

6. RECOMMENDATIONS

1. Appoint a Planning Advisory Committee including representatives from citizen groups, to help define and work out the details of to plan, with the City Council and Planning Department. This Committee should hold future Public Meetings and use any other tools for citizens input into the planning process that they consider appropriate. Public hearings are not enough because of their limitations; the same people tend to come and a great many people are not involved.
2. Recognizing that further hearings on the plan will be held, and that this draft plan is but a beginning (as Council, the Planning Department, and the Mayor agree), we recommend that
  - (a) The schedule of hearings be established and publicized immediately.
  - (b) Hearings be based on specific topics rather than the whole plan at once: objectives; sewer and water services; transportation; recreation; housing; public participation, etc.
  - (c) The studies re. future needs of the City of Halifax, on which a municipal development plan must be based, be released to the public, particularly to citizens and citizen groups concerned with any particular issue. These studies would include projected population growth and distribution; employment growth and distribution; service and recreation space needs; person-trips between specific sectors at rush-hour and non-rush hour times.

711.45 Coblenz, H.S.  
6656h Halifax region housing survey; a planning and housing study of the Halifax and Dartmouth metropolitan area, 1960-63. 1963.

R Halifax, N.S. - Planning Dept.  
The Master Plan: a summary. 1971.

**PUBLIC HEARING**

On the Municipal Development Plan

Plan

January 10th, 1973

8:00 p.m.

Queen Elizabeth High School

Auditorium

C.S. Halifax-Dartmouth hinterland  
Oversize map series. 1970.

C.S. Halifax-Dartmouth urban  
Oversize district map series. 1970.

HALIFAX CITY REGIONAL LIBRARY

December 1972.

FOR ADDITIONAL HALIFAX MATERIAL

MAPS REPORTS  
CITY COUNCIL MINUTES  
Inquire in the REFERENCE DEPT.

CUR TOWN - HALIFAX, CCNT'D.

720.971 Heritage Trust of N.S.  
H548f Founded upon a rock;  
1971 historic buildings of Halifax  
...2d. ed. 1971.

711.45 Jones, Murray.  
J78r Report on regional development, district of Halifax, Dartmouth and Halifax county. 1969.

RH La Haye, J.C. et Associés.  
711.45 Metro center. 1971.  
L183m

Oversize Stephenson, Gordon.  
711.45 A redevelopment study of  
S836r Halifax, Nova Scotia. 1957.

PLANNING IN PERIODICALS

R COMMUNITY PLANNING REVIEW.  
Community Planning Association of Canada.

R HABITAT. Central Mortgage and Housing Corporation.

R URBAN LAND. Urban Land Institute.

R PLANS: Planning information exchange for Nova Scotia.

HALIFAX - PRESERVATION PROSPECTS

720.971 Halifax, N.S. Civic Advisory  
H173b Committee on the Preservation of Historic Buildings.  
Brunswick Street, a survey of buildings and environs. 1968.

RE MacFawn & Rogers, Architects.  
720.971 Brunswick Street feasibility  
M143b study. 1969.

720.971 Halifax Landmarks Commission.  
H173L Landmarks of the City of Halifax. 1971.

Oversize Heritage Trust of N.S.  
720.971 A sense of place; Granville  
H548s Street, Halifax... 1970.

PAST AND FUTURE CAN COEXIST

Oversize  
720.942 Greater London Council.  
G786lw Historic Buildings Board.  
Work... of the Board. 1970.

643.7 Stephen, George.  
S828r Remodelling old houses, without destroying their character. 1972.  
A senior architect with the Boston Redevelopment Authority wrote the book.

720.942 Young, Wayland.  
Y78p Preservation. 1972.  
A review of effective legislation and its results in Britain, France, Italy.



THE KINGFISHER,



ANCIENT SYMBOL OF HALIFAX

HALIFAX  
MUNICIPAL  
DEVELOPMENT  
PLAN

PREPARED BY

HALIFAX CITY REGIONAL LIBRARY

OTHER TOWNS THAN OURS - PLANS AND RESULTS

711.5 Carver, Humphrey. Cities in the suburbs. 1962.  
C331c Canadian.

711 Gertler, L.O. Planning the Canadian environment. 1968.  
G384p Selections from PLAN.

711.09 Gibberd, Frederick. Town design. 3d. ed. 1959.  
G438t European and American.

711.74 Rudofsky, Bernard. Streets for people; a primer for Americans. 1969.  
R917s Lively and thought-provoking.

Oversize  
711.4 Spreiregan, P.D. Urban design: the architecture of towns and cities. 1965.  
S768u

SUBJECT LESSONS IN URBANITY

711.4 Huxtable, A.L. Will they ever finish Bruckner boulevard? 1970. New York and other cities, American and European, reviewed by a sharp eyed critic.  
H986w

720.942 Jackson, Anthony. The politics of architecture; a history of modern architecture in Britain. 1970.  
J12p

INDUSTRIAL

711.55 Urban Land Institute. Industrial Council. Industrial districts, principles in practice. 1962.  
U72in

C.S. Oversize  
711.55 Urban Land Institute. Business parks, office parks, plazas & centres, a study of development practices and procedures. 1970.  
U72bu

HOUSING

301.36 Fish, Susan. Low-income housing in Ontario: some hidden agendas and basic beliefs. (In The City, attacking modern myths. 1972)  
U58c

301.36 Shklynyk, Anastasia. Challenging an urban myth: Chile's unique strategy for low-income housing. (In The City, attacking modern myths. 1972)  
U58c

C.S.

Oversize  
711.558 Urban Land Institute. Open space communities in the market place... a survey of public acceptance. 1966.  
U72o

C.S. Oversize  
711.58 Urban Land Institute. Apartment communities; the next big market. 1968.  
U72a

LAND USE

711.5 Babcock, R.F. The zoning game, municipal practices and policies. 1966.  
B112z

301.36 Kentridge, L.R. High-rise vs. no rise: the municipal cost-benefit equation. (In The City, attacking modern myths. 1972)  
U58c

C.S. Urban Land Institute. Oversize  
711.5 Planned unit developments. 1968.  
U72n

C.S. Urban Land Institute. Oversize  
711.58 Innovations vs. traditions in community development. 1963.  
U72i

TRANSPORTATION

388.3 Owen, Wilfred. The metropolitan transportation problem. 1966.  
O97m

388 Reische, Diana. Problems of mass transportation. 1970.  
B375p

LIBRARIES, SEWERS AND OTHER COMMUNITY FACILITIES

H Canadian Library Association. Standards of service for public libraries in Canada. 1957.  
C212s

711.4 Malt, H.J. Furnishing the city. 1970.  
M261f

Oversize  
711.8 Urban Land Institute. New engineering concepts in community development. 1967.  
U72n

EDUCATION

370.9713 Daly, James. Education or molasses? critical look at the Hall-Dennis Report. 1969.  
O59 L Z4

C.S. Ontario. Committee on Art and Objectives of Education in the Schools of Ontario. Living and learning- (Hall-Dennis) report. 1969.  
R 370.9713 O59 L

371.1 Shack, Sybil. Armed with a primer; a Canadian teacher looks at children, schools and parents. 1965.  
S524a

PARKS AND RECREATION

711.558 Friedberg, M.P. Play and interplay. 1969.  
F899p

796 Holme, Anthea. Children's play: a study of needs and opportunities. 1970.  
H748c

Excellent bibliography.

711.558 Conservation Council of Ontario. The urban landscape; a study of open space in metropolitan areas. 1971.  
C755u

796 Ledermann, Alfred. Creative playgrounds & recreation centers. 1968.  
L473c 1968

## Appendix B

### Land Assembly Programs

Under the National Housing Act, the federal government provides assistance for land assembly programs for housing purposes through joint projects with the provinces and through low cost loans.

With the cost of land, particularly in urban areas, a major and growing factor in the overall cost of housing, government development of serviced land for housing - limiting the excess profits that often occur from land held privately for speculative reasons - is a matter of high priority.

The proposals contained in the 1972 National Housing Act are designed to strengthen and continue public activity in land assembly for housing and related uses. They are framed to provide a basis for longer term provincial and municipal planning, and to enable land assembly programs to become an instrument for new community development.

The following provisions are contained in the new program:

- Existing programs are extended and established as continuing programs.
- The type of land and intended usage eligible for federal assembly assistance will be broadened to include non-residential land which must be controlled in the interest of community planning, and land to be redeveloped for purposes related to housing.
- Federal loans for land assembly can be secured by debentures as well as mortgages, to facilitate administration of land assembly projects.

Longer term land banking is facilitated through loan periods up to 25 years and the requirement that no principal repayment need be made until the land is finally disposed of.

The principal purpose of the proposals is to provide serviced land for housing and related purposes. It is not intended, therefore, that the Land Assembly Program will be available for the acquisition of land for public, commercial or industrial use, except where it forms an integral part of a residential community.

Where redevelopment requires demolition of existing homes occupied by low-income families, the program requires provision to be made for additional equivalent accommodation so that low-income housing stock is not depleted.

## APPENDIX C Constructive citizen participation



Case  
study

### APPENDIX C

"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".  
(Alvin Toffler *Future Shock* p477 paper back)

Source: *Habitat* (C.M.H.C. Ottawa) Vol. 15, No. 2, 1972.

and M. Connor BSc, MSc, PhD

ere alternatives to a dialectic in which authorities plan, people protest and "law and order" moves in to resolve the differences with riot equipment? Can citizen participation be anything but the rabid new religion described so vividly by Aryeh Cooperstock (*Habitat*, vol. 15, No. 3) from his experiences in the New York slums?

Proposals were solicited in January 1971, and in February the committee selected a multi-disciplinary consortium\* whose proposal for the study emphasized the positive participation of the public e.g. a two-way information flow, the identification of public attitudes, and provision for public response to alternative solutions.

ments to fill the planning vacuum created when people tell their officials what they don't want, but do not specify what they do want.

Ottawa's highway 417

One alternative was demonstrated recently in Ottawa in a situation having some parallels with Spadina and other major projects.

The issue was how to link a 4-lane highway from Montreal into downtown Ottawa and at the same time improve transportation in the south-east portion of the city.

#### Getting started

As we began in late March of 1971, there seemed to be many gaps in the relationships between parties whose constructive partnership was essential for the success of the study, e.g. between several citizens' groups, between citizens and some planning officials, between three groups of planning officials, between some politicians and the foregoing and, of course, between most of these and the freshly appointed study group.

At the outset, we sought to know leaders of local community associations and the executive of the Federation of Citizens' Associations as a basis for building a foundation of credibility and trust. In the process, we let them see our commitments to public participation and the fact that we had no preconceived or bootleg solutions to the issues involved. By following up on letters to the editor and letters to the Minister of Highways, we reached many interested individuals and so widened the circle of acquaintanceship. The former editor of a suburban weekly newspaper was also very helpful in orienting us to people and issues.

The original solution proposed in a 1965 study, and shown subsequently on city maps, used a previously designated transportation corridor through the Alta Vista area. However, well established residential communities had developed close to this park-like strip of land, and a hospital site had been proposed on part of it.

An early strategic decision was that if organized citizens' groups had blocked the initial plan and helped to initiate our restudy, the acquiescence and support of these same groups would be an essential ingredient to creating a solution which was both technically sound and politically viable. A canvass of the boundaries of the 55 associations in the greater metropolitan area indicated substantial coverage of the city, especially its south eastern quadrant.

#### Community goals and transportation

During the first part of the study we attended a number of meetings called by community groups. After a brief outline of the study, we listened to their statements and reactions, which were usually negative and hostile to roads, planners and many other issues. "We hear you saying you don't like many things, but tell us what you do like", we would interject. "We know now what you don't want, but until you tell us what you do want, we're in a planning vacuum!"

#### Protest

When construction appeared imminent, a number of protests led by Mrs. Marlène Lebeau formed a committee for the Survival of Residential Areas. This group, with the aid of Alderman Don Kay, mounted a spirited campaign which bombarded the Minister of Highways (then Mr. Gomme), other politicians and officials with letters and petitions in October-November, 1970. When residents of Blackburn Hamlet felt the route might be shifted close to their community, they created a further wave of letters and another petition.

Another early decision was to respond to the expression interests of individuals and groups rather than aggressively sell the study and its purposes. We attended many meetings, but always at the request of their local sponsors. We created opportunities for people to participate in the issues, but did not thrust these opportunities at those whose priorities were elsewhere.

Each person was then asked to list anonymously on a piece of paper his or her personal goals for living in this community. ("Why did you move here? What would you miss if you had to live downtown or on the other side of the city?"). Many were reluctant, but most did so and were next invited to share some of these ideas with people sitting near them in groups of 4-6. During this conversation the atmosphere of the meeting usually became noticeably warmer.

#### Political response

On December 8, Mr. Gomme announced a 4-month study to evaluate alternative routes for the highway. Financed by his Department, the study was under the direction of the Ottawa Freeways Technical Advisory Committee (O.F.T.A.C.), which included representatives from the Regional Municipality of Ottawa-Carleton, the City of Ottawa, the township of Gloucester, the National Capital Commission and the Department of Highways (now Transportation and Communication).

We also recognized the difficult role of the elected representatives faced with a welter of technical decisions and often uncertain of the mind of their constituents on each issue. To avoid embarrassing key leaders, we followed a sequence of always sharing new developments, first with O.F.T.A.C. then with elected representatives followed by mass media, community association leaders, and local community groups at their request.

Groups were then asked to report some of the shared goals reviewed in their group. As these goals were written up on a blackboard or chart, the implications of each one for transportation was solicited from the participants. ("If rural atmosphere is an important goal you seek to attain by living here, what kind of a transportation system does this imply?" "One which minimizes the loss of open space, or one which minimizes noise and air pollution, etc.")

We noted the generally negative phrasing of most statements concerning transportation and 417 specifically. We decided to seek positive state-

\* M. M. Dillon Ltd. (engineering and transportation); D.M. Connor Development Services Ltd. (public participation and sociology); Paterson Planning and Research Ltd. (economics and planning); D.W. Graham and Associates (landscape architecture); and Dr. G.J. Thiessen (acoustics research).

The results of this review, together with tabulations from the original individual lists, helped establish evaluative criteria against which to judge the technical solutions developed later. Similar meetings were held with members of the planning departments of each municipal government involved, i.e. City of Ottawa, Township of Gloucester and the Regional Municipality of Ottawa-Carleton.

#### Information exchange

Initially over 2,000 copies of an introductory brochure were distributed in French and English through meetings and mailings. After 6 weeks of preparatory work, extensive information kits were sent to some 200 identified community leaders and other interested persons. Through text, maps and tables, information on present and projected land use, population and employment were provided, together with present peak traffic loads and some alternative corridors for future routes. Readers were invited to review these data and develop proposals concerning routes, uses to be made of each and the likely effects of their proposal. A further 300 of these packages were distributed through meetings, mailings, and in response to a newspaper advertisement.

Eight community groups prepared proposals which ranged from two to 20 pages despite the limited time available, the absence of some important information and the inroads of the holiday period. One of these groups represented the combined concerns of all the Community Associations, and another the views of six adjacent to the focus of activity.

Many of the suggestions focussed on alternatives already identified by the study groups, others proposed solutions beyond the project's terms of reference, e.g. an Ottawa-Hull ring road. Several, however, were new conceptions. One of these satisfied the technical requirements of the transportation forecasts and became one of the alternatives placed before the public. It won substantial support from planners, public and politicians during the next phase of the study.

#### Public response

After three and a half months, technical studies of traffic patterns, future transportation needs, land use, noise levels and other matters were well advanced, so that five technically sound alternative solutions could be placed before the public to test their reactions. The alternatives ranged from the initially proposed downtown freeway through a variation on it to a link with the main east-west Queensway and two bypass solutions - one inside Ottawa's greenbelt (the citizens' group proposal) and one beyond it. The last three included provision of a depressed busway through the Alta Vista corridor.

A multi-media information campaign was launched to inform and interest as many persons as possible in defining their preference and declaring these through a mailed ballot. Community groups, news coverage by press, radio and television, paid advertisements in the daily papers and spot announcements on radio, all contributed

to an intensive 10-day prelude to the July 20 "Decision Day".

A special one-hour CBC public affairs program was screened at 7 p.m. that evening. Interviews with leaders of citizens' groups, scenes from Toronto and Los Angeles, a panel discussion with the Study Group and film of the routes taken from a helicopter, were the ingredients which host Patrick Watson knitted together into a thorough review of the issues and the opportunities.

The mail-in ballot printed in all three daily newspapers on July 20 provided citizens with an opportunity to either simply declare their preferences amongst the five alternative solutions or to work through a complex decision-making process involving the 7 evaluative criteria developed by the Study Group in co-operation with citizens' groups.

During the next four days, 8,600 responses were received, tabulated by 8 areas to show citizens' preferences for the five alternatives. The auto-oriented freeway solutions were soundly rejected. The bypass alternatives received strong support, except for uncertainty concerning their routing at the city's west end - an investigation beyond the consortium's terms of reference. The most chosen solution across the city was the so-called Alternative C - a link to the Queensway through greenbelt land, together with a depressed busway through the Alta Vista corridor to facilitate local transportation.

#### Decision

On July 28, a special meeting of the Council of the Regional Municipality of Ottawa-Carleton voted 19-4 to recommend Scheme C to the Department of Transportation and Communication for implementation.

This decision represents considerably more than 8,600 ballots which are simply the most recent and visible outcropping of more than four months of intensive dialogue between people, politicians and planners.

Less than three months later (October 12), the Ontario Department of Transportation and Communication announced its acceptance of the recommended Plan C. A front page newspaper story trumpeted: "People power has won!" and wondered if a similar approach might now be taken to the southerly Highway 416.

#### Results

One effect of the public participation side of this study has been to increase both the quantity and the quality of communication between citizens, their elected representatives and planners. This reverses the frequent tendency for these three to pursue divergent paths until a crisis occurs; stimulating the normal political process seems to be a bonus of this study.

A preliminary analysis of the mailed ballots shows that the preferences expressed by the 3,000 who worked their way through the complex weighting and rating process are very similar to, if not the same as, those of the 5,000 who simply stated

their preferences without working through the reasons for them. This upsets some customary assumptions about the power of logic and the tastes of the intelligentsia.

#### The public as planners

I believe that the public always participates in major public policy decisions. But if constructive opportunities are not evident early enough, citizens often find their only avenue is to protest. Their contribution to planning and acting for a better society is thus limited to "too little, too late" - and too negative to be fruitful.

Planners and politicians no longer have a choice as to whether or not to involve the public in major issues - they only have a choice between whether they will create opportunities for efficient, early and positive public participation or will suffer the consequences of neglecting the public.

Surely there are now enough monuments across Canada to the costs of failing to provide appropriate means for citizen participation in public policy decisions. For example, the Columbia River controversy in British Columbia, Indian rights issues in Alberta and Saskatchewan, the South Indian Lake upset in Manitoba and, of course, Spadina.

By contrast, consider this Ottawa highway example or a related case in the Maritimes. In the Saint John River basin in New Brunswick, a 2½ year technical study of water quality management is now under way. It includes a public participation program through which citizens of the area will have opportunities to contribute their ideas, learn those of others and, jointly with engineers, develop solutions for major pollution problems along a most historic salmon river.

This kind of public participation can help us to shape the future of our cities and communities responsively to our shared needs and goals, instead of being exploited by vested interests, pushed by vociferous minorities or tailored to fit by well-meaning but distant planners.

# Saturday Night

## Dreams of bulldozers, dreams of grace

BY DONALD CAMERON

Vern and I were killing time that night in St. John's. We went to the Tudor Inn, a tavern much frequented by actors, photographers, writers and other peripherals. The Tudor was jumping, people crossing from table to table, an enthusiastic rock group belting it out from a dark corner, posters on the wall advertising sometime Tudor habitué Christopher Kearney's first album. We drank screech and coke, gossiped with friends — "No, b'y, I'm just after tellin' you they're not together any more" — and watched the counterculture playing darts.

After a while we went out to the little square that marches up from Water Street to Duckworth, the apparent site on which Sir Humphrey Gilbert claimed Newfoundland for Good Queen Bess in 1583. We climbed the iron-railed steps by the War Memorial and walked along the Upper Path, as Duckworth Street was known back in the days when the St. John's merchant aristocracy had offices there and fish stores on the Lower Path, now Water Street. We looked in the windows of boutiques like The Cod Jigger and Jupiter Sun, sniffed the aromas of Mary Jane's Natural Foods and Mary Brown's presumably unnatural Virginia Fried Chicken. Purists can also find the ubiquitous Colonel Sanders on Duckworth.) We found nobody home at Vicky's and Jim's third-floor walk-up, next to Carnell's Carriage Factory.

We hiked up the steep streets, past step-like rows of Victorian houses with rounded gables on their upper windows, to the grey, austere Catholic Basilica of St. John the Baptist, where Vern said a prayer in front of the flower-filled shrine of Our Lady of Fatima, a gift of the fishermen from the Portuguese White Fleet who have come to St. John's every spring for the best part of five hundred years. Back down at Water Street, we wandered along the docks past the hulking black sides of ships from London and Halifax and Spain, and others whose names I could not read because I do not know the Cyrillic alphabet. As the sun set behind the hills, we killed our time, and we left. I don't even remember now where we were going. . .

Harold Horwood, the novelist, a son and a lover and a critic of Newfoundland, declares:

"If you set your watch by the noonday gun, if turr-shooting is your favourite sport, if your favourite meal is seal-flippers, but eod tongues run a close second, and your favourite dessert a dish of yellow berries called bakeapples, if you love nothing better than a kettle of boiled tea over a fire built of crunnicks on the barrens, if your idea of hospitality

### APPENDIX D

December 1972 Estd. 1887. Vol. 87, No. 12, Whole No. 3534

## IN ST. JOHN'S, A FIGHT TO SAVE THE CITY FROM REDEVELOPMENT

is to offer your guest four-ounce draughts of black navy rum straight from the bottle, if you regard all Canadians as foreigners, and still think of England as your Mother Country, then you are a St. John'sman."

Harold, me son, I'm here to tell you that if St. John'smen think of me — a mainlander — as a foreigner, most of them hide the sentiment nobly. Thanks to the Confederation you worked so hard for in 1949, b'y, I reckon St. John's is part of my heritage, too. But I'm much afraid that what your city fathers propose to do to her is tantamount to rape.

Back in 1969, the St. John's City Council decided that the time had come to plan the expansion of the city. St. John's had just grown aimlessly over the last four or five hundred years and before 1945 that hardly mattered. The town was small, clinging to the steep hillside on the north side of the harbour, its face still turned resolutely to the sea. With the advent of Confederation, the Trans-Canada Highway across the island, the rapid postwar growth that typified all Canadian cities, St. John's spilled over the top of the hill and out into the countryside.

Today metropolitan St. John's contains one fifth of the province's people, and covers a great deal of the eastern Avalon Peninsula. New towns like Mount Pearl have sprung up. Better roads have brought fishing villages on Conception Bay — St. Philip's, Topsail, Portugal Cove — within commuting range of the city. The whole area is a welter of conflicting jurisdictions, municipal councils, planning authorities. The result is urban sprawl of a singularly unlovely variety. The need for a plan is urgent.

The council asked its planning consultants, Sunderland, Preston, Simard and Associates of Montreal, to prepare a master plan for the city's growth over the next twenty years. Over the next couple of years, the planners developed Plan 91. A highly confusing document, Plan 91 is now a highly contentious one as well.

The planners expect the city's population to rise by about 30,000 from its present 100,000. Today, one St. John'sman in four owns a car; by 1991 the proportion is expected to be one in three. Meanwhile the downtown, particularly the Water Street shopping area, is showing much less economic vigour than such newer ventures as the suburban Avalon Mall, and much of the old downtown consists of unquestionably substandard wooden houses, dangerously and inadequately heated by oil stoves, poorly wired, cramped and inconvenient.



Plan 91 proposes the development of two large suburbs, one east and one west of the existing city, and an elaborate system of arterial roads connecting these with a rejuvenated downtown. It is not, stresses Goldwyn Sunderland, president of the consulting firm, a rigid plan. The planning process, we all now realize, is a continuous thing, involving continuing consultations with the people affected and continuous re-evaluation of goals and methods.

Splendid — but, say the plan's critics, you can't re-evaluate the Gower Street Church back once you've ripped it down. You can't consult the Harbour Arterial Road off the waterfront. It's improbable that you'll remove a twelve-storey convention hotel once you really grasp that it shuts off everyone's view of the harbour. In some ways the plan is exceptionally vague; in other ways it's nastily specific. It talks earnestly about preserving the unique character of St. John's, but offers no concrete suggestions about how to do it. By contrast, it declares that an arterial road will run along New Gower Street, Queen's Road and Military Road. Four multi-level parking garages along the waterfront will house 1,600 to 1,750 cars. And those old trees on King's Bridge Road will have to go.

"The People's Planning Programme," says Roger Bill, "began over a bottle of rum last Christmas." A bearded, soft-spoken graduate student in urban sociology at Memorial University, Roger Bill comes originally from Indiana and has worked with the new developments about which Halifax is now having second thoughts. These days, you get the impression that every municipal politician in the Atlantic Provinces rolls out of bed snorting, "Redevelop! Redevelop!" and immediately phones the bulldozer operators.

Halifax's \$52-million Scotia Square, a smaller, seaside Place Ville Marie, is only one of a number of high-rise developments that threaten to obscure the view of the harbour even from Citadel Hill. Now the city contemplates a four-lane, or six-lane, or something, expressway from what planners like to call the CBD (for Central Business District) to the two bridges linking Halifax to Dartmouth. Moncton has its Highfield Square. Even tiny, charming Fredericton (pop. 20,000) moans about its fearful rush-hour traffic and seriously discusses both a four-lane highway bridge that would dump its effluent into the miniscule city centre, and an expressway reclaimed from the river, which would speed all thirty of Fredericton's commuters along the grassy riverbank in front of the stately homes of Waterloo Row.

In each of these cities the opposition to these dreams of glory points out that Toronto stopped the Spadina Expressway, that New York is considering ripping up some freeways, and that Maritime cities needn't go through the nightmares implied by unlimited access of private cars to the city centre. None of these opposition groups is better organized and managed than the People's Planning Programme — but then, no city has more to save, or a more sweeping plan to destroy it, than St. John's.

In preparing Plan 91, pleads Goldwyn Sunderland, his firm talked to over one hundred groups in the city. More than 3,000 people saw exhibits of the plan in the Arts and Culture Centre. Now, two years later, opposition has erupted. Where was PPP, he asks, during that period?

The answer, of course, is that it didn't exist — and probably wouldn't now if Roger Bill and architect Bill McCallum hadn't been puzzled about the lack of public response to the plan. Knocking back their rum, they asked one another if people really understood what the plan was about, what it would mean in terms of their street, their shop, the environment they lived in. They approached Memorial University's gung-ho Extension Department and got a \$2,000 seed grant and access to some videotape equipment, rented some shabby offices a couple of blocks from the grandiloquent new City Hall, and started to ask people what they thought. Soon others were doing research

on various aspects of the plan, and trying to formulate alternatives.

By April, it was clear that many people didn't know and *did* care about the plan. Meanwhile City Council had approved the plan in principle, had begun a joint federal-municipal Harbour Arterial road, and were closing a deal with the Crosbies for a \$15-million hotel-office-shopping complex right on the waterfront — a project which a Crosbie executive, Barron MacDonald, told me frankly makes very little sense without Plan 91 or some equivalent. The Crosbies, of course, are a key family in St. John's' moneyed aristocracy; one sprig of the family tree is John Crosbie, currently provincial Finance Minister.

The city had adopted a report on transportation planning by engineering consultants DeLeuw, Cather and Company which contained very specific traffic flow patterns, but that report was being kept secret. It contained, said Mayor William Adams, nothing but "dry, detailed engineering data," and Deputy Mayor Len Stirling added that to release the report would encourage land speculation. But, taken all together, these events looked suspiciously as though Plan 91 were being implemented even before the final set of hearings slated for April 25-27 under the chairmanship of local merchant John Murphy.

The week before the hearings, PPP held a series of well-attended workshops, and videotaped every moment of them. On April 25, Murphy opened his hearings, flanked by Goldwyn Sunderland, Municipal Council Planning Officer Hans Arends, and others. PPP was ready with the first brief to be heard — a written brief, summarizing the feelings of the workshops, and two forty-five minute videotape presentations as well as an oral statement by Roger Bill. In addition, PPP videotaped every session of the hearings themselves.

Commissioner Murphy was visibly impressed; he told me later that he had been given a chance to sample a much wider range of public opinion than he could possibly have heard otherwise. PPP's brief was moderate in tone and suggested a number of alternative schemes. In particular, it argued that the city already contained 2,200 vacant acres, and that judicious in-filling of waste space would amply accommodate the number of people projected for the suburbs. The presentation argued persuasively that the day of the private car in the inner city was coming to an end, and that St. John's, far from providing arterial roads and masses of parking garages, should seek to discourage private cars by rejecting the suburban pattern and providing cheap, efficient public transportation in the downtown area. Above all, PPP argued, the bouncing life of the downtown must not be destroyed, the downtown as a residential community should be retained and upgraded, and the unique heritage preserved in the central city should be recognized for the priceless asset it is.

PPP did not say — though they might have — that Plan 91's model of downtown development was tailor-made to suit the interests of the Water Street merchants who have always controlled the city and, for that matter, the province. They did not say — though they implied it — that Plan 91 would produce a St. John's which would differ from Toronto or Hamilton only in scale. They did not say — though I think they would have been justified — that Plan 91 is colonial and imitative in spirit, a very suitable plan for a city council whose notion of excellence does not include the possibility of something new, exciting, distinctive and innovative right in old St. John's.

All the same, PPP's activities were enough to make the council — who virtually boycotted the hearings — extraordinarily peevish. I tried to talk to them: they weren't talking to anyone until Commissioner Murphy reported. Mayor Adams warned citizens not to heed "drifters and dreamers."

"I don't think we should be too deeply concerned," he

said, without actually naming Roger Bill "with people who whistle in on a wave of prayer and will likely whistle out in the same way."

Smooth-spoken, elegantly dressed, Goldwyn Sunderland nevertheless pushed his own little panic button as well. "I am inclined to believe," he wrote to Commissioner Murphy after the hearings, "that there is a grave danger that, having waited so long to respond to the 1969 plan, those who are now questioning the overall principles may feel that the only way to bring about change is by conflict and confrontation in the more militant sense of the word. There is no need for conflict."

It sounds as though people had been muttering about guns and bombs — but all that had happened, in fact, was that Plan 91 had been scathingly denounced throughout the three days of hearings. The Newfoundland Association of Architects agreed with PPP about infilling and mass transit: Plan 11, they said, encouraged "the type of development which has proven so unsuccessful in almost every North American city to date." An *ad hoc* group of citizens represented by Dr. John Molgaard found Plan 91 "a tired document which lacks imagination and fails to provide the long range planning guidelines which we need." Dr. Jon Ling of the Working Group on the Environment charged that the plan paid "scant attention" to the quality of life. "Plan 91 and the manner in which it has been foisted onto the public," he said, "makes abundantly clear the contemptuous disregard of the planners and the City Council for the people of St. John's."

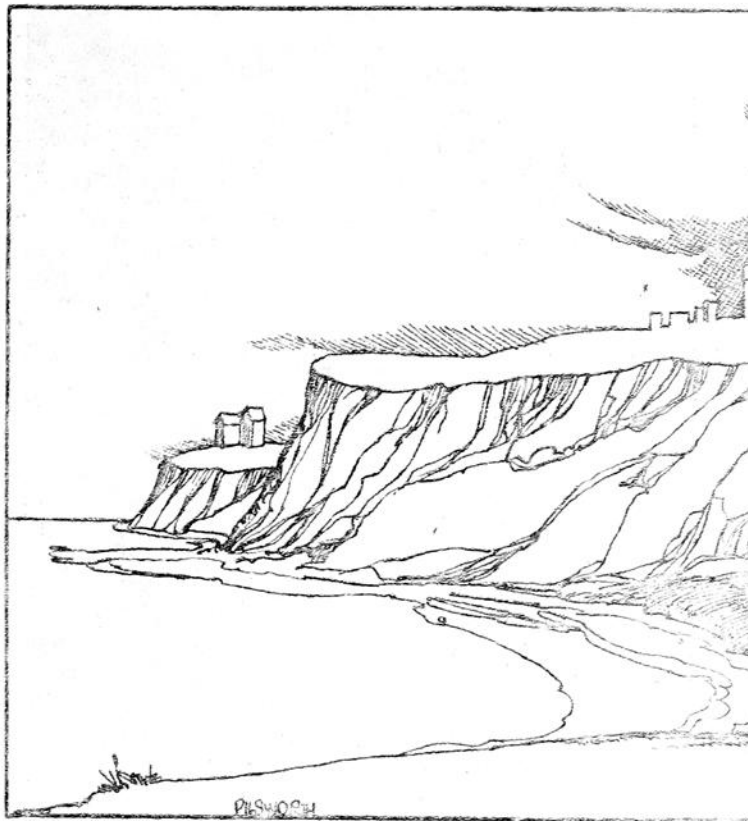
English professor George Story, speaking for the Newfoundland Historic Trust, indicated that his organization was working on an inventory of the several hundred historic buildings in old St. John's, and that it felt Plan 91 was distressingly vague about a policy for preserving the best of them. Story's brief explained the value of historic buildings as succinctly and eloquently as anything I have ever seen:

"In the most general terms, the case for preservation rests on the evolutionary nature of democratic society which, at least in part, develops by reference to the values of the past and through conservation of the best of its received social and cultural traditions. The recorded history of such a society can be as important in moulding its present philosophies and actions as is the human memory in motivating the individual. Historic structures are often the only tangible evidence available to us of the earlier sets of values upon which our present society is founded. Far from reflecting a mere sentimental attachment to the past, the desire to preserve older buildings points to the need for continuity essential to a stable society." To this Story added the argument that historic buildings are an important expression of a community's unique identity, and that they help prevent the steady, and often arbitrary, erosion of urban environments "in terms of variety and beauty."

Nor did the Historic Trust neglect economics, pointing out the tourist value of old St. John's in passing, but arguing too that many old buildings are still perfectly usable homes which need only relatively modest amounts of money to bring them up to modern standards of safety and convenience.

Other briefs were more specific, even personal. The Newfoundland Brewery found itself surrounded by non-commercial zoning and wondered what would happen if it decided to expand. Several land-owners found themselves barred from developing their land, and protested this invasion of the civil liberties of capital. The YWCA noted with alarm that to widen Military Road would mean knocking down their building.

And what's going to happen to us, asked Mr. and Mrs. James Kenney, who live over their grocery store at Brazil Square and New Gower Street, just where the Harbour Arterial merges with a Plan 91 crosstown route. Nobody could say. Don't you dare touch us, consulted a stately group of the well-to-do from Forest Road — through their lawyer,



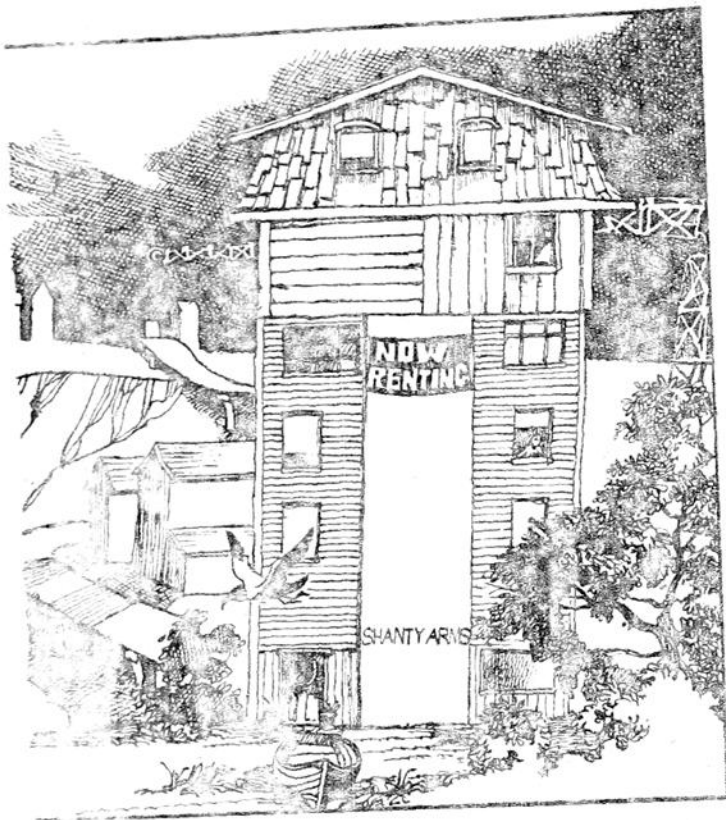
Leo Barry, now Deputy Speaker of the House of Assembly.

Outside the hearings, the evening *Telegram*, the best daily in Atlantic Canada, had somehow purloined a copy of the secret traffic study and now published its "dry engineering data." The report outlined roadbuilding and traffic patterns for the next five years, and made it perfectly clear that Plan 91's transportation plan, the heart of the master plan itself, would indeed be implemented with precious little delay. In the circumstances, the "consultation" going on under John Murphy's guidance began to develop a curiously hollow sound.

By the end of the hearings, the planners and even Commissioner Murphy had their defences in order. Over one hundred people had attended every session during the three days; the tone both of the briefs and of the constant discussion from the floor had been sharply critical of the plan. Were the officials impressed? Not very. "Believe me," smiled Goldwyn Sunderland, "I'm not at all convinced that the vast majority of people are in any way involved in this process. We're still dealing with a very small group, a very small minority of people with a very minority point of view."

The participants, echoed John Murphy, "may have been passionate, but they obviously didn't represent everyone." And, he added, playing a favourite tune of the Atlantic elite, "overwhelmingly the involvement was on the part of people who were not born here, and in some cases have been here only a year or so. It's very flattering to listen to their comments about how they love St. John's, how they've finally found Shangri-La, or whatever it is. But 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."

Unsurprisingly, Murphy's report expressed the attitudes (and included the hobbyhorses) he had personally aired throughout the hearings. In all essentials, it defended the plan, though it suggested minor modifications. Certainly it failed to endorse the ideas



presented at the hearings, though it did summarize them. The paternalism with which, for instance, Murphy had treated the NCA spokesman Mrs. Iris Kirby was repeated in the casual dismissal of many thoughtful arguments.

All the same, the council's response to the report was to lambaste it for various trivial errors, as though Murphy's report really mattered. After all, Murphy's commission had no real status; its sole function was to advise the council. Plan 91 rumbled on towards final acceptance.

I doubt that that matters, either. Goldwyn Sunderland's repeated assurances that the plan is "flexible" provide a built-in escape hatch. Like Eliza Doolittle, the council can listen very nicely, then go out and do precisely what it wants. Meanwhile PPP, far from fading away with the immediate occasion, got an Opportunities for Youth grant and initiated a detailed planning project for St. John's Centre. All summer, volunteer workers prowled the back streets of the lower town, talking to residents, making detailed inventories of the housing, finding out how many people owned cars, where they worked, where they shopped, where their children played - and, above all, what they considered their real needs to be.

What the residents wanted turned out to be very different from what Plan 91 and the DeLeuw Cather report had in mind. They wanted the existing housing upgraded, and some of the traffic patterns altered to take through traffic off their residential streets. They wanted a playground. They wanted some investment in the area's substantial vacant land, and a sense that the area would not be allowed to stagnate forever. And they had clear ideas about how these goals should be achieved.

PPP drafted a plan and took it back to the area's six hundred people. They made changes. The revised plan was published in November, containing a number of concrete (and remarkably inexpensive) proposals for City Council. The test of the success of *St. John's Centre-Planning '72*, PPP pointed out, would be the implementation of its ideas.

Other PPP volunteers were working in Black Head Road, or "the Brow," as St. Johnsmen call it, a former shanty-town on the outskirts of the city which has been the object of a

recent massive renewal project. The Brow needs a shopping centre, and PPP architects began working on plans for a co-operatively owned shopping area which would serve other community needs as well.

Meanwhile, the suburban district of Mundy Pond, also slated for urban renewal since 1966, had been riven by the resistance of homeowners on Blackler Road against a scheme to move them out in favour of parkland. Very quietly, PPP volunteers began talking to people, looking for alternatives. When they came up with a scheme that would leave Blackler Road much as it is, with only minimally less park space and without breaking up the flow of traffic, they discovered they had saved the government \$112,000. For once, their ideas won quick acceptance. "You know, if we're going to be able to save them that kind of money, man," grins Roger Bill, "they're going to start thinking it's maybe not so bad to have us around."

What next? Well, says Roger, now that the federal government is back in the urban renewal business and is showing some serious interest in renovating existing houses, PPP would like to begin letting people know what kind of money is available, and for what purposes. It wants, too, to encourage the establishment of Neighbourhood Improvement Committees under the National Housing Act, and it has applied for a Local Initiatives grant to begin organizing them.

Further off, there's the possibility of a new national park at Bonne Bay, on Newfoundland's west coast, and PPP would like to prevent a repeat performance of the farce currently playing on Nova Scotia's Eastern Shore, where residents are threatening to go to whatever lengths they must in order to stop a projected national park. The Eastern Shore project involves bulldozing a number of summer homes and even entire villages, some hundreds of years old, to create an artificial wilderness. Oddly enough, though, the park boundaries don't infringe the timber holdings of such colourful Eastern Shore folk as Scott Paper.

In other words, PPP is here to stay, thanks to the continuing support of Memorial University's Extension Department and to various federal agencies. If Plan 91 has done nothing else, it may have produced the only effective permanent agency in Atlantic Canada devoted to the involvement of ordinary people in the whole increasingly turbulent and important field of land use and community planning. Halifax and Fredericton have something to learn from St. John's - and so, perhaps, do scores of communities across Canada.

Roger Bill may well be the dreamer Mayor Adams thinks he is - but then a great many of us are, we refugees who have come to the Atlantic provinces from more "progressive" places. Up to now, Maritime cities have largely escaped the wreckers' hammers of people like Mayor Adams. He, after all, is also a dreamer: his dream has been tried elsewhere, and Roger Bill has lived in it. He doesn't want to see the whole desperate story repeated here, and perhaps his knowledge of where things like Plan 91 tend to lead is his own special contribution to the Atlantic region. Native St. Johnsmen take the life of old St. John's - the life Vern and I soaked up, that summer evening - for granted. Newcomers like architectural association spokesman Robert Warren, and Dr. Molgaard, and Dr. Ling, know that downtowns are the result of decisions, and that Water Street could easily become a nightmare or a desert.

"Plan 91," says Roger Bill, "doesn't treat St. John's as a unique city. It plugs it into the grand national market, with all the associated costs: you have to plug it into that grand continental culture, too. And St. John's just doesn't have to. It's a whole thing of cultural integrity that's involved, and Plan 91 doesn't seek to enhance that cultural integrity that's here. I think that's probably the real failing, you know. What's the core of this thing? That's what they don't do. And I think the plan dies on that point." ○

DOCUMENTS, REFERENCES, DESCRIPTIONS OF VARIOUS COMMITTEES, AND  
A LISTING OF OTHER ARTICLES REFERRED TO THROUGHOUT:

DOCUMENTS REFERENCES:

1. The Nova Scotia Planning Act, Chapter 16, Statutes of Nova Scotia. (1969)
2. Guidelines for Municipal Development Plans. Community Planning Division, Department of Municipal Affairs, Province of Nova Scotia, July, 1972
3. Draft Halifax Municipal Development Plan. Available from Mr. E. Babb, Director of Planning, City of Halifax. Department of Planning 3rd floor, Duke Street Tower, Scotia Square.
4. Development Guide, Update 1972, January 1972. This was the major portion of Section VI of The Master Plan! and is an updated version of an earlier document that dealt with only the mainland area of the City. Available as in No. 3
5. Regional Development Plan for Halifax, Dartmouth, and Halifax County (not yet published). Prepared by Metropolitan Area Planning Committee. Will be available from Mort Jackson, Community Planning Division, Province of Nova Scotia. Department of Municipal Affairs, 5th floor, Hollis Building, Hollis Street, Halifax.
6. Halifax Zoning By-Laws, 1950 (amended). This is the only document that controls development in Halifax at present. Available from City of Halifax, Development Department. NOTE:  
.. There are 3 booklets covering the peninsula, the mainland, and mobile homes, plus 4 or 5 maps.
7. The Master Plan!, City of Halifax, December 1971. A draft plan prepared by City Planning Staff in 1971 from which the present draft Municipal Development Plan is distilled. The document is made up of about 6 sections including numerous small scale maps. Available from Halifax City Regional Library, Spring Garden Road, or from the City of Halifax, Planning Department.
8. Dartmouth Municipal Development Plan, 1972. Available from Don Bayer, Planning Department, City of Dartmouth. MOVE has also produced a response to this plan and its contents, dated December 20, 1972.

DESCRIPTION OF VARIOUS COMMITTEES

1. PLANNING ADVISORY COMMITTEE. A possible Planning Committee allowed for by the Nova Scotia Planning Act, consisting of Council members and citizens. Non-existent in Halifax.
2. CITY PLANNING COMMITTEE. A Committee of Halifax Council as Committee of the Whole, made up of the 10 Council members only (with the Mayor). This Committee considered the present draft Halifax Municipal Development Plan prepared by City Planning Staff. This Committee also considered The Master Plan! over the summer months.

Description of various Committees - continued

3. CITIZENS ADVISORY COMMITTEE. A Citizens Committee proposed in the Master Plan!, but not included in the present draft Municipal Development Plan.
4. DOWNTOWN COMMITTEE. A Committee of the Halifax Council made up of 26 varied citizens including the Mayor and aldermen; the Committee was set up to develop a plan for the 80-acre Central Business District of Halifax (the downtown core).
5. The METROPOLITAN AREA PLANNING COMMITTEE (MAPC) is a regional planning body made up of two representatives from each of the County of Halifax, City of Dartmouth, City of Halifax, and the Province of Nova Scotia. It is charged with producing a Regional Development Plan and until December 31, 1972 has a staff at its disposal.

ARTICLES OF INTEREST:

1. Desmond Connor: Constructive Citizen Participation, republished from Habitat, Vol. 15 No. 2 in Community Planning Review, Vol. 22, No. 1, pp. 19-20. See also From Partisans to Partners in same volume also by Connor. (pp. 15-16)
2. Alvin Toffler: Future Shock, p. 477, paperback.
3. Donald Cameron: Dreams of Bulldozers, Dreams of Grace, in Saturday Night, December 1972, pp. 44-47.

OTHER PUBLICATIONS THAT MAY BE OF INTEREST

1. MOVE BULLETIN. Bi-weekly newsbulletin by MOVE, 1712 Argyle Street, Halifax. (425-6683) Available free on request.
2. PLANS. Planning newsletter by Community Planning Association of Canada (N.S. Division). 1815 Hollis Street, (422-5564)
3. HABITAT. Periodic publication of Central Mortgage and Housing Corporation, available free from C.M.H.C., Ottawa.
4. COMMUNITY PLANNING REVIEW. A publication of the National Office of the Community Planning Association of Canada. (Contact C.P.A.C., 1815 Hollis Street, Halifax, 422-5564)

RECOMMENDATIONS - HALIFAX CITY MUNICIPAL DEVELOPMENT PLAN

Presented by the Environmental Study Group of the University Women's Club of Halifax at the public hearing, Wednesday, 10 January, 1973.

Your Worship, Aldermen, Ladies and Gentlemen:

The major comments with regard to the Development Plan are that it is too nebulous in its policy statement, leaves opportunity for diverse interpretation, and offers no specific environmental protection or provision for citizen participation. Reference is made to the quality of life throughout the plan - on whose terms, - the residents of the city or the profit oriented developer?

1. We urge that a Citizen Advisory Committee be formed, as provided for in the planning Act of Nova Scotia, along the lines of the Downtown Committee, and that a public meeting be held every three months to consider the progress of the planning.

2. We recommend:

A. That City Council proceed immediately (as proposed in paragraph 3, under "Purpose" of the Development Plan) to have City Staff prepare a series of specific functional plans on such subjects as land use, schools, libraries, parks and recreation areas, water and sewerage systems, fire protection, police, and public transit.

B. That each report be presented at a well publicized public meeting, attended by the Mayor and Aldermen, at which City Staff will be available to explain and to answer questions.

C. That a public meeting be held in each ward to consider in detail the possible implications of all proposals in that district.

D. That after this series of public meetings and after due consideration, the City Council will then implement each specific functional plan as part of the Municipal Development Plan of Halifax for a definite term of years.

3. We ask the City Council to enact regulations immediately for Height Control as follows:

A. Height control for one block surrounding the Public Gardens on all four sides restricting future construction to four storeys, because of the possibility of damage to this botanical garden from shade, wind, and changing ecological conditions.

B. Height control to limit future construction to four storeys to the north of Point Pleasant Park as far as a line extending along the parallel of Gorsebrook Street from the North West Arm to the Harbour.

C. Height control to protect the view of the North West Arm.

D. To adopt immediately the report from City Staff on preserving the still remaining Views from the Citadel, because of their importance to the citizens of Halifax and to tourists, and to restrict buildings to 96 feet in height - thus implementing the general statements in the plan under "No. 4 Policies" regarding enhancing vistas from Citadel Hill and to preserve the "Human scale".

E. Zoning regulations be changed to prevent the construction of high rise apartments in R1, and limited to 4 storeys in R2.

F. Certain areas should be designated for high rise offices and apartments, and ad hoc zoning should cease. These regulations should free City Councillors from much pressure for re-zoning, and allow them to devote more time to general policy decisions and governing our city.

4. We suggest that there be a new zoning category created specifically for Parks (such as Point Pleasant Park, Fleming Park known as the Dingle, Conrose Field, Flynn Park, Fort Needham, Heart-shaped Pond at Prince's Lodge), and that these be separated from playgrounds and sports fields (such as Larry D'Connell Field, the Commons and Wanderers' grounds) and open space surrounding schools. There is a psychological need for grass and trees and some

[link to a proposed North West arm](#)

Halifax

natural open space in each neighbourhood for play and relaxations and for all residents of all ages to enjoy.

The open spaces shown on maps formerly referred to as the master plan are misleading as the land is "Park and Institutional" and thus a park could vanish to provide a hospital, school, or university (we understand that land to the south of the Public Gardens on Spring Garden Road, where the Convent of the Sacred Heart is located, could be the site of a hospital, a new path lab, a university building, or a nurses' residence).

There is already a deficiency of 444 acres of park and recreational land on the peninsula of Halifax. It should be apparent that such recreational spaces as we have at Conrose Field and Flynn Park should not be considered for housing or school sites. Thus, we oppose the construction of any school on Flynn Park on MacDonald Street and housing on Conrose Field off Jubilee Road.

5. We support the acquisition of at least 2400 acres of land as proposed on page 6 of "Development Guide, Update 1972 - Schools, Parks and Major Streets", and we support the reservation of 2100 acres for regional parks along MacIntosh Run, and Chain and Long Lakes.

6. We respectfully point out the need for a detailed master plan for neighbourhoods to be compulsory for a stated period such as 20 years, to protect property owners from spot zoning.

7. We request that branch libraries be added to the suggested community services.

8. We suggest that the building of more shopping centres be discouraged until the Downtown and other shopping areas, such as Spring Garden Road and Gottingen Street, have been fully developed.

9. We oppose strongly any suggestion that Harbour Drive be extended along the waterfront edge of the Downtown area as an arterial level street and a link to a proposed North West Arm Bridge via South and Robie Streets.



10. We recommend that City Council make every attempt to obtain federal funds to support public transport, not for improvement of highways and streets.

This would alleviate any need for Harbour Drive.

11. We strongly oppose the addition to the Halifax City Municipal Development Plan allowing the City Council a free hand on sites over 5 acres although such areas have been designated "residential development".

In conclusion, we congratulate the City Council for the proposed policy in principle, and trust that it is a step in the direction of some real and binding protection for the quality of life in the city.

M. M. Mosher

Phyllis R. Blakeley



COMMUNITY PLANNING ASSOCIATION OF CANADA

Box 211 Halifax, Nova Scotia (902)422-5564

A BRIEF RE THE MUNICIPAL DEVELOPMENT PLAN  
HALIFAX, NOVA SCOTIA.

**TO:** The Mayor and Members of Council,  
and the Planning Staff,  
City of Halifax, Nova Scotia.

**FROM:** The Nova Scotia Division,  
Community Planning Association of Canada.

JANUARY 10, 1973.

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I. INTRODUCTION

This brief is presented on behalf of the Nova Scotia Division of the Community Planning Association of Canada. Our first concern is about the exact status of the document entitled the Municipal Development Plan.

Statements have been made that it is not a plan, but rather a first step towards the preparation of a municipal development plan. Council, however, has called a hearing for the discussion of the plan as is required under the Planning Act, and indeed the title of the document itself suggests that it is to be a plan of legal status under the Act. CPAC, on the basis of the information made public, can only conclude that the Plan is to be a plan signed by the Minister of Municipal Affairs and thus made legally binding on this municipality under the Planning Act.

Moreover, although possibilities for amendment and revision exist in the future, unfortunately they cannot be considered here; once the plan is adopted the impetus, need and desire for changes may well disappear as Halifax will have fulfilled the basic legal requirements of the Planning Act. Our comments are based on the assumption that this document is Halifax's Municipal Development Plan as required by the Planning Act and it is with this in mind that we state our opposition to its adoption.

The reasons for our opposition can be categorized into three general areas which we mention now and will discuss in detail later in our brief.

1. The first of these criticisms is that when viewed in the context of what the planning process entails this document is extremely deficient; it is not the result of a process that has

engaged planners, politicians and citizens in identifying issues to be examined; it is not the result of an examination of alternative goals and solutions to problems and in short, it is not the result of the kind of process suggested in the document entitled "Master Plan!". Furthermore, the plan does not include, nor does it make any mention of background studies which the Planning Act requires as a basis for municipal development plans. The technical information and background studies which are the backbone of any plan, and one of the basis for its evaluation, is lacking. Lastly, the plan is being presented as a "fait accompli"; important decisions and policies are already formulated and citizens are asked to react - not to participate.

2. It is because the plan is not the result of a proper process, that we are brought to our second major criticism; that much of it is too vague and general to have any meaningful impact on the development of the City. Broad principles, goals and solutions are espoused, however, these are ambiguous and contradictory. Indeed, this plan is not a plan that is a meaningful tool for guiding future decision making.

3. Our last criticism relates to the specifics of the various statements in the document. For instance, it is useless to state that historic buildings are to be saved without articulating methods by which this can be accomplished. Implementation and specific criteria for evaluation of future development are needed in many parts of the document.

We now discuss these criticisms in detail.

## II. THE PLANNING PROCESS

### A. An Ideal Process

Since the plan lacks any contextual information or background studies, any evaluation of it is extremely difficult. To overcome this problem a criteria has been designed which indicates an ideal planning process. The Halifax Municipal Development Plan can then be examined against this background.

The following is an outline of a realistic planning process upon which the plan will be evaluated.

1. Mandate to prepare a municipal development plan
2. Identification of issues, problems, opportunities
3. Detailed technical studies of identified issues and of the City as a whole, its components and functional relationships
4. Identification of goals and objectives (such would involve citizen participation which must be included at this point and carried through to the implementation of the plan)
5. Selection and finalization of goals and objectives
6. Formulation of alternative solutions, programs, projects as means of solving existing problems and realizing opportunities
7. Evaluation of alternatives showing the costs and benefits of each
8. Selection of alternatives for policy including how the policies selected will achieve the goals and objectives
9. A capital budget designed to show how the programs, projects and so on will affect the municipal budget, tax base and mill rate

10. A priority listing or phasing of the policies (programs, projects, solutions, etc.)
11. The formulation of implementation measures, policies, by-laws, controls, incentives, limits, and so on, designed to show Council how to effectively implement the planning policies
12. The preparation of the draft municipal development plan
13. Public meetings to discuss draft plan and supportive regulations (zoning by-laws and other controls)
14. Final technical and legal requirements such as:
  - a) revision by Council and planning staff
  - b) final public hearing as per the Planning Act
  - c) adoption by Council
  - d) submission of plan to the Minister of Municipal Affairs for approval.

#### B. The Halifax Process

##### Evaluation of the Municipal Development Plan

1. The mandate or order to prepare a municipal development plan can be issued by the Minister of Municipal Affairs and/or the City Council. In March, 1972, the Minister of Municipal Affairs issued an order directing the City of Halifax to prepare a plan by March 1, 1974. Unless the City of Halifax is required to meet prior deadlines there appears to be no need to adopt this plan at this time. Moreover, postponement of the adoption could allow citizen participation in the formulation of the plan.

2. Planning policies should be designed to assist Council in solving existing problems, avoiding or alleviating anticipated

problems, developing opportunities to protect valuable elements of the community, and clarifying the future development of the municipality. This municipal development plan has little to contribute in this respect. The plan does not suggest how traffic is to be relieved at the Rotary; why the North West Arm Bridge is to be built; how a bonus system for increasing recreational open space might be introduced; how views are to be preserved from the Citadel; what the future is for public transit; the relationship between transportation and land use; and so on.

What is presented in the plan is a series of ambiguous policy statements and with no identification of issues.

3. There is no indication within the plan that any detailed studies have been carried out. It is assumed that various studies have been prepared concerning some of the issues which exist. However, it is not stated what those studies are or how adequate they are. There is also no identification of studies which will be required in the future. Of those studies which have been prepared there is no presentation or interpretation of the findings within the plan. Until the existing data is brought together, interpreted, and a list of further studies identified it is difficult to deal with the present problems or development opportunities. Any attempt to design policies within an information vacuum will not only be ineffective but will cause consequential problems to arise elsewhere in the City.

4. Although the ultimate objective of the plan is valid many of the objectives and goals are not. The plan presents a series of policy statements of little use in directing future decision making. For example, the contradictory goals of Section A. 3. f., g., h.

- 1) "maintaining, where possible the existing residential character and stability of neighbourhoods";



- 2) "reducing commercial, industrial and institutional sprawl and incompatibilities between these uses and residential uses, and reducing residential sprawl";
- 3) "fostering expansion of existing industrial and employment generators".

5. Since people have many different interests, needs and wishes it is necessary to reach a consensus of goals and objectives. It is quite obvious that the citizens were not involved either in the articulation of possible goals and objectives or in their final selection as stated in the plan.

6. Not only are alternatives required in the selection of goals and objectives but they are also required in the selection of programs and policies to achieve those objectives. Without a serious examination of the various alternatives to remedy a problem, options become considerably limited. By outlining alternatives there is an increased probability that maximum benefit will be derived from public resources. With a thorough study of the alternatives, policies can be selected so as to minimize the occurrence of undesirable problems as a result of implementing a particular policy or program. It is neither unrealistic or unreasonable that Council or the planning staff identify and articulate alternatives available to the citizens.

7. & 8. Since the plan contains no alternatives for evaluation or selection, the citizens are denied not only an opportunity to determine the future character of the City but also an opportunity to evaluate the cost of various approaches in the development of the City. An evaluation of the identified alternatives will clarify the costs and benefits of various solutions and minimize the possibility of future problems.

9. The Planning Act suggests that municipal development plans include a program which specifies the manner in which the policies, programs and projects outlined in the plan will be financed. The Halifax plan contains no such capital budget. It is necessary to show the cost of the programs and the effect of expenditures upon the financial resources of the City and its present mill rate. Without a planned program of expenditure and borrowing it is unlikely solutions to problems will be implemented.

The plan also makes no mention of the expenditure of Department of Regional Economic Expansion monies which the City receives. Since these funds are crucial to the development of Halifax it is necessary to spend such funds wisely and in relation to the planning policies.

10. The Planning Act also recommends that a phased program be designed to show the implementation of programs and projects and their funding. This has not been done. With numerous problems to solve and opportunities to develop, and with limited resources it is obviously necessary to attach priorities to the policies. The present plan attaches no such priorities and all policies and objectives appear to be equally significant and critical. This is not the case, and any realistic approach to plan implementation requires a priority listing of policies.

11. In addition to omissions in the designing of specific programs and projects the plan contains no specific controls, measures, incentives or limits by which the stated policies can be implemented, and development regulated. Obviously, such is necessary at this time if the plan is to be effective and meaningful.

12. When the above guidelines have been carried out the draft plan should then be prepared. Suffice it to say that if the Council and the planning staff followed the above approach, the plan would be worthy of adoption.

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This plan was approved in principle by the Council on November 18, 1971. City Council  
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13. In addition to involving the citizens in formulating the plan it would be wise to hold a series of public meetings once the plan has been drafted.

III.

A BRIEF CRITIQUE OF THE PROPOSED MUNICIPAL DEVELOPMENT PLAN

Having stated its views on the process which should have been part of the formulation of the Halifax Municipal Development Plan, CPAC would like to comment on some of the specific provisions of the plan as they now stand.

The Municipal Development Plan begins with objectives for the overall development of Halifax which are somewhat ambiguous.

For example we are concerned about the statement *"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"*. (Section A. 3.c.)

It is highly unlikely that the City could control the population in respect to the urbanization process which is an international phenomena. Furthermore, the statement gives no indication as to how *"strain of the fiscal capability of the City"* is to be determined.

It is suggested that *"investigation shall be made into the matter of altering zoning regulations to determine the extent to which densities presently allowed (which in particular cases create problems) can be lowered so that sewers will not be overloaded by new developments"* and *"developments greater than 20 persons per acre in the mainland may be allowed only upon detailed scrutiny of each individual case, so as to ensure that critical sewer problems will not be created within or beyond the development if a density in excess of 20 persons per acre is allowed."*

This is an encouraging approach but it could be expanded to also include aspects relating to other municipal services such as education, transportation and recreation. Moreover, we recommend that such statements could be more binding. For instance Section D. 5 might be written as follows: "developments greater than 20 persons per acre will not be allowed where detailed scrutiny of each individual case indicates problems with respect to municipal services".

The Municipal Development Plan makes a number of statements about transportation which are not very clear at this time. For instance B. 8 states *"the circulation system within residential neighbourhoods will favour pedestrian movement and discourage vehicular through traffic"*.

Several problems arise with this policy. The roads which comprise the circulation system can be classified as to their function (i.e. highways, arterials, collectors, local streets). It is therefore necessary to identify the present function of the existing roads within the City and the problems which exist in relation to land use and pedestrian movement, needs and safety. The policy does not address itself to residential areas in which the function of the road conflicts with pedestrian movements. Unless proper controls and policies are implemented the function of existing roads is likely to change thereby compounding problems as traffic increases. Consequently the character of the residential areas and pedestrian movements will be threatened.

Concerning areas of residential expansion, new roads must be functionally integrated to the existing circular system in such a manner as to adequately serve the residents of the area and ensure that the new roads function in the manner for which they were designed. In addition the policy does not identify means by which pedestrian and vehicular movements can be accommodated.

The policy that "*persons in neighbourhoods shall have ready access to social, educational, recreational, and transit facilities*", (Section B. 9) seems to ignore that one of the most important functions of transit within a city of relatively low densities such as Halifax, is to link residential neighbourhoods to places of work. In doing so, the transportation system should provide alternative methods of access. The volume of transit through community centres would seem to have the sole advantage of strengthening them commercially. Whether or not this is desirable and whether or not the people in the communities that those centres are intended to serve do indeed perceive themselves as members of that community is also open to question.

The main point here concerns the use of quantitative measures in defining community areas (25,000 people, Section B.18), since they tend to ignore socio-economic differences and conflicts and the manner in which people identify with the city. We feel that the term "neighbourhood", even quantitatively defined, as in Section B. 17 is a much more sensitive unit of community as far as can be deduced from Map 1 of the Municipal Development Plan. We would suggest that "neighbourhoods" as defined should form the basis for the selection of social subdivisions within the City for the purpose of planning. So called Community Business Centres or even university or hospital areas might be viewed as specialized areas rather than separate land uses.

We also feel with respect to the policy for Park Land (C. 6) and (C. 8), that it is discriminatory in that it basically provides only for land acquisition in suburban areas while neglecting the needs of some of the more populated areas of the City. Provision of a comprehensive system of smaller recreation and open spaces may be more beneficial to city residents, particularly in meeting their day to day leisure time needs.

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the assistance of the Public Works Department  
1972.

As well there should be some guarantee of meeting the minimum standards for metropolitan areas (i.e. approximately 10 acres/1,000 population). We are encouraged by the proposal outlined in C. 7 - "*in the redevelopment of lands to more intensive residential areas, more recreation space than is currently being provided shall be required to compensate for increased demands on current recreation space*", but it should be made more specific.

We feel that the whole issue of recreation is dealt with in a rather ambiguous way in the municipal development plan. Whereas for example Section B. 5 shows the beginning of a feasible policy of retaining water frontage for public recreational use, we find in Section B. 13 that much of the water frontage of the Halifax peninsula (from Fairview Cove to the Container Port) is to continue in its present commercial-industrial (and apparently non-recreational) uses. This strikes us as a rather timid and unimaginative continuation of existing conditions, an attitude that seems to permeate many aspects of the municipal development plan. This attitude is all the more unfortunate because it casts doubt on the willingness of the City to truly implement some of the more progressive, if vaguely stated, aspects of the plan.

#### IV. CONCLUSION

It is obvious that we have not covered all the problems of the Municipal Development Plan and the difficulties therein. We do, however state our willingness to cooperate in future modifications and elaborations for the creation of a worthwhile municipal development plan for Halifax. But until the planning process in Halifax is changed and until attempts are made to meaningfully control Halifax's future we oppose the adoption of the Halifax Municipal Development Plan.

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Municipal Development  
Halifax Nova Scotia

This plan was approved in principle by the City Council on November 14, 1972. City Council Resolution No. 1972-11-14-1000

**Municipal Development Plan**  
**Halifax**                      **Nova Scotia**

*Note: This plan was approved in principle by Halifax City Council on November 16, 1972. City Council authorized the conducting of a public hearing thereon on January 10, 1973.*

## BACKGROUND

### A. Purpose

This plan has been prepared as an aid for decision making to promote the sound development of the City of Halifax. The plan defines, in general terms, what the city should be (objectives). In equally general terms, the plan describes how the objectives can be achieved (policies).

This plan, as prescribed in the Planning Act, is concerned primarily with policy. Its focus is on major questions and solutions regarding change as it affects the city as a whole. The plan is a guide for accommodating growth. It cannot be regarded as a commitment to a series of specific projects or proposals. Furthermore, this plan is not intended to show, in detail, how the city should develop.

It is anticipated, once the present document is reviewed and adopted, that more specific functional plans will be prepared. In these plans, specific subject matters, such as schools, will be dealt with in greater detail. Also, the neighbourhoods, business centres, and employment areas of the city would be examined in greater detail in local plans.

Existing zoning regulations shall continue to be in effect until specific functional and local plans have been adopted. These regulations may, however, be amended from time to time in compliance with policies set forth herein.

### B. Authority

The City of Halifax (specifically, the City Council) derives its authority to prepare and implement a municipal development plan from the Planning Act.<sup>1</sup>

Among other things, the Act provides that:

*a municipal development plan shall include statements of policy with respect to some or all of the following:...the objectives of the municipality for its future development... use of lands... reservation of land for public purposes... provision of transportation... provision of municipal services and facilities... programming of municipal investment... urban renewal and housing... co-ordination... any other matter related to the physical, social or economic development of the municipality.*

The operative word in the quotation above is policy. The act is explicit in that a municipal development plan for the City of Halifax shall include statements of policy. The plan presented herewith provides the City of Halifax with a much-needed general policies plan, which has been prepared under the guidance provided in the Planning Act.

<sup>1</sup> The Planning Act, Chapter 16, Revised Statute of Nova Scotia 1967, as amended by 1970, Chapter 87.



## POLICIES

The following policies show the position of the City of Halifax with regard to (a) objectives, (b) land development, (c) schools, parks and major streets, (d) sewer and water works.

### A. Objectives.

The basic policies with respect to objectives for the development of Halifax are stated below.

1. The identification of objectives, problems, policies, programs, goals and plans shall provide a foundation for decision-making as regards the development of Halifax. As well, in consideration of development matters there shall be identification of alternative courses of action and the consequences of pursuing each course of action -- thereupon, the proper course of action can be selected.

2. The ultimate objective for the Corporation of the City of Halifax shall be:

*to enhance the well being of the residents of Halifax through the creation and maintenance of an interesting and livable city.*

3. The development objectives (which lead to and refine the ultimate objective) shall be:

a. To preserve, rehabilitate and restore those precincts and structures which impart to Halifax its historic sequence of development and which are relevant to important occasions, eras and personages in the histories of Nova Scotia and Canada.

b. To provide residential environments of high quality, fully recognizing that housing availability and condition are not the final measures of the quality of residential areas and that the adequacy of community facilities (public and commercial), variety in housing choice, and freedom from heavy and through traffic are of fundamental importance.

c. 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.

d. To foster a sense of identity with environment and community.

e. To foster the development of well located communities in relation to necessary and desirable public and private facilities and services, to employment and to open space and recreation.

f. To maintain, where possible, the existing residential character and stability of neighbourhoods.

g. To reduce commercial, industrial and institutional sprawl and incompatibilities between these uses and residential uses, and to reduce residential sprawl.

h. To foster expansion of existing industrial and employment generators.

i. To provide for change so that Halifax may enter the 21st century abreast of, if not ahead of, other cities in this land.

4. The set of downtown objectives, as adopted by City Council on September 16, 1971, shall be used in the consideration of questions relative to the development of both the downtown area and the remainder of the city. They are:

#### Economic

*To maintain and strengthen downtown Halifax as the most varied and concentrated mixture of entertainment, shopping, offices, finance, and governmental services in Atlantic Canada.*

*To stimulate the maximum intensity of use and development in the central area of Halifax, consistent with the requirements and interests of downtown and the overall community.*

*To encourage harmonious co-operation between private development and public capital expenditures.*

#### Social

*To strive for a lively, vibrant downtown.*

*To develop improved vehicular access and discourage through traffic while at the same time protecting and enhancing the environmental qualities of downtown Halifax so that it remains an attractive place for people to work, live and enjoy themselves.*

*To preserve the "human scale" of the downtown where opportunities are presented.*

#### Environmental Design

*To preserve and enhance the historic character of downtown Halifax.*

*To enhance vistas and to preserve views from Citadel Hill to the Waterfront and in areas of distinct character.*

*To conserve and rehabilitate areas and buildings of architectural value and character, creating a City Centre with both activity and visual pleasure and, in these cases, ensuring redevelopment that is in harmony and in scale with the existing design.*

*To strive to take full advantage of the potential inherent in the Waterfront and the Harbour.*

## B. Land Development.

Map 1 depicts, graphically, the overall development policy of the City of Halifax. The basic policies with respect to future land development of the city (i.e., residential, industrial, commercial, etc.) are defined below.

1. Major residential development, to accommodate through-the-years population growth, shall occur primarily in the mainland area (i.e., the territory annexed to peninsular Halifax in 1969).

2. The basic foundation for planning for the city at large and for guiding development on a smaller scale shall be the "neighbourhood" - a planning unit essentially bound by major streets, containing the catchment area of a primary or elementary school, provided with localized shopping and other services, and occupied by basically 5,000 or more persons.

3. In peninsular Halifax, the continuity of residential development shall be maintained through the earmarking of space for future industrial and commercial development and redevelopment rather than allowing such uses to intrude into neighbourhoods.

Specific policy expressions of the above, as shown on Map 1, are:

- a. residential development, primarily, to the south of South Street,
- b. universities and hospitals activities to be confined between South Street and Coburg Road (Spring Garden Road),
- c. consolidation and strengthening of residential development between Robie, North, Barrington and Cogswell Streets - with a corresponding increase in space for industrial activities at, and in the vicinity of, the intersection of Robie and Almon Streets.
4. Basically, new residential developments shall occur on vacant tracts within the present limits of development, or immediately adjacent thereto.
5. Substantial acreages including most of the lakeshore of the watershed lands shall be retained for public park and recreational purposes; and, so far as is possible, the balance of the lands shall not be released from the public domain and sold to private interests.
6. Vacant land within existing residential neighbourhoods shall be developed for uses compatible to these neighbourhoods. The existing residential scale shall be maintained by new development.
7. Any changes in the density of an existing residential use, that is, a conversion to a higher density use, shall be considered with respect to its impact on neighbourhoods, schools, utilities, and services.
8. The circulation system within residential neighbourhoods will favour pedestrian movement and discourage vehicular through traffic.
9. Persons in neighbourhoods shall have ready access to social, educational, recreational, and transit facilities.
10. Industrial redevelopment shall be encouraged in peninsular Halifax.

11. With respect to industrial and commercial development, the overall development policy has been so prepared to provide space for expansion; as well, reduction in the incidence in the encroachment into residential neighbourhoods.

12. The City shall try to influence federal agencies, in disposing of federal lands and buildings surplus to requirements, to give preference to City needs.

13. Space, as indicated in Map 1, shall be provided to enhance employment opportunities (as well as the capacity for public and private enterprises to thrive).

Major concentrations of employment are found (a) in downtown Halifax, (b) in vicinity of Robie and Windsor Streets (north of Bayers Road), (c) in vicinity of Robie and Almon Streets, (d) along the waterfront (from Fairview Cove to the Container Port), (e) at defense establishments, principally Stadacona and Windsor Park, (f) in connection with Dalhousie University and the hospitals, and related medical facilities situated between Coburg Road - Spring Garden Road and South Street.

14. The principal policy with respect to commercial development is that a network of shopping, service and related centres be encouraged to thrive. This network shall include neighbourhood-community and region-serving centres.

15. Downtown Halifax shall be regarded as the principal regional business centre and shall include office, entertainment, service and retail facilities, while the Simpson's-Eaton's complex serves as a major retailing centre for the region.

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

17. Retailing shall be a major activity in the neighbourhood business centres, as shown within the overall development policy. In general, a neighbourhood business centre serves about 5,000 persons within a radius of 1/4 to 1/2 mile. This type of centre provides for a small - to - medium sized supermarket and may well include one or more establishments, typified by the following: drug store, barber shop, beauty shop, dry cleaner, laundromat, restaurant and/or snack bar. Some professional offices - for example, for doctors and dentists - may well be included.

18. In community business centres, retailing is the dominant activity - on a larger scale, and catering to a wider spread of need, than the neighbourhood business centre. The community business centre serves a population of about 25,000 persons in a trading radius of up to 2 miles, in general. This type of centre is to provide a place for, primarily, weekly shopping, and would contain a major food store plus variety and/or junior department store, as well as a range of facilities providing for the comparison of and sale of apparel, shoes, housewares, appliances and other goods. Legal, dental, medical and other types of personal services may be conducted therein.

19. Public encouragement shall be given to private initiative in retaining those buildings, precincts and views of Halifax which are significant in the development of the city or which contribute to the character of the city.