PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

For the Year Ended December 31st

1956

VICTORIA, B.C.
Printed by DON MCDIARMID, Printer to the Queen's Most Excellent Majesty
1957

To His Honour FRANK MACKENZIE ROSS, C.M.G., M.C.,
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, 1956.

W. D. BLACK,
Minister of Municipal Affairs.

Victoria, B.C.

Report of the Department of Municipal Affairs

VICTORIA, B.C., January 15th, 1957.

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

SIR,—I have the honour to submit herewith the Annual Report of this Department for the year ended December 31st, 1956.

Since the real-property tax is the backbone of municipal finance, we report year by year the significant changes in the assessed values of real property in the muncipalities. It is noteworthy that as late as 1949 the total assessed values of land and improvements within municipalities were just over 1 billion dollars. Six years later the amount just topped the 2-billion-dollar figure, although the latter figure includes landlord and tenant machinery and equipment to the extent of some 7 per cent of the total.

For 1956 the assessment rolls of cities, districts, and villages within the Province contained assessed values of land and improvements totalling $2,432,313,912, an increase of approximately $324,000,000 (15 per cent) over values appearing on the 1955 rolls.

This increase in gross assessed values resulted in an increase of approximately $293,000,000 in values taxable. The increase in values actually taxed in 1956 for municipal purposes amounted to approximately $194,000,000 and for school purposes approximately $236,000,000. Figures are shown in the following tables:—

TOTAL ASSESSED VALUE OF LAND AND IMPROVEMENTS

	1955 Total	Land	Improvements		1956 Total
			Other than Landlord and Tenant Machinery and Equipment	Landlord and Tenant Machinery and Equipment	
Cities	$524,709,335	$104,277,621	$431,406,657	$35,538,152	$571,222,430
Districts	707,155,164	154,639,894	595,703,306	85,208,590	835,551,790
Villages	86,565,375	14,956,594	83,332,521	4,385,754	102,674,869
Totals	$1,318,429,874	$273,874,109	$1,110,442,484	$125,132,496	$1,509,449,089
Vancouver	790,028,509	216,524,985	649,358,267	56,981,571	922,864,823
Grand totals	$2,108,458,383	$490,399,094	$1,759,800,751	$182,114,067	$2,432,313,912

VALUES TAXABLE

Cities	$412,803,021	$82,381,360	$341,656,578	$32,377,448	$456,415,386
Districts	603,579,500	134,847,330	503,311,584	83,491,225	721,650,139
Villages	69,917,387	13,246,439	65,921,953	2,700,957	81,869,349
Totals	$1,086,299,908	$230,475,129	$910,890,115	$118,569,630	$1,259,934,874
Vancouver	655,781,137	173,668,875	549,080,602	52,858,648	775,608,125
Grand totals	$1,742,081,045	$404,144,004	$1,459,970,717	$171,428,278	$2,035,542,999

Values Actually Taxed

Municipal Purposes

	1955 Total	Land	Improvements	1956 Total
Cities	$229,536,050	$82,118,360	$180,644,927	$262,763,287
Districts	384,354,861	134,814,290	344,194,338	479,008,628
Villages	44,767,426	13,239,424	45,159,289	58,398,713
Totals	$658,658,337	$230,172,074	$569,998,554	$800.170,628
Vancouver	385,381,938	173,668,875	264,550,706	438,219,581
Grand totals	$1,044,040,275	$403,840,949	$834,549,260	$1,238,390,209

School Purposes

Cities	$324,578,365	$82,051,320	$267,948,364	$349,999,684
Districts	460,358,615	134,846,630	428,835,557	563,682,187
Villages		13,012,004	49,794,808	62,806,812
Totals	$784,936,980	$229,909,954	$746,578,729	$976,488,683
Vancouver	565,919,895	173,668,875	436,470,045	610,138,920
Grand totals	$1,350,856,875	$403,578,829	$1,183,048,774	$1,586,627,603

As a result of amendments to the " Municipal Act " and the " Village Municipalities Act " passed at the last session of the Legislature, villages were given the responsibility of collecting taxes for school purposes within their municipalities. This change simplified the tax compliance problems of this taxpayer but did increase the work of the village staff. In an effort to relieve the village clerks of some of this additional work, it was arranged to have the taxation notices processed through the special equipment of the Department of Finance. The same equipment was also used to produce the collector's roll for villages. Due to technical difficulties it was only possible to process the rolls for those villages taxing 100 per cent of land and 75 per cent of improvements for both municipal and school purposes.

During the year approximately $10,200,000 in new debentures were approved, which is an increase of nearly $1,450,000 compared with 1955. The amount and purpose for which new debentures were approved are set out below (Vancouver debentures do not require approval):—

Distribution of Debenture Debt by Purposes for the Year 1956

Purpose	Cities	Districts	Villages	Total
Civic projects	$308,000	$647,000	----------	$955,000
Hospitals	----------	1,182,000	----------	1,182,000
Local improvements	74,389	180,498	----------	254,887
Protection to persons and property	150,000	47,000	$14,000	211,000
Roads and sidewalks	848,000[1]	358,000	----------	1,206,000
Sewers	125,000	1,602,000	318,500	2,045,500
Waterworks	676,800	2,774,103[2]	784,500	4,235,403
Miscellaneous	80,000	38,000	----------	118,000
Totals	$2,262,189	$6,828,601	$1,117,000	$10,207,790

[1] $448,000 issued under " Local Improvement Act."
[2] $72,103 issued under " Local Improvement Act."

The latest figures available for total debenture debt as at December 31st, 1955, are summarized as follows:—

TOTAL DEBENTURE DEBT AS AT DECEMBER 31ST, 1955

	Issued, Sold, and Outstanding	Unissued and Unsold	Total
Cities	$37,511,121	$305,603	$37,816,724
Districts	31,272,939	2,486,931	33,759,870
Villages	3,562,073	19,900	3,581,973
Totals	$72,346,133	$2,812,434	$75,158,567
Vancouver	117,913,263	4,597,000	122,510,263
Grand totals	$190,259,396	$7,409,434	$197,668,830

This Department has been advised by the Department of Finance of the Federal Government that all semi-annual repayments have been made on loans which were obtained under the provisions of the "Municipalities Improvements Assistance Act, 1938." The following table shows the outstanding amounts as at January 1st, 1957:—

LOANS MADE UNDER THE PROVISIONS OF THE "MUNICIPALITIES IMPROVEMENTS ASSISTANCE ACT, 1938," GUARANTEED BY THE PROVINCE OF BRITISH COLUMBIA, AS AT JANUARY 1ST, 1957.

Municipality	Loan No.	Amount Advanced	Balance Outstanding
Greater Vancouver Water District	1	$750,000.00	$281,619.87
City of Vancouver	2	390,000.00	79,915.36
District of Saanich	21	39,224.15	8,037.47
City of Nanaimo	22	200,000.00	6,899.00
City of Prince George	31	18,750.00	----
City of Grand Forks	32	11,000.00	----
District of Summerland	33	140,192.50	55,661.40
City of Trail	54	130,000.00	22,945.62
City of Port Alberni	56	66,000.00	13,524.14
City of Alberni	57	10,000.00	----
City of Prince Rupert	59	40,000.00	20,962.80
Westview Light, Power, and Waterworks District	60	40,000.00	----
District of Coquitlam	67	8,400.00	----
District of Penticton[1]	68	41,000.00	7,236.71
District of Surrey	69	12,500.00	----
Annable-Warfield Waterworks District[2]	81	44,000.00	10,253.59
Connaught Heights Waterworks District	84	39,200.00	20,543.55
District of West Vancouver	85	100,000.00	43,948.26
Grandview Waterworks District	89	8,000.00	1,639.28
City of Salmon Arm	94	15,000.00	7,861.04
City of Armstrong	95	11,491.05	----
Totals	----	$2,114,757.70	$581,048.09

[1] Changed from district to city status, April 30th, 1948.
[2] This liability now assumed by The Corporation of the Village of Warfield.
Amortized payments due December 31st, 1956, and January 1st, 1957, made by all municipalities.

All money by-laws, before being approved for submission to the electors, were carefully examined as to 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 charges was not unduly excessive for any particular year. When local improvement debentures were submitted for certification, evidence was required that proper assessments had been levied and all statutory requirements complied with.

The year 1956 witnessed a very serious deterioration in the means available to finance municipal capital works. Councils were forced to offer interest rates far in

excess of that experienced for many years, but even with this inducement, as the year advanced, they found it increasingly difficult to market their securities under any reasonable set of terms or conditions, nor does any immediate respite appear in sight. This has been a particularly serious problem for growing municipalities, chiefly the districts, which are faced with the necessity of providing sewers and waterworks for a rapidly expanding population. Reference to the table on debt shows that over 60 per cent of the amount authorized to be issued in 1956 was for these two purposes. Because of this restricted supply of money, a number of Councils delayed consideration of by-laws for projects which, while very worthy, were not of an essential nature.

Five inquiries were held into applications for certificates of approval to money by-laws. In all cases the certificates were granted.

Certain municipalities requested that the Department investigate specific phases of their affairs. These were carried out and recommendations made.

At the end of 1955, reserve funds amounted to $7,569,508, which is an increase over the previous year of $670,750. These funds are available for general or specific capital expenditures, such as construction, renewal, or purchase of utilities and public works projects, as well as the purchase of equipment. The practice of setting up reserve funds appears to be growing, and the municipalities which have adopted this policy are to be commended.

Due to the pressure of other work, the Board of Examiners held only cursory meetings during the year, and a number of major questions still remain to be dealt with, but it is expected that these will be taken up by the Board during the coming year.

The course in municipal administration being offered by the Faculty of Commerce and Business Administration of the University of British Columbia under the sponsorship of the Department is now well into its fourth year. Total enrolment for the 1956–57 year is made up of: First year, 53; second year, 30; third year, 26; and fourth year, 28.

Four-day institutes were held at the University in May, 1956, for last year's classes, and the results of the examinations were as follows: Completing first year, 27; second year, 17; and third year, 23. These totals were increased later by students successful in supplemental examinations.

Junior diplomas were granted by the University to all students successfully completing the second year of the course.

It should be stressed that, although employees of municipalities in British Columbia have priority in regard to registration for the course, any person interested in municipal administration is eligible to become a student, providing the fees are paid.

The Seventeenth Annual Conference of the Municipal Officers' Association was held in Victoria on May 28th and 29th, 1956. Certain proposed changes and innovations in the projected municipal legislation were discussed, and the view-points of the members proved helpful. The attendance surpassed all previous records. It is gratifying to note the increase in attendance and in particular that there were members from smaller municipalities not previously represented.

As a result of your representations to the members attending the convention of the Union of British Columbia Municipalities held at Prince George in 1955, a special committee was set up by the union to assist the Department in drafting the new " Municipal Act." During the year 1956 members of the Deparment worked with this committee a total of some twelve days, and I am happy to report to you that the exchange of views was conducted in a most amicable atmosphere and that the members of the committee contributed faithfully and unstintingly of their time and talent in reviewing the proposals for the new legislation. During the Union of British Columbia Municipalities convention held in 1956 at Penticton, this committee submitted to the members a series of general questions to ascertain the thinking of the Council representatives with respect to various questions and problems being considered in the revision of the new Act. I wish to record

it here that the Department is indebted beyond measure to the members of this committee for their helpful guidance and suggestions during the long task of preparing draft legislation for your consideration.

Five communities were incorporated as village municipalities in 1956. They are:—

Village	Date of Incorporation	Area (in Acres)	Population
The Corporation of the Village of Hazelton	Feb. 15	27.9	210
The Corporation of the Village of Sechelt	Feb. 15	467.0	431
The Corporation of the Village of Montrose	June 22	217.0	707
The Corporation of the Village of Pemberton	July 20	301.0	125
The Corporation of the Village of Keremeos	Oct. 30	403.0	457

In 1956, extensions of boundaries were granted to the City of Slocan and the Villages of Ashcroft, Burns Lake, Creston, Fort St. John, Lillooet, North Kamloops, Sidney, and Telkwa. The following table shows the increase in area as well as population:—

Municipality	Area (in Acres)			Population		
	Before Extension of Boundaries	Contained in Area Added	After Extension of Boundaries	Before Extension of Boundaries	Contained in Area Added	After Extension of Boundaries
City						
Slocan	196.0	31.5	227.5	374	.....	374
Village						
Ashcroft	124.0	104.4	228.4	621	81	702
Burns Lake	283.8	66.7	350.5	801	35	836
Creston	655.2	41.0	696.2	1,626	106	1,732
Fort St. John	495.5	833.6	1,329.1	884	125	1,009
Lillooet	152.0	128.0	280.0	469	257	726
North Kamloops	545.0	535.0	1,080.0	1,979	678	2,657
Sidney	431.0	5.0	436.0	1,035	16	1,051
Telkwa	404.0	200.0	604.0	489	91	580

The population in the 1951 Census or, in the case of Ashcroft, Sidney, and Telkwa, is at the date of incorporation, plus additions brought about by extensions of boundaries since then to December 31st, 1956.

The boundaries of the Cities of Duncan and Penticton and the Districts of North Cowichan and Saanich were redefined to make for greater certainty in each case.

During 1956 the Districts of North Vancouver and West Vancouver surrendered their Letters Patent, and other Letters Patent were issued in their place in order to adjust the boundaries between the two municipalities to fit the topography.

The most significant changes or additions enacted by the 1956 Session of the Legislature which affected municipalities are as follows:—

"*Fireworks Regulation Act.*"—The purpose of this Act is to regulate and control the sale of fireworks. A municipality must by by-law declare that the Act applies to that municipality.

"*Gas Act.*"—In so far as municipalities are concerned, the principal amendment gives a municipality the opportunity of applying to the Minister of Public Works for a gas inspection service.

"*Housing Act.*"—This Act has been broadened to include slum clearance and redevelopment. Power is given to the Lieutenant-Governor in Council to make a grant to a municipality to defray a part of the municipality's costs incurred in slum clearance and urban redevelopment.

"*Milk Industry Act.*"—Several Acts and provisions of portions of other Acts, including the "Municipal Act," are consolidated in this Act. It is designed to operate for the benefit of the general public as well as producers and distributers.

"Municipal Act."—An amendment was made which allows employees of a School Board to be elected and to serve on Municipal Councils, but they cannot vote on school matters. Power was given to prohibit the parking or leaving of vehicles on private property without authority from the owner or occupier of the property. Section 65 was broadened to permit a district municipality to merge areas and consolidate works or services under certain conditions. Further provisions were made regarding the use of sinking fund surplus. An amendment was made which is the final step in making village municipalities the sole authority for taxation on real property within the municipal area. A change was made regarding the levying of a tax on that portion of a business operating pursuant to licences issued by the Liquor Control Board. Permission to borrow from the reserve fund set up pursuant to section 537 was given subject to certain restrictions. The " Village Municipalities Act " was amended by the " Municipal Act Amendment Act, 1956," to extend the same privilege of taxation of liquor outlets to village municipalities as for city and district municipalities. An amendment was made to the " Local Improvement Act " which allows for newly created lots to bear their just share of local improvement assessments. Other amendments of a minor and technical nature were made.

As a result of an appeal to the Supreme Court, the definition of " improvements " in the "Assessment Equalization Act, 1953," " Municipal Act," " Public Schools Act," and " Taxation Act " has been clarified to show that the intent on the part of the Legislature is to tax an improvement, irrespective of whether owned by the landlord or his tenant.

"Municipalities Aid Act, 1955."—An increase was made in the scale of the *per capita* grant to local governments.

"Pollution-control Act."—This Act is designed to control and prevent the pollution of the water of the Province. Permission of the Pollution-control Board is required for the discharge of sewage or other waste material into the waters of the area or areas under the jurisdiction of the Board.

"Soil Conservation Act."—This is a new Act authorizing the Minister of Agriculture to take steps as set out in the Act to conserve or rehabilitate agricultural land which, by reason of erosion or because of neglect, mismanagement, or carelessness, has or is likely to become debilitated. The Act applies to both organized and unorganized territory.

"Chilliwack Dyking District Act, 1949."—Among the changes to this Act is power for the Council to borrow where it is considered that the levy would be too great for a single year. The assent of the electors is not required if the amount is to be repayable within five years or less.

"The Corporation of Delta Enabling Act, 1956."—Power was conferred to enable The Corporation of Delta and the trustees of Annacis Island to enter into the agreement shown as Schedule A to the Act.

"Kitimat Incorporation Act, 1953."—Due to additional projected industrial expansion, the special borrowing power of The Corporation of the District of Kitimat for the years 1956 and 1957 was extended until 1961.

"City of Ladysmith By-law No. 315 Validation Act."—Due to an oversight there was an error in the 1955 annual rates by-law of The Corporation of the City of Ladysmith. This Act validates the by-law.

"District of North Cowichan Hospital Grant Enabling Act."—Power was conferred to enable the municipality to implement local hospital arrangements.

"Powell River Incorporation Act."—Corrects an error in the description of the millsite area.

"Greater Vancouver Sewerage and Drainage District Act."—The purpose of this Act is to implement a report upon sewage and storm drainage for the Greater Vancouver

metropolitan area and repeals the "Vancouver and Districts Joint Sewerage and Drainage Act," which was inadequate to cope with the conditions of to-day and the future.

Regulations were made pursuant to both clauses (*c*) and (*f*) of section 9 of the "Village Municipalities Act." The sections of the "Municipal Act" which were made applicable to all village municipalities are 185 and 534. The former deals with power in case of an emergency and the latter with the management and disposal of assets. It was also necessary to pass regulations making portions of the "Municipal Act" and in one case the "Water Act" applicable to specific village municipalities.

Power was conferred upon the Council or Board of Commissioners of all city, district, and village municipalities to grant aid to any duly established local committee set up to organize and arrange for the celebration of the centennial anniversary of the Province.

I need hardly state that a tremendous amount of work and thought has been put into the drafting of the new "Municipal Act." This task has employed the full time of Mr. B. C. Bracewell, the former Deputy Minister of Municipal Affairs, and a great deal of time of the various members of the staff in the Department. In addition, there was the time and advice given so freely and willingly by the members of the special committee set up by the Union of British Columbia Municipalities. While it is too much to hope that the new Act will be free from defects, nevertheless it is believed it will represent a major advance on existing legislation.

The staff of the Department are to be particularly commended for their efforts during the past year. In spite of the additional work involved as a result of the preparation of the new Act, they have carried out their responsibilities promptly and effectively, and to the best of my knowledge no municipal business has been delayed solely as a result of this extra work load.

I would again like to express my thanks to the municipal officials, both elected and appointed, for their courtesy and assistance, and to the executive and staff of the Union of British Columbia Municipalities, to the departmental heads and staff of the other departments of Government, and again to you, Sir, for your continued support and encouragement.

J. E. BROWN,
Deputy Minister.

REPORT OF THE SUPERVISOR OF MUNICIPALITIES

VICTORIA, B.C., January 10th, 1957.

J. E. Brown, Esq.,
Deputy Minister of Municipal Affairs.

SIR,—In spite of the increasing work due to the enlarging municipal field in British Columbia and the extra pressure of duties entailed in the revision of Statutes relating to municipal government, the members of the staff have kept up with the tasks imposed upon them in the year 1956.

Every municipality, with the exception of two villages, has been visited at least once by a senior member of the Department. Many public meetings have been attended and certain investigations and inquiries of a minor nature carried out.

As a consequence of the foregoing, staff holidays were cheerfully fitted in on a piece-meal basis and many extra hours and days of work were willingly undertaken. The hard work and loyalty of the members of the Department is appreciated and worthy of commendation.

The following is a compilation of some of the functions of the Department during 1956:—

(1) One hundred and thirty-eight visits were made to municipalities. The number of municipalities actually visited was 109, some receiving more than one visit.
(2) Two hundred and fifty-three Orders in Council were prepared and subsequently approved.
(3) Sixty-nine certificates of approval for municipal loan by-laws were issued.
(4) Fifty-four debenture issues were certified by the Inspector of Municipalities, consisting of 10,464 debentures with coupons attached, which were examined, checked, sealed, and certified.
(5) Five hundred and eighty-six village by-laws were examined, checked, and filed. Many of these required advice and correspondence resulting in resubmittal in amended form.
(6) Hundreds of draft by-laws were submitted and resulted in considerable correspondence.

The first village submitting 1955 financial returns in 1956 was Ashcroft; the first city, Ladysmith; and the first district, Kent.

The various financial and statistical returns from municipalities continues to show improvement both as to content and earlier dates of submission. The Department is indeed grateful for the splendid co-operation of the municipal officials during the past year in all aspects of municipal government and administration.

There is, however, one aspect of local government administration of a perennial nature which could be improved upon by municipal administrators, particularly those who are elected members of Council. I refer to the annual avalanche of " priority," " urgent," and " special consideration " approvals requested for by-laws to be submitted to the electors at the municipal elections in December. Due to the technical knowledge required, this Department cannot engage extra staff to cope with the problem. It therefore must be a case of first come, first served. The Department is besieged with letters, telegrams, and telephone calls requesting that certain by-laws be dealt with as being most urgent and worthy of first consideration. It is to the interest of all municipalities to allow more time for the implementation of this type of by-law so that proper consideration can be given by both Council and the Department.

At the Municipal Officers' Association conference held in May of this year, most of the agenda was taken up with discussion by the members on suggestions for the proposed new " Municipal Act," and the results were of help and benefit to all concerned.

In view of the studies going on concerning revision of legislation governing municipalities, it is of interest to note that at this date there are ten Orders in Council in existence making certain sections of the "Municipal Act" applicable to all villages and twenty-eight Orders in Council making certain sections of the "Municipal Act" applicable to specific villages. All these latter Orders were made at the request of the villages concerned.

The undersigned attended a week's conference at the Bureau of Statistics, Ottawa, as a member of the Continuing Committee of the Dominion-Provincial Conference on Municipal Accounting. The time was devoted to matters pertaining to the revision of the Manual of Instructions on Municipal Accounting and Reporting issued by the Public Finance Division of the Bureau. The Continuing Committee is scheduled to meet again early in 1957.

This report continues the previous practice of including analytical studies relating to municipal administration.

Table 1 shows the gross and net debenture debt of all cities (exclusive of Vancouver), all districts, and of Vancouver from 1921 to 1955, inclusive, and is graphed on Chart 1.

In the cities (exclusive of Vancouver) the net debenture debt for 1955 is practically identical to the net debt of 1922. Vancouver, however, has almost double the net debt in 1955 compared to 1922. The most striking change is in districts reflecting the urban expansion, with the consequent immediate need for works and services. The net debt of districts in 1955 is about four times that of 1922.

However, the following comparisons of these two years for assessed taxable values and estimated population figures puts the foregoing comparisons into better focus:—

(Values in thousands of dollars.)

	Cities (Other than Vancouver)		Districts		Vancouver	
	Assessed Values	Population	Assessed Values	Population	Assessed Values	Population
1922	$155,800	134,720	$186,700	123,660	$211,700	125,000
1955	385,600	260,000	541,700	390,000	608,000	398,000

Table 2 shows the percentages of municipal revenues according to major sources for four basic years.

Table 3 relates the major sources of municipal revenue to a *per capita* basis for the same basic years.

Table 4 compares expenditures by functions on a *per capita* basis for two basic years.

Table 5 compares the municipalities of British Columbia to the average for all municipalities in Canada in respect to expenditures on a functional basis for the year 1954.

Table 6 tabulates by years the value of tax-sale lands owned by municipalities in the years 1924 to 1955, inclusive, based on the valuations as reported by the municipalities.

J. D. BAIRD,
Supervisor of Municipalities.

STATISTICAL TABLES

TABLE 1.—GROSS AND NET DEBENTURE DEBT FOR ALL CITIES (EXCLUSIVE OF VANCOUVER) AND DISTRICTS AND VANCOUVER, AS AT DECEMBER 31ST, IN EACH YEAR FOR THE YEARS 1921 TO 1955, INCLUSIVE.

(In thousands of dollars.)

	All Cities (Exclusive of Vancouver)		All Districts		Vancouver	
	Gross Debenture Debt	Net Debenture Debt	Gross Debenture Debt	Net Debenture Debt	Gross Debenture Debt	Net Debenture Debt
1921	$39,112	$33,459	$9,615	$7,966	$48,770	$39,091
1922	40,256	35,825	9,458	7,754	49,048	36,805
1923	39,401	33,279	9,322	7,514	47,552	38,042
1924	39,660	33,276	9,327	7,303	47,121	37,970
1925	39,586	34,081	9,461	7,169	50,010	38,219
1926	39,665	31,773	9,928	7,386	53,262	42,482
1927	39,736	31,010	10,505	7,737	57,136	45,639
1928	40,312	30,663	11,021	7,996	58,794	46,760
1929	40,273	29,726	11,414	8,625	66,798	53,765
1930	41,066	29,191	12,254	9,206	72,513	58,548
1931	40,673	29,034	12,670	9,608	76,573	61,568
1932	40,592	28,817	12,684	9,642	76,058	60,946
1933	39,780	28,060	12,525	9,504	75,790	60,794
1934	39,417	27,568	12,259	9,076	75,498	59,725
1935	39,141	27,016	11,656	8,034	76,576	60,113
1936	38,417	26,135	11,712	7,920	75,712	58,921
1937	35,939	27,190	11,406	7,367	75,437	58,102
1938	35,323	26,996	11,468	7,238	74,381	56,691
1939	35,387	27,156	11,418	7,014	73,181	55,317
1940	35,017	26,726	10,780	6,733	71,459	53,254
1941	32,924	24,863	11,047	7,153	69,023	51,010
1942	31,846	24,004	10,498	6,692	66,328	47,630
1943	30,290	23,503	10,112	6,279	64,454	44,799
1944	29,416	22,643	9,827	6,232	61,510	41,837
1945	29,304	22,775	10,202	6,428	64,565	42,991
1946	31,690	24,993	11,803	7,798	65,512	44,302
1947	35,015	29,511	14,290	11,542	66,346	42,970
1948	37,422	32,325	16,032	13,237	74,442	45,207
1949	39,383	34,091	18,053	15,117	83,839	54,240
1950	38,442	33,000	17,652	14,864	88,578	58,683
1951	38,466	33,474	18,561	15,872	93,786	62,718
1952	39,606	34,568	23,215	20,581	101,005	73,320
1953	39,533	34,121	23,752	21,230	105,085	81,361
1954	39,456	33,973	28,656	26,554	115,001	88,927
1955	37,512	33,845	31,273	29,488	117,914	89,328

TABLE 2.—PERCENTAGE OF MUNICIPAL REVENUES BY MAJOR SOURCES FOR THE YEARS 1931, 1941, 1951, AND 1955

Year	Municipal Taxation		Provincial Grants	Utilities	Licences, Fines, and Other Revenue	Total Revenue
	For Schools	Total				
All Cities except Vancouver						
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
1955	18.15	54.20	15.69	10.19	19.92	100
Vancouver						
1931	24.62	85.45	5.32	.....	9.23	100
1941	24.60	79.10	8.95	0.64	11.31	100
1951	24.70	63.20	22.95	1.09	12.76	100
1955	21.62	73.02	11.44	0.89	14.55	100
All Districts						
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
1955	25.24	66.27	17.77	2.73	13.23	100
All Villages						
1931	.....	41.65	28.20	.....	30.15	100
1941	.....	64.24	10.93	1.88	22.94	100
1951	.....	34.90	34.90	3.76	26.44	100
1955	.....	37.55	32.20	5.27	24.98	100

TABLE 3.—PER CAPITA MUNICIPAL REVENUES BY MAJOR SOURCES FOR THE YEARS 1931, 1941, 1951, AND 1955

Year	Municipal Taxation		Provincial Grants	Utilities	Licences, Fines, and Other Revenue	Total Revenue
	For Schools	Total				
All Cities except Vancouver						
1931	13.35	31.80	3.29	1.47	9.39	45.95
1941	9.35	28.20	3.05	3.67	8.03	42.95
1951	19.80	43.15	20.45	8.60	15.80	88.00
1955	16.98	50.69	14.66	9.53	18.62	93.50
Vancouver						
1931	19.95	44.80	2.79	.....	4.91	52.50
1941	11.95	38.40	4.35	0.31	5.54	48.60
1951	21.10	54.00	19.60	0.93	10.97	85.50
1955	23.18	78.32	12.39	0.95	15.59	107.25
All Districts						
1931	9.62	21.80	3.12	.....	6.83	31.75
1941	5.75	16.20	2.23	.....	1.27	19.70
1951	18.15	34.20	15.50	0.76	6.54	57.00
1955	15.52	40.75	10.92	1.67	8.14	61.48
All Villages						
1931	.....	5.60	3.78	.....	4.04	13.42
1941	.....	5.81	0.99	0.17	2.08	9.05
1951	.....	11.14	11.13	1.20	8.43	31.90
1955	.....	13.96	11.97	1.96	9.28	37.17

TABLE 4.—COMPARISON OF PER CAPITA EXPENDITURE BY FUNCTIONS FOR ALL CITIES EXCEPT VANCOUVER, FOR VANCOUVER, AND FOR ALL DISTRICTS FOR THE YEARS 1921 AND 1955.

	All cities except Vancouver		Vancouver		All Districts	
	1921	1955	1921	1955	1921	1955
General government	$2.72	$8.04	$1.85	$4.82	$2.70	$5.09
Fire	2.71	5.62	3.09	9.00	.17	2.23
Administration of justice	2.42	5.01	3.86	12.09	1.13	2.17
Street-lighting	1.10	2.11	.75	2.83	.31	.88
Public works	4.21	10.11	6.12	6.59	8.40	10.36
Sanitation and waste-removal	.57	4.00	1.77	3.73	.22	1.45
Public health	.38	1.03	.48	2.65	.11	.69
Hospital care	.79	1.67	1.73	2.33	.96	1.06
Schools	11.45	14.97	12.02	20.35	8.32	13.76
Debt	16.46	14.92	15.65	21.41	5.54	7.04
Public utilities	.51	1.10	1.26	.....	1.99	1.33
Miscellaneous	6.14	1.74	4.79	2.26	4.90	1.50
Recreation and community services	1.14	5.51	1.37	5.52	.26	1.49
Social welfare	.....	6.59	.....	9.45	.....	4.85
Capital out of revenue	.....	7.96	.....	.60	.....	5.28
Reserve	.....	1.28	.....	.....	.....	.69
Totals	$50.60	$91.66	$54.74	$103.63	$35.01	$59.87

TABLE 5.—EXPENDITURES BY FUNCTIONS FOR ALL MUNICIPALITIES IN BRITISH COLUMBIA AND CANADA FOR THE YEAR 1954 (LATEST FIGURES AVAILABLE)

(Amounts in thousands of dollars.)

	British Columbia		Canada	
	Amount	Percentage	Amount	Percentage
General government	$5,827	6.01	$72,878	7.26
Protection to persons and property	13,254	13.66	119,329	11.88
Public works	9,775	10.07	144,616	14.40
Sanitation and waste-removal	2,937	3.03	39,947	3.98
Health	2,648	2.73	49,650	4.94
Social welfare	6,833	7.04	38,929	3.88
Education	30,540	31.48	275,581	27.44
Recreation and community services	3,811	3.93	29,103	2.90
Debt charges—				
Debenture	15,715	16.20	167,947	16.72
Other	210	0.22	6,225	0.63
Utilities and other municipal enterprises—Deficits and levies	716	0.74	5,877	0.58
Provision for reserves	436	0.45	9,941	0.99
Capital expenditure out of revenue	3,168	3.26	30,125	3.00
Joint or special expenditures	150	0.15	4,657	0.47
Miscellaneous expenditures	991	1.03	9,360	0.93
Totals	$97,011	100.00	$1,004,165	100.00

TABLE 6.—REPORTED VALUES OF TAX-SALE LANDS

(In thousands of dollars.)

	Cities (except Vancouver)	Districts	Villages	Vancouver
1924	$4,350	$1,817	---	$2,302
1925	4,361	1,812	$1	2,510
1926	3,932	1,813	1	2,486
1927	3,883	1,814	2	2,339
1928	3,935	1,806	2	1,841
1929	3,911	1,892	2	2,101
1930	3,915	1,958	2	2,001
1931	4,644	2,165	2	2,029
1932	4,473	2,368	3	2,469
1933	4,725	2,597	5	2,588
1934	5,231	3,059	3	2,740
1935	6,058	2,990	2	2,632
1936	6,037	3,272	2	4,127
1937	6,354	4,315	4	4,044
1938	6,313	4,126	6	5,634
1939	6,169	4,152	4	5,596
1940	5,977	4,086	3	5,454
1941	5,563	3,945	3	5,147
1942	5,321	3,860	3	4,977
1943	4,927	3,602	12	4,442
1944	4,311	3,311	12	3,862
1945	3,899	3,113	12	3,284
1946	2,967	2,599	11	2,621
1947	2,769	2,360	11	2,265
1948	2,519	2,080	11	1,992
1949	2,380	2,029	11	1,703
1950	2,207	2,101	11	1,610
1951	1,912	2,005	1	1,706
1952	1,722	1,730	1	1,797
1953	1,626	1,523	4	1,764
1954	1,934	1,386	4	2,009
1955	1,529	1,276	1	2,260

Cities includes former District of Penticton.
Vancouver includes former Districts of Point Grey and South Vancouver.

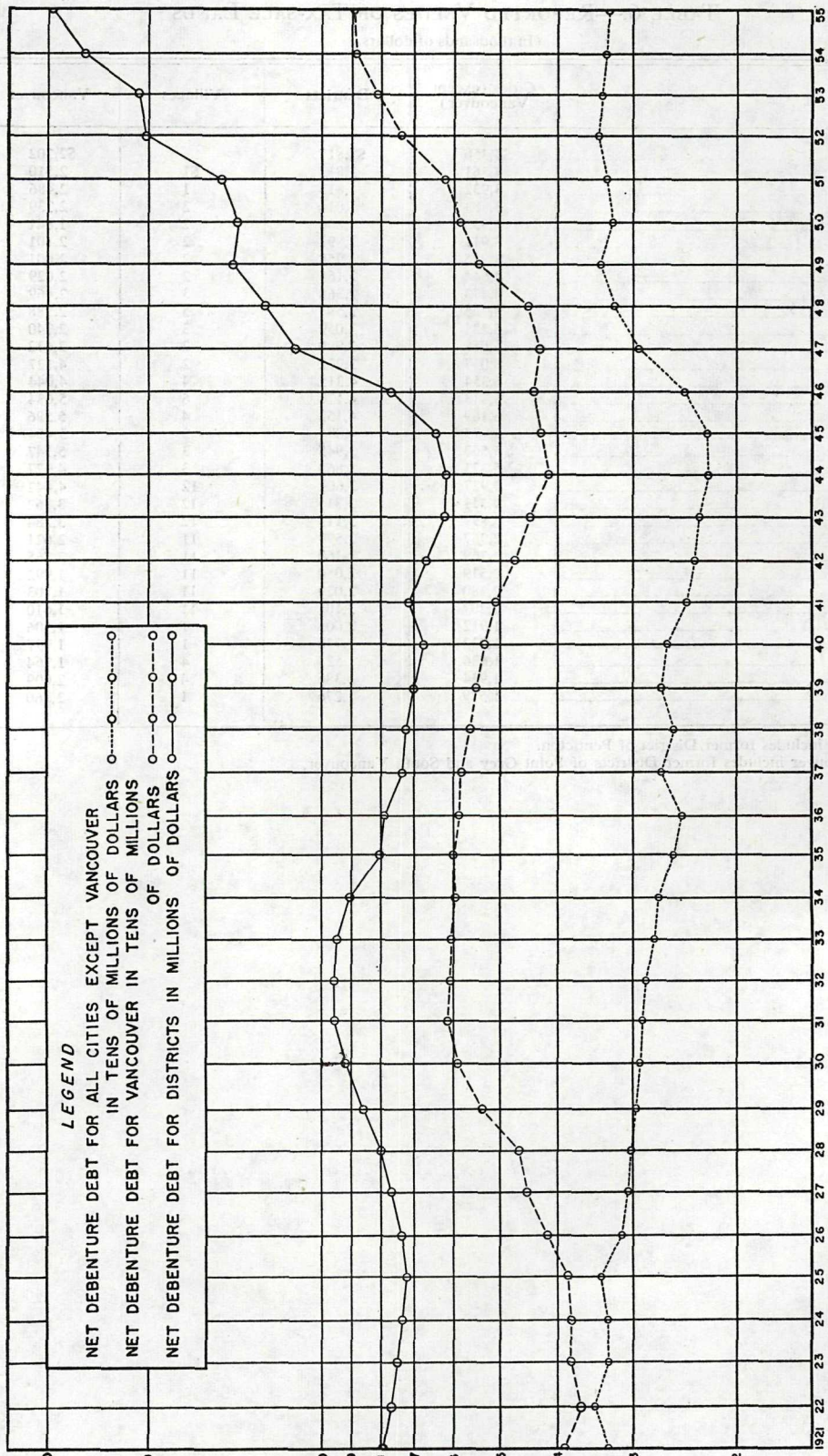

CHART I. NET DEBENTURE DEBT FOR ALL CITIES IN BRITISH COLUMBIA, EXCEPT VANCOUVER, ALL DISTRICTS IN BRITISH COLUMBIA AND THE CITY OF VANCOUVER AS AT DECEMBER 31st IN EACH YEAR, FOR THE YEARS 1921 TO 1955 INCLUSIVE.

REPORT OF DIRECTOR, REGIONAL PLANNING DIVISION

VICTORIA, B.C., January 11th, 1957.

J. E. Brown, Esq.,
Deputy Minister of Municipal Affairs.

SIR,—The Regional Planning Division was established in 1946 as a recognition that attention should be paid to the application of planning principles to community growth. At that time not one municipality in British Columbia had on its staff anyone engaged specifically in community planning. To-day six of the larger municipalities have permanent planning staffs and Vancouver has a planning staff of about thirty. Many of the remaining municipalities use the services of the Regional Planning Division, or the staff of the Regional Planning Board of their region, or engage a private planning consultant. Unfortunately not all Councils are yet aware of the importance of planning as it pertains to their own community or of how to make effective use of planning information or advice.

PLANNING

Nevertheless, general interest in community planning in the Province did not slacken in 1956. The Division prepared plans and reports which, in their effect, applied to a larger total population than in any previous year. All community plans prepared by the Division are based on an analysis of the local environment and the potential growth of the community. Such an analysis makes it possible to assess the future physical development of the area and increases the value of any plans prepared to guide such development.

The Division also drafted sixteen zoning by-laws during the year for municipalities, largely in conjunction with a more detailed plan. The preparation of these by-laws also required direct physical examination of the areas concerned.

The work of the Division is primarily to encourage good planning practices by precept and example. Therefore, there is no obligation upon the Council to adopt any of the recommendations of a planning report. Nevertheless, it is gratifying to report that many Councils are beginning to give serious thought to the future development of the communities for which they are responsible.

The Division also drafted seventeen physical development by-laws other than zoning. These include subdivision, building, house numbering, and Town Planning Commission by-laws. A number of similar by-laws were prepared independently by municipalities and were sent to the Division for review and comment.

Another aspect of the Division's work last year was to design subdivision layouts for both municipal and Provincial authorities. Discussions were held with officials of the Pacific Great Eastern Railway regarding layouts for townsites. Private subdivision designers and developers also submitted draft plans for comment.

The Division has given advice to the Municipal Branch on the question of suitable boundaries in the case of a number of new municipalities and in the revision of boundaries of existing municipalities.

The Municipal Atlas is being constantly reviewed in an effort to keep it as up to date as possible. Arrangements have been made with the Legal Surveys Division of the Department of Lands and Forests and with other Government offices to make available for this purpose the latest known data, and a duplicate of the atlas is on file in the office of the Legal Surveys Division for general information.

REGULATED AREAS

The amount of construction during 1956 in the regulated areas was 20 per cent less than in 1955.

However, due to changes in the boundaries of certain areas, the figures are not completely comparable. Confining the comparison to nine areas in which this factor was not present, the number of living-units in respect of which building permits were issued decreased by 6.6 per cent, while for the same time period the total value of construction decreased 8.5 per cent from that of the year 1955. Such decrease in value was greatest in the second quarter of the year—that is, from April to June, inclusive—when decreases were shown in seven out of the nine regulated areas and only two showed a slight increase. The number of areas showing decreases was four in the first quarter, three in the third quarter, and five in the fourth quarter. The statistics indicate that there has been a reduction in construction, chiefly residential, in the regulated areas in 1956 compared to 1955, in line with a similar reduction throughout Canada, but that the decline, if anything, was more moderate.

Regulated Area	Year Established	Value of Construction, 1956	Number of Residence Permits
Kelowna	1947	$725,260	66
Vernon	1947	194,655	14
Connaught Heights	1948	33,980	4
View Royal	1948	144,490	12
North Saanich	1948	475,750	36
Prince George District	1949	173,850	20
Nanaimo District	1949	1,168,182	82
Kamloops District	1950	680,700	39
Golden District	1952	382,121	14
Quesnel District	1952	317,150	19
Alberni	1953	----------	----
Woodhaven	1954	22,110	5
Dawson Creek	1954	42,300	3
Campbell River	1955	844,969	1
Thetis	1955	600	----
Totals for year 1956	------	$5,206,117	315

The total of residence units constructed in regulated areas since their inception up to December 31st, 1956, numbered 3,508, while the total value of all construction during the same period was $34,266,000.

Due to progress in settlement and development, there is a continuing need for revision of the zoning of the regulated areas. In consequence, a large number of requests were funnelled through the Boards of Appeal set up to consider requests for rezoning. While some of these requests were refused by the Boards as being frivolous or unjustified, a number were forwarded for attention. Each of these was investigated, and, as a result, eighteen were approved and six were rejected. In some of these cases, investigation showed that the proposed rezoning was of sufficient importance to warrant calling a public hearing in the area concerned, to ascertain the views of those likely to be affected by the proposed changes. To date no changes have been made which were patently contrary to majority opinion as expressed at a public hearing.

In one district a petition was signed by almost all the residents and forwarded asking for the establishment of a regulated area. This represents a departure from the usual procedure of establishing such areas on the basis of the reaction of the residents at a public hearing.

The provisions of Part IV of the " Town Planning Act " now have been extended to a third area. The Planning Area of Greater Nanaimo was organized and took its place alongside the Lower Mainland Planning Area (covering the Lower Fraser Valley from Hope to the Gulf of Georgia) and the Capital Regional Planning Area (made up of the area centred upon the City of Victoria).

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

860-257-6809