is related to both the deficiencies of the particular area and the lesser ability of those living there to afford individual solutions.

There is another aspect, regionally, of taxation. Even at increased rates, subdivisions do not pay for the increased costs which they pose for the municipality. The tax burden must be borne partly by farming land and industry (if any). That is, farmers who have not sold their farms, either out of convictions about suitable use of land, or because they were among those whose land was not chosen for purchase, are penalized by higher taxes to pay for something they do not want, and from which they derive no apparent benefit.

The Region -- Land Use.

The disturbing aspect of the pattern of development around the Vancouver metropolitan zone is the large amount of land decimated by islands of settlement, neither rural nor truly suburban. Though houses in these 'islands' may be as closely built as in the City, the overall density is only one house to every ten miles of land. (21) They have been described as "little bits of city in the wrong place". (22). This wastes arable land. As food needs rise, by virtue of houses on land formerly devoted to using food, importation will become necessary with increased food cost to the population of the entire region.

(21) The Lower Mainland Regional Planning Board, The Urban Frontier. Part 1.

(22) Ibid.

After land is subdivided speculatively, it may lie idle for long periods, awaiting purchase. And not only is this, and the actively developed subdivision taken out of farm production; as the costs of residential sprawl are passed on to the farmer, his operation becomes less profitable and he is more inclined to let his land go for subdivision. Marginal farmers, already depressed, can appear as social assistance claimants. Moreover, others may believe that farming has a limited future in the Lower Fraser Valley and will not undertake long-range improvements and expensive installations for modernization. As this trend develops, the economic structure of the whole region is threatened. It has been argued by some observers that the complex of industries based on the farm economy provides approximately one out of five jobs in the area. (See Table 2)

Potential land for industrial use, for parks, air-fields, and other essentials, presently foreseen and others only discernable in the future, is at present being subdivided indiscriminately.

The Region -- Welfare Services.

Any region which has a large number of families with many families has predictable vulnerability. When this is underlaid with the incidence of unskilled workers with low incomes of the poorer fringe developments, with mortgages on homes, aggravated by pressures of rising taxes and maintenance costs, unanticipated in many cases by the tyro homeowners, there

are implications for welfare services.

Many of the breadwinners in the fringe areas are in occupations where peak earning power is reached at a fairly early age. This means that as a family matures, and small-child needs are succeeded by those of the adolescent the family budget will be spread more thinly. It may be difficult for these children to proceed to higher education but, without it, it may be impossible for them to be employed, as automation (already threatening some of their fathers' jobs) increases. If vocational schools or colleges are not available to provide at least some of the answers to the new technological demands on young entrants to employment, large numbers of young people, concentrated in these neighbourhoods, may be unemployed, underemployed or emotionally and socially maladjusted. In other areas, this rolelessness of the young has already shown up as a factor in delinquency.

Where the city needs welfare services mainly for the elderly, the lonely, the deprived, and the unstable, these suburban areas need services for families and for the young. Neighbourhood houses and community centres are needed in such areas before social problems appear, not only to prevent them but to prevent further and consequent problems. Such centres, and family and youth counselling services are, of course, only palliatives for local symptoms which do not answer the overall national need for positive planning for automation--as a benefit rather than as a problem.

It is logical and perhaps urgently necessary to consider what may be the long-range consequences of this rapid and large scale development on the pattern described. What changes does it impose on family living, child-rearing, and day-to-day activities of a large segment of the population? Is segregation into dormitory suburbs of one class, social and income, age and family-stage, placing added strains on the family, and depriving children and adults of support once gained from interaction with a more heterogeneous group--including the extended family? And can a balanced community be developed with the horizontal character of these suburbs, rather than the interweaving of a variety of strains, vertical as well as horizontal? This accidental environment, a product of a coincidence of events, political, economic, demographic, and industrial, may have great significance for the future--in the kinds of people we will have, their values and their way of living. Perhaps we should try to understand what this might be. (23). More than one profession and more than one level of government will be needed to deal effectively with the currently-seen problems of urban expansion. Citizens (which means education), as well as regional planners, real estate developers, municipal and metropolitan councils, provincial and federal government are involved.

(23) The same kind of problem though in the different context of publicly-aided housing, is being examined in a joint research study, contemporary with the present one, Families in Public Housing, by Florence Ireland, Lia Juurup, and Sheila Miller.

The Provincial Government is in a key position from which to stimulate and encourage a broad and timely approach to this area of development. Their responsibilities in relation to municipal affairs and to welfare administration as well as the increased funds which they anticipate from federal resources, provide an opportune coincidence of the prerequisite for action. If the large amount of tax money now being devoted to welfare services, plus the federal accretion, are to be spent most productively, this must take place within a sound program, based on knowledge of actual needs, and of measures appropriate to prevention and rehabilitation, as well as relief of immediate social pathology. To develop and maintain such a program at an effective level, preliminary and continuing research is basic. Implementation of facilities for regional study and analysis seems the logical point at which to begin.

One of the major implications of the present study, however, is that metropolitan "region" must be studied, and as effectively as possible, administered, as a whole. It is too important a part of the province to be left to a score of varied authorities with differing jurisdictions, finances, and powers. Whether or not this necessitates some form of metropolitan government there is no question that the total metropolitan area must, more and more, be the logical area for planning and review. This is as true for welfare services as it is for such things as recreation, school provision, parks, and arterial roads.

Regional measurements have been elicited from both census data and provincial welfare statistics for this study. In interpreting services currently being offered, difficulties exist in the provincial reports because many items of service are included in a single index and, as presented in final form, all provincial welfare services are covered by a paucity of categories. One such category is "Social Allowance". Annual provincial reports give figures for this as a single item. Without further tabulations it is not even clear how many persons are being served in any one "case", and, more importantly, what is the distribution of kinds of family situations. To get a clear picture of the character of the needs represented, and of the services given, not only for public and professional understanding, but as aids to giving better service, to develop appropriate allocation of staff, and in general to make the best use of welfare expenditures, it is essential to have carefully developed and up-to-date set of welfare figures. Basically, in Social Allowance it is desirable to know, not only how many persons are represented in a single case - i.e. to distinguish between family cases and single men and single women, but whether the adults are employable or unemployable and their social circumstances. In families it is essential to know how many dependents are included in each case, and some indication of the age-groups of these dependents. Where social assistance is being given to children in the home of relatives, a distinction in reporting might help in interpretation of the probable

differential in service in such a case and one involving children in their parents' home. Similar breakdowns in other welfare categories would provide a much clearer exposition of what is being accomplished-- or needed.

On the whole, the amount of statistical material available has been considerable and in this study we have been able to indicate some social patterns from what was offered. However, this kind of material, as presently arranged presents difficulties for use. In order to work out unambiguous statements about the field of welfare and those it serves directly in British Columbia, there needs to be better organization of regional statistical data and standardization of regional boundaries. Regional boundaries should be drawn in relation to populations concerned, rather than according to geographical or administrative convenience. Extended measurements of welfare could be made if case-loads were described under two major categories: income maintenance and services. A separate study of welfare in the province, along these lines is recommended.

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TABLE I.a. Income Distribution and Age-Groups: Male and
Female Employees who are Heads of Households:
Metropolitan Vancouver, 1961.

Males: Absolute Number in each Age Group and Income Level

1961 Earnings	Under 25 Years	25 - 34	35 - 64	65 and Over	Total
Under \$1000	350	898	2,239	675	4,162
\$1000 to \$3000	1,362	3,730	8,750	1,577	15,419
\$3000 to \$5000	3,297	15,515	35,956	1,586	56,354
\$5000 to \$10,000	676	12,593	33,736	667	47,672
\$10,000 and Over	9	483	4,071	118	4,681
Total	5,694	33,219	84,752	4,623	128,288

Females: Absolute Number in each Age-Group and Income Level

Under \$10000	138	157	1,186	197	1,678
\$1000 to \$3000	616	844	4,379	330	6,169
\$3000 to \$5000	299	1,069	3,746	104	5,218
\$5000 to \$10,000	5	130	900	22	1,057
\$10,000 and Over	0	1	23	3	27
Total	1,058	2,201	10,234	656	14,149

TABLE I.b Income Distribution and Age-Groups: Male and
Female Employees who are Heads of Households:
British Columbia, 1961

Males: Absolute Number in Each Age-Group and Income Level

1961 Earnings	Under 25 Years	25 - 34	35 - 64	65 and Over	Total
Under \$1000	722	1,853	5,308	1,523	9,406
\$1000 to \$3000	3,539	8,514	20,469	3,131	35,653
\$3000 to \$5000	7,785	33,500	72,361	2,794	116,440
\$5000 to \$10,000	1,614	23,637	60,597	1,001	86,849
\$10,000 and Over	14	654	5,566	160	6,394
Total	13,674	68,158	164,301	8,609	254,742

Females: Absolute Number in Each Age Group and Income Level

Under \$1000	250	282	2,178	371	3,081
\$1000 to \$3000	1,017	1,263	7,128	551	9,959
\$3000 to \$5000	481	1,395	5,347	151	7,374
\$5000 to \$10,000	8	184	1,436	45	1,673
\$10,000 and Over	0	1	29	3	33
Total	1,756	3,125	16,118	1,121	22,120

TABLE II. Comparative Patterns: City and Metropolitan Vancouver, Census Division 4, British Columbia and Canada: 1961.

Item	City of Vancouver	Metropolitan Vancouver	Census Division #4	British Columbia	Canada
Owner-Occupied Dwellings	72,029	159,414	184,129	326,090	3,005,587
Owner-Occupied Reporting a Mortgage	31,412	81,188	87,246	131,321	979,966
Average Value of Occupied Dwellings	\$13,783	\$13,932	\$13,424	\$11,744	\$ 11,021
Tenant-Occupied Dwellings	46,375	69,182	77,453	133,442	1,548,906
Average Contract Monthly Rent	\$77	\$75	\$72	\$65	\$65
Apartments and Flats	37,520	47,630	48,887	68,632	1,151,098
Households with Automobile	74,247	163,073	187,908	329,738	3,114,677

TABLE III. Conditions and Quality of Housing: City and Metropolitan Vancouver, Census Division 4, British Columbia and Canada: 1961.

Item	City of Vancouver	Metropolitan Vancouver	Census Division #4	British Columbia	Canada
In Need of Major Repair	4,238	8,510	10,818	25,309	255,414
Without Running Water	364	1,120	2,956	22,809	496,180
Without Exclusive Flush Toilet	12,859	19,353	34,827	63,740	955,025
Without Exclusive Bath or Shower	9,343	13,199	17,287	52,662	1,042,383
Without Refrigeration Facilities	5,346	8,641	11,241	33,025	366,780
Coal or Wood Heated	13,042	22,453	31,088	95,227	1,070,895
Without Furnace (Central Heating)	12,455	36,670	53,576	138,186	1,482,272

TABLE IV. Indices of Housing Conditions: Main Urban and Suburban Sectors, Metropolitan Vancouver, 1961.

a. Some Principal Characteristics

Sectors	Total Number of Households	Dwellings Constructed Before 1920	Less Than One Year Occupancy	Tenant Occupied Dwellings
<u>I. Vancouver City</u>	118,405	27,868	21,331	46,375
A. University-Pt. Grey	5,451	306	577	1,213
B. Kerrisdale-Dunbar	6,349	0	427	448
C. Shaughnessy	15,803	1,518	1,998	3,767
D. West End	10,818	3,153	3,537	9,577
E. North Central	32,043	14,348	8,471	20,699
1. E. Kitsilano	13,042	3,748	3,387	7,671
2. False Creek	8,642	4,209	2,675	7,190
3. Main-Victoria	10,359	6,391	2,406	5,838
F. East Vancouver	48,819	7,911	6,194	10,779
1. North East	11,004	1,962	1,462	2,284
2. East Central	23,627	4,736	2,991	5,297
3. Fraserview	14,188	1,213	1,741	3,198
<u>II. Burnaby-New West'r.</u>				
A. Burnaby 1	10,114	528	1,459	1,627
B. Burnaby 2	9,730	549	1,594	2,203
C. Burnaby 3	8,042	333	883	1,679
D. New Westminster	9,218	2,586	1,725	3,452
<u>III. North Shore</u>				
A. W. Vancouver	7,378	229	1,041	1,038
B. N. Vancouver (District)	10,433	347	1,510	1,393
C. N. Vancouver (City)	7,037	1,137	1,435	2,485
<u>IV. Eastern Suburbs</u>				
A. Coquitlam-Fraser Mills	10,182	592	1,898	1,655
B. Surrey North	10,830	0	2,009	1,985
C. Surrey South	11,072	558	1,817	1,788
<u>V. Southern Suburbs</u>				
A. Richmond W.	9,136	130	1,615	1,651
B. Richmond S. E.	1,998	0	205	537
C. Delta	3,938	286	622	797
Metropolitan Vancouver	228,598	36,920	39,620	69,182
British Columbia	459,532	74,740	82,560	133,442

TABLE V. Indices of Housing Conditions: Main Urban and Suburban Sectors, Metropolitan Vancouver, 1961

B. Quality and Condition of Housing

Sectors	Needing Major Repair	Crowded	Lacking Exclusive Flush Toilet	Lacking Exclusive Bath or Shower
<u>I. Vancouver City</u>	4,238	8,544	12,860	9,344
A. University-Pt. Grey	0	0	232	82
B. Kerrisdale-Dunbar	0	0	230	34
C. Shaughnessy	102	143	1,266	405
D. West End	0	345	1,424	1,251
E. North Central	1,559	2,290	6,402	5,701
1. E. Kitsilano	353	443	1,727	1,460
2. False Creek	426	385	2,138	1,997
3. Main-Victoria	780	1,462	2,537	2,244
F. East Vancouver	904	4,961	3,328	1,893
1. North East	393	1,140	994	620
2. East Central	511	2,410	1,515	837
3. Fraserview	0	1,411	819	436
<u>II. Burnaby-New West'r.</u>				
A. Burnaby 1.	122	947	290	157
B. Burnaby 2	0	646	522	156
C. Burnaby 3	0	415	329	172
D. New Westminster	140	727	863	711
<u>III. North Shore</u>				
A. W. Vancouver	206	0	336	93
B. N. Vancouver (District)	171	476	404	133
C. N. Vancouver (City)	0	478	570	313
<u>IV. Eastern Suburbs</u>				
A. Coquitlam-Fraser Mills	0	1,248	528	322
B. Surrey North	501	1,645	834	600
C. Surrey South	413	1,121	1,146	756
<u>V. Southern Suburbs</u>				
A. Richmond W.	104	795	247	115
B. Richmond S. E.	235	226	213	175
C. Delta	0	469	177	94
Metropolitan Vancouver	8,510	18,977	19,353	13,199
British Columbia	25,309	55,484	63,740	52,662

TABLE VI. Home Ownership: Main Urban and Suburban Sectors,
Metropolitan Vancouver: 1961.

Sectors	Owner Occupied Dwellings	Owner-Occupied Reporting Mortgage
<u>I. Vancouver City</u>	72,029	31,412
A. University-Point Grey	4,183	1,818
B. Kerrisdale-Dunbar	5,812	2,710
C. Shaughnessy	11,838	5,582
D. West End	813	0
E. North Central	10,991	3,011
1. East Kitsilano	5,371	1,679
2. False Creek	1,099	141
3. Main-Victoria	4,521	1,191
F. East Vancouver	38,040	18,203
1. North East	8,721	3,330
2. East Central	18,330	9,003
3. Fraserview	10,989	5,870
<u>II. Burnaby-New Westminster</u>		
A. Burnaby 1	8,490	5,105
B. Burnaby 2	7,527	4,522
C. Burnaby 3	6,363	3,424
D. New Westminster	5,766	2,076
<u>III. North Shore</u>		
A. W. Vancouver	6,340	4,021
B. N. Vancouver (District)	9,113	6,918
C. N. Vancouver (City)	4,483	2,268
<u>IV. Eastern Suburbs</u>		
A. Coquitlam-Fraser Mills	8,461	4,959
B. Surrey North	8,845	5,103
C. Surrey South	9,284	3,354
<u>V. Southern Suburbs</u>		
A. Richmond W.	7,485	5,225
B. Richmond S. E.	1,461	626
C. Delta	3,141	1,692
Metropolitan Vancouver	159,414	81,188
British Columbia	326,090	131,321

TABLE VII. Size of Households: Vancouver and Comparative Areas, 1961

Item	City of Vancouver	Metropolitan Vancouver	Census Division #4	British Columbia	Canada
Total Population	384,522	790,165	907,531	1,629,082	18,238,247
Number of Households	118,404	228,598	261,582	459,532	4,554,493
Household Size					
1 Person	20,342	30,080	34,565	62,079	424,728
2 - 3 Persons	56,715	103,103	117,060	198,755	1,821,152
4 - 5 Persons	30,293	70,821	80,540	141,334	1,441,097
6 Plus Persons	11,055	24,594	29,418	57,364	867,516
Crowded	8,544	18,977	23,846	55,484	(*)

* This figure was not reported for 1961 Census.

TABLE VIII. Family Status of Main Age-Groups (Males only)
Metropolitan Vancouver and British Columbia, 1961

a. Metropolitan Vancouver

Age Group	Married	Widowed, Divorced	Single	Total
Under 15	-	-	115,656	115,656
15 - 19	344	8	24,983	25,335
20 - 24	6,841	64	14,383	21,288
25 - 44	89,109	1,486	18,487	109,082
45 - 64	67,307	3,450	8,501	79,258
65 and Over	29,137	8,282	5,494	42,833
Total Males	192,738	13,290	187,424	393,452

b. British Columbia

Age Group	Married	Widowed, Divorced	Single	Total
Under 15	-	-	260,053	260,053
15 - 19	832	18	56,876	57,726
20 - 24	15,712	106	31,940	47,758
25 - 44	180,722	2,659	37,096	220,477
45 - 64	135,211	6,911	18,570	157,692
65 and Over	57,557	15,393	10,730	84,388
Total Males	390,024	25,805	413,265	829,094

TABLE IX. Population Totals, Metropolitan Vancouver
and Sub-Sectors, 1951 - 1961.

	Population		Change 1951- 61		Proportion of Metro	
	1951	1961	Numbers	P.C.	1951	1961
I. <u>Vancouver City</u>	344,833	384,522	39,689	11.51	61.36	48.66
A. University- Point Grey	17,347	18,926	1,579	9.10	3.09	2.40
B. Kerrisdale- Dunbar	20,725	21,347	622	3.00	3.69	2.70
C. Shaughnessy	43,370	52,383	9,013	20.78	7.72	6.63
D. West End	23,884	25,359	1,475	6.18	4.25	3.21
E. North Central						
1. E.Kitsilano	35,475	36,171	696	1.96	6.32	4.59
2. False Creek	33,014	27,404	(-5,610)	(-16.99)	5.87	3.48
3. Main-Victoria	35,631	36,870	1,239	3.48	6.35	4.67
F. East Vancouver						
1. North East	41,647	47,000	5,353	12.88	7.42	5.96
2. East Central	61,065	71,707	10,642	17.43	10.88	9.08
3. Fraserview	34,795	50,929	16,134	46.87	6.19	6.46
II. <u>Burnaby New- Westminster</u>						
A. Burnaby 1	22,382	37,363	14,981	66.93	3.99	4.73
B. Burnaby 2	19,218	36,581	17,363	90.35	3.43	4.63
C. Burnaby 3	18,245	27,663	9,418	51.62	3.26	3.50
D. New Westminster						
a	23,493	27,670	4,177	17.78	4.19	3.50
b	5,146	5,984	838	16.28	0.94	0.77
III. <u>North Shore</u>						
A. W.Vancouver	13,990	25,454	11,464	81.94	2.49	3.23
B. N. Vancouver						
District a	7,525	12,648	5,123	68.08	1.35	1.60
" b	6,939	26,323	19,384	279.35	1.24	3.34
C. N.Vancouver(City)	15,687	23,656	7,969	50.80	2.79	2.99
IV. <u>Eastern Suburbs</u>						
A. Coquitlam-Fraser Mills	22,026	42,688	20,662	93.81	3.93	5.40
B. Surrey North	15,447	40,755	25,308	163.73	2.75	5.16
C. Surrey South	18,223	36,536	18,313	100.49	3.25	4.62
V. <u>Southern Suburbs</u>						
A. Richmond W.	11,631	35,578	23,947	205.89	2.08	4.50
B. Richmond S.E.	7,555	7,745	190	2.51	1.35	0.98
C. Delta	6,701	14,597	7,896	117.83	1.19	1.85
Metropolitan Vancouver	591,960	790,165	228,205	40.61	100	100

TABLE X.a Distribution of Main Age Groups of the Male
Population.
Comparison of Main Urban and Suburban Sectors,
Metropolitan Vancouver, 1961.

Areas	Total	0 - 4	5 - 14	15 - 24	65 and over
I. Vancouver City	189,504	16,192	29,692	22,993	25,947
A. University-Pt. Grey	9,093	725	1,706	1,345	1,002
B. Kerrisdale-Dunbar	10,214	825	1,927	1,338	1,259
C. Shaughnessy	24,720	1,826	4,303	3,413	3,431
D. West End	11,431	355	430	1,047	2,552
E. North Central	48,850	3,828	5,439	5,599	9,777
1. E. Kitsilano	16,383	1,314	2,033	2,192	2,284
2. False Creek	14,692	610	875	1,270	3,538
3. Main-Victoria	20,775	1,904	2,531	2,137	3,955
F. East Vancouver City	83,831	8,791	16,180	10,527	7,993
1. N.E. Vancouver	18,843	1,943	3,285	2,339	1,997
2. E. Central	39,749	4,303	7,411	4,970	3,863
3. Fraserview	25,239	2,545	5,484	3,218	2,133
II. Burnaby New West'r.					
A. Burnaby 1	18,582	2,340	4,236	2,263	1,345
B. Burnaby 2	18,647	2,185	3,705	2,261	1,520
C. Burnaby 3	13,779	1,506	2,966	1,656	1,304
D. New Westminster	16,790	2,320	3,013	2,605	1,759
III. North Shore					
A. W. Vancouver	12,298	1,160	2,657	1,484	1,029
B. N. Vancouver District	19,523	2,827	4,666	1,745	1,027
C. N. Vancouver (City)	11,681	1,391	2,312	1,521	982
IV. Eastern Suburbs					
A. Coquitlam- Fraser Mills	21,658	3,123	4,584	2,335	1,525
B. Surrey North	20,758	3,376	4,877	2,136	1,349
C. Surrey South	18,428	2,096	3,828	2,003	3,214
V. Southern Suburbs					
A. Richmond W.	18,101	2,992	4,046	1,930	830
B. Richmond S. E.	4,004	520	854	528	271
C. Delta	7,469	1,090	1,674	868	594
Metropolitan Vancouver	393,452	42,382	73,274	46,623	42,833

TABLE X.b Distribution of Main Age Groups of the Female Population. Comparison of Main Urban and Suburban Sectors: Metropolitan Vancouver, 1961.

Areas	Total	0 - 4	5 - 14	15 - 24	65 and Over
<u>I. Vancouver City</u>	195,018	15,523	28,462	25,457	27,295
A. University-Pt. Grey	9,833	756	1,620	1,276	1,362
B. Kerrisdale-Dunbar	11,133	795	1,786	1,300	1,648
C. Shaughnessy	27,663	1,645	4,312	3,443	4,237
D. West End	13,928	321	467	1,875	3,440
E. North Central	48,595	3,736	5,099	7,091	7,659
1. E. Kitsilano	19,788	1,314	1,911	2,755	3,589
2. False Creek	12,712	604	888	2,132	2,352
3. Main-Victoria	16,095	1,818	2,300	2,204	1,718
F. E. Vancouver City	85,503	8,445	15,467	10,754	9,349
1. N.E. Vancouver	18,903	1,860	3,169	2,442	2,083
2. E. Central	40,910	4,143	7,214	5,086	4,803
3. Fraserview	25,690	2,442	5,084	3,226	2,463
<u>II. Burnaby-New West'r</u>					
A. Burnaby 1	18,781	2,181	4,009	2,337	1,448
B. Burnaby 2	17,934	2,072	3,747	2,148	1,566
C. Burnaby 3	13,884	1,489	2,668	1,581	1,416
D. New Westminster	16,864	1,243	2,923	2,981	2,001
<u>III. North Shore</u>					
A. W. Vancouver	13,156	1,159	2,643	1,294	1,442
B. N. Vancouver (District)	19,448	2,765	4,396	1,744	1,161
C. N. Vancouver (City)	11,975	1,359	2,122	1,540	1,194
<u>IV. Eastern Suburbs</u>					
A. Coquitlam-Fraser Mills	21,030	2,923	4,359	2,594	1,746
B. Surrey North	19,997	3,114	4,715	2,371	1,158
C. Surrey South	18,108	2,021	3,544	1,992	2,699
<u>V. Southern Suburbs</u>					
A. Richmond W.	17,477	2,773	3,871	2,076	822
B. Richmond S.E.	3,741	513	869	483	201
C. Delta	7,128	986	1,729	782	508
Metropolitan Vancouver	396,713	40,407	70,533	49,610	44,971