

THE MASTER PLAN

— for the —

City of Halifax

as prepared by the

Civic Planning Commission

November 16, 1945.

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— PERSONNEL —

- Chairman: Ira P. Macnab, M.E.I.C., Nova Scotia Board of Commissioners of Public Utilities.
Mrs. F.A. Lane, President, Halifax Welfare Bureau.
Miss K.W. Skinner, 1st President, Hfax Bus. & Prof. Womens Club,
E. F. Cragg, B.A., LL.B., Barrister.
Rev. Dr. C.F. Curran, DD, Ph.D., Parish Priest.
Allan M. Doyle, President Cousins Limited.
Frank W. Doyle, Associate Managing Editor, Halifax Herald.
W. Stanley Lee, Price & Supply Rep. W.P.&T.B for NS, Director, National Sea Products Ltd.
Jack B. Miller, Inspector, Royal Bank of Canada, Secretary Halifax Rotary Club.
A. J. Murphy, Delegate, Halifax Trades & Labour Council.
L. E. Shaw, Immed. Past. Pres, Nat. Co. Y.M.C.A., President, L.E. Shaw Limited.
Geo. A. Smith, President, Halifax Trades & Labour Council.
- Executive Secretary: George T. Bates, N.S.P.L.S., Planning Consultant.
Technical Consultant: Harold Lawson, F.R.A.I.C., Architect, Montreal, P.Q.

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Halifax, N. S.,
November 16, 1945.

His Worship the Mayor & Members of City Council,
Halifax, Nova Scotia.

Gentlemen:-

I have the honor to present herewith the Master Plan
for the City of Halifax prepared by the Civic Planning Commission in
accordance with its Terms of Reference dated December 20, 1943.

Respectfully submitted,

Ira P. Macnab,
CHAIRMAN.

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II TERMS OF REFERENCE

Halifax, N. S.
December 20, 1943.

A meeting of the Finance and Executive Committee was held this day for the purpose of designating the matters with which the Committee recently appointed for the purpose of considering a program of reconstruction and rehabilitation for the City and assisting in effecting an orderly transition from wartime to peacetime conditions, should concern itself.

Those present were: His Worship the Mayor, Aldermen Adams, Ahern, Batson and DeWolf, and C. P. Bethune, K. C., City Solicitor and N. L. Sherman, Commissioner of Finance.

The following Resolution was adopted by the Committee:

RESOLVED

1. That the Committee so appointed shall be known as "Halifax Rehabilitation Committee", or such other title the Committee may recommend.
2. That the Committee should:
 - (a) Study the need for the construction of public works in the City and the type of the same from the point of view of
 - (I) necessity,
 - (II) urgency and priority;
 - (III) long term;
 - (IV) cost and incidence of the same;
 - (V) employment of labor, and
 - (VI) self-liquidating or otherwise.
 - (b) Study the need for the providing of buildings for the public service .. e.g. social service, public health, education.
 - (c) (I) Study the matter of slum clearance and the construction of low cost housing with a view of recommending definite sites to be dealt with and the manner of accomplishing the project or projects.
 - (II) Study the advisability of a Federal housing plan to encourage the construction of dwelling houses by assisting the owners or builders with loans bearing a low interest rate.
 - (d) Consider the location of any of the projects proposed in order that the best use may be made of the land available in the City.

- (e) In considering any projects or plans the Committee should consider the economic value of the same to the community.
 - (f) Solicit from owners of vacant property their plans for the use of the same and their plans for subdivision of the same (if any).
 - (g) Study the Town Planning Act in order to determine its application to the City's needs.
 - (h) Solicit from industries in the economic area of Halifax their opinion as to the condition of industrial activity in this area after the war and their plans for that period.
 - (i) Solicit from the Honourable Minister for Industry of the Province of Nova Scotia any specific plans for the establishment of new industries in the economic area of Halifax after the war.
 - (j) Consider the effect of the cessation of hostilities on the employment situation both generally and in particular as it may affect the situation in Halifax.
 - (k) Study any rehabilitation projects of the Government of Canada or of the Province of Nova Scotia in order to ascertain whether they can be put into effect in this City.
 - (l) Study the need for improved social welfare services and how to best accomplish such improvement.
 - (m) Consider the necessity of providing for vocational training for men and women discharged from the services.
 - (n) Ascertain if possible the disposition to be made after the war of the prefabricated and other buildings erected by the Government of Canada in the City.
 - (o) Study the post war needs of the City with regard to aerial transportation development.
 - (p) Co-operate with Mr. E. L. Cousins, Wartime Administrator, Canadian Atlantic Ports, with a view to obtaining information of mutual value.
3. In order to more efficiently secure information and individual views on the foregoing matters, the Committee may hold public hearings and solicit and receive written briefs and oral submissions from interested groups, boards, societies, corporations and individuals pertaining to the matters referred to the Committee herein.

4. On the basis of the evidence submitted and information secured and upon the personal knowledge of the members of the Committee to prepare and submit a report on the submissions made and information received containing the recommendations of the Committee and to prepare a plan incorporating such of the matters as the Committee may recommend.
5. The Committee shall have the authority, within the limits of the appropriation provided for it, to retain such technical, clerical or other assistance and incur any expenses as it may consider necessary in order to properly carry on its work.
6. Nothing in the foregoing enumerated matters shall be deemed to restrict the Committee from considering any other matters which, in the opinion of the Committee, may be regarded as proper in order to adequately discharge the purpose for which the Committee was formed.
7. All accounts incurred by the Committee shall be submitted promptly to the Commissioner of Finance of the City for approval of the Finance and Executive Committee and for payment by the City.

III. INTRODUCTION

Founded in 1749, its location being governed by its strategic military importance rather than with a view to its economic possibilities, Halifax presents many difficulties to efficient modern planning. While the City has grown far beyond the dreams of its founders, some of the principal business sections are still within the area originally laid out and the handling of modern traffic in its narrow streets presents a major problem.

There are many favourable features however. Surrounded as it is by Halifax Harbour, Bedford Basin, the North West Arm and an almost continuous chain of lakes, the City and Metropolitan Area could easily become a great summer playground of the world. Its location also provides another splendid opportunity. Halifax Harbour is known throughout the world as one of the best. Through two wars since the turn of the century its worth to the Empire and the democratic world has been proved. During the years 1939 to 1945 it has served as the principal port through which Canada poured her products, enabling her to become one of the major trading nations of the world.

To take full advantage of its geographical position and other natural endowments it will be folly to rely on further haphazard planning or to risk dependence upon political chance.

It is said of a democracy that "what the people want they can have" - that is only true if the people are willing to work, strive and pay for what they want.

Nova Scotia has many of the basic requirements of potential wealth; fish, lumber, minerals, agriculture and adequate supplies of fuel which can produce reasonably cheap power. The hundreds of millions of dollars raised in this city and province during the last few years have proved that the money necessary for development of these resources is available. Our people must show the aggressive speculative enterprise displayed by our forefathers in the days when Nova Scotian ships carried Nova Scotian products to every port in the world. This goal can be reached and the full benefits derived therefrom under modern conditions only by orderly planning.

Fortunately, the necessary legislative authority to permit such planning is now available through Chapter 8 of the Acts of 1939 as proclaimed on December 1, 1943, being the Nova Scotia Town Planning Act. Under this authority, municipalities are empowered to set up town planning boards, to prepare official or master plans, zoning by laws, and so act as to promote orderly growth of the municipality.

Under the authority of Section 41 of Chapter 46 of the Acts of 1943, being "An Act to amend the law relating to the City of Halifax" the City Council did on the 12th day of November, 1943, approve the appointment of a Post War Planning Committee. Following this, on the 20th day of December 1943, the Finance and Executive Committee of the City Council, adopted a resolution setting forth "Terms of Reference" designating the matters with which the said Committee should concern itself. These Terms of Reference appear in Section II of this report. The Committee was to be known as

"The Halifax Rehabilitation Committee or such other title as the Committee may recommend". At a meeting of the Committee held on the 6th day of January 1944, it was moved, seconded and unanimously resolved that the name should be changed to The Civic Planning Commission.

By virtue of the foregoing authority and under its Terms of Reference, your Commission has prepared such an official (or Master) Plan which, when adopted by the Council and approved by the Minister of Municipal Affairs, will become "The Official Town Plan" for the City of Halifax as defined in the Nova Scotia Town Planning Act. This report in its entirety including maps, plates, sketches and textual matter constitutes the official plan mentioned above, and is hereinafter referred to as the Master Plan.

Throughout the course of its work your Commission has been strongly impressed with the need of co-operative planning by the City of Halifax, the Town of Dartmouth and those portions of the Municipality of the County of Halifax contiguous to the City and Dartmouth. The Provincial Government has recognized the necessity of such co-operative planning and by Chapter 68 of the Acts of 1939 being "An Act respecting the Metropolitan Area of Halifax and Dartmouth" has provided the legislative authority to put such planning into effect. It is strongly urged that advantage be taken of this legislation and that co-operative planning of the whole metropolitan area be carried out.

In the preparation of the Master Plan it has been found impractical to carry out the Terms of Reference in complete detail and the following

observations are made in connection therewith.

Section 2, sub-section (a) reads as follows:

"Study the need for the construction of public works in the City and the type of the same, from the point of view of

- (I) necessity;
- (II) urgency and priority;
- (III) long term;
- (IV) cost and incidence of the same;
- (V) employment of labor, and
- (VI) self-liquidating or otherwise."

With reference to No. (II) it is found that there is a necessity for so many things that it is difficult to specify which has the greatest urgency. In general it is considered that slum clearance and housing, street changes and improvements, the implementation of the Report of the Post War Planning Committee of the Board of School Commissioners, including the construction of a Vocational Training School, the provision of proper library facilities and the preparation of zoning by-laws are most necessary and should have urgency and priority but not necessarily in that order.

With regard to Item (IV), "cost and incidence of the same", it has been found impossible as well as impractical, to make cost estimates at this time impossible because of the lack of sufficient technical staff and impractical because, without having the staff to make detailed studies of the various projects, reasonable estimates cannot be made.

As to item (V), "employment of labor", it is self-evident that most of the projects recommended will result in the employment of large numbers of all kinds of trained men as well as ordinary labor, so it is felt that no elaboration of this point need be made.

As to Item (VI) - whether the project will be "self-liquidating or otherwise"; this, it is felt will depend, in so far as the development and re-development of the slum areas are concerned, largely upon the arrangements finally arrived at under the National Housing Act. In so far as the streets and public buildings are concerned, they must, of course, be public works paid for out of public monies.

Section 2, sub-section (e) reads as follows:

"In considering any projects or plans the Committee should consider the economic value of the same to the community".

The "economic value" of the plan will in many cases be intangible although very real. For example, the slum clearance project and the re-development of those areas, while adding directly to the tax revenue of the City will, it is believed, have a greater value by reducing the cost of social services. The street improvement projects will add to the value of the properties through which they pass and at the same time be beneficial by reducing transportation costs and speeding up traffic.

Section 2, sub-section (j) reads as follows:-

"Consider the effect of the cessation of hostilities on the employment situation both generally and in particular as it may affect the situation in Halifax".

Since the Terms of Reference were written, hostilities have ceased, but it has not been found practical nor possible to form any considered opinion as to the effect this has had or will have on the employment situation until a further readjustment from war to peacetime conditions has occurred.

After a study of the numerous town plans and reports prepared for Halifax in the past, and the lack of results emanating therefrom, your Commission recognized the importance and necessity of the support of public opinion in the preparation and execution of the Master Plan. Here it seems appropriate to pay high tribute to those citizens who through the years have consistently tried to impress on the City the need for proper planning. With a few exceptions they were unable to make progress; not because of lack of merit in their proposals, but due to the apathy of the authorities and the indifference of the citizens at large. Your Commission therefore held several public meetings and extended invitations to service clubs, other organized groups, agencies and individuals to submit briefs and make suggestions on any matters which they considered important and pertaining to the work of your Commission. Many groups and individual citizens have undertaken and submitted specific studies without which the work could not have been completed. While a list of all those who have submitted briefs or reports is attached hereto, it is felt that special reference should be made to the work of the Rotary Club of Halifax, Messrs. R. M. Hattie and E. J. Kelly, and the Halifax Council of Social Agencies, for their particularly excellent volunteer work and the formal briefs submitted by them. A unique feature of the public response was the participation of several hundred high school children in an essay contest on Community Planning.

Your Commission is indebted to Lieut. Col. S. G. Oland who contributed prizes for the best essays submitted, which were won by W. David Jamieson - first prize, Shirley Strickland .. second prize, Albert Arron .. third prize, Jean Keohan .. fourth prize.

Your Commission wishes to give credit to the members of the A. R. P. of Halifax for carrying out the field work necessary in the preparation of the Cousins' Survey, so called. Your Commission found this survey, made available to it through the co-operation of Mr. E. L. Cousins, War-time Administrator of Canadian Atlantic Ports, invaluable. Without this material aid it would have been impossible to obtain the information now available except at great expense. Your Commission is grateful to Miss Jean Peabody, statistician, who at the sacrifice of considerable personal leisure, assisted in the preparation and analysis of several statistical studies.

The permanent staff of your Commission has consisted of Mr. Harold Lawson of the firm of Lawson and Little, Architects and Engineers, Montreal, who acted as Planning Consultant and Mr. George T. Bates, local Planning Consultant, who was permanently employed as Executive Secretary. Miscellaneous drafting and stenographic assistance was engaged as required. One of the results already accruing from the establishment of your Commission and the engagement of Mr. Bates as Executive Secretary, has been the awakening of the civic authorities to the practical worth of planning and it has been noted with gratification that the City has made increasing use of his

services in connection with its day to day operational planning. While a material amount of his time has thus been used for purposes other than those of your Commission, it is mentioned merely as a matter of record that his salary and expenses have been charged against the budget of your Commission.

In carrying out the work much useful information has been collected and while it could not all be incorporated in the report, it is catalogued, indexed and presented herewith as an ancillary to the report for the information of the City.

All recommendations have been based as much as possible on factual data or a careful estimate of probable trends. Each section and sub section of the report has been highly condensed and while minor features have been omitted, to have covered everything in detail would have made the report unduly long.

In conclusion, your Commission takes the liberty of emphasizing the necessity for present and long range planning of public works, zoning, and the use of land generally, not only to arrest the physical disintegration which has attacked substantial parts of the city, but also to promote sound physical, social and economic development, and further, that a planning agency with official status and democratic representation, is essential to give continuity to the execution of the Master Plan.

IV STREETS AND TRAFFIC.

(A) Street Plan and Design.

Halifax, originally planned on a London drafting board in 1749 consisted of 35 blocks, roughly 320 feet long and 120 feet wide, with 55 foot streets. These were laid out east of what is now the Citadel without regard to topography and certainly with no expectation of serving a city of today's proportions. There are now approximately nine hundred blocks and with rare exceptions they follow the original grid-iron pattern. Complicating the layout is the fact that subdivision by subdivision, north, south and west, grids were made without regard for their neighbors. The few major and many secondary streets which end blind or take sharp jogs in mid-career are proof of this.

Streets form a city's frame-work. They furnish light, air and access to properties; they accommodate utilities and traffic. Because of values involved, all these must be considered in planning or re-planning.

Since nothing is so fixed as a street layout, any radical change must involve material cost. Your Commission is of the opinion however, that certain changes are necessary if the streets are to serve adequately the functions for which they are intended. The recommendations, therefore, have been confined to what is believed to be the minimum number of major changes essential to handle modern traffic in the city. These altered and new routes have been designed, as well, to link with the development of Dartmouth and the suburban areas.

The purposes of the recommendations are to reduce congestion and to facilitate the flow of traffic especially to and from the northern and central business sections and the waterfront.

To achieve this, your Commission has recommended certain new diagonal thoroughfares planned to reduce present heavy and costly grades. These diagonals, which are deemed the most essential, have been confined mainly to areas recommended for rebuilding because of slum or blighted conditions.



IV STREETS AND TRAFFIC.

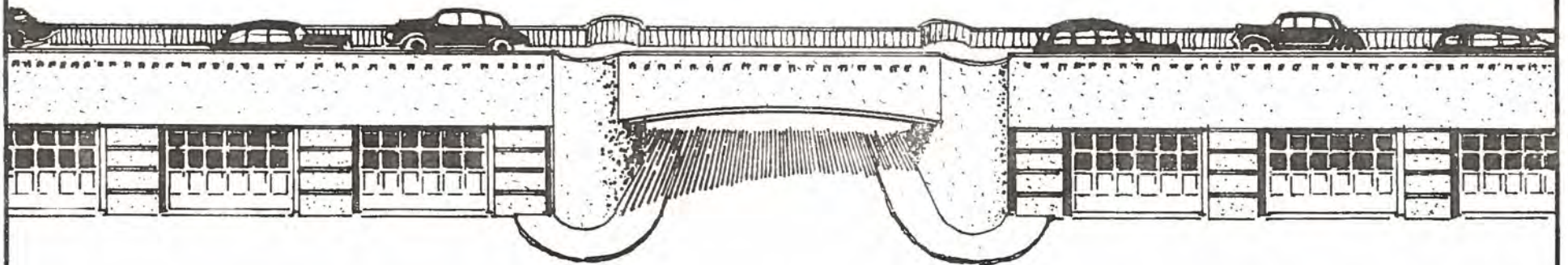
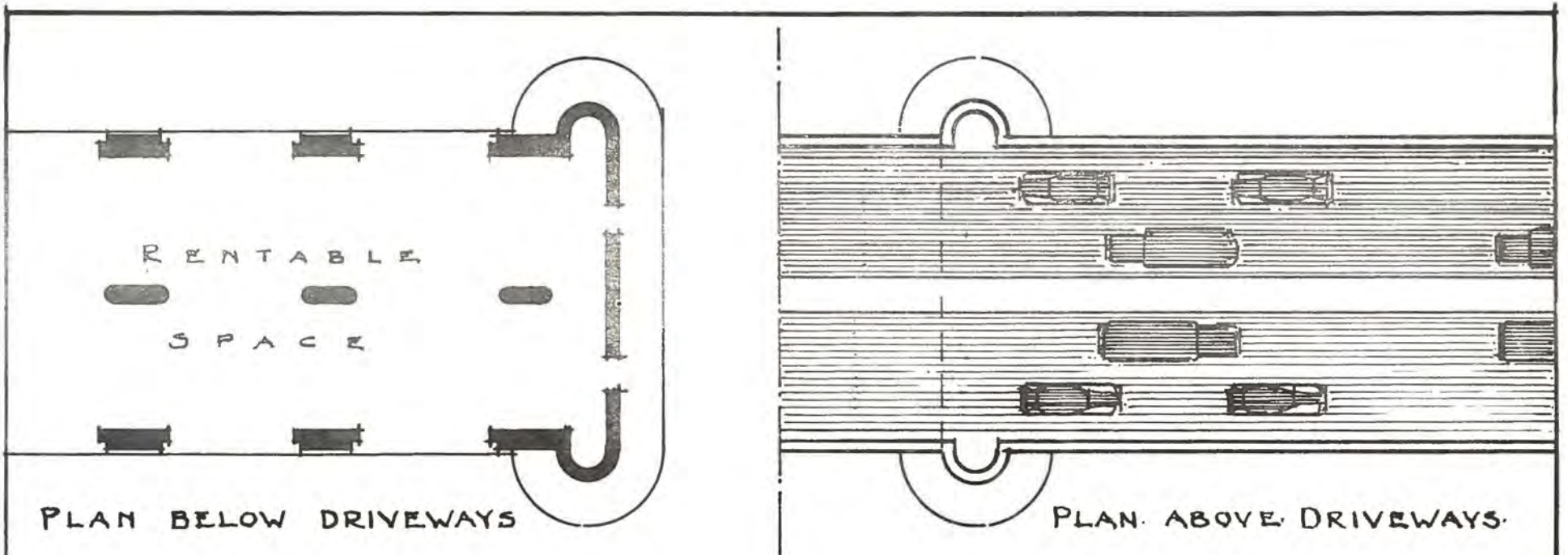
(B) Proposed New and improved Main Thoroughfares.

(I) Your Commission recommends the following new and improved thoroughfares:

PROPOSAL ONE

Your Commission proposes a new diagonal highway starting at Water and George Streets near the ferry entrance continuing in a general north-westerly direction to Gottingen near Cunard Street, a distance of approximately 2,400 feet; from that point it will continue in the same direction to the intersection of Robie and North Streets, a further distance of 3,000 feet. This thoroughfare would facilitate movement to and from the main business districts over a grade of approximately 5 percent. The construction of this street should include properly designed intersections at Gottingen Street and at Robie Street.

Your Commission further suggests (a) that when detailed plans for this diagonal street are prepared, provision should be made for the ultimate construction of an elevated highway between Water and Gottingen Streets; (b) that with the growth of the City an uninterrupted four lane high speed route will be essential to handle the resultant increased and improved vehicular traffic. Such a structure would provide beneath it a very large amount of



TYPICAL SECTION OF VIADUCT SHOWING GRADE SEPARATION

useful space capable of yielding a substantial revenue towards the maintenance and carrying charges of the structure. (See Plate No. I.)

PROPOSAL TWO

Your Commission recommends the widening and straightening of Chebucto Road from the North West Arm to Windsor Street and when the new diagonal street recommended in Proposal No. One is built, Chebucto Road should be extended eastwardly to intersect with the new highway at Gottingen Street thus giving a new direct route to the main business districts. This portion of the route would pass largely through blighted areas slated for redevelopment.

PROPOSAL THREE

This proposal concerns North Street and is conditioned upon the eventual location of the Halifax-Dartmouth Bridge. If this street is to serve the traffic of this Bridge at the site approved by the Dominion Authorities in 1933, (See recommendation No. 3), it should be widened and developed with two two-lane roadways from the bridge approach to Chebucto Road.

If the Halifax Dartmouth Bridge is located over the Narrows, as suggested in some quarters, approaches and thoroughfares leading to it must obviously be in scale with its importance.

PROPOSAL FOUR

This proposal comprises a new thoroughfare to run in a general north-westerly direction from South Street at a point approximately 200 feet west of Barrington Street to Spring Garden Road at South Park Street, and to handle traffic to and from the terminals, relieving pressure on the shopping and business districts. This recommended route passes through an area spotted with blighted properties.

PROPOSAL FIVE

This proposal comprises a new thoroughfare to run in a general south-westerly direction from Tobin Street at a point approximately 200 feet west of Barrington Street to Inglis at MacLean Street where it would connect with the proposed ring route outlined in Proposal Nineteen.

PROPOSAL SIX

This proposed new route begins at Argyle and Duke Streets and leads direct to Brunswick at Jacob Street by an easy grade.

PROPOSAL SEVEN

This proposed new route begins at George and Grafton Streets and goes direct to Brunswick at Sackville Street.

Proposals Six and Seven, which are strongly recommended, pass through blighted areas, would give easier access to the business district and would define the proposed civic centre. (See recommendation No. 28).

PROPOSAL EIGHT

This proposal would extend Brunswick Street through military property from Sackville Street to Spring Garden Road and would necessitate the widening of Hastings Street.

PROPOSAL NINE

This proposal calls for the widening and boulevarding of Sackville Street from Brunswick Street to South Park Street.

PROPOSAL TEN

This proposal calls for elimination of the dangerous Sackville Queen Streets intersection by razing buildings and the straightening of Queen Street.

PROPOSAL ELEVEN

This proposal calls for the extension of Gottingen Street southerly to meet Brunswick Street between George and Duke Streets. It would pass through military property on the Citadel's north eastern slope.

PROPOSAL TWELVE

This proposal calls for the development of North Park Street across the Commons, as already laid out, swinging the street in a wide curve to join South Park at Sackville Street. This would give Agricola Street direct access to the terminals via Proposal Four from Spring Garden Road to South Street.

PROPOSAL THIRTEEN

The widening of Upper Water Street is recommended in order to facilitate development of present waterfront shipping and warehousing facilities. A survey of Lower Water Street with a view to undertaking similar improvements

and unifying the whole waterfront also is recommended. (See recommendation No. 26.)

PROPOSAL FOURTEEN

This proposal requires the widening of the northern section of Barrington Street along with the removal of the Africville Settlement. (See Sections V G and V H). This route would follow railway lines, providing a border road for the recommended residential zone on the northern slope of the peninsula. (See recommendation No. 23 and Plate No. 6). It would also serve as a heavy traffic route for the waterfront and industrial areas.

PROPOSAL FIFTEEN

This proposal requires the straightening of Kempt Road from the southern underpass, in a direct line across the city dump site to its intersection with Lady Hammond Road, thus eliminating a serious traffic hazard at the underpass. (See Proposal Sixteen).

PROPOSAL SIXTEEN

This proposal calls for the development of Lady Hammond Road as a main artery leading from the Fairview entrance to the business and industrial districts via Devonshire and Dartmouth Avenues, the boulevarding of which should be completed in keeping with its importance as a main traffic thoroughfare.

PROPOSAL SEVENTEEN

This proposal requires the completion of Robie Street from Inglis Street southward to the railway cutting where it would join the southern projection of Connaught Avenue as recommended in Proposal Nineteen.

PROPOSAL EIGHTEEN

This proposal requires development of Young Avenue southerly through Point Pleasant Park to the shore with a parking space and promenade at its terminal. This would not interfere with the use of shore areas by pedestrians. As an alternative, a circuit drive around the shores of Point Pleasant Park, from Francklyn Street to Terminal Road might be developed.

PROPOSAL NINETEEN

This proposal requires that Connaught Avenue be completed as a 120 foot wide boulevarded thoroughfare as indicated on the Master Plan (Plate No. 18) from Lady Hammond and Kempt Roads to MacLean Street at Inglis. This will necessitate widening of Owen Street and MacLean Street.

Connaught Avenue will thus form one of the principal arteries connecting with the proposed North West Arm Bridge.

PROPOSAL TWENTY

This proposal calls for the opening of a new diagonal street from Water Street at or near its intersection with Cornwallis Street where the freight terminals are located, to Brunswick Street near Cogswell Street.

This route would relieve traffic congestion on Barrington and Water Streets and would reduce present heavy grades which are costly to business establishments in the central and western sections of the City. It passes through the area slated for redevelopment. (See recommendation No. 22).

IV STREETS AND TRAFFIC.

(C) North West Arm and Halifax-Dartmouth Bridges.

NORTH WEST ARM BRIDGE

(2) Your Commission recommends the erection of a bridge across the North West Arm, linking Halifax with the rapidly growing residential suburbs in the County.

In Halifax it has been evident for some years that there is a steady movement of population from the city to suburban areas both to the east and to the west, in spite of inadequate transportation facilities. Your Commission therefore regards the construction of a bridge across the North West Arm as a necessity, at the same time pointing out that any such undertaking, which will require co-operation between the Provincial Government, the County Council and City Council, should be conditioned upon proper zoning and building regulation in the county area to be served by the bridge.

HALIFAX DARTMOUTH BRIDGE

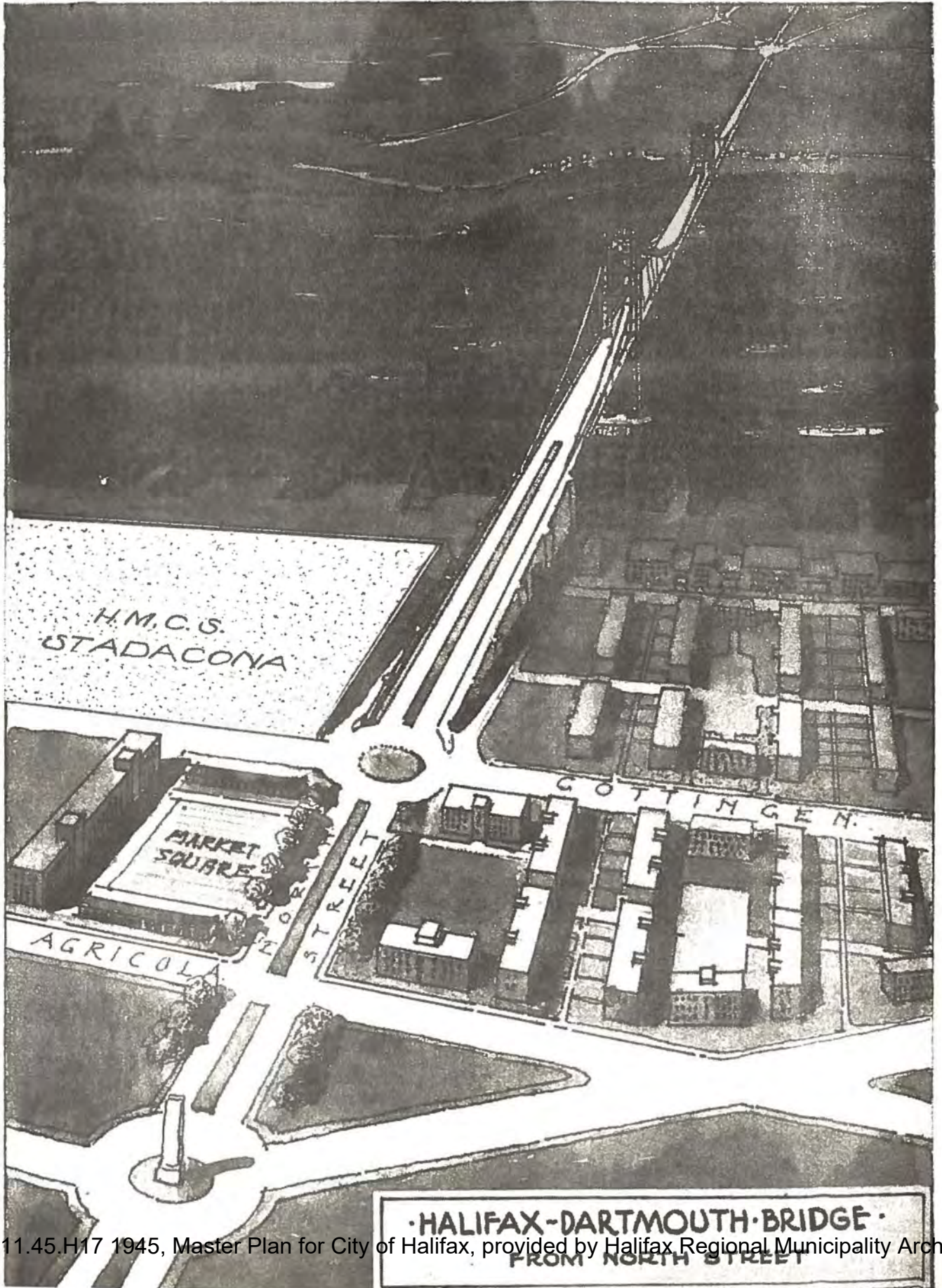
(3) Your Commission recommends that, in co-operation with the Town of Dartmouth, all interested authorities should be contacted looking towards the construction of a bridge across Halifax Harbour.

Your Commission advances the same reasons for this bridge as those in respect to the North West Arm Bridge regarding population movements.

The Master Plan shows a proposed location from North Street in Halifax to Thistle Street in Dartmouth, as approved by Dominion Authorities and the British Admiralty in 1933. (See Plate No. 2).

It has been suggested to your Commission that the Halifax-Dartmouth Bridge be located at or near the Narrows and that it should be a high-level bridge for pedestrians and vehicles, combined with a low-level bascule-type bridge for railway traffic.

The construction of either of these bridges will further emphasize the need for co-operation between municipalities in all matters affecting the metropolitan area.



· HALIFAX-DARTMOUTH BRIDGE ·
FROM NORTH STREET

IV STREETS AND TRAFFIC.

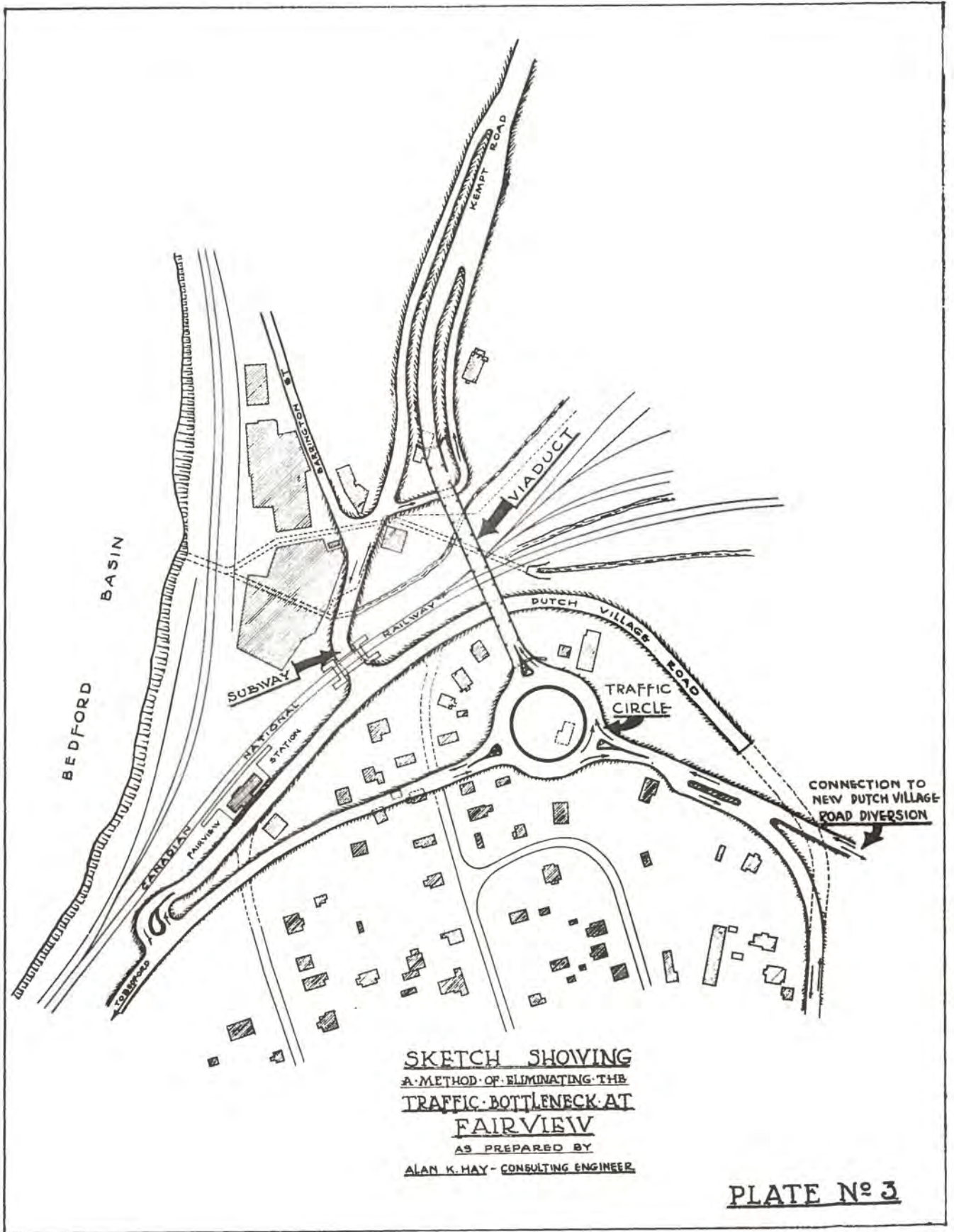
(D) Fairview Traffic Entrance.

(4) Your Commission recommends the adoption of the plan prepared by Allan K. Hay Consulting Engineer acting for the Department of Transport, for the elimination of the "traffic bottleneck" at Fairview.

The Fairview subway has long been a serious traffic hazard. Accidents have been frequent due to the sharp grades and curves at the underpass and the convergence of heavy traffic from the Bedford Road, the Dutch Village Road, Kempt Road and Barrington Street.

This situation was created when the main railway lines to the city were diverted from North Street to the Ocean Terminals. Although many consultations have been held since between the interested parties, no effective action has been taken.

Allan K. Hay, Consulting Engineer, prepared a plan dated December 30, 1943, for the elimination of the "bottleneck" relatively simple and less expensive than others which have been proposed. The plan calls for the construction of a viaduct carrying Kempt Road over the railway, joining the Bedford and Dutch Village Roads by means of a traffic circle at or near the Algonquin Hotel. From this would run a cut off in an almost straight line southward on grade to join the new Dutch Village Road diversion. (See Plate No. 3).



SKETCH SHOWING
A METHOD OF ELIMINATING THE
TRAFFIC BOTTLENECK AT
FAIRVIEW
AS PREPARED BY
ALAN K. HAY - CONSULTING ENGINEER

PLATE No 3

IV STREETS AND TRAFFIC.

(E) Ferry Entrance.

(5) Your Commission recommends the improvement of the Dartmouth Ferry entrance to the city to facilitate the movement of pedestrian and vehicular traffic, with due consideration of its aesthetic features and its eventual inclusion in the waterfront improvement plan (See recommendation No. 26).

While your Commission recognizes that the relative importance of the Dartmouth ferry entrance to Halifax would decline with the construction of a harbour bridge, it is of the opinion that a ferry service will always be necessary to handle traffic to the centre and south of the city. With the expected growth of population in the metropolitan area, it is quite possible that even when a bridge is in service, the volume of pedestrian and vehicular traffic by way of the ferry might remain at or near its peacetime level. Experience before 1939 showed that the approaches and traffic controls at the ferry entrance were not adequate and that improvement was essential.

IV STREETS AND TRAFFIC.

(F) Arm Bridge Entrance.

(6) Your Commission recommends the improvement of the Arm Bridge entrance to Halifax and the installation of modern traffic controls. (See recommendation No. 7).

The situation at the Arm Bridge entrance to Halifax where traffic converges from five directions is well known and with the return of private automobiles in volume to the highways, the dangers, inconveniences and delays of the present intersection are becoming more serious and the need of improvement imperative.

IV STREETS AND TRAFFIC.

(G) Traffic Control.

Your Commission recommends that:

(7) Improvements be devised for circulation and control of traffic at important intersections by "clover leafs", "traffic circles" or other means.

(8) Curb parking be strictly regulated to permit the free movement of traffic and to allow free access to places of business and public assembly.

(9) Off-street parking and loading space be provided in business sections and near places of public assembly.

(10) Streets in all future subdivisions be designed to accommodate the type of traffic needed to serve areas developed in accordance with the Master Plan.

Congestion is not necessarily the consequence of heavy traffic. More frequently it is the result of unnecessary interference at intersections and parking which obstructs the free flow of vehicles. Basic, of course, is the matter of proper street layout.

Modernization of the public transit system would necessitate the elimination of curb parking on the main business streets.

Off-street parking can be met only by the provision of parking grounds or buildings. These are needed urgently now and the demand will be still more pressing as traffic increases. Your Commission suggests that the areas designated for reconstruction (See Section V - F, V - G and V - H) which are adjacent to the north end and midtown shopping sections, should contain parking

facilities. The grades in the downtown areas are such that double-deck parking is possible in some sections and might be more economical.

Street design and traffic control involve the alignment and intersections of thoroughfares. In this connection, your Commission strongly urges that study be given to possibilities of opening major traffic streets that now end blind and, that wherever possible, open land be used to make streets meet at more convenient angles.

In making these recommendations with respect to parking and improvements, your Commission has been guided by the principle that the streets are community property and that their overuse or misuse may and frequently does constitute a violation of the community's right to the free use of its own property.

IV STREETS AND TRAFFIC.

(H) Aerial Transportation.

Your Commission recommends that:

(II) Adequate airport facilities for private civil aviation be provided within reasonable distance of the city in order to take advantage of the trend toward the development of local air routes and private ownership of planes.

(12) The Halifax Flying Club, with the assistance of the Civil Aviation Branch of the Department of Transport, be asked to study the territory surrounding the city in order to discover the most suitable site, having in mind the probable development of the suburban area for residential and commercial purposes and the improvements in transportation recommended in this plan. (See recommendations Nos. 2 and 3).

Your Commission is satisfied that there is definite need for airport facilities for private flying if full advantage is to be taken of the growth of such means of travel, especially in relation to the tourist trade, but also bearing in mind the importance of local traffic.

After a study of the airport facilities on Chebucto Road and consultation with flying authorities, the conclusion has been reached that the present airport is inadequate and cannot be expanded at reasonable cost to meet the required standards of safety. Moreover, it is not known how long the military authorities may require the field and a delay of even two or three years may seriously handicap aerial transportation for the city.

It is pointed out as well, that the investment in the airport will be more than repaid if it is developed as a residential area. The field itself includes 72 acres and would yield an annual revenue of more than \$100,000 if occupied by average priced homes. Over and above this, the city would derive an additional \$75,000 to \$100,000 annually from land upon which building would be prohibited permanently were the field to be retained as a flying base.

In considering the new location the following points should be kept in mind:--

- (1) In so far as possible the site chosen should be in a low priced land area.
- (2) The port should be built so as to meet aerial transportation needs so far as they can be foreseen for the next 20 to 25 years.
- (3) The site should be located so as to permit expansion and to meet changes bound to occur in local and private aerial transportation which is still in its formative stages.

It has been suggested to your Commission that a site might be found west of the North West Arm and that this would be within easy reach of the city when the bridge is built there. Location, however, is dependent upon many factors and a careful study should be undertaken without delay.

IV STREETS AND TRAFFIC.

(I) Railway Terminal Improvement.

Your Commission recommends that:

(13) Negotiations with the Dominion Government immediately be undertaken to the end that modern motive power either electric or diesel-electric, be used to replace the motive power presently in use on the railway lines within a ten mile limit from the city.

(14) Such portions of the railway right-of-way and rock cutting within the city as are visible from the streets and homes be improved and beautified by landscape gardening or otherwise to remove the present unsightliness.

(15) The present train shed, baggage, express and mail quarters of the railway terminal be reconstructed in keeping with the architectural design of the Nova Scotian Hotel and Union Station.

(16) Armdale station be enlarged to provide ticket, baggage and express facilities.

The Canadian National Railways, originally the Intercolonial Railway, have on two occasions carried out construction programs in Halifax producing blight and decay spreading over large areas, thereby resulting in serious reductions in residential values.

While railway terminal and shipping facilities are essential, it would seem that had proper planning been done, only one terminal would have been necessary. Even with both developments, as carried out, a large section of the waterfront is still without rail facilities.

The first development was in the north end of the city, with passenger terminals at North Street. Previous to the construction of these terminals, the northeast slope of the city constituted a major high class residential district. After this development many residents found it desirable to change their location to the south end of the city and along the shores of the North West Arm. The area in question steadily deteriorated as a residential district, the southern and western parts of the city becoming the most valuable residential section.

Just previous to the first Great War, the Dominion Government decided to move the Intercolonial Railway passenger terminal facilities to the south end and there construct freight handling facilities and docks. This move necessitated a very heavy rock cutting from Fairview along the shores of the Arm to the location chosen at the south end of the city. This cutting passed through and in many cases destroyed the residential area built up following the impairment of the residential values in the north end mentioned above. Again blight and decay set in, until today there is in the south end an area that is largely sub-standard. (See Section V .. F).

While it is recognized that nothing can now be done to compensate the basic damage, it appears only reasonable that modernization of the motive power be undertaken to eliminate the smoke nuisance, thereby reducing the high maintenance and deterioration of property values throughout the district.

In this connection your Commission quotes an extract from an address delivered in Halifax on October 12, 1912 by the Hon. Frank Cochrane, Minister of Railways. He then said of the Ocean Terminals development:

"I know that many of you may fear that the beautiful parts of this beautiful city will be marred by these improvements and this question has given us all much concern and much study. May I say that engineering skill has been able to bring railways into the heart of cities without destroying the surroundings. I am persuaded from what our engineers tell us that the railway can be so constructed that no one can object to it from an aesthetic point of view, and what can be done in this regard will be done. Electricity, oil or coke have added much to make the operation of railways possible without the usual smoke annoyance." (Civic Improvement League Report on the Ocean Terminals Railway 1938).

It is apparent that a program of improvement and beautification of the southern and western parts of the city cannot be carried out while the stark ugliness of the walls of the rock cutting is visible from almost any part of the area, and as it is understood that a program of beautification of the railway cutting had been undertaken before the Second Great War, it is urged that this project be continued.

In addition to civic improvement, the reconstruction of the train shed and other facilities at the Union Station should add to their usefulness and efficiency in operation.

Armdale is now the centre of a large and growing urban and suburban district which, owing to its distance from the Union Station, should be served with railway passenger and express facilities for all trains. If reasonable accommodation were provided at this point, it would serve many thousands of people and save unnecessary travel between Armdale and the

V ZONING AND DEVELOPMENT.

(A) Zoning.

Your Commission recommends:

(17) That the city be divided into zones as shown on the Master Plan (Plate No. 18). These zones to conform generally with the predominant types of land use presently existing.

(18) That vacant areas be similarly zoned to insure the best use of land, bearing in mind present and probable future trends.

(19) That zoning of surrounding districts of the metropolitan area be considered in co-operation with other municipal authorities.

(20) That all new subdivisions and re-subdivisions conform with the objective of the Master Plan.

(21) That a zoning by-law in accordance with the Master Plan be enacted setting forth in detail the plans of each zone, such detailed plans to be part of the by-law.

Zoning regulates the use of land, the use, height and size of buildings, and the density of population, in order to safeguard and promote the general welfare of the community. This is accomplished by dividing the municipal territory into districts or zones within which uniform restrictions apply. Zoning thus provides for the orderly growth and redevelopment of the city, including the economic expansion of public services.

The purpose of zoning is positive and constructive rather than negative. While many of the regulations have the appearance of prohibitions or restrictions, they have the affirmative purpose of promoting more healthful, convenient, orderly and attractive communities, more economical to build and operate, better adapted to economic and social activities thus promoting the health, safety, convenience and general welfare of the population. Zoning, like other instruments of planning, has fundamental social and economic objectives which it seeks to further by the continuous improvement of the physical environment.

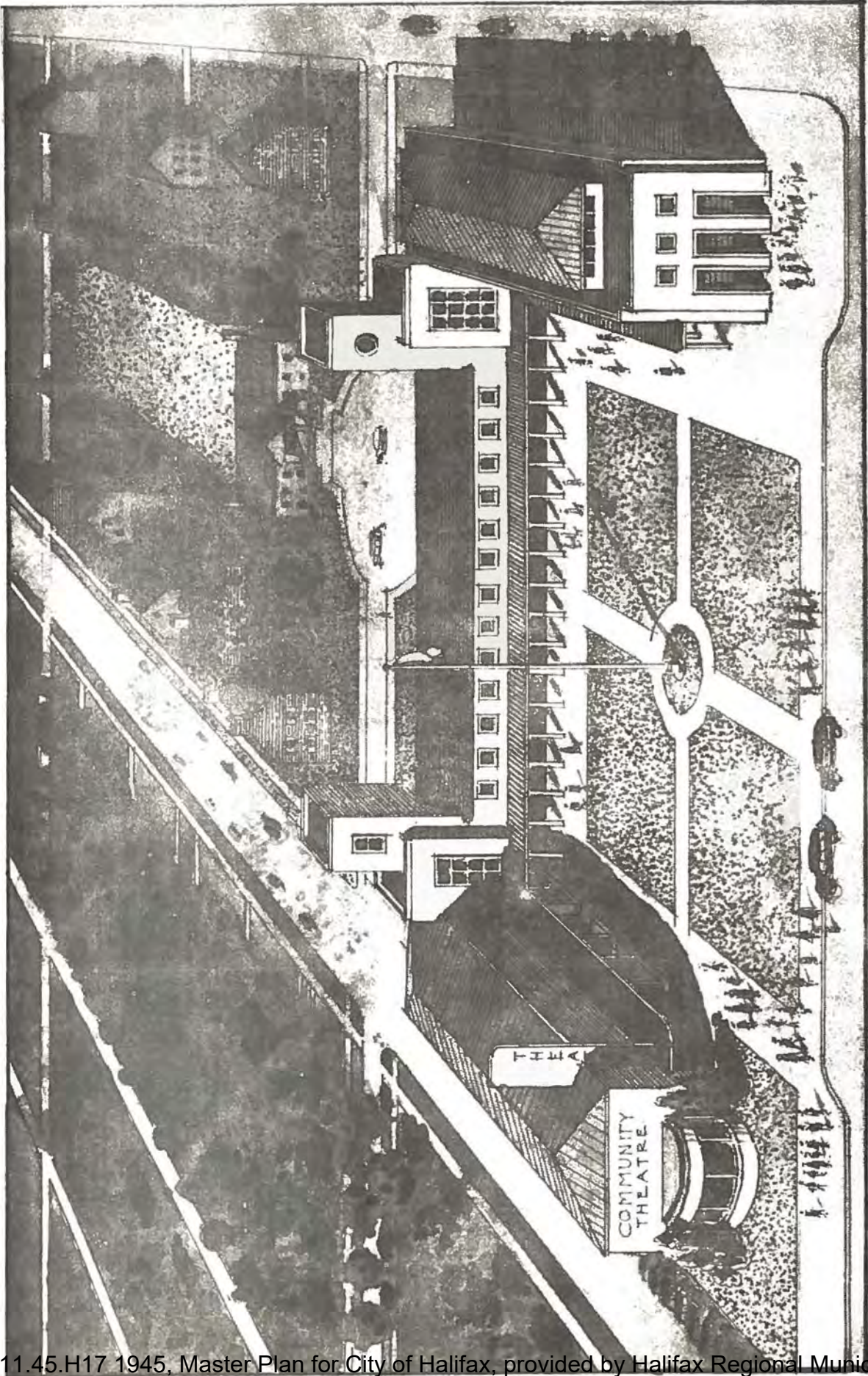
V ZONING AND DEVELOPMENT.

(B) Business Zones.

The business zones as laid down on the Master Plan (Plate No. 18) are those areas now predominantly devoted to retail and wholesale trade, offices, financial institutions, theatres, hotels and other commercial establishments. There are also included such areas as indicate a trend toward business use except where such expansion definitely tends to encroach on adjoining established and planned residential areas.

On Quinpool Road, Chebucto Road, Gottingen, Agricola and other streets, retail stores string out for considerable distances along busy thoroughfares. It is not the intention of your Commission to recommend that any existing enterprise which people of a neighbourhood have become accustomed to patronizing be disturbed. Your Commission believes, however, that the local shopping sections serving the daily needs of a neighbourhood for groceries, fresh fruits and vegetables, meats, drugs and other household commodities, should be developed in future as centres rather than allowed to string along busy streets where traffic adds inconvenience and hazards, and where residential property abutting the rear may be depreciated. (See Plate No. 4).

It is hoped that further study may be given to this feature, with a view to an equitable distribution of such centres in different parts of the city. The larger ones may contain a neighbourhood theatre, offices, drug



SHOPPING CENTER

store, lunch room, tailor shop, shoe repair; in short, any service that may contribute to the need and convenience of a neighbourhood. A group of stores makes for convenient shopping and has increased drawing power which benefits each establishment in the group. In general, however, people should not have to walk more than half a mile to a neighbourhood shopping centre.

The probable future residential development of Armdale, Dutch Village and the surrounding territory suggests the necessity for such a planned neighbourhood commercial centre near the Arm Bridge as shown on the Master Plan (Plate No. 18) preserving the Arm approach for the development of a park area and a properly designed entrance to the city. (See recommendation No. 36).

V ZONING AND DEVELOPMENT.

(C) Industrial Zones.

The industrial districts of Halifax are fairly well defined and in general are marginal to the Harbour, with the exception of the Willow Park intrusion in the north end between Kempt Road and Windsor Street, also a small area between Gladstone and Clifton Streets, north of North Street. There is, in addition, a small industrial area next to the railway yards at the south end which should be carefully guided and controlled. Two areas totalling approximately 142 acres in the north-western part of the city with access to the railway have been set aside as new industrial zones available for future factory sites.

The addition of these areas provides a total of approximately 193 acres available for industrial use within the city limits.

V ZONING AND DEVELOPMENT.

(D) Residential Zones.

The existing residential districts of Halifax are not consistently uniform in types or values. This is to be expected where there has been inadequate regulation. In new areas yet to be developed for residential purposes there should be some segregation of types. One-family houses, duplexes and apartment houses should be kept separate. Neighbourhood stores and community buildings should be confined to a given area in each neighbourhood. Only by so doing can maximum benefits be derived by all concerned, owners, tenants and the city.

Your Commission contemplates no changes in the classification of any of the districts now predominantly residential, except in two areas, which by reason of blight and obsolescence, should be replanned and redeveloped. There is ample justification for long term redevelopment programs there, but other built-up areas have yet to be studied with a view to attaining complete zoning consistency, or at least to arrest further mixed neighbourhood development which inevitably leads to the spread of slums.

No great amount of land is left within the city limits for development, therefore, the opportunity should be grasped to exercise such control over land suitable for habitation as may be necessary to ensure its development as desirable residential neighbourhoods in accordance with the Master Plan. Similar precautions will be required for all suburban areas so that in



years to come, the city will not inherit additional slums with their accompanying evils.

All new residential subdivisions and re-subdivisions should be conceived on a neighbourhood basis; that is to say as a more or less homogeneous area large enough to function as a social unit, and provided with social, recreational and other facilities to meet the daily needs of the population.

The standard requirements for a desirable neighbourhood are the following:-

1. Reasonable ratio of building area to land area.
2. Houses of suitable design and modern standards.
3. Low density of population.
4. Hard surfaced streets free from heavy internal traffic.
5. Freedom from dust and smoke.
6. Adequate facilities for social and religious life.
7. Modern and well located schools with ample playgrounds.
8. Local community shopping centre, which might also include indoor cultural and recreational facilities.
9. Outdoor recreational and sports facilities.
10. An active neighbourhood association.

V ZONING AND DEVELOPMENT.

(E) Population Trends.

Your Commission, in its studies of residential phases relating to the Master Plan, has included analyses of population trends, distribution and characteristics of residential, commercial and industrial districts, existing conditions of educational, recreational, social and other facilities.

From an examination of population trends, statistics compiled from the Cousins' Survey and other data, it appears that when post-war conditions become stabilized, the population of the city and metropolitan area will show a substantial increase over 1941 census figures.

The following table shows the population growth in Halifax during the 90 year period ended in 1941.

YEAR	CENSUS POPULATION	I N C R E A S E	
		NUMERICAL	PERCENT
1851	20,749	----	----
1861	25,126	4,377	21.0%
1871	29,582	4,456	19.3%
1881	36,100	6,518	22.0%
1891	38,437	2,337	6.5%
1901	40,832	2,395	6.2%
1911	46,619	5,787	14.1%
1921	58,372	11,753	25.0%
1931	59,275	903	1.5%
1941	70,488	11,213	19.0%

There are factors which indicate that in future the population may increase at an even faster rate if policies covering foreign trade, development of provincial natural resources and local industries, and awakened local initiative succeed in maintaining a high level of employment.

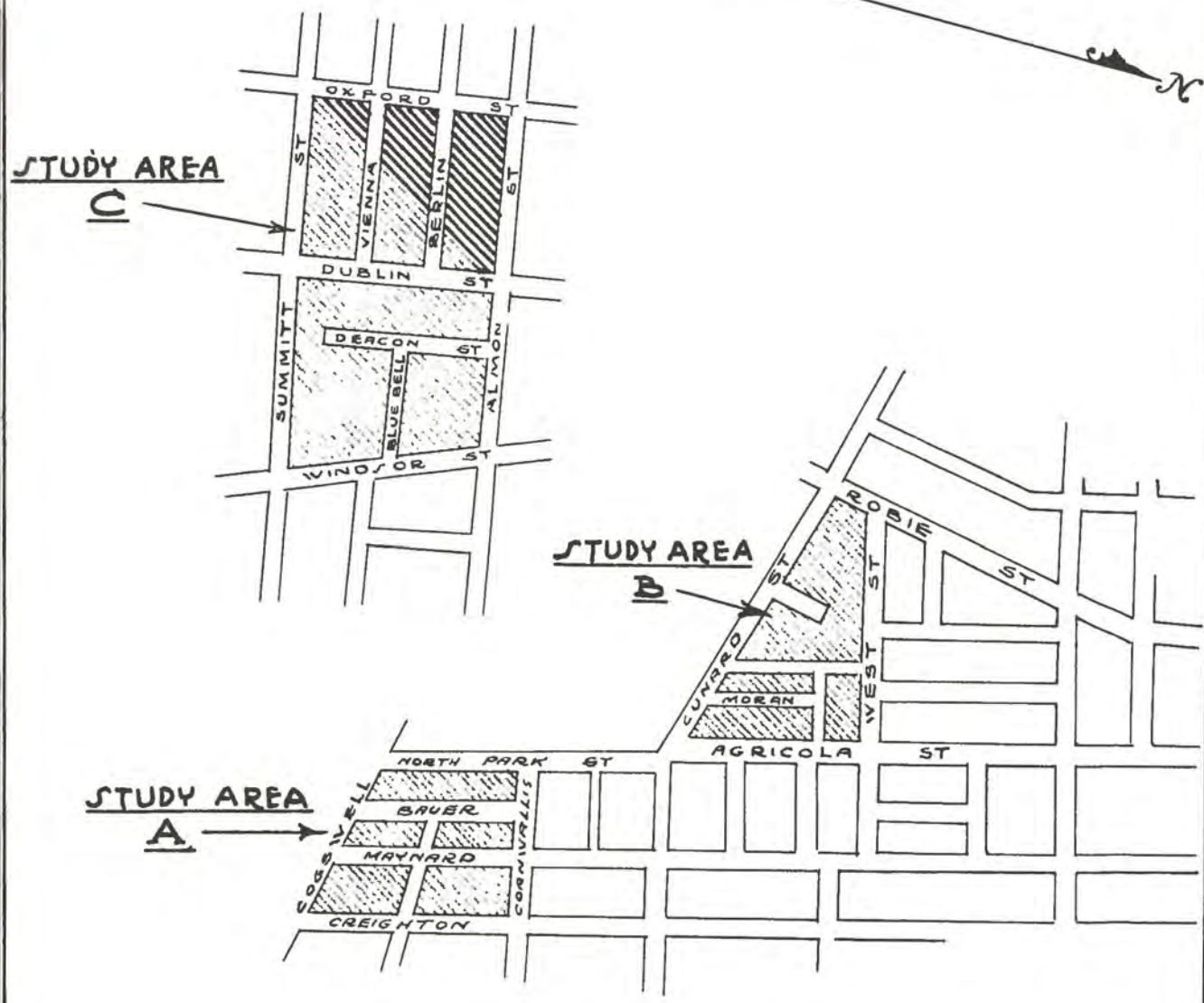
V ZONING AND DEVELOPMENT.

(F) Housing Conditions.

Reference to the Land Use Map (See Plate No. 17) will show that there are two major districts of mixed occupancy which are predominantly sub-standard, although generally designated as residential. One, bounded by South Park Street, Spring Garden Road, Inglis Street and the waterfront includes some new apartment and business blocks but also many sub-standard dwelling houses and at least two full blocks with slums of the worst kind. This area covers approximately 200 acres.

The other district lies north of the Citadel and is bounded roughly by Cogswell, North Park, Cunard, Robie and North Streets and the waterfront. It contains approximately 160 acres, and is definitely blighted to the point where it is now a slum. Your Commission's detailed studies have been confined of necessity to typical sections of this second area, although it is recognized that the city has other blighted districts which should be rebuilt.

The data obtained from these detailed studies shows physical and population conditions in those typical sections north of the Citadel, hereafter referred to as Study Areas A and B. To show more clearly the sub-standard character of these areas, a further study has been prepared in order to compare conditions with an average residential area, hereafter referred to as Study Area C. (See Plate No. 5).



PLAN
 Showing Locations of
STUDY AREAS

Scale 1" = 600'

The results of these studies are set forth in the following tables:

TABLE NO. 1
BUILDINGS AND POPULATION IN STUDY AREAS

<u>AREA</u>	<u>ACRES</u>	<u>BUILDINGS</u>		<u>PERSONS</u>	
		<u>NO.</u>	<u>PER ACRE</u>	<u>NO.</u>	<u>PER ACRE</u>
A	6.2	155	25.0	1380	222.6
B	5.7	136	23.8	1039	182.3
C	17.0	176	10.4	913	53.7

It will be seen from Table 1 that in Areas A and B there are 25 and 23.8 buildings per acre respectively, while there are only 10.4 buildings per acre in Area C. These buildings house 45.6 families per acre in Area A; 38.8 in Area B; whilst in Area C, there are only 10.9 families per acre.

The average lot size in Areas A and B is less than half that in Area C, which means that the opportunities for light, air and sunshine in the buildings in Areas A and B are less than half those in Area C.

From this Table we see that in Study Areas A and B, 31.6 per cent and 41.2 per cent of the 291 buildings are "deficient"; that is they lack even minimum sanitary arrangements or they are in bad structural condition, or are sub-standard in both respects. In Study Area C, on the other hand, only two buildings out of 176, about 1.1 per cent, are bad in either respect.

TABLE NO. 4

DEGREE OF CROWDING ACCORDING TO QUALITY OF BUILDINGS IN STUDY AREAS

AREA	P E R S O N S		R O O M S		R O O M S P E R P E R S O N	
	GOOD	DEF.	GOOD	DEF.	GOOD	DEF.
A	839	541	788	401	.94	.74
B	608	431	550	382	.90	.89
C	904	9	1150	14	1.27	1.56

A striking feature is that, while the average in A is 1.90, the "deficient" buildings house 2.46 families each. In Study Area C, even the "deficient" buildings, two in number, accommodate only one family each. More appalling than the fact that 105 buildings in Study Areas A and B are "deficient", is that in those two areas alone 972 persons are crowded into 783 rooms, all of which are "deficient". This is in sharp contrast with conditions in Study Area C where 904 persons live in 1150 rooms, all good, and where even the badly housed have plenty of space, the nine persons in "deficient" buildings having 14 rooms at their disposal.

While this study has been confined to two specific slum areas as previously stated, slum conditions are much more wide-spread. They occur in undeveloped sections near the city's outskirts where in recent years "shack towns" have arisen. They are found in the older, formerly first-class residential areas, like Poplar Grove at the eastern extremity of Argyle Street. Similarly, there are sections which have had no planned development, like Greenbank and Fairview (Deals Settlement) where even water and minimum sanitary services are lacking. The most accurate reports available indicate that within the city, approximately 400 dwellings are without inside toilets, while nearly 2,500 dwellings have neither bathtub nor shower, surely minimum requirements. As for heating, more than 5,800 of the 13,500 dwellings in the city depend upon stoves and have no central heating.

While there are comparatively few apartment house buildings in the city, the records show that more than 2,000 families are living in buildings originally designed for single family occupancy but now housing from four to ten single family units.

TABLE NO. 5

ASSESSED VALUE OF LAND AND BUILDINGS IN STUDY AREAS

AREA	NET ACRES	BLDGS	ASSESSED VALUE		ASSESSED VALUE		PER BLDG. AVERAGE
			LAND	BLDGS.	PER ACRE	PER SQ. FT.	
A	6.2	155	\$42,650	\$242,500	\$6,879	\$.158	\$1,564
B	5.7	136	50,100	269,450	8,789	.202	1,981
C	17.0	176	98,250	528,800	5,779	.133	3,004

From the above table, comparisons of assessed value of land and buildings may be had. It is to be noted that the average value per building in Area C is \$3,004, almost twice as much as in Area A which shows \$1,564 average and \$1,023 greater than in Area B which shows an average value of \$1,981. When buildings alone are considered the same disparity may be noted. Though they house many more people and in some cases yield more revenue, buildings in Area A are valued at only \$1,564.

This table shows most clearly the cost to the community of bad housing and congestion. The two slum areas combined, at 1945 residential tax rates, yield \$21,164 to give civic services to 2,419 people. On the other hand, average residential area C yields \$21,946 to provide similar services for 913 persons.

The foregoing figures clearly indicate the necessity for a slum clearance and adequate housing program for Halifax.

V ZONING AND DEVELOPMENT.

(G) Redevelopment of Blighted Areas.

(22) Your Commission recommends that the Civic Authorities directly, or through a legally constituted body of citizens chosen for their ability and experience, undertake with the least possible delay slum clearance and adequate housing programs.

Areas of blight and decay drag down adjacent neighbourhood values, reduce rentals, destroy tax paying ability and require a disproportionate amount of those community services which could be employed so much better in other ways. In this sense slums are a drain on the resources of the community and are detrimental to the welfare of the entire city.

The slum is an area where buildings are structurally poor, where sanitation is insufficient and where overcrowding of buildings on land as well as people into buildings create conditions that affect the occupants physically, mentally and morally to the detriment not only of the slum dwellers, but of the city as a whole. Such conditions are both curable and preventable.

The cost of providing fire, police, medical, social and other services in such areas is always higher than for other sections. On the other hand, the tax revenues from these areas are disproportionately low. The entire community thus subsidizes the maintenance of slums when it might employ its resources more constructively to improve the welfare of its citizens.

We already know enough about the blighted districts and slums of Halifax to realize that considerable slum clearance will be required. After that, re-housing in the form of modern multi-family dwellings, as well as rehabilitation of houses which have some salvage value, should be undertaken systematically over a period of years. These areas should not only be replanned for housing, but for through and local traffic, parks and playgrounds, schools, community services and utilities, all in accordance with the Master Plan.

It is obvious that no large-scale slum clearance, nor rehabilitation can be undertaken without providing temporary or permanent accommodation elsewhere for the dispossessed people. Future events will reveal if a sufficient number of Wartime Housing Limited units will be available for this purpose. If they are not, it may be necessary to develop other suitable accommodations in the early stages of the redevelopment program. All precautions must be taken during changes of this nature to keep slum conditions from spreading.

The greater part of the area between the Citadel and North Street cannot reasonably be considered suitable for individual home ownership, because of its central location and high potential value. Fully developed, it would provide thousands of low rental apartments within a reasonable distance of the major centres of employment.

The blighted district in the south end, apart from two very bad slum blocks, is in a less advanced state of physical decay, but definitely on the downgrade. It should be carefully studied, replanned and zoned so as to arrest this decay and conserve the values which are there. This area lends itself logically to apartment house development. With a view to keeping the adjoining industrial area within its present bounds, suitable commercial buildings should be planned on Inglis Street and the southern end of Barrington Street to serve as a barrier between this proposed redevelopment area and the industrial area.

There is also a small area in the city known as Africville. The residents of this district must, as soon as reasonably possible, be provided with decent minimum standard housing elsewhere. (See Section IV . B, Proposal Fourteen; also Section V . H.)

The National Housing Act, 1944, provides for direct federal contributions towards slum clearance; long term loans to limited dividend corporations engaging in the construction of low rental housing; and financial assistance to individuals and private companies. Such federal aid is contingent upon community planning and zoning in the areas affected.

The scope and character of the housing required will call for maximum co-operative effort by public spirited citizens, municipal, provincial and federal governments, limited dividend companies and others. The City Council should give leadership in inaugurating slum clearance and re-housing programs, that at least one project may be launched as soon as possible.

V ZONING AND DEVELOPMENT.

(H) Redevelopment of Northern Slope.

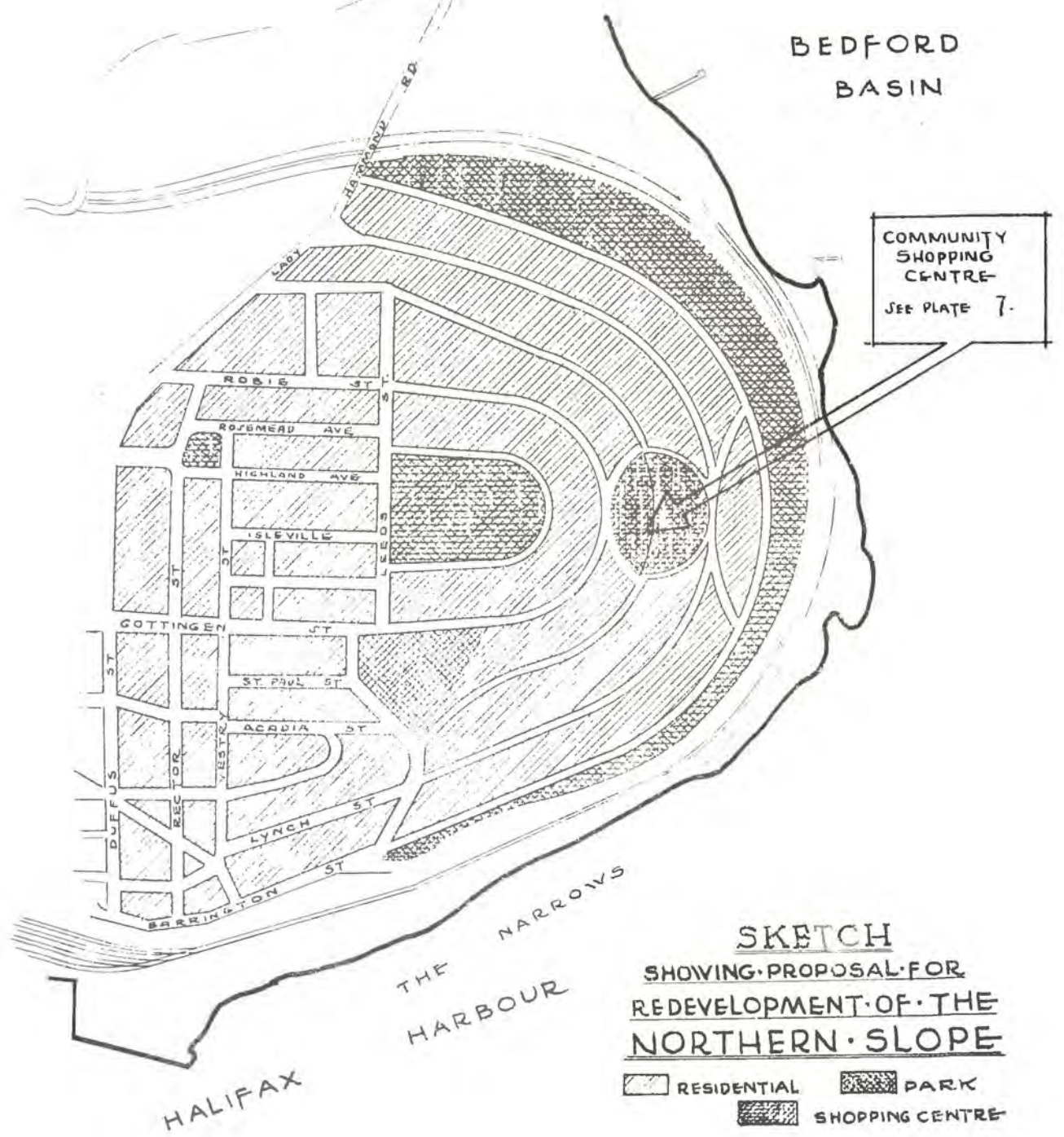
(23) Your Commission recommends that the northern slope of the city be redeveloped in accordance with an over-all plan for this section.

(24) Your Commission recommends the maintenance of existing zoning regulations in the area bounded by Russell Street, Robie Street, Leeds Street and the Harbour, known as the "devastated Area" and at present administered by the Halifax Relief Commission.

In keeping with its policy of preserving values as well as creating improved values wherever possible, your Commission suggests that the northern slope of the city be redeveloped in accordance with the sketch presented herewith. (See Plate No. 6). This design is based on existing contours and the streets are laid down so that grades will be easy and natural and related to the existing street framework. It will provide approximately 700 fifty foot building lots with the necessary space for public services and recreation.

The removal of the city prison (See recommendation No. 38), the old abattoir and Africville (See Section IV . . B, Proposal Fourteen, also Section V . . G) will make this area a most desirable residential section. The zoning by-law should be drafted so that all future development in this area will conform with the plan.

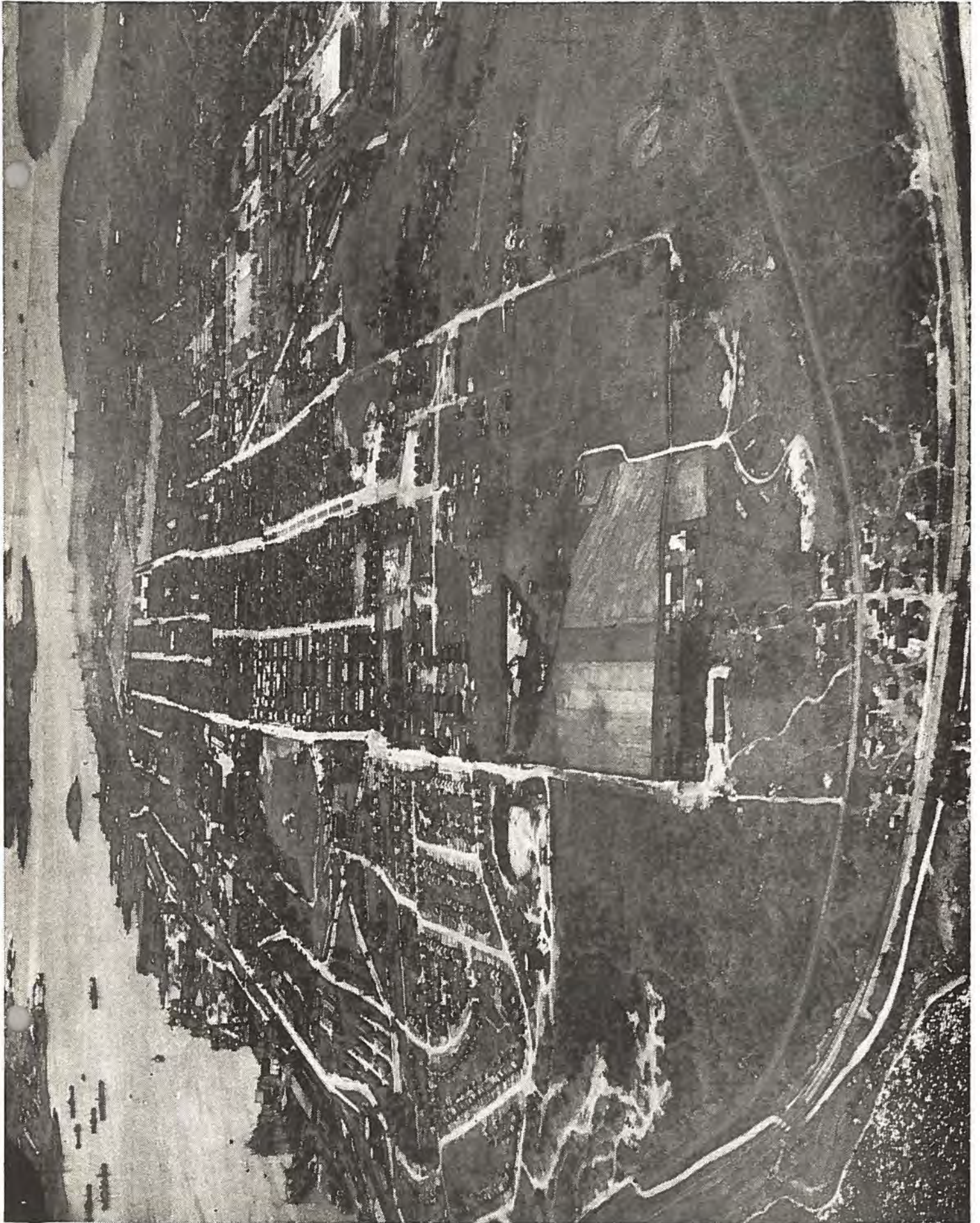
It is suggested that a community shopping centre be strategically located in the area shown (See Plate No. 6). The shopping centre should be carefully planned in advance to the end that it can develop concurrently



SKETCH
 SHOWING PROPOSAL FOR
 REDEVELOPMENT OF THE
 NORTHERN SLOPE

-  RESIDENTIAL
-  PARK
-  SHOPPING CENTRE

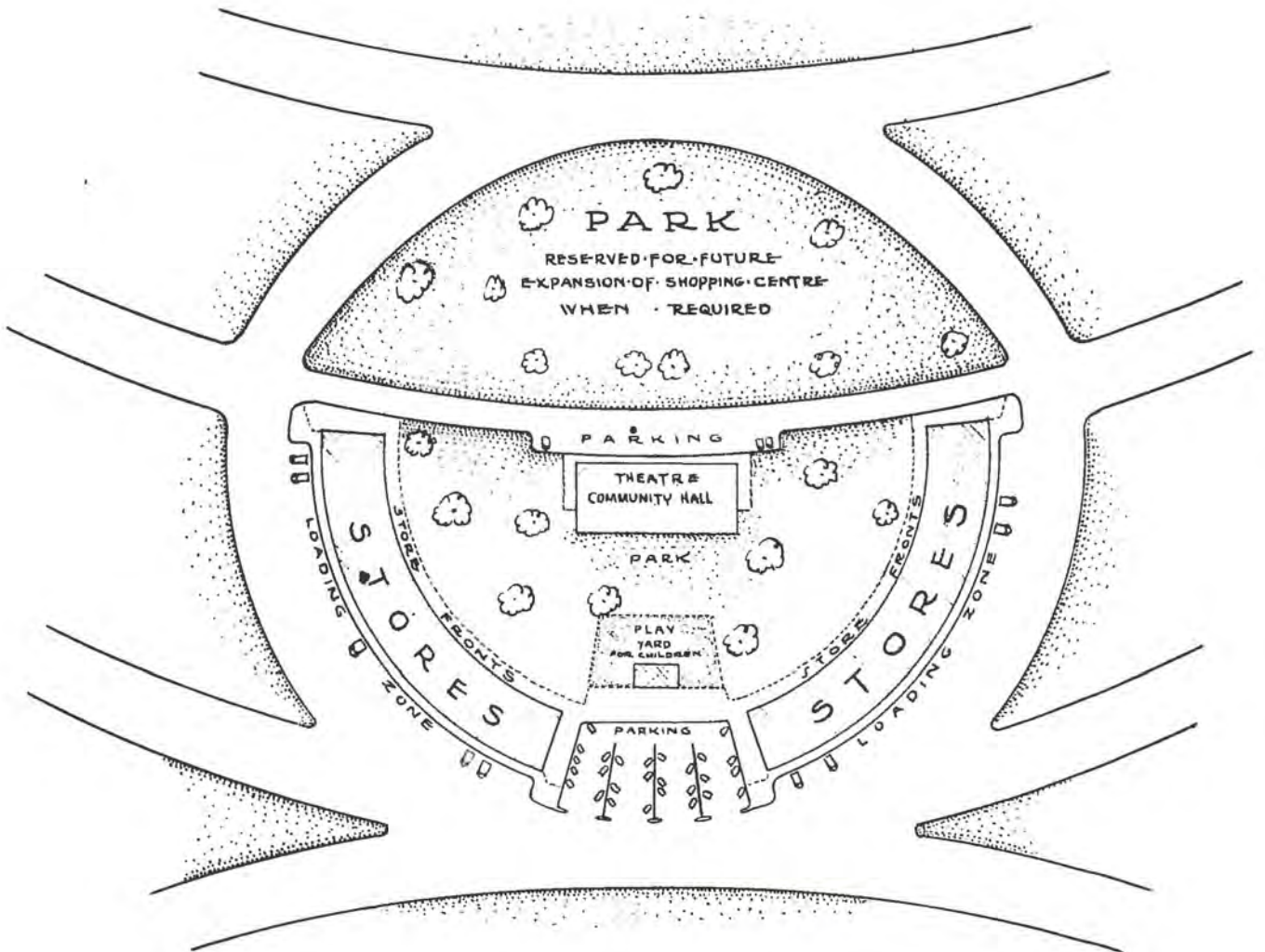
PLATE N° 6



Digital copy of 711.45.H17 1945, Master Plan for City of Halifax, provided by Halifax Regional Municipality Archives

with the residential area, at the same time providing adequate facilities required of such a centre. A proposed design is shown on Plate No. 7.

In the area bounded by Russell Street, Robie Street, Leeds Street and the Harbour, fairly comprehensive regulations guiding and controlling development were put into effect about 25 years ago. This is the section that was devastated in the Explosion of 1917, and redeveloped under the direction of a very eminent town planner, the late Thomas Adams. Your Commission contemplates no changes in the zoning regulations and suggests that these be maintained for the area.



COMMUNITY SHOPPING
CENTRE

NORTHERN SLOPE ~ NEIGHBORHOOD

UNIT DEVELOPMENT PROJECT.

SEE PLATE NO 6.



PLATE N° 7.

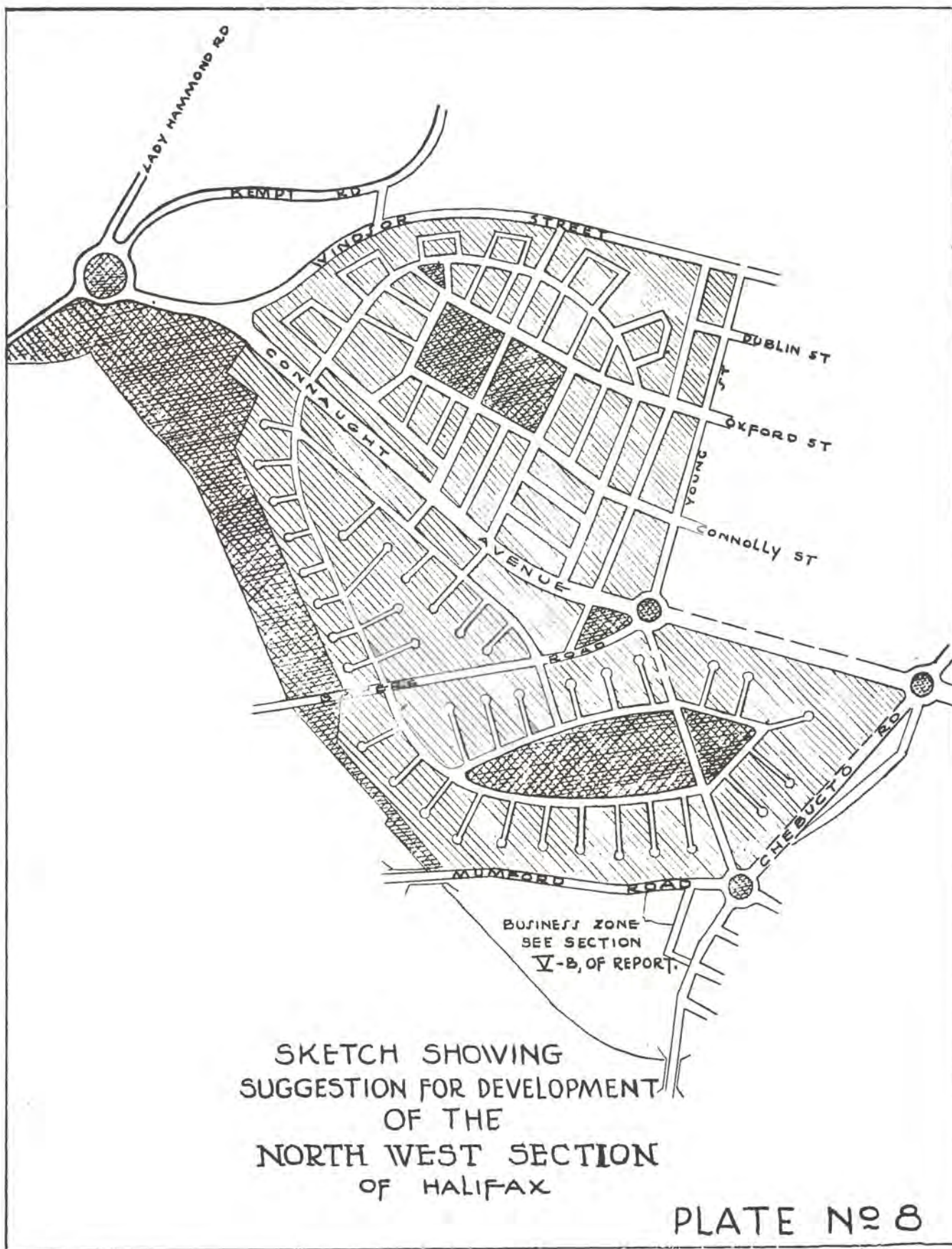
V ZONING AND DEVELOPMENT.

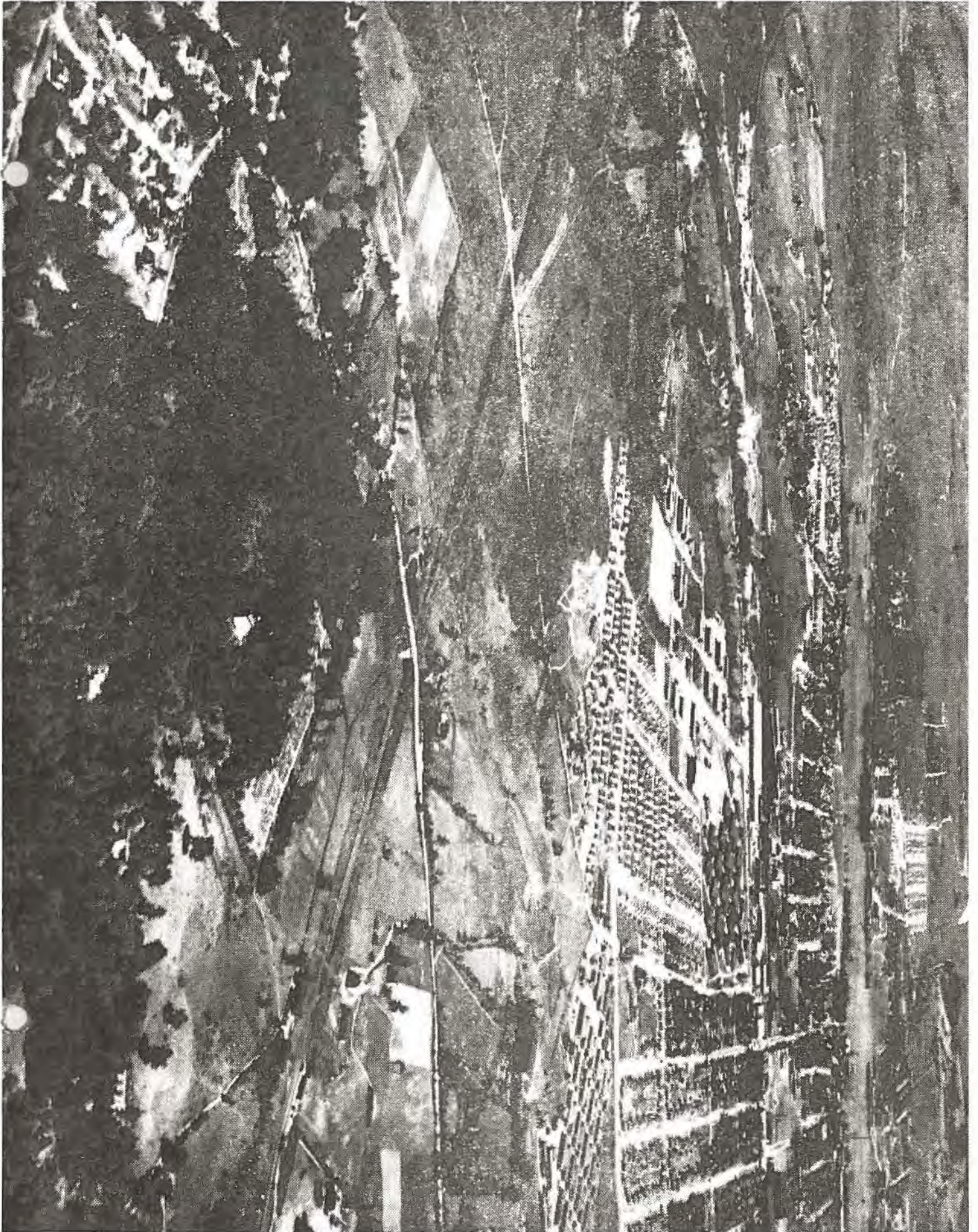
(I) Development of North West Section.

(25) Your Commission recommends that the vacant and/or undeveloped areas in the north west section of the city which are zoned on the Master Plan for residential use be developed on the "neighbourhood unit" principle.

Most of the vacant and/or undeveloped land remaining in Halifax is located in the northern and north-western sections. It is urged that these be developed as neighbourhood units, each to contain adequate provision for educational, recreational, cultural and other community services and requirements. Plans should be developed by the Town Planning Board in co-operation with other authorities and incorporated in the zoning by-law.

The future use of the Halifax Airport (See Section IV - H) and H. M. C. S. Peregrine, both of which are uncertain at present, will affect the size and scope of the developments. Plate No. 8 shows a typical, over-all plan for the north-west section based on the assumption that these will eventually become residential areas.





V ZONING AND DEVELOPMENT.

(J) Halifax Waterfront.

(26) Your Commission recommends that detailed study be given the Halifax waterfront area between Pier Two on the north and the Ocean Terminals on the south, with a view to its future development.

Your Commission has been unable to obtain sufficient data upon which to base detailed recommendations with regard to port development.

Construction of the Ocean Terminals and the inability of private capital to provide facilities for modern shipping in competition with Public Authority impaired the usefulness of much of the historic Halifax waterfront. The area includes some 20 private wharves and has a frontage of about 5,000 feet.

Your Commission believes that study will show it to be practical to construct a quay wall, with the necessary basins between Pier Two and Ocean Terminals, erecting thereon plants more suitable to the purpose of present waterfront users and attractive to other industries and shippers as tenants. The construction of this quay wall would add approximately 45 acres to the area of the city. In carrying out this development it is desirable that railway facilities be extended to serve it. Eventually your Commission believes such an undertaking would become self-supporting and a substantial source of employment and revenue to the city. There are many notable precedents for such a development policy, some privately and others publicly owned. Among the latter, the example of Toronto's civic investment in port facilities is outstanding.

V ZONING AND DEVELOPMENT.

(K) Land Used for National Defence Purposes.

(27) Your Commission recommends consultation with the Dominion Government with a view to rationalizing and co-ordinating their use of land and their construction program for national defence.

Recognizing that much military and other defence construction in Halifax has been done under the pressure of wars dating back to 1812 or earlier, your Commission nevertheless believes that many future emergencies could be met now and peacetime efficiency improved by proper planning. It believes that after proper consultation, agreement could be reached with the Dominion Government to eliminate all temporary and antiquated facilities and to replace them with modern structures in keeping with their purposes. In this respect, the Royal Canadian Navy has shown admirable foresight and its establishments, H.M.C.S. Stadacona and H.M.C. Dockyard are concrete examples of what can be achieved.

The city is vitally concerned as to land use. At the moment, owing to the scattered nature of the military establishments, much land that could be used to greater advantage under planning, is now non-productive. An agreement should be reached with the Dominion Government for the exchange of areas owned by the city for those owned by the Dominion Government thus facilitating centralization and opening land for residential, business, educational or recreational development in sections where such is urgently needed.

It will be noted from Section IV . B that in order to carry out recommended street extensions and improvements, the acquisition of certain properties from the Department of National Defence is essential. This further emphasizes the necessity for an agreement with the Dominion Government and your Commission urges that when such an agreement is reached it provide for the improvement and maintenance of Royal Artillery Park and the Citadel, the cradle of military history in British North America, as historic sites. (See recommendation No. 37).

V ZONING AND DEVELOPMENT.

(L) Public Administration Buildings.

(28) Your Commission recommends that steps be taken to acquire the area zoned on the Master Plan (See Plate No. 18) comprising the blocks east of Brunswick Street as a site for future public buildings.

As Halifax has had a substantial population growth since 1851, (See Page 44) it is reasonable to expect continued growth and consequent need for additional public buildings. Studies that have been made show that the rate of population increase in the future will be even greater than in the past. Added to this is the obvious present need for increased public service.

The site recommended as a public administration centre has a commanding position and its utilization for a group of public buildings which might include a new City Hall, Police Headquarters, Central Fire Station, Health and Welfare Administration Building and offices for public and semi-public bodies, would convert an ugly, untidy, nondescript section into one of beauty and dignity and utility. Such buildings would serve as an architectural screen east of the Citadel, be visible from the Harbour and give stability to the neighbourhood throughout the whole neighbourhood.

V ZONING AND DEVELOPMENT.

(M) Parks, Playgrounds and Historic Sites.

Your Commission recommends:

(29) That adequate recreational space be provided in all sections of the city, and that before approval of subdivisions and re-subdivisions is granted by the Town Planning Board, the recreational requirements of the population in such new sections be determined as to accessibility and distribution.

(30) That areas be set aside in the districts destined for reconstruction for the recreational use of the residents.

(31) The utilization of Fort Needham as a recreation site; both park and playground, with due regard to its historic character.

(32) Further development of the bathing beaches on the North West Arm, Bedford Basin and the Harbour, the waters and shores of which should be strictly supervised; this to be undertaken with the co-operation of the Municipality of the County of Halifax.

(33) Expansion and development of Fleming Park by absorbing the MacLeod Property and replacement of present sub-standard type buildings with structures more in keeping with the environment and use.

(34) Improvement of the Miller Street entrance to Point Pleasant Park and provision for adequate promenade and parking space at its eastern terminus.

(35) The improvement of MacDonald Park and lands adjacent to the public bathing beach now owned by the railway and, it is understood, available to the City at little or no cost.

(36) The establishment of a small park at the head of the North West Arm.

(37) The preservation of historic sites as tourist attractions.



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To facilitate the preparation of a comprehensive parks and playground plan for Halifax, the establishment of a Parks, Playgrounds and Historic Sites Commission, with a combined adequate budget, is suggested. It is obvious that all three phases are related, that parks and historic sites and recreation are associated, for example, at Point Pleasant Park and in the Commons area. It would tend to greater efficiency if the work were co-ordinated under one body. In addition, it is suggested that the Parks, Playgrounds and Historic Sites Commission develop its plan in conjunction with the Town Planning Board, with or for the Board of School Commissioners and with the Municipality of the County of Halifax so that there may be adequate but not overlapping facilities.

Contrary to the prevailing impression, the total acreage devoted to recreational purposes in Halifax is about the same as in other cities of comparable population. Unfortunately, the space here is concentrated largely in the Commons and Point Pleasant Park, leaving large congested areas without the local recreational facilities deemed reasonable and necessary in a modern city.

Your Commission has given considerable time and study to the subject of parks and playgrounds. Due to the uncertainty of the future of various properties which are at present used by His Majesty's Forces, and other factors, it is impossible to estimate the recreational requirements of the city in detail. The Master Plan (See Plate No. 18) shows proposed locations for parks, playgrounds and other recreational facilities in various sections of the city on the basis of existing and proposed land use. The proposed

park at the head of the North West Arm is shown in exaggerated proportion to the surrounding territory, but does indicate some of the features which should be incorporated into such a park. (See Plate No. 9).

Pending preparation of a comprehensive parks and playgrounds plan for Halifax and the Metropolitan Area, your Commission urges that consideration be given to general park improvements and the planting of trees together with the development of small parkways or planting strips between industrial and proposed residential areas. In the preparation of the parks and playgrounds plan for the Metropolitan Area, consideration should be given to probable future needs based on population trends.

The fundamental facilities to be included in any such plan are:-

A. Playgrounds and playfields.

1. Play areas for preschool and kindergarten children.
2. Playgrounds for children from 6 to 14 years of age.
3. Playgrounds for youths and adults
 - (a) Playgrounds at junior and senior high schools, including athletic fields.
 - (b) Neighbourhood playfields.
 - (c) Athletic fields and stadiums.

B. Parks.

1. Small triangles, ovals, squares, scenic and historical sites etc.
2. Neighbourhood parks.
3. Large parks.
4. Outlying parks and reservations.

C. Parkways and boulevards.



**BIRDS EYE
VIEW OF
NORTHWEST
ARMA**

SHOWING PROPOSED
BRIDGE AND
AQUATIC GARDENS
AT ARMDALE

- LEGEND**
- 1. SWIMMING POOL
 - 2. BATH HOUSES
 - 3. MEMORIAL GHAFT
 - 4. BAND SHELL
 - 5. FLEMING PARK
 - 6. MEMORIAL TOWER
 - 7. BRIDGE

V ZONING AND DEVELOPMENT.

(N) Hospital, Charitable and Penal.

Your Commission recommends:

(38) The establishment of a new City Prison outside of the city and the co-ordination of the new undertaking with the Provincial Government's reformatory and prison farm program in order to permit economies in capital outlay and operation.

(39) That the civic authorities initiate negotiations with the Industrial School and the St. Patrick's Home to the end that these institutions be removed from the city to surroundings more suitable to the ends they seek to serve.

(40) The drastic modernization or replacement of the present city Home for the aged and indigent, the provision therein of suitable quarters for the handling of emergency cases arising out of evictions, fires or other untoward circumstances and the removal to another institution of the mentally ill.

The hospital zone in Halifax already is defined and is in logical association with the medical school, laboratories and public clinics.

Charitable institutions are widely scattered in Halifax but they represent such investment, mostly private, that your Commission hesitates to suggest interference by civic authority. It does urge, however, a complete survey of the situation in order that the most efficient use may be made of the land occupied. In this connection it is pointed out that the high value of this land is largely due to the unearned increment created by the services supplied by the city and paid for by the taxpayers. Your

Commission is aware that some present locations are unsatisfactory to those administering the institutions and that it is difficult to obtain maximum return from outlays of money and energy.

The removal of the three penal and reform institutions from their present locations is recommended as a welfare measure, but of great long term importance is the fact that, if the sites were cleared, they could be utilized for needed residential development.

The present City Home has been the subject of several reports. These indicate that it is not in keeping with modern standards in that it compels the separation of aged couples and makes no provision for the handling of emergency cases bound to arise in a city the size of Halifax. Moreover, at the present time, it is used largely as a hospital for the harmless insane and this is deemed incompatible with the constantly improving treatment of mental illness.

V ZONING AND DEVELOPMENT.

(O) Cultural and Community Centres.

(41) Your Commission recommends that a public library be built and that the plans and report of Miss Nora Bateson, Librarian, entitled "A Library Plan for Halifax" be incorporated into the recommendations of your Commission thus becoming an integral part of the Master Plan. (See Appendix C.)

(42) Your Commission recommends the promotion and construction of the following facilities:

- (a) A building to contain an auditorium for musical, theatrical and public assembly purposes, seating not less than 2,000 persons, and a hall with a capacity of 500 together with rooms suitable for committee or small organization meetings.
- (b) An art gallery.
- (c) A museum.

(43) Your Commission further recommends that local community cultural and recreational activities should be provided for in existing schools. Future school building programs should include facilities for adult education, exhibitions and other cultural pursuits.

Halifax is lacking in cultural and community facilities. Some may be provided in schools and other public buildings, but there are others which must be designed and built for specific uses. There has been an increasing demand from many sources for one or more community centres, and at least one recommendation that one of these buildings be constructed as a war memorial, with this your Commission heartily concurs.

It is strongly urged that the Halifax war memorial take the form of a library building, worthy architecturally and including within itself symbolism and dignity. The memorial part of the building should be in the

VI SOCIAL PLANNING.

(A) Education.

Your Commission recommends that:

(44) The recommendations of the Post-War Planning Committee of the Board of School Commissioners when completed, be incorporated into the recommendations of your Commission, thus becoming an integral part of the Master Plan. (See Appendix D.)

(45) Immediate steps be taken to accommodate a greatly increased school population commencing in 1946 and increasing in volume for the next five years as determined by studies and analyses in the files of your Commission.

(46) All future locations of schools be determined after study of population trends and zoning statistics in co-operation with the Town Planning Board.

Your Commission has given attention to the educational facilities in Halifax. The type of and necessity for educational institutions, whether public or private, is a matter for the educational authorities themselves. Their location, recreational areas and complementary facilities are problems which demand close co-operation between the education and planning authorities. Your Commission has opened its files in order to facilitate decisions by the School Board regarding its post-war program which should include the correction of existing conditions of overcrowding, obsolescence and inconvenience in the Halifax Public Schools.

While the recommendations of the Post-War Planning Committee of the Board of School Commissioners have been accepted as a part of the Master Plan, it is the opinion of your Commission that they do not go far enough. It is evident that greatly increased class room space and playground facilities are needed to take care of the present school population. The program should also make provision for future requirements based upon population and enrollment trends, age groupings and other statistical data already tabulated.

VI SOCIAL PLANNING.

(B) Health and Social Welfare.

Because future Dominion and Provincial policy in respect to health, welfare and other social problems is now under consideration, your Commission is unable to make definite recommendations. In the field of health, unemployment and support of the aged, negotiations are under way between the Province of Nova Scotia and the Dominion of Canada. The care of the mentally deficient, the insane, the unemployables, those convicted of crime and others dependent upon the public for support or supervision has been the subject of a Royal Commission report to the Provincial Government. This is under study by the authorities concerned.

Your Commission, early in its proceedings, recognized the great magnitude of the social problems in Halifax. It therefore concurred in arrangements made by the City with the Institute of Public Affairs at Dalhousie University to survey the needs and make recommendations. These are contained in this report as Appendix A, the detailed results of the inquiry not yet being available. Included also as Appendix B, are the recommendations of the Halifax Council of Social Agencies. These recommendations which are sweeping in their scope but based on many years of practical experience are deserving of thoughtful consideration.

Your Commission is aware that nearly all phases of health and welfare work in Halifax could be expanded and improved with advantage to the

community. They have lagged behind public opinion, the recommendations of experts and the efforts of civic authority itself because of shortage of staff and budgetary limitations. In spite of these obstacles, progress has been made; health services have been expanded, notably in the field of community nursing and sanitation, and provision is now being made for added tuberculosis clinics and hospital facilities.

It will be noted from a study of the appendices mentioned that the fields of welfare, health, housing and institutional care overlap. In some cases your Commission has been able to deal with them specifically, as with housing, playgrounds, education and others. In some instances this has not been possible because the policy of the Province and Dominion is being formulated. Your Commission feels, however, that the surveys it has caused to be made, together with the findings of the public health survey of the City of Halifax made by the International Health Division of the Rockefeller Foundation dated October 5, 1942, and other investigations, provide ample material upon which civic authority can and should expand its health and welfare program with the least possible delay.

While your Commission is not competent to comment on general health matters, it feels obliged to refer specifically to the sanitary conditions existing in some areas adjacent to the city. These sections are without proper sewerage and water facilities and some of the wells in use are understood to be badly contaminated. It is the considered opinion of your Commission that if steps are not taken, in co-operation with the Municipality of the County of Halifax for the installation of proper facilities, there is the gravest danger of the outbreak of an epidemic of serious proportions.

VII CIVIC BEAUTIFICATION.

(47) Your Commission recommends that an architectural committee of three members be appointed (See recommendation No. 52) with a view to assisting the Town Planning Board in maintaining a suitable level of design for all future private building and to promote a high standard of civic design for public and semi-public buildings, memorials and other structures.

Your Commission in the course of its studies relating to the preparation of the Master Plan has given major attention to functional or utilitarian aspects of planning. It must nevertheless be stressed that an efficient, healthful, safe and convenient community also may and should be attractive in appearance.

Halifax has beautiful location and configuration of site virtually surrounded by water on all sides. It also possesses open spaces that other cities may well envy. The fact that they are not well distributed is beside the point. There are, nevertheless, items on the other side of the ledger not so favourable which require remedial measures.

Halifax in common with many other cities has many ugly and uninspiring buildings, neglected land, billboards, poles, wires, and has only 36 miles of hard surfaced streets as against 78 miles of tarred and unpaved streets. It is only fair to state that in the older part of the city there are a few new buildings and a number of outstanding examples of architectural excellence that date from the Georgian period. Since the city's earliest days however, lack of adequate regulation has resulted in haphazard development and the natural beauty and charm of the location were not capitalized upon.

Practical planning can make Halifax a beautiful city, not in the sense of mere embellishment, but functional as well.

All physical features of the city and its environs, natural or man made, can be made attractive, a source of pride to the citizens and a magnet for tourists. All heritages of the past which have historical interests or aesthetic merit should be preserved. No public works should be planned without due regard for their relationship to surroundings and their inherent fitness and attractiveness.

It does not come within the scope of this report to recommend any definite style for public or semi-public buildings which may be built hereafter, but the aesthetic contribution which public buildings, bridges and other structures can and should make to the appearance of the city cannot be overstated. It may suffice to suggest that public buildings should express their purpose and functions in a very simple way, and also by feature or detail, recall a little of the Georgian spirit of old Halifax.

Architectural fitness and style may be more difficult to regulate where private interests are concerned, but the fact that control of street architecture in European cities has been recognized practice for years, proves that it can be done successfully. The beautiful cities of pre-war Europe did not become so by accident but were deliberately modelled to well conceived patterns, not only in matters of construction and safety, but also in matters of design.

The effect of beautiful buildings and well planted boulevards is often nullified by pole lines on the streets. Apart from appearance, poles and wires on the streets may create a hazard, especially in the event of a fire, where they may interfere with the work of the fire department. While it is appreciated that in Halifax the general installation of underground wiring is impractical, it is suggested that in so far as possible service connections and service wires should be located at the rear of properties rather than on the streets and the city should take the necessary steps to have this policy implemented.

Few parts of Halifax have adequate street lighting and immediate steps should be taken to improve the design and scope of the system.

Many lots and buildings vacant and otherwise detract from the beauty and value of nearby properties. There should be adequate regulations to compel the owners to take such steps as will preclude their becoming eyesores. The City itself should set the example in property maintenance through its Parks, Playgrounds and Historic Sites Commission. Tree-planting, boulevarding and development of vacant lands owned by the City might well be a part of the program of that body.

Equally necessary is the institution of an adequate street-cleaning system. Garbage collection and disposal also should be modernized so as to remove a principal source of the debris that today litters the thoroughfares and the unnecessary odor from the incinerator and city dump. Night collections of garbage along the lines of those in other cities might well be inaugurated as the absence of traffic during the night hours would tend to greater speed and efficiency in the work of this department.

Many cities are defaced by signs and billboards. Definite control should be exercised over such, not to their exclusion but as to type, design and location. Your Commission urges that the regulations controlling the use of such signs be reviewed to ensure that they are adequate and are enforced.

The North West Arm is one of the city's greatest natural assets. Most of its margins are privately owned but its planned development will increase its attractiveness and usefulness to the citizens, also its tourist appeal. The city should beautify any sections of the shorefront already owned and in future should acquire and develop strategic areas as the opportunity offers.

The proposal to construct bridges to Dartmouth and over the North West Arm (See recommendations Nos. 2 and 3) is of significance to the entire metropolitan area. While these should be functional structures, they should also be inherently beautiful through form not merely through decoration. To this end the design of the bridges and their approaches should be entrusted jointly to engineers and architects.

VIII INDUSTRIAL DEVELOPMENT.

Your Commission recommends that:

(48) A committee of representative citizens be set up to seek the establishment, within the metropolitan area, of new industries and to assist those already in operation in their efforts to expand, the duty of such a committee being to work out a long-term industrial policy with the assistance of a permanent official.

(49) Such industrial committee set up by the city operate in conjunction with the Nova Scotia Department of Industry and Publicity and with research agencies which may be set up to determine the economic possibilities of developing industries in this area based on its natural resources and advantageous geographical position.

Halifax has not been an industrial city although it possesses some industries which over a long period of years have been most successful. It is understood from the Provincial Department of Industry and Publicity that new undertakings may be located in this area in the reasonably near future. There is, however, no public agency definitely charged with making available information as to sites, labor, raw materials or marketing details. This is contrary to the situation in other cities in the United States and Canada where there has been growing industrialization in recent years and which already have under way substantial campaigns to promote local manufacturing.

Your Commission is impressed with the possibilities of trade with Central and South America and the West Indies if national policies are directed to that end, as it has been indicated they will be. Moreover, before the war, substantial traffic had been developed between Canada, Australia, New Zealand and South Africa and ships were operating regularly between Halifax and the East Indies. Unfortunately, a very small proportion of the goods carried from this or other Canadian ports was of Nova Scotian origin and still less of Halifax make. It is believed that if the advantages of this city's location and the accessibility of raw materials were made known to industrialists, there could be a substantial development of production here. In the same way the home market now largely supplied from other sources could obtain commodities which, it already has been demonstrated, can be manufactured locally. Halifax should forward such development and should share in it, but it will be necessary to present its case aggressively in order to do so. First it is essential to make studies of raw materials, labor, shipping facilities, sites and other factors, including a close examination of markets. This would be the responsibility of the local committee carried on through a permanent official. He should have the assistance necessary to promote, for example, the tourist industry which in conjunction with provincial efforts can be made the source of substantial revenue to business houses and of employment to the workers in Halifax.

IX EXECUTION OF THE MASTER PLAN.**(A) Town Planning Board and Advisory Committee.**

(50) While Chapter 8 of the Acts of 1939, proclaimed in December 1943, being the Nova Scotia Town Planning Act, provides for the establishment of a Town Planning Board consisting of the Mayor and six others of whom not less than three shall be members of the City Council, your Commission recommends that not more than three shall be members of Council and that the other three shall be appointed from the citizenry at large, each appointment to be based on a record of accomplishment and so made as to ensure continuity of membership on the Town Planning Board.

(51) Your Commission also recommends that under the authority of Section 4 (A) of the Act, a competent planning director and adequate technical assistants be engaged.

(52) Your Commission further recommends that an advisory committee of twelve members be appointed to consult with and advise the Town Planning Board, three of whom shall be members of the Architectural Committee (See recommendation No. 47) the others to be representative of all interests in the city.

The loss of values and the problems confronting the city due to the lack of planning so clearly demonstrate the need for it that no further elaboration is necessary.

IX EXECUTION OF THE MASTER PLAN.

(B) Legislation.

ZONING POWERS

The Nova Scotia Town Planning Act, being Chapter 8, Acts of 1939, proclaimed December 1, 1943, gives the Council of Halifax the right, subject to the approval of the Minister, by by-law, to zone and make regulations for any or all of the following purposes:-

- (a) dividing the municipality or any portions thereof, into districts, which may be described by detailed description or by the use of plans or partly by one method and partly by the other;
- (b) designating certain districts within which it shall be lawful to erect, construct, alter, reconstruct, repair or maintain certain types of buildings, or to carry on certain types of businesses, trades or callings;
- (c) designating certain districts within which it shall be unlawful to erect, construct, alter, reconstruct, repair or maintain certain types of buildings, or to carry on certain businesses, trades or callings;
- (d) designating the height, ground area, and bulk of buildings thereafter erected, constructed, altered, reconstructed or repaired;
- (e) prescribing building lines and the depth, size or area of yards, courts and other open spaces to be maintained, and the maximum density of population permissible within any district, the minimum size of rooms and the means of lighting and ventilating the same;

(f) prescribing as to any district the class of use of buildings or land that shall be excluded or subjected to special regulations and designating the uses for which buildings may not be erected, constructed, altered, reconstructed, or repaired, or land used, or designating the class of use which only shall be permitted;

(g) controlling the architectural design, character and appearance of any or all buildings proposed to be erected in any district, or fronting upon any street or part of a street, and prohibiting the erection of any building in contravention of such regulation;

(h) prohibiting the erection of any building in any district or part of a district until provision has been made to the satisfaction of the Council for the supply to such building of light, water, sewerage, street transit and other facilities or any of them which the Council may deem necessary;

(I) regulating the erection and repair of buildings, preventing the erection of wooden fences in specified areas, prohibiting the erection or placing of buildings, other than with main walls of stone, brick or concrete and roofing of incombustible material, within defined areas, and regulating the construction and dimensions of chimneys.

It will be seen from these provisions of the Act that the Council can, by bringing into effect a comprehensive zoning by-law (or ordinance), together with a detailed zoning map, safeguard the interests of the general public in respect to use, and abuse, of real property, gradually restore blighted districts to consistent use, appearance and development; and promote stable growth in new areas, and in many other ways protect the interests of citizens, individually and collectively.

ZONING ORDINANCE

It will be the duty of the planning authority to draft, with the assistance of the City Solicitor, a complete zoning ordinance to suit the present and future needs of Halifax.

The trend of suburbanism made possible and accelerated by the universal use of automobiles is changing the distribution of population in urban and metropolitan areas. This trend must be carefully studied and its probable future effect on the Master Plan appraised. A number of problems, physical, governmental and social have already arisen, as outlined elsewhere in this report, and must be solved by co-operation between the authorities responsible.

The successful city of the future will be the one which does the most thorough job of anticipating and controlling its development.

Several steps have been taken towards planning for the Metropolitan Area of Halifax. On the 15th day of April 1939, an Act respecting "The Metropolitan Area of Halifax and Dartmouth" was established being Chapter 68 of the Acts of Nova Scotia. Under this authority, the Halifax and Dartmouth Metropolitan Area Commission is given "the powers and duties of a Town Planning Board appointed under the provisions of the Nova Scotia Town Planning Act in so far as such powers and duties are applicable to the development of the area over which the Commission has jurisdiction", which includes "the City of Halifax, the Town of Dartmouth, the Districts of the Municipality of Halifax County numbered 8, 11, 12, 13, 14 and 27 or such part of such City, Town or districts as the Commission may by resolution from time to time determine". The Metropolitan Area Act does for the County what the Town Planning Act does for the City.

It has been suggested that the whole of Halifax County be included within the jurisdiction of the Metropolitan Commission. This matter should be discussed in conference with those concerned.

The population of the County, census of 1941, is given as 122,656. The combined population of Halifax and Dartmouth totals 81,335, leaving a population of 41,321 in the County proper. A large proportion of this population is located on the fringe areas of both Halifax and Dartmouth or within a ten mile radius. This leaves the outlying portions of the County very sparsely settled, a fact which should be considered in any discussion of extension of the powers of the Metropolitan Commission.

Several meetings of the Commission have been held and some progress made. Discussion has centred mainly upon the powers conferred by the Act and consideration of the problems to be solved. Some of these are the following:

- (1) Transportation
- (2) Sewerage
- (3) Utilities
- (4) Land Use
- (5) Housing Standards
- (6) Recreational Development
- (7) Taxation
- (8) Appropriate Service Levels
- (9) Economic Life

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 The Halifax Club of Business & Professional Women
 The Halifax Commercial Club
 The Halifax Council of Social Agencies
 The Halifax Junior Board of Trade
 The Halifax North Civic Improvement Association
 The Halifax Rotary Club
 The Halifax Trade & Labour Congress
 The Junior League of Halifax
 The Kiwanis Club of Halifax
 The Nova Scotia Centre of the Poetry Society
 The Nova Scotia Museum of Fine Art
 The Progressive Club of Halifax
 The University Women's Club
 The Waegwoltic Club
 The Y. M. C. A. - Y's Men's Club of Halifax

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All of which indicates, as it should, that planning is a matter for co-operated effort on the part of citizens in all walks of life. This Plan is the result of that kind of effort.

APPENDIX A

SUMMARY OF PRINCIPLE RECOMMENDATIONS

from the

REPORT ON SOCIAL WELFARE SERVICES

prepared by the

INSTITUTE OF PUBLIC AFFAIRS

DALHOUSIE UNIVERSITY

1 9 4 5

For convenience of reference, a summary of principal recommendations is given below. For a full explanation of proposed changes, reference should be made to the text of the report.

Public Assistance

1. That Halifax take immediate steps to establish a program of outdoor assistance to provide the essentials for decent living to needy people in their own homes.
2. That this aid should include adequate food, clothing, shelter, fuel, household necessities and medical care.
3. That the assistance program be administered through a Public Assistance Division in the Department of Public Health and Welfare, under a senior welfare executive, and an initial minimum of five qualified social workers, each to have charge of a district unit.

Welfare Branch

4. That all welfare services under the City of Halifax authority should be co-ordinated in a Welfare Branch in the Department of Public Health and Welfare, under the senior welfare executive. This official should be named Deputy Commissioner in charge of welfare, and should be given the widest possible measure of autonomy in developing a modern program of welfare services for Halifax.
5. That services at present within and outside the Department of Public Health and Welfare be included in this Branch, along with the new Division of Public Assistance, and a Division of Business Administration. That the Division of the City Prison assume related responsibilities and be re-named the Division of Corrections.

6. That the Division of Business Administration be responsible for the centralization of business functions within the branch. That it should be responsible for general budget administration, and for accounting, finance, collections and purchasing.

Welfare Advisory Group

7. That a Citizens' Welfare Council be appointed by the Mayor in consultation with the Council of Social Agencies and the Deputy Commissioner.

8. That the Citizens' Welfare Council, when appointed, should be responsible for giving advice in matters of social service policy to the City Council, for community interpretation, and for the discharge of the appeal function in connection with civic welfare administration. Its functions should be planned to complement the work of the City Council Committee on Health and Welfare.

Co-ordination of Assistance Administration

9. That the city approach the Provincial Authorities with a view to co-ordinating the administration of all assistance programs in the city of Halifax.

Services for Special Needs

10. That immediate steps be taken by the city to improve the existing facilities for dealing with the problem of juvenile delinquency.

11. That the city develop special facilities for the care of the needy, aged in an old folks' home, and that aged persons now in the City Home be transferred to the new institution.

12. That the city co-operate with other Nova Scotia municipalities in urging upon the Province the assumption of full responsibility for care of the mentally ill, and for other groups requiring specialized institutional care.

13. That the consideration of this problem with Provincial Authorities be made the occasion for a comprehensive review of the distribution of financial and administrative responsibility for social services between provincials and local authorities.

14. That the City of Halifax take steps to develop co-operation with other Canadian Civic and Provincial Authorities in urging upon the National Government the necessity for immediate planning to meet the social service needs of the non-resident population. That the problem of legal settlement, in so far as it related only to Halifax people legally residents of other parts of Nova Scotia, be brought to the attention of the Provincial Authorities with the request that definite action be taken to meet anticipated large-scale needs for which present provision is unsuitable.

15. That the necessity for action in the matter of penal reform be urged upon senior governments by the City Authorities.

Metropolitan Planning

16. That the City take active steps to develop a basis of co-operation with other governmental authorities in "Greater Halifax" with a view to planning welfare services for the whole Metropolitan Area.

Abolition of the Halifax City Home

17. That the Halifax City Home be abolished, temporary provision to be made on an emergency basis only for those of its inmates who could not live on a public assistance allowance, in the community.

Social Service Planning

18. That vigorous steps be taken to promote public knowledge of, and community responsibility for a constructive program of social services, adequate to meet the needs of the people of Halifax.

Conclusion

Recommendations made in this study have indicated the extent and variety of measures which should be developed if the social service needs of the people of Halifax are to be adequately provided for.

The necessity for constructive planning of social services based on sound economic and social principles, and for implementing these plans through efficient local administration and co-operation with other governments, is part of the fundamental problems of guaranteeing a minimum standard of welfare to all the members of the community. Sharing in the solution of this problem is one of the most important functions of City Government in these days, when social security has become a central motive in our national life.

Full employment, social insurance and social assistance constitute the nation's defences in the fight to guarantee freedom from want. The development of a modern program of social services in Halifax is essential if the City is to fulfill its responsibilities to its people in the years that will follow the war.

APPENDIX B

HALIFAX COUNCIL OF SOCIAL AGENCIES

REPORT TO THE CIVIC PLANNING COMMISSION

In presenting this report to the Civic Planning Commission the Halifax Council of Social Agencies would like to point out the differences between the public and the private or voluntary social or health agency. The public agencies are those supported by taxes, whether municipal, provincial or federal.

The private agencies are supported by the voluntary contributions of the community whether through the Community Fund or in any other way. A few of the private social or health agencies also receive a grant from public funds for certain specific services rendered the community. The private social or health agency is also distinguished by its method of administration through a Board of responsible citizens who decide on the policies, hire the staff, and have general supervision over the work of the agency.

The public social agencies have grown rapidly of recent years partly because of the depression when private funds could not take care of the millions of unemployed, and partly because of the many newly established public social services such as - public health departments, Mothers' Allowances, Unemployment Insurance, Old Age Pensions, Pensions for the Blind etc.

The growth of the public agency has not done away with the necessity for the private social agency or health agency. This is especially so in a democracy where the expression of the individual and the community will is a part of our way of life.

The private social agency does what the public agency cannot because of the limitations imposed on its activities by statute, and because of the very size of its machinery. The private agency fills in the gaps (and there are many), does the pioneering in new fields of social work, carries on the experiments in new methods of social work, educates the public on all phases of social welfare, and gives the individual touch to "service" in a way the larger agency can never quite accomplish. In helping to solve the most difficult problems, especially "personality" difficulties, the private agency with its greater flexibility, seems to be more successful. It also gives a chance for the personal expression of the philanthropic instincts of many people in our community.

The greatest authorities on social welfare feel that private social and health work will still exist, and will be needed, no matter how many public social services we have. One type complements the other, and each helps to make a total welfare programme for our community.

We have endeavoured to show on this sheet to which group the different agencies mentioned in this report belong. Many activities can be carried on under the auspices of either public or private agencies.

<u>Private</u>	<u>Belonging to Either</u>	<u>Public</u>
The Children's Aid	Nursery Schools	Kindergartens
Two Infants' Homes	Visiting Housekeeper Service	Nursery Schools
Two Orphanages	Medical Social Work	Visiting Teacher
Council Social Agencies	Convalescent Home	Vocational School
The Day Nursery	Home for Chronically Ill	Domestic Relations Court
Halifax Welfare Bureau	Playgrounds	Juvenile Court
Y. M. C. A.	Adult Education Programmes	Parole
Y. W. C. A.		Forestry Camp
Sisters of Service		Public Department of Welfare
Catholic Boys' Club		Law of Settlement
Nursery Schools		Care of the Aged
Nurses in Industry		Care of the Low-Grade Feeble Minded
Inexpensive Meals and Accommodation		School Lunches
Camps		Laws of Sanitation
		Psychiatric Ward
		City Dept. of Recreation
		School Buildings
		The Public Library

In preparing a report of social welfare needs in the post war period in Halifax, the Council of Social Agencies has found there are many services which are lacking, and others which need to be expanded. Most of the problems listed have been discussed by various groups of the Council of Social Agencies over a period of several years. It is not possible to give in detail all the reasons why our welfare services need to be expanded, but we have tried to make clear the necessity for these increased facilities.

The Council of Social Agencies has approached the whole question from the point of view of the privately financed social or health agencies, but these are so closely bound up with the tax-supported agencies, that it is not possible to plan for the future without including recommendations concerning both at the same time.

The report is a compilation of the recommendations presented by the four Divisions of the Council of Social Agencies. These Divisions are; A. Child Welfare; B. Dependency and Delinquency; C. Health; and D. Recreation.

Housing

A report on housing, as it affects the health and welfare of the population, has already been sent to the Civic Planning Commission by the Council of Social Agencies. All four Divisions of the Council have mentioned the necessity for slum clearance and for the provision of better homes, but these recommendations have not been included because of the former report.

Child Welfare

Social work with children needs expansion in Halifax. At present facilities are far from adequate.

The Children's Aid Society

Needs.

- A. An increased staff of social workers and of clerical workers. There is a marked discrepancy in the size of the staff of this agency in Halifax and in other Canadian cities. In places such as Hamilton, Ottawa, London, Victoria, etc., the size of the staff varies from $9\frac{1}{2}$ to 34 . In Halifax the staff consists of $3\frac{1}{2}$ persons.
- B. Enlarged boarding home service. This branch of the work of the Children's Aid Society has been seriously affected by the overcrowded conditions in the city, and by the lack of staff to take care of this service.

- C. A fund is needed to cover maintenance of emergency voluntary cases. Such a fund should not be confused with placement of children because of the need for relief or because of eviction, but for those cases which are due to illness or death of the mother or person caring for the children.

Unmarried Mothers

The unmarried mother presents a problem which needs to be given more attention in our province. Non-resident unmarried mothers should be encouraged to return to their own provinces, rather than to be a charge on the City of Halifax. Before their return, arrangements should be made with social agencies in their own province for their care.

Social Needs in Child Education

- (a) There should be a kindergarten in every elementary school.
- (b) There should be nursery schools attached to our elementary schools where advisable.
- (c) Day nursery facilities should be more adequate, and open all the year round.
- (d) The Visiting Teacher. The Halifax School System would be helped by the inclusion of a visiting teacher on the staff. This teacher would spend her time visiting the homes of children who have been absent, those who are truants, or those presenting problems in the class room. Such teachers have proved of the greatest value in other cities, and of help to the attendance officer. All our modern school systems include this type of teacher. We would recommend the appointment of a visiting teacher in Halifax.
- (e) A Vocational School. The Committee is heartily in favour of a Vocational School, and would urge that such be established as soon as possible. The arguments for supplying training to children whose abilities are not essentially academic are too well known to need repetition.
- (f) A Children's Library. Not only should there be a modern library in Halifax, but this library should include a good children's section. This forms an important part of any child's education.

Domestic Relations Court

A court of this type would do a great deal towards helping in situations where there is unhappiness in the home. In cities where there are such courts, many cases that might lead to separation of husband and wife, or even of desertion, are prevented. We would recommend such a Court for Halifax, with a staff of trained social workers.

DelinquencyJuvenile

A. The Juvenile Court. The functioning of the Juvenile Court concerns very closely many of the social agencies of the community, and also the welfare of a great many of our children. It is obvious to everybody that our Court is seriously understaffed.

The Halifax Juvenile Court has more work than all the other Juvenile Courts in Nova Scotia combined. In Saint John there is a Judge, two Probation Officers (a man and a woman), a stenographer and extra stenographic help when necessary. In contrast to this, in Halifax we have only a Judge, and one Probation Officer. There is no stenographer.

It is apparent that this staff cannot possibly cope with the work required of it. If papers and records are completed, the probation work has to be neglected; if the probation work is attended to, the records remain unwritten.

The Canadian Welfare Council, our highest Canadian authority on social welfare matters, has stated that a Juvenile Court in Halifax should have a staff consisting of a Judge, one woman and two men Probation Officers (all skilled in social work), a clerk and one or two stenographers.

In all modern Juvenile Courts probation work is the essential function. Children are not committed to an institution until other methods have failed. Unless the Probation Officers have time to do their own work, and unless the Judge has proper records available for study, the functioning of the Court cannot be adequate.

The work of other social agencies in Halifax is being impeded because the Juvenile Court cannot function properly. We would recommend a staff consisting of a Judge, three Probation Officers, (two men and one woman), a clerk, a stenographer, with extra stenographic assistance when necessary. This increase in the staff of the Juvenile Court is one of the essential expansions of social welfare in Halifax.

B. A Juvenile Court Detention Home We would also recommend that the question of an observation and detention home for the use of the Juvenile Court be studied, with the object of deciding whether or not such a place is necessary, or if some other arrangements might be made for the temporary care of children.

C. The Curfew Law. There should be some method of keeping children off the streets in the evening. At present, many complaints, especially of girls as young as 11 or 12, who are wandering around after dark, are being received. We believe that 7:30 o'clock is too early an hour for the Curfew. A law that set 8:30 or even 9:00 o'clock would have a much better chance of enforcement. In order to aid in enforcing the law, the Committee would recommend that a bell or siren be used to sound the Curfew Hour.

D. Supervision of Certain Classes of Young People. We believe there is urgent need of more adequate supervision of certain classes of young people who have been receiving institutional care. This would refer to the Interprovincial Home for Women and to certain of our institutions. Without sufficient supervision following release, the boy or girl may get into further difficulties. We would recommend some expanded plan of supervision.

Adult Delinquency

A. Parole. We believe that a great deal of study should be given to the question of parole. There are undoubtedly many people now in prison who would be helped to become better citizens if there were some type of parole system, properly enforced. In many cases, the family suffers, the man learns nothing, and becomes embittered and unable to adjust to normal life when finally released. Parole is suited only to certain types of crimes, but has frequently proved highly successful.

B. A Forestry Camp. At the same time we believe that further consideration should be given to establishing a camp for boy offenders. Forestry Camps have shown good results in the case of young offenders, who should not be placed with older, hardened men prisoners.

DEPENDENCY

A. A Public Department of Welfare. The Council of Social Agencies has urged again and again the development of a Public Welfare Department for the City. Although the allocation of \$5,000 for certain cases of need has proved of some assistance, yet there are still many problems which remain untouched. Many of these are not cases of relief. We are including here an outline of the Brief as submitted to the City by the Council of Social Agencies last year, and would press urgently for the immediate development of a Public Department of Welfare.

Outline of Brief

A. Organization of Department:

1. The Welfare Division of the Department of Public Health and Welfare should have its own administrator.
2. This administrator should be a trained and experienced social worker with executive ability.
3. Only a well-equipped person can command the respect of the community, and contribute effectively to the development of the Department.
4. The administrator should be assisted by an adequate number of well trained and experienced social workers.

It is not necessary to point out that social workers will save the Department money, and will also assure the best service to those who are in need of it. All modern City Welfare Departments have trained social workers on their Staffs. They are just as necessary as are the trained nurses for the Public Health Department.

5. The Welfare Division should have the same importance as the Health Division and should be in no way subordinate to it.

B. Functions of the Department of Welfare.

- I. Indigency.
 1. Relief of Indigency. This will include the unemployables, families of prisoners, certain cases of illness, the handicapped, released prisoners, the transient, cases of desertion, etc.
 2. Quarantine. When the breadwinner is prevented from working.
 3. Charity Burials.
 4. Prisoners' Aid.

II. Institutional Care.

1. Admission to the City Home.
2. Some supervision over the City Prison.

III. Checking of Cases Which Impose Charges on the Municipality.

Those which are decided on the basis of settlement.

IV. Other Work Which Might be Developed.

1. A City Mental Health Clinic.
2. Legal Aid.
3. If a City Recreation Department is not set up, some forms of recreation might come under this Department.

C. Co-Ordination of the Department With the Established Private Social Agencies.

Both tax-supported and privately financed agencies are needed. The City Department and the private agencies should have clearly defined agreements as to the work of each one. They should review doubtful cases. Frequent consultation would be necessary.

D. Constitution of a Committee or Board for the Department.

1. The Board is an important feature of the Department.
2. It should consist of members appointed partly from the City Council and partly from representative citizens. A fixed number should retire each year.
3. The personnel should be carefully selected and should be non-partisan.
4. All matters of policy should be dealt with by this Board.
5. It should meet regularly once a month.

The Halifax Welfare Bureau

In our city, the Halifax Welfare Bureau is the agency which deals with family problems. Some of its main functions are the giving of advice, counselling with those who have family difficulties, helping with budgets, and with problems of homemaking. With demobilization and the need to help ex-service men and women to become adjusted to civilian life, the work of the Bureau will increase greatly. Added problems will be those presented by some of our British War Brides, the extra help requested by new Government Departments, and the difficulties of our restless and maladjusted young people.

In cities of a size comparable to Halifax, such as Victoria, London, Ottawa and Hamilton, the staffs of the "family society" range from 6 to 11. In Halifax we have a staff of 4 $\frac{1}{2}$. Consequently we believe that there is a great need for a larger staff and an increased budget for the Halifax Welfare Bureau.

Visiting Housekeeper Service

The time will soon come when there will be a need for a Visiting Housekeeper service in Halifax. This concerns the provision of women who may help to instruct mothers in homemaking methods, or who may be available for temporarily taking over the duties of a home when the mother is ill. The possibilities of combining some such service with that of the Victorian Order of Nurses, with the City Department of Welfare, with the Halifax Welfare Bureau, with the Nurses' Registry, or with a community centre, should be studied.

The Law of Settlement

Halifax along with other Canadian municipalities, the Province, and the Dominion Government, should study the question of legal settlement. This will be especially urgent if we have a period of unemployment following the War. Every War centre will have many families and individuals without legal settlement, or with settlement difficult to determine. A uniform Settlement Law for all nine Provinces is an essential point in our Canadian Welfare Programme.

HEALTH

Although public health conditions have greatly improved in Halifax during the last few years, there is still need for expansion of some of the present facilities, and for the development of certain new services. The same can be said for privately financed health work.

The City Council and the Department of Public Health and Welfare are to be commended for the advances which have been made, and for having followed so many of the recommendations of the Rockefeller Report. We hope that later other suggestions of the Rockefeller experts will be implemented.

The Council of Social Agencies is glad to learn that Dartmouth and other sections of the County are asking the Rockefeller Foundation to make a report of public health conditions outside the city limits. This may be of service to the city as well as to nearby districts.

1. Medical Social Work

There is a definite need for Social Service Departments in all hospitals, including the Tuberculosis Hospital, the Nova Scotia Hospital at Dartmouth, and other institutions supported by the community. No hospital is complete without a medical social worker.

Such a worker forms the link between the patient and his home. Many patients will be enabled to leave hospital earlier, if a social worker is there to make arrangements at home. This will free hospital beds more quickly for acutely ill persons. The psychological effect on the patient, in leaving the hospital more quickly, is also an important factor. There will likewise be fewer patients returning with a recurrence of disease. Often the work of months can be undone in a few weeks by families who cannot understand the patient's condition. Social workers are equally needed in clinics.

It is urged that the new Victoria General Hospital should include a social service department among its facilities for dealing with sickness.

2. Convalescent Care

Convalescent care should be given its proper recognition and importance in the post-war community health programme. Convalescence is the period between the acute stage of illness and the stage of complete restoration to normal health. Patients who have reached the convalescent period of illness should be removed from the hospital to an establishment offering its own special facilities - for acute sickness and convalescence are two distinct phases of illness, each requiring a different type of care. The intense and grave atmosphere of a hospital is not the atmosphere for the convalescent who requires encouragement and understanding.

Illness is a major stress in life's experience and gives rise to emotional disturbances. The staff for a convalescent home needs to give first thought to the role of the emotions, and should, therefore, be selected on the basis of its training, experience and aptitude for the understanding of the body-mind relationships.

Hospitals today have a large number of their beds occupied by convalescents. Because of this, many patients who are acutely ill cannot be admitted; and to meet this need, communities are constantly building additional sections to their hospitals. For the sake of the seriously ill, hospitals must maintain their expensive departments, geared to the care and the treatment of these patients. The skilled staff of surgeons and physicians, technicians and nurses and the costly equipment of a modern hospital is not needed by the convalescent. Therefore, the practice of housing the convalescent with the acutely ill is unsound economically. It has been estimated that the cost of constructing and of operating a convalescent home is about half the cost of constructing and operating a hospital.

We see the following advantages in the erection of a convalescent home:

The hospital will benefit in that the overcrowding will be eased and there will be less requirement to build added sections.

The patient in a convalescent home will benefit by his more rapid restoration to health.

The cost to the patient in a convalescent home will be less than it is at present in the hospital.

The patient will not be sent home, as now, before his complete recovery.

The patient will be in an establishment that will be able to offer him the proper full care as to diet, physical, occupational, recreational and psycho therapy.

The Community will benefit by having the money voted for the support of hospitals used for the purpose for which it was intended. An economic advantage will also accrue in the prevention of a patient's having a relapse because of returning to active work too soon.

Convalescent care should be provided for the same economic groups for which hospital care is provided. Children should be placed apart from adults. Consideration should also be given to persons who are showing signs of breaking down, from excessive work and mental strain, or for some other reason.

Provision should be made also for a social service department for the purpose of determining whether there are personal problems that will affect recovery. Contact should be made with the home of the patient upon his entry, in order that gains will not be lost by a return to untenable situations.

3. Care of the Chronically Ill These persons have not received the needed attention in Halifax. An institution for such cases should only be available for those who cannot be cared for at home. It should not be too far from hospital, in case acute conditions might arise. A sliding scale of charges is suggested according to the means of the patient. Free care would be given to those who cannot pay. Such an institution would also release beds more quickly for acute cases in the hospitals. It is suggested that such an institution be given a cheerful name, excluding any reference to "incurable" or "chronic illness".

4. Care of the Aged In institutions for the aged, we would recommend that certain quarters be provided for elderly couples, so that they need not be separated. The aged should not be housed in the same quarters as the chronically ill, the mildly insane, and the feeble-minded. Institutions for the aged would serve their purpose better if the terms "aged" or "old" were not included in their names.

5. Care of the Low-Grade Feebleminded. These persons, whether an adult or a child, should not be placed in the same quarters as the aged, the chronically ill, or the mildly insane.

There should be an institution for them where they would receive adequate care, and any training that is feasible. Since this will probably be an expensive type of care, it would seem advisable to study the possibility of erecting one institution for the three Maritime Provinces. We have examples of such co-operation in the Maritime Home for Girls, and the Inter-provincial Home for Women.

6. Health in Industry

We would recommend that all industrial firms having over seventy-five employees should employ a Public Health Nurse with industrial training. Such a nurse can do much to improve the health of the employees.

7. School Lunches

We endorse the effort being made to introduce good lunches in both elementary and high schools, wherever needed. The children should pay for them when possible, but they ought to be wholly free or at a low cost when the child's family is in receipt of a low income. Milk bars, where milk, tomato juice, and fruit juices are sold at recess are aids to good health, and are easily set up.

8. Inexpensive Food and Accommodation

In Halifax there should be some provision for wholesome, inexpensive meals for young men and women who are earning moderate or low wages. Connected with this, is the whole question of the provision of inexpensive rooming places for these young people. We would suggest that some study be given to our existing institutions which provide rooms with a view to expansion, if funds are procurable. Many of our young people at the present day not only have unsatisfactory living quarters, but are not being adequately fed due to lack of facilities of this nature in Halifax. These conditions may take a heavy toll in the future, in ill health or acute sickness.

9. Sanitation. We recommend the efforts being made by the Department of Public Health to supervise restaurants and all places where food is handled. We would also recommend that those working in restaurants, hotels and places where food is handled should have physical examinations. There should be more strict enforcement of the Sanitary Laws in relation to the public schools.

10. Sanitation in Places Where People are Employed. We would also recommend more strict enforcement of sanitary laws relating to conditions of lavatories, hallways, offices and other places where men and women are employed. Attention to adequate lighting, heating, ventilation and equipment is also needed. This enforcement should also apply to all buildings, public and private.

11. The Provision of a Psychiatric Ward in the new Victoria General Hospital

This would be for the study and treatment of incipient mental conditions. Such a service is recognized as essential in all modern general hospitals. Without it the work of our local Mental Health Clinic, is much retarded. In terms of hospital costs and of human well-being, this service would pay big dividends.

We would also recommend that all facilities for psychiatric cases be broadened. There may be some danger that a psychiatric ward would be overcrowded by people from other parts of the Province, just as the surgical wards used to be, unless some system of admission were worked out. We hope the day will come when all the local hospitals in Nova Scotia will have some facilities for dealing with psychiatric cases.

RECREATION

In any city recreation as provided by private social agencies is bound up with that under the auspices of public departments; one complements the other. No discussion of recreation, and no planning for the future can be undertaken without including both at the same time. More and more recreation is becoming a municipal responsibility.

This short report on recreation in Halifax from the point of view of the private social agencies, must necessarily include certain suggestions and recommendations on the question of expanded public recreation facilities, as well as changes in those of the privately financed groups.

1. Co-ordination.

In studying the recreation situation in Halifax, the problem that strikes one most forcibly is the necessity for co-ordination of the many existing facilities in the public field, and the provision of some central directing force.

Last summer the Council of Social Agencies sent a resolution to the City Council as follows:

Whereas

the following groups are providing recreation and play areas for the City: the School Board, the Halifax Playgrounds Commission, the Recreational Committee of the Board of Works, the Point Pleasant Park Commission, the Fleming Park Commission, the Gardens Committee etc;

And whereas

there is inevitable overlapping in the carrying out of the various activities;

Be it resolved:

that we, the Recreation Division of the Council of Social Agencies recommend that the City of Halifax combine these as they relate to recreation into a new Commission, to be called the Parks and Playgrounds Commission, with representatives from each group, responsible to City Council, to carry out an all year round programme of supervised recreation for children and adults, as well as park development and maintenance, and with power to appoint a full-time qualified director for this programme.

Note: at present we would prefer to change the title of the Department to "Parks and Recreation Commission", as being more suited to a year round programme.

The Director

We wish to point out the importance of the full-time Director of Recreation. The need for co-ordination of the work, of leadership, and of supervision are of the most vital importance to a city recreation programme. The Director should be a fully qualified person, well trained and experienced. Another phase to be emphasized would be the question of an all-year-round programme. Children need leisure time occupations in winter as well as in summer.

In our climate it is especially necessary to give consideration to indoor recreation. Frequently there are periods in the winter when there is no outdoor skating or coasting. In the summer we have more rainy days than do many parts of Canada. Part of the recreation programme might be carried out in the school buildings in winter. In summer some use might be made of the school buildings also, but there should also be more field houses at the playgrounds to make possible an indoor programme on rainy days.

The Recreation Programme should be co-ordinated with the Physical Fitness Programme, and there should be close co-operation between the Physical Education Supervisor and the Director of Recreation. Co-ordination with the Provincial Physical Fitness Department is also necessary.

The whole question of Playgrounds depends on the future plans for the development of Halifax. Certain areas are desperately in need of Playgrounds today. If there is to be some plan of slum clearance and rehousing, it is possible that the playgrounds of the future will be in slightly different places. In any case, no matter what the future plans are, more playgrounds are needed. We shall first outline the areas most in need of play spaces at present; then we shall discuss the placing of playgrounds from the point of view of the expert. Each recommendation could easily be followed in any re-grouping of our city's residential, industrial and business sections.

There is great necessity for sufficient playground space in our "blighted" areas. The worst of these are as follows:

- (a) the section bounded by Sackville, Brunswick, Jacob and Argyle Streets;
- (b) parts of Maynard and Creighton Streets (especially between Gerrish and Charles Streets);
- (c) Upper Water Street from Jacob to Cornwallis Street is generally considered very bad. Also parts of George and Prince Streets. All of Water and adjoining streets are undesirable from the point of view of living quarters and of recreational facilities;
- (d) Brunswick Street and Lane, Cornwallis Street (lower part), and Cornwallis Lane are bad in every sense;
- (e) the south end of Barrington Street with adjoining streets has no place for children to play, nor are they near any playgrounds;

In practically all of these blighted areas there are no playgrounds near enough to serve small children. Children under 13 or 14 should not be travelling long distances to reach playgrounds. The dangers surrounding traffic are too great.

We would like to quote some figures and general information from recreation authorities:

- (a) there should be playgrounds within a half mile of every home in a city, and even nearer in the case of very young children. Playgrounds should not be along heavily trafficked streets or near railways.
- (b) Playlots of 1,500 to 5,000 square feet may be used for pre-school children. Such lots are usually placed in the centre of large blocks. They should be surrounded by a low hedge or fence. Children should not have to cross busy streets to reach the "lot".

(c) Neighbourhood Playgrounds. These are especially for children from 6 to 15 (inclusive). This should be the most common type of municipal play area. These are usually from three to seven acres. It is desirable to have such playgrounds near the elementary schools. Certain school grounds might be adapted to this use. The school building can then serve as a shelter and a recreation place in bad weather.

This playground should be within a quarter mile of all the children making use of it. A planned programme of levelling and asphaltting all school grounds should be projected immediately. The planting of shrubs and trees should be included.

(d) The Play Field. This provides varied forms of recreation for young people and adults, although one section is usually developed as a children's playground. From ten to twelve acres are required for the playfield. One playfield should be within a mile of every home in the city. Many of the facilities can be used for the junior and senior high school physical education and sports programme.

In general a playfield serves an area comprising four or five neighbourhood playgrounds. In Halifax such playfields might be developed, or are already partly developed on the Commons and at the Larry O'Connell Field on Chebucto Road. The possibilities of the former Wanderers' Grounds as such a playfield either public or under the auspices of some private group, should be considered by those who are doing the planning.

(e) The large "Recreation Park". This area would be intended to provide the city dwellers with a chance to get into contact with nature. One hundred to three hundred acres seems to be the ideal for such a park. Halifax is fortunate in having two such areas: Point Pleasant Park and Fleming Park. We would strongly urge the acquisition of the MacLeod Property also. Certain developments of these parks is desirable - easier methods of transportation, sections set aside for games, picnic facilities, including running water and outdoor fireplaces, increased facilities for swimming and dancing.

Special Recreation Spaces.

Swimming. The Horseshoe Pool might be extended; better facilities at Point Pleasant Park are urgently needed. If Fleming Park is extended, swimming equipment should also be considered. Possibly there might be some suitable space in the Harbour near the Narrows. We feel that greater use should be made of our wonderful natural advantages in Halifax. Included might be some public facilities for boating and canoeing.

Golf. A municipal golf course, where a round of golf can be played for a nominal fee, has been provided in most cities. This may be either a 9 or an 18 hole course.

Tennis. There would be courts at some of the playgrounds, playing fields or parks.

A Stadium. The athletic stadium for sports is intended primarily for highly organized games and sports. Here again the possibility of the Wanderers' Grounds might be considered. Parking facilities for park areas, the golf course, and the stadium must not be forgotten.

Programme for the Playgrounds. Even those playgrounds we now have in Halifax are not being used to maximum capacity. Weather permitting, this committee would urge that they be opened after school and during the evenings from the first of June to the end of September. They should also be available in the evening hours during July and August.

Supervision and Leadership. are of vital importance to any playground system. Those directing the playgrounds should have a knowledge of recreation principles, and all employees should have attended some form of a training course. If there is a director, he can arrange such a course; failing that, some of our local private recreation agencies have agreed to plan for some training of playground supervisors.

Closely related to trained supervision is the matter of a planned programme. Equipment alone is not enough. A carefully arranged programme with different activities at each hour of the day is essential for well-run playgrounds. With a planned programme, fewer supervisors are necessary. Programmes should include swimming (where possible), organized sport, games, handicrafts, music, dramatics, art, folk dancing, etc.

The School Buildings. Modern cities are not allowing their schools to remain idle after school hours. They can be used to provide many recreational opportunities, and much can be done with simple equipment. Even with our present school facilities a great deal can be accomplished. Bloomfield School is an example of what can be done in an "after school" programme. Some of the teachers might take part in this effort.

Because the recreation functions of the School Board would be handed over to the Department of Parks and Recreation, it might be possible to arrange for certain teachers to assist with clubs in the School after the school day is over. These teachers would need instruction in recreation methods and principles.

All our new schools should have an auditorium, a gymnasium and adequate play space around each school. The Queen Elizabeth High School we hope will soon have a gymnasium and auditorium. This was urged by many groups, including the Council of Social Agencies when the school was built, but costs were too high at that time.

Among the recommendations made was one suggestion that the gymnasium be big enough to allow for spectators; that provision be made for more showers; and that the auditorium accommodate 1500 people. This would be a community asset for lectures, concerts, dramatics and meetings.

Community Centres. In Halifax there is a place for one or more additional Community Centres. These might be under public or private auspices. They could be an expansion of some of our existing agencies, or they could be combined with some of the playground facilities which have already been discussed.

Those we have may be listed as follows: the Y. M. C. A., the Y. W. C. A., Catholic Boys' Club, Sisters of Service, Brunswick Street United Church, Jost Mission, North End City Mission, St. Paul's Mission, Some of these could scarcely be called centres, but all have some community recreation features. It would seem to be possible to extend most of them, although it might not be advisable to do so, because of proposed changes in the city.

At present, recreation in Halifax is too concentrated, and is not sufficiently spread over the crowded areas of our city. It is possible that some of the agencies might either build or rent a building for a branch centre, or make use of existing rooms or buildings. Some decentralization of work by forming clubs in private buildings or schools has already been carried out by the Young Mens' Christian Association and the Young Womens' Christian Association. There is talk of building a new Y. M. C. A.; that might help to solve some of these problems if it were erected in a new location. The Catholic Boys' Club too, might consider the feasibility of establishing branches in the more crowded sections of the city.

The Council would also support the expansion of the Boy Scouts, the Girl Guides, the C. G. I. T., the Tuxis, and all recreation work undertaken by the churches. Any well-planned work is of help in providing for the recreation needs of our city.

Vacation Bible Schools. Encouragement should be given to churches or others to hold these schools during the summer months. The six conducted last summer were very successful. The "Stay-at-Home Camp" of the Y. W. C. A. was equally successful.

Unattached Clubs. Reference should be made to clubs which are springing up under no organized group. Some of these may fill a real need, but there are certain dangers inherent in such efforts which are not under the supervision of people skilled in sound methods of recreation. If there were more "planned" recreation for the city, these groups would not be needed.

In Halifax both the older teen age and the adult groups have not had sufficient opportunity for recreation. We believe that special attention should be given to them. Possibly some of the effort that has gone into providing recreation for the "Services" might be directed to this field following the War.

Adult Education. Inseparable from a comprehensive recreational programme is the type of activity known as "adult education". The facilities used in such a programme are identical with those of the average recreational programme. For instance, the "lighted" schoolhouse would be invaluable, particularly if the schools possessed auditoriums and rooms that could be used as club rooms; community centres would be equally valuable. Other useful facilities would be radios, gramophones, movie projectors and equipment for art, photography and poster displays.

Many private agencies are already active on the field of adult education; where their facilities could be improved, undoubtedly their programmes would develop. A few experiments have been tried by public agencies, the Citizens' Radio Forum might be cited as one effort, although many of the groups are privately sponsored. The Nova Scotia Department of Education also has many facilities for groups, such as films, film-strips, books, etc. The Physical Fitness Administration in other Provinces is active in this field with Forums, Study Groups, etc. There is a great need for expanding this type of programme in our community. It is a key activity in building public opinion and many other community enterprises would result from a comprehensive, unified adult education programme. This programme might be unified under an adult education council which should contain both private and public agency representatives, and should also be related to the City Recreational Director.

A Public Library. This is probably the most important single tool for building an adult education programme. This is a necessity in a modern city. We would give the fullest support to the establishment of an adequate modern Library in Halifax. As a first war project, from the point of view of recreation, consideration should be given to the building of a Library. This should be established entirely for the circulation of books, with the possible addition of an Art Gallery and a small auditorium. Small rooms available for discussion groups are also a necessity. The Library should be separate and should not be combined with a large recreation centre. The functions of a library are separate and distinct, and cannot be combined with a number of other activities. Some of our agencies believe this would make a suitable War Memorial; all of them feel it is a necessity.

Camps.

In Halifax there are probably 7,000 children between the ages of 12 and 16. At least an equal number would be from 5 to 12. Our existing camping facilities cannot possibly give an opportunity to all these children for even a ten day period at camp. From our survey, it seems probable that approximately 1496 children are taken to camps in normal years, when Rainbow Haven and Camp Sunshine are open. That would leave over 10,000 with no opportunity to go to camp. In normal years about 675 go to free camps. Most of these camps are not used to capacity. If all extended their seasons at both ends, several hundred more would be accommodated. In addition to extending the season, the camps themselves might be expanded.

In order to care for all the children tremendously expanded facilities will be needed, and this will be very costly. We believe such plans can only be carried out with Government sponsorship. This might be part of the Dominion and Provincial Governments "Physical Fitness Programme".

If camps are to be expanded, there should be some regulations governing the placing of camps, sanitation, construction, etc. This would have to be Provincial for most camps are placed outside the city limits.

Recreation Buildings of the Army, the Navy and the Airforce.

Attention of the Civic Planning Commission and of the City should be called to the possibilities of acquiring certain of the buildings and of the equipment which now belongs to the three "services", both men's and women's divisions. The buildings may not all be accessible, but there are several good recreation halls, gymnasias and canteens which possibly might be used in a city-wide recreation programme. It should be feasible to make these facilities available to either public or private social agencies at the salvage value of the equipment concerned. Possibilities for the future use of wartime hostels and recreation centres now controlled by private agencies, should also be studied.

APPENDIX C

A LIBRARY PLAN FOR HALIFAX

Prepared by Nora Bateson, Librarian,

March 23rd., 1944.

PRESENT PROVISION IN HALIFAX.

A comparison of the amount of money spent per capita in Halifax on libraries with that spent in other cities of similar size in Canada is of interest:

Inter-City Comparison of Public Libraries

	Population 1931	Circulation of books per capita	Registered Borrowers % of pop.	Local approp- riation per capita
Halifax, N. S.	59,275	1.2	5.2	.09
London, Ont.	71,148	7.5	36.8	.58
Regina, Sask.	53,354	7.6	59.3	.76
Saskatoon, Sask.	41,734	8.7	33.2	.79
Victoria, B.C.	44,974	8.4	46.2	.74

As the financial support of the Halifax library compares unfavourably with that of the other cities listed, it is natural that the number of books circulated and the number of people who use the library will be much lower too. Halifax has none of the essentials of library service, neither an up-to-date comprehensive book collection, trained staff, nor suitable accommodation. The fact that the people of Charlottetown, P. E. I. with a population one-fifth that of Halifax read more books from their public library in a year than the people of Halifax shows what Halifax is missing owing to the lack of a properly financed, suitably housed library run on up-to-date lines.

If library service is a frill and a luxury the lack of it in Halifax would be only regrettable. If it is a fundamental need for the building up of an informed intelligent citizenry, then Halifax is very seriously handicapped.

PURPOSES AND VALUES OF LIBRARY SERVICE

Libraries and Rehabilitation

In Great Britain the McColvin proposals for post-war reorganization of libraries have aroused the greatest interest. McColvin states that "The post-war period will present grave problems. If the opportunities are not to be lost, as many of them were after the last war, the utmost vision and foresight is demanded....Libraries will be necessary elements in the reconstruction of most other things: people will need, more than ever, the services libraries can give".

What are these indispensable services which libraries have to offer in the area of "reconstruction"? To take only the matters of Housing, Health Plans, Social Security Measures, Town Planning, and other practical issues of the moment; in all these fields experiments have been made. There have been mistakes and achievements in this country, in the United States, in New Zealand and in many European countries. The records of these experiences are to be found in books, magazines, pamphlets, and a good library service would place these at the disposal of all citizens. Under our Democratic form of Government, it is assumed that those who vote will be intelligent and informed on public affairs. The newspaper, the film and the radio stimulate interest but there is need in any community for unbiased, complete and up-to-date information on all matters of public concern. The library can fill that need.

Individual Rehabilitation

The library is a place too where workers of all kinds can be helped in their daily problems. Books on diesel engines, automobiles, carpentry, electricity, sign-painting, books on domestic problems, nutrition, the care of children and a thousand other practical matters form as it were the basement of a library's service. Trade unions, business and other organizations all need at times information which only a library can give.

What this means in human terms is quite strikingly illustrated in the lives of the great American inventors. Henry Ford haunted the Detroit Library day and night enlarging his knowledge of engines and searching for the solution to his queer ideas of a self-motive power for buggies. It was there he ran across "The English Mechanic" which convinced him of the possibility of the internal-combustion engine. It was in the Detroit Public Library that Edison started many of his schemes. The Wright Brothers, interested not in books but in mechanics, read everything in their library on gliders and then developed their own successful idea.

These men were geniuses who changed the very face of our country. But ordinary men who can get hold of information when they need it are helped personally and become more valuable citizens for it. Not the least factor in the rapid spectacular progress of Russia is that she spends on public libraries sums which dwarf those spent on libraries by any other country. Practical technical books are put not only in the libraries but in every factory and plant. They are recognized as essential tools of progress and education.

Rehabilitation of the Whole Man

The utilitarian value of libraries has been stressed because it is often completely lost sight of. Equally important however, is the opportunity which a library offers to all citizens of pursuing their individual tasks and interests. The foundation for these are laid in childhood. Picture books, fairy tales, stories of adventure, books on natural history and practical science, works of literature, stimulate the minds of children and foster their imagination. They become accustomed to go to books for both information and pleasure.

Ten years ago there was installed in Prince Edward Island a complete public library system, including a service to all the children. Teachers of the Prince of Wales College there have remarked on the very noticeable difference this has made in the calibre of students recently entering the College, their enlarged vocabularies and widened interests. Two young sailors from a small village on the Island are constant borrowers from the Canadian Legion War Services Library, being as they said so accustomed to reading that they would be lost without it, and their range of reading is surprising.

No one who has seen the use made of books by men in the Services would question the wisdom of developing this taste in childhood. Those men who have been brought up with books have a resource which not only makes them able to find information when they need it, but also arms them against the tedium and monotony which is too trying a part of Service life.

Young People

While the interests of children have been for years receiving special attention in libraries, the needs of young people are only beginning to be studied. There is an age when children's books are no longer of interest and the limited experience of these young people limits their range of interest in adult reading. Skilful and unobtrusive guidance through careful selection of books, special displays and collections based on the proved preferences of readers of this age are policies in any progressive library today.

Juvenile Delinquency

It is obvious that a good library serving children and young people directs some of their energies into constructive and creative channels. In New York a few years ago, the Children's Court which is concerned with young delinquents, installed a library of carefully selected children's books as part of its programme of treatment and prevention.

Adults

Bread and the ballot box are concerns of great importance but man does not live by those alone and their purpose is to free him to develop and enjoy his faculties and individual tastes. In any community the records of a public library reveal a wealth of unsuspected reading interests likely to turn up in unexpected people. It may be biography and history, and there is no reading better calculated to make a man able to detect the propaganda of shallow ideas so prevalent today than the reading of history. Some find their pleasures in poetry or the great or smaller works of literature, some in astronomy, philosophy or art. The broadcasting of music has sent many to books for a key to the understanding and appreciation of music. This pleasure reading enriches the life of any community in thousands of quiet ways.

Adult Education

The place of the library in any scheme of adult education is vital. Its whole purpose lies there, in serving and stimulating the individual whatever his mental interests and questions may be. This however is a very informal type of adult education. As the term is used today and particularly in the Maritime Provinces it has taken on a special meaning, i. e. the adult study group meeting regularly to investigate some subject through study and discussion, and if the subject is of a practical nature, possibly to decide on some course of action as a result of the discussion. The current "Citizens' Forum" over C. B. C. is an experiment on a national scale to rouse, through group discussion, interest in the urgent problems of the war and post-war period and to point to matters in which local investigation and action might be taken.

In Halifax there are a number of agencies which put on some adult education programmes. The Y.M.C.A., the Co-operative groups, the Christian Youth Federation. One of their problems is always the lack of a suitable and adequate source of book supply. Here a library could give close and valuable co-operation. If its finances permitted it could go much further. There is the greatest need in Halifax of some central organization for adult education. At present such adult education as there is is haphazard and superficial and is felt to be so by everyone who has been concerned with planning programmes. A co-ordinating, planning, central agency could render a valuable service. Dr. Alvin Johnson, the Dean of U.S. Adult Educators, thinks the library is the logical place for this kind of leadership. He says:

"The public library has, as a first requisite of leadership in the adult educational field, control of the supply of books and Books, I may repeat, contain the better part of the essentials of adult education. The public library has built up its scheme of behaviour in relation to a public which, unlike the school population, refuses to submit to compulsion. Adult education can deal only with volunteers. The Public Library, north of Mason and Dixon's line, is remarkably free from censorship, and the real adult despises censorship, doubts that any honest conclusion can be reached where one side is suppressed. The public library, with its numerous branches, is in a position to reach a larger proportion of the population of a city than any other institution except the public schools."

It might be of interest to add that in Prince Edward Island the Adult Education Movement started from the Library and has always worked in the closest connection with it.

LIBRARY ESSENTIALS

To meet the needs sketched above, there are three essentials: adequate book supply, staff and service.

1. Book Supply

The book supply should be sufficient to meet all reasonable demands. It must be carefully selected with an eye to the needs of readers, anticipating their needs and stimulating interest. Many readers do not know they want to read a book until they see it: they often do not even know the book exists.

The selection of books in a library is a job calling for professional skill and wide experience, knowledge not only of books but of their suitability for various types of readers. In the nineteenth century the selection of books was often in the hands of a Library Committee but every public library of any standing today on this continent and in England, leaves the final selection in the hands of the chief librarian. It is one of his most important functions.

II. Staff

Librarianship today is a profession, calling for a university degree and a post-graduate year of library training at some accredited Library School - in Canada, McGill and Toronto. These are the minimum technical qualifications and they are essential. Even more important are broad general sympathies, ability and enthusiasm, a knowledge of books and of people. In a recent survey made of British libraries, the author stated that:

"It can be said without hesitation that there is no good library in the country where a good librarian is not working or has not recently worked. Clearly this is the dominant element for success, without which none of the others can come into operation."

III. Accommodation.

A library must be housed in a building, centrally located on or near the main traffic stream and properly designed, equipped and maintained for the display, arrangement and use of the books. It should be open at convenient hours including evenings.

SUGGESTED PROVISION

Annual Maintenance Cost.

The American Library Association which covers both the United States and Canada has put \$1.00 per capita as the minimum support necessary for good library service. There are many libraries in the States which spend much more than the minimum. In Canada, Toronto puts up nearly \$1.00 per capita and three of the cities listed above with populations comparable to that of Halifax touch .75. Halifax raises .09 per capita.

Taking the probable post-war Halifax population to be about 70,000 and the rate of support .70 per capita, Halifax would need an annual sum of \$49,000.00 for library maintenance. Of this, according to American Library Association standards, 50% would go on salaries; 30% on books and periodicals and 20% for other expenditures. This does not include payments on the building.

Government Assistance for Regional Libraries.

According to the Nova Scotia library legislation passed in 1939 and 1940, Government support is available at the rate of one dollar for every dollar voted locally for the support of a regional library. The regional library in this case would be that of Halifax County, including Dartmouth and the municipality, and if Halifax were ready to start, it is unlikely that Dartmouth and the municipality would hold back. A library for the City of Halifax would well serve as headquarters for the County, and Halifax would then qualify, under the Act, for Government support and the annual maintenance cost would be halved.

Library Building for Halifax.

Cost. The cost of a building to house adequate library service for the City of Halifax would be about \$250,000.00. United States authorities on buildings put the figure for a city of this size at \$5.00 per capita.

A new building built in London, Ontario, (population about the same as Halifax), since the war cost \$278,000.00. This building is generally considered one of the best up-to-date library buildings of its size in Canada. It has separate adult and children's sections, large reading room with open shelves, stacks, work-rooms, small auditorium, etc.

Location The general opinion is strongly in favour of a building in the centre of the town, on the main traffic streets with the leading stores, banks and office buildings. In such a situation the library attracts and serves the greatest possible number of people.

Building In the last few years there have been great improvements in library planning and design and the library building of today is not only a beautiful building but it is designed for effective and economical functioning. A visit to the library buildings of Hamilton and London in Ontario, points the contrast: the Hamilton library built over 40 years ago is an impressive building as seen from the street, but as the Librarian said when showing me around: "I will show you everything that you won't want to have in interior planning". The London building, on the other hand, is planned after the so-called "Open Plan" pattern of the well known Baltimore and Rochester libraries. Its beautiful exterior is matched by careful planning inside.

Not only should the building be centrally located but its main floor, where books are looked at and taken out, should be as nearly as possible at street level. This main floor consists of a large central hall where books are exchanged and displays arranged, and around the walls of which thousands of books on open shelves are available for examination and circulation. Practically all the "live" portion of the book stock is kept here. Part of this floor is given over to the Reference Section with encyclopedias and other reference books. There are tables and seating accommodation for those who wish to work in the library.

Just below this main reading room and connected with it by staircases are the stacks where the less used older books are stored. This placing of the stacks is typical most newer library plans. The books are quickly brought up when needed and no main floor space, always valuable space, is wasted.

The second floor is used for staff and work rooms and these need to be carefully planned to save steps and time.

The children's room may be on the second floor or, if the ground slope makes it feasible, on the ground floor. It usually has a separate entrance.

On the ground floor or second floor would be the headquarters for the County. On the ground floor too would be shipping space, small bindery and storage rooms.

All the furnishings from the floor covering to the acoustical material for the ceiling needs careful consideration and planning. Some of the equipment would have to be purchased from firms specializing in library furniture.

The London Library has in addition to an adult and children's library, an art gallery, an auditorium and several small lecture rooms. These are necessary for any library which is to serve as an adult education centre.

Library as Part of a Community Centre. How many other community activities it is wise to include in the same building as the library is a question likely to arise. Unless there are strong arguments to the contrary, opinion and experience both in the United States and Great Britain is quite strongly against having the library in a building used for other community purposes as well. It has not worked well where it has been tried. It has absorbed time of the library staff for non-library affairs and has brought in crowds of people with noise and confusion detrimental to the idea of the library as a place for quiet individual reading, study and thinking.

Initial Book Stock

Besides the building and annual cost of maintaining the service, there remains to be considered initial book stock. The American Library Association in its published standards, recommends a book collection, for a city of this size, of two books per capita. This is a high figure but a minimum initial book stock of 50,000 volumes would be necessary, costing roughly \$75,000.00. \$10,000.00 of this might be contributed from the Carnegie Grant of \$50,000.00 ear-marked for Nova Scotia and to be used for initial book stock in regional libraries in this Province. This assistance would be forthcoming through the Regional Libraries Commission if Halifax were used as a centre for Halifax County.

Summary of Costs.

Building (exclusive of site)	\$250,000.00
Initial book stock	65,000.00
Annual maintenance (if half cost borne by Government)	24,500.00

APPENDIX D

REPORT OF
POST WAR PLANNING COMMITTEE
BOARD OF SCHOOL COMMISSIONERS
HALIFAX, N. S.

Supplement to Annual Report

1944.

August 21st., 1944.

To The Chairman and Members,
Board School Commissioners,
Halifax, Nova Scotia.

Dear Sir:-

Your Post War Planning Committee begs to submit the following report on its activities since its formation by your Board with suggestions for the improvement and development of the School plant.

The Committee began its work by making a general survey of existing School accommodations with special attention to those sections in which the buildings were unsuitable and where the accommodation is not sufficient for all pupils in the area. Abstract A, attached to this report, gives an outline of the survey together with some suggestions as to future expansions and improvements.

The second meeting of the Committee was held for the special purpose of studying the need and the possibility of a Vocational School. Dr. H. F. Munro, Superintendent of Education, and Dr. F. H. Sexton, Principal of the Technical College, were present by invitation. They each gave the Committee valuable help and suggestions. After a very full discussion of the necessity and value of a Vocational School, your Committee unanimously agreed that such a School was needed to give all our young people an equal chance to fit themselves to become worthwhile citizens of the Community. A resolution was prepared and presented to your Board which has already taken action. Abstract B attached to this report gives further details.

The final meeting of the Committee was held in July and on invitation Mr. A. M. MacKay, Ex-Chairman of the Board of School Commissioners, was present and gave many helpful suggestions. After a careful review of the work done, it was agreed that the following recommendations be presented to the Board for consideration and action.

1. That as soon as conditions will permit the Queen Elizabeth High School should be completed by the building of the auditorium and gymnasium as originally planned.
2. That the Board take the necessary steps to obtain the property of St. Mary's College, at the corner of Quinpool Road and Windsor Street, and on the property build a Catholic High School for boys and girls.
3. That a Vocational High School be built as a north wing to the Queen Elizabeth High School.

4. That improvements be made at Africville School which will provide healthy and sanitary conditions for the pupils.
5. That a building of at least eight class-rooms be erected in the vicinity of Alexander McKay and St. Joseph's Schools to relieve the overcrowding that exists in each of the Schools.
6. That at least four class-rooms and an Assembly Hall be added to Alexandra School to provide sufficient accommodation for the pupils of this area.
7. That College Street School, which is an old wooden building, be surrendered to the owners and that a building of suitable size be erected on South Street near Robie Street, to accommodate the children of this area.
8. That the present LeMarchant School buildings be razed and a new building of about twelve class-rooms and an Assembly Hall be erected on the lot.
9. That Morris Street School be abandoned for School purposes and replaced by a building of twelve class-rooms and an Assembly Hall on South St., near Wellington Street.
10. That the old wooden building and bungalow at Oxford School be razed and that they be replaced by a modern building containing at least sixteen class-rooms and an Assembly Hall.
11. That Quinpool Road School be demolished and replaced by a modern building of at least twelve class-rooms and an Assembly Hall. It is also suggested that this building might become a Junior High School for the sections of the City served by LeMarchant, Sir Charles Tupper, and Quinpool Road Schools. This would remove the Junior High School Pupils from LeMarchant and Sir Charles Tupper Schools and the elementary school pupils now attending Quinpool Road School could be accommodated at LeMarchant and Sir Charles Tupper Schools.
12. That eight more class-rooms be provided to meet the demands of the area served by Richmond and Mulgrave Park Schools, either by additions to Richmond School or the erection of a separate building.
13. That the Board purchase the property at the rear of St. Thomas Aquinas School, now owned by the Roman Catholic Corporation, and on this property erect a twelve-room School with an Assembly Hall to replace the present School, which could be converted into a centre for Household and Industrial Arts to serve the pupils living in the western sections of the City.

14. That Sir Charles Tupper be classed as an Elementary School (Grades I to VI). The pupils of the Junior High School grades to be accommodated at the proposed Quinpool Road Junior High School. (See No. 11 above).
15. That a lot of land suitable for school purposes be secured somewhere in the Dutch Village Section of the City. It would appear that in the near future a school will have to be provided to serve the children of this area. At present the children have to attend Bloomfield School, some considerable distance away while about 30 young children are attending a County School for which the Board is paying tuition.
16. That the City Council be requested to acquaint the Board of School Commissioners of any new housing developments about to take place in any section of the City so that, if necessary, suitable land may be acquired for school purposes.

Respectfully submitted,

(Sgd.) G. S. Kinley,
CHAIRMAN.

Beatrice E. Fry,

T. H. Coffin,

Frank Reardon Jr.,

James Myrden,

Post War
Planning Committee.

ABSTRACT A.

School Board Office,
April 5, 1944.

Meeting of the Post War Planning Committee of the Board of School Commissioners was held in the Board Office, 81 Sackville St., on Wednesday, April 5th., at 8.00 P. M.

The following were present: Commissioner Kinley, Chairman of the Committee; Commissioner Myrden, Chairman of the Board; and Commissioners Fry, Reardon and Coffin; also F. G. Morehouse, Supervisor of Schools who acted as Secretary.

The Chairman opened the meeting by explaining what he considered to be our "terms of reference" and stated that he had already discussed some matters with Dr. Munro, Superintendent of Education, Dr. Sexton, Principal of the Technical College and Mr. A. M. MacKay, ex-chairman of the School Board.

After discussion it was decided to make a general survey of the School accommodation and the further building to bring the School plant to the state where all pupils could be suitably accommodated and also to make some provision for future development.

The following is an outline of the discussion and decisions School by School:

ACADIAN It was felt that the present accommodation would probably be sufficient for all time to come. This building has four rooms and the present registration is 156.

AFRICVILLE The improvements which the Board has now underway should be sufficient to meet the needs of this community.

ALEXANDER McKAY The present registration in this building is 465. There are two classes meeting in the Assembly Hall and two classes on part time. As there are only ten regular class-rooms in this building, it is very evident that there is considerable overcrowding. It is suggested that a building consisting of eight class-rooms be constructed in this vicinity, four rooms of which can be used to relieve the pressure in Alexander McKay and the remaining four to take care of the overcrowding in St. Joseph's School. (See General Report).

ALEXANDRA The present registration in this School is 882. One class is accommodated in a room in St. George's Hall across Cornwallis St., and one class is on part time. It is suggested that we need here four more class-rooms and an Assembly Hall, as this building has no place for the pupils to have an assembly. There are only eighteen class-rooms in this building to accommodate all the pupils. (See General Report).

BLOOMFIELD The registration is 823 and there are twenty-two class-rooms in the three buildings so that the accommodation for this School is sufficient for the present at least.

CHEBUCTO The registration is 962 and there are twenty-two class-rooms in the three buildings. With the relief which will be afforded by the Ardmore School, the accommodation will be quite sufficient for the remaining pupils.

COLLEGE ST. The registration is 339 and there are eight class-rooms. One class is meeting in the Assembly Hall. This is a rented building. It is constructed of wood and should be abandoned. (See General Report).

EDGEWOOD The present registration is 346. As this building has only five class-rooms, it has been necessary to place four classes on part time. The opening of Ardmore School will reduce the registration so that the pupils belonging to this district should be accommodated in the five class-rooms.

JOSEPH HOWE The registration is 418 and there are ten class-rooms. At present one class is being held in the Assembly Hall. The district served by this School is not considered to be likely to grow in pupils and hence it is believed that the accommodation is sufficient.

LEMARCHANT The enrolment is 446 and there are ten regular class-rooms in the two buildings. One class is meeting in the Assembly Room. It is suggested that the present buildings be demolished and that a new building consisting of twelve class-rooms and an Assembly Hall be erected in their place. (See General Report).

MORRIS ST. Registration is 230 and six regular class-rooms are in use. This building is very old and should be replaced by purchasing a lot of land from the Gorsebrook Property and erecting a twelve room School with an Assembly Hall. This building would take care of the growth in the South West end of the City and also relieve the pressure at Tower Road and LeMarchant Schools. (See General Report).

MULGRAVE The registration is 318 and there are five regular class-rooms. In order to accommodate the pupils at present enrolled, it is necessary to have two classes on part time. The district which this building serves is tied in with those of Richmond, Alexander McKay and St. Joseph's, so that when making arrangements for increased accommodation for these Schools, this School must be kept in mind. (See General Report).

OXFORD The registration is 1254. In the three buildings there are twenty-two regular class-rooms to accommodate the children; however, there are two classes being held in the Assembly Hall, two primary classes are on part time. The opening of the Ardmore School, will, to some extent, relieve the pressure in the lower grades of this School, but even then the School is going to be seriously overcrowded. It is suggested that the wooden building and the bungalow be razed and that they be replaced with a building containing sixteen class-rooms and an Assembly Hall. (See General Report).

QUEEN ELIZABETH The first item to consider should be the building of the auditorium and gymnasium and it is suggested that a swimming pool be built in connection with the latter. It is also suggested that the North Wing of this building be constructed to accommodate the Senior High School pupils of St. Patrick's Boys' and St. Patrick's Girls' and thus leave the buildings which these pupils now occupy to take care of the overcrowding in the lower grades of these Schools on Brunswick Street.

QUINPOOL ROAD The registration is 322 and there are six regular class-rooms. To accommodate the pupils two classes are meeting in the Assembly Hall. It is suggested that this wooden building be torn down and be replaced by a twelve room building with an Assembly Hall, and it is further suggested that this building might become a Junior High School for the central portion of the City and thus remove the higher grades from LeMarchant and Sir Charles Tupper Schools. (See General Report).

RICHMOND Registration is 608 and there are ten regular class-rooms. To accommodate the pupils two classes are held in the Assembly Room and two classes are on part time. The overcrowding in this building is serious and to meet the demands of this section and, at the same time, relieve the pressure at Mulgrave Park School, it is suggested that we need eight more class-rooms either in a separate building or as an addition to Richmond School. (See General Report).

ST. JOSEPH'S The registration is 502 and there are ten class-rooms. Two classes meet in the Assembly Hall and another small class is held in a temporary room. The needs of this School would be met by following out the suggestions given in Alexander McKay, above. (See General Report).

ST. MARY'S BOYS' Registration is 396 and there are eight class-rooms. Two classes are on part time. This is a rented building and it is anticipated that improvements will be made whereby all pupils will be placed on full time. (Changes will be completed by September.).

ST. MARY'S GIRLS' Registration is 401 and there are nine class-rooms. This is a rented building and the accommodation for the present, at least, appears to be satisfactory.

ST. PATRICK'S BOYS' HIGH The pupils of this department are accommodated in St. Patrick's Boys' School, along with boys of all grades from I to IX. The registration in the Senior High School grades is 87. These are accommodated in five class-rooms. It will, therefore, be seen that there is no overcrowding as far as these grades are concerned. It is suggested that these High School pupils be accommodated in the building of the new High School. If this were done, there would then be sufficient accommodation for the pupils of this School in grades I to IX without further building. (See General Report).

ST. PATRICK'S BOYS' The registration, grades I to IX is 692. These pupils are accommodated in St. Patrick's Boys' School and in the Manual Training Building on Cunard St. In the main building we are also using a basement room for a class-room and one class is being held in the Assembly Hall. Also two classes are on part time. However, it is believed that with the removal of the Senior High School pupils to a new location, the present building on Brunswick Street would accommodate all the boys from grades I to IX in St. Patrick's parish for some time.

ST. PATRICK'S GIRLS' HIGH The registration is 292 and the number of class-rooms is seven. This registration includes 84 pupils in Grade IX but does not include 28 pupils in the Commercial Class which is being accommodated in the girls' Common School. In the High School, one class is meeting in the Assembly Room. If the Senior High School pupils were accommodated in a new High School, as suggested above, this building would be released to give any extra accommodation needed in this area. This building might become a Junior High School for this section of the City. (See General Report).

ST. PATRICK'S GIRLS' The registration is 669 and there are sixteen regular class-rooms in this building, one of which is being used by the Commercial Department of the High School. This is a rented building.

ST. THOMAS AQUINAS The registration is 365 and there are eight class-rooms. This is the most awkward building and it is suggested that it be torn down. It is further suggested that the property on Jubilee Road, owned by the Roman Catholic Corporation, be purchased and that a twelve room School with an Assembly Hall be built facing Jubilee Road. This would provide the centre of the lot as a good playing field. (See General Report).

SIR JOHN THOMPSON The registration is 188 and there are four class-rooms. It is considered that the accommodation provided is sufficient to meet the needs of this community.

SIR CHARLES TUPPER The registration is 349 and there are eight class-rooms. It is suggested that this building be enlarged by erecting an Assembly Hall. The original intention was to enlarge Sir Charles Tupper School and do away with Quinpool Road School. To do this, however, would practically destroy the playing area at Sir Charles Tupper School. Hence the recommendation of Quinpool Road as given above. If the pupils of the higher grades of Sir Charles Tupper School and LeMarchant School were accommodated in Quinpool Road School, as already suggested, then Sir Charles Tupper School should provide accommodation for the pupils of the elementary grades from this School and Quinpool Road. It might be necessary to have some of the elementary pupils attend LeMarchant School. (See General Report).

TOWER ROAD The registration is 362 and there are eight class-rooms. One class is being held in the Assembly Hall. There is no serious overcrowding in this building and the proposal to build a School on Gorsebrook property would also relieve the pressure on this building.

F. G. Morehouse,
SECRETARY OF MEETING.

ABSTRACT B

Halifax, N. S., May 25, 1944.

A meeting of the Post War Planning Committee appointed by the Board of School Commissioners was held in the Board Office, 81 Sackville St., on the above date at 8.00 P. M. All members were present except Miss Fry who was unavoidably absent. Col. Kinley, Chairman of the Committee, was in the Chair. Also present on invitation from the Committee were Dr. H. F. Munro, Superintendent of Education and Dr. F. H. Sexton, Principal of the Nova Scotia Technical College.

The meeting was called for the special purpose of discussing the matter of a Vocational School for Halifax. Dr. Munro and Dr. Sexton each gave valuable information regarding vocational training in High Schools. Dr. Sexton pointed out that Nova Scotia and Prince Edward Island were the only provinces in the Dominion which had not established Vocational High Schools. He gave a good outline of the courses followed at these Schools using Saint John Vocational School as an illustration of what is being done in most of these Schools.

It was estimated that to establish a suitable Vocational High School in Halifax the financial outlay would be as follows:

Building.....	\$500,000.00
Equipment.....	150,000.00
Operation.....	80,000.00 yearly.

It was the opinion of the Committee that if a Vocational High School were to be established in Halifax, the Board of School Commissioners must make the first effort. It was agreed that the following resolution should be presented to the Board at its next meeting requesting that steps be taken to obtain authority to engage an architect to make plans for the building after a careful study of some buildings in other centres had been made.

WHEREAS the course of study offered in our present High Schools is not suited to a very large number of pupils;

AND WHEREAS far too many pupils are leaving our Schools at too early an age and without sufficient education;

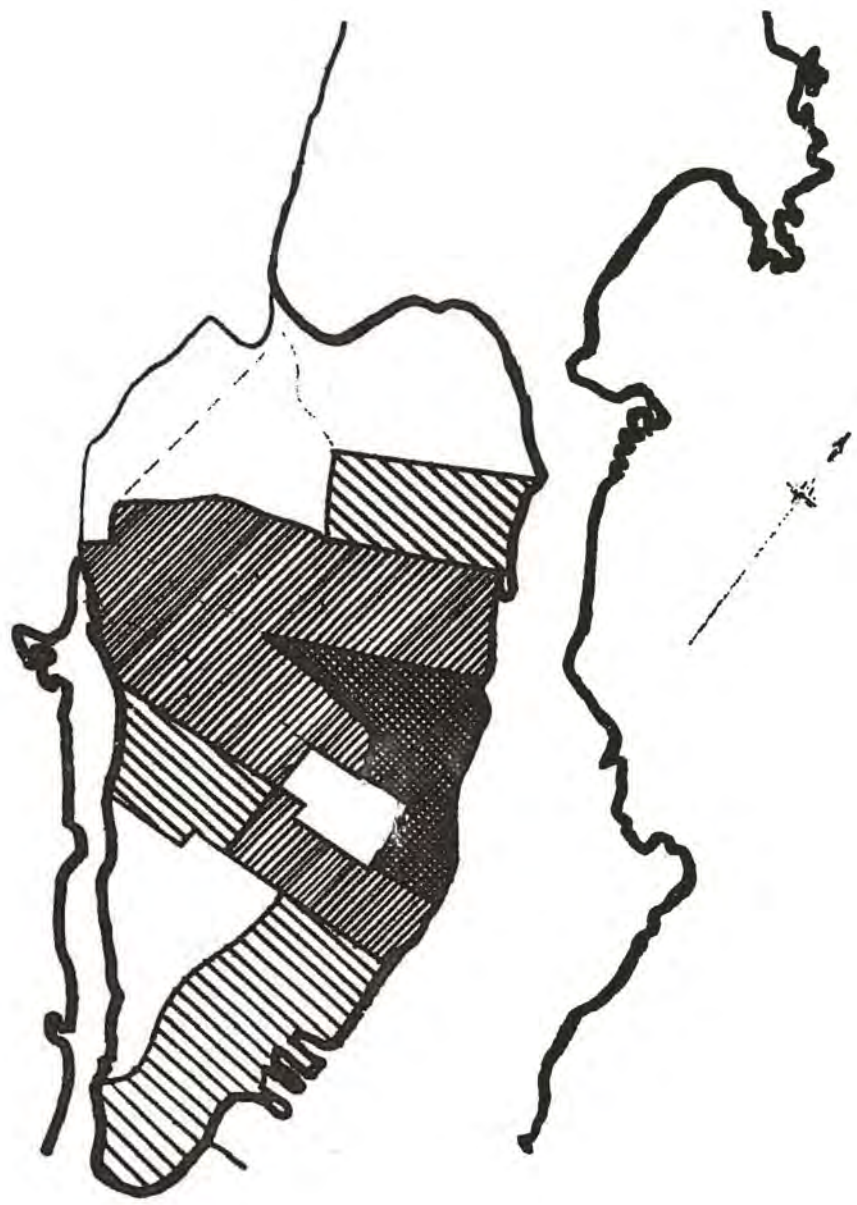
AND WHEREAS our present High School programme does not provide for Vocational training;

THEREFORE be it resolved





That the Board of School Commissioners here assembled place itself on record as being in favour of the establishment of a Vocational High School in this City;

And further be it resolved that this Board request the City Council to provide the funds necessary to engage the services of an architect to prepare plans and specifications for such a building at an early date.

F. G. Morehouse,
SECRETARY OF MEETING.



POPULATION DENSITY

	OVER 50 PERSONS	PER ACRE
	20 TO 50	" " "
	10 TO 20	" " "
	UP TO 10	" " "

CITY AVERAGE: 17.7 PERSONS PER ACRE - GROSS AREA
 " " : 4.4 " " " NET RESIDENTIAL AREA

CITY OF HALIFAX



NORTH

Halifax County

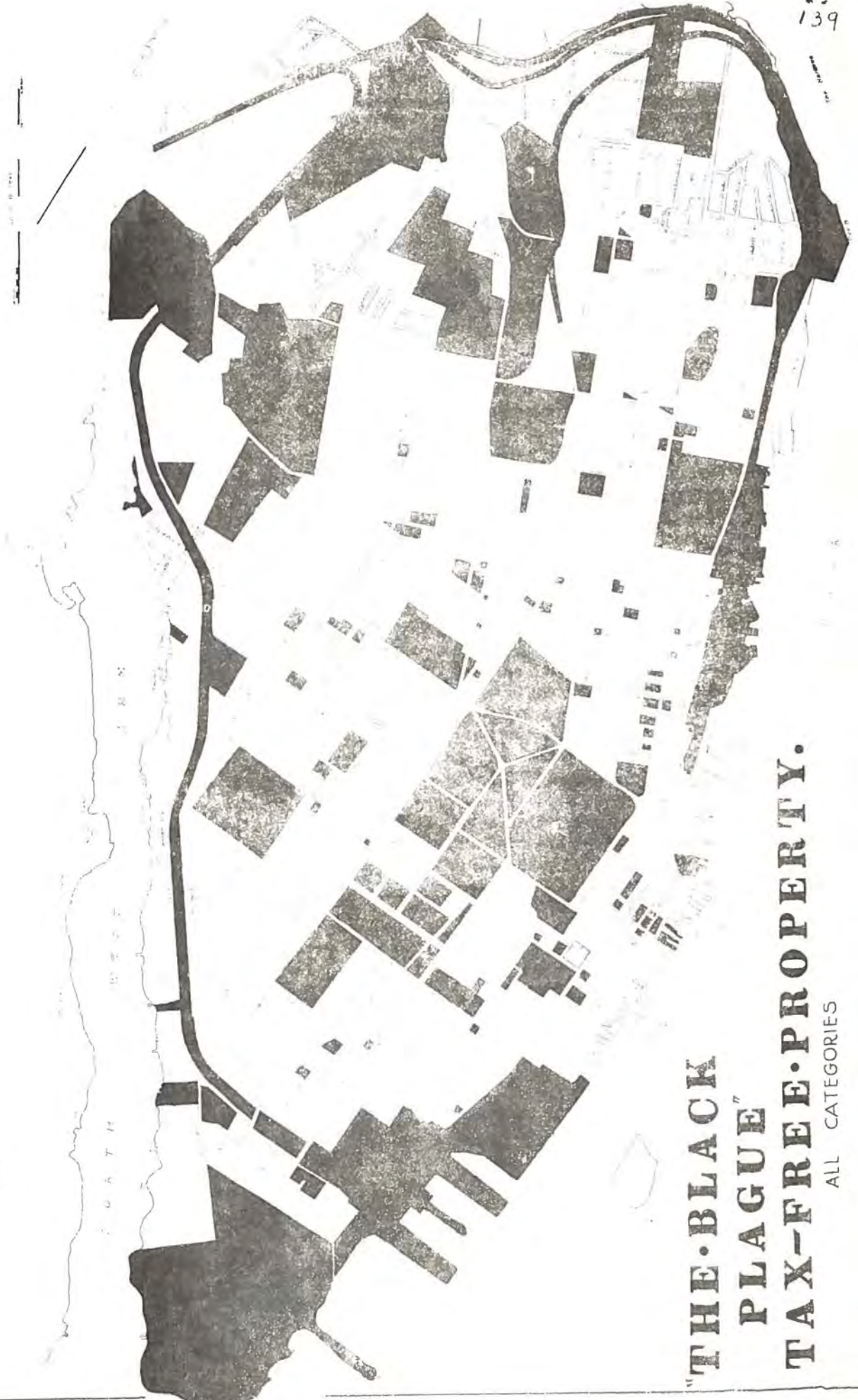
ST. PLEASANT PARK

BRISBANE ISLAND

POPULATION DISTRIBUTION

PLATE NO 11.

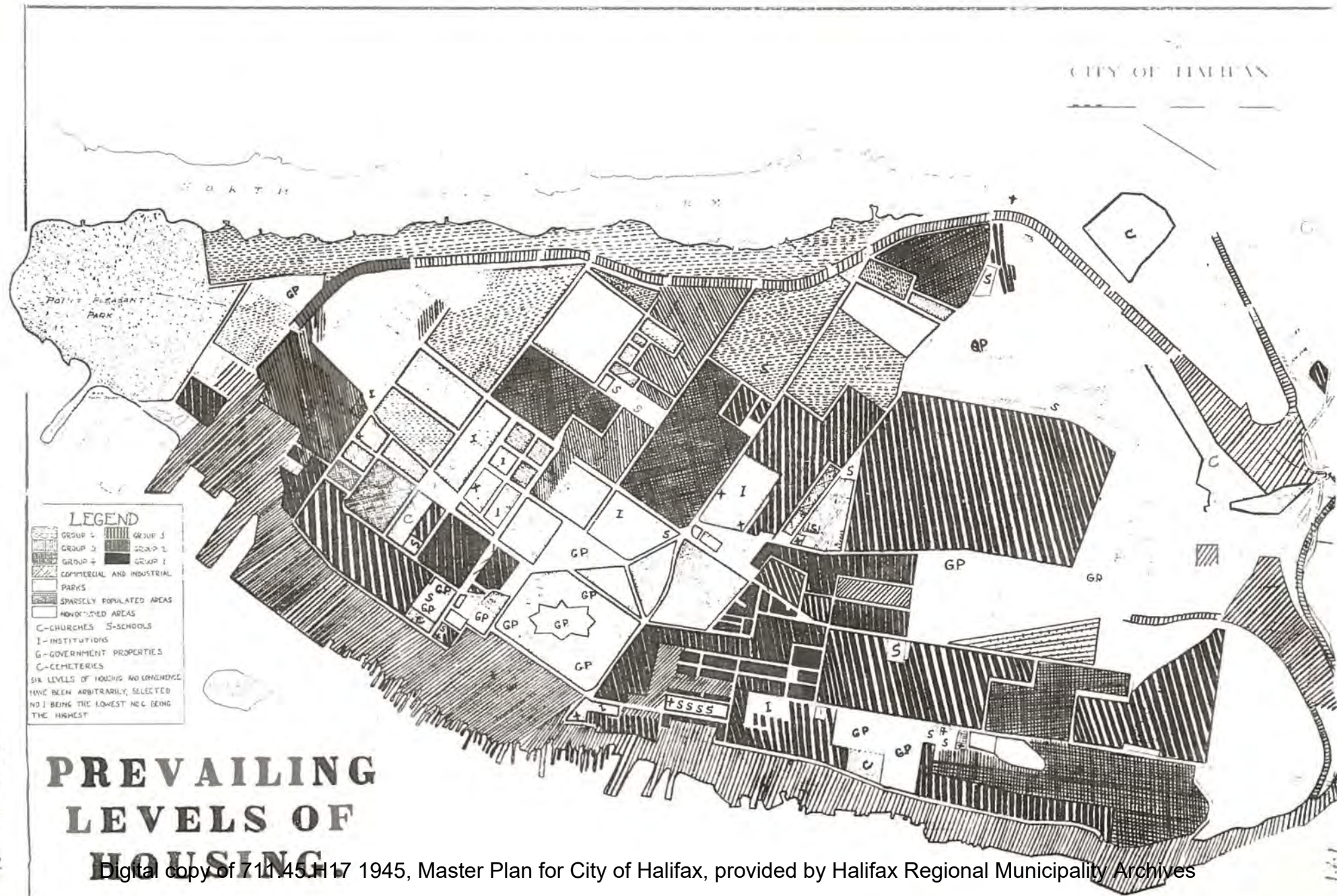
CITY OF HALIFAX



**"THE BLACK
PLAGUE"
TAX-FREE PROPERTY.**

ALL CATEGORIES



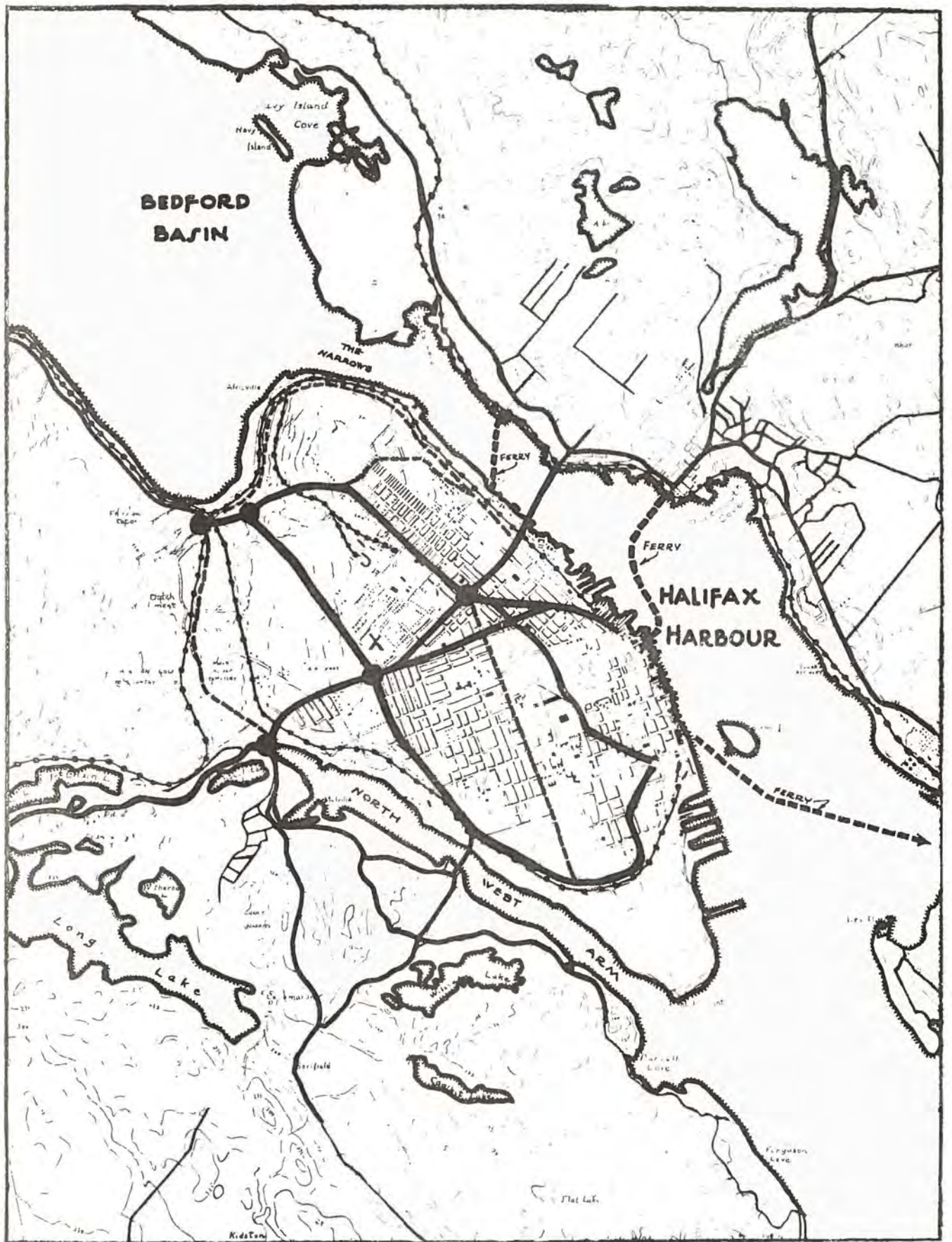


LEGEND

	GROUP 4		GROUP 5
	GROUP 3		GROUP 2
	GROUP 6		GROUP 1
	COMMERCIAL AND INDUSTRIAL PARKS		
	SPARSELY POPULATED AREAS		
	UNDEVELOPED AREAS		
	C-CHURCHES		S-SCHOOLS
	I-INSTITUTIONS		G-GOVERNMENT PROPERTIES
	C-CEMETERIES		

SIX LEVELS OF HOUSING AND CONVENIENCE HAVE BEEN ARBITRARILY SELECTED NO 1 BEING THE LOWEST AND 6 BEING THE HIGHEST

PREVAILING LEVELS OF HOUSING.



TRANSPORTATION ROUTES

EXISTING AND PROPOSED



MAJOR NON-RESIDENTIAL AREAS.

RAILWAYS	320	ACRES
HARBOURS BOARD	108	"
PARKS & PLAYGROUNDS	384	"
INSTITUTIONS & HOSPITALS	152.9	
CHURCHES	24	
CEMETERIES	103.6	
SCHOOLS & COLLEGES	124.7	
PUBLIC ADMINISTRATION	7.7	
FEDERAL (INCL. D.N.D.)	353.6	
INDUSTRIAL	50	
STREETS	883	
<u>TOTAL</u>	<u>2511.5</u>	<u>ACRES</u>

CITY AREA = 4,400 ACRES

PLATE No 16

Where properties in business districts are now devoted to public and other purposes, they have in some cases been marked in red and zoned for business. It is your Commission's opinion that should their present use cease, they should be devoted to business. Similarly, in residential districts some blocks now used for religious and other public purposes have been marked in yellow. It is not the Commission's intention that their public or religious use should cease but that if a decision to change that use were made, the land should be occupied by residential not business buildings in these areas. (See Section V - A Recommendations Nos. 17, 18 & 21).



NORTH WEST ARM

POINT PLEASANT PARK

LEGEND

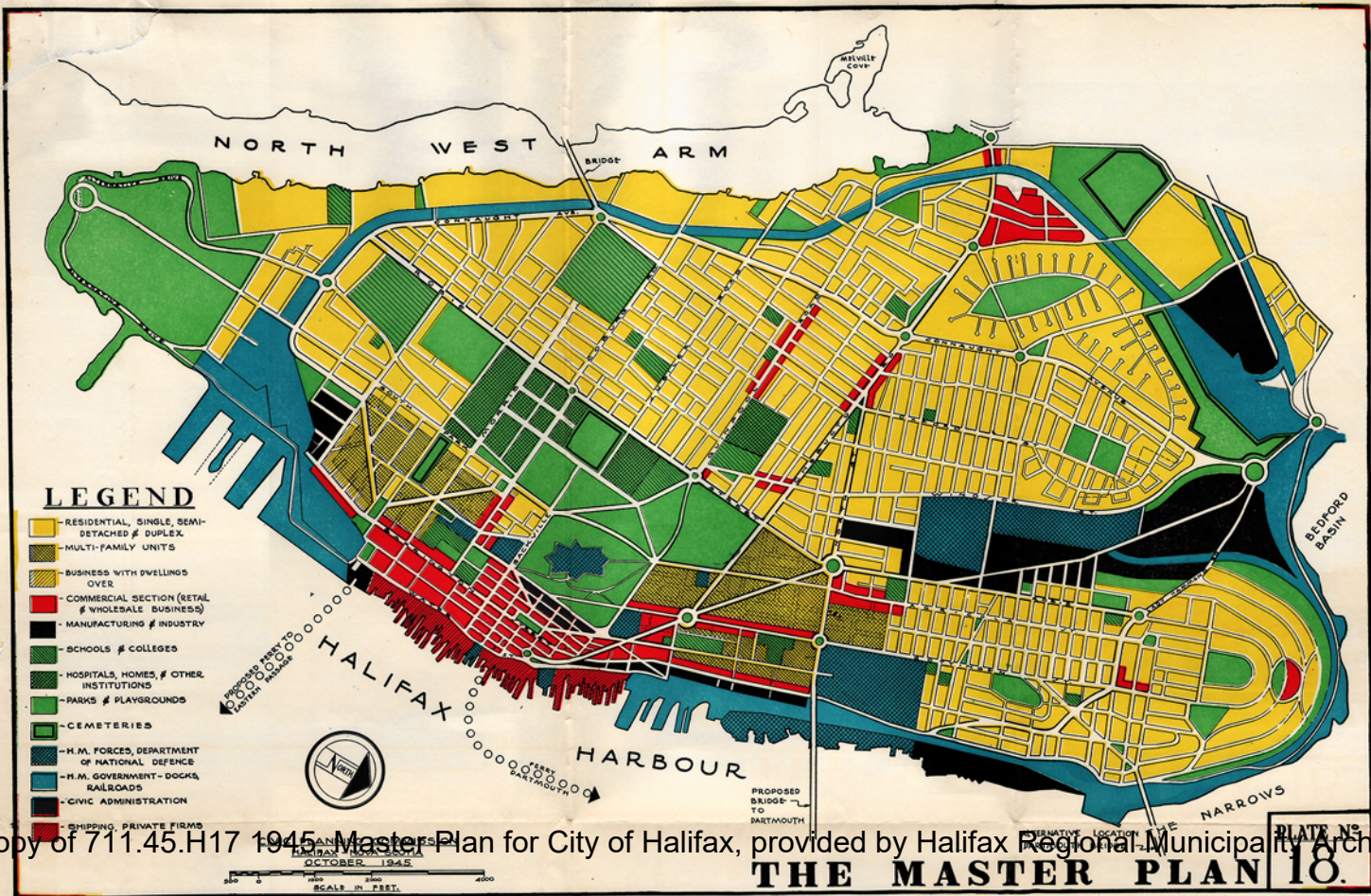
- RESIDENTIAL - ALL TYPES
- BUSINESS & COMMERCIAL
- MANUFACTURING & INDUSTRY
- SCHOOLS & COLLEGES
- HOSPITALS, CHURCHES & INSTITUTIONS
- PARKS & PLAYGROUNDS
- CEMETERIES
- H. M. FORCES
- H. M. GOVERNMENT - DOCKS, RAILROADS
- VACANT OR UNDEVELOPED



HALIFAX

HARBOUR

LAND USE PLAN



Digital copy of 711.45.H17 1945 Master Plan for City of Halifax, provided by Halifax Regional Municipality Archives