

The exempted property in Halifax is made up as follows:

Federal Government (inc. C.N.R. and Harbour Commn.)	\$21,527,820
Provincial Government	3,057,140
County	282,000
Civic (inc. Schools)	5,046,970
Charitable Institutions	1,454,500
Churches	1,682,290
Educational Institutes	2,852,620
Schools (owned by R. C. Episcopal Corporate)	292,600
Convents	192,700
Cemetaries	82,000
Miscellaneous (Fixed Assessments, etc.)	<u>4,311,500</u>
	\$40,782,140

Fixed assessments granted to industries, etc. included under miscellaneous were granted with the consent of the taxpayers of Halifax or their representatives, but other exemptions are largely without the control of the taxpayers although civic services must be given to exempt properties in common with other properties. The general result is a disproportionate burden on the taxable property. The City derives some revenue from exempt property for water for fire protection, but otherwise these properties are tax free.

Inasmuch as personal property is not assessable in Halifax, the City does not profit by the recent decision of the Provincial Government to permit the stocks of the Nova Scotia Liquor Commission to be taxed for local purposes. *The City is, however, permitted to levy a business tax.*

5. Recommendations

1. That the practice of appointing the staff annually be discontinued and that they be appointed to hold office at the pleasure of Council. This, of course, would not apply to any casual employees.
2. That all appointments to the staff be made on the recommendation of the Assessor.
3. That when areas shown on the City Assessment Plan are re-subdivided, the Assessor be supplied with a copy of the plan of subdivision.
4. That the Engineer's Department plot all such new subdivisions on the City Plan and thus keep it up to date.
5. That legislation be sought making it necessary to state the actual consideration in the deed of transfer of property before registration.
6. That applications for building permits be filed in duplicate and that the duplicate be filed in the Assessor's office.
7. That a land value map or maps be prepared showing opposite the street frontage in each block or part of a block in the City, the unit value applied in valuing the land and that with the use of this map and other material facts on file such as sales, etc. a thorough comparative study of units be made to determine what changes, if any, are necessary to bring about uniformity in land valuation. In doing this, the fact will have to be borne in mind that the use of different depth factors in business and residential areas makes the units in such areas not

strictly comparable. This, however, is not highly important since comparisons generally are made between business area and business area and not between business area and residential area. That when satisfactory units have been arrived at a check be made of all calculations involving land values beginning with the business areas.

(The Institute is of the opinion that in the valuation of land the use of a unit value per front foot varied according to the depth of each property is superior to the unit value per square foot as applied in Halifax. However taking into consideration the following facts, namely: that the use of the square foot system has been established for some time in Halifax; that the Assessors are familiar with its use; that those dealing in land are used to thinking of land value in terms of square feet; that in a number of tests made by the Institute the variation in the comparative average result obtained by the use of the two systems was not great, and considering also the work and cost which it would involve, the Institute did not feel justified in recommending the change to the unit front foot system).

8. That in business districts the variation in the unit at 60 foot depth be applied uniformly.
9. That a check be made in the calculations involving corner influence in business districts to assure standardization.

10. That in connection with the valuation of buildings formal schedules be established for each class[#] of building in Halifax. These schedules should give general specifications for a typical building in the class, such as whether or not a cellar is provided for, material of construction, type of heating, amount of plumbing, inside finish, character of workmanship, etc. and the unit value per cubic foot which would be applied if this building were new and erected in a suitable location. Standard allowances, expressed in cents or fractions of a cent per cubic foot, should be set for variations in heating, plumbing, etc. within each class. It will be necessary to establish a number of classes to cover the buildings within the City. The class in which each building is placed should then be noted on the existing record card along with the amount of any addition or deduction made in the unit due to variations within the class. If a deduction has been made in the unit applied due to the structural condition of the building, its age, lack of usual upkeep, a location not suitable, etc., the amount of such deduction should be noted. These schedules will establish a common starting point, make true comparisons possible, and thus tend to eliminate any lack of uniformity which may exist.

[#] It will of course only be necessary to establish such schedules where there are a number of buildings of a class in the City. If only one building of a class exists it may be treated as a "special" and so recorded on the card.

11. That for Business Assessment the percentage of the value of the property occupied be varied according to the type of business carried on, the present fifty per cent being retained to apply to business etc. not placed in a higher classification. A study would be required to determine the classifications suitable for Halifax and the effect on existing revenue from taxation which any such change would bring about. The value of the premises occupied by businesses of each type would first have to be determined from the Assessment Records.
12. That the appellant to the Court of Tax Appeals be notified of a definite time upon which his case will be heard by the Court, cases being arranged so that a certain number, depending on their importance, be heard at each sitting. This should facilitate the work of the Court and also prove more convenient for all concerned.
13. That the poll tax be replaced by a tax upon the same persons now liable for poll tax at a rate of 1% per annum upon the amount of salary, remuneration, etc. actually received during the preceding year, but that no such poll tax be less than \$5, and that the minimum required to make persons liable be lowered to \$400. If at any time in the future the Province should institute a Province-wide income tax distributed to the municipalities, this minimum income tax would naturally be coordinated therewith.

14. That a yearly record of the amount of assessed value of taxable land and taxable improvements in addition to the total taxable value of real property be kept.
15. That the present efforts to have exempt properties pay taxes or grants in lieu of taxes for the services provided by the City which are directly beneficial to real property (this would include taxation for fire protection, police protection, sidewalks, pavements and sewers) be persistently and consistently pursued.

6. Conclusion

In general the work of the Assessment Department is well organized. Forms used are well designed to suit the purpose and records are well kept. The office space allotted to the Department does not make possible a completely satisfactory office arrangement.

In dealing with assessment matters, the fact should always be kept in mind that this Department is basically one of the most important of civic Departments. The valuations made by the Assessors decide within the legal limits of the Charter the proportion which each taxpayer contributes to the civic revenue. The functions of the Department are of a quasi-judicial character and should be free of interference. The Department in Halifax does not appear to suffer in this regard.

(f) Methods of Works Administration

There are about fifteen divisions in the Department of the City Engineer# as follows: (1) sewers; (2) waterworks; (3) streets and sidewalks; (4) pavements; (5) street cleaning; (6) garbage collection and disposal; (7) public baths; (8) building inspection (City Engineer is legally building inspector with an assistant); (9) wire inspection (done by City Electrician who as manager of the signal system is independent of the Works Department); (10) plumbing inspection; (11) City property including the City market; (12) purchasing for the Department; (13) stores; (14) assessment lists for betterment charges for Street Oiling, Grading, Sidewalks, Pavements, Sewers and Water Extensions. In the case of Water Extensions, the Clerk of Works sends out the bills and collects them. (15) accounting carried on by the Clerk of Works Division, as well as memoranda to enable the City Engineer to authorize the payment of bills and also records from which bills are issued by the Department for Water Extensions assessment and for which collections are made by the City Collector.

The City Engineer has a deputy called the Deputy City Engineer. The Deputy City Engineer has charge of sewers, sidewalks and drafting. There is also an Assistant Engineer in charge of paving and work shops. He also has charge of removal of ashes and garbage. A superintendent of streets directly responsible to the Engineer has charge of street repairs and street cleaning. He also has charge of garbage

City Works Department.

and ashes removal but reports on this head to the Assistant Engineer above mentioned in charge of pavements. This Assistant Engineer is also in charge of waterworks directly replacing the Waterworks Superintendent who recently died. This position, it appears, may be filled later. The waterworks has three divisions under three foremen: (1) services, (2) distribution and supply, (3) meters. There is also another Assistant Engineer, a graduate of the Nova Scotia Technical School, who is responsible for street building lines, street grades and designing. There is an assistant building inspector under whom are the City Baths operated for about three months of the year, and a plumbing inspector and assistant, an assistant wire inspector under the City Electrician who acts as wire inspector. There is also a temporary employee who surveys for assessments. He prepares profiles and plans preparatory to betterments.

The Clerk of Works has nine clerical employees. This Bureau prepares the water bills, keeps the water ledgers, and all records for the Water Department. Accounts are collected by the City Collector. This Division collects (a) rents for City property, (b) signs licenses, (c) makes encroachment charges, (d) keeps charge accounts, (e) collects plumbing fees and issues master plumbers' licenses, (f) collects public bath money, (g) makes deposits. The market fees are collected outside by the caretaker of the market, who brings in his collections each Monday morning. These are kept in the market record book. The Division also makes out all payrolls for the Works including the Waterworks Department, also all salary sheets, workmen's compensation accounts, labour statistics, minutes of the Committee on Works, applications for water services, etc.

A further discussion of the Division is found on page 24 under the heading "Accounting Function of the Works Department, Clerk of Works Division".

The Office Secretary⁴ supervises the work of a permit clerk and stenographer and keeps the memoranda referred to above, for the City Engineer.

The City Engineer is not only the building inspector[#], but is ex-officio chairman of the Board of Plumbing Examiners, chairman of the Board of Wiring Examiners and executive officer of the Town Planning Board. With the exception of Parks^{and Gardens,} the Department of the City Engineer administers all civic services rendered by the City Corporation proper to its citizens. The office of the City Electrician is closely connected with the Works Department. The duties of the City Electrician are set forth in Ordinance No. 4. The City Electrician reports through the City Engineer, with whom he sits on the Board of Wiring Examiners (Ordinance No. 6), but seems to occupy a quasi-independent position with regard to the fire alarm telegraph of which he is superintendent. There is in Halifax an unusual degree of coordination of works and services administration. For example, the Works Department usually, if not always, supervises the construction of buildings required by other Departments. This coordination is one of the most noticeable features of the civic administration and should be preserved.

[#] The building schedules of the Charter are very detailed and are to be found at the end of Part IX of the Charter, pp. 279 - 325.

⁴ In the Engineer's Office.

During the process of the survey, the writer observed the work of two "relief" squads, one of eleven and one of thirteen members. While there was considerable difference between the working efficiency of the two squads, the writer is of the opinion that the results obtained in Halifax are at least equal to the average, and that as a work test the Halifax method if rigidly enforced may be of considerable value in "unemployment relief" control. The efficiency of the squads according to observation and the opinions of those consulted varies between 30 per cent and 80 per cent.

It is impossible for elected bodies to acquire results without proper administrative coordination of the spending departments and bureaus. This is necessary also to responsible permanent officials who cannot otherwise efficiently utilize personnel and equipment for the production of community services. In no department of the civic corporation is the control of appointments, promotions and separations from the service by the head of the department more essential in the interests of economy and efficiency.

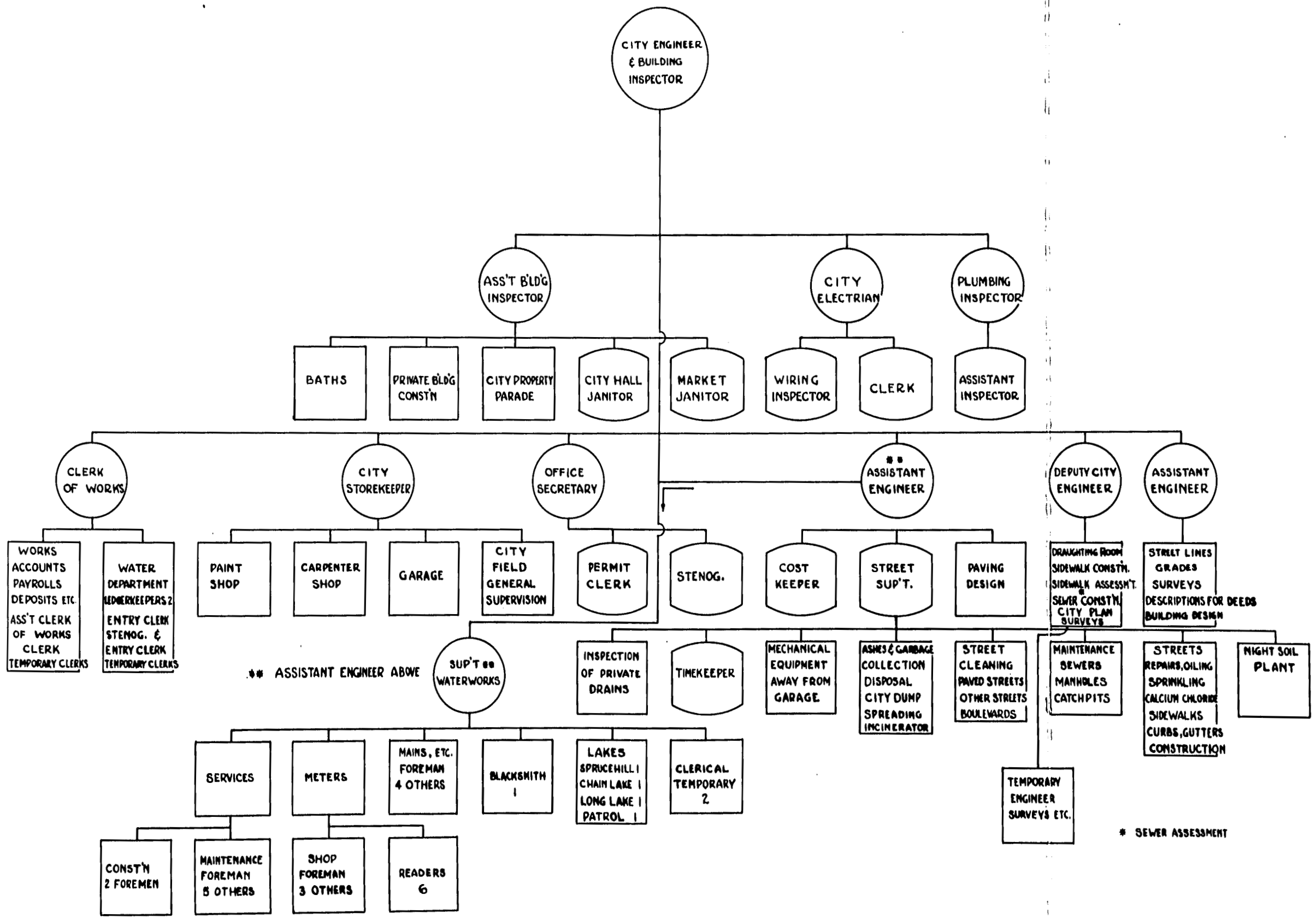
Recommendations

1. That as recommended in the finance and accounts section of this report, the accounting work of the Clerk of Works section of the Department of Engineering be organized as a part of the proposed finance and accounts department.

2. That better facilities for filing plans, removed from danger of loss by fire, be provided.
3. That a minimum requirement for engineers appointed to the staff be graduation in engineering from an approved institution.

The chart below, prepared by the Department, illustrates the present organization.

CHART No. 3
HALIFAX N.S.
CITY ENGINEER'S OFFICE ORGANIZATION CHART



* SEWER ASSESSMENT

(g) Personnel Administration

The backbone of any municipal or governmental policy-carrying-out administration is the personnel of the permanent staffs. The efficiency of the personnel policy of a City determines the efficiency of its policy-carrying-out machinery. Not only does the remuneration of the personnel consume a large part of the revenue from taxation and other sources, but the quality of the personnel determines the economy and efficiency of the City's purchasing, accounting control and the operation of its overhead, service and protective departments. City Government, like all government, is carried on by some persons for all persons receiving public services. The selection and management of persons in public employ is therefore of basic importance. There is no basis for the belief that there can be efficient or economic administration of any city's affairs if the methods of selection and management of personnel are inefficient.

No evidence was obtained that in Halifax there is any system of selecting, promoting and separating from the service on the merit principle. This does not mean that in Halifax meritorious appointments are never made, but that no system exists for the selection and management of personnel on the basis of merit and efficiency. Evidence is not lacking that appointments have been made, even of deputy heads of departments, without and even against the recommendations of heads of departments, and without adequate

consideration of the requirements of positions and the qualifications of candidates for the positions concerned. While there are in certain departments, such as Police and Fire, good personnel records, there is in the City's employ as a whole no system of continuous records for each employee, showing their qualifications on appointment, their records each year of attendance and promptness, the quality of their work, instances of outstanding service or the opposite, promotions, demotions and retirement from the service. In the estimates of 1930-1, pp. 27-33, there is a list of positions with the existing salaries, maximum, minimum and annual increments, but there is no definition of the qualifications and duties of each grade of position. In the Charter and Ordinances, the duties and to some extent the qualifications of some chief officials are stated, but there is no such statement for other positions and there is no summary schedule combining all existing statements of duties and qualifications, amplifying these when necessary, outlining the duties of and qualifications for positions not now covered in the Charter and Ordinances, and classifying positions according to nature of services and specific work to be performed. Without such records and lists there cannot be said to be any positive personnel policy in the City. Without a positive personnel policy there can be no assurance that equal pay for equal work is to be found throughout the services, that conditions in the service are such as to encourage the most ambitious and industrious employees to give the best possible service and that the City is getting the best possible results from its expenditure on personnel.

Recommendations

1. That duties and qualifications be set up for each position in the service.
2. That all appointments be made on the basis of this schedule.
3. That all positions be graded so as to establish throughout the City service equivalence of work and pay.
4. That in order to hold heads of departments responsible for results, (a) all appointments to major positions in a department be on the recommendation of the department head, (b) all appointments to minor positions in a department be made by the department head, (c) all promotions in any department be made by the head of the department, (d) all discharges from a department be made by the head of the department, a report on the circumstances being made to the Mayor.
5. That continuous personnel record cards or files be set up in each department, duplicates being kept in the office of the City Clerk.
6. That all increments in salary appearing on the schedule be not automatic but only on recommendation of the department heads concerned.
7. That the heads of departments constitute an advisory committee on personnel with the City Clerk as Secretary, with the duties of (a) revising the proposed classification schedule from time to time for action of Council, (b) maintaining the equivalence of similar positions in

all departments of the service, arranging for cooperation in use of personnel between departments such as temporary transfers during periods of extra pressure of work, permanent transfers, etc., (c) to maintain the central personnel records, and (d) to advise Council on all matters of personnel administration which may be referred to it.

(h) Methods of Purchasing

In large cities completely centralized purchasing is undoubtedly sound. In smaller cities the advantages are doubtful. The savings affected may be offset or more than offset by the expenses involved. Purchasing is of course a profession in itself; but if a sufficiently large salary cannot be paid to attract the best talent, the results are apt to be disappointing. There is a great deal which can be done, however, even in the absence of a centralized purchasing department to secure economy and efficiency in purchasing and centralized purchasing by open market order and contract. It might be thought from the existence of the Committee, usually called the Committee on Tenders, that tenders were centralized in Halifax. This is not the case, as this Committee deals only with tenders "for stationery, office supplies and advertising". (Charter, 109 (7) as amended)

Recommendations

1. That the present method of orders in ^{quadruplicate} ~~triplicate~~ be continued.
2. That the system of purchasing on contract be continued, and if possible extended, centralized under the proposed Finance and Executive Committee.
3. That all tenders be based on standard forms and requirements, and that wherever possible they be accompanied by samples.

4. That purchasing be done for general supplies and equipment, other than Police and Fire, through the proposed Department of Works and Services, for stationery and printing through the City Clerk's Department, in every case on requisition, and in all cases under the general supervision of the proposed Finance and Executive Committee.

(1) Methods of Interdepartmental Cooperation

The layout of the City Hall, which may have been quite well adapted to its purposes at the time of its construction, is now ^{so} outmoded and inadequate as to make interdepartmental cooperation difficult. Even cooperation between divisions in the same department is seriously handicapped. For example, one department has space on three levels and it is frequently necessary for employees on the top level to consult records in the lowest level, the basement. Accounting and the receiving of cash are carried on in widely separated offices. The wide separation of administrative units outside the City Hall from administrative units in the same department at the City Hall, and the location of departments outside the City Hall, also makes cooperation difficult. This is no sufficient reason for not attempting to increase the amount of interdepartmental cooperation. In fact it is a compelling reason for cutting down the number of administrative departments by coordinating related functions, for drawing clear lines of responsibility, and for defining clearly the duties of each department and of each division within a department. When this is done a greater degree of cooperation will follow naturally. If the six overhead departments are organized into three, the service departments into one or two, and the protective departments into three, the problems of cooperation will be much more easily solved in spite of physical difficulties.

The setting up of an administrative board made up of the heads of the seven or eight major departments which will remain, if and when the coordination suggested is carried out,

meeting monthly, with the City Clerk as Secretary and with a chairman chosen from the members by the Board or appointed by Council, would go far, if carried out in the proper spirit, to increase interdepartmental cooperation, reduce duplication and improve the quality of personnel administration.

Recommendations

1. That the overhead departments be reduced in number to three at most, by coordinating all the financial and account functions under one head and by amalgamating the Department of the Solicitor of the City with the City Clerk's Department. The number could be still further reduced by combining the Departments of Assessment, Solicitor of the City and City Clerk.
2. That an advisory administrative board of department heads be set up to facilitate interdepartmental cooperation.
3. That, if possible, (a) the third floor of the City Hall be made more accessible by the installation of an elevator, the shaft for which already exists, (b) that all available rooms there be fitted up for departmental occupancy (not including rooms now used by the police), and (c) that if an inspection shows it to be necessary a sufficient number of fire escapes be installed.

(j) Financial Relations with the County, School Board and Local Boards and Commissions.

The relations between the School Board and such Boards as that of the Point Pleasant Park Directors and the City of Halifax require little comment here. Perhaps we should comment on the provision of Section 918 (1) of the City Charter, by which unexpended school balances are paid into "the general sinking fund to be invested as a fund for the retirement of stock or debentures issued for school purposes." This, broadly speaking, corresponds to the provisions of Section 316 (1) referring to the City itself. But Section 336 (1b) provides that all unexpended balances are paid into the "Tax Reserve Fund", "less any amount directed to be otherwise disposed of." It has been the practice to calculate \$5,000 as the amount of unexpended balance to be used for the reduction of taxation in the current year. The method of using all unexpended balances for debt retirement represents conservative practice and under the special circumstances in Halifax may be entirely justified, but the equity of the method to present taxpayers is open to some doubt. If unexpended balances exist partly as the result of work not having been completed, reserves might be made for incompleting work, but it would seem equitable under usual conditions to use any further unexpended current balances of one year for the reduction of taxation in the next. The retirement of debt before maturity in itself is an excellent policy and if payments into the sinking fund for school or other purposes in former years have been insufficient it is well to make up for any deficiency now. Where debentures have been issued to meet/ ^{accumulated}

current liabilities, they should of course be adequately taken care of. It would seem, however, desirable that these ends should be attained on an orderly basis and not on the basis of "windfalls" or "nest eggs". The appropriation of a definite amount for this purpose each year, if and when the need exists, would seem to be sound both in school and general financing.

The financial relations of the City to the County are possibly, however, more open to question. It goes without saying that cooperation in financing certain services is to the mutual advantage of the City and County. There are in the 1938-39 City Estimates, seventeen items in the "Joint Estimates, Municipality of Halifax". These represent a net cost to the City of Halifax of \$61,257.99, the City's proportion of "General Expenses" and of the "Municipal School Fund" being 422/520 of the net total. This proportion was established in 1914 by Provincial Act and confirmed an agreement between the City, the County and Dartmouth entered into in 1913, based on the relation of the net assessment of the three jurisdictions at that time. There have been many changes and developments since the original terms were fixed, and, notwithstanding that the original agreement was to be revised within five years, there has apparently been no revision since, but the arrangement has been carried on from year to year. A comparison of the present net assessments of the three jurisdictions indicates that there has been considerable shifting of assessed values and that if any agreement on a similar basis were to be entered into now

the ratio would be somewhat different. No one knows whether or not the present ratio represents equity as between the taxpayers of the three jurisdictions although there may be a general feeling that it is quite all right. The only way by which this could be definitely ascertained, however, is by a comparison of the total equalized assessments of each jurisdiction on an equalized basis. There is serious doubt that equalization, meaning anything, would be difficult if not impossible owing to the great difference between urban and rural assessment and the varied "economy" of the County which is partly agricultural, partly fishing and partly mining. It is possible that a fundamentally different method of determining the relative proportions of joint estimates should be developed. An independent ad hoc commission set up every five years, and with authority to take into consideration all the elements involved might arrive at more assured equity.

Cooperation between the City, the County and the Town of Dartmouth in health and welfare is also indicated. It is evident, from a consideration of the City Home and Tuberculosis Hospital and the need for such services in the combined area, that efficiency and economy require a joint policy.

(k) Organization of Other Civic Departments

1. The Department of the Solicitor of the City

This in personnel is a small department, but of great importance to the City. In part III, Administration of Justice, the City Charter outlines quite fully the duties of the officer and specifies that the incumbent must be a barrister of the Supreme Court, of at least five years standing. He acts for the City both as Solicitor and Counsel and in effect is head of the Civic Law Department. The City Solicitor is the legal adviser of the Mayor and Council and civic officials in all matters affecting the City's business. He attends meetings of Council and advises Council at its meetings when called upon. In some jurisdictions this function is discharged by the City Clerk who is also Solicitor. It is unnecessary here to outline further the duties of the office which, as has been stated, are detailed in the Charter.

Recommendations

1. Sec. 155, subsection 5, as amended in 1933, reads as follows:

"There shall be paid to him annually such salary as the Council from time to time determines, in lieu of all costs and fees from the City and in all actions in which the City is successful, and in which he acts on behalf of the City, he shall be entitled to tax costs on behalf of the City against the adverse party therein and such costs shall include Counsel Fees and Solicitor's fees, and to

receive and retain such costs for himself, notwithstanding that he is paid a salary by the City."

We would suggest that, in the interests of the service as a whole, the whole of the emoluments of a public official growing out of the discharge of his official functions, should be known to the public and appear in public documents, that part of the emoluments of this office over and above the salary should be commuted and be paid henceforth as salary, all costs now payable to the Solicitor in future being paid over to the City and forming part of the current revenue of the City.

2. At present, according to the Charter, the Solicitor is Chairman of the Court of Tax Appeals (Sec. 398, 1 and 6). In practice this arrangement seems to have worked well and has important practical advantages. We suggest, as elsewhere in this report, that the advisability of an amendment to the Charter by which a solicitor not in the employ of the City should be appointed to the Court of Tax Appeals in lieu of the City's Solicitor, should be considered.

A further recommendation will be found in the following section dealing with the Department of the City Clerk.

2. Department of the City Clerk

The functions of the City Clerk are set forth in Section 96, subsections (1), (2) and (3) of the City Charter.

With the years, and with the increase in the work of the police court, the importance of the office of Clerk of the City has decreased. His chief function is now in effect executive secretary of the City Council. He or his office performs various collecting and bookkeeping functions which we think are not proper functions of a Department of City Clerk, but are more nearly allied with accounting and collection functions and with those departments, the main functions of which are accounting and revenue collection. It is to be noted that the Charter provides that the Clerk "with the exception of bonds or securities of officials, shall have custody of all records, documents and papers of the City Council", but that in practice the Clerk seems to have custody of such bonds.

The Charter provides (Sec. 96 (3)) that all fees etc. received by the Clerk in discharge of his official duties, as laid down by the Charter or other Act of the Legislature of the Province, be turned over to the City and form part of the general revenue of the City. The nature of the greater part of these revenues are set forth elsewhere in this report and are mostly not personal in nature.

The Institute noted during its survey the extremely congested quarters in which the Clerk's Department is required to operate. Since the separation of the work of the

Clerk of the City and the Clerk of the Court, new quarters have not been assigned to employees formerly but not now on the staff of the Clerk of the City. This is one example of the difficulty of finding adequate quarters in the City Hall with its existing layout.

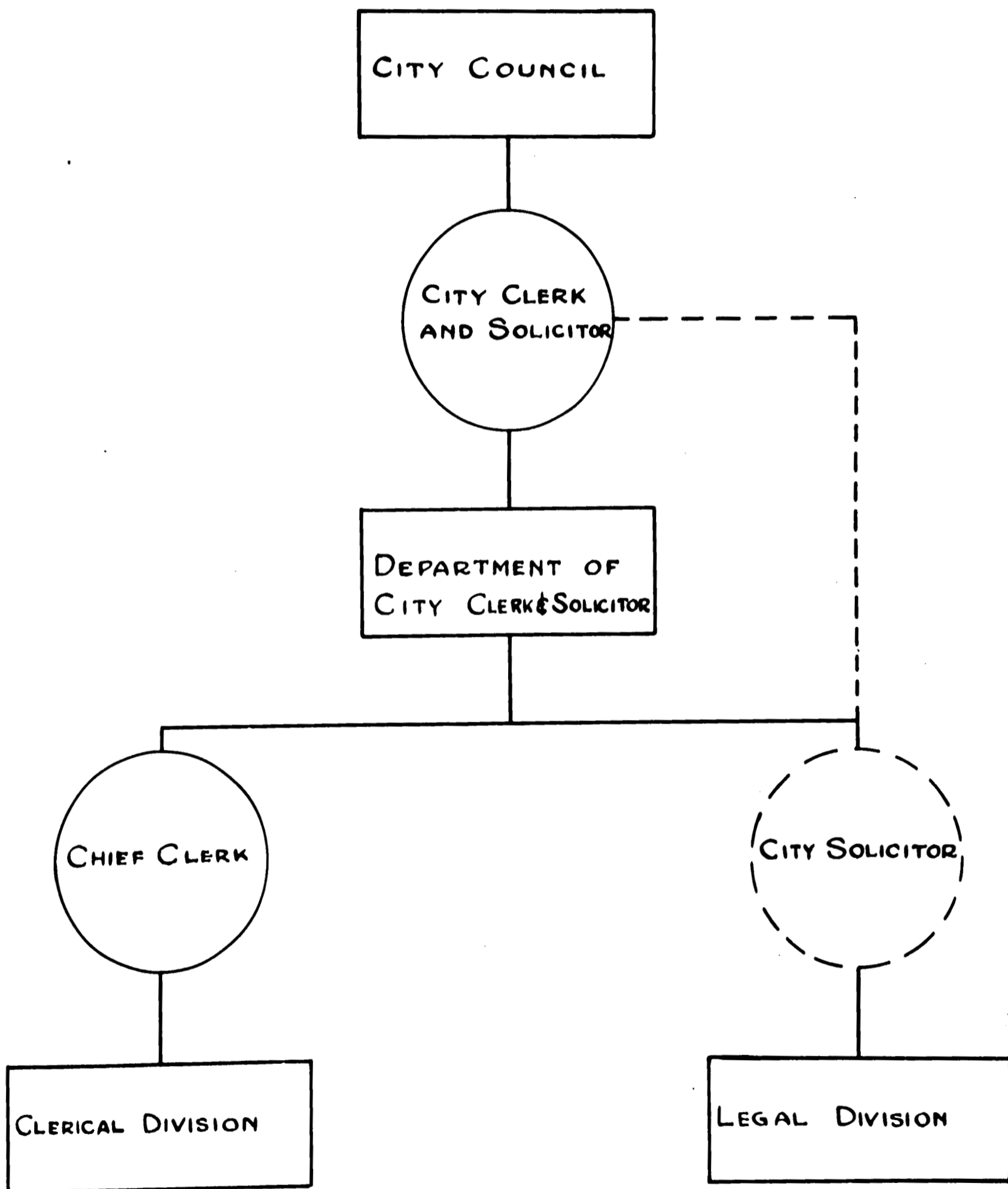
Recommendations

1. Recommendations as to the collecting and bookkeeping functions of the Department appear elsewhere in this report.
2. It is the opinion of the Institute that the duties of this Department can be best discharged in coordination with the Department of the Solicitor of the City. Not only all ordinances but the form of all resolutions should be under the close scrutiny of the City Solicitor. At least in two cities in Canada, the offices of Solicitor and Clerk of the City are combined in one official.

The chart following illustrates a possible organization of a department of Solicitor and Clerk of the City.

CHART No. 4

SHOWING THE PROPOSED ORGANIZATION OF THE CITY CLERK'S & CITY SOLICITOR'S DEPARTMENT



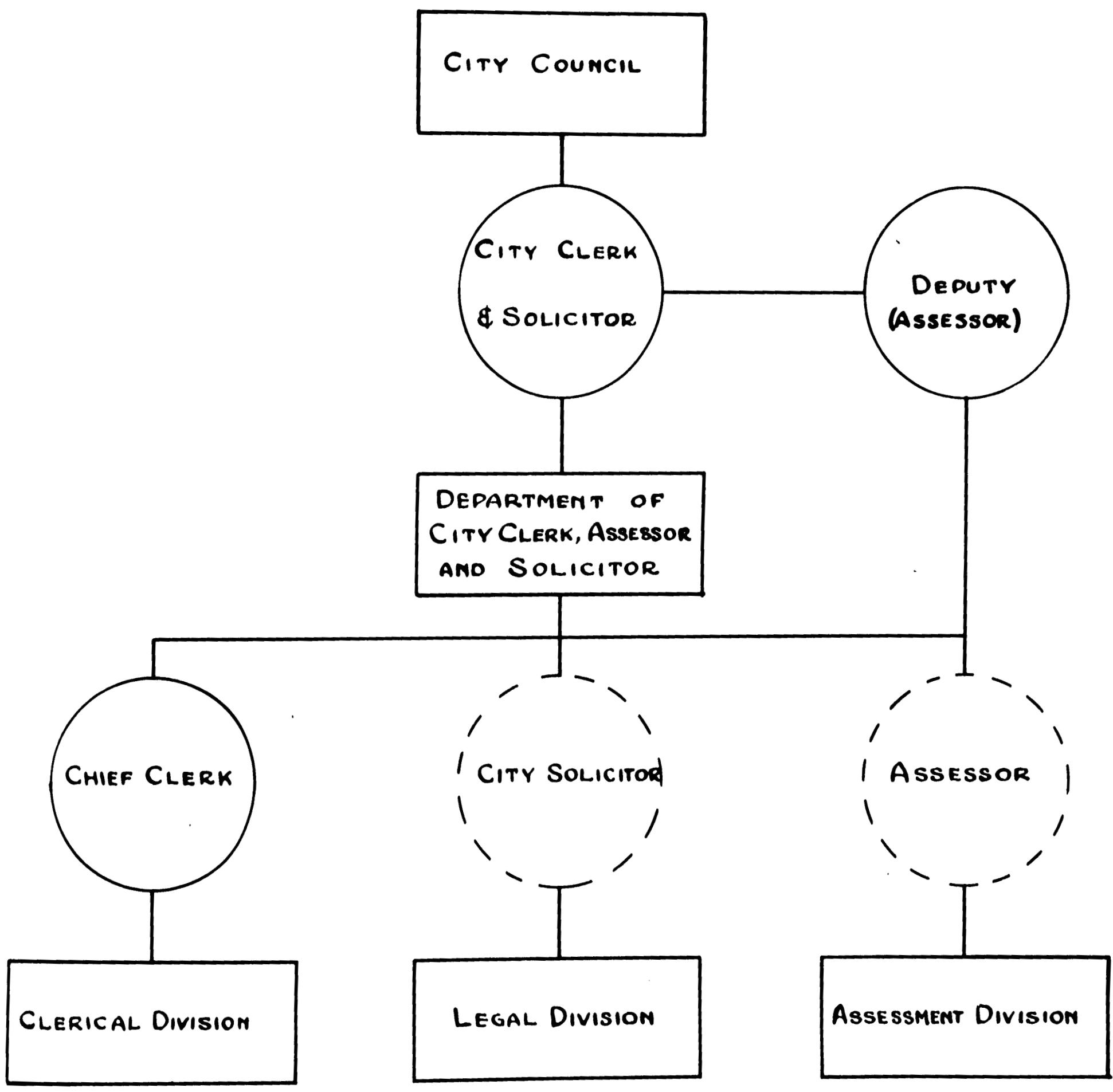
In Halifax, the fact that the City Assessor is a Barrister and Solicitor, would make it easier than usual to combine the Assessment Department with those of the City Solicitor and City Clerk. If adjoining space could be secured, the coordination of the stenographic and clerical staffs might be of considerable administrative and economic advantage. If this were done, the six "overhead" departments would be organized into two departments.

The Chart on the following page indicates the departmental organization if the larger amalgamation were effected.

CHART No. 5

Citizens' Research Institute
of Canada

SHOWING THE POSSIBLE AMALGAMATION OF THE CITY CLERK'S, ASSESSOR'S AND CITY SOLICITOR'S DEPT'S.



The dotted circles indicate that the officials are the same persons as shown in the solid line circles above.

3. The Health and Welfare Organization of the City, being (i) the Health Department, (ii) the Office of the Medical Health Officer, (iii) the City Home, and (iv) the City Direct Relief Department

(i) The Health Department: This Department is administered under "The Halifax City Health Board" which is made up of seven members, the chairman, a qualified medical practitioner of not less than five years' standing, paid a small honorarium, and six members of Council. The chairman may or may not be a member of the City Council. At present he is not. The Halifax City Health Board is "the local Board of Health within the meaning of that term in the Public Health Act," and exercises the powers of such a Board in the City of Halifax and such other powers as are set forth in the Charter. The provisions in the Charter with regard to Public Health are contained in Part XI of the City Charter, sections 875 to 887, both inclusive. Apparently since the revision and consolidation of 1931, there have been very few changes in the provisions of the Charter relating to the Halifax City Health Board. The Tuberculosis Hospital has been taken out from the management of the Charities Committee and placed under that of the Halifax City Health Board.

The Halifax Board of Health differs from the usual Board of Health in that it does not need to maintain, and does not maintain, a laboratory provision inasmuch as the Provincial Department makes all necessary analyses, examinations and reports. Neither does it need to maintain the

usual clinics or out-patients department in that this work is done for it by the Dalhousie Clinic which receives at present \$5,000 annually for this service. This is one reason why up to the present it has not been felt necessary to have a Medical Officer of Health in Halifax. As will be pointed out later, there is a City Medical Officer in Halifax, but he is not an executive employee of the Board and does not in any sense discharge the public health duties of a Medical Officer of Health. The fact that the chairman of the Board is a physician (himself the Medical ~~Health~~ Officer of the neighbouring Municipality of Halifax) has up to the present filled the gap which appears at the first blush. Further on in the report the desirability, under present changed conditions, of coordinating the Health and Welfare work of the City under a full time executive officer responsible to a Board with adequate authority is discussed.

The executive officer of the Board is the Secretary. His duties as a collecting and accounting officer are discussed elsewhere in this report, where it is recommended that these be performed by the proposed Department of Finance and Accounting.

The Secretary keeps the minutes of the Board and coordinates or supervises the work of the staff which at the time of the inquiry included the following:

- (1) a dairy, food and milk inspector who is a veterinarian
- (2) an assistant milk inspector

- (3) a meat inspector
- (4) two sanitary inspectors for plumbing, yards, cellars, permits and general complaints (one a journeyman plumber on half salary basis)
- (5) two office employees, one stenographer, assistant to the Secretary, and the other a general assistant.

There are two hospitals connected with the department, the infectious diseases hospital and the tuberculosis hospital, the latter of which has a part time Medical Superintendent. The Secretary performs the functions of business superintendent part time. The Secretary investigates in advance all proposed admissions to the tuberculosis hospital. This is not of course possible to the same extent in the case of the infectious diseases hospital. The representative of the Institute was informed that the relatives of applicants for admission to the tuberculosis hospital were sometimes too optimistic about their ability to pay and that collections were sometimes difficult or impossible. The possible collection of all accounts connected with City-operated hospitals, the Home,^{and} Camp Hill Cemetery by a centralized bureau connected with the proposed Department of Finance and Accounts is discussed elsewhere in this report.

The hospitals and their equipment were inspected and were found in excellent condition and scrupulously clean. A programme of plant upkeep and equipment supply seems to be consistently followed. While not fireproof, the infectious diseases hospital fireproof stairways are found at each end of the building and the fact that both hospital

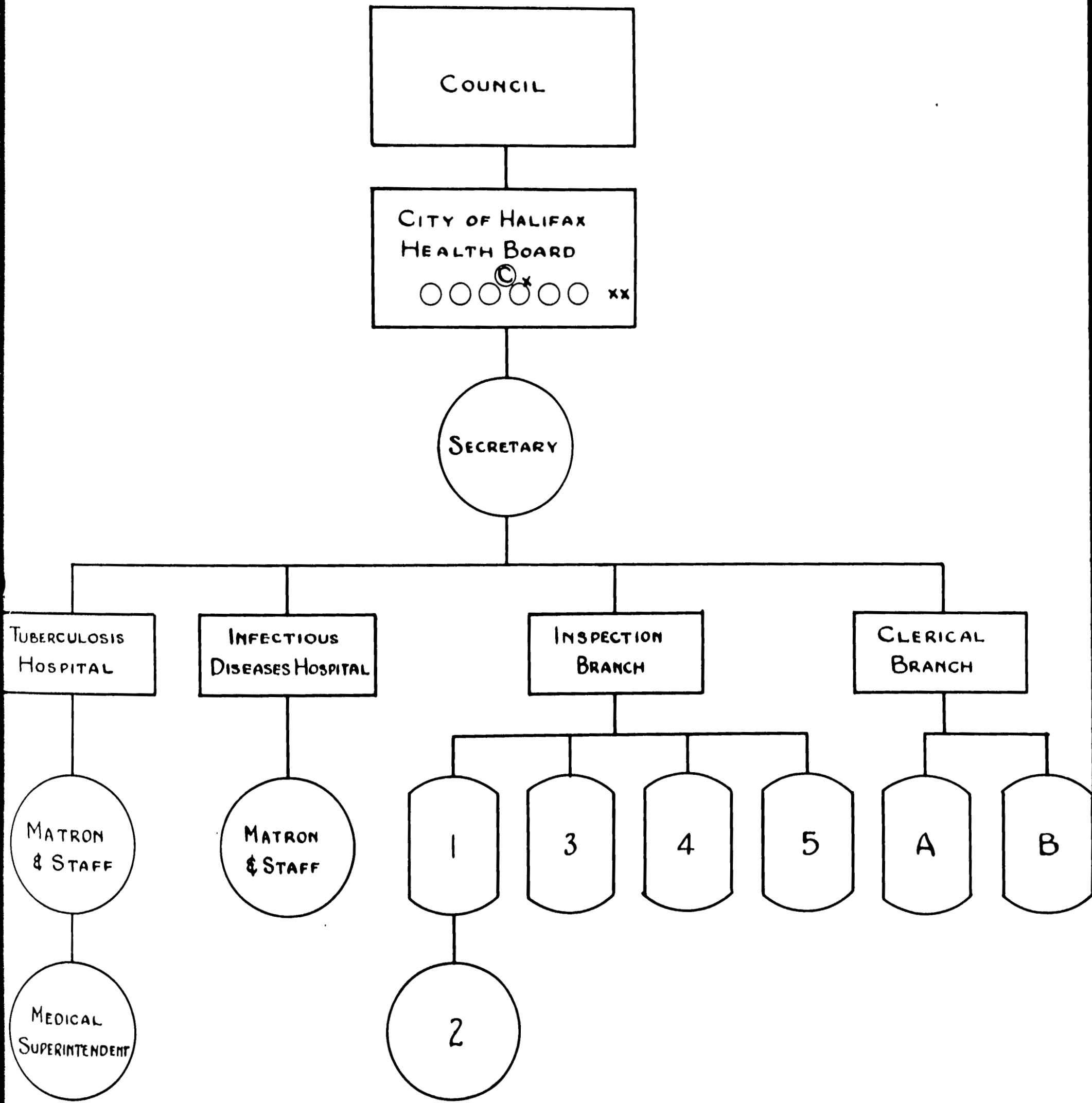
buildings are heated from the central heating plant at the Home gives further fire protection. The proximity of the fire hall is an added safety feature.

The fact that the tuberculosis hospital overlooks and is in close proximity to the grounds of the Home, makes it difficult at times to secure the necessary quiet for tuberculosis patients in their rest periods, notwithstanding the cooperation of the Home management.

The present organization of the Health Department under the City of Halifax Health Board is about as follows, set forth in chart form, only the main features being included.

CHART No. 6

HEALTH BOARD



- 1 - Dairy, food and milk inspector. A Veterinary
- 2 - Assistant to 1. Not a Veterinary
- 3 - Meat inspector. Not a Veterinary
- 4 - Sanitary inspector. Plumber. Paid half salary by Board of Health
- 5 - Sanitary inspector.
- A - Stenographer
- B - Typist
- x - Chairman, a Medical Man
- xx - Six Aldermen

School medical and dental services are under the Board of School Commissioners and not under the Halifax Health Board and are therefore not considered in this report.

The City of Halifax is particularly fortunate in its arrangement for health clinics. The City makes an annual grant (now \$5,000) to the Dalhousie University Public Health Clinic for the use of its services by City cases. This organization maintains 24 clinics, among which are Well-Baby, Immunization, Pediatric, Chest and Pre-natal clinics which have an obvious relation to the effectiveness of preventive health work and reduced costs of Health administration. The cost per city patient/^{case} seems to be low, possibly about 19 cents.

(ii) City Medical Officer: This officer is an independent official not connected in any way with the staff of the Health Department but is subject to its direction in some matters fixed by the Charter (889 . 890, 892). In no sense is he a Medical Officer of Health. Normally the parts of his work which may be considered as strictly public health functions are his attendance of non-paying patients of the Infectious Disease Hospital, possible infectious disease cases at the Home, and duties in connection with vaccination, etc. While theoretically a part time officer, the duties of his office require a substantial and indeed ever-increasing amount of time as will be seen from the following list of duties in the Charter

(Section 889):

- "(a) to visit, when requested by the mayor, the chief of police, treasurer, clerk, engineer, or other head of a civic department, any policeman or other official or employee of the City absent from duty on the ground or plea of ill-health, and to report to the proper authority as to the nature of such illness;
- (b) to attend gratuitously to any policeman, fireman, or other city official or employee suffering from any injury or illness sustained or contracted while in the performance of his duty, and also to any person brought to the police station and requiring immediate medical attendance;
- (c) to attend at such times and places as the board appoints for the purpose of vaccinating, and to vaccinate, free of charge, such persons as the board determines, and to see that public notices of such gratuitous vaccinations are duly given in such way as the board prescribes;
- (d) to attend on any inmate of the City Home or Rockhead prison requiring medical attendance (other than any case of infectious disease);
- (e) to examine as to the physical fitness of every applicant for the position of policeman or fireman;
- (f) to examine as to mental condition every person in respect to whom an application is made for his admission to the Nova Scotia Hospital as an insane pauper chargeable to the City;
- (g) to perform such other duties as at the coming into force of this Act were performed by the medical officer;
- (h) to report before the close of the civic year upon the business transacted, and such other matters as he deems of interest."

The writer was accompanied by the City Medical Officer in the inspection of the Home, the Prison, and the Infectious Disease Hospital, and observed the relation of the officer to the administration of these institutions.

(iii) The City Home: The City Home, so called, is a building 55 years old. It was built according to the ideas of the day to house indigents. It is a substantial building, not now adapted to housing indigents of normal mentality and quite unfitted to house and care for insane or those of sub-normal mentality. In no way, in the judgment of the writer, could the present plant be made adequate to care for insane or mentally sub-normal.

On one of the days of inspection there were 472 inmates of whom 308 were insane and 164 indigents of more or less normal mentality. The Institution is, from the standpoint of its functions in reality not a Home but a Hospital for the insane and mentally handicapped who make up about 65% of its population.

A large amount of reconditioning is now going on and has been for some time. On the whole the present plant is, or soon will be reasonably clean. What the conditions were before can only be imagined. At present the institution is at best not properly a Home but a place of detention for the indigent, insane and not insane. Some male and female insane have to be kept in cubicles, formerly verminous. Softwood floors are being replaced with treated hardwood floors. Old whitewash, formerly a refuge for vermin, is being scraped off. It is not properly a hospital for the insane and mentally sub-normal, because it has neither the equipment nor the staff of a hospital, so that it cannot properly be classified either as a Home or a hospital.

The staff has done everything possible to segregate the inmates into groups, but the arrangement of the building and grounds makes this impossible except to a limited degree. Effort is made to segregate "pauper" and insane and within these divisions by sex. In the exercise yards there is segregation by sex and degrees of manifestation of insanity. "Pauper" inmates of normal mentality have free access to ^{the} general grounds. At the time of one visit, the infirmary contained "paupers" ill with tuberculosis and arthritis, children both sane and insane, sub-normal patients both adults and children, insane patients with tuberculosis, etc.

The wood yard and sawing and kindling department were visited and seem to be of considerable therapeutic value. The floors of the building visited were very uneven and dusty. The men seemed happy and it was with relief that the main building was left to inspect these activities.

The only "fireproof" part of the plant is the new wing built after the burning of the County Home. It is separated from the old part by firedoors. Unfortunately the wards in the new wing are located over the central heating plant and the laundry. It is impossible, it is said, to control the heat in summer especially. Certainly on the date of one visit, September 13th, there was evidence that this may be true. It is difficult to understand, particularly as the heating plant serves the Home and the two hospitals owned by the City, why this was done. Institutions should be planned according to the uses intended on the advice of specialists on these uses.

The laundry is not satisfactory, but if a central laundry were established for the three institutions centrally heated, it might be possible to effect economies as well as to provide occupation for some inmates.

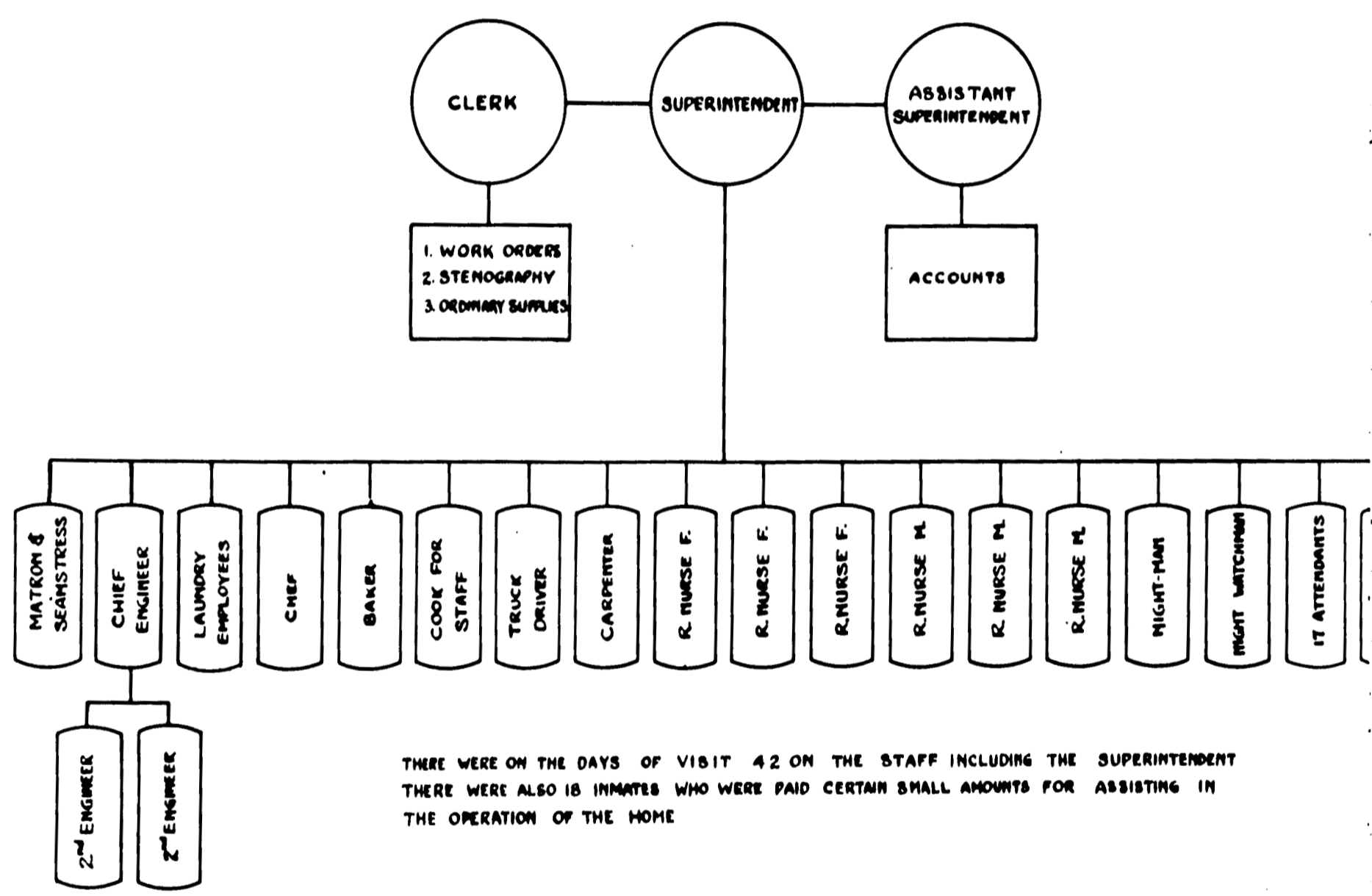
At the time of one visit two deserted wives with families were in the "Home". One at least was located on the top floor of the old part. There are, it seems, no fire escapes from the two top floors. There is one out door stairway from the second floor, but it is not fireproof.

The City Home is operated under Ordinance No. 9 which contained seven pages of detailed provisions. A great part of this should not be in an ordinance, but should be covered by regulations issued and revisable by the Committee concerned.

The "Home" exemplifies better than most institutions the essential unit of Health and Welfare functions. In Halifax at least they cannot be separated without loss. The "Home" is not only a "Home" but chiefly a mental hospital, and should be under the same administration as the other two hospitals owned by the City.

The chart on the following page gives a general idea of the present organization of the "Home".

CHART No. 7 SHOWING ORGANIZATION CHART FOR CITY HOME



THERE WERE ON THE DAYS OF VISIT 42 ON THE STAFF INCLUDING THE SUPERINTENDENT
THERE WERE ALSO 18 INMATES WHO WERE PAID CERTAIN SMALL AMOUNTS FOR ASSISTING IN
THE OPERATION OF THE HOME

4. Direct Unemployment Relief.

The administration of relief in the City of Halifax is at the present time carried out by a staff of fifteen. This includes a relief administrator, an assistant relief administrator, a stenographer-secretary, a principal clerk, two general order clerks, a fuel order clerk, a bookkeeper, a payroll list clerk and five investigators. An additional member is from the Department of the Auditor and is under the Auditor's authority, although his salary constitutes a charge against the Relief Department.

(1) Description of Duties of Existing Positions: The Relief Administrator is in full charge and accordingly responsible to the Committee on Relief and the Council for the administration of the Relief Department. In addition to his general duties of directing and supervising the personnel and activities of the Department, he considers special cases representing applications for relief which have been rejected by the Assistant Relief Administrator and have been referred to his attention either by the Assistant Relief Administrator or the applicant. At each meeting of the Committee on Relief (fortnightly at the present time) he is required to submit a statement showing inter alia the amount of relief granted and the number of recipients who have been added to the relief roll during the period. He also estimates the amount of money required to cover administrative costs and the amount needed for relief purposes.

The Assistant Relief Administrator and secretary of the Department interviews applicants for relief assistance and where he considers a case warrants investigation, he assigns an investigator to visit the home of the applicant. Upon the receipt of the application form and the investigator's report he decides the eligibility or ineligibility of the applicant to receive relief. The Assistant Relief Administrator is required to interview and interrogate relief recipients as to changes in circumstances and he may at his discretion cancel the issue of relief vouchers to any recipient. On the other hand he may revive the granting of relief in any particular case if he deems the facts justify that action. He exercises supervision over the office staff and the investigators.

The principal clerk is responsible for keeping the relief record cards in their proper files and for issuing them to the order clerks. He is required to check daily the amount of food and fuel relief issued as shown on the record cards issued for the day with the duplicate vouchers and also the number of bed and meal tickets issued. This information is filled in on a daily tally sheet and is subsequently posted in a general ledger. The principal clerk also prepares weekly statements to the Committee on Relief and monthly statements to the Provincial Treasurer.

The duties of the bookkeeper are, in the main, to post the daily orders and tickets issued from the record cards to the general name ledger.

The two food order clerks and the fuel order clerk are required, upon being satisfied as to the identity of recipients, to write vouchers for the amounts of food and fuel specified on the record cards. They also collect work slips and assist in checking the duplicate vouchers with the record cards.

The payroll list clerk contacts employers with a view to securing pay lists and such other information as may assist the Department in compiling records of earnings of recipients or potential recipients in order to verify the statements of recipients or applicants in respect to their earnings. The records are compiled for the next preceding six months.

The duties of the investigators consist of visiting the house of the relief applicants upon orders of the Assistant Relief Administrator or the Relief Administrator and in the case of an application for relief fill in the application form and submit a report on the applicant's financial position and requisites. Unless otherwise directed an investigator will visit homes only in the district to which he has been assigned. He is scheduled to visit the domicile of each recipient at least once a month but this object is not always achieved. Upon each visit he is required to sign the back of the identification card and give the date of the visit. The Assistant Relief Administrator from time to time demands ^{that} a relief recipient produce his identification card and from this he is enabled to exercise a check over the periodicity of the visits made by the investigator.

As has been previously remarked an additional clerk is under the authority of the Auditor although his remuneration is charged to the Relief Department. His duties consist of checking vouchers submitted for payment against the duplicates which in book form are sent to the Auditor's Department.

(ii) Procedure: Normally the relief applicant is required to visit the Relief Office and apply for assistance, but under special circumstances such as where a family is in distress and notice has come to the Department that such a situation exists an investigator may be sent to the home.

When the applicant visits the Relief Office, he is interrogated by the Assistant Relief Administrator and, if he decides the applicant's eligibility is questionable, he will refer the applicant to the Relief Administrator. If he rejects the claim for relief the applicant may appeal to the Relief Administrator and upon his rejection to the Committee on Relief. If he decides the request warrants enquiry, notice is given to an investigator who visits the home where a statement is secured from the applicant as to the duration of his residence in the City, employment, number of dependents, ability to work, income during last six months (or year) value of assets and other questions designed to establish his eligibility or ineligibility to receive relief assistance. This statement is then sworn and certified true and correct before a Commissioner of the Supreme Court of Nova Scotia. In signing the application form the applicant gives authority to the Department to interview such employees, bank officials or other persons and examine such bank deposits, bonds,

stocks, mortgages, etc. as may assist the Department to ascertain the applicant's true financial position and needs.

The investigator writes his report on the conditions that he has found to exist, in the space provided on the application form and when the applicant visits the Relief Office, the Assistant Relief Administrator having in his possession the application form, including the investigator's report and such other data as may have been secured informs the applicant as to his decision.

If the application is approved an "Identification card", a "Record of Food Relief Issued" card and in some instances a "coal" (or fuel) card are made out in the applicant's name. In the case of the last two, the amount of relief that the applicant shall be entitled to receive is placed on the top line. The object of the identification card is two-fold. In the first place, it serves as a means of identifying the recipient. In the second place, by reason of the requisite calling for the signature of the investigator upon occasion of each visit to the home of the recipient and the date of the visit, it is possible to make a check upon the frequency of such calls.

A "Record of Food Relief Issued" card is made out for every individual who is afforded assistance, bearing his (or her) name, address and other relevant information. Similarly a "coal" record card is made out when coal relief is granted. These cards represent a record of the cumulative orders that have been issued to the recipient and the date of their issue

and they are in fact the key to the withholding or issuing of relief orders. Each recipient is allocated a day upon which he may call for his voucher. The cards are filed according to days and only the cards for the current day are given to the order clerks. When the recipient applies for his voucher, the order clerk selects the recipient's card from the pack and issues a voucher equal to the amount indicated on the "Record of Food Relief Issued" card. Should the granting of relief to any recipient be discontinued or delayed for further investigation or other cause, the word "hold" is written in an appropriate column on the "Record" card and the order clerk in such a case would possess no authority to make out a voucher in his favour until further notice. However, generally, where the granting of relief to a recipient is discontinued, the "Record" card is returned to a folder containing the recipient's application form and other relevant data and inasmuch as his "Record" card would not be given to the order clerks no voucher would be issued in his name.

The amount that the order clerk makes the voucher out for is determined by the amount written on the "Record" card. This ranges from \$1.50 per week in groceries and supplies, usually granted in the case of single people with no dependents to \$7.50 per week in the case of large families. The rate ordinarily granted for a family of five at the present time is \$4.00 per week. In addition coal orders may be issued equal to 250 pounds every two weeks during the summer and 500 pounds for a similar period during the winter months.

Ticket relief is granted to single persons in the form of tickets entitling the recipient to a bed at the Salvation Army Hostel, a breakfast to a value of 5 cents and another meal to a value of 17½ cents. The tickets are issued by the order clerks and are only good for the day corresponding to the date stamped on each ticket. These tickets (as well as the general vouchers) bear serial numbers and this enables a rapid check to be made of the number issued with the "Record" cards. Individual record cards are kept of the ticket relief granted to each recipient and the amount is posted in the name ledger.

In case of persons who have been evicted or face eviction from their homes temporary shelter may be granted in the form of a payment of \$10.00 per month for rent. The Institute, however, understands that this practice is not extended in excess of a period of three months. In each instance, payment is authorized by the Relief Administrator and checked by the Auditor before encashment by the City Treasurer. Although an effort is generally made to transfer the rent directly from the Treasury to the landlord, where this is inconvenient the money is secured by the Relief Department and turned over to the tenant or to the landlord. This represents the only money handled by the Relief Department. The rent relief account is kept in a separate ledger.

Relief vouchers are issued from 8:00 a.m. to 1:00 p.m. and no voucher is issued in the afternoon unless the circumstances are regarded as special. The voucher can be used

at any store and is an open order for any combination, desired by the recipient, of the groceries and supplies contained on the voucher.

Every employable recipient is assigned to a civic foreman or other official to work one day per week before being entitled to receive his weekly voucher. This amounts to six or seven hours of work per week and is intended to be essentially a work test. On the day that the recipient has been allocated he visits the Relief Office and upon the presentation of his signed work slip indicating that he has worked his scheduled day (or was given credit therefore on account of the day being rainy, or the applicant looking for work, etc.), the order clerk selects his "Record" card and makes out his voucher and at the same time an entry is placed on the "Record" card. Vouchers for fuel are issued according to the same procedure. The "work test" is also referred to elsewhere in this report.

The afternoon is reserved for checking the "Record" cards with the duplicate vouchers and compiling the "Daily Tally Sheet", which gives a breakdown of the number and cost of each rate of voucher issued and the totals for the day. It also provides for an accounting of the ticket relief issued. Thus the daily total relief cost is taken from the "Record" cards checked with the duplicate vouchers by the principal clerk and verified with the name ledger.

When the relief vouchers are used, the storekeeper must satisfy himself as to the identity of the holder of the

voucher. He in turn uses the vouchers to meet his obligations with wholesalers who forward them to the Auditor's Department where they are checked with the duplicate vouchers and passed on the City Treasurer for payment.

On the following page is Chart 8 showing the present organization of the Direct Unemployment Relief Department.

CHART No. 8 DIRECT RELIEF DEPARTMENT, CITY OF HALIFAX

THE CHART BELOW SHOWS THE PRESENT ORGANIZATION WITH CERTAIN MODIFICATIONS WHICH MAKES CLEARER THE LINES OF RESPONSIBILITY AS THEY SHOULD EXIST

