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Preface to the 1999 Web Edition

This bibliography was originally written in 1988 by Dianne Crossley, working in association with Professor Warren Magnusson of the University of Victoria. The work was prepared for and published by the then Ministry of Municipal Affairs, Recreation and Culture. Crossley’s preface to the original version is reprinted in its entirety below. The thematic introductions to each topic area are by Crossley as well, and are unchanged from the original.

This web edition of the bibliography is being published by the Ministry of Municipal Affairs as a service to academics, students and practitioners in the local government sphere. Crossley’s original work forms the core of web edition. As of this date (December 1999), the following changes have been made to the original manuscript:

- this preface has been added
- minor editorial changes have been made throughout the text
- a few citations -- for instance, where a newer edition of a listed work exists -- have been updated

No attempt has been made to comprehensively survey works published in the interval since the bibliography was originally published. However, this web edition of the bibliography will be updated from time to time. Gradually, this should allow for inclusion of post-1988 works, although the guidelines for bibliographic content will remain those laid down by Crossley.

Nicola Marotz
Victoria
December 1999
Preface to the 1989 Edition, by Dianne Crossley

One of the difficulties, or at least inconveniences, of studying local government in Canada is the scattered state of the literature and the limited number of reference sources. This bibliography is intended to bring together works relating to local government in B.C.

The bibliography is selective, rather than comprehensive, and the focus is on academic books and articles rather than on popular works, though a few of the latter have been included when they are either cited in the academic literature or provide coverage of a topic not otherwise available. Major government documents, chiefly ones put out by the provincial government, are included, but this bibliography does not attempt a complete listing of every government document ever put out relating to local government in B.C. Some theses and dissertations have been included, but the listing is not definitive. In general, the focus is on policy-oriented materials rather than such things as technical engineering studies. In addition, the focus is on material of broad and lasting interest; articles about community planning, rather than lists of individual city plans, for example. Finally, the emphasis is on published materials, rather than such things as unpublished consultants' reports, mimeographed conference speeches and the like. Archival materials are not included.

The basic format of most sections is to discuss some of the main themes in the general Canadian literature, list a few of the major Canadian sources, and then list sources which focus on B.C., or specific cities in B.C. However, the format varies, depending on the amount and type of material available. The general Canadian sources are usually overviews, or "key" articles, or basic textbooks or works which provide a theoretical perspective. They are included to give the reader a place to start with the general literature, and to help put the B.C. literature into perspective. They are not designed to be a comprehensive guide to the literature. Works which include a limited amount of information on B.C., but are not primarily about B.C., are included in the general sections with the B.C. content noted.

In terms of the time period covered, important government documents, such as royal commissions, have been included, whatever their date. Other sources were searched back as far as 1945 (if they went that far back), but in practice, most of the academic literature dates from the 1960s to the present time.

The title of this bibliography refers to "local government" because it encompasses more than municipal government, but it is beyond the scope of this bibliography to give complete coverage of education or health policies, even though school boards and hospital boards are forms of local government.

I would like to thank the following people for reading over sections of the manuscript and making suggestions about the commentaries and sources:

Robert L. Bish, William T. Lane, Patricia Marchak, Patricia Roy, John Schofield, Patrick J. Smith, Paul Tennant, and Brahm Wiesman. In addition, I would like to thank the following people who took time to talk to me (or to write to me) variously about their work, about themes and the issues in the literature, and about useful sources; and on the occasion, gave me copies of materials:

Finally, I would like to thank Warren Magnusson and Neil Swainson for reading over the whole manuscript, Brian Walisser, Gary Paget and Mary Lee for their guidance on the project, Elizabeth Dolan for advice about government documents, Michael Bradley for the word processing, and Don Lindenberg for typesetting and design.

The opinions expressed here are not necessarily those of the people listed above, or of the Ministry.

Diane Crossley
December 1988
Local Government in Canada: General

The detailed study of local government in Canada is a relatively new field. Despite some important earlier works, the bulk of the literature has been written since the 1960s. Other characteristics of the literature are the following: much of it is focused on Ontario; a substantial portion of it is fairly descriptive in character; and there is a strong historical component to many analyses. There is also a strong focus on urban government, with less attention to the needs of small towns and rural areas.

Themes found in the literature include: the extent to which local governments are "creatures of the provinces" and how this limits their scope for action; the longstanding complaints of local governments that they have inadequate financing; the need for coordination between levels of government; the historical evolution of local government structures; the need for better internal management techniques; arguments for, and more rarely against, the introduction of party politics into the local government arena; and the question of "who holds power at the local level?" More generally, an underlying theme is "what is the purpose of local government?" The answer usually centres on the need to balance the "service" or "administrative" or "efficiency" dimension of local government against the "access" or "representation" or "responsiveness" dimension.

There are three main analytical approaches to the study of local government. They go by various names, but first there is mainstream, institutional analysis, often focusing on questions about public administration. Its traditional concerns include enhancing the capacity of local governments -- by consolidating them into larger units, increasing financial and technical resources, and improving communications with the public -- and ensuring more effective coordination of their activities. Critics from the left have taken quite a different approach. They have tried to show what interests governments have served, focusing especially on the way that planning and services provided by local governments have benefitted property owners. Often, this approach leads to arguments for a redirection of the public policy to help those whose needs have been neglected in the past. Public choice theory is the third approach. It also stresses the link between economic concerns and political ones, but in a different way. It adopts a more pluralistic conception of the number of groups which have an influence on government, and draws parallels between peoples' behaviour in the public and private sectors. In terms of public administration analysis, public choice theory argues that different services have different economies of scale, and that separate bodies which coordinate their services can be just as efficient, if not more so, than large, unitary hierarchies. It also argues that competition increases efficiency, and that in many cases it is better for a municipality to contract out services -- either through joint arrangements or directly to other communities, or to the private sector -- than to provide every service itself.

One thing that the reader should be cautious about is assuming that the American literature is applicable to Canada. As comparative studies have shown, the powers of American local governments are significantly different from those of Canadian local governments. Social and economic differences in the two countries also mean that the problems of Canadian city-dwellers are not entirely the same as those faced by Americans. However, there are also similarities, in such things as service delivery concerns.

One final theme which is common in the literature is the need for more empirical studies, and especially more comparative studies. There is much still unknown about the workings of local government in
Canada.

A. General Sources


**B. Intergovernmental Relations**

In addition to Higgins (above), see:


**C. International Comparisons**


British Columbia Local Government: General

Perhaps the most striking thing about the literature on local government of British Columbia is the limited amount of it. This makes it difficult to do comparative work, or to make generalizations, because the basic descriptive material needed as building blocks for analysis is so often lacking. Nonetheless, one can point to some themes in the body of literature that does exist. General Canadian themes which apply include the frustrations caused by financial constraints on local governments, the need for increasingly sophisticated administrative techniques, and the gradually increasing provincial centralization of power and closer supervision of local governments. More specific to this province is a strong pragmatic bent to provincial government policies. Issues have been dealt with as they came up, rather than fitted into some overall grand strategy. The flexibility of regional district functions exemplifies this pragmatic attitude. Also significant is the nature of B.C.'s economy. Largely resource-based and export-oriented, the economy is subject to periodic upswings and downswings, which have both direct and indirect effects on local government finances and demands for services. It has also been suggested that, at least until recently, the B.C. government has been more inclined to adopt a "hands off" attitude towards local governments than has been the case in some other provinces. For instance, forced amalgamation of unwilling municipalities has not generally been a feature of B.C. politics.

Another characteristic of the literature -- although this is not a theme -- is that much of it is about Vancouver, either the city itself or the Greater Vancouver area. There is a much smaller body of literature about single-industry towns, such as Tumbler Ridge and Gold River. Cities between these two extremes in either size or degree of economic specialization have received little attention in the political or economic or sociological literature.

In addition to the citations listed here, see also Higgins, Tindal and Tindal, and Crawford in section 1, part A, and see section 13, part B, for works relating to metropolitan government and regional districts in B.C.


**Bish, Robert L. Local Government in British Columbia**. Richmond, B.C.: Union of British Columbia Municipalities in cooperation with the University of Victoria School of Public Administration, 1987.


**British Columbia. Legislative Assembly. Sessional Papers. 1876-1957.** Includes financial papers, annual reports, returns and miscellaneous papers.


Watters, Dean D., ed. *Local Government in British Columbia.* Contributors: Bill Kennedy, Richard Taylor and Dean Watters. This is a useful 8 page joint publication of the Union of British Columbia Municipalities and the Municipal Officers' Association of British Columbia, 1987. Topics discussed include municipal finances, council powers, municipal employees, elections and regional districts.
History of Local Government

Urban history is one of the most developed of academic disciplines that deal with cities in Canada, and municipal governments have received a fair amount of attention in this body of literature.

Two periods of time have been assigned particular significance in the general Canadian literature: the turn of the century and the 1930s. Important factors in the earlier era were the growth of cities and changing ideas about the proper scope of government, both of which led to increasing demands for services and an emphasis on technical expertise as the solution to many problems. In addition, it was said that local government concerns were more a matter of administration than "politics", a term which often had connotations of corruption and cronyism when used by reformers. The idea that local politics should be non-partisan was reinforced, and parallels were frequently drawn between the board of directors of a company and a city council. "Honesty" and "efficiency" were the watchwords of the reformers.

The second era of particular importance to local governments was the Depression. Up until that time unemployment relief had been the responsibility of municipalities and private charities. Since there was no way that local governments and charities could cope with the mass unemployment of the 1930s, the responsibility for the problem shifted to the provincial and federal governments. This was a key step in the shift away from social services being provided by local governments, and with it an extremely important policy area slipped from local control.

Other general themes which are found in the B.C. literature include: the influence of large companies on the way cities developed, most notably the influence of the CPR on the Vancouver area; the influence of geography on settlement patterns; and in terms of the structure of governments, a gradual increase in inter-municipal co-operation to deal with area-wide problems, and the assignment of an increasing number of functions to local governments as popular demand for government services rose. A related theme is a gradual loss of autonomy. The provincial government may have allotted more tasks to local governments, thereby broadening the scope of local government in one sense, but at the same time the provincial government has exercised closer supervision over municipalities.

The number of historical works which deal solely with local government issues is extremely limited. The list below includes some works which only briefly touch on government issues. See also section 9B, on the history of planning in British Columbia.

A. General Canadian Works


**B. Works about British Columbia**


Politics at the Local Level

There are a variety of themes present in the general Canadian literature about municipal politics. Many of these can roughly be divided into questions of structural reform and questions about the distribution of power in the community.

One of the main issues under the first of these categories is the merits of non-partisanship versus having parties at the local level. Arguments for non-partisanship have a long history and include: that most local issues are "administrative" in character, rather than "political"; that there is no point getting local issues entangled with acrimonious political party debates they have no inherent connection with; and that parties would result in favouritism in the awarding of contracts and the provision of services. Modern arguments stress the first two of these points. Those who favour parties at the local level usually argue for one of two variants. Some support a system featuring civic parties structured on the same lines as parties at other levels of government, which would give a certain continuity to policies, stimulate interest in local politics, and provide a good training ground for party activists. Others call for "civic parties" with no official connections to provincial or federal parties. The latter alternative tends to be favoured in the academic literature because it would make it clear where candidates stood and increase accountability without tying local elections into provincial or federal issues -- something which can be a double-edged sword for any party.

A second structural reform theme is the merit of ward systems compared to "at large" elections where the candidates run city-wide. There are many facets to the debate, but one of the keys is whether ward elections should be seen as encouraging narrow neighbourhood interests at the expense of the city as a whole, or whether they should be seen as encouraging the representation of diverse interests which get submerged in city-wide elections. The intensity of debates over the ward system versus at-large elections in Vancouver is one of the more striking aspects of municipal politics in British Columbia. It is not a major issue in the rest of the province.

Low voter turnout is another issue which is of concern to academics. Various explanations and possible solutions to the problem have been suggested, with the question arising as to whether low turnout is indicative of satisfaction or apathy. Changing the frequency of local elections and the introduction of parties can be partly seen as structural means of stimulating interest in local politics.

There is a longstanding political debate about the structure of power in communities -- is power widely distributed, with a variety of groups having some influence on political decisions, or does a small elite wield disproportionate influence? So far as local politics is concerned, in practice this is often a debate about how much influence the property industry has, as opposed to groups favouring "quality of life" concerns or social reforms.

Concern about power is reflected in various themes in the literature. For instance, who gets elected, and what type of policies do they favour? At least until the 1960s, the answer was often pro-development businessmen. Since then, more attention has been paid to neighbourhood preservation and quality of life issues. It would appear that women and members of minority ethnic groups have been more likely to get elected in recent years, but detailed academic studies on this point are still lacking in B.C.
Concerns about power are also prominent in the literature about interest groups, although they are not the only focus of attention. What issues do groups coalesce around; how permanent are various groups; under what conditions do interest groups turn into parties; who joins what types of groups; how much influence do different groups have; and, are interest groups a good thing? The answer to the last question may depend on what gets defined as an interest group.

Looking at power in a slightly different sense, it is worth noting that the formal powers of Canadian mayors are generally not extensive. As a result, their abilities at persuading people to support various policies, and their administrative approaches, become major aspects of how they accomplish their aims. That is, informal styles of leadership as well as formal powers are important.

Election issues in recent years have often taken the form of neighbourhood preservation versus development. Cost concerns have also been prominent, both in terms of property tax rates and the related matter of what amenities and levels of service should be provided. Social issues may also arise, ranging from whether Sunday shopping should be permitted to whether cities should declare themselves "nuclear weapons-free" zones. In B.C. there are also recurrent referendums on municipal incorporation or the amalgamation of semi-rural areas into larger municipalities.

In addition to the works listed here, see also the entries under "Participation and Development Issues" in section 9 (Planning).

A. General Canadian Works


B. Works about British Columbia


Cummings, Don L. "A Successful Research to Referendum Trail Revisited." *Recreation Canada* 44 (Oct. 1986): 6-8, 10-12. About research done on citizen preferences before a recreation referendum was held in the District of Coquitlam.


Understanding Vancouver 2. City of Vancouver: City Planning Department, 1979. Includes all sorts of information relevant to local government issues.


Corporate Structure and Administration of Municipal Government

Issues in the general Canadian literature are many and varied. They include: the advantages and disadvantages of various types of city governments, centering on the role of city managers and council committees; intergovernmental relations; financial issues, chiefly the difficulty in raising adequate funds to carry out mandated functions, and the pros and cons of various revenue sources; and privatization issues. Also discussed is the case for devolution of functions to local government and conversely, the case for the centralization of functions at the regional or provincial level. In practice, centralization occurs more often. In addition, there are discussions of the historical evolution of local government structures. Personnel issues have received more attention in recent years, examples being works on labour costs, the need for good training programs for local government administrators, and affirmative action and "equal pay for work of equal value" concerns. Legal issues may also arise, lately in connection with the Charter of Rights and Freedoms. Finally, there are issues of representation and participation and the effects government structures can have on these. How much input do citizens have on government decisions? Do governments make an effort to seek out citizens' opinions by, for instance, holding hearings on controversial issues? How easy is it to get access to information about what local governments are doing? Many of the above issues are dealt with in more detail here under separate categories, but the limited amount of literature which deals specifically with administrative concerns is listed below.

A. General Canadian Works


B. Works about British Columbia


Watters, Dean D., ed. *Local Government in British Columbia*. Contributors: Bill Kennedy, Richard Taylor and Dean Watters. This is a useful eight page joint publication of the Union of British Columbia Municipalities and the Municipal Officers’ Association of British Columbia, 1987.
Municipal Law

It is difficult to generalize about themes in the Canadian literature on municipal law, both because the subject is so broad, and because laws vary from province to province. One overriding theme, however, is that municipalities are very much "creatures of the provinces." They are only permitted to carry out functions which are explicitly given to them by their respective provincial governments (this is as opposed to being permitted to do anything which is not explicitly forbidden). Provinces may, of course, make some functions mandatory for municipalities to carry out and some functions optional.

A word of caution: the references listed below are intended for the reader with general interest in municipal law. Neither this listing nor any of the materials listed below are a replacement for the advice of qualified legal counsel.

Because this bibliography is intended for the lay reader, specialized legal reference sources were not searched. Moreover, readers should note that laws can change very quickly. Materials listed below reflect the laws at the time they were written.

A. General Canadian Overview

Makuch, Stanley M. *Canadian Municipal and Planning Law*. Toronto: Carswell, 1983. Note that this is a general reference. B.C. laws may be different.

B. Works about British Columbia


Continuing Legal Education Society of British Columbia, 1981.


**Union of British Columbia Municipalities.** Local Government Liability. Negligence. This paper was prepared by Donald Lidstone and the case comments on pages 4 to 9 were prepared by Christopher S. Murdy. 1985. (Papers on Local Government Liability, Vol. 2.)
Local Government Finance

Municipal government financing has received more attention in the general Canadian literature than any other local government topic. There are several major, inter-related concerns. First, there is the allocation of responsibilities and the fund-raising capacities of the three levels of government (do they match up?). Here it is generally argued that the "own source" revenues available to municipalities, mainly from the property tax, are not adequate. This, it is often argued, is because it is politically impossible to raise property taxes indefinitely. Moreover it is also debatable whether it is appropriate to tax property to finance services which have little to do with benefits to property owners. It may be argued that certain functions should be carried out by other levels of government as a way of easing the financial situation of municipalities, but it is more often argued that municipal governments need access to more funding.

The second theme is the advantages and disadvantages of different sources of revenue. With respect to "own source" revenues, the choice between property tax and other taxes (such as income taxes) is important, but a more critical theme outside Canada. Of the property tax, its regressivity and its economic effects are key issues. Property tax relief, such as B.C.'s Home Owner Grant program, is also a concern. Much of the additional funding comes in the form of conditional grants from the provinces. On the one hand, a conditional grant can ensure that certain standards of service are maintained across a province but, on the other hand, it can distort municipal spending priorities. Municipalities are understandably more fond of unconditional grants, but provincial governments, equally understandably, like to have some say in how the money they supply is spent. Further complications arise because of the position of the federal government. Constitutionally, municipalities are a provincial responsibility, but many federal policies have an impact upon municipalities, and it may be argued that the federal government should supply some kind of direct or indirect funding, or participate in joint programs. Provinces generally frown on the prospect of direct federal-municipal relations, because this could interfere with their control over municipalities.

A third theme is that municipalities have limited room to manoeuvre because of restrictions on how they can raise funds and what tasks they are permitted to undertake. It may be argued that certain social issues and economic development initiatives can most effectively be handled by municipal governments, which are closer to the problems, and can move faster than the larger and more bureaucratic provincial and federal governments. Lack of funding is not the only issue here, but it is a significant one.

A. General Canadian Works


B. Works about British Columbia


**Municipal Finance Authority of British Columbia.** *Annual Report*.


Services Provided By Municipal Government

Considering the importance of the subject, there is not a great deal of empirical literature about the provision of municipal government services in Canada. There are historical accounts of the origins of local government services, of increasing demands on local governments after 1880, the impact of the Depression on the transfer of social responsibilities to the other levels of government, and the increasing emphasis on "quality of life" concerns since the 1960s. There are also debates on privatization and over whether various services should be provided at the regional level or the municipal level, and ever-present calls for more funds for local governments. In the last few years there also seems to have been more attention placed on the possible role of municipal governments in the provision of social services. However, empirical studies of what administrative techniques individual municipalities use to provide services, and comparative studies of the methods and costs of providing services in different places are few and far between in the academic literature. Equally striking is the lack of attention to the problems of small towns and rural areas in providing high quality and diverse services on a very limited tax base. The different theoretical approaches towards local government are prominent in what literature does exist about the provision of local services. Mainstream and public choice theorists offer very different perspectives on what is the most efficient way to provide services, and how best to encourage responsiveness to public demands. Critics from the left, meanwhile, focus attention on the extent to which the services provided by local government serve the needs of property developers, as opposed to neighbourhood residents.

Given the small amount of information available on most types of services, general Canadian and B.C. references have been interfiled in subcategories C to E below. For materials on social services, see section 11, part A.

A. General Canadian Works


Includes some B.C. examples.


**B. General Canadian Overview**


**C. Cultural and Recreational Services**

In addition to Bish, chapter 9, see:


**Cummings, Don L.** "A Successful Research to Referendum Trail Revisited." *Recreation Canada* 44 (Oct. 1986): 6-8; 10-12. About the steps taken to research citizen preferences before a referendum on recreational facilities was held in the District of Coquitlam.


D. Engineering-Type Services
In addition to Bish, chapter 8, see:


E. Protective Services

In addition to Bish, Chapter 7, see:


Planning

There is a large body of work about planning in Canada. Only a few of the major themes are discussed below, and the focus is on political concerns.

Works about the history of planning note two main phases. First came the "city beautiful" movement, where the emphasis was on aesthetics -- providing monumental public buildings, broad avenues, and parks. This was followed by the "city efficient" phase, where the emphasis was on such things as public health, zoning, and traffic patterns.

Much of the modern literature centres on controversies over development, and it can include both physical (land use) planning concerns and social planning concerns. Often controversies centre on large commercial or government developments which pit the developers against people trying to save neighbourhoods. Equally important are problems of city-wide needs versus neighbourhood wants. This is the so-called "not in my back yard" or "NIMBY" syndrome, which can apply to anything from halfway houses for parolees to the location of an expressway. Facilities may be needed, but often people do not want them near where they live.

Another theme in the modern literature is the need for public participation in planning decisions. This idea came to the fore in the 1960s. Initially, it was often resisted by officials. Gradually, however, mechanisms of citizen input have become institutionalized, and it is now widely conceded that paying attention to the views of the people immediately concerned may result in more workable plans in the long run. On the other hand, it has also been claimed that increased consultation means that things are less likely to get done, because almost any change will be opposed by someone.

Another theme is problems between levels of government, for instance where the federal or provincial governments own land and want to develop it contrary to local wishes. However, in B.C. a greater problem is lack of coordination between agencies of the same level of government -- especially the province, but also local governments, due to the lack of coordinating mechanisms organized on a regional basis and a strong framework for regional planning.

Yet another issue might be called "planning for hard times." Planning, like any other government function, costs money, and governments have been less willing to fund extensive planning studies in recent years when they were in the 1960s and 1970s. Meanwhile, the issues that planning was intended to deal with -- ensuring some predictability in land use and ensuring a livable environment -- have not gone away. Part of the solution has been to shift attention from one-time grand city plans to planning as an on-going process. Other concerns which arise include environmental issues, and concerns about "fringe" development just outside city limits.

As in the previous section, B.C. and general Canadian references have been interfiled in the subcategories here in order to avoid numerous categories with small numbers of references in them. For planning issues relating to single industry towns, see section 12; for social planning, see section 11, Part C.

Please note that this section of the bibliography is primarily about planning as it relates to local government concerns. It does not include technical planning literature or the vast body of planning
studies about individual neighbourhoods, towns, and regions; and it only includes a few of the more relevant theses. See the "Planning" section under "Sources for Further Research" for details on finding more information.

A. General Canadian Works


B. History of Planning in B.C.


Todhunter, Rodger. "Vancouver and the City Beautiful Movement." Habitat 26, no. 3 (1983): 8-13. About the influence the Bartholomew Plan has had on Vancouver.


C. Land Use Planning


Tunnicliffe, Kenneth W. "The Effect of Rezoning on Property Values in the City of Vancouver." Vancouver: Faculty of Commerce and Business Administration, University of British Columbia, 1975.


D. Participation and Development Issues


The Impact of the Neighbourhood Improvement Program in British Columbia. (Study commissioned by the Canada Mortgage and Housing Corporation, Ottawa, 1981.)


See also Bradbury, J.H. under "Land Use Planning".

**E. Regional Planning**

Cullingworth (above, Section A) includes a number of comments on regional planning in B.C. In addition, see:


See also: Lash, Harry, under "Participation and Development Issues," and section 13 on Metropolitan Government and Regional Districts.

**F. Planning in B.C. - Other Works**


*Transactions of the British Columbia Natural Resources Conference*. Annual. (1948-1970.) Often include material relevant to planning.


Local Economic Development

Economic development is a broad subject. At one level, it might be argued that anything to do with the national economy ultimately affects the well-being of every town and rural area in the country. The scope of this section of the bibliography is considerably more modest. The focus is on basic characteristics of the B.C. economy which have a direct impact on municipalities, on related issues of regional development, and on the literature about what local governments can do to promote economic development in their areas.

The general economic literature about B.C. stresses that the province is largely dependent on the export of a small range of primary goods. The dependence on exports means that the state of the economy is largely outside provincial control. How much lumber the province sells to the U.S., for example, partly depends on the American building industry’s demands for lumber, partly on the tariff policies of the U.S. and Canadian governments, and partly on the value of the Canadian dollar. Dependence on a small number of products is significant because it means that a downturn in demand for any one of them has a major impact on the B.C. economy. Calls for provincial economic development, therefore, frequently emphasize the need for a more diverse economy with more secondary industries.

Although there is not a great deal of literature on the subject, the sharp upswings and downswings in the provincial economy have an obvious impact on the financial status, and financial stability, of communities in B.C. Leaving aside the overall state of the economy, the question becomes: "What can municipalities do to further their economic development?" This is a question that has received increasing attention in recent years, although more so in "how to do it" type of publications than in academic local government literature. Government efforts may include special efforts to streamline bureaucratic red tape; helping to publicize the development potential of an area; providing a good infrastructure; or "Special Enterprise Zones." Another approach -- which relies on entrepreneurs rather than government -- is the idea of "import replacement." The basic concept is to substitute locally produced goods and services for those from outside the area, thus diversifying and stabilizing the local economy and creating multiplier effects. Note that "import" in this context does not necessarily mean "from a foreign country." This strategy may be accompanied by "buy local" publicity campaigns. In addition, advice and guidance for small businesses may be provided through local organizations which are often funded, in part, by municipalities.

Finally, community economic development (or "CED") is gaining in popularity. Sometimes, the term "CED" is used for any form of local economic development, but it also has a narrower meaning. In the latter sense, CED involves the creation of small-scale, often labour intensive rather than capital intensive, businesses and services, often run on a co-operative basis. The object is to provide useful goods and services and to provide employment, on the one hand, while earning just enough money to cover costs on the other hand. CED is one means of diversifying economies and providing goods and services which fall between the nooks and crannies of established businesses. CED can take place in large cities, but the economic difficulties of single-industry towns in hard times often serve as a particular stimulus to it. One common element in the strategies mentioned here is attention to small businesses as a vehicle for the creation of jobs. This has been the case since various economic surveys began to show that small businesses generate a higher proportion of new jobs than do big businesses.

In closing, it should be pointed out that not all commentators are optimistic about the efficacy of municipal governments in stimulating local economic development. Given the limitations on permissible local government activities, plus the limited funds available to local government, and the extent to which economic decisions rest on factors beyond local government control, they are not necessarily in a position to provide a great deal of aid. The question also arises as to whether the overall number of jobs rises as a result of municipal government economic stimulation or whether unemployment is simply transferred from one place to another.

Relatively few of the sources listed below discuss local government per se, but they do raise issues which local governments need to be aware of. The citations below illustrate the diversity of themes and types of writing that
exist on topics related to local economic development. This section should not be regarded as a comprehensive bibliography of writings relevant to economic development in B.C.

A. General Overviews


B. Works about B.C.


Social Services, Social Planning And Social Issues At The Local Level

The stereotypical image of local government is that it deals with administration of "hard" services, namely water, sewers, roads, and garbage collection. Social issues which arise at the local level do not receive much attention in the political science and public administration literature on local government. The one exception to this are the social consequences of urban development, which are a major concern in the literature.

The lack of detailed attention to social concerns is somewhat puzzling, given that it is often social issues which mobilize voters and interest groups. Moreover there is obvious room to study such questions as the impact of "hot issues" on voter turnout, the extent to which "single issue" voting occurs at the local level, when and if protest groups turn into civic parties, and the subsequent political careers of people who first come to public notice through their involvement in attempts to deal with local issues.

It is sometimes said that local government consists mainly of the administration of hard services, while it is the provincial and federal levels of government which deal with the major social issues. Some advance this as the reason for the lack of attention to social issues in the local government literature. There is some truth to that assertion but, on the other hand, the following is a list of concerns which municipal governments may be called on to respond to: lack of low rent housing; race relations; demands for anti-smoking by-laws; difficulties with "street kids"; objections to pornography displayed in corner stores; the need for day-care facilities, possibly linked to arguments to change zoning bylaws to allow for more daycare in private homes; and controversies over the location of transition houses for battered women, halfway houses for parolees, shelters for runaways, and transition houses for former mental patients. Too, there may be calls for funding of the above facilities. Other issues include animal control, herbicide and pesticide spraying, and calls for cities to declare themselves "nuclear weapons-free zones." In addition, local governments are sometimes pressured to set an example as model employers by, for instance, instituting "equal pay for work of equal value." While the literature about many of the above issues is plentiful, the point to be made here is that there is not a great deal of academic literature which relates such issues to local government.

A. Social Services


**B. Housing**


**Skaburskis, Andrejs.** "Speculation and Housing Prices: A Study of Vancouver's Boom-Bust Cycle." *Urban Affairs Quarterly* 23 (June 1988): 556-60.

### C. Social Planning


"Local Government and Social Planning." Series of short articles, pages 2-6 of *SPARC News / Community Affairs in British Columbia*, Dec. 1986. (This is a quarterly publication of the Social Planning and Research Council of British Columbia.)


### D. Social Issues


**Hodge, Gerald,** with the assistance of **John B. Collins.** *The Elderly in Canada's Small Towns: Recent Trends and Their Implications*, Occasional Papers, no. 43. Vancouver: Centre for Human Settlements, University of British Columbia, 1987.


Single Industry Towns

There is a fair-sized body of literature about single industry towns in Canada generally and in British Columbia in particular. First Kitimat, then the "instant towns", and now Tumbler Ridge have each in their day attracted attention. Many issues have been studied and the resulting literature is diverse. Themes in the literature include: the political influence of the dominant company in a town; quality of life concerns including both problems of social isolation and how to provide a diverse range of services on a small tax base; the difficulty of trying to develop a sense of community in new towns where no one has roots; what to do about high turnover in the labour force; the vulnerability of towns dependent on one industry and the need for economic diversification; and the special problems of women where there are few available jobs not of the traditionally male variety, and where the jobs that are available (mainly in the service sector) are frequently low-paying.

In B.C. the literature largely consists of sociological, economic and planning literature; there is a definite lack of political science studies of politics and administrative concerns in single industry towns.

A. General Canadian Works


B. Works about British Columbia


1981.


Regional Districts / Metropolitan Government

The reader who asks, "But what exactly Is a regional district?" has inadvertently stumbled across one of the main themes in the literature: few people -- outside of those immediately concerned -- have a clear idea what exactly regional districts do and how they operate. One possible political consequence of this is that regional districts have never been wildly popular with the general public.

After World War Two rapid urbanization occurred in Canada, and with it came a need for neighbouring cities to co-ordinate their policies and sometimes to join together to finance large projects. The idea of metropolitan government was one response to the problem of lack of co-ordination and co-operation. Individual cities would retain some of their functions, but other functions would be transferred to a new, broader level of government made up of representatives of member municipalities, either directly elected by the general public or appointed by the municipalities involved. Metropolitan Toronto was the first example of this in North America, and there is a substantial body of literature about it. In this province regional planning boards in the Lower Mainland, Greater Victoria and elsewhere were part of this trend towards co-ordination in the 1950s. The regional planning boards were not entirely successful and in 1965 began to be replaced by the newly created system of regional districts. Regional districts were, however, not just a response to urban problems in Greater Vancouver and Victoria. They were also a way of bringing local government to unorganized areas of the province, and to provide better services for small towns and rural areas. It should be noted that B.C. was unusual at the time in not having a well-developed rural governance structure. Thus, the regional district emerged as a hybrid form of government, one capable of delivering upper-tier services in urbanized areas and lower-tier services to the province's scattered rural settlements.

One theme in the literature is that the regional district idea was less controversial and met with less opposition in B.C. than regional government schemes have elsewhere in Canada. One reason for this was "the strategy of gentle imposition." Another reason is that regional districts have fewer powers, especially in connection with the management of development, than regional governments in Canada usually do.

A second theme is simply the flexibility of regional districts, and how this allows them to tailor their functions to meet local needs, instead of having a long list of mandatory functions rigidly imposed across the board by the province. Useful as this is administratively, it does make it hard for the general public to get a clear idea of what regional districts do, because no two districts are completely alike.

A final theme in the literature is that there has been tension within regional districts. Urban and rural areas have not always agreed about what needs doing and what should have priority, and neighbouring municipalities in urban areas have not always agreed about where developments that would bring in lucrative property taxes should be located, or conversely, where unwanted developments should be situated (the "not in my backyard syndrome" at the regional level). Various mechanisms, and the removal of the regional planning function in 1983, have eased these tensions over the years. There is also some tension between regional districts and the province, which has, on occasion, overruled some of their decisions. See also section 9E, on regional planning.
A. General Canadian Works


B. Works about British Columbia


British Columbia. Department of Municipal Affairs. The Regional District Concept: What It is - How it Works. (Interview with the Minister of Municipal Affairs.) Victoria, 1968.


individual reports.


Special Purpose Districts, Boards and Commissions

The most well-known special purpose boards are school boards. While it is beyond the scope of this bibliography to provide complete coverage of education in British Columbia, a few useful sources are noted below. If one had to set out one overriding theme about school boards, it would be that they are more controversial than other special purpose boards and commissions. As an administrative point, there is sometimes some friction between school boards and municipal governments, because a substantial percentage of the property taxes levied by municipalities is earmarked for schools. In this situation, the municipalities become the target of taxpayers complaining about the size of their local tax bills and yet have no control over setting the amount school boards want collected.

Hospital districts and individual hospital boards are another important area of local government but, like education, the governing of the hospital system is beyond the scope of this bibliography. It is important to note, however, that the boundaries for hospital districts are the same as those for regional districts and the board of directors of each regional district is the board of directors for the local hospital district.

There is very little academic literature about any other form of special purpose district. One possible theme that is worth mentioning is that despite the neglect of academics, water districts, improvement districts, and the like provide crucial services for residents in the areas they encompass. A second theme is that because of the existence of special purpose districts, and because of the traditional reluctance to force incorporation on residents of an area, residents of rural areas and small settlements in the province have been under less pressure to incorporate than has been the case in some other provinces. This has sometimes been a source of frustration for provincial officials, when services could be provided more efficiently and more economically by municipalities.

The Islands Trust is well-described by Robert Bish as "a unique single-purpose government, designed specifically to give island residents the authority for land-use control which is held by regional districts and municipalities elsewhere in the province" (Bish, p. 60). There is a limited amount of academic literature about the Islands Trust, although various government publications are available.

A. General Overviews of Special Purpose Government in B.C.


B. Education

In addition to Bish (above) see:


Humphreys, Edward H., et. al. Alternative Approaches to Determining Distribution of School Board Trustee Representation. Toronto: Queen's Printer for Ontario, 1986. 3 vols. Volume one includes a chapter on B.C.


C. Hospital Districts / Hospital Boards
In addition to Bish (above), see:


D. The Islands Trust
In addition to Bish (above), see:


E. Water Districts, Irrigation Districts, and Improvement Districts

In addition to Bish and to Swainson (above) see:


Native Self-Government

Much of the academic literature about Indians in B.C. concerns land claims. That topic is beyond the scope of this bibliography, although sources of information about it can be found listed in the "Sources for Further Research" section. The literature about Native self-government in Canada centres on the question of what self-government means, and how it would affect government jurisdiction on Indian reserves. The issue of how band services would be financed and administered under conditions of self-government is also tied in with how the scope of self-government is defined. The current state of band services has not received as much attention in the academic literature, although that is changing to some extent. Issues include lack of adequate funding and cumbersome bureaucratic procedures.

Another concern which has not received a great deal of attention is the migration of Indians from rural or small town reserves to large urban areas and how they cope with urban life. The fact that reserves exist within urban areas -- there are several in Greater Vancouver -- raises other issues worthy of study. But questions such as relations between reserves and neighbouring municipalities, as well as the attitudes of the residents of such reserves towards economic development, have not been explored in detail. (Again, the limitations of this bibliography must be stressed. The focus here is on academic literature; unpublished consultants' reports commissioned by the Department of Indian Affairs and Northern Development or by individual bands are generally not included.)

A. General Canadian Works


Scotnicki, Christine. *Recent Treaties in Land Claims and Self-Government: The James Bay Agreement, the Creek-Naskapi Act, The Western Arctic (Inuvialut) Claim Settlement, the Sechelt Indian Band Self-Government

B. Works about British Columbia

Bish, Robert L. *Property Taxation and the Provision of Government Services on Indian Reserves in British Columbia.* Prepared for the Department of Indian Affairs and Northern Development. Victoria: Centre for Public Sector Studies, School of Public Administration, University of Victoria, 1987.

Capital Region Planning Board of British Columbia. *The Indian Act and Public Policy Statements: Relevance to Land Use Planning for Indian Communities.* Victoria, 1968.


Sources For Further Research

The following is a list of sources which may be useful for someone wanting to do further research on topics related to local government in Canada. The first section lists newsletters and magazines of interest. The second section lists some general sources, and the third is designed to help people locate government documents; after that, the listing is alphabetical by topic. This section is not comprehensive, but it will give the reader a place to start on many topics.

A. Newsletters and Magazines
"Chapter 290" (Municipal Officers' Association of British Columbia newsletter).
Civic Public Works.
FORUM (Federation of Canadian Municipalities).
Municipal World.
Public Employers of British Columbia News (PEBC News).
PIBC News (Planning Institute of British Columbia).
UBCM News (Union of British Columbia Municipalities).

B. General Sources

This work lists far more reference sources than can be given here, and includes entries on various topics related to municipal management from Canada, France, Great Britain and the United States.


B.C. Studies. Each issue has a bibliography of recent writings on British Columbia. Picks up many sources which are not listed in the other bibliographies here.

Canadian Magazine Index.
Canadian Periodical Index.
Index to Current Urban Documents.
Sage Urban Studies Abstracts.
PAIS Bulletin (Public Affairs Information Service).

Urban and Regional References. A very useful Canadian source. The first volume covered 1945 to 1969; there were yearly supplements from 1970 to 1975-76. Ottawa: Canadian Council on Urban and Regional Research.

Two useful bibliographies for anyone interested in particular theoretical approaches to public affairs are:


A useful overview article with an extensive bibliography is:


C. Government Documents


Microlog: Canadian Research Index. Lists selected federal, provincial, and local government documents, and materials from institutions receiving research grants.

D. Works on Specific Topics

**Business and Industry**


*Canadian Business Index.*


**Citizen Action**


**Community Economic Development**


**Education**

*Canadian Education Index.*


**Finance**


**History**


**Housing**

Indian Policy / Native Issues


Irrigation


Libraries


Planning


Public Administration


Recreation


Rural B.C.


Single Industry Towns


**Statistics**


Cook, Rupert W. and Joan Mount. *Canadian Statistical Data: An Introduction to Sources and Interpretation*. Toronto: Micromedia Limited, 1986. No section on local government per se, but useful for doing background social and economic research.

**Transportation**


**Vancouver**
