PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

for the

YEAR ENDED DECEMBER 31

1965

Printed by A. SUTTON, Printer to the Queen's Most Excellent Majesty
in right of the Province of British Columbia.
1966

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, 1965.

D. R. J. CAMPBELL,
Minister of Municipal Affairs.

Victoria, B.C.

Report of the Department of Municipal Affairs

VICTORIA, B.C., January 25, 1966.

The Honourable D. R. J. Campbell,
Minister of Municipal Affairs.

SIR,—I have the honour to submit herewith the Annual Report of this Department for the year ended December 31, 1965.

The 1965 gross assessed value of land and improvements in city, district, town, and village municipalities in British Columbia amounted to $4,460,354,467. It may be noted in the following table that revenue accruing to municipalities from real-property tax in 1964 amounted to $154,074,236. If the present rate of growth is maintained, total revenues from property taxation in 1965 will reach $170,000,000.

Total assessed values actually taxed for school purposes in the Province in 1965 amounted to $4,047,312,788. Of this total, $3,072,204,132 or 76 per cent represented assessment values within the municipalities, the same ratio as in 1964.

The dollar growth in the municipal tax base over the last nine years is portrayed in the following table:—

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

Year	Gross Assessed Values		Assessed Values Actually Taxed		Tax Revenues
	All Properties	Taxable Properties	School	Municipal	
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	122,272,311
1962	4,032,288,772	3,407,538,034	2,770,194,168	2,182,411,559	128,865,831
1963	4,062,459,644	3,433,937,080	2,795,430,982	2,224,805,763	141,020,672
1964	4,188,389,878	3,534,097,291	2,878,206,746	2,294,697,747	154,074,236
1965	4,460,354,467	3,770,938,012	3,072,204,132	2,365,897,598	170,000,000[1]

[1] Estimated.

During the past year $27,499,789 in term borrowing by the municipalities was approved by the Inspector of Municipalities. This figure does not include borrowing proposals which, while receiving the approval of the Inspector, failed to receive the assent of the owner-electors. Much of the borrowing was under the provisions of the *Municipal Development and Loan Act* and Part VIB of the *National Housing Act*. Both of these financial assistance programmes were fully utilized during the year. Details of financing under the Municipal Development and Loan Fund, which is administered for the Province by the Department, follows in the report of the Assistant Deputy Minister.

The amount and purpose for which term borrowing was authorized is set out below. This includes borrowings under the short-term borrowing provisions of the *Municipal Act* which, with a maximum term of five years, normally are financed by means of bank loans rather than by the issue of debentures. These short-term borrowings amounted to $389,689. Borrowing by the City of Vancouver and by

the metropolitan water and sewer boards are not subject to 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 1965

Purpose	Cities	Districts	Towns	Villages	Local Districts	Total
Sewers and drainage	$1,938,230	$1,871,000	$1,213,500	$842,154	.....	$5,864,884
Parks and recreation	2,545,900	1,350,000	.....	.....	.....	3,895,900
Civic building and projects	1,873,534	2,076,266	.....	2,555	.....	3,952,355
Waterworks	218,000	1,555,612	773,500	908,045	.....	3,455,157
Consolidated local improvement	457,795	2,455,047	.....	.....	.....	2,912,842
Capital programme (Victoria)	711,000	.....	.....	.....	.....	711,000
Hospitals	2,031,000	4,053,500	.....	.....	.....	6,084,500
Paving, roads, and sidewalks	151,100	154,851	23,500	81,000	.....	410,451
Equipment	171,000	16,500	.....	.....	.....	187,500
Electric utility	25,200	.....	.....	.....	.....	25,200
Totals	$10,122,759	$13,532,776	$2,010,500	$1,833,754	.....	$27,499,789

The following table reveals the very considerable effect the Municipal Development and Loan Fund has had on municipal borrowing. Much of the borrowing approved during 1964 and 1965 was financed by means of this programme. Borrowing for these years indicates that the programme stimulated capital works. It is considered likely that borrowing will return to somewhere near previous levels now that the programme has terminated.

SUMMARY OF BORROWING APPROVED BY THE INSPECTOR OF MUNICIPALITIES

Year	Amount	Year	Amount
1961	$15,030,152	1964	$25,231,663
1962	14,006,884	1965	27,499,789
1963	14,581,915		

Total debenture debt as at December 31, 1964, of all municipalities, including the City of Vancouver, is shown by the following table. The debenture debt of the metropolitan water and sewer boards is not included.

TOTAL AUTHORIZED DEBENTURE DEBT AS AT DECEMBER 31, 1964

	Issued, Sold, and Outstanding	Unissued and Unsold	Total
Cities (excluding Vancouver)	$51,792,041	$13,455,168	$65,247,209
Districts	56,856,149	22,014,561	78,870,710
Towns	4,719,340	731,000	5,450,340
Villages	6,256,269	3,293,171	9,549,440
Local districts	.....	.....	.....
Totals	$119,623,799	$39,493,900	$159,117,699
Vancouver	163,509,447	.....	163,509,447
Grand totals	$283,133,246	$39,493,900	$322,627,146

The following table gives the amount of Provincial guarantees authorized under the provisions of the *Municipalities Assistance Act* during the year. Provincial guarantees under this Act apply only to securities issued for self-liquidating water and sewer undertakings, and then only in respect of that part of the borrowing programme which is not being financed by means of either the Municipal Development and Loan Fund or Part VIB of the *National Housing Act*.

MUNICIPALITIES ASSISTANCE ACT GUARANTEES APPROVED DURING 1965

Cities (excluding Vancouver)	$1,148,000
Districts	579,000
Towns	204,500
Villages	355,000
Local districts	----------
Totals	$2,286,500

A summary of the amount of debentures guaranteed by the Province under the *Municipalities Assistance Act* and under the *Village Municipalities Assistance Act* outstanding as at December 31, 1965, is indicated below. No borrowings have been guaranteed under the latter Act for many years as its provisions have largely been replaced by the *Municipalities Assistance Act.*

OUTSTANDING DEBENTURES GUARANTEED BY THE PROVINCE AS AT DECEMBER 31, 1965

	Village Municipalities Assistance Act	Municipalities Assistance Act	Total
Cities (excluding Vancouver)	$389,500	$13,920,000	$14,309,500
Districts	728,500	9,701,900	10,430,400
Towns	1,938,500	1,515,000	3,453,500
Villages	1,679,800	3,027,600	4,707,400
Local districts	----------	68,000	68,000
Totals	$4,736,300	$28,232,500	$32,968,800
Vancouver	----------	13,549,000	13,549,000
Greater Victoria Water District	----------	792,000	792,000
Greater Nanaimo Sewerage and Drainage District	----------	1,966,000	1,966,000
Greater Nanaimo Water District	----------	110,000	110,000
Greater Vancouver Water District	----------	20,702,000	20,702,000
Grand totals	$4,736,300	$65,351,500	$70,087,800

It is conservatively estimated that the liability represented by guaranteed debenture issues is supported by the revenues of self-liquidating utilities or enterprises with a capital value estimated to be in the neighbourhood of $200,000,000. The debt for these undertakings is met from revenue of the operation but is nevertheless a direct liability of the issuing municipality or other authority.

In addition to the guaranteed debt recorded in the above table, there is also outstanding under the *Greater Vancouver Sewerage and Drainage District Act* debenture debt totalling $30,495,000.

It was found necessary during the year to hold two inquiries into applications for certificates of approval to municipal money by-laws. In each of these cases the municipality in question failed to meet certain statutory requirements regarding the holding of a vote of the owner-electors on a borrowing by-law. Since no objections were lodged, the certificate was granted in each instance.

At the request of the Municipal Council, an inquiry was held to inquire into certain aspects of the administration in the District of Coquitlam. The report of the Commissioner was received and referred to the Municipal Council for whatever action it considered necessary.

During 1965, 12 municipalities were granted either subsisting or provisional certificates of self-liquidation in respect of 13 water or sewer systems. Of these

certificates, four were subsisting and nine provisional. Provisional certificates are issued in respect of new operations and are replaced by subsisting certificates when the municipality has proved by actual operation that the utility or enterprise is self-liquidating. To date 178 certificates of self-liquidation have been granted, of which 108 are subsisting.

Reserve funds of the municipalities for various purposes amounted to $24,300,000 at the end of 1964. This represents an increase of approximately 44 per cent or $7,400,000 over the previous year after expenditures from these reserves during 1964. This unusually large increase is attributable to a Debt Equalization Fund established in 1964 by the City of Vancouver. The balance of this new fund at the close of 1964 accounts for $6,345,837 of the increase.

In September the Minister of Municipal Affairs annual shield awards to the municipalities having the highest percentage turnout of electors at the annual elections were presented at the Union of British Columbia Municipalities Convention at Victoria. This was the sixth year of these awards marking the returns of the December, 1964, elections in the three categories of the competition as follows: Cities and towns—Grand Forks, with a turnout of 75.0 per cent; districts—Kent, with a turnout of 66.9 per cent; villages—Lytton, with a turnout of 75.4 per cent.

Senior members of the Department participated in two major British Columbia conferences during the year, the first being the annual Municipal Officers' Association conference, which, as in past years, was held in Victoria. Members of the staff of the Department actively participate in the programme. The second conference was the annual Union of British Columbia Municipalities convention held at Victoria. Because of the location, more members of the staff than usual were able to attend ths conference

Five communities were incorporated as municipalities. The date of incorporaation, population, and area are illustrated by the following table. The Districts of Port Alice, Gold River, and Hudson's Hope were incorporated as so-called " instant municipalities," while North Saanich was incorporated as a district municipality by a change in status from an improvement district. The Village of 100 Mile House was incorporated following an accommodating addition to the *Municipalities Enabling and Validating Act* whereby leaseholders are deemed owners of land.

NEW INCORPORATIONS, 1965

Municipality	Date of Incorporation	Area (in Acres)	Population
Port Alice	June 16	8,665	1,302
100 Mile House	July 27	1,627	790
North Saanich	August 19	11,592	2,811
Gold River	August 26	2,700	878
Hudson's Hope	November 16	232,010	3,241

Five regional districts were incorporated during the year, and a number of proposed regional districts were in the final stages preparatory to the issue of Letters Patent soon after the end of the year. Of the five incorporated, the Regional Districts of Central Kootenay, Columbia-Shuswap, and East Kootenay were given authority in the Letters Patent to undertake the planning function, including the power to make by-laws governing building inspection, zoning and subdivision regulations for those parts of the regional district not within a municipality, and to undertake local works and services. The Comox Valley Regional District was incorporated to assist in the financing of the construction of hospitals and for the

study of water supply, while the Regional District of North Okanagan was incorporated for the purpose of studying activities that might be undertaken by the Regional Board for the benefit of two or more of the member communities. It is anticipated that several more regional districts will be established in the near future. Interest in this new form of local government has been high.

REGIONAL DISTRICTS ESTABLISHED, 1965

Name	Date of Incorporation
Comox Valley	August 19
North Okanagan	November 9
Central Kootenay	November 30
Columbia-Shuswap	November 30
East Kootenay	November 30

Three local areas were established under the provisions of the *Local Services Act*. The following table indicates the name, purpose, and date of establishment. There are now 35 local areas throughout the Province with a wide range of functions.

LOCAL AREAS ESTABLISHED, 1965

Name	Purpose	Date Established
Cranbrook Local Area	Fire protection	April 6.
Keremeos Local Area	Home nursing	September 9.
Rutland Local Area	Home nursing	September 16.

The former Villages of Hope, Ladysmith, and Merritt were changed in status to town municipalities, effective January 1, 1965. In each case the population of these municipalities exceeded the limit fixed for villages by the *Municipal Act*. During the year the former Village of Williams Lake petitioned for and received a change of status to town municipality following a successful vote. The Villages of Castlegar and Creston were changed in status to town municipalities, effective January 1, 1966, following your recommendation to the Lieutenant-Governor in Council.

During 1965 extensions of boundaries by supplementary Letters Patent were authorized for the following municipalities:—

ADJUSTMENTS IN AREA AND POPULATION, 1965

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						
Kelowna	4,012.0	16.0	4,028.0	13,772	4	13,776
Kelowna	4,028.0	1,243.0	5,271.0	13,776	(1)	13,776
Prince George	5,244.55	763.6	6,008.15	13,877	766	14,643
Revelstoke	370.0	732.0	1,102.0	3,624	185	3,809
Vernon	1,985.0	90.0	2,075.0	10,250	22	10,272
Districts						
Coldstream	18,867.0	4.9	18,871.9	2,167	*Nil*	2,167
Kitimat	41,700.0	37,840.0	79,540.0	8,217	*Nil*	8,217

[1] Not available.

ADJUSTMENTS IN AREA AND POPULATION, 1965—*Continued*

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
Towns						
Fort St. John	1,892.64	325.0	2,217.64	3,847	452	4,299
Ladysmith	2,044.0	160.0	2,204.0	3,409	48	3,457
Villages						
Invermere	653.0	2.33	655.33	744	(1)	744
Osoyoos	206.0	68.0	274.0	1,022	54	1,076
Pouce Coupe	140.0	3.61	143.61	669	*Nil*	669
Princeton	547.3	45.58	592.88	2,163	*Nil*	2,163
Telkwa	604.0	64.0	668.0	576	4	580
Local Districts						
Guisachan[2]	508.8	—16.0	492.8	171	—4	167

1 Not available.
2. Reduction in area.

The above table shows the adjustment in areas as well as the alterations in population.

The primary populations shown in the above table are those established by the 1961 Census. The additional populations are in the extension areas only.

Upon petition an increase in Council membership was granted by supplementary Letters Patent to the City of Grand Forks and to the District of Saanich.

A large number of students continue to take advantage of the training programme in municipal administration offered by the Faculty of Commerce and Business Administration of the University of British Columbia. This four-year correspondence course has a current enrolment as follows: First year, 53; second year, 13; third year, 14; fourth year, 14. In addition, nine students are enrolled in the Assessors' Course.

The Municipal Administration Course is divided at the third year into separate study programmes of either municipal administration and law or municipal finance and accounting. The University granted 21 diplomas in 1965, as follows: Junior diplomas (two years of the general course), 12; Senior Administration (Law), 6; and Senior Accounting (Finance), 3.

During the year the Board of Examiners granted 25 certificates of proficiency. The following table illustrates the classifications of the certificates issued during 1965 and indicates the number and classification of certificates issued to date:—

CERTIFICATES OF PROFICIENCY ISSUED BY THE BOARD OF EXAMINERS

Type of Certificate	1965	To Date
Junior	7	49
Senior—Administration	6	64
Senior—Finance	8	71
Property Appraisal	4	33
Totals	25	217

The amendments to the *Municipal Act* at the 1965 Session of the Legislature, with the exception of a few of a minor nature, fall into four main categories. Firstly, the broadening of the incorporation procedures for municipalities, including provision for the incorporation of communities in conjunction with the development of natural-resource industries and incorporation of municipalities by way of the

change of status of improvement districts. Included in this group were amendments providing for the incorporation of municipalities by means of the amalgamation of existing local government bodies. The latter amendment was introduced following the application of these principles upon the incorporation of the Districts of Campbell River and Squamish in 1964.

The second major group of amendments dealt with the extension of the boundaries of municipalities. The existing provisions were rewritten to simplify procedures and make a vote necessary only where there is opposition to the move to enlarge the area of the municipality.

The third amendment of importance provides for the transfer of the administration of specified improvement districts from the jurisdiction of the Comptroller of Water Rights to the Department. This amendment, in part, is coupled with those governing the incorporation of municipalities.

A further group of amendments provides for the incorporation of regional districts. The regional district is a new concept of local government which may be described as a large administrative unit existing for the purpose of co-ordinating services common to two or more of the member areas of the district. The regional district, while being a unit of local government, may be incorporated without disturbing the existing municipal structure or altering the status of areas not incorporated as municipalities or improvement districts.

A great deal of the time and energies of the senior members of the staff of the Department have been directed toward the formation of regional districts throughout the Province during the past year. The Department's programme of education and information regarding the opportunities that are available to a community through the application of this new form of local government is progressing well. As mentioned, five regional districts have now been established and a number of others are in the final stages of formation. Twenty-three regional districts are proposed for the whole of the Province, and in all likelihood more than half of these will have been incorporated by the end of 1966.

A major amendment of significant importance to the municipalities was the revision of the *Municipalities Aid Act,* increasing the local government *per capita* grant by $4 in all categories. The basic grant for the first 3,500 of population is now fixed at $20 *per capita* with proportionate increases in the other grant brackets.

A number of municipalities were affected by a wide range of specific additions or amendments to the *Municipalities Enabling and Validating Act.*

The past year has been probably the most active in the history of the Department. Major changes brought about by the 1965 amendments to the *Municipal Act* absorbed much of the energies of the staff. While this disrupted the normal programme of work, the ordinary day-to-day activities of the Department were maintained. It is gratifying to note that the new legislation has borne fruit, particularly in regard to the number of regional districts and new municipalities incorporated during the year and the equally impressive number in the process of formation.

On behalf of the staff and myself, I would extend our thanks to all of the municipal officers of the Province for their courtesies and assistance and to the members of the executive and staff of the Union of British Columbia Municipalities, to the executive of the Municipal Offiecrs' Association, and the Department heads and staff of the other departments of Government, and I am grateful to you, Sir, for your leadership, direction, encouragement, and confidence.

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

REPORT OF THE ASSISTANT DEPUTY MINISTER AND DEPUTY INSPECTOR OF MUNICIPALITIES

VICTORIA, B.C., January 24, 1966.

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

SIR,—The active growth and accelerated development and extension of services evident in municipalities over the past several years continued for 1965. During the past year, municipal revenues, including those of waterworks and other utilities, were in excess of $253,000,000, an increase of $18,000,000 over 1964. Revenue from taxation for school purposes, which forms part of the total revenue, amounted to $66,000,000, but was offset by the application of the home-owner grant payments of $23,000,000, leaving a net of approximately $43,000,000 in school taxes as having been paid by the home-owner. Capital projects undertaken by municipalities during 1965 amounted to $80,000,000. Of this total programme, works amounting to $62,000,000 were completed during the fiscal year, leaving a balance of works in progress of $18,000,000 at the year-end. It is interesting to note that of the $80,000,000 expended on capital projects, approximately $18,000,000 was provided out of general municipal and utility revenue funds, $5,000,000 from reserve funds, and approximately $5,00,000 was obtained from grants-in-aid from the Provincial and Federal Governments, the balance being financed by debenture loan.

The balance of the amount available to British Columbia municipalities under the *Municipal Development and Loan Act* was allocated to municipalities during the year in order of the receipt in the Department of applications for acceptable projects. The amount of $35,728,900 was allocated to municipalities in the form of 153 loans for capital works, and a summary of the approved loans is set out below. There will be some slight variation in these figures when the final costs of the projects are known. Of the total amount of $400,000,000 available under the *Municipal Development and Loan Act,* the amount mentioned above which was allocated to British Columbia on a *per capita* basis fell far short of satisfying the needs of British Columbia municipalities, and many requests for loans under this Act could not be considered because the funds allocated were exhausted.

Waterworks—		
Cities	$1,828,053	
Districts	2,406,909	
Towns	245,990	
Villages	448,666	
Other	3,592,189	
		$8,521,807
Sewers—		
Cities	$1,517,750	
Districts	9,929,266	
Towns	170,520	
Villages	989,976	
Other	743,462	
		13,350,974

Civic buildings—		
Cities	$6,816,495	
Districts	2,384,352	
Towns	476,666	
Villages		
Other	61,863	
		$9,739,376
Other—		
Cities	$2,826,848	
Districts	583,744	
Towns	322,333	
Villages	366,432	
Other	17,386	
		4,116,743
Grand total		$35,728,900

The Department was faced with a heavy work load this past year. To a large extent this could be attributed to the fact that several new municipalities were incorporated during the year and to the continued growth of the existing municipalities. As a result of this continued growth, the financial and general administrative procedures tend to become more complex, with the result that municipalities are, more than ever, relying on assistance and advice from the Department in seeking solutions to their problems. A considerable amount of time during the year was devoted to the establishment of regional districts throughout the Province. Many meetings were held throughout the Province by senior members of the staff to acquaint people with the intent of the legislation and to encourage the formation of steering committees to investigate the feasibility of incorporating the areas as regional districts. Five regional districts were incorporated by the end of the year, and we will continue our efforts to encourage the establishment of regional districts in the remaining areas of the Province.

A record of major activities of the Department during 1965 would include the following:—

(1) Three hundred and four visits were made to municipalities, improvement districts, and proposed regional districts. The number of municipalities, improvement districts, and proposed regional districts actually visited was 153, some receiving more than one visit.

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

(3) One hundred and eighty-five certificates of approval for municipal loan by-laws were issued.

(4) One hundred and five debenture issues were examined and subsequently certified by the Inspector of Municipalities, consisting of 9,483 debentures of a total par value of $17,122,284.75.

(5) Seven hundred and forty-seven by-laws were examined and registered. Of these, 160 were town by-laws, 565 were village by-laws, and 5 were local district by-laws. Many of the by-laws required advice and correspondence, resulting in resubmission in revised form.

(6) Many 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, which includes some 30 different schedules.

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

(9) Administration of the Municipal Winter Works Incentive Programme.

(10) Administration of the Municipal Commercial Vehicle Licensing Programme.

(11) Administration of the *Municipal Development and Loan Act.*

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

(13) Four senior staff members visited many municipalities, ratepayer associations, etc., spoke to innumerable public meetings, and travelled many thousands of miles to advise interested groups on the various aspects relating to regional districts.

(14) Due to changes in staff and the extra work entailed by the new legislation pertaining to regional districts, it was not possible to assume further responsibilities in regard to improvement districts.

I would like to acknowledge the co-operation which we have continued to receive from municipal officials and auditors in submitting financial and other returns promptly and in the required form. In view of the importance of the annual edition of Municipal Statistics to investment houses, financial institutions, and others, every effort is made to ensure that the financial and other information contained in this publication is accurate and on a comparable basis with prior years.

The Municipal Commercial Vehicle Licensing Programme, administered by the Department, is, we feel, operating efficiently, and we have found that the volume of correspondence in the form of inquiries from both municipal officials and from the public has decreased over previous years. The sum of $532,518 was received in the Department from the sale of these licences during the 1964/65 licence-year and distributed to the participating municipalities on a *per capita* basis. Relevant sections of the *Municipal Act* were altered during the last session of the Legislature authorizing the issuing municipality to retain $2 from the proceeds of the sale of a licence-plate and the $2 registration fee for an exemption-plate. This accounted for the decrease in the total amount received in the Department for distribution over the previous licence-year. In all, 48,123 municipal commercial-vehicle licence-plates and 32,707 exemption-plates were issued.

The Government has, for the eighth consecutive winter, provided an incentive for municipalities to undertake capital works during the winter months in an effort to stimulate employment. Under the programme the Government of Canada pays one-half of the direct labour costs of approved projects. The programme period this year is November 1st to April 30th. There are no major changes in the regulations or in the type of project which may be undertaken during the current programme.

The Government of this Province has, in addition to the incentive offered by the Government of Canada, agreed to pay to municipalities 50 per cent of the approved direct labour costs of any person employed on an accepted project who was in receipt of welfare assistance prior to being engaged on a project. In addition, where there are no welfare recipients available for hiring, the Province will share 25 per cent of the direct labour costs of persons who are no longer qualified to receive unemployment insurance. An indication of the extent of the programme may be gained from the following:—

	Cost of Projects	Man-days Work	Payroll
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
1962/63 as at January 15, 1963	25,000,000	413,000	7,500,000
1963/64 as at January 15, 1964	19,527,859	413,210	7,979,178
1964/65 as at January 15, 1965	24,786,739	429,192	8,892,222
1965/66 as at January 15, 1966	21,325,872	376,761	8,514,822

These are estimated figures of the municipalities for the programme period.

The following tabulation gives a summary of British Columbia municipalities participating in the Winter Works Programme as at January 15, 1966, according to the records of this office:—

Number of men	4,564
Man-days work	376,761
Total cost of projects	$21,325,872
Federal share (payroll cost)	$4,271,676
Provincial share (payroll cost)	$845,180
Municipal share (payroll cost)	$3,397,966
Total payroll under offer	$8,514,822

Nature and Total Cost of Projects

Waterworks	$3,547,242
Sewers	7,669,649
Drainage	508,247
Roads	1,610,891
Sidewalks	714,846
Buildings	3,152,588
Parks	1,387,374
Other	2,735,035

Municipalities Participating		*Number of Accepted Projects*	
Cities	23	Cities	122
Districts	26	Districts	122
Towns	7	Towns	10
Villages	20	Villages	39
Other	18	Other	31
Total	94	Total	324

Table 1 shows the summary of the Municipal Winter Works Incentive Programme for the year 1964/65 as issued by the Department of Labour of the Government of Canada, and Table 2 indicates the same information for the current programme as at January 7, 1966.

We have continued our policy of stressing the importance of maintaining a high rate of collection of taxes in all classes of municipalities. The city, district, and village municipalities collected in excess of 96 per cent of the current tax levy, and the towns collected slightly less than 92 per cent of the current levy. Correspondence has been directed to any municipality where the arrears of taxes were in excess of 10 per cent of the current levy in an effort to determine the cause and whether appropriate steps were being taken to improve the position. The collection of current taxes in British Columbia municipalities continues to be among the highest in Canada, while the percentage of arrears of taxes is among the lowest.

Chart 1 shows the percentage tax collections for the period 1954–64, inclusive. The result in the case of villages is more spectacular because of the general lack of effort some years back on the part of village officials. The collection picture in towns, a class of municipality established in 1958, has not been as favourable as other classes of municipalities, but this situation is gradually improving, and it might be noted that 90.80 per cent of the current taxes were collected in 1963 and 91.88 per cent of the current taxes were collected in 1964.

Chart 2 indicates the trends in various financial aspects of municipal government compared to population and income.

I would like to express appreciation of the loyalty and devotion to duty which all members of the staff have shown during the past year. For some this has meant many lost week-ends and curtailed holidays due to attendance at public meetings and visits to municipalities.

J. D. BAIRD, F.C.I.S.,
Assistant Deputy Minister and Deputy Inspector of Municipalities.

TABLE 1. — MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME, 1964/65—REPORT WEEK ENDED APRIL 30, 1965

(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	6,437	458	651	939	244	1,131	2,550	120	41	96	99	.....	32	76
Applications accepted	6,307	456	650	913	241	1,122	2,469	120	40	95	98	.....	32	71
Applications rejected, pending, or withdrawn	130	2	1	26	3	9	81	0	1	1	1	.....	0	5
Estimated cost of projects during period of programme	314,482	28,414	21,988	15,381	12,651	83,684	142,114	3,834	2,034	1,612	2,137	.....	150	483
Estimated direct payroll cost of projects during period of programme	113,008	10,312	6,910	5,145	3,656	21,759	61,925	830	516	702	799	.....	105	349
Percentage of payroll cost to total cost during period of programme	36.0	36.3	31.4	33.5	28.9	26.0	43.6	21.6	25.4	43.5	37.4	.....	70.0	72.3
Estimated Federal Government share of direct payroll costs	60,930	5,198	3,458	2,564	1,846	10,986	34,997	482	265	427	479	.....	52	176
Estimated number of men to be hired during period of programme	166,200	7,184	10,270	13,887	4,315	17,766	104,694	1,524	543	1,914	2,047	.....	365	1,691
Estimated man-days work to be provided during period of programme	7,848,598	489,177	426,446	378,916	243,496	1,118,424	4,906,444	67,878	40,958	61,424	74,289	.....	6,562	34,584
Number of municipalities participating in programme	2,577	123	192	477	65	315	1,180	44	16	50	46	.....	18	51

Source: Department of Labour.

TABLE 2.—MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME, 1965/66—REPORT WEEK ENDED JANUARY 7, 1966

(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	4,826	305	537	782	143	713	1,964	61	67	80	78	.....	51	45
Applications accepted	4,760	305	535	778	142	711	1,909	61	67	78	78	.....	51	45
Applications rejected, pending, or withdrawn	66	0	2	4	1	2	55	0	0	2	0	.....	0	0
Estimated cost of projects during period of programme	289,966	20,525	26,460	19,245	6,131	78,163	124,777	6,464	2,467	2,371	2,632	.....	165	566
Estimated direct payroll cost of projects during period of programme	106,010	8,100	7,917	5,963	2,223	21,382	55,742	1,303	1,082	1,054	743	.....	144	357
Percentage of payroll cost to total cost during period of programme	36.6	39.5	29.9	31.0	36.3	27.4	44.7	20.2	43.9	44.5	28.2	.....	87.3	63.1
Estimated Federal Government share of direct payroll costs	57,149	4,065	4,052	3,190	1,162	10,731	31,297	718	604	632	446	.....	72	180
Estimated number of men to be hired during period of programme	134,308	4,288	10,054	12,825	2,170	14,041	81,057	1,275	1,644	1,866	1,650	.....	404	1,034
Estimated man-days work to be provided during period of programme	7,059,180	358,056	458,251	377,358	141,830	989,126	4,346,634	73,667	106,388	96,817	69,025	.....	8,935	33,093
Number of municipalities participating in programme	2,229	86	181	368	51	272	1,030	28	45	50	46	.....	35	37

Source: Department of Labour.

TABLE 3.—OUTSTANDING TAXES AS A PERCENTAGE OF THE CURRENT LEVY OF CITIES, DISTRICTS, TOWNS, AND VILLAGES FOR THE YEARS SHOWN

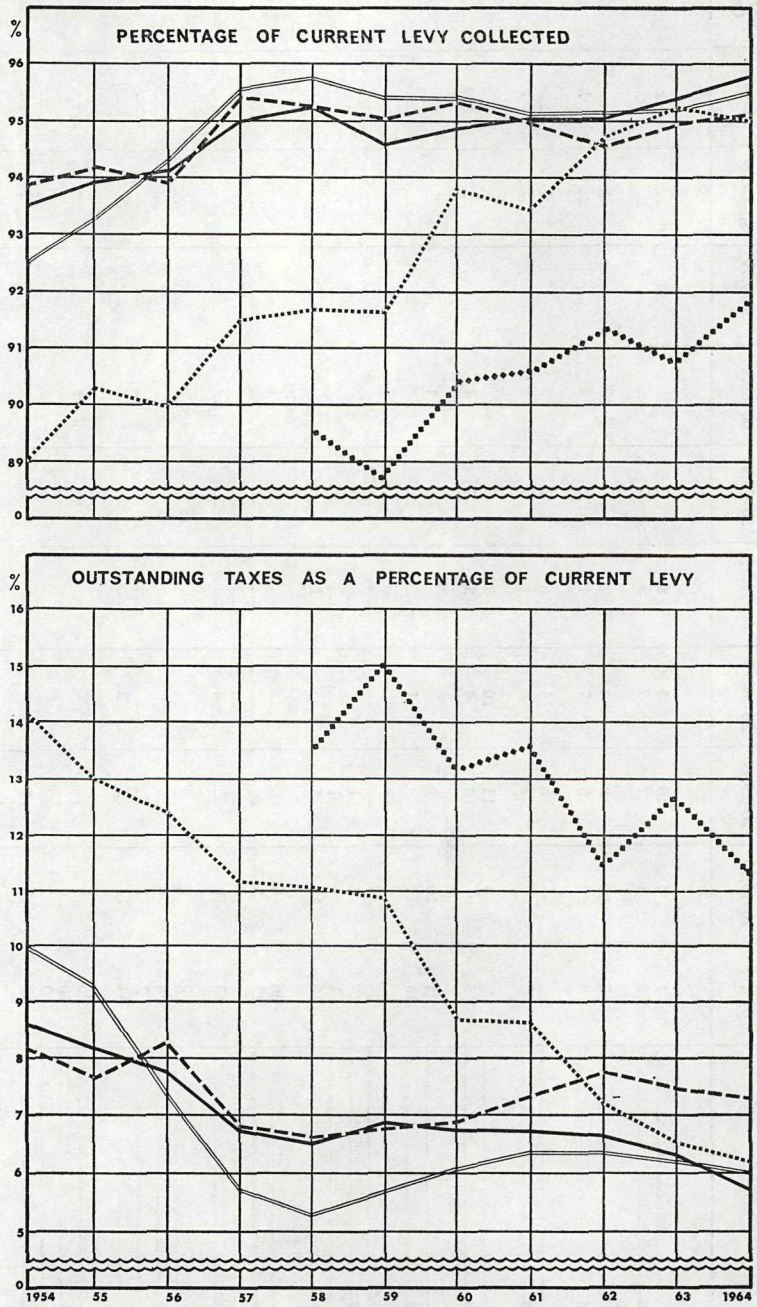
	0–9.99	10–19.99	20–29.99	30–39.99	40–49.99	50–59.99	60–69.99	70–79.99	80–89.99	90–99.99	100 and Over	Number of Municipalities
1921—												
Cities	1	4	10	3	8	3	—	1	—	2	2	34
Districts	2	3	7	7	3	2	—	—	—	—	1	25
1929—												
Cities	2	16	8	3	2	—	—	1	2	—	—	34
Districts	4	6	6	7	1	—	2	—	—	1	—	27
1933—												
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
1959—												
Cities	24	8	—	—	—	—	—	—	—	—	—	32
Districts	27	2	1	—	—	—	—	—	—	—	—	30
Towns	1	1	1	—	—	—	—	—	—	—	—	3
Villages	34	18	5	—	1	—	—	—	—	—	—	58
1961—												
Cities	26	6	—	—	—	—	—	—	—	—	—	32
Districts	25	5	—	—	—	—	—	—	—	—	—	30
Towns	—	4	—	—	—	—	—	—	—	—	—	4
Villages	43	10	—	4	—	—	—	1	—	—	—	58
1962—												
Cities	26	6	—	—	—	—	—	—	—	—	—	32
Districts	26	4	—	—	—	—	—	—	—	—	—	30
Towns	2	2	—	—	—	—	—	—	—	—	—	4
Villages	44	11	2	2	—	—	—	—	—	—	—	59
1963—												
Cities	26	6	—	—	—	—	—	—	—	—	—	32
Districts	26	4	—	—	—	—	—	—	—	—	—	30
Towns	2	2	—	—	—	—	—	—	—	—	—	4
Villages	47	12	1	1	—	—	—	—	1	—	—	62
1964—												
Cities	29	3	—	—	—	—	—	—	—	—	—	32
Districts	29	3	—	—	—	—	—	—	—	—	—	32
Towns	2	2	—	—	—	—	—	—	—	—	—	4
Villages	49	12	—	—	—	—	—	—	—	—	1	62

PERCENTAGE TAX COLLECTIONS

CHART 1.

LEGEND

Cities
Districts
Towns
Villages
Vancouver



Note: The classification of Towns was established in 1958

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

CHART 2.

LEGEND

Population in millions

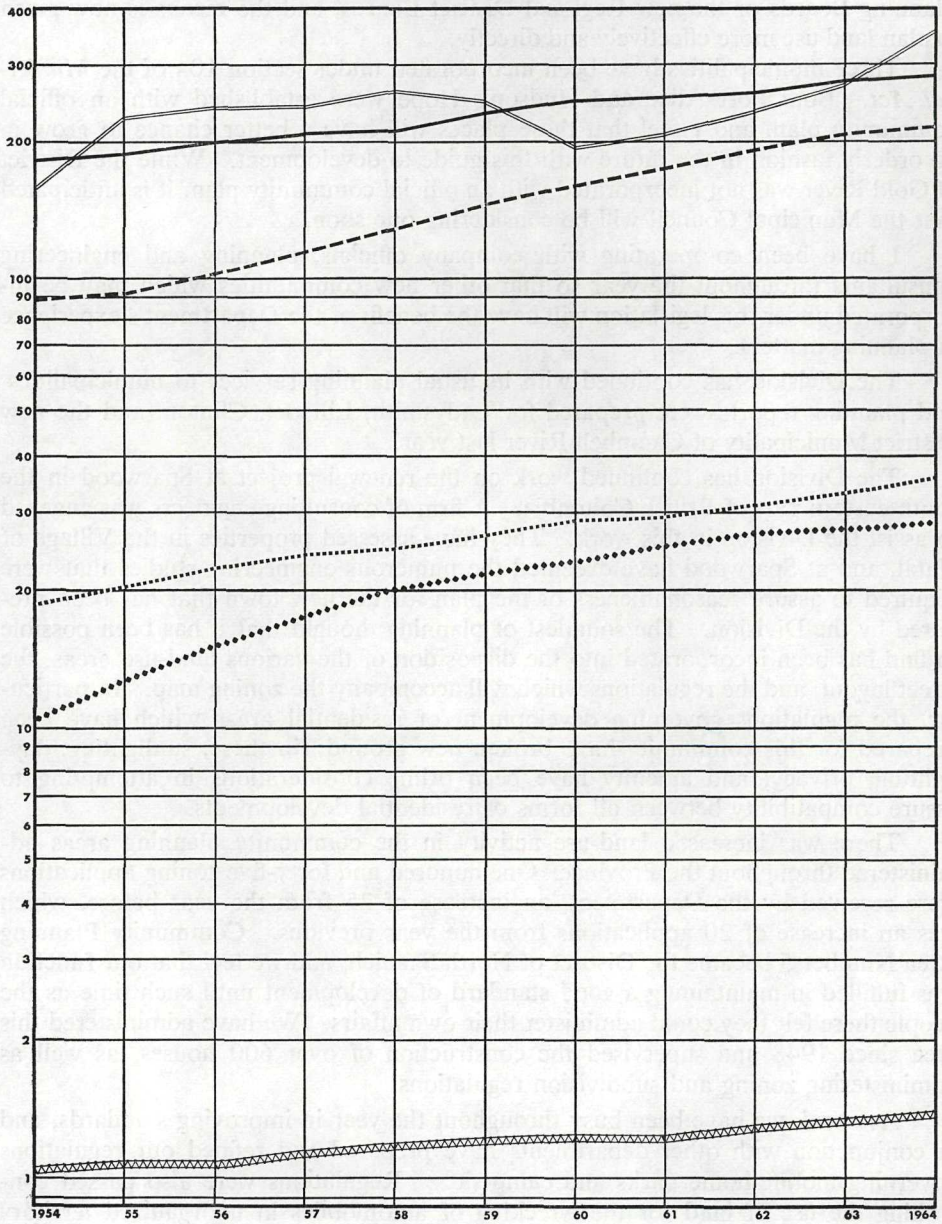
Total revenue in millions of dollars

Building permits in millions of dollars

Debenture debt in millions of dollars

Maximum values taxable in hundreds of millions of dollars

Personal income in hundreds of millions of dollars



REPORT OF THE DIRECTOR, REGIONAL PLANNING DIVISION

VICTORIA, B.C., JANUARY 24, 1966.

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

SIR,—Three regional districts were formed in the south-eastern part of the Province with physical planning as one of the operating functions of the Regional Board. Now 75 per cent of the Province is covered either by the older Regional Planning Boards or the new Regional District Boards, and the means is now given to plan land use more effectively and directly.

Three municipalities have been incorporated under section 10A of the *Municipal Act*. Both Port Alice and Hudson's Hope were established with an official community plan, and I feel that these places will have a better chance to grow in an orderly fashion in the future with this guide to development. While the District of Gold River was not incorporated with an official community plan, it is anticipated that the Municipal Council will be considering one soon.

I have been co-operating with company officials, planning and engineering consultants throughout the year so that other new communities which may be incorporated under this legislation will have the benefit of the Department's experience in planning matters.

The Division has continued with its usual planning services to municipalities, and planning reports were prepared for Ladysmith, Lillooet, Clinton, and the new District Municipality of Campbell River last year.

The Division has continued work on the renewal project at Sparwood in the south-eastern part of British Columbia. A firm of consulting engineers was engaged to assist the Division in this work. They have assessed properties in the Village of Natal, and at Sparwood have executed the numerous engineering studies that were required to assure reasonableness of the plan for the new town that has been prepared by the Division. The soundest of planning thought that it has been possible to find has been incorporated into the disposition of the various land-use areas, the street layout, and the regulations which will accompany the zoning map. In particular, the regulations governing development of residential areas which have been prepared for this community have broken new ground; in these, sunlighting, daylighting, privacy, and amenity have been prime considerations in attempting to assure compatibility between all forms of residential developments.

There was increased land-use activity in the community planning areas administered throughout the Province. One hundred and forty-five zoning applications were received by the Department, an increase of 25 from the year before, which was an increase of 20 applications from the year previous. Community Planning Area Number 5 became the District of North Saanich, and we feel that our function was fulfilled in maintaining a good standard of development until such time as the people there felt they could administer their own affairs. We have administered this area since 1948 and supervised the construction of over 600 houses, as well as administering zoning and subdivision regulations.

As usual, we have been busy throughout the year in improving standards, and in conjunction with other departments have prepared and refined our regulations governing mobile-home parks and camp-sites. Regulations were also passed controlling the use of land for the wrecking of automobiles in unorganized territory on main highways throughout the Province.

I met with members of the council of the Cowichan Indian Band and other Government officials to make exploratory investigations into the long-run possibility of this Indian reserve becoming incorporated into a municipality.

The Department again with co-operation from the Planning Institute of British Columbia held a two-day meeting at Parksville, and registration increased from 40 the year previous to 60 last year. Many plannng problems and achievements were discussed.

The Division continued to help with the Regional Development Seminar of the Planning School at the University of British Columbia and assisted with the printing of a student project of a regional study of the north part of Vancouver Island.

Through the year I attended Board meetings at the request of the Regional Planning Boards, and I feel that I was able to help them from the nature of the inquiries and questions that were directed to me.

Assistance was given to 15 municipalities during the year in connection with building by-laws and building code work. Quite a number of by-laws adopting the new 1965 National Building Code were drafted by the Department. The new code and associated residential standards is coming into widespread use in the Province as a uniform building standard.

The value of construction in the community planning areas in 1965 increased by over $4½ million, making the total $36,808,000, and the number of dwelling units built increased 251 to 1,677. The construction boom around Prince George in Community Planning Area Number 7 showed a further increase in 1965, and a second building inspector is going to be appointed to assist with the extraordinary work load.

Community Planning Areas	Dwelling Units Built, 1965	Dwelling Units Built since Areas Established	Total Value of All Construction, 1965
Community Planning Area Number 1 (around Kelowna)	228	1,988	$3,941,611
Community Planning Area Number 2 (around Vernon)	114	663	889,874
Community Planning Area Number 3 (View Royal)	24	563	483,145
Community Planning Area Number 4 (Langford-Metchosin)	131	478	2,322,336
Community Planning Area Number 5 (North Saanich)	31	616	1,022,755
Community Planning Area Number 6 (Nanaimo)	267	2,597	4,108,307
Community Planning Area Number 7 (Prince George)	234	1,443	13,673,209
Community Planning Area Number 8 (around Kamloops)	360	1,611	5,281,025
Community Planning Area Number 9 (around Quesnel)	18	234	309,728
Community Planning Area Number 11 (around Alberni)	16	27	70,400
Community Planning Area Number 12 (around Dawson Creek)	10	251	265,590
Community Planning Area Number 13 (Woodhaven, near Ioco)	7	46	79,660
Community Planning Area Number 14 (north of Campbell River to south of Courtenay)	171	603	2,711,690
Community Planning Area Number 15 (around Fort St. John)	20	243	330,413
Community Planning Area No. 16 (Sicamous)	4	34	118,760
Community Planning Area Number 17 (Fort Nelson)	----	46	135,200
Community Planning Area Number 18 (West Bench near Penticton)	6	13	102,524
Community Planning Area Number 19 (Hudson Hope)	8	73	208,613
Community Planning Area Number 20 (Crooked River, 60 miles north of Prince George)	----	4	----
Community Planning Area Number 21 (Revelstoke)	14	29	290,927
Community Planning Area Number 22 (Chase)	3	27	301,797
Community Planning Area Number 23 (Shawnigan)	11	11	160,530
Community planning areas now part of a municipality	----	139	----
Totals	1,677	11,739	$36,808,094

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.
1M-266-1861 1966