PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

For the Years Ended December 31st

1953 and 1954

VICTORIA, B.C.
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1955

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

MAY IT PLEASE YOUR HONOUR:

I have the honour to transmit herewith the combined Annual Report of the Department of Municipal Affairs for the years ended December 31st, 1953, and December 31st, 1954.

W. D. BLACK,
Minister of Municipal Affairs.

Victoria, B.C.

Report of the Department of Municipal Affairs

VICTORIA, B.C., January 17th, 1955.

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

SIR,—I have the honour to submit herewith the combined Annual Report of this Department for the years ended December 31st, 1953, and December 31st, 1954. This is the third Departmental Report published separately from Municipal Statistics.

The consideration influencing the publishing of the Report separately from the Statistics was that of economy and flexibility of issue. Thus we are now able to make the contents of this Report current, and we propose to cover the two preceding years in this issue in order to attain this object. The separate branches of the Department are represented by their individual reports.

Total assessed valuations continue to show increases over the previous years, in total, as well as in values taxable and in values actually taxed. Figures are shown in the following tables:—

TOTAL ASSESSED VALUE OF LAND AND IMPROVEMENTS

	1952	1953	1954	Increase, 1953 Over 1952	Increase, 1954 Over 1953
Cities	$348,992,827	$371,305,379	$391,863,512	$22,312,552	$20,558,133
Districts	371,943,030	398,984,094	455,853,772	27,041,064	56,869,678
Villages	53,126,953	64,065,527	71,847,732	10,938,574	7,782,205
Totals	$774,062,810	$834,355,000	$919,565,016	$60,292,190	$85,210,016
Vancouver	608,304,366	666,309,030	706,403,564	58,004,664	40,094,534
Grand totals	$1,382,367,176	$1,500,664,030	$1,625,968,580	$118,296,854	$125,304,550

VALUES TAXABLE

Cities	$265,576,391	$284,077,897	$303,202,479	$18,501,506	$19,124,582
Districts	303,605,583	324,493,182	377,106,007	20,887,599	52,612,825
Villages	43,818,551	53,595,297	58,124,451	9,776,746	4,529,154
Totals	$613,000,525	$662,166,376	$738,432,937	$49,165,851	$76,266,561
Vancouver	503,004,011	548,963,240	583,378,389	45,959,229	34,415,149
Grand totals	$1,116,004,536	$1,211,129,616	$1,321,811,326	$95,125,080	$110,681,710

VALUES ACTUALLY TAXED

Cities	$160,283,727	$170,622,584	$182,543,676	$10,338,857	$11,921,092
Districts	200,294,606	215,060,931	250,507,086	14,766,325	35,446,155
Villages	28,319,093	34,875,571	37,697,039	6,556,478	2,821,468
Totals	$388,897,426	$420,559,086	$470,747,801	$31,661,660	$50,188,715
Vancouver	324,030,086	350,570,537	371,345,529	26,540,451	20,774,992
Grand totals	$712,927,512	$771,129,623	$842,093,330	$58,202,111	$70,963,707

The amount and purpose for which new debentures were approved are set out below (Vancouver does not require approval):—

AMOUNT AND PURPOSE FOR WHICH NEW DEBENTURES WERE APPROVED

1953

Purpose	Cities	Districts	Villages	Total
Civic projects	$113,000.00	----------	----------	$113,000.00
Drainage and dyking	----------	$59,000.00	----------	59,000.00
Electric light	175,000.00	----------	----------	175,000.00
Hospitals	68,000.00	----------	----------	68,000.00
Local improvements	433,024.40	171,384.53	----------	604,408.93
Parks	----------	81,000.00	----------	81,000.00
Protection to persons and property	----------	81,000.00	----------	81,000.00
Roads and streets	125,000.00	310,000.00	----------	435,000.00
Schools	496,000.00	150,000.00	----------	646,000.00
Sewers	40,000.00	487,000.00	$115,000.00	642,000.00
Telephone	675,000.00	----------	----------	675,000.00
Waterworks	379,000.00	230,000.00	465,000.00	1,074,000.00
Miscellaneous	125,000.00	----------	----------	125,000.00
Totals	$2,629,024.40	$1,569,384.53	$580,000.00	$4,778,408.93

1954

Bridge	----------	$1,012,000.00	----------	$1,012,000.00
Civic projects	$65,000.00	----------	----------	65,000.00
Drainage and dyking	----------	15,000.00	----------	15,000.00
Electric light	100,000.00	----------	----------	100,000.00
Hospitals	----------	78,000.00	----------	78,000.00
Local improvements	162,335.29	298,021.91	----------	460,357.20
Protection to persons and property	----------	74,000.00	----------	74,000.00
Roads and streets	610,300.00	696,000.00	----------	1,306,300.00
Sewers	41,300.00	1,096,200.00	$260,000.00	1,397,500.00
Waterworks	808,000.00	3,306,000.00	326,259.75	4,440,259.75
Totals	$1,786,935.29	$6,575,221.91[1]	$586,259.75	$8,948,416.95

[1] Of this figure, debentures of the newly incorporated District of Kitimat amounted to $3,175,200, consisting of eight issues and a total of 3,177 debentures.

The latest figures available for total debenture debt as at December 31st, 1953, are summarized as follows:—

TOTAL DEBENTURE DEBT

	Issued, Sold, and Outstanding	Unissued and Unsold	Total
Cities	$39,532,257	$640,104	$40,172,361
Districts	23,751,431	46,924	23,798,355
Villages	2,276,741	175,200	2,451,941
Totals	$65,560,429	$862,228	$66,422,657
Vancouver	105,084,153	----------	105,084,153
Grand totals	$170,644,582	$862,228	$171,506,810

This Department has been advised by the Department of Finance of the Federal Government that all semi-annual payments have been made in respect of the project for which loans were obtained under the provisions of the "Municipal Improvements Assistance Act, 1938." The following table shows the outstanding amounts as at January 1st, 1954, and January 1st, 1955:—

LOANS MADE UNDER THE PROVISIONS OF THE "MUNICIPAL IMPROVEMENTS ASSISTANCE ACT, 1938," GUARANTEED BY THE PROVINCE OF BRITISH COLUMBIA, AS AT JANUARY 1ST, 1954, AND JANUARY 1ST, 1955.

Municipality	Loan No.	Amount Advanced	Balance Outstanding, Jan. 1, 1954	Balance Outstanding, Jan. 1, 1955
Greater Vancouver Water District	1	$750,000.00	$376,192.47	$345,293.50
City of Vancouver	2	390,000.00	144,120.72	123,143.40
District of Saanich	21	39,224.15	14,494.91	12,385.12
City of Nanaimo	22	200,000.00	46,882.01	33,818.68
City of Prince George	31	18,750.00	3,526.15	2,136.70
City of Grand Forks	32	11,000.00	----------	----------
District of Summerland	33	140,192.50	73,164.20	67,445.65
City of Trail	54	130,000.00	44,561.42	37,499.06
City of Port Alberni	56	66,000.00	24,389.66	20,839.66
City of Alberni	57	10,000.00	----------	----------
City of Prince Rupert	59	40,000.00	24,904.60	23,616.73
Westview Light, Power, and Waterworks District	60	40,000.00	4,558.31	1,534.58
District of Coquitlam	67	8,400.00	1,886.33	1,270.02
District of Penticton[1]	68	41,000.00	14,054.00	11,826.64
District of Surrey	69	12,500.00	1,889.93	954.37
Annable-Warfield Waterworks District[2]	81	44,000.00	17,425.54	15,082.30
Connaught Heights Waterworks District	84	39,200.00	24,406.51	23,144.39
District of West Vancouver	85	100,000.00	56,187.09	52,188.39
Grandview Waterworks District	89	8,000.00	2,956.30	2,526.00
City of Salmon Arm	94	15,000.00	9,339.21	8,856.26
City of Armstrong	95	11,491.05	2,161.02	1,309.49
Totals	----	$2,114,757.70	$887,100.38	$784,870.94

[1] Changed from district to city status, April 30th, 1948.
[2] This liability now assumed by The Corporation of the Village of Warfield.
Amortized payments due December 31st, 1953, and January 1st, 1954, made by all municipalities.

All money by-laws, before being approved for submission to the electors, were carefully examined as to necessity, estimated cost of the work involved, financial ability of the municipality to repay the loan, and the relation of the life of the project to the maturity date of the debentures. Care was also taken to see that the debt burden resulting from combining the existing and proposed debt charges was not unduly excessive for any particular year. When local improvement debentures were submitted for certification, evidence was required that proper assessments had been levied and all statutory requirements complied with.

At the end of 1953, reserve funds amounted to $5,071,570, being an increase over the previous year of $780,480. These are funds which are available for general or specific capital expenditures, such as construction, renewal or purchase of utilities and public works projects, as well as the purchase of equipment.

During the years 1953 and 1954, considerable progress was achieved under the direction of the Board of Examiners appointed pursuant to the provisions of Part XXIV of the "Municipal Act."

The original Board, appointed in 1948 and reappointed in 1951, was composed of Mr. B. C. Bracewell, Department of Municipal Affairs; Mr. G. R. Leigh, Municipal Officers' Association of British Columbia; and Mr. R. R. F. Sewell, Union of British Columbia Municipalities.

These members drew up the first regulations passed pursuant to Part XXIV and were instrumental in the inauguration of a four-year correspondence course on municipal administration.

The course in municipal administration, which was sponsored by the Minister of Municipal Affairs, has been aided financially by the Government by the provision of a grant of $2,500 toward the cost of preparation of the lessons. Tuition fees will make up the remainder of the costs involved. The actual course lessons were prepared by various members of the faculty of the University of British Columbia, in consultation with the Department, and the course is offered under the direction and control of the

School of Commerce of the University. First enrolment was in 1953 and consisted of sixty pupils for the first-year course. In 1954 the students numbered fifty-one for first year and forty-eight for second year. Some relaxation of the entrance requirements was made in 1954 by opening the course to persons other than those employed by municipalities in this Province.

In June, 1954, for four days prior to the holding of the first final examinations, an institute was held at the University, at which the students enrolled in the course could meet with their instructors to discuss various aspects of the work they had studied during the year.

In 1954, at the expiration of the three-year terms of the Board of Examiners, the following were appointed by the Lieutenant-Governor in Council: Mr. J. E. Brown, Department of Municipal Affairs; Mr. T. R. B. Adams, Union of British Columbia Municipalities; and Mr. R. A. Harrison, Municipal Officers' Association of British Columbia.

Both Mr. Leigh and Mr. Sewell were unable to continue due to ill health. The Department acknowledges with gratitude their valuable contribution toward the betterment of administration in local government.

The present Board of Examiners, in the light of the new course, have under study the requirements for certification and the possible revision of the regulations.

The fourteenth and fifteenth conferences of the Municipal Officers' Association were held in June in the years 1953 and 1954. These conferences, sponsored by the Minister of Municipal Affairs, provide an excellent opportunity for the discussion of administrative problems and also for municipal officials to take up local matters with the various departments. Meeting each year with the various officials has proven of great value to the Department and much is accomplished in the field of public relations.

The Corporation of the District of Kitimat was formed on the 31st day of March, 1953, and is the first municipality in British Columbia which has started with a complete town plan before a single improvement was created in the area. Because of its unique beginning, at least as far as this Province is concerned, the development is being watched with great interest, and it is anticipated that the results will clearly demonstrate the advantages of orderly growth.

In 1953, extensions of boundaries were granted to the Cities of Kamloops and Prince George and to the Villages of Quesnel, Vanderhoof, and Williams Lake. In the case of Prince George and Vanderhoof their areas were approximately doubled.

In 1954, extensions of boundaries were granted to the City of Cranbrook, the Township of Langley, and to the Villages of Dawson Creek, Comox, and Sidney.

The most significant changes or additions to legislation affecting municipalities are referred to in the paragraphs which follow.

1953 LEGISLATION

The "Municipal Improvements Assistance Enabling Act" was amended to allow for the assumption by one municipality of the obligation of another where they have exchanged ownership of a project financed by a loan issued under the provisions of the "Municipal Improvements Assistance Act" (Federal). The "Vancouver Charter" was passed, superseding the "Vancouver Incorporation Act, 1921," and amendments thereto.

"Public Schools Construction Act, 1953," provides for the issuance of debentures for school capital costs by the school districts with the loan guaranteed by the Province. The municipal electors, however, still must approve by referendum the purpose and amount of the issue.

The "Assessment Equalization Act, 1953," provides for the equalization of assessment values of real property throughout the Province for the purposes of taxation for

school purposes and, in addition, makes it obligatory for municipalities to assess and tax industrial and commercial machinery, equipment, and fixtures which, as if so erected, affixed, or placed by a tenant, would, between landlord and tenant, be removable by the tenant for the same purpose. The Courts of Revision in municipalities will, in future, be appointed by the Lieutenant-Governor in Council, not by the municipality, and appeals from such Courts will be heard by the Board of Appeal set up by this Act. Courts of Revision for special assessments and rates will continue to be appointed by Municipal Councils.

The "Water Act" was amended so that an improvement district under that Act cannot be set up within a municipality or a village for waterworks or sewerage purposes.

The "Local Improvement Act" now outlaws a petition to undertake a local improvement after two years have elapsed from the date on which the petition has been certified. Councils may now levy up to 5 mills (replacing the former 2 mills) annually in order to create a revolving fund to be used to finance local improvement projects.

The "Municipal Act" now provides for the appointment of a Recreation Commission and permits the paying of a grant toward its maintenance. The maximum allowable mill rate for general municipal purposes was raised to 50 mills from 35 mills. The trade-licence section of the Act was amended and maximum fees increased. A portion of the remuneration paid to a member of Council may be paid as an allowance for expenses, thus qualifying for a partial exemption under the Federal Income Tax Regulations. There were also certain minor changes of a technical nature.

The "Village Municipalities Act" increased the powers granted by adding authority to install parking meters, tax and collect a special rate for the establishment and maintenance of a fire department, operate and borrow for the installation of a gasworks, and borrow for the purchase of fire equipment and for the construction of a fire-hall. Two important sections of the "Municipal Act" were made applicable to villages. These were Part XV (audit provisions) and Part XXIV (Board of Examiners). Certain minor technical changes were also made.

1954 LEGISLATION

"Gas Act."—In anticipation of the use of natural gas in the Province, provision was made in this Act for the appointment of local inspectors in municipalities.

"Rent-control Act."—Rent-controls were repealed, with effect from March 31st, 1955, but provision was made so that any municipality, if it so desired, could retain rent-control. The definition of municipality in this Act, however, does not include villages.

"Water Act."—The amendment provided that an improvement district may not be incorporated for irrigation purposes within a municipality or village.

"Municipal Elections Act."—The most important addition was the provision to permit the spouse, of an owner of land, who is resident in the municipality a vote in municipal elections. This extension to the franchise was also included in the "Village Municipalities Act."

"Village Municipalities Act."—The status of a joint owner of land was defined for the purpose of qualification for municipal office. A portion of the remuneration paid to a Commissioner may be paid as an allowance for expenses, thus qualifying for a partial exemption under the Federal Income Tax Regulations. Power was given to grant aid to an art centre or centre for cultural activities either within or without the municipality. Provision was made for the appointment of a Recreation Commission with authority for grants-in-aid therefor. The section relating to trade licences was amended for clarification, and some increases in the maximum fees chargeable were added.

"Municipal Act."—For the purpose of qualifying for municipal office, the interest of a joint owner was defined. Power was given to make a grant-in-aid to an art centre

or centre for cultural activities within or without the municipality. A Municipal Council that has established a forest reserve may enter into an agreement to manage lands within the municipality belonging to the Province under a forest management licence. Water companies were brought under the same taxation provisions as other utility companies.

"Workmen's Compensation Act."—A member of a municipal fire brigade working with or without remuneration has been defined as a "workman."

The foregoing references to legislation include the more important items of general interest but are not intended to be a comprehensive listing of all the changes.

Regulations pursuant to section 9 (*c*) of the "Village Municipalities Act" were passed in 1954, making the "Workmen's Compensation Act" and section 314 of the "Municipal Act" applicable to village municipalities. The latter section gives authority for a municipality to enter into agreements with other taxing authorities for the handling of tax arrears on real property. Multiple tax-sale proceedings can thus be avoided.

During 1953 and 1954 other regulations had to be passed pursuant to section 9 (*f*) of the "Village Municipalities Act," making certain portions of the "Municipal Act" applicable to specified villages and in some cases to all villages. This points out the need for the revision of municipal Statutes, as has been authorized by the Minister of Municipal Affairs.

The continued growth of and increase of urban centres in district municipalities which were or are predominantly rural continues to create difficult problems for all concerned. I feel that if Councils are unable or unwilling to cope with this problem, some statutory remedy should be considered. This and related problems are receiving the study and consideration of the Department toward finding an acceptable solution.

The last two years have seen a number of staff changes, particularly among the senior members. In 1953 Mr. L. W. Wheeldon, the Assistant Supervisor of Municipalities, left the Department to assume the duties of treasurer for the District of Kitimat. His position was filled by the promotion of Mr. J. D. Baird. The position left vacant by Mr. Baird was in turn filled by Mr. W. K. Smith, who transferred from the Estates Branch of the Department.

On August 31st, 1954, Mr. B. C. Bracewell retired on superannuation from the post of Deputy Minister and Inspector of Municipalities. In 1938 he came to the Department, leaving the position of Municipal Clerk of the District of Penticton to assume the position of Assistant Supervisor of Municipalities. After serving briefly as Supervisor of Municipalities, he succeeded the late Mr. E. H. Bridgeman as Deputy Minister in 1945. At the present time he is engaged by the Department to co-ordinate the work entailed in the revision of municipal legislation for the Province. It is a pleasure to report that both the Union of British Columbia Municipalities and the Municipal Officers' Association of British Columbia conferred a life membership on Mr. Bracewell in recognition of his long and outstanding service to the municipalities.

On September 1st, 1954, Mr. J. D. Baird took over the post of Supervisor of Municipalities and Deputy Inspector of Municipalities on the elevation of the undersigned to the position of Deputy Minister and Inspector of Municipalities.

The Departmental secretary, Miss M. McPhail, retired on November 30th, 1954, after thirty-three years of service.

Staff changes, combined with a period of great activity and many administrative and organizational changes affecting municipalities, both actual and pending, created a heavy load, but the staff responded splendidly and have performed efficiently and well so that the past two years have shown progress and achievement.

The active and friendly co-operation of the various elected and appointed officials of the municipalities has, during the past two years, proved of material assistance to the Department.

J. E. BROWN,
Deputy Minister.

REPORT OF THE SUPERVISOR OF MUNICIPALITIES

VICTORIA, B.C., January 14th, 1955.

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

SIR,—This is the third Report published separately from Municipal Statistics. The only major change in the latter has been the inclusion for 1953 of a new schedule, "Analysis of General Fixed Assets," and the redesigning of two other schedules to conform as closely as possible to the standard report as approved by the Dominion-Provincial Conferences on Municipal Statistics.

Further work has been done toward the setting-up of standardized accounting records for small municipalities. However, due to the introduction of the provisions of the "Assessment Equalization Act, 1953," it has been thought better to delay adoption of any accounting forms dealing with assessment and tax collection until the administrative details in connection with this Act have been worked out. Printers' proofs are expected momentarily on the accounting forms which have been finalized.

The staff continued to be fully employed dealing with the regular flow of business. A comparison of the following with the corresponding summaries of previous years should prove of interest.

During 1953:—

(1) One hundred and six visits were made to municipalities. The number of municipalities actually visited was eighty-nine, since a few received more than one visit.
(2) One hundred and sixty-three Orders in Council were prepared and approved.
(3) Forty-two certificates of approval for municipal loan by-laws were issued.
(4) Forty-three debenture issues were certified by the Inspector of Municipalities, while 4,979 debentures with coupons attached were examined, checked, sealed, and certified.
(5) Three hundred and sixty-three village by-laws were examined and filed.

During 1954:—

(1) One hundred and seven visits were made to municipalities. The number of municipalities actually visited was 103.
(2) One hundred and eighty-seven Orders in Council were prepared and approved.
(3) Sixty-five certificates of approval for municipal loan by-laws were issued.
(4) Fifty debenture issues were certified by the Inspector of Municipalities, while 9,378 debentures with coupons attached were examined, checked, sealed, and certified.
(5) Four hundred and two village by-laws were examined and filed.

Previous reports included brief analytical studies on municipal debt and municipal revenues. It is proposed to continue these series, focusing our attention in this Report on municipal expenditures.

Municipal governments provide many services for their citizens, and in doing so they give employment to about 10,000 in British Columbia alone. The comparative payrolls of other public bodies in British Columbia are: General hospitals, approximately 10,000; Public School Boards, about 8,500 teachers and 3,500 janitors, maintenance-men, and others; Provincial Government, about 8,500, including part-time workers. The nature of these municipal services is revealed by an examination of their expenditures. In recent years a more or less common classification of municipal expenditures has been adopted throughout Canada, for reporting purposes, and is

shown in Table No. 1. As this is a gross classification, a few details must be filled in to make it intelligible. The item " general government " includes the remuneration of the elected representatives, the salaries of administrative staff, and the costs of conducting municipal elections, maintaining the office buildings, office supply, and the like. In private business this would correspond closely to general overhead expenses. The second item, " protection to persons and property," covers fire protection, police protection, law enforcement, various forms of inspection services such as building and plumbing inspection, street-lighting, destruction of pests, animal pounds, and similar services. The item " sanitation and waste-removal " covers such things as sewerage systems and garbage disposal; " recreation and community services " include community centres, libraries, museums, parks, and related services.

Table No. 1 shows the amounts and percentages distribution expended by municipalities in British Columbia and in Canada. The surprising result is the marked similarity in the percentage distributions. It is evident that there is a common experience throughout Canada in the role and scope of municipal government. It must not be overlooked, however, that in spite of a very clear and definite common pattern there is a wide variation within this pattern both as between Provinces and as between municipalities within a Province. There is likewise a marked range in *per capita* expenditures for municipal government among the Provinces. In 1952, for example, it ranged from a low of $24 in Newfoundland to a high of $93 in Alberta.

Table No. 2 shows the distribution of *per capita* expenditures by cities and also by districts for the years 1921 and 1951. In the case of cities there has been an increase from a median of $37.5 to $69.0, an increase of 85 per cent, while for districts the increase has been from a median of $33.0 to $56.0, an increase of 70 per cent. When one makes allowances for changes in the price level, the effective increase in expenditure is roughly 50 per cent. In the same thirty-year span, however, *per capita* income has nearly tripled, and, therefore, while the citizens have in general increased the services purchased by them on a community basis, it is obvious that they are devoting a smaller fraction of their income to this purpose.

The significant changes in *per capita* expenditures between 1921 and 1951 are set out in Table No. 3. In 1921, accounts were not classified in the same detail as now, and, therefore, the comparison is subject to a margin of error. Nevertheless, some interesting deductions can be made. First, the data reveals the development of the programme of public assistance to needy persons. While no doubt some assistance was given in 1921, it was so small that such items were usually treated as miscellaneous. The second point of interest is the expenditure for the administration of justice, which means, largely, the police force. Here the increase is not as great as one might anticipate, except in the case of Vancouver, and this is possibly accounted for by the fact that the senior governments now provide policing for most of the municipalities on a contract basis at figures considerably less than cost. The other points of interest have to do with expenditures for schools and for debt. In 1921, expenditures for schools included annual debt charges, whereas in 1951 such debt charges were not included. Hence, compared with 1951, expenditures in 1921 were overstated for schools and understated for debt, by the amount of the debt charges attributable to schools.

It is a point of some satisfaction to observe that debt charges in 1951 were less than in 1921 dollarwise, and, therefore, except in the case of districts in terms of *per capita* income or expenditure, the change represents a real reduction in the debt burden.

It has not been possible to relate expenditures to the value of the service or the efficiency with which it has been provided. It seems only reasonable to suppose that there must be some variation in the effectiveness with which various municipalities serve their citizens. By the use of rank-correlation techniques it can be shown in the

case of cities that there is a definite tendency for the *per capita* expenditure to increase with the size of the city. This same tendency, however, is matched by an increase in *per capita* assessments with increasing size, with the result that there is a very high degree of correlation between *per capita* expenditures and *per capita* assessments. Whether there is any causal connection, it is not possible to say. It may be that Councils tend to work to a customary mill rate, and, if so, this would explain some of the phenomena so observed.

The district municipalities are much more heterogeneous both in size and in physical characteristics. Some are urban in everything but name. Some have very large areas and are made up of numerous urban centres interspersed with rural tracts of land. It is not surprising, therefore, that any consistent pattern of expenditures is lacking. However, they have one common feature with the cities in so far as their expenditures are concerned: there is a high degree of correlation between the size of the *per capita* expenditure and the size of the *per capita* assessment. This same condition holds true for villages also, though the relationship is not so marked.

Per capita expenditures for general government are fairly consistent among the cities regardless of size, but, since budgets tend to increase with size, the percentage of expenditures devoted to general government tends to decrease with size. If one considers general government as the overhead, it can be seen from Chart 1 that, percentagewise, overhead declines with increase in size.

It remains an intriguing question why municipal expenditures are what they are. In the case of urban municipalities, one factor appears to be size and another wealth, but this still leaves unanswered many questions, particularly in regard to individual services. At least two kinds of questions come to mind: Why are the level of expenditures what they are, and how efficiently is a particular service being provided?

This lack of conclusive results points up the desirability of further research along these lines, and it is my feeling that knowledge gained by such studies would amply repay the efforts required.

J. D. BAIRD,
Supervisor of Municipalities.

TABLE NO. 1.—EXPENDITURES BY FUNCTIONS FOR ALL MUNICIPALITIES IN BRITISH COLUMBIA AND CANADA FOR THE YEAR 1952

(In thousands of dollars.)

Items	British Columbia		Canada	
	Amount	Percentage	Amount	Percentage
	$		$	
General government	4,916	6.1	62,110	7.4
Protection to persons and property	11,269	14.1	102,861	12.2
Public works	8,744	11.0	121,087	14.4
Sanitation and waste-removal	2,712	3.4	34,154	4.0
Health	2,418	3.0	39,825	4.7
Social welfare	5,417	6.8	35,802	4.2
Education	23,310	29.3	233,986	27.8
Recreation and community services	3,142	3.9	24,866	2.9
Debt charges—				
Debenture	13,029	16.3	130,456	15.5
Other	217	0.3	3,912	0.5
Utilities and other municipal enterprises (deficits and levies)	390	0.5	5,009	0.6
Provision for reserves	382	0.5	8,598	1.0
Capital expenditure out of revenue	2,761	3.5	28,279	3.3
Joint or special expenditures	160	0.2	5,932	0.7
Miscellaneous expenditures	884	1.1	7,069	0.8
Total expenditures	79,751	100.0	843,946	100.0

Source: Dominion Bureau of Statistics Financial Statistics of Municipal Governments, 1952.

Table No. 2.—Distribution of per Capita Expenditures for Cities and Districts for the Years 1921 and 1951

Dollars	Number of Cities		Number of Districts	
	1921	1951	1921	1951
0– 9.9	---	---	2	---
10– 19.9	1	---	3	---
20– 29.9	7	1	6	1
30– 39.9	12	1	7	1
40– 49.9	3	2	3	6
50– 59.9	7	6	---	10
60– 69.9	3	9	2	3
70– 79.9	---	4	---	3
80– 89.9	1	5	---	2
90– 99.9	---	6	1	---
100–109.9	---	---	1	---
110–119.9	---	1	---	---
120–129.9	---	---	---	---
130–139.9	---	---	---	1
140–149.9	---	---	---	1
Totals	34	35	25	28
Median in dollars	37.5	69	33	56

Table No. 3.—Comparison of per Capita Expenditure by Services for All Cities Except Vancouver, for Vancouver, and for All Districts for the Years 1921 and 1951

Item	All Cities Except Vancouver		Vancouver		All Districts	
	1921	1951	1921	1951	1921	1951
General government	$2.72	$7.23	$1.85	$4.01	$2.70	$4.10
Fire	2.71	5.20	3.09	7.20	.17	2.14
Administration of justice	2.42	3.91	3.86	9.32	1.13	1.60
Street-lighting	1.10	1.83	.75	1.79	.31	.64
Public works	4.21	10.60	6.12	6.77	8.40	11.05
Sewers	.57	3.94	1.77	3.13	.22	1.30
Public health	.38	.99	.48	1.37	.11	.48
Hospitals	.79	1.50	1.73	2.31	.96	1.12
Schools	11.45	17.40	12.02	18.50	8.32	16.18
Debt	16.46	14.55	15.65	15.60	5.54	6.17
Public utilities	.51	.73	1.26	.05	1.99	.92
Miscellaneous	6.14	1.08	4.79	.99	4.90	.83
Parks and donations	1.14	3.87	1.37	3.75	.26	1.13
Social welfare	-------	6.73	-------	7.73	-------	4.73
Capital out of revenue	-------	5.86	-------	2.00	-------	2.74
Reserve	-------	.50	-------	1.71	-------	.97
Totals	$50.60	$85.92	$54.74	$86.23	$35.01	$56.10

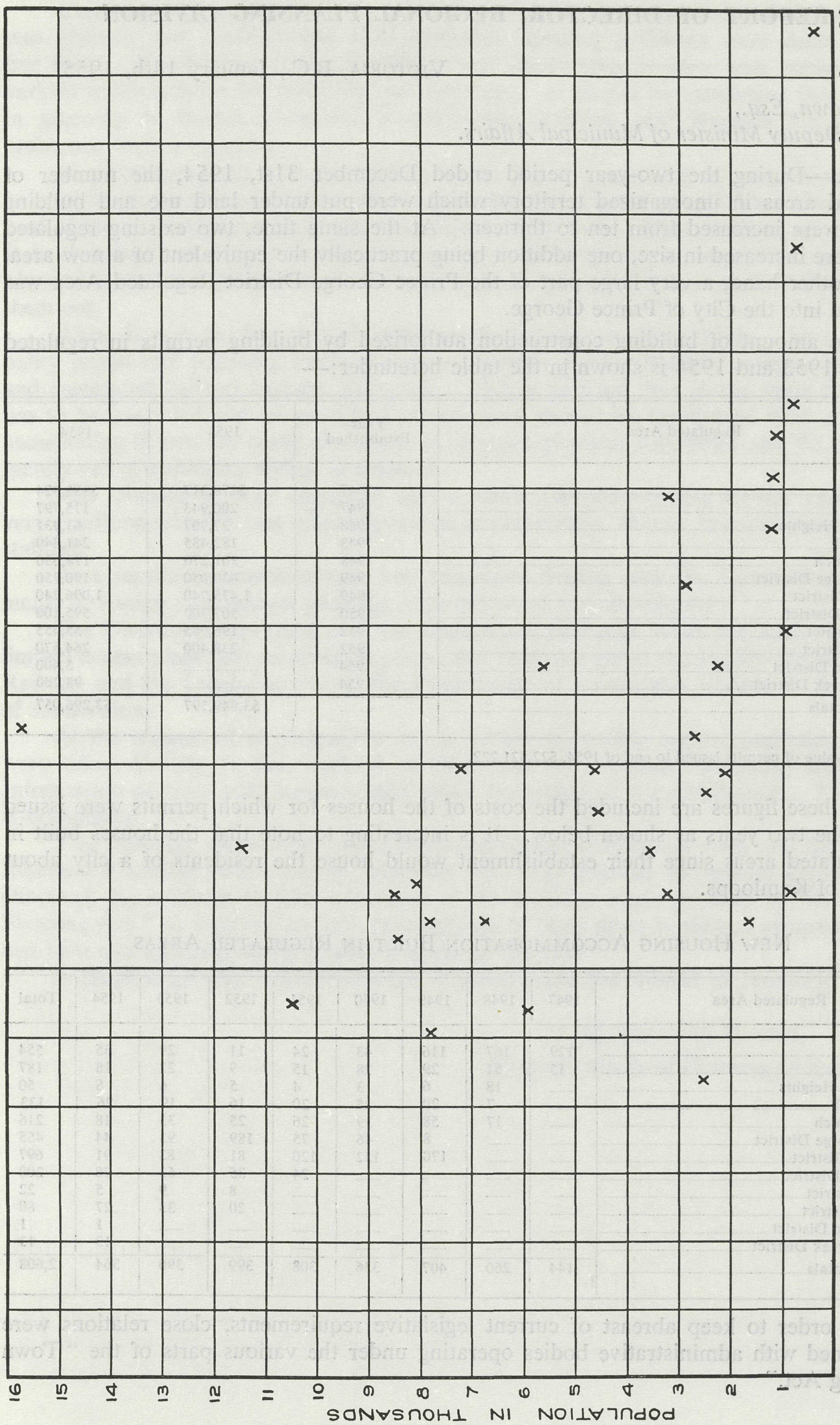

CHART #1. PERCENTAGE OF TOTAL EXPENDITURES DEVOTED TO ADMINISTRATION SHOWN IN RELATION TO POPULATION, FOR CITIES IN BRITISH COLUMBIA UNDER 20,000 FOR THE YEAR 1952.

REPORT OF DIRECTOR, REGIONAL PLANNING DIVISION

VICTORIA, B.C., January 14th, 1955.

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

SIR,—During the two-year period ended December 31st, 1954, the number of regulated areas in unorganized territory which were put under land use and building control were increased from ten to thirteen. At the same time, two existing regulated areas were increased in size, one addition being practically the equivalent of a new area. On the other hand, a very large part of the Prince George District Regulated Area was absorbed into the City of Prince George.

The amount of building construction authorized by building permits in regulated areas in 1953 and 1954 is shown in the table hereunder:—

Regulated Area	Year Established	1953	1954
Kelowna	1947	$278,317	$332,324
Vernon	1947	200,943	175,797
Connaught Heights	1948	37,707	61,731
View Royal	1948	182,485	241,340
North Saanich	1948	301,270	178,650
Prince George District	1949	430,050	190,750
Nanaimo District	1949	1,475,740	1,096,240
Kamloops District	1950	507,300	595,100
Golden District	1952	196,985	55,455
Quesnel District	1952	238,400	264,570
Woodhaven District	1954	------	5,400
Dawson Creek District	1954	------	98,700
Totals	------	$3,849,197	$3,296,057

Total value of permits issued to end of 1954, $22,521,222.

In these figures are included the costs of the houses for which permits were issued during the two years as shown below. It is interesting to note that the houses built in the regulated areas since their establishment would house the residents of a city about the size of Kamloops.

NEW HOUSING ACCOMMODATION BUILT IN REGULATED AREAS

Regulated Area	1947	1948	1949	1950	1951	1952	1953	1954	Total
Kelowna	129	167	116	43	24	11	29	35	554
Vernon	15	51	29	28	15	9	22	18	187
Connaught Heights	-----	18	6	3	4	5	6	8	50
View Royal	-----	7	20	25	20	16	19	26	133
North Saanich	-----	17	58	39	26	25	33	18	216
Prince George District	-----	-----	8	46	75	189	93	44	455
Nanaimo District	-----	-----	170	152	120	81	83	91	697
Kamloops District	-----	-----	-----	-----	24	35	63	78	200
Golden District	-----	-----	-----	-----	-----	8	9	5	22
Quesnel District	-----	-----	-----	-----	-----	20	33	27	80
Woodhaven District	-----	-----	-----	-----	-----	-----	-----	1	1
Dawson Creek District	-----	-----	-----	-----	-----	-----	-----	13	13
Totals	144	260	407	336	308	399	390	364	2,608

In order to keep abreast of current legislative requirements, close relations were maintained with administrative bodies operating under the various parts of the "Town Planning Act."

Community planning advice, in most cases involving the preparation of draft by-laws, was given to ten municipalities and particular planning problems were dealt with in five more. In addition, zoning, building, and subdivision by-laws were submitted by various municipalities for checking and comment. It should be mentioned that interest in planning in British Columbia is continually growing, and requests for planning assistance tripled in 1954.

In preparing draft by-laws related to the physical planning of a municipality, a balance has to be struck between what is desirable and what is practicable. Over 70 per cent of the municipalities have less than 5,000 population. Most of them are growing. It is obvious from these two facts that a municipality needs to control its developing physical layout, but plans to that end have to be so arranged that a small staff can carry them out.

Also, there is the fact that planning provisions are not static things. As a municipality grows and planning implementation becomes more complex, changes in zoning and associated by-laws become necessary. This is realized, but at the same time care has to be exercised and all proposed amendments should be scrutinized with a view to ascertaining if they are really the result of changed physical conditions and do not arise merely out of particular whims or interests.

The Division is very cognizant that a much amended zoning by-law creates the very condition which it was originally aimed at preventing; that is, instability rather than stability.

As a service to municipalities, two brochures dealing with the elementary requirements of zoning and general planning were prepared and distributed.

The Division co-operated with the Department of Public Works on such matters as limited access plans and subdivision plans, and help was given the Pacific Great Eastern Railway and the Lands Service of the Department of Lands and Forests in the design of subdivisions.

At the request of municipalities in the Lower Columbia region, preliminary steps were taken looking to the eventual establishment of a regional planning area there. Information on what such action would mean was prepared for distribution. This work is continuing.

Two planning areas—the Lower Mainland Regional Planning Area and the Capital Regional Planning Area—are in operation and were assisted by special grants. The efforts of the residents to take advantage of the facilities made possible by the " Town Planning Act " to maintain orderly development of their areas is viewed sympathetically and help and guidance made available as far as possible.

Population growth in municipalities is being made the subject of research.

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

REPORT OF SUPERVISOR, ESTATES BRANCH

VICTORIA, B.C., January 14th, 1955.

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

SIR,—By and with your title of Inspector of Municipalities, acting for the Attorney-General as statutory committee under the "Lunacy Act," the administration of the estates of patients at the Provincial Mental Hospitals has continued during the two-year period ended December 31st, 1954. The number of estates coming under our control has continued to increase. During the past calendar year this Branch recorded 2,633 admissions to the hospitals, of which 1,541 were subsequently discharged or died.

This Branch of the Department has continued to enjoy co-operation and assistance from many sources. The information and assistance so provided has afforded a most valuable means of protection and guidance in the exercise of our duty. Special mention must be made of the ready direction and advice given by the Attorney-General's Department.

As is generally realized, the handling of the individual estates is a matter of some delicacy. The personal preferences and prejudices of a patient's family cannot be entirely disregarded and a happy balance must be achieved, with efficiency and legality and a good understanding. It has been the endeavour, as in the past, to assure interested persons that the Government has not taken or seized the property of a patient, but that it is the duty of the appointed official to administer the patient's affairs, as a trust, in the best interests of the patient. Steps have been taken to inform the next of kin of patients of the Attorney-General's position in relation to the patient's affairs. This emphasis appears to be giving the public a fuller appreciation of the work of the Estates Branch.

As at the end of 1954, cash, securities, and other assets belonging to patients totalled $2,219,424, compared with $2,192,594 at the end of 1953.

For the period under review the total moneys received to the credit of the patients amounted to some $950,800 during 1953 and $1,005,600 during 1954. These moneys were derived from revenue earned on the assets, including bank and bond interest, rents, and from pensions, disability payments, legacies, sale of real and personal property, and other sources.

During the same period similar amounts were paid out on behalf of patients. This money was used in part in payment of the patients' maintenance at the institutions and to provide for extra comforts while at the institutions. Certain sums were expended on behalf of dependents of patients. Other expenditures were chiefly for estate maintenance, represented by property taxes, repairs, insurance premiums, mortgage payments, and for the closing-out of balances to patients upon their discharge from hospital or to executors or administrators where patients have died. The sum of $112,550 was invested in Canada savings bonds, ninth series, during the past year. In addition to this investment, patients' holdings in Government of Canada bonds in the amount of $82,900 were exchanged for Canada savings bonds, ninth series.

While the Attorney-General may, under the governing Act, retain up to 5 per cent out of all moneys of an estate in his possession as committee of a patient as an administration charge, in practice the rates are varied according to the circumstances. All sums so retained are paid into the Provincial Treasury. The sums of $14,677 and $14,859 were retained for the fiscal years ended March 31st, 1953, and March 31st, 1954, respectively.

It will again appear fairly evident from the foregoing brief description of the work carried out by this Branch that a very heavy volume of correspondence is involved. In addition, it was necessary to have many interviews. There is also often urgency in these matters.

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

E. C. WILDERSPIN,
Supervisor, Estates Branch.

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