PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF MUNICIPAL AFFAIRS

REPORT

for the

YEAR ENDED DECEMBER 31

1970

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in right of the Province of British Columbia.
1971

To Colonel the Honourable JOHN R. NICHOLSON, P.C., O.B.E., Q.C., LL.D.,
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, 1970.

D. R. J. CAMPBELL
Minister of Municipal Affairs

Victoria, British Columbia.

VICTORIA, BRITISH COLUMBIA, January 19, 1971.

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

SIR: I have the honour to submit the Annual Report of this Department for the year ended December 31, 1970.

The year marked a continuation of the rapid expansion of local government services and activities, both in the municipalities and in the regional districts. In recognition of this, the Department structure has been reorganized along functional lines which include Financial Management, Environmental Management, Administrative Services, Housing and Urban Renewal. The position of Programmes Co-ordinator was created, with the principal responsibility for co-ordinating the various programmes and activities of the Department. An organization chart appears as part of this Report.

The reorganization in the manner indicated in the chart made desirable a change in the format of the Annual Report of the Department. Hopefully, the change in format will result in a more meaningful presentation of the activities of the Department over the past year.

J. D. BAIRD, F.C.I.S.
Deputy Minister

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DEPARTMENT OF MUNICIPAL AFFAIRS

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

J. D. BAIRD, F.C.I.S., *Deputy Minister and Inspector of Municipalities.*
W. K. SMITH, F.C.I.S., *Assistant Deputy Minister and Deputy Inspector of Municipalities.*
C. H. L. WOODWARD, F.C.I.S., *Co-ordinator of Programmes and Services and Office Manager.*
G. E. WHELEN, F.C.I.S., *Research Officer.*

Financial Management

J. H. NUTTALL, *Departmental Comptroller.*
J. P. TAYLOR, *Financial Analyst.*

Administrative Services

T. F. MOORE, F.C.I.S., *Administrative Officer.*
A. R. CLARKE, *Administrative Officer.*

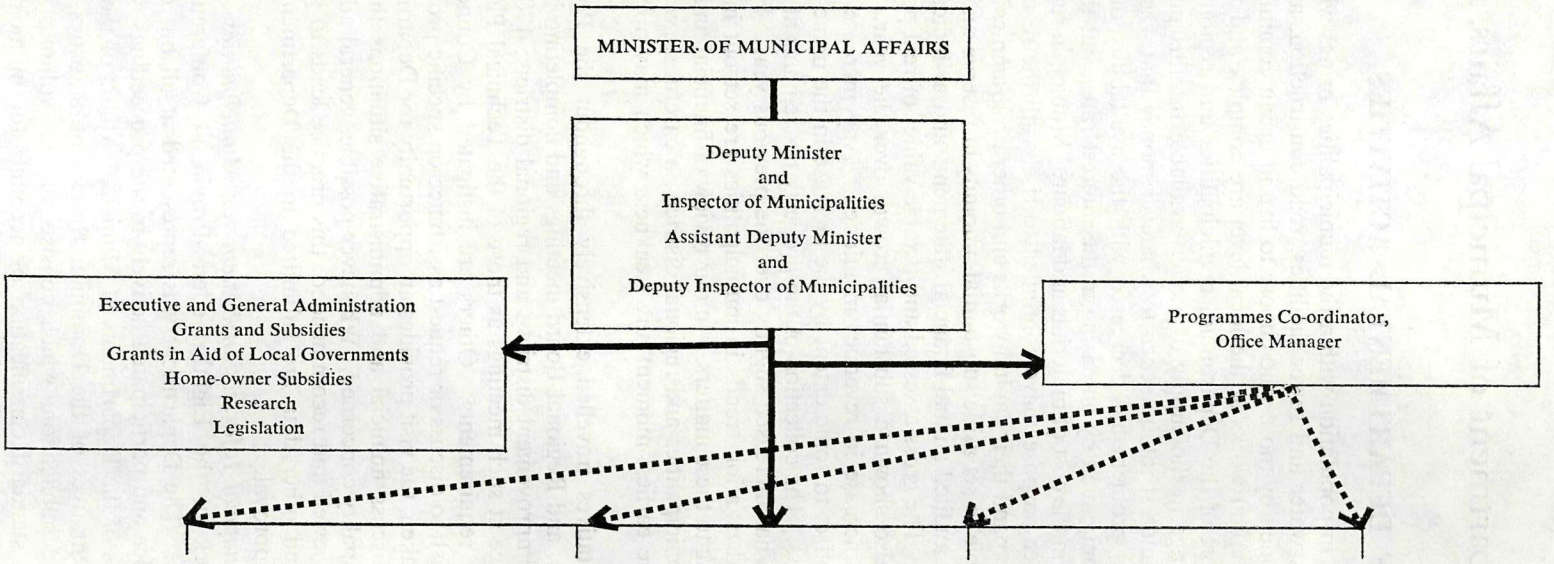
Environmental Management

D. L. SOUTH, M.T.P.I.C., *Chief Planning Officer.*
W. J. TASSIE, M.T.P.I.C., *Senior Planning Officer.*
B. S. JAWANDA, M.T.P.I.C., *Senior Planning Officer.*

Housing and Urban Renewal

J. T. WILLIAMS, *Administrative Officer.*

ORGANIZATION OF DEPARTMENT OF MUNICIPAL AFFAIRS, JANUARY 1971



Clerical and secretarial staff assigned as required.

Line of Authority ——————

Line of communication .....

Report of the Department of Municipal Affairs, 1970

REVIEW OF DEPARTMENTAL ACTIVITIES

The continued increase in population within the municipalities brings with it a demand for services such as water and sewer facilities, road construction, and the various other services demanded by those who choose to live in urban communities. The problems of financing capital works at the local level are complex and varied. At the time of the last Report of the Department, municipalities and regions were faced with an extreme shortage in the supply of money available for this purpose, with the resulting very high interest rate attached to whatever money that was available. To a large extent this problem has decreased with the availability of more money for this purpose, accompanied by an easing in the interest rates, but this has been replaced by an increase in the cost of materials and labour. Municipal revenues available for capital and other purposes have continued to rise, with the result that Councils have been able to expand their capital works and other programmes; at the same time, they have been able to set aside substantial amounts in reserve and other accounts as reflected in their audited annual financial statements and as indicated in other sections of this Report. The gross assessed and taxable values of real property within municipalities have also shown a substantial growth over the year, which, of course, is related to the increase in revenues mentioned. Any increase in the property-tax levy has been offset to some extent by the increase in the home-owner grant to resident home-owners. The collection of the property tax remains at a very high level, and in most cases has increased slightly over the previous year. Further details of the assessment and taxation trends in municipalities are set out in those sections of the Report relating to these matters. In our review of financial and other statements received from municipalities and regional districts, a careful surveillance is maintained to detect at the earliest moment any weakness which may appear in the financial structure.

Departmental representatives travelled extensively throughout the Province attending committee, council, and Regional Board meetings and completing inspections in 155 municipalities, improvement districts, and regional districts; 470 visits were made in all. Attendance at such meetings as those of the Technical Planning Committee meets legislative requirements. Others are instigated by Councils or Regional Boards that may wish to discuss or request assistance on specific problems. When inspections are undertaken, the visit provides an opportunity for Departmental staff and local officials to discuss financial and administrative situations that are directly related to the municipality concerned. Whenever possible, general administrative procedures can be reviewed and recommended; this practice leads to greater consistency when by-laws and other data are submitted to the Department with requests for registration or approval.

The publication, *A Financial Information System for Municipalities,* marks the culmination of the work of the Eighth Federal-Provincial Conference on Municipal Finance Statistics. The Department was represented at all but one of the meetings of this conference and participated actively in the proceedings. Others involved were representatives of the Departments of Municipal Affairs of the other provinces as well as representatives of the Dominion Bureau of Statistics. The information contained in the publication, which consists of two volumes and a supplement, is to provide a standard classification of accounts for municipalities

and other local governments which is national in scope and compatible with the concepts and classification framework under development for use by the Federal and provincial governments. Copies have been forwarded to all municipalities and regional districts throughout the Province, as well as to their auditors for introduction as of January 1, 1971.

The systems analysis and electronic data processing study programme which commenced in 1968 has been completed and final reports have been forwarded to the participating municipalities and regions. The study was designed to serve a dual purpose. The first phase was to provide an analysis of existing systems with recommendations for improvement and modification where necessary. The second phase dealt with the movement from manual systems to electronic data processing, including an examination of the cost involved. The conclusions in the reports for the various areas indicate quite clearly that substantial savings could be effected by the adoption of common forms and systems, without any loss of identity. Banks and other financial institutions have standardized many forms such as passbooks, deposit and withdrawal slips. The adoption of similar practices by municipalities and regional districts should result in savings not only in the cost of printing but in the development of systems and in the training of new personnel. In the area of electronic and other accounting equipment in use in municipalities, there is an indication that much of the equipment is being used to only a fraction of its capacity, and municipalities could effect substantial savings by delaying any further installation of this type of equipment until full use is made of that already in place. It is considered that an excellent case has been made for the establishment of local government data centres on a multiregional basis, to be controlled and operated by the municipalities and regional districts. Participation in such centres on a joint basis would eliminate the very costly process of developing programmes and systems in isolation for individual municipalities, which is the practice which has been followed in the past. We are endeavouring to encourage local governments to co-operate with each other in this matter, and on the administrative level a number have displayed an active interest in the programme.

The *Municipal Finance Authority of British Columbia Act* enacted at the 1970 Session of the Legislature provided for the establishment of a Municipal Finance Authority. The object of the authority is to provide financing of water, sewer, and pollution-abatement facilities for the regional districts and their member municipalities by the issue of debentures or other evidences of indebtedness, and lending the proceeds to those areas on whose request the financing is undertaken. The executive and administrative powers and duties of the authority are vested in a Board of Trustees who are elected as prescribed in the Act. The authority held its inaugural meeting in Victoria on April 22, 1970, at which time the chairman of the authority and chairman of the Board of Trustees were elected.

We have endeavoured to assist the authority in supplying financial and other statistical information relating to local government in British Columbia and in the preparation of draft by-laws.

The condition of the bond market generally over the past year has not been attractive, and exceptionally high rates of interest prevailed throughout most of the year. The picture now appears more favourable, and it is anticipated the authority will be entering the market in the near future with a debenture issue on behalf of its members.

The work of the Technical Branch of the Joint Study Committee on Provincial-Municipal Finances was completed during the year, and copies of the report of this committee were forwarded to the Union of British Columbia Municipalities.

The former Deputy Minister, Mr. J. E. Brown, now retired, acted as cochairman, and other senior staff members served on the committee.

By-laws and other related documents are submitted to the Department in draft form, at three readings and at adoption for various purposes, and all are reviewed and examined before any suggestions are offered on form or content. Many of the initial submissions are found to be satisfactory, while others result in the exchange of considerable correspondence. Of the 916 by-laws examined and registered, 75 were district by-laws, 236 town by-laws, 560 village by-laws, 34 regional district by-laws, and 11 improvement district by-laws; 124 certificates of approval for municipal loan by-laws were issued and 24 debenture issues were submitted for examination and certification, which consisted of 3,526 debentures with a total par value of $5,367,907.

Minutes of Council were prepared for a variety of purposes and 456 were subsequently approved by the Lieutenant-Governor in Council. Of this number, 95 authorized the abandonment and vesting of portions of highway in municipalities, 75 approved municipal rates by-laws for water and sewer and electricity, 41 authorized the appointment of members of Boards of Variance and Boards of Commissioners of Police, and 98 were for regional district purposes, of which 35 approved zoning and subdivision by-laws; the balance met other legislative requirements.

As the annual edition of *Municipal Statistics* is an important source of information to investment houses, financial institutions, and others, distribution of the publication is made as early in the year as possible; *Municipal Statistics* includes some 35 different schedules. Prior to publication, the financial and statistical returns of the municipalities and regions are closely edited to ensure conformity and adherence to statutory and other requirements.

On June 17, 1970, by Order in Council 2001, pursuant to special legislation (the *Municipalities Enabling and Validating (Amendment) Act, 1968*), T. F. Moore was appointed Commissioner to determine and redefine the boundaries of The Corporation of the Township of Chilliwhack, The Corporation of the District of Kent, and The Corporation of the District of Sumas. Three hearings have been held in the offices of the municipalities, and the Commissioner is presently waiting for further written submissions.

The Union of British Columbia Municipalities held its convention at Penticton, and senior members of the staff attended to provide an opportunity for those interested to discuss local problems. Kamloops was chosen as the site for the annual conference of the Municipal Officers' Association of British Columbia and, as at similar meetings, Departmental staff participated in the programme. Senior members of the staff also participated as resource personnel in a number of other seminars sponsored by the University of British Columbia and the Union of British Columbia Municipalities.

The annual shield award presented by the Minister of Municipal Affairs as an incentive to increase turn-out at municipal elections open to all municipalities in three categories was received by the following for the year 1969:

	Per Cent
Cities and towns—Revelstoke	75.45
District municipalities—Hudson's Hope	62.97
Village municipalities—Ashcroft	75.66

Second-place municipalities were Kelowna (cities and towns) with 68.60 per cent, Gold River (district municipalities) with 62.93 per cent, and Lake Cowichan (village municipalities) with 73.71 per cent.

In co-operation with the British Columbia Hospital Insurance Service, a seminar was held in Burnaby which was attended by regional district representatives and senior Departmental staff. Legislation was the main topic, although other aspects of regional government were also discussed.

As the phase-out of the four-year municipal administration course sponsored by the Department and provided by the Faculty of Commerce and Business Administration of the University of British Columbia continued, the 1970/71 academic year saw the third-year applications accepted for the last time. In the 1971/72 academic year, only fourth-year applications will be accepted. Arrangements have been made with the Chartered Institute of Secretaries and the Certified General Accountants' Association to accept applications from those persons who wish to participate in courses directed toward local government administration and finance. Upon graduation from the course offered by the Chartered Institute of Secretaries, a person may apply for a senior certificate in municipal administration or finance, depending upon experience and the office which he holds. Graduates may be granted a professional degree "A.C.I.S." (Associate of the Chartered Institute of Secretaries). Twelve persons employed in the municipal field have enrolled in this course for the 1970/71 academic year.

Those persons enrolled in the undergraduate course of the Certified General Accountants' Association, which refers to subjects principally in the financial administrative field, will, as they complete the various phases of the course, receive recognition toward a certificate of proficiency in municipal finance. Since this special course material includes mandatory subjects to meet the requirements of certification of a certified general accountant, the student has the opportunity of continuing his studies to meet the qualification of the professional designation of "C.G.A." Twenty applications for enrolment in this special course have been received in the 1970/71 academic year from persons employed in the municipal field.

Prompted by the phasing-out of the Municipal Administration Course, and also with the object of providing those presently certified and working in the field of public administration with a means of upgrading their specific skills, a Continuing Education Committee was formed by the Municipal Officers' Association. This committee offered a two-day seminar in management techniques immediately prior to the May 1970 conference of the association, the attendance at which exceeded anticipated enrolment. The success of this initial venture has resulted in the presentation of two six-day seminars which will immediately precede and follow the 1971 conference of the association.

Enrolment in the present correspondence course, which has the first and second years phased out, is: Third year, 35; and fourth year, 32. In addition, a special one-year course for Assessors has an enrolment of five.

Nineteen certificates of proficiency were granted by the Board of Examiners, on which the Department is represented. The following table shows the classifications of the certificates issued for 1970 and the total number which have been issued:

Certificates	1970	To Date
Junior	4	75
Senior Administration	7	93
Senior Finance	6	93
Property Appraisal	2	53
Totals	19	314

LEGISLATION CHANGES

The most significant legislation pertaining to municipalities during the 1970 Session of the Legislature was the enactment of the *Municipal Finance Authority of British Columbia Act,* which is discussed elsewhere in this Report.

Amendments to the *Municipal Act* were mainly of a technical nature, but certain amendments to the regional district provisions are of substance. The community and regional planning function which the majority of the regional districts had been granted by Letters Patent were made statutory powers of all regional districts. The power to undertake local works and services in nonmunicipal areas and to provide contract services to municipalities was also made statutory. Regional districts were also granted authority to permit Sunday sports and entertainment in nonmunicipal areas on the same basis as municipalities, and the power to make grants, not exceeding the product of one-tenth of a mill, to organizations deemed to contribute to the general interest and advantage of the region. Another substantive change was in the method by which regional districts may be granted certain functions. The functions of public housing, trunk-sewers, and sewage disposal may be granted at the request of the Regional Board alone. Also, where a requested function is of a regulatory nature or a service of general application or benefit, it may be granted if the request receives the affirmative vote of two-thirds of the Directors with two-thirds of the votes and the consent of two-thirds of the member municipalities which are to participate. The annual cost of any such function must not exceed the product of one-half mill, and the annual cost of all such functions combined must not exceed the product of one mill.

The *Municipalities Enabling and Validating Act* was again amended to meet special circumstances relating to particular regional districts, municipalities, and improvement districts.

An amendment to the *Municipalities Aid Act* increased the annual Provincial local government grant by $2 to a total of $30 *per capita.* The total amount of the grant in 1970 to all municipalities was $46,783,377. Services to which this grant applied were the construction, repair, or improvement of streets and roads, control of pollution, policing, parks, ambulance service, encouragement of tourism and industrial development, social services, and other services for which the municipality does not receive Provincial grants or which are not included in Provincial-municipal shared-cost programmes.

NEW INCORPORATIONS AND CHANGES IN STRUCTURE

INCORPORATIONS AND CHANGES IN STATUS

Two new villages were incorporated as instant municipalities—the Village of Tahsis on the 17th of June and the Village of Logan Lake on the 10th of November. Effective the 2nd of January 1971, the Village of Lions Bay was incorporated after a plebiscite that was held during December 1970. A vote was held in the Fort Nelson area on the question of incorporation, which resulted in 87 voting in the affirmative and 81 voting in the negative. The subject of incorporation of the area is presently under review.

The District of Salmon Arm and the Village of Salmon Arm voted in favour of amalgamation in June. Letters Patent were issued, effective the 1st of September, which authorized the amalgamation of the two municipalities under the corporate name of the District of Salmon Arm. A study completed by the Regional District of Nanaimo on the feasibility of the incorporation of the area of Greater Nanaimo as a municipality resulted in a plebiscite being held on the proposal to amalgamate the City of Nanaimo and a number of adjacent improvement districts. The vote failed by a narrow margin to support the concept of incorporation of a municipality encompassing the larger area.

The population of 3,208 persons in the Village of Valleyview, established by local census after incorporation in 1969, was well above the limitation set for villages by legislation and, as a result, Letters Patent were issued to change the status of the village municipality to a town, effective the 1st of January, 1971.

Continued interest was shown by several Indian bands in the benefits of local government, and progress has been made toward incorporation of one or two areas. A proposal to incorporate the Cape Mudge Band is now before Federal authorities.

MUNICIPAL BOUNDARY EXTENSIONS

Twenty-three municipal boundary extensions were authorized by the issue of supplementary Letters Patent; Table 1 shows the municipalities affected, together with the resulting adjustment in areas and changes in population. Population is determined by local census in the extension areas, and the original population is established by using 1966 census figures as a base.

Plebiscites were held in extension areas proposed by the Councils of the Village of Cumberland, City of Fernie, Town of Quesnel, and Village of Valemount, and the required three-fifths majority of the votes cast in favour of the proposal was met in the areas of Cumberland, Quesnel, and Valemount; supplementary Letters Patent were issued to authorize these extensions.

As a result of the representations made on the projected extensions to the boundaries of the City of Kamloops, hearings were conducted by the Minister at Kamloops on the 27th and 28th of October to provide an opportunity for the submission of briefs, both written and verbal, by those parties interested in the proposals. After the hearings, the Minister's recommendations were made public.

IMPROVEMENT DISTRICTS AND LOCAL AREAS

The improvement districts of Shawnigan and Cowichan Bay petitioned for an extension of their boundaries, and the extensions were authorized by issue of supplementary Letters Patent.

In co-operation with the British Columbia Hospital Insurance Service, 32 of the 35 hospital improvement districts, transferred from the Water Rights Branch of the Department of Lands, Forests, and Water Resources to this Department, have been dissolved under the provisions of the *Regional Hospital Districts Act,* and their assets and liabilities transferred to the regional districts. Six of these dissolutions were completed this year.

At the request of the Trustees of Draper Creek Waterworks District, the improvement district was dissolved and the Council of the District of Mission agreed to accept the assets and liabilities of the improvement district and supply the service on a specified-area basis. Later, at the request of Council, the service was integrated into the over-all municipal system. Cottonwood Island Improvement District, situated in an extension area of the City of Prince George, was dissolved, and the obligation to provide the services that were objects of the improvement district was assumed by the city.

A number of local service areas established under the *Local Services Act* were either dissolved or the service was directly transferred to regional districts under the authority of supplementary Letters Patent. Phair Flats and Burns Lake Local Areas established for fire protection were dissolved, and the services are now provided on a specified-area basis by the Regional Districts of Squamish-Lillooet and Bulkley-Nechako respectively.

As unincorporated communities in the Province grow and new ones are established, we are continuing to encourage the people residing in such areas to consider municipal incorporation, and all available assistance will continue to be offered to incorporation committees to assist them in their efforts.

ASSESSMENT AND TAX COLLECTION

The growth in assessed values of real property and revenue from taxation of these properties over the past 10 years is portrayed in the following table. It will be noted that revenue from this source of taxation in 1969 totalled $286,239,110, and continues to be the major source of revenue of British Columbia municipalities. Of the total taxation revenue, $148,880,076 represented taxation for general municipal purposes, and $137,359,034 represented taxation for school purposes.

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

Year	Gross Assessed Values		Assessed Values Actually Taxed		Tax Revenue
	All Properties	Taxable Properties	School	Municipal	
	(Millions)	(Millions)	(Millions)	(Millions)	(Thousands)
1961	$3,717	$3,143	$2,508	$1,920	$122,272
1966	4,808	4,071	3,315	2,549	192,056
1967	5,292	4,507	3,653	2,780	224,840
1968	5,797[1]	4,885[1]	3,950	4,372	251,693
	7,477[2]	4,958[2]			
1969	6,352[1]	5,400[1]	4,402	5,404	286,239
	8,329[2]	5,618[2]			
1970	6,972[1]	5,905[1]	4,835	6,072	315,000[3]
	9,192[2]	6,226[2]			

[1] School values. [2] Municipal values. [3] Estimated.

A further analysis of the assessed values of real property is provided in the table below, which indicates the distribution of 1970 assessed values by class of municipality, with the percentage increase over 1969 shown in parentheses.

	General Municipal Gross Assessed Values		Assessed Values Actually Taxed	
	All Properties	Taxable Properties	School	Municipal
	(Millions) (%)	(Millions) (%)	(Millions) (%)	(Millions) (%)
Cities	$1,574 (9.5)	$1,025 (9.0)	$1,131 (7.7)	$934 (12.9)
Districts	3,509 (12.7)	2,349 (13.8)	2,142 (12.3)	2,318 (15.7)
Towns	164 (0.6)	102 (.....)	118 (.....)	98 (.....)
Villages	161 (19.3)	102 (22.9)	111 (20.6)	96 (23.1)
Subtotals	$5,408 (11.5)	$3,578 (12.2)	$3,502 (10.6)	$3,446 (14.7)
Vancouver	3,784 (8.7)	2,648 (8.9)	1,333 (7.8)	2,626 (9.5)
Totals	$9,192 (10.4)	$6,226 (10.8)	$4,835 (9.8)	$6,072 (12.3)

The increase in assessed values actually taxed for general municipal purposes from $2,780,000,000 in 1967 to $5,404,000,000 in 1969, and to $6,072,000,000 in 1970, was principally due to a change in policy by the Cities of Vancouver and Penticton, and the Districts of Burnaby, Peachland, Summerland, and West Vancouver. These municipalities have elected to utilize a separate assessment roll for general municipal purposes, in which land and improvements are assessed at their actual value, as permitted by the provisions of the *Municipal Act,* rather than to adopt the assessed values of land and improvements, as determined pursuant to the *Assessment Equalization Act.* Under the *Assessment Equalization Act,*

assessed values for taxation purposes under the *Public Schools Act* are 50 per cent of actual value.

The total assessed values actually taxed for school purposes in the Province in 1970 amounted to $6,371,733,456, which represents an increase of approximately $600,000,000 over the values taxed in 1969. The assessment values in city, district, town, and village municipalities amount to 76 per cent of this total, or $4,835,567,385. On this basis of growth, it is anticipated revenue will reach $315,000,000 in 1970, from real property and other sources of taxation for school and general municipal purposes, which would represent an increase of approximately 64 per cent over the revenue of five years ago.

Tax collections have again shown a slight improvement over the previous year. The collection of current taxes in cities and districts exceeds 96 per cent of the levy, villages collected in excess of 95 per cent, and towns were slightly lower, with nearly 94 per cent.

Chart 1 shows the percentage of tax collections for the period 1959 to 1969, inclusive, and Table 2 reveals further information relative to tax collections, by class of municipality, for the years shown.

British Columbia municipalities continue to maintain the highest percentage of current tax collections among provinces in Canada, publishing statistics of a comparable nature, while the percentage of arrears of taxes is the lowest, as indicated in the 1968 published statistics.

	Per Cent
British Columbia—	
Collection of current taxes	96.5
Arrears on adjusted levy	4.5
Alberta—	
Collection of current taxes	89.2
Arrears on adjusted levy	13.7
Saskatchewan—	
Collection of current taxes	89.0
Arrears on adjusted levy	12.0
Ontario—	
Collection of current taxes	94.6
Arrears on adjusted levy	8.2
Nova Scotia—	
Collection of current taxes	85.4
Arrears on adjusted levy	23.7

The tax-collection picture in municipalities has always been considered one of the primary indications, not only of the efficiency of the administration, but also of the ability of the taxpayer to meet the municipal tax levy promptly. While economic factors may have contributed substantially to the favourable position indicated in the property-tax field, municipal treasurers and collectors are to be congratulated for their continued efforts in maintaining this high rate of tax collection.

REVENUES AND EXPENDITURES

A review of the audited financial statements and other statistical information indicates that British Columbia municipalities, generally, continue to enjoy a favourable financial position. Table 3 and Chart 2 indicate the trends in various financial aspects of municipal government, as compared to population and income.

During the year 1969, the last year for which audited financial statements are available, revenues, including those of all utilities, were in excess of $460,000,000. General municipal taxation of $149,000,000, and school taxation of $137,000,000, were the major revenue sources. These have increased $19,000,000 and $16,000,000 respectively over the amounts receivable in 1968. Transfers from Other Governments accounted for $97,000,000 of which $86,000,000 was in the way of Provincial Government grants, excluding capital and special-purpose grants, an increase of $10,000,000 over the amount received in the previous year. Revenue from Own Sources amounted to $77,000,000. The school taxation levy was offset by the application of the home-owner grant payments of $48,000,000, an increase of $7,000,000 over 1968, leaving a net of approximately $89,000,000 in school taxes payable by the property owner.

Chart 3 indicates the *per capita* and percentage of revenues of the various classes of municipalities by major source for the 1969 fiscal year. Chart 4 reflects the expenditure by major function of these funds, on a *per capita* basis, and as a percentage of total expenditure.

RESERVES AND SURPLUSES

Statutory reserve funds of the various municipalities have again shown a marked increase over the previous year. At the end of 1969 these funds, held for a variety of purposes, amounted to $39,000,000, an increase of $3,000,000 or 8.3 per cent over the previous year, after giving effect to the fact that during the year 1969 approximately $7,000,000 from reserve funds was expended on capital works during the year. It is interesting to note that over the last five years the amount held in these reserve funds has increased from $28,000,000 to the current figure of $39,000,000, an increase of 39 per cent.

The total of statutory reserves and operating reserves and surpluses held in all accounts of the municipalities was $94,805,709. This represents 29 per cent of the total revenue, excluding school taxes, of the municipalities. Of this total, $72,189,227 is held in liquid form or in investments authorized by Statute, and a portion of the surplus is represented in arrears of taxes and other receivables.

The following table provides an analysis of these reserves and surpluses by class of municipality:

	Reserves	Surpluses	Total	Total Revenue[1]
				(Per Cent)
Cities	$17,211,545	$8,327,927	$25,539,472	27.44
Districts	27,089,773	13,197,903	40,287,676	33.83
Towns	797,315	663,080	1,460,395	17.61
Villages	875,503	1,562,939	2,438,442	36.16
Subtotals	$45,974,136	$23,751,849	$69,725,985	30.69
Vancouver	22,817,607	2,262,117	25,079,724	25.80
Totals	$68,791,743	$26,013,966	$94,805,709	29.23

[1] Excluding school taxation.

CAPITAL PROGRAMMES

The value of capital projects undertaken during 1969 by municipalities amounted to $118,000,000. This represents a substantial increase over the programme of the previous year which amounted to $101,000,000. Of this total programme, $102,000,000 was completed during the fiscal year, leaving a balance of works in progress of $16,000,000 at the year-end. In the total capital programme, municipalities were able to provide $36,000,000 out of current general revenue and utility revenue funds, $7,000,000 from reserve funds, and approximately $5,000,000 was obtained from grants-in-aid from the Provincial and Federal Governments. The balance of the amount expended was financed by debenture loans, temporary bank loans, and other methods of financing. Earlier projections by municipalities for capital expenditures in 1969 totalled $108,000,000, actual projects undertaken during 1969 were valued at $118,000,000, indicating that municipalities, in some instances, were able to accelerate their capital programme or, because of necessity, were called upon to alter their capital budget programme. Figures reflecting the activity in this area over the past five years are as follows:

Year	Projects Undertaken	Works Completed	Works in Progress	Source of Funds		
				Revenue	Reserve Funds	Grants
1965	$103,000,000	$87,000,000	$16,000,000	$16,000,000	$5,000,000	$7,000,000
1966	118,000,000	99,000,000	19,000,000	21,000,000	5,000,000	8,000,000
1967	117,000,000	102,000,000	15,000,000	29,000,000	6,000,000	6,000,000
1968	101,000,000	87,000,000	14,000,000	34,000,000	5,000,000	3,000,000
1969	118,000,000	102,000,000	16,000,000	36,000,000	7,000,000	5,000,000

The trend in authorized term borrowing over the past five years is indicated below.

Year	Regional Districts	Cities	Districts	Towns	Villages	Total
1966	.....	$12,601,600	$10,206,513	$771,500	$1,083,775	$24,663,388
1967	$2,345,500	4,440,914	21,315,016	1,136,381	1,518,895	30,756,706
1968	567,750	5,754,270	41,051,821	1,200,693	2,392,945	50,967,479
1969	4,084,500	6,288,970	11,552,108	75,360	1,342,616	23,343,554
1970	13,531,000	15,909,500	13,903,894	3,545,751	558,050	47,448,195

The sharp increase in authorized borrowing between 1967 and 1968 is the result of increased borrowing for sewer programmes. The decline shown in 1969 is a reflection of the restraint practised by municipalities in avoiding long-term debt during the period when exceptionally high interest rates for this type of borrowing were in effect. As in 1968, the sharp increase in authorized borrowings during 1970 is attributable to a substantial increase in borrowing for sewer programmes, due, no doubt, to the rapid development in urban communities. There is also a modest increase in borrowing for other capital projects such as parks and recreation, waterworks, and road improvements.

The difficulties experienced in the presentation of the five-year capital expenditure programme in its initial year have, in most part, been overcome, and the presentations for 1970 are now providing meaningful information and guidance to municipalities, to the Department, and to financial institutions. A summary of the

capital expenditure programmes by year is listed below. Included in the "General" heading, under "Classification of Expenditures," are all capital expenditures on roads, sidewalks, buildings, land purchases, and other capital projects not related to either water or sewerage systems. It is encouraging to note that municipal Councils are continuing in their effort to finance a large portion of their capital works out of current revenue and reserves. An analysis of this summary indicates that expenditures from current revenue and reserves represent approximately 44 per cent of the total programmes.

Five-year Capital Expenditure Programmes Summary by Year for All Municipalities (Including Vancouver)

Classification of Expenditures

Year	Water	Sewer	General	Total
1970	$14,060,144	$24,478,167	$92,747,863	$131,286,174
1971	8,748,075	26,992,185	96,337,844	132,078,104
1972	9,976,234	19,877,671	86,438,837	116,292,742
1973	8,532,700	14,978,035	74,008,969	97,519,704
1974	8,372,750	11,626,939	66,502,261	86,501,950
Totals	$49,689,903	$97,952,997	$416,035,774	$563,678,674

Source of Funds

Year	General Revenue	Grants	Reserve Funds	Prior Years' Surplus	Debenture Sales
1970	$36,183,598	$5,230,975	$25,571,539	$2,086,277	$62,213,785
1971	35,551,505	6,773,876	15,485,871	130,167	74,136,685
1972	33,890,638	4,467,262	12,386,048	46,700	65,502,094
1973	34,347,729	2,589,548	10,228,454	78,800	50,275,173
1974	33,626,566	1,993,415	8,970,000	70,142	41,841,827
Totals	$173,600,036	$21,055,076	$72,641,912	$2,412,086	$293,969,564

During 1970, municipalities were faced with increasing pressures to provide municipal services, particularly sewerage systems, with the result that, while there was one less borrowing by-law approved compared to the previous year, the total borrowing authorized in 1970 was more than twice that of the previous year. Ninety-nine term borrowing by-laws of both municipalities and regional districts were approved by the Inspector of Municipalities. Of these by-laws, 89 were subsequently adopted, either upon the initiative of Council following statutory advertising procedures, or, where necessary, the assent of the owner-electors. This reflects the very high degree of taxpayer acceptance enjoyed by British Columbia local governments in the presentation of borrowing measures.

The total new borrowings authorized by issuing agencies during the year of $47,448,195 for various categories of projects are summarized on page 20. The amount authorized is nearly $24 million more than that authorized in 1969. The actual debt commitment for many of these schemes will be spread over a number of years under a progressive construction programme.

Included in the total authorized borrowing is some $975,000 in short-term loans authorized under the *per capita* borrowing provisions of the *Municipal Act.*

Borrowing Authorization, 1970

Purpose	Regional Districts	Cities	Districts	Towns	Villages	Total
Waterworks		$965,000	$3,414,000	$850,000	$116,390	$5,345,390
Sewers and drains	$12,685,000	5,551,000	5,724,645	2,434,000	361,000	26,755,645
Parks and recreation	583,000	20,000	350,000			953,000
Civic buildings		4,766,500	232,500	55,000	29,900	5,083,900
Consolidated local improvements		750,000	3,177,749			3,927,749
Road improvements and sidewalks		3,857,000	725,000		5,260	4,587,260
Equipment (including fire protection)	263,000		280,000	206,751	45,500	795,251
Totals	$13,531,000	$15,909,500	$13,903,894	$3,545,751	$558,050	$47,448,195

Borrowing by the City of Vancouver and by the Metropolitan Sewer Boards is not subject to the approval of the Inspector of Municipalities and, therefore, has not been included in the above table. The borrowing authorized for regional districts does not include some $33,500,000 borrowed by the Greater Vancouver Regional District on behalf of a number of its member municipalities and the Greater Vancouver Sewerage and Drainage District.

Despite an over-all increase in the amount of borrowing authorized, there was a decrease in the amount of anticipated borrowing for local improvement works. Projects estimated to cost in excess of $3.6 million were given preliminary borrowing approval, which is some $4.3 million less than that authorized in 1969. While many local improvement projects are financed internally through special improvement funds rather than by way of a debenture issue, projects in the amount of more than $3 million were financed during the year by the issue of debentures and are included by issuing authority in the previous table.

In addition to new loan-authorization by-laws, 44 security-issuing by-laws were approved; these by-laws specify the details of debenture issues and other securities which previously had been approved in principle only. The total debentures and securities approved for issue in 1970 amounted to $27,644,068.

There were no municipal debenture issues guaranteed under the provisions of the *Municipalities Assistance Act* in 1970. The total amount of debentures guaranteed by the Province under the *Municipalities Assistance Act* outstanding as at December 31, 1970 was $64,259,746; details are shown in the following schedule. In addition, debenture debt guarantee by the Province under the *Greater Vancouver Sewerage and Drainage Act* outstanding as at the end of the year amounted to $22,970,000.

Outstanding Debentures Guaranteed

	Village Municipalities Assistance Act	Municipalities Assistance Act	Total
Cities (excluding Vancouver)	$557,300	$12,329,845	$12,887,145
Districts	587,000	12,073,301	12,660,301
Towns	938,500	2,061,500	3,000,000
Villages	443,300	3,308,000	3,751,300
Totals	$2,526,100	$29,772,646	$32,298,746
Vancouver		11,329,000	11,329,000
Greater Victoria Water District		632,000	632,000
Greater Nanaimo Sewer and Drainage District		1,626,000	1,626,000
Greater Nanaimo Water District		73,000	73,000
Greater Vancouver Water District		18,301,000	18,301,000
Grand totals	$2,526,100	$61,733,646	$64,259,746

Total debenture debt as at December 31, 1969 of all municipalities, including the City of Vancouver, is shown below. The debenture debt of the Greater Vancouver Sewerage and Drainage District and the Greater Vancouver Water District is not included.

	Sold	Unissued and Unsold	Total
Cities	$65,675,965	$13,214,421	$78,890,386
Districts	90,395,607	47,209,648	137,605,255
Towns	7,793,543	1,949,412	9,742,955
Villages	6,629,659	3,351,214	9,980,873
Regional districts	1,077,575	6,010,500	7,088,075
Subtotals	$171,572,349	$71,735,195	$243,307,544
Vancouver	166,935,753	----------	166,935,753
Totals	$338,508,102	$71,735,195	$410,243,297

Debenture sales for all municipalities amounted to $28,244,350 for the year 1969. This resulted in an increase of $9,000,569 to the total outstanding debenture debt of all municipalities for 1969, after giving effect to the retirement of debentures maturing during the year.

The percentage of current revenue expended to service debenture debt, excluding utilities, in cities, districts, and towns declined in 1969, and increased slightly in villages. Figures for 1969 are shown below, along with the 1968 figures in parentheses:

	Per Cent
Cities	7.0 (7.8)
Vancouver	8.9 (11.7)
Districts	6.3 (6.7)
Towns	7.4 (7.6)
Villages	6.0 (5.3)

Debenture debt of utilities is serviced almost entirely by revenues derived from charges paid by the consumer and by frontage taxes.

REGIONAL DISTRICT ACTIVITIES

Previous Annual Reports of the Department have dealt with the incorporation of regional districts, including an outline of the objects of the legislation which was adopted during the 1965 Session of the Legislature and under which they have been incorporated. The Report this year reflects the continuing interest and activity in this field.

The past year marked a further expansion of local government services undertaken by the regional districts. Emphasis on the development of the regional concept of local government and on regional district services continues to absorb much of the Department's time and resources.

Table 4 shows new functions assumed by the 28 regional districts in the Province during the past 12 months. Table 5 summarizes the functions undertaken to date by all regional districts. Of special significance is the assumption by two regional districts of the powers of acquisition and development of regional parks, under the *Regional Parks Act,* bringing to eight the number of regional districts with this function. Other important new functions include the development of a trunk-sewer and sewage-disposal system by the Central Fraser Valley Regional District. Greater Vancouver is in the process of assuming public housing, which is a first in this field. Of interest in the Greater Vancouver Regional District is the progress being made to meet urban-transportation problems through consideration of a regional approach to public transportation.

Reflected in the summary of functions is the growing range of activities of regional districts and the variation in the types of services being provided. Following some five years of operation, regional districts now provide 27 different services as functions on behalf of member areas. By comparison, in 1966 the number of different functions provided was eight. The trend toward the development of services on a multimunicipal approach continues to grow. Many municipalities are now co-operating through the medium of the regional district in providing services and facilities for greater community areas, or in concert with the regional district are conducting an examination of the possibilities of such an approach. Regional provision of services common to municipalities and neighbouring nonmunicipal areas continues to expand. Many community services in the nonmunicipal areas of the Province are being provided by regional districts either as a direct service or by a municipality on contract through the regional district.

Apart from new functions, or expanded functions to include additional participating member areas, a number of regional districts were issued supplementary Letters Patent for such purposes as the extension or revision of both external and internal boundaries, administrative amendments to functions, powers and Board structure, and other similar procedural changes. All regional districts were granted supplementary Letters Patent providing the means of controlling large public gatherings.

At the last Session of the Legislature, all regional districts were given the statutory power of providing local community works and services for nonmunicipal areas subject to either a successful vote or petition of the owners of benefitting properties. Previously this power had been extended upon request only as a function for and on behalf of the nonmunicipal member areas of the regional district. Of the 15 specified service areas created for this purpose last year, two were established by the petition method and the remainder were created following a favourable vote.

Table 6 lists the specified service areas established during 1970 and gives an indication of the scope of service extended to nonmunicipal communities. Prior to the introduction of regional government, nearly all community services in the nonmunicipal areas of the Province were provided by improvement districts administered by the Water Rights Branch of the Department of Lands, Forests, and Water Resources, improvement districts incorporated under the *Municipal Act,* or in some instances local areas established under the *Local Services Act;* the latter two being administered by the Department of Municipal Affairs. Most nonmunicipal communities in need of local works or services are now turning to the regional district. Of the 15 specified service areas established in regional districts during 1970, many would have been formed as improvement districts or as local areas, with the resulting duplication of administrative organization had the regional district not been available as the means of providing the service. A number of the communities thus served are urban in character and will in time be absorbed within the boundaries of adjacent municipalities. Others, more rural in character, or isolated, likely will retain their present nonmunicipal status.

As well as being empowered to provide local community services on behalf of the nonmunicipal areas and the power to undertake works and services by contract for municipalities, the statutory powers of all regional districts have been broadened to include the responsibility for developing and adopting a regional plan, which may be described as a general scheme without detail for the projected uses of land. Coupled with the responsibility for developing a regional plan, each Regional Board is charged with developing community planning services for those portions of the regional district which are not municipally organized. This has been in co-operation with the Department and has resulted in the orderly transfer from Provincial jurisdiction of a number of community planning areas throughout the Province to the local regional district. In each case the regional district assumed or is negotiating the assumption of the existing building, subdivision, and land-use regulations as local by-laws, together with Departmental field personnel where staff was employed. Many regional districts have now adopted community planning regulations where none previously existed, and others have broadened the scope and application of former community planning area regulations.

As a result of this shifting in jurisdiction, the Departmental planning staff has been relieved of much of its former community planning duties and has been able during the past year to concentrate on its liaison role, both in respect to membership on the technical planning committees of the regional districts and in the encouragement of the development of regional plans. In facilitating this changeover, the planning officers on staff have been given new assignments, and each now has a group of regional districts for which he is charged with liaison duties.

The range and scope of regional services continues to grow. In all instances the request for a service is initiated by the member area or areas of the regional district that are to benefit. For many services the Regional Board merely consolidates and co-ordinates a service previously provided independently by one or more municipalities. To assist regional districts in meeting administration expenses, an annual grant of $6,000 is made to each regional district by the Province. In addition, each regional district is given an annual grant calculated at 15 cents *per capita,* with a minimum of $5,000, to assist in meeting costs incurred in environmental management.

ENVIRONMENTAL MANAGEMENT

The change of the name "Regional Planning Division" in the Department to "Environmental Management" is timely because in the past five years public attitude and demand have changed. While the historical goals of regional planning have been much the same as the demands of today, the former stress was on quantity and abundance, where now there is an added emphasis on the quality of the environment and concern for man to be a part of the environment, rather than being a master of it. Abstract goals, such as the reverence for life, self-realization of the individual, ecological balance, and the strong desire to maximize every opportunity to make the environment a good place in which to live, have an everyday and popular recognition. The word "planning" itself can be called the anticipation of future action. Putting that anticipation into action implies that the environment will have to be managed in the full sense of the word. Formerly, planning in the public's mind was equated in terms of regulation and, specifically, the control of private land use through the zoning by-laws. Now, the emphasis is shifting onto what is commonly called "development," where both the private and public sectors are partners in moulding the future environment. There has to be an accepted legal and administrative means of achieving these goals, and in the Department there are three Acts passed by the Legislature which do a great deal in allowing these objectives to be met.

The *Municipal Act* is most important in providing the opportunity to create the ways and means of achieving goals. Not only are the municipalities given this opportunity, but the regional districts have this same opportunity and, accordingly, the whole of the Province (except the relatively uninhabited north-west corner) is affected. Regional plans are a good general guideline to guide future development.

The regional plan for the Lower Mainland has been in operation since 1966 and is performing a better job than was anticipated. The administrative set-up, with four regional districts administering the plan, the reference of all matters to technical planning committees, and, above all, the quarterly meeting of the review panel affecting all four regional districts, has kept the plan a workable document, and, moreover, has pointed out to individual municipalities what matters in development are purely local and those which have regional implications. Regional plans were passed by the Regional Boards of Alberni-Clayoquot, East Kootenay, and Bulkley-Nechako Regional Districts last year, and they must be tested and reviewed from time to time. Administratively, a regional plan reflects the hopes and aspirations of the region in the future. It also reflects the concern that some of the kinds of problems which beset either municipalities or regions can be prevented in the future.

The technical planning committees are functioning in all regions. Not only do they perform their duty as an adviser to the Regional Board where the Board can get a consensus from municipal, Provincial, and in some cases, Federal departments, but communication has improved a great deal between all agencies, and matters of mutual concern are discussed and acted on in more of a collective manner than was the case in the past. In one regionl district, government officials meet quite voluntarily over and above their statutory requirements, and to this end the Ministers' Land Use Committee has endorsed a recommendation from their technical committee and their technical subcommittee, which follows: "Co-operation among civil servants in the resource departments in the field, which is already evident, should be encouraged. For example, civil servants concerned should make

use of the designated personnel already on the regional district technical planning committees."

Community planning in regional districts receives a great deal of attention, and here the Regional Boards are coming to grips with immediate land-use problems. The regulatory by-laws, such as zoning, building, and subdivision, have been passed to cover large areas in most regional districts now, and if they have not been passed, with one or two exceptions, they are in preparation. While almost all the regional districts have their planning staffs, they are overwhelmed in many cases with demands made on them, and, accordingly, the Department, wherever it can, has helped out over and above the usual assistance, to do contract work for either small municipalities or in settled parts of electoral areas where the problems are urgent.

Contract work is being done on Bowen Island and Lions Bay in the Greater Vancouver Regional District, in the new Village of Tahsis in the Comox-Strathcona Regional District, and general contract work for large areas in both the Cariboo and Nanaimo Regional Districts.

There has been an increasing interest in regional districts and municipalities with the idea of issuing the development permit as a more positive way of developing areas to promote greater efficiency and quality.

A municipal Council or Regional Board may set aside the traditional minimum standard zoning and subdivision by-laws and enter into more of a contractual arrangement with a person who wants to use the land in a way other than that specified in the by-laws. In the public interest, care must be taken to realize present and future public costs as an impact of the development, and the fulfilment of community goals which should be achieved in part at least. The public is protected in the same way as it has been for many years, because the issuance of a development permit is the equivalent to the amendment of a zoning by-law, and the necessary advertising opportunity for the objectives of the project to be inspected, and a public hearing are mandatory.

Early in 1970, with the possibility of the Olympic Winter Games coming to the Garibaldi area, the Department prepared an intensive and comprehensive report in which from time to time nine of the staff were involved, and excellent co-operation was given from the Provincial departments affected, such as the Departments of Lands, Highways, Recreation and Conservation, Mines and Petroleum Resources, and so on. From this report the necessary regulatory by-laws were passed, and the administration of the report was turned over to the regional district.

Special mention should be made of the technical planning committee of the Greater Vancouver Regional District, which contains about half the population of the Province. While the technical planning committee is large, it works in such a way that all members are involved in working committees on special problems which are reported to the Board. The rapid-transit study was one which received a great deal of attention, and other kinds of problems are being studied consistently. The important thing to emphasize is that studies are not being done by the regional staff in a vacuum; municipal, Provincial, and Crown agencies are involved, as well as the staff of the regional district, and in this way the Board receives a consensus and an integrated opinion, rather than a two-tier attitude that could have evolved if the technical planning committee did not exist. Furthermore, the exchange of technical information is a noteworthy by-product of the technical planning committee.

The role of the planning officers is changing. Where previously they were consultants and administrators helping to administer community planning areas and preparing community plans for small municipalities, now the administrative role is

lessened and a more creative challenge is given where they provide leadership, give all the help they can to the regional districts, supply technical information, and creatively do a wide pattern of jobs when called upon in addition to their former tasks. Regional planning, or environmental management, must not only tell the people what the region is, but how it works, so that there is a sound foundation for the Boards to make decisions on.

The *Local Services Act* continues to be an important administrative device for the Department. There are now only nine community planning areas left—

Community Planning Area Number 12 (Dawson Creek),
Community Planning Area Number 13 (Woodhaven),
Community Planning Area Number 14 (Courtenay-Campbell River),
Community Planning Area Number 15 (Taylor-Fort St. John),
Community Planning Area Number 16 (Sicamous),
Community Planning Area Number 17 (Fort Nelson),
Community Planning Area Number 23 (Shawnigan),
Community Planning Area Number 24 (Subdivision-Gulf Islands),
Community Planning Area Number 25 (Denman Island),

the others having been phased into the regional district operations. Nevertheless, from time to time there is a need to use the *Local Services Act* for a particular kind of immediate problem. Community Planning Area Number 24, which is a subdivision regulation covering the islands in the Strait of Georgia, provided a stop-gap regulation to meet a special purpose. There was concern about rapid development of the Gulf Islands, and this holding device restricted subdivisions to parcels of 10 acres or more until the various regional districts bordering around the islands in the Strait of Georgia could prepare plans and help create orderly development. As soon as a regional district prepares the plans, the regulation affecting that set of islands is rescinded. Community Planning Area Number 25 was established on Denman Island to help enhance development and protect the landscape.

Subdivision regulations were passed which cover all areas of the Province that are not already covered by regional district or municipal subdivision by-laws. These regulations were drafted by an interdepartmental committee, with officials from the Attorney-General's Department, the Departments of Lands, Health, Highways, and Municipal Affairs. The regulations are being given as wide a distribution as possible. They can be easily adapted as a municipal or regional district by-law.

The *Highways (Scenic Improvement) Act,* which was passed in 1968, is now receiving a great deal of attention. Many municipalities have asked that their roads be designated under this Act, and, similarly, the regional districts have shown an equal interest. The intent of the Act is to remove unsightly accumulations from the sides of the highways and on private land abutting them. In the regional districts, in co-operation with the Department of Highways, we have taken action on request, but the action taken is a Departmental responsibility and not that of the regional districts. Table 7 shows how many regional districts and municipalities have had their highways designated so far.

HOUSING, LAND ASSEMBLY, AND URBAN REDEVELOPMENT

PUBLIC HOUSING

Although public housing activity at the beginning of this year was slow, projects developed rapidly and there are 683 units of accommodation under contract for construction. This will bring the total of completed and contracted accommodation to 3,448 units. A further 100 units are awaiting contract or partnership approval, bringing the programme to a total of 3,548 units in response to municipal requests.

In addition, the municipal Councils of Port Alberni, Surrey, Langley, and Vancouver are requesting assistance in various forms of public housing which will provide over 1,000 units. Some of the smaller municipalities of the Province have made tentative approaches for assistance, and it is anticipated that there will be public housing activity in these communities in the coming year.

An important development is the proposal of the Greater Vancouver Regional District to undertake public housing as one of its functions, thereby making the provision of public housing in the Greater Vancouver area a regional responsibility. A summary of activity in this field follows.

Municipality	Units of Accommodation				
	Completed	Contract	Approved	Proposed	Total
Cities—					
Dawson Creek	50	.....	.....	.....	50
New Westminster	.....	101	.....	.....	101
Port Alberni	.....	.....	.....	20	20
Prince George	.....	50	.....	.....	50
Prince Rupert	134	.....	.....	.....	134
Victoria	184	.....	.....	.....	184
Districts—					
Burnaby	90	341	.....	.....	431
Langley	.....	.....	.....	40	40
Saanich	15	101	.....	.....	116
Surrey	.....	.....	.....	247	247
Subtotals	473	593	.....	307	1,373
Vancouver	2,292	90	100	729	3,211
Totals	2,765	683	100	1,036	4,584

LAND ASSEMBLY

Previous programmes of development of land for residential purposes by the Provincial-Federal partnership have provided 1,532 lots. Current programmes at Ladysmith and Masset will provide 196 residential lots. There have been some discussions with other municipalities with regard to new land-assembly projects. A firm request is being studied for a modest development of 30 to 40 lots in North Cowichan. The large land holding by the Provincial-Federal partnership in the District of North Vancouver is being studied as part of a long-range development programme of the entire area. Negotiations are under way in response to a formal request of the District of Mackenzie to develop approximately 125 acres of municipal land for a wide range of residential forms. The following presents a summary of activity in this field.

Municipality	Residential Lots			
	Completed	Contract	Proposed	Total
Cities—				
Courtenay	135	.....	....	135
Duncan	157	.....	....	157
Kimberley	50	.....	....	50
Prince George	177	.....	....	177
Prince Rupert	185	.....	....	185
Trail	480	.....	....	480
Districts—				
North Cowichan	.....	.....	34	34
Saanich	132	.....	....	132
Sparwood	216	.....	....	216
Towns—Ladysmith	.....	93	....	93
Villages—Masset	.....	103	....	103
Totals	1,532	196	34	1,762

Mackenzie, 125-acre land development.
North Vancouver, 740-acre land bank.

URBAN REDEVELOPMENT

The suspension of Federal approval of projects of urban redevelopment is still in effect. Current activity is aimed at completing projects in Vancouver, Burnaby, and Sparwood. Three projects were approved in 1970 for Port Coquitlam, Surrey, and Delta, which it is anticipated will rejuvenate the business cores of these communities within a short period of time.

With the exception of a special programme of experimental rehabilitation in Vancouver which is being studied, there are no new proposals from municipalities for urban-renewal activity.

TABLES AND CHARTS

TABLE 1—MUNICIPAL BOUNDARY REVISIONS, 1970

Municipality	Area (Acres)			Population		
	Before	Added	After	Before	Added	After
Cities						
Courtenay	1,880.50	38.60	1,919.10	5,861	*Nil*	5,861
Dawson Creek	4,304.98	257.21	4,562.19	12,392	82	12,474
Fernie	1,226.19	2.33	1,228.52	2,781	5	2,786
Grand Forks	2,372.42	66.81	2,439.23	2,634	135	2,769
Kamloops	7,763.97	527.80	8,291.77	22,177	(1)	.....
Kelowna	5,271.00	21.00	5,292.00	17,006	3	17,009
Prince George	6,348.70	5,749.94	12,098.64	24,985	882	25,867
Prince George (reduction)	12,098.64	—430.27	11,668.37	25,867	—171	25,696
Vernon	2,245.21	1,131.77	3,376.98	11,562	7	11,569
Districts						
Coldstream	18,872.00	18.71	18,890.71	2,660	*Nil*	2,660
Towns						
Quesnel	2,782.65	434.25	3,287.90	5,725	175	5,900
Quesnel (second)	3,287.90	170.00	3,457.90	5,900	177	6,077
Smithers	1,326.00	173.49	1,499.49	3,135	21	3,156
Williams Lake	1,969.80	1,770.94	3,740.74	3,592	34	3,626
Villages						
Ashcroft	288.30	32.85	321.15	1,154	*Nil*	1,154
Ashcroft (second)	321.15	612.48	933.63	1,154	137	1,291
Cache Creek	314.90	162.91	477.81	816	5	821
Cumberland	183.00	53.00	236.00	1,534	230	1,764
Lillooet	342.02	335.64	677.66	1,386	119	1,505
100 Mile House	261.82	26.49	288.31	957	82	1,039
Osoyoos	451.50	1.24	452.74	1,186	11	1,197
Port Edward	2,256.00	729.60	2,985.60	1,800	*Nil*	1,800
Valemount	640.00	346.00	986.00	656	83	739

[1] Figures not available at time of printing.

TABLE 2—PERCENTAGE TAX COLLECTIONS

	Percentage of Current Levy Collected	Total Collections as a Percentage of Current Levy	Outstanding Taxes as a Percentage of Current Levy
Cities (Except Vancouver)			
1939	81.10	99.10	40.16
1946	94.13	100.46	7.85
1965	95.92	100.01	5.49
1966	96.28	100.40	5.12
1967	96.61	100.30	4.57
1968	96.65	100.20	4.44
1969	96.82	100.32	4.15
Vancouver			
1939	91.00	103.10	30.06
1946	95.74	100.57	5.90
1965	95.66	100.39	6.45
1966	96.03	100.20	5.80
1967	96.36	100.15	5.04
1968	95.67	98.87	5.75
1969	96.11	99.96	5.22
Districts			
1939	77.60	95.80	34.81
1946	92.32	99.28	9.45
1965	96.05	100.31	5.33
1966	96.51	100.67	4.64
1967	96.69	100.17	4.22
1968	97.00	100.29	3.90
1969	96.85	100.08	3.95
Towns			
1958	89.55	97.06	13.62
1959	88.69	98.00	15.18
1965	92.87	99.93	9.94
1966	92.81	98.90	10.16
1967	93.21	99.75	9.84
1968	93.98	100.20	9.06
1969	93.45	99.46	9.08
Villages			
1939	76.50	98.30	38.71
1946	92.45	99.90	11.90
1965	96.04	100.31	5.52
1966	95.21	99.08	6.48
1967	95.64	100.07	6.16
1968	95.45	99.97	6.15
1969	95.70	100.27	6.39

TABLE 3—TRENDS IN FINANCIAL ASPECTS OF MUNICIPAL GOVERNMENT COMPARED TO POPULATION AND INCOME EXPRESSED AS INDEXES

Year	Population	Total Revenue (Excluding Utilities)	Building Permits	Debenture Debt	Maximum Values Taxable	Total B.C. Personal Income
1959	100.00	100.00	100.00	100.00	100.00	100.00
1960	103.02	108.12	76.53	104.99	107.51	104.28
1961	102.60	115.44	81.17	106.45	111.97	105.94
1962	107.64	122.31	92.72	107.22	123.20	113.05
1963	109.99	130.82	105.90	114.66	124.32	119.23
1964	113.59	140.39	140.95	116.68	128.00	129.91
1965	117.61	160.07	165.22	121.69	136.62	146.66
1966	119.68	180.80	167.88	133.12	147.44	163.16
1967	125.63	208.84	204.75	135.72	162.48	180.53
1968	130.46	239.57	218.99	135.69	175.68	195.19
1969	136.48	270.58	258.09	139.06	195.66	226.46

TABLE 4—FUNCTIONS ASSIGNED TO REGIONAL DISTRICTS DURING 1970

Alberni-Clayoquot—
- Disposal sites (auto bodies and refuse).
- Regional parks.
- Control of nuisances and unsightly premises.

Capital—
- Parks acquisition (Colwood and Langford).
- Trunk-sewers and sewage disposal without a vote in electoral areas.

Central Fraser Valley—
- Trunk-sewers and disposal (Matsqui, Sumas, and Abbotsford).
- Civil Defence.

Central Kootenay—Sports centre (Nakusp and defined part of Electoral Area K).

Central Okanagan—
- Refuse disposal (Electoral Areas B, C, D, E, and F and defined part of G and I).
- Soil-removal regulation (electoral areas only).

Comox-Strathcona—
- Noise control (Electoral Areas A to J).
- Emergency answering service (Comox, Courtenay, Cumberland, and Electoral Areas A, B, and C).

Cowichan Valley—
- Ice arena (Lake Cowichan, Electoral Area I, and defined part of F).
- Control of fireworks, firecrackers (all but Duncan and North Cowichan).
- Control of firearms (electoral areas only).

East Kootenay — Refuse disposal (Electoral Areas A to G).

Fraser-Fort George—
- Control of untidy premises.
- Nuisance removal.
- Health regulation.
- Soil-removal regulation (electoral areas).

Nanaimo—Soil-removal regulation (electoral areas).

North Okanagan—
- Okanagan Basin Water Board.
- German measles immunization.

Okanagan-Similkameen—
- Soil-removal regulation (electoral areas).
- German measles grant.

Powell River—
- Regional parks.
- Refuse disposal (Electoral Area D exempt).
- Ambulance service.
- Cemetery operation.

Squamish-Lillooet—Fireworks regulation (Lillooet, Pemberton, and electoral areas).

Sunshine Coast — Soil-removal regulation (electoral areas).

All regional districts were given regulatory powers for the purpose of exercising control over extraordinary gatherings.

TABLE 5—REGIONAL DISTRICT FUNCTIONS AS AT DECEMBER 31, 1970

	Alberni-Clayoquot	Bulkley-Nechako	Capital	Cariboo	Central Fraser Valley	Central Kootenay	Central Okanagan	Columbia-Shuswap	Comox-Strathcona	Cowichan Valley	Dewdney-Alouette	East Kootenay	Fraser-Cheam	Fraser-Fort George	Greater Vancouver	Kitimat-Stikine	Kootenay Boundary	Mount Waddington	Nanaimo	North Okanagan	Ocean Falls	Okanagan-Similkameen	Peace River-Liard	Powell River	Skeena A	Squamish-Lillooet	Sunshine Coast	Thompson-Nicola
Regional planning[1]																												
Community planning[1]																												
Building inspection[1]																												
Contract services[1]																												
Local works and services[1]																												
Grants-in-aid[1]																												
Ambulance						P			P	P		P		×			P			P				×				
Airport facilities										P																		
Air pollution	×													×					P									
Bus transit																												
Civil Defence					×																							
Control of gatherings	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×
Elderly citizens' housing									×								P											
Firearms			P			×			P	P								P						P				×
Fireworks	×		P			×				P								P						×		P		×
Health regulation										P				×														
Home nursing												P																
Library study																							P					
Nuisance control			P						P					×														
Okanagan Basin Water Board							×													×								
Pest control						P	×										P					×						
Recreation facilities			P		P	P				P										P		P						
Recreation programme					P	×		P	P									×										
Refuse disposal	×					P	P		P			P		P			P					P		P				
Regional parks	×		P			×		P	P			×		×				×						×				
Sewers			×		P												P											
Soil removal	×						P												P			P					P	
Urban renewal												P																
Water									P																		×	

[1] Assigned by Statute to all regional districts.

×=indicates function. P=indicates application of function in part of regional district only.

TABLE 6—REGIONAL DISTRICT SPECIFIED SERVICE AREAS ESTABLISHED DURING 1970

Bulkley-Nechako—
Electrification (Colleymount).
Sewer study (Vanderhoof North Side).

Cariboo—Fire protection (Red Bluff).

Central Kootenay—Fire protection (Ymir).

Central Okanagan — Refuse disposal (Westbank).

Comox-Strathcona—
Fire protection (Hornby Island).
Waterworks (Lake Trail and Powerhouse Road).

Fraser-Fort George—Street lighting (Crooked River).

Kitimat-Stikine—Street lighting (South Hazelton).

Nanaimo—
Fire protection (Protection Island).
Fire protection (Errington).
Fire protection (Coombs-Hilliers).

Okanagan-Similkameen—
Refuse disposal (Area C1).
Fire protection (Cawston and Keremeos).

Squamish-Lillooet — Fire protection (Alta Lake).

TABLE 7—HIGHWAYS DESIGNATED UNDER HIGHWAYS (SCENIC IMPROVEMENT) ACT, 1968

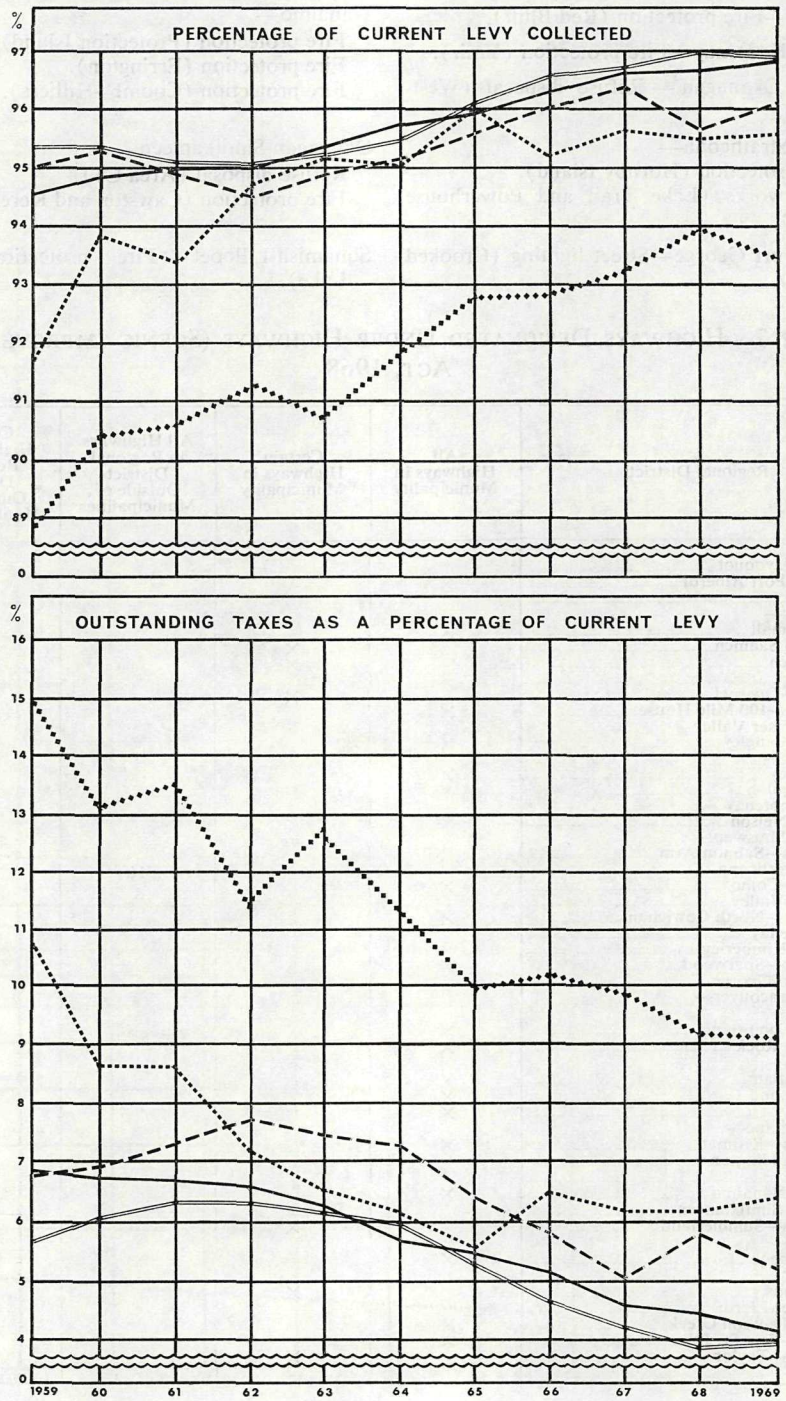
Regional District	All Highways in Municipality	Certain Highways in Municipality	All Highways in Regional District Outside of Municipalities	Certain Highways in Regional District Outside of Municipalities
Alberni-Clayoquot			×	
Cities—Port Alberni	×			
Capital				×
Districts—				
Esquimalt	×			
North Saanich		×		
Saanich		×		
Cariboo				×
Towns—Quesnel		×		
Villages—100 Mile House	×			
Central Fraser Valley—				
Cities—Langley	×			
Districts—				
Langley	×			
Matsqui	×			
Central Kootenay—				
Cities—Nelson	×			
Columbia-Shuswap—				
Districts—Salmon Arm	×			
Comox-Strathcona			×	
Towns—Comox	×			
Cowichan Valley				×
Districts—North Cowichan	×			
East Kootenay				×
Cities—Kimberley	×			
Districts—Sparwood	×			
Fraser-Fort George				×
Greater Vancouver—				
Cities—				
Port Coquitlam	×			
White Rock	×			
Districts—				
Coquitlam	×			
Richmond	×			
Surrey	×			
Kitimat-Stikine—				
Districts—Kitimat	×			
Mount Waddington				×
Nanaimo				×
Cities—Nanaimo	×			
Okanagan-Similkameen				×
Districts—Summerland		×		
Villages—				
Keremeos	×			
Oliver	×			
Osoyoos		×		
Peace River-Liard				×
Cities—Dawson Creek	×			
Towns—Fort St. John	×			
Villages—Taylor		×		

PERCENTAGE TAX COLLECTIONS

CHART 1

LEGEND

Cities
Districts
Towns
Villages
Vancouver

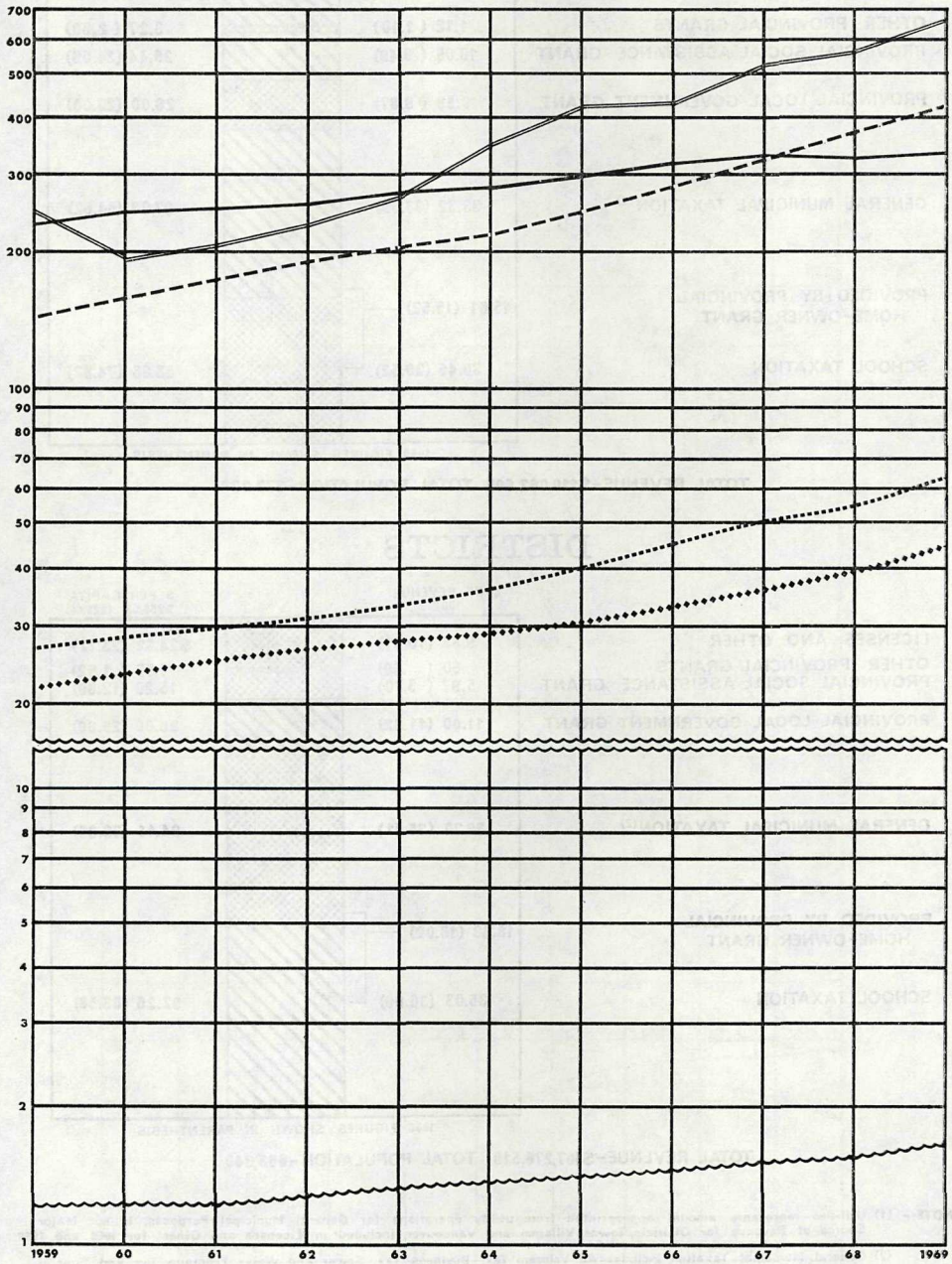


TRENDS IN FINANCIAL ASPECTS OF MUNICIPAL GOVERNMENT COMPARED TO POPULATION AND INCOME

CHART 2

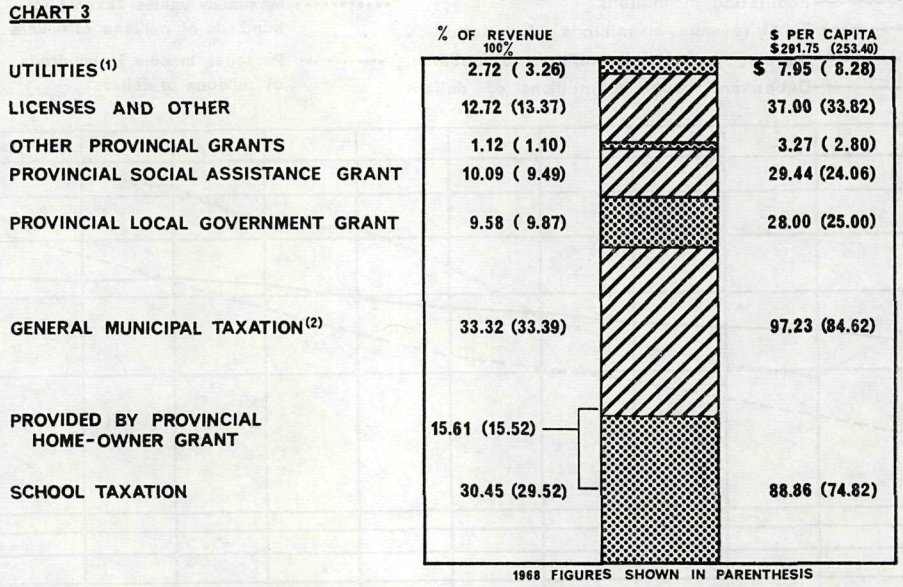
LEGEND

- 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



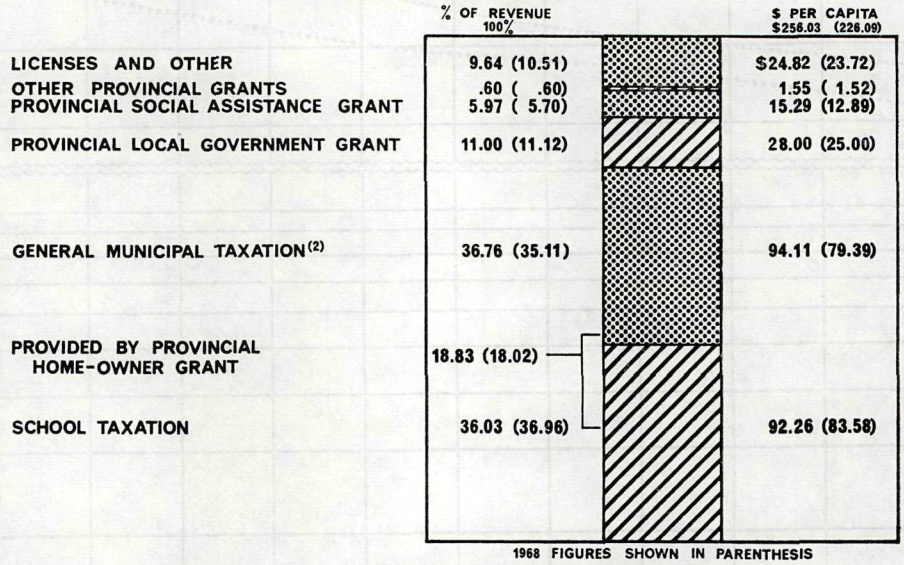
MUNICIPAL REVENUES
BY MAJOR SOURCE 1969
CITIES (EXCLUDING VANCOUVER)

CHART 3



TOTAL REVENUE–$110,062,605 TOTAL POPULATION–377,228

DISTRICTS



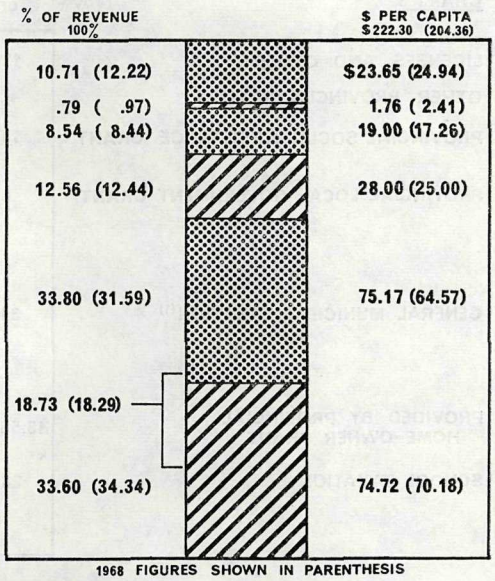
TOTAL REVENUE–$167,276,519 TOTAL POPULATION–653,349

NOTE:– (1) Utilities represents amount appropriated from utility operations for General Municipal Purposes, is not Major Source of Revenue for Districts, Towns, Villages and Vancouver, included in 'Licenses and Other' for 1968 and 1969.

(2) General Municipal Taxation includes Ad Valorem Tax, Business Tax, Sewer and Water Frontage Tax and Special Assessments.

MUNICIPAL REVENUES
BY MAJOR SOURCE 1969
TOWNS

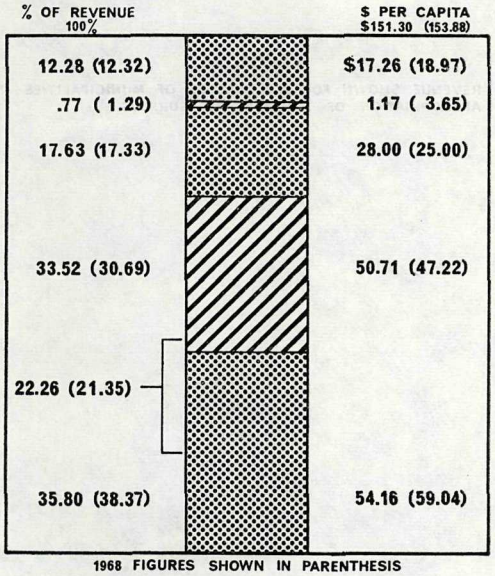
CHART 3



1968 FIGURES SHOWN IN PARENTHESIS

TOTAL REVENUE-$10,955,848 TOTAL POPULATION-49,285

VILLAGES



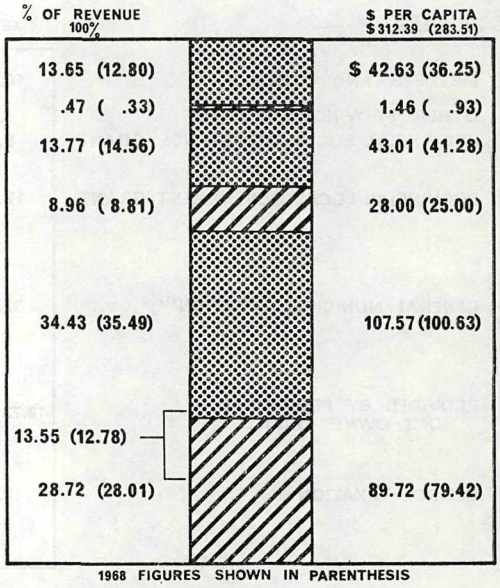
1968 FIGURES SHOWN IN PARENTHESIS

TOTAL REVENUE-$8,552,849 TOTAL POPULATION-56,551

NOTE:- (1) General Municipal Taxation includes Ad Valorem Tax, Business Tax, Sewer and Water Frontage Tax and Special Assessments.

MUNICIPAL REVENUES
BY MAJOR SOURCE 1969
VANCOUVER

CHART 3



1968 FIGURES SHOWN IN PARENTHESIS

TOTAL REVENUE - $128,198,805 TOTAL POPULATION - 410,375

NOTE:- (1) General Municipal Taxation includes Ad Valorem Tax, Business Tax, Sewer and Water Frontage Tax and Special Assessments.

REVENUE SHOWN FOR ALL CLASSES OF MUNICIPALITIES INCLUDING VANCOUVER DOES NOT INCLUDE *APPROPRIATION OF PRIOR YEARS SURPLUS.*

REVENUE EXPENDITURES
BY MAJOR FUNCTION 1969
CITIES (EXCLUDING VANCOUVER)

CHART 4

	% OF EXPENDITURE 100%	$ PER CAPITA $294.73 (254.66)
GENERAL GOVERNMENT	6.05 (6.06)	$17.82 (15.44)
FIRE	4.32 (4.41)	12.73 (11.25)
ADMINISTRATION OF JUSTICE	6.05 (6.36)	17.82 (16.20)
OTHER PROTECTION	2.06 (1.87)	6.07 (4.77)
PUBLIC WORKS	7.05 (7.18)	20.77 (18.29)
SANITATION AND WASTE REMOVAL	3.82 (3.86)	11.25 (9.83)
SOCIAL WELFARE	14.06 (13.28)	41.42 (33.83)
EDUCATION	30.28 (29.51)	89.19 (75.16)
DEBT CHARGES (NET)	7.37 (8.29)	21.69 (21.12)
CAPITAL EXPENDITURES FROM REVENUE	5.94 (6.40)	17.50 (16.31)
OTHER	13.00 (12.78)	38.47 (32.48)

1968 FIGURES SHOWN IN PARENTHESIS

TOTAL EXPENDITURES - $111,180,069 TOTAL POPULATION - 377,228

DISTRICTS

	% OF EXPENDITURE 100%	$ PER CAPITA $260.43 (234.55)
GENERAL GOVERNMENT	5.84 (5.76)	$15.22 (13.51)
FIRE	3.33 (3.38)	8.69 (7.93)
ADMINISTRATION OF JUSTICE	4.91 (4.96)	12.78 (11.63)
OTHER PROTECTION	1.67 (1.78)	4.35 (4.18)
PUBLIC WORKS	7.37 (8.00)	19.19 (18.78)
SANITATION AND WASTE REMOVAL	2.71 (2.54)	7.07 (5.97)
SOCIAL WELFARE	10.39 (9.60)	27.07 (22.51)
EDUCATION	35.49 (35.71)	92.42 (83.75)
DEBT CHARGES (NET)	6.91 (6.95)	18.01 (16.30)
CAPITAL EXPENDITURES FROM REVENUE	8.68 (7.84)	22.62 (18.39)
OTHER	12.70 (13.48)	33.01 (31.60)

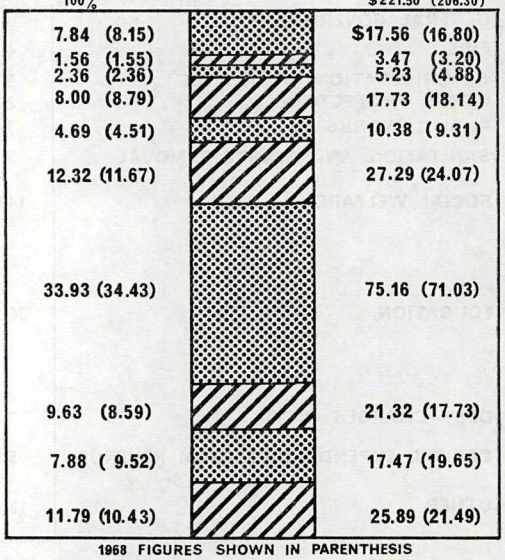
1968 FIGURES SHOWN IN PARENTHESIS

TOTAL EXPENDITURES - $170,104,091 TOTAL POPULATION - 653,349

NOTE:- Expenditures for Health included in 'Other'.

REVENUE EXPENDITURES
BY MAJOR FUNCTION 1969
TOWNS

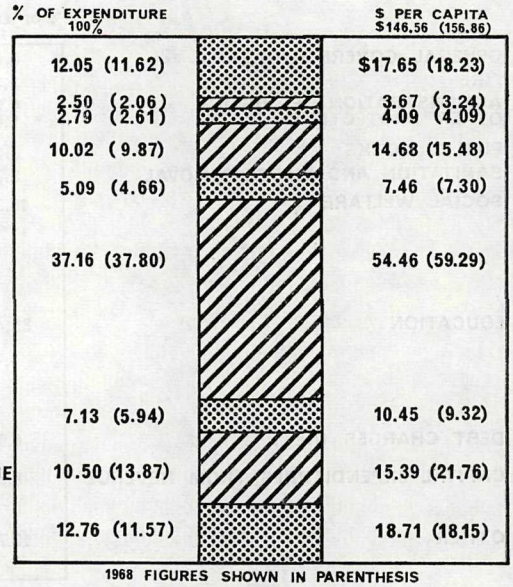
CHART 4



1968 FIGURES SHOWN IN PARENTHESIS

TOTAL EXPENDITURES - $10,916,043 TOTAL POPULATION - 49,285

VILLAGES



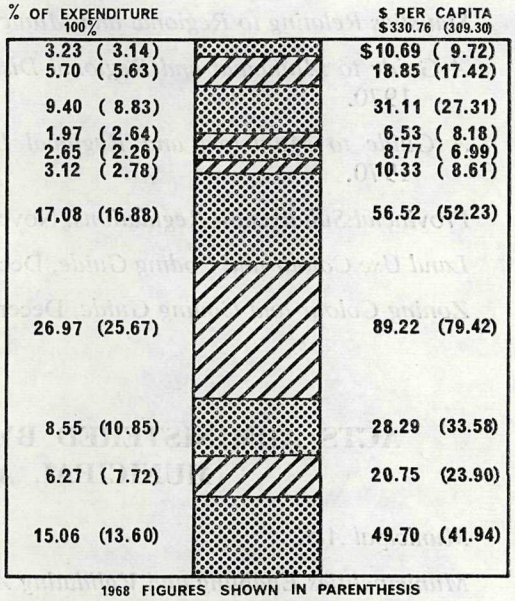
1968 FIGURES SHOWN IN PARENTHESIS

TOTAL EXPENDITURES - $ 8,287,798 TOTAL POPULATION - 56,551

NOTE:- Expenditures for Health included in 'Other'.

REVENUE EXPENDITURES
BY MAJOR FUNCTION 1969
VANCOUVER

CHART 4



1968 FIGURES SHOWN IN PARENTHESIS

TOTAL EXPENDITURES - $135,738,088 TOTAL POPULATION - 410,375

NOTE:- Expenditures for Health included in 'Other'.

DEPARTMENTAL PUBLICATIONS, 1970

Annual Report, year ended December 31, 1969.

Municipal Statistics, year ended December 31, 1969.

Statistics Relating to Regional and Municipal Governments, May 1970.

A Guide to Municipal and Regional District Administrative Procedures, May 1970.

A Guide to Municipal and Regional District Financial Management, May 1970.

Provincial Subdivision Regulations, November 1970.

Land Use Colour and Coding Guide, December 1970.

Zoning Colour and Coding Guide, December 1970.

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Municipal Act.

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Local Services Act.

Highways (Scenic Improvement) Act, 1968.

Municipal Finance Authority of British Columbia Act.

Housing Act.

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