Province of British Columbia

Ministry of Municipal Affairs

Report for the year ended December 31, 1978

Honourable William N. Vander Zalm, Minister

e Honourable Henry P. Bell-Irving, D.S.O., O.B.E., E.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 Ministry of Municipal Affairs for the year ended December 31, 1978.

William N. Vander Zalm,
Minister of Municipal Affairs

ria, British Columbia

The Honourable William N. Vander Zalm,
Minister of Municipal Affairs.

Sir:

I have the honour to submit the Annual Report of the Ministry of Municipal Affairs for the year ended December 31, 1978.

R. W. LONG,
Deputy Minister

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Municipal Affairs

The Honourable William N. Vander Zalm
Minister of Municipal Affairs

R. W. Long, F.C.I.S., Deputy Minister and Inspector of Municipalities
C. H. L. Woodward, F.C.I.S., Assistant Deputy Minister and Deputy Inspector of Municipalities
J. P. Taylor, Assistant Deputy Minister and Deputy Inspector of Municipalities
G. E. Whelen, F.C.I.S., Executive Officer
W. MacMunn, Comptroller
D. A. Swallow, Director of Personnel

Research Branch

K. MacLeod, Director
B. Walisser, Research Officer
R. T. Cubbon, Research Officer
B. Sikstrom, Research Officer

Administrative Services

T. F. Moore, F.C.I.S., Executive Director
A. R. Clarke, Senior Administrative Officer
J. G. Callan, A.C.I.S., Senior Administrative Officer
W. J. Larter, Administrative Officer
N. A. McCrimmon, A.C.I.S., Administrative Officer
D. Conway, Administrative Officer
L. C. Strachan, Administrative Officer
A. O. Ferguson, Administrative Officer
B. Tabor, Administrative Officer

Financial Management

H. G. Topham, C.A., Executive Director
W. J. Sommerville, Senior Financial Officer
F. J. Thompson, C.G.A., Senior Financial Officer
W. E. Ballard, Financial Officer
W. H. Boyce, C.A., Financial Officer
H. L. Clarkson, C.G.A., Financial Officer
W. E. Eurchuk, B.Comm., Financial Officer
N. D. Goldie, C.G.A., Financial Officer
A. J. Tamblin, C.A., Financial Officer
K. Jolley, C.A., Financial Officer

Planning Services

G. C. Harkness, M.C.I.P., Executive Director
W. J. Tassie, M.C.I.P., Director
B. S. Jawanda, M.C.I.P., Director
T. Maftechuk, M.C.I.P., Senior Planning Co-ordinator
L. V. Luchin, P.M.C.I.P., Senior Planning Co-ordinator
E. Cull, Senior Planning Co-ordinator
A. L. Quinn, P.M.C.I.P., Planning Co-ordinator
B. Martin, P.M.C.I.P., Planning Co-ordinator
M. Fumalle, Planning Co-ordinator
G. Paget, Planning Co-ordinator
R. Ghosh, Planning Co-ordinator
R. Addison, Planning Co-ordinator

Publications

Annual Report
Municipal Statistics
Statistics Relating to Regional and Municipal Governments
Regional Districts in British Columbia
A Guide to Municipal Management
A Guide to Regional District Management

Acts Administered by Municipal Affairs

Municipal Act
Municipalities Enabling and Validating Act
Local Services Act
Municipal Finance Authority of British Columbia Act
Mobile Home Tax Act
Urban Transit Authority Act
Sewerage Facilities Assistance Act
Resort Municipality of Whistler Act
Revenue Sharing Act
Provincial Transit Service Act

Ministry Activities

The provision of high quality local government services to a growing population continues to be the main function of British Columbia's municipalities and Regional Districts. Most provincial guidance and assistance directed to the benefit of local government is provided or co-ordinated by the Ministry of Municipal Affairs.

From a structural point of view Municipal Affairs operated for most of 1978 as part of the combined Ministry of Municipal Affairs and Housing. In December 1978 Municipal Affairs was once again constituted as a separate Ministry. The present Ministry of Municipal Affairs has essentially the same structure and responsibilities as it did before the creation of the combined Ministry of Municipal Affairs and Housing. The most significant difference is the transfer of administrative responsibility for improvement districts from the Ministry of Environment to the Ministry of Municipal Affairs.

Basic physical services, such as roads, water works and sewerage systems, are essential to the formation and survival of modern communities. The necessity for a wide range of social, recreational and protective services is likewise firmly established. Many local and government services represent substantial and increasingly costly capital investments. The rising cost of capital development and the accompanying increases in operating and other costs are reflected in the expansion of municipal revenue requirements. In the six year period from 1971 to 1977, municipal revenues, including those of utilities, have increased by approximately $442,000,000 to $857,000,000. Debenture debt over the same period has increased to more than $1,035,000,000 from less than $500,000,000.

The financial base of local government has also expanded. The assessed value of real property actually taxed for municipal purposes rose by 21% over 1977 to almost 14 billion dollars in 1978. It must be noted that due to changes in assessment legislation the 1978 figures are not precisely comparable with those of 1977 or earlier years.

Although property taxes have increased, the level of tax collection has for the past several years remained stable at the point where approximately 96% of current taxes are collected during the year in which they are levied. The matter of assessment and taxation is dealt with more fully in that part of the report relating to financial management.

One of the principal statutory duties of the Ministry of Municipal Affairs is the supervision of municipal and regional district long-term borrowing for capital programmes. This responsibility rests with the Inspector of Municipalities and during the year under review the total borrowing authorized for a variety of projects amounted to $135,942,253. The proportion of current revenue expended to service long term debenture debt is not considered excessive and is well below the amount expended in other provinces.

The Minister attended the annual meeting of Provincial Minister of Municipal Affairs held in Banff, Alberta in mid-August. He was accompanied by several senior Ministry officials.

The Ministry of Municipal Affairs maintains regular contact with several Government of Canada departments and agencies, including the Ministry of State for Urban Affairs and Central Mortgage and Housing Corporation. The Ministry is represented as often as possible at inter-ministry or inter-governmental meetings affecting municipalities.

Various senior staff members were involved in national conferences such as the Municipal Finance Officers and the Provincial Planning Officers. A delegation led by the Minister participated in discussions concerning the possible establishment of a federal provincial Community Services Programme. The Ministry staff also participated in the annual conference of the Municipal Officers Association of British Columbia.

The Union of British Columbia Municipalities held its convention in Penticton and senior staff members attended to provide an opportunity for those interested to discuss local problems. The Minister addressed the convention and met with representatives of the Executive of the

Union of British Columbia Municipalities on several other occasions.

Since 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 as possible in the year. Municipal statistics include some 36 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.

The provincial government established a Regional District Review Committee to report on various aspects of the structure and performance of regional districts. The Committee issued a report in October. Following the release of the report, the ministry and other interested agencies have been considering its recommendations.

The annual shield award presented by the Minister as an incentive to increase turn-out at municipal elections was bestowed on the following municipalities in 1977:

Category	*Recipient*	*Voter Turn-Out (Percent)*
Cities and towns	Hope	75.28
District Municipalities	Hudson's Hope	84.53
Village municipalities	Midway	82.80

Second place recipients were Grand Forks (cities and towns) with 74.38%, Peachland (district municipalities) with 69.24%, and Harrison Hot Springs (village municipalities) with 80.64%.

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Revenue Sharing

When it came into effect in the fiscal year beginning on April 1st, 1978 the Revenue Sharing Act replaced the existing $34.00 per capita grant under the Municipalities Aid Act as well as the interim revenue sharing programme. Under the revenue sharing formula the annual combined dollar yield of 1 personal income tax point, 1 corporate tax point, 6% of renewable resource, non-renewable resource and sales tax revenue will be distributed in the form of municipal and regional district grants. Under the authority of regulations 8 grants are funded by revenue sharing as follows:

1. Water Facilities grants are provided under a formula which determines the provincial contribution by reference to municipal debt servicing costs and assessment.
2. The basic municipal grant is a flat $30,000 to each municipality regardless of its size or fiscal capacity.
3. Municipalities and regional districts (the latter on behalf of their unorganized areas) were eligible for housing start grants of $100 per net unit starts regardless of price or density. This programme terminated at the end of 1978 and was replaced in part by a new Housing Growth Grant programme.
4. The Municipal Incentive Grant provided $1,000 per start for housing which conformed with specified price and density standards and applied both within municipalities and within electoral or unorganized areas of regional districts. Due to federal withdrawal this programme terminated at the end of 1978 and was replaced in part by the new Housing Growth Grant Programme.
5. The Municipal Major Road Grants Programme will provide $15 million dollars annually. The 1978 total was approximately $4 million.
6. Municipal Planning Grants are available on an approved cost sharing basis.
7. Administration, Planning and Basic Grants are available to regional districts. The basic grant is $30,000 per regional district. The administration grant was $10,000 per regional district. Geography, population, development and planning needs will determine the approval of cost shared planning grants.
8. The unconditional municipal formula distributes assistance according to population, expenditure and tax base.

The Revenue Sharing budget for 1978-79 was approximately $138,300,000 including a special transitional grant of $4,000,000. This amount compares to a 1977-78 estimate of approximately $114,600,000. Total 1978 unconditional grants were approximately $106,100,000 compared to a 1977 total of approximately $92,100,000.

Sewerage Facilities Assistance Act

The Sewerage Facilities Assistance Act this year provided assistance totalling $20,788,056 to 110 municipalities and Regional Districts in the Province. Twenty-nine cities received grants amounting to $4,932,284.19, 32 districts received $13,075,963.73, nine towns received $645,405.69, 37 villages received $1,985,360.72, and three Regional Districts received $149,041.26. The total value of 1978 grants under the Act exceeded last year's total of $15,362,148 by more than 35%.

Municipal Commercial Vehicle Licence Programming

A total of 131 municipalities participated in the Municipal Commercial Licence Programming during the 1977/78 licence year. Sales of vehicle plates under this programme, which is administered by the Ministry on behalf of the municipalities, generated $808,401 in revenue during the year. After payment of incidental expenses, these funds were distributed to participants on a per capita basis. The municipalities issued 63,932 licenced plates during the year under review.

Special Courses

During 1978 the Board of Examiners, on which the Ministry is represented, granted 18 certificates of proficiency. The following table shows the classifications of these certificates together with the total number which have been issued.

Certificates	*1978*	*To date*
Junior	9	115
Senior Administration	5	135
Senior Finance	2	124
Property Appraisal	2	82
Totals	18	456

The Board encourages applicants for certification to avail themselves of the opportunities to enroll in local government related courses offered by the Chartered Institute of Secretaries, the Certified General Accountants Association, and various post secondary educational institutions. The successful completion of such programs of study is a major consideration, together with the appropriate experience and offices held when the Board is evaluating applications for certification.

Continuing Education

The Ministry is involved, through its participation in the Municipal Administration Education Council of the B.C. Municipal Officers Association in developing and appraising appropriate levels of education for municipal officials. The Ministry also holds or participates in seminars or meetings from time to time to assist local government personnel in dealing with new legislation and new or revised programmes. In 1978, Municipal Affairs staff organized a series of regional meetings to explain the new development permits and development cost charge legislation. In addition they met with staff of many municipalities individually to assist in preparing their development permit and development cost charge by-laws.

Scholarship Programme

At the convention of the Union of British Columbia Municipalities the Minister announced a new programme of scholarships and fellowships to commemorate that organization's 75th anniversary. The awards will comprise several scholarships, each with a maximum value of $5,000; and one fellowship, with a maximum of $10,000. Recipients will be able to use the funds for such purposes as attendance at extended seminars or enrolment in post-secondary educational institutions in or outside of British Columbia. The programme is designed to foster the development of administrative skills in local government in British Columbia.

The scholarship and fellowship programme will be administered by the Board of Examiners. To assist the Board in the performance of its various duties, an Advisory Council has been established to include representation from the Municipal Officers Association and the Municipal Administration Education Council.

Research Branch

The Research Branch performs several functions within the Ministry. It is involved

in policy analysis and development on a variety of issues varying from programme evaluation to municipal finance and organization. This function requires the development of briefs and working papers to assist the Ministry in defining its position on policy questions relating to other government and private agencies.

The Research Branch plays a major role in developing the Ministry's programmes to ensure that they are responsive to social and economic needs. In addition, the Branch is responsible for developing research tools useful in administering the Ministry's programmes.

Beyond drafting policy proposals and Cabinet Submissions, the Branch produces occasional papers of greater depth. A prominent example in 1978 was the major research paper on the Fiscal Impact of Residential Growth. This methodology and case study was a contribution to the literature on fiscal impact analysis tailored specifically to the analysis of the impact of residential growth in British Columbia municipalities. Seminar sessions introducing and explaining the work were held during the year at the annual meeting of the Municipal Officers Association and the U.B.C.M. convention.

The Ministry also produced a publication entitled Problems and Responses: Resource Community Development. This publication was prepared following a workshop on resource community developments staged for Ministry management personnel by the research and planning services divisions. The document focused on housing, financial and organizational aspects of resource community development, offering an analysis of various solutions which might be employed to address characteristic resource community development problems.

Legislation

A number of technical and substantive amendments to the Municipal Act, the Municipalities Aid Act and the Provincial Home-Owner Grant Act were made during the 1978 session of the Legislative Assembly. In addition, a major new piece of legislation was introduced. A summary of the more significant legislative developments follows by Act.

Municipal Act

The Municipal Act was amended to restore the power to appoint municipal regional board members to municipal council. Rules for calculating borrowing power were modernized to reflect new assessment procedures, metric conversion and the inclusion of debt under Section 215A. The council majority required to adopt an official community plan zoning or land use contract by-law was changed from two thirds to one half. A parallel change applied to regional board adoption of official regional plan and settlement plan by-laws. Technical amendments were also introduced in the area of regional board vacancies and technical planning committees.

Municipalities Aid Act

The Municipalities Aid Act was amended to implement a new policy of payment of grants on provincial property on the basis of the general municipal and regional district mill rate, including debt. The amendments provided that the municipal assessment option selected for general municipal taxation purposes would also apply to provincial property.

Provincial Home-Owner Grant Act

The Provincial Home-Owner Grant Act was amended to increase the amount of the grant for seniors, the handicapped and certain veterans by $50.00 to a maximum of $480.00. An extended claiming period was introduced and certain residents of dwellings under long term lease were made eligible for the grant.

Urban Transit Authority Act

The Urban Transit Authority Act was introduced to create a Crown corporation known as the Urban Transit Authority of British Columbia for the provision and regulation of transit services. The new system will include a Board of Directors appointed from elected officials and Transit Commissions throughout the province. The new legislation replaces the Transit Services Act, Provincial Rapid Transit Subsidy Act and the Provincial Transit Fund Act.

Building Code

The relative sections of the 1977 edition of the National Building Code came into effect on March 1, 1978 under Minister's Order No. 77152 which amended the Building Regulations of British Columbia. The British Columbia Plumbing Code was amended by Minister's Order No. 78818. This affected subsection 7.4.2.1 by removing the mandatory requirement and time limit for sewer connection by property owners. This requirement is now under the authority of the municipality or Regional District as detailed in section 531 of the Municipal Act.

A Building Code Committee was established to facilitate the necessary participation and discussion required in submitting recommended changes to the National Building Code. The members are representatives of various associations involved in building construction. The resulting recommendations will be forwarded to the Provincial Advisory Committee on the National Building Code.

A Plumbing Code Committee has been formed to review the Canadian Plumbing Code for the purpose of adoption with minimum amendments appropriate for provincial needs. This was the result of a recommendation by the Building Regulatory Activity Investigation Committee which was approved by Cabinet. Meetings have been held and the review has been started.

The Building Code Appeal Board received 74 appeals regarding questions of application and interpretation of the Building Code and 14 applications for approval of alternate materials for use in plumbing during the year. These appeals with the decisions of the Board were distributed in three resumes to municipalities, Regional Districts and numerous organizations concerned with construction.

The proposed Building Requirements for the Physically Handicapped were completed for adoption under the Municipal Act as part of the British Columbia Building Code. This document was circulated in draft form in two editions to the many organizations affected to ensure that comments from the public and industry could be received and evaluated for inclusion in the final requirements.

Considerable progress has been made in several other projects.

— Material has been collected and a consultant has been employed for development of a training and certification program for Building Inspectors employed by local governments.

— The material for the initial issue of a series of news bulletins has been prepared for the purpose of providing information to all those affected by the British Columbia Building Code and related regulations. These bulletins will include changes in legislation and building standards as well as a technical support service.

— A committee has been formed and studies have commenced into the feasibility of providing the services of accredited inspection agencies to local governments. These services will be available in support of present local government inspections.

— The provincial representative on the Provincial Advisory Committee on the National Building Code has continued the work with the other provinces and the National Advisory Committee regarding changes to the National Building Code.

Metric Conversion

Additional amendments to legislation were processed as part of the metric conversion program. This included the conversion of the scale of fees for vehicles under section 458G of the Municipal Act.

The Ministry continued to participate in the meetings and activities of the Provincial Metric Conversion Committee. This included the submission of reports and the continuing of liaison with other Ministries in the conversion program.

All by-laws submitted by municipalities and Regional Districts were reviewed where necessary to verify metric conversions of measurements and terminology.

Financial Management

Financial Management Division discharges significant responsibilities under the Municipal Act and other legislation. The division administers certain grants programmes, approves financial by-laws and provides financial advice.

To the extent possible Financial Management makes a point of trying to visit the Municipalities to review their financial procedures in addition to providing invaluable assistance that can only be achieved by personal contact. This also permits our staff to better appreciate the problems experienced by the municipal administrative staff in both responding to our requests and dealing with internal matters that are better understood with a visit to the municipal office.

During 1978 Financial Management and Administrative Services made 121 field visits not including those undertaken for a specific purpose.

Assessment and Tax Collection

The major single revenue source for municipalities in British Columbia continues to be the real property tax. The growth in assessed values of real property and revenue from taxation of these properties over the past 14 years is illustrated in the following table. It will be noted that revenue from this source of taxation in 1977 totalled $853,846,602. Of this total $422,617,607 represented taxation for general municipal purposes, and $431,228,995 represented taxation for school purposes.

TABLE 5
GROWTH IN COMBINED ASSESSED VALUES AND TAXES IN MUNICPALITIES OF BRITISH COLUMBIA

	GROSS ASSESSED VALUES		*ASSESSED VALUES ACTUALLY TAXED*		
Year	*All Properties*	*Taxable Properties*	*School*	*Municipal*	*Tax Revenue*
	(Millions)	*(Millions)*	*(Millions)*	*(Millions)*	*(Thousands)*
1964	4,118	3,534	2,878	2,295	154,074
1974	11,156[1]	9,291[1]	7,653	10,414	548,805
	15,608[2]	10,868[2]			
• 1975	11,987[1]	10,007[1]	8,206	11,021	679,281
	16,572[2]	11,447[2]			
1976	12,782[1]	10,642[1]	8,691	11,542	792,536
	17,680[2]	12,062[2]			
1977	13,345[1]	11,087[1]	9,030	11,895	853,847
	18,126[2]	12,474[2]			
1978	12,020[1]	9,890[1]	9,890	14,379	940,000[3]
	18,232[2]	14,978[2]			

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

The following table (Table 6) provides a further analysis of the assessed value of real property and indicates the distribution of 1978 assessed values by class of municipality, with the percentage increase over 1977.

TABLE 6
ASSESSED VALUES BY CLASS OF MUNICIPALITIES

	GENERAL MUNICIPAL GROSS ASSESSED VALUES				*ASSESSED VALUES ACTUALLY TAXED*			
	All Properties		*Taxable Properties*		*School*		*Municipal*	
	(Millions) $	*%*	*(Millions) $*	*%*	*(Millions) $*	*%*	*(Millions) $*	*%*
Cities	7,098	71.78	5,788	109.48	2,628	7.62	5,647	119.90
Districts	7,929	11.16	6,605	33.79	4,491	13.81	6,308	34.13
Towns	229	(12.26)	188	10.59	237	14.49	176	10.69
Villages	361	(7.91)	293	15.35	314	(1.88)	277	18.88
Subtotals	15,617	31.04	12,874	58.47	7,670	10.92	12,408	61.92
Vancouver	2,615	(57.88)	2,104	(51.63)	2,220	4.96	1,971	(53.42)
Totals	18,232	.58	14,978	20.07	9,890	9.52	14,379	20.89

As a result of the continuing rapid growth in the urban communities, it is anticipated that proceeds from real property taxation for school and general municipal purposes in 1978 will reach $940,000,000. This would represent an increase of approximately 111 per cent over the revenue of five years ago. The total assessed values actually taxed for school purposes in the Province in 1978 amounted to $12,282,688,361, an increase of approximately $1,041,000,000 over 1977. Of this amount $9,889,928,894 or approximately 80 per cent, represented assessed values in the city, district, town and village municipalities.

Tax Collection

The tax collection picture in municipalities is considered to be the primary indicator, not only of the efficiency of the administration, but also of the ability of the taxpayer to meet the municipal tax levy promptly. In the year under review, tax collections have shown a slight increase over the collections of 1976 and continue to maintain a very high level. During 1977, collections in all classes of municipalities exceeded 96 per cent of the levy. We have established a practice of communicating with any municipality where the arrears of taxes are in excess of 10 per cent of the current levy in an effort to determine the cause and what steps may be taken to improve the position.

The collection of current taxes in British Columbia continues to be the highest among the provinces in Canada publishing statistics of a comparable nature, while the percentage of arrears is the lowest. Economic factors may have contributed substantially to the favourable position indicated in the property taxation field; however, municipal treasurers and collectors are to be congratulated for their continued efforts in maintaining this high rate of tax collection.

Tables 7 and 8 reveal information relative to tax collection by class of municipality for the years shown.

TABLE 7
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
1970	99.46	99.69	4.64
1971	96.79	100.41	4.34
1972	97.05	100.62	3.88
1973	97.36	100.69	3.39
1974	96.71	99.38	3.95
1975	96.28	99.03	4.68
1976	96.50	100.04	4.49
1977	96.26	99.99	4.89
Vancouver			
1939	91.00	103.10	30.06
1970	95.80	99.12	5.87
1971	96.29	100.17	5.28
1972	96.20	99.79	5.19
1973	97.03	100.82	3.51
1974	96.15	98.68	4.78
1975	96.02	98.99	5.08
1976	96.13	99.26	5.18
1977	96.45	99.78	5.08
Districts			
1939	77.60	95.80	34.81
1970	96.37	99.48	4.54
1971	96.80	100.54	4.15
1972	96.88	100.39	3.96
1973	97.51	100.82	3.21
1974	96.62	98.88	4.03
1975	96.68	99.42	4.23
1976	96.40	99.53	4.51
1977	96.80	100.23	4.24
Towns			
1958	89.55	97.06	13.62
1970	93.56	99.36	9.35
1971	94.59	101.03	7.96
1972	96.25	102.05	5.37
1973	96.75	100.69	4.48
1974	95.44	98.78	5.65
1975	95.73	99.30	5.14
1976	95.88	100.03	5.19
1977	96.77	100.30	4.42

TABLE 7 *(continued)*
PERCENTAGE TAX COLLECTIONS

	Percentage of Current Levy Collected	*Total Collections as a Percentage of Current Levy*	*Outstanding Taxes as a Percentage of Current Levy*
Villages			
1939	76.50	98.30	38.71
1970	94.85	100.72	7.00
1971	96.08	101.21	5.53
1972	97.11	101.01	4.09
1973	97.02	100.41	3.95
1974	95.94	98.85	4.96
1975	96.02	99.52	4.88
1976	96.01	99.36	5.00
1977	96.07	100.09	5.23

TABLE 8
COLLECTIONS, 1977 (WITH COMPARATIVE FIGURES FOR 1976)

	Percentage of Current Taxes Collected		*Arrears as a Percentage of Adjusted Levy*	
	1977	**1976**	**1977**	**1976**
Cities	96.26	96.50	4.89	4.49
Districts	96.80	96.40	4.24	4.51
Towns	96.77	95.88	4.42	5.19
Villages	96.07	96.01	5.23	5.00
Total	96.58	96.41	4.51	4.54
Vancouver	96.45	96.13	5.08	5.18
Grand Total	96.55	96.35	4.64	4.68

It is interesting to note that, notwithstanding the fact that property taxes are increasing, the level of tax collections remains high.

School Assessment and General Municipal Assessment

It should be noted that the difference between the school assessment and the general municipal assessment is the result of a number of municipalities using a dual roll, i.e., general assessments are based on 100 per cent of market value, while the school assessments are on 50 per cent of value.

This dual roll had the following effect in 1977:

	Millions $
School Assessment	9,031
Less — Landlord and tenant, machinery and equipment	1,243
Adjusted school assessment	7,788
General municipal assessment	11,895
Less adjusted school assessment	7,788
	4,107

The figure of $4,107,000,000 represents in part the effect of the dual roll on the general assessment. This roll is in effect in the following municipalities: Penticton, Vancouver, Burnaby, Peachland, Summerland, West Vancouver, Kamloops, City of North Vancouver, District of North Vancouver, City of Langley.

The balance of the difference is represented by B.C. Hydro values included in the school assessment roll, but not included in the general assessment roll. The Provincial total for B.C. Hydro is $944,000,000, but no breakdown is available at this time of the amount applicable to the incorporated areas.

Revenues and Expenditures

The 1977 audited financial statements indicate that British Columbia municipalities continued to maintain a favourable financial position. Gross revenues from all sources during 1977 exceeded $1,276,000,000, which represents an increase of $89,000,000 over the previous year.

The major revenue sources, with comparative figures for 1976, were as follows:

	1977 (Millions) $	*1976 (Millions) $*	*Increase (Millions) $*
General municipal taxation	423	388	35
School taxation	431	404	27
Transfers from other governments	145	148	(3)
Revenue from own sources	277	247	30
	1,276	1,187	89

The home-owner grant payments increased by $9,000,000 in 1977 to a total of $139,000,000. When this is offset against the school tax levy of $431,000,000, a balance of $292,000,000 remains of this levy to be borne by the property owner.

The major expenditure items incurred during 1977 with comparative figures for 1976, were:

	1977 (Millions) $	*1976 (Millions) $*	*Increase (Millions) $*
General government	64	57	7
Fire protection	65	58	7
Administration of justice	83	74	9
Public Works	93	80	13
Sanitation and waste removal	42	38	4
Social Welfare	36	60	(24)
Education	432	405	27
Debt charges	103	77	10
Capital expenditure from revenue	80	70	2
Other*	278	268	34
	1,276	1,187	89

*Includes recreation, public health, environment development, utilities, and contributions to reserves and other funds.

TABLE 9
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*
1961	100.00	100.00	100.00	100.00	100.00	100.00
1969	133.02	234.38	316.20	130.62	174.83	221.58
1970	138.35	266.95	291.26	132.10	192.06	239.33
1971	136.55	306.45	384.97	137.00	209.69	270.56
1972	143.60	337.75	414.34	145.75	252.93	303.03
1973	153.30	390.48	602.31	157.18	286.97	353.18
1974	160.06	446.36	614.20	175.76	345.80	412.32
1975	173.25	545.53	794.96	217.07	364.06	497.00
1976	156.88	640.80	571.87	254.04	375.33	588.21
1977	156.96	690.83	843.64	306.37	396.89	677.82

Reserves and Surpluses

The total statutory reserves and operating reserves and surpluses held in all accounts of the municipalities was $340,437,656. This represents 36.28 per cent of the total revenue, excluding school taxes, of the municipalities. Of this total, $320,705,384 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.

Statutory reserve funds of various municipalities have again shown an increase over the previous year. At the end of 1977 these funds, held for a variety of purposes, amounted to $109,643,120, an increase of $15,414,904 over the previous year, after giving effect to the fact that approximately $25,000,000 was expended on capital works from reserve funds during the year 1977. Over the last seven years the amount held in these reserve funds has increased from $48,000,000 to the current figure of $109,000,000, an increase of 127 per cent.

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

RESERVES AND SURPLUSES 1977

	Reserves	*Surpluses*	*Total*[1]	*Total*[1] *Revenue*
	$	$	$	%
Cities	73,481,941	30,168,283	103,650,224	39.95
Districts	120,616,187	47,768,875	168,386,062	46.45
Towns	1,303,047	3,500,125	4,803,172	26.39
Villages	3,204,660	6,071,436	9,276,096	30.39
Regional Districts	1,964,617	4,728,073	6,693,690	7.08
Subtotal	200,570,452	92,236,792	292,807,244	38.27
Vancouver	36,045,873	11,584,539	47,630,412	27.51
Total	236,616,325	103,821,331	340,437,656	36.28

[1] Excluding School Taxation

Capital Programmes

The value of capital projects undertaken during 1977 by municipalities amounted to $603,000,000. Of this total programme, $488,000,000 was completed during the fiscal year, leaving a balance of works in progress of $115,000,000 at year-end. In the total capital programme, municipalities were able to provide $81,000,000 from current general revenue, sewer and utility revenue funds, $27,000,000 from reserve funds, and approximately $42,000,000 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. The activity in this area over the past five years is indicated in Table 10 following.

TABLE 10
CAPITAL PROGRAMMES

Year	*Projects Undertaken*	*Works Completed*	*Works in Progress*	*SOURCE OF FUNDS*		
				Revenue	*Reserve Funds*	*Grants*
	$	$	$	$	$	$
1973	338	273	65	57	20	10
1974	360	295	165	66	18	17
1975	424	329	95	71	33	25
1976	500	388	112	78	23	40
1977	603	488	115	81	27	42

Figures shown above are millions.

Five-Year Capital Expenditure Programmes summary

The programmes submitted by municipalities and regional districts during 1978 and covering the five-year period ending 1982 continued to provide meaningful information and guidance, not only to the local government bodies involved, but also to the Ministry, other levels and Ministries of government, and various financial institutions. Reviewing each of these submissions and offering constructive criticism, where necessary, has achieved maximum consistency in the format of these programmes and has proved beneficial to all concerned.

A summary of the Capital Expenditure Programmes by year is provided in Table 11. Included in the "General" heading under "Classification of Expenditures" are all capital expenditures for roads, sidewalks, public buildings, recreational facilities, land, and other capital projects not related to either water or sewerage systems. As in the past, municipal councils are attempting to finance a large portion of their capital works out of current revenue and reserves, although the availability of federal-provincial loans and the infusion of capital funds via specific purpose grants have had a direct effect on this policy.

TABLE 11
FIVE-YEAR CAPITAL EXPENDITURE PROGRAMMES SUMMARY BY YEAR FOR ALL MUNICIPALITIES (INCLUDING VANCOUVER)

CLASSIFICATION OF EXPENDITURES

Year	*Water*	*Sewer*	*General*	*Total*
	$	*$*	*$*	*$*
1978	83,450,750	105,198.333	311,209,675	499,858,758
1979	53,697,878	46,278,705	240,064,568	340,041,151
1980	36,807,639	43,231,763	216,185,647	296,225,049
1981	36,284,948	33,024,781	203,647,519	272,957,248
1982	29,353,078	22,479,595	197,993,571	249,826,244
Totals	239,594,293	250,213,177	1,169,100,980	1,658,908,450

PROPOSED SOURCE OF FUNDS

Year	*General Reserve*	*Grants*	*Reserve Funds*	*Prior Year's Surplus*	*Debenture Sales*	*Total*
	$	*$*	*$*	*$*	*$*	*$*
1978	136,520,641	44,213,354	60,017,356	7,403,722	251,703,685	499,858,758
1979	96,324,954	33,452,239	47,139,028	828,479	162,296,451	340,041,151
1980	88,065,190	34,329,244	38,530,065	1,475,100	133,825,450	296,225,049
1981	90,825,549	27,645,537	41,563,258	504,800	112,418,104	272,957,248
1982	88,999,749	24,422,053	40,229,355	428,500	95,746,587	249,826,244
Totals	500,736,083	164,062,427	227,479,062	10,640,601	755,990,277	1,658,908,450

Borrowing

During 1978, councils and regional boards continued to meet a substantial demand for municipal services, and 194 term-borrowing by-laws were approved by the Inspector of Municipalities and subsequently adopted by the local governing body that provided the service.

A greater portion of this authorized borrowing consisted of financing for sewers, waterworks, parks and recreation, and civic buildings.

Borrowing of $135,942,253 as summarized in Table 12, is $23,060,582 more than was authorized in 1977; the increase is attributable to the fact that more money is being spent on water and sewer projects. Completion of the various projects

authorized will be phased over a number of years, and the demand for funds will follow the pace of construction. Included in the authorized borrowing is $8,535,789 in short-term loans which, under the Municipal Act, are subject to a per capita limitation.

The Inspector of Municipalities is not required to approve the borrowing of the City of Vancouver or the Metropolitan Water and Sewer Boards. Such borrowing is therefore not included in Table 12.

Preliminary borrowing of an estimated amount of $7,403,557 was approved for local improvement works. A number of municipalities have established special improvement funds to finance local works; these have not been included in the figure for preliminary borrowing approval.

TABLE 12
BORROWING AUTHORIZATION, 1978

Purpose	*Regional Districts*	*Cities*	*Districts*	*Towns*	*Villages*	*Total*
	$	$	$	$	$	$
Waterworks	4,727,640	18,645,280	11,714,100	1,141,000	2,196,200	38,424,220
Sewers	12,936,600	14,252,287	22,512,400	58,000	3,972,583	53,731,870
Parks and Recreation	5,340,000	1,578,000	5,984,067	135,000	—	13,037,067
Civic Buildings	1,730,000	5,672,900	1,907,000	67,000	351,500	9,728,400
Equipment (including fire protection)	356,150	821,325	205,000	190,000	190,748	1,763,223
Other Tangible Assets*	500,000	6,633,500	10,688,000	736,000	699,973	19,257,473
Totals	25,590,390	47,603,292	53,010,567	2,327,000	7,411,004	135,942,253

*Other tangible assets include land assembly, road improvement and sidewalks, and storm drainage.

Debentures

Details of debenture issues and other securities that have been approved in principle at the time of adoption of loan authorization by-laws are specified in security-issuing by-laws; 168 security-issuing by-laws authorizing the issue of debentures and other terms of indebtedness in the total amount of $104,578,797 were approved.

In 1978, no municipal debenture issues were guaranteed by the Province under the Municipal Assistance Act. Details of the issues guaranteed as at December 31, 1978, are shown below in Table 13.

TABLE 13
OUTSTANDING DEBENTURES GUARANTEED, 1978*

	Municipalities Assistance Act
	$
Cities (excluding Vancouver)	4,924,342
Districts	5,539,301
Towns	498,500
Villages	2,313,728
Subtotal	13,275,871
Vancouver	6,281,000
Greater Victoria Water District	267,000
Greater Nanaimo Sewer District	854,000
Greater Vancouver Water District	12,933,000
Total	33,610,871

*All remaining debentures guaranteed under the Village Municipalities Assistance Act were paid off in 1978.

In addition to the totals shown in Table 13 of $33,610,871 as debenture debts guaranteed by the Province, a total amount at the end of the year of $20,085,000 was guaranteed under the Greater Vancouver Sewerage and Drainage District Act.

Total debenture debt as at December 31, 1977, of all municipalities, including the City of Vancouver, is shown in Table 14 following. The debenture debt of the Greater Vancouver Sewerage and Drainage District and the Greater Vancouver Water District is not included.

TABLE 14
TOTAL DEBENTURE DEBT, DECEMBER 31, 1977

	Sold	*Unissued and Unsold*	*Total*
	$	$	$
Cities	167,940,442	70,419,184	238,359,626
Districts	310,703,926	96,868,954	407,572,880
Towns	15,343,477	6,545,910	21,889,387
Villages	35,881,313	14,592,632	50,473,945
Regional Districts	78,340,842	55,302,393	133,643,235
Subtotals	608,210,000	243,729,073	851,939,073
Vancouver	183,202,759	—	183,202,759
Total	791,412,759	243,729,073	1,035,141,832

Debenture sales for all municipalities amounted to $110,479,774 for the year 1977. This resulted in an increase of $86,938,530 in the total outstanding debenture debt of all municipalities for 1977, after giving effect to the retirement of debentures maturing during the year.

The percentage of current revenue expended to service debenture debt (excluding utilities) increased in 1977 in all classes of Municipalities. These figures for 1977 are shown on the following page, with the 1976 comparative figures.

	Per Cent	
	1977	*1976*
Cities	5.89	5.71
Vancouver	7.91	7.77
Districts	7.52	7.20
Towns	6.68	6.34
Villages	6.22	5.58

The debenture debt of utilities is serviced almost entirely by revenue derived by consumer charges and frontage taxes.

Administrative Services

New Incorporations and Changes in Structures

In 1978, the status of both The Corporation of the Village of Princeton and The Corporation of the Village of Parksville was changed to a town municipality. Letters Patent dated March 31st, 1978, were issued with April 1st, 1978 the effective date of the change in status of the Town of Parksville; and Letters Patent dated September 21st, 1978 were issued, with October 1st, 1978 the effective date of the change in status of the Town of Princeton.

Studies initiated in regard to local government structure in the areas of Okanagan Falls and in the Western Sector of the Capital Regional District (Colwood, Langford, Metchosin, View Royal) resulted in referenda being held on the question of incorporation. The two referenda did not receive the required majority vote of the electorate, in favour of incorporation and, as such, no new incorporations were completed in 1978.

In addition, the review of local government structure that commenced in 1977 for the Duncan-North Cowichan areas resulted in a referendum being held on the question of the amalgamation of these areas into a single municipality. The question of amalgamation did not receive a favourable response from the electorate.

Because of interest generated locally, a review of local government structure was initiated in the Fort Nelson, Williams Lake, Quesnel and Westside areas during 1978.

Local Communities

In September, 1978, the Crooked River Local Community was established by the Regional District of Fraser-Fort George, and is the first local community to be established under section 766E of the Municipal Act, provided by the 1977 Municipal Act amendments.

The Regional District of Fraser-Fort George has, by by-law authorized the Crooked River Local Community to exercise the powers and duties of an Advisory Planning Commission and to undertake the day-to-day administration of water system, fire protection, and street lighting within the boundaries of the local community which is situated within the specified areas created upon the dissolution of the Crooked River Waterworks District in 1977.

Each local community is administered by a three-member community commission which has the powers and duties of an Advisory Planning Commission and, as determined by the Regional Board the day-to-day administration duties associated with those services provided by the regional district at the expense of the taxpayers in that local community. Such services may include not more than three of the following: sewer systems, water systems, street lighting, garbage collection, garbage disposal, fire protection and acquisition and operation of recreational facilities.

Municipal and Improvement District Boundary Revisions

Supplementary Letters Patent were issued during 1978 authorizing extensions and/or revisions in boundaries for 19 municipalities and 5 improvement districts. The municipalities affected, together with the resulting adjustments in area and changes in population are indicated in Table 1. A local census is taken in the extended area and added to the original population established under the 1976 census in order to arrive at the new municipal population following extension. Letters Patent were also issued which provided for the dissolution of 6 improvement districts.

By-law Approvals

All village by-laws must be submitted to the Ministry for registration in the office of the Inspector of Municipalities. Eight hundred and thirty-six by-laws were examined and subsequently registered, including seven hundred and forty-seven village by-laws, thirty regional district by-laws and forty-one improvement district by-laws.

Included in this total are the by-laws of the Resort Municipality of Whistler which are subject to approval by the Inspector of Municipalities prior to adoption. Eighteen by-laws from this municipality were reviewed and recommended for such approval in

1978. All by-laws, together with supporting background material, are fully reviewed before any suggestions or recommendations are made for registration or before being advanced to the approval authority. While many of the initial submissions may be found to be satisfactory, others require the exchange of considerable correspondence.

In addition, many by-laws for all classes of municipalities require approval from certain governmental agents before adoption can proceed or become effective. A significant change in this regard was brought about by the 1977 amendments to the Municipal Act whereby the Minister of Municipal Affairs was authorized as of September 1, 1977 to approve certain by-laws that previously were subject to the approval of the Lieutenant-Governor in Council by way of an Order in Council. This change in the approval process necessitated the introduction of a by-law approval register and a system of publishing a weekly resume of approvals so that various government and private agents are notified on a weekly basis. During 1978, one thousand two hundred and twenty-three by-laws were advanced to the Minister of Municipal Affairs for his consideration and subsequent approval. Of the one thousand two hundred and twenty-three approvals made by the Minister, six hundred and three were approved on behalf of the municipalities; seventy-eight authorized the abandonment and vesting of highways; seventy-six approved municipal rates by-laws for water, sewer and electricity; fifty-four provided for the appointment of members of municipal boards of variance; one hundred and sixty-five authorized flood plain approvals under section 187 of the Municipalities Enabling and Validating Act and two hundred and thirty were for other municipal requirements. Of the five hundred and eighty-seven approvals relating to regional districts, four hundred and ninety-seven were to approve subdivision, zoning and land use contract by-laws; ten authorized appointments of members of the regional board of variance; thirty-one were for building by-laws from various regional districts and the balance of forty-nine met other legislative requirements.

In addition, a total of thirty-three by-laws were reviewed and recommended for approval under the Islands Trust Act.

For a variety of purposes, one hundred Minutes of Council were prepared and subsequently approved by the Lieutenant-Governor in Council. Of this total, forty related to municipalities, eleven related to improvement districts and forty-nine related to regional districts.

During 1978 there was a sizeable increase in the number of land use contracts approved. This increase occurred as a result of 1977 amendments to the Municipal Act which provided for the eventual phasing out of land use contracts by January 16, 1979. On June 22, 1978, a proclamation was issued bringing the relative sections of the amending legislation into force on November 15, 1978. This prompted an increase in the number of by-laws authorizing land use contracts submitted for approval of the Minister in the latter half of the year. Ninety-six land use contract by-laws were approved by the Minister under the Municipalities Enabling and Validating Act, of which fifty-five were approved between July and December. One hundred and seven land use contract by-laws were approved by the Minister under the Municipal Act of which seventy-three were approved between July and December.

Debenture Approvals

Certification by the Inspector of Municipalities of debenture issues of municipalities and regional districts may be completed on request. Before such certification can be completed, certificates of approval to the by-laws or resolutions are issued authorizing the issuance of debentures. Three hundred and seventy-seven certificates of approval to the by-laws or resolutions were issued authorizing the issuance of debentures. Three hundred and sixty-seven certificates of approval were issued in 1977. In 1978, debenture issues were processed with a total par value of $80,720,810 through the Municipal Finance Authority and $14,267,481 on behalf of individual municipalities and regional districts. More information on debenture approval and related capital expenditure matters may be found under "Financial Management".

TABLE 1
MUNICIPAL BOUNDARY REVISIONS 1978

Municipality	AREA[1] Before	AREA[1] Added	AREA[1] After	POPULATION Before	POPULATION Added	POPULATION After
Cities						
Castlegar	3,674.13	1,063.74	4,737.87(A)	6,255	32	6,287
Courtenay	883.53	135.55	1,019.08	7,773	38	7,771
Cranbrook	1,566.29	60.10	1,626.39	13,835	6	13,841
Cranbrook	1,626.39	4.02	1,630.41	13,841	2	13,843
Dawson Creek[2]	4,722.19	(3.76)	4,718.43(A)	10,528	NIL	10,528
Fort St. John	1,511.10	2.16	1,513.26	8,947	NIL	8,947
Vernon	1,893.59	40.89	1,943.48	17,658	NIL	17,658
Districts						
NIL						
Towns						
Creston	414.18	6.69	420.87	3,644	NIL	3,644
Golden	2,192.77	118.60	2,311.37(A)	3,282	3	3,285
Parksville	691.35	18.89	710.24	3,187	NIL	3,187
Quesnel	1,721.39	581.98	2,303.37	7,637	27	7,664
Villages						
Cache Creek	661.70	5.20	666.90(A)	1,074	NIL	1,074
Cache Creek	269.89	530.20	800.09	1,074	6	1,080
Chase	371.62	.19	371.81	1,425	NIL	1,425
Invermere	281.60	63.55	345.15	1,194	11	1,205
Lillooet	748.84	202.28	951.12(A)	2,218	NIL	2,218
Masset	811.02	1,520.37	2,331.39	1,563	31	1,594
Osoyoos	301.70	5.13	306.83	2,100	7	2,107
Pemberton	160.03	90.64	250.67			
Port Clements	345.98	496.60	842.58(A)	409	NIL	409
Ucluelet	1,039.72	431.30	1,471.02(A)	1,180	24	1,204

1. Unless otherwise indicated area shown in hectares.
(A). Acres
2. Reduction in boundaries.
Source of base population figures is the 1976 census.

Regional District Activities

The role of regional government has, since late 1977, been the subject of considerable criticism with the result the Provincial Government appointed a committee to examine the jurisdictional role of regional districts, including an examination of present and future functions and responsibilities. As a result, the activities of most regional districts in 1978 were diminished pending the outcome of the Regional District Review Committee Report. This report was presented to the Ministry by the Committee on October 31, 1978. Even with the reduced activities, some eighteen new functions were granted the twenty-eight regional districts in 1978. Table 2 summarizes those assigned, while Table 3 sets out all functions undertaken to date.

Supplementary Letters Patent were issued in several instances to authorize the granting of functions. Revision of the internal and external boundaries is continuing and amendments have been made to cost-sharing formulas and other changes in corporate structure.

Specified Areas

Twenty-nine specified areas were established by by-law in 1978. Of these areas ten were established by petition method and nineteen after the property owners voted favourably on the proposal. In addition, amendments in boundaries to twelve specified areas already established were completed. Table 4 summarizes the specified areas established and altered in 1978. Before regional government was introduced, community services administered locally in non-municipal areas were provided through the incorporation of improvement districts. New local service needs for non-municipal areas with the exception of water, irrigation and dykes are almost all provided and financed through the facilities of regional districts.

Many of the specified areas have been established adjacent to municipal boundaries. As a demand for further services develops, the trend will be toward the incorporation of these areas within present municipal boundaries. Those specified areas in more isolated situations will probably retain their non-municipal status.

Improvement Districts

With the change in Ministerial responsibilities that occurred in December 1978 the administration of some three hundred improvement districts previously under the jurisdiction of the Ministry of the Environment were transferred to the Ministry of Municipal Affairs.

TABLE 2
FUNCTIONS ASSIGNED TO REGIONAL DISTRICTS DURING 1978
(Unless Otherwise Indicated, All Member Areas of the Regional District Participate in This Function).

Alberni-Clayoquot –
Industrial Development Commission

Bulkley-Nechako –
Television Rebroadcasting (Smithers, Telkwa, Houston and defined portions of Electoral Areas A and G)

Capital –
Septage Disposal

Central Okanagan –
Industrial Development Commission (Kelowna, Peachland and Electoral Areas A, G, H and I)

Columbia-Shuswap
Recreational Programmes (Electoral Areas, C, D, E and F)

Comox-Strathcona –
Nuisance Removal (Electoral Areas A, B, C, E, F, G and I)

Cowichan Valley –
Industrial Development Commission (Duncan, North Cowichan, Ladysmith, Lake Cowichan and Electoral Areas A, B. C. D, E, F, G, H and I)

Dewdney-Alouette –
Noise Control (Mission and Electoral Areas B, C, D, and E)

Kootenay Boundary –
Weed Control (Electoral Areas D and E)

Mount Waddington –
Development of Subdivisions and Housing (Electoral Areas Only) Industrial Development Commission (Port Hardy, Alert Bay, Port McNeill and Electoral Areas A, B, C and D)

North Okanagan –
Industrial Development Commission (Armstrong, Enderby, Vernon, Coldstream, Spallumcheen, Lumby and Electoral Areas A, B, C, D, E and F)

Okanagan-Similkameen –
Industrial Development Commission (Penticton, Summerland, Keremeos, Oliver, Princeton and Electoral Areas A, B, C, D, E, F, G and H)

Peace River-Liard –
Industrial Development Commission (Dawson Creek, Fort St. John, Hudson's Hope, Chetwynd, Pouce Coupe, Taylor and Electoral Areas A, B, C, D and E)

Skeena-Queen Charlotte –
Industrial Development Commission (Prince Rupert, Masset, Port Edward, Port Clements and Electoral Areas A, B, C and D)

Grant-in-Aid –
Queen Charlotte Island Museum (Masset, Port Clements and Electoral Area D)

Thompson-Nicola –
Industrial Development Commission (Kamloops, Merritt, Ashcroft, Cache Creek, Chase, Clinton, Logan Lake, Lytton and Electoral Areas A, B, C, D, E, I, J, L, M and N)

Community Hall –
Chase and defined portion of Electoral Area L

TABLE 3
REGIONAL DISTRICT FUNCTIONS

x — indicates function
p — indicates application of function
— in part of Regional District only

	Alberni-Clayoquot	Bulkley-Nechako	Capital	Cariboo	Central Coast	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	Okanagan-Similkameen	Peace River-Liard	Powell River	Sheena-Queen Charlotte	Squamish-Lillooet	Sunshine Coast	Thompson-Nicola
Activity Centre											p																	
Ambulance		x					p		p	p	p		p		x			p		p	p			x				
Animal Control														p														
Airport Facilities					p						p																	
Air Pollution	x														x	x												
Bus Transit																				p								
Cemetery Operation							p		p													p	p				x	p
Community Health Services			x																									
Community Parks			p					p	p		p										x	p						p
Community Recreational Programmes			x																									
Community Recycling Grant																				p								
Community Services										p													x					
Control of Gatherings	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Curfew Regulation					p																							
Development of Subdivisions and Housing	p	p		p	p		p		p			p	p	p	p		p		p			p	p		p	p		p
Dog Control									p					p				p			p							
Economic Development Commission										p																		
Elderly Citizens' Housing	p									x					x	x		p				p						
Emergency Programmes					x	x													x		x						p	
Firearms			p				x			p	p	p		p					p		p	p		x		p		x
Fire Protection										p	p																	
Fireworks	x		p				x		x	x	p	p							p					x		p		x
Flood Control											p											p						
Grants-in-aid			p																						p			
Health Regulation and Centre											p				x			p										
Home Nursing													p															
House Numbering				p						p	p			p			p				p							
Industrial Development Commission	x							x											p		p	p	p		p			p
Intermediate Care Home																		p										
Joint Community Use of School Facilities		p													p					p			p			p	p	
Labour Negotiations																p												
Land Assembly, Housing and Land Banking			x												p													
Library Study				p														p					x					
Marina Operation and Development																	p											
Noise								p		p		p								p								
Nuisance Control	p		p	p			p	p		p	p				p					p	x	p						p
Okanagan Basin Water Board								x													x	x						
Operation of Wharves										p																		
Parks and Recreation Commissions																						p						
Park and Green Belt Land Acquisition											p	p								p								
Pest Control						x	p	x	p			x		p		p		p			p	x	p					p
Public Library Service				p					p												x		p	p		p		x
Public Use Area Lighting																											p	
Recreation Facilities		p	p	p		p	p	p	p	p	p		p	p	p		p	p	p	p	p	p	p					p
Recreation Programmes			p	p	x	p	x		p	p				p	p	p		x	x		x	x	x			p	p	x
Refuse Disposal	x	x	x	p	p		x	p	p	p	p	p	p	p	p			p		p	p	p	p	x		p	x	p
Regional Parks	x		p		x		x	x	x	p	x		x		x	p			x		x	x	x				p	
Resident Identification Cards																								p				
Septage Disposal			x																									
Septic Tank Effluent Disposal								x													p	p						
Sewage Treatment and Disposal														p													p	
Sewers			x			p												p		x								
Sign Regulation											p																	
Soil Fill Regulation																				p								
Soil Removal	x		p					p		p	p				p	p				p		p					p	
Street Lighting									p	p				p							p							
Sub-Regional Airports													p															
Television Rebroadcasting	p	p			p										p				x					p	p			p
Theatre			p																									
Tourist Association Grant																					p							
Untidy and Unsightly Premises			p					p				p									p							
Urban Renewal													p															
Water			p				p			p												p					p	
Water Supply Study							p																					
Weed Control								p	x						x			p				p	x					p

TABLE 4
REGIONAL DISTRICT SPECIFIED SERVICE AREAS ESTABLISHED DURING 1978

pital
wage Collection and Disposal
(Salt Spring Island Electoral Area)
Sewer System (View Royal Electoral Area)
Water Supply and Distribution System (Saturna Island)

riboo
wage Collection and Disposal (Wildwood)
Sewage Collection and Disposal (Pine Valley)

ıtral Kootenay
levision Repeater System (Grant-in-Aid Electoral Area H)
Fire Protection (Electoral Area I)
Fire Protection (Robson and Raspberry)

ıtral Okanagan
e Protection (Lakeridge Park)
Street Lighting (Lakeridge Park)
Senior Citizens' Centre (Electoral Area A)
Street Lighting (Kel-win Subdivision)
Street Lighting (Clearwater Subdivision)

lumbia-Shuswap
ıter Supply System (Falkland)
Fire Protection (Anglemont)

mox-Strathcona
fuse Disposal (Campbell River)
Water (Back Road — Lake Trail — Headquarters Special Service Area)

ıser-Cheam
e Protection (Cultus Lake)

ıser-Fort George
e Protection (Crooked River Volunteer Fire Department)
Road Paving (Bednesti Lake)

ınagan-Similkameen
ctric Power (Chain Lake — Osprey Lake)

ovell River
port (Texada Island)
Fire Protection (Savary Island)

ıamish-Lillooet
fuse Disposal Service Unit (North Lillooet Community)
Refuse Disposal Service Unit (D'Arcy - Devine)

Sunshine Coast
Street Lighting (Stockwell Road)

Thompson-Nicola
Television Rebroadcasting (Blue River)
Television Rebroadcasting (Electoral Area "B" Grant-in-Aid)
Fire Protection (Pinantan Lake)

Amendments to Established Specified Service Areas During 1978

Bulkley-Nechako
Fire Protection (Burns Lake Rural) and extension of boundaries
Fire Protection (Fort St. James Rural) and extension of boundaries

Central Kootenay
Fire Protection (Ymir) and extension of boundaries

Columbia-Shuswap
Fire Protection (Sorrento and Blind Bay) and extension of boundaries

Comox-Strathcona
Irrigation Waterworks (Headquarters Road) and reduction of boundaries
Water (Back Road — Lake Trail — Headquarters Special Service Area) and reduction of boundaries

East Kootenay
Sewage Collection and Disposal (Edgewater) and extension of boundaries

Fraser-Fort George
Waterworks (Crooked River) and extension of boundaries

Kitimat-Stikine
Fire Protection (Thornhill) and extension of boundaries

Nanaimo
Fire Protection and Street Lighting (Wellington) and reduction of boundaries

Squamish-Lillooet
Fire Protection (Bralorne) and extension of boundaries

Thompson-Nicola
Cemetery Operation (Electoral Areas A, B, D) and extension of boundaries

Planning Services Division

Role and Structure

The Planning Services Division is responsible for supporting and advancing the community and regional planning process as it relates to local government as well as Provincial planning responsibilities. The Division is also responsible for co-ordinating the development and implementation of Provincial settlement policies and programmes.

The Division is organized into two principal staff groups: Plans Co-ordination and Policy and Programme Planning. In addition, the Division is supported by a Technical Services group providing mapping, cartographic and statistical compilation services, as well as assistance in defining and meeting local government mapping needs. The Division's staff organization at the end of 1978 consisted of the Executive Director, 11 professional Planners, 5 Technical Assistants, and 3 Secretarial staff.

Towards the end of 1978, the Division set up a regional office in Prince George to be responsible for planning matters in the areas covered by the Regional Districts of Bulkley-Nechako, Fraser-Fort George, Peace River-Liard, Stikine, Cariboo and Central Coast. This office is managed by a Senior Planning Co-ordinator who will be located initially in the Prince George offices of the Ministry of Lands, Parks and Housing.

Policy and Programme Planning Activities

1. *Settlement Planning Research and Policy Development*

   During the Spring of 1978, Planning Services staff co-ordinated the completion of a comprehensive 2½ year planning programme for a proposed new community — Tumbler Ridge — in northeastern British Columbia. The planning programme consisted of consultant studies related to townsite design and engineering and was undertaken under the auspices of the Federal-Provincial Northeast Coal Development Agreement. These consultant studies and associated Provincial staff investigations were the responsibility of the inter-Ministry Sub-committee on Townsite/Community Development which was chaired by the Division's Executive Director. The planning programme for Tumbler Ridge culminated in the publication of a series of plans for the proposed community. These plans, representing a milestone in comprehensive resource community planning in the Province, cover social physical, financial, and organizational aspects of community development.

   In addition to the comprehensive planning programme for Tumbler Ridge, a resource management plan was developed for the Tumbler Ridge townsite area under the auspices of the Omenica-Peace Regional Resource Management Committee and initiated by Planning Services staff. As well, potential impacts on existing communities in the northeast region related to anticipated coal development projects continued to be assessed, and a settlement plan for the rural areas in the vicinity of Chetwynd was in preparation with the assistance of consultants and the Regional District of Peace River-Liard.

   As a follow-up to the Tumbler Ridge planning programme, the Division commissioned consultants in the Fall of 1978 to develop an analytical framework for evaluating various settlement options related to resource development projects. This evaluation framework, when developed, is intended for application to a range of situations in the Province where proposed resource developments would create settlement impacts, including new or expanded communities as well as related rural residential development.

   A further activity of the Division relating to resource community policy development involved a two-day workshop primarily oriented to staff of the Ministry but including key personnel from other Ministries having a direct interest in resource community matters. The workshop was described as "Problems and Responses to Resource Community Development" and the

proceedings of this two-day workshop have been published in report form.

The Division also continued to examine the organizational requirements for the actual planning and construction of a new community in order that the Ministry will be in a position to respond quickly and effectively if a new community is required in relation to the implementation of a resource development project.

2. *Settlement Impact Assessment*

The Division serves as the lead agency for comprehensive reviews of proposed development projects in terms of their implications for existing community and regional settlement patterns and for proposed new communities. Development projects that were reviewed during 1978 included:

i) Coal mining proposals coming under the Provincial Coal Development Guidelines Process: B.P./Sukunka and Denison/Quintette in northeast British Columbia; Elco, Line Creek and Sage Creek in southeast British Columbia, and Quinsam on Vancouver Island;

ii) Transportation and Energy projects coming under the Provincial Linear Guidelines Process: the Alaska Highway Natural Gas Pipeline; and

iii) Projects initiated by B.C. Hydro: Site C — Peace River, Kootenay Diversion, Sparwood Thermal Plant, Hat Creek Thermal Plant, Mainland-Vancouver Island Transmission Line.

3. *Special Programmes*

Other key activities of the Division relating to settlement planning research and policy development involved staff participation on various inter-Ministry technical committees. Staff continued to play a key role as a member of the Green Zone Committee which is developing guidelines for effective relationships between urban and agricultural land uses. Staff participated in a committee examining Provincial planning processes with the long term objective of recommending methods of integrating various Provincial agency planning programmes. Staff served on a resource roads policy review group which is developing economic evaluation, planning, design and operational guidelines for Provincial resource roads. Staff also participated on a Task Force established to develop proposals initially for septic tank regulations in the Okanagan Basin area but with future applicability to other regions of the Province.

The Executive Director together with the Division's Planning Co-ordinator for the Lower Mainland region continued to participate with staff representatives of the four Lower Mainland Regional Districts in a comprehensive programme to update the Official Regional Plan for the Lower Mainland originally enacted in 1966. The objective of this programme is to produce broad, up-to-date policies for the management of growth and change throughout the entire Lower Mainland region. A Working Group, consisting of staff representatives of the four Lower Mainland Regional Districts and of the Planning Services Division, is performing the technical work of updating the Plan. The Division's staff representative serves as the Group's co-ordinator. Completion of the O.R.P. Update project is scheduled for mid 1979.

The Division provided technical assistance in the selection of a comprehensive ski development proposal for Blackcomb Mountain in the Resort Municipality of Whistler. In addition, the Division continues to assist in the Provincial monitoring of the development programme for the creation of a Town Centre in the Resort Municipality.

During the Fall of 1978, the Division initiated a programme to co-ordinate the technical review of a major ski resort proposal for Panorama Mountain near Invermere in the East Kootenays. It is intended that this project be examined as part of a broader regional planning study for the Columbia-Windermere Lakes area which is intended to be carried out during 1979 under the direction of our inter-Ministry steering committee.

Staff of the Division participated on the inter-Ministry Task Force developing land use/management policies for the Cowichan River Estuary and also continued to participate in the intergovernmental planning project involving the 200 acres of Federal lands surrounding the George Derby Hospital in Burnaby.

Plans Co-ordination Activities

1. *Community and Settlement Plans*

As a follow-up to the Ministry's 1977 planning legislation initiatives respecting Official Community and Settlement Plans, the Ministry introduced in 1978 a programme of municipal and regional district planning grants to encourage the preparation of these plans. This planning grants programme was established pursuant to the Revenue-Sharing Act and last year provided for a total of $1 Million in grants for Regional Districts and a further $1 Million in grants for Municipalities. With the exception of the annual unconditional grant paid to Regional Districts for general planning purposes (calculated on the basis of 20 cents per capita, minimum $7,000.00, maximum $100,000.00), the planning grants are available on a cost-sharing basis and have been calculated using population criteria.

Each Regional District is eligible for a specific portion of the total amount of Regional District shareable planning grants provided that it undertakes to prepare Official Regional or Settlement Plans. The shareable planning grants are designed to pay for two-thirds of the costs of preparing official regional or settlement plans. The formula used to determine the amount of funding each Regional District is eligible to receive in the form of shareable planning grants is as follows:

$1.00 per capita for the first 10,000 population;
$ .50 per capita for the next 20,000 population;
$ .25 per capita for the next 30,000 population; and
$ .10 per capita for the remaining population in excess of 100,000.

In the case of Municipalities, the shareable planning grants are available primarily for the preparation of Official Community Plans and related planning programmes that focus on the inter-relationship of land use planning and the development of municipal transportation systems. These shareable grants are designed to pay for two-thirds of a municipality's planning costs. Grants to Municipalities are calculated on the basis of $1.00 per capita (using the 1976 Census population), with a minimum grant of $15,000 available to municipalities and a maximum grant available of $75,000. Municipalities must apply to the Ministry to receive a grant and the grant applications are considered on a "first come, first served" basis.

The tables on the following pages indicate those Municipalities and Regional Districts which had planning programmes approved in 1978 for the purpose of receiving a planning grant, the amount of which is also shown. It will be noted that there are 74 Municipalities which undertook community planning programmes or related policy development studies in 1978. In addition, the Regional Districts initiated some 62 settlement plan programmes, most of which will be completed during 1979.

As a further follow-up to the 1977 planning legislation, the Division drafted Technical Guidelines for the Preparation of Official Settlement Plans and Official Community Plans in 1978.

APPROVED* MUNICIPAL PLANNING GRANTS, 1978

Municipality	*Planning Grant*
Cities:	
Armstrong	$15,000
Courtenay	6,573
Cranbrook	15,000
Dawson Creek	15,000
Enderby	4,000
Fernie	13,667
Fort St. John	15,000
Grand Forks	7,500
Kamloops	27,000
Kelowna	27,000
Kimberley	11,628
Nelson	15,000
North Vancouver	15,000
Penticton	21,344
Prince George	27,000
Prince Rupert	3,334
Revelstoke	8,167
Rossland	15,000
Trail	15,000
Vancouver	40,000
Victoria	31,250
Towns:	
Comox	1,845
Creston	15,000
Merritt	15,000
Parksville	4,000
Princeton	4,698
Quesnel	6,700
Sidney	15,000
Smithers	13,333
Williams Lake	6,514
Villages:	
Ashcroft	$11,366
Burns Lake	15,000
Cache Creek	9,333
Chetwynd	11,466
Clinton	8,266
Elkford	12,324
Fort Nelson	15,000
Gibsons	10,000
Harrison Hot Springs	15,000
Keremeos	1,520
Logan Lake	13,333
Lumby	2,707
Oliver	2,462
100 Mile House	2,397
Osoyoos	3,150
Port McNeill	9,467
Qualicum Beach	3,087
Sechelt	6,000
Tahsis	5,000
Vanderhoof	11,067
Warfield	6,000
Districts:	
Abbotsbord	5,233
Burnaby	23,666
Campbell River	5,047
Central Saanich	11,533
Coldstream	10,000
Delta	30,000
Esquimalt	6,000
Kitimat	15,000
Langley	30,000
Mission	7,410
North Cowichan	15,000
North Vancouver	30,000
Pitt Meadows	15,000
Port Hardy	2,000
Richmond	7,334
Saanich	18,666
Salmon Arm	6,084
Sparwood	10,666
Summerland	10,086
Surrey	35,000
Terrace	15,000
West Vancouver	30,000
Whistler	15,000

Total number of Municipalities: 74
Total Municipal Planning Grant: $958,223.00

*Actual payment of grant is subject to the municipality's planning programme being carried out.

APPROVED REGIONAL* DISTRICT PLANNING GRANTS AND PLANNING PROGRAMMES — 1978

Regional District	*Planning Grant*	*Regional Plan or Settlement Plan Programme*
Alberni - Clayoquot	$ 20,208	Bamfield Old Nanaimo Highway Cherry Creek — South Beaver Creek Sproat Lake
Bulkley - Nechako	20,000	Smithers - Telkwa Vanderhoof Fringe Area Fort St. James Fringe Area
Capital	46,911	Western Community Metchosin
Cariboo	23,853	Quesnel Fringe Area Williams Lake Fringe Area 100 Mile House Fringe Area Bridge Lake - Sheridan Lake Area
Central Coast	3,586	Bella Coola Valley
Central Fraser Valley	31,533	Official Regional Plan — update
Central Kootenay	12,000	Creston Fringe Area
Central Okanagan	28,149	Lakeview Westbank Winfield - Oyama
Columbia - Shuswap	12,912	Sicamous Area Shuswap Region (Official Regional Plan)
Comox - Strathcona	25,280	Cortes Island Quadra Island Comox Valley
Cowichan Valley	22,988	Electoral Area "B" Electoral Area "H" Electoral Area "G" Mill Bay Malahat
Dewdney - Alouette	24,427	Deroche - Lake Errock McConnell Creek - Hatzic Hatzic Lake
East Kootenay	23,229	Cranbrook Fringe Area Official Regional Plan
Fraser - Cheam	24,000	Official Regional Plan —Update
Fraser - Fort George	29,908	Electoral Area "A" Valemount Fringe Area McBride Fringe Area Electoral Area "C" Electoral Area "D"

Regional District	*Planning Grant*	*Regional Plan or Settlement Plan Programme*
Greater Vancouver	83,200	Official Regional Plan — Update
Kitimat - Stikine	20,658	Thornhill
Kootenay Boundary	21,341	Kettle River Valley Region (Official Regional Plan)
Mount Waddington	10,683	Coal Harbour Malcolm Island Hyde Creek
Nanaimo	26,273	Cedar Cranberry Bright French Creek Nanoose Bay
North Okanagan	23,238	Electoral Area "A" Parts of Electoral Area "B" and "C"
Okanagan - Similkameen	24,143	Okanagan Falls Naramata Cawston Hedley Oliver Fringe Area Osoyoos Fringe Area Olalla
Peace River - Liard	22,810	Fort St. John Fringe Area
Powell River	14,500	Portion of Electoral Area "A" Texada Island Portion of Electoral Area "B"
Skeena - Queen Charlotte	12,206	Queen Charlotte Area Dodge Cove Area
Squamish - Lillooet	11,928	Hop Farm - Lillooet
Sunshine Coast	10,963	Roberts Creek Pender Harbour Electoral Area "E" Electoral Area "F"
Thompson - Nicola	31,800	Official Regional Plan
Total:	$662,702	

*Actual payment of grant is subject to work being the regional district's planning programme for 1978 being carried out.

The Official Settlement Plan Guidelines were approved by the Environment and Land Use Technical Committee on October 28, 1978, and the distribution of these Guidelines will be carried out early in 1979. The draft Official Community Plan Technical Guidelines were scheduled for distribution in the Spring of 1979.

2. *Development Control Legislation*

Staff of the Division participated last year in a number of conferences, seminars and briefings to explain the provisions introduced to the Planning Act in 1977 respecting development permits and development cost charge bylaws. Sample bylaws respecting these provisions were provided to all Municipalities and Regional Districts early in 1978 and the Division continued to offer assistance to local governments in implementing these new planning tools.

3. *Community Planning Assistance*

The Division assisted a number of small communities during the year in meeting special planning requirements. As an example, the Division assisted the District of Sparwood to plan for a major urban expansion related to anticipated coal mining developments in the Upper Elk Valley region. The Division also arranged for Provincial terrain suitability studies to be carried out in the areas adjacent to Fernie which expects to expand in response to projected resource developments. A third example involved Planning Services staff co-ordinating a general planning programme for the Town of Creston and its environs. Responsibility for this programme was subsequently transferred to the Regional District of Central Kootenay's planning department part way through 1978.

4. *Official Plan and Bylaw Review*

The Division continued to perform its statutory responsibility of reviewing land use bylaws and official plan bylaws submitted by local governments for approval of the Minister. The Division attempted during 1978 to increase its efficiency in performing this statutory role, thereby assisting in streamlining the overall Provincial development approvals process.

Technical Services

The Division's Technical Services group continued to maintain a very ambitious programme during 1978. During last year the group accomplished the following tasks:

- produced a total of 25 new composite base maps at standard metric scales and 13 air photo mosaics for municipalities;
- prepared new or revised composite base maps at standard metric scales for selected Improvement Districts, Specified Areas and Local Communities;
- prepared maps and graphics for various reports/publications of the Division and the Ministry for a variety of planning projects initiated or co-ordinated by the Division's planners;
- prepared legal descriptions for extensions or amendments to the boundaries of municipalities; electoral areas, specified areas and improvement districts; and
- provided a co-ordinated Provincial response to a wide variety of requests for Provincial mapping and air photo material initiated by municipal and regional district planning offices.

Transit Activities

Transit Services

The Transit Services Division offices are located at 171 West Esplanade, North Vancouver and in the Municipal Affairs and Housing offices at 810 Blanshard Street in Victoria.

On December 15, 1978 there were 17 provincial employees on staff, including professionals engaged on contract.

Urban Transit Authority

In 1978 the Urban Transit Authority Act was introduced and received approval of the legislature. The Act established a crown corporation, the Urban Transit Authority of British Columbia, with responsibility for ensuring a uniform provincial policy for urban transit activities.

The Authority through the Act and Regulations provides a framework for financing, planning and evaluating municipal transit operations with direct local involvement in decision-making. The primary roles of the Authority are those of planning and funding. The Authority is not an operator of transit services nor a taxing agency.

A Board of Directors for the Authority was named by Order-In-Council from individuals holding elected municipal office in those communities that have transit systems. Mayor Jack Volrich of Vancouver was elected by the Board as its first Chairman. An initial staffing programme was approved by the Board, and a financial accounting system was established for implementation on April 1, 1979.

The phase-in of the provisions of the Urban Transit Authority Act, including a revised formula for sharing the costs of providing transit services, is scheduled for April 1, 1979.

Transit in the Metropolitan Areas

During 1978 there was no significant expansion of the transit services offered by B.C. Hydro in Greater Vancouver and the Metropolitan Victoria areas. Bus service revisions in Richmond and Coquitlam were introduced to meet changing demands for services, and other minor improvements were carried out in response to ridership levels.

The cross-harbour ferry system, the Sea-Bus, celebrated its first anniversary of service in June by carrying the three millionth passenger. By year end Sea-Bus had passed the five million mark in total passengers carried.

The Urban Transit Authority is providing financial assistance for the Greater Vancouver Regional District to proceed with the study of Rapid Transit options for the metropolitan Vancouver region. This study includes an assessment of short term bus improvements as well as potential alignments and technology options for rapid transit.

In addition, funding was approved by the Authority Board to assist the Capital Regional District in assessing the transit programme requirements and to negotiate a Transit Service Agreement.

Small Community Transit Systems

The Transit Services Division undertook a number of service reviews and ridership promotional campaigns in the thirteen communities that participate in the Provincial transit programme. Regular monitoring of the operations, particularly in the newest systems established in Kelowna and Prince Rupert was conducted by staff in conjunction with the municipalities.

A major restructuring of the Prince George Transit System was completed and the new system began operation in November. The new system significantly increased the level of bus service provided to residents of Prince George. A study of potential demand for revised services was initiated in the Regional District of Nanaimo. Planning for a restructuring, similar to the Prince George process, is underway by the Division and the Regional District's Transportation Committee.

In Kelowna, a promotional campaign was launched by the Division in mid-year. One-day and month long bus passes and convenience tickets were introduced as incentives for residents to use the Kelowna Transit Service. The bus pass promotional campaign together with a number of service adjustments planned by the Transit

Committee have helped increase ridership levels in Kelowna from previous years' totals.

The Division also undertook three transit demand and feasibility studies in Port Edward, Powell River and Port Alberni in response to requests from Municipal Councils and Regional Boards. The results of these household surveys will be presented to the elected officials for consideration of further action.

TRANSIT SERVICES
PROVINCIAL TRANSIT SUBSIDY PAYMENTS 1973-78

Transit Services Funded under Rapid Transit Subsidy Act	*1973 Calendar Year*	*1974 Calendar Year*	*1975 Calendar Year*	*1976 Calendar Year*	*1977 Calendar Year*	*1978 Estimated*
Kamloops	—	—	68,455	87,483(a)	(b)	(b)
Kelowna	—	—	21,065	25,437	98,080	121,000
Kitimat	—	67,734	156,461	137,039	108,290	190,000
Maple Ridge	—	—	—	10,410	31,281	37,500
Nanaimo Regional District	188,336	170,292	278,328	217,930	279,590	355,900
Nelson	17,330	23,221	42,744	49,924	55,263	69,200
Penticton	—	—	1,097	8,028	78,712	96,700
Powell River	14,638	22,921	35,435	62,226	78,860	94,000
Port Alberni	—	—	29,925	46,877	53,745	67,000
Prince George	—	—	19,143	94,497	131,560	166,400
Prince Rupert	—	—	7,700	12,631	33,534	76,600
Trail	—	—	—	3,484	60,803	96,000
West Vancouver	174,473	148,507	222,141	333,084	423,651	600,000
Sub Total	324,777	432,675	882,494	1,089,050	1,433,369	1,970,300
Transit Services Funded under Transit Services Act						
Thompson-Okanagan Transit	—	—	—	82,500	260,538	409,800
Vancouver Island Transit Ltd.	—	—	95,000	*242,570	379,200	348,925
Vancouver Island Transportation Ltd. (V.I. Coach Lines) (d)	—	—	490,000	*920,072	1,435,255	1,513,538
Cowichan Valley Stage Lines				5,000(c)	7,800	8,000
Cariboo West Stage Lines						12,000
Coastal Bus Lines (Kitamaat Village Service)						3,500
TOTALS	324,777	432,675	1,467,494	2,339,192	3,516,162	4,266,063

*Adjusted for calendar year from fiscal year figures.

(a) From January 1 to September 30, 1976, Kamloops service was operated by Western Bus Lines and Valley Stage Lines.

(b) From October 1, 1976 Thompson-Okanagan Transit Ltd. began operating the bus service in Kamloops.

(c) "44" Taxi Company Ltd. began receiving monthly subsidy payments from May 1976 to operate the bus service in Cowichan Valley Regional District.

(d) Includes subsidy paid to successor company, Pacific Coach Lines from September 1, 1978, to December 31, 1978.

Inter-City Transit Services

A new publicly owned company, Pacific Coach Lines was formed in September, 1978 to operate inter-city bus services in the Fraser Valley, on Vancouver Island, and between Vancouver and Victoria/Nanaimo. The new company merged the regularly scheduled services offered by Pacific Stage Lines and Vancouver Island Coach Lines.

The merger was the result of a special task force report that recommended the move together with the shift of special sightseeing services previously operated by both carriers to the private sector. After accomplishing this shift, significant economics in the combined operation of the regularly scheduled services is expected.

TOTAL NUMBER OF PASSENGERS CARRIED

	1976	*1977*	*1978*
			(estimated)
Kamloops	945,700	1,426,000	1,497,000
Kelowna	N/A	240,884(c)	503,000
Kitimat	441,300	418,750	431,300
Maple Ridge	15,100(a)	57,746	59,800
Nanaimo Regional District	624,000	816,000	856,000
Nelson	275,700	261,351	275,500
Penticton	43,400	197,851	209,700
Powell River	215,600	158,851	200,000
Port Alberni	327,000	333,743	350,000
Prince George	751,000	913,221	958,800
Prince Rupert	82,000	306,397(d)	320,000
Trail	11,600(b)	225,000	100,000(e)
West Vancouver	2,368,000	2,119,446	2,200,000
Vancouver Island Transit Ltd.	270,300	276,000	280,000

N/A — not available
(a) — from September 6 to December 31, 1976
(b) — from November 8 to December 31, 1976
(c) — from July 4, 1977 to December 31, 1977
(d) — from August 15, 1977 to December 31, 1977
(e) — labour dispute February - August

Islands Trust

Officers and Staff

John Rich	Chairman
John Gaines	Vice chairman
Gordon Wallace	Vice chairman
Anthony H. Roberts	Manager
David Morris	Chief Planner
Chris Foord	Planner
Gerry R. Tonn	Planner
Edward Pickard	Technical Assistant
Rixon Briggs	Technical Assistant (seconded from Public Works)
Lorna R. Barr	Research Officer
Mary L. Lee	Administrative Officer
Carmen Thiel	Clerk Steno 3
Marie Nelson	Office Assistant

Introduction

The Islands Trust under its Act has a mandate to preserve and protect the Trust Area. The way in which these responsibilities are met was, however, materially changed by the Islands Trust Amendment Act of 1977, most of which came into effect on January 1st, 1978. From a watchdog role on Island Planning done by 7 Regional Districts, the Trust took over all planning responsibility. The result has not only simplified and speeded the formalities associated with policy formulation and application processing, but has provided a unified and more responsive governmental system.

Trust Area Planning is shared by 13 Local Trust Committees and a General Trust. The Local Committees up until October 27th, 1978 represented the following main islands:

Bowen	Hornby	Salt Spring
Denman	Lasqueti	Saturna
Gabriola	Mayne	South Pender
Galiano	North Pender	Thetis
Gambier		

Since October 27th, 1978 small islands have been associated with the 13 main islands to make 13 groups.

Each Local Trust Committee consists of the three General Trustees and two elected Local Trustees. General affairs and matters affecting more than one designated island group are under the General Trust.

Trust activity in 1978 was focussed on planning assignments plus the need to set up organizations, staff, procedures and policy for the smooth operation of the new functions.

Sub-Agencies and Staff

Advisory Planning Commissions: 12 have been appointed mostly after local elections. These Commissions involve 56 residents or owners in addition to the Local Trustees. They advise the Local Trust Committees on planning matters referred to them.

Staff: From 5 persons at the commencement of the year, the staff increased to 10 persons.

Boards of Variance: 13 Boards of Variance have been set up based on three groups of three persons.

Council: This is an informal quarterly meeting of two days at which all 29 Trustees met to discuss a wide range of subjects of more than local importance.

Activity-Statistics (as of December 15)

Local Trust Committee Meetings Held	68
General Trust Meetings Held	47
Council Meetings Held	4
By-laws Passed	70
By-laws in Process	17
Subdivision Applications reviewed	148
Re-Zoning Applications received	34
Crown Lease Applications received	50
Siting Permits for Hornby and Denman	51
Land Use Contracts completed	9
Agricultural Land Reserve Applications	26
Public Hearings held	20
Board of Variance Applications	21

Research

During the year a report entitled "Land of the Trust Islands" dealing with the extent of subdivision, housing and ownership was published. The Trust also published a report on resource analysis for Bowen Island which had been prepared by the Resource Analysis Branch of the Ministry of the Environment. A Trust consultant, Mr. Don Benn, has completed an inventory of outdoor recreation features in the Trust Area. Stimulated by the Oil Ports Enquiry and the vulnerability of the Trust Islands to oil spill disasters, a paper on Oil Pollution and its prevention was prepared.

The Trust is fortunate in having access to and co-operation from many other ministries of Government. For example, during the summer the Trust supplied a temporary staff person to work with the Water Investigations Branch of the Ministry of the Environment to study water supply on Gabriola Island.

Policy Formulations

The Trust Council and its special Committees have developed written policy statements on the subjects of Road, Crown Land and Wildlife Management. In addition, the General Trust has adopted positions on protection of Agricultural Land and has made representation on public issues affecting the Islands. Examples are the strong opposition raised by the Trust to the proposal to use islands as routes for high tension power lines and the brief submitted to the Regional Districts Review Committee. Trust Committees have also made representation on ferry schedules.

Community Planning

The community planning process is largely based on preparation of Community Plans and implementing subdivision and zoning by-laws. At the end of the year the work on community plans commenced by the Regional Districts had been completed. All 13 main islands have operating Official Community Plans of which 4 have been passed by the Trust in 1978.

Zoning and subdivision by-laws exist for all main islands and most work has been related to revisions and amendments. At the end of the year major subdivision and zoning by-laws on Salt Spring, Mayne, North Pender and Gabriola were in their final stages of processing.

Finance and Administration

The 1978-79 Budget for the Trust is approximately $356,000.00. This is partly financed by a 0.75 mill levy in the Trust Area which raised $62,768.00. The remainder is provided directly by the Province. The Trust shares with the other sections of the Ministry of Municipal Affairs some accounting and personnel services.

Public Involvement

The Trust has encouraged public involvement in the process of planning for the Islands. In addition to the 94 Islanders directly involved in committees and commissions, the general public participate at meetings held on the islands and obtain information from newsletters, publications, notices on island notice boards and newspaper advertisements. The Trust's Zenith number is used extensively. An example of a publication is "A Guide to Planning, Zoning and Subdivision Control in the Islands Trust Area" issued early in 1978.