

M I N U T E S   A N D   R E P O R T S

of a

SPECIAL MEETING

of the

THIRTY-THIRD COUNCIL

of the

MUNICIPALITY OF THE COUNTY  
OF HALIFAX

Date of Meeting - February 11 and 12, 1959.

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SPECIAL MEETING - FEBRUARY 11 and 12, 1959

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SPECIAL MEETING  
OF THE THIRTY-THIRD COUNCIL OF THE  
MUNICIPALITY OF THE COUNTY OF HALIFAX

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February 11, 1959.

FIRST DAY MORNING

Council met at 10:00 a.m.

The Session opened with the repeating in unison of the Lord's Prayer.

Roll called.

Warden F. G. H. Leverman in the chair.

The Municipal Solicitor explained the purpose of the Special Meeting and what business could be transacted at such a Meeting.

Warden Leverman introduced to Council M. W. S. Gunaratne of Ceylon, who is touring Canada under the Colombo Plan and studying Municipal Administration.

The Municipal Clerk read the report of the County Planning Board.

Councillors Settle and Daye moved:-

"THAT the report of the County Planning Board be adopted."

Referring to the approval of buildings located nearer to the property lines than required by the regulations, Councillor Flawn asked if the cases referred to consisted of foundations only, or if they were completed buildings. Councillor Settle explained that these places were in various stages of construction.

Councillor Flawn then commented that it appeared to be a matter that if people did not want to follow the regulations, all they had to do was to come to Council and ask approval of the foundation where they had put it. He said this was going to be difficult to explain to people who do follow the regulations.

Councillor McGrath explained how the confusion had occurred in one case, by the road reservations of the Department of

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First Day Morning Continued

Highways. Councillor Blackburn explained that a similar situation had occurred in his own District.

Councillor Settle said that the Planning Board does not approve of this method of approving buildings and that the Board required a final certificate of surveyors before building commenced. However, this was a comparatively new step and, as yet, not all contractors had complied with it, but that he hoped the situation would be eventually remedied and said that the matter was being followed up closely.

Warden Leverman then put the motion for adoption of the report. Motion carried.

The Municipal Clerk read the report of the Welfare Committee.

Councillors Snair and Moser moved:-

"THAT the report of the Welfare Committee be adopted."

Referring to the appointment of a new Superintendent for the Halifax County Hospital, Councillor Stubbs asked if the appointment would be tentative or would it be a permanent appointment and Council approval only a formality. Warden Leverman explained that under the new Provincial regulations the Department of Health would have to approve the appointment. He said to get someone of the qualifications required on a temporary basis or for a probation period would be difficult.

In reply to Councillor Stubbs, Mr. Hattie said that the present salary of the Superintendent was \$6,000.00 per year. Councillor Stubbs then expressed doubt if the County could get a man of the qualifications desired at that salary. She asked if Council would get a chance to approve an increase in that salary if it were needed in order to get a qualified man.

Warden Leverman explained that the Committee has by By-law, the right to make temporary salary adjustments between sessions.

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In reply to a question from Councillor Hanrahan as to whether anything else was provided for the Superintendent, the Warden said "No."

Councillor Blackburn asked if the Department of Health had anything to say about the amount of money that was expended. Warden Leverman said that the Department does not exercise any right concerning expenditures. He said that Dr. Marshall felt that if the County were going to retire Mr. Smith, it should get another qualified man as soon as possible.

Councillor Snair said that he felt that the Hospital needed another Superintendent as quickly as possible. He said there should be no delay in an appointment. He said that two members of the present staff were called upon now to do their own work as well as that of the Superintendent's.

Councillor Stubbs observed that the present system apparently meant that staff could be hired and fired at will. She felt that the advertisement for a new Superintendent should be advertised all across Canada. She felt that it would probably take three months in which to get all the applications and screen them, and by that time another Council would be in session.

Councillor Stubbs then moved an amendment:-

- "THAT the report of the Welfare Committee be amended so that,-
- (a) no permanent appointment be made as Superintendent of the Halifax County Hospital until the applicant has been appointed by Council;
  - (b) all applications for the position of Superintendent be forwarded to all members of the Council."

Councillor Snair asked if applications were not confidential and he observed that if they were discussed in Council, that they would not longer be confidential.

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Councillor Hanrahan asked how long it would take to get all the applications to every member of the Council.

Councillor Baker seconded the amendment to the motion.

Councillor Curren said that he felt that the Committee had been appointed to run the Hospital and felt that they would give careful consideration to every application. He thought there was no benefit in having copies of the application, if no decision were to be made by Councillors individually.

Councillor Spears said that he could see a very dangerous precedent being set up if Council as a whole were going to consider applications for appointment to every position. Councillor Stubbs said she had as much right to know about the applicants for this position as anyone. She felt it was not the Committee's business alone to make this appointment. Councillors Baker and Redmond spoke in support of Councillor Stubbs.

Considerable discussion then followed along these lines and the Municipal Solicitor read the By-laws pertaining to appointments.

Deputy Warden Burriss objected to a remark which he said had been made by one Councillor concerning respect for the Committee. He said it would appear to indicate the Committee are not trustworthy. He said that the Committee had been appointed to run the Hospital and that Council appointed Committees to do certain work. He said that if these Committees are appointed to do the work then they must be trusted to do the work to the best of their ability.

Warden Leverman then put the amendment to the motion for the adoption of the report. On a standing vote, the Warden declared the amendment lost with 20 against and 4 for the motion.

Councillor Stubbs then asked if Councillors could get permission to sit in on the Committee when the applications were screened.

First Day Morning Continued

Councillor Snair said that as Chairman of the Welfare Committee he had no objection to any Councillor sitting in on the Committee.

Warden Leverman then put the motion for the adoption of the report of the Welfare Committee. On a standing vote he declared the motion carried with 23 for and 1 against.

The Council then agreed generally to Councillors sitting in on the Committee. Councillor Turner observed that if they do so, those who are not members of the Committee should only sit in at their own expense. Councillor Curren pointed out that any member sitting in on a Committee would be there only in a position of a spectator and would have no say in the affairs of the Committee.

Councillor Blackburn said that he thought that anyone sitting in should be sworn to secrecy. He said a lot of stuff apparently gets out to the press and a lot of misunderstanding is occasioned by the proper information not being given. He referred to persons other than newspaper reporters. He thought that those who wanted to sit in on the Committee should notify the Clerk now.

Councillor Baker thought that all Councillors should be notified when the meeting is held.

The Municipal Solicitor said that attendance of Councillors other than members of a Committee, at a Committee, is a prerogative of a Committee. He said that as long as the Committee confines itself to acting within the By-law, they have the prerogative of deciding whether other Councillors would be permitted to attend that Committee.

The Municipal Solicitor read the report of the Law Amendments Committee.

Councillor Stubbs asked why Section 7, referred to in the proposed amendments in the Municipal Legislation, should not apply to Construction Companies. She drew attention to a situation

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First Day Morning Continued

in Westphal-Port Wallis, where a child had nearly been injured in an excavation, created by a Construction Company.

The Municipal Solicitor explained that if this were done it would cause confliction of authority. All contracts between the Municipality and Contractors call for proper protection to the place around excavation.

Referring generally to those sections of the proposed legislation, which apply to poor or dangerous types of buildings, Councillor Stubbs observed that that was all very fine but what was going to be done about persons in poor circumstances who owned and lived in these places. In the cases where the owners did not reside in them but rented them for profit, then she thought that the regulations should apply, because they were able to afford to carry out the work ordered. So far as circumstances were concerned, she wanted to know whether Council was going to stand behind these people, whether Council was going to have a slum clearance and generally who was going to be responsible for them. She wanted to know on whom the responsibility of carrying out the legislation was going to fall.

The Municipal Solicitor said that the policy re application of the legislation was something that would have to be worked out by the Council, Building Inspector, or other competent authority. He thought that discretion would have to be used and that one hundred percent efficiency was not likely to be attained at the beginning.

Councillors Redmond and Isenor moved:-

"THAT the report of the Law Amendments Committee be adopted." Motion carried.

Councillors Snair and Moser moved:-

"THAT Council adjourn until 2:00 p.m. today." Motion carried.



FIRST DAY AFTERNOON

Council met at 2:00 p.m.

Roll called.

Warden F. G. H. Leverman in the chair.

The Municipal Clerk read the report of the Finance Committee.

Deputy Warden Burris and Councillor Evans moved:-

"THAT the report of the Finance Committee  
be adopted."

Referring to that portion of the report dealing with the Provincial contribution to education costs, Councillor Blackburn asked what contributions the Province was making to the City of Halifax and the Town of Dartmouth.

Mr. Hattie explained that the foundation costs had a floor of 25% and that this was the amount being paid to the Town of Dartmouth and the City. He said that the Province does not share in capital costs for the Town or the City. In the case of the County, the Province would be paying 33% of both capital and foundation costs.

Councillor Redmond said that the report was a long and difficult one to interpret on such short notice. He did not feel he was in a position to debate or recommend on it without the chance to study it. He raised two questions concerning the Pottier Report. Mr. Hattie explained this report to the members of Council.

Councillor Redmond believes that the three levels of Government should share in the costs and also participated in setting up of the curriculum for education in all Provinces. He thought that, insofar as education were concerned, that we here were still in the horse and buggy days. He said what the Pugsley Commission should have studied and reported on was the base of

First Day Afternoon Continued

the ratio of assessment and the ratio of increase in population.

Mr. Hattie said that this had been discussed with the Commission but that it was not within the terms of their reference to report on.

Councillor Settle observed that in the Speech from the Throne, in the Nova Scotia Legislature, it was reported that 4,000 pupils had been added to the school population rolls in Nova Scotia during the past year. He noted that in Halifax County alone, 50% of this increase had taken place. He thought that this was a serious and startling fact.

Councillor Blackburn said he thought there should be a 2% educational tax and asked if it had ever been talked over. He thought that it was going to have to come to this unless we got Federal aid. He thought there should be some talks with the Federal Government concerning financial assistance.

Mr. Hattie explained the background of the education set-up in Canada, which he pointed out was tied into the British North America Act and at which time it was rated Provincial responsibility and still is. A great many people held to the fact that it should be a Provincial responsibility and not a National responsibility. He did note, however, that the Federal Government did assist through the Provincial grants, even though it might be in an indirect manner.

Councillor Moser said he thought a line should be drawn somewhere as far as education costs were concerned or the County would go bankrupt. He said no Municipality in the Province is spending what Halifax County is on education. The problem is a big one and, therefore, more responsibility rests upon the Provincial Government. He said he was not against education but he felt that we were going too far in our efforts to provide it.

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First Day Afternoon Continued

Councillor Redmond thought there should be copies of the Pugsley Report for all Councillors. Mr. Hattie said that only one copy had been received at the office but that he would attempt to make copies available to all Councillors.

The opinion of Councillor Stubbs was that the feeling of rate-payers was that the Provincial Government should be giving more financial assistance. She pointed out that this Government has more means to raise money. She thought this Council should go on record as recommending to the Provincial Government that more financial assistance be given.

Councillor Daye pointed out that on the eastern shore, where they have no industries, taxpayers are finding the burden too heavy, so far as education costs are concerned.

Councillor Moser said that a motion should be made asking the Provincial Government to abolish the bonus system for teachers' salaries. Warden Leverman said that he had talked to the previous Government and the present Government about this. He said it was an embarrassing situation for the Municipal School Board and the Council. Governments had been asked to abolish this vicious system, he said, but nothing had been done.

In reply to Deputy Warden Burris, who asked if representation had ever been made to the Government at union level, Warden Leverman said "No" because this was a problem peculiar to this Municipality.

Councillor Redmond felt that the County could not give adequate school facilities under the present cost formula. Councillor Blackburn took some exception to the general remarks and pointed out that in his opinion every householder was getting more for his tax dollar than ever before. This also applied to education where

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First Day Afternoon Continued

they were getting more for their tax dollar he said. Even with increases in education costs they will still be getting more. He then drew a comparison of the old schools, compared with the modern, and pointed out that the burden then was as heavy as it is now.

Councillor Stubbs felt that the County was over-spending on education. She thought that Council should take a look at the school building program. She thought there were some elaborate plans in existence. She said there was no uniformity, except in a small degree. She thought a Committee should be set-up to study this matter. She also drew attention to what she termed a poor choice of sites for schools.

Councillor Baker disagreed with Councillor Blackburn concerning the value for tax dollars. He said it was not so in his District.

Referring to the appoint of W. L. Harper to the Board of Appeal, Councillor McGrath asked for an explanation and how the appointment was made.

The Municipal Solicitor then explained how interim appointments were made between Council sessions.

Referring to a per capita tax on Municipalities for Hospitalization Costs, Councillor Redmond asked if this tax must be paid. Warden Leverman said that it must. He added that it had been a matter of strong representations by the Union, which said it would agree if the Province would take over the costs of the maintenance of Mental patients.

Councillor Moser questioned if the County were better off under the new Hospital Act that it was a year ago. This would depend on the use made of the Hospital by County residents, in the opinion of Warden Leverman.

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Warden Leverman then put the motion of the adoption of the report of the Finance Committee. Motion carried.

Councillor Balcome and Deputy Warden Burris moved:-

"THAT the appointment of W. L. Harper as a member of the Board of Appeal be confirmed, effective the 4th day of February, 1959." Motion carried.

Councillors Stubbs and Redmond moved:-

"THAT all Committee reports be in the hands of Councillors at least twenty-four hours in advance, if possible, or at least a half a day ahead."

The Municipal Clerk said that he had no objection to this but said that the Committees would have to conclude their business earlier, if this were wanted by Councillors, in order to allow the reports to go through the mechanics of preparation and printing. He pointed out that Committees often meet up until the last minute which made it impossible for reports to be gotten out any earlier.

Councillor Moser took exception to remarks which he thought questioned the integrity of Committees. He said that apparently some members think Committees are not responsible. He pointed out that Committees were appointed and that they brought in reports and it was up to the Council as a whole to accept or reject a report.

Councillor Redmond said he thought some changes should be made in Council procedure.

He said that it used to be the procedure that all reports involving any expenditures over a certain amount had to be laid over twenty-four hours before a motion for adoption was put. He said that he could not study a report and vote on it within an hour intelligently, especially when it involved large expenditures of money.

Councillor Blackburn moved an amendment:-

"THAT the Municipal Clerk be asked to have copies of reports ready for the morning sessions the afternoon before and copies of the afternoon sessions be available before the closing of the morning sessions, if possible."

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First Day Afternoon Continued

Warden Leverman emphasized that interim Financial Reports were brought in for the information of Councillors and Councillors were kept in the picture. The final report, he said, embodies the actions that Council has instructed the Finance Committee to take.

Councillor Snair seconded the amendment.

Warden Leverman then put the amendment to the motion.

On a standing vote, Warden Leverman declared the amendment carried with 21 for and 3 against. The motion was not put to a vote.

Councillors Redmond and Moser moved:-

"THAT Council adjourn until 10:00 o'clock tomorrow morning." Motion carried.

SECOND DAY MORNING

Council met at 10:00 a.m.

Roll called.

Warden F. G. H. Leverman in the chair.

The Municipal Clerk read the minutes of the first day morning and afternoon.

Referring to the vote on the amendment to the motion for the adoption of the report of the Welfare Committee, Councillor Settle declared that he had not supported the amendment.

Councillors Spears and MacKenzie moved:-

"THAT the minutes of the first day morning and afternoon, February 11, 1959, be adopted." Motion carried.

The Municipal Clerk read the report of the Municipal School Board, which had been presented at the December Session and had been laid over until the Pugsley Commission report had been made public.

Councillors Balcome and Spears moved:-

"THAT the report of the Municipal School Board be received and approved."

Councillor Daye asked why so many libraries were recommended for the schools at the same time as there were a large number of recommendations for bookmobiles.

Mr. Hattie explained that a bookmobile supplements but does not replace school libraries.

Councillor Hanrahan asked if it were true that the libraries in the schools were for the use of the pupils only, but that the bookmobiles were available to the general public. Mr. MacKay, the Chief Administrator of the Municipal School Board, who was present to answer questions, said this was so.

Mr. MacKay explained that a grant of \$300 or more for school libraries, which were approved, the Provincial Government paid a

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Second Day Morning Continued

Warden Leverman asked if all schools with recognized libraries took advantage of this offer. Mr. MacKay explained that several have not. Warden Leverman then commented that this was a peculiar situation. Where the School Board asked that a library be included in the plans for the school, apparently those responsible had not been ready to take advantage of the libraries.

Councillor McGrath commented that some schools which did not have recognized libraries would probably like to take advantage of the opportunity to obtain books for their libraries.

Warden Leverman observed that Council was being bombarded with requests for libraries but now he had found out that advantages had not been taken under the facilities that had been provided.

Councillor McGrath asked if a copy of the circular letter, sent out by the School Board, could be supplied to Councillors.

Warden Leverman said he was quite amazed to find out that some schools were not taking advantage of the opportunity to obtain library books.

Councillor Stubbs questioned that where lower grades used library books as supplementary studies, could they make use of the grant. Mr. MacKay said that if the school had a recognized library, the School Board would supply whatever they wanted. If there were no recognized library, no grant was made.

Warden Leverman then asked if there were more than one school on the same ground does the grant apply to the total school population. Mr. MacKay said this was so and that in fact where there was more than one school in a district, and only one school with a recognized library, a grant was given on the total school population of that district. Using the Bedford District as an example, he pointed out that there were five schools there, but only one had a recognized library. However, the grant was made



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on the total school population of the five schools.

Councillor Spears then asked if the Principal of the school, which contained the recognized library, advised the other schools of the district that they could use the school library. Mr. MacKay said that he would clarify this situation.

Councillor Blackburn suggested that it would pay to have a teacher or a similar person, as a Supervising Librarian, who could travel around and advise the various schools with libraries of what books to purchase. Mr. MacKay said that a letter had been sent to all schools with these libraries, realizing that if the Principal wanted assistance it would be available from the Department of Education. In reply to a question from Councillor Curren as to whether this information had been supplied to the Trustees, Mr. MacKay said that such was the case.

Councillor Redmond said that in his district school was taught to grade XII, but there was not a recognized library in any of the schools. He observed that it was a sad situation in this County when the children of one area could have libraries and other areas had none.

Commenting generally on school accommodation, Councillor Flawn questioned if the School Board intended to follow up the policy of using the maximum present accommodation for pupils. He noted that in the present school accommodation there was room for an additional 3,800 pupils, which was not presently occupied. He said this figure was based on the recognized schoolroom population of 35 pupils per room. He pointed out that over a \$1,000,000 of new school construction was now available for pupils but that no pupils were using it. He thought this matter should be reviewed in some detail. He noted that in many instances where classes were

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on half time, there were but a small number of pupils using the classrooms generally. He pointed out that the Department of Education demands that classroom space be provided to accommodate some 35 to 40 pupils. If the classroom population were going to be smaller, then the County should recommend to the Department of Education consideration of smaller classrooms. He thought that either the classroom space available is not being used to the best of our ability or that we were building larger classrooms than were needed.

Councillor Flawn continued that minimum conditions were laid down on the basis of classrooms to be utilized to this minimum. He noted that schools had to be built with classrooms, various equipment, fire extinguishing apparatus, on the basis that the classrooms were being utilized to the fullest extent. He wonder whether the School Board was looking far enough ahead in its plans. He noted that peaks were reached, followed by a falling off in school attendance.

Mr. MacKay said that the School Board was making a complete survey of what their needs would be in September. He said the Board was very conscious of the fact that full utilization of schools should be made. He thought that only a few schools were slightly overstaffed.

Agreeing with Councillor Flawn, Councillor Redmond said that everyone was concerned as serious consideration must be given to getting the maximum results from the schools. He said this was particularly so when the teachers were in short supply, and this, he thought, made it necessary that the maximum number be taught in classrooms wherever possible. He said he knew of one case where a teacher of grade XII was teaching only six pupils. He thought it might be better to transport a small number like this

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Second Day Morning Continued

to a school where maximum classes could be taught.

Councillor Stubbs said that there was tremendous competition with the City and Town in the amount of salary being paid. She hoped the School Board would take a serious look at the teachers' salaries in the County and she hoped that there would be for a recommendation for increases in their salaries in the report at the Annual Session. Mr. MacKay said that a study was being made of the situation.

Councillor Moser questioned as to whether the MacNab Report had been received. Warden Leverman said that six copies had been received at the County Offices and that they were available for study.

Councillor Moser thought there should be copies available for each Councillor.

Councillor Moser went on to contend that there was wasted space in school corridors, which he said were being built 12 foot wide but insofar as safety was concerned there were only 8 foot wide doors for exit. He thought that if corridor space were cut down, there would be a considerable saving of money.

Councillor Flawn pointed out that the MacNab Report points out that cloakroom space on each side of the corridors must not be considered in the width of the corridors. He said it was a question of whether bigger classrooms were built and space provided in them for cloakrooms or whether large corridors were used with cloakroom space. He said the MacNab Report recommended the latter.

Councillor Flawn said that the only place where the County varies in any great detail from the MacNab Report is in the provision of separate plumbing facilities for the teachers and the principal. He did not think this was a major item in school costs. Councillor Flawn went on to give details of various problems in

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school construction, particularly where consideration must be given in building a new school, so that additions can be made to it at a later date.

Councillor Blackburn observed that in smaller schools large corridors were needed for crush areas. Councillor Stubbs asked if there would be an attempt to provide a crush area in the new school at Woodlawn. She noted that the present basement space was being used for classes.

Councillor Baker asked for an explanation of the spread in costs in classroom construction. Mr. MacKay said that often it was more costly to build an addition than to build a new school. He pointed out that in building additions it was often necessary to increase the heating system or supply other services. He said various factors applied to the difference in costs.

Councillor Moser took exception to estimated costs being published. He thought it let the contractor know in advance what the County expected to pay for schools.

Warden Leverman then put the question for the adoption of the report. Motion carried.

Councillor Stubbs asked whose responsibility it was for the sending out of notices of meetings. Warden Leverman explained that the notices came from the various offices in the County, depending on the nature of the meeting. Councillor Stubbs said that a notice concerning a special meeting of the County Planning Board had been sent to her, wrongly addressed. Mr. Hattie undertook to follow up this matter.

Councillors Moser and Spears moved:-

"THAT Council adjourn until 2:00 p.m. this afternoon." Motion carried.

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SECOND DAY AFTERNOON

Council met at 2:00 p.m.

Roll called.

Warden F. G. H. Leverman in the chair.

The Municipal Clerk read the Preliminary Report with respect to the Metropolitan Development.

Deputy Warden Burris and Councillor Snair moved:-

"THAT the report of the Finance Committee with respect to Metropolitan Development be received and filed." Motion carried unanimously.

Councillor Stubbs then asked permission to make some comments with respect to the report.

Warden Leverman asked if it were the wish of the Council that the motion be rescinded. Council agreed unanimously.

Councillor Stubbs then commented that if amalgamation comes about it will be the decision of the people who make it. If amalgamation occurred she wondered how the rest of the County would feel about it. She wondered how the people of the west side would feel about all this when there were no such plans for them as had been outlined for the eastern side of the Harbour. Warden Leverman interjected that there were several plans.

Councillor Stubbs said that she noticed an increase of 20% in costs was forecast under the proposed Engineering plan and she wondered to what extent they would increase if a 5, 10 or 20 year plan were adopted. Referring to the representation on Council, Councillor Stubbs noted that on County Council only 4 of the 26 Councillors represented the proposed amalgamation area. In the proposed new City, the area to be annexed would have 6 out of the 8 representatives.

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Where Metropolitan plans have been introduced elsewhere, she said the initiative had come from the central hub of Government, such as in Toronto, and not where there were three individual Units as proposed in the Metropolitan Plan for this area. She said there had been a lot of complaints concerning the Metropolitan set up in Toronto.

Referring to planning, Councillor Stubbs said that the onus was on the ratepayers to decide whether they wanted planning in their areas or not. Concerning the problems of education, she said she was wondering how Dartmouth and Halifax would feel if their tax rates had to go up to meet the teachers' salaries for the County, if they were raised to the levels of the Town and the City.

Commenting on the two-tier system of government, Councillor Redmond expressed a view that it would be costly from an administration point. He said that the cost of government in the County was soaring year after year. He did not think the Metropolitan Government was the answer because there were two Municipal Units which could reach out and amalgamate the fringe areas. In this case the outside Unit was trying to reach in. He said that our geographical situation is different here than in Toronto. He said he had been in favour of separation of the County for a number of years, although not in favour in the manner in which it was proposed. He thought it inevitable that separation must come. He did not think that everything should be considered in the light of taxes only. With a Metropolitan Plan, the County Government would become only a minor Government with 26 Councillors, which would be an expensive form of Government.

Councillor Henley said he wondered what stand Dartmouth would take if it were not for the industrial assessment adjacent to the

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Second Day Afternoon Continued

Town and in the area proposed to be amalgamated. He wondered if the report could not be condensed and circulated to various Rate-payers' Associations.

Councillor Blackburn thought the Metropolitan Plan could be worked to great advantage, but said that it would only work if the people wanted it to work. The population of the area proposed for a Metropolitan set up was approximately 150,000 persons. In ten years this could climb to 250,000, he thought. There would be plenty of work for the County Council to do.

Councillor Settle, referring to the report, said he thought it was a very capable job. One thing he thought people were not too concerned about was the change of boundaries but the getting of services at least cost. He thought there should be some co-operation of services at the start rather than amalgamation. He felt that the water service should be on a co-operative basis. He said many subdividers had favoured this. He added that he thought the idea of co-operation and planning in some services would meet with general favour and would be a step in the right direction.

Referring to remarks he said were made by Councillor Stubbs, Councillor Spears said that he thought a great deal had been done in the western area. Fairview services were now nearly complete and they were extending the services to Armdale and eventually to Spryfield.

Warden Leverman then put the motion for reception and filing of the report. Motion carried.

Warden Leverman pointed out that the annual estimates of the Court House Commission were ready to go before the Arbitration Committee. Since the County member of the Commission was no longer

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Second Day Afternoon Continued

in Council, he thought the vacancy should be filled from the present Councillors.

Referring to the Regional Library Committee which had been disbanded earlier. He pointed out that there were now a large number of requests on hand and that he thought the Committee should be re-instituted. He said he recommended the setting up of the Regional Library Committee, which would report at the Annual Session. Council agreed.

Referring to the Social Assistance Act, he pointed out that next year we would have to go into a Welfare Assistance on a Municipal basis. He pointed out that presently it was the responsibility of the various Districts. Beginning in 1960 monies for Welfare will have to be raised and Social Assistance administered on a County-wide basis. If the County waited until next year to put a Welfare Department into existence, it would be two months behind in a system which has to go into effect at the beginning of the year. He suggested the setting up of a Committee today to study the situation and bring a report into the Annual Meeting, on the advisability of starting Welfare Administration this year. He pointed out that it might take several months to get such a system organized and working. He said the Provincial Government will not consider postponing the matter any longer.

Councillor Blackburn asked how the new Welfare Administration would effect the present Welfare Officers. Warden Leverman said it would be up to the Committee to bring in its findings.

Councillors Spears and Moser moved:-

"THAT the following Special Committees,-

- (a) Commissioners of the Court House;
- (b) Regional Library Committee;
- (c) Committee to study and report on the Social Assistance Act; be appointed by the chair." Motion carried.



Special Council Session - February 12, 1959

Second Day Afternoon Continued

Councillors Hanrahan and Curren moved:-

Municipality of the County of  
Halifax - \$645,000.00 - Schools

"WHEREAS by Section 6 of Chapter 186 of the Revised Statutes, The Municipal Affairs Act, it is enacted among other things, in effect, that subject to the provisions of Section 8 of the said Act and notwithstanding any of the provisions of any special or general Act of the Legislature of Nova Scotia, every municipality of a county or district shall have full power and authority to borrow or raise by way of loan from time to time on the credit of the municipality such sum or sums as the Council thereof deems necessary for the purpose of erecting, acquiring, purchasing, altering, adding to, improving, furnishing or equipping buildings for schools, garages, and other buildings for school purposes and acquiring or purchasing or improving land for such buildings;

AND WHEREAS by Section 8 of the said The Municipal Affairs Act it is enacted among other things, in effect, that no money shall be borrowed under the provisions of the said Act until such proposed borrowing has been approved by the Minister of Municipal Affairs;

AND WHEREAS it is deemed necessary by the Municipal Council of the Municipality of the County of Halifax to borrow a sum not exceeding Six Hundred and Forty-five Thousand Dollars (\$645,000.00) for the purpose of erecting, acquiring, purchasing, altering, adding to, improving, furnishing or equipping buildings for schools, garages, and other buildings for school purposes and acquiring or purchasing or improving land for such buildings;

AND WHEREAS by the Municipal Affairs Act such sum shall in the discretion of the Municipal Council be borrowed or raised in one sum at one time or in instalments at different times and the sum required shall be borrowed or raised by the issue and sale of debentures of the Municipality to such an amount as the Council thereof deems necessary to raise such sum;

AND WHEREAS it is deemed expedient to postpone the issue of such debentures and to borrow such sum, not exceeding Six Hundred and Forty-five Thousand Dollars (\$645,000.00) as may be necessary for the purpose aforesaid from the Royal Bank of Canada at Halifax, Nova Scotia, the sum so borrowed to be repaid said Bank from the proceeds of said debentures when sold;

BE IT THEREFORE RESOLVED that the Municipality of the County of Halifax do, under and by virtue of the Municipal Affairs Act, and subject to the approval of the Minister of Municipal Affairs, borrow or raise by way of loan on the credit of the said Municipality, a sum not exceeding Six Hundred and Forty-five Thousand Dollars (\$645,000.00) for the purpose aforesaid;

THAT under and in accordance with said The Municipal Affairs Act such sum be borrowed or raised by the issue and sale of debentures of the Municipality to such an amount as the Council thereof deems necessary to raise such sum;

THAT the issue of such debentures be postponed and that the said Municipality do, under and by virtue of the provisions of Section 148 (1) of Chapter 7 of the Acts of 1955, the Municipal Act

Special Council Session - February 12, 1959

Second Day Afternoon Continued

and subject to the approval of the Minister of Municipal Affairs, borrow a sum or sums of money not exceeding Six Hundred and Forty-five Thousand Dollars (\$645,000.00) from the Royal Bank of Canada at Halifax, Nova Scotia.

THAT such sum or sums be borrowed from said Bank for a period not exceeding twelve months with interest thereon to be paid said Bank at the rate of  $4\frac{1}{4}$  per centum per annum and that the amount so borrowed be repaid the said Bank from the proceeds of the said debentures when sold."

Councillors Settle and Redmond moved:-

Municipality of the County of  
Halifax Issuing Resolution  
\$500,000.00 Schools

"WHEREAS the Municipal Council of the Municipality of the County of Halifax was authorized by law to borrow or raise by way of loan by the issue and sale of debentures of the Municipality sums not exceeding Three Hundred Thousand Dollars (\$300,000.00) for the purpose of erecting, acquiring, purchasing, altering, adding to, improving or equipping buildings for schools, garages, and other buildings and acquiring or purchasing or improving land for such buildings;

AND WHEREAS the Municipal Council of the Municipality of the County of Halifax by resolution passed by the Council thereof on the 12th day of September, A.D. 1958, and approved by the Minister of Municipal Affairs on the 28th day of October A.D. 1958 issued its debentures in the amount of Six Hundred Thousand Dollars (\$600,000.00) for general school purposes;

AND WHEREAS the amount of One Hundred Twenty Thousand Dollars (\$120,000.00) of the Six Hundred Thousand Dollars (\$600,000.00) of debentures issued by that resolution were to repay a portion of the borrowing of Three Hundred Thousand Dollars (\$300,000.00) authorized to be borrowed for the above mentioned purpose;

AND WHEREAS the amount of One Hundred and Eighty Thousand Dollars (\$180,000.00) remains from the amount of Three Hundred Thousand Dollars (\$300,000.00) authorized to be borrowed by the resolution for Three Hundred Thousand Dollars (\$300,000.00) for school purposes;

AND WHEREAS the Municipal Council of the Municipality of the County of Halifax is authorized by law to borrow or raise by way of loan by the issue and sale of debentures of the Municipality a sum not exceeding One Million, One Hundred and Nineteen Thousand, Seven Hundred and Fifty Dollars (\$1,119,750.00) for the purpose of erecting, acquiring, purchasing, furnishing and equipping buildings for schools, garages, and other buildings for school purposes and acquiring or purchasing or improving land for such buildings;

AND WHEREAS pursuant to the provisions of Section 148 (1) of the Municipal Act and of a resolution passed by the Municipal Council on the 12th day of December A.D. 1958, it borrowed from the Royal Bank of Canada at Halifax a sum not exceeding One Million, One Hundred Nineteen Thousand Seven Hundred and Fifty Dollars (\$1,119,750.00) for the second above mentioned school purposes;

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Second Day Afternoon Continued

AND WHEREAS such sum was borrowed from the said Bank for a period not exceeding 12 months with interest at the rate of 5 per centum per annum, and it is now deemed necessary to issue and sell debentures and to repay the said Bank a portion of the sums so borrowed;

AND WHEREAS the said Council deems that the issue and sale of debentures of the Municipality to the amount of Five Hundred Thousand Dollars (\$500,000.00) as hereinafter mentioned will be necessary to raise the sums required;

AND WHEREAS the amount of Five Hundred Thousand Dollars (\$500,000.00) is to consist of the amount of One Hundred Eighty Thousand Dollars (\$180,000.00) remaining from the authority to borrow Three Hundred Thousand Dollars (\$300,000.00) for school purposes, and of the amount of Three Hundred Twenty Thousand Dollars (\$320,000.00) from the authorization to borrow One Million, One Hundred Nineteen Thousand Seven Hundred and Fifty Dollars (\$1,119,750.00) for school purposes;

AND WHEREAS it is provided by Section 7 of said the Municipal Affairs Act that the Council of every Municipality of a county or a district is empowered to authorize such committee as the council may determine, on behalf of the municipality to change the rate of interest from that set out in the resolution of the council which provides for the issue of debentures, to such other rate as the committee may determine;

AND WHEREAS it is further provided that a resolution of the committee under this section must be passed before the debentures are sold and shall not be effective unless a true copy thereof certified by the clerk of the municipality as having been duly passed unanimously, or certified by members purporting to be all the members of the committee, has been filed with the Minister and the Minister has approved thereof;

BE IT THEREFORE RESOLVED that 500 debentures of the said Municipality for 1,000 Dollars each be accordingly issued and sold;

THAT the said debentures be numbered consecutively 59-A-001 to 59-A-500 inclusive, be dated the 15th day of March A.D. 1959, and be payable as follows:-

Debentures Nos:

59-A-001 to 59-A-025 incl. maturing in one year from date thereof;  
59-A-026 to 59-A-050 incl. maturing in two years from date thereof;  
59-A-051 to 59-A-075 incl. maturing in three years from date thereof;  
59-A-076 to 59-A-100 incl. maturing in four years from date thereof;  
59-A-101 to 59-A-125 incl. maturing in five years from date thereof;  
59-A-126 to 59-A-150 incl. maturing in six years from date thereof;  
59-A-151 to 59-A-175 incl. maturing in seven years from date thereof;  
59-A-176 to 59-A-200 incl. maturing in eight years from date thereof;  
59-A-201 to 59-A-225 incl. maturing in nine years from date thereof;  
59-A-226 to 59-A-250 incl. maturing in ten years from date thereof;  
59-A-251 to 59-A-275 incl. maturing in eleven years from date thereof;  
59-A-276 to 59-A-300 incl. maturing in twelve years from date thereof;  
59-A-301 to 59-A-325 incl. maturing in thirteen years from date thereof  
59-A-326 to 59-A-350 incl. maturing in fourteen years from date thereof  
59-A-351 to 59-A-375 incl. maturing in fifteen years from date thereof;  
59-A-376 to 59-A-400 incl. maturing in sixteen years from date thereof;  
59-A-401 to 59-A-425 incl. maturing in seventeen years from date  
thereof;  
59-A-426 to 59-A-450 incl. maturing in eighteen years from date thereof  
59-A-451 to 59-A-475 incl. maturing in nineteen years from date thereof  
59-A-476 to 59-A-500 incl. maturing in twenty years from date thereof;

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Second Day Afternoon Continued

THAT the said debentures be payable at any office of the Royal Bank of Canada in Nova Scotia and at the principal office of the said Bank in Saint John, Charlottetown, Montreal or Toronto at the option of the holder, and bear interest at the rate of  $5\frac{1}{4}$  per centum per annum payable semi-annually at any said office at the option of the holder;

THAT the Finance Committee of the Municipality be hereby authorized on behalf of the Municipality to change the rate of interest from the rate set out in this resolution;

THAT a resolution of this Committee changing the interest rate must be passed before the debentures are sold and shall not be effective unless a true copy thereof certified by the clerk of the municipality as having been duly passed unanimously, or certified by members purporting to be all the members of the Committee, has been filed with the Minister and the Minister has approved thereof;

THAT the Warden of the said Municipality do sign and the Clerk thereof do countersign the said debentures, that they do seal the same with the corporate seal of the said Municipality, and that the said Clerk do sign the interest coupons or if the same are lithographed, either sign the same or have them impressed with a facsimile of his signature;

THAT the Warden and Clerk of the said Municipality do sell and deliver the said debentures at such price, to such person and in such manner as they shall deem proper;

THAT the proceeds of the debentures when sold be used so far as necessary to repay any sum so borrowed as aforesaid from the Royal Bank of Canada at Halifax."

Warden Leverman then appointed the following Committees:-

<u>COMMITTEE TO STUDY THE SOCIAL ASSISTANCE ACT</u>	Deputy Warden Burris, Councillors Stubbs, Daye, Balcome and Baker.
<u>REGIONAL LIBRARY COMMITTEE</u>	Councillors McGrath, White, Archibald, Henley and Spears.
<u>COURT HOUSE COMMISSION</u>	Councillor Settle

The Warden said that the first named Councillor on the first two Committees would be the Chairman of those Committees.

Councillor Stubbs asked about the composition of the Court House Commission, which Mr. Hattie explained.

The Municipal Solicitor presented a By-law dealing with the retirement of E. V. Smith and a retiring allowance for him.

Councillors Balcome and Archibald moved:-

"A By-law to provide a Retiring Allowance for E. V. Smith

1. On and after the retirement of E. V. Smith, the Superintendent of the Halifax County Hospital

Special Council Session - February 12, 1959

Second Day Afternoon Continued

to take effect the 15th day of February, 1959, the Municipality of the County of Halifax shall pay to the said E. V. Smith a retiring allowance of One Thousand Eight Hundred Dollars (\$1,800.00) per annum, payable in monthly installments of One Hundred and Fifty Dollars (\$150.00) each, during the remainder of his natural life;

2. Every sum required for such payments shall be held to be sums required for the ordinary lawful purposes of the Municipality and shall be raised, levied and collected in the same manner and in all respects as other sums required for the ordinary lawful purposes of the Municipality are raised, levied and collected."

Councillor Stubbs asked if the County has gone into the consideration of a superannuation scheme for employees. Warden Leverman said it had been gone into but no Company has yet come up with a feasible scheme. He said there were many difficulties in the way of a pension scheme where there are a number of older employees. None of the schemes yet presented appear good enough to present to Council. He said that the Union had discussed the matter with the Provincial Government with the hopes that a uniform scheme for all Municipality might be brought about but nothing tangible had come of it yet.

The Municipal Clerk read the minutes of the second day afternoon.

Councillors Curren and Daye moved:-

"THAT the minutes of the Second Day morning and afternoon, February 12th, be adopted as read." Motion carried.

Councillors Spears and Archibald moved:-

"THAT Council adjourn." Motion carried.

Council then adjourned with the singing of God Save the Queen.

COUNTY PLANNING BOARD REPORT

TO HIS HONOUR THE WARDEN AND MEMBERS OF THE MUNICIPAL COUNCIL:

GENTLEMEN:

The Board recommends that Council approve the location of the following dwellings:

1. Lots 2 and 4, Sherwood Heights Subdivision, Birch Cove, as shown on plan by John A. McElmon, dated December 11, 1958, and owned by John MacDow. The foundation of this dwelling is shown as having the northwest corner 24 feet and the southwest corner 28 feet from the front line of these two lots.
2. Lot P-11, Virginia Avenue, Penhorn Realty Subdivision, Woodlawn, as shown on plan by John A. McElmon, dated November 21, 1958. This plan shows the dwelling as having the north corner 27.4 feet from the front line of the lot, which faces Valleyfield Road.
3. Lot X-4, Patrick Cullen Property, Beaverbank, as shown on plan by K. W. Robb, dated December 21, 1958. This plan shows the foundation location as having the southwest corner of the house 28.3 feet from the front line of the lot, which faces the new Beaverbank Highway.
4. Lot #1, Thomas A. Sullivan property, Main Road, Herring Cove, and owned by Gerald H. Connors. The Surveyor's certificate and letter follows:

"Mr. G. H. Connors, Dear Sir:

This is to certify that the foundation constructed by you on the northern side of the Herring Cove Road is situate entirely within the boundary lines of that lot number 1 as shown on a plan of Subdivision of Thomas A. Sullivan property, Herring Cove, the said plan bearing date the 13th day of April in the

Feb. 11/58.  
Planning Board  
Special Council Session

year 1953 and made by Charles Dunn, P. L. S. I further certify that the said foundation is situate at least twenty-six feet from the eastern boundary line of the said lot and at least forty feet back from the northern boundary line of the Herring Cove Road. There is some doubt as to the exact location of this lot owned by you.

The western boundary line is the western boundary line of a Crown Grant to T. A. Sullivan about 1940 A. D. (#22401). The Dept. of Lands and Forests have recently made a survey here and re-established this western boundary line. If your eastern boundary line is located sixty feet from this new line the northeastern corner of your house would be only about six feet from your eastern boundary line. However the eastern lot boundary is not parallel with the wall of the house and there would be eight feet at the front or southeastern corner of the house. I also found on the ground two stakes which I understand are the original stakes set by Charles Dunn, P. L. S., to mark the rear corners of the lot. These stakes indicate that the new line by the Dept. of Lands and Forests is two and five tenths feet west of where Mr. Dunn found it in 1953.

If the lot is located in agreement with the Dunn stakes the eastern lot boundary would be eight feet or more from the east wall of the house. Since the Grant lines had not been re-run when you began construction of the house there would be no reason for you to question the location of the Dunn stakes."

The Board recommends that the location of this dwelling be approved as certified by J. D. McKenzie, P. L. S., taking the lot lines as described by the Department of Lands and Forests.

5. Lot L-4, Lawrence Avenue, Sherwood Heights Subdivision, Birch Cove, as certified by Orrin Clark, P. L. S., dated January 14, 1959, stating that the foundation of the dwelling is located at least 27 feet back from Lawrence Street boundary, at least 8 feet from all side boundaries, and at least 8 feet from rear boundary line.

Adopted February 11, 1959.

Respectfully submitted,  
(Signed by Committee)

Special Session of Council - February 11,  
1959

REPORT OF THE WELFARE COMMITTEE

To His Honor the Warden and Members of the Municipal Council.

Councillors:-

At the December Session of Council your Welfare Committee reported that Mr. E. V. Smith, the Superintendent of the Halifax County Hospital, and who has been employed at the Halifax County Hospital for over eighteen years, had suffered a severe coronary attack and that at that time he was on three-months sick leave. It was also reported that at the end of his sick leave further medical reports would be received by the Committee from independent medical authority.

This was the second coronary attack that Mr. Smith has suffered during his term as Superintendent. About nine years ago he suffered his first attack, and although it was apparently not as severe an attack as his most recent coronary - the combination of the two have had their effect and your Committee regrets to advise the Council that independent medical reports now indicate that Mr. Smith is not physically able to continue at the Halifax County Hospital.

With the medical evidence before it, your Committee, keeping in mind Mr. Smith's long years of service to the Municipality, about twelve of which have been in the capacity of Superintendent, regretfully has to recommend to the Council that Mr. Smith be retired from the active employ of the Municipality and in view of long and faithful service, be granted a superannuation allowance of One Thousand Eight Hundred Dollars (\$1,800) per year.

Your Committee further recommends that where superannuation allowances can only be paid by Legislative authority, that the Council seek special Legislation at the current session of the



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Welfare Committee Report Continued

Provincial Legislature to make it possible for the Municipality to pay to Mr. Smith a superannuation allowance of One Thousand Eight Hundred Dollars (\$1,800) per year, payable in twelve equal monthly installments of One Hundred and Fifty Dollars (\$150) each, per year.

Your Committee regrets indeed that the Superintendent is forced, through medical reasons, to retire but are happy to say that this in no way applies to Mrs. Smith, who, as you know, has acted in the capacity of Matron at the Halifax County Hospital for almost the same length of time as Mr. Smith has been Superintendent. Your Committee hopes that she will be able to continue in this capacity for many years to come.

As to the future - we might say that your Committee has considered this matter at some considerable length and have consulted with the Provincial Department of Health in this regard. As a result of these deliberations, your Committee intends to advertise for a Superintendent for the Halifax County Hospital. The time lapse between now and the Annual Session of Council will not likely give sufficient time to receive applications, screen them, and interview those persons that appear to be the best of the applicants. Your Committee, therefore, requests permission of Council to make an appointment as soon as it is feasible to do so, which could be confirmed by the Council at the next meeting of the Council.

Adopted February 11, 1959.

Respectfully submitted,  
(Signed by the Committee).

Special Session of Council - February 11, 1959

REPORT OF THE LAW AMENDMENTS COMMITTEE

To His Honor the Warden and Members of the Municipal Council.

Councillors:-

Various items have been referred to your Law Amendments Committee since Council last met and although usually recommendations with respect to changes in Legislation are not dealt with until the Annual Session of Council, it was felt that this year, where the Legislature has opened earlier than usual, it would be of great assistance to all concerned if we could get an early start on any necessary Legislation. There may be further items arise at the Annual Session of Council that will require special Legislation and they can, of course, be dealt with then, but in the meantime your Committee presents the attached proposed Legislation and recommends that Council deal with these proposed changes in our Legislation at this time so that these matters can be placed before the Legislature as soon as possible.

Respectfully submitted,

Adopted February 11, 1959.

(Signed by the Committee).

AN ACT RELATING TO THE MUNICIPALITY  
OF THE COUNTY OF HALIFAX

Be it enacted by the Governor and Assembly as follows:-

1. Chapter 100 of the Acts of 1954 is amended by adding immediately after Section 23 thereof the following Section:

23A. Sections 21, 22 and 23 shall not apply if any rates or taxes against lands sold at tax sale pursuant to the provisions of this Act were at the time of such sale due and unpaid for more than six years immediately prior to such time.

2. Chapter 72 of the Acts of 1953 is amended by adding immediately after Subsection (6) of Section 7 thereof the following Subsections:

(6A) For the purposes of this Section "assessable real property" as referred to in Subsection (4) and "property" as referred to in Subsection (6) shall include all that real property forming a part of a block or parcel of land assessable as one block or parcel of land any part of which falls within twelve hundred feet from a fire hydrant of the water supply and distribution system measured continuously along roads or rights of way leading from the hydrant to the said assessable block or parcel of land.

(6B) The definition in Subsection (6A) shall be read and construed and given effect as if it had been enacted at the same time that the original Section 7 of this Act came into effect.

3. Subsection (1) Section 9 of Chapter 81 of the Acts of 1957 is repealed and the following substituted therefor:

9(1) Every structure within the Municipality shall be so constructed and maintained in such repair as not to be dangerous.

4. Subsection (1) of Section 10 of Chapter 81 of the Acts of 1957 is repealed and the following substituted therefor:

10 (1) Any structure within the Municipality which is unsafe by reason of a defect, an accident, decay or overloading shall be vacated forthwith upon an order of the building inspector.

5. Section 11 of Chapter 81 of the Acts of 1957 is repealed and the following substituted therefor:-

11 (1) Where any structure in the Municipality is from any cause, in the opinion of the building inspector, in such a condition as to be in danger of falling or of being set on fire and endangering surrounding property or the lives of persons the building inspector may notify the owner of such structure to put it into a safe condition forthwith or to remove it or so much of it as is the cause of danger.

(2) If the owner fails to comply with the notice within forty-eight hours after receipt of the notice he shall be liable to a penalty not exceeding fifty dollars for each day on which such failure to comply continues and in default of payment to imprisonment for a term not exceeding one month.

(3) Notwithstanding the provisions of Sub-section (2) if the owner fails to comply with the notice within forty-eight hours after receipt of the notice the building inspector may remove or destroy the structure or part thereof, or may make a contract with any person or persons for such removal or destruction, and any such structure or part thereof and the materials thereof may be sold by the building inspector at the best price obtainable by him and the proceeds applied to defray the expenses of removal or destruction.

(4) The reasonable and necessary expenses or any part thereof incurred by the building inspector in removing or destroying the structure may be recovered from the owner by a civil action brought by the Clerk in the name of the Municipality in any court of competent jurisdiction.

6. Chapter 81 of the Acts of 1957 is amended by adding immediately after Section 11 thereof the following Sections:

11 A. (1) Where any structure or any part thereof within the Municipality has been destroyed or partially destroyed by any fire, accident, decay or other cause the building inspector may order the owner of such structure or part thereof to remove it or any portion of it remaining to such an extent as the building inspector may determine.

(2) If the owner fails to comply with the notice within one week after receipt of the notice the building inspector may remove or destroy the structure or part thereof at the expense of the owner.

(3) The reasonable and necessary expenses incurred by the building inspector in so doing may be recovered from the owner by a civil action brought by the Clerk in the name of the Municipality in any court of competent jurisdiction.

(4) Notwithstanding the provisions of Subsections (1), (2) and (3) if the owner notifies the building inspector in writing within one week from the receipt of the notice by the owner that he desires to appeal to the Municipal Building Board from the decision of the building inspector the matter shall be brought before the Municipal Building Board within two weeks.

(5) Upon the appeal the Municipal Building Board shall hear the evidence on behalf of the owner if the owner desires to tender any evidence and it may confirm, vary or reverse the decision of the building inspector.

(6) An appeal under the provisions of this Section shall stay all proceedings to remove such structure or part thereof until the Municipal Building Board gives its decision regarding such removal.

11 B. (1) The Municipal Building Board may direct a building inspector to report upon any structure which is apparently in such a condition of non-repair as to be no longer fit for occupation or is a public disfigurement, or a building inspector may without direction make such a report.

(2) If the building inspector reports that the structure in his opinion is in such a state of non-repair as to be no longer suitable for habitation or business purposes or that the structure in its present condition is a public disfigurement the Municipal Building Board may appoint a time and place for the consideration of such report and shall give the owner of the structure not less than ten days notice of the time and place so appointed, furnishing him at the same time with a copy of the report of the building inspector and at the time and place so appointed the owner may appear and be heard respecting the matter contained in the report.

(3) If the owner of such a structure does not reside within the Municipality, the City of Halifax, or the Town of Dartmouth, or if the address of the owner is unknown to the building inspector, the building inspector may cause a notice of the intention to consider the condition of the building at the time and place therein stated to be advertised in a newspaper circulating in the Municipality by not less than two insertions, and on the expiry of two weeks from the date of the first insertion any proceedings in respect to the condition of the structure may be held and taken ex parte.

(4) Upon consideration of the report of the building inspector the Municipal Building Board may make an order that the owner of the structure shall within one month from the date of the order remove or destroy the structure.

(5) A copy of any order made by the Municipal Building Board under the provisions of this Section shall be served upon the owner if he is resident in the Municipality, the City of Halifax, or the Town of Dartmouth, or mailed to him if he is not so resident and his address is known to the building inspector, and it shall also be served upon any tenant in occupation of the structure or part thereof.

(6) If the address of the owner is not known to the building inspector a copy of the order shall be published in a newspaper circulating in the Municipality by one insertion.

(7) If the owner fails to comply with an order of the Municipal Building Board under the provisions of this Section within one month after such an order has been made the building inspector may remove or destroy the structure or make a contract with any person or persons for such removal or destruction, and any such structure or part thereof and the materials thereof may be sold by the building inspector at the best price obtainable by him and the proceeds applied to defray the expenses of removal or destruction.

(8) The reasonable and necessary expenses, or any part thereof, incurred by the building inspector in removing or destroying the structure may be recovered from the owner by a civil action brought by the Clerk in the name of the Municipality in any court of competent jurisdiction.

(9) Notwithstanding the provisions of this Act respecting the recovery of the expenses of the building inspector for removal or destruction of the owner fails to comply with an order given under the provisions of this Section within one month from the service thereof as provided for in this Section he shall be liable to a penalty not exceeding fifty dollars for each day on which such failure to comply continues and in default of payment to imprisonment for a term not exceeding one month.

(10) If the building inspector removes or destroys any structure or part thereof under the provisions of this Section which is occupied by a tenant or tenants such tenant or tenants shall have no right of action against the building inspector or the Municipality with respect to the building inspector carrying out his duties under this Section.

(11)C (1) Any proceeding authorized to be taken in respect to the removal or destruction of any structure by reason of its condition may be taken in respect to any structure notwithstanding that the land on which it stands has been sold for non-payment of taxes and the period for its redemption has not expired.

(2) If the purchaser of such land is the Municipality any notice required to be given in respect to an order for such removal or destruction shall be given to the person or persons entitled to receive it immediately prior to the day on which such land was sold.

(3) If the purchaser of such land is any person other than the Municipality the notice shall be given both to the person entitled to receive notice and to the purchaser.

11 D (1) In any case where the building inspector has under Sections 9, 11, 11A and 11B of this Act removed, destroyed or repaired any structure or part thereof after failure of the owner to comply with any notice of the building inspector to put it into a safe condition or to remove it or any part of it or with any order of the Municipal Building Board directing him to repair, remove or destroy any structure or part thereof and the building inspector has expended money in so doing the money so expended or the unrecovered balance of such money together with interest thereon at the rate of five per cent per annum from the date of the expenditure of such money by the building inspector until the date of payment thereof shall constitute a lien on the property upon which the structure or part thereof stood.

(2) Upon the failure of the owner to pay such money or interest to the building inspector within one month after receipt of a demand therefore or within such longer period as the building inspector determines, he shall furnish the municipal treasurer with a report on the matter accompanied by a certified statement of the amount so expended and unrecovered.

(3) Notwithstanding any other Act the municipal treasurer may proceed immediately to advertise the property for sale for the amount owing and interest thereon together with the amount due in respect of such property for municipal rates and taxes and other lien charges, the lien for which upon such property has not expired.

(4) In any proceeding taken under Subsection (3) the Municipal Treasurer shall advertise and sell the property and apply the proceeds of the sale in the same manner as provided in Chapter 100 of the Acts of 1954, and amendments thereto, and the provisions thereof respecting the period of redemption thereof and the giving of a tax deed shall be applicable to the sale.

(5) The municipal treasurer shall add to the amount due for rates and taxes and other lien charges and to the unrecovered amount expended by the building inspector interest thereon from the date of the expenditure or any part thereof by the building inspector to the date of the proposed sale at the rate of five per cent per annum and the expenses of advertising the property for sale and the expenses of obtaining a proper description thereof.

(6) The amount set out in the municipal treasurer's advertisement of rates and taxes and of the amount expended by the building inspector and interest thereon shall in all cases be held to be the correct sum due.

(7) Notwithstanding the provisions of Subsection (6) nothing contained in this Section shall be construed to prevent the municipal treasurer from correcting any error in the amount for which the property was advertised to be sold and from discontinuing the sale and from again advertising and selling the property for the correct amount due.

11 E (1) Every portion of every structure in the Municipality in process of construction, alteration, repair or demolition shall be properly constructed and sufficiently supported during the process, and every neighbouring structure or portion thereof affected by the process shall be



sufficiently protected and supported during the process by the person causing the work to be performed.

(2) The building inspector may take such measures as the public safety requires to carry this Section into effect, and any expenses so incurred may be recovered from the person causing such work to be done by a civil action brought by the Clerk in the name of the Municipality in any court of competent jurisdiction.

11F (1) Every excavation shall be properly guarded and protected by the person making it so as to prevent it from becoming dangerous, and the excavation shall be sheet-piled braced or shored where necessary to prevent the adjoining material from sliding or caving by its own weight or from any other cause.

(2) Whenever an excavation is carried to a depth of more than ten feet below the grade of the street the person making it or causing it to be made shall at all times and at his own expense preserve and protect from injury any wall, building, structure, sidewalk or roadway liable to be affected by the excavation, and shall sustain, protect and underpin it so that they will remain in the same condition as before the excavation was begun.

(3) Whenever an excavation is not carried to a depth of more than ten feet below the grade line, the owner of any wall or structure liable to be affected by the excavation shall preserve such wall or structure from injury and so sustain, protect and underpin it that it will be and remain as safe as before the excavation was begun.

(4) Every permanent excavation shall be protected by retaining walls with a proper coping and guard.

(5) The person making any excavation shall be liable for any damage done to any sidewalk or street and shall make the same good at his own expense.

(6) Where a violation occurs under this Section the building inspector may enter upon the premises where the violation occurs and do such work as the circumstances require and the reasonable and necessary expenses so incurred may be recovered from the person required by law to do the work by a civil action brought by the Clerk in the name of the Municipality in any court of competent jurisdiction.

(7) This Section shall not apply to water and sewer excavations made under contract with a municipality or the Public Service Commission of Halifax within the Municipality of the County of Halifax

Special Council Session - February 11, 1959REPORT OF THE FINANCE COMMITTEE

To His Honor the Warden and Members of the Municipal Council.

Councillors:-

You have all, no doubt, read in the press that there are far more appeals on assessment valuations this year than we have usually. This, of course, is due to the re-assessment, which is bringing property values up to a more realistic value and, of course, the nearer to cash value the assessment rises, the closer look that people take at their assessments and thus the greater number of appeals.

With something in excess of 400 appeals this created a problem in two ways. One, Mr. Allan Duffus, who was appointed to the Board of Appeal at the last Annual Session of Council and who had been prepared to give up approximately a week of his time for this purpose, found that he would be unable to act in this capacity, due to heavy commitments at his own office. The Board started its meetings on January 28th and Mr. Duffus tendered his resignation with effect from Wednesday, February 4th.

At a meeting of the Finance Committee on Monday, February 2nd, this whole matter was discussed and the names of other suitable candidates were gone over.

Your Committee appointed Mr. W. L. Harper, whom you all know by reputation as having been the Business Manager at Dalhousie University for a great number of years and who is familiar with assessment procedures to some extent, in that he was Secretary to Judge Pottier when he was working on the Pottier Report in connection with Education Finance for the Province of Nova Scotia; also when Judge Pottier was working on the City of Halifax Taxation Report. This was an interim appointment under the **Municipal Act** and your Committee recommends Mr. Harper be appointed as a member of the Board of Appeal.

Report of the Finance Committee Continued

Remuneration for members of the Board of Appeal was also discussed at some length. Some members of the Board expressed dissatisfaction at the \$10.00 a day that has been the amount paid to them for many years. This is quite a contrast with the \$75.00 per day paid to the Chairman of the City Board of Appeal, together with \$60.00 per day for the other members of the Board. It was felt that while \$10.00 a day to the members of the Board of Appeal had probably been sufficient when the Board only met for a period of two or three years, because almost anybody would be willing to consider two or three days their contribution toward public effort. However, to be fair to the members of the Board, as the Board will be sitting probably six weeks at a minimum, your Committee recommends that the remuneration be fixed at \$25.00 per day for the Chairman and \$20.00 per day for the members of the Board, starting the first of January, 1959.

At the December Session of Council your Finance Committee recommended to the Council that matters of capital expenditures for new school construction be deferred until such time as the Council had had an opportunity to discuss with the Minister of Education of the Province of Nova Scotia, the recent changes that have been announced in the sharing of educational costs between the Province of Nova Scotia and the Municipalities. You will recall that just before the December Session of Council the Pugsley Commission's report was released to the Minister of Education, which showed that Provincial sharing of costs in this Municipality would be reduced from 43.56% to 33%. Following the December Session of Council, the Finance Committee asked for an interview with the Minister of Education to discuss these matters with him and we attach to this report a copy of our representations to the Minister of Education of the Province of Nova Scotia in this regard. Also attached to this report is a copy of a letter received

Report of the Finance Committee Continued

from the Minister of Education with regard to this subject.

We regret to advise, that although in at least two of the Provinces of Canada and in many States throughout the United States recognition is given by the Provincial or State authority to areas with growth problems, that the Provincial Government in our Province of Nova Scotia has not made any recognition of this fact with respect to sharing educational costs in this Municipality.

Your Committee recommends that Council now deal with the report of the Municipal School Board with respect to capital expenditures that was presented to the December Session of Council, with the full knowledge that there will be no change in the proportion of education costs to be borne by the Province and the Municipality and realizing that the Province's share has been reduced by 10½% to only 33% of the education costs.

At a meeting between officials of the City of Halifax, the Municipality of the County of Halifax and the members of the Federal Government, for this constituency, held early in January, the matter of non-payment of welfare assistance to patients housed in the Halifax City Hospital and the Halifax County Hospital, was discussed at some length. Both the City and the County are taking steps, as Council well knows, to alleviate this situation by the establishment of Welfare Homes, and it was felt, that although legally there might be some foundation for not paying the welfare assistance for these patients, actually, morally it was felt by all parties that under the circumstances that existed in this area, the Department of Welfare of the Federal Government was taking a very stern interpretation of the whole matter.

The Hon. Mr. Monteith, Minister of National Health and Welfare, was contacted from Mayor Vaughan's office at that meeting, by Mr. McCleave, M.P., and the matter discussed by telephone. Shortly

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Report of the Finance Committee Continued

following that wires were received from Mr. Monteith, asking the Mayor of the City of Halifax and the Warden of the Municipality of the County of Halifax, to proceed to Ottawa to meet him on Friday, January 23rd. This matter was discussed at the Finance Committee meeting on January 15th, and the Committee authorized the Warden and Clerk to proceed to Ottawa with the County's submission. A copy of this submission is attached to this report. Nothing of a definite nature can be reported at this time, other than the hearing was very satisfactory - not restricted as to time - and we believe it is fair to say that the Hon. Mr. Monteith is sympathetic to the cause and if at all possible means will be found to look after this situation this year. The matter has been referred to the Department of Justice at the moment.

Also attached to this report is a letter from the Premier of the Province of Nova Scotia with respect to a Hospital Tax of \$1.00 per head of the population which is a tax to assist in capital expenditures to those Municipalities that operate general hospitals. This is given to Council for its information at the moment, as this matter will have to be included in our budget for the current year 1959.

Adopted February 11, 1959.

Respectfully submitted,

(Signed by the Committee)

MUNICIPALITY OF THE COUNTY OF HALIFAX  
THE LAW COURTS

Halifax, Nova Scotia,  
January 14, 1959.

Hon. Malcolm Leonard,  
Minister of Education,  
Province of Nova Scotia,  
Halifax, Nova Scotia.

Dear Mr. Minister:-

As you are probably aware, the Municipality of the County of Halifax is hit harder than any other rural municipality under the new basis of sharing educational costs between the Province of Nova Scotia and the Municipalities, as a result of the Pugsley Commission's re-assessment. As a matter of fact this County is hit so badly that education costs are going to be so excessive that unless some adjustment can be made for a Municipality such as the Municipality of the County of Halifax, we will be forced to retard our school building program and completely cut out all other improvements such as water, sewer, sidewalks, etc., all of which are important to the people in a growing community. It was for this reason that the Municipality of the County of Halifax supported the arguments of the Municipality of the County of Yarmouth when the Executive of the Union of Nova Scotia Municipalities met with the Government of the Province of Nova Scotia recently.

The argument on that occasion was that the Municipal proportion and the Provincial proportion are arrived at by

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dividing the net cost of the Foundation Program into the amount that the 80¢ rate would produce on the basis of the Pugsley Commission's assessment of \$177,212,111.00, which produces the percentages of 67% to be paid by the Municipality, which is an increase of approximately  $10\frac{1}{2}\%$ , while the Provincial proportion drops a corresponding  $10\frac{1}{2}\%$  to 33%. It is to be noted that the net cost of the Foundation Program is based on the academic school year 1957-58, which presumably ends on July 31, 1958. September of this year saw the opening of the Halifax West Municipal High School, the Indian Harbour Consolidated School and a new 7-room school at Eastern Passage, a 4-room addition to the Port Wallis-Westphal and various other smaller units, which made it necessary for the Municipality to add 68 new teachers and to pay maintenance for at least 68 new classrooms, plus several additional rooms such as the gymnasium auditorium in the new Halifax West Municipal High School. If these additional costs could be included in the net cost of the Foundation Program for the period - August 1st to December 31st - the net cost of the Foundation Program to the Municipality would be larger and when divided into the measurement of ability to pay (that is the 80¢ rate on the equalized valuation) the Municipal proportion would be substantially less.

It is realized that at the present time this is a matter of legislation which could only be changed by amending the Education Act. However, we respectfully point out that it might be well to consider such an amendment, as it seems that only in this way will the most up-to-date net Foundation Program costs be taken into account when percentages are fixed.



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The Education Act calls for a special Commission to equalize valuations across the Province every third year and it is probably not economic to attempt such a re-assessment more frequently. It is submitted, however, that in all probability assessments should not vary particularly - probably not more than 10% one way or another in any given year - and it is, therefore, respectfully submitted that some consideration might also be given to amending the legislation in such a manner so that although the equalized assessment would remain in effect for a three-year period, the proportion of the net cost of the Foundation Program could be adjusted yearly, taking the net cost of the Foundation Program on the basis of the calendar year rather than on the academic year.

It would seem that taking the most up-to-date figures available would be the fairest figures for consideration and a re-classification annually instead of every third year of the percentages would be more realistic and probably fairer to the Municipal Government concerned. Certainly this would be so in any City, Town or Municipality where there is substantial growth.

It is realized that there are some perhaps rather obvious difficulties that might arise in making such changes in the legislation, as percentages would not be known until along in February or March but it is submitted that these figures would be known in all cases prior to the closing of the Legislature and the only cases where figures could not be finalized would be in those Municipalities that have their annual meeting early in each year.

In addition to the above and perhaps more important from the point of view of the Municipality of the County of

Halifax, is the fact that the present method of sharing costs makes no allowance whatsoever for Municipalities with growth problems. One look at the population figures for the 1951 and 1956 Dominion census will show that many Towns and Municipalities in this Province are practically the same in 1956 as they were in 1951. A comparison of 10 years prior to this will prove the same Municipalities have changed little in 15 years with respect to population. There are many where the population has actually decreased in both the 10-year period between 1941 and 1951 and in the 5-year period between 1951 and 1956. Halifax County, on the other hand, has had an amazing increase in population. The population of the County has doubled in 15 years and is probably now in excess of ninety thousand people. The resulting increase in our school population is now something in the nature of two thousand additional school children each and every year - more than the total number of school children in a great many of our Towns.

The problems of educating the youth of this Province in a Town or Municipality where the population is relatively stagnant cannot be compared in any way to a Town or Municipality where the population is mushrooming. In the first instance, with the relatively stable school population, provision of new school accommodation is not required. Any capital expenditures under these circumstances are improvements to existing plant or the eventual replacement of a school that has deteriorated through age. Where the school population is expanding at the rate of two thousand pupils per year, we, in Halifax County, are forced under the present Education Act to provide sixty new classrooms per year to house these students. Even at the basic \$12,500,00 per classroom, which is almost impossible to average in an area such as this, where many contractors have to pay Union rates of pay, etc., this means a capital expenditure of three quarters

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of a Million Dollars. In terms of actual expenditure, this works out to something in excess of One Million Dollars per year. This increases the capital load on the Municipality, as well as having to meet continued increases in our share of the net cost of the Foundation Program.

The situation was bad enough before the recent changes were announced. Our contributions to the Municipal School Board have increased from \$419,513.66 in the year 1955 (the year before the new legislation came into effect) to a contribution last year, that is 1958, of \$1,130,172.13. What this amount will be in 1959, it is too early to determine as the School Board has not as yet completed its estimates. It is fair to say, however, that they are anticipating an increased expenditure for the Foundation Program of some \$300,000.00. Also this year the Transitional Grant will drop by approximately \$100,000.00. If these two figures are added to last year's Municipal School Board budget of approximately Two and One-half Million Dollars, the total requirement of the Municipal School Board will run to \$2,900,000.00 this year. Allowing say an approximate \$300,000.00 for other revenues for the Municipal School Board, their net budget this year could work out to something in the nature of \$2,600,000.00, and applying the new percentages for sharing costs, then this Municipality would have to contribute approximately \$1,742,000.00, or in other words increase its allotment to the Municipal School Board in ONE year by approximately \$612,000.00, which is more than four times the amount that was contributed to the Municipal School Board for educational purposes in the year 1955 - the year before the new legislation.

In addition to this staggering increase to the Municipal School Board, it must be remembered that the Municipality also

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has to increase its percentage of capital costs by approximately  $10\frac{1}{2}\%$ , which costs will be approximately \$67,000.00 higher this year over last year because of \$1,100,000.00 in school debentures that have been sold during the year 1958.

In view of all of the above, it is respectfully submitted that you, Mr. Minister, and the Government of this Province, should give careful consideration in making some special provision for communities that have a special growth problem. Some will say that communities that are growing accumulate additional assessment. This is quite true but unfortunately the increase in assessment never catches up with the increase in costs with the type of development we are getting in Halifax County.

Most of our increase is in residential development and it is a well known fact that residential assessment does not pay its way for many years. It is going to be difficult to continue to provide adequate education facilities for all children in this Municipality, as was the intention of the Government when the report of the Pottier Commission was first adopted, if we are going to be asked to pay anything much over 50% of the cost of education in this Municipality.

The report of the Pottier Commission and the resulting legislation aims at giving every child in the Province of Nova Scotia an equal opportunity and aims at generally improving the educational facilities throughout the Province. We do not feel that when this legislation was initially adopted that the Government foresaw such tremendous increases in costs in areas where there is a growth population. For example the County's contribution to education in the year 1959, if the final estimates approximates the general estimates given above, and using the assessment figures of 1958, which is the last complete

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year that we have to work on, would mean an increase in the Tax Rate of \$1.00 in a single year, entirely for educational purposes.

As a matter of interest, last year's Tax Rate in Halifax County was \$2.84 per One Hundred Dollars of assessment and \$1.99 of the \$2.84 Rate was for educational purposes. The tremendous increases in educational costs this year and again using the 1958 assessment figures, would mean a Tax Rate approximating \$3.94, of which approximately \$3.00 or more than 75% would be for educational purposes.

It is understood that in some parts of the United States special assistance is given by State Governments to communities where there are special growth problems. Whether the same applies in Canada is not known at the moment but we are investigating this situation at the present time.

It is again respectfully requested, Mr. Minister, that very earnest consideration be given to some special sort of assistance, which, by the way, should be substantial, for the Municipality of the County of Halifax because of the tremendous growth factor that must be contended with in this Municipality. We do not feel that such special consideration would affect many other places in this Province - possibly the Municipality of the County of Cape Breton would be the only other rural Municipality in the whole Province where the growth problem would be serious enough to require special consideration and even at that the growth factor in that particular Municipality is no where like the growth problem that must be faced by this Municipality.

Respectfully submitted,

F. G. H. Leverman,  
Warden

George D. Burris,  
Deputy Warden and Chairman of the  
Finance Committee.

MINISTER OF EDUCATION  
PROVINCE OF NOVA SCOTIA

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Halifax, N. S.,  
21 January, 1959

Mr. R. G. Hattie  
Municipal Clerk & Treasurer  
Municipality of the County of Halifax  
The Law Courts  
Halifax, N. S.

Dear Mr. Hattie:

At a meeting of the government held earlier this week, I presented to my colleagues the submission submitted by Warden Leverman on behalf of the Council, which was fully discussed with me in my office last week.

The decision of the government is that no change should be made in the legislation to compensate for the reduction in the provincial proportion for your municipality which has come about because of the report of the Revaluation Commission submitted last fall. As you know, the Act relates the yield of 80¢ on full assessment as reported by the commission to the cost of operating schools in the school year 1957-58 and the proportion, therefore, reflects the ability of each municipal unit in relation to the burden it has to bear. The provisions of the Act are applied uniformly to all municipal units in the province.

The government notes that the municipality has now revised its assessment to bring it in line with current values and is of the opinion that with the new assessment and more equitable distribution of the load in the municipality because of it, the municipality should be able to bear the burdens imposed on it for the operation of schools under the Education Act.

Yours very truly,

(Sgd.) M. S. LEONARD.

SUBMISSION  
ON BEHALF OF  
THE MUNICIPALITY OF THE COUNTY OF HALIFAX  
TO  
HON. J. W. MONTEITH  
MINISTER OF NATIONAL HEALTH AND WELFARE

WITH RESPECT TO  
PAYMENTS ON BEHALF OF WELFARE PATIENTS  
IN  
THE HALIFAX COUNTY HOSPITAL

JANUARY 23, 1959

SUBMISSION  
ON BEHALF OF  
THE MUNICIPALITY OF THE COUNTY OF HALIFAX

The Welfare Committee and the Finance Committee of the Council of the Municipality of the County of Halifax were shocked when the following letter was received from the Department of Public Welfare of the Province of Nova Scotia shortly before Christmas:-

"You will recall that Dr. Morton, Mayor Vaughan and yourself met in the Minister's office some months ago in respect to the Halifax City Home and your own Municipal Home at Cole Harbour qualifying as a home for special care under the Federal-Provincial Agreement for the payment of Social Assistance costs.

We understand that your municipality is involved in negotiations with the Federal Government, the purpose of which is to secure certain military establishments for municipal home buildings and that if you are successful, you will transfer the indigent patients now at Cole Harbour to this new institution. We explained this to the Federal Government and we asked them to consider your present quarters as a home for special care and make payments retroactive to January 1st, 1958 contingent, of course, upon your municipality carrying out proposed plans.



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We are now in receipt of a letter from the Federal Government in response to our request and the substance of the letter is that the Halifax County Hospital was certified as a bona fide hospital for sales tax exemption purposes on October 1, 1951 and the institution has also received a hospital construction grant. The letter goes on to state that under the circumstances, the Department concludes that the Cole Harbour Hospital or any part of it is in fact a hospital and cannot be considered as meeting the definition of a home for special care as contained in Section 1 (e) of the Unemployment Assistance Agreement between the Federal and Provincial Governments."

The Municipality of the County of Halifax constructed a new building which was opened in 1942, for the care of indigent patients and insane patients. The building is of modern re-inforced concrete construction and at the time it was built was the most modern institution of its kind in the Atlantic Provinces - if not in Canada.

This institution housed for the most part welfare patients - but there were some insane patients as well, and the reason for this was that historically in Nova Scotia, this was the nature of all such local institutions. As a matter of fact the "Local Asylums

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Act" of the Province of Nova Scotia still reads as follows:-

"The same building may be used for the purposes of a poors' house and asylum for the harmless insane, if such building is made suitable for both purposes to the satisfaction of the Governor in Council."

In terms of the actual care of persons housed in the "Halifax County Home and Mental Hospital" the situation was not too bad. All types of patients were housed in a modern comfortable building and at the outset there was sufficient accommodation so that there could be almost complete segregation of the different classes of patients, There was little or no intermingling of welfare and insane.

As time passed, however, the County of Halifax - as indeed all other Municipal Governments in the Province - was faced with a changing picture. As more and more social legislation appeared on the Statute Books, providing

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Old Age Pensions, Pensions for Blind Persons, Mothers' Allowance, Unemployment Insurance and so on - the class of patients in the Halifax County Home and Mental Hospital began to change noticeably. Aged people found that they could maintain themselves more adequately. Relatives and friends were more willing to board such people as they could contribute toward their support. But at the same time this process was going on - the population of the Province was growing and the public was becoming more educated to the fact that insanity was after all just another form of illness, that often times could be successfully treated. With these trends developing, the number of persons that could be classified as "welfare" patients decreased gradually, while the number of insane patients increased.

In Nova Scotia insane persons are usually admitted in the first instance to a Provincial

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Hospital known as the Nova Scotia Hospital. Active treatment cases are maintained at the Nova Scotia Hospital but those who do not respond to active treatment, but require custodial care and a certain amount of nursing, are transferred to local institutions, such as the Halifax County Home and Mental Hospital.

As the number of insane patients increased in the Province generally, as well as in the Halifax area, Halifax County was faced with another problem. Patients were constantly transferred by the Nova Scotia Hospital to our institution from other Municipalities, for two reasons:-

Firstly - by the end of the forties, the Halifax County Home and Mental Hospital was administering shock treatments with success, were doing something in the way of therapeutic work, and had pretty well full-time medical supervision

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and an adequate nursing staff, and because of this the Provincial Department of Health felt that patients could be cared for better in our institution than in a great many others throughout the Province.

Secondly - was the matter of accommodation and nursing staff. Some institutions throughout the Province were so inadequate, both as to type of accommodation and staff requirements, that the Provincial Department of Health would not transfer many patients from the Nova Scotia Hospital to the local institution, but where the Nova Scotia Hospital was overcrowded they could not keep patients not receiving active treatment and a system grew up where patients from all over the Province were being transferred to the Halifax County Home and Mental Hospital and one or two others throughout the Province.

All these factors changed the character of our institution - it also was suffering from lack

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of accommodation and a decision was made to increase the size of the institution and at the same time to add modern facilities that up to now had been lacking. A new building was built equal in accommodation to the original building. Additional facilities were provided such as adequate x-ray facilities, an operating room for minor surgery, necessary sterilizers, etc., better day room space and many other improvements. It was for this second building that opened in 1951 that capital grants were provided by both the Federal and Provincial Governments. It was then that the name of the institution was changed to "Halifax County Hospital" and it was then that actual full-time Medical Officers were added to the staff, together with more graduate nurses, and generally, facilities were much improved.

Again welfare patients have been segregated as much as possible with the additional accommodation that was made available but the same heating

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plant keeps these patients warm as it warms insane patients. The electricity comes through the same wires, the food is cooked in the same kitchens - but actually these welfare patients are more comfortable, have better medical and nursing facilities in the modern building in which they are housed and are better off, even from a welfare point of view, than are other welfare patients in other parts of Nova Scotia in old small rundown wooden buildings in many parts of the Province - yet welfare patients in these small inadequate institutions are receiving assistance under the Federal-Provincial Unemployment Assistance Agreement, whereas those in the Halifax County Hospital are not - and all because of the matter of sales tax exemption and the fact that the Hospital does not meet the definition of a home for special care as contained in Section 1 (e) of the Unemployment Assistance Agreement between the Federal and Provincial Governments.

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A little over a year ago when the agreement was first talked about, a Committee on Standards was set up by the Union of Nova Scotia Municipalities, working in co-operation with the Provincial Department of Welfare. These Standards have been agreed upon and there is no question that the institution that houses our welfare patients meets ALL the requirements of those Standards, and probably meets those Standards better than many other institutions throughout the Province of Nova Scotia. The same can be said of the City Hospital, operated by the City of Halifax.

At the same time the Council of the Municipality of the County of Halifax and the Council of the City of Halifax both realized, that since the agreement called for complete segregation of welfare and insane patients, that some additional facilities should be provided to effect such



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segregation. The City of Halifax, as you are probably aware, has taken over the old infectious diseases hospital on the shores of Bedford Basin and are now converting these buildings to become a Welfare Institution to be known as the Basinview Home. The County has now come to agreement with Crown Assets Disposal Corporation and are in process of taking over the old Military Hospital Buildings located in what was A.23 Training Center - or Elkins Barracks, and very shortly hope to have these buildings converted to a Home for the Aged.

Now if the City or the County were doing nothing to improve the situation, there would perhaps be no argument as to whether the patients in our present institutions should be assisted under the terms of the agreement - but where everything is being done that can possibly be done to create Welfare Institutions that would receive the approval of the Federal Department of Welfare, and where only the length of negotiations prevented the accomplishment of the fact

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before December 31, 1958, it is submitted that special consideration should be given to the two institutions for the year 1958 and retroactive payments of grants be permitted to January 1, 1958.

This whole matter was, of course, discussed with the Provincial Department of Welfare before budgeting was completed for the year 1958, and the opinion then was that as long as the effort was being made to create separate Welfare Institutions, and tangible progress was being made, that as far as that Department was concerned the assistance would be paid on behalf of the patients concerned. Thus the Municipality of the County of Halifax made provision for such assistance being paid through the Provincial Department of Welfare for the year 1958 - and indeed it was paid for the months of January and February, 1958, for welfare patients belonging to Halifax County. You can well understand that advice to the effect that it would not be paid - coming just prior to the end of the

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year came as an unpleasant jolt to those charged with the financial administration of the Municipality of the County of Halifax. If it were not the intention to pay the assistance on behalf of these patients, advice should have been received earlier so that rates could be adjusted to help meet the increased expenditure that is being incurred to bring both present and proposed institutions up to standards required.

It is further submitted that the intention of the agreement is to provide assistance to individuals - not assistance to institutions of any kind. Actually the assistance probably would have been paid to the individuals concerned if the County had farmed out their welfare patients in private homes, but where practically all are aged persons, requiring medical supervision, and some nursing care, this was a step that those in authority refused to take.

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Finally, Mr. Minister, it is submitted that a relaxing of the regulations for the year 1958 and the first few months of 1959 would not create a precedent that would be followed by other similar requests from other Municipal Governments because the case of the City of Halifax and the Municipality of the County of Halifax is unique in the whole of Canada. This is because in all other Canadian Provinces care of the insane is a Provincial responsibility in its entirety. Therefore, the institutions that house both types of patients are limited to the Province of Nova Scotia - and in the Province of Nova Scotia the City of Halifax and the County of Halifax have the highest standards of care and are the only Municipalities that are actively engaged in providing separate Welfare Institutions that will be wholly acceptable to both Provincial and Federal Departments of Public Welfare.

The principle is clear - and the amount of money involved in the Municipality of the County of Halifax

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is approximately \$16,000 - a relatively small amount in the expenditures of the Federal Government - but an amount that was taken into account in good faith when budgeting for 1958 by the Council of the Municipality of the County of Halifax. An amount which, if it is not honoured, will be responsible for increasing an already substantial deficit.

We humbly pray Sir, that you will give favourable consideration to our plea and have the regulations relaxed so that the grants to welfare patients in our institution will be paid with effect from January 1, 1958. We, on our part, pledge the early completion of a Welfare Institution that will eliminate this question arising in the future.

Respectfully submitted,

F. G. H. Leverman,  
Warden,  
Municipality of the County  
of Halifax.

THE PREMIER  
HALIFAX

January 7, 1959

Dear Sir:

As you know, we recently held a conference with the Executive of the Union of Nova Scotia Municipalities, and one of the topics discussed was the proposed per capita contribution of \$1.00 a year by each city, town and municipality towards the costs of hospital construction and of debts incurred for construction.

The proposal, as set out in my letter of September 8th, provided for:

- (1) an annual per capita contribution of \$1.00 by each municipality, to be distributed by the Province to the hospitals participating in the Hospital Plan;
- (2) the amount collected to be distributed to the participating hospitals according to the number of patient days used by persons from the municipality making the contribution;
- (3) the money so distributed to be used for the payment of capital expenditures including debt charges on money borrowed for such purposes. Any hospital not requiring the money for the above purposes would be required to set it aside in a reserve account;
- (4) no portion of the money to be distributed to any hospital operated by the Province.

The municipalities, under this proposal, would pay approximately \$700,000.00 a year, as compared with the estimated expenditure of \$2,250,000.00 that would have been required in 1959 if the Hospital Insurance Plan had not been adopted. It is estimated that approximately \$350,000.00 of the \$700,000.00 will be returned directly or indirectly to those municipalities paying for hospital construction.

Warden F.G.H. Leverman,  
Municipality of Halifax,  
Jollimore, N. S.

Your Executive urged:

1. That the contribution should be at the rate of 50¢ per capita for the first year, because many of the municipalities have outstanding hospital bills;
2. That a lower rate should be established for smaller municipalities;
3. That the Province increase its contribution for the care of insane;
4. That the municipalities be only responsible for the account of a patient who does not require in-patient hospital treatment if the patient has no home and the municipality fails to provide accommodation for him.

The Government will introduce legislation at the next session providing for the payment by each municipality into a trust fund administered by the Province, or an agency of the Province, of:

- (a) 50¢ per capita for the first thousand of population
- (b) \$1.00 per capital for the population in excess of 1000.

The rate for the year 1959 will be 75% of the above. The proposal will, I believe, meet the requests outlined in items 1 and 2 above.

The request in item 3 above, namely that the Province would increase its contribution for the care of the insane, requires careful consideration. We have estimates on the cost of the Hospital Insurance Plan, but only experience will show whether those estimates are accurate or not. The cost of the Hospital Insurance Plan may exceed the revenue from the Hospital Tax, and in that event the burden will fall on the revenues of the Province. We will give the most careful consideration to the request, but I can give you no assurance at this time that our contribution will increase.

The request in item 4 above presents a difficult administrative problem. A hospital in every case where the patient does not leave the hospital after discharge, would have to make an investigation to determine whether the patient in fact had a home. This would be difficult in many cases, in that the patient would reside in a district far removed from the hospital.

The question would also arise as to what constitutes a home, and, in some instances, the legal right of a person to reside in a certain home. Hospital administrative costs would be increased, because of the additional staff required to do the investigating work. Because of the time required to investigate each case, a patient would probably remain in the hospital for a considerable period of time.

In view of these difficulties, perhaps it would be as well for all concerned if we made no change in the Public Hospitals Act at this time.

The Hospital Insurance Plan will relieve the municipalities of substantial expenditures on hospitalization. The financial position of the municipalities in 1959 will be improved by about \$2,000,000.00.

We have given all aspects of the Hospital Plan the most careful consideration. We believe that the per capita contribution by the municipalities provides for an equitable sharing by the municipalities of the capital costs of hospitalization.

(Sgd.) R. L. STANFIELD.



Special Council Session - February 11, 1959REPORT OF THE MUNICIPAL SCHOOL BOARD

To His Honor the Warden and Members of the Municipal Council.

Councillors:-

The Municipal School Board wishes to present to the Municipal Council at its December Meeting the following information and certain recommendations for Capital work in the year 1959.

Enrollments At the opening of school in September 1958, it was found that the total enrollment for the Municipality of the County of Halifax was 22,507 school children. This compared with 20,623 school children attending the schools in September 1957. The enrollment is broken down as follows, along with the comparison for the year 1957:

<u>GRADES</u>	<u>1958</u>	<u>1957</u>
Auxiliary Class	56	47
Primary	2984	2549
Grade I	2365	2408
Grade II	2512	2360
Grade III	2419	2346
Grade IV	2318	2283
Grade V	2250	2106
Grade VI	2108	1787
Grade VII	1809	1616
Grade VIII	1323	1168
Grade IX	1038	899
Grade X	732	660
Grade XI	508	298
Grade XII	85	52
	<u>22,507</u>	<u>20,623</u>

The table on enrollments indicates that there is a considerable increase in the number of children entering the Primary grades. The next noticeable increase appears in grade V and continues from there

Municipal School Board Report Continued

on into the high school grades, where there are 210 more grade XI students registered than in 1957, as well as an increase of 40% in grades XII Registration.

No. Teachers & Classification

In September 1958, there was a total of 761 teachers. This compares with a total of 698 teachers in September 1957.

Classification of the teachers is as follows: With a comparison of classifications for the year 1957.

<u>Classifications</u>	<u>1958</u>	<u>1957</u>
Professional Certificate Class I (Academic)	27	24
Professional Certificate Class II (High School)	96	93
Professional Certificate Class III	35	31
Teachers License Class I	29	26
TL2's	276	248
TL3's	184	157
TL4's	67	66
Teaching Permit Class I	12	15
TP2's (Without Degrees)	34	38
TP2's (With Degrees)	1	--
<b>Total</b>	<b>761</b>	<b>698</b>

In the chart on the analysis of teachers, the Board wishes to bring to your attention, the following facts:

1. There are a large number of teachers that do not have pedagogical training.
2. The small increase in the number of professional trained teachers in the three top brackets.
3. The concentration of untrained teachers is in the small rural and village communities.

Municipal School Board Report Continued

In our high school set-up we have experienced some difficulty in staffing the schools completely, so that, at the present time, three of our high schools are still not fully staffed. It would appear, therefore, that something more must be done in order to attract teachers to a situation where there is a constant growth in school population and where additional facilities have to be provided annually.

The Board would like to pay tribute to the excellent work being done by the teachers of the County. It is recognized that when you employ over 750 teachers that some will not be as efficient as others. We are pleased that a large number of our teachers are improving their standards through extra curricula study.

RECOMMENDED CAPITAL PROGRAM

BEECHVILLE  
Estimated Cost  
\$17,000.

It is recommended that a one-room addition be added to the present Beechville school. It would be necessary to install indoor sanitation, a disposal field, drilled well and a teachers' room in this school. At the present time, grades IV and up are going to the Lakeside school. There is an enrollment at present of 35. By making this a two-room school more of the younger children could be left at home rather than walking to Lakeside school. This too, would relieve some of the overcrowding at the Lakeside school.

EASTERN PASSAGE  
(COW BAY)  
Estimated Cost  
\$48,000.

It is recommended that a three-room addition be added to the present Southeast Passage school. It would then be possible to teach Primary to grade V inclusive in the Southeast Passage School. It would be necessary to have a teachers' room in this new addition.

Municipal School Board Report Continued

MIDDLE SACKVILLE  
Estimated Cost  
\$58,000.

It is recommended that a wing consisting of four rooms be added to this school. This would then give them ten academic classrooms. There were four rooms added to this school five years ago. These rooms are now filled to capacity and Primary and grade I are on half-time. They are adding approximately 30 students a year. This school would teach from Primary to grade VIII inclusive. Provision should be made for a Principal's Office and also a library.

HERRING COVE  
Estimated Cost  
\$42,000.

It is recommended that two additional rooms be added to the present Herring Cove School. If this were done, it would then be possible to teach Primary to grade VIII inclusive in the Village at Herring Cove. Each teacher would have one class. It might be necessary to acquire more land in order to add these rooms to the present Herring Cove school. It is recommended that a suitable library, to seat approximately 25 be added to this school.

ROCKINGHAM  
Estimated Cost  
\$175,000.

It is recommended that a ten-room school be erected in the Kearney Lake, Prince's Lodge area. This school, along with the present Grosvenor Park school, would look after the requirements in that area, that is, from Primary to grade VIII inclusive. It would eliminate conveyance from Kearney Lake to the Central Rockingham school. By so doing, it would relieve the overcrowding for next year at the Central Rockingham school. The

Municipal School Board Report Continued

growth in this area is very great. During the year 1958 there were over 130 homes built in the area. It is estimated that in 1959 there will be at least 100 additional homes built. There is still 300 lots of land to be sold. At the present time the Grosvenor Park school is on half-time in the Primary grades. This school should have a crush area, a library, a teachers' room and a Principal's office. It is recommended that one of the rooms be used to teach Science in VII and VIII and be supplied with a Demonstration table.

W. CHEZZETCOOK  
Estimated Cost  
\$12,000.

It is recommended that two rooms in the basement of this school be finished so that they could be used as classrooms. This school would teach from Primary to grade IX inclusive. It could, therefore, relieve an overcrowding at Grand Desert and take care of the growth in the West Chezzetcook area.

STACKING CHAIRS  
Estimated Cost  
\$2,500.

It is recommended that 500 stacking chairs be purchased for the schools for the year 1959. Distribution of those chairs could be decided at a later date.

EAST CHEZZETCOOK  
Estimated Cost  
\$500.

It is recommended that additional land be purchased adjoining the East Chezzetcook school.

SPRYFIELD  
Estimated Cost  
\$210,000.

It is recommended that a new twelve-room school be erected in the vicinity of the Central Spryfield school. This school would teach grades VI, VII and VIII. It should be provided with a crush area, library, Principal's Office, Teachers' Room and a Demonstration table in

Municipal School Board Report Continued

one of the rooms for the teaching of Science in grades VII and VIII.

COLE HARBOUR  
Estimated Cost  
\$80,000.

A five-room school to teach Primary to grades VI is recommended. This school to be built on or near the present school. It is the intention that the old school be used for classrooms. It is recommended that a crush area, teachers' room, small library be provided. It is suggested that in building this school that provision be made for a further extension in the future of approximately four rooms. The building of this school will eliminate considerable conveyance from Cole Harbour. At the present time there are 90 children to be conveyed to Woodlawn. This school could also accommodate the Upper Lawrencetown children.

Total estimated  
Capital needs  
\$645,000.

As far as Woodlawn is concerned it would relieve their classes and it is the intention of the board that a further study be made of the whole situation in this area so that additional recommendations may be forwarded at the June Meeting of Council.

We would like to bring to your attention, at this time, that there will be further Capital recommendations in our February Report to Council.

Respectfully submitted,  
MUNICIPAL SCHOOL BOARD,  
W. A. RUSSELL,  
Chairman of the Board.

Received and Approved  
February 12, 1959.

Special Council Session - February 11, 1959

PRELIMINARY REPORT WITH RESPECT TO  
METROPOLITAN DEVELOPMENT

Councillors:-

Some study has been given to the report of the Department of Municipal Affairs with respect to the proposed annexation of Dartmouth Suburbs to the Town of Dartmouth and to some financial factors that would obviously affect, not only the ratepayers in the area concerned, but also the ratepayers in the existing Town of Dartmouth and the ratepayers in the rest of the Municipality of the County of Halifax, if the area under discussion were amalgamated with the Town.

Before discussing figures too much in detail, it is proposed that we deal with the report of the Department of Municipal Affairs, paragraph by paragraph, and make a few comments that should be of interest to both ratepayers in the area under discussion, as well as to ratepayers within the boundaries of the present Town.

After describing the area briefly, the report of the Department of Municipal Affairs mentioned that "under Section 21 of the Town's Incorporation Act, an adjustment of assets and liabilities between the Town and the Municipality of the County of Halifax will be required." In the proposed area there are seven school sections containing fifteen school buildings with approximately 136 classrooms. By September, 1959, the number of classrooms opened will have increased to approximately 156. The capital cost of these schools now amounts to \$1,500,000, and the carrying charges on them amounts to an annual expenditure of \$123,600. To this must be added the capital costs of 22 new classrooms, presently under construction, and the capital cost of a new

Metropolitan Development Continued

Regional High School, to which the County is presently committed, construction of which will be started shortly, together with the capital cost of a new school to be built in South Woodside.

In the area described, the Municipality has laid approximately fourteen miles of sanitary sewers and approximately twenty-seven miles of water main, at a total cost of approximately \$2,065,000, and at the present time contracts are let for an additional 3.7 miles of sewer and 1.2 miles of water main with the contract prices being approximately \$280,000. This means that the Town would have to bear total carrying charges of approximately \$358,100.

The capital borrowings for water are financed by the Water Rates and the Fire Protection Rates, as about 25% of the water utility's income must come from a Fire Protection Rate because of the Utility's ability to deliver an effective fire flow if, as and when a sudden fire demand requires it. The Fire Protection Rates would have to be paid regardless of whether the area concerned were annexed to the Town or not. The Town has claimed that sewer installations would be paid for largely by a foot frontage charge. Remember that all sewer installations at the present time are on a rate basis. Therefore, if the rate were not paid the Town would have to charge a foot frontage charge to all house owners presently served by sewer. Also the matter of a capital tax per lot to assist in financing the Main Trunk Sewer is a matter of legislation and would have to be paid regardless of whether the area were annexed by the Town or not.

In addition to the above, since the County Hospital has been built and supported by the County as a whole, this, in itself represents a capital expenditure of \$1,480,500. It is presumed that if the area proposed to be annexed to the Town of Dartmouth were in fact annexed, and as it contains approximately 30.06% of



Metropolitan Development Continued

the assessment of the whole Municipality, that, therefore, an additional burden of re-payment of approximately \$25,000 per year would have to be paid by the Town until the amortization period is over

Paragraph 2 of the Department's report deals with the contribution paid by the Province toward the cost of education and states - "that it is determined by taking into account the cost of the Foundation Program at the value of the property within the Municipal Unit for taxation purposes." The Assessment Commission that has been re-valuing the assessable property in all Municipalities in this Province, has just recently completed its work and its report has been made to the Minister of Education. Under the formula laid down in the Education Act there have been some changes in the sharing of costs for education purposes between the Province of Nova Scotia and the Municipality of the County of Halifax. However, even with the changes, it must be pointed out to all concerned that the Province of Nova Scotia will contribute 33% of the cost of the Foundation Program in the Municipality of the County of Halifax. It will only contribute 25% of the cost of the Foundation Program in the Town of Dartmouth. Furthermore, the Province of Nova Scotia will contribute, as part of the sharing agreement, 33% of the capital charges, that is the principal re-payment and interest charges on all school loans in the Municipality. The Province will not pay any proportion of the Town's capital indebtedness for education purposes. This one item alone represents a substantial sum of money - somewhere in the vicinity of \$ 182,824.

The report next states that "the area to be added to the Town will require the expenditure of a very large sum of money in order to bring Municipal services in the area at the level provided for the present Town." This is very true and it could

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Metropolitan Development Continued

be here stated that although in seven years the County has laid almost as much water main as the Town has throughout the whole course of its existence and has laid more than half as much sewer, it also has the Engineering plans already worked out for completing what might be termed the serviceable area in the Suburban areas adjacent to the Town of Dartmouth.

With respect to general grants in the Province to the Municipalities, these are mostly on a per capita basis. The Town has included in its grant from the Province a sum of \$2.10 per head of population. If the Department is correct in its assumption, the population in the area proposed to be annexed is approximately 18,000. This would mean that the Town would get in grants from the Province approximately \$35,000 more than the Municipality gets for the same population. Now even though this may appear to be a large figure, when the whole financial picture is studied, it will be seen that the sum of \$35,000 is a relatively small item compared with the total costs involved.

In paragraph five of the Department's report, and we quote - "there has been talk in the newspapers of the possibility of a transition grant from the Province to a Town which assumes the responsibility for substantial areas of the suburbs." There has been no public pronouncement of transitional grants in the press, nor has there been any official notification to Municipal Governments generally. However, on the evening of February 10th Mayor Akerley disclosed the fact that he had some correspondence with the Premier, which would indicate that some transitional grants would be considered by the Government,

Metropolitan Development Continued

in lieu of Provincial expenditures for highways, etc., in the area proposed to be annexed by the Town. This will have to be studied further as it is linked with the matter of any changes that might occur in the sharing of education costs.

The report next deals with relationship of assessments and the cost of borrowing money. May we just say here that although Mayor Akerley has stated that the Town has obtained money recently on the open market at a cost of 5.26% and that this reflected the excellent credit rating of the Town, we would like to point out that for a larger issue following Dartmouth's recent issue of \$500,000, the Municipality obtained their money at a cost of 5.19%. Let us face facts - the credit rating of both Municipal Units is good and the net cost of money depends largely on the availability of money and market conditions at the time the Bond Issue is sold.

During the past few years, says the report - "we have seen costs increase substantially" - as a matter of fact Engineers advise us that costs have increased approximately 20% in water and sewer over the last three-year period. Consequently, figures that may be quoted from the report of Canadian-British Engineering Consultants with respect to the Metropolitan Area Survey, must be now increased at least by 20% in order to show a true picture of today's costs. This is one thing that is affecting all levels of government today but shows up particularly in costs of essential services such as water and sewer to the ultimate consumer in relation to those costs for those people already resident of a nearby Town or City. We must not lose sight of the fact that in the nearby Town or City these services have been installed, for the most part, many, many years ago, at a time when labour costs and material costs were only a fraction of what they are today. Any new work being carried out by any enlarged Town would be at exactly the same cost as the Municipality is carrying out this work at the present time. This is no magic formula whereby one governmental Unit can carry out necessary work at

Metropolitan Development Continued

less cost than another. Costs for the installation of services have continued to rise over the past fifteen years in the same manner as your grocery bill.

The next paragraph of the Department's report on Annexation, states that - "within the Town itself, even if there is no annexation of suburbs, it seems probable that the tax rate will increase." How then can the Town hope to take in an area eight times its present size, provide all the multitude of services that are being requested from the people that live in these areas, and maintain the tax rate, the same as it is now, as has been suggested in some quarters.

This it is submitted is an impossibility - it just cannot be done.

The report then goes on to deal with some general figures - the first is area - the area of the Town at present is 1,731 acres and the Department estimates the area to be added to the Town at 14,000 acres. This means that the Town Council has in mind annexing an area which is eight times the area of the present Town, to make a new Town of 15,730 acres. It is not known how seriously the Town Council has considered what this means. A glance at the general Municipal statistics, as put out by the Department of Municipal Affairs of the Province of Nova Scotia, will show that the City of Halifax has an area of only 4,400 acres; the City of Sydney 3,730 acres and that a few Towns, such as Amherst, Bridgewater, Glace Bay, New Glasgow, Parrsboro and Pictou, Westville and Yarmouth, have areas of over 2,000 acres, but of the forty towns in the Province of Nova Scotia at the present time, by far the greatest majority of them are 2,000 acres or less; six of them being even less than 1,000 acres in size. Now most people living in the Town of Dartmouth will appreciate the fact that in order to carry out the necessary

Metropolitan Development Continued

administration, the number of employees of the City of Halifax is far, far greater than that of the Town of Dartmouth, yet the size of the City is only 4,400 acres and the Town is proposing to take on an area which will make it 15,730 acres. It is suggested that if the Town Council seriously gives consideration to the many factors involved in taking over an area of this proportion, that it will not be too long before the number of administrative employees in the Town of Dartmouth and the resultant administrative costs will closely parallel, perhaps even exceed, these costs of the City of Halifax. The City of Halifax incidentally, although only 4,400 acres in size, has approximately 1,172 employees. Compare the costs of such an operation to present Town costs.

The Provincial Department then goes on to give the population figures and lists the number on voters' lists. The population of the Town, according to the 1956 census, was 21,093 and they estimate the area proposed to be added at approximately 18,000. You will note that the Town population exceeds the area proposed to be added by a little over 3,000 persons. Again, on voters' lists the number of voters in the Town for the Dominion Election in 1958 was 12,248. Again, a little more than 3,000 more than the estimated number of voters in the area proposed to be amalgamated, which they listed 9,000.

With these figures quoted being kept in mind (with the existing Town having slightly more than 3,000, both in population and the number of voters) the question arises as to how the Town Council of a new and enlarged Town might be constituted. The present Town Council has eight members and the Mayor and the Department's report states - "that one Councillor represents an average of a little over 1,500 voters. If we apply the same basis of representation to the area to be added, there should be not less than six Councillors."

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Metropolitan Development Continued

There would be total Council of fourteen, which is much too large to be efficient," although the Council of the City of Halifax has a Council of fourteen members. It would appear then that if a new Council to be formed would have 3,000 more population represented by the area of the existing Town and 3,000 more voters in the area represented by the existing Town, it is probably reasonable to assume that whether the proportion on any new Council of any new Town was eight members from the existing Town and six from the outside, or whether it was in some other proportion, it could almost be assumed that there would be greater representation from that area which constitutes the present Town, than from that area which it is proposed to amalgamate with the Town. If this turned out to be fact, it is quite possible that those ratepayers living in the County areas proposed to be annexed to the Town, might find it extremely difficult to get improvements authorized by any new Town Council, which had a majority of the Council elected from the area represented by the existing Town. These representatives might very well be more interested in paving additional streets or building part of the ten miles of sidewalk yet to be built within the area of the present Town.

Streets - the report of the Department states that "according to the Department's figures, the Town has 29 miles of paved streets and 10 miles not paved." In the proposed area to be added they estimate the figures at 15 miles of paved roads and 45 miles unpaved. The Revenue and Expenditure Statement of the Town of Dartmouth does not show the breakdown as to just what the Town spends on maintenance of streets over the run of a year, but presumably streets and sidewalks must form a relatively large part of the expenditures shown under Public Works, which for the year 1957

Metropolitan Development Continued

amounted to \$101,375.02. The cost to the County of maintaining the 15 miles of paved streets and the 45 miles of unpaved streets, is nothing. In the Province of Nova Scotia, outside the incorporated Towns, it is the Provincial Department of Highways that is responsible for the maintenance of roads, for the capital expenditure on roads and even for snow removal. Actually the Province of Nova Scotia now spends a considerable amount in this area of Halifax County. Presumably the Town itself, if it annexed the suggested area, would have to make at least an equal expenditure and it is questionable at the moment whether a transitional grant would cover this expenditure.

With respect to capital expenditures, it would seem that even estimating the cost of paving at approximately \$82,000 a mile, that in order to look after the unpaved streets, the Town would be faced for capital expenditure close to \$4,000,000. As to how much of this would be carried out in the not too distant future, when the Town itself still has 10 miles of street within the Town that are not paved, remains a policy matter that can only be decided by a new Council, if, as and when, the Town were enlarged. In other words, the people in the County area that Dartmouth proposes to annex, would have absolutely no assurance as to just how fast street paving might take place.

The same can be said of sidewalks. It is true there is very little in the way of sidewalk construction in the County areas at the present time but also about one-half of the sidewalk mileage within the present Town limits has not permanent surface.

In the Municipality sidewalk construction is being considered and it is proposed to start some sidewalk construction when water

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Metropolitan Development Continued

and sewer services have been constructed, as it seems that it is futile to build sidewalks today and break them when installing house services tomorrow. Some might say that you can tunnel underneath the sidewalk and that could possibly be done if concrete sidewalks were to be provided, but in our estimation the comparison of costs with the distances involved and where most people would be using their cars in any event, it would appear that asphalt sidewalks are the type that should be laid in all suburban areas.

When the County does start building sidewalks, it must be remembered that there is provision in the Highway Act, whereby the Minister of Highways may share up to 50% of the costs of building sidewalks. There is no such provision for Towns and the entire costs of sidewalk construction would have to be borne by the Town itself.

Water and Sewer - with respect to the Department's report on water and sewer, it might be interesting to all concerned to note that the County has laid within the last seven years almost as much water main as the Town has in its entire area. Practically all areas immediately suburban to the Town of Dartmouth have water service and many of them have both water and sewer. The only reason some areas have not been provided with sewer prior to now is the fact that the main trunk sewer had not been constructed and there was no outfall for collecting sewers or sewer laterals until such time as the main trunk sewer had been completed. Two contracts are underway now, starting work on sewer laterals, so that before too long most areas that have water will also have



Metropolitan Development Continued

the sewer service. Just to follow this a little further, all of North and South Woodside has both water and sewer services. All of Tufts Cove has both water and sewer services. Westphal has pretty well been entirely served by water, and as noted above, construction work has already commenced on the laying of sewer laterals as the trunk sewer is now completed. Contracts already underway will see much of this area served this year.

The report states that water should, of course, be on a self-supporting basis. The Mayor of the Town of Dartmouth has indicated that if the County areas concerned were annexed to the Town, the water rate would drop and it would be the same as in the Town. It is submitted here that this is not practical or possible. The amount of administration charges, charged to the water utility of the Municipality of the County of Halifax, is negligible. The so-called profit that the County charges, is not profit. The Municipality, as a matter of fact, lost almost \$17,000 in the operation of its water utility last year. If the entire costs of administration, that is salaries, were put back into the utility, it would still have operated at a loss. The reason for making this statement is the fact that water rates are set not by the Town Council of the Town of Dartmouth but by the Board of Commissioners of Utilities of the Province of Nova Scotia. It is true that the County purchases water from the Town of Dartmouth. The Board of Public Utilities has fixed the rate at which the Town sells water to the Municipality and it has also fixed the rate at which the Municipality must bill its customers for water. Now the whole philosophy behind Public Utility rating for water consumption purposes is simply this - the Board compares the capital costs and the costs of operation and maintenance of a water system and the rates are fixed to provide what is known as "a reasonable return on the rate base," depending on the capital expenditures that have been made to provide the

Metropolitan Development Continued

Utility Plant that is "in service" in the area in question. It is highly improbable that the Board would fix a single rate between the present consumers in the existing Town and the consumers in the County areas, for this reason - if a single rate were fixed, the rates would be very likely to go up within the area of the present Town. About Two Million Dollars cannot be spent in the installation of water distribution mains without there being considerable costs involved with respect to maintenance, etc., and then also the capital cost of the utility has to be paid out of what the Board determines to be a reasonable return on the rate base. It would be entirely against the general principle of utility rating if all consumers in the Town of Dartmouth were charged an increased rate, just so that the rate could be reduced in County areas, which are newer and which have been installed in the last seven or eight years at a much higher capital cost per customer than most of the mains installed within the limits of the existing Town of Dartmouth, simply because costs of labour and material have increased substantially over the past few years.

Under "other services" the report of the Department of Municipal Affairs states generally - "services in the suburbs are below the level of those provided in the Town, with respect to other services such as police, fire, street lighting, sanitation and waste removal." With respect to police, it is interesting to note that the Dartmouth Detachment of the RCMP operates in the County area. It is true their general area extends from the immediate suburbs of the Town until its jurisdiction meets the jurisdiction of the Sheet Harbour Detachment of the RCMP, but more than 90% of its work is carried out in the area in question. There is a police force of one sergeant and seven men, plus a

Metropolitan Development Continued

highway patrol, which is paid for not by the Municipality of the County of Halifax but by the Provincial Government and the Federal Government. The cost to the taxpayers in the area proposed to be annexed to the Town is nothing as far as the county taxes are concerned. If the area were added to the Town of Dartmouth, the Town would have to pay 100% of any police protection that was supplied to the areas concerned. Additional police protection could be provided now under the Municipal framework through a system of area rates, if the people in the area want such police protection - so far there has been no such request made.

The statement of the Town of Dartmouth for the year ended December 31, 1957, shows police protection as salaries - \$71,222.73, maintenance and supplies \$15,171.77 or a total of \$86,394.50.

If the proposed area were annexed to the present Town and an area eight times the size of the existing Town were added to the responsibility of the police department of the Town of Dartmouth, it could seem that at least three additional cars would have to be added to the Town's police department and by and large it is probably fair to say that if the area were increased eight times, it is not unfair to assume that police department costs would at least double if not triple. This would still give the outlying areas little police protection as compared perhaps to the areas immediately within the existing Town because of the immense area involved.

Probably the same could be said for fire protection. A great many of the suburban areas in the County of Halifax have provided their own fire protection at a fairly reasonable cost. There are types of fire fighting equipment that are particularly adaptable to suburban fire fighting and they are not perhaps dependent 100% on fire hydrants. The total cost of fire protection in the Town

Metropolitan Development Continued

of Dartmouth last year was \$59,057.23. Again, surely it would be reasonable to assume that these costs would at least double if the Town's population were suddenly doubled in an area eight times the size of the Town, if the proposed area were annexed to the Town.

With respect to street lighting, several areas, including the main road at Tufts Cove, the Woodside area, even Eastern Passage and parts of the Westphal area, presently have street lights. There is no reason why the street lighting cannot be extended in any County area as fast as the people themselves wish to have this service extended. The cost per light, per year, is the same, regardless of whether that street light is installed by the County or the Town.

With respect to sanitation and waste removal, the County, at the present time, is building an incinerator. Only the Woodside area has a public garbage disposal system at the present time but with the completion of the Municipal incinerator it is anticipated that pretty well all the area proposed to be amalgamated will have a sanitation and waste removal system. From preliminary figures as to costs, it would not appear that the cost of this service will bear heavily on the County people.

The Department's report then goes on to discuss assessment and expenditures. For the year ended December 31, 1957, the Town's total expenditures were \$1,408,234.05 and it ended the year 1957 with a deficit of \$43,940.15, leaving a balance in their surplus account at the end of the year of \$8,990.76. The County's total expenditure for the same year was \$2,271,550.39. The Municipality ended the year with a substantial surplus of \$60,964.80, leaving a balance in the surplus account of \$320,687.57.

In connection with the expenditures, the report of the Department of Municipal Affairs states - "we feel that for the first year

Metropolitan Development Continued

an additional levy of about \$400,000 might well be adequate to provide services on the standards which have or would likely be attained." Just how this expenditure was arrived at is hard to ascertain. If the proposed areas were annexed to the Town, education alone would cost the new Town considerably in excess of \$600,000 in another year. The Department of Highways spends considerable money for road maintenance, snow removal, etc., in the areas under discussion. This costs the County nothing at the moment. The Town of Dartmouth in the year 1957 spent \$101,357.02 on public works. Presumably a large proportion of this was expended on streets, sidewalks, etc. Transitional grants may enter the picture - more about that later - but at the moment it is fair to say that in an area eight times the present size of the Town and with at least double street mileage, the cost of snow removal and maintenance of streets in the area will be substantial.

Although the Town spends a negligible amount on conservation of health, the Provincial Department of Health on the other hand expends about \$90,000 in the area under discussion, plus some additional areas. The City of Halifax spends in the vicinity of \$209,000 a year in the conservation of health, and presumably a Town of the proportions that are talked about where a large part of the work of the Department of Health is in the areas proposed to be annexed, one might say that an expenditure for health purposes of the proposed new Town would run to at least \$50,000 a year.

The present Town of Dartmouth spent \$86,394.50 on police protection during the year 1957. The RCMP Detachment, which does 90% of its work in the area under question, costs somewhere in the vicinity of \$40,000 to operate. This cost the Municipality of the County of Halifax nothing and again it is fair to assume if the proposed Town were enlarged to include the areas under

Metropolitan Development Continued

discussion, the cost of police protection would be  $2\frac{1}{2}$  to 3 times, or in other words would be somewhere in the vicinity of \$215,000.

The same can be said for fire protection. According to the 1957 Financial Statements of the Town of Dartmouth, approximately \$59,000 was spent for fire protection for the year ended 1957. Surely in an area that is eight times the size of the present Town, this expenditure should go to something in the nature of at least \$125,000, even in the early stages.

Just adding these figures together, without taking into account any additional capital expenditures, it would appear that in the very minimum, the proposed new Town would require something in the nature of additional expenditure of \$1,000,000 as compared with the Department's suggested \$400,000.

The report states that - "it must be stressed that this levy will be reduced by any increase in grants from the Province or any transition grant which may be made."

As we intimated earlier in this study, the increased grants would be negligible in considering the total number of dollars involved. Again we must stress, that the matter of transitional grant may not be too attractive to any enlarged Town. As stated before, this matter will have to be clarified further.

The Department says in the same paragraph - "to sum the matter up bluntly, no one can estimate now what amount will be needed in three or four years for the larger area, or for the present Town, or what the tax rate will be for either." It is submitted that the estimates of the Department are obviously low to provide anything like the services existing in the present Town to an area eight times the size of the present Town. There is one thing sure, however, and that is that if the tax rate in the existing Town must go up, and if additional services that are now paid for by the Province would have to be paid for by an enlarged Town, it is

Metropolitan Development Continued

perfectly clear that the taxes to be paid by individuals in the area proposed to be annexed, would, of necessity, be considerably greater than they are at the present time.

Paragraph 10 of the report of the Department, which is headed "general" is, indeed, a very general paragraph. It states that the report is not intended to deal with arguments for or against amalgamation of suburbs with an urban unit and the report then goes on to make several broad statements, such as "there can be no doubt that the amalgamation of these areas will lead to economy; it will prevent duplication of services; it will provide intangible benefits for all concerned." Then the report goes on to say that "it can hardly be denied that the operation of the water utility through the entire area by the Town alone is preferable to the operation of that utility in the central portion of the area by the Town and the operation of utilities in three or four suburbs by another unit." The claim is that the latter is a duplication of administrative and engineering services and an increase in the difficulty of administration.

It is here submitted that where greater Winnipeg has a single water authority; where greater Vancouver has a single water authority and where many, many areas throughout the United States have a single water authority, that if there are economies to be effected, and if there are to be intangible benefits for all concerned, it cannot be achieved to the highest degree simply by annexation of the proposed area to the Town of Dartmouth. The County of Halifax would not be in the water business at the present time if the Town of Dartmouth had accepted any responsibility with respect to supply of water in suburban areas in the first instance. The Town, at the time the Municipality entered the water business, absolutely refused to make any extensions of water services into County areas. Note the difference with the co-operation

Metropolitan Development Continued

on the Halifax side of the harbour where the Public Service Commission is the water utility that is expanding its services into County areas rapidly. When those who planned the Angus L. MacDonald bridge thought about this whole area they thought about it as a Metropolitan Area and with the greatest of wisdom they provided sufficient carrying capacity of the bridge itself to carry water mains of considerable proportion. If this whole area were administered by one water utility, as it should be, for the whole Metropolitan area, the people of Dartmouth and its suburbs would not have been put to the inconvenience they were just last week when a bad break occurred in the transmission mains of the Dartmouth system. Sufficient water could have been shuttled across the bridge to at least provide an adequate supply for domestic purposes. It is submitted that even though the operation of the water utility through the entire area by the Town may be preferable to the operation of two utilities, it is even more preferable to have the Public Service Commission of Halifax expand to the point where it would take over both the water utilities of the Town of Dartmouth and the Municipality of the County of Halifax and look after the supply of water to this entire Metropolitan area.

This has been the only satisfactory solution to the supply of water in other Metropolitan areas and we do not feel that there is any doubt but what such a solution is the most practical, most economical and most satisfactory system for supplying water to the whole of the Metropolitan area. As a matter of fact this is supported by the recommendations contained in the Metropolitan Area Report of Canadian-British Engineers two years ago when they suggested the ultimate solution to the supply of water in the whole Metropolitan area should be the setting up of one Commission, whose responsibility it would be to supply water in adequate



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Metropolitan Development Continued

amounts for both domestic consumption and for fire protection services in the entire Metropolitan area. This has been the ultimate conclusion in many, many so-called Metropolitan areas throughout the world and it is submitted that if there is to be a change this is the desirable type of change insofar as the supply of domestic water and water for fire protection purposes is concerned.

The report of the Department goes on to say - "in the field of Community Planning also, it could hardly be denied that planning of this entire area by one unit is preferable to any attempted planning by two units."

It is respectfully submitted here, that the County has been away ahead of the Town in its planning activity. An active Planning Board was established as far back as 1948 and the Municipality has employed a Planning Engineer since that time to carry out the technical work in connection with Town Planning. Armdale Zoning By-laws have been inaugurated. All Building Districts in the Municipality now operate under a General Zoning By-law and a master plan is nearing conclusion, but the Town of Dartmouth has yet to employ any technically qualified personnel to deal with planning and it has yet to come up with any Zoning By-laws of any kind, nor has it started land use studies to any degree.

It is submitted that again it is futile to combine County and Town Planning activities on one side of the Harbour. We submit that what should be done, as in fact has been suggested at a meeting on Friday, February 6, 1959, by Mayor Charles A. Vaughan of the City of Halifax, as the proper approach to planning would be the setting up of a Metropolitan Planning authority that could deal with the overall planning of this entire area on a Metropolitan basis, leaving the detail of approval of subdivision plans and that sort of thing to the local planning authority in each of the three

Metropolitan Development Continued

Municipal corporations concerned. As a matter of fact in the last remarks of the report of the Department of Municipal Affairs, it is suggested that the Municipality, the Town and the City of Halifax give serious consideration to the formation of a Metropolitan Planning Board, as well as a Water Commission on the eastern side of the Harbour. "If the idea of amalgamation is not received with favour, it is submitted that the only proper and effective way to deal with either the supply of water or with planning is on a Metropolitan basis."

Donald C. Rowatt, Associate Professor and Acting Director of the School of Public Administration at Carleton University, Ottawa, in a recent article entitled "Planning and Metropolitan Government" in the journal of the Institute of Public Administration of Canada, entitled "Canadian Public Administration" states in part as follows,- "the psychological explanation for the failure of amalgamation and for the successful creation of special purpose Metropolitan bodies instead . . . . . the best way to solve the Metropolitan problem is by means of a two-tier system of local government with the second tier being a multi-purpose Metropolitan Council which governs the whole Metropolitan area for all functions and services that are of Metropolitan-wide concern, but which leaves the purely local services to the lower tier of existing Municipalities."

W. A. Robson in his "great cities of the world" pages 62 and 63 states - "the arguments for a two-tier system in a Metropolitan area are overwhelming, for only by such a method is it possible for the suburban and outlying districts to retain their institutional identity and communal life, whilst becoming part of the Metropolitan area for the larger governmental purposes. Only by this means moreover, can we hope to find a solution to the problem of providing the Metropolitan area with a democratic

Metropolitan Development Continued

system of local government, while also giving the citizen the smaller and more easily comprehensive unit with community life in whose government he can participate. It is perfectly feasible and perfectly logical to aim simultaneously to both larger and smaller units of local government in Metropolitan areas and to invoke in the citizens a sense of civic interests in both the larger community and the smaller."

And has not that been the trend in recent years in Canada. The Toronto system is exerting a great influence in the thinking of students and practitioners of government all over this country. Already it has influenced the thinking with respect to other Metropolitan areas in Canada. In a recent Brief of the Canadian Federation of Mayors and Municipalities to the Royal Commission on Canada's economic prospect, the authors of the sections dealing with the Metropolitan problems, both report favourably on the two-tier system as exemplified by Toronto, and official bodies have already recommended similar Metropolitan authorities for Winnipeg, Montreal, Windsor, Vancouver and Victoria. Canada, therefore, has an opportunity to lead the world in the planning and government of Metropolitan areas, and Nova Scotia has an opportunity to lead Canada in this regard by establishing a Metropolitan area with an overall Metropolitan authority, which is the modern concept of providing our citizens with the best system of local government that has so far been created anywhere in this continent, if not in the world.

The Municipality of Metropolitan Toronto is responsible for a great number of things, covering the whole Metropolitan aspect. These are as follows:-

ASSESSMENT

The uniform assessment of all industrial, commercial and residential lands and buildings in each of the local Municipalities.

## Metropolitan Development Continued

### WATER SUPPLY

The construction and maintenance of pumping stations, treatment plants, trunk mains and reservoirs, the wholesale distribution of water to all member units, the Metropolitan Corporation sells water to the local Municipalities on a wholesale basis and the local distribution systems and the retail sale of water to consumers remains the responsibility of the local Municipalities. This is not always the case in smaller Metropolitan areas - very often the Water authority distributes the water to the individual consumer.

### SEWAGE DISPOSAL

The construction and maintenance of trunk sewer mains and sewage treatment plants, providing a Metropolitan Sewage Disposal System, which accepts sewage from each of the member units on a wholesale basis. The local sewage collection system remains the responsibility of the local Municipality, and again in some smaller Metropolitan organizations the Sewer authority collects from the individual user.

### EDUCATION

The Metropolitan Corporation includes in its annual budget current estimates of the Metropolitan School Board. The Metropolitan Corporation, on the advice of the Metropolitan School Board, determines the amount of funds to be approved for the purchase of school sites and the erection of new school buildings, raises these funds by the sale of debentures against the credit of the Corporation and transmits these funds to the local boards or units as required.

### HEALTH AND WELFARE SERVICES

1. The Metropolitan Corporation is responsible for hospitalization of indigent patients (this is now largely looked after by the institution of a Provincial Health Scheme in this Province);
2. Post Sanatorium care for consumptives (this is largely looked after by the Provincial Government in this Province);
3. Provision for Homes for the Aged;
4. The maintenance of wards of Children's Aid Societies.

### ADMINISTRATION OF JUSTICE

The Metropolitan Corporation provides and maintains a Court House and Jail.

### LICENSING

The Metropolitan Licensing Commission was established on January 1, 1957, and it exercises jurisdiction over practically all aspects of licensing to the exclusion of the area Municipalities.

Metropolitan Development ContinuedPOLICE

The Police forces of all Metropolitan Toronto Municipalities were joined together to form a Metropolitan Toronto Police Force. For improved efficiency the area has been divided into various police districts with the forces of the member communities becoming part of the larger functional unit.

PLANNING

The Metropolitan Corporation has established a Metropolitan Planning Board whose authority extends over the Metropolitan area and all adjoining townships. The Metropolitan Planning Board will prepare an official plan for the Metropolitan Planning area, the general scope of which shall include land use, ways of communication, sanitation, green belts and park areas, together with public transportation.

PARKS

The Metropolitan Corporation is empowered to establish Metropolitan parks.

CIVIL DEFENCE

The Metropolitan Corporation is responsible for civil defence within the area.

FINANCES

The Metropolitan Corporation establishes an annual budget for its estimated expenditure and collects that amount from the constituent Municipalities by a Metropolitan tax rate applicable to the aggregate assessment of each local Municipality. Local Municipalities no longer issue debentures. Their requirements for debenture financing are submitted to the Metropolitan Corporation. The Metropolitan Corporation determines, subject to an appeal of the Ontario Municipal Board, what local permanent financing should be done and debentures for such requirements are issued by the Metropolitan Corporation and no longer by the local Municipality.

ACQUISITION OF ASSETS FROM LOCAL MUNICIPALITIES

The Metropolitan Corporation acquired from the local Municipalities all of the assets which are used by the Metropolitan Corporation for all services without compensation to the local Municipalities other than the assumption by the Metropolitan Corporation of the outstanding debenture debt with respect to such assets.

PROVINCIAL FINANCIAL ASSISTANCE

It is noted that the Province of Ontario makes annual grants to the Metropolitan Corporation. The exact amount of this financial assistance can be easily determined. Provincial assistance was increased at the 1958 sitting of the Legislature of the Province of Ontario.

Certainly it would appear that even although all the matters handled by the Metropolitan Corporation of Metropolitan Toronto,

Metropolitan Development Continued

might not be desirable to start with, it would certainly appear that water supply and sewage disposal in their Metropolitan aspects, garbage collection and disposal in their Metropolitan aspects and Community Planning in its Metropolitan aspects, together with a common level of assessment over the entire area, are functions that could be administered best by a Metropolitan Council, which would have representatives from the City, the Town and the Metropolitan area of the Municipality of the County of Halifax. This Metropolitan Council should be large enough to represent the City, the Town and the County area, in some relation to their relative populations, and at the same time should be small enough to be able to act as an efficient executive body. Possibly a Council of at least seven but no more than nine members would be adequate.

Such a proposed re-organization need not disturb the existing structure of the Municipality of the County of Halifax. The only significant change required would be the drawing of district boundaries to conform with the Metropolitan boundary and a simple organization of the Municipality's records, so that taxes for Metropolitan purposes could be levied separately upon the proposed Metropolitan area of the Municipality.

The Halifax Metropolitan area might be defined as that area which includes the City of Halifax, the Town of Dartmouth, Districts No. 8, 11, 12, 13, 14 and 28, together with the southern part of District No. 27, including Waverley, Windsor Junction and possibly the Sackvilles and Fall River. This would give an irregularly shaped area and its extremities would not be much more than approximately ten miles from the centre of the proposed area.

Metropolitan Development Continued

The creation of such a Metropolitan area would provide the Halifax area with the most modern governmental set up, modelled on styles of Governmental Organization that have proved to be successful elsewhere and has the advantage of developing the whole area with an intelligently planned point of view and yet would retain the individual entity of each member Municipality. Annexation on the other hand creates dissatisfaction. The individual entity of at least one unit is lost and it seems that even though the area annexed may be relatively large, further developments on its fringes create new problems. Other members can always be admitted to a Metropolitan area set up - without loss of entity, and in so doing they would become a new member of a family of Municipal Units already organized and established in the Metropolitan development.

If the Municipality of the County of Halifax were still rural in its nature and no attempt had been made to provide services to the areas proposed to be annexed to the Town, amalgamation might be the answer; but where the Municipality has progressively gone forward, has established water and sewer services to the north and south of the Town, has co-operated and paid the major cost of a large trunk sewer to serve all that area to the east of the Town, where it is actively engaged in the installation of sewer laterals in this same area, where the Municipality has taken the lead with respect to the Metropolitan Area Survey, where it has actively been engaged in planning and at this moment is actively engaged in drawing up a master plan, it cannot be said that this Municipality is entirely rural in its nature even at the present time. Further progressive steps may be in the offering, as one Committee of Council has been thrown the challenge to study the feasibility of a Metropolitan Fire Protection Scheme within

Metropolitan Development Continued

the Municipality and similarly the challenge to study the matter of garbage removal and disposal on a Metropolitan basis within the Municipality as the new incinerator nears completion.

No, amalgamation is not the answer but rather a closely knit partnership, such as has been suggested above, which would be modern in its organization and point the way toward the most economically planned development of all three Municipal Corporations in all things of a Metropolitan nature.

For the information of the Council, your Finance Committee has attached to this report, a report of the Canadian-British Engineering Consultants, which sets forth in some detail the program that should be followed in the expansion of water and sewer facilities in the areas proposed to be annexed. Estimates of the costs involved are also shown. This is a picture of the work that must be done in this area in the years to come and although your Finance Committee has not had sufficient opportunity to draw up the proposed capital budget in all its detail to cover the year by year development as proposed in this report, it is anticipated that at the Annual Session or shortly afterward such a capital budget will be prepared.

Also at the Annual Session it is your Committee's intention to have ready for Council certain statistical data showing in more detail the manner in which the financial structure of the Municipality will be affected, should the proposed area be annexed to the Town.

Respectfully submitted,  
(Signed by the Committee)



REPORT ON UTILITY SERVICES IN THE  
MUNICIPALITY OF THE COUNTY OF HALIFAX  
IN THE SUBURBAN AREAS OF THE EASTERN SHORE

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ABSTRACT

The report attempts to set out the work already carried out by the Municipality in the areas surrounding the Town of Dartmouth over the past few years and to give an outline of the work still to be done, together with estimates, to extend sewer and water services to the areas not presently serviced. In addition, a brief mention is to be made of the street paving programme.

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WORK ALREADY COMPLETED

Over the past few years the Municipality have been extending the supply of piped water and the provision of sewerage facilities to the suburbs adjacent to Dartmouth at a rapid rate.

A few years ago on the north side of the Town the Municipality installed a trunk sewer along Highway 7 to an outfall in Tuft's Cove and a large diameter water main to Shannon Park. During the past two years these two trunks have been used as a basis for the extension of services to the development in the area known as "Tufts Cove-Albro Lake". Last year the trunk water main was extended northward to Burnside to serve the new industrial development recently established there. The cost of these works was approximately \$681,000,000.

Similarly the extension on the south side of the Town to North and South Woodside of both sewer and water supply was completed some four years ago, together with outfall sewers to the Harbor. Further work on the south side of the Town has been done in extending services along the Gaston Road. The expenditure for these works was approximately \$520,000.

In the newer suburban development to the east of the Town a great deal of work has been done in extending the supply of water to the area over the past four years. In these areas of Woodlawn and Westphal almost all the existing development has a main water supply and the extension to the undeveloped parts as they are sub-divided is a relatively simple matter. The amount spent in these two areas is approximately \$308,000,000. More recently, the Municipality have constructed along Highway 7 from the Town boundary and thence along Highway 18 to Red Bridge Land a large diameter trunk sewer designed to receive flows not only from the Westphal-Woodlawn Area but also to cater for development in Port Wallis and beyond around the shores of Lake Charles. This trunk sewer connects at the Town boundary to

a trunk sewer financed jointly by the Town and the Municipality which drains to an outfall in Dartmouth Cove. The size of this large sewer through the Town is dictated principally by the flow from the areas within the County and the costs were met by the two authorities on a basis of the Municipality contributing 70% and the Town 30% of the total expenditure. Concurrently with the construction of this trunk sewer the Municipality installed a water main along Highway 18 from Graham's Corner to Red Bridge Pond. The cost to the Municipality of this far sighted scheme has been approximately \$577,000.

In addition to the works outlined above the Municipality has a number of projects already let to contract construction of which is scheduled to commence immediately. These included the construction of sewers and water mains in the Woodlawn area adjacent to Graham's Corner, the extension of the new trunk sewer into the Westphal area southwest of Red Bridge Pond and the construction of sewer and water mains on Tacoma Drive and between Cole Harbour and Gaston Road. The value of the Contractor's tenders for these works is approximately \$285,000.

The Municipality, as can be seen from the above outline, has spent, and is spending, a considerable sum of money, approximately \$2,371,000, over the past number of years to provide for their residents, as quickly as possible, the services required by modern suburban developments. In the areas adjacent to tidal water the provision of sewerage has gone hand in hand with the extension of the area of a piped water supply. In the land locked areas to the east of the Town a more difficult problem faced the Municipality. Growth in these areas of Woodlawn and Westphal has been extremely swift and what was only a short time ago a rural district is now a modern suburban area. In an area such as this has now become, a prime

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necessity for the health and welfare of the people is an adequate supply of piped water both for domestic consumption and for fire fighting purposes. This supply has been extended to almost the entire developed area as economically and rapidly as possible by connection to the large trunk mains owned by the Town of Dartmouth. With the recent construction of the trunk sewer draining via the Town to the Harbour the Municipality has taken a first and vital step towards a scheme, a scheme of great intent and foresight, for the provision of sewerage facilities not only for the Woodlawn and Westphal areas at present developed but for the entire area from the Cole Harbour road to Lake Charles, in which development was recommended in the Metropolitan Report of 1956.

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Future Requirements:-(a) Water Supply -

It has been stated earlier the extension of water supply to the County areas, east of the Town of Dartmouth, has been carried out as rapidly and economically as possible by connecting to the Town's trunk mains passing through the area. Because of the extensions to higher levels and more distant locations for new subdivisions the point has now been reached when, apart from infilling in the Woodlawn-Westphal areas already partially built up, it becomes necessary for the Municipality to undertake the construction of large trunk mains to extend service further afield.

Negotiations are presently underway for the construction of a large trunk water main from the Town's high level reservoir on the Mt. Edward Road to the D.N.D. property at Shearwater. This main is planned to run southwards, east of Bell Lake to the Cole Harbour Road thence along that road and south again passing the north end of Morris Lake on to D.N.D. property terminating at the Shearwater reservoir. The estimated cost of this main is \$285,000. Besides fulfilling its prime function of supplying Shearwater this main will be a most important artery for the extension of water services in the County areas both adjacent to its route and for alternate extension to the Eastern Passage development. This then would be the first of the required trunk mains and would open up for development large areas of the County. An important factor to be considered with this scheme is that the area so developed is readily sewerable, some parts by gravity others via pumping stations, to the Trunk Sewer through Dartmouth.

To follow the above scheme the next step would then be to extend the water main, bye-passing the Shearwater reservoir, westwards to the Eastern Passage Road a little south of the Imperial Oil refinery and south towards Eastern Passage. From the point at which this

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main would reach the highway, it would be possible and desirable to link back northwards, with say a 10" diameter main, to the south Woodside distribution system. This link would fulfill two useful and important functions, namely: to improve flow conditions in the two Woodsides and also provide an alternative route of supply to the Woodsides reducing the demand on the Town system. It would, in addition, provide an alternative route by which water could be fed into the Town in the event of a break or leak in the long, single, 24" diameter high pressure supply line from the Mt. Edward Road reservoir.

It would appear then that with the construction of this proposed trunk water main to Shearwater the problem of supply to the areas of proposed development southeast of the present Woodlawn area will be largely solved and the area could be provided with the required distribution system as and when development warrants the expenditure.

The next problem therefore which faces the Municipality is similar provision of services for the residents to the north of the present Westphal development out to Port Wallis and along the shores of Lake Charles.

At this point some reference might well be made to the provisions set forth in the 1956 Metropolitan Report.

The Metropolitan Report envisage the development of the areas east of Lake Charles up to an elevation of approximately 250' in the Westphal area, 225' in Port Wallis, and 175' beyond that, with development on the west shore up to the 250' contour with occasional places up to 300'. It was also suggested that the supply for this area should be pumped from Lake Lemont with associated metering and treatment. (It should be noted here that the same source was recommended for the supply to Shearwater and Eastern Passage.) In addition, the mains for this scheme were designed of sufficient size to supply some

quantity to Burnside and Albro Lake. This scheme has the great intent of completeness, but is unfortunately very costly to implement. To date there is little or no development west of Lake Charles nor is the area particularly well served by roads. With the opening up of the Woodlawn area following the completion of the "Shearwater" main that area, which is well served by main roads, (including the proposed Provincial Highway) and is largely cleared and open, may be expected to develop very rapidly. Therefore, for the purposes of this report no allowance has been made for providing water west of the Lake nor for a supply via this route to Burnside and Albro Lake. To lay a trunk main of the size required, including pumping facilities, through such an undeveloped area for such a distance would be very costly and the return on the money invested would be very meagre. There is also another matter for comparison with the 1956 Report. Since 1956 the suggest limits of development in Woodlawn and Westphal have been somewhat extended. This extension is to higher ground in both areas and therefore the question of water pressure has been affected. In the Woodlawn area it is understood that some development is planned around and east of Bell Lake. Although the majority of this area can be served by gravity from the proposed "Shearwater" main there are some parts above the 300' contour which would require booster stations to obtain adequate fire flows. Similarly to the east of Red Bridge Pond development is proposed on the high ground up to the 300' contour. In the proposals outlined below these higher levels have not been considered for a gravity scheme and again some local boosting would be necessary.

As stated previously, following the construction of the "Shearwater" main, the next trunk water main would be one to carry supply northwards to Port Wallis. The most economic route for such a main would be through a developed area if possible, providing no duplication occurs. This being impossible in this case the route has been chosen to pass through the area which it is proposed to develop in the immediate future above Red Bridge Pond thence down to Highway 18 and



along that road to Port Wallis and if necessary, beyond. The supply of water for this area must come from the Town of Dartmouth's system. There are three alternatives: firstly, a supply from Lake Lemont which would require treatment, metering and pumping; secondly, a supply from the high level reservoir on the Mt. Edward Road; thirdly, a supply from the 24" diameter high pressure main at some point closer to the area to be serviced than the reservoir. Economically this third alternative is much more attractive and is considered first. The scheme proposed would be to tap off the 24" high pressure main at the intersection of Woodlawn and Mt. Edward Roads. From this point to go north along Woodlawn Road, across Highway 7, and along the Caledonia Road for approximately 1,400 Ft. From this point the main would be extended into the lower portion of the proposed development above Red Bridge Pond at an elevation of approximately 250' above sea level to a point above Circle Drive. Then down Circle Drive to Highway 18 and north along this road as far as required.

The population to be served have been based on the estimates for these areas contained in the 1956 Report. The provision for fire flow has been based on the requirements of the National Underwriters for residential areas. Domestic flow is based on a maximum demand of twice the average daily flow, which is calculated at the rate of 75 gallons per day per head. The minimum elevation to which gravity flow would be possible at maximum flow with a residual of 20 p.s.i. in the main are as follows:- in the area above Red Bridge Pond 250'; in Port Wallis 225'; and beyond Port Wallis 200' and eventually 175'. A number of schemes were investigated and these again are listed below:-

Schemes A and B

To provide for the ultimate development in Westphal and out to Port Wallis only.

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Scheme C

To provide for the ultimate development as above plus the ultimate development beyond Port Wallis on the eastern shore of Lake Charles.

Scheme D

To provide for the development of Westphal, Port Wallis and the entire east shore of Lake Charles, for the next 20 years.

Scheme E

As schemes A. and B. plus the development beyond Port Wallis on the east shore of Lake Charles for the next years.

These various schemes involving differing quantities and pipe sizes were plotted on profile with hydraulic gradient and from them the following facts emerge.

Scheme A

Using 14" diameter pipe there is insufficient pressure in Port Wallis.

Cost of this scheme \$270,000  
Population served -12,000, length of main -19,200'

Scheme B

Using 3,600' of 16" pipe initially followed by 14" the head is suitable in Port Wallis and in Westphal service could be extended up to the 260 foot contour.

Cost \$275,000  
Population served-12,000-Length of Main-19,200'

Scheme C

Using 3,600' of 18" pipe followed by 16" and 14" diameter pressures adequate up to 250' contour in Westphal.

Cost \$370,400  
Population served-21,000- Length of main-23,200'.

Scheme D

Estimating population from graphs based on figures in 1956 Metropolitan Report and using 3,600' of 16" pipe followed by 14" and 12" pressured would be adequate to 265' in Westphal.

Cost \$320,000  
Population served-11,000-Length of main-23,200'.

Scheme E

Using 10,300 feet of 16" main followed by 14" and 12" pressures adequate as D above.

Cost \$333,400  
population serves- 15,500 Length of Main-23,200'.

The next factor to be taken into consideration in relation to these various schemes is the question of supply. Should the Town refuse permission to tap off this 24" main the Municipality is faced with two alternatives:

- (1) to bring service direct from the Mt. Edward Reservoir;
- (2) to instal treatment and pumping plant at Lake Lemont.

The first of these alternatives would mean laying extra main to the Dartmouth high level reservoir of such as to give the same pressure in the proposed system. These sizes and cost are indicated below.

For Schemes A and B	- 20" dia	Cost \$100,000
Schemes C	- 22" dia	Cost \$110,000
Scheme D	- 18" dia	Cost \$ 90,000
Scheme E	- 20" dia	Cost \$100,000

The second alternative would add little to the cost of mains, but would involve the cost of pumping and treatment.

Again there are two alternatives:

- (i) Pumping domestic flow only with standby fire pumps of large horsepower;
- (ii) Pumping domestic flow only with a reservoir for fire storage.

Rough estimates for these schemes are based on population of 11,500 (Schemes A. B. or D)

(i) Works	\$51,800	Operating	\$13,200
(ii) Works	\$117,000	Operating	\$11,500

With these figures to hand it would appear that the most suitable scheme would be the 20 year scheme, Scheme D. This scheme would provide water for the entire area east of Lake Charles and north of the present Westphal development for a period of 20 years and would prove a valuable asset when services has to be extended later for the West

shore of the Lakes by reducing the size of the extra trunk mains and providing a parallel trunk, at least for domestic flows, in the event of any breaks or leaks.

So far then to provide trunk mains to serve the suburban area around Dartmouth over the next two decades requires for the "Shearwater" main \$285,000 and for the "Port Wallis" main \$320,000.

To extend the "Shearwater" main to serve the Eastern Passage area would require a further expenditure on trunk mains of \$217,000 plus the recommended 10" trunk to Woodside \$ 35,000

To these trunk costs must of course be added the cost of the street by street distribution schemes within the newly serviced areas. This will be discussed later.

(b) Sewerage:

It has already been observed that with the exception of Eastern Passage the entire area which would be opened up for development by the construction of these large water mains is capable of drainage either by gravity or pumping to the recently constructed trunk sewer which has its outfall in Dartmouth Cove.

Thus the necessity for large trunk sewers in the area is quite small. There will have to be some short lengths of larger diameters constructed to drain to the trunk but these would principally be through the already built up parts of Woodlawn and Westphal.. Another area in which such a sewer will be required so to collect the Port Wallis drainage and convey it to Red Bridge Pond at which point a pumping station will be required to lift the flows into the trunk sewer.

The principal expenditures therefore on sewerage facilities will be in the normal small diameter street sewers which fall under the classification of distribution and collection and can be estimated on an area basis.

In those sections of Woodlawn and Westphal which have already been served by a water distribution scheme the next expenditure would

be on the provision of foul sewerage facilities. In some of the more recently developed parts sewer has been installed along with the water supply and although the houses are not yet connected to the sewer, which is "dry", it will be a simple matter to do so when the trunk sewer is sufficiently extended to pick up these areas.

In the areas not yet serviced the installation of sewer and water could well proceed together since this would effect a considerable saving over the cost of installing them separately. There is however one difficulty to be overcome with such a scheme. It is extremely difficult, and in fact almost impossible, to design the upper reaches of a sewerage system without first designing the larger, downstream pipes. It is however possible to estimate the cost of such works on an area basis on the assumption that the street sewers will be of the order of 8" and 10" in diameter although it would be impossible to estimate the cost for any particular street or streets.

In addition, the cost of the various pumping station to enable the whole area to connect to the Trunk Sewer can be given approximately, together with the associated rising mains.

Below are listed the provisional estimates for the various major sewerage works which would be necessary for the proposed areas of development;-

- (1) To extend the Trunk Sewer through Westphal to Tacoma Dr. \$49,000
- (2) To extend beyond (1) above the Cole Harbour Rd. \$100,000
- (3) A gravity sewer from Port Wallis to a proposed Pumping Station at Red Bridge Pond \$210,000
- (4) A pumping station at Red Bridge Pond together with associated rising mains
  - Station \$ 26,000
  - Rising Main \$ 16,000
  - Operation \$ 3,700 per annum.

- (5) A pumping station at Morris Lake with associated rising main

Station	\$ 34,200
Rising Main	\$ 80,000
Operation	\$ 6,700

- (6) A pumping station at Russell Lake with associated rising main

Station	\$ 18,500
Rising Main	\$ 22,500
Operation	\$ 3,600

If development is allowed to pass far beyond the ridge along which the "Shearwater" main runs to Cole Harbour Road, then in addition it will be necessary to install a small pumping station to handle flow from this area at a cost of approximately

Station	\$ 12,900
Rising Main	\$ 7,200
Operation	\$ 2,500

These figures give the approximate costs on what might be termed "major work" which will be necessary in addition to the normal street sewers. It should be noted that these works are for ultimate development with the exceptions of the works to the north of Red Bridge Pond.

(c) Distribution and Collection-

The cost of extending the distribution system for water supply into the suburban areas together with the associated collecting sewers will be considerable. Economically the soundest scheme would be to consolidate the systems within the areas presently partially served. That is to lay sewer in the areas already supplied with water and drainage, largely to the new Trunk Sewer, followed by infilling within these same areas by sub-dividing the still undeveloped areas. Unfortunately this would not help to extend services to the more distant sections in which some development has already taken place; Port Wallis being a good example. It would seem then that in order to

satisfy urgent demands from such areas the Municipality must undertake the construction of some of the major works suggested above at an early date. Following such uneconomic works every effort would have to be made to concentrate development around these works to obtain a return on the capital involved.

Set below are tentative estimates for distribution services to the various areas. These estimates are necessarily approximate only since they will depend largely on the timing of such works. They will, however, give a very good indication to the Municipality of the considerable amount of capital involved in extending services to the suburban areas. Following this is given a possible breakdown over the next few years of the way this money might be expended. It should be stressed that the suggested programming is capable of considerable variation which will depend to a great degree on local demand.

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Breakdown of Distribution Costs:-

Woodlawn-areas already serviced with water supply	Sewer only	\$ 275,000
Westphal-areas already serviced with water supply	Sewer only	\$ 360,000
Area between Cole Harbour and Woodlawn Road already serviced with water	Sewer only	201,000
Woodlawn-infilling within this area	Sewer and Water	960,000
Westphal-infilling in this area	Sewer and Water	70,000
New Development-Between Woodlawn Road and Highway #7	Sewer and Water	340,000
Area draining by Woodlawn and Cole Roads	Sewer and Water	480,000
Area draining to Morris Lake-- Pumping Station	Sewer and Water	1,615,000
Area draining to Russell Lake-- Pumping Station	Sewer and Water	525,000
Area between Gaston and Cole Harbor Roads west of Prov. Highway	Sewer and Water	192,000
This would complete development in these areas up to ultimate suggested in 1956 Report.		
Undeveloped Area in Westphal over 20 years only-between Highways #7 and 18 and east to Lemont Lake watershed	Sewer and water	668,000
Supply & collection in Port Wallis area--20 years only	Sewer and water	668,00
Overspill areas beyond Port Wallis-- 20 years only	Sewer and Water	621,000
Mic-mac Johnson Sub-division	Sewer and Water	441,000
Area between Prov. Highway & Lake mic-Mac North of above area	Sewer and Water	83,000
Development adjacent to Fairley Aviation	Sewer and Water	356,000
Eastern Passage Area	Sewer and Water	2,670,000
Total		\$ 10,525,000



(d) Suggested Programme--Within 1st 2 years:-

(1) Extension of Trunk Sewer through Woodlawn Area to Cole Harbour Rd.	\$ 149,000
(2) Construction of "Spearwater" Main.	285,000
(3) Provision of sewerage facilities within Woodlawn and Westphal areas already having water supply.	635,000
(4) Sewerage in area between Cole Harbour Road and Woodlawn Road adjacent to junction.	170,000
(5) Infilling with sewer and water in Woodlawn Area. (Part only).	320,000
(6) Infilling Westphal Area (complete).	70,000
(7) Mic-Mac Johnson Sub-division.	441,000
(7a) Between Gaston & Cole Harbour.	192,000
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	\$ 2,262,000
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From 2 to 5 years:-

(8) Construction of "Port Wallis" Main to Port Wallis only.	220,000
(8a) Construction of Gravity Sewer, Port Wallis.	210,000
(9) Construction of Pumping Station, Red Bridge Pond. Rising Main.	26,000
Operating Cost	16,000
	3,700
(10) Distribution Scheme for Port Wallis (Part only).	223,000
(11) Distribution Scheme in Westphal-East of present development (Part only).	223,000
(12) Distribution in area between Woodlawn Road and Highway #7-east of present development.	340,000
(13) Feather infilling in Woodlawn area (Part only)	320,000
(14) Distribution in area south of Woodlawn Draining to Gravity trunk (Part only).	240,000
(15) Sewer in Woodlawn Etc.	35,000
(16) Completion West of Mic-Mac adjacent Prov. Highway.	83,000
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Total	\$ 1,932,000
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5 to 10 years:-

(17) Completion of Area-South of Woodlawn draining to Trunk Sewer.	\$	240,000
(18) Part of area draining to Morris Lake P.S.		400,000
(19) Morris Lake, P.S. Rising Main Operating		34,200 80,000
	\$6,700	
(20) Complete infilling Woodlawn.		320,000
(21) Extend Service in area east of Westphal.		223,000
(22) Extend in Port Wallis.		223,000
(23) Extend Shearwater Main to Fairey.		133,000
(24) Link to Woodside .		35,000
(25) Distribution Fairey.		356,000
(26) Extension of Port Wallis Main.		100,000
(27) Distribution beyond Port Wallis-(Part only).		200,000
	<b>TOTAL</b>	<b>\$ 2,344,200</b>

10 to 20 years:

(30) Further extension in Area draining to Morris Lake.		800,000
(31) Pumping Station Cole Harbor Road Rising Main Operating		12,900 7,200
	\$ 2,500	
(32) Completion in area east of Westphal (20 year population) to Lemont watershed.		222,000
(33) Completion-Port Wallis (20 years).		222,000
(34) Overspill-Lake Charles.		421,000
(35) Extension Shearwater Main to Eastern Passage.		84,000
(36) Part of Distribution-Eastern Passage.		800,000
	<b>Total</b>	<b>\$ 2,569,100</b>

After 20 years:

(37) Completion of area draining to Morris Lake.	415,000
(38) Area draining to Russell Lake.	525,000
(39) Pumping Station-Russell Lake	18,500
Rising Main	22,500
Operating       \$ 3,600	
(40) Remainder of Distribution-Eastern Passage.	1,870,000
(41) Major Works at Eastern Passage-Sewer outfall & trunks, Reservoir and Fire Booster Station (from 1956 Report.	<u>880,000</u>
TOTAL	\$ 3,731,000

There remains some of the Westphal area and Port Wallis together with the Lake Charles overspill area which would be served whenever supply is provided for the West side of Lake Charles. This cannot be estimated at this point.

(e) Highways & Streets:-

A brief reference may be made to this problem.

The highways and streets within the Municipality are at present under the authority of the Provincial Department of Highways. This body undertakes all maintenance of the roads.

There is currently a programme in operation, financed jointly by the Municipality and the Province, for paving streets in the various suburban areas. It is understood that the present agreement is for 5 years with an expenditure of approximately \$100,000 per annum.

This report therefore does not include any estimated for streets or highways.

(f) Sewage Disposal-

This problem, already critical in some areas, has not been considered when writing this report.

The figures contained in the Metropolitan Report of 1956 could well be used as a guide whenever the question of sewage treatment arises; as it must ultimately.

It should be emphasized here that with the drainage of such a tremendous area of potential development largely to one point, Dartmouth Cove, there must come a point when that Cove becomes little better than a sewage lagoon and some form of treatment will have to be implemented to avoid possible ill effects on the health of the adjacent residents.

(g) Conclusions:-

This report has attempted to clarify the problem with which the Municipality is faced in its desire to extend to its residents the facilities so necessary in a modern suburban area.

The expenditure covered in this report is almost \$12,000,000, a large sum to raise for any Municipality, particular the Municipality of the County of Halifax for which the area considered is but a small portion of the whole suburban development around the City of Halifax and the Town of Dartmouth. However, it is felt that with the knowledge before them, the Council can take effective measures to implement the works.

In this context it should be stressed that one of the vital requirements, perhaps the most vital, for the implementation of such a long range scheme is a Town Plan with all its associated legislation. If the work is to be done economically, it is most important that the Municipality have the power to control and regulate development in such a way that it can best be served from the various major works constructed. This means basically filling in close to already developed areas before moving to new and distant locations.

To end this report a word might be said about the costs. The estimated are of necessity approximate and the greater the time lapse before construction of any of the works mentioned the greater the error is likely to be. Every effort has been made to take into account such things as rising costs but it must be emphasized the figures are only estimates. This applies particularly to the distribution and collection costs which whilst applying fairly well to large areas cannot be

"scaled" down to single sub-divisions.