

IN THE SUPREME COURT OF BRITISH COLUMBIA

October 1, 1993
Vancouver, B.C.

5	BETWEEN:)	
6	GERALD A. REID)	JUDGMENT
7)	OF THE HONOURABLE
8	AND:)	MR. JUSTICE WILKINSON
	THE CORPORATION OF THE DISTRICT)		
	OF NORTH VANCOUVER)	
	DEFENDANT)		

9	G.B. LONGPRE, ESQ.	appearing for the Plaintiff
10	B. BAYNHAM, ESQ. and	appearing for the Defendant
11	MS. J. CURRIE (A/S)	

THE COURT: (Oral)

I am giving this judgment orally. I will be changing some of the wording in it, but the substance of the judgment -- the finding of a basis for liability -- the denial of liability on a limitations basis and, finally, commenting on and reducing damages claimed, will not change.

In this action Mr. Reid, a homeowner, seeks damages from the defendant Corporation of the District of North Vancouver arising from alleged faulty inspections of, first, his home during construction in 1959 and, secondly, his swimming pool during its construction in 1971. His house and pool settled due to being placed over fill which was loose and not compacted and which also contained improper materials such as stumps,

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1 rocks, boulders, and some rubbish.

2 The home was constructed in 1959 and has been
3 owned by the plaintiff since 1965. The plaintiff
4 says that uneven settlement manifested itself over
5 the next 25 years with various indicia including
6 cracks, sticking doors and windows and sloping
7 floors. Mr. Reid made several attempts to sell
8 the home. He and his companion looked at other
9 sites, but preferred the location, view, and pool
10 of their existing home. He came into a
11 substantial inheritance in 1989. In early May
12 1990, he saw an architect's ad in a local paper
13 and had him over. The architect told him if he is
14 going to rebuild he should first have a
15 geotechnical engineer look at the property to see
16 if the ground was suitable for rebuilding. He
17 called Mr. Peart on May 7th, 1990. Mr. Peart was
18 admitted as an expert in the field of geotechnical
19 engineering and gave evidence in addition to his
20 reports as did a further geotechnical engineer,
21 Mr. Brawner.

22 Mr. Peart's report dated May 30th, 1990, does
23 not give details of the condition of the house,
24 although it discusses in passing the possibility
25 of selling the home once removed from the lot. In
26 brief, the report says that it was requested to
27 consider remedial action to prevent further

1 settlement if a new home were built, discussions
2 of the site and field work, and sets out that the
3 house was built on imported, unsuitable fill to a
4 depth of at least eight feet. It then sets out
5 that Mr. Reid is interested in demolishing the
6 home and constructing a new house and recommends
7 that after removal of the house and slab that the
8 ground beneath be excavated five to eight feet
9 deep and replaced in layers with suitable
10 compacting. By way of summary it sets out that
11 rebuilding is reasonable if the compaction is
12 carried out. Mr. Reid says he was told by Mr.
13 Peart at the time of receipt of the report that
14 North Vancouver should never have allowed the home
15 to be built on the lot, but this is not set out in
16 the report.

17 Mr. Reid next contacted neighbours who had
18 rebuilt, and was directed to a house designer,
19 Mr. Poskitt, who looked at the report, suggested
20 that a new house would be no problem with proper
21 compaction and gave Mr. Reid a preliminary plan
22 and the names of three builders who were contacted
23 in July of 1990. The new home was substantially
24 larger and of better quality than the old home and
25 total monies for the home furnishing, landscaping,
26 pool, and yard compaction and extension ran to
27 \$400,000. The claim here is for the cost to have

1 placed new foundations under the old home and work
2 on the pool in the amount of \$110,000 together
3 with other expenses. Mr. Reid decided to build
4 through the auspices of Mr. Poskitt and demolition
5 and building permits were applied for in December
6 1990 and granted in March of 1991. A copy of Mr.
7 Peart's report was given with the application for
8 demolition permit. The plaintiff left the
9 residence in March 1991, demolition took place in
10 April, and the site was prepared.

11 The soil was excavated, boulders and stumps
12 were taken out, and the soil was replaced and
13 compacted in layers. As well the swimming pool
14 was raised slightly and the ground around it was
15 compacted. About six truckloads of boulders up to
16 three feet in diameter were removed as well as a
17 substantial amount of stumps, some up to three
18 feet in diameter. These would have the effect of
19 rendering compaction difficult, if not impossible,
20 quite apart from the question of whether
21 compaction was ever attempted.

22 It is accepted that the problem arose because
23 the original owner of the Reid and adjoining lots
24 was an excavating contractor and used the lots in
25 the early and mid-'50s, 1950s, as a dumping site
26 for earth and material removed from other lots in
27 the area. After leveling, this had the additional

1 effect of making the Reid and other lots, which
2 sloped steeply, appear to have level building
3 areas. When the Reid lot was built on in 1959,
4 the thickened edge slab forms for the concrete
5 "slab on slope" foundation were placed at the
6 north end of the lot near Sylvan Avenue and some
7 gravel was apparently placed over the fill,
8 although Mr. Peart saw no signs of the gravel when
9 the sign was removed.

10 The fill in question extended towards the
11 south boundary of the lot where it sloped down
12 steeply. At this length of time it is difficult
13 to conclude what took place on the inspection by
14 the North Vancouver building inspector prior to
15 the pouring of the slab at the time of his
16 inspection pursuant to the relevant by-law. His
17 visit took place March 18th, 1959, according to
18 the master card in the Municipal files; one of the
19 few remaining documents after old documents were
20 removed some time ago. I make the following
21 findings:

22 1. I accept Mr. Peart's opinion, particularly
23 so far as the south portion of the lot is
24 concerned, that the inspector should have known
25 that he was looking at substantial fill.

26 2. There is no evidence that there was to be
27 seen any of the stumps, boulders, or rubbish later

1 uncovered by Mr. Peart and I cannot conclude that
2 the inspector saw and ignored those.

3 3. Nevertheless, the inspector should have
4 been put on alert by the presence of fill by the
5 local terrain and by his presumed knowledge that
6 compaction is necessary for fill and he should
7 have checked both the north and south ends of the
8 lot. He was obligated to look into the matter and
9 the question becomes whether I can conclude that
10 he took no steps or inadequate steps.

11 4. I cannot simply conclude that the
12 "foundations" were unsuitable, that settlement
13 took place, and that the Municipality has to share
14 responsibility. It is necessary to break down the
15 "foundations" into components of the slab and the
16 soil it rested on. It is also necessary to
17 consider the extent of settlement, which I shall
18 deal with later. I do conclude that the slab
19 foundation in itself was suitable and that the
20 only problem was the lack of compaction of the
21 underlying soil.

22 5. There have been two explanations by the
23 District as to what may have been in the mind of
24 their inspector. First, it may have appeared that
25 the northern portion of the lot had not been
26 filled and may have been cut into undisturbed
27 soil. More importantly, he may have conducted

1 inquiries as to whether there had been
2 compaction. If he conducted inquiries as to the
3 nature of the soil underlying the house and/or as
4 to compaction and was misled, is he, and the
5 District through him, negligent? Should he have
6 done more? I must consider the standards existing
7 in 1959. There was little evidence of a
8 difference in practice then and now.

9 Accepting as I do the plaintiff's evidence
10 that the presence of fill was manifest, it seems
11 to me far more likely that the inspector made
12 inquiries and was misled than that he did not
13 inquire. Mr. Peart's evidence was that one could
14 not tell whether the soil was compacted simply by
15 looking at the surface. He said that there would
16 have to be a good clean up or a dilatory
17 inspection to miss the material that he found in
18 his test holes. He spoke of an inspector jamming
19 his heel or a bar into the soil. Mr. Brawner said
20 that an inspector if alerted to fill, should
21 conduct inquiries of the owner or builder as to
22 compaction and examine any excavations available
23 to him. If unsatisfied thereafter, he could test
24 himself or order tests or engineering reports.
25 Brawner did not see the site until immediately
26 prior to trial. The defendant's expert, Mr.
27 Butler, on cross-examination said that he was

1 aware that there were unscrupulous builders who
2 would try to make things look better than they
3 were and that he would check around if his
4 suspicions were aroused. Mr. Carr, an inspector
5 with the District since 1955, gave the most direct
6 evidence in my view. He said that the house was
7 not in his usual work area at the time, but as to
8 his practice at the time, he said that he had seen
9 many similar slab on slope sites. Usually the
10 forms were in place, heat ducts were installed and
11 gravel was spread around the heat ducts. He would
12 do a visual inspection, then if he suspected the
13 potential for an unsatisfactory base, would probe
14 with a bar. He said and I accept that if thus
15 probed the bar would move freely in loose fill. I
16 find in this case based on Mr. Peart's and others'
17 description of the looseness of the fill and the
18 presence of voids therein that such a probe would
19 have revealed the lack of compaction here. Carr
20 went on to say that if such testing was not
21 feasible or he did not have the equipment, he
22 would call for an engineering report.

23 6. I conclude primarily on the evidence of
24 Mr. Carr, but supported to some extent by the
25 evidence of the plaintiff's experts and Mr.
26 Butler, that the inspector in question ought to
27 have gone farther than simply inquiring as to

1 whether the house was on original soil or if the
2 soil was compacted, if indeed he did those things,
3 and ought further to have probed the soil with a
4 bar or if he could not do so, should have called
5 for a report. Either step would have
6 unquestionably revealed the problem. A current
7 inspector gave testimony that he had been led into
8 error when the first few feet of subsoil had
9 compacted, but that was not the case here.

10 7. I am satisfied that there was a duty on
11 the Municipality under the relevant by-law to
12 inspect the subsoil, a closeness of relationship
13 to the first and subsequent owners so that a duty
14 to them was contemplated by the Municipality, and
15 reliance on the Municipal inspectors, all as set
16 out in Kamloops v. Nielson S.C.C. 1984 5 W.W.R. 1,
17 such that a case for pure economic loss is made
18 out. The thoroughness of the inspection or lack
19 of it was an operational matter and I do not
20 accede to the defendant's argument that it was a
21 policy matter in whole or in part.

22 Whether there was a breach of duty in
23 connection with the construction of the swimming
24 pool by the plaintiff in 1971 is the next
25 question. It was built for Mr. Reid by Battison
26 Bros. One of the brothers gave testimony as did
27 Mr. Reid. A permit was applied for and granted.

1 That process required that a structural engineer's
2 drawings be submitted with the application. This
3 was done. I am satisfied that under the relevant
4 by-laws and National Building Code at the time,
5 the obligations on the District vis-a-vis
6 underlying soil for a swimming pool were
7 essentially the same in 1971 as for houses in
8 1959. The position of the District at trial was
9 that the request for a structural engineer's stamp
10 and drawings fulfilled their duty concerning the
11 underlying soil or shifted the responsibility for
12 it to the structural engineer. Since the plan is
13 furnished before the soil is excavated and deals
14 with design and reinforcing steel, it is difficult
15 to understand this position. It is open to the
16 District to fulfill its obligations as to subsoil
17 by having that aspect looked after by a
18 professional engineer, but there is no evidence of
19 that here. The evidence of Mr. Carr is that he
20 had no recollection of the pool, but that his
21 usual practice was to attend at the time forms
22 were laid and prior to concrete being poured, and
23 that he would only check concerning siting of the
24 pool and fencing if applicable. On
25 cross-examination, he testified that he would
26 object or stop work if there was an obvious
27 problem of soft subsoil. I am left to conclude

1 that the District did not carry out its mandate at
2 the time, but left the issue of subsoil
3 suitability to the owner or contractor or
4 mistakenly assumed that the original design
5 engineer checked the soil. There was no evidence
6 regarding this pool or others that a second
7 certificate was either required or obtained at the
8 time of excavation. Liability must be imposed as
9 to the pool damage as well.

10 I turn next to general issues of limitations,
11 discoverability, and losses. All require a
12 recitation of the onset and development of
13 settlement and cracking and other information
14 coming to the plaintiff's attention.

15 1. Mr. Reid said and I accept that there was
16 no evidence of settlement or cracking when he
17 purchased the home in 1965.

18 2. He said he saw some of the excavated
19 material in the evenings in 1971, when there were
20 excavations south of the house for the swimming
21 pool, and he said that some of it had "things" in
22 it and was not good earth.

23 3. He recalled a conversation testified to by
24 Frank Grant who told of some history of the lot.
25 In 1975 or 1976, Mr. Grant told him he knew the
26 area and on seeing the lot said, "That's what I
27 thought. You're on one of the two worst lots in

1 North Vancouver. They dumped a bunch of stuff in
2 there and couldn't sell and the lot sat there for
3 years," or words to that effect.

4 4. In 1977 or 1978, he noticed that windows
5 were sticking, that doors were not closing, and
6 that sliding doors were sticking. He knew they
7 were not right, but the house was livable. He
8 said he thought settlement was part of living on a
9 mountain.

10 5. About that time his son's employer on
11 noticing a sticking door asked Mr. Reid if he
12 realized his house was settling. This was the
13 first time he recalled hearing the word settle
14 with relation to his home.

15 6. Mr. Reid said he thought burst water mains
16 may have had an effect on settlement.

17 7. Mr. Reid's wife died in 1980. By 1983 or
18 1984, he noticed more sticking of windows and
19 doors, that floors dropped from moldings, that
20 sliding doors had to be rehung, that fireplaces
21 had developed cracks, that the hearth separated
22 from its adjacent floor, and that there were
23 vertical cracks in the Roman tile in the home. He
24 said he did not want to consider the matter
25 serious and did not want to call anyone concerning
26 the problems.

27 8. He did put the property up for sale

1 several times in the 1970s and 1980s. Both he and
2 his companion considered selling their relevant
3 homes and getting one new one. They did some
4 renovations to the kitchen and bathroom in 1985.

5 9. By 1987 or '88, there was more settlement.
6 The kitchen floors sloped so that it was a bit of
7 a joke with guests to put a marble down and watch
8 it roll. There were cracks in gyproc and longer
9 fireplace cracks. He put the home up for sale
10 again.

11 10. Mr. Reid spoke to two realtors in the
12 late 1980s. One, Mr. Pedley told him, "You have a
13 major problem here. I can remember being in the
14 house when it was listed before and we had open
15 house. It's even worse now than it was then."
16 Asked what he meant, he apparently replied, "If it
17 was me, I'd just get rid of it and take what I
18 could get on the home." He did not want to take a
19 listing on the property. Mr. Reid listed the
20 property one more time but got no offers.

21 11. In May of 1990, Mr. Reid saw the ad of
22 Mr. Bradbury, an architect, and told him he had
23 options of building a new house or selling, and
24 sought his advice. He was told, "If you're going
25 to rebuild, get a geotechnical engineer's report
26 and see if the lot is suitable to rebuild." Mr.
27 Reid said he did not know what was causing the

1 problem, that he did not yet think it was serious,
2 and that he thought it was minor. He had
3 continued simply using minor or cosmetic repair
4 techniques for cracks, windows, and doors, but the
5 problems would renew.

6 12. He saw Mr. Peart May 7th, 1990, testing
7 was done in mid-May, and he received Mr. Peart's
8 report May 30th, 1990. After that report, he said
9 he then understood the problem was with the
10 ground, not just with the house. As related
11 above, Mr. Reid said Mr. Peart told him on
12 delivery of the report that the Municipality
13 should not have allowed anyone to build on the
14 lot. He said he did not consider taking action at
15 that point and did not go to see a lawyer.

16 13. Mr. Reid next saw Mr. Poskitt, a house
17 designer, about June 1990. Mr. Poskitt thought it
18 feasible to rebuild if the lot was properly
19 compacted and gave him the names of three
20 builders. In July, Mr. Reid decided to rebuild
21 through Mr. Poskitt.

22 14. On December 21st, application was made
23 for permits to allow the demolition of the
24 existing home and construction of a new home. The
25 May 30th report of Mr. Peart was apparently
26 deposited with the application to demolish, but
27 there is no evidence of any notice of a claim

1 being made. The permits were issued in March
2 1991, Mr. Reid moved out March 23rd, 1991, and
3 demolition took place in April 1991.

4 15. Mr. Reid testified that he gave
5 consideration to a third option of repairing the
6 existing house and remedying the foundation
7 problem, but, based upon my consideration of the
8 documents, the whole of his testimony, and that of
9 others, I have no hesitation in finding that such
10 an option was never given serious consideration by
11 him. The expert evidence for repairing the
12 foundations was not made until just before trial.
13 There was no evidence of that expert or any expert
14 on the scope of existing damage to the house in
15 1990 or 1991. The only evidence as to subsidence
16 induced problems was that of Mr. Reid. In my
17 view, the only two options considered were sale
18 and rebuilding a considerably bigger and better
19 house. That does not end the matter, however, so
20 long as the damage to the house was such as to
21 justify its demolition and so long as Mr. Reid did
22 not intend to demolish the house in any event,
23 (that is that the tort was the cause of the
24 damage).

25 16. Mr. Peart in April 1991 supervised the
26 excavation of the old fill to a depth of five to
27 eight feet, the removal of stumps and boulders,

1 and its replacement in layers with suitable
2 compaction in the area of the house and around the
3 swimming pool. New foundations were laid and the
4 new house proceeded. In addition, there was some
5 raising, repairing, and compaction around the
6 swimming pool, which is also claimed. There is no
7 claim for compaction and a lock-block wall by the
8 south end of the property and a widened patio. A
9 report on pool and other repairs was received from
10 Mr. Peart May 17th, 1991.

11 17. About April 15th, 1991, the plaintiff saw
12 an article in a local newspaper printed April 9th,
13 1991, reporting a judgment given in the case of
14 Petrie v. North Vancouver and others, unreported
15 April 5th, 1991, Vancouver Registry C892379,
16 before Mr. Justice Collver, wherein the District
17 was held liable for subsidence of a home because
18 of faulty inspection. He put the clipping in his
19 file for the house. He said he thought it bore
20 some relation to the problem, but still did not
21 know he could sue.

22 18. Mr. Reid had discussions with the
23 municipal taxing authorities in the fall of 1991
24 and told them he should have a tax reduction
25 because he did not have a house on the property
26 for a substantial part of the year. They told him
27 to write to the B.C. Assessment Authority and he

1 did so on October 22nd, 1991. (Exhibit 1-36)
2 That letter was not sent to the District, but in
3 it Mr. Reid wrote of his intentions towards the
4 District at page 1:

5 "Obviously it (the house) had been
6 approved by the District of North
7 Vancouver's 'efficient inspection
8 department' many years ago. Under no
9 conditions should this (the approval
10 following inspection) have been allowed.
11 I intend to take this up with the District
12 and make a claim for my expenses incurred
13 to make the lot 'suitable' on which to
14 build. I have had to spend \$25,000 to
15 have the property compacted."

16 And at page 3:

17 "I must admit I was not aware of the
18 seriousness of this situation until I had
19 to have a geotechnical engineer make the
20 necessary tests to see if it was feasible
21 to rebuild. He mentioned to me that North
22 Vancouver should never have allowed a
23 house to be built..."

24 And:

25 "...it is my intention to seek recourse in
26 the very near future from the
27 District...for their negligence...I have
28 sufficient professional evidence to prove
29 that the District of North Vancouver had
30 no right whatsoever approving the
31 building."

32 19. Mr. Reid moved into the new home November
33 27th, 1991, and received an occupancy permit in
34 January 1992.

35 20. On January 28th, 1992, Mr. Reid wrote a
36 letter to the District complaining about drains.
37 In it he makes reference to "legal steps against
38 the District", but does not define the nature of

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his intended steps in any way or make any reference to the claim here.

21. In early May 1992, Mr. Reid took out and reread the newspaper article, got in touch with his present counsel Mr. Longpre and met with him May 14th, 1992. A Notice of Claim was sent May 22nd, 1992, and after some correspondence, suit was commenced June 28th, 1992.

22. By way of relevant considerations for "reasonable excuse" under Section 755 of the Municipal Act and statutory or other considerations regarding the various limitation provisions, Mr. Reid testified:

(a) That at the time of and before and after the October 22nd, 1991, letter, he did not intend to sue the District, but was referring only to an intention to seek some redress or settlement from them. I cannot accept this.

(b) That he did not speak to counsel before May 22nd, 1992.

(c) That he did not know if North Vancouver ever inspected before a house was built, although, he said earlier he had assumed they did.

(d) That he did not know the exact date the first house was built although he had a pretty good idea.

(e) That he had not seen the master District

1 card, Exhibit 1-15, before being showed it by his
2 lawyer.

3 (f) That he had never read Section 754 and
4 755 of the Municipal Act before he was showed them
5 by his counsel.

6 (g) That no one told him he had to contact
7 the District to give Notice of Claim within two
8 months.

9 (h) That he was not aware of the by-law
10 providing for inspections before consulting
11 counsel.

12 (i) That he had no knowledge of how
13 inspections were supposed to be done or what was
14 required in inspections.

15 I turn next to matters of law relating to
16 limitations.

17 1. Does Section 3(1)(a) of the Limitation Act
18 apply? It provides:

19 "After the expiration of 2 years after the
20 date on which the right to do so arose a
person shall not bring an action

21 (a) ...for damages in respect of
22 injury to person or property,
23 including economic loss arising
from the injury, whether based on
contract, tort or statutory
duty".

24 In the present case, it seems clear the Court
25 is dealing with economic loss pure and simple. It
26 is a relatively recent creation. Writers, courts,
27 and even countries cannot seem to agree from where

1 it has sprung or what is its direction of travel.
2 At this moment and in this country, however, two
3 things seem clear. First, that it involves loss
4 suffered without precipitating physical injury to
5 persons or things and, secondly, that Municipal
6 building inspectors are able to bring it into
7 existence by not doing their job properly. There
8 are a host of other matters not so clear including
9 the question as to how an inspector can be liable
10 if the building contractor cannot be, but this and
11 some others were not addressed before me.
12 Returning to Section 3(1)(a), it does not deal
13 with pure economic loss, but with injury to
14 property. It, therefore, cannot, by definition,
15 apply. See W.C.B. v. Genstar B.C.C.A. 1986 24
16 B.C.L.R. (2d) 157. My conclusion is strengthened
17 by the inclusion in Section 3(1)(a) of "economic
18 loss arising from injury", that is, consequential
19 economic loss. In my view, Section 3(1)(a) does
20 not apply notwithstanding that its application
21 appeared to be accepted by the parties in
22 Kamloops v. Neilson.

23 2. Does Section 3(4) apply? It reads:

24 "Any other action not specifically
25 provided for in this Act or any other Act
26 shall not be brought after the expiration
of 6 years after the date on which the
right to do so arose."

27 In my view, Section 3(4) does not apply. The

1 cause of action is, in my view, one that is
2 "...provided for in...any other Act..." That is
3 to say, in Section 754 of the Municipal Act. The
4 legislature has, in my opinion, provided a
5 legislative scheme between the Limitation Act and
6 the Municipal Act by which the latter governs
7 causes of action arising out of its own provisions
8 and the Limitation Act governs actions generally
9 whether taken against a Municipality or not. A
10 review of the preceding Section 16(1), which
11 repealed the old general one year limitation in
12 the Municipal Act, makes this clear. I will
13 repeat this theme in discussing Section 15(1),
14 which was the predecessor of Section 16(2).

15 3. Does Section 6 of the Limitation Act apply
16 to this case? In my view, it has no bearing
17 having regard to my rulings concerning Section
18 3(1)(a) and Section 3(4).

19 4. Does Section 8 of the Limitation Act, the
20 ultimate limitation of 30 years, apply vis-a-vis
21 the house? In my opinion, it does not unless the
22 date of action or inaction of the Municipality
23 taken by itself is considered as the date on which
24 the right of action arose. That is not the law as
25 I understand it. In the event that the Pirelli
26 test of physical damage is used, I cannot rule
27 that any was present prior to 1962. Our Court of

1 Appeal in Wittman v. Emmott 1991 53 B.C.L.R. (2d)
2 228 has said that discoverability is not the test
3 in a medical case of ultimate limitation, but held
4 that damage was necessary.

5 5. Assuming that Section 754 of the Municipal
6 Act providing for a six month limitation and
7 Section 755 of the same Act requiring notice
8 within two months from the date damage was
9 sustained both apply, does Section 15 of the
10 Limitation Act repeal them? It provides:

11 "15. (1) Where an Act that incorporates or
12 constitutes a private or public body
13 contains a provision that would have the
effect of limiting the time in which an
action

14 (a) within section 3 (1), (2) and
(3); or

15 (b) to enforce any right or
16 obligation not specifically created by
17 that Act, may be brought against that
body, that provision is repealed to the
extent that it is inconsistent with this
Act."

18 In Lloyd v. Richards & Delta 1985 67 B.C.L.R.
19 at page 22 before Trainor, J., it has already been
20 held that Section 15 does not affect Section 755
21 because Section 755 does not limit the time for
22 bringing an action. Turning to Section 754, in my
23 view, Section 15(1)(a) does not apply to Section
24 754 because Section 3(1) of the Limitation Act
25 does not apply to this action. That leaves the
26 question under Section 15(1)(b) as to whether
27 Section 754 deals with "...an action...to enforce

1 any right or obligation not specifically created
2 by that Act..." In my opinion, the present action
3 is one to enforce an obligation created under the
4 Municipal Act and Section 15(1)(b) does not affect
5 its operation. I have previously referred to the
6 legislative scheme between the two Acts. The
7 intended approach in my view is to have actions
8 which strictly arise out of breach of statute (if
9 such exist following Canada v. Saskatchewan Wheat
10 Pool 1983 1 S.C.R. 205) or more commonly actions
11 for breach of a common law duty arising under a
12 statute governed by the Municipal Act and all
13 other general claims governed by the Limitation
14 Act whether against a Municipality or not. See
15 Holland v. District of Oak Bay before Ruttan, J.,
16 in chambers 1987 84 D.L.R. (3d) at page 91.

17 6. Section 754 of the Municipal Act does
18 apply to this case. The claim is for faulty
19 inspection, that is to say, for failing to carry
20 out the duties of inspection as mandated to ensure
21 that the subsoil was proper and/or compacted, all
22 as called for in the relevant by-laws and/or
23 National Building Codes.

24 7. Is the date on which the plaintiff
25 discovered or ought reasonably to have discovered
26 the damage, as set out in Kamloops, the date "the
27 cause of action shall have first arisen" under

1 Section 754? The British Columbia Court of Appeal
2 has held that the general rule of discoverability
3 does not apply to the ultimate limitation in
4 Section 8 of the Limitation Act, and Section 6
5 would render it superfluous with respect to
6 Section 3. In Kamloops, the Supreme Court of
7 Canada held that it would have applied
8 discoverability to Section 738(2) the previous
9 general one year limitation in the Municipal Act.
10 For reasons that are unclear, Section 738(1), the
11 predecessor to our present Section 754, was not
12 raised in Kamloops. Based, however, on the
13 comments of Wilson, J., in Kamloops regarding
14 738(2), I hold that discoverability applies to
15 Section 754.

16 8. In my view, Section 755 providing for
17 notice within two months of damage applies to this
18 action subject to my rulings as to reasonable
19 excuse for failure to comply and to a ruling as to
20 whether or not the defendant has been prejudiced.

21 Based on the foregoing facts and law, I rule
22 that Mr. Reid clearly had discovered or ought to
23 have discovered all requisite aspects of a claim
24 against the District at the latest by the end of
25 May 1991 by which time he had seen the newspaper
26 report of a successful claim against the District
27 in a similar case and had a report on the pool and

1 repairs. Taken with all the earlier information,
2 this is beyond doubt in my view. Others may feel
3 the date was considerably sooner and in particular
4 by May 30th, 1990, the date of the first Peart
5 report. On my view of the case, a date earlier
6 than the spring of 1991 is unnecessary to dispose
7 of the action. In my view, Mr. Reid's letter of
8 October 22nd, 1991, makes it absolutely clear that
9 he was and had been in possession of all necessary
10 facts for some time. That being so, his action is
11 out of time. The "cause of action had arisen" for
12 the house and pool notwithstanding that he may not
13 then have known the exact amount of damages or
14 taken the advice of counsel.

15 Similarly, the "damage had been sustained" and
16 the notice sent out in May 1992 was out of time
17 under Section 755. Mr. Reid had been for months
18 in a position to advise the time, place, and
19 manner in which the damage had been sustained,
20 although its amount and all details concerning it
21 were not resolved.

22 Next I am obliged to state whether I believe
23 that there was a reasonable excuse for not
24 delivering the notice. I confess I am at a
25 complete loss to understand the casual and even
26 dilatory manner in which the plaintiff proceeded.
27 Simple fairness or reasonableness would seem to

1 have called for some consideration where all
2 traces of the pre-existing house and subsoil would
3 be gone forever. Perhaps the kindest view would
4 be that at all early stages Mr. Reid only intended
5 to claim for the cost to compact the lot. In any
6 event, even accepting that he did not know of
7 Section 755, which I am obliged to consider as a
8 factor, I find it incredible that he would have
9 proceeded through investigation, decision,
10 demolition, and rebuilding without either
11 notifying the District of an intended claim or
12 consulting counsel. I do not accept that the copy
13 of the May 30th letter enclosed with the
14 demolition permit constituted notice of a claim.
15 I have considered all the cases submitted to me
16 and the factors set out therein and find no
17 reasonable excuse.

18 I also find that the District was prejudiced.
19 It was foreclosed from investigation of the damage
20 to the house and possible alternate repairs, any
21 investigation of the site, the retention of
22 experts to realize both purposes before all was
23 changed, and of the possibility of settling the
24 matter among other things. These things are
25 manifest in my view.

26 One measure of that prejudice is the profound
27 discomfort I feel on ruling on the twin issues of

1 whether the situation in the house necessitated
2 the wholesale repairs claimed and the larger issue
3 as to whether Mr. Reid would have decided to
4 rebuild and tear down the old house in any event.
5 I would prefer not to do so because the District's
6 ability to call evidence before me as to the
7 condition of the house and lot has been severely
8 curtailed, but in the event I am overruled on the
9 effects of 754 and 755 I should do so.

10 Mr. Reid was in this action in the
11 uncomfortable position of minimizing the house
12 damage for "discoverability" reasons while still
13 seeking to satisfy me that he was forced to
14 undertake major repairs or demolish the house.
15 The overall picture that I gathered was of a house
16 that had settlement problems and needed some
17 repairs, but was by no means falling apart or
18 dangerous. It had already lasted over 30 years
19 and had what Mr. Reid considered "normal
20 settlement problems". At the same time the
21 defendants concede that the situation was
22 worsening and that something would have had to be
23 done eventually. This seems generous considering
24 they were given no opportunity to inspect or
25 appraise.

26 Turning to the more difficult issue of Mr.
27 Peart's intentions and as to whether settlement

1 caused the demolition and thus can be taken to
2 have caused the alleged necessity to
3 "re-foundation" the existing home, there is
4 evidence that Mr. Reid did not consider the home
5 to be well built, that it contained only post and
6 beam construction which made insulation difficult,
7 and that it had single-pane windows. He testified
8 to many efforts to sell the home and did not seem
9 to consider that the condition of the house barred
10 a sale. Mr. Reid said that he and his companion
11 had looked in other areas, but found nothing to
12 compare with the advantages of his existing lot.
13 He had paid only \$19,400 for the house and lot,
14 had come into a sizable inheritance, and was
15 interested in a bigger and better home. Next, I
16 note that in his letter of October 22nd, 1991, he
17 makes reference only to a claim for compacting his
18 lot. There was no expert evidence as to the state
19 of the home at the time or as to its repair.
20 Finally, the report as to potential repair was
21 only generated immediately prior to trial. My
22 decision here is also made more difficult by the
23 understandable lack of input from the defence,
24 but, in my view, on the whole of the evidence Mr.
25 Reid chose to demolish his home for reasons of his
26 own and the settlement did not cause or lead to
27 damage to him except as set out below. His claim

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is limited to the costs of compaction after demolition and the costs of compaction and other work for the swimming pool together with the costs of experts for reports and supervision.

On the issue of damages, I understand the law to be that I am required to come up with some answer if there is any evidence at all. There is great difficulty here because of the division between work on the pool and work on the house, and because extra work was done in both areas. I am satisfied that the house area compaction would have been substantially cheaper with no house present than the \$110,000 estimated to raise the home and work under it. The pool repairs were more difficult since the pool did remain. I have generally used the figures set out in Exhibit 1-49 with assistance from other evidence. I assess damages at \$25,000 for the house area in total and \$35,000 for the pool area and repairs in total together with the sum of \$7,700 for expert fees, attributable three-quarters to the house. I do not make an allowance for other items including landscaping. In the event, the case is dismissed, and the parties may speak to costs if they wish at some other time.

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