PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

for the

YEAR ENDED DECEMBER 31

1961

Printed by A. SUTTON, Printer to the Queen's Most Excellent Majesty
in right of the Province of British Columbia.
1962

PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

for the

YEAR ENDED DECEMBER 31

1961

Printed by A. Sutton, Printer to the Queen's Most Excellent Majesty
in the of the Province of British Columbia
1962

To Major-General the Honourable GEORGE RANDOLPH PEARKES,
V.C., P.C., C.B., D.S.O., 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 31, 1961.

W. D. BLACK,
Minister of Municipal Affairs.

Victoria, B.C.

Report of the Department of Municipal Affairs

VICTORIA, B.C., January 26, 1962.

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

SIR,—I have the honour to submit herewith the Annual Report of the Department of Municipal Affairs for the year ended December 31, 1961.

The 1961 municipal assessment rolls of cities, districts, towns, and villages within the Province contain assessed values of land and improvements totalling $3,717,472,643. This is an increase of $148,232,508 over 1960 values. While the rate of increase in assessed values of land and improvements has decreased during the past year, the municipal tax base continues to grow. The increase in assessed values for 1961 may be attributed to new incorporations and to new construction rather than to the effect of the assessment equalization programme. The increase in the municipal tax base over the last few years is indicated by the following table:—

GROWTH IN COMBINED ASSESSED VALUES AND TAXES IN MUNICIPALITIES OF BRITISH COLUMBIA

Year	Assessed Values		Assessed Values Actually Taxed		Tax Revenues
	All Properties	Taxable Properties	School	Municipal	
1954	$1,625,968,580	$1,321,811,326	$842,093,330	$842,093,330	$53,784,569
1955	2,108,458,383	1,742,081,045	1,350,856,875	1,044,040,275	59,112,580
1956	2,432,313,912	2,035,542,999	1,586,627,603	1,238,390,209	66,418,657
1957	2,765,873,099	2,315,295,651	1,854,677,597	1,415,935,241	78,811,653
1958	3,047,766,854	2,569,271,281	2,053,934,444	1,562,991,738	92,429,190
1959	3,327,118,937	2,805,547,214	2,248,145,499	1,721,746,974	104,819,992
1960	3,569,240,135	3,015,844,390	2,417,467,198	1,843,967,404	116,857,478
1961	3,717,472,643	3,142,969,534	2,508,401,082	1,920,101,216	129,000,000[1]

[1] Estimated.

The total assessed values actually taxed for school purposes in 1961 within the Province amounted to $3,206,795,417. Of this total, $2,508,401,082, or approximately 80 per cent, represented values in municipalities.

During the year, municipal borrowings were approved by the Inspector of Municipalities in the total amount of $15,030,152. The majority of this borrowing was supported by debenture issues, with the remainder in a very small amount being financed through bank loans. This is a decrease in borrowing of $997,636 compared with borrowing approved during the previous year. Again, as in 1960, the continuing high interest rates on borrowed money were an important factor. However, it is significant to note that there appears to be a firming trend in the bond market in so far as municipal borrowings are concerned. Bond sales of the last few months indicated a levelling of the coupon rate on a generally lower plane than that prevailing at the end of last year. It is noted that the bond market for municipals improved during the year, but whether this trend will continue is difficult to say. The guarantee by the Province of principal and interest payments of certain municipal debenture issues tended to keep coupon rates to a minimum. The amount and purpose for which new borrowings were approved are set out below. Debentures issued by the City of Vancouver do not require the approval of the Inspector of Municipalities and therefore are not included in this table.

Distribution of Authorized Debenture Debt by Purposes for the Year 1961

Purpose	Cities	Districts	Towns	Villages	Local Districts	Total
Hospitals	$2,108,000	$1,283,000	$291,000	.....	.....	$3,682,000
Waterworks	1,769,505	1,304,521	57,000	$321,000	.....	3,452,026
Streets and roads improvement	875,071	1,896,548	.....	.....	.....	2,771,619
Sewers and drainage	1,398,219	1,088,288	.....	33,000	.....	2,519,507
Buildings and other public works	1,340,000	465,000	.....	.....	.....	1,805,000
Consolidated local improvements	36,000	418,251	.....	.....	.....	454,000
Protection to persons and property	110,000	149,000	.....	27,000	.....	286,000
Equipment	60,000	.....	.....	.....	.....	60,000
Totals	$7,696,795	$6,604,608	$348,000	$381,000	.....	$15,030,152

Total debenture debt as at December 31, 1960, of all of the municipalities of the Province, including the City of Vancouver, is summarized below.

Total Authorized Debenture Debt as at December 31, 1960

	Issued, Sold, and Outstanding	Unissued and Unsold	Total
Cities (excluding Vancouver)	$45,696,525	$6,204,758	$51,901,283
Districts	48,316,807	5,840,587	54,157,394
Towns	2,359,231	20,700	2,379,931
Villages	6,974,172	227,000	7,201,172
Local districts	58,000	.....	58,000
Totals	$103,404,735	$12,293,045	$115,697,780
Vancouver	151,409,193	580,000	151,989,193
Grand totals	$254,813,928	$12,873,045	$267,686,973

The Department of Finance of the Federal Government has advised the Department that as at January 1, 1962, all semi-annual repayments have been made on loans authorized under the provisions of the *Municipalities Improvements Assistance Act, 1938*. The total amount outstanding on these loans is $189,422.31, comprising one city, $13,846.94; two district municipalities, $45,918.94; one village, $5,192.59; one improvement district incorporated under the *Water Act,* $13,570.01; and the Greater Vancouver Water District, $110,893.83. The principal amounts of all loans authorized under the *Municipalities Improvements Assistance Act, 1938,* to British Columbia corporations totalled $2,114,759.70.

During the past year the municipalities have continued to exercise their privilege of applying to the Province for a guarantee of the payments of principal and interest on debenture issues under the provisions of the *Municipalities Assistance Act.* Guaranteed debenture issues in the amount of $8,620,821 were approved last year, as follows:—

Cities (excluding Vancouver)	$2,002,000
Districts	1,434,821
Towns	57,000
Villages	82,000
Local districts	.....
	$3,575,821
City of Vancouver	5,045,000
Total	$8,620,821

Debenture issues guaranteed by the Province now represent a large percentage of the over-all borrowing of the municipalities. A summary of the amount of the debentures guaranteed by the Province under the *Municipalities Assistance Act* and under the *Village Municipalities Assistance Act* outstanding as at December 31, 1961, is indicated below:—

OUTSTANDING DEBENTURES GUARANTEED BY THE PROVINCE PURSUANT TO VILLAGE MUNICIPALITIES ASSISTANCE ACT AND MUNICIPALITIES ASSISTANCE ACT AS AT DECEMBER 31, 1961.

	Village Municipalities Assistance Act	Municipalities Assistance Act	Total
Cities (excluding Vancouver)	$554,000	$12,913,000	$13,467,000
Districts	347,000	8,170,331	8,517,331
Towns	2,382,500	594,000	2,976,500
Villages	3,103,250	2,264,000	5,367,250
Local districts	.....	58,000	58,000
	$6,386,750	$23,999,331	$30,386,081
City of Vancouver	.....	14,373,000	14,373,000
Greater Nanaimo Sewerage and Drainage District	.....	2,182,000	2,182,000
Greater Nanaimo Water District	.....	189,000	189,000
Greater Vancouver Water District	.....	23,380,000	23,380,000
Greater Victoria Water District	.....	895,000	895,000
Totals	$6,386,750	$65,018,331	$71,405,081

The liability represented by guaranteed debenture issues is supported by the revenues of self-liquidating utilities or enterprises amounting to an appraised value well in excess of $100,000,000. These debts are also a direct obligation of the municipality.

A number of municipalities during the year took advantage of the sewer financing assistance programme of the Central Mortgage and Housing Corporation made available under the provisions of the *National Housing Act*. This programme offered lower interest rates than those currently prevailing and debt cancellation benefits to those municipalities engaged in extensive sewage-disposal schemes. The programme is proving to be of financial importance to the municipalities.

Short-term capital borrowings for capital projects amounted to $402,316 during 1961. These borrowings are subject to the approval of the Inspector of Municipalities and are usually financed through the banking institutions. This method of borrowing is of considerable importance to the municipalities, and many have made full use of their borrowing powers in this respect. Short-term capital loans do not require the assent of the owner-electors.

We have continued to maintain a very close watch over the debenture debt load of municipalities as well as other aspects of municipal finance. Chart 1 reflects the trend of total debenture debt for all municipalities for British Columbia during the last decade against the trend of other aspects of municipal financial ability. It may be noted that all factors have increased faster than the rate of population growth. However, debenture debt has increased at a slower rate than assessments, revenues, or total personal income.

As indicated, in 1950 total debenture debt was approximately two and one-half times total revenue, and in 1960 the ratio had declined to one and one-half times. As a comparison, the total debenture debt of all municipalities in Canada in 1956 was two times total revenues. This ratio had increased to two and one-half times by the end of 1960. The rate of increase of debenture debt in British Columbia

municipalities declined slightly in 1960 over 1959, and, in general, we may conclude that the debenture debt load of the municipalities has not increased unduly in relation to their ability to carry it.

From information available in the Department, we have prepared the following summary indicating the investment in capital assets by class of municipality and by source of funds for the years shown. It is noted that the percentage of new money—that is, obtained by borrowing—was approximately 66 per cent of the total expended in 1956, 1957, and 1958, rose to 70 per cent in 1959 and to 73 per cent in 1960.

INVESTMENT IN CAPITAL ASSETS BY SOURCE OF FUNDS

	Revenue	Reserves	Borrowing	Total
1956				
Cities (except Vancouver)	$2,416,035	$1,452,073	$2,262,189	$6,130,297
Vancouver	285,592	478,717	5,671,430	6,435,739
Districts	2,181,273	712,491	6,828,601	9,722,365
Villages	682,579	15,000	1,117,000	1,814,579
Totals	$5,565,479	$2,658,281	$15,879,220	$24,102,980
1957				
Cities (except Vancouver)	$2,732,291	$1,688,799	$3,783,773	$8,204,863
Vancouver	391,238	713,895	5,987,795	7,092,928
Districts	3,019,426	271,554	7,195,849	10,486,829
Towns	----------	5,000	----------	5,000
Villages	1,085,828	9,736	2,984,000	4,079,564
Totals	$7,228,783	$2,688,984	$19,951,417	$29,869,184
1958				
Cities (except Vancouver)	$3,072,304	$1,565,634	$4,063,014	$8,700,952
Vancouver	339,792	402,865	8,227,656	8,970,313
Districts	3,461,257	363,562	6,579,413	10,404,232
Towns	173,047	10,000	413,000	596,047
Villages	786,205	33,100	762,000	1,581,305
Totals	$7,832,605	$2,375,161	$20,045,083	$30,252,849
1959				
Cities (except Vancouver)	$3,069,290	$1,020,512	$6,798,394	$10,888,196
Vancouver	265,126	2,259,622	16,106,007	18,630,755
Districts	3,599,951	1,351,124	4,975,525	9,926,600
Towns	97,258	12,000	----------	109,258
Villages	906,001	50,338	2,142,000	3,098,339
Totals	$7,937,626	$4,693,596	$30,021,926	$42,653,148
1960				
Cities (except Vancouver)	$3,283,052	$852,714	$9,064,263	$13,200,029
Vancouver	172,971	919,364	12,795,993	13,888,328
Districts	3,361,857	800,750	6,182,525	10,345,132
Towns	101,113	4,000	----------	105,113
Villages	1,099,915	57,130	781,000	1,938,045
Totals	$8,018,908	$2,633,958	$28,823,781	$39,476,647

Again, as in 1960, I am pleased to report that there was no necessity to hold public inquiries into applications for certificates of approval to municipal money by-laws.

Fourteen municipalities were granted certificates of self-liquidation in respect of six utility systems and nine sewer systems during the year under review. Some of these certificates were provisional certificates which will be replaced by subsisting certificates after proof of actual operation as self-liquidating utilities or enterprises. To date there have been seventy-nine certificates of self-liquidation issued to fifty-three municipalities, some having been granted more than one certificate. The majority of municipalities have now established their utilities and other enterprises on a self-liquidating basis, which relieves the general mill rate of the provision of debt charges, operating, maintenance, and replacement costs.

Reserve funds for various purposes at the end of 1960 amounted to $13,853,039, which is an increase over 1959 of $2,452,334, or approximately 18 per cent. These funds are available for capital expenditures subject to Governmental approval.

As of April 1, 1961, the jurisdiction of the Pollution-control Board was extended to include the complete drainage basin of the Columbia River located within Canada. This increased substantially the area for which the Board is responsible. During the year the Board held eight meetings and granted eight permits. In addition, the Board undertook a familiarization tour of the East and West Kootenays.

The Minister of Municipal Affairs' annual shield awards to the municipalities having the highest percentage turnout of electors were again awarded for 1961. This is the second year of this award. The municipalities receiving the awards for the December, 1960, elections in the three categories were: Cities and towns—Revelstoke, with a turnout of 72.60 per cent; districts—Kitimat, with a turnout of 78.23 per cent; and villages—Stewart, with a turnout of 82.29 per cent. Stewart also won the village award in 1959. While no mention is made of the municipalities which placed high on the percentage turnout of electors, it should be noted that, generally speaking, the percentage of voters exercising their franchise is a considerable figure in most of the municipalities. It is hoped that these annual awards will continue to encourage interest in civic affairs. The prompt returns of the percentage vote to the Department indicates a keen competitive interest in the awards.

The extension 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 continues to maintain its popularity. The enrolment for the 1961/62 course-year is made up of forty-nine first-year students, thirty-two second-year students, twenty-seven third-year students, and twenty-five fourth-year students. Since the commencement of the municipal administration course in 1952, 108 students have completed the four-year course in either municipal administration or municipal finance, or both. The annual course institute was again held at the University at the end of the year. The results of the 1961 examinations were as follows: Twenty-seven students completed first year, twenty-five students completed second year, twenty-four students completed third year, and twenty-two students completed fourth year.

During the year the Board of Examiners granted eighteen certificates of proficiency, bringing to 121 the number now issued to municipal officials. Six senior certificates in administration and eight senior certicates in finance were issued during 1961. Four junior certificates were also issued.

Accompanied by three senior officials of the Department, I attended the fifty-fifth Annual Conference on Municipal Finance, held in Seattle, Wash., during the period of May 21 to 25, 1961. This conference is sponsored by the Municipal Finance Officers' Association of the United States and Canada, an organization incorporated for the purpose of improving methods of public finance at the local level. The quality of material presented was of the highest calibre, and the knowledge and experience gained in this closer contact with the municipal finance officers from all parts of the continent will, I am sure, prove of great value.

The Municipal Officers' Association held its twenty-second annual conference in Victoria on June 5, 6, and 7, 1961. As in previous years, the conference was a success and much was gained during the three-day session. Several important addresses were given and panel discussions on a wide range of subjects were heard.

The Fifty-eighth Annual Convention of the Union of British Columbia Municipalities was held at Vernon on September 27th to 29th, inclusive. Attendance at this conference gives Departmental officials an opportunity to better understand the needs and thinking of the elected representatives of local government.

During the year two new municipalities were incorporated. These were the Villages of Masset and Aennofield. Masset is the first community in the Queen Charlotte Islands to be incorporated as a municipality. The incorporation of the small outlying communities is to be commended and encouraged. The Village of Aennofield is a residential community adjacent to the Town of Fort St. John. A number of communities throughout the Province showed interest in incorporation, and the staff made visits to some of these to address public meetings and to advise incorporation committees on the procedures leading to incorporation.

The Village of North Kamloops changed status to a town during 1961. No other changes of status took place during the year, although from a study of the compilation of the 1961 Census figures it appears that there could be further changes in status in the near future.

The total population of the municipalities of the Province including the City of Vancouver was 1,284,544 according to the Dominion Census. This is an increase of 172,732, or 15.5 per cent, over the 1956 population. A part of this increase may be attributed to new incorporations and extensions of the area of the existing municipalities. The breakdown of the population between the various classes of municipalities as a comparison with the 1956 population is as follows:—

POPULATION PERCENTAGE INCREASE, 1956 AND 1961

	1956 Census	1961 Census	Population Increase	Percentage Increase
Cities	635,712	680,171	44,459	7.0
Districts	406,525	519,990	113,465	27.9
Towns	13,700	17,672	3,972	29.0
Villages	55,875	66,711	10,836	19.4
Totals	1,111,812	1,284,544	172,732	15.5

During the year, extensions of boundaries by way of supplementary Letters Patent were granted to seven municipalities. The following table shows the increase in area as well as the increase in population:—

ADJUSTMENTS IN AREA AND INCREASES IN POPULATION, 1961

Municipality	Area (in Acres)			Population		
	Before Extension of Area	Contained in Area Added	After Extension of Area	Before Extension of Area	Contained in Area Added	After Extension of Area
Cities						
Nelson	1,106.00	786.00	1,892.00	7,226	2,774	10,000
Port Alberni	2,342.00	480.00	2,822.00	10,373	300	10,673
Prince George	5,014.30	62.75	5,077.05	10,563	.....	10,563
Villages						
Kinnaird	1,179.952	12.47	1,192.422	1,305	.....	1,305
Ladysmith	2,201.00	824.00	2,044.00	2,082	1,236	3,318
Lillooet	280.00	26.00	306.00	1,083	8	1,091
Lumby	881.00	1.20	882.20	786	19	805

Extensions of boundaries have been steadily increasing in number during the past few years. This indicates a growing desire and interest on the part of the residents of fringe areas to participate in and to benefit from the amenities offered through local government.

In addition to the above, the boundary of the District of Coldstream was adjusted to conform with surveyed lot lines.

A large number of local areas were established during the year under the provisions of the *Local Services Act*. All of these areas were for the provision of home nursing care. The home nursing-care service is provided by the local health units, and the cost of the service levied by mill rate against properties within the local area. A number of community planning areas were also established during the course of the year. Details of these and of other planning activities of the Department follow in the report of the Director of the Regional Planning Division.

During the year the Department entertained foreign visitors under United Nations and Commonwealth development programmes. The countries represented included Ceylon, Sierre Leone, the National Republic of China, Japan, and Israel.

The Department has been actively engaged in co-operation with other departments of Government in seeking a solution to the question of garbage-disposal in unorganized territory. It is anticipated that a number of local areas under the provisions of the *Local Services Act* will be set up shortly, which will help to alleviate this problem.

The offices of the Department were completely renovated during the year, resulting in more workable office space for the staff and the release of space for the use of other departments of Government.

Arising out of numerous complaints, a public inquiry was held by the Inspector of Municipalities into the question of the form or forms of local government required to provide the diverse groups of citizens of the Municipality of Surrey with adequate local services. As a result of the inquiry, it was recommended that no basic change be made to the present municipal organization, but in order to obtain a better distribution of Council representation, it was recommended that the size of the Council be increased from seven to eleven members.

Following a petition of Council, this was acted on in time for the municipal elections in December. It was also recommended that Council improve its contact with the citizens and that a clear policy be established with respect to the provision of urban amenities. A further recommendation was that the new Municipal Hall be located well outside existing commercial areas and as close to the geographical centre of the municipality as possible. This recommendation was imposed by order of the Inspector of Municipalities and approved by the Lieutenant-Governor in Council.

The major changes in legislation enacted by the 1961 session of the Legislature which particularly affected municipalities are outlined briefly as follows:—

The *Municipal Act* was amended to include new provisions for the extension of the area of a municipality. Under these new provisions a vote may be caused to be taken or the Minister of Municipal Affairs may appoint a Commission to inquire into and report to him on the propriety of the extension of the area of the municipality. This latter provision was used during the year in connection with the extension of the area of the Village of Ladysmith. The Ladysmith Boundary Commission was made up of members of the staff of the Department.

An important amendment was made respecting civil defence to provide for the continuity of Council in the event of a disaster. This new provision also provides for the re-establishment of properly elected Councils after the emergency is over. Amendments were made to provide for the reversion to the principle of assessed

values to be based on current values rather than on base-year values. Land classified as farm land was given a further exemption of $1,000 in the taxable assessed values for school purposes.

Miscellaneous amendments to the *Municipal Act* included the classification of residents of owner-occupied apartments as owner-electors. A new provision was made whereby the Returning Officer is authorized to destroy all documents and ballots relative to an election. A vacancy on Council may now be held open from July 1st until the next annual election. Previously this date had been November 1st. Changes were made in the community planning provision of the *Municipal Act* to provide more specific information in respect of public hearings and to allow some zoning appeals to be dealt with by a Judge of the County Court.

An innovation was introduced whereby off-street parking facilities in the larger city municipalities may be provided for and at the expense of a specified area. Two cities took advantage of this legislation during the year.

The *Local Services Act* was amended to revise the powers of the Minister of Municipal Affairs in respect of the regulation of land use and to provide machinery for the extension and merging of existing local areas. Other amendments affecting municipalities were made to the *Municipal Superannuation Act,* the *Land Registry Act,* the *Forest Act,* the *Public Schools Act,* the *Health Act,* the *Assessment Equalization Act,* the *Provincial Infirmaries Act,* and the *Real Estate Act.* The *Public Bodies Financial Information Act,* passed at the last session of the Legislature, has the effect of requiring municipalities to expand the financial information now given to include a report of wages and expenses as well as payments to suppliers. This additional information will be submitted to this Department.

Certain specific municipalities were affected by amendments to the *Municipalities Enabling and Validating Act.* These municipalities were Cache Creek, Cumberland, Surrey, Kamloops, and Salmo.

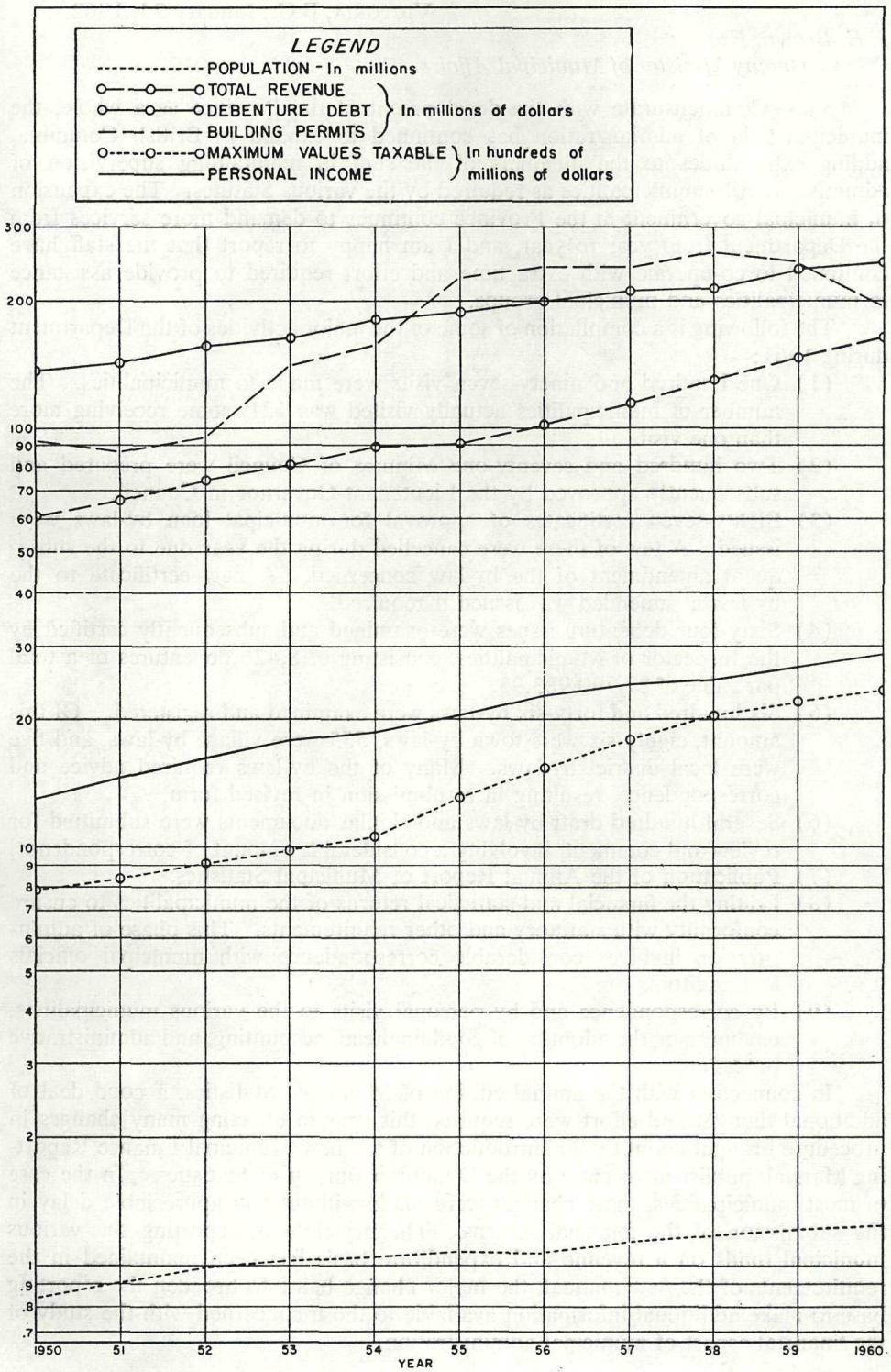
It is with regret that I have to report the death of two valued staff members—Edward C. Young, of the Finance and Statistics Division, and R. Millar, of the Regional Planning Division. These men had each been in the Provincial Government Service for eleven to twelve years and were highly regarded by those with whom they came into contact, either socially or in the course of their duties.

The continued expansion of the Municipal Winter Works Incentive Programme has again increased the volume of work dealt with by the Department. In addition to this, the changes in the style of financial reporting along with the many changes to the municipal finance reporting forms, together with complications in the borrowing procedures of municipalities through recent amendments to the *National Housing Act,* added materially to the work of the Department. We have endeavoured to ensure that the extra demands on the staff have not delayed the business of the municipalities.

I would again like to express my thanks to all municipal officials of this Province, both elected and appointed, for their continued courtesies and assistance, and to the executive and staff of the Union of British Columbia Municipalities, and to the executive of the Municipal Officers' Association, and to all other Government officials, and to you, Sir, for your continued support and encouragement.

J. E. BROWN, F.C.I.S.,
Deputy Minister.

TRENDS IN FINANCIAL ASPECTS OF MUNICIPAL GOVERNMENT COMPARED TO POPULATION AND INCOME



REPORT OF THE SUPERVISOR OF MUNICIPALITIES

VICTORIA, B.C., January 24, 1962.

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

SIR,—Commensurate with the development of the Province as a whole, the municipal field of administration has continued to expand in British Columbia, adding extra duties to the members of the staff in maintaining supervision of administration in municipalities as required by the various Statutes. The expansion of municipal government in the Province continues to demand more services from the Department from year to year, and I am happy to report that the staff have continued to co-operate with extra time and effort required to provide assistance to municipalities and municipal groups.

The following is a compilation of some of the major activities of the Department during 1961:—

(1) One hundred and ninety-seven visits were made to municipalities. The number of municipalities actually visited was 121, some receiving more than one visit.

(2) Two hundred and seventy-one Minutes of Council were prepared and subsequently approved by the Lieutenant-Governor in Council.

(3) Eighty-seven certificates of approval for municipal loan by-laws were issued. A few of these were cancelled during the year due to the subsequent amendment of the by-law concerned. A new certificate to the by-law as amended was issued if required.

(4) Sixty-four debenture issues were examined and subsequently certified by the Inspector of Municipalities, consisting of 8,426 debentures of a total par value of $7,790,983.93.

(5) Six hundred and forty-six by-laws were examined and registered. Of this amount, eighty-six were town by-laws, 555 were village by-laws, and five were local district by-laws. Many of the by-laws required advice and correspondence, resulting in resubmission in revised form.

(6) Several hundred draft by-laws and similar documents were submitted for review and comment, involving a considerable amount of correspondence.

(7) Publication of the Annual Report of Municipal Statistics.

(8) Editing the financial and statistical returns of the municipalities to ensure conformity with statutory and other requirements. This phase of administration involves considerable correspondence with municipal officials and auditors.

(9) By correspondence and by personal visits to the various municipalities, encouraging the adoption of good financial, accounting, and administrative procedures.

In connection with the annual edition of Municipal Statistics, a good deal of additional thought and effort were required this year in effecting many changes in procedure brought about by the introduction of the new Municipal Finance Reporting Manual, published recently by the Dominion Bureau of Statistics. In the case of most municipalities, these changes were made without any appreciable delay in the submission of the financial returns. The principle of reporting the various municipal funds on a revenue and expenditure basis has been maintained in the requirements of the new manual, the major change being to broaden the reporting base to make additional information available to those concerned with the study of the financial aspect of municipal administration.

The Government of Canada has, for the fourth consecutive winter, provided an incentive for municipalities to provide winter work for the relief of unemployment. The incentive is the offer to pay one-half of the direct labour cost of approved projects. The programme period is initially the same as the 1960/61 season—that is, October 15th to April 30th. There were no important changes in the regulations or in the type of project which may be undertaken on a shareable basis under the current programme.

In addition to the incentive offered by the Federal Government, the Government of this Province has agreed to pay to municipalities 25 per cent of the approved direct labour costs relating to accepted projects. The Province, in addition, has agreed to pay a further 25 per cent of the wages of any person employed on an accepted project who has been continuously in receipt of welfare assistance from, on, or before June 15, 1961, to the date of being engaged on the project.

Some idea of the growth of the programme may be gained from the following:—

	Cost of Projects	Man-days Work	Payroll
1959/60 as at January 15, 1960	$7,000,000	183,000	$3,000,000
1960/61 as at January 15, 1961	20,000,000	392,000	7,000,000
1961/62 as at January 15, 1962	26,500,000	426,000	8,333,333

These are estimated figures of the municipalities for the programme period. As of January 15, 1962, approvals had been given to 537 projects, whereas the total for last year's programme at the same date was 556 projects. The total number of projects approved under last year's programme was 796 projects. It is anticipated that additional applications will be received this year following the consideration of municipal budgets by the Councils in 1962.

The programme, which includes the processing of application and claim forms along with relative correspondence, has added considerably to the administrative load in the Department, and I wish to record my appreciation to the members of the staff who have cheerfully and efficiently adjusted to the extra work load.

The following tabulation gives a summary of the British Columbia municipalities' participation in the Winter Works Programme as at January 15, 1962, according to the records in this office:—

Number of men	6,000
Man-days work	426,000
Total cost of projects	$26,809,000
Federal share, payroll cost	$4,180,000
Provincial share, payroll cost	$2,144,000
Municipal share, payroll cost	$2,050,000
Total payroll under offer	$8,374,000

Nature and Total Cost of Projects

Waterworks	$5,622,000
Sewers	5,847,000
Drainage	884,000
Roads	2,396,000
Sidewalks	985,000
Buildings	2,905,000
Parks	1,075,000
Other	2,639,000

Municipalities Participating		*Number of Accepted Projects*	
Cities	29	Cities	225
Districts	27	Districts	177
Towns	2	Towns	15
Villages	34	Villages	83
Other	16	Other	37
Total	108	Total	537

Table 1 shows the final summary of the Municipal Winter Works Incentive Programme for the year 1960/61 as issued by the Department of Labour, Ottawa, and Table 2 indicates the same information for the current programme as at January 19, 1962.

The year 1961 witnessed a further increase in authorized debenture debt of municipalities, although the total amount of debentures authorized to be issued decreased from $16,000,000 in 1960 to $15,000,000 in 1961. It is felt that this decrease in 1961 over 1960 borrowings may be partly attributed to the fact that the majority of municipalities in the Province have now completed construction or major reconstruction of their utility systems. Continued borrowings for sewer and other public works may be expected for some time to come.

In view of the importance placed on this aspect of municipal administration, we have continued to keep a very close watch on the tax-collection picture in the municipalities. A review of the figures which are published in Table 3 indicates that collections over the previous year have shown some slight improvement. We will, of course, continue to maintain our watch for any sign which might indicate the inability of a municipality to effect a high rate of collection of the tax levy and will lend what assistance we can in aiding them to establish good collection procedures. Table 4 shows in 1960 an improvement in all classes except districts and towns from the 0–9.99 per cent. We have had to report previously that tax-collection procedures in villages were not as good as in other classes of municipalities. However, I am pleased to now report that considerable improvement is noted in the procedures being adopted in villages, and we are hopeful that the trend will continue.

Table 5 shows the percentages of municipal revenues according to major sources for the years shown. It is interesting to note the marked difference as between the various classes of municipalities.

J. D. Baird, F.C.I.S.,
Supervisor of Municipalities.

TABLE 1.—MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME, 1960/61—REPORT, WEEK ENDED JUNE 2, 1961

(Cost figures shown in thousands of dollars.)

	Canada	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I.	Nfld.	Yukon	N.W.T.	Indian Bands
Applications received	7,360	783	831	994	311	1,757	2,145	207	108	15	137	4	8	60
Applications accepted	7,184	768	819	973	304	1,725	2,071	204	105	14	136	2	8	55
Applications rejected, pending, or withdrawn	176[1]	15	12	21	7	32	74	3	3	1	1	2	.....	5
Estimated total cost of projects	292,815	41,556	24,600	11,126	7,409	72,280	127,263	3,056	2,176	443	2,559	3	20	324
Estimated total direct payroll cost of projects	92,783	13,102	8,241	3,916	2,400	22,536	38,897	1,470	1,083	157	778	2	9	192
Estimated cost of projects, October 15, 1960, to May 31, 1961	211,951	23,620	20,782	9,459	7,174	53,379	90,696	2,722	2,092	149	1,532	2	20	324
Estimated direct payroll cost of projects, October 15, 1960, to May 31, 1961	71,908	8,646	7,164	3,407	2,288	17,144	30,091	1,374	985	57	553	2	9	188
Estimated Federal Government share of direct payroll costs	35,541	4,278	3,580	1,700	1,144	8,459	14,826	659	492	28	276	1	4	94
Estimated number of men to be hired, October 15, 1960, to May 31, 1961	120,341	9,055	13,176	12,285	3,655	22,637	49,427	5,581	1,544	153	1,968	7	62	791
Estimated man-days work to be provided, October 15, 1960, to May 31, 1961	5,104,800	477,437	500,129	272,806	172,410	1,100,599	2,294,842	121,814	84,142	6,156	54,226	118	701	19,420

[1] Rejected, 119; pending, 13; withdrawn, 44.
Source: Department of Labour.

TABLE 2.—MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME, 1961/62—REPORT, WEEK ENDED JANUARY 19, 1962

(Cost figures shown in thousands of dollars.)

	Canada	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I.	Nfld.	Yukon	N.W.T.	Indian Bands
Applications received	5,758	540	662	913	175	1,187	1,790	190	55	33	148	4	14	47
Applications accepted	5,681	537	661	899	173	1,179	1,746	188	55	32	148	4	13	46
Applications rejected, pending, or withdrawn	77	3	1	14	2	8	44	2	.....	1	.....	.....	1	1
Estimated total cost of projects	251,909	27,217	26,100	14,802	6,729	72,983	94,834	3,293	1,432	799	3,384	12	36	288
Estimated total direct payroll cost of projects	79,553	9,775	7,471	4,289	2,164	21,459	30,888	1,321	591	351	1,036	5	31	172
Estimated cost of projects, October 15, 1961, to April 30, 1962	197,482	22,292	20,854	11,870	5,791	53,197	77,184	2,854	789	574	1,763	12	36	266
Estimated direct payroll cost of projects, October 15, 1961, to April 30, 1962	65,307	8,421	6,660	3,577	1,793	15,734	26,652	1,112	319	200	637	5	31	166
Estimated Federal Government share of direct payroll costs	32,388	4,200	3,294	1,773	896	7,819	13,172	556	159	100	319	2	15	83
Estimated number of men to be hired, October 15, 1961, to April 30, 1962	104,598	6,275	10,332	12,806	2,596	17,541	46,518	3,274	782	521	2,977	15	137	824
Estimated man-days work to be provided, October 15, 1961, to April 30, 1962	4,654,046	430,639	454,549	302,837	134,077	1,003,322	2,087,061	107,102	29,289	24,390	60,289	220	2,160	18,111

Source: Department of Labour.

TABLE 3.—PERCENTAGE TAX COLLECTIONS

	Percentage of Current Levy Collected	Total Collections as a Percentage of Current Levy	Outstanding Taxes as a Percentage of Current Levy
Cities (Except Vancouver)			
1939	81.10	99.10	40.16
1946	94.13	100.46	7.85
1957	95.02	100.38	6.87
1958	95.24	100.02	6.53
1959	94.67	99.28	6.92
1960	94.97	99.92	6.84
Vancouver			
1939	91.00	103.10	30.06
1946	95.74	100.57	5.90
1957	95.41	100.74	6.82
1958	95.20	99.36	6.62
1959	95.08	99.35	6.88
1960	95.43	99.47	6.98
Districts			
1939	77.60	95.80	34.81
1946	92.32	99.28	9.45
1957	95.67	100.93	5.74
1958	95.83	100.00	5.36
1959	95.43	99.46	5.73
1960	95.40	99.68	6.10
Towns			
1958	89.55	97.06	13.62
1959	88.69	98.00	15.18
1960	90.41	101.53	13.28
Villages			
1939	76.50	98.30	38.71
1946	92.45	99.90	11.90
1957	91.58	99.94	11.23
1958	91.70	99.26	11.19
1959	91.69	99.60	10.99
1960	93.83	101.96	8.78

TABLE 4.—OUTSTANDING TAXES AS A PERCENTAGE OF THE CURRENT LEVY OF CITIES, DISTRICTS, TOWNS, AND VILLAGES FOR THE YEARS SHOWN

	0–9.99	10–19.99	20–29.99	30–39.99	40–49.99	50–59.99	60–69.99	70–79.99	80–89.99	90–99.99	100 and Over	Number of Municipalities
1921—												
Cities	1	4	10	3	8	3	—	1	—	2	2	34
Districts	2	3	7	7	3	2	—	—	—	—	1	25
1929—												
Cities	2	16	8	3	2	—	—	1	2	—	—	34
Districts	4	6	6	7	1	—	2	—	—	1	—	27
1933—												
Cities	—	1	6	11	6	3	3	1	1	—	2	34
Districts	2	—	2	6	1	7	—	1	2	1	5	27
1939—												
Cities	—	4	13	10	2	3	—	—	—	—	2	34
Districts	3	1	10	4	5	1	1	1	—	—	1	27
1946—												
Cities	21	10	2	—	—	—	1	—	—	—	—	34
Districts	15	11	—	1	—	—	—	—	—	—	—	27
1957—												
Cities	27	9	—	1	—	—	—	—	—	—	—	37
Districts	24	5	1	—	—	—	—	—	—	—	—	30
Villages	27	21	5	—	—	—	—	—	—	—	—	53
1958—												
Cities	23	10	—	—	—	—	—	—	—	—	—	33
Districts	24	5	1	—	—	—	—	—	—	—	—	30
Towns	1	1	1	—	—	—	—	—	—	—	—	3
Villages	26	25	3	2	—	—	—	—	—	—	—	56
1959—												
Cities	24	8	—	—	—	—	—	—	—	—	—	32
Districts	27	2	1	—	—	—	—	—	—	—	—	30
Towns	1	1	1	—	—	—	—	—	—	—	—	3
Villages	34	18	5	—	1	—	—	—	—	—	—	58
1960—												
Cities	26	6	—	—	—	—	—	—	—	—	—	32
Districts	24	5	1	—	—	—	—	—	—	—	—	30
Towns	—	3	—	—	—	—	—	—	—	—	—	3
Villages	41	12	3	1	—	—	—	—	—	—	—	57

TABLE 5.—PERCENTAGE OF MUNICIPAL REVENUES BY MAJOR SOURCES FOR THE YEARS 1931, 1941, 1951, 1956, AND 1960

Year	Municipal Taxation		Provincial Grants	Utilities	Licences, Fines, and Other Revenue	Total Revenue
	For Schools	Total				
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
1956	19.20	54.69	15.96	8.73	20.62	100
1960	23.89	58.70	17.60	4.90	18.80	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
1956	22.09	70.76	11.61	1.01	16.62	100
1960	24.82	69.02	14.08	.09	16.81	100
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
1956	27.56	66.53	17.57	2.39	13.51	100
1960	33.04	73.90	15.35	.61	10.14	100
Towns						
1960	25.45	57.20	23.19	1.67	17.94	100
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
1956	22.01	51.57	25.45	3.19	19.79	100
1960	29.16	63.43	20.57	1.16	14.84	100

NOTE.—Subsequent to 1951, grants to municipalities were reduced in exchange for greater participation in direct school costs by the Province.

REPORT OF THE DIRECTOR, REGIONAL PLANNING DIVISION

VICTORIA, B.C., January 23, 1962.

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

SIR,—The Division continued through the year to expand its community planning services throughout the Province. We gave planning advice to fourteen municipalities beyond the boundaries of the Lower Mainland Regional Planning Board and the Capital Region Planning Board. This advice has changed from one where a planning report was presented to Council and the job was finished to where a continuing service is maintained. Now a planning report is prepared, presented to Council, and a follow-up is maintained through visits and correspondence. In this way the report can become a dynamic thing, guiding the orderly growth of the community if the Council chooses to follow the recommendations.

COMMUNITY PLANNING AREAS

There are now twenty-one community planning areas in operation in unorganized territory throughout the Province. The new areas established in 1961 are:—

Chetwynd, formerly Little Prairie, a frontier settlement of eighty people in 1951, has now grown to an active community of about 1,000 people.

Chase is a growing community of about 1,000 on the Trans-Canada Highway between Kamloops and Salmon Arm.

In addition, the following community planning areas' boundaries were extended:—

Community Planning Area Number 2: The boundaries were extended to include the settled unorganized territory in the North Okanagan and including the community of Oyama, of about 500 people. The area now has a joint boundary with Community Planning Area Number 1, so continuous land-use regulations are in effect in a settled valley area over 40 miles long on both sides of Okanagan Lake.

Community Planning Area Number 4 embraces the communities of Albert Head, Colwood, Colwood Corner, Glen Lake, Happy Valley, Langford, and Metchosin, with a total population of over 11,000 people. The former Community Planning Areas 4 and 16 are now incorporated into this larger area.

Community Planning Area Number 14 now is an area embracing the settled part of the east coastal plain of Vancouver Island from north of Campbell River to south of Courtenay.

In all, the service given to people in unorganized territory has increased by more than 40 per cent in the past year.

The demand for community planning areas remains high, and we feel the best way to handle the greatest number of requests quickly is to create large areas under the supervision of a full-time inspector rather than create a proliferation of small areas with part-time inspectors.

Highway Planning Area Number 1 was established in co-operation with the Department of Highways, with the purpose of protecting the capacity of the Trans-Canada Highway around the Village of Golden.

We are receiving requests from communities in unorganized territory to develop house number systems, and we are developing a simple system which can give necessary locational information.

Advisory Planning Commissions for Community Planning Areas 3, 8, and 17 were appointed, making a total of six areas with these groups. They continue to give good service to their communities. It is interesting to note that there have been requests from some of the commissions for long-range land-use plans for their areas. The staff planners in the Division will start on these plans soon so that rezoning applications can be referred to an agreed pattern of future land use rather than examining each application as an isolated case.

The total value of construction for the year was $12,192,000, the highest reported by the Division. This follows the trend of increased construction in the Province and the increased coverage of our services in unorganized territory. The breakdown by areas is shown in the following table:—

Place	Dwelling Units Built, 1961	Dwelling Units Built since Areas Established	Total Value of Construction, 1961
Community Planning Area Number 1 (around Kelowna)	117	1,167	$1,839,548
Community Planning Area Number 2 (around Vernon)	53	415	665,305
Community Planning Area Number 3 (View Royal)	20	320	273,801
Community Planning Area Number 4 (Thetis, near Victoria)	8	19	88,518
Community Planning Area Number 5 (North Saanich)	35	486	565,444
Community Planning Area Number 6 (around Nanaimo)	143	1,622	4,415,920
Community Planning Area Number 7 (around Prince George)	91	722	1,252,002
Community Planning Area Number 8 (around Kamloops)	65	744	1,088,372
Community Planning Area Number 9 (around Quesnel)	11	178	195,080
Community Planning Area Number 10 (Connaught Heights, D.L. 172, next to New Westminster)	.....	70	12,133
Community Planning Area Number 11 (around Alberni)	2	6	25,000
Community Planning Area Number 12 (around Dawson Creek)	2	218	25,960
Community Planning Area Number 13 (Woodhaven, near Ioco)	1	19	7,590
Community Planning Area Number 14 (North of Campbell River to South of Courtenay)	6	8	96,470
Community Planning Area Number 15 (around Fort St. John)	35	106	393,516
Community Planning Area Number 16 (industrial reserve near Victoria)	.....	.....	5,000
Community Planning Area Number 17 (Fort Nelson)	13	32	878,184
Community Planning Area Number 18 (West Bench, near Penticton)	.....	.....	.....
Community Planning Area Number 19 (Hudson Hope)	.....	.....	6,000
Community Planning Area Number 20 (Crooked River, 60 miles north of Prince George)	.....	.....	.....
Community Planning Area Number 21 (Chetwynd)	3	3	61,986
Community Planning Area Number 22 (Chase)	.....	.....	296,492
Others	.....	62	.....
Totals	605	6,197	$12,192,321

Total value of construction to date, $77,072,230.

The ratio of owner-built construction to contractor-built construction continues to be about 4:1, and the most common size of houses continues to be around 1,000 square feet.

DON SOUTH, M.T.P.I.C.,
Director, Regional Planning Division.

Printed by A. SUTTON, Printer to the Queen's Most Excellent Majesty
in right of the Province of British Columbia.
1962

1,060-262-7795