PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

For the Year Ended December 31st

1952

VICTORIA, B.C.
Printed by DON MCDIARMID, Printer to the Queen's Most Excellent Majesty
1954

To His Honour CLARENCE WALLACE, C.B.E.,
Lieutenant-Governor of the Province of British Columbia.

MAY IT PLEASE YOUR HONOUR:

I have the honour to transmit herewith the Annual Report of the Department of Municipal Affairs for the year ended December 31st, 1952.

W. D. BLACK,
Minister of Municipal Affairs.

Victoria, B.C., December 23rd, 1953.

Report of the Department of Municipal Affairs

VICTORIA, B.C., December 22nd, 1953.

The Honourable W. D. Black,
Minister of Municipal Affairs.

SIR,—I have the honour to submit the Annual Report of this Department for the year ended December 31st, 1952. Continuing the policy established last year, there is included in this Report the individual reports of the separate branches of the Department.

The total assessed value of land and improvements for cities, districts, villages, and Vancouver for 1952 increased over the previous year. The increase was smaller both absolutely and relatively than for 1951, except in the case of Vancouver and the villages. Taxable values and values actually taxed also showed increases over the previous year. The values actually taxed in 1952 continue to bear approximately the same ratio to the total assessed values as existed in the two previous years. Figures are shown in the following tables.

TOTAL ASSESSED VALUE OF LAND AND IMPROVEMENTS

	1951	1952	Increase
Cities	$328,463,342	$348,992,827	$20,529,485
Districts	352,124,109	371,943,030	19,818,921
Villages	43,174,027	53,126,953	9,952,926
Totals	$723,761,478	$774,062,810	$50,301,332
Vancouver	557,937,134	608,304,366	50,367,232
Grand totals	$1,281,698,612	$1,382,367,176	$100,668,564

VALUES TAXABLE

	1951	1952	Increase
Cities	$249,341,133	$265,576,391	$16,235,258
Districts	284,292,026	303,605,583	19,313,557
Villages	36,616,533	43,818,551	7,202,018
Totals	$570,249,692	$613,000,525	$42,750,833
Vancouver	461,975,094	503,004,011	41,028,917
Grand totals	$1,032,224,786	$1,116,004,536	$83,779,750

VALUES ACTUALLY TAXED

	1951	1952	Increase
Cities	$148,859,181	$160,283,727	$11,424,546
Districts	186,696,891	200,294,606	13,597,715
Villages	23,251,705	28,319,093	5,067,388
Totals	$358,807,777	$388,897,426	$30,089,649
Vancouver	300,020,487	324,030,086	24,009,599
Grand totals	$658,828,264	$712,927,512	$54,099,248

During the year approximately $7,000,000 in new debentures were approved. This is $1,500,000 less than in the year 1951. In spite of this, the total debenture debt outstanding for cities, districts, and villages only increased from $66,500,000 to

$68,800,000. The amount and purpose for which the new debentures were approved are set out below:—

Purpose	Cities	Districts	Villages	Total
Civic projects	$370,000.00	$25,000.00	.....	$395,000.00
Hospitals	241,000.00	80,000.00	.....	321,000.00
Local improvements	177,110.68	199,273.87	.....	376,384.55
Property purchase	40,000.00	.....	$8,000.00	48,000.00
Protection to persons and property	38,000.00	41,500.00	.....	79,500.00
Public works equipment	46,000.00	.....	.....	46,000.00
Roads and streets	150,000.00	300,000.00	.....	450,000.00
Schools	430,950.00	1,138,400.00	.....	1,569,350.00
Sewers	300,000.00	1,778,000.00	20,000.00	2,098,000.00
Waterworks	335,000.00	977,000.00	308,500.00	1,620,500.00
Totals	$2,128,060.68	$4,539,173.87	$336,500.00	$7,003,734.55

Total debenture debt is summarized as follows:—

	Issued, Sold, and Outstanding	Unissued and Unsold	Total
Cities	$39,605,949	$3,031,432	$42,637,381
Districts	23,214,096	1,035,337	24,249,433
Villages	1,813,355	149,200	1,962,555
Totals	$64,633,400	$4,215,969	$68,849,369
Vancouver	101,004,873	.....	101,004,873
Grand totals	$165,638,273	$4,215,969	$169,854,242

This Department has been advised by the Department of Finance of the Federal Government that all semi-annual payments have been made in respect of the project for which loans were obtained under the provisions of the " Municipal Improvements Assistance Act, 1938." The following table shows the outstanding amounts as at January 1st, 1953:—

LOANS MADE UNDER THE PROVISIONS OF " THE MUNICIPAL IMPROVEMENTS ASSISTANCE ACT, 1938," GUARANTEED BY THE PROVINCE OF BRITISH COLUMBIA, AS AT JANUARY 1ST, 1953.

Municipality	Loan No.	Amount Advanced	Balance Outstanding
Greater Vancouver Water District	1	$750,000.00	$406,482.61
City of Vancouver	2	390,000.00	164,684.70
District of Saanich	21	39,224.15	16,563.12
City of Nanaimo	22	200,000.00	59,687.94
City of Prince George	31	18,750.00	4,888.21
City of Grand Forks	32	11,000.00	.....
District of Summerland	33	140,192.50	78,770.07
City of Trail	54	130,000.00	51,484.63
City of Port Alberni	56	66,000.00	27,869.72
City of Alberni	57	10,000.00	.....
City of Prince Rupert	59	40,000.00	26,167.10
Westview Light, Power, and Waterworks District	60	40,000.00	7,522.46
District of Coquitlam	67	8,400.00	2,490.50
District of Penticton[1]	68	41,000.00	16,237.47
District of Surrey	69	12,500.00	2,807.05
Annable-Warfield Waterworks District	81	44,000.00	19,722.61
Connaught Heights Waterworks District	84	39,200.00	25,643.75
District of West Vancouver	85	100,000.00	60,107.00
Grandview Waterworks District	89	8,000.00	3,378.12
City of Salmon Arm	94	15,000.00	9,812.65
City of Armstrong	95	11,491.05	2,995.77
Totals	----	$2,114,757.70	$987,315.48

1 Changed from district to city status, April 30th, 1948.
Amortized payments due December 31st, 1952, and January 1st, 1953, made by all municipalities.

All money by-laws before being approved for submission to the electors were carefully examined as to the necessity, the estimated cost, the financial ability of the municipality to repay the loan, and the relation of the life of the works to the maturity date of the debentures. Care was also taken to see that the debt burden resulting from combining the existing and proposed debt-repayment schedules was not unduly excessive for any particular year.

At the end of the year under review, reserve funds amounted to $4,291,090, being an increase over the previous year of $1,444,661.

Toward the close of the year the Inspector of Municipalities, as the result of complaints lodged by a Ratepayers' Association, recommended the holding of a public inquiry into the conduct of certain business of the City of North Vancouver. Such an inquiry was held without disclosing any personal wrong-doing and without any punitive action being necessary. However, the Commissioner commented adversely upon some of the procedures which had been followed.

The Municipal Officers' Conference was held in June, 1952. This is the thirteenth year that this Conference has been sponsored by the Minister of Municipal Affairs. It provides an excellent opportunity for the discussion of administrative problems and also for municipal officials to take up local matters with the various departments of Government.

During the year 1952 the following communities were incorporated as village municipalities: Ashcroft, Fort St. James, Fruitvale, Sidney, Telkwa, Ucluelet, Warfield, and Zeballos. Extensions of boundaries were granted to three cities and three villages. Minor changes were made in the boundaries of Fernie and Victoria, but in the case of the City of Nanaimo the area was more than doubled and the population increased by nearly 50 per cent. The Village of Squamish likewise had its area more than doubled, while Campbell River and Tofino enjoyed a moderate increase in size.

Amendments were made to the "Municipal Act" and "Village Municipalities Act" through the "Taxation Act" covering the basis for assessments of pipe-lines.

The changing conditions brought about by the growth of urban centres in district municipalities which were formerly predominantly rural has presented problems to certain Councils which they seem unable or disinclined to deal with. In my opinion, some of the special problems of these urban communities could be handled under existing powers. However, if this is not done and the present conditions become more aggravated, other and possibly less welcome statutory remedies seem inevitable.

The year 1952 was unique in the history of the Department in that there were three different Ministers of the Crown in charge of the Department in that year—the Honourable R. C. MacDonald, the Honourable A. D. Turnbull, and the Honourable W. D. Black.

After a lapse of nearly seven years the position of Supervisor was filled by the appointment of J. E. Brown, M.A. (U.B.C.), M.B.A. (Chicago).

The active co-operation of the various elected and appointed officials of the municipality has, during the year, materially assisted the efforts of the Department.

B. C. BRACEWELL,
Deputy Minister.

REPORT OF THE SUPERVISOR OF MUNICIPALITIES

VICTORIA, B.C., December 18th, 1953.

B. C. Bracewell, Esq.,
Deputy Minister of Municipal Affairs.

SIR,—This is the second year for which municipal statistics have been published separately from the Departmental Report. The only major change in the former has been the inclusion of a table showing sewer, water-main, road, and street mileage for each municipality as at the end of the year.

Toward the close of the year some work was done toward the setting-up of standardized assessment and collectors' rolls and accounting records. The Department is indebted to the Institute of Chartered Accountants for its generous assistance in this work. Pressure of other duties has unfortunately prevented the completion of this task.

The staff continued to be fully occupied dealing with the regular flow of business. A comparison of the following with the corresponding summary for 1951 will show that this continued unabated. During 1952:—

(1) Ninety-five visits were made to municipalities. The number of individual municipalities visited is less than this figure, since a few received more than one visit.

(2) One hundred and fifty-eight Orders in Council were prepared and approved.

(3) Forty-eight certificates of approval for municipal loan by-laws were issued.

(4) Thirty-nine debenture issues were certified by the Inspector of Municipalities, while 7,376 debentures with coupons attached were examined, checked, sealed, and certified.

(5) Two hundred and ninety-six village by-laws were examined and filed.

In the latter part of the year the Department was honoured by being asked to supervise a training programme in municipal administration for a nominee from Israel under a United Nations Fellowship. It is of more than passing interest to note that this was the only fellowship currently offered in municipal administration in North America. Around the middle of November, Zvi Freund arrived in Victoria to begin a thirteen-week study of our methods. The major part of the programme consisted of visits to municipalities to obtain direct experience in the application of the statutory provisions. Selected municipalities on Vancouver Island and on the Lower Mainland co-operated whole-heartedly in the programme. Reports are that Mr. Freund was greatly impressed by the friendly manner in which he was received by the various municipal officials and by the efforts made to assist him in gaining an insight into our methods of conducting municipal business. It is understood he found one or two aspects of our procedures which could be readily applied in his own country to advantage.

Last year reference was made to the debt position of the municipalities of this Province. In a review of municipal finances, municipal revenues are probably second to debt in importance, from the view-point of the investor, administrator, or student. For that reason a brief report on these revenues is appended this year. To conform to the latest classification of accounts, the statistics on revenues have been adjusted throughout the earlier years to exclude Provincial grants for schools, miscellaneous school revenues, proceeds from the sale of tax-sale lands, interdepartmental credits and receipts from the Better Housing Programme. In addition, only the excess of receipts over disbursements in the case of utilities is treated as revenue. There is no suggestion that the statistical data for such a long period are strictly comparable, but it is extremely doubtful that the conclusions are in any way vitiated by whatever discrepancies there may be in the statistics.

The major source of revenue for the municipalities has been, and still is, the property tax, which in this Province means chiefly real property. This tax is computed on the basis of 100 per cent of the assessed land values, together with some fraction of the assessed value of the improvements on the land as distinct from the land itself. The percentage of improvements subject to taxation varies from municipality to municipality and is determined by each Council, provided the percentage is kept below the statutory limit, which is 75 per cent. In addition, the municipalities may levy a poll, road, dog, and business tax. The first three of these have been in force for many years but have never been productive of large amounts. Of late years there has been a growing tendency to discontinue the use of these three taxes. The business tax, however, is new to this Province, having been placed in the Statutes in 1947. To date only two cities have adopted this tax, which in their cases provides from 8 to 10 per cent of their total tax revenue. Other sources of revenue are Provincial grants, profits from utilities, licence fees and permits, fines, and sundry other miscellaneous items. Comparing the present with thirty-five years ago, the only significant changes in the source of revenues have been the Government grants, utility profits, and the business tax.

In one important respect, however, there has been a decided change in the application of the property tax. In the earlier years this tax was in many cases confined to land only, as distinct from the improvements placed on the land. Over the years there has been a gradual shift toward the taxation of improvements, which has taken place by three distinct routes.

First, there has been a decided shift toward not only taxing improvements, but also to taxing a greater percentage of the assessed value of these improvements. That is fairly clearly demonstrated in Table 1. Secondly, improvements in 1952 made up roughly three-quarters of the total assessed value of land and improvements, compared with about one-third in the case of cities and one-quarter for districts in 1918. This change in the relative importance of the two components is in part accounted for by the large amount of construction which has taken place over the years. It seems safe to assume, however, that at least two other factors also contributed to this change—the highly inflated land values of the period immediately preceding World War I and the tendency to almost ignore improvement values, particularly in those municipalities where they were not being taxed. Thirdly, there has been the tendency to widen the definition of improvements by the inclusion of items which might not normally be classed as real property.

It is interesting to trace the trend of municipal revenues during the years since 1917, which latter is the first year for which Departmental statistics are reported. This is shown graphically in Chart 1, where it can be observed that revenues advanced rapidly up to the years 1920 and 1921, and thereafter remained relatively constant until the close of World War II, when they again increased at a very rapid rate. At least a part of this change can be attributed to a growth in population and to changes in the level of prices. By reference to Table 2 it will be seen that after correcting for both population and price there has been, between 1921 and 1951, an increase of 34 per cent in revenues in the case of the cities, 14 per cent for Vancouver, and 18 per cent for the districts. Subject to the inherent limitations of the data, this is the extent to which to-day's citizens are paying for increased or better community services compared to those of thirty years ago.

There has always been considerable criticism of municipal taxation on the grounds that it is not responsive to changes in the income of the taxpayers. Chart 2 lends considerable support to this contention. It will be observed that the relationship between total revenue, less Provincial grants, in all municipalities and total personal income for all citizens of British Columbia does not remain constant. Even correcting for the change in the proportion of the population residing within municipal boundaries, which has gone from 71 per cent of the total in 1921 to 78 per cent in 1951, would not materially alter this relationship. For example, in the interval from 1929 to 1940 income fell off very

sharply while municipal revenues continued to be maintained at a fairly uniform level, and it was not until 1940 that the relative position between revenue and income which had prevailed in 1929 was regained. However, since 1940 income has advanced very much more rapidly than locally collected municipal revenues. In the meantime, of course, both the Province and the Federal Government have increased their " take," so that in the over-all picture the taxpayer is devoting a larger fraction of his income to government now than in the immediate pre-war era.

A second criticism, which is partly related to the first, is to the effect that investments in real property do not keep pace with income. Chart 2 is an attempt to examine this complaint. The results are, of course, only a partial answer, but tend to support the contrary view, particularly for the long period. Investment in residential property in Canada is compared with national income for Canada. It is at once evident that, over the cycle, income swings more widely than the value of investments in residential property, but the relationship between the two which existed in the years 1926 to 1929 has been fairly well re-established in the post-war years 1945 to 1948. No figures on investment in commercial and industrial property are readily available, but such as exist suggest that the trend of investments in these fields is not dissimilar to that for residential property.

The relative importance of the major sources of revenue for all the cities excluding Vancouver, for Vancouver, and for the districts is shown in Charts 3, 4, and 5 respectively, and for selected years is given in Tables 2 and 3. The cities are characterized by being able to obtain fair amounts of revenue from alternative sources, and thus to keep the direct taxation at a relatively low level. Between 1919 and 1945 total revenues of the cities advanced from approximately $5,400,000 to $8,200,000. Tax revenues, however, in the same period amounted to approximately $5,000,000 in 1919, thereafter declining to a low of $4,000,000, and did not again reach $5,000,000 until 1945. Provincial grants, other than school grants, have been a variable element in municipal revenues throughout this period. The first of such grants was introduced initially in 1921. By 1929 these grants had come to represent over 9 per cent of the revenues of the cities. Thereafter, these were sharply reduced, so that by 1934 they were less than 3 per cent. Starting in 1935, social-assistance grants were made to the municipalities, and in 1947 a share of the social security and municipal aid tax was added, so that currently Provincial grants are roughly 21 per cent of revenue.

The cities have had one source of revenue which to a large extent has been unique to them—the profits from municipally owned utilities. Over the years this has varied from 3 to upward of 10 per cent of their revenues. Some cities, of course, make no profit on utilities, but a few receive as high as 30 per cent of their total revenue from this source.

Vancouver differs from the average of the other cities by obtaining a smaller share of its revenues from licences, permits, utilities, etc. For this reason, the fraction which must be raised from taxation is considerably greater. The districts collect a smaller amount relatively of revenue than is generally true of the cities or Vancouver. Unlike the cities, the districts have not obtained any significant amount of revenue from utilities.

The amount of revenue collected by the various municipalities varies quite widely. Table 4 gives an approximate idea of this range. Generally, the amount of revenue collected is the resultant of the interplay between the cost of providing a certain level of desired services and the willingness of the taxpayer to be taxed. In part this tendency to collect (or spend) is related to size (*see* Chart 6)—the larger the community, the greater the *per capita* revenues required—although obviously size is not the only factor.

The general conclusions are:—

(1) That the municipalities now depend upon local taxation to a much smaller extent than was the case thirty-five years ago. At that time roughly 90 per cent of their revenues came from taxation. To-day it is approximately 60 per cent or less.

(2) That municipalities are collecting and spending more, both relatively and absolutely, than ever before.

(3) That, in spite of this increased spending, the revenues, in terms of relative burden, are well below those collected in 1929, and, in fact, could currently be increased by roughly 65 per cent before being as onerous as they were at that time.

J. E. BROWN,
Supervisor of Municipalities.

TABLE 1.—NUMBER OF CITIES AND DISTRICTS BY PERCENTAGE OF ASSESSED VALUE OF IMPROVEMENTS TAXED FOR THE YEARS 1921 AND 1951 RESPECTIVELY

	Percentage															
	0	10	15	20	25	30	33⅓	35	40	45	50	55	60	65	70	75
Number of cities—																
1921	12	1	—	1	1	—	2	—	—	—	17	—	—	—	—	—
1951	—	—	1	1	1	—	1	3	1	1	18	2	3	1	—	2
Number of districts—																
1921	14	1	—	—	—	—	—	—	—	—	10	—	—	—	—	—
1951	1	—	—	—	—	1	—	—	2	1	10	3	3	—	1	6

TABLE 2.—PER CAPITA MUNICIPAL REVENUES BY MAJOR SOURCES FOR THE YEARS 1917, 1921, 1931, 1941, AND 1951 RESPECTIVELY

(In dollars.)

Year	Municipal Taxation		Provincial Grants[1]	Utilities[2]	Licences, Fines, and Other Revenue	Total Revenue	Total Revenue Corrected for Changes in Prices	
	For Schools	Total						
All cities except Vancouver—	$	$	$	$	$	$	$	(3)
1917	6.42	27.85	.....	.....	4.00	31.85	.....	.....
1921	11.55	37.60	.57	.56	7.82	46.55	57.60	100
1931	13.35	31.80	3.29	1.47	9.39	45.95	67.75	117
1941	9.35	28.20	3.05	3.67	8.03	42.95	61.95	107
1951	19.80	43.15	20.45	8.60	15.80	88.00	77.50	134
Vancouver—								
1917	7.05	30.80	.....	.....	2.35	33.15	.....	.....
1921	12.03	46.60	.52	.....	6.03	53.15	65.75	100
1931	12.95	44.80	2.79	.....	4.91	52.50	77.35	117
1941	11.95	38.40	4.35	.31	5.54	48.60	69.75	106
1951	21.10	54.00	19.60	.93	10.97	85.50	75.25	114
All districts—								
1917	4.55	24.80	.....	.....	3.00	27.80	.....	.....
1921	8.27	27.60	.51	.....	6.24	34.35	42.45	100
1931	9.62	21.80	3.12	.....	6.83	31.75	46.75	110
1941	5.75	16.20	2.23	.....	1.27	19.70	28.25	67
1951	18.15	34.20	15.50	.76	6.54	57.00	50.20	118
All villages—								
1931	.....	5.60	3.78	.....	4.04	13.42	19.80	100
1941	.....	5.81	.99	.17	2.08	9.05	13.10	66
1951	.....	11.14	11.13	1.20	8.43	31.90	28.10	142

1 Does not include Provincial grants for schools.
2 Excess of receipts over disbursements.
3 This column represents relative change in adjusted *per capita* revenue.

TABLE 3.—PERCENTAGE DISTRIBUTION OF MUNICIPAL REVENUES BY MAJOR SOURCES FOR THE YEARS 1917, 1921, 1931, 1941, AND 1951 RESPECTIVELY

Year	Municipal Taxation		Provincial Grants[1]	Utilities[2]	Licences, Fines, and Other Revenue	Total Revenue
	For Schools	Total				
All cities except Vancouver—	Per Cent	Per Cent	Per Cent	Per Cent	Per Cent	Per Cent
1917	20.15	87.40	.....	.....	12.60	100
1921	24.80	80.75	1.22	1.20	16.83	100
1931	29.10	69.25	7.16	3.20	20.39	100
1941	21.80	65.60	7.10	8.55	18.75	100
1951	22.50	49.00	23.25	9.77	17.98	100
Vancouver—						
1917	21.30	93.00	.....	.....	7.00	100
1921	22.75	87.75	.99	.....	11.26	100
1931	24.62	85.45	5.32	.....	9.23	100
1941	24.60	79.10	8.95	.64	11.31	100
1951	24.70	63.20	22.95	1.09	12.76	100
All districts—						
1917	16.35	89.25	.....	.....	10.75	100
1921	24.10	80.40	1.48	.....	18.12	100
1931	30.30	68.60	9.82	.....	21.58	100
1941	29.20	82.20	11.32	.....	6.48	100
1951	31.85	60.00	27.20	1.33	11.47	100
All villages—						
1931	.....	41.65	28.20	.....	30.15	100
1941	.....	64.25	10.93	1.88	22.94	100
1951	.....	34.90	34.90	3.76	26.44	100

[1] Does not include Provincial grants for schools.
[2] Excess of receipts over disbursements.

TABLE 4.—DISTRIBUTION OF PER CAPITA REVENUES FOR CITIES AND DISTRICTS FOR THE YEAR 1951

Per Capita Revenues	Cities	Districts
$20 to $29.99	----	1
$30 to $39.99	1	1
$40 to $49.99	3	4
$50 to $59.99	4	10
$60 to $69.99	8	6
$70 to $79.99	7	2
$80 to $89.99	4	2
$90 to $99.99	5	----
$100 and over	3	2

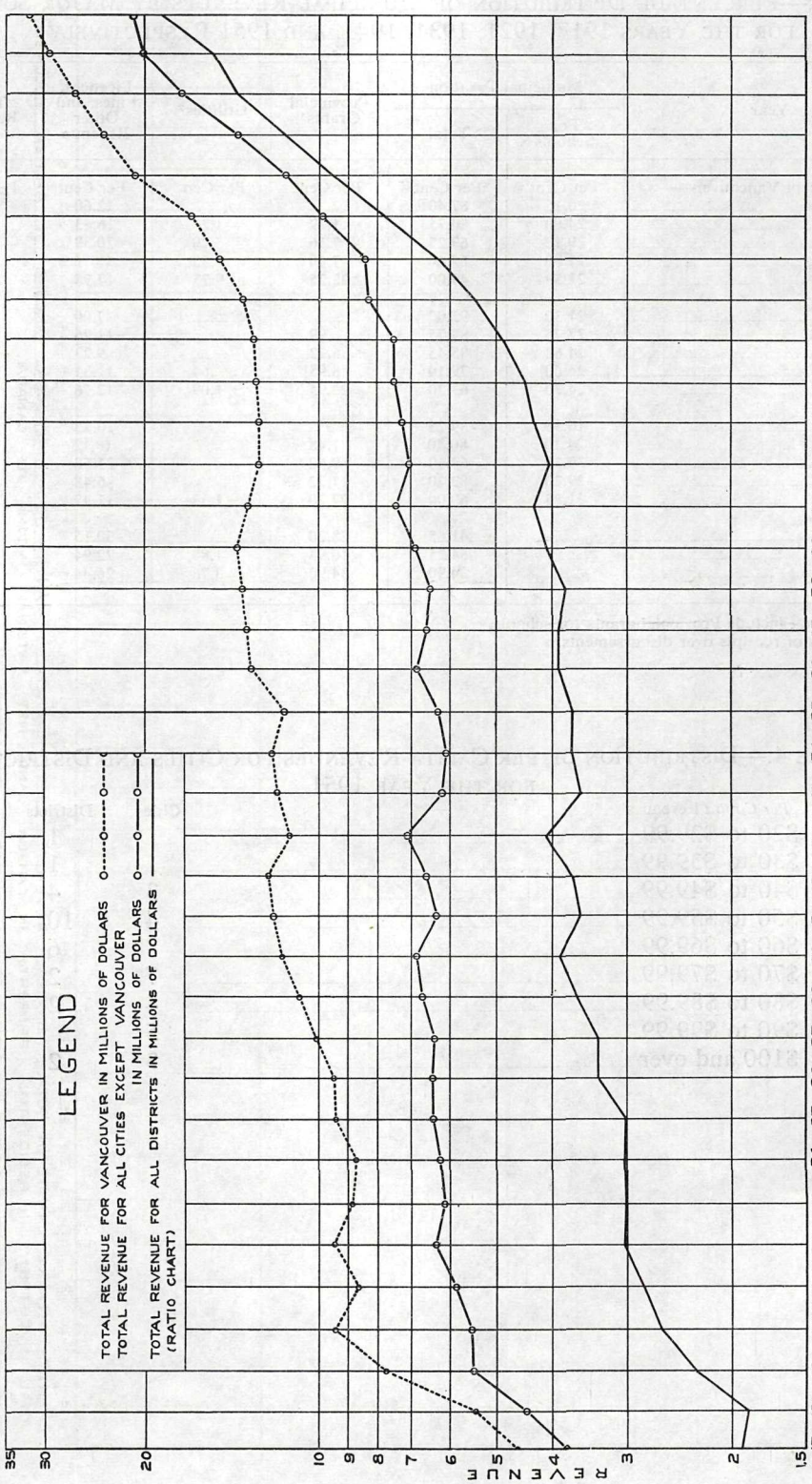

CHART #1. TOTAL REVENUES BY YEARS FOR VANCOUVER, FOR ALL OTHER CITIES AND FOR DISTRICTS FOR THE YEARS 1917 TO 1952 INCLUSIVE.

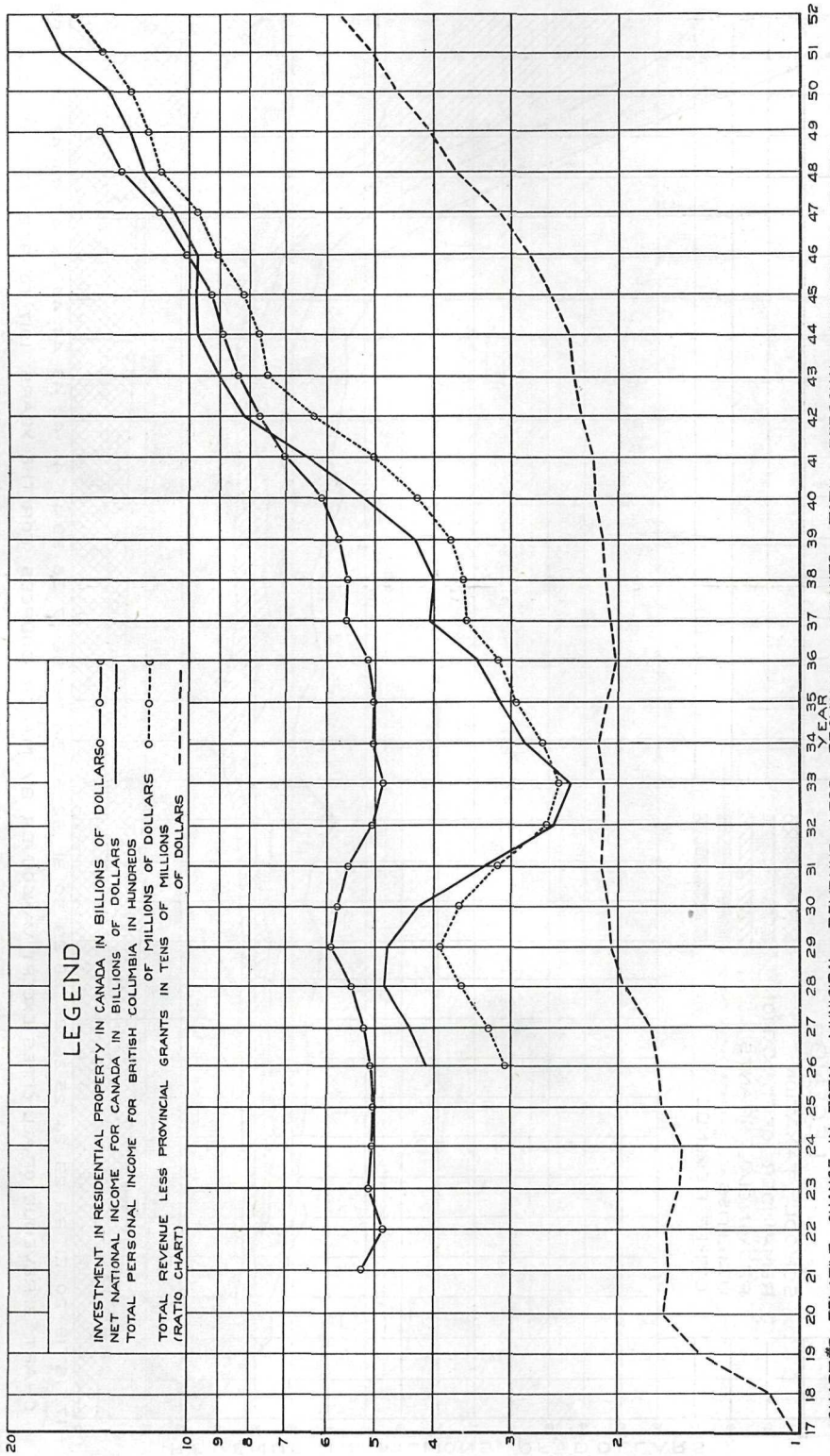

CHART #2. RELATIVE CHANGE IN TOTAL MUNICIPAL REVENUE LESS PROVINCIAL GRANTS, TOTAL PERSONAL INCOME IN BRITISH COLUMBIA, TOTAL INVESTMENT IN RESIDENTIAL PROPERTY IN CANADA AND NET NATIONAL INCOME FOR CANADA.

Investment: O. J. Firestone, *Residential Real Estate in Canada*, University of Toronto Press, 1951, p. 78.
Income: Ottawa, Dominion Bureau of Statistics, National Accounts Income and Expenditure.

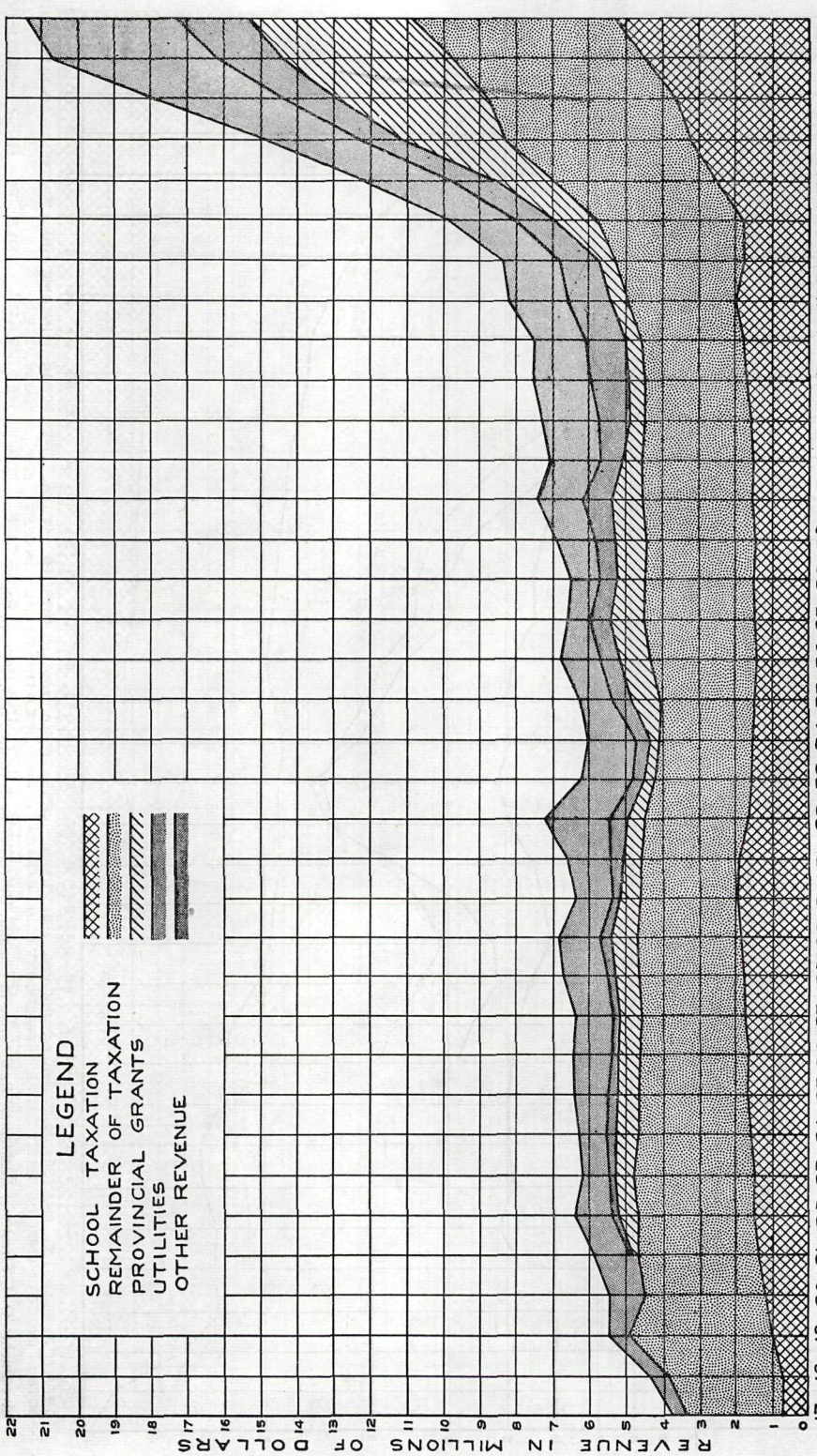

CHART #3. REVENUE OF ALL CITIES EXCEPT VANCOUVER BY MAJOR SOURCES FOR THE YEARS 1917 TO 1952 INCLUSIVE.

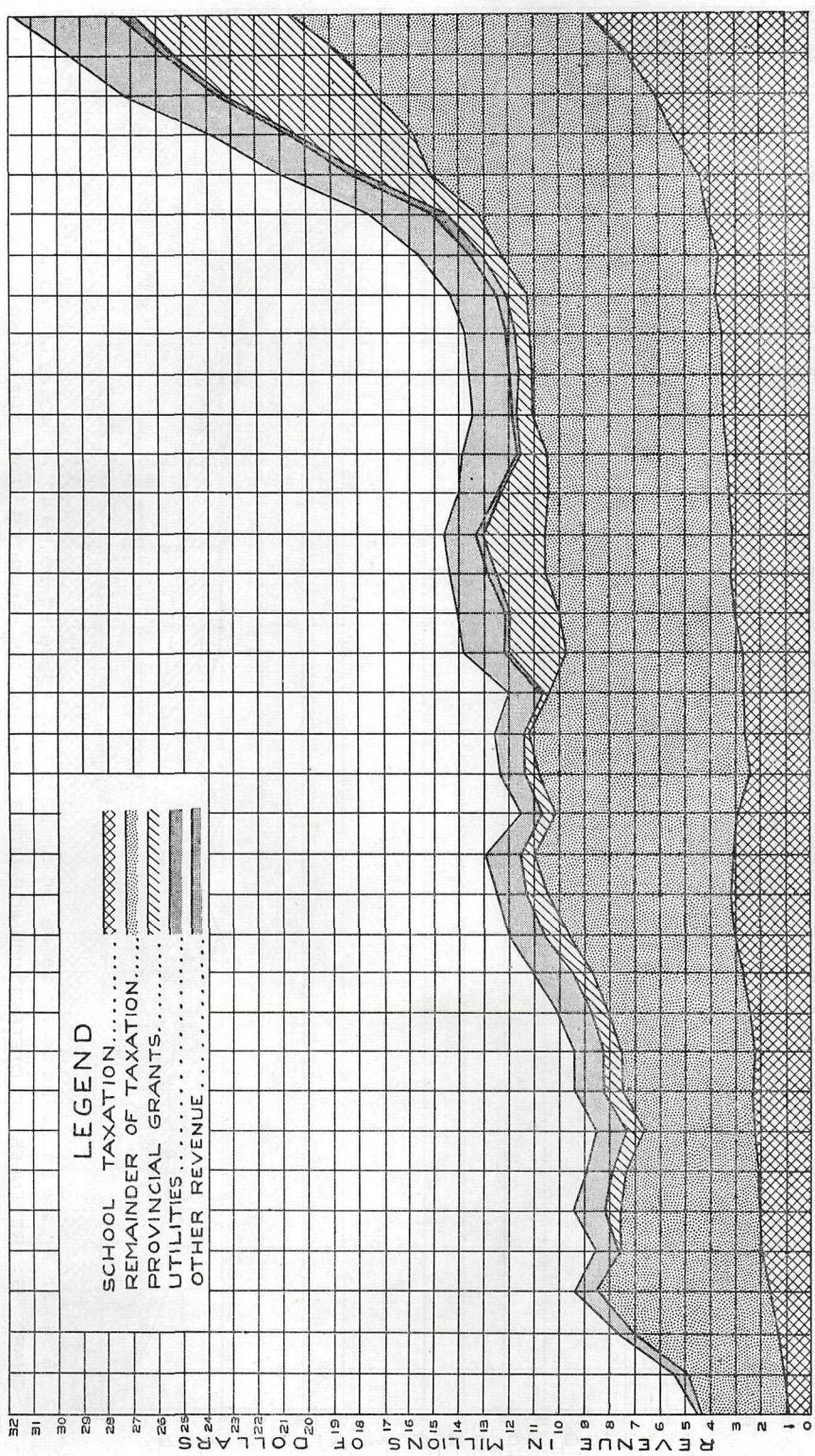

CHART # 4: REVENUES OF CITY OF VANCOUVER BY MAJOR SOURCES FOR THE YEARS 1917 TO 1952 INCLUSIVE.

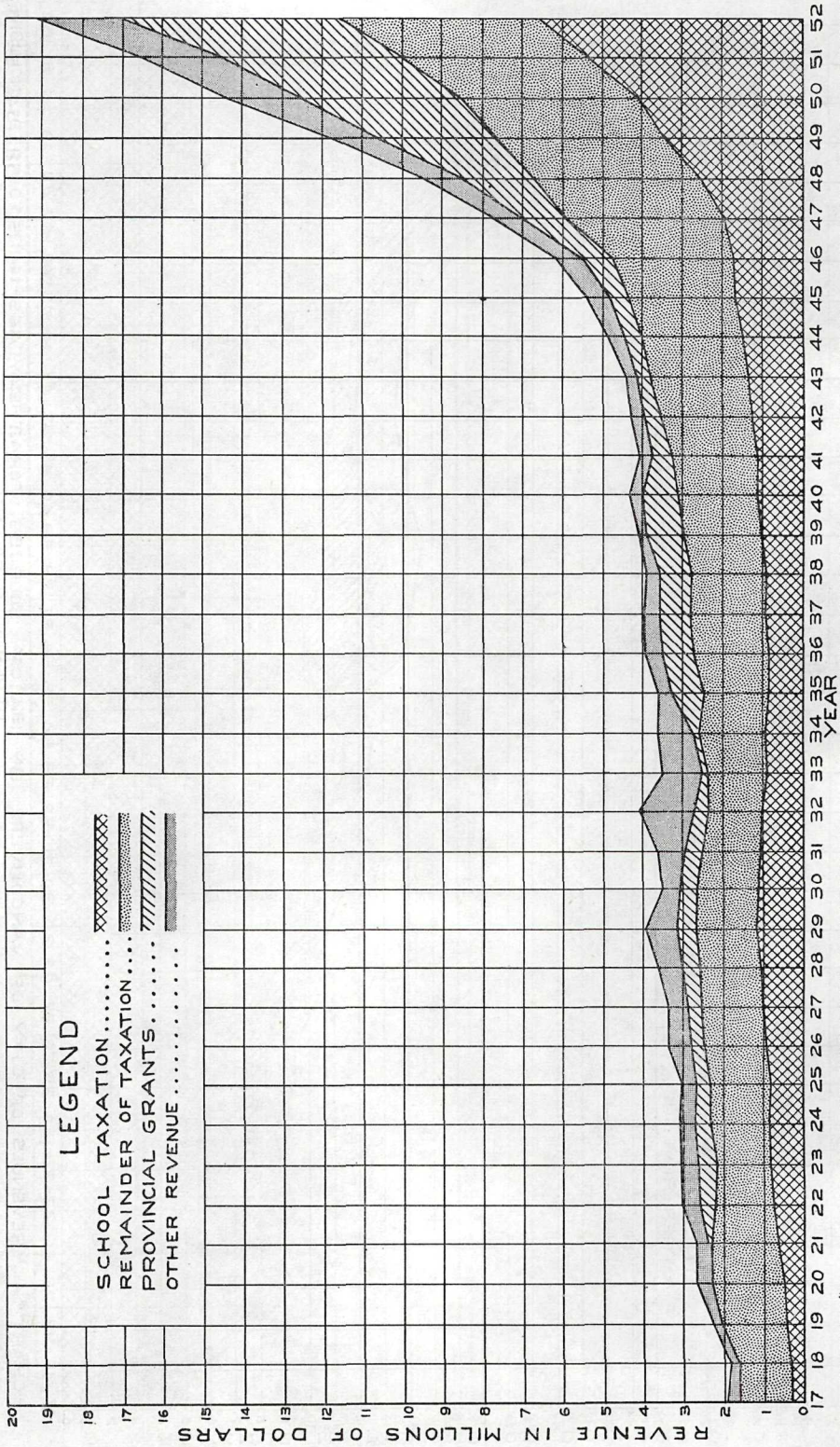

CHART #5: REVENUES OF DISTRICT MUNICIPALITIES BY MAJOR SOURCES FOR THE YEARS 1917 TO 1952 INCLUSIVE.

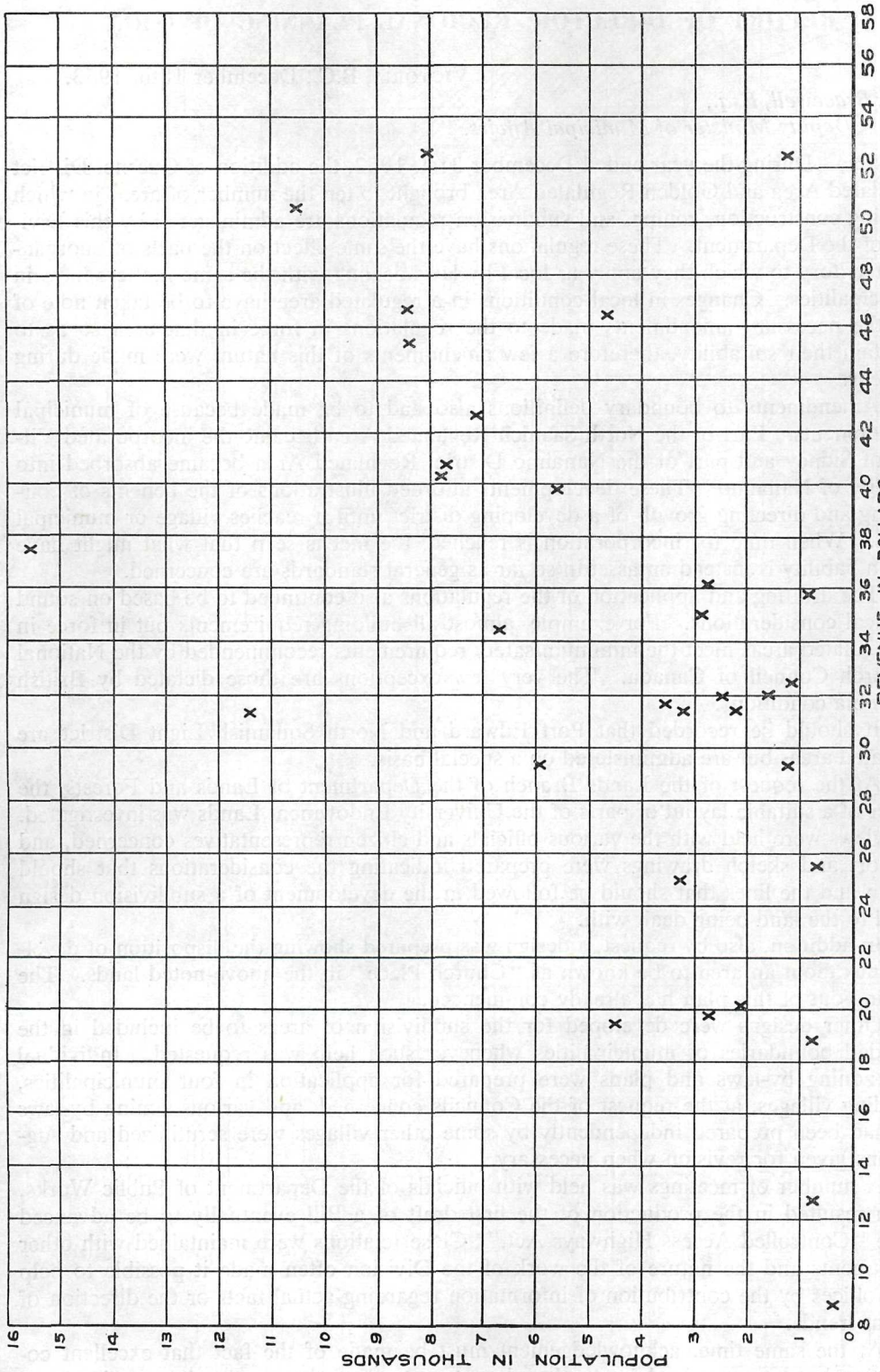

CHART #6. PER CAPITA TAX REVENUE IN RELATION TO POPULATION FOR CITIES IN BRITISH COLUMBIA HAVING A POPULATION OF LESS THAN 20,000, FOR THE YEAR 1951.

REPORT OF DIRECTOR, REGIONAL PLANNING DIVISION

VICTORIA, B.C., December 18th, 1953.

B. C. Bracewell, Esq.,
Deputy Minister of Municipal Affairs.

SIR,—During the year ended December 31st, 1952, the addition of Quesnel District Regulated Area and Golden Regulated Area brought to ten the number of areas in which building construction, zoning, and subdivision regulations are administered by this Division of the Department. These regulations have the same effect on the parts of unorganized territory to which they apply as local by-laws dealing with the same matters have in municipalities. Changes in local conditions in a regulated area have to be taken note of and the necessary amendments made to the regulations in force in that area so as to maintain their suitability, therefore a few amendments of this nature were made during the year.

Amendments to boundary definitions also had to be made because of municipal developments. Part of the North Saanich Regulated Area became the incorporated Village of Sidney and part of the Nanaimo District Regulated Area became absorbed into the City of Nanaimo. These developments afforded illustrations of the benefits of controlling and directing growth of a developing district until it reaches village or municipal status. When time for incorporation is reached, the fact is seen that what might have been a liability is instead an asset in so far as general standards are concerned.

The drafting and application of the regulations also continued to be based on sound practical considerations. For example, almost all building requirements put in force in the regulated areas meet the minimum safety requirements recommended by the National Research Council of Canada. The very few exceptions are those dictated by British Columbia conditions.

It should be recorded that Port Edward and North Squamish Light District are regulated areas but are administered on a special basis.

At the request of the Lands Branch of the Department of Lands and Forests, the matter of a suitable layout of parts of the University Endowment Lands was investigated. Interviews were held with the various officials and citizen representatives concerned, and a report and sketch drawings were prepared indicating the considerations that should govern and the lines that should be followed in the development of a subdivision design suited to the land being dealt with.

In addition, also by request, a design was prepared showing the disposition of developments about an area to be known as "Church Place" in the above-noted lands. The carrying-out of this plan has already commenced.

Other designs were developed for the subdivision of areas to be included in the extended boundaries of municipalities whenever such help was requested. Individual draft zoning by-laws and plans were prepared for application in four municipalities, including villages, at the request of the Councils concerned, and various zoning by-laws that had been prepared independently by some other villages were scrutinized and suggestions given for revision when necessary.

A number of meetings was held with officials of the Department of Public Works, which resulted in the production of the first draft of a Bill eventually to be advanced as the "Controlled Access Highways Act." Close relations were maintained with other departments and the nature of the work of the Division often made it possible to help other offices by the contribution of information regarding actual facts or the direction of present trends.

At the same time, acknowledgement must be made of the fact that excellent co-operation has been received from other departments at all times. Special mention must be made of the ready help available at the Department of Lands and Forests and the

Department of the Attorney-General, and particularly the Department of Public Works, which has worked closely with this Division in securing orderly subdivision and associated developments in regulated areas.

The work of compiling an atlas of maps of incorporated municipalities and villages was continued, and good progress was made. More than half the required maps were processed or prepared.

A research study was conducted in the North Saanich Regulated Area to establish the continued suitability of the standards used in classifying and apportioning land-use areas as industrial, commercial, or residential.

As previously reported, the Division is represented on the Advisory Council to the Community and Regional Planning Course of the University of British Columbia and also in the Research Committee on Planning Legislation.

The amount of building construction authorized by building permits in regulated areas in 1952 is shown in the table hereunder:—

Regulated Area	Year Established	Total for Year Ended Dec. 31, 1952
Kelowna District	1947	$184,020
Vernon District	1947	97,436
Connaught Heights	1948	19,376
View Royal	1948	143,455
North Saanich	1948	214,755
Prince George District	1949	1,148,365
Nanaimo District	1949	677,478
Kamloops District	1950	246,100
Golden	1952	101,387
Quesnel	1952	117,120
		$2,949,492

In these figures are included the costs of 399 residences for which permits were issued during the year, as shown below.

NEW HOUSING ACCOMMODATION PROVIDED IN REGULATED AREAS

Regulated Area	1947	1948	1949	1950	1951	1952	Total
Kelowna District	129	167	116	43	24	11	490
Vernon District	15	51	29	28	15	9	147
Connaught Heights	-----	18	6	3	4	5	36
View Royal	-----	7	20	25	20	16	88
North Saanich	-----	17	58	39	26	25	165
Prince George District	-----	-----	8	46	75	189	318
Nanaimo District	-----	-----	170	152	120	81	523
Kamloops District	-----	-----	-----	-----	24	35	59
Golden	-----	-----	-----	-----	-----	8	8
Quesnel	-----	-----	-----	-----	-----	20	20
Totals	144	260	407	336	308	399	1,854

The foregoing figures differ very slightly from previous reports for the following reasons. Wherever an existing building has been converted to a residence, it has now been included in the above tabulation, since it represents additional housing accommodation, although it is not entirely new construction. Similarly, houses that have been moved into a regulated area have been left out of the total, as they have already existed as housing accommodation in some other part of the Province.

J. H. DOUGHTY-DAVIES,
Director, Regional Planning Division.

REPORT OF SUPERVISOR, ESTATES BRANCH

VICTORIA, B.C., December 18th, 1953.

B. C. Bracewell, Esq.,
Deputy Minister of Municipal Affairs.

SIR,—By and with your title of Inspector of Municipalities, acting for the Attorney-General as statutory committee under the " Lunacy Act," the administration of the estates of patients at the Provincial Mental Hospitals has continued during the past year, and in increased volume.

A brief outline of the history of this Branch was given in the Annual Report for 1951.

It will bear repetition that this Branch of the Department has enjoyed co-operation and assistance from many sources. The information and assistance so provided has afforded a most valuable means of protection and guidance in the exercise of our duty. We are particularly dependent upon the Attorney-General and the officials of his Department for direction and advice with regard to the legal aspects of all major decisions, as well as in the execution of documents.

All estate matters are dealt with confidentially. Because of the circumstances, the handling of the individual estates is ever a matter of some delicacy. In years gone by there was an all too prevalent feeling among relatives of patients that the Government was taking or seizing the property of the patient. I am happy to report that this feeling seems to be lessening, and that it is being replaced by a fuller appreciation of the fact that it is the duty of the appointed official to administer the patient's affairs as a trust in the best interests of the patient.

As of the end of 1952, cash and securities and other assets belonging to these patients totalled around $1,950,000, compared with $1,750,000 at the end of 1951, with some 3,000 current files.

The total moneys received to the credit of the patients for the year under review amounted to some $831,700. This sum was derived from revenue earned on the assets, including interest on the cash balances held on our books and on investments, and from pensions, disability payments, legacies, cash realized from the sale of real and personal property, and other sources. The increase over the figure ($372,000) for the previous year was occasioned largely by " The Old Age Security Act " pensions from the beginning of 1952 and the " Old-age Assistance Act " payments.

During the same period some $683,500 was paid out on behalf of patients. This money, in part, was used (including the major part of Old Age Security and Old-age Assistance amounts) toward maintenance charges and extra comforts for patients at the institutions. Certain sums were expended on behalf of dependents of patients. Other expenditures were chiefly for estate maintenance, represented by a variety of items, and for the closing-out of balances to patients upon their discharge from the hospital.

A very heavy volume of correspondence is involved, as will be realized from the foregoing information. In addition, it was necessary to have many interviews.

Expressions of appreciation have continued to be received from patients after they have left the hospital for the manner in which their affairs were handled.

E. C. WILDERSPIN,
Supervisor, Estates Branch.

VICTORIA, B.C.
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