

CITY COUNCIL - PUBLIC HEARING
PROPOSED MUNICIPAL DEVELOPMENT PLAN
M I N U T E S

Gymnasium,
Queen Elizabeth High School
Halifax, N. S.,
January 10, 1973
8:00 p.m.

A Special Meeting of City Council was held on the above date.

Present: His Worship the Mayor, Chairman, Aldermen Bell, Connolly, Hogan, MacKeen, Meagher, Moir, Stanbury, Stapells, Sullivan and Wentzell.

Also Present: City Manager, City Solicitor, City Clerk, Director of Planning and other Staff members.

The meeting was called as a Public Hearing to answer questions and receive comments on the Proposed Municipal Development Plan.

His Worship the Mayor opened the meeting by welcoming those in attendance and by stating that this meeting is the first step in a series of meetings dealing with the Municipal Development Plan. He said that the document to be discussed contains the objectives and aspirations of such a plan and the formulation of these aspirations has taken members of Council in discussion with Staff a considerable amount of time. He said that it is the intention to build up a more detailed plan with input from the citizens of Halifax from meetings such as this. He said that this process could take many months, but that this indeed is the first step of a long program.

The City Manager agreed with His Worship the Mayor that this is indeed a first step in a long process. He said that the document which has been produced contains statements which might be termed "motherhood" statements. He said that as discussion proceeds with more detailed and specific aspects of the Plan, some controversy will develop. He invited comments from the citizens and groups represented at this meeting. He said that he could not see the legislative process, implementation of new zoning regulations, coming about until late in 1974 or even in 1975, but he pointed out that a start must be made somewhere. He concluded his remarks by saying that some of the questions raised in the pamphlet circulated by the Ecology Action Centre are very pertinent and he would like an opportunity to answer these questions before others are asked from the floor.

The Director of Planning presented the proposed Plan in some detail and read some of the aspirations and objectives it contains. He then outlined the objectives and ideals with reference to the schematic map displayed, indicating the park areas, roads, shopping areas, etc.

Council,
Public Hearing,
January 10, 1973

The City Manager then referred to the questions asked in the pamphlet prepared by the Ecology Action Centre and answered questions relating to the need for a Municipal Development Plan, why it does not include for discussion copies of the zoning by-law and why a new zoning by-law cannot be prepared until the development plan is prepared in more detail. He congratulated the Ecology Action Centre in the preparation of this pamphlet and he went on to briefly answer some of the other questions it contained.

His Worship the Mayor then asked for questions from those in attendance and he suggested that following the questions, comments and briefs can be submitted.

Mr. Robert Foster asked the status of the Plan as presented tonight, he noted that it has been approved in principle by City Council previously.

His Worship the Mayor said that it was approved in principle by City Council for discussion purposes only. He said that it is not his, nor is it Council's, intention to submit the draft Plan as presented to the Minister for approval after the meeting tonight. He said that it will be necessary for many, many more meetings to be held on specific aspects.

Mr. Foster asked if Council will be using this Plan as a guide for future development of the City.

His Worship the Mayor said that the objectives contained in the draft Plan will be used as a guide for the planning of the City where possible, but he said that all the City has at present is a statement of policy and objectives, not a Master Plan, as such.

Mr. Ron Levett asked His Worship the Mayor just what Council wants from the citizens in the way of comments or suggestions, if not specifics.

His Worship the Mayor said that one of the hardest things to do is to get started on the formulation of a Development Plan. He said that each member of Council and each member of Staff could draw up a Plan envisaging what they would like the City to be and each would be different. He felt that if agreement could be reached on the objectives and policies then at least a common starting ground has been reached.

Mr. Brodie felt that consideration should be given to the utilization of the railroad tracks around the south end of the City and in the preparation of any by-laws the aerodynamics of high rise buildings should be considered as they affect the wind velocity.

The City Manager said that some consideration has been given to the use of the railroad tracks referred to in the event that a third Harbour Crossing is constructed at the south end of the City as a connection to a North

West Arm Bridge.

Mr. Stan Makuch asked whether it is Council's intention to approve the Municipal Development Plan as presented and forward it to the Minister in accordance with the requirements of the Planning Act.

His Worship the Mayor repeated that it is not the intention to forward the Plan for approval to the Minister at this time since it is, in essence, only a statement of objectives and policies and requires much more detailed work and discussion.

Mr. Bruce Bates asked the City Manager to elaborate on his comparison of Halifax to Toronto and Edmonton.

The City Manager said that both Toronto, being many times the size of Halifax and Edmonton being at least twice the size may be much greater generators for the possibility of rapid rail transit. He contended that Halifax is not of sufficient size to generate the numbers of people required for rapid rail transit and Halifax should perhaps look at rapid road transit instead, particularly from an economic aspect.

Mr. Jerry Stanford of Milton Drive expressed his disappointment with the Plan as presented since it is very vague and he hoped that Council and Staff would start on the specifics as soon as possible. He felt that alternative means of travel other than by automobile must be considered, such as the monorail system. He spoke of the need for new by-laws to take the place of those so out of date and hoped that they would include larger amounts of space around buildings for open areas.

Mr. Neil Munro of Connaught Avenue spoke of the hearings that were held last year under the auspices of MAPC and he asked if the comments that were made at those meetings were considered in the drafting of this Plan. He also asked if records were kept at those meetings and if they have been published.

The City Manager said that some MAPC reports have been received and others are still in preparation. He said that some comments that were made have had some influence in the thinking of the planners of the City.

Mr. Munro suggested that the Regional Plan as prepared by MAPC should be considered in conjunction with the City's Plan and the whole integrated.

His Worship the Mayor spoke of some reports which have not been completed and he said that the City would like to obtain the partially completed transportation study and model.

Council,
Public Hearing,
January 10, 1973

Mr. Kell Antoft of Clayton Park viewed the Plan as presented with some disquiet since he considered that the document lacks anything very concrete. He was puzzled that St. Mary's University was not mentioned. He referred to the remarks of the City Manager relating to the deficit of the transit system and he questioned how much more does it cost the taxpayers to have everybody using their own automobiles on the City streets.

Mr. Scott Wood spoke of the need to be more specific in the Plan and designated areas where it is anticipated high rise buildings should go. He asked how City Council will handle any large developments that are proposed without the specifics contained in the Plan.

His Worship the Mayor said that Council will be using the present Zoning By-law with its density sections and uses its judgement in deciding these issues. He said that members of Council weigh up the proposed schemes and vote according to their idea of the City of Halifax and what they consider to be appropriate and right.

Mrs. Muriel Duckworth spoke as the Chairman of the Movement for Citizens Voice and Action and submitted a brief from that organization, parts of which she read at the meeting. She also expressed some concern that Council will go ahead and adopt the Plan as presented without further public meetings and citizen input and she urged that a Citizens Advisory Committee be formed which can provide input for the Plan as it evolves. She asked that copies of the Regional Plan be distributed along with the City's Plan so that people can see how they fit together. (A copy of the brief is attached to the Official Minutes of this meeting)

Mr. David Lachapelle spoke of the heavy work load on the shoulders of the Planning Staff at the present time and referred to the great amount of work still to be done on the Development Plan and he asked if it is the intention to increase the size of the Planning Department in the near future.

His Worship the Mayor said that Staff has worked long and hard on the preparation of this Plan along with other things and have devoted many hours overtime to the changes and suggestions made by members of Council in the many meetings held. He said that consideration will be given to any increase in Staff that might be necessary when the Current Budget is discussed.

Mr. Lachapelle suggested that some sort of written survey should be made of all citizens with respect to the Plan since all are not able to attend public meetings of this nature.

His Worship the Mayor said that the more comments obtained the better but he was fearful that if a survey

Council,
Public Hearing,
January 10, 1973

of the nature suggested is taken on all major issues, it is unlikely that decisions would ever be made or at the very least delayed considerably.

Mr. Martin Bushell noted that there has been no mention made in the Plan for libraries. He realized that the Plan does not deal in specifics but expressed some concern that library facilities should not be forgotten. He also suggested that some means must be devised to prohibit the unrestricted use of the automobile in the City of Halifax.

Mr. W. D. Fowlie of the West Armdale Homeowners Association suggested that with all the discussion of views from the Citadel and preservation of Historic Buildings in the Downtown Area, some thought be given to the relocation of the centre of the City to the area where Simpsons and Eatons have located, and where no such problems exist. He pointed out that this area would be much more central for all residents of the City.

Mr. David Reynolds asked several questions relating to the timing of the adoption of the Municipal Development Plan, saying that he understood it must be prepared by March, 1974. He also questioned the City Solicitor on the provisions of the Planning Act and was concerned that this meeting, called as a Public Hearing, could be considered to comply with the provisions of the Act and the Plan adopted after this meeting.

The City Solicitor said that the City received an extension of time to prepare a Plan and he believed it to be March, 1974.

His Worship the Mayor again repeated that it is not Council's intention to adopt the Plan, as submitted, after this meeting, and many more meetings are required and much more work done on the details.

Shirley Gillibard referred to the Plan which envisages the use of a portion of the Watershed Lands for park purposes and she felt that since much of the area is swamp land it would not be suitable for this purpose. She suggested that it might be preferable for building or industrial purposes. She also asked that consideration be given when specifics are dealt with to appropriate locations for the proposed health services complexes in various parts of the City.

Mr. David Bryson congratulated members of Council and His Worship the Mayor for attempting to formulate a Development Plan for the City and for not avoiding the issue as has been done in the past. He pointed out that any persons can write in their comments on the proposed Plan if they are unable to attend the public meetings.

Mr. Terry Crowe of Victoria Road said that because

Council,
Public Hearing,
January 10, 1973

the Plan is so vague and cannot possibly be considered to be the Development Plan as provided for in the Planning Act, this meeting should have been called as a public meeting, rather than a Public Hearing. He contended that since it has been called as a Public Hearing the Council can indeed adopt the Plan, as presented, and has complied with the Planning Act.

The City Manager said that the target in the future is to adopt a document similar to this one and then from there proceed with some refinement as specifics are dealt with. He said that the statement of policies and objectives will form part of the City's Development Plan.

His Worship the Mayor said that the Plan, as presented tonight, will not be adopted as the City's Development Plan and will not be forwarded to the Minister for approval until much more detail is included and until much more discussion has been held.

Mr. Forbes Smith expressed the view that some citizens would prefer to see smaller neighbourhood parks rather than large park areas some distance from their homes.

Marilyn Mosher addressed the meeting and urged that a Citizens Advisory Committee be formed along the lines of the Downtown Committee to assist with the work of the preparation of the Development Plan. She read and submitted a brief from the Environmental Study Group of the University Women's Club of Halifax. (A copy of this brief is attached to the Official Minutes of this meeting.)

Mr. Stan Makuch read the main points from a brief submitted by the Community Planning Association. (A copy of this brief is attached to the Official Minutes of this meeting.)

At this time, His Worship the Mayor asked all those submitting briefs to file them with the City Clerk.

Mr. Neil Munro read a brief he had prepared for submission to this meeting and which has been endorsed by the Community Planning Association. (A copy of this brief is attached to the Official Minutes of this meeting.)

Mr. John MacCallum spoke on behalf of the North West Arm Community Planning Association and hoped that there will be many more opportunities for citizens to speak on the Plan as it becomes more detailed. He questioned the alignment of the Purcell's Cove/Herring Cove Road proposed which appears to go right through a residential subdivision. He said that his group is opposed to an Arm Bridge and requested that alternatives such as improvements to the Armdale Rotary be investigated further. (A copy of the brief is attached to the Official Minutes of this meeting.)

Council,
Public Hearing,
January 10, 1973

Mr. Earl Cassidy of the Urban Development Institute briefly outlined the background of the Institute and listed the member organizations. He introduced Mr. Macklin Hancock who had prepared and is to present the Urban Development Institute's brief.

Mr. Macklin Hancock, President, Project Group of Canada Limited, submitted and read the brief prepared on behalf of the Urban Development Institute. (A copy of this brief is attached to the Official Minutes of this meeting.)

Anne Martell submitted and outlined a brief prepared by the Ecology Action Centre. She urged Council not to adopt the Plan as presented without much more study and discussion with groups and citizens interested. (A copy of the brief is attached to the Official Minutes of this meeting.)

Catherine Hutt submitted and read a brief prepared by the Heritage Trust of Nova Scotia. (A copy of this brief is attached to the Official Minutes of this meeting.)

Eleanor Wangersky submitted a brief and read the points which she considered to be of great importance and which had not been referred to so far. (A copy of this brief is attached to the Official Minutes of this meeting.)

Mr. L. W. Collins, Chairman of the Landmarks Commission submitted a brief and spoke of the incompleteness of the Plan, as presented. He also urged that the young people of the City, High School and Junior High School students, become involved in the development of the Plan since they are the future citizens of Halifax. (A copy of this brief is attached to the Official Minutes of this meeting.)

Mr. Frank Belshaw submitted and read a brief prepared by the Halifax Board of Trade. (A copy of this brief is attached to the Official Minutes of this meeting.)

Mr. Alan Ruffman referred to the fact that many questions asked at the Public Hearing held on Harbour Drive still remain unanswered and he said that he was sceptical that many questions asked at this meeting would not be answered, but he appreciated that there had been some improvement and answers to some of the questions have been given.

Mr. Hugh Porter of Dartmouth submitted and read a brief he had prepared. (A copy of this brief is attached to the Official Minutes of this meeting.)

The following documents were also submitted and are attached to the Official Minutes of this meeting:

Council,
Public Hearing,
January 11, 1973

Letter from Hans Foerstel, Director of Community Planning,
Province of Nova Scotia dated January 5, 1973

Letter from Mr. John A. C. Wilson dated January 8, 1973

Brief by Briany Stanford, 3 Milton Drive, Jollimore, N. S.

Letter from McInnes, Cooper & Robertson dated January 5,
1973 written on behalf of the Sisters of Charity

Statement from Halifax Homeowners Association dated
January 2, 1973.

His Worship the Mayor closed the meeting by
thanking all those who participated and by hoping for
the continued interest of those persons in the work ahead.

12:05 a.m. Meeting adjourned.

WALTER R. FITZGERALD
MAYOR AND CHAIRMAN

R. H. STODDARD
CITY CLERK

MOVE

Third Floor, 1712 Argyle St.
P.O. Box 992, Halifax, N.S.
Telephone 425-6683

Halifax Draft Municipal Development Plan

An Initial Brief to the Council
of the City of Halifax

January 10, 1973

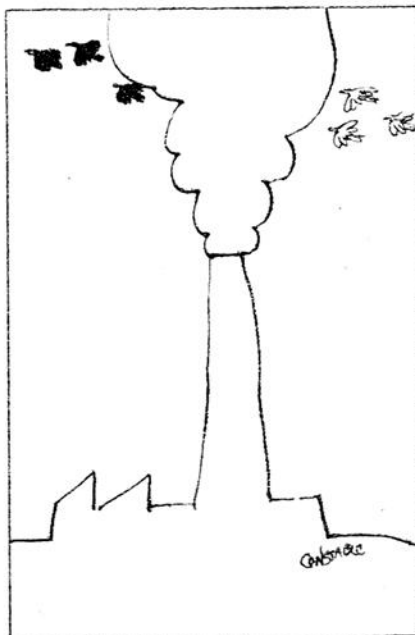


Table of contents:

	page
INTRODUCTION	1
THE NOVA SCOTIA PLANNING ACT	1
GUIDELINES FOR MUNICIPAL DEVELOPMENT PLANS	2
THE DRAFT HALIFAX MUNICIPAL DEVELOPMENT PLAN	2
1. FORMAT OF THE PLAN	2
2. PRELIMINARY STUDIES	3
3. AREAS OF PLANNING	4
A. OBJECTIVES	4
B. LAND DEVELOPMENT	5
C. SCHOOLS, PARKS AND MAJOR STREETS	6
D. SEWER AND WATER WORKS	6
4. OMISSIONS	7
A. LAND ASSEMBLY	7
B. ZONING BY-LAWS	7
TIMING AND FINANCIAL ASSISTANCE	8
CITIZEN INVOLVEMENT	8
1. PLANNING ADVISORY COMMITTEE	8
2. CITIZENS ADVISORY COMMITTEE	10
3. OTHER FORMS OF CITIZEN INVOLVEMENT	10
A. DOWNTOWN COMMITTEE	10
B. PRESS COVERAGE	11
C. "BRUSHFIRE ISSUES"	11
4. PUBLICITY FOR THE PLANNING PROCESS	12
5. CITIZEN INVOLVEMENT ELSEWHERE	13
6. RECOMMENDATIONS	14
APPENDICES	
A. <u>Input, Index of Planning related books by Halifax City Regional Library, December 1972</u>	
B. <u>LAND ASSEMBLY PROGRAMS, from proposed amendments to Central Mortgage and Housing legislation</u>	
C. Article by Desmond Connor, <u>Constructive Citizen Participation.</u>	
D. Article by Donald Cameron, <u>Dreams of Bulldozers, Dreams of Grace.</u>	
REFERENCES	

INTRODUCTION

In 1969 the Province of Nova Scotia adopted a Planning Act¹, amended in 1970, to ensure that all municipalities in Nova Scotia would have a Municipal Development Plan and a Zoning By-Law. Old plans and zoning by-laws were allowed to remain in existence until March 1, 1972, at which time the Minister of Municipal Affairs ordered 32 municipalities to prepare a development plan. Halifax was one of those municipalities requested to prepare a development plan by March 31, 1974.

This brief will present a review of the requirements of the Nova Scotia Planning Act and will review the intent of the Act as described in Guidelines for Municipal Development Plans². The draft Halifax Municipal Development Plan³ will then be briefly examined in the light of the expectations of these two documents. (the Act and the Guidelines). The process by which the "plan" has been prepared will be examined and suggestions made for a future process to ensure input from the residents of Halifax. These few recommendations about process will be added to as our members have an opportunity to see and discuss this preliminary draft and the supporting documents along with the Regional Plan being prepared by the Metropolitan Area Planning Committee (MAPC).

THE NOVA SCOTIA PLANNING ACT¹

Part III of the Planning Act sets down the requirements for a Municipal Development Plan. It deals with the preliminary studies to be done, with the areas with which a municipal development may deal, with timing and with provincial financial assistance available in preparing a plan. It allows for land assembly by cities and it allows for a Planning Advisory Committee to carry out the planning.

Part VII of the Planning Act deals with Zoning By-Laws. It states in Section 33(1) "A Council shall upon the adoption of a municipal development plan pass a zoning by-law for the purpose of carrying out the intent of the plan"

It also states in Section 33(3) "A Council shall not adopt, amend or revise a zoning by-law except for the purpose of carrying out the intent of the municipal development plan."

GUIDELINES FOR MUNICIPAL DEVELOPMENT PLANS²

The Community Planning Division of the Department of Municipal Affairs, Nova Scotia, has prepared a set of guidelines to assist municipalities and citizens in interpreting the Planning Act. Among other things, the Guidelines contain a proposed format for a municipal development plan, who should do the planning, how planning should be approached, and some suggestions as to how the largest number of people could be involved in the planning of their city.

THE DRAFT HALIFAX MUNICIPAL DEVELOPMENT PLAN³

The draft municipal development plan as adopted in principle by Halifax City Council on November 10, 1972 claims to have been prepared under the guidance of the provincial Planning Act. We will now examine the draft municipal development plan in light of the Planning Act and the Guidelines for Municipal Development Plans.

1. FORMAT OF THE DRAFT PLAN

The provincial Guidelines for Municipal Development Plans contains the following proposed format:

- "INTRODUCTION - purpose, legal and other effects of the plan, a brief overview of the main development assumptions, and topics covered in the plan;
- ISSUES - a description and explanation of the interrelationship of major issues of concern;
- OBJECTIVES - what Council proposes to achieve through implementation of the plan, expressed in direct statements;
- POLICIES, PROGRAMS - policies and programs which are designed to carry out the objectives;
- PRIORITIES - description and explanation of priorities proposed by Council;
- PROJECTS - description and explanation of the five-year implementation program, including:
 - specific projects
 - their location and scope
 - costs and method of implementation
 - related projects and policies;
- CAPITAL EXPENDITURES - a capital expenditure program for the next five years should be designed to generally indicate how Municipal Council will finance all those items which are outlined in The Municipal Development Plan."

The draft municipal development of Halifax only contains an Introduction, a section on Objectives, and some Policy statements; most of the policy statements are so vague as to ^{be} mere statements of objectives.

The draft Halifax municipal development plan lacks entirely:

1. "A description and explanation of the interrelationship of major issues and concerns"
2. "A description and explanation of the five-year implementation program, including: specific projects
their scope and location
costs and method of implementation
related projects and policies"
3. "A description and explanation of priorities"
4. A capital expenditures program for the next five years indicating how Council will finance items outlined (and those that should be outlined) in the municipal development plan.

The provincial Guidelines state "In other words, if plans are to mean anything they must include a method for implementation" and "A necessary part of any municipal development plan must be a five-year budgeting program at least". The draft Halifax plan has neither.

Why does the draft plan not say anything about ISSUES, firm POLICIES and PROGRAMS, PRIORITIES, PROJECTS and CAPITAL EXPENDITURES?

If ways of implementation and capital budgets have been or are being looked at, why are they not included in the draft plan for public discussion?

2. PRELIMINARY STUDIES

Section 13 (2) of the Planning Act states "Before preparing a municipal development plan, the council shall make studies of the economy, finances, resources, population, land use, transportation facilities and municipal facilities and services of the municipality and any other matter related to the present or future physical, social or economic conditions of the municipality". In order to plan effectively and adequately these studies are essential.

Have these preliminary studies been carried out?

We can find little evidence in the draft plan that studies have been done to support any statement or policy in the municipal development plan.

The draft Halifax municipal development plan makes reference to only two earlier documents (a) The Zoning By-Law⁶ and (b) The Development Guide, Update 1972⁴. The latter document was a portion of a report called The Master Plan⁷, dated December 1971, a document which received no mention in the draft municipal development plan. To the best of our knowledge no other studies are referenced in the draft before us at the present time. The Index prepared by the Halifax City Regional Library indicates no other City studies (Appendix A).

3. AREAS OF PLANNING

Section 13 (3) of the Planning Act states:

"A municipal development plan shall include statements of policy with respect to some or all of the following:

- (a) the objectives of the municipality for its future development.
- (b) the use of lands in the municipality
- (c) the reservation of land for public purposes
- (d) the provision of adequate and efficient transportation and related facilities
- (e) the provision of municipal services and facilities including
 - (i) the collection, disposal and treatment of sewage and the disposal of refuse, and the control of pollution generally
 - (ii) the supply and distribution of water
 - (iii) schools and other educational or cultural institutions
 - (iv) parks, playgrounds, public open spaces and other recreational facilities
 - (v) facilities for provision of health and social services
 - (vi) civic and governmental buildings
- (f) the programming of municipal investment in respect of public and private development, in terms of cost and available financial resources, including the phasing of the development or re-development of various areas of the municipality
- (g) urban renewal and housing
- (h) the co-ordination of public programs of the council relating to the physical, social or economic development of the municipality
- (i) any other matter related to the physical, social or economic development of the municipality."

The Halifax draft plan deals with some of these areas under the headings:

- A. OBJECTIVES
- B. LAND DEVELOPMENT
- C. SCHOOLS, PARKS AND MAJOR STREETS
- D. SEWER AND WATER WORKS

A. OBJECTIVES: The draft Halifax Municipal Development Plan states:

"objectives shall be identified and provide a foundation for decision-making."

Who shall be involved in the identification process?

Is this part of the purpose of public meetings?

The draft Halifax plan goes on to state the ultimate objective of the City shall be: "to enhance the well-being of the residents of Halifax through the creation and maintenance of an interesting and liveable city"

This objective, while laudable, is capable of quite a few interpretations.

We urge this city to ask its inhabitants at this crucial point in its development, "what do they consider their well-being to be, and what do they consider an "interesting and liveable city" to be?"

The plan does state 9 "development objectives which lead to and refine the ultimate objective"; for example, "to foster a sense of identity with environment and community"; "to sustain and absorb only that population and development increase which will neither strain the fiscal capacity of the city nor detract from its quality, amenity and convenience"; "to foster expansion of existing industrial and employment generators".

We find these generalities inadequate to represent serious development objectives for a provincial capital of over 100,000 inhabitants.

Is Halifax not deserving of more than generalities?

- B. LAND DEVELOPMENT: The one map in the plan depicts the proposed overall development policy of this city. The map indicates residential, industrial and commercial areas among other things.

Has the City done studies to determine what kind of residential development the city needs?

How shall it go about ensuring that these needs be met?

Where shall particular kinds of residential development take place? (R1, R2, etc.)

The draft plan does not say what kind of industry we want, nor how we shall try to induce this industry to locate here.

This section of the draft plan also states "The basic foundation for planning" shall be the "neighbourhood". This is an approach to planning with which we entirely agree since it allows for the maximum involvement of people in the planning of their own neighbourhood. However, unless this neighbourhood planning is done now and included in the municipal development plan, citizens will have no guarantee that such neighbourhood planning will ever be done.

How will people be involved in the planning of their own neighbourhoods? When will this planning take place?

Another part of the section on Land Development states

"Major office projects, hotels, cultural, governmental activities and retailing facilities which would strengthen and enhance down-town Halifax as the dominant centre of Atlantic Canada shall be induced to locate therein and discouraged from locating elsewhere"

We are seriously disquieted by the fact that an amendment to the draft plan has already been passed in December paving the way for a major hotel, shopping, and apartment complex on Quinpool Road. The draft plan presently calls for that

area to be residential.

Will citizens' criticisms of the draft Municipal Development Plan get as prompt attention and as prompt action from Council as did the developer's criticisms on Quinpool Road?

- C. SCHOOLS, PARKS AND MAJOR STREETS: The draft Halifax municipal development plan states that the standards for schools, parks and major streets shall apply as provided for in the Development Guide, Update, 1972⁴.

Why is this Development Guide not attached to the draft plan so that people will be informed as to what these standards are?

The City's total proposed transportation policy in the draft plan consists of the statements that:

"emphasis, in capital budgeting, shall be placed on the major streets network shown in Map 1 - so that there can be steady build-up, year-by-year, of the capacity of the City to handle motor vehicular traffic, including passenger cars, taxis, trucks and transit vehicles" and

"It shall be the City's policy in connection with a major street network to enhance the use and success of mass transit,..."

A few months ago Council held a public meeting on Harbour Drive, a proposed major new access road into the downtown. The meeting almost unanimously asked Council not to build any more major roads without exploring, in-depth, alternatives using mass public transportation.

Has this strongly stated public opinion been taken into consideration in preparing the draft Municipal Development Plan?

- D. SEWER AND WATER WORKS: The priorities set for sewer and water works deal only with presently existing problems. In view of the fact that the plan contains no firm development boundaries, priorities for opening up new areas for development could be controlled by provision of sewer and water services at specific dates as Dartmouth has done in their draft Municipal Development Plan⁹.

Why does the draft plan not contain firm development boundaries and a timetable for developing and proposed new areas of development?

4. OMISSIONS

The draft Halifax Plan says very little, nothing specific, or nothing at all about:

1. Priorities with regard to the acquisition of recreational land,
2. The collection, treatment, and disposal of sewage and the disposal of refuse,
3. Environmental protection,
4. Water supply and distribution,
5. A views policy, height restrictions and waterfront access in the downtown. This omission is made despite the fact that a definite date for a views policy has been set at least twice and ignored, and despite the fact that a waterfront study has been carried out by ARCO Associates for the Downtown Committee,
6. The very important area of urban renewal and housing,
7. Facilities for and provision of health and social services,
8. "The programming of municipal investment in respect of public and private development, in terms of cost and available financial resources, including the phasing of the development or re-development of various areas of the municipality", and
9. "The co-ordination of public programs of the council in relating to the physical, social or economic development of the municipality" (quotes from the N.S. Planning Act)

Some of the areas not included in the draft Halifax Municipal Development Plan could be included in the Regional Development Plan⁵. Under such circumstances the Planning Act provides (section 16) that the Minister may approve a more limited plan.

Are all of the above omissions covered in the soon-to-be-released Regional Development Plan? If so, why is this not indicated?

If not, why are they not included in the draft Halifax Municipal Development Plan?

Has the draft Halifax Municipal Development Plan been co-ordinated with the Regional Planning Process? How?

A. LAND ASSEMBLY

Section 21 of the Planning Act gives Council broad powers to assemble land for a variety of reasons and purposes. Land acquisition is an excellent way of controlling development (Appendix B)

Has the City considered a land assembly program?

B. ZONING BY-LAWS

The Planning Act in Section 33 states that Council shall pass a zoning by-law for the purpose of implementing the municipal development plan. The draft Halifax plan includes our present

22-year old Zoning By-Law⁶. This zoning by-law is very inadequate as witnessed by the constant stream of re-zoning and lot consolidation requests Council has to deal with.. The Planning Act also states that the Zoning By-Laws shall not be amended except to implement the intention of the municipal development plan.

How can Council work with a 22-year old zoning by-law to implement a new development plan?

TIMING AND FINANCIAL ASSISTANCE

Section 12 of the Planning Act states that Halifax must prepare a Municipal Development Plan within two years from the date of the Ministerial Order, i.e. by March 31, 1974, or within 2 years of the coming into effect of a Regional Development Plan. The deadline for adoption may be extended, however.

Why is Halifax rushing through an inadequate plan at this point in time when the deadline is not imminent and a Regional Development Plan has not yet been adopted?

This section of the Act also states that the cost of preparing a Municipal Development Plan may be shared by the province up to 50%.

Why has Halifax not taken advantage of this financial offer?

CITIZEN INVOLVEMENT

1. PLANNING ADVISORY COMMITTEE

Section 22 of the Planning Act¹ provides for a Planning Advisory Committee:

- 22 (1) "The Council may appoint by resolution a Planning Advisory Committee to assist the Council in the exercising of any power and carrying out of any duty under this Act
- (2) The Committee shall consist of Council members and others but the majority of the Committee shall be Council members who shall hold office for a period of one year; and the others shall hold office for a period of two years from the date of their appointment.
- (3) Any person appointed to the Committee may be re-appointed
- (4) The Committee may hold public hearings at such times and in such manner as the Council may decide.
- (5) The Council may in the resolution establishing the Committee:
 - (a) fix the remuneration, if any, to be paid to members of the Committee
 - (b) establish the procedure of the Committee
 - (c) provide for the appointment of a Chairman and other officers of the Committee."

Implicit in section 22 is that "Council may (not) appoint a Planning Advisory Committee" Halifax has apparently chosen not to appoint such a Committee and has no such body.

However, Halifax does have a "City Planning Committee" of Council made up of only the ten members of Council. No citizens-at-large are members of the Halifax City Planning Committee. No professional members of the community are members of the Halifax City Planning Committee. No citizen groups are represented, only one race is represented, women are vastly underrepresented, youth and labour are absent.

Is the City Planning Committee a reasonable substitute for the Planning Advisory Committee for which section 22 of the Planning Act provides?

Clearly not.

In guidelines for Municipal Development Plans² the province presents some sensible criteria for the Planning Advisory Committee as quoted below:

"WHO WILL DO THE PLANNING"

"The overall responsibility for planning rests clearly with Council. The Planning Act (Section 22) makes it possible, however, to appoint a PLANNING ADVISORY COMMITTEE. For all practical purposes, this group is the body which usually plays the most active part in the preparation of the plan."

"The process starts very basically with the identification of various issues by the Planning Advisory Committee, perhaps joined by other people who are interested in seeing a planning program started."

And under the section "Wider Participation" we find:

"The Planning Advisory Committee would do well to go beyond its own group in this phase of its work. For example, it could establish sub-groups to deal with specific subjects which need discussion. As far as possible and practical, a cross-section of the community should be represented on these smaller study groups: youth, adults, the elderly, service organizations, labour, and so on."

Thus it appears that without a doubt the City Planning Committee that put together the draft Municipal Development Plan of Halifax bears no resemblance to the Planning Advisory Committee that the Act provides for. It is interesting to note that in the 1945 Halifax Master Plan and with the Halifax 1980 Citizens Planning Committee in 1960 there were much more meaningful structures set up to obtain a degree of citizen input into the planning process.

2. CITIZENS ADVISORY COMMITTEE

While no Planning Advisory Committee was set up to prepare the draft Municipal Development Plan for Halifax, its predecessor, "The Master Plan!"⁷ (1971) did recommend citizen input into the planning process. In Chapter II, chart 1 (p.10) it recommends that a "Citizen Advisory Committee" be established which:

"...meets to review the City Planning Committee's tentative decisions, plus staff reports, serves as sounding Board to the City Planning Committee and Staff Committee. May initiate recommendations to the City Planning Committee. Can conduct public hearings."

This recommended Citizen Advisory Committee would not have combined with Council to form a Planning Advisory Committee, but would have been an advisory committee to the City Planning Committee of Council. However, not even the Citizens Advisory Committee has been formed by Halifax Council.

3. OTHER FORMS OF CITIZEN INVOLVEMENT

A. DOWNTOWN COMMITTEE:

Was there any other process operating in the City of Halifax during the Plan formulation that provided for a "collective process of data gathering, assimilation and analysis"?

We know of only one that had any direct effect. That was the City's Downtown Committee set up under Mayor O'Brien which has a reasonably enlightened set of terms of reference and which has, despite several severe setbacks such as the Prince Street Demolition, been working toward a concept of "What Kind of a Downtown Do We Want?"

However, even the Downtown Committee on advice from City Staff has been hesitant to sample public opinion, having held only one public discussion that took place on May 18, 1972. We know of no other processes that have had any effect.

One could argue that two other processes were operating to provide citizen input into Council's consideration of the municipal development plan over the summer months, and one could argue, if one chose to, that these processes were a form of citizen involvement that provided input into the planning process.

They were:

1. Press coverage of the 17 or so weekly meetings of the City Planning Committee of the Committee of the Whole that preceded Council's adopting in principle the draft Municipal Development Plan on November 16, 1972.
2. The continued flurries of citizen groups as they fought the "brushfire issues" such as the Citadel Inn extension, Granville Street moratorium, Cobourg and Oxford lot consolidation, Sacred Heart and Dennis property re-zonings, the Prince Street demolition, Harbour Drive, the Armdale Motel, the Hilden Heights project, the Egan property and Towerview Drive re-zonings, the Federal Building re-zoning, and a Bedford Highway Motel.

B. PRESS COVERAGE:

Press coverage, and even more so the editorial coverage, of the Council debates on the Master Plan! and the draft Municipal Development Plan was extremely poor even in the alternate press. The press has been all too willing to comment on the "brushfire" issues, but it has been hesitant to comment on the broad framework in which these issues raged. For example, the main newspaper threw its whole editorial and reporting soul into the issue at Oxford and Cobourg Road and it lost the issue. The issue was and still is a valid one. Yet the paper has not risen from the ashes of its defeat to use an investigative reporting capability or to use its editorial capability to launch a close and detailed study of the City's 22-year old Zoning By-Laws or of the use of lot consolidation as a planning control.

The press in Halifax has not been a form of citizen involvement in the planning process leading up to the present draft Municipal Development Plan.

C. BRUSHFIRE ISSUES

Have the various "brushfire" issues affected the municipal development plan process? The answer becomes obvious when you consider that of the 13 specific "brushfires" mentioned above only 2 were successful (the Egan property and Bedford Motel - Granville Street is still in limbo). Realistically, even these victories may be only "deferrals of defeat". None of these issues have really prompted City Council to demand a thorough review of the root problems, and certainly none of these issues have been resolved in the draft Municipal Development Plan. We are forced to conclude that:

Citizen concern expressed in the various "brushfire" issues over the last two years have not found their way into the draft Municipal Development Plan.

4. PUBLICITY FOR THE PLANNING PROCESS

The City Charter leaves Council a great deal of freedom to seek the advice of its electorate. Save for the narrow and specific Downtown Committee, the City has chosen not to use the freedom available to it. Thus we have arrived at this point in time with a draft Municipal Development Plan that is not the product of a "collective process of data gathering, assimilation and analysis". It is a proposal that has been squeezed from non-existent, unknown, or generally unavailable reports by a minimal number of persons not numbering more than 15-20 in a city of more than 100,000.

The Guidelines for Municipal Development Plans (p.8) suggest a broad approach to publicity of the planning process as quoted below:

Under PUBLIC RELATIONS:

"Good relation with the general public cannot be over-emphasized. Every means available must be used to generate public awareness and bring out community issues:

Public meetings

Newspapers

Radio

Television

Surveys and personal interviews

Addressing regular meetings of community organizations

Public displays (pictures, maps, air photos, charts, diagrams)

Personal contacts

Once an information program is started, many people will have something to say and to contribute. When the Planning Advisory Committee is discussing specific issues, interested persons should be invited to address the meeting and express their views. For example, a service club which is interested in providing community recreational facilities should be asked to outline its views when the Committee is discussing recreational facilities. This type of involvement will help the efforts of those who are directly involved in community activities."

Has this happened in Halifax?

5. CITIZEN INVOLVEMENT ELSEWHERE

We would like to bring to your attention the attached article entitled Constructive Citizen Participation by Desmond Connor (Appendix C). It is one example of a reasonably successful attempt at involvement in Ottawa. The experiment was of limited scope but might serve to encourage Halifax Council to look at such a process locally. Connor quotes from Alvin Toffler's widely acclaimed book Future Shock (p.477, paper back):

"The best way to deal with angry or recalcitrant minorities is to open the system further, bringing them in as full partners, permitting them to participate in social goal-setting, rather than attempting to ostracize or isolate them."

Finally, on the subject of citizen input into the planning process, may we refer you to an article from the 85th Anniversary issue of Saturday Night, December 1972. The article by Donald Cameron refers to some striking parallels between our historic port City and St. John's, Newfoundland. - An old historic downtown in need of new life, a proposed Harbour Arterial Road that rips through downtown, a twelve-storey convention hotel that will shut off harbour views, under-serviced communities similar to Kline Heights a year or two ago, and a unique heritage of wooden buildings steeped in history, now threatened by the wreckers ball. St. John's also has a development plan - plan 91 which was not evolved with any real degree of citizen input. The lack of participation has prompted a unique citizen's response as Cameron explains in his article.

What is perhaps of most interest to us is the "curiously hollow" "consultation" or public hearings lasting three days, held last spring before a single Commissioner to consider the St. John's Municipal Development Plan. The author claims that the articulate and concerned briefs of St. John's residents were addressed to an impassive Commissioner and had no influence in the final outcome. We hope that the Public Hearing that Halifax holds on January 10, 1972, will not be a repeat of the St. John's experience or of Halifax's November 2, 1972 Harbour Drive Public Hearing.

Perhaps Cameron has struck the root of the problem when he quotes the St. John's Commissioner expressing his lack of response to the concerns of speakers at the hearings:

"traditionally Newfoundlanders have been satisfied to elect their officials and let them take care of it - and if they don't take care of it, toss them out at the polls. And perhaps in essence, this is what democracy is."