

HALIFAX REGION HOUSING SURVEY

A Planning and Housing Study of the
Halifax and Dartmouth Metropolitan Area



1963

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Halifax and Dartmouth Metropolitan Area

1960-1963

H. S. Coblentz AIP MTPI
Director Halifax Housing Survey

May 1963

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Terms of Reference

- 1** the extent to which demand is running ahead of supply in order to indicate approximately the extent of the problem;
- 2** the amount of available housing which is substandard because of dilapidation, crowding or other factors; and
- 3** the areas within metropolitan Halifax which are suitable for housing developments and those which should be developed for other purposes.

Approved in September 1959 by the participating agencies

Participating Agencies

Central Mortgage and Housing Corporation

Province of Nova Scotia

City of Halifax

City of Dartmouth

Municipality of the County of Halifax

The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.

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Statement from the Policy Committee



This Study has been made possible by the Partnership of the City of Halifax, the City of Dartmouth, the Municipality of the County of Halifax, the Province of Nova Scotia, and the Federal Government through the agency of Central Mortgage and Housing Corporation.

The Survey, so competently directed by Mr. H. S. Coblenz, brings to light many challenging physical and environmental conditions within the greater Metropolitan area.

In the long run, the success of this Study will be measured by its implementation, which task will call for the individual and cooperative efforts of the Governments concerned.

It is my belief and earnest desire that the cooperative interest shown by the Partnership during the preparation of the Survey will be continued in the form of co-ordinated action in the years ahead.

A handwritten signature in blue ink that reads "Stephen T. Pyke".

Hon. Stephen T. Pyke, Chairman
Minister of Public Works
Province of Nova Scotia

Halifax,
April, 1963

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HALIFAX REGION HOUSING STUDY

Preface

The writer was engaged by the Policy Committee, comprising representatives of the Central Mortgage and Housing Corporation, Province of Nova Scotia, City of Halifax, the then Town of Dartmouth, and the Municipality of the County of Halifax to conduct a Housing Survey with terms of reference as follows:

- 1 the extent to which demand is running ahead of supply in order to indicate approximately the extent of the problem;*
- 2 the amount of available housing which is substandard because of dilapidation, crowding, or other factors;*
- 3 the areas within metropolitan Halifax which are suitable for housing developments and those which should be developed for other purposes.*

The Study called the Halifax Housing Survey commenced in August, 1960. The terms of reference for the Housing Survey had been established in the latter part of 1959, and it was agreed that the Federal government through Central Mortgage and Housing Corporation, under Section 33 of the National Housing Act would contribute 50% of the cost of the study and the final report for a three-year period, with the Provincial government taking care of 25% and the remaining 25% would be borne by the three local units; the total sum allocated was \$90,000.00. The Housing Survey has made use of material including reports and surveys prepared by local and Provincial organizations and agencies.

From the outset of the Survey's work it was positively stated by the director that the Survey could not be solely concerned by the housing question, since this was one element of an area-wide problem concerned with public and private facilities of all kinds.

The Policy Committee was consulted at regular intervals, but during the whole study the writer and his staff were given complete freedom as to the nature and type of matters to be surveyed, analysed, and the recommendations to be made. The initial task was to define a Region, and using a number of methods, it was agreed that the study area should consist of the land lying south of the Hants—Halifax County boundary, east of a line through the Head of St. Margaret's Bay, and west of a line through Porter Lake. The area is about seven hundred square miles. It is not a region in the geographic sense, but for purposes of definition and in order to set the sights of the groups who would receive the recommendations of the study, the term was suitable.

Some months after the study commenced, the town of Dartmouth annexed five times its previous land area, and took in 15,000 more people, and became the City of Dartmouth absorbing those areas which had been subdivided under County jurisdiction in the years following World War II and up to January, 1961.

The cooperation of many persons and officials has been of the greatest assistance during the entire course of the Survey. The period has been full of many developments for all the units involved, and naming a few include: the preparation of proposals and plans for the redevelopment of part of downtown Halifax, the Old Northern Suburb of Halifax, the Sewer and Water Program for the area immediately adjoining the City of Halifax in the County of Halifax, the problems necessarily revealed with the annexation of a large area to the Town of Dartmouth, and such other matters as the construction and completion of the limited access roads in the County of Halifax, and the design and construction of the interchange at the County-City boundary at Dutch Village Road and Bayer's Road with the Bicentennial Route.

Other studies which are underway and will affect future plans for the community include: the Report by the Halifax-Dartmouth Bridge Commission on the need and siting for a second Harbour Bridge and a North-West Arm Bridge, Transit System for the City of Halifax, and the Report of Commissioner W. D. Outhit, Q.C. on the need for Metropolitan Authority in certain key areas of Nova Scotia including the Halifax-Dartmouth complex.

These studies all reveal a new and growing interest in the problems of our urbanized area. One of the functions of this Housing Survey has been to analyse these many plans and proposals. In all of them without exception, there is a missing link: how these proposals or schemes will relate to other schemes—who will handle all the problems and solutions which transcend local boundaries? Many citizens' groups have met and discussed the need for some form of area-wide planning and organization of such differing facilities as water supply and sewage disposal, welfare, transportation, mass transit, and housing. It is evident from all who had any concern with these problems that the solutions cannot be tackled on an individual unit basis, but must be undertaken in a collective sense; whether by a formal or voluntary organization is a matter which can only be decided by the representative political bodies, but regardless of the manner in which it is to be tackled, the problems still exist, and will exist until such an organization is developed.

In undertaking this study, of paramount importance was the preparation of a suitable map base, and in this respect the Department of Mines and Technical Surveys of the Government of Canada afforded the Survey the greatest possible cooperation. From the nine separate sheets comprising the 1:50,000 Department of Mines and Technical Surveys' Maps, one large sheet was prepared in Ottawa and made available to the Housing Survey at a nominal cost. Subsequently all reports which have been illustrated by maps have been prepared on this base which has been revised by the Survey. For the first time, many officials concerned with problems in the area saw one map, simply prepared, which revealed the impact of any major decisions to be taken in connection with the development of land. Through as simple a technique as one map, they recognized the unity of the area.

The methods used in this Study have been tested and tried, and although assumptions and hypotheses are made, they were not done without the original findings being substantiated, and this is clearly stated. The Study has been an exercise in itself to determine the sort of methods which are useful in studying an area as complex and as different as the Halifax-Dartmouth area. The methodology can be found in the many separate reports published by the Survey during the course of the Study 1960-1963 listed in this report. Methods used for the analysis of housing in the City of Halifax are the same for the City of Dartmouth, and the region part of the County of Halifax, because although housing conditions are not strictly comparable in the City of Halifax and the County, the same measurement base must be used if the study was to be at all meaningful.

The area studied in the County is only part of the County of Halifax. There is a large area of the County which is not part of the region as defined, although when referring to the organization the Survey means the Municipality of the County of Halifax.

The quality of housing which has been a major undertaking of the Housing Survey could not be properly appreciated unless seen in the context of such different elements of the development of the community as highways, existing sewer and water facilities, regulations affecting the development of land, extent of public ownership of land, areas of merchantable timber, and also a statement of the areas suitable for the economic development of planned communities based on an exact description of the soils, pleistocene geology, and geologic formation of the region. These findings which are described elsewhere places the survey of housing in its proper context as an element of the physical development of a diversified community. This study which has been carried on independently of the local units, although not without their cooperation is the first of its kind in Canada. The writer has not undertaken the usual consultative role of preparing a report and presenting that report at the end of his work. Reports have been presented at regular intervals to the Policy Committee, to the local Units, and subsequently to the public.

The Survey has had a properly staffed office with library and research facilities available to all who wish to consult it; those who did, ranged from local planners to provincial officials, developers, lawyers, members of the armed services, etc. During the meetings with these individuals, a constant exchange of information and ideas was undertaken and has been most valuable. The side effects of this survey cannot be easily described, but it may well be that new horizons have been established for all concerned with the physical development and planning of this region.




Although the assistance and cooperation of many individuals have been responsible for the material contained in this final report and the study, the views and recommendations are entirely those of the writer.

I am most grateful for the help given me by my former associate, Mr. H. F. Verge, now Director of Community Planning, Province of Nova Scotia, Mrs. C. P. G. Taylor, Study Secretary and for the support and assistance given me by my wife during this study.

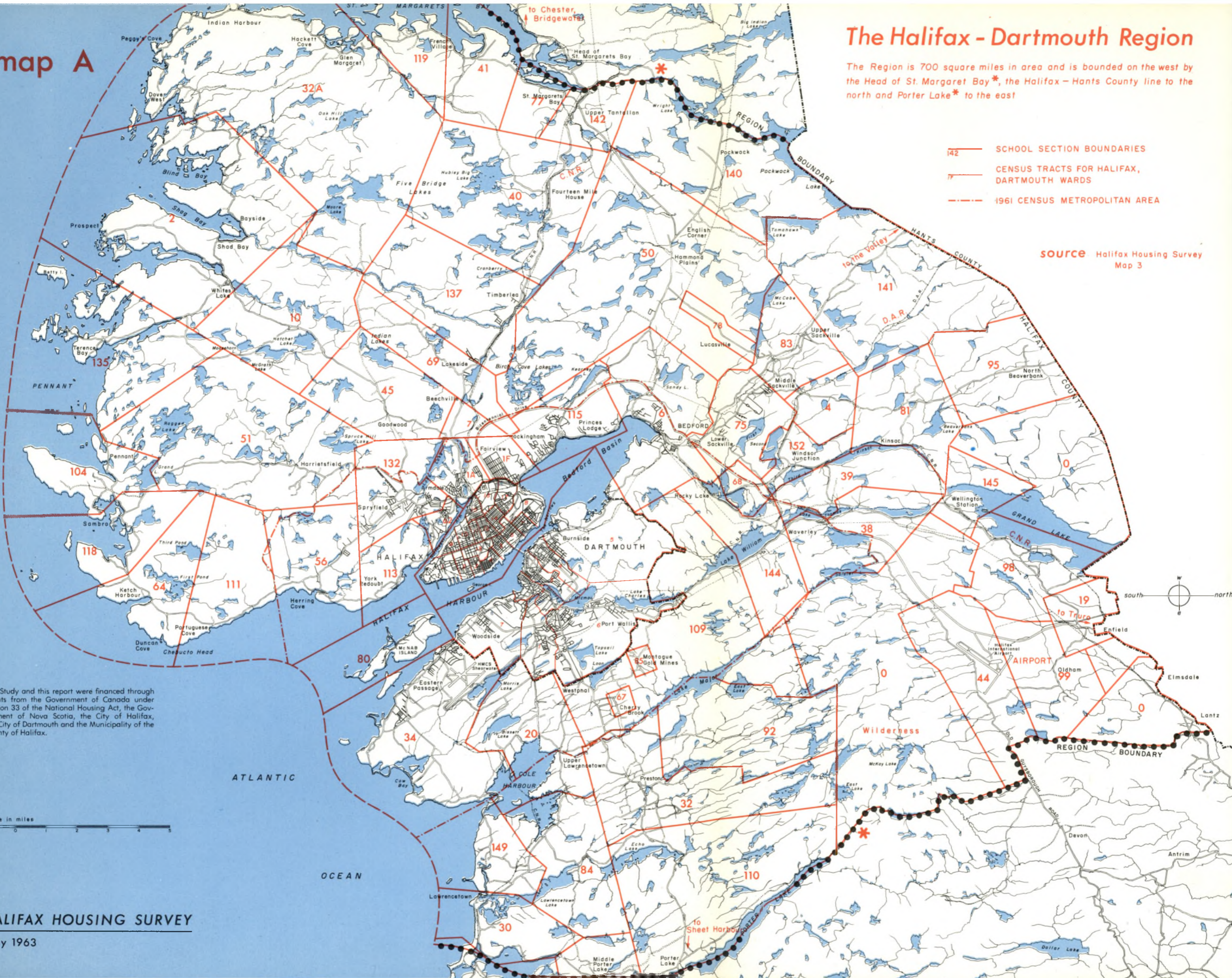
map A

The Halifax - Dartmouth Region

The Region is 700 square miles in area and is bounded on the west by the Head of St. Margaret Bay*, the Halifax - Hants County line to the north and Porter Lake* to the east

-  SCHOOL SECTION BOUNDARIES
-  CENSUS TRACTS FOR HALIFAX, DARTMOUTH WARDS
-  1961 CENSUS METROPOLITAN AREA

SOURCE Halifax Housing Survey Map 3



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.

Introduction

The region area chosen for study is situated around Halifax Harbour and Bedford Basin with the City of Halifax on the west side of the Harbour and the City of Dartmouth on the east side.

The population of the region is almost 200,000 persons with the large concentrations in the City of Halifax, City of Dartmouth, and the area around the Basin from Herring Cove, Spryfield, Armdale, Fairview, Rockingham, Bedford, Sackville, Waverley, and then around the City of Dartmouth to Eastern Passage.

Professor Gordon Stephenson in his *Redevelopment Study of Halifax, Nova Scotia 1957*, gives a full description of the development of Halifax from its founding in 1749, and the recently published report by the Director of Planning for Dartmouth, *A Study of Dartmouth*, has a short statement on the history of Dartmouth. The history of the area as a whole, is well documented in materials which are generally available, and a few are listed in the bibliography.

The population increase in the metropolitan area designated on Map A was 37% in the decennial period 1951-1961, and 22% in 1951-1956. In the period 1951-1956, Halifax County in the metropolitan fringe area had a net in-migration of over 15,000 persons. Only two other counties in Nova Scotia during the same period had a net in-migration. Although persons from elsewhere in Nova Scotia may be moving out of the province, it can be assumed that many persons not being able to make a livelihood in their own area have moved into the Region. From a planning and housing standpoint, these people pose some of the problems which have created a need for this study.

The implications of many of the recommendations made during the course of this study are national in scope since housing is a Federal concern under the National Housing Act. Basically this study has been conducted as a housing and planning study of the Halifax-Dartmouth Region. The relationship of the two has been frequently described in many of the reports presented during the course of the study beginning in September of 1960.

There is a basic need for long-range research and an attempt will be made to describe some of the topics that represent the kind of problems toward which such a program should be directed, and indicate some of the cumulative public and private benefits which might flow from steady dependable support of research in these fields. This is a national problem and could be handled by the Canadian Council on Urban and Regional Research. A notable deficiency in the information available is for the housing market of this region, although this gap in information is now being closed by new statistical reporting services set up by Central Mortgage and Housing Corporation.

The transfer of property from one person to another, the removal of a renter from one property to another are items of local interest which perhaps, could be obtained through methods devised by a national group. Attempts have been made during the study to point out the need for the establishment of an organization to handle these matters locally, or for the expansion of existing departments. Information on housing transactions will require changes in the provincial law and professional appraisers in the area are keenly aware of the need for this type of information to be made regularly available.

Popular thinking suggests that the amount of money paid for housing in the region is higher than in other parts of Canada. Very little is known about what determines the scale of expenditures for housing. Housing household budget studies, such as those carried out by the Dominion Bureau of Statistics, have related housing expenditures primarily to other expenditures and income. Neither of these correlations accounts for what variations in the scale of housing expenditures.

An examination of the work done during the early part of the Study period shows an attempt has been made to correlate various items of information: i.e. the type of growth that exists in a certain area with the nature of the area—services available, etc. A primary thesis of the writer has been that a knowledge of the past is necessary if the community is to be able to understand and to plan for its future.

Housing problems as many other problems do not end at a particular political boundary. Growth of urban populations, activities and organization has pushed the boundaries of markets and of economic areas beyond ancient limits in many instances into the territory of one or two different political units. A comprehensive program for improving the urban environment should be adapted to this wide sweep of forces that have to be dealt with, otherwise the program will remain handicapped by the traditional piece-meal, fragmentary project-by-project approach.

The urbanized area, or metropolitan area, as defined by the Dominion Bureau of Statistics does not cover a large-enough area for the delineation of the boundary of this local market, and after discussions held with Dominion Bureau of Statistics in 1960 and early 1961, the Bureau did extend the metropolitan boundaries to come a little closer to covering the Region area. However, since the Study had not started until quite close to the date of the final preparation of plans for the 1961 Census, a larger area could not be considered. This is one of the items that must be recommended for consideration if there is to be a full understanding of the region in future years.

One dogma which the writer would wish to put before the community, and it is hoped, the only dogma, is that the area cannot afford any longer to do without some form of collective planning, whether it be by a regional planning board, a voluntary metropolitan council as described elsewhere in this report, or through an activity of the Halifax-Dartmouth Regional Authority. The need for such thinking is very important; too many problems pass over the boundaries from one area to another and no thought whatsoever is given to them; too many studies are made without being tied to a key plan or set of goals. Millions of dollars will be spent within the next ten years in the region without relationship to a plan for the area. Developments which people accept, but do not relate to the need for area-wide planning include one or two new bridges across the Harbour and North-West Arm; new highways; establishment of provincial or local recreation facilities; the construction of a sewage disposal plant for the City and the urbanized part of the County; Federally sponsored public housing projects to take care of the housing needs of persons unable to afford those being built by private developers and new schools. These are only a few of the items, many of which have been built in the past without co-ordination.

Planning is not merely an administrative device. It is a means by which people can understand what will, and can happen in their larger community. The individual planning departments of the three units, City of Halifax, City of Dartmouth, and the County of Halifax must be adequately staffed. Thirteen years ago, a special committee on the Qualification of Planners of the British Ministry of Town and Country Planning under the chairmanship of Sir George Schuster, expressed the following which also has meaning on this continent. It referred to the need for an adequately staffed planning agency.

"Their function is to create a well-balanced synthesis of what might otherwise be a mere collection of separate policies and claims, to combine them into one consistent policy for the use and development of land within the area in question, to devise the means of translating this policy in the physical conditions of that area in to a Plan that is practical, economic, aesthetically pleasing, and to organize the carrying through to realization the development for which the plan has made provision."

Background for Housing Study

Problems of the Metropolitan Area

In the fall of 1960 the writer outlined to the Policy Committee some of the points which were necessary to understand the full implications of the Housing problem and are described below.

Fundamental improvement of the housing situation will depend both upon the ability to pay for improvements and upon the existence of governmental structures which permit and encourage improvement. The possibilities of *renewal* and *new development* depends partly upon the fiscal strength of the community, and this in turn depends partly upon how well it, and senior governments are organized to tax. There are, of course, many other points at which the structure of government impinges upon the housing situation. A great deal has been written about the benefits of an *overall force* in urban communities with the implication of course, that *logical* organization would cost less. Actually the mere numbers of local governments and the lack of symmetry in jurisdictional lines do not necessarily imply inefficiency. In much of the discussion there is a tendency to confuse *problems which exist in metropolitan areas* with *problems which exist by virtue of the inadequacies of the governmental structure in metropolitan areas*. Lack of playgrounds, for example, may be a problem in a metropolitan area, but it is not one requiring metropolitan organization for its solution. The examination of existing conditions in the Halifax Region will necessarily force a number of premature conclusions being drawn along these lines, and a statement on the problem and nature of the beast is believed to be expedient, since it *affects the eventual analysis and plan*.

Many functions—e.g., transportation, sewage disposal, water supply, air pollution control, recreation, planning—often are asserted to be properly metropolitan in character. Such assertions are supported on one or another of two grounds:

- (a) that the service can be performed more economically on an area basis, or
- (b) that it can be performed adequately on an area basis.

a Economy

Very little is known about the optimal scale of local government services. Inferences have been made from the technology of the service, but technologies change rapidly and there are always important non-monetary advantages and disadvantages associated with any particular scale. The scale suited to one service may be quite unsuitable to other. It makes little sense to draw metropolitan boundaries so as to express an unweighted average of the optima for the different services. This is a principal reason for defining or outlining the Region over a broad area.

b Adequacy

Obviously whether or not a need can be *adequately* met on a less-than-metropolitan basis depends upon what level of service is considered adequate. If the standards of adequacy are defined in a certain way, any function at all, for example, dog-catching, must be done on an area basis to be done *adequately*. The tendency of each professional group is to set high standards for its speciality, and therefore, there are few functions which the appropriate experts do not think *must* be performed on an area-wide basis. The functions that almost everywhere require area organization in order to be performed in a manner most laymen consider adequate, seem to be, circulation control, civil defence, and air pollution control.

It is seldom contended that housing programs should be administered on an area basis.

Questions need to be posed which bear on the results of this Housing Survey and are:

- 1 What are problems requiring metropolitan re-organization for their solution (as distinguished from *problems which exist in metropolitan areas*) ?
- 2 In fixing the optimum scale for a local service, what weight should be attached to intangibles?
- 3 What is an *adequate* level for each service? At this level is area-wide organization a necessity?

The consequences of present organization for the housing situation might be *alleged* to have important undesirable effects upon the housing situation:

- a adequate metropolitan or regional planning does not exist
- b the effects of multiple zoning, subdivision and building regulations impede the development of a satisfactory housing policy
- c legal powers of cities and suburbs are insufficient to permit effective administration of housing programs
- d fiscal capacities of local government bodies in metropolitan areas are inadequate to meet the housing problem. This includes the problem of providing services for dormitory population. Revenue sources need to be dealt with on an overall area basis

Arguments for metropolitan planning from a Housing standpoint rest on four claims:

- a that economies in public costs can be secured by contiguous settlement at predictable rates of growth
- b that planning assures an adequate supply of serviced land ready for housing development
- c that planning facilitates the execution of redevelopment and public housing programs, and
- d that planning provides a factual basis for private and public decisions

In practice metropolitan or regional planning has taken three quite different approaches:

- a creation of a comprehensive plan of land use to guide development of the area
- b *ad hoc* research, plan making, and promotion in connection with special projects (e.g., flooding), and
- c technical assistance in zoning and subdivision control for small communities in the region.

Despite valuable work along all of these lines, certain limits to the potential usefulness of metropolitan planning must be recognized. People who argue for metropolitan planning are frequently arguing in effect not so much for planning, as for a government having powers to do what they want done.

Standards

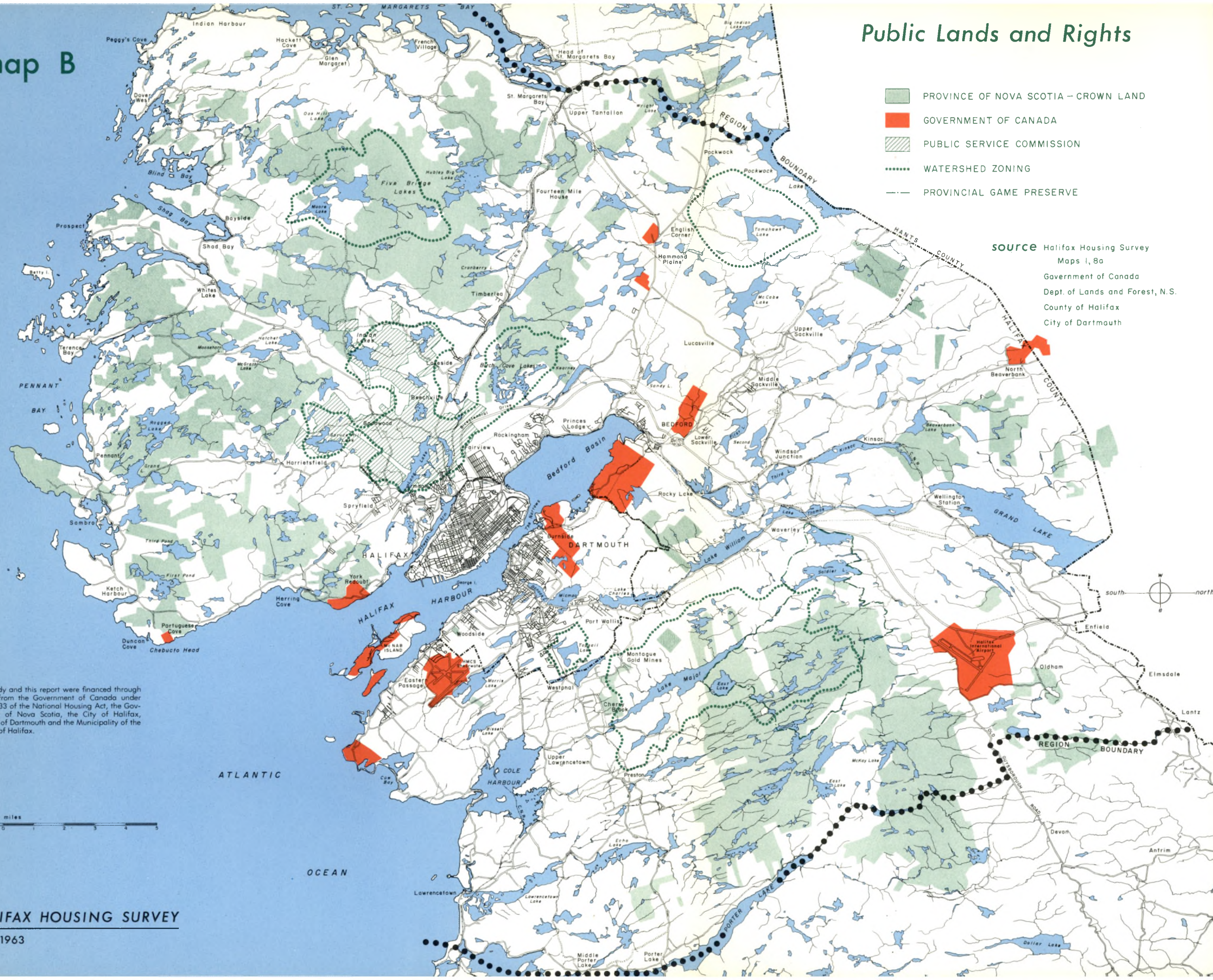
Adequate and enforced zoning and subdivision control by-laws will, and can maintain property values. Professional opinion favours building codes that define minimum standards on a metropolitan basis. No objection can be made to such standards when they are designed to protect the health and safety of the community or to safeguard it against excessive social costs. Much minimum standards regulation is designed to protect the consumer against his own bad judgment, but there is danger that it may protect him against his good judgment as well. Some standards are intended to keep out *undesirable* persons. There is much to be said for keeping standards at a true *minima*. To require the consumer to buy more housing or related facilities than he wants is both an infringement of his liberty and a mal-allocation of resources. This difference is brought out vividly in the appraisal of housing conditions for Dartmouth and the County part of the region where the minimum National Housing Act (NHA) standard homes are almost twice as large as National Building Code houses at the bottom of the scale.

map B

Public Lands and Rights

- PROVINCE OF NOVA SCOTIA - CROWN LAND
- GOVERNMENT OF CANADA
- PUBLIC SERVICE COMMISSION
- WATERSHED ZONING
- PROVINCIAL GAME PRESERVE

source Halifax Housing Survey
 Maps 1, 8a
 Government of Canada
 Dept. of Lands and Forest, N.S.
 County of Halifax
 City of Dartmouth



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Environmental Health

The Environmental Health¹ Study was undertaken to provide a basis for the continuing evaluation of the organizational capabilities and limitations of existing environmental health programs. By developing a clearer understanding of the framework within which decisions affecting the environmental health are being made, Region policymakers will be in a sounder position to evaluate alternative organizational proposals that may produce better decisions. The report was published first in March 1961 and subsequently revised in October 1961. The primary objective of an environmental health program is the equitable allocation of component facilities, resulting in the optimum utilization of these resources to meet the various demands. The program should include a continuing and systematic process of:

research and data collection	e.g. ground and surface water data—well and septic tank performance, industrial wastes, extent of pollution.
formulating policy	e.g. establishment of water utilization policies and policies for health, facility and pollution standards.
program planning	e.g. utilization of water resources, long-range versus short range considerations—treatment and distribution facilities—financing.
enforcement of standards	e.g. inspection and licensing wells—treatment plants—appropriation of water—watershed regulations—well drillers—discharge of water—conservation laws.

Recent events in the suburban areas of the Region have brought public focus on the health problem which is much broader than simply finding ways to provide unpolluted water for domestic use and an efficient disposal system. The full results of the report show that these problems were organizationally and functionally related to each other.

The general conclusion stated then, and it has not changed for the better either, was

there is not a high degree of coordination of procedures and policies among the various agencies involved. Such coordination as there is, is for the most part on an informal and voluntary basis; this is not necessarily the fault of the personnel who staff these agencies. By the very nature of the different organizations, they are committed to particular programs and the difficulty stems from an absence of a framework and a mechanism for securing coordination.

Certain improvements have taken place in the organization of the local health boards but basically the statement made two years ago is still true,

The region's organizational machinery for dealing with environmental health are inadequate to meet its present and future needs. This statement is sharpened by the observation that although the Region's needs are primarily urban in nature, the origin and orientation of available organizational and financial resources are rural.

Many groups have met to discuss the need for a regional organization of health facilities but little, if any, action has been taken. As long ago as 1945 a Rockefeller Foundation Health Study of the Halifax-Dartmouth area recommended that the environmental health program must be carried out on an area-wide basis. This Study through an examination of different elements reached the same conclusion.

The examination included a review of statutory authorization and operating functions for such different facilities as:

Health Department	Zoning
Sewage Collection	Subdivision Regulations
Sewage Treatment	Planning Board
Water Supply	Conservation
Refuse Collection	Refuse Disposal
Housing Authority	Air Pollution Control

An evaluation of the regulations or codes covering these factors was made and an alarming number of gaps were discovered, particularly for the County where the need for cooperation with the Cities exists.

A case in point for the City of Halifax is air pollution. Halifax has a Smoke Abatement Advisory Board (the other two units do not have such a board) but generally this Board has done nothing about existing nuisances although permits are required for new equipment.

Subdivision regulations, specifically concerning water supply and sanitary waste, show the greatest administrative defects and it significantly affects those areas or residences where more sophisticated controls or inspection such as those imposed by C.M.H.C. or lending companies do not operate.

The Survey corresponded with the Provincial Medical Officers for the Region who agreed on the need for a continuing program of inspection of septic tanks and wells after installation.

¹ Environmental Health is that phase of health concerned with the condition of dwellings and surroundings in which people live and work and covers such features as utilities, air pollution control, vector control, inspection of subdivisions, and review of trailer park designs. An active environmental health program is an essential component of a sound planning scheme and its adequacy will reflect on the efficiency of regulations such as lot size and trailer park standards.

Housing Study

The second term of reference reads: "to determine the amount of available housing which is substandard because of dilapidation, crowding and other factors."

The method devised by the Housing Survey to obtain this information is described below.

Introduction

The Housing Survey first considered the use of a technique whereby all new subdivisions and areas of higher quality housing would be identified and graded on maps. Areas of marginal quality and of extreme blight would then be studied in detail in the field and by the use of assessors' records. Assessors' records are the community's best available source of information on housing and contain information on number of dwelling¹ units in each building, number of residents, number and dimensions of floors, lot size, sanitary equipment, age, basement or attic conversions, and so on. However, this method requiring up to-date mapping and intensive field investigation, would have been time-consuming and expensive. A complete survey of the region's estimated 40,000 to 50,000 dwellings conducted according to American Public Health Association standards (APHA) would cost about \$150,000. An analysis, involving less time and expense, which would examine only a sample of residential buildings, would fail to reveal basic housing characteristics and consequent needs of the region because poor housing, with few exceptions, is not concentrated in a particular area.

A comprehensive method was sought which would dispense with comprehensive field work and costly mapping and allow the use of the assessors' records for the actual evaluation of the total body of housing in the region.

Methodology

Extensive discussions with the assessors of the three local units revealed that a true indicator of the condition of any residential building could be obtained from an assessor's card by a combination of *dwelling² class* and *depreciation*. *Dwelling class* provides a qualitative description of the building in terms of age, type of construction, and replacement value while *depreciation* expressed as a percentage more closely defines its existing structural condition. Though assessment practices vary for each governmental unit, systems were formulated so that combination of the two factors would give a comparable group of five survey grades. (Halifax County uses a sixth grade to distinguish poor rural buildings.) Complete tables of dwelling class and depreciation combinations are contained in Appendixes B, C and D. Following consultation with the Provincial Director of Assessment, Mr. H. S. McGlashen, who considered the systems reliable and defensible, they were adopted as a basis for the Survey's examination of housing in the Region.

Arrangements were made to use members of the assessors' staffs at night, since they could work more efficiently with their own records, to apply the Survey method and record the significant statistical information on McBee Key-sort punch cards. The evaluation and recording method is illustrated in Appendix A. A McBee card was completed for every building containing residential accommodation in the Region, excepting hotels and motels.

The Key-sort system enabled the breakdown by area and grade, rapid interpretation, analysis and comparison with other statistical data. Examples of later use have included the problem of areas needing refined study which could be pin-pointed immediately for any ward, district, or school section in the region; comparison of buildings of low grade in Halifax with those dealt with under the Ordinance 50 By-law; examination of over-crowding. Further coding, breakdown, and sorting of the cards permitted comparisons to be made for the census areas established by the Dominion Bureau of Statistics (DBS).

A lasting value has been gained by the placing of the evaluation of housing conditions on a mechanical card since it has enabled the Housing Survey (and its successors) to keep tab on key urbanization variables over time. The underlying objective of this emphasis would be to build on the completed research with continuing observations and lists of research propositions, thus getting away from the limitations of one-time observation of urban growth problems and processes.

The information collection was completed in June 1961 after three months work by the assessors, and the punching was finished in the Survey during the summer of 1961. In August 1962 the Survey re-analysed the City of Dartmouth cards for overcrowding as described elsewhere in this report. This was also done in 1962 for the Region part of the County. This re-examination was made possible only because the information was recorded on a mechanical card. In April, 1963 the County Planning Board used the cards for the Fairview and Rockingham areas to investigate the degree of blight along certain main highways.

¹ Dwelling used by the Survey and based on the APHA definition is a room or groups of rooms with facilities for cooking and occupied (or intended to be occupied) by one household as a home where its members live and sleep.

² Dwelling is defined by the assessors to mean any building occupied by one or more families.

Circulation

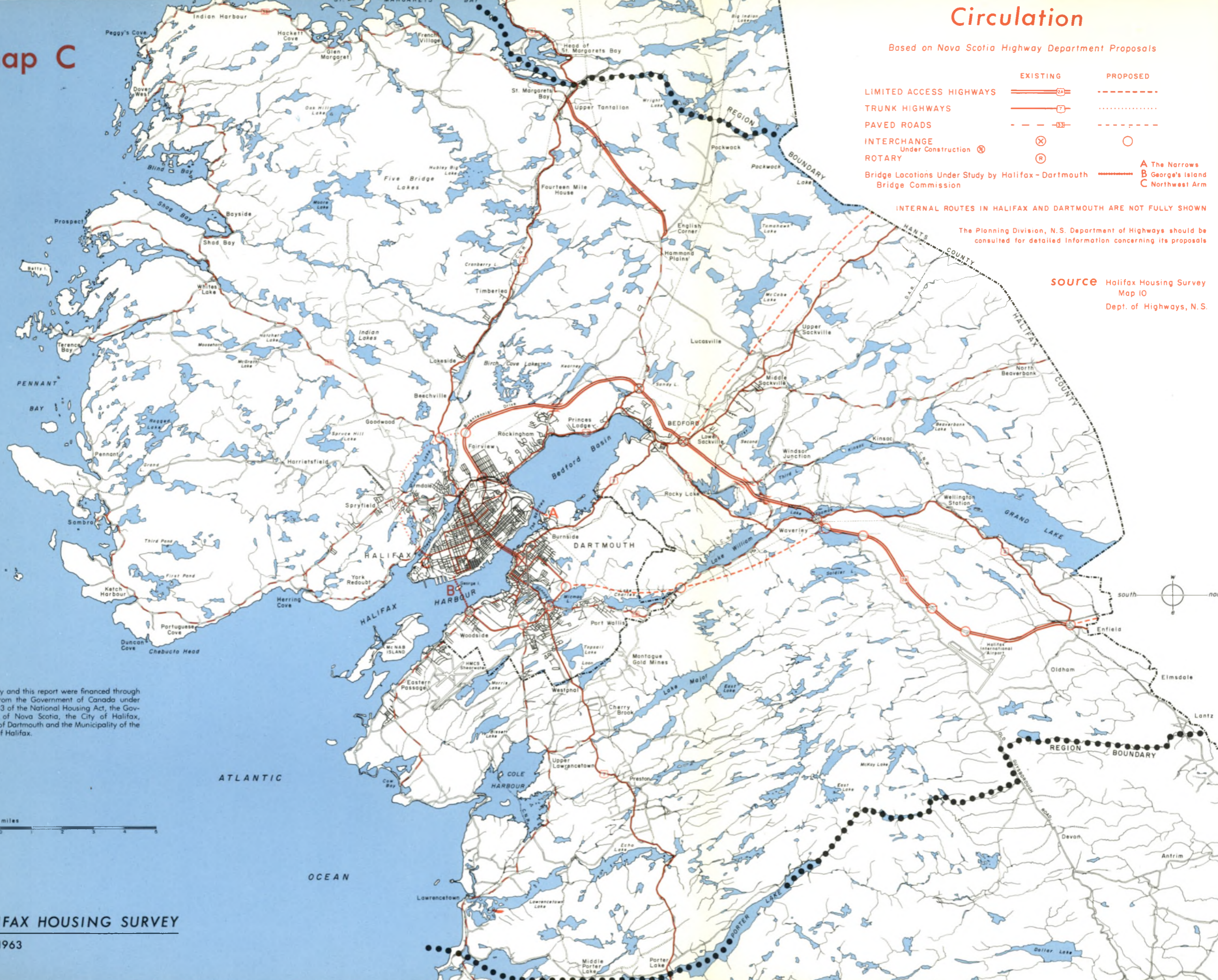
Based on Nova Scotia Highway Department Proposals

	EXISTING	PROPOSED
LIMITED ACCESS HIGHWAYS		
TRUNK HIGHWAYS		
PAVED ROADS		
INTERCHANGE		
ROTARY		
Bridge Locations Under Study by Halifax - Dartmouth Bridge Commission		

INTERNAL ROUTES IN HALIFAX AND DARTMOUTH ARE NOT FULLY SHOWN

The Planning Division, N.S. Department of Highways should be consulted for detailed information concerning its proposals

source Halifax Housing Survey Map 10 Dept. of Highways, N.S.



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.



Quality of Housing

General

The first term of reference reads "the extent to which demand is running ahead of supply in order to indicate approximately the extent of the problem." Early in the Study it was realized that there is a great difference between need and demand and that the major consideration in a study of this kind was a determination of need. Housing need is different from housing demand; a family may by prevailing social and human standards require better accommodation, but are unable to obtain it for financial reasons— this is need. If the same family had the means to obtain a better dwelling their unsatisfied requirement would be demand. Need is discovered through an examination of overcrowding, sharing of bathrooms and other unhealthy conditions.

The initial analysis of the Region housing stock listed all dwelling units by grades and availability of water and plumbing facilities for census tracts, electoral district, wards or school sections. Although the grading system was comparable for the three municipal bodies the nature of the problems inherent in their individual housing situation was quite different. Subsequently, after an initial analysis in September 1961 of the whole Region, detailed studies were made. In Halifax City, because of the highly developed areas, it was possible to use non-residential zoning and low housing grades as a factor for counting dwelling units which would be eventually displaced. In the County part since dwelling inhabitant numbers were given by the County Assessor, an elimination process using a minimum floor area, based on National Research Council Housing Standards, was evolved. Dartmouth had a combination of the two systems and for both cities lower grade dwellings were described on large scale maps (Housing Survey Maps 12b and 12c).

Minimum Scale

The minimum scale represents a standard of accommodation requirement formulated by the Housing Survey based on **Housing Standards 1962** (National Research Council). The scale was used to measure the space deficiency by number of persons per dwelling of all single family dwellings in Dartmouth and the County part of the Region having floor areas under 900 square feet.

BEDROOMS		NUMBER OF PERSONS	AREA SQ. FT.
One, and	living room and dining room, bathroom, kitchen	1 or 2	400
Two, and	living room and dining room, bathroom, kitchen	3 or 4	480
Three, and	living room and dining room, bathroom, kitchen	5 or 6	560
Four, and	living room and dining room, bathroom, kitchen	7 or 8	640
Five, and	living room and dining room, bathroom, kitchen	9 or 10	720
Six, and	living room and dining room, bathroom, kitchen	11 or 12	800
Seven, and	living room and dining room, bathroom, kitchen	13 or 14	880

The assumption is made that one bedroom (80 square feet) would be used by one person because of age or sex. Example, all habitable rooms would be used for bedrooms in a two bedroom house for a family consisting of two adults, one boy and one girl.

Single family dwellings having floor areas exceeding 900 square feet were not included in the analysis because such dwellings are assumed to provide adequate space for families of average size, and also because 900 square feet is a minimum requirement in a number of different zones throughout the region and is the minimum floor area for a National Housing Act single family dwelling.

Quality of Housing

CITY OF HALIFAX

The detailed City study of 19,194 dwelling units was completed in February 1962 on maps, scale one inch to two hundred feet. Seventeen sheets were assembled, one for each census tract¹ with data relating to the tract alongside the map together with comments and recommendations for the area. Each Grade 3 dwelling (d.u.) was placed on the actual building and similar notations placed for Grade 4 and Grade 5 dwellings. Zoning was also shown which revealed large non-residentially zoned sections which were almost entirely built-up with residential uses. The City's intent with respect to its General Plan will declare which areas are to be scheduled for residential use and there are many areas which can be properly re-developed for residential purposes provided the zoning is suitably amended.

An assumption was made that all Grade 4 and Grade 5 dwellings will be eventually demolished. (*Actually since that time nearly all Grade 5 dwelling units have been demolished*).

A detailed review of Grade 3 dwellings, together with spot field checks, showed that 1816 dwellings will be displaced by commercial and industrial zoning along with another 87 buildings containing 485 roomers. Many of these are blighted and run-down because of their present location and zoning. There are 6,172 dwelling units in the Grade 3 category, so the assumption made above will affect 28% of the Grade 3 housing stock. The ability of lands within the City to be further built-up should be critically examined. Redevelopment proposals for downtown and the adjacent Old Northern Suburb have been prepared but along with other equally worthy projects² are not related to a plan for the whole city.

Conditions by Tracts

Housing Survey Map 12b³ gives in detail the remarks for each of the tracts. In general, recommendations for rehabilitation⁴ and conservation practices are made together with an emphasis on the need for better human bookkeeping or relocation techniques. Here is one instance of a need for a regional welfare agency dealing with relocation and associated matters. The provision of housing, new or old, is a regional one and its solution is not confined to the limits of the City of Halifax or the City of Dartmouth, i.e., clearance of persons from Africville will impose a relocation burden on the County and Dartmouth since minority groups face problems when seeking alternative accommodation. A typical approach to the analysis of a census tract is given for Tract 2 at the south end of Halifax.

This is an area of extreme concern since it has large concentrations of people living in converted single family dwellings alongside new apartment buildings which should not be blighted by the obsolete residential units.

Queen Street—Victoria Road form an almost complete physical separation east to west and apart from the commercially zoned areas within the east part, high density residential development with adequate off-street parking should be encouraged.

West of the Queen Street line rehabilitation should be actively pursued with redevelopment being seriously considered for the north-west corner of Block 10 (all blocks are identified within the tracts—Map 12b/sheet 2) which fronts on Morris Street reflecting the plans for the north side of Morris Street which will no doubt merge into the Spring Garden Road Redevelopment Scheme. The schools may have to be expanded and playgrounds provided in Block 10.

This entire area serves the work centre in and around downtown and the University-Hospital complex, and is part of a belt of similar uses which extends from Oxford Street at Coburg Road to South Street at Barrington Street. This is a highly urbanized area, well served by trolley coaches, with hotels, speciality and convenience stores on Spring Garden Road.

DISPLACEMENT

198 Grade 3 Dwelling Units plus 19 buildings with 119 roomers.

14 Grade 4 Dwelling Units

1 Grade 5 Dwelling Unit

ZONING REVIEW

Inglis Street between Wellington and Robie Sts., Blocks 8 and 13.

Rehabilitation

A problem which is continually posed in connection with rehabilitation⁵ of older properties is that of increased assessments after improvement. In some parts of the Region householders will not finish their lawns or complete an outside paint job supposedly because of the threat of an increased tax bill. Whatever the reason, this sort of feeling is bad on a number of scores, not the least of which is the effect it has on community appearance and betterment. Tax adjustment is a complex problem, but if rehabilitation of older residential properties is to be successfully encouraged, the City's assessment policy might well be realistically appraised so that this facet does not frustrate this important segment of the urban renewal process. Although the detailed survey of Halifax housing quality did not give an absolute measure of necessary repair work, it is obvious that with one-third of all its dwellings being Grade 3 and concentrated, a community wide program is imperative.

¹ See map A, *The Halifax-Dartmouth Region* facing page 2

² See map H, *Proposals for the Region* facing page 26

³ See List of Maps and Reports

⁴ See Appendix E

⁵ See Appendix E

Quality of Housing

CITY OF DARTMOUTH

After the summary analysis of the structural quality of housing in Dartmouth was presented in September 1961 in Housing Survey Report 12a, a more detailed study was completed in July 1962.

Two maps of the City of Dartmouth were prepared at a scale of one inch to six hundred feet showing:

- 1 the location of all Grade 3, 4, 5, and 6¹ dwellings, and the areas serviced by water and sewer utilities, and
- 2 the zoning in force in Dartmouth. (Series 12c)

A reliable overall picture of housing quality was obtained even though a slight disparity of results exists for the old Town and the amalgamated area caused by separate assessment systems which were in effect at the time of the Survey or late spring and early summer of 1961.

By relating the plot of dwellings of marginal and poorer quality with zoning and serviced area, it was possible to:

- 1 estimate the extent of residential displacement by commercial and industrial zoning
- 2 indicate in general terms those areas of Dartmouth where rehabilitation of existing marginal quality dwellings would be warranted and
- 3 indicate those areas where existing housing quality might reflect insufficient provision of various public facilities.

A further detailed analysis of the punch cards was necessary to:

- 4 determine the extent of congestion or overcrowding of people and dwellings
- 5 determine the amount and order of dwelling displacement

In view of the widespread and large numbers of Grade 3 dwellings particularly in the amalgamated area of the City, the scale of minimum space requirements by number of persons per household was used to measure the degree of overcrowding in Grade 3-6 single family dwellings.

The report *Quality of Housing in Dartmouth* which accompanied map 12c described in detail all the wards and included as Appendix C the complete list of all Grade 4, 5 and 6 dwellings by address, floor area, number of residents and checked for no plumbing (N.P.), and no plumbing—no water (N.P., N.W.).

An example of a Ward analysis is as follows:

WARD 5 CITY OF DARTMOUTH

A SUMMARY OF HOUSING QUALITY BY DWELLING UNIT (revised April 1/62)

Single	738	Dwellings over commerce	7
Duplex	5	Rooms (rented)	47
Triplex	0	Dwellings under construction	14
Others (Apts)	9	Occupied dwellings under construction	5
Basement dwellings	19		
Attic dwellings	5		

GRADE	1	2	3	4	5	6	TOTAL DWELLINGS
	115	203	267	189	13	1	
		3	20	55	9	1 N.W.	
		7	69	105	9	1 N.P.	788

B GRADE III Dwellings

(a) Number of Single Family dwellings with floor area less than 900 square feet 246

Age:		Location:		
	0 - 1900	5	Old Town	0
	1901 - 1920	43	Amalgamated area	246
Period of	1921 - 1940	105	No Water	0
Construction	1941 - 1950	72	No plumbing	41
	1951 - 1955	16	No water and no plumbing	21
	1956 - 1960	5		
	1961	0		

(b) Number of Single Family dwellings with floor area less than minimum scale (National Building Code—Housing Standards 1962) 103

Age:		Location:		
	0 - 1900	2	Old Town	0
	1901 - 1920	16	Amalgamated area	103
Period of	1921 - 1940	41	No water	0
Construction	1941 - 1950	31	No plumbing	15
	1951 - 1955	10	No water and no plumbing	16
	1956 - 1960	3		
	1961	0		

¹See Appendix C for description of Grades in Dartmouth

C GRADE IV Dwellings

See appendix C.

(a) Number of Single Family dwellings with floor area less than minimum scale (National Building Code—**Housing Standards 1962**) 107

Age:		Location:		
	0 - 1900	8	Old Town	0
	1901 - 1920	24	Amalgamated Area	107
Period of	1921 - 1940	53	No water	0
Construction	1941 - 1950	20	No plumbing	32
	1951 - 1955	2	No water and no plumbing	38
	1956 - 1960	0		
	1961	0		

D GRADE V Dwellings

See Appendix C.

E DISPLACEMENT of Grade 3, 4, 5 and 6 Dwellings by Commercial and Industrial Zoning

		Grade 3	Grade 4	Grade 5
WARD 5	Commercial	34	16	0
	Industrial	6	11	0

COMMENTS:

Twenty-five of the Grade 3 and 4 Dwellings are used during the summer; only 39% of all Grade 3 dwellings show evidence of overcrowding and are largely the result of pre-city development, a type of peripheral blight often to be found on the outskirts of urban areas. The same applies to the Grade 4 dwellings of which there are 189 out of 788—55% of these are overcrowded. The R-3 zoning of Tufts Cove, South Woodside and Imperoyal implies that the City wants to increase the density of these areas which are adjacent to large industrial estates by stimulating private enterprise re-development. This method is one commonly used when trying to up-grade overcrowded sub-standard residential areas. This method of redevelopment through private infilling must early on be either designed to merely fit into vacant lots or demolished building lots, or be part of a long-term plan involving detailed architectural and siting controls which can entirely change the previous character of the neighbourhood. It should be recognized that the redevelopment of these areas will, in all probability, not be used to re-accommodate the families who are presently living there. We pose the question: what is the community's social responsibility to re-house these people if public action has brought about a re-development by rezoning of the land?

Any action taken to rezone an area which implies an increase in density of population must be carefully reviewed against the ability of the community to service the area with public facilities such as schools and recreational areas.

The character of the densely developed part of Tufts Cove was established at a time when municipal codes and code enforcement was almost non-existent and since private controls such as those now exercised by lending agencies were not in effect, the area grew haphazardly. The residents themselves have nobly and responsibly attempted to provide housing for themselves and their efforts should not be over-ridden by new regulations which change the land use. However, a comprehensive review of the area is required if standards are to be raised.

HOUSING CONDITIONS

Total number of single family dwellings which indicate overcrowding, Grades 3, 4, 5 and 6—562

Total number of dwelling units to be displaced by

- a) commercial zoning 447
- b) industrial zoning 52

Total number of dwelling units to be displaced or replaced 1,061

Total number of dwelling units in Dartmouth—10,165

Percentage of total for eventual replacement based on above assumption—9.6%

It was recommended that because of the number of scattered older areas a sort of *replanting* of houses be encouraged. This allows people to stay in cohesive neighbourhoods, maintain the tax base of a small area and is more human in scale than high-density apartment development.

The development of Dartmouth was then generally described—

- Old Town fairly closely knit
- New suburban residential development
- Sprawl and scatteration of dwelling units and problems for public facilities having to serve a light density of population
- Industrial development some of which may straddle across residential development, particularly at South Woodside
- Build-up of residences along recreational water areas

There are problems on the outskirts of Dartmouth which reflect problems similar to those encountered by the former Town of Dartmouth. These are basically *strip developments* at intervals and one of the principal culprits is the cooperative housing schemes developed through the Nova Scotia Housing Commission¹. A good example of this is found on the Caldwell Road between Morris and Bissett Lakes. It can be argued that higher taxes in Dartmouth will cause renewed flight to the County which causes an additional burden on both units of government. Amalgamation has not solved the problem and it is of extreme concern to all living in the Dartmouth—Halifax complex that development controls be exercised in these peripheral areas. Parts of Spryfield and Armdale illustrate what happened when adequate controls do not exist.

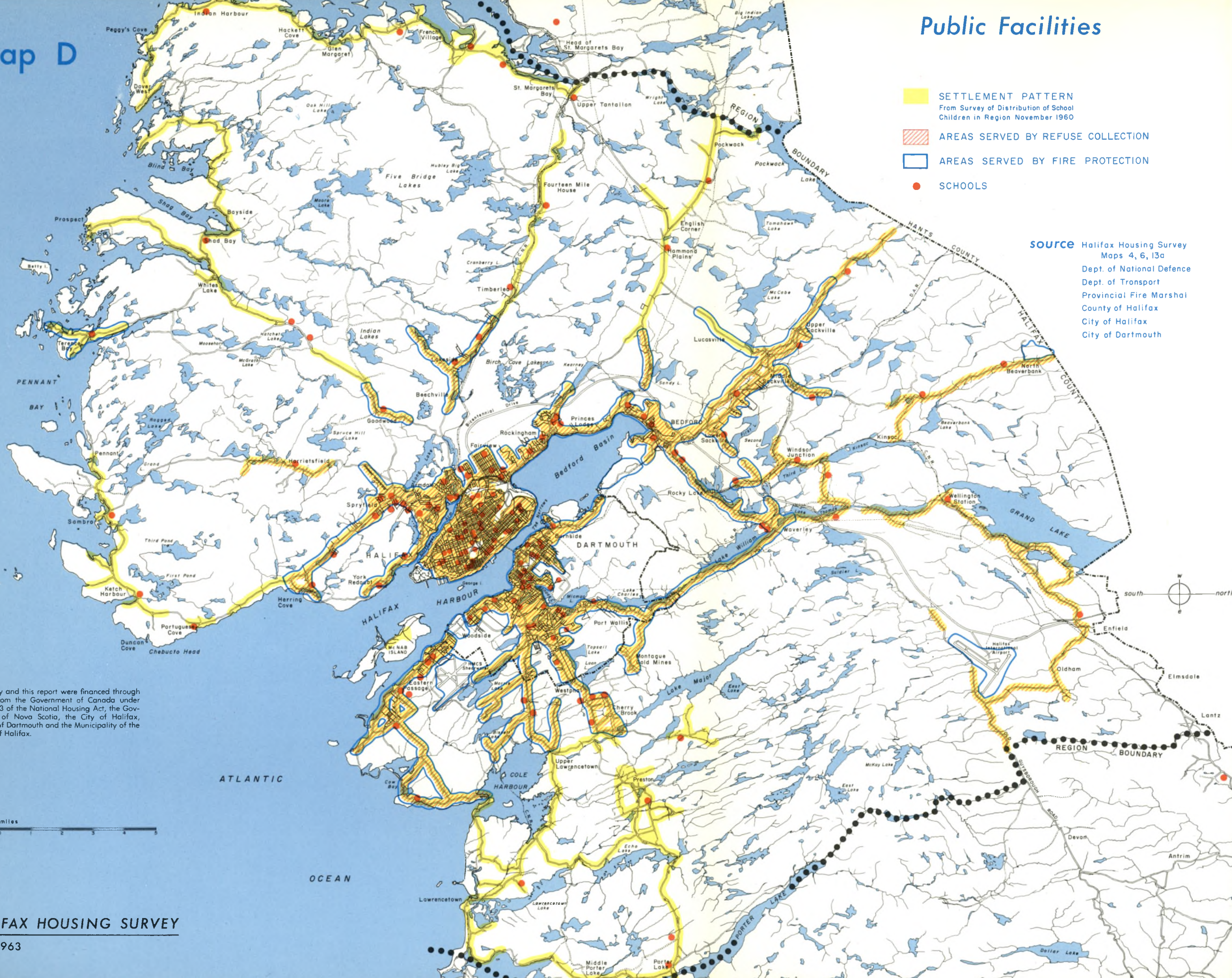
Large areas of developable land are available in Dartmouth and it is more than likely that some of Halifax's overspill population will eventually be accommodated in Dartmouth. In order to keep a sociological and statistical account of people's movements it is again recommended that the City of Halifax with its neighbours keep track of all persons being relocated from redevelopment and other clearance areas.

¹ Perhaps an earlier N.S.H.C. policy of limiting the percentage of money to be spent on the lot has caused co-opts to build in isolated places—identified on Housing Survey Map No. 7a.

Public Facilities

- SETTLEMENT PATTERN
From Survey of Distribution of School Children in Region November 1960
- AREAS SERVED BY REFUSE COLLECTION
- AREAS SERVED BY FIRE PROTECTION
- SCHOOLS

SOURCE Halifax Housing Survey
Maps 4, 6, 13a
Dept. of National Defence
Dept. of Transport
Provincial Fire Marshal
City of Halifax
City of Dartmouth



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.



The Dartmouth Planning Department has prepared a plan and through the course of this Study close contact has been kept with its Planning Director. Some of the recommendations made by the Survey coincide with his views¹. However, the comments offered by the Survey were:

Careful watch on the older areas to ensure proper compliance with regulations and encouragement of rehabilitation for those residences in conforming zones.

Layout of new subdivisions should reflect the best of current practice and experience for the separation of local and feeder traffic.

Special natural resource controls for areas adjacent to lakes, streams and woodlands.

Timing controls to ensure that public facilities are not forced to develop ahead of a properly-conceived plan because of private development pressures.

In the older part of the City it is suggested that (a) the waterfront be cleaned up particularly near the Ferry Plaza; (b) land be acquired for off-street parking; and (c) high density residential development for revitalization of downtown (particularly important over the long-haul if the second Harbour Bridge diverts potential shoppers away from the Portland Street centre.)

The open space around the City Hall and High School should be maintained at all cost since it is irreplaceable. More sophisticated treatment of the Bridge Plaza to be part of this scheme which no doubt will be related to the long-term traffic plan for Dartmouth and the Region.

PROBLEMS OF REGIONAL SIGNIFICANCE

Displacement of population in one part of the region will affect other parts and this will be particularly true for the rehousing of minority groups. Changes in the transportation pattern and the location of a second Harbour Bridge, and the North-West Arm Bridge will cause new patterns of development which will influence other public and private proposals.

ISSUES

The writer has reiterated points which were mentioned earlier but again emphasize the interrelationship of so many local problems.

¹ See *A Study of Dartmouth*. Dartmouth: Planning Department, February 1963 p 35-36.

Quality of Housing

COUNTY OF HALIFAX—Part within Region

Introduction

The Survey completed a detailed analysis of this part of the Region in December 1962, and the report, chart and Map 12d describe in detail the extent of the housing problem by school sections.

From reports for the City of Halifax and the City of Dartmouth, it might appear less attention had been paid to the organizational and administrative aspects than is now given to the County but this is because the weaknesses and inadequacies are more evident in the County part of the Region, simply because of its diversity of development and the failure of the region area as a whole to organize itself for urban-type growth in the past.

These views are offered as an intent of genuine cooperation, and not as an attempt to be hypercritical of one of the partners in this Joint Study.

An examination of what has happened in the past is very important to the knowledge for acting more soundly in the future. Santayana put it this way, "those who forget the past are doomed to repeat it."

Many activities are currently being carried on by such diverse groups as the Public Service Commission, Highway¹ Department, "private" utility companies, County including the School Board, Federal agencies, etc. Each of these groups is actively planning, but lack sufficient integration to be called a conscious program, even when being executed by those units at the same level of authority. Moreover, some vital elements are either incompletely developed or missing entirely. An excellent example of non-liaison is demonstrated on the processing of plans of subdivisions by the County. The School Board, which has a vital interest in population movements and trends, rarely gets the opportunity to comment on subdivision proposals.² It should also be informed at monthly or quarterly intervals of building activity in each unit—the school section would serve this purpose and the building permits could be recorded by school sections.

Approval of Subdivision Plans as part of the Housing Program.

The view and considered opinions of many officials should be required as a matter of normal procedure during the preliminary and final considerations of a plan. These would include among others:

School Board.	Telephone
Assessor	Public Service Commission (water) where applicable
County Public Works	Lands and Forests
Provincial Highway Department	Department of National Defence
Power	

A statement would be required from each stating the extent of interest, or no interest. The Planning Department would prepare its report for the County Planning Board, while also discussing the points in question with the subdivider.

A Subdivision is not merely a drawing to be recorded in the County Registry, but is the pattern by which builders will be guided to construct homes for people, so that the approval of a plan is a most important procedure among the decisions which have to be made by the Planning Board.

A summary analysis of the structural quality of housing in the County was prepared from information recorded on the Housing Survey's punch card system by Halifax County assessors and was first published in September 1961 to accompany Map 12a.

Because of the large area of the County within the Region, it was not possible to analyse, block by block, the location of individual units as was done for Halifax and Dartmouth, Maps 12b and 12c respectively.

An extract from Report and Map 12d reads:

Map 12d, scale 1:50,000 shows the number of dwellings in each school section with a breakdown according to the sanitary facilities available. i.e., N.W. N.P. means No Water, No Plumbing. The chart 12d gives the total count of dwelling units by grades, and an analysis according to the minimum space requirement for Grades 3—6.

Map 7b³ shows the subdivisions approved by the County, their relationship to zoning and other regulations, servicing, existing and proposed and the number of lots approved but still to be developed, hence the title of the map, COMMITMENT.

Although a poor quality house does not qualitatively improve when located in a different place, a poor quality house without plumbing and water supply has a lesser blighting effect on its immediate environs in say a fishing village, than in the densely developed Spryfield or Armdale areas. However, persons living in such a house can still suffer from unhealthy conditions regardless of its location. Since the smallest statistical unit for which information is gathered is the school section, reference will be made to this and does not necessarily represent any longer a homogenous area or a contemporary school service area.

¹ Example, the generally proposed highway through Sackville to replace Route 1 must be carefully planned if it is not to create land planning problems between itself and the Old Route 1 (compare the proposals on Maps C, and H)

² See Housing Survey Map and Report No. 6, April 1963

³ Compare Map F Commitment for Development facing page 20

Map 7b, County Commitment for Development and Land Regulations, 1962, shows the areas which the County is committed to allow for development, and many of these pieces of land are either unzoned or zoned with the least amount of controls. This does not suggest that developers will not develop according to the plan they present, but rather that zoning is a protective device for the residents and potential residents. One of the largest and most elaborately conceived subdivisions in the County's urban area is still zoned GENERAL BUILDING. The developer as well as the Municipality has a responsibility here to seek appropriate amendments to the Zoning By-Law.

Referring to Housing Survey Map 7b again, most of the subdivisions in the Upper and Lower Sackvilles, Hammonds Plains, Timberlea, and Waverley are not zoned, except for the 500 feet deep General Building Zone along the main road frontage. There are a few subdivisions which are not zoned at all, including Humber Park, Frame and MacMillan.

The Seventeen Nova Scotia Housing Commission projects are not identified on Map 7b, but can be seen on Map 7a Housing Projects.

Extent of Commitment

If the County were not to approve any more subdivisions, there would be 1,451 approved lots yet to be developed and 2,363 additional lots tentatively approved. This does not include approved individual lots along roads because a reasonable estimate cannot be made. Map 7b shows subdivisions with a total of 4,098 approved lots since 1954, and 2,647 are already developed, leaving 1,451 lots.

This is the County's Commitment for Development. The Halifax Branch office of Central Mortgage and Housing Corporation has reviewed most of these subdivisions as part of its normal planning activities for loan purposes under the National Housing Act. Many of these subdivisions will not be considered for N.H.A. loans until satisfactorily serviced.

Some of these will be serviced by the County Trunk Sewer System¹ presently under construction. Within this serviced area, 1,436 lots were approved of which 898 are already developed leaving 538 to be developed, plus an additional 891 lots tentatively approved. The County has also agreed to take over the operation and maintenance of five (5) individual sewage disposal systems (105 lots undeveloped approved and 237 lots tentatively approved of which 191 are in Uplands Park on the Hammonds Plains Road). (Information correct, January 1963.)

This leaves a total of 799 lots approved and undeveloped, which according to new local or Federal policies may remain undeveloped for a long time, and therefore, cannot be considered as part of the potential housing stock. There are in these limbo areas a further 1,235 tentatively approved lots and 1,631 approved but developed, and these latter lots with dwellings might benefit from a more efficient sewage disposal system being installed according to sound planning and engineering principles.

The County Planning Board recently proposed (and approved²), that **planned areas** be established in (a) Jollimore, Spryfield and Herring Cove (b) Spryfield, Armdale (c) Fairview, Rockingham (d) Rockingham, Prince's Lodge, Millview; (e) Bedford, Waverley (f) Lower Sackville, Middle Sackville (g) Cole Harbour; (h) Eastern Passage; and (i) Sheet Harbour (which is not within the Region). Its proposal as approved by the Council of the Municipality on December 10, 1962, will mean that no subdivision would be approved unless (1) connected to the new County System or (2) have a local water and sewage disposal system which the County agrees to operate and maintain after its construction. Subdivisions under five acres and containing less than 10 lots (each having more than 15,000 square feet in area) are exempt from this rule.

The idea to impose public health measures of this kind is sound, but should be part of an overall plan properly supported by implementing regulations such as zoning and subdivision control. Otherwise, it is an arbitrary act and cannot be defended on so called planning grounds. These areas are actually **development control districts** rather than **planned areas**.

This examination of subdivisions has not been undertaken to merely provide an accounting of the County's commitment, but to also show that residential components have been approved (and to some degree planned) at private request without reference to a larger system of community growth. This growth includes commercial and industrial areas, recreational and public facilities—schools, a highway system and utilities.

The Map 12 D.1 showing the division and size of land parcels in the Sackville area illustrates an example of how the residential components of a future community have been approved to precede an overall plan for the area. The piecemeal development of the long and narrow properties will make it increasingly difficult to affect an efficient and well designed community. The value of an overall plan for this area is even more critical, because this area is most suited for the *economic development of planned communities* (Map 11d).³ An adaptation of the land assembly process, or the re-design of the land through replotting on a large scale (N.S. Town Planning Act 1954 Part III Sec. 29), could provide the means of accomplishing the land re-design.

The fact that these goals have not been expressed on paper makes it imperative the plan be formulated as soon as possible. Questions such as the influence of one particular development on an area as compared to another type of development, must be answered if the Planning Board is to establish properly conceived policies for the benefit of public and private investors.

Basic Housing Need

Of the 15,859 dwelling units in the County part, 14,588 are single family dwelling units, and assuming that the lower income groups are living in Grades 3—6 units, 5,729 of these dwelling units are under 900 square feet, or 39% of the total number of dwelling units in the area. Therefore, 39% of all dwelling units are below the space standard required by the County Zoning By-Law for Single Family Dwelling Units under single family zoning.

Conclusion

Again the recommendation is made that a human bookkeeping system be set up by the three local units.

Good planning is not just the possession of a master plan or plans, but needs a well-established organization of (a) policy makers—the planning board that presently exists, and (b) a professional staff carrying out current and long term planning, with proper procedures for the approval of subdivision plans, zone changes, other applications and recording of proposals on sets of maps (which are prepared as part of the needs and goals of the County's planning program). To elaborate further on this point, the background or backroom part of planning is the building up of accurate knowledge about the area to be planned. This knowledge must be plotted either on maps, machine cards, or in writing since the complex knowledge about our communities cannot be carried around in a man's head because others cannot later analyse information so stored.

Many of the statements quoted from the Housing Survey report and Map 12d apply to the two other units since they were made after considerable thought over a two and one-half year period and experience with all three units and senior governments.

SUMMARY TABLE based on Survey—June 1961

1	Total Dwellings (D.U.) in Region part of County	—	15,859
2	Total Number of Single Family Dwellings	—	14,588 ¹

¹ See Map H *Proposals for the Region* facing page 26.

² This policy had not been approved by the Minister of Municipal Affairs as of May 1st, 1963.

³ See Map G *Land Suitable for Economic Development* facing page 22.

3 Summary of Single Family Dwellings under 900 sq. ft. below:

GRADE	TOTAL NUMBER D.U. IN ALL DISTRICTS	UNDER 900 sq. ft	UNDER MIN. SCALE
3	3,622	2,680	1,024
4	3,518	2,597	1,321
5	418	343	189
6	114	109	84
Totals	7,672	5,729	2,618

4 Overcrowded Single Family Dwellings (under minimum scale) compared with total Dwelling Units Grades 3-6

GRADE	TOTAL NUMBER D.U. IN ALL DISTRICTS	TOTAL NO WATER	TOTAL NO PLUMBING	TOTAL NUMBER D.U. UNDER MIN. SCALE	NO WATER	NO PLUMBING
3	3,622	1,760	1,942	1,024	800	836
4	3,518	2,426	2,561	1,321	1,159	1,196
5	418	402	405	189	187	189
6	114	112	112	84	83	83
Totals	7,672	4,700	5,020	2,618	2,229	2,304

2,618 Dwellings in the Region part of the County indicate over-crowding based on the minimum scale—the standard of accommodation requirement based on **Housing Standards 1962** (National Research Council). This represents $\frac{2618}{15,859}$ or 16.5% of the total housing stock and $\frac{2618}{14,588}$ or 18% of total no. single family D.U.

ANALYSIS OF GRADES 3-6 HOUSING IN REGION PART OF COUNTY

5 Age of Single Family Dwellings—(under minimum scale).

GRADE	0-5 yrs.	5-10 yrs.	10-20 yrs.	20-40 yrs.	40-60 yrs.	60 yrs. or older
3	281	273	382	81	4	1
4	22	59	527	542	147	15
5	5	4	8	62	59	51
6	—	—	—	14	25	14
Total	308	336	917	699	235	81

6 VACANT DWELLINGS

- (a) Total Number Single Family Dwellings vacant (under 900 sq. ft.) 1,276
Of these, the number of dwellings vacant under minimum scale 538
- (b) Total Number of Single Family Dwellings (under 900 sq. ft.) which are probably summer residences² 706
Of these, the number under minimum scale 279
There are 570 dwellings under 900 sq. ft. (Grades 3-6) which are vacant non-summer residences.

Vacancy Rates

D.U. under 900 sq. ft. (Grades 3-6)	5,729
Vacant D.U. under 900 sq. ft. (Grades 3-6) Vacancy rate—10%	570
D.U. under minimum scale (Grades 3-6)	2,618
Vacant D.U. under minimum scale (Grades 3-6) Vacancy rate—10%	259

90 Percent Occupancy prevails

NUMBER OF DWELLING UNITS TO BE REPLACED OR REHABILITATED

Assumption: less than minimum scale require treatment of replacement up to rehabilitation, also better grades may require some rehabilitation.

Grade 5 and 6 D.U.³

	Replace	Rehabilitation	Total of all D.U. in grades
273 Unfit for habitation	273		
259 For rehabilitation but community will have to determine whether these warrant this sort of attention. 514 out of 532 dwellings in these grades are without water and plumbing, so here is a basic deficiency		259	
	273	259	532

Grade 4 D.U.³

Number of dwelling units in areas requiring concentrated rehabilitation		2,061	
Dwellings less than minimum scale in all areas not in above total (N.W. and N.P.—2,561)		403	
		2,464	3,518

Grade 3 D.U.³

Dwellings less than minimum scale in all areas (N.W. and N.P.—836)		1,024	
TOTALS FOR ABOVE GRADES	273	1,024	3,622
		3,747	7,672

No estimates can be made for dwelling units to be displaced through commercial or industrial zoning or public works.

In order to determine the extent of overcrowding of dwellings no land, the incidence of dwellings (under minimum scale) Grades 3-6, located on lots less than 6,000 sq. ft. were recorded.⁴

Total number of overcrowded dwellings on lots less than 6,000 square feet	144
Total number of overcrowded dwellings sharing lots of ungiven size	406

A high percentage of dwellings occupying small land parcels are found in Armdale, Fairview and Spryfield. Numerous dwelling units will receive a "pick-up" when serviced by the County sewer system (Map 7b).

¹ The assumption is made that multi-family units are predominantly good—Grade 1 and 2 quality. Most of these are to be found in Armdale and Fairview. Grades were not analysed by type of dwelling unit.

² A detailed examination was made of nineteen school sections where it was believed that the vacant dwellings were summer residences since this was not fully recorded by the assessors on the Survey card.

³ for areas with high percentage of a particular "trouble" see Chart 12d. Housing Survey.

⁴ See Table 1, Report 12d Housing Survey.

Regulations Affecting the Use of Land

Showing type and coverage of major regulations affecting use and development of land within the Region

Generalised Zoning

- RESIDENTIAL
- COMMERCIAL AND INDUSTRIAL
- PARKS AND INSTITUTIONAL
- GENERAL BUILDING ZONE
Applies to land and to strips 500 ft. both sides of highways designated

Building By-Laws

- Applies to most of region
- Watershed Areas

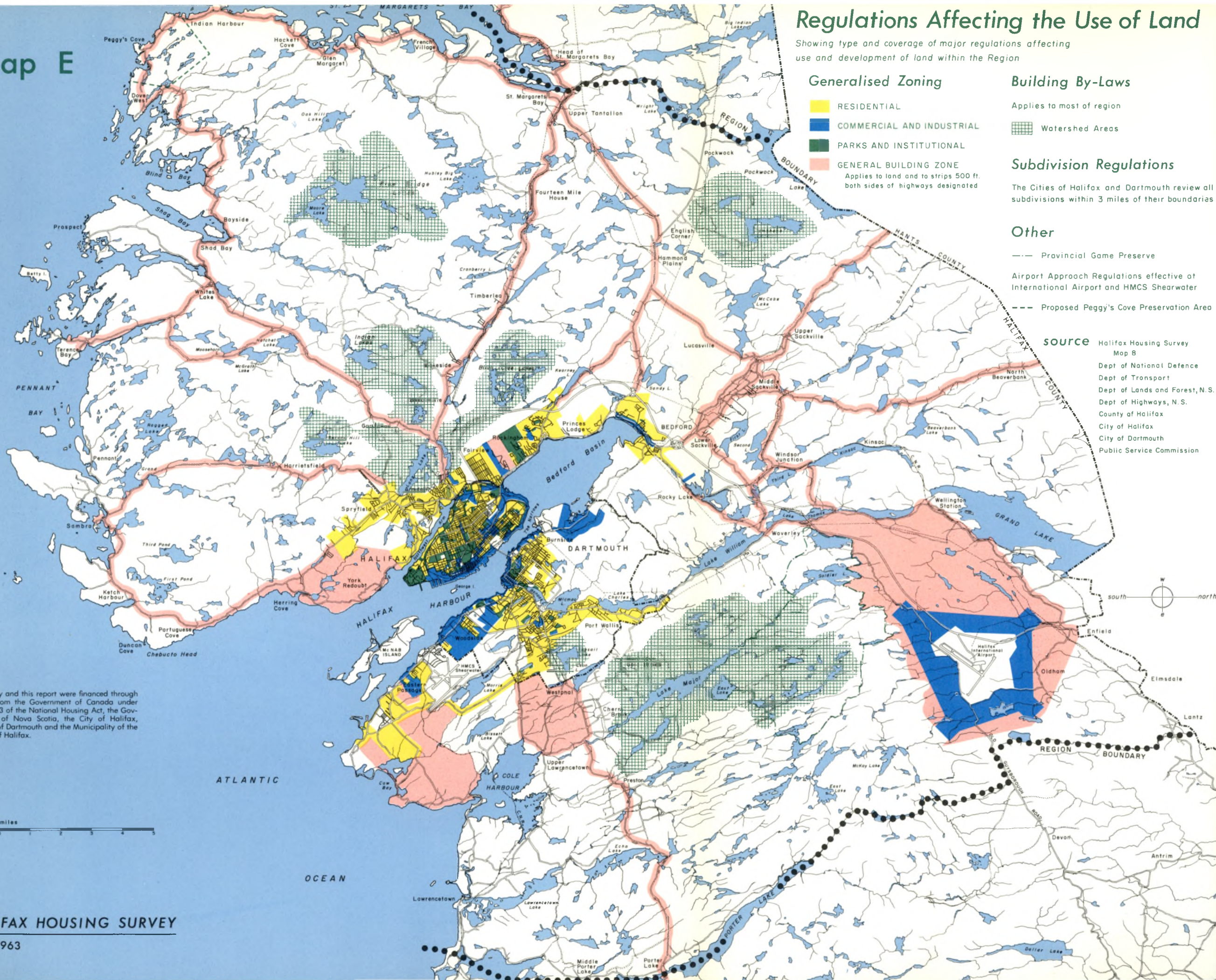
Subdivision Regulations

The Cities of Halifax and Dartmouth review all subdivisions within 3 miles of their boundaries

Other

- Provincial Game Preserve
- Airport Approach Regulations effective at International Airport and HMCS Shearwater
- Proposed Peggy's Cove Preservation Area

- source**
- Halifax Housing Survey Map 8
 - Dept of National Defence
 - Dept of Transport
 - Dept of Lands and Forest, N.S.
 - Dept of Highways, N.S.
 - County of Halifax
 - City of Halifax
 - City of Dartmouth
 - Public Service Commission



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.

Housing Need Study¹

Recent Trends, Housing Supply, Halifax Metropolitan Census Area.

Housing starts totalled for the Metropolitan Census Area 1,365 in 1961—an increase of 8% over 1960. In 1962 housing starts totalled 1,590—an increase of 16% over 1961. The housing starts for the metropolitan area of Halifax in 1962 represent 50% of all housing starts for the Province of Nova Scotia. The 1,590 starts represent a record high for the last 10 years.

In the period 1961-1962, the number of apartment starts increased by 352 or by 96% while the number of single family starts decreased by 17%. Also in the period 1961-1962, the number of apartment completions increased by 233 or by 115%, while the number of single family starts decreased by 13.5%. These figures were derived from Central Mortgage and Housing Corporation regional office reports for the Halifax Metropolitan area. The increased activity in apartment construction accounted for the increase in starts for the period.

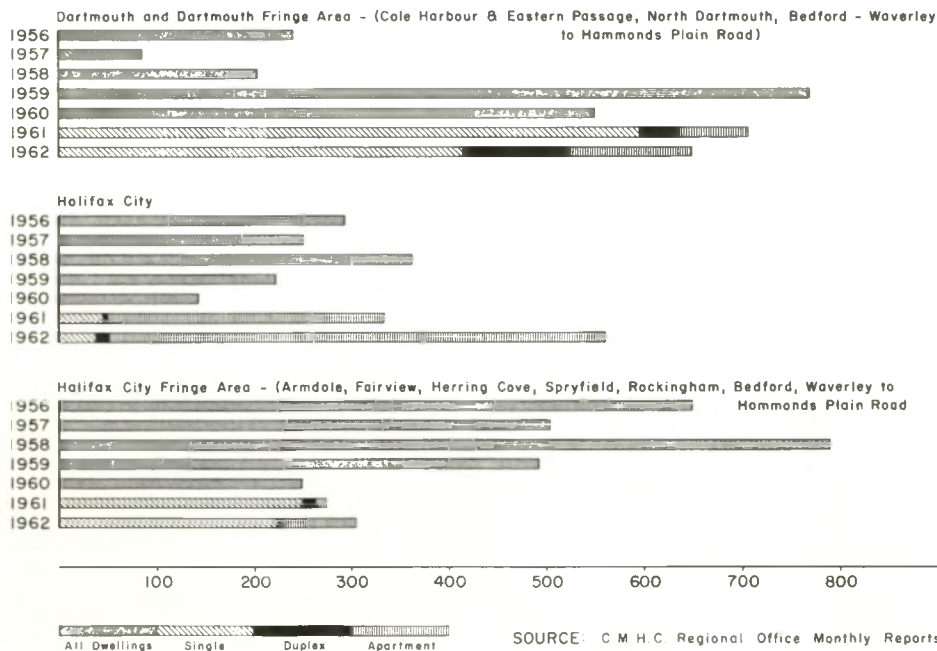
DWELLING STARTS 1955-1962

	1955	1956	1957	1958	1959	1960	1961	1962
Halifax								
Metropolitan Area	1314	1189	842	1345	1509	1264	1365	1590
Nova Scotia	2946	2871	2685	2746	4312	4047	3681	3189

The increase in starts in the metropolitan area relative to the decrease in total starts for the Province can be explained in part by a trend to urbanization, a higher standard of living and the accelerated rate of apartment development. Of the 1,590 dwelling units started in 1962, 684 were single family units; 136 were semi-detached or duplex units; 68 row dwellings and 702 apartment units.

The trend in apartment development is summarized as follows: Of the total housing starts, apartments represented 18% in 1959; 24.5% in 1960; 26.8% in 1961; and 44% in 1962. These figures are compared with single family dwelling starts, which out of the total housing starts represented 74% in 1959; 58% in 1960; 65% in 1961; and 40.5% in 1962. In 1961, the total rental stock made up approximately 45% of the total housing stock. This percentage is greater than that of Toronto where rental stock is slightly less than one-third of the total housing stock.

DWELLING STARTS HALIFAX METROPOLITAN AREA



¹ An approach to a housing market analysis is set out in Appendix F.

The graph illustrates the extent to which Halifax City and its fringe area had accounted for most of the housing starts until 1959 when the Dartmouth area began to run ahead in housing construction. This construction was made up mostly of single family units. In 1962, the Dartmouth area accounted for 649 starts or 43% of all starts in the Halifax metropolitan area. In 1961 Dartmouth had accounted for 54% of the total starts of the metropolitan area. Because of the increased number of apartments started in Halifax in 1961 and 1962, the City led its fringe areas in housing starts and reversed a long-standing trend. Halifax City provided 52% of apartment starts in 1962 for the entire metropolitan area.

The graph also reveals that in total housing starts, the Halifax side of the Harbour is taking over a lead again in the supply of housing which it had not held since 1958 when starts reached a peak in the Halifax City fringe area.

The increasing trend to apartment starts for the Cities and fringe area of Halifax can be expected to continue as indicated by the experience of apartment growth in other major Canadian centres. The Halifax metropolitan area has lagged behind other Canadian centres and there is every evidence that the next few years will bring higher percentages of apartment starts.

Population and Housing Supply

In the decade 1951-1961, the population increased by 50,015 persons or by 37%. The population increased by approximately 30,000 between 1951-1956 and by 20,000 between 1956-1961. The annual rate of population growth for these periods is 4.1% and 2.3% respectively.¹ The annual average starts per 1,000 population (based on annual average population) has decreased from 7.4% in the period 1951-1956 to 6.9% in 1956-1961. And though population growth has slowed down during the latter half of the decade, starts per 1,000 of population increase have risen from 184 in 1951-1956 to 298 in 1956-1961. This substantial increase is explained in part because of the large number of non-family households (including persons over 65) being absorbed by the additional housing stock.

Dwelling and Family Characteristics

Of 42,366 occupied dwellings in 1961, 54.8% were owner occupied. This percentage of owner occupants was the same for 1951.

The number of dwelling units increased from 1951-1956 by 7,531 or by 25.4%; and, between 1956-1961 by 5,195 or 14%. The number of families increased from 1951:1956 by 6,472 or 21.4%; and between 1956-1961 by 3,520 or 9.6%. Families not maintaining their own households in 1951 were 4,257 or 14%
in 1956 were 3,788 or 10.3%
in 1961 were 3,239 or 8%

This figure of 8% for the Halifax metropolitan area is lower than that of Sydney, St. Johns, and Toronto. The rate varies from 10.4% in central areas to 5.8% in the fringe areas. The effect of the reduction in the number of families not maintaining their own households has resulted in 1,018 families in the 10 year period giving up shared accommodation.

The net increase in non-family households was 590 in the period 1951-1956, and 1,127 in the period 1956-1961. This increase in non-family households, the marked reduction in shared accommodations (and the reduction of dwellings in need of major repair), points to an improvement in the housing conditions for metropolitan Halifax. The increase of occupied dwellings of 12,726 has resulted in a decrease in the overall ratio of population to dwellings from 4.52% in 1951 to 4.36% in 1961.

Quality of Housing, 1961 Census

In 1961, 2,661 dwelling units or 6.3% of all occupied dwellings were in need of major repair. The 1951 census figure for dwellings in need of major repairs was 4,050. Although the census definition has changed, these figures nevertheless, indicate that there has been a substantial improvement in the housing stock. The Census figure of 2,661 for 1961 compares favourably with the number of Grade 4 dwelling units recorded by the Housing Survey for the metropolitan area. The number of dwellings requiring major repairs and occupied by families not maintaining their own households in 1961 was 1,527 or 7.1% for the central cities' areas, and 1,134 or 5.4% in 1951.

8,145 or 19.2% of all dwellings in the metropolitan area were considered to be in need of minor repair in 1961.

Financing of Residential Construction

Out of 1590 dwellings started in 1962, 506 or 31.8% were financed under the National Housing Act. In 1962, starts financed by approved lenders accounted for 78.4% of the total number of starts. Central Mortgage and Housing Corporation financed the remaining 21.6% with regard to apartment building in the metropolitan area, 18% of all apartment starts were financed under the National Housing Act in 1961, and 22% were financed under the National Housing Act in 1962.

The average income of applicants financing houses under N.H.A. in 1962 was \$6,170. The income range by percent of borrowers is:

\$4,000 and under	2.9%	\$7,000-\$7,999	12.2%
\$4,000-\$4,999	17.6%	\$8,000-\$8,999	5.8%
\$5,000-\$5,999	31.1%	\$9,000 plus	6.8%
\$6,000-\$6,999	23.6%		

The average wage and salary income in the Halifax Metropolitan area for 1961 was \$3,724 for males and \$1,928 for females. 55% of all males employed had an income of less than \$4,000 per year.

¹ C.M.H.C. Housing Statistics—1962.

Cost of Construction

A summary of costs of land and building (including builders' profits) are shown for one of the lowest-cost builder's product in the metropolitan area.

Average lot size 60' x 100', House Area 1,000 square feet, Down Payment \$985 (monthly payment approximately \$100 including interest and taxes)

A. LAND

1 Raw land cost	\$470
2 Roads	195
3 Well, Pump House, Reservoir	95
4 Water Service	190
5 Sewer Service	190
6 Sewage Treatment Plant	320
7 5% Land Contribution	40
8 Engineering Service	150
9 Overhead Expenses	150

Total cost **\$1,800**

B. HOUSE

1 Materials	\$3,680
2 Subcontracts (heat, electrical, painting, tiling, plumbing)	2,600
3 Labour	1,900
4 Direct selling costs	300
5 Services to house	240
6 Legal fees, insurance, etc.	230
7 Overhead expenses (mill, supervision, financing, etc.)	750

Total cost **\$9,700**

Selling price \$11,500

Source: Questionnaire sent to local builders by Housing Survey

Residential Subdivisions—Location and Commitment

An account of commitment in terms of location numbers of residential lots undeveloped are shown on Housing Survey Map 7b. A summary of commitment is presented in another part of this report together with map F.

Mobile Homes

The 1961 Census lists 247 mobile homes for the metropolitan area. A survey of mobile homes in Halifax County in 1963 lists 826 for the County part of the Region Study area. It is estimated that 457 of these are located in the metropolitan census area and 369 outside the census area. 627 of all mobile homes in the County were located in 12 licensed courts. In 1963, there were 212 mobile homes in Dartmouth, of which 194 or 92% are located in six courts.

Many of the mobile homes in the County of Halifax were found to be in very poor condition and many had no water or sewer facilities. In these cases, an outside toilet is used and water obtained from a neighbour's well.

It might be expected that an increase and improvement in quality of mobile homes will have an effect of reducing the demand for accommodation of the type offered by apartment developers. Conversely, it might be expected that as real income increases, a larger number of families will want to improve their living standards and accept new apartment accommodation.

ARMED SERVICES HOUSING

A survey of Navy personnel (the largest service group in the area) living in married quarters in 1961 is summarized as follows:

Total married strength	5,934 Men. 893 Officers.
Number of personnel living in married quarters (Shannon Park, Albro Lake, Maritime Apartments, Shearwater and Clarence Park)	1,222
Number recorded on waiting list	663

Of the 663 on the waiting list, 115 were living in the Halifax area and 548 in the Dartmouth area. 397 additional units are now being built for Naval personnel at Tuff's Cove.

Information from Flag Officer, Atlantic Coast RCN

CONVERSIONS AND DEMOLITIONS

Conversions have accounted for an increase to the total housing stock at the following rates for the Cities of Halifax and Dartmouth:

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
Dartmouth	11	28	16	56	21	32	49	44	32	38	33	36	25
Halifax	0	14	40	41	47	24	102	100	35	33	18	14	not known

A record of conversions in Halifax County is not kept.

Demolitions in Dartmouth in 1962 accounted for a loss of 27 dwelling units from the housing stock. Eighteen residential buildings were demolished and these were replaced by eight apartment buildings containing 97 new units.

In Halifax City under section 757. of the City Charter, 61 buildings containing 117 families, 243 adults and 249 children (29 rehoused at Mulgrave Park—low-rental housing scheme).

Ordinance 50, demolitions in Halifax City have displaced families at the rate illustrated in the following table:

	1956	1957	1958	1959	1960	1961	1962
Families displaced	1	18	97	6	28	57	112

In Halifax County 38 substandard vacant residential structures were voluntarily demolished in 1962. There was only one case of a demolition resulting from an Order under Sec. 12 of the Fire Prevention Act. This dwelling was vacant at the time of demolition. Two instances of demolition in Halifax County pursuant to this section are recorded for 1961, and an estimate of 25 to 30 demolitions by this means was given for the last ten year period (no record of demolitions is kept). In addition, the redevelopment of the Jacob Street-Cogswell Street area has displaced 283 families, plus 278 boarders or roomers.

464 public housing units were constructed in Halifax between 1959 and 1962 to meet the needs of families affected by redevelopment and demolition orders.

HOUSING NEED—1961¹

HALIFAX METROPOLITAN AREA

Population	183,946
Households	42,367
Families	40,319
Total Number of Dwellings required = Number of families	40,319
Plus Number of families not maintaining own households	3,239
Plus Number of dwellings in need of major repair ²	2,661
	<u>46,219</u>
Less number of households	42,367
Total number of Dwellings required	3,952

REGION PART OF HALIFAX AREA OUTSIDE METROPOLITAN AREA

Population	13,936
Number of Dwelling Units	6,326

Census 1961 Information is not available for this part of the Region. Housing Survey findings were used.

Dwellings requiring Displacement³

Grades 4 and 5, Housing Survey	2,289
Mobile Homes	369
Overcrowded Grade 3 Single Family Dwellings	609
Grades 1 and 2 dwellings without plumbing	398
Total number of dwelling units required outside Metro	3,665

Total Region Housing Requirement **7,617** dwelling units

CONCLUSION

In summary, the housing requirement for the Region in 1961 was 7,617 dwelling units. This means that the families now unable to purchase or rent sanitary and wholesome housing should be eligible for a new dwelling unit. The housing need estimate therefore seems high because it anticipates a much higher volume of replacements than is ordinarily experienced in the housing market. And the high figure demonstrates the need to protect families of low income from poor surroundings. The Housing Survey reports of Housing Quality prepared for each of the municipal governments of the Region have located geographically those areas⁴ which should be of immediate concern when considering the solution to the problem of the region's unmet housing needs.

The housing requirement for the Halifax metropolitan (census) area was 8,994 dwelling units in 1951 (using the same method of calculation as above). The improvement of housing stock for the metropolitan area over the last ten years is consistent with a general improvement in housing stock across Canada.

The supply of housing has not only met the needs of the growing population of the area; it has also contributed to the substantial reduction in the number of families sharing residential accommodation. A marked decrease in numbers of dwellings needing major repair is an evidence of an improvement in the housing quality of the Region.

It can be expected that the present trend in new construction and conversions will continue to improve both the quantity and quality of housing. However, continuing programmes of community planning and redevelopment, public housing, rehabilitation and code enforcement, housing for Service personnel and public facilities are necessary to insure that all are given the opportunity to enjoy decent housing in good surroundings.

¹ Information from 1961 Census Population and Housing Characteristics by Census, Halifax Metropolitan area.

² The assumption is made that dwellings in need of major repair will not be renovated.

³ Overcrowding is not considered in this calculation because detailed information of dwelling space and persons per bedroom are not known.

⁴ See Housing Survey Map and Chart 12b, c and d.

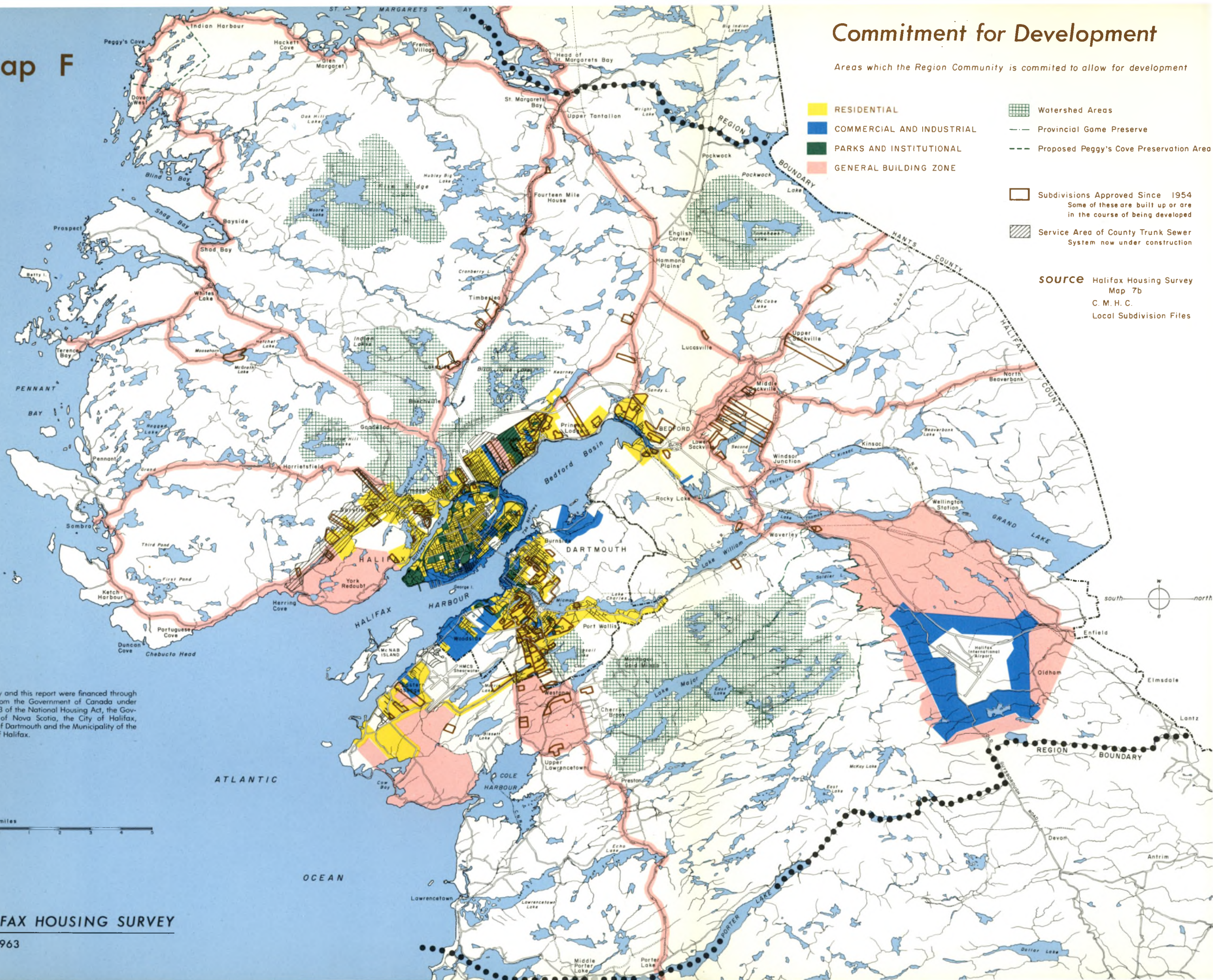
map F

Commitment for Development

Areas which the Region Community is committed to allow for development

- RESIDENTIAL
- COMMERCIAL AND INDUSTRIAL
- PARKS AND INSTITUTIONAL
- GENERAL BUILDING ZONE
- Watershed Areas
- Provincial Game Preserve
- Proposed Peggy's Cove Preservation Area
- Subdivisions Approved Since 1954
Some of these are built up or are in the course of being developed
- Service Area of County Trunk Sewer System now under construction

source Halifax Housing Survey
Map 7b
C. M. H. C.
Local Subdivision Files



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.

Scale in miles
0 1 2 3 4 5

HALIFAX HOUSING SURVEY

May 1963

Region Commitment for Development

There are only 12 undeveloped and subdivided lots in the City of Halifax, but in the region part of the County and in the City of Dartmouth there are many hundreds of approved and undeveloped lots. These constitute a firm commitment by the governmental bodies of those areas to allow these lots to be built up.

What is the size and nature of this commitment?¹ As stated elsewhere in this report, approval of the subdivision of a piece of residentially zoned land is not merely the granting of a right to the owner, it also means that the community has agreed to service the area with facilities ranging from schooling to fire and police protection and the usual sanitary services.

The City of Dartmouth has undertaken a realistic policy of reviewing its long-range sewer and water plans, and this is relatively simple when compared to the spread of the County. The units must decide whether they wish sprawl, scatteration or planned communities. Public policies presently under way, or, in the planning stages consciously or unconsciously affect developmental decisions. The building of the North West Arm Bridge will no doubt make access to the south end of Halifax and downtown easier from the Bicentennial Route when extended southward and also from Spryfield and Jollimore. But it will also cause more building on lands entirely unsuited to the housing needs of the region, namely, low-cost single family properly serviced dwellings as well as affecting the stable south end of Halifax.

COMMITMENT

This does not include roadside small subdivisions or individually unapproved roadside lots or on city streets.

COUNTY COMMITMENT WITHIN REGION²

1451 total approved but undeveloped lots³

2363 total tentatively approved lots

Those within trunk sewer area:

538 approved lots

891 tentatively approved lots

Approved package systems

105 approved lots

237 tentatively approved lots

CITY OF DARTMOUTH COMMITMENT⁴

399 approved but undeveloped lots

490 tentatively approved lots

CITY OF HALIFAX

12 approved but undeveloped lots

Conclusion

New growth must, and should in part occur in areas which the local planning boards have approved, but guided new development should absorb the future growth if the Region is to succeed in providing better and convenient living for its inhabitants. This applies to the areas within the County because Dartmouth can and will guide its own destiny in close liaison with the County and a Regional Planning group when, and if, established.

Total Commitment means	2,862 lots
at single family density means	2,862 houses
and at 4.0 persons per household ⁵ means	11,448 persons.

¹ See Map F *Commitment for Development* facing page 20.

² As of January, 1963.

³ No dwelling on lot.

⁴ As of April, 1963.

⁵ See DBS 1961—Halifax Bulletin CT-2.

Basic Planning Policies

Introduction

Throughout the entire course of the Study the inter-relationship of local activities was stressed and although a great deal of study has been undertaken by public groups into the need for area-wide planning, basically nothing has been done to establish the process.

The attitude of the local groups is appreciated because in collective action there is always the apparent and sometimes real danger of one government taking over. A suggested procedure is described on page 25 of this report and little more requires to be said about the need for this cooperation.

The strength of good planning in the Region depends on sound and thoughtful planning being carried on at the local level. By staff numbers alone, the three planning departments are not able to cope, so that monies must be appropriated for effective planning programs. Some of the urgency for area-wide planning would disappear if two of the agencies had sufficient planners to meet and discuss their mutual fringe problems.

A regional planning group in an advisory role can perform many tasks, not the least of which, would be to tell the public at large that strong local planning is needed and must be supported. It can review plans and projects of all governmental units within the region, and advise on their relationship to other plans and projects. Being somewhat detached from the daily chores confronting all local planning bodies, it can prepare and make available model by-laws and regulations which may appear to be required, based on local operational procedures and experience.

Professor Pock, University of Michigan Law School¹ has suggested that "planners should not be deterred from letting metropolitan problems worsen to a point where voters will see the light and support incorporation of multifunctional districts." This should not be the case here in the Halifax Region.

"Officials and members of the public who grapple with the problems (*found in a metropolitan area such as Halifax-Dartmouth*) have come to realize that they can only be solved in a metropolitan context where local units of government cooperate in a rational program to provide the variety of facilities—from expressways to sewer lines and forest preserves—which a metropolitan area must have if it is to prosper."

Patterns of Land Use

At first glance the supply of land for future residential, industrial, and recreational development seems practically unlimited. However, the Study during the first year of its work revealed many factors restricting easy development and described the concentrated demand for land for different uses that occurred in the very sections of the Region where the supply is most limited because of physical criteria.

With the report *LANDS SUITABLE FOR THE ECONOMIC DEVELOPMENT OF PLANNED COMMUNITIES*², the framework for many of the future studies to be done was set and clearly established the critical areas where careful planning needs to be focussed in order to harmonize the future competing demands for land.

STATEMENT:

In February 1961, the Housing Survey requested Professor H. L. Cameron, Director of the Photogrammetry Division, Nova Scotia Research Foundation to consider the preparation of a study on the "physical nature of the Region." Dr. H. B. Cann of Truro provided a Soil Survey Map in March, 1961. The results³ as presented by Professor Cameron are based on expert knowledge and in the opinion of the study director form a sound basis for future planning policies to be made and implemented with respect to use of land in the region.

Although the Survey does not necessarily agree with the priority placed on the use of land by Professor Cameron, the facts of his findings cannot be disputed, and the intent of the third term of reference as given by the Policy Committee in 1959 is answered in principle:

"the areas within Metropolitan Halifax which are suitable for housing developments and those which should be developed for other purposes."

INTRODUCTION:

The connection between housing development and geology is a largely neglected subject. There is a tendency to assume that developed areas, such as towns and cities, can be enlarged to double and treble the existing size, at approximately the same unit cost. The same assumption is made with regard to water supply and sewage disposal. The present report is designed to outline the general geology of the area, both bedrock and glacial, and to assess the future expansion of housing facilities in the light of the most economical areas. That is, the areas where the unit and overall costs of construction and servicing will be at a minimum.

¹ See Bibliography under Pock, Max A.

² See Map G *Land Suitable for Economic Development*, facing page 22.

³ See also Housing Survey Maps 11a *Bedrock Geology* (based on information provided by H. L. Cameron); 11b *Soil Survey* prepared by Dr. H. B. Cann, N.S. College of Agriculture, Truro and 11c *Land Form*, a topographical map of region.

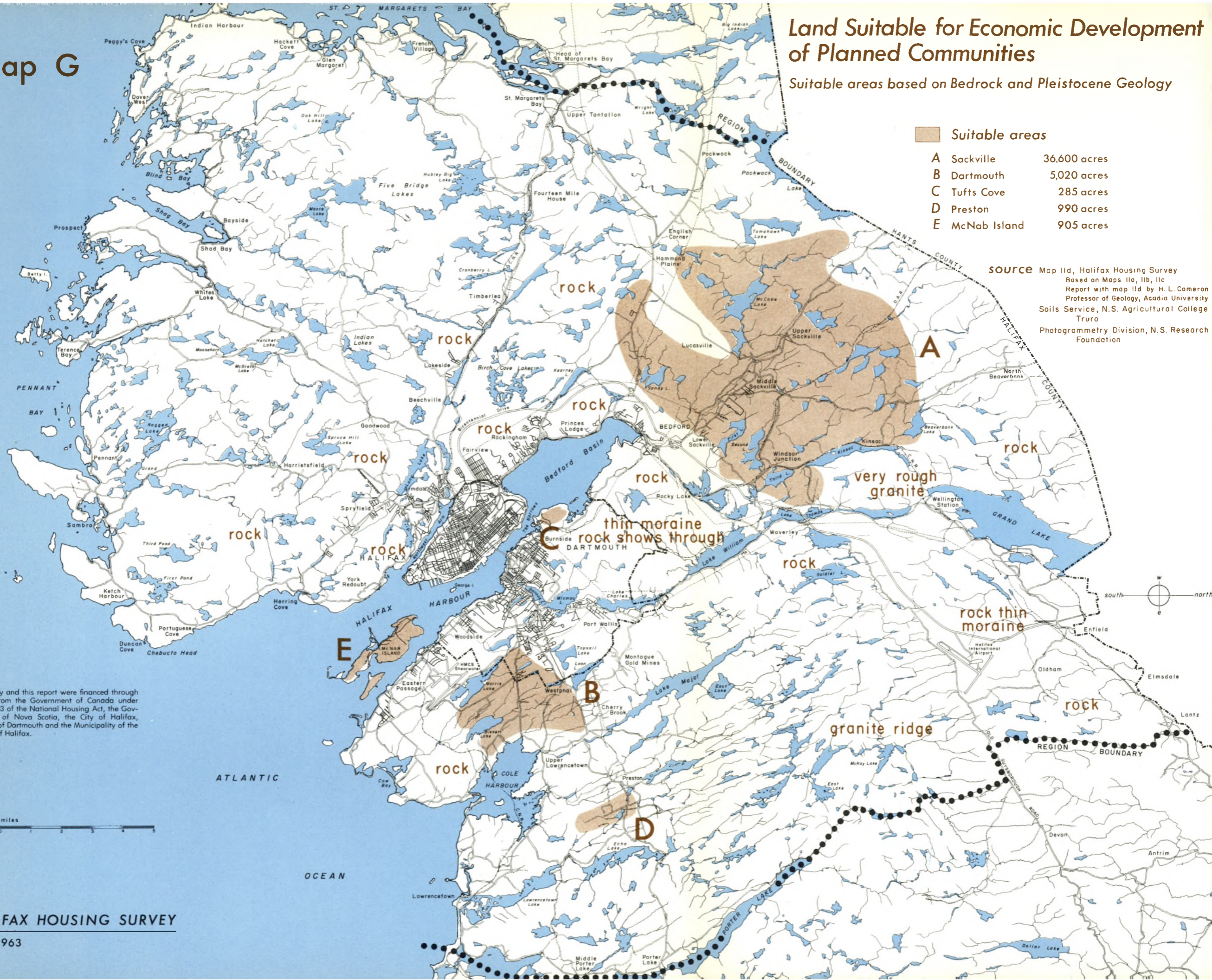
map G

Land Suitable for Economic Development of Planned Communities

Suitable areas based on Bedrock and Pleistocene Geology

Suitable areas	
A	Sackville 36,600 acres
B	Dartmouth 5,020 acres
C	Tufts Cove 285 acres
D	Preston 990 acres
E	McNab Island 905 acres

source Map 11d, Halifax Housing Survey
 Based on Maps 11a, 11b, 11c
 Report with map 11d by H. L. Cameron
 Professor of Geology, Acadia University
 Soils Service, N.S. Agricultural College
 Truro
 Photogrammetry Division, N.S. Research
 Foundation



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.

Scale in miles
 0 1 2 3 4 5

HALIFAX HOUSING SURVEY

May 1963

Housing and industrial construction involve a number of factors, the most important of which are (1) the physical structure, and (2) the services, which include water supply, sewage disposal, and power supply. To illustrate how these can vary according to the geological setting we will describe cases which can be identified as typical of two sections of the Halifax-Dartmouth area.

CASE 1. Located in an area where bedrock outcrops over 90% of the surface and soil ranges from thin to non-existent. In order to construct a cellar or basement drilling and blasting are necessary. If the basement is raised and placed on the rock surface drilling and blasting are still necessary to level the site. Water pipes are required to be placed below frost level (an average of six feet in Nova Scotia) and these will require rock-cut trenches. Sanitary sewers likewise require rock trenches and some of these can be of considerable depth because of gradient requirements. If sanitary sewers are not installed, a large pit is required for a septic tank, with gravel and earth fill to absorb the discharge. Again if a drilled well is used as a source of water, the septic tank location in such an exposed bedrock area can be critical, as it must be as far away as possible from the well. This involves complications if more than one housing or factory unit is involved. We need only point out the dangerous sanitary conditions now existing in the Village of Bedford to illustrate this type of situation. If a proposed development of this type is located any distance from existing water main and sewer systems the cost of giving it group services is prohibitive. In such terrain only marginal expansion of existing areas is justified, and those only in areas where complete water main and sewer systems exist.

CASE 2. Located in an area where bedrock outcrop is scarce to non-existent and where glacial over-burden is thick and varied. Basement excavation is a simple matter of scooping with bulldozer, and water and sewer trenches can be made with power shovel (back-hoe). If septic tanks are used, the thick and relatively porous glacial cover will absorb discharge without danger to adjacent wells. The water supply is still a problem if not piped in, but contamination is eliminated.

It is considered necessary here to point out that water supplies in quantities necessary to service cities of the size of Halifax and Dartmouth do not appear to be available from wells drilled in the Meguma Series, which constitutes the bedrock of the area. The two cities obtain their water from lakes and their shed areas. This makes self-contained unit construction hazardous even in areas where glacial soil cover is abundant because of the lack of an assured water supply.

The general conclusions to be drawn from the foregoing are that future housing and industrial development should be undertaken in areas that have a thick glacial cover avoiding areas of exposed bedrock and thin soil cover. Accepting the principle that self-contained unit subdivisions are a poor risk, full construction should be aimed at. This could lead to **satellite** areas where water and sewer systems are self-contained and not extensions of the present systems of Halifax or Dartmouth. It could also follow that some existing developments should be frozen at their present limits. In some cases it would be more economical to drill several deep wells to assure a supply to these areas than to extend water and sewer facilities to them through the bedrock.

After an account of the geology of the area the report describes:

AREAS SUITABLE FOR THE ECONOMIC DEVELOPMENT OF PLANNED COMMUNITIES:

The areas recommended for future development are shown on Map 11d. These areas have been selected on the basis of the geological criteria outlined in the introduction to this report. The areas of economically possible development are given. It should be mentioned here that housing was the prime consideration. Industrial development can and is being carried out in areas where housing would be "risky to impossible." However, the general principles are the same, especially if the industry requires large water supplies for processing or personnel.

The areas shown on Map G of this report were described in detail and followed by:

SUMMARY AND CONCLUSIONS:

The geological criteria for the selection of future housing areas have been outlined. These are:

- 1 Sufficient soil cover to permit easy foundation construction.
- 2 Provision of underground water and sewer services.

Alternately, thick soil will provide sufficient absorption of septic tank discharge to prevent contamination, if individual well and septic tanks are used. On this basis the main areas of future development are east of Dartmouth and in the Sackville area north of Bedford.

Developments in the Spryfield-Jollimore area should be curtailed and adequate sanitary provisions sought for existing housing.¹ The same applies to the Fairview to Bedford area, where rock conditions are the same or worse, than at Spryfield.

In conclusion it is stressed that though these recommendations and conclusions are based on geological facts, the writer is not unaware of the other considerations which enter into any decision on housing by city and county planners, civic authorities and contractors. In the last analysis the most economical development appears to be the best for the greater number in this day of competition for the civic dollar.

H. L. Cameron, Signed,
September 1961

¹ About to be serviced by County Trunk Sewer System.

This geologic report with its specific recommendations needs to be reviewed along with many other criteria, not the least of which, includes the uplift given to a large residential area with some undeveloped land in the County, by the installation of a trunk sewer system. Basically there are for this area three types of land use plans to be followed and the advantages and disadvantages of each are outlined below:

THREE LAND USE PLANS

SPRAWL

PLAN 1.

Characteristics

Small area of high density
Large area of urban sprawl

Advantages

A continuation of present policies and would require the least change. Proposed high density would be in areas where utilities are located. Developers could build on cheapest outlying land.

Disadvantages

If residents are allowed to fan out in urban sprawl, this will retard growth in the central part of the region. **Suburban scatteration** is difficult to serve with utilities and other community facilities and is costly and inefficient. Commuting to and from work is costly and time-consuming. Land is wasted as leap-frogging of subdivisions makes taxes on farms too high for operation and discourages farm improvement. Traffic problems have a tendency to multiply in the inner core where they are difficult to solve.

PLAN 2.

Large area of dense development
extensive urban sprawl

Enlarged high density area is easily served by transit vehicles. This method would require fewer changes in policy than Plan 3.

The enlarging of the dense area of the region would reduce growth in outlying sections. Although this alternative does not require the extensive additions to utilities and highways required in Plan 1, it would necessitate considerable expansion. With the high proportion of apartment densities, measures would have to be introduced to present lower-density development in selected land area until the apartment market becomes fully developed.

SATELLITE

PLAN 3.

High Density Core
Modern medium density surrounding satellite communities
Minimum urban sprawl

The higher densities in numerous locations would require a smaller proportion of land to accommodate housing demand, resulting in more opportunities for better land allocation, more open space and for future acquisition. This method would *not* require extensive utilities as the other alternatives. High medial inner core and satellite towns would be reasonably self-contained, and would provide the shortest journey-to-work trips. This would result in the least amount of automobile traffic in the inner core which contains older streets. Traffic problems would be relatively easy to handle and transit service would be simplified.

Land values in inner core would be less than in Plan 1. Tight restriction to prevent urbanization would have to be imposed in the farming areas. While decisions are being made by political subdivisions on the three alternative Land Use plans, the region has been divided into neighborhoods offering educational, cultural and recreational facilities.

Conclusion

The planless process of continuous town expansion has to be stopped if urban life is not to decline further and if gaps are to be preserved between cities and villages throughout the region. Existing public ownership of land¹ provides the appropriate framework for separation of fully serviced communities.

Adequate planning research must be carried on if the future potentialities of the Region community are to be realized.

¹ See Map B *Public Land and Rights*, facing page 6

Organization for Planning

During the past four years considerable attention has been given to the problem of achieving some form of regional planning in the Halifax-Dartmouth area. Official and citizen groups have studied the problem and although all are agreed on the importance of area-wide planning, no one seems to be able to create the driving force necessary to achieve it.¹ This problem is found all over North America and part of the failure to attain area-wide planning is due to the question: How can a metropolitan planning agency be effective if no area-wide government exists? Are not such existing metropolitan planning agencies engaged in a futile exercise if there is no governmental unit to carry out plans that are proposed?

The Housing Survey report "A Proposal for a Voluntary Region or Metropolitan Governmental Council" A.3.1 published January 1963, culminates two and one-half years of discussion on the need for collective thinking and action in the region. Too many decisions are being made in isolation without reference to a regional policy for growth or a regional plan.²

It has been suggested that the act creating the Halifax-Dartmouth Regional Authority could resemble the make-up of a voluntary council except its functions seem to evolve around joint expenditures for specific projects, rather than being a group to undertake a comprehensive review of metropolitan problems.

Of particular advantage to this area is the fact that a metropolitan council is not a supergovernment—it offers no threat to local autonomy, but, though the council is voluntary, it can be used as an effective decision-making mechanism.

There are disadvantages to the voluntary council. It is not immune to the ever-present problem of personalities and politics. There is sometimes a general lack of interest in metropolitan problems that do not directly affect an individual member's jurisdiction. Consequently, this type of organization frequently tends to operate at two extremes in decision-making: either full consensus is reached in non-controversial areas of metropolitan affairs; or all action is blocked by minority objections on controversial issues.

What in some areas is a disadvantage does not hold true for the Halifax-Dartmouth area. In most places, few provisions beyond the annual budget of the council are made for meeting the costs of carrying out agreed metropolitan actions, but with the Halifax-Dartmouth Regional Authority established in 1962, joint financing can be arranged. The planning agency must be subordinate to the metropolitan governmental council.

The success of such a planning agency will depend on the degree to which its recommendations are used by the governmental units it serves and are of benefit to them.

¹ See Bibliography under Fisher, Ernest M.; Halifax 1980 Conference; Pock, Max A.; Regional Study Committee; and Sengstock, Frank S.

² Briefs presented to Commissioner W. D. Outhit, Q.C. during his Inquiry into Metropolitan Authority in Nova Scotia, October 1962 bear this out.

Conclusions and Recommendations

Many findings of the Housing Survey are contained in this 1960-1963 Report and can also be found in the separate reports listed at the back. Subjective matters such as the value of a resident staff for three years as opposed to a visiting consultant can only be answered in this way: Each day there are contacts with local officials, specific interest groups, and the general public and from these sources has come much useful discussion—at the same time it has been possible for the Survey to provide information and help to the local units during the course of the study. This continual flow of information is in the writer's opinion, superior to the terminal report alone—approach for a study of this kind.

1 HOUSING

The Low-Cost House

Steps must be taken to provide at the lowest cost to the consumer, building sites with the full complement of facilities generally required for urban living. There is no question of the adequacy of the supply of land. Improved highways have opened, and will continue to open up increasing areas, of what was once remote farmland or timberland, to the urban worker and his family. Distance in miles from place of work is no longer a deterrent to homeseekers, *provided that proper facilities are provided at the right time.*

There are those who argue, however, that, considering all facets of the urban problem, the outward expansion of metropolitan areas has already gone too far, and that in time the tide will turn with greater emphasis being placed upon more convenient close-in locations. Dartmouth illustrates the rise of an area which is close to work centres. Young couples seeking housing have moved to Dartmouth—at the 1961 Census, in the age group 0-9 years, Dartmouth had 13,775 children compared to Halifax's 16,785, whereas the total population of Dartmouth was 46,966 and 92,511 for Halifax.

The next logical area for residential development is shown as **A** on Map G. Although seven miles from existing large work centres there could be employment centres developed in the critical transportation core around Windsor Junction (see map H). Although the price of housing has increased since 1945 it is in part due to fact that builders are now required to provide at the outset the amenities which, in earlier developments, would have come gradually over a period of years, such as proper paving, curbing, storm sewers and sidewalks.

In an effort to avoid further aggravation of local community facilities, the planning boards are making it increasingly difficult, if not impossible, for builders of low to moderate-priced homes to continue to operate within the fringe areas. The builders search out unrestricted low-cost land but which is also away from other community facilities.¹

The Survey has pressed for studies to be made of a low-cost house² meeting National Research Council standards but below the present National Housing Act requirements, but it does not believe this to be the panacea of a problem whereby 5,300 dwellings or 12% of the total housing stock will have to be replaced over the next decade. (This does not take into account additional new dwellings required because of natural increase, etc.)

The uncoordinated process of land development imposes added costs to homeowners which could be avoided if land development were orderly and compact. Areas such as Kline Heights and parts of Spryfield, Eastern Passage and Beechville will have to be considered for clearance or wholesale rehabilitation because of the widespread residential blight in these areas.³

A question confronts the County for these areas: Is it worth servicing such locations with sanitary sewer and water lines, when the existing dwellings cannot *support* such facilities?

Relocation

The term "human bookkeeping" has been used throughout this report, and it needs further clarification. Large movements of population in the lower income groups will take place over the next few years in the Region. Some movement is due in part to urban renewal land clearance, but increasingly more will arise from rehabilitation, private conversion to a non-residential use, highway improvements and housing code enforcement.

No one can doubt the value of clearing out physical blight but at the same time it may well be these clearance programs have unwittingly helped to create social problems of a large magnitude in the encompassing metropolitan area. An existing agency must be expanded or a new one created to take care of the aftermath problem. There needs to be exact knowledge of (a) what happens to people when they move into public housing—are there tangible improvements over a two or three year period? and (b) people who move outside the city—where do they go?—are they in a semi-rural slum, compared to a city slum? There is an obvious concern about youngsters who live in over-crowded conditions, and the belief that their schooling suffers (no one can doubt this)—conversely, a little money should be spent on a follow-up of these families from both a demographic and human standpoint.

¹ Compare earlier remarks on Nova Scotia Housing Commission developments.

² The Nova Scotia Housing Commission now has a house approved by CMHC with monthly payments of \$30—material to cost \$4000 and owner to build it himself in a cooperative.







³ See Housing Survey Chart 12d.

Proposals for the Region

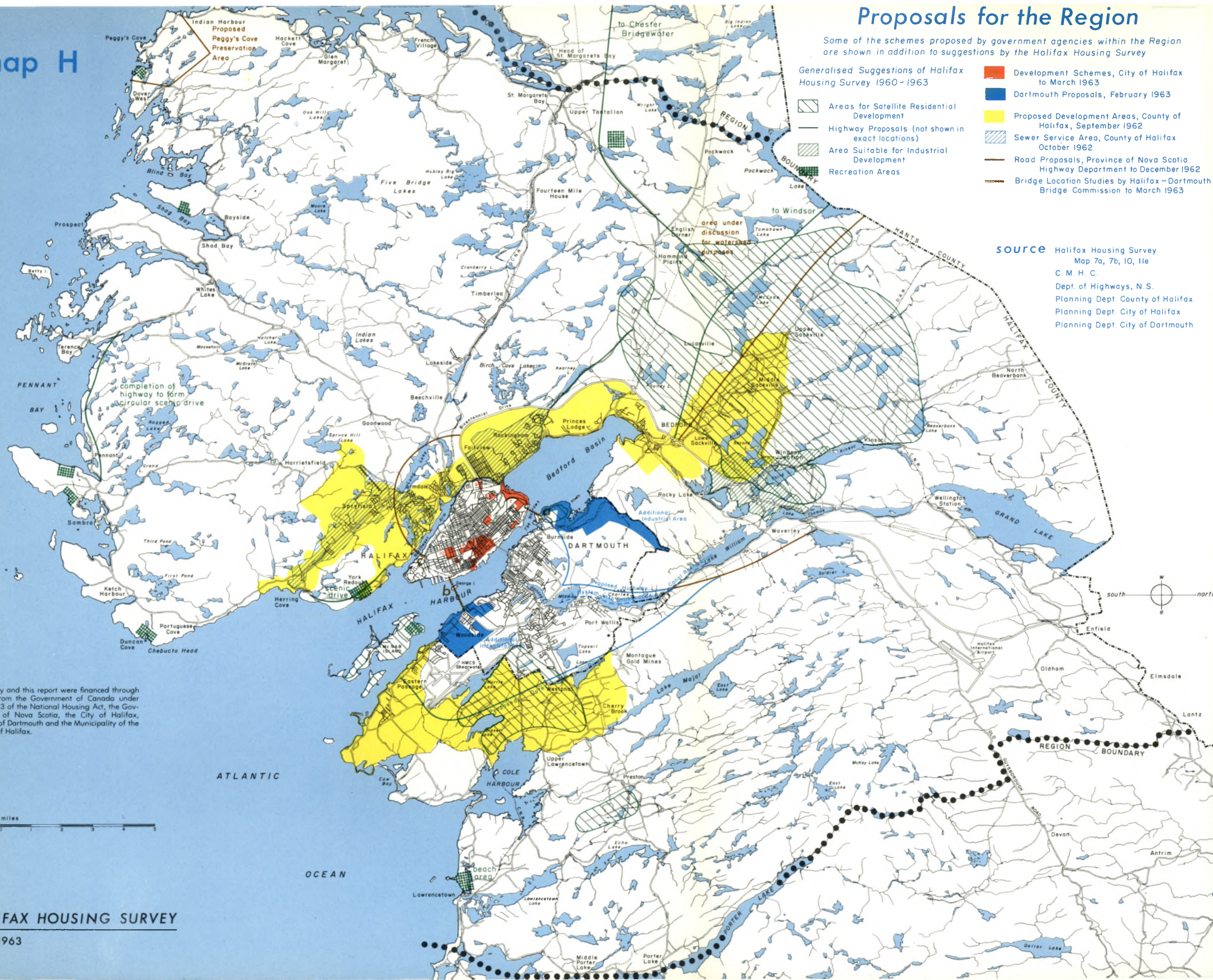
Some of the schemes proposed by government agencies within the Region are shown in addition to suggestions by the Halifax Housing Survey

Generalised Suggestions of Halifax Housing Survey 1960-1963

-  Areas for Satellite Residential Development
-  Highway Proposals (not shown in exact locations)
-  Area Suitable for Industrial Development
-  Recreation Areas

-  Development Schemes, City of Halifax to March 1963
-  Dartmouth Proposals, February 1963
-  Proposed Development Areas, County of Halifax, September 1962
-  Sewer Service Area, County of Halifax October 1962
-  Road Proposals, Province of Nova Scotia Highway Department to December 1962
-  Bridge Location Studies by Halifax-Dartmouth Bridge Commission to March 1963

SOURCE Halifax Housing Survey Map 7a, 7b, 10, 11e
C. M. H. C.
Dept. of Highways, N.S.
Planning Dept. County of Halifax
Planning Dept. City of Halifax
Planning Dept. City of Dartmouth



The Study and this report were financed through grants from the Government of Canada under Section 33 of the National Housing Act, the Government of Nova Scotia, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax.

Scale in miles
0 1 2 3 4

2 PLANNING ISSUES

The Nature of the Beast

Town planning has long been discussed in the Region. In a letter dated *November 26th, 1920* addressed to the County, a distinguished local engineer, Mr. H. B. Pickings, stated he would be glad to be Engineer for the County Town Planning Board (established under the Town Planning Act 1915)

provided the Town Planning Board was prepared to make some real effort along Town Planning lines. Both Mr. — and Mr. — assured me that they believe such was the intention of the Board, and I therefore agreed to undertake the work. I had intended some time ago to prepare a report and hand it to the Board as to what I believed should be done in order to make real progress, particularly in connection with the districts at Imperoyal and on the Bedford shore. On one or two occasions I have discussed this question with Mr. Archibald (*County Clerk*), and in the late fall spent a number of hours with Mr. Adams¹ going over the whole situation generally. I have very strong convictions on the benefit of Town Planning and of the need of it in the outlying districts of Halifax, but do not believe that any real progress can be made unless the Board is prepared to spend a moderate amount of money. (1920)

He continued with a discussion of the need for an up-to-date base map covering Dartmouth to Eastern Passage, from the Head of the North-west Arm to Herring Cove, from the Arm Bridge through Dutch Village to Bedford.

... that if the Board will look into this question carefully they will arrive at the same conclusion as I myself arrived at, namely that if Town Planning is worthwhile, measures must be taken that will enable the Board and its Engineers to properly study the problem and deal intelligently with them, and I do not think that this can be better illustrated than by a consideration of the existing conditions from Woodside to Imperoyal. Present day indications point to a population within the next five or possibly ten years of from 5,000 to 10,000, in other words a new town with a population equalling or surpassing that of Dartmouth. The development to date has not received the consideration it should have received and provisions for streets, drainage and open spaces will have to be made, the cost of which will by many times exceed what the cost would have been had town planning been undertaken seriously in this district two years ago and what applies to this district, applies in a lesser degree to Dutch Village and the Bedford shore.

The problems stated so precisely 43 years ago by the writer of that letter apply today and are made more difficult because of population growth and the urban sprawl.

3 PROPOSALS

The third term of reference reads:

“the areas within metropolitan Halifax which are suitable for housing developments and those which should be developed for other purposes.”

The answer in part has been supplied by the recommendations contained in Housing Survey Report 11d (see maps G and H). Map H PROPOSALS FOR THE REGION, depicts the various projects and proposals of Halifax, Dartmouth and the County along with some recommendations of the Housing Survey. The latter include recreational and beach areas which must be safeguarded against indiscriminate gravel operations, a large industrial tract at Windsor Junction and completion of the Chebucto Head ring road. The City of Dartmouth has recently included its proposals in the report *Growth for Dartmouth* and these are fully shown. Halifax's proposals are numbered² and range from the Halifax Commons scheme presently being prepared by planning consultants, various redevelopment schemes, Basin expressway, downtown Halifax (known as the “Woking scheme”) to the Africville clearance scheme. Also shown diagrammatically are the bridge proposals and the County Trunk Sewer System. In total these become a very impressive picture of things to be, but how are they related? What implications in the land use pattern are there for Jollimore, if the North-west Arm bridge is built, and so on.

It is evident that many very important factors affecting a city or county cannot be controlled by it. An expressway illustrates the point; it must be laid out to serve a regional need, and if the three local units do not or cannot cooperate continuously on the planning of such facilities, the decisions can be, and will be, made unilaterally by the next senior body or some *ad hoc* body.

Land in public ownership can be made to serve a useful purpose as a means of establishing a regional parks system or an open space wedge system separating semi-independent communities such as, Bedford and Sackville, Rockingham and Fairview.

In the final analysis, the people of the Region will choose, consciously or by indifference, the values the new Region will foster over the next twenty years. By conscious planning, they can get the pattern of settlement they want.

¹ Thomas Adams PPTPI, Town Planning Advisor, Commission of Conservation, Government of Canada, and architect of the Hydrostone Housing Scheme, Halifax.

² 1 Spring Garden South Redevelopment Area
2 Central Redevelopment Area and Waterfront
3 Old Northern Suburb
4 Commons Proposal
5 Mulgrave Park Public Housing

6 Exhibition Grounds Industrial and Recreation Area
7 North End Redevelopment Area, Africville and Industrial Mile
8 Westwood Park Public Housing
9 Bicentennial Drive entrance
10 Hospitals Expansion Scheme

MISCELLANEA

General

Many varied activities have been carried on by the Housing Survey including exhibits at the 1961 National meeting of the Canadian Federation of Mayors and Municipalities, the 1961 National Planning Conference of the Community Planning Association of Canada. Talks to service clubs, Board of Trade, church groups, citizen planning organizations, University students, and professional organizations and participation in radio and television programs. Materials prepared by the Survey as well as leaflets obtained from national groups have been distributed to hundreds of persons throughout the community. Planning and housing has been talked about, exhibited and argued for.

The Halifax Housing Survey Library, which is fully catalogued, has been made available to local planners, professional and business men, and members of the public. Medical students from Dalhousie University have been given maps and reports to assist them in their yearly public health assignment. Occasional lectures and materials were also given to second-year law students at Dalhousie University.

A course on planning, *An Introduction to Town and Regional Planning*, was run for the Nova Scotia Division of the Community Planning Association of Canada and Dalhousie's Institute of Public Affairs which had a weekly attendance for 19 weeks of over 40 persons. Its purpose reflected the reasons for the Survey participating in these many and varied activities: *to act as one part of a program for bringing the values inherent in community planning to the attention of the people of this area.*

Statistics

There is a great and continuing need for keeping a constant tag on the vital statistics of the area. This includes close cooperation with the Dominion Bureau of Statistics (DBS) in order to have data collection areas as coincident as possible with the political boundaries of the Region or urbanized area.

Social data about racial groups need to be objectively collected at regular intervals since the Region has the highest percentage of negroes in Canada.

The material carefully collected and collated by the Housing Survey over the last three years should be maintained because it rapidly becomes obsolescent if not reviewed at regular intervals. This also applies to the map series.

Mapping

The base map used by the Housing Survey throughout its work, except those in this report, was prepared by the Department of Mines and Technical Surveys, Government of Canada, in January 1961. Mr. S. G. Gamble, Director of Technical Surveys outlined the procedure in a letter:

Prints of the map used by the Halifax Housing Survey were produced as follows:

- 1. Combined black and dark blue positives were made from nine 1:50,000 map sheets covering the area required.*
- 2. The positives were then assembled into one map and areas not required were cut off.*
- 3. A contact negative was then made from the assembled positive.*
- 4. The negative was printed to a metal lithographic plate.*
- 5. 100 copies were lithographed on Albanene (195 L-42 x 56) transparent paper supplied by the Housing Survey.*

APPENDIXES

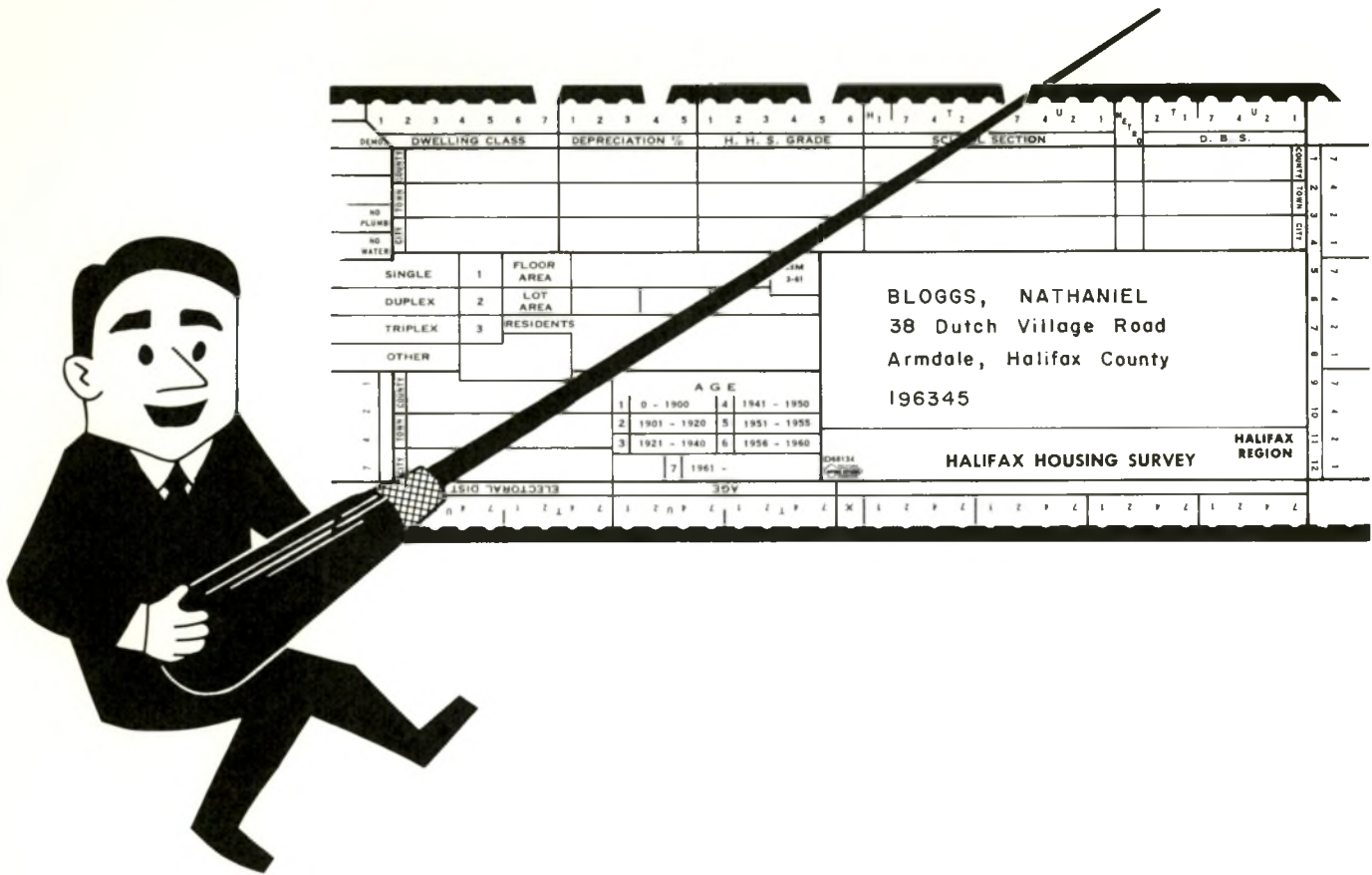
BIBLIOGRAPHY

PUBLICATIONS

ACKNOWLEDGEMENTS

Appendix A

The Automatic Keysort Record



THE "OUTER" holes in the Automatic Keysort card are coded from information contained on the card, or supplemental source documents, by notching away that portion of the card between the hole and the edge. The notches allow the coded cards to be separated from unnotched cards when a Keysorter, or sorting needle is inserted in one of the holes of a group of cards. Since the notched cards have nothing to support them on the Keysorter, they fall from the group leaving the unnotched cards intact.

CODING

Detailed physical and occupancy information will be punched for lower Housing Survey grades only, i.e. Grades 3 through 6. The hole marked DEMO will be punched if a building is scheduled for demolition. Holes marked NO PLUMB and NO WATER will be punched when buildings do not contain sanitary and water facilities.

Unassigned holes on the card are used for additional items of information such as basement dwelling, attic dwelling, vacant land, mixed commercial and residential use, buildings under construction and those included in redevelopment schemes and overcrowding.

Appendix B

City of Halifax Assessment System

Each building is graded in two ways: (a) Class (b) Depreciation.
A combination of the two gives the Housing Survey Grade.

DWELLING CLASSES		DEPRECIATION SCHEDULE	
AA	Luxury and Modern Dwelling Excellent construction, materials and workmanship of the best quality.	100% – 81%	Very good 1
A	Superior construction, good quality of materials and workmanship.	80% – 61%	Good 2
BB	Modern dwelling slightly above average construction	60% – 40%	Fair 3
B	Older Type of two-storey dwelling and also new dwellings of cheaper construction than BB. Middle class house.	40% – 30%	Poor 4
C	Cheaper grade of construction Pre-fabricated buildings classed in this grade.	30% – less	Very poor 5

THE SYSTEM

Dwelling Grade Combination	Housing Survey Grade
AA1 A1 BB1 C1	1
AA2 A2 BB2 C2	2
A3 BB3 B3 C3	3
BB4 B4 C4	4
B5 C5	5

Appendix C

City of Dartmouth Assessment System

Each building is graded in two ways: (a) Class (b) Depreciation.
A combination of the two gives the Housing Survey Grade.

DWELLING CLASSES		DEPRECIATION SCHEDULE	
Class 1-A: 1-B: 1-C: High grade one family residence 1, 1½, 2 storeys.		100% – 85%	Very good 1
Class 2-A: 2-B: High grade old style residence 1, 1½, 2 storeys.		84% – 65%	Good 2
Class 3-A: 3-B: Average grade Modern residence 1, 1½, 2 storeys		64% – 50%	Fair 3
Class 3-C: Cheap grade modern residence 1, 1½, 2 storeys		49% – 40%	Poor 4
Class 4-A: 4-B: Prefabricated residence and cottage 1, 1½, 2 storeys		39% – 30%	Very poor 5

THE SYSTEM

Dwelling Grade Combination	Housing Survey Grade
A1 C1 D1 E1	1
A2 B2 C2 D2 E2	2
C3 D3 E3	3
C4 D4 E4	4
C5 D5 E5	5

Appendix D

Municipality of the County of Halifax Assessment System

Each building is graded in two ways: (a) Class (b) Depreciation.
A combination of the two gives the Housing Survey Grade.

DWELLING CLASSES	DEPRECIATION SCHEDULE
A Modern Dwelling Good construction 1½, 1¾, or 2 storeys	100% – 85% Good 1 80% – 65% Fair 2 60% – 45% Poor 3
B Ranch Style or Rambler Type Bungalow—Good construction 1 storey	40% – 25% Very poor 4 20% or less—Dilapidated 5
C Modern Dwelling Average construction 1, 1½ or 2 storeys	
D Older type 2-storey dwelling Usually flat roof, also includes new 2-storey dwellings which are of cheaper construction than Class C	
E Old Style Dwelling, steep pitch roof, usually found in rural communities, 1 or 1½ storeys	
F Low cost bungalow, 1 or 1½ storeys	
G Cottage or Camp, 1, 1½ or 2 storeys	

THE SYSTEM

Dwelling Grade Combination	Housing Survey Grade
A1 B1 C1	1
A2 C2 D1 F1	2
C3 D2 E2 F2 G1	3
D3 E3 F3 G2 G3	4
D4 E4 F4 G4	5
E5 F5 G5	6

Appendix E

A Basic Policy for Rehabilitation of Residential Property

The aim with respect to housing for the Region as well as of the senior governments of Nova Scotia and Canada is that improved urban and rural-urban living be obtained for the majority of its population. This can be accomplished through the realization of the following objectives:

- 1 The elimination of slums that cannot be economically rehabilitated
- 2 The improvement of properties that can be economically rehabilitated
- 3 The preservation of currently sound housing and neighbourhoods by slowing down their rate of obsolescence
- 4 The provision of new housing on both cleared and vacant land in sufficient quantity and of satisfactory quality to meet current and future requirements.
- 5 The accomplishment of the foregoing objectives in conjunction with a high level of coordinated community services, and in such a manner that all income, racial and other groups in the population will be served

The value of residential structures in our communities is an enormous resource and from its magnitude alone, this investment merits attention and concern. From its bearing on the general welfare, in terms of health, safety, comfort and happiness of the people, its meaning is not surpassed by any of our real assets. In terms of the business generated through real estate and financing transactions and property repair and improvement, its importance is hardly less.

Appendix E cont.

The onus for blight or the responsibility for its elimination cannot be placed on financial institutions who are accused of failing to support rehabilitation endeavours. They must have an environment in which it is possible to function; and if the present environment is bad, a better one must be at least in prospect. This can be provided only by public authority. One of the most depressing aspects of our older urban and urban fringe districts in Canada is their neglect by local government. When municipal budgets are short or expenses curtailed, it usually is the older areas that suffer first, in the lapse of garbage collection, the disregard of pavements and lighting, the failure to provide or to maintain playgrounds, and the indifference to other services. The default in municipal housekeeping cannot help but lead to bad personal housekeeping. In fact, it makes good personal housekeeping virtually impossible. More than this, it creates an infectious discouragement that makes maintenance and repair seem hardly worthwhile to the resident and financially hazardous to the lender. The first insurance against blight is good municipal housekeeping. The second, is to have on the books, and to enforce, by-laws in respect to building requirements and property repair and occupancy.

It is important to create an environment which will encourage rehabilitation activity and this can be summarized as follows:

- a A sincere acceptance of rehabilitation as a vital feature of a sound urban and rural-urban economy.
- b The maintenance of municipal services (particularly garbage collection, street paving, and lighting, and police protection) in declining sections of the urban areas.
- c The installation and maintenance of small parks and playgrounds in these sections.
- d A firm zoning policy which establishes logical uses and avoids spot changes that contribute to the process of decay.
- e Realistic housing standards (which can be stiffened as progress is made) vigorously enforced.
- f The same realism in establishing standards for the insurance of mortgages in the older urban and non-rural urban areas.
- g Coordination among governmental agencies dealing with planning, zoning, highways and by-law enforcement.

It is reasonable to assume that private investment would proceed with less hesitancy under these circumstances where there is a sound and well accepted framework. Private business initiative would respond to the opportunities created for the rebuilding of the community.

The need for rehabilitation has been stressed throughout the Housing Survey findings, specifically in the Map 12 Series.

Appendix F

Housing Market Analysis—An Approach

Housing Needs have to be examined from three points of view:

- 1 the effect of a community goal of eliminating all substandard housing conditions existing in 1961 by say, the year 1981.
- 2 the housing requirements of special groups in the population.
- 3 the extent to which a different distribution by tenure of the anticipated housing increment would match more closely consumer preferences and requirements.

For estimates of market demand it is necessary to consider trends in population and household growth, the implications of steadily rising household income, high residential mobility, losses from, as well as addition to, the housing supply and vacancy rates.

Important variables which influence and could easily alter these estimates are factors affecting the length and ease of the journey to work; the strong desire for higher housing standards manifesting itself in larger, better-equipped and higher-priced homes; counter-trends impelling large numbers to move to the suburbs while a smaller but substantial segment is moving back to intown and downtown areas which are being redeveloped; builders' plans and expectations and possible trends toward more trailers and trailer parks, manufactured housing, and cottages.

The pace of road and utility construction affects the timing of much homebuilding, and the availability and price of vacant sewerable land in particular locations has an impact on the timing, geographical distribution, price and structure type of new housing. The availability of credit through conventional and government-backed financing is also of great significance. (November 1961)

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A partial Bibliography prepared for those generally interested in the material used

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Maps¹

Map No.

- 1 *Public Land 1962*—Major ownership by Federal, Provincial and local government bodies.
- 2 *Base Maps 1962*—Coverage of current maps by official groups in Region.
- 3 *Administrative Units*—Defines the region, shows school sections, service commissions, electoral districts, wards, three municipal units, and the Metropolitan Census Area, Dominion Bureau of Statistics (DBS).
- 4 *Settlement Map 1963*—Areas shaded to show where school children live and is based on a detailed questionnaire. This is a true reflection of the distribution of population throughout the region.
- 5a *Region Base Map*—Main topographical features, new roads, and city boundaries.
- 6 *Public Facilities, Schools*—Location of all schools in the region and Report, 1963—14pp.
- 7a *Housing Projects 1962*—Shows schemes supported by the National Housing Act other than conventional mortgage loan programs to merchant builders and individual home owners.
- 7b *Commitment for Development and Land Regulations—Halifax Region 1962.*
- 8 *Land Regulations 1963*—The type and coverage of the major regulations affecting the use and development of land within the region, intended for reference purposes only, and for accuracy the original by-law or act should be examined.
- 9 *Recreation*— **not published**
- 10 *Circulation: Trafficways 1963*—Existing and proposed by the Nova Scotia Department of Highways.

PHYSICAL CHARACTERISTICS SERIES

- 11a *Bedrock Geology*
- 11b *Soil Survey*
- 11c *Land Form*
- 11d *Lands Suitable for the Economic Development of Planned Communities* with final report 1963 9 pp.
- 11e *Conservation*—A criteria for development based on forest reserve and land regulations.

QUALITY OF HOUSING

- 12a *Halifax Region, Graphic summary, tables and Report, 28 pp.*
- 12b *City of Halifax, 17 sheets by Census tracts, scale 1" = 200', and Progress Statement 5 pp.*
- 12c *City of Dartmouth, 2 sets of 2 sheets, Map scale 1" = 600' and Report 32 pp.*
- 12d *County of Halifax within Region, Chart and Map, and Report 37 pp.*
- 13a *Public Facilities, Services*—Fire protection and Refuse disposal.
- 14 *Proposals for the Region*

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- Environmental Health.* November 1961 14pp.
- A Questionnaire on Inter-Governmental Relationships in the Halifax-Dartmouth Metropolitan Area.* January 1962 5pp.
- Objectives of Halifax Housing Survey.* November 1960 and September 1962 3pp.
- Planning for Churches.* January 1963 4pp.
- A Proposal for a Voluntary Region or Metropolitan Governmental Council.* January 1963 3pp.

¹ Maps are scale 1:50,000 unless otherwise stated.

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