

(iii) Remarks and Recommendations: The system of relief administration in the City of Halifax conforms in its general aspects with systems which have been established in many other cities in Canada. There are, to be sure, variations in administrative details, technique, bookkeeping, rates of relief, the forms and documents used, etc., but inasmuch as cities have unequal populations and different relief problems, variations are accordingly to be expected.

Although the mitigation of poverty and distress out of municipal revenue is by no means a new development, the intensity of the 1930-35 depression and the magnitude of unemployment necessitated the rapid establishment of a new department or the expansion of an old in order to cope with the problem of relief administration.

In Halifax substantial progress has been accomplished in meeting the needs occasioned by the onset of this protracted period of unemployment and which on an appreciable scale still remains. The Institute, however, believes that certain changes, if carried out, would produce beneficial results and with this in view the following proposals are offered for consideration:

1. In accordance with the principle that the purpose of relief is to sustain the health of people in distress and that it is advantageous that the diet of each person should comprise appreciable proportions of bread and milk, it is recommended that arrangements should be made that will achieve a reasonable assurance that every person on relief will have the

opportunity of securing and will be required to secure sufficient quantities of bread and milk to sustain health in so far as possible. The Institute understands that the practice of issuing bread and milk vouchers formerly prevailed, but that it was discontinued on the grounds that they were frequently wasted. Doubtless such criticism does occasionally arise, but it should be borne in mind that if the object of the government in granting relief is not to be defeated, the government must exercise control over the distribution of the amount of the voucher over various commodities. It is true that the relief voucher used in Halifax limits the choice of foods obtainable by the voucher to commodities which generally speaking constitute "essentials", but, notwithstanding this, the Institute feels that if the voucher was supplemented by a careful issue of orders for specific quantities of bread and milk, it would be attended by beneficial results to the whole city.

2. At the present time the practice of issuing vouchers to recipients is for the order clerk to fill in the voucher at the moment the recipient applies for it. The Institute recommends that due consideration be given to an arrangement whereby the vouchers for each day would be completed the day prior to the date of issue. The adoption of this method would speed up the making out of vouchers and also those operations dealing with their issue. Crowding and loitering

- would be obviated and the danger of mistakes arising in filling in the vouchers would be reduced to a minimum. At the end of the day uncalled for vouchers would be collected from the order clerks and then only issued under special circumstances. Consideration too should be given to posting the voucher amounts in the name ledger at the time the vouchers are being made out. All adjustments - additions and reductions - should be calculated and the day's total taken in each case and verified. Where a voucher was not called for the account of the recipient concerned would be debited accordingly.
3. In order to ensure a more systematic check over the monthly visits of investigators, it is recommended that no voucher should be issued to a recipient who fails to produce an identification card to the order clerk bearing the signature or initial of an investigator signifying that he has visited the recipient's home either during the existing month or the next preceding month.
 4. The Institute recommends that all statements and reports which have been prepared and all applications for relief which have been approved or rejected by the Relief Administrator or the Assistant Relief Administrator or any other member of the staff who is held responsible for same shall bear his signature or discernible initial in ink or indelible pencil.

5. On the grounds that all money transactions pertaining to the activities of the Relief Department should take place between the proposed Department of Accounts and Finance on one hand and the recipient, wholesaler, etc. on the other, it is recommended that the present occasional practice of granting rent relief in the form of money to a tenant who has been evicted or who faces eviction be discontinued. Instead it is proposed that a form be prepared which when completed may be given to the tenant without danger of conversion to his own interests and yet one which will prove acceptable to the landlord.

A suggested form follows:

RENT RELIEF

City of Halifax

Date

To

Address

Dear Sir:

We will guarantee to pay \$ per month
for months towards the rent of
on behalf of Mr. Mrs. Miss
dating from to

If satisfactory, sign below. If not satisfactory,
return unsigned.

Accepted

Please Return Immediately.

6. It is recommended that a strong effort be made to secure office space where applicants or recipients may be interviewed in confidence. The Assistant Relief Administrator has raised the point that it is frequently desirable to have a member of the staff who will be a witness to the interview. No doubt this is very often the case and our proposal does not involve the exclusion of such a witness. The object of our suggestion is to reduce the opportunities of other relief recipients and other members of the staff being witnesses (willing or unwilling) to the interview.
7. The Institute recommends that the Relief Administrator with the aid of the Assistant Relief Administrator prepare a statement defining the duties and responsibilities of each member of the staff and that this statement be transcribed and made available to each member.
8. The Institute recommends that a regular period be set aside each week for the purpose of staff discussions of any problems which may arise in connection with the administration of direct relief in the City. The meeting should be presided over by the Relief Administrator and would require the attendance of the Assistant Relief Administrator, the investigators, the principal clerk, the payroll clerk and such other members of the staff as the Relief Administrator may decide. It is recommended, further, that the Relief Administrator devise and present an organized course

of training in welfare and social service investigation that would conduce to the attainment of a high standard in the investigational branch of the Department.

9. It is recommended that all accounts and records be kept in ink in so far as possible.
10. The Institute recommends finally that a consideration be given in the future to a system of relief distribution whereby recipients are not required to call at the Relief Office for their vouchers but receive them directly from the investigators in the field.

In conformity with this plan the City would be divided into a number of districts containing on an average of from 150 to 175 families varying as to the circumstances. An investigator is assigned to each district and carries a full complement of orders for groceries, bread, milk, coal, etc., and issues them according to the information as to income, number of dependents, etc. supplied to him by the recipient at the time of his weekly or bi-weekly visit.

This method has many advantages. It meets the exact (and minimum) requirements of the recipient, ascertained in the home at the time of the visit. The District Investigator becomes thoroughly familiar with the personal problems and needs of each family on his list and thus checks fraudulent practices and waste. Efficiently administered, it should be more economical in the long run than other plans because

it prevents the issue of excess relief in some instances and embodies sufficient flexibility to expand and meet the needs of acute distress in others. In the City of Hamilton where this plan is in operation the total administrative costs are 3 per cent. Further, the method protects the recipient from undue publicity and eliminates congregating and loitering at the Relief Office.

Obviously such a plan would require an increase in the number of investigators, but this increase would be offset in part by the elimination of the duties connected with the issue of orders at the Relief Office and accordingly permit a reduction in the number of clerical employees. As an appreciable degree of discretionary power would have to be given to the investigator (within limits set by the Relief Administrator) the success of the plan would depend, in large measure, upon the training, skill, experience, trustworthiness of the investigators. Time, therefore, would be necessary in order to secure additional trained investigators and initiate them into the methods of the system.

5. General Health and Welfare Organization

In effect there are four well defined services in Halifax in the Health and Welfare field:

1. The Health Board, part of the functions of which have a Welfare aspect;
2. The City Home, a welfare institution, which is also a hospital or asylum;
3. The City Medical Officer;
4. The Department of Direct (Unemployment) Relief.

There is in addition the City Prison which may be regarded as partly a welfare organization, in that the health of the inmates is under the care of the City Medical Officer.

There is no official organization unit, except the City Home, which deals with indigents not eligible for direct unemployment relief. When and if such indigents, not in the City Home, become ill or are consigned to the City Prison they become a public charge. At the time of one visit to the City Home, two mothers and their children were inmates. Possibly there are so few such cases that special provision would not be warranted. There is little doubt, however, that a positive and constructive attitude toward public health and welfare work is the cheapest in the long run.

The fact that the City makes annual grants to various health and welfare organizations, not under civic management, is an expression of this belief. The list on the following page shows the City's annual investment in this connection. The City is to be congratulated on having available

So many privately conducted organizations rendering public service.

<u>Organization</u>	<u>Amount in 1938-39 Estimates</u>
1. Victoria General and Local Hospitals	\$28,000
2. Halifax Dispensary	1,080
3. Infants' Homes	1,440
4. Grace Maternity Hospital, General and for pauper confinement cases	3,000
5. Monastery Good Shepherd	500
6. Halifax Playgrounds	1,800
7. Children's Hospital	2,520
8. Victorian Order of Nurses	2,500
9. Coloured Children's Home	360
10. Halifax Welfare Bureau	200
11. Dalhousie Health Clinic	2,500 (now \$5,000)

In the opinion of the Institute, it is fairly evident that health and welfare are so closely related that the attempt to separate them administratively is certain to result in additional expense, in lack of coordination, in duplication, in waste, in failure to utilize to the best advantage all the resources of the community to meet community problems, and in failure to develop the leadership which is everywhere so necessary to bring about coordination.

Recommendations as to Public Health and Welfare

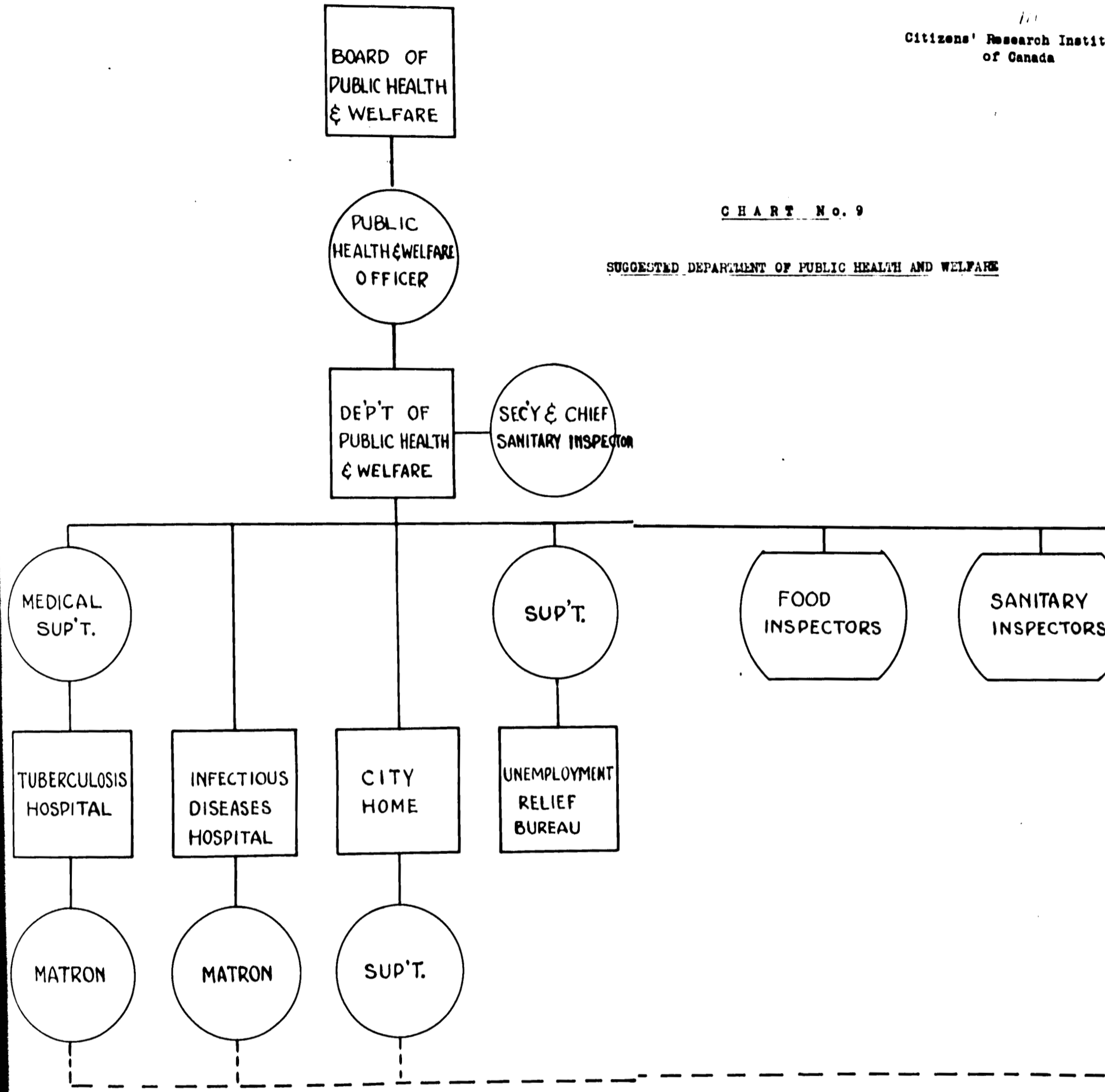
1. That all the official public health and welfare organizations of Halifax be consolidated under one Board, called the Board of Public Health and Welfare and that the necessary legislation be sought to this end.
2. That this Board have all the powers of the present Halifax Health Board and such other powers as may be necessary in the larger field.
3. That an officer to be called the City Medical Health and Welfare Officer be appointed as the Chief Administrator of Public Health and Welfare under the Board, with the right of attending all meetings but without a vote. In addition to the regular professional qualifications of this officer, the degree of Doctor of Public Health should be a sine qua non.
4. That the duties of City Medical Officer be consolidated with those of the proposed City Medical Health and Welfare Officer.
5. That the purchasing, bookkeeping when necessary, repairs, laundry, etc. of the City Home, the Tuberculosis Hospital and the Infectious Disease Hospital be centralized as the heating is at present.
6. That the City Medical and Welfare Officer be not only responsible for the administration of these institutions, but keep in close touch with all private organizations in the health and welfare field which receive grants or payments from the City in order that the

whole work of community health and welfare be coordinated in the interests of economy and efficiency.

The chart below presents graphically what the proposed organization would look like. An examination of this will save time and make it unnecessary to make further recommendations in detail.

CHART No. 9

SUGGESTED DEPARTMENT OF PUBLIC HEALTH AND WELFARE



(From lower right hand corner of Chart B - Appendix)

6. Gardens, Parks and Commons

This department is presided over by a Superintendent, called the Superintendent of Gardens, with an Assistant Superintendent. In the summer there are 12 employees, only 3 in winter. The department looks after the Public Gardens, the Common and small parks. It has co-operative arrangements with Fleming Park which has a superintending official of its own not, however, appointed or nominated by the Superintendent of Gardens.

Buildings are erected and repaired through the Works Department. There is little or no roadway construction, aside from upkeep, in the grounds in the City proper. In Fleming Park, however, there may be considerable roadway construction, which apparently is not carried out by the Works Department or under its supervision.

The logical policy, it seems to the writer, would be to amalgamate the administration of Parks, Gardens, and Commons with the Works Department, but in view of the co-operation already existing between the two departments, amalgamation would probably not bring about increased economy and efficiency. If at any time centralized purchasing or centralized personnel control were established, amalgamation might well be considered. Centralized accounting and auditing would also be facilitated by a reduction in the number of independent departments.

Recommendations:

There are three recommendations, however, which should be made:

1. That all Parks and Gardens operated by the City be placed under one Superintendent with power to nominate any Assistant Superintendents which may be necessary.
2. That in order to further coordinate parks administration the City members on the Point Pleasant Park Board of Directors always include the members of the Committee on Gardens, Parks and Commons.
3. That the Committee on Gardens, Parks and Commons be incorporated with the Committee on Works.

7. Camp Hill Cemetery

This cemetery is under the management of the Committee of Camp Hill Cemetery by Charter, Section 643, and the Charter Sections between 643 and 649, both inclusive, outline the procedure as to gifts, bequests, payments for lots, perpetual care, etc. The Cemetery is operated under the provisions of Ordinance No. 12. With the exception of an annual grant, which recently has been \$1,800, the Cemetery is administered out of its own revenues.

The chief executive officer of the Cemetery under the Camp Hill Cemetery Committee is the Superintendent. The title of the executive officer of the Committee, as stated, in the Ordinance is "Keeper of Camp Hill Cemetery". The Superintendent and the Secretary whose office is the City Clerk's Department

constitute the staff. The former official directs operations and the latter keeps the books and records, receives all monies, sends out bills, etc. The secretary also assists in the City Clerk's office. Four men are employed all the year round and six others in the summer months only.

Recommendations

1. That Council consider the advisability of
 - (a) Coordinating the financial, accounting and collecting functions of the Department throughout with the proposed Department of Finance and Accounting.
 - (b) Coordinating the custodial functions with the Department of Gardens, Parks and Commons.
2. That the Camp Hill Cemetery Committee be incorporated along with the Committee on Gardens, Parks and Commons with the Works Committee.

8. The City Prison

The City Prison operates under Sections 235, 236 and 237 of the Charter and City Ordinance No. 8. It is operated under the City Prison Committee and the Council of the City. The chief executive officer is the Governor, under whom is a Deputy Governor and Matron and eight other regular employees beside relief employees.

Venereal diseases and tuberculosis are segregated and on the day of inspection the dining room, laundry, kitchen and heating plant were clean and in good condition. This was

the tone of the prison throughout. The records also were neat and apparently well kept. The books of course are audited. Records of all fines are kept, but few are paid at the prison. The health of the inmates is looked after by the City Medical Officer.

Recommendations

It does not seem necessary that there should be a separate committee on the City Prison. It is suggested that the prison be put under the supervision of the proposed Board of Public Health and Welfare.

9. The Fire Department

i. Organization

The chief officer of the Department is appointed by the City Council and holds office until at least two-thirds of the members of Council at a regular or special meeting vote in favour of his dismissal or superannuation. Council also decides the number of officers and men in the Department and their yearly remuneration. The management and supervision of the Department is under a committee of Council called the Committee on Firewards and Fire Escapes, sometimes called the Firewards Committee. This Committee appoints the officers (other than the Chief) and men who hold their employment at the pleasure of the Committee, although the Committee is required to request the Chief Officer to submit any recommendations in regard to appointment or dismissal.

The Rules and Regulations for the Department provide that the Deputy Chief, Captains, Lieutenants, Drivers and Hosemen

shall be appointed by the Chief of the Fire Department, but apparently the Rules and Regulations have never been adopted officially.

ii. Personnel

(a) Appointment

A candidate for appointment to the Force must make application upon a form specially designed and provided by the Department. In order to have his application considered a candidate must be

- (1) a British subject
- (2) between the ages of twenty-one and thirty years
- (3) able to read and write the English language understandingly
- (4) of good moral character and never convicted of any crime
- (5) not less than five feet seven inches in height and have certain minimum weight and chest measure varying according to height
- (6) a resident of the City of Halifax for one year or more
- (7) able to pass the examination of the Medical Officer of the Department as to physical fitness.

The applicant also must under oath or on affirmation answer a list of questions set out on the form giving among other things previous training or occupation, whether married or single, health condition, physical infirmities, etc. The application must be accompanied by certificates of character from two citizens of good standing residing in the community who are personally acquainted with the applicant.

The application is then handed to the Medical Officer of the Fire Department (the City Medical Officer) who must examine and certify that the applicant is free from any disease or physical defect which might impair his ability to render good and faithful service as a fireman.

The Medical Officer then forwards the application to the Chief who examines the applicant in order to determine that he possesses such other qualities of intellectual and physical capacity as the Chief considers requisite, and if satisfactory the Chief may recommend the candidate for appointment. The application is then considered by the Committee and the candidate may be appointed on probation.

The appointments of those still on the force with ages of applicants at appointment during the last four years have been as follows: 1938 - 2, age 21; 1, age 22; 2, age 26; 1, age 27; 2, age 29; 1 age 30; 1937 - 1, age 27 years; 1936 - 1, age 22; 1, age 25; 1935 - 1, age 25 years; 1, age 26 years.

(b) Probation

Under the terms as set out in the form of application, a candidate is appointed on probation for a period of sixty days and if he does not qualify during that period to the satisfaction of the Chief his case may be reported to the Committee. It is also provided that during his first year of service two weeks' pay shall be retained by the City Treasurer and if during that period he resigns or is dismissed the two weeks' pay shall be forfeited. In a general way the appointee is considered to be on probation for the first year.

(c) Training

Appointees to the Department are instructed from time to time in their duties and given drills by the officers of the Department, but there is no formal training course in fire fighting nor are daily physical or setting up exercises the rule.

(d) Discipline

The chief officer has the right to punish violations of any rules, regulations or ordinances of the Department whether general, special or verbal on the part of any member of the Department by reprimand, suspension without pay for a period not exceeding two weeks, forfeiture of leave for a period not exceeding two days, or fine not exceeding two days' pay. Any such punishments imposed by the Chief must be immediately reported by him to the Chairman of the Committee of Firewards. The Committee then considers the matter at its first meeting thereafter and may nullify any suspension or forfeiture of leave so imposed.

The Committee may dismiss or discipline by fine or suspension any officer or man appointed by it.

(e) Sickness

Any member of the Department reporting sick must be examined by the City Medical Officer and a certificate of his condition obtained. The sickness record with a few exceptions appeared to be quite normal, and those with rather extensive sickness records appeared to be showing betterment in recent months.

(f) Conditions of Employment

The Department has been operated by a full time permanent force since May 1918 and since 1928 has been under the two platoon system. Hosemen on entering the service are paid at the rate of \$1,200 per year and ordinarily receive an annual increment of \$60 per annum until the maximum pay of \$1,600 for hosemen is reached. Further increases are received on promotion to the rank of captain, deputy chief, or chief. Two weeks' holidays with pay are given each year, the holiday season being spread over the period, May to January, with 5 men usually being on holiday during that period. All men are on call in emergency and are required to have a telephone in their dwelling. Uniform duty clothing and equipment are supplied by the City. Members of the force are not covered by accident or group insurance. Those members who entered the force and were contributory previous to April 1st, 1929 contribute to and are entitled to receive the benefits of a superannuation fund but this does not apply to members who have joined since that time.

(g) Ages of Present Force

The age groups of the present force are as follows:

5	are	within	the	age	group	of	21	to	25	inclusive
18	"	"	"	"	"	"	26	to	30	"
27	"	"	"	"	"	"	31	to	40	"
22	"	"	"	"	"	"	41	to	50	"
16	"	"	"	"	"	"	51	to	60	"
7	"	"	"	"	"	"	61	to	70	"

There is no set age of retirement from the force

(h) Length of Service.

The following shows the length of service of the present members of the force. Inasmuch as the Department was not operated as a fully paid permanent force until 1918, those having service of over twenty years were either "call" or "permanent" members of the force previous to that date.

9	have served	under 1 year (i.e.)	1938 appointments
8	"	"	between 1 and 5 years
18	"	"	" 6 " 10 "
10	"	"	" 11 " 15 "
20	"	"	" 16 " 20 "
9	"	"	" 21 " 25 "
10	"	"	" 26 " 30 "
11	"	"	31 years or over

Those members appointed in 1938 replaced members of the Department of whom 4 retired on superannuation being 60 or more years of age and having service ranging from 20 to 42 years; 2 who died, 1 who retired at 43; 1 age 35 who retired due to illness after 14 years of service; and one who was dismissed after 8 years of service.

It is evident from the average length of service and the limited number who leave voluntarily that conditions surrounding service in the Department are not unattractive.

(i) Size and Distribution of the Force

The present Department force consists of

The Chief Officer
 2 Deputy Chiefs
 10 Captains
 1 Motor Mechanic
 1 Carpenter and Hoseman
 80 Hosemen, of whom 1 is the
 Chief's Driver

and the Department Secretary.

There are four fire stations serving the City and the distribution of the force is as follows:

Station No. 2 - West Street. 2 officers and 20 men.

Station No. 3 - Morris Street. 4 officers and 23 men.

Station No. 4 - Bedford Road (Headquarters). 2 officers and 22 men.

Station No. 5 - Quinpool Road. 2 officers and 10 men

There are also an average of 5 men on vacation, the motor mechanic, the carpenter, the Deputy Chiefs and the Chief.

It must be remembered in considering the distribution of the force that under the two platoon system, approximately only one-half the number attached to each station is on duty at one time. The Deputy Chiefs alternate on twenty-four hour duty.

(iii) Records

(a) A personnel record is kept giving the important details from the Department's standpoint of each member. Such details are age, date of entering service, sickness record, accidents, merit marks, charges and punishments, promotions, etc. This record is supplemented by an individual folder for each member containing the application form, and other miscellaneous papers relative to the employee. This is good practice as such records are essential for effective administration.

(b) A daily report on a well designed form is received by the Chief from each station. This gives such information as the names of the men on duty, sick leave, vacation, alarms, special detail, drills, condition of apparatus,

etc. - in fact all the important day to day records. Reports are examined and approved or otherwise by the Deputy Chief. These reports form the basis of the Department records compiled at headquarters by the Secretary. No formal log book is kept at each station.

(c) A Company Run report is also made. This gives all the essential details in connection with the run, such as date, time, box number from which alarm was received, time returned, work done - such as covers spread, streams of water, ladders raised, number of feet of hose used, etc. - and men present or absent. In addition any special conditions are reported, such as cause of delay if any in reaching fire or getting to work, injury to persons or apparatus, hose damage, etc., location of fire, etc., cause, construction of building in which fire occurred, etc. This form is also well designed to suit the requirements of the Department and to form the basis of its permanent records.

(d) A Fire Report form is also used on which is given all the important data in connection with each fire, such as date and time, name of owner and occupant, cause of fire, value of building, value of contents, damage to building, damage to contents, insurance and remarks.

(e) Building Inspection cards have been prepared by the Department, but little use is made of them. Men are supposed to do four hours inspection duty per week during their off-shift. Owing, it is claimed, to the shortage of man power

or possibly to the existing station accommodation which does not make possible the best use of existing man power, little has been done in recent years in this regard. As methodical inspection of buildings, especially in the business and congested districts is one of the most important phases of fire prevention, this is, to say the least, unfortunate.

(f) A new Running or Response Card replacing the one previously used has recently been prepared to conform with changes in the system brought about by the installation of the new fire alarm equipment. These cards are being placed in each station so that through instruction and study all members of the force may become familiar with their duties in this connection. There is also a plan of the City showing the location of the fire alarm boxes, hydrants, etc.

iv. Equipment

The Department is now completely motorized. A non-technical inspection of apparatus equipment, hose, etc. impressed one with evidence of careful and economical use. A considerable portion of the repair work is done by the motor mechanic and members of the Department. The Institute was informed that portions of the apparatus were also assembled in this way. Apparatus is tested regularly and a record kept of its use. Proper facilities are provided for the care of the fire hose and its long life as shown by the records indicates that it has been well looked after. There is no Fire Tug available for waterfront fire fighting purposes.

In the purchase of new equipment for the Department, it should be borne in mind that it is usually good practice to buy the best, particularly when life and property may depend on the purchase. Any recommendation by the Executive Officer in this connection should not be lightly passed over in the interest of supposed economy.

v. Purchasing and Stores

Purchasing methods conform with the general provisions relating to all civic departments described elsewhere in this report. Materials in store were not extensive and there was every evidence of care and economy in this regard. A good check is kept on the use of gasoline and oil by the Department.

vi. Fire Stations and Accommodation

The four fire stations at the time of inspection were clean and in orderly condition. One feature noticeable and deserving of favorable comment was the amount of repair work, etc. done by members of the force. This is not only economical but serves to fill in any spare time of the members of the force and should add to their pride in the condition of their working surroundings.

The Bedford Road Station No. 2 has insufficient accommodation for the men and apparatus which should be located in the central business district. Also its locker and wash room accommodation leaves much to be desired.

All the stations except No. 2 lack adequate space for training.

The recreation rooms in general were somewhat drab and lacking in equipment. In one instance a billiard table was in a poor state of repair.

vii. Fire Alarm System

The fire alarm system is operated under the control of the City Electrician and is not administratively a part of the Fire Department. The new building erected for the purpose of housing this equipment appeared well located and designed for its purpose. The installation of the equipment nearing completion at the time of inspection should provide the City with first class fire alarm service. The system will be operated manually. All fire alarms both box and telephone will be received at one point and transmitted at once to the stations by signal. In any section of the City not now served by the 149 existing fire alarm boxes, dummy box numbers have been set up and their location and number noted on the Response card, hereinbefore described. Telephone alarms will be transmitted by signal giving the location of the nearest box number. In this way valuable time will be saved. In this Department also much work is done by members of the Department in order to serve the taxpayers at the least possible cost.

viii. Hydrants

The control and inspection of hydrants is under the City Engineer.

ix. Fire Losses

The table following shows the number of fire calls and the gross fire losses, i.e. before insurance, as shown in the records

of the Department for each of a number of years:

<u>Year</u>	<u>No. of Calls</u>	<u>Gross Fire Loss</u>
1922	404	\$244,321
1923	323	41,016
1924	342	142,272
1925	376	159,362
1926	379	172,376
1927	356	230,354
1930	648	197,242
1932	505	215,010
1933	651	835,529*
1934	577	109,566
1935	507	108,389.
1936	530	133,738
1937	566	89,587

* Includes Harbour Commission Wharf fire.

The next table shows the fire losses in the City for each year in the period 1921 - 1937 as given in the Report of the Provincial Fire Marshal. These are not strictly comparable with those compiled by the City Department, as the yearly period for which the information is reported is not the same. Then, too, the Fire Marshal sometimes receives a report of fire involving insurance loss where a call may not have been made on the Fire Department. Automobile or marine losses are not included in the Fire Marshal's figures. It should also be remembered

that the Fire Department is called on a considerable number of occasions, such as grass fires, false alarms, etc. in which no report to the Fire Marshal would be required.

CITY OF HALIFAX FIRE LOSSES

1921-37

(As shown in the Reports of the Fire Marshal for Nova Scotia)

<u>Year ended Sept. 30th</u>	<u>No. of Fires</u>	<u>Insurance Loss</u>	<u>Uninsured Loss</u>	<u>Total Loss</u>
1921	176	\$773,483	\$138,655	\$912,138#
1922	196	273,845	54,671	328,516
1923	184	58,863	8,989	67,852
1924	181	104,575	15,507	120,082
1925	146	119,527	13,559	133,086
1926	149	194,515	65,908	260,423
1927	137	170,681	72,329	243,010*
1928	178	177,938	70,851	248,789
1929	202	157,501	29,320	186,821
1930	201	182,446	46,648	229,094
1931	190	205,961	45,770	251,731
1932	190	77,543	49,395	126,938
1933	247	310,020	280,931	590,951**
1934	269	227,054	34,077	261,131
1935	248	145,321	7,751	153,072
1936	253	127,963	23,268	151,231
1937 (Nov. 30)	244	106,886	39,099	145,985

Wood Bros. Large fire loss

* Tea warehouse loss, \$186,925

** Harbour Commission Wharf, \$402,273.

x. Comparison of Fire Department Costs with Other Cities

It is difficult to draw any definite conclusions from a comparison of fire protection costs in one City with another with like population due to the varying conditions which may exist. For instance, a City like Halifax may have valuable harbour and dock properties not found in another city of like size. Then too one city may have a large number of fireproof buildings while another may contain many buildings so constructed as to make them a greater fire hazard. In studying the table following, these and other limitations should be kept in mind. Only Canadian cities within the population range of Halifax have been chosen. Saint John, N.B., like Halifax, is a seaport but Saint John still maintains a fire fighting force composed of part "permanent" and part "call" members. The area in square miles indicates the territory to be covered by the Department although it does not give any indication of such obstacles as hills, rivers, inlets, etc., which might make coverage more difficult in a small area compared with a large flat area. In Calgary and Edmonton also a considerable portion of the area is vacant land and while this makes greater distance, it does not correspondingly increase the property subject to fire loss. Saint John also contains within its limits one comparatively large area largely unbuilt upon.

A COMPARISON OF FIRE DEPARTMENT FORCES AND COST

Some Canadian Cities, 1937-8

<u>City</u>	<u>Population</u>	<u>Area in Sq. Miles</u>	<u>Total Assess- able Values inc. exemptions</u>	<u>Cost of Fire Department</u>			<u>Number on Force</u>		
				<u>Amount</u>	<u>% of Assessed Value</u>	<u>Per Capita</u>	<u>Total</u>	<u>Per 1000 pop.</u>	<u>Per Sq. Miles</u>
London, Ont.	76,424	10.0	\$ 94,623,906	\$163,830	.17	\$2.14	84	1.10	8.40
Windsor, Ont.	102,839	12.9	119,920,850	207,274	.17	2.02	94	.91	7.28
Edmonton, Alta.	87,034	42.5	68,529,325	207,218	.30	2.38	104	1.19	2.45
Calgary, Alta.	85,726	40.5	76,178,674	194,572	.26	2.27	97	1.13	2.40
Saint John, N.B.	50,000	14.3	72,361,250	117,729	.16	2.35	61 ⁽¹⁾ 70 ⁽²⁾	1.22) 1.40)	4.27) 4.90)
Halifax, N.S.	65,499	6.7	100,349,540	169,348	.17	2.58	95	1.45	14.18

(1) Permanent

(2) Volunteers or Callmen. In addition 35 men in the Salvage Corps.

Recommendations

1. That the Rules and Regulations for the government of the department be revised and formally adopted by the Committee and Council.
2. That all appointments to the Force be made on recommendation of the Chief Officer.
3. That all matters of discipline be left to the Chief Officer but he should report all dismissals and suspensions to the Committee for their information. The objection may be raised that this places too much power in the hands of the Department Executive and leaves the way open for favouritism and autocracy. The Institute recognizes this element of danger but does not believe that in a department which may so vitally affect the lives and property of the citizens the head of the department can be rightfully held responsible for its efficient operation if the way is left open for constant interference in matters of discipline. If the power is abused at any time by the Executive Officer, Council has an adequate remedy at hand since the Officer may be replaced. To divide responsibility is to sow the seed of demoralization. A more definite line between the policy-forming body and the Executive duties would be in the interest of good civic administration. That in the meantime all matters of discipline be heard by the Committee in private meeting.

4. That a regular course of training in Fire Fighting be established and that all members be required to take a certain number of hours of instruction and training each month. Apparatus for such training might be set up at Number 2 Station. The course might include talks by prominent fire fighters and fire prevention experts when the services of such men are available. Subjects of study should include: The Rules and Regulations of the Department; Civic Ordinances and Provincial laws dealing with fire prevention matters; care of apparatus and equipment; methods of conducting and reporting upon fire prevention and inspection. Fire fighting methods generally. Duties of Firemen in theatres and public assemblies. First aid to the injured. Location of streets, hydrants, fire boxes, etc. A study of inspection reports in order to familiarize themselves with plans and locations of buildings, fire appliances contained in the building and the fire fighting methods which it would be necessary to employ in each instance. - and that oral examinations on such matters be inaugurated.
5. That daily physical drill or setting up exercises be instituted at all stations.
6. That an increasing number of men be trained as drivers of apparatus so that all emergencies may be readily met.
7. That accurate records be kept of the time taken to reach the place of alarm after an alarm has been received. In this way records may be built up which will prove of assistance in choosing the location of any station erected in the future if and when these are required.

8. That plans showing the location of boxes, hydrants, etc. be set up in each Hall for study.
9. That the superannuation fund be made applicable to all members of the force on terms and conditions which will ensure its actuarial soundness.
10. That with the adoption of a superannuation plan a compulsory retirement age limit be established.
11. That the Dominion Government be requested to provide a fire tug for Harbour Fire Protection purposes. With the relatively heavy investment of the Dominion in Harbour and Dock facilities in Halifax and vicinity the provision of equipment of this character should be considered a good safety investment.
12. That a regular building inspection service be instituted. This is one of the most important phases of fire prevention and fire prevention is the best way of avoiding fire losses. The service is important not only because it may eliminate hazards and prevent fires but also because it familiarizes the members of the department with all the more important buildings and in case of fire facilitates the operation of a fire fighting plan. Inspection should include tests of fire doors, inspection of fire escapes, etc.
13. That the erection of a fire hall to replace the present one serving the business district be considered, such hall to be of sufficient size to provide accommodation for the squad car and the men attached thereto and to be so located as to

provide easy and adequate "get away". Whether the site now owned by the City with this purpose in mind is the best one may be open to question but in view of the expense already entailed, it might be sufficiently satisfactory to warrant its use.

14. That the recreation rooms in the halls be improved. This could be done by the efforts of the men themselves and by donations of books and other material from interested citizens. A cheerful recreation room in which to spend any spare moments should add to the well-being, contentment and esprit de corps of the Force.
15. That an annual report be prepared by the Department describing the work performed during the year, number of alarms, fire losses, etc. and any other special items of interest and importance which have taken place during the year. It should also contain suggestions by the Chief, the adoption of which it is deemed would be to the advantage of the fire protection service. The report may be in typewritten form from the Chief to the Committee and arrangement should be made to give it press publicity so that citizens may be informed of the work done by the Department.

10. The Police Department

(i) Organization

The police force is under the government of a Committee of Council. The Council, however, appoints the Chief of Police who holds office until at least two thirds of the members of Council vote in favor of his dismissal or superannuation. Council also determines the number of men required on the force from time to time and the yearly remuneration of the Chief and members of the force. The Committee has the power of appointment of detectives, a deputy chief, an assistant deputy chief, sergeants and constables. It is the duty of the Chief to submit to the Committee for approval and appointment the names of persons qualified to fill vacancies when these occur with his recommendation as to the appointments, but such recommendation need not be adopted in all cases.

Under the provisions of the Charter, the Chief is given direction and control of the Deputy Chief, the Assistant Deputy Chief, the Detectives, the Sergeants of Police and the Constables, and he is held responsible for the peace, quiet and good order of the City. Under the Department Rules and Regulations he is held responsible for the discipline, good order, conduct and efficiency of the men under his command. Powers of discipline and punishment of the force, however, rest largely in the hands of the Committee.

The Deputy Chief^{of} Police, appointed from among the members of the Force, on the recommendation of the Chief, has in the absence from the City, the illness, or other incapacity of the Chief, his powers and privileges and shall perform his duties.

The Assistant Deputy appointed from among the members of the Force performs such duties as may from time to time be prescribed for him by the Chief.

Detectives are subject to the orders of the Chief or in his absence, the Deputy Chief. They have the powers and privileges of a Provincial Constable throughout the Province.

Sergeants of Police are appointed on the recommendation of the Chief from the men on the Force. They have charge of all constables in their respective divisions and are held responsible for their good conduct and instruction in all points relating to their duty.

The Desk Sergeant and the Department Secretary are stationed at headquarters and have charge of all books, papers and archives of the Force. The Secretary also, under the direction of the Chief carries on the correspondence of the Department and performs such other duties as may be assigned to him.

(ii) Persomnel

(a) Admission: A person to be eligible for appointment as a Constable must be

- (1) a British subject by birth or naturalization
- (2) a resident of Halifax or willing to reside within the City limits,
- (3) 21 and not over 30 years of age,
- (4) at least five feet nine inches in height and have certain correlated chest measurements,
- (5) of good moral character, sober and well recommended.

The applicant must also have a fair education and be able to act with general intelligence according to the judgment of the Chief. A certificate of the City Medical Officer as to the height and chest measurements and as to general condition of health is required. If the applicant satisfies these conditions, he may be appointed by the Committee as a Constable on probation and the recommendation of the Chief is not always followed in such appointments. Constables hold their employment at the pleasure of the Committee.

Before entering on his duties a constable must take the oath of allegiance and an oath of office and subscribe to the agreements set out in the Rules and Regulations.

(b) Probation: The probation period is from two to three months but if, at the end of one year, the Chief and Committee are not satisfied with a constable's progress his services are dispensed with.

(c) Training: On joining the force the Constable is given the Rules and Regulations of the Department, the Motor Vehicle Act, etc. to study and is instructed in elementary police duties by his officers. He is then from time to time examined by the Chief or Deputy Chief to determine his advancement. When he is considered sufficiently competent he is placed on a beat and closely supervised until he becomes familiar with his duties.

For the general force, arrangement is made to have a short course of lectures by solicitors or others with expert knowledge on the provisions of the Criminal Code or kindred subjects. Alternated yearly with this course, a course of instruction is given in life saving.

While there is no formal physical drill, constables are encouraged to engage in sports activities.

(d) Discipline: A very complete set of Rules and Regulations has been formulated for the government of the police force and this, the Institute is informed, has been formally adopted by the Committee. Disciplinary measures for breaches of the rules or conduct unbecoming to a member of the police force generally are in the hands of the Police Committee and punishments include admonition, reprimand, extra duty, reduction of number of days off; suspension from duty with forfeiture of pay; forfeiture of a seniority of rank, reduction to a lower grade or to the ranks, reduction of pay or penal deduction from pay, or discharge; according to the seriousness of the offence committed. Discipline may be recommended by the Chief to the Committee.

In minor cases the Chief has authority to temporarily suspend, reprimand, or if necessary to impose a fine not exceeding one day's pay if he thinks the efficiency of the service would be thereby increased, but he must immediately report any such suspension and the cause thereof to the mayor who must have the matter enquired into without unnecessary delay.

In cases of dismissal or appointment where the members of the Committee are not unanimous, any member who dissents shall have an appeal to the Council which may reverse or vary such decision if at least ten members of the Council vote for such reversal or variation. Persons dismissed from the force may be reappointed. A record of charges and punishments is kept.

(e) Promotion: Personnel records are kept and used as a basis for promotion, which is usually made on the Chief's recommendation.

(f) Sickness: Deduction is made from pay of a constable for any time lost during absence from duty from ill health unless the City Medical Officer certifies in writing that the illness of the constable was in his opinion caused or contracted while he was on duty and not through any wilful neglect or vice, in which case full pay is continued for one month and thereafter half pay for a period of one month.

Sick reports of the Medical Officer are returned to the Deputy Chief.

(g) Conditions of Employment: Constables on entering the service are paid at the rate of \$1,200 per annum and, unless otherwise decided by the Committee, receive an annual increment of \$60 until the maximum of \$1,600, the maximum pay for a first class constable, is reached. The

length of daily duty is 8 hours (the force being divided into three platoons) with about one day off in 15 and fourteen days holidays each year with pay. Service clothing is supplied by the City. Officers, but not constables, are required to have a telephone at their place of residence. Members of the force may not leave the City without permission and before making known where they may be found. Members of the force are not covered by insurance for accident or sickness nor are those who have joined the force since May 9th, 1924 required or entitled to contribute to the police superannuation fund or to receive any pension or other allowances from it. No compulsory retiring age has been set.

(h) Ages of Present Force: Age groups of the present members of the force are as follows:

8 are within the age group of 21 to 25 inclusive
13 are within the age group of 26 to 30 inclusive
29 are within the age group of 31 to 40 inclusive
20 are within the age group of 41 to 50 inclusive
3 are within the age group of 51 to 60 inclusive.

It will be noted that the average age of men in the service is comparatively low. Since the majority of those joining the force must in the nature of things continue in patrol duty during their entire service a low average age helps to ensure an active force. Whether this condition will continue when

superannuation benefits are no longer available on retirement is doubtful.

(i) Length of Service and Retirement: The length of service of the members of the force is as follows:

6 have served under 1 year (appointed in 1938)
 14 have served between 1 and 5 years
 22 have served between 6 and 10 years
 11 have served between 11 and 15 years
 9 have served between 16 and 20 years
 9 have served between 21 and 25 years
 2 have served 26 years or more.

The majority of the men appointed in recent years have been around 25 years of age. This is good practice.

Replacements in the force in the last six years were required for the following reasons:

1938 - 2 retired on superannuation after 20 years or more of service
 2 resigned after service of 8 and 10 years respectively
 1 died in service.

1937 - 1 resigned after 6 years of service.

1936 - 2 retired on superannuation after over 20 years of service.

1935 - 2 retired on superannuation after over 20 years of service
 1 after 16 years of service.

1934 - 1 retired due to ill health after 17 years of service.
 1 died in service, and
 1 was dismissed.

1933 - 2 were superannuated after over 25 years of service,
 2 resigned after 2 and 4 years of service, respectively.
 Of those retiring on superannuation in these years, 5 were
 under 50 years of age, 1 between 51 and 55 years and 4 over
 55 years.

The part played by the superannuation provisions in
 retirement of those having long service is noticeable. Only
 twenty-three members now on the force are eligible for this
 benefit and the remainder no doubt will be forced by circum-
 stances to continue in service in some instances after having
 passed the peak of their efficiency as patrolmen.

(j) Size of the Force: The present force consists of

The Chief
 Deputy Chief
 Assistant Deputy Chief
 Chief Detective
 2 Detectives
 1 Assistant Detective
 1 Desk Sergeant
 8 Sergeants
 Secretary
 28 First Class Constables
 26 Junior Constables
 1 Mechanic
 1 Utility Man (Traffic Patrol)
 1 Policewoman.

The janitor is also included in the pay list of the Department.
 The force is operated from Headquarters at the City Hall. The
 City is divided into districts for patrol service and patrol
 work is done on foot except for the radio equipped motor car
 used on night patrol. One man in a platoon is detailed for
 traffic duty when required. There are no traffic lights.

(k) Equipment: The Department is not equipped with a signal system to enable Headquarters to keep in touch with men on patrol. However, a radio transmitter was installed in 1934. This makes it possible for Headquarters to send messages to the radio patrol car, the occupants of which in turn are able to locate men on patrol in the section of the City in which the motor patrol operates. There are no Department phones in the patrol districts and patrolmen have to depend on the use of some citizens' phones when they wish to get in touch with Headquarters.

The Department, in addition to the motor patrol radio car, has one motorcycle and a patrol wagon. The garage is at Headquarters and general repairs, etc. are looked after by the mechanic; gasoline, etc. is obtained through the Works Department.

(iii) Records

(a) A personnel card record is kept for each member of the force. This contains such details as age, date of joining force, previous experience, charges and punishments, merits, promotions, etc. This record is kept by the Secretary, is in good order and in a form convenient for reference purposes.

(b) A daily report on a convenient form is made by each constable giving date, the number of his platoon, number of his beat, hour going on duty, hour coming off duty, and any events worthy of note which occurred during his hours of duty. These reports are given to the Deputy in charge. A number of these reports inspected, indicated an intelligent interest by the constables in their duties.

(c) A daily report is made by the sergeants on duty, showing date, hour coming on duty, hour coming off duty, the contacts made with his men during the period and any occurrences deserving of special mention. These are returned to the Deputy Chief.

(d) The charge book and other usual police records are kept neatly and in good order.

(e) Police court records - While these records are in general suitable and adequate for their purpose, no receipt is given when a fine is paid in full at the time it is levied, the release of the person charged being considered adequate. Afterwards the clerk in the collector's office receiving the money initials the entry.

(iv) Detective Force

This force consists of the chief detective, 2 detectives and an assistant detective. The present men have been appointed from the uniformed force. They deal with all matters referred to them. A file is kept for every occurrence and each file is numbered. The number is noted in a record book under various headings indicating the nature of the crime or occurrence. Progress of each case is recorded in the file and when the case is completed it is noted in the record.

The Department is supplied with finger print apparatus and cameras for work both inside and outside. An adequate filing system for these records has been established.

It is worthy of note that all automobiles reported stolen have been recovered.

(v) Licenses

A Sergeant Inspector of the force is charged with the duty of seeing that licenses are taken out in accordance with the terms of the Charter by those carrying on such businesses or trades as auctioneers, junk dealers, bill posters, chimney sweeps, coal haulers, magazine salesmen, second hand clothes dealers, petty tradesmen, etc. He also looks after the licensing of motor hacks, and their drivers, etc. Persons found attempting to evade these license fees or violating the conditions under which the licenses are granted are prosecuted.

This work appeared to be well organized and the amount collected from these sources was \$9,112.50 for the period August 1st to October 28th, 1938, the Institute was informed.

This Sergeant also acts as inspector of relief coal, etc. No special means of conveyance is provided for the Sergeant for the performance of these duties.

(vi) Accommodation

The Headquarters accommodation is in general suitable, although locker accommodation for constables is inadequate. The space provided for found or recovered articles is also scarcely adequate. Quarters provided for the detention of

women are clean and suitable for their purpose, but those for men are outdated and unfit.

(vii) Cost of Police Service

The table following shows the cost of police service to the citizens of Halifax over a term of years as shown in the Estimates:

<u>Year ended April 30th</u>	<u>E s t i m a t e d C o s t</u>			<u>No. on Force#</u>
	<u>Salaries & Wages</u>	<u>Maintenance</u>	<u>Total#</u>	
1923	\$121,750	\$ 8,900	\$130,650	83
1932	109,252	7,865	117,117	73
1933	107,032	12,096	119,128	73
1934	110,602	9,226	119,828	74
1935	115,162	10,996	126,158	75
1936	116,612	9,830	126,442	75
1937	117,682	9,240	126,922	75
1938	119,412	10,695	130,107	75
1939	121,512	11,191	132,703	75

Includes Janitor, except in 1923.

A comparison of cost and the size of the force for the year 1937 in Halifax with other Canadian cities of like population group is of interest.

<u>City</u>	<u>Population</u>	<u>Area in Sq. Miles</u>	<u>Expenditure on Police Service</u>		<u>Number on Pay Roll</u>		
			<u>Amount</u>	<u>Per Cap.</u>	<u>Total</u>	<u>Per 1000 pop.</u>	<u>Per Sq. Mile of Area</u>
Calgary, Alta.	85,726	40.5	\$190,152	\$2.22	99	1.2	2.4
Edmonton, "	87,034	42.5	170,393	1.96	88	1.0	2.1
Halifax, N.S.	65,499	6.7	130,107	1.98	75	1.3	11.2
London, Ont.	76,424	10.0	141,317	1.85	62	.8	6.2
Saint John, N.B.	50,000	14.3	123,251	2.47	61	1.2	4.3
Windsor, Ont.	102,839	12.9	226,710	2.20	107	1.0	8.3
Regina, Sask.	53,389	13.2	117,347	2.20	53	1.0	4.0

(viii) Annual Report

Statistics of the year's work are compiled but no annual report as such is issued.

	<u>1937</u>	<u>1936</u>
1936 and 1937 are		
No. of Offences reported or known to Police	3,153	3,607
Number of Arrests	1,589	1,319
Number of Summons	620	649
Number of Autos Stolen	67	84
Number of Autos Recovered	67	84
Number of Bicycles Stolen	118	117
Number of Bicycles Recovered	48	78
Value of other property stolen	\$13,949	\$15,924
Value of other property recovered	\$ 6,385	\$ 7,815
Number of Photographs, Finger Prints taken	290	200
No. of Auto Accidents	674	812
No. of Persons injured in auto accidents	230	257
No. of Persons killed in auto accidents	6	8
No. of doors found unlocked and premises left insecure	409	338

	<u>1937</u>	<u>1936</u>
No. of Vacant houses looked after	331	308
Number of Prosecutions	2,420	2,518
Number of Convictions	1,995	2,148

Recommendations

1. That all appointments to the force be on the recommendation of the Chief of Police.
2. That matters of discipline be left to the Chief and that his powers be increased to permit him to reprimand, fine, suspend or dismiss any member of the force for dereliction of duty or conduct unbecoming an officer. All fines, suspensions and dismissals should be reported to the Committee for their information. The Chief is now held responsible for the discipline, good order, conduct and efficiency of the men under his command, but has only authority in minor cases to temporarily suspend or impose a fine not exceeding one day's pay. Responsibility for discipline should not be divided and there should be a distinct line between the duties of the policy-forming body (The Committee and Council) and the Executive Head of the Department. The Committee should make the Rules and Regulations (and the ones now in force are in the main excellent except on this point) and the Chief should see that they are put into effect. That in the meantime all matters of discipline be heard by the Committee in private meeting.

While the Institute is of the opinion that it is generally more satisfactory to have the governing body of the Police Force composed of the Mayor and two

independent appointees with judicial offices, it does not feel that such a change is warranted where an existing system is working satisfactorily and for this reason does not recommend such a change at this time in Halifax.

3. That the superannuation fund be made applicable to all members of the force on such terms and conditions as will ensure its actuarial soundness.
4. That on the institution of the superannuation plan, a definite retirement age be set.
5. That sufficient telephone facilities be provided so that patrolmen can get in touch with Headquarters from time to time when necessary. This probably can be done by making suitable arrangements with owners of private phones. In districts where it is not possible to make such arrangements for night use (and this is the period when such facilities are most needed) special street telephones for this purpose should be installed.

While a regular two-way communication system would no doubt be valuable for police purposes, it is doubtful in the Institute's opinion if the expenditure involved would be warranted. The Department now has Radio Transmitting apparatus by means of which Headquarters may get in touch with the Radio Car when on patrol. Establishment of telephones as recommended would enable fairly prompt communication from patrol to Headquarters. It is also within the realms of possibility

that radio developments in the near future might make it possible for Headquarters to get in touch with a patrolman on the beat equipped with a miniature receiving apparatus.

6. That the use of bicycles for day patrol in other than the congested districts and for license inspection work be considered.
7. That the brick cells in the men's detention quarters be removed and steel cells with modern sanitation conveniences established.
8. That steel bars be substituted for the wooden bars which are in the general detention room.
9. That adequate locker facilities be established.
10. That receipts be given by the Police Court Clerk to persons paying fines, etc. to him. This would not only be protection for the Police Court Clerk but would also be more satisfactory to the persons involved. Such receipts should be serially ^{numbered} ~~maintained~~ and made in duplicate one copy to be retained by the Clerk.
11. That steps be taken to ensure that heat supplied to headquarters at nights in the winter is adequate.
12. That the institution of the "tag" system for minor infringements of the Motor Vehicle Act, such as parking, etc., be considered and also the substitution of a fine of more moderate proportions for a "parking" offence.

13. That an annual report be prepared for the Committee and Council by the Chief. This report should include a summary report of the work done by the Department, statistics of crimes and general offences classified according to their nature, etc. It should also include a comment by the Chief on the year's work, with any suggestions or recommendations the adoption of which in his opinion would provide better police protection service. The report need not be printed but sufficient copies should be run off on the duplicating machine to supply the members of Committee and Council, the Press, and interested organizations or citizens.

11. The Halifax Housing Commission

The Halifax Housing Commission was established as an independent Commission to facilitate the carrying out of the provisions of the Nova Scotia Housing Act of 1919, passed in conjunction with the Dominion Housing Act of the same year. Since its inception the Commission has been composed of five members, appointed upon the nomination of the mayor and by a vote of the Council. Terms are "staggered" and cover a period of two years with all members being eligible for renomination. The Commission meets only

occasionally to formulate general policy and deal with special problems and the actual management of Commission properties is carried out by a secretary with the assistance of a stenographer-bookkeeper.

(a) Deposit of \$750,000 of Debentures as Security

In accordance with the terms of the Nova Scotia Housing Act the City of Halifax deposited debentures with the Provincial Treasurer amounting to \$750,000 as collateral security for the repayment of all money advanced by the Province to the Housing Commission at 5% interest per annum. The latter in turn undertook to advance loans to all British subjects desiring to participate in the Scheme. The Commission was authorized to make loans to a maximum of \$4,500 in each case when used for the purpose of erecting houses and such loans were required to be repaid in instalments extending over a period of not more than twenty years. Legislation was subsequently secured, however, which extended the period of repayment several years to 1950. Upon the receipt of these instalments the Commission was required to pay same over to the Province, with the proviso that interest would be chargeable at 5% per annum upon all arrears.

(b) Building Site a Requisite

Apart from persons erecting houses on a section of land in the northern part of the City (e.g. property abutting on North Albert and Roome Streets) each borrower was first required to obtain a building site. In the case of the above

section, however, which was purchased by the Commission for the sum of \$90,000 and then subdivided, the value of each plot was calculated and included as a fraction of each loan. The houses were constructed in conformity with the plans of an architect and were subject to the approval and inspection of the City Engineer.

(c) Loan Operations Confined to 1921-23

The Commission's loan operations were confined in the main to the years 1921 to 1923. Since that period the activities of the Commission have been limited to collecting instalments, drafting new agreements, arranging transfers, collecting rents on repossessed and managed houses and directing the repair and general maintenance of Commission properties.

According to information given to the Institute the Commission entered into agreements concerning 187 different properties. At the present time loans on twenty-three of these have been paid off. About forty houses have been repossessed and of the balance the majority are in arrears in instalments and taxes.

(d) Managed Houses

In some instances where payments on Commission houses have fallen unduly in arrears the Commission has been compelled to assume management of the property. The practice is to issue notice to the owner to move and to secure a paying tenant. The distinction between this method and outright repossession of the property is simply that the

owner does not lose his equity in the property unless and until it is wholly absorbed by arrears in instalments and taxes.

(e) Reduction of Liability to Province

As at April 30th, 1925, loans of the Commission amounted to \$671,397. By April 30th, 1929 these had been reduced to \$571,411 and as at the same date 1938 to \$273,125 of which \$112,245 represented arrears of instalments and instalments delayed because of payments on tax arrears. The liability of the Housing Commission to the Province in respect to advances under the authority of the Act has been correspondingly reduced for similar years from \$691,532 to \$544,771 and to \$227,098 respectively. On the other hand the liability of the Commission to the City has steadily increased. The reason for this is, partly, found in the failure of the framers of the Scheme to make any provision for losses sustained in carrying out the Act. As early as 1925, the Commission had been compelled to assume the management of seventeen houses by reason of the failure of the purchasers to fulfil their agreements of sale. The Housing Commission possessed no reserve for such a contingency, and accordingly it was unable to continue repayment of instalments to the Province unless new agreements of sale could be speedily carried out at satisfactory prices, or the properties rented for amounts sufficient to cover maintenance costs and instalments or an appropriation was provided by the City

Council to meet the losses so incurred.

It was soon evident that the last course alone remained if the Commission's account with the Province were to be maintained in a current position. Many of the houses had been erected during a period when building costs were relatively high and coupled with a fall in the demand for housing accommodation it was virtually impossible to either sell or let the houses at prices which would enable the Commission to recoup its outlay. As the City had assumed financial responsibility for repayment of all advances made by the Province to the Commission, legislative authority was obtained in 1925 to permit the City to borrow the sum of \$10,347 by way of the issue of short-term debentures in order to pay the accumulated arrears of instalments to the Province. Since that year provision has been made annually for this purpose. By April 30th 1938, these advances to the Housing Commission to enable it to continue its repayments to the Province according to schedule had reached \$47,100.

(f) Tax Arrears on Commission Properties

In addition to this indebtedness there are tax arrears outstanding on properties held directly by the Commission amounting to about \$16,000. It is anticipated that a large proportion of these arrears will never be recouped from the rents or selling prices at which these properties are being let or sold and insofar as they are uncollectible, whether or not they are written off they will in the end constitute

a loss to the City. It is apparent that for three or four years after the inauguration of the Housing Scheme very little attention was given to tax arrears on Commission properties and as a consequence arrears were allowed to accumulate. Moreover, most of the houses in the possession of the Commission were either let at rates which did not cover expenses or were not rented at all and as a result there was considerable inducement on the part of the Commission to continue repayments of instalments to the Province insofar as possible and to defer payment of taxes to the City.

To prevent this, legislation was secured in 1928 which required the Commission to divert payments of instalments and rents on Commission property to payments on taxes when there were substantial amounts of taxes owing. At the present time the procedure is for the owner or tenant to make his payments to the secretary of the Housing Commission. If the property has not arrears of taxes outstanding against it of more than "three or four years", the payment is applied to the instalment account; and conversely when tax arrears on the property exceed "three or four years" the payment is used to reduce the taxes outstanding on the property. According to the information given to the Institute, about \$1,000 per month is being applied to tax arrears on Commission property in this manner.

(g) Records of Tax Arrears on Commission Properties

Although the secretary of the Commission keeps records of payments that are made to the Tax Collector on the Tax Arrears of different Commission properties, he does not keep records of the amount of taxes outstanding. If he wishes to ascertain the tax arrears on any particular property he must consult the tax rolls of the Collector's Department. Thus unless he undertakes to go through the tax rolls of previous years (doubtless in some instances for many years) he cannot show the amount of taxes owing on Commission properties and therefore cannot show the true financial position of the Housing Scheme.

(h) Audit

The accounts and records of the Housing Commission are checked and audited by the Auditor. The Auditor also, as in all cases, exercises supervision over the issue of receipt books requisitioned by the Secretary who is required to certify the receipt of same. From time to time the duplicates of all receipts issued or obtained by the secretary are returned to the Auditor's Department where they are checked and certified correct.

(i) Financial Statement, 1937-38

A recapitulation of the financial statement of the Housing Commission for the year ending April 30th, 1938 follows. It will be observed that the statement does not show arrears of taxes on Commission properties.