PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

for the

YEAR ENDED DECEMBER 31

1964

Printed by A. SUTTON, Printer to the Queen's Most Excellent Majesty
in right of the Province of British Columbia.
1965

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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, 1964.

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

Victoria, B.C.

Report of the Department of Municipal Affairs

VICTORIA, B.C., January 16, 1965.

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, 1964.

The real-property tax continues to be the main source of revenue for municipalities. It may be noted in the following table that revenues accruing to municipalities from this source in 1963 amounted to $141,020,672. On the basis of present information, total revenues from the property tax in 1964 should reach $155,000,000, which is a substantial increase over the previous year.

The increase of approximately $14,000,000 in municipal revenues was offset by an increase of about $4,000,000 in the amount paid to school districts by the municipal real-property taxpayer for education, leaving the balance of approximately $10,000,000 available to the Municipal Councils for municipal purposes.

The total assessed values actually taxed for school purposes in the Province in 1964 amounted to $3,802,375,467. Of this total, $2,878,206,746, or 76 per cent represented values within the municipalities. The taxable assessed values in municipal areas during 1963 represented 77 per cent of the total values in the Province. It would appear that the percentage difference between the years 1963 and 1964 may be attributable to the large industrial and other developments being located in the unorganized portions of the Province.

The dollar growth in the municipal tax base over the last eight 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	155,000,000[1]

[1] Estimated.

Term borrowing by municipalities in the amount of $25,231,663 was approved by the Inspector of Municipalities during 1964. This represents an increase of $10,649,748 over the previous year, reflecting the very considerable impact of financing by means of the recently introduced *Municipal Development and Loan Act* of the Government of Canada, for which the Department is responsible for Provincial administration. The majority of the borrowings approved were eligible for financing by this means. The full effect of this programme has not yet been felt in the issue of debentures as most of the projects are financed temporarily at a

commercial bank pending completion of the work and the calculation of the amount of the approved loan. For this reason only, a few Development Fund debenture issues were certified by the Inspector of Municipalities last year. The number of these issues will increase considerably in coming months, with a corresponding decrease in serial debenture issues, as projects commenced during the year are brought to completion.

The *Municipal Development and Loan Act* has had a profound effect on the borrowing procedures of the municipalities and represents a major departure from the past. Prior to the introduction of this programme, the normal practice was to issue and sell debentures of the serial type on the open market. The serial debenture has been the usual security issued by the municipalities of this Province, and it is still employed for that part of a borrowing not met by participation in the Development and Loan Fund programme or the *National Housing Act* sewage-disposal facilities programme. Debentures issued under the Development and Loan Fund programme are payable to the Receiver-General of Canada by blended semi-annual or annual instalments of principal and interest. A similar style of debenture is issued in respect of projects financed under the *National Housing Act* scheme, except in this case debentures are payable to the registered holder.

The Development and Loan Fund programme has proven to be of distinct benefit to the municipalities, largely because of its attractive debt-cancellation features. Provided a project is completed before March 31, 1966, the amount of the loan, which may extend to two-thirds of the cost, is reduced by 25 per cent. Similar debt-cancellation provisions apply to sewage-disposal projects financed under the *National Housing Act* through the Central Mortgage and Housing Corporation. A number of major sewer projects are being, or have been, financed in part by participation in both programmes. As mentioned in the 1963 Annual Report of the Department, the new borrowing provisions of the *Municipal Act,* simplifying the issue of debentures in series to meet the requirement of these programmes, have proven to be an efficient method of processing complicated by-laws with a minimum of delay.

The amount and purpose for term borrowing authorized during the year under review is summarized below. Borrowing by the City of Vancouver and by the metropolitan water and sewer boards functioning under special legislation are not subject to the approval of the Inspector of Municipalities, and, as in past years, have not been included.

DISTRIBUTION OF AUTHORIZED DEBENTURE DEBT BY PURPOSES FOR THE YEAR 1964

Purpose	Cities	Districts	Towns	Villages	Local Districts	Total
Sewers and drainage	$3,326,274	$4,281,702	$222,683	$1,673,173	—	$9,503,832
Parks and recreation	1,350,000	2,420,000	500,000	—	—	4,270,000
Civic buildings and projects	3,235,500	519,654	—	—	—	3,755,154
Waterworks	873,000	1,175,000	416,000	393,290	—	2,857,290
Consolidated local improvements	633,755	1,975,775	111,857	—	—	2,721,387
Capital programme (Victoria)	729,000	—	—	—	—	729,000
Hospitals	188,000	415,000	—	—	—	603,000
Paving, roads, and sidewalks	150,000	106,000	—	260,000	—	516,000
Equipment	—	171,000	—	—	—	171,000
Electric utility	105,000	—	—	—	—	105,000
Totals	$10,590,529	$11,064,131	$1,250,540	$2,326,463	—	$25,231,663

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

TOTAL AUTHORIZED DEBENTURE DEBT-AS AT DECEMBER 31, 1963

	Issued, Sold, and Outstanding	Unissued and Unsold	Total
Cities (excluding Vancouver)	$50,515,902	$9,544,335	$60,060,237
Districts	56,835,808	4,549,317	61,385,125
Towns	4,140,674	712,683	4,853,357
Villages	6,596,078	1,718,877	8,314,955
Local districts	55,000	18,000	73,000
Totals	$118,143,462	$16,543,212	$134,686,674
Vancouver	160,142,429	518,346	160,660,775
Grand totals	$278,285,891	$17,061,558	$295,347,449

Following the trend of previous years, Provincial guarantees were again reduced in the number of issues and in total amount. This reduction has been largely due to changes in the sources of capital funds. Federal Government loan programmes do not require Provincial guarantees, and as a result of these programmes the amount of loans raised in the open market has declined markedly in the last year or so, and in consequence has reduced the requirements for the Provincial guarantee. Borrowings which were guaranteed during the year, including a number of issues which were purchased direct for Provincial accounts, are as follows:—

MUNICIPALITIES ASSISTANCE ACT GUARANTEES APPROVED DURING 1964

Cities (excluding Vancouver)	$652,000
Districts	.....
Towns	490,000
Villages	693,000
Local districts	18,000
Totals	$1,853,000

The amount of debentures guaranteed by the Province under the *Municipalities Assistance Act* and the *Village Municipalities Assistance Act* outstanding as at December 31, 1964, is summarized below:—

OUTSTANDING DEBENTURES GUARANTEED BY THE PROVINCE AS AT DECEMBER 31, 1964

	Village Municipalities Assistance Act	Municipalities Assistance Act	Total
Cities (excluding Vancouver)	$433,500	$13,316,000	$13,749,500
Districts	273,500	9,165,050	9,438,550
Towns	1,962,500	1,154,000	3,116,500
Villages	2,495,100	3,256,100	5,751,200
Local districts	.....	70,500	70,500
Totals	$5,164,600	$26,961,650	$32,126,250
Vancouver	.....	17,665,000	17,665,000
Greater Victoria Water District	.....	820,000	820,000
Greater Nanaimo Sewerage and Drainage District	.....	2,025,000	2,025,000
Greater Nanaimo Water District	.....	117,000	117,000
Greater Vancouver Water District	.....	21,114,000	21,114,000
Grand totals	$5,164,600	$68,702,650	$73,867,250

It is to be noted 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 excess of $180,000,000. While the debt charges are met

from the revenues of the undertaking, it 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 $31,133,500.

The Department of Finance of the Federal Government has advised that as at January 1, 1965, all semi-annual repayments have been made on loans authorized under the *Municipalities Improvements Assistance Act, 1938*. The outstanding obligations under this programme amount to $32,769 from an original total of $2,146,759.70.

Another significant borrowing provision is the short-term capital loan authorized by the *Municipal Act*. This borrowing method has proven to be most helpful in financing projects of relatively small cost. Financing is normally undertaken by means of a direct bank loan. The restrictions on these borrowings are that a loan must be for a capital purpose and not exceed a term of five years. In addition, the aggregate amount outstanding is limited to $5 *per capita* or $100,000, whichever is the lesser. The assent of the owner-electors is not required to incur debt by this means. Borrowing under this provision has extended to the *Municipal Development and Loan Act* and the *National Housing Act*.

During 1964, 17 municipalities were granted either subsisting or provisional certificates of self-liquidation in respect of 19 utility systems or sewer systems. Of these, certificates are issued in respect of new undertakings or where major borrowing with respect to an existing utility or enterprise is proposed. Provisional certificates are replaced by subsisting certificates after it has been proven by actual operation that the utility or enterprise is operating on a self-liquidating basis. One hundred and sixty-five certificates of self-liquidation have been issued to date, of which 104 are subsisting.

Reserve funds of the municipalities for various purposes amounted to $16,900,000 at the close of the year in spite of expenditures for various purposes. This represents an increase of approximately 20 per cent or $2,800,000 over 1963.

In September the annual shield awards of the Minister of Municipal Affairs 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 Burnaby. The municipalities receiving the awards for the results of the December, 1963, elections in the three categories of the award were: Cities and towns—Fernie, with a turnout of 75.5 per cent; districts—Kent, with a turnout of 62.1 per cent; and villages—Stewart, with a turnout of 87.8 per cent. The Village of Stewart has won the village award for four years out of a possible five.

The annual conference of the Municipal Officers' Association was again held in Victoria on May 20th, 21st, and 22nd. The Department is pleased to lend its support to the conference, which is considered to be of value as a workshop for the discussion and review of mutual problems in the field of municipal finance and administration. Members of the staff actively participate in this conference.

The Union of British Columbia Municipalities held its annual convention in Burnaby during the month of September. Senior members of the staff attended.

Four new municipalities were incorporated during the year. The Villages of Sparwood and Nakusp were incorporated in the latter part of the year. The Villages of Campbell River and Squamish were dissolved, and new districts were created to encompass the former village areas as well as substantial areas outside. Local referendums on the question of the formation of a district municipality were held in these areas under the general direction of the Department, and favourable votes were secured as follows: Squamish, 78.7 per cent; Campbell River, 67.0 per cent.

The date of incorporation, the area, and the estimated population of the four new municipalities is shown below:—

NEW INCORPORATIONS, 1964

Municipality	Date of Incorporation	Area (in Acres)	Population
Campbell River	December 17	900.0	6,500[1]
Nakusp	November 24	924.0	900[1]
Sparwood	October 6	106.0	334
Squamish	December 15	1,732.01	2,495

[1] Estimated.

Following your recommendation to the Lieutenant-Governor in Council, the Villages of Hope, Ladysmith, and Merritt were changed in status to town municipalities, effective January 1, 1965. In all cases the population of these municipalities exceeded the limit fixed for villages by the *Municipal Act*. Similar recommendations were made in the case of the Villages of Campbell River, Castlegar, and Creston, but were not acted upon as Campbell River had since become a district municipality and Castlegar and Creston are actively studying the formation of district municipalities.

The Cities of Alberni and Port Alberni voted in the fall on the question of amalgamation. The referendum received overwhelming support in both municipalities. The merger is to take place in 1967, the interval being to allow time for current programmes in the respective cities to be completed before amalgamation. The Councils of these two municipalities are to be commended on their foresight. Currently there are a number of studies being carried out in various parts of the Province looking toward the amalgamation of adjoining municipalities.

Throughout the Province a renewed interest has been shown in municipal government. Many municipalities are looking to surrounding unorganized territory with a view to joint participation in regional functions for the benefit of the greater community. A large number of unorganized communities have expressed interest in incorporation or in amalgamation with existing municipalities. It is clearly evident that major changes in the field of municipal organization are in the offing. Much time and thought has gone into the development of some form of regional organization whereby existing units of local government can unite to perform those tasks which require a wider application or viewpoint.

One regional planning board was established during the year. This was the Kamloops Regional Planning Board. The name of the Board was subsequently changed to The Thompson Valley Regional Planning Board, to reflect the larger district encompassed by this planning area. In addition to this, the jurisdiction of the South Okanagan Regional Planning Board was extended to include further areas.

Four local areas were established under the provisions of the *Local Services Act*. The following table indicates the name, purpose, and date of establishment:—

LOCAL AREAS ESTABLISHED, 1964

Name	Purpose	Date Established
Grand Forks Arena Local Area	Recreation (arena)	March 24.
Huntingdon Home Nursing Care Local Area	Home nursing	November 10.
Liumchen Local Area	Fire protection	September 3.
Williams Lake Local Area	Fire protection	April 30.

A list of local areas established up to the end of 1963 was published in the Annual Report of the Department for that year. There are now 32 local areas with a wide range of functions.

In addition to the above, the Sproat Lake Local Area was extended to include a further small area.

During 1964, extension of boundaries was granted to the following municipalities: Cities of Kelowna, New Westminster, Penticton, and Prince George, and the Villages of Creston, Salmo, and Squamish.

The extension shown for the Village of Salmo includes a minor redefinition of boundaries to correct a previous discrepancy. The extension of the City of New Westminster to include the area of the Connaught Heights Waterworks District was conducted under the provisions of a 1964 amendment to the *Municipalities Enabling and Validating Act*. The extension was undertaken following a vote of the owners of land within the extension area, the result of which was 89.3 per cent in favour of joining the city. The following table shows the extent of the increases in area as well as increases in population:—

ADJUSTMENTS IN AREA AND POPULATION, 1964

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	3,703.00	309.00	4,012.00	13,188	584	13,772
New Westminster	4,581.40	889.60	5,471.00	33,654	(1)	33,654
Penticton	8,164.00	385.70	8,549.70	13,859	*Nil*	13,859
Prince George	5,077.05	167.50	5,244.55	13,877	*Nil*	13,877
Villages						
Creston	816.20	136.15	952.35	2,460	412	2,872
Salmo	370.20	4.80	375.00	889	(1)	889
Squamish	1,433.00	299.01	1,732.01	1,557	5	1,562

[1] Not available.

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

The training programme in municipal administration offered by the Faculty of Commerce and Business Administration of the University of British Columbia, under the sponsorship of the Department, continues to attract a large number of students. This four-year corresondence course has a current enrolment as follows: First year, 29; second year, 17; third year, 20; fourth year, 11. In addition, two 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 25 diplomas in 1964, as follows: Junior diplomas (two years of the general course), 12; Senior Administration (Law), 8; and Senior Accounting (Finance), 5.

During the year the Board of Examiners granted five certificates of proficiency. The following table illustrates the classifications of the certificates issued during 1964 and indicates the number and classification of certificates issued to date:—

CERTIFICATES OF PROFICIENCY ISSUED BY THE BOARD OF EXAMINERS

Type of Certificate	1964	To Date
Junior	2	42
Senior—Administration	1	58
Senior—Finance	*Nil*	63
Property Appraisal	2	29
Totals	5	192

There were a number of significant changes and additions enacted by the 1964 Session of the Legislature which affected municipalities. As the *Municipal Act* was not opened at the 1963 Session, numerous amendments were introduced at the 1964 Sitting, of which the majority were in the nature of housekeeping.

Some of the more important changes to the *Municipal Act* were as follows:—

(1) A requirement that a Council obtain the approval of the Inspector of Municipalities before a by-law to construct works under local improvement is adopted, if borrowing is contemplated.

(2) A provision allowing a Council to include the amount remaining due from other governments when computing the total amount it may borrow temporarily in anticipation of revenue.

(3) Administrative changes in the licensing of commercial vehicles and a provision allowing each participating municipality to retain $2 from the fees collected for each licence and exemption-plate issued and for each transfer.

(4) Provisions enabling a Council to require the fencing of all swimming-pools and to regulate the construction of trailers and trailer courts.

(5) A change in the day of the annual municipal election from Thursday to Saturday.

(6) A provision allowing a municipality to provide for payment of taxes by instalments.

(7) A provision abating the charges for garbage collection and disposal if a person does not use these services for any period of time of not less than two consecutive months.

In addition to the foregoing, significant amendments were made to those sections affecting the licensing and taxing of businesses. The business-licence provisions of the Act were rewritten completely, and the major changes included provision for the requiring of security for any non-resident and new-resident businesses at the discretion of Council and a revision of the licensing period. The business tax was also adjusted so that a municipality may tax businesses either on the basis of the annual rental value of the property or on the taxable value of personal property. The provision allowing municipalities to tax landlord and tenant machinery and equipment was repealed. The last two items were subject to Proclamation, and were proclaimed effective the 1st day of November, 1964.

Certain municipalities were affected by specific amendments to the *Municipalities Enabling and Validating Act*. These were New Westminster, North Vancouver (City), Victoria, Burnaby, Chilliwhack, Delta, and Kent.

Municipalities were also affected by amendments to other Acts. An amendment to the *Milk Industry Act* removed the authority for Councils to pass local regulations. The *Public Utilities Act* was amended to enable the Public Utilities Commission to restrict the areas outside municipalities wherein the municipality concerned must supply services. The *Controlled Access Highway Act* was amended to give the Minister of Highways control over municipal zoning near controlled-

access highways. Other amendments affecting municipalities were made to the *Public Libraries Act* and to the *District of Surrey Hospital Enabling Act.*

This seems an appropriate place to record the fact that your predecessor, the Honourable W. D. Black, who relinquished the portfolio of Municipal Affairs on March 20, 1964, served longer in this capacity than any of his predecessors, having held the appointment for 12 years. During this period, with his support and encouragement, local government underwent an active period of modernization and development.

The staff have enjoyed an active and challenging year, particularly with respect to regional problems and the adapting of local government to economic regions.

I would again like to express my thanks and appreciation to all municipal officials, both elected and appointed, for their continued courtesy and assistance, and to all other groups and organizations working with the Department in the field of municipal government, and to all departments of government, and to you, Sir, for your leadership and encouragement.

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

REPORT OF THE ASSISTANT DEPUTY MINISTER AND DEPUTY INSPECTOR OF MUNICIPALITIES

VICTORIA, B.C., January 15, 1965.

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

SIR,—Municipalities throughout the Province continued their programmes of accelerated development of services during 1964 to meet the demands of property-owners. Total revenues, including those of utilities, of all municipalities in 1963 increased by $15,000,000 over 1962 to $235,000,000. Over the same period the amount expended on capital works amounted to $54,000,000, an increase of $6,000,000 over the previous year. Part of this capital expenditure was financed by debenture loan, part from reserves, and the balance out of current revenue. The lower interest rate offered under the *Municipal Development and Loan Act,* as well as the forgiveness feature included in the Act, can be credited to some extent for the increase in capital projects being undertaken at this time.

Of a total of $35,728,900 made available to municipalities in British Columbia, 130 loans for capital works, totalling $31,771,100, were approved at the Provincial level by January 15, 1965. A summary of the approved loans is set out below:—

Waterworks—		
Cities	$1,369,286	
Districts	2,088,952	
Towns	169,046	
Villages	541,432	
Other	3,560,442	
		$7,729,158
Sewers—		
Cities	$1,464,866	
Districts	9,201,068	
Towns	169,720	
Villages	971,149	
Other	708,439	
		12,515,242
Civic buildings—		
Cities	$5,614,215	
Districts	2,430,632	
Towns	476,666	
Villages		
Other	185,896	
		8,707,409
Other—		
Cities	$1,716,874	
Districts	388,667	
Towns	322,333	
Villages	366,250	
Other	25,167	
		2,819,291
Grand total		$31,771,100

Coupled with this is the continued urgent demand by the residents of the municipalities for the improvement of streets, sidewalks, and other services. While these are among the basic reasons for incorporation of municipalities, nevertheless the Department must ensure that the desire for improvements does not exceed the ability of the property-owner to pay the annual charges.

In spite of the pressure of additional work brought about by the rapid development in the municipalities, as well as the incorporation of new municipalities, we were able to adhere more closely this past year to our policy of having a senior member of the Department visit each municipality at least once during the year. Due to the importance attached to this phase of our work both from the Departmental and the municipal point of view where personal contacts are considered to be invaluable, a concerted effort will be made to see that this problem is also satisfactorily met in future years.

A record of major activities of the Department during 1964 would include the following:—

(1) One hundred and eighty-two visits were made to municipalities. The number of municipalities actually visited was 126, some receiving more than one visit.
(2) Two hundred and seventy-six Minutes of Council were prepared and subsequently approved by the Lieutenant-Governor in Council.
(3) One hundred and twenty-one certificates of approval for municipal loan by-laws were issued.
(4) Seventy-eight debenture issues were examined and subsequently certified by the Inspector of Municipalities, consisting of 10,362 debentures of a total par value of $11,172,594.21.
(5) Seven hundred and fifty by-laws were examined and registered. Of these, 110 were town by-laws, 636 were village by-laws, and 4 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.

Municipal officials and others have continued to co-operate with the Department in supplying financial and other statistical information which is required for the publication of the annual edition of Municipal Statistics. We are continuing in our efforts to ensure that this publication is made available at the earliest possible date, and that the information is accurate and on a comparable basis with prior years. I would like to acknowledge the co-operation which we have received from the various municipal officials and auditors in submitting the information requested promptly and in the required form.

The Municipal Commercial Vehicle Licensing Programme, which commenced last year, is now considered to be operating with a fair degree of efficiency, although we still continue to handle a sizeable volume of correspondence in the form of inquiries both from municipal officials and from the public.

The sum of $601,595 was received in the Department from the sale of these licences during the 1963/64 licence-year and distributed to the participating municipalities on a *per capita* basis. In all, 46,288 municipal commercial licence-plates and 31,893 exemption-plates were issued. Following changes in the relevant sections of the *Municipal Act* during the last session of the Legislature, the issuing municipality now retains $2 from the proceeds of the sale of a licence, and a fee of $2 is charged for permits for exemption-plates, which also is retained by the issuing municipality. The balance received from the sale of licences is remitted to the Inspector of Municipalities and is later distributed to the participating municipalities on a *per capita* basis.

For the seventh consecutive winter the Government of Canada has provided an incentive for municipalities to undertake winter works for the relief of unemployment. The incentive is the offer to pay one-half of the direct labour cost of approved capital works projects. The programme period this year is November 1st to April 30th. There are no basic changes in the regulations or in the type of project which may be undertaken during the current programme.

In addition to the incentive offered by the Government of Canada, the Government of this Province has offered to pay to municipalities 50 per cent of the approved direct payroll costs of those persons employed on an accepted project who had been continuously in receipt of welfare assistance for a period of three months prior to the date of being engaged on the project. Further, the Province has undertaken under certain conditions to contribute 25 per cent of the direct payroll costs of other employable welfare recipients and also 25 per cent of the direct payroll costs of unemployed persons who are not qualified to receive unemployment insurance benefits.

An indication of the growth 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

These are estimated figures of the municipalities for the programme period. As of January 15, 1964, approvals had been given to 451 projects, whereas at this time the number for the present programme is 330 projects. It is anticipated that additional applications will be received this year following the consideration of municipal budgets by the Councils in 1965.

The following tabulation gives a summary of the British Columbia municipalities participating in the Winter Works Programme as at January 15, 1965, according to the records of this office:—

Number of men	5,578
Man-days work	429,192
Total cost of projects	$24,786,739
Federal share (payroll cost)	$4,469,650
Provincial share (payroll cost)	$802,072
Municipal share (payroll cost)	$3,620,500
Total payroll under offer	$8,892,222

Nature and Total Cost of Projects

Waterworks	$4,182,024
Sewers	9,455,202
Drainage	319,494
Roads	1,773,077
Sidewalks	522,519
Buildings	6,135,652
Parks	976,547
Other	1,422,224

Municipalities Participating		*Number of Accepted Projects*	
Cities	26	Cities	129
Districts	24	Districts	126
Towns	3	Towns	6
Villages	24	Villages	41
Other	16	Other	28
Total	93	Total	330

Table 1 shows the final summary of the Municipal Winter Works Incentive Programme for the year 1963/64 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 8, 1965.

All classes of municipalities continued to maintain a high rate of collection of taxes. The city, district, and village municipalities collected in excess of 95 per cent of the current levy, and the towns collected slightly less than 91 per cent of the current levy.

In view of the importance placed on this aspect of municipal administration, we will continue to keep a very close watch on the tax-collection picture in the municipalities. In this regard, 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 whether appropriate steps were being taken to improve the position.

It is felt that impovements could be made in administrative procedures, particularly in some of the smaller municipalities, and this matter will receive our attention during the coming year. A review of the municipal tax-collection picture across Canada reveals that the percentage collection of current taxes of British Columbia municipalities continues to be among the highest in Canada, while the percentage of arrears of taxes is among the lowest. Municipal treasurers and collectors are to be congratulated for their efforts and ingenuity in developing techniques which are proving to be successful in effecting and maintaining a high rate of tax collection.

Chart 1 shows the percentage tax collections for municipalities for the period 1953 to 1963, inclusive. The result in the case of villages is very noticeable, principally because of the general lack of effort in earlier years on the part of village officials. As will be noted, the collection picture in towns, a class of municipality established in 1958, is not as favourable as in other classes of municipalities. This matter is receiving our particular attention, and it is hoped that an improvement will be shown in future years. The continued improvement in the case of outstanding taxes as a percentage of current levy should also be noted. However, the same comment does not apply in the case of towns.

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

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

TABLE 1.— MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME, 1963/64—REPORT, WEEK ENDED MAY 8, 1964

(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	7,397	648	753	1,085	309	1,346	2,743	171	53	83	106	1	25	74
Applications accepted	7,304	644	753	1,074	302	1,335	2,688	171	51	81	106	1	25	73
Applications rejected, pending, or withdrawn	93	4	.....	11	7	11	55	.....	2	2	.....	.....	.....	1
Estimated cost of projects during period of programme	277,454	23,166	21,520	14,391	16,987	73,727	121,430	2,211	1,344	1,088	1,171	4	87	328
Estimated direct payroll cost of projects during period of programme	97,551	9,545	6,862	5,391	5,235	19,164	48,878	846	364	466	489	3	80	228
Percentage of payroll cost to total cost during period of programme	35.2	41.2	31.9	37.5	30.8	25.9	40.3	38.2	27.1	42.1	41.7	75.0	91.9	79.5
Estimated Federal Government share of direct payroll costs	56,711	4,831	8,435	2,626	2,627	9,808	26,964	488	201	280	293	2	40	116
Estimated number of men to be hired during period of programme	163,452	7,812	11,124	14,787	5,019	20,080	97,318	1,886	564	1,440	1,817	10	298	1,297
Estimated man-days work to be provided during period of programme	6,786,939	499,108	453,843	410,546	330,170	1,060,017	3,821,488	72,220	27,001	36,178	48,135	126	5,302	22,805
Number of municipalities participating in programme	2,752	151	210	523	76	350	1,188	72	23	43	48	1	14	53

Source: Department of Labour.

TABLE 2.—MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME, 1964/65—REPORT, WEEK ENDED JANUARY 8, 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	5,044	314	516	715	196	855	2,082	98	38	80	80	.....	7	63
Applications accepted	4,886	311	515	689	193	846	1,971	98	38	80	79	.....	7	59
Applications rejected, pending, or withdrawn	158	3	1	26	3	9	111	.....	.....	.....	1	.....	.....	4
Estimated cost of projects during period of programme	269,967	24,563	19,895	14,184	11,801	76,076	114,156	3,542	2,029	1,534	1,776	.....	20	391
Estimated direct payroll cost of projects during period of programme	95,207	8,786	6,213	4,625	3,468	19,369	49,816	742	512	640	713	.....	20	303
Percentage of payroll cost to total cost during period of programme	35.3	35.8	31.2	32.6	29.4	25.5	43.6	20.9	25.2	41.7	40.1	.....	100	77.5
Estimated Federal Government share of direct payroll costs	51,176	4,424	3,108	2,307	1,751	9,758	28,151	433	263	390	428	.....	10	153
Estimated number of men to be hired during period of programme	132,122	5,429	8,759	11,757	3,817	14,498	80,972	1,302	527	1,652	1,800	.....	105	1,504
Estimated man-days work to be provided during period of programme	6,582,581	422,550	384,744	338,712	229,823	995,774	3,956,385	61,582	40,536	55,458	65,145	.....	985	30,887
Number of municipalities participating in programme	2,250	93	170	402	50	259	1,093	36	16	45	38	.....	4	44

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

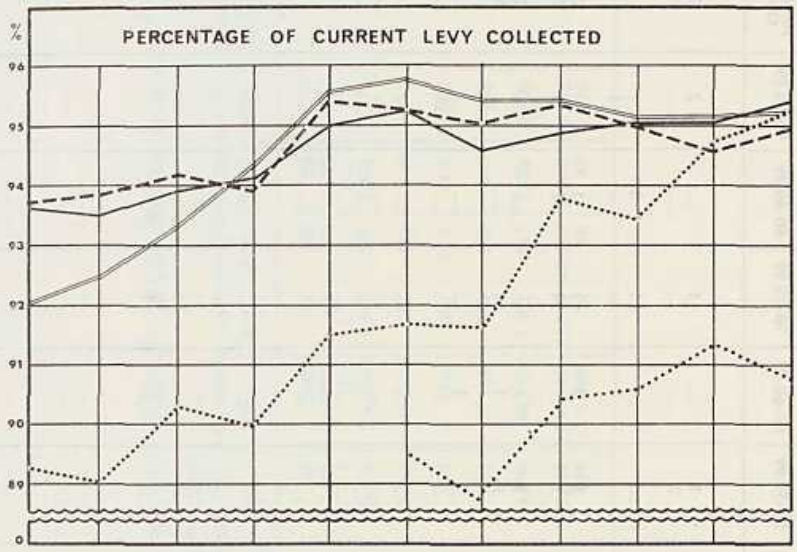
	0–9.99	10–19.99	20–29.99	30–39.99	40–49.99	50–59.99	60–69.99	70–79.99	80–89.99	90–99.99	100 and Over	Number of Municipalities
1921—												
Cities	1	4	10	3	8	3	—	1	—	2	2	34
Districts	2	3	7	7	3	2	—	—	—	—	1	25
1929—												
Cities	2	16	8	3	2	—	—	1	2	—	—	34
Districts	4	6	6	7	1	—	2	—	—	1	—	27
1933—												
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
1960—												
Cities	26	6	—	—	—	—	—	—	—	—	—	32
Districts	24	5	1	—	—	—	—	—	—	—	—	30
Towns	—	3	—	—	—	—	—	—	—	—	—	3
Villages	41	12	3	1	—	—	—	—	—	—	—	57
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

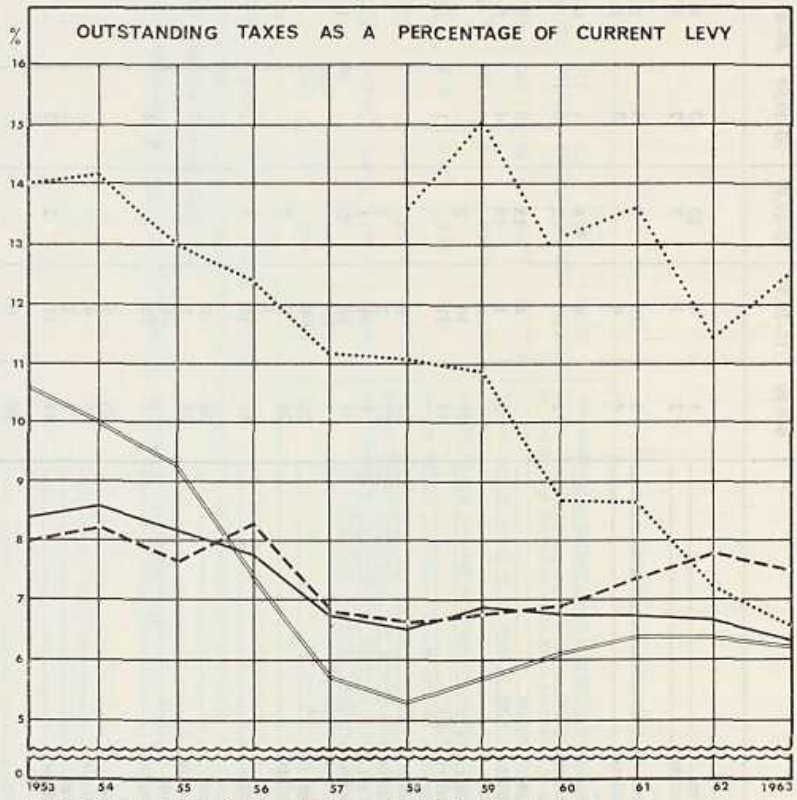
PERCENTAGE TAX COLLECTIONS

CHART 1.

LEGEND

CITIES — VILLAGES
DISTRICTS — VANCOUVER
TOWNS





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

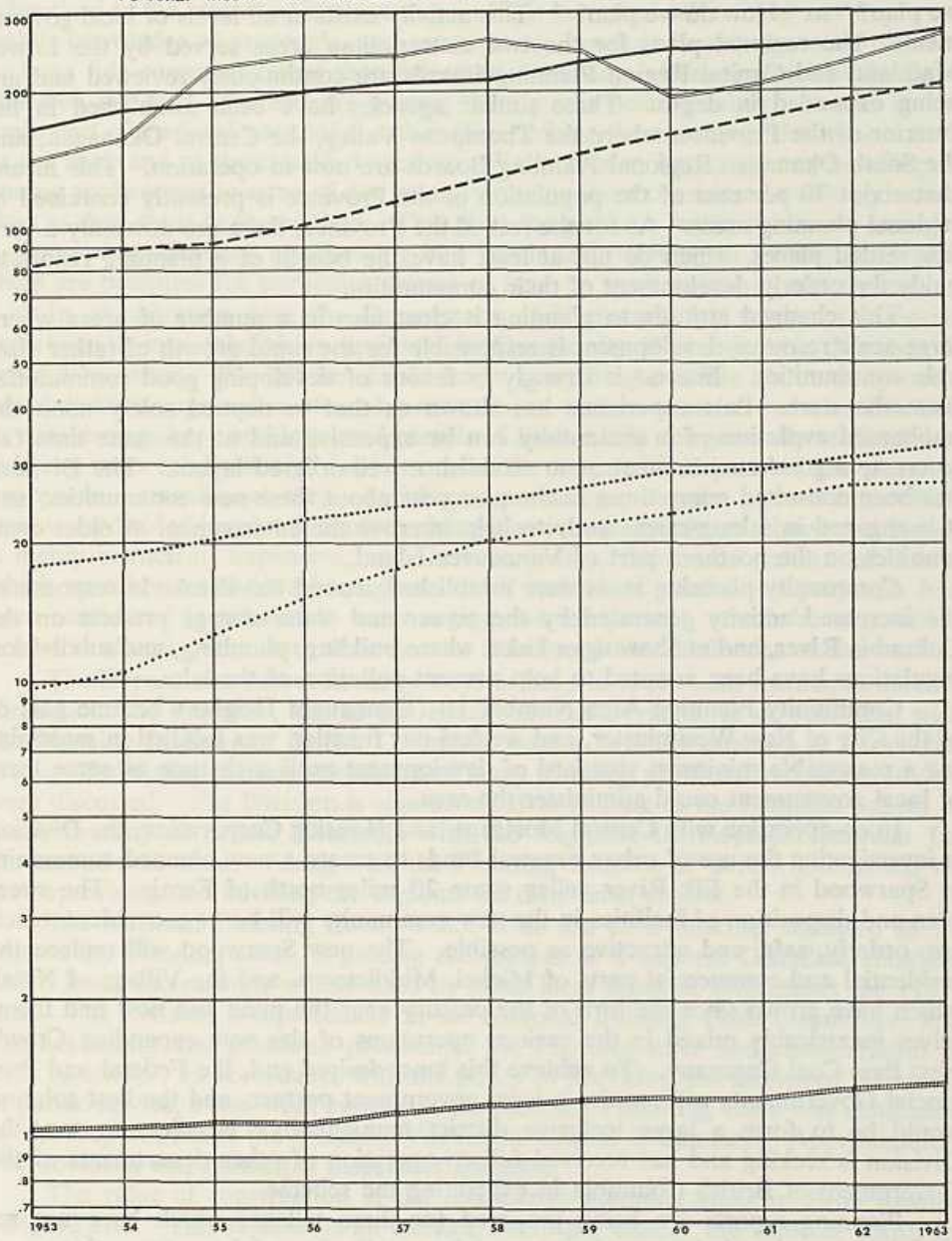
Total revenue in millions of dollars

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 14, 1965.

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

SIR,—I am glad to say that interest in the planning process has not diminished in the Province, and that the prevailing attitude has changed gradually from " Should we plan? " to " How do we plan? " This activity exists at all levels of local government. The regional plans for the two metropolitan areas served by the Lower Mainland and Capital Region Planning Boards are continuously reviewed and are being expanded in depth. Three similar agencies have been established in the Interior of the Province, where the Thompson Valley, the Central Okanagan, and the South Okanagan Regional Planning Boards are now in operation. This means that about 70 per cent of the population of the Province is presently contained in regional planning areas. As for the rest of the Province, there are now only a very few settled places, which do not at least have the benefit of a planning report to guide the orderly development of their communities.

This changed attitude to planning is clear also in a number of areas where large-scale resource development is responsible for the rapid growth of rather sizeable communities. Interest is strongly in favour of developing good communities from the start. Past experience has shown us that to depend solely upon the haphazard evolution of a community can be expensive and at the same time fail to create a good environment or to establish a well-ordered layout. The Division has been consulted many times in the past year about these new communities, and it is engaged in a long-range study to help improve the environment of older communities on the northern part of Vancouver Island.

Community planning areas were established around Revelstoke in response to the increased activity generated by the power and water-storage projects on the Columbia River, and at Shawnigan Lake, where building, plumbing, and subdivision regulations have been adopted to help prevent pollution of the lake.

Community Planning Area Number 10 (Connaught Heights) became part of of the City of New Westminster, and we feel our function was fulfilled in maintaining a reasonable minimum standard of development until such time as some form of local government could administer the area.

In co-operation with Central Mortgage and Housing Corporation, the Division is investigating the use of urban renewal funds to create a new planned community at Sparwood in the Elk River valley some 20 miles north of Fernie. The street plan and disposition of facilities in the new community will be as convenient, efficient, orderly, safe, and attractive as possible. The new Sparwood will replace the residential and commercial parts of Michel, Middletown, and the Village of Natal, which have grown since the turn of the century near the mine and now find themselves inextricably mixed in the various operations of the now expanding Crow's Nest Pass Coal Company. To achieve this most desired end, the Federal and Provincial Governments will require a local government partner, and the best solution would be to form a large inclusive district municipality. Needless to say, the Division is seeking and has received full co-operation of other departments of the Government of British Columbia in expediting the scheme.

Planning reports are being prepared for three villages which have not received our services before, and we are giving continuing advice as something new

or unpredicted occurs in communities we have dealt with previously when some point in one of our reports needs expansion or development.

We continue to be very active in unorganized territory in all phases of planning. Community Planning Area Number 7, around Prince George, now has an approved official community plan. This instrument is a basic and flexible document that has started to mould the community around the City of Prince George into more orderly development, and so far there has been no need to amend the plan. Applications to change zoning in all our areas increased by over 25 per cent to 127 for the year. We have recognized that one of the bigger problems in the planning process is a public fear of the unknown, and are now making sure that all hearings are advertised to the utmost of our resources. This increased advertising has improved public knowledge of proposals, and consequently hearings have been more directed to bona fide comment rather than information-seeking. Some municipalities have followed our lead now and are placing their public-hearing advertisements in the main part of the local newspaper rather than tucking them away in the legal notices at the back end of the classified section. We have also improved our handling of zoning applications in some of our areas by having them considered quarterly rather than as they come in at any time. This gives the public a better chance to consider a group of applications at a hearing in a batch and helps us in finding out where there are pressures for particular classes of land or weak points in our zoning.

In co-operation with the Department of Highways, we made an intensive investigation into subdivision approval in Community Planning Area Number 6, around Nanaimo. We felt we should know everything possible about the process of subdivision approval in other departments, as well as exercise our own function in considering shape and layout of parcels of land. It is not generally realized, but in many ways subdivision of land is one of the more critical parts of the planning process in a transitional area. Land use can change, but the pattern into which land is subdivided is most difficult to change, and a community can have as a legacy a highly inefficient, expensive, and, in some cases, dangerous pattern of roads, which mistakes could have been prevented if individual subdivision proposals had been considered in relation to an emerging over-all pattern. Such benefits would accrue in almost every case, at no cost or sacrifice to the subdivider of the land.

The Department strives in many ways to keep in touch with municipal officials throughout the Province, and in this endeavour the Division, in co-operation with the Planning Institute of British Columbia, held a two-day meeting at Parksville. About 40 planning officials attended, and many planning problems and achievements were discussed. The Division is also involved in helping in the Planning School at the University of British Columbia with the Regional Development Seminar for the second-year class. Along with the Planning Institute of British Columbia, we are supervising and advising the students on their term project.

The National Building Code, which is in use as a building standard in all community planning areas, is gaining recognition as a uniform Canadian standard and is being increasingly widely used by other local agencies throughout the Province. The Division is represented on the National Building Code Committee, and this has meant that problems peculiar to the Province have had consideration in code revisions. In accordance with the policy of providing for improved standards of public service, a two-week course on the National Plumbing Code was conducted by the Department at the Burnaby Vocational School in January. Approximately 20 Provincial and municipal inspectors attended.

The value of construction in the community planning areas in 1964 totalled $34,292,366. This represents an increase of 55 per cent of the value of construction from the previous year. Details are shown on the following table.

Community Planning Area	Dwelling Units Built, 1964	Dwelling Units Built since Areas Established	Total Value of All Construction, 1964
Community Planning Area Number 1 (around Kelowna)	227	1,760	$4,256,241
Community Planning Area Number 2 (around Vernon)	37	549	709,036
Community Planning Area Number 3 (View Royal)	25	539	293,500
Community Planning Area Number 4 (Langford-Metchosin)	140	347	2,017,290
Community Planning Area Number 5 (North Saanich)	37	585	661,250
Community Planning Area Number 6 (Nanaimo)	254	2,330	3,739,825
Community Planning Area Number 7 (Prince George)	149	1,209	13,447,390
Community Planning Area Number 8 (around Kamloops)	241	1,251	4,110,637
Community Planning Area Number 9 (around Quesnel)	12	216	267,380
Community Planning Area Number 10 (Connaught Heights, D.L. 172, next to New Westminster)	.....	71	14,200
Community Planning Area Number 11 (around Alberni)	1	11	21,000
Community Planning Area Number 12 (around Dawson Creek)	9	241	142,832
Community Planning Area Number 13 (Woodhaven, near Ioco)	3	39	55,170
Community Planning Area Number 14 (north of Campbell River to south of Courtenay)	169	432	2,497,669
Community Planning Area Number 15 (around Fort St. John)	30	223	523,389
Community Planning Area Number 16 (Sicamous)	17	30	273,945
Community Planning Area Number 17 (Fort Nelson)	13	46	232,300
Community Planning Area Number 18 (West Bench, near Penticton)	7	7	109,292
Community Planning Area Number 19 (Hudson Hope)	30	65	521,446
Community Planning Area Number 20 (Crooked River, 60 miles north of Prince George)	2	4	23,000
Community Planning Area Number 21 (Revelstoke)	15	15	196,352
Community Planning Area Number 22 (Chase)	8	24	179,222
Community Planning Area Number 23 (Shawnigan)	.....	.....	.....
Others	.....	68	.....
Totals	1,426	9,002	$34,292,366

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

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