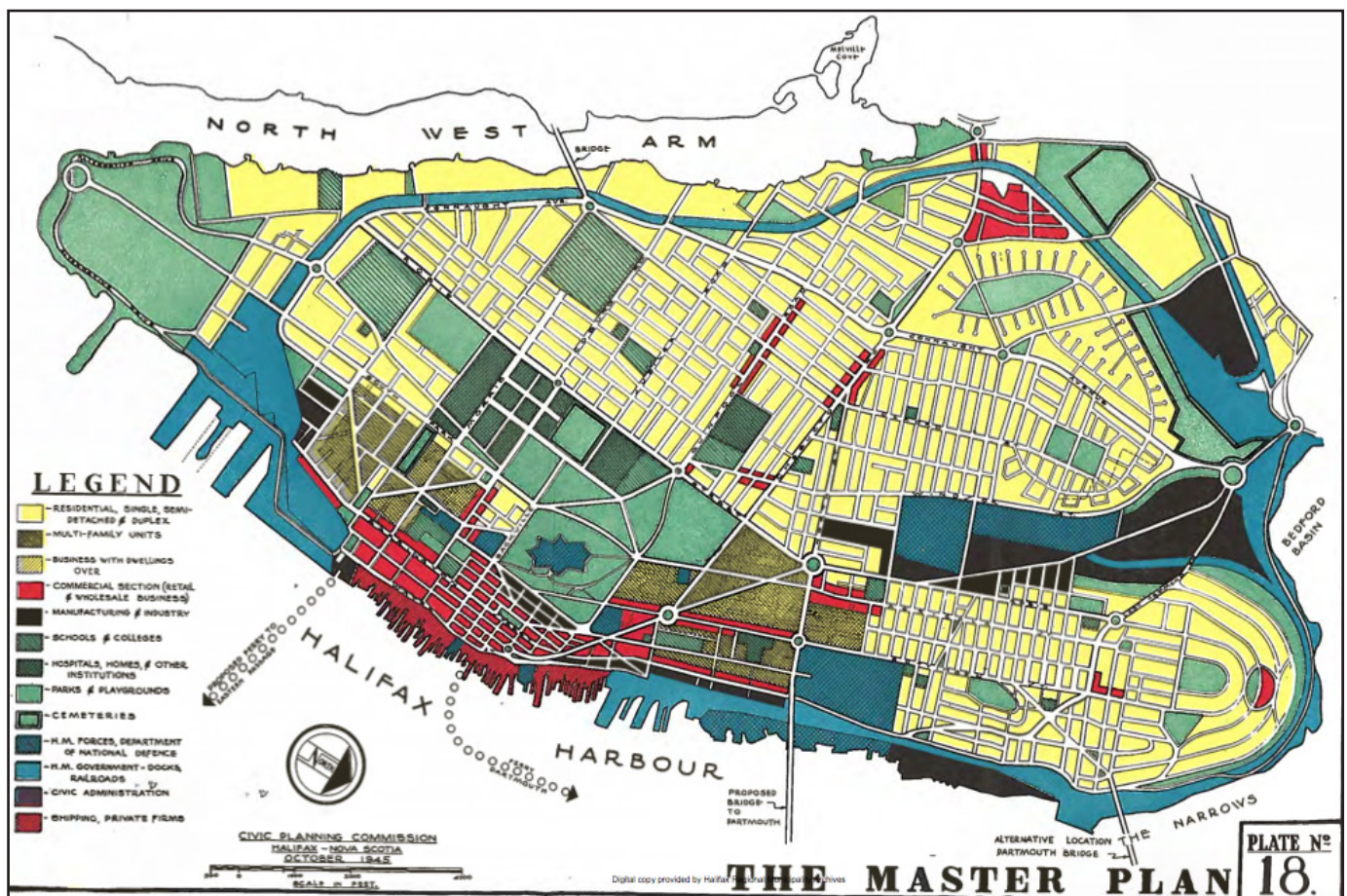


THE MASTER PLAN FOR THE CITY OF HALIFAX 1945: ITS ORIGIN AND IMPACT



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Research project under the supervision of Dr. J. Grant

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This project is the product of hard work by many—I appreciate the efforts of Council and Commission from all of those years ago. Without the care of the Archivists their story couldn't be told. I am indebted to the Archivists for safeguarding data from the past.

SUMMARY

The *Master Plan for the City of Halifax* (Halifax Master Plan) is a document of planning significance as it was the first comprehensive plan to address modern planning issues in Halifax. Issues discussed included personal automobile ownership and related transportation problems; overcrowding due to wartime demands; fostering economic development; and safeguarding a prosperous future. The plan addresses these issues with extensive zoning and land use proposals. It encapsulated the challenges facing planning at the time. As a result, studying the Halifax Master Plan provides insight into planning history: how it has evolved, informing where it is today.

In 1943, City Council appointed a Committee to consider the reconstruction and rehabilitation of the City as it transitioned from wartime to peacetime. The City of Halifax created Terms of Reference (TOR) on 20 December 1943 to guide the Committee in developing a plan. The TOR specified that the Committee consider the construction of public works. The Civic Planning Commission published *The Master Plan for the City of Halifax* on 16 November 1945. The Plan addressed streets and traffic; zoning and development; social planning; civic beautification; industrial development; and execution. Fifty-two recommendations were contained therein. Streets and traffic, and zoning and development, were the largest sections and the areas of greatest focus.

The Commission saw an urgent need to regulate land uses through zoning. Blight and slum clearance were priorities for the Commission and the City. Slums bred pestilence and disorder—not appropriate or welcome in a modern city. Zoning fostered orderly growth and promoted community wellbeing—it regulated building parameters, and population density.

The Commission, along with planning thought of the era, believed that creating and enforcing zoning and land use by-laws best addressed planning issues. Zoning and land use regulation optimized living conditions and developments, while enhancing quality of life. Slum conditions and blight were rectified and transformed through zoning. Zoning practices insisted on separating uses, as mixed use supported slums and blight. The Halifax Master Plan was overwhelmingly concerned with these issues—from an economic and social perspective. The plan intended to rectify social problems through the use of planning: if the built form encouraged appropriate use, the plan assumed, good social habits would follow. The report contained recommendations suggesting re-zoning and zoning studies. Additionally, some recommendations sought the expansion, improvement, or development of accessible recreational space.

While the Plan was being devised, Halifax was consumed by the war efforts. The city was overcome with activity, and housing overrun by a surfeit of people and growing disrepair. Housing development projects were many, yet still too few. Large families were forced to share matchbox size single-room living quarters—not due to lack of funds or cost, but due to shortage of available space. Planning was facing many concerns during this period: blight and slum clearance priorities, coupled with fears surrounding defence, were prevalent. In the context of the general state of crisis, planning was becoming more important. At the same time, authors in the *Journal of the American Institute of Planners* (Buttenheim, 1940) noted ambiguity around the role of the planner.

Without question, the effects of the war were motivating the direction of the Halifax Master Plan. Halifax was responding to the stresses of the second of two World Wars within 30 years, and a harrowing explosion in 1917. The Master Plan would provide tools and a roadmap to allow the city to emerge from its trials renewed and strong.

City plans reflect cities' goals and guide development; they are products of their time, reflecting

pervasive contemporary views. The Halifax Master Plan has historical relevance as a document of regional planning significance. This research documents some of the context within which the plan was developed, and describes some of the Plan's highlights. The work employs a qualitative approach to describe significant local events that influenced the 1945 plan. The Halifax Master Plan is examined for how it responded to the perceived issues of the time.

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INTRODUCTION

City plans are meant to reflect cities' goals and guide development. City plans are products of their time, reflecting pervasive contemporary views. They guide development for 15 to 30 years ahead (Grant, 2008). The *Master Plan for the City of Halifax* (Halifax Master Plan) of 1945 offers a glimpse of Halifax preparing for the post-war period.

The Halifax Master Plan reflected Victorian ideals of social consciousness, notably protection and care for the under-privileged (Wolfe, 1994). Zoning and land use regulation were considered the best methods to support improved social and economic development at this time in planning practice. While the Halifax Master Plan contained many themes, the overarching vision was an improved standard of living for citizens. The Halifax Master Plan manifested this ideal in utopian, perhaps misguided, ways. The proposed zoning map separated land uses: residential from commercial, from industrial, etc. This was common practise for the era. A panoply of road improvements—including a waterfront highway—was proposed in an effort to improve traffic flow to and from the downtown.

These two (of many) examples are in stark contrast to what are considered current best practices. Developments that separate uses and access to amenity are often seen as negative because they can destroy cultural urban fabric, and can support sprawl. For instance, limiting access to an amenity like the waterfront with the construction of a highway negatively impacts use. An under-utilized amenity serves little value socially and economically. What has stayed consistent, however, are the inspirational notes with a call to action to citizens to engage and shape their communities. The Halifax Master Plan asserts that, "The successful city of the future will be the one which does the most thorough job of anticipating and controlling its development" (Civic Planning Commission, 1945: p. 90). This sentiment remains relevant today.

A major concern for the Commission developing the Halifax Master Plan was the development of suitable recreational and educational services. A great deal of attention was paid to outlining the importance, costs and benefits to improved library services. Schools were highlighted as an area of concern, requiring upgrades and improved playgrounds. One suggestion called for the transition of Bloomfield from school by day, to recreation centre by evening to maximize building efficiency. Improvements to hospital and palliative care were emphasized, calling for the separation of those convalescing from those still ill. Separation was seen as beneficial to those trying to heal as they were spared the negativity surrounding illness.

More urgent was regulating land uses through zoning. Blight and slum clearance were priorities for the Commission, and the City. The Commission accepted conventional wisdom of the time that slums bred pestilence and disorder, and were not appropriate or welcome in a modern city. Planning literature at the time suggested that, "A thorough land use survey currently maintained and wisely used is a long step toward a better city" (Young & Filley, 1941: p. 10). Assessing and keeping surveys updated was best practice. Assessments or surveys examined: present use pattern; intensity of use (p. 5); quality of use (p. 6); direction, rate and nature of trends (p. 7). Regulation through zoning was a catalyst to fostering a healthy community. Because planners thought that mixed-uses encouraged slum conditions, the plan advocated separate residential, commercial, and industrial zones.

Many of the ideas of the Halifax Master Plan remain relevant, and some were ahead of their time. Land use and zoning suggestions represented the biggest change in planning practice. In general, the scope of the Halifax Master Plan was far greater than what is seen in a plan today. This reflects the hungry optimism of the 1940s—fuelled by earlier planning icons like Thomas Adams and Daniel Burnham. A

sense of urgency can be seen—a desire to take control of a city’s development for the betterment of the future. In the case of the Halifax Master Plan, there was little question that the effects of the war were motivating its direction. As Canada’s Eastern naval headquarters, Halifax boomed during the war. This was the second of two World Wars within 30 years. The city had also survived a harrowing explosion that laid waste to vast areas of the city in 1917. The Master plan provided an important tool for Halifax to respond to the stresses of the time: council hoped that the city would emerge from its trials renewed and strong.

The Halifax Master Plan has an important place in planning history. The 1940s brought rapidly changing values and norms, and technological advancement. The plan makes effort to address these challenges—the first major plan to do so for Halifax. Very little about the plan is documented. This preliminary investigation into the origin and impact of the Halifax Master Plan intends to contextualize the plan and uncover its reception.

METHOD

This report employed a qualitative approach to determine the context within which the 1945 plan was developed. Making reference to published news articles and city council meeting minutes, a timeline was reconstructed, and the climate around development and implementation of the Halifax Master Plan interpreted.

A background review provided context for the Halifax Master Plan. It examined the Canadian World War II context, and available literature on planning issues in Halifax prior to the war. The scope of the review highlighted relevant social context. The local socio-political environment served as the baseline that informed the Halifax Master Plan, as planning does not occur in a vacuum.

An examination of the Halifax Master Plan followed. Themes were linked and synthesized. Work was phased in the following way:

1. The Halifax Master Plan was analyzed in relation to its context—it was examined for how it intended to respond to the perceived issues of the time.
2. A background review of Halifax during the time period followed. This involved examining literature and commentary about the war efforts. Planning and social concerns were highlighted.
3. The results of Phase 1 and Phase 2 were linked. Common themes were brought together. This provided insight as to how the Halifax Master Plan responded to the issues of its time.

Documents came from various library and archival services: all of the documents of interest are public documents. Journals from the late 1930s were scanned, as were City council minutes. The Provincial and Municipal Archives have an in-depth collection of virtual materials. City council minutes have been scanned, uploaded, and indexed on the Halifax website, dating as far back as 1841. The minutes for the time period of interest to this research (~1935 to ~1950) seemed complete.

Literature was analyzed using thematic coding to distinguish relevant documents from the meta-analysis. Other than making use of keywords to focus the analysis, data was examined in a chronological way. Analyzing data chronologically uncovered the movement toward the Halifax Master Plan.

Making use of city council minutes, and accounts of Halifax history, Halifax Master Plan commission members were identified. Reviewing planning journals and articles written during the time, and scanning historical accounts/articles uncovered key planning concerns of the time.

CONTEXT

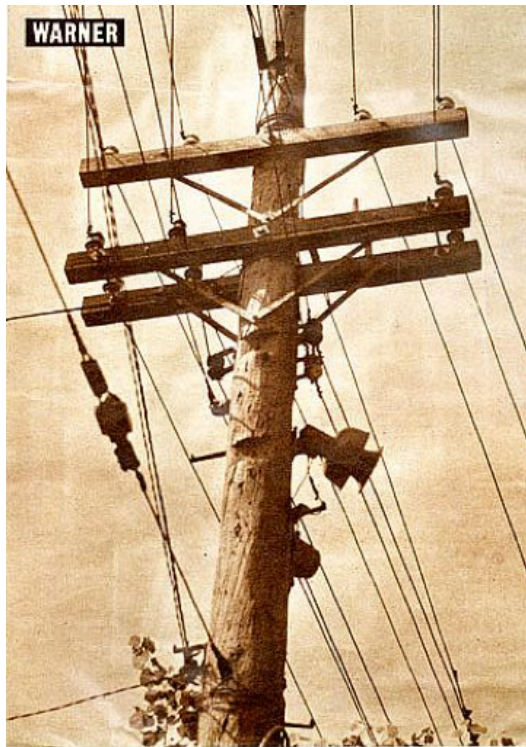
War efforts consumed Halifax in the late 1930s and early 1940s. During World War II, Halifax was the busiest port in Canada and a significant contributor to the war efforts. The port saw the comings and goings of ships in the dozens on a daily basis. The Battle of the Atlantic occurred close at hand (Nova Scotia Archives, 2009b; Naftel, 2009). Survivors were routinely rescued offshore, some brought for treatment before moving on to other destinations. Many local and regional events in this period were undocumented due to the censorship practices of the time (Naftel, 2009a). The rumour mill was the best source for information: newspapers and journals were under strict instructions to monitor publications (Naftel, 2009a). The full nature of Halifax's role in the war could only be examined afterward, making use of private documents chronicling the period.

Halifax during the war was bustling with activities. The victory bond campaigns, rationing programmes, volunteer enlistments, coupled with the influx and outflow of military personnel, and royal visits, created a unique environment (Naftel, 2009). The city was overcome with activity, and raw emotion (Nova Scotia Archives, 2009). Housing was overrun with people and experienced significant disrepair. Housing development projects were many, and yet too few to meet demand. Large families were forced to share small, single-room living quarters—not due to lack of funds or high cost, but because of a shortage of available space (Robinson, 1940). Meanwhile, unusual weather in 1942 and 1943 exacerbated the situation—heavy rains, snow, and extreme cold complicated daily life. Air raid paraphernalia adorned the streets—like horns, signage, and shelters. Frequent drills ensured citywide readiness (Nova Scotia Archives, 2009b). Food availability and quality was limited. Restaurants offered “meat-free” meals—well before trendiness suggests. Meat, along with sugar, fruits, and many basics, were in short supply and high demand. All citizens made an effort to conserve and reduce demand on supply (Naftel, 2009).

Planning practice focussed on key concerns during this period. Blight and slum clearance priorities, combined with fears surrounding defence, preoccupied the discipline. Planners were still trying to clarify their own roles and establish themselves as respected professionals (Buttenheim, 1940). Their key tool in this era was zoning. In 1922, 177 American cities had zoning codes. By 1939, the number of cities with zoning codes increased to 1716 (Picard, 1939: p. 3). The planner was to take on “rebuilding our American cities to fit modern conditions” (Picard, 1939: p. 1). Planners thought that blight was supported by sprawl, and sprawl could be curtailed by regulating land use. Creating more residential zones, separated from commercial and industrial zones, would usher-in a new era of sound social and economic planning, free of blight and slums. Revitalizing the downtown cores of cities by making better use of vacant land was a theory in play (Picard, 1939: p. 5). Other best practices at the time included minimizing minor variance applications, and creating a plan for zoning in the context of the environment—rather than planning and



Above:
Top) state of housing in Halifax during study period, Nova Scotia Archives. (2009j)
Bottom) Victory Loan Parade along Barrington St., Nova Scotia Archives. (2009i)



TO THE AVERAGE person visiting Halifax, it seems an ordinary Canadian city with few war touches. Closer observation, however, reveals such Air raid equipment on Halifax streets: Newspaper clipping, 1940.

then making it “fit” in (Picard, 1939: p. 5). Picard boldly suggested that, “a sensible land-use campaign would save livelihoods as well as lives” (p. 5). The disrepair and fire hazards rampant in slums endangered lives. Before zoning, land owners self-regulated (Bartholomew, Herbert, et al., 1939: p. 105). Zoning was a means of protecting residents and cities from the various dangers associated with slums and blight—“The need of zoning as the first line of defense is obvious” (Picard, 1939: p. 3). Sprawling suburbs fell outside zoning codes for many cities, and taxed their ability to provide quality services. Extending services necessitated more money, which would compel an increase in taxation. Increased land values and taxation promoted outflow from cities to suburbs, creating an impossible loop of service demand and lack of capital (Bartholomew, Harland, et al., 1941: p. 24). Planners identified zoning and citizen engagement as the solution to urban problems (ibid, p. 26).

Creating new neighbourhoods to replace blight was not unanimously supported. There was a thread calling the “neighborhood unit principle” developed by Clarence Perry into question (Bigger, et al., 1939: p. 83). Concerns surrounded the notion of uniformity,

and whether a neighbourhood should attract just “one-type” of person (p. 85). Another notion was that integrating public housing into a city plan would better suit the city than having it separated (p. 84). Darling (1943: p. 9) noted that the “causes of blight are varied and complex”. City councils had an incentive to eradicate blight because slum areas returned reduced revenues. By improving housing quality, higher income earners would be attracted to the city (p. 13), reducing financial losses to the city. Enacting a public subsidy was an under-utilized remedy to blight (p. 18).

Creating city plans was seen as progressive practice. The Commission drew on lessons from around the world. Stockholm and Helsinki were regarded as advanced, modern cities (Koch, 1940: p. 66-7). Gdynia established planning in 1932, with exceptional success in modernizing (p. 68). Modern planning advancements in Estonia, Latvia, and Lithuania were interrupted by Russian occupation in 1940 (p. 70). Detroit announced that it would develop a Master Plan over the course of 3 years (*Journal of the American Institute of Planners*, 1942: p. 2). The Uthwatt Report presented an ideological change in Britain that favoured greater public planning (Spengler, 1942: p. 16). Formerly focused on individuals improving land value, British planning then recognized the “subordination to the public good of the personal interests and wishes of landowners” (p. 17).

The role of the planner remained a question (Buttenheim, 1940). Life was being commandeered by the war. Acts of planning were to consider both wartime and peacetime implications—an impossible task. The planner’s job was to design cities to protect against air attack, and ensure efficient transport of goods (McClure & Kerr, 1941: p. 12&19). Planners recognized that high concentration of population left cities vulnerable to attack (p. 13). Managing density was considered an important feature of air raid

protection (*Journal of the American Institute of Planners*, 1940: p. 93). Suggested densities and forms may have been different were an active war not underway. Improving the built environment for social betterment was the planner's task. Cries for a "planning manual" emerged (*Journal of the American Institute of Planners*, 1941: p. 2). This was then reinforced with a call to action:

*To summarize, the most urgent problems are (1) to define the planning process thoroughly for our own guidance as well as for understanding by others, and (2) to make the results of planning work simple and interesting enough to appeal to as wide a cross-section of the public as possible. This entails hard thinking and going beyond the regular line of duty to find opportunities that would not normally pause to knock at the door. It's a challenge—can we meet it? (*Journal of the American Institute of Planners*, 1941: p. 32)*

The ambiguous understanding of planning was exacerbated by war demands. With the charge of duty unclear, the demands of planning practice were a challenge. Planning was challenging even in clarity: making informed decisions for a community about an uncertain future was no simple task. Increased desire for development and reduced workforce due to military enlistment, or other war demands, did not create an improved situation. An insufficient and shrinking workforce delayed the projects for which communities were so hungry (*Journal of the American Institute of Planners*, 1941: p. 2). It was suggested that planning practice was falling short on the demands (p. 2)—but planning activities were underway. In 1945, Orange County adopted an Airfield Plan (*Journal of the American Institute of Planners*, 1945: p. 33), Winnipeg created a Planning Commission (p. 33), and was promised provincial funding for the Greater Winnipeg Plans, if all municipalities participated (p. 35). Bismarck revised its Six-Year Program (p. 35), California financed Postwar Public Works Plans (p. 35), University of Pennsylvania inaugurated In-Service Governmental Planning Program (p. 37), and a Tile Map of the National Capital was issued—intended to "stimulate nation-wide interest in the properly planned development of Washington" (p. 37).

Broadly, developments were focussed on increasing housing and modern amenity. Solutions to perceived issues of the time—those of overcrowded slums, blight, traffic flow—were best addressed through zoning. Zoning practice separated uses and fostered the neighbourhood unit as the basis of residential development. Planning was seen as a regulatory tool—regulating uses improved the quality of life in a city. Officials believed that without regulation a city may fall victim to wasteful ways.

Planning principles and ideology were motivated by improving the built form to serve social ends. Eliminating mixed-use sites and improving vehicular flow were prominent actionable methods to maximize a city's potential. Implementing regulated zoning was a step to large-scale reform to guide appropriate development. Neighbourhood-scale developments, with suitable amenities for families, were considered best practice.

What follows is an investigation into the creation of the Halifax Master Plan. The documents that supported the development of the plan include the Terms of Reference for the plan (outlining the plan's charge); and the Act (making possible the development of a plan). Regulations were the foundation of early planning. A regulatory body formed the Halifax Master Plan. The Halifax Master Plan intended to take charge of the city's development to safeguard the city's future.

THE MASTER PLAN FOR THE CITY OF HALIFAX OF 1945

TERMS OF REFERENCE

In 1943, Halifax City Council held a meeting where it appointed a Committee to consider the reconstruction and rehabilitation of the City as it transitioned from wartime to peacetime. The City of Halifax then created Terms of Reference on 20 December 1943, to guide the Committee in developing a plan. Those present for the creation of the Terms of Reference (TOR) were:

- Mayor John Edward Lloyd
- Alderman: Adams, Ahern, Batson, and DeWolf
- C.P. Bethune, K.C., City Solicitor
- and N.L. Sherman, Commissioner of Finance

The TOR outlined that the Committee consider the construction of public works, and type, from the perspective 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.” (Civic Planning Commission, 1945: Sec. II, 2.a)

That the committee should study:

- the need for providing public service buildings (b);
- slum clearance and low cost housing, and the placement of such (c.i);
- the “advisability” of a Federal housing plan to support home owners and builders with loans at lower interest rates (c.ii);
- the location (d), and economic value of any proposed construction project (e);
- the intentions of vacant property owners (f);
- the applicability of the Town Planning Act (g);
- the opinion of industry regarding post-war economic opportunities (h), and determine viability of specific plans from the Honourable Minister for Industry of the Province (I);
- the post-war employment situation (j);
- federal rehabilitation projects and their applicability to Halifax (k);
- “the need for improved social welfare services” (l);
- the disposal of wartime related buildings (n);
- the need for vocational training for those discharged from service (m);
- the City’s need for post-war aerial transportation development (o);
- and “co-operate with Mr. E.L. Cousins, Wartime Administrator, Canadian Atlantic Ports, with a view to obtaining information of mutual value” (p).

The Committee was permitted to hold public hearings, and solicit any input deemed supportive to the cause (3) of creating and submitting a report (4), and to seek the necessary technical or clerical support required—with expenses submitted to the Commissioner of Finance of the City for approval (5, 7). The

Committee was given the freedom to consider, without restriction, any matters that supported progress of the task with which it was charged (6). The actions of the Committee were made possible because of the Nova Scotia Town Planning Act (passed in 1939, proclaimed in 1943).

THE ACT

The Nova Scotia Town Planning Act was found in Chapter 8 of the Acts of 1939. Proclaimed in 1943, the Town Planning Act allowed the creation of a Town Planning Board. The Board must consist of “the Mayor or Warden (ex officio) and six other persons of whom not less than three shall be members of the Council” (Province of Nova Scotia, 1939: Sec. 3.1). Members of the Board who wished to resign remained until a successor was found. Council members who resigned from Council also resigned from the Board (3.2).

The Act stated that the purpose of the Board was to prepare official town plans (3.3.a), and zoning by-laws (3.3.b), and to advise in the implementation of the plan (3.3.c&d). The Board had the liberty to appoint “engineers, consultants, or other officers as ... necessary” to actualize the plan (3.4.a). The Board recorded and submitted expenditures to the Council annually, and estimated upcoming annual costs (3.4.b). The Board was granted authority similar to that of Council—municipal officers were to grant requests of the Board as though directed from Council (3.4.c). Board meetings were held at least once a month (3.5), with minutes recorded and included in an annual report (3.6). A majority of Board members qualified as quorum (3.7).

Preparation and implementation of plan(s) by Council was subject to the approval by the Minister of Municipal Affairs (4.1.a&b). The Council had authority by the Act to develop coordinated transit plans (4.1.c), and to develop the various necessary aspects for a plan, such as: street widening provisions (4.1.d), land provisions (4.1.e), facilities (4.1.f), priorities (4.1.g), and financing (4.1.h). Council was to consult with the Board—if one existed—before acting on a plan, and request a report thereon (4.2).

The Council was not bound to implement a plan simply because of approval (5), and was to consult the public “by advertisement inserted at least once a week for two successive weeks in a newspaper ... at least three ... weeks before” the consideration of change or implementation, to air any objections (6.1). The Council ensured the plan was available for inspection by the interested public—and indicated where and when—before adoption (6.2&3). Plans had to be approved by the Minister of Municipal Affairs, as indicated in part 7, and contain copies of public objections, along with “proof of compliance with the requirements of Section 6” (8). A notice of plan approval was published and circulated, and a copy of the approved plan “filed in the office of the Registrar of Deeds for the County in which the lands are situate” (9).

According to the Act, if a plan addressed land use in more than one jurisdiction, the Council in that jurisdiction was responsible for the plan’s implementation (10). The Act provided authority to Council to acquire the necessary lands to enact the plan (11). It could create the appropriate by-laws to: designate boundaries and districts (12.a); designate permissible building areas, types, and forms (12.b,c,d,f,g,h); district density and size of open spaces (12.e); support the repair of buildings (12.i). Zoning by-laws were subject to the same approval process as a proposed plan (13,14&15). The Act provided opportunity for recourse for a person affected by proposed by-laws (16), and governing authority to zoning by-laws, unless a building code existed (17).

THE PLAN

When members were appointed, they served on the “Halifax Rehabilitation Committee”; later the group became the Civic Planning Commission of Halifax. The members first appointed were:

Chairman:

Ira P. Macnab, M.E.L.C., Nova Scotia Board of Commissioners of Public Utilities

Mrs. F.A. Lane, President, Halifax Welfare Bureau

Miss K.W. Skinner, 1st President, Halifax Business and Professional Women’s Club

E.F. Cragg, B.A., L.L.B., Barrister

Rev. Dr. C.F. Curran, D.D., Ph.D., Parish Priest

Allan M. Doyle, President Cousins Limited

Frank W. Doyle, Associate Managing Editor, Halifax Herald

W. Stanley Lee, Price and Supply Representative W.P. & T.B. for Nova Scotia, Director National Sea Products Ltd.

Jack B. Miller, Inspector, Royal Bank of Canada, Secretary Halifax Rotary Club

A.J. Murphy, Delegate, Halifax Trades and Labour Council

L.E. Shaw, Past President National Co. YMCA, President, LE Shaw Ltd.

George A. Smith, President, Halifax Trades and Labour Council

Permanent staff on the Commission were:

Executive Secretary: George T. Bates, NSPLS, Planning Consultant

Technical Consultant: Harold Lawson, FRAIC, Architect, Montréal, PQ

On 6 January 1944, the group was recognized as The Civic Planning Commission. The Civic Planning Commission published the Master Plan for the City of Halifax on November 16th, 1945, about six months after the end of the war in Europe.

The report opened with a broad introduction, outlining Halifax’s opportunities and “difficulties to efficient modern planning” (Civic Planning Commission, 1945: p. 4). Halifax was founded in 1749; chosen for its strategic military importance. The Halifax Harbour, Bedford Basin, and abundance of lakes, provided ample recreational opportunity. The location and size of the naturally deep Harbour made Halifax a principal port during World Wars. The plan contained 52 recommendations, and 20 roadway change proposals. A generalized land use plan was included, and guidance for addressing slum conditions through zoning comprised a significant section of the report. The Commission’s intent for the Master Plan was to guide future development to maximize potential. The report was an effort to safeguard the city’s assets.

The advent of modern traffic coupled with the original narrow streets presented challenges to planning efforts in the City. The Commission stated that, given the many virtues of Halifax “it will be folly to rely on further haphazard planning or to risk dependence upon political chance” (p. 4). The report identified the Provincial opportunities of potential wealth in the “fish, lumber, minerals, agriculture” and fuel industries (p. 5). The Commission had authority to address these opportunities by virtue of the Town Planning Act. The Town Planning Act provided authority to municipalities to establish planning boards, prepare official plans, by-laws, in order to “promote orderly growth” (p. 5).

The TOR outlined the tasks for the Commission. As for the charges of the TOR, the Commission responded by first emphasizing that prioritizing the City’s urgent needs was “difficult to specify” (p. 7), as per the directives in section 2.a. The Commission then identified that “slum clearance and housing,

street changes and improvements, the implementation of the” Board of School Commissioners’ Post War Planning Committee Report—which included the construction of a Vocational Training School, improving library facilities, and the development of zoning by-laws, as the priority areas, “but not necessarily in that order” (p. 7). It continued to address its scope, indicating that addressing the costs of construction was “impossible as well as impractical” due to insufficient staff (p. 7). The Commission considered the generation of employment stemming from any construction project (2.a(v)), and that the “self-liquidating” quality of a project was dependent on the nature of the project—slum clearance, and the National Housing Act (vi) (p. 8). Assessing the economic value of a project was seen as “intangible” based on the ripple effects in a community when new projects or plans were implemented (p. 8). The Commission found assessments of post-war employment (j) outside its purview (p. 8).

The Commission expressed its pleasure and gratitude to the collaborative efforts that contributed to the plan. Several individuals were thanked (see Appendix A), but particular gratitude was extended to the “several hundred high school children” who participated “in an essay contest on Community Planning” (p. 9).^{*} An ancillary report, said to contain supporting research and documentation (p. 11), accompanied the Master Plan. Locating and analyzing the report would provide greater insight into the development of the plan.

Before presenting the Master Plan, the Commission emphasized that present and long range planning essential to promoting sound development, and to the implementation of the proposed Plan. The Plan is divided into sections: streets and traffic; zoning and development; social planning; civic beautification; industrial development; and execution. The Plan contained 52 recommendations; a list can be found in Appendix B.

Section IV of the report addressed streets and traffic. “Streets form a city’s frame-work. They furnish light, air and access to properties; they accommodate utilities and traffic” (p. 12), and were why the Commission dedicated a significant section of the report to addressing various roadway issues. The section contained 16 recommendations, and 20 proposed thoroughfare changes.

In 1749, when Halifax was founded, the city consisted of 35 blocks. By 1945, it had approximately 900 blocks, with individual neighbourhood street patterns laid with disregard for the adjacent subdivisions. This resulted in streets of varying importance to “end blind[ly] or take sharp jogs in mid-career”, causing inconvenience and safety concerns (p. 12). Twenty proposed improvements intended to remedy traffic congestion as follows:

1) developing a diagonal highway at Water St. and George St. toward Gottingen St. and Cunard St., for a total of 5,400 feet—a distance of 2,400 feet until intersecting North St. and Robie St., and then continuing 3,000 feet. The highway intended to precede the ultimate construction of an elevated highway between Water St. and Gottingen St. (p. 14).

This is perhaps the loftiest roadway proposal. Today, peninsular Halifax remains the terminus of highways—it is highway free.

2) widening and straightening of the length of Chebucto Rd.—from the Arm to Windsor St.—to intersect with the highway from Proposal 1. (p. 16).

A portion of this proposal was realized in 2008. Chebucto Rd. was widened from the Arm to Mumford.

^{*}Note: These essays are yet to be located.

3) ensuring that North St.—or whichever street was selected—could properly serve traffic to the proposed bridge, by becoming a 4-lane roadway from Chebucto Rd. to the bridge entry (p. 16).

Today, North St. is an arterial route, but is a narrow two-lane road.

4) a new thoroughfare constructed through blighted properties, running from South St. to Spring Garden Rd. at South Park St., intended to relieve congestion from the terminals (p. 17).

This remains a residential area.

5) a new thoroughfare constructed from Tobin St. to Inglis St. at McLean St., to ultimately connect with Proposal 19 (p. 17).

This remains a residential area.

6) a new route starting at Argyle St. and Duke St. leading to Brunswick St. at Jacob St. (p. 17).
Jacob St. is now gone as a result of the ScotiaSquare development, and therefore, this proposal too is unrealized.

7) a new route starting at George St. and Grafton St. leading to Brunswick St. at Sackville St.*
Not realized.

8) extending Brunswick St. from Sackville St. to Spring Garden Rd. (p. 18).
Realized, and heavily used.

9) “widening and boulevarding ... Sackville St. from Brunswick St. to South Park St.” (p. 18).
Sackville St. was widened, but remains a two-lane road without a boulevard.

10) demolishing of the buildings on Queen St. to allow for widening. This was intended to rectify the dangerous intersection at Sackville St. and Queen St. (p. 18).
Some buildings removed, with others remaining.

11) extending Gottingen St. to Brunswick St., between George St. and Duke St., running through the Citadel’s North-Eastern slope (p. 18).
No developments through the Citadel have been realized. Cogswell Street, however, divides the Commons passing the Citadel.

12) joining North Park St. to South Park St. at Sackville St. via a wide curve through the Commons (p. 18).
North Park and South Park remain unlinked. Access to North Park from South Park can occur by following Bell Road and Ahern Avenue, or Bell Road and Trollope Street.

13) widening Upper Water St., and surveying Lower Water St. for improvements (p. 18-9).
Not significantly widened. One-way for part of the downtown. Street accommodates two lanes of traffic, parking, and sidewalks on both sides.

**Note: routes in Proposals 6 and 7 “pass through blighted areas” (p. 17).*

14) widening of Barrington St. along the railway line, and the removal of Africville (p. 19).
Parts of Barrington were widened. The final resident of Africville was relocated 2 January 1970. Africville was razed and converted to a park (Africville Genealogy Society, 2010).

15) straightening Kempt Rd. to Lady Hammond Rd. (p. 19).
While not “straight”, Kempt Rd. meets Lady Hammond.

16) developing Lady Hammond Rd. from Fairview through Devonshire Ave. and Dartmouth Ave. (p. 19).
Not realized.

17) extending Robie St. from Inglis St. to the railway line to ultimately meet the projected Connaught Ave. extension of Proposal 19 (p. 19).
Today, Robie extends beyond Inglis, but does not meet the rail line.

18) extending Young Ave. through Point Pleasant Park, but not interfering with pedestrian use of the shores—alternatively, creating “a circuit drive around the shores” of the Park from Francklyn St. to Terminal Rd. (p. 20).
No full circuit drive for vehicles has been realized, nor has Young Ave. been extended.

19) boulevarding Connaught Ave. from Lady Hammond Rd. at Kempt Rd., to McLean St. at Inglis St., creating a main thoroughfare from “the proposed North West Arm Bridge” (p. 20).
Not realized.

20) a new route running diagonally from Water St. at Cornwallis St. “to Brunswick St. near Cornwallis St.”, to reduce traffic on heavy grades along Barrington St. and Water St. (p. 20).
Not realized.

These roadway improvement proposals prioritized the automobile and traffic flow— common practice in the era. Personal automobile ownership was to be accommodated and encouraged. Technological advancements were a source of pride—a symbol of achievement. Environments that supported these achievements acknowledged the value of modern advancement, and were forward thinking. The Halifax Master Plan was intended to be the forward thinking plan that would usher in a modern city. Roadway improvements were seen as prerequisites of a prosperous future. The section addressed the construction of bridges; the improvement to bridge terminal entrances; the reduction of traffic hazards through street improvements; upgrades to ferry services; the development of improved airport facilities; and railway improvement, in an effort to improve circulation of goods and people throughout the city. Such improvements were vital to the welfare of the city, its future and legacy. The Commission asserted that “streets are community property”, and reminded that “overuse or misuse” could “constitute a violation of the community’s right to the free use of its own property” (p. 30). Modernizing the city to protect property values, to reduce nuisance, meant eradicating blight. Many of the recommendations and proposals in the Plan intended to remove blight. Safeguarding citizens and supporting new economic development was sought, while remaining conscious of sound finances (p. 32).

The following section of the Plan, Zoning and Development, addressed the division of land to support the best land-use, done in cooperation with neighbouring municipalities; and the creation of business, industrial, and residential zones. It was the most significant section of the report.

Zoning was intended to foster orderly growth and promote community wellbeing. It regulated building parameters, and population density. The report—in keeping with its aspirational approach—cautioned that the regulatory nature of zoning was “positive and constructive rather than negative” (p. 37). As an “instrument of planning”, zoning supported healthy, convenient, attractive communities, and furthered social and economic objectives by fostering the improvement of the built environment (p. 37).

The creation of shopping centres, in place of string developments along streets (called the business zone) was encouraged to avoid residential land depreciation, traffic nuisance and hazards (p. 38). The Commission proposed an equitable distribution of these centres—each in scale with its neighbourhood—arranged so that no one needed to “walk more than half a mile” to reach one (p. 38-40). The Commission did not seek to raze existing string business development along roads, such as Chebucto or Quinpool (p. 38).

The plan made “approximately 193 acres available for industrial use within the city limits”, and showed approximately 142 acres with railway access allocated as a new industrial zone (p. 41).

As for residential zones, the Commission gave significant consideration to issues of blight and slum housing. The report acknowledged the variety of housing types, and distribution, seeking to maintain—or improve—community cohesion, within existing neighbourhoods (p. 42). For newly developed residential areas, however, it was suggested that different housing types—single-family homes, duplexes, and apartments—be separated, as well as business, shopping, and public buildings. Separation of uses reflected the planning wisdom of the time. Plans from other regions and popular planning literature espoused the value of the practice. It was believed that separate zones increased the efficiency of use within that zone—that single use was better accommodated, and people less distracted. The Commission insisted that, “only by so doing can maximum benefits be derived by all concerned, owners, tenants, and the city” (p. 42). The report indicated the need “to arrest further mixed neighbourhood development which inevitably leads to the spread of slums” (p. 42). Opportunities on the peninsula for residential redevelopment were few, save for two areas identified as blighted: Study Area A & B (p. 47). New subdivisions were to be developed on a neighbourhood scale to function as a “social unit” (p. 43).

The Commission identified the fundamentals of a neighbourhood as:

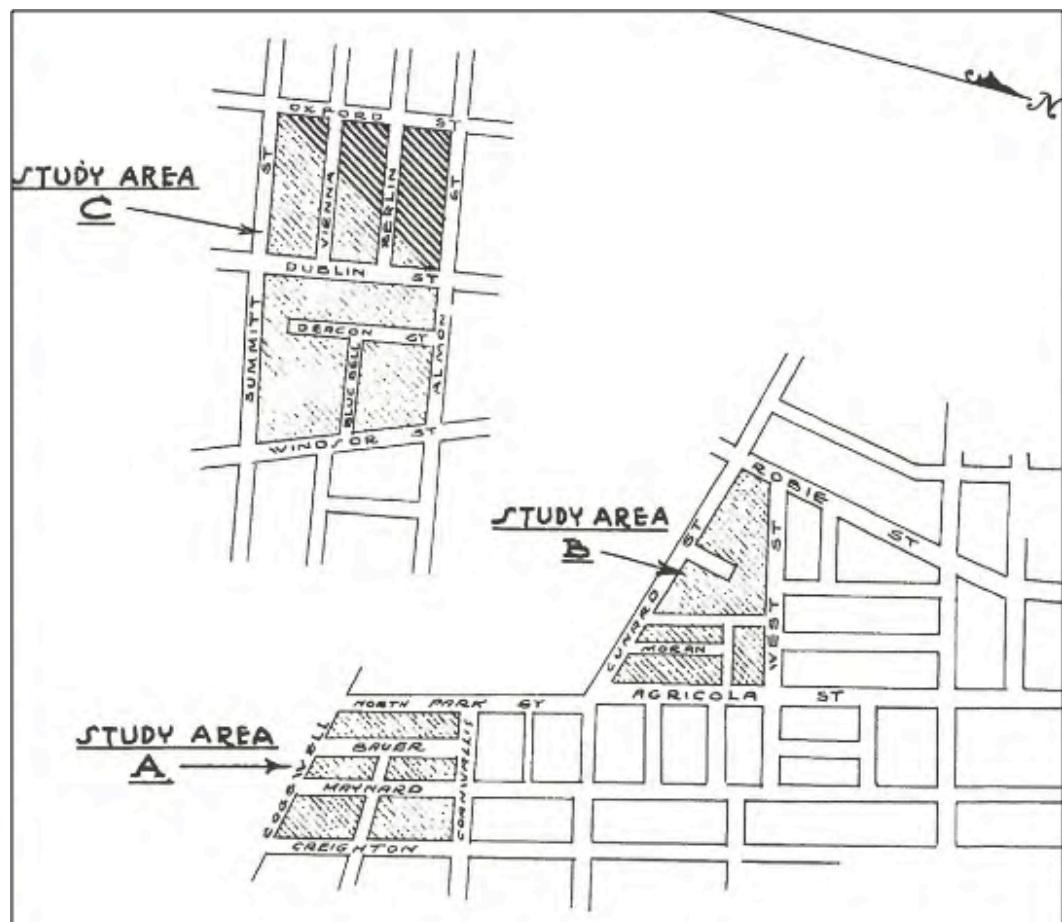
1. Reasonable ratio of building area to land area.
2. Houses of suitable design and modern standard.
3. Low density of population.
4. Hard surfaced streets free from heavy internal traffic.
5. Freedom from dust and smoke.
6. Adequate facilities for social and religious life.
7. Modern and well located 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. (p. 43)

These features contributed to strong social connections, thus translating into strong community fabric. Strong communities were essential to increasing civic pride and reducing delinquency. The report then

acknowledged that there would be a substantial increase in population from the 1941 census figures—essentially making the case for an urgently needed increase in residential development (p. 44-5).

The eradication of slums and blighted areas was a priority to the Commission—and in the broader planning community. Housing conditions played a significant role: improving conditions addressed slums. In Study areas A & B, 31.6% and 41.2% of buildings were identified as “deficient”, lacking structural or sanitary considerations—in comparison to Study area C, bearing only 1.1% deficiency (p. 50). Housing deficiencies extended beyond the Study areas, described in areas like Poplar Grove, Greenbank, and Fairview (p. 51). There was reference to “shack towns”—likely meaning Africville (p. 51). The desire to improve housing conditions extended beyond social equity concerns and into economics when the report indicated that: the tax yield from Study area A & B combined generated \$21,164 to provide civic services to 2,419 people, whereas Study area C generated \$21,946 to serve 913 people (p. 52). This was presented to further the effort “for a slum clearance and adequate housing program in Halifax” (p. 52).

Blighted areas and slums were not viewed as contained static phenomena, but as a contagious illness. These areas were known to “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” (p. 53). The report suggested that slum clearance be thoughtfully undertaken, rehousing community members in “temporary or permanent accommodation”, and phasing redevelopment “over a period of years” (p. 54). The area between the Citadel and North St. was offered as



Study Area A, B & C (Civic Planning Commission, 1945: p. 47)

a suitable area to “provide thousands of low rental apartments within a reasonable distance of the major centres of employment” (p. 54). Federal funding to support slum clearance was provided by the National Housing Act of 1944, but the report cautioned that a great deal of support was needed to perform slum clearance—financial, social, and otherwise. Razing of the city prison and removal of Africville was meant to facilitate creating new residential areas (p. 56-9). Development proposals promoted using neighbourhood units as the development pattern (p. 61).

The Commission claimed that, “the city is vitally concerned as to land use” (p. 64). As such, the Commission requested a Waterfront development study, and an evaluation as to what was required to support efforts of national defence (p. 63-4). A desire to erect public buildings specifically in an area that provided “a commanding position” existed, with the eastern blocks of Brunswick St. proposed.

The report dedicated 5 pages to addressing parks, playgrounds, and historic sites. The Commission wanted “a comprehensive parks and playgrounds plan for the Halifax and Metropolitan Area”, and then identified the necessary considerations to be included therein. They were:

- 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. (p. 69)

These improvements intended to foster community wellbeing. In that same spirit, the report indicated that while hospital services were logically distributed, penal and charitable land uses should be reconsidered for the good of the neighbourhood where these services were located (p. 73-3). This supported the Commission’s proposal for the construction of a public library, auditorium, art gallery, and museum, to address lacking cultural and community facilities (p. 74). The architectural manifestations of these facilities were of high importance to the Commission—the buildings should bear “symbolism and dignity” (p. 74).

Issues of social planning were limited to education, health, and social welfare. The Commission recognized the need for improved schools and playgrounds, but argued that improvements be a collaborative endeavour, spearheaded by educational authorities in short order (p. 75-6). The Commission called for general health and welfare improvements, with the installation of modern sanitary facilities, in collaboration with the municipality (p. 77-8).

The report indicated a desire for civic beautification through thoughtful architectural design (p. 79). Implementing underground wiring was urged—to improve aesthetics and for practical purposes (p. 81). Regulation to support street lighting, boulevards, and nighttime garbage collection would promote civic pride and improve city management (p. 81). Minimizing commercial billboard advertisements

increased attractiveness, and further developing the waterfront was expected to draw tourists (p. 82).

The Commission encouraged industrial development to stimulate the economy through foreign trade (p. 84). The Execution of the Master Plan was essential to curtail the problems ailing the city (p. 85). Updating the Halifax building code, and promptly enforcing it, was important for implementation (p. 88). These actions were not for the Commission, but to be taken up by another group—by Council appointment. Civic engagement and democratic representation on the Planning Commission was identified as crucial for success (p. 11).

TIMELINE

This timeline intends to provide a more detailed examination into the yearly activities in the city*. An expanded version can be found in Appendix C.

	INTERNATIONAL PLANNING CONTEXT	HALIFAX PLANNING ACTIVITIES	HALIFAX CONTEXT
1939	1716 American cities have zoning codes (Picard, 1939: p. 3).	Town Planning Act developed The Plan for Future Dartmouth produced	
1940	The American City Planning Institute becomes the American Institute of Planners (Buttenheim, 1940: p. 17).		
1941	A new interregional highway is proposed in the United States (Herring, 1941: p. 19). Popular planning literature espouses the importance of land use surveys (Young & Filley, 1941: p. 10).		Nearly 6000 British Guest Children arrive through Halifax before the end of the programme at the end of March (Nova Scotia Bureau of Information NSARM NSIS no. 2314). 60 streetcars are now in operation, compared to 22 before commencement of the war (Jefferson, 16 Mar, 1941).

*Detailed yearly information regarding the plan has yet to be found. These details are likely contained in the “ancillary report”.

1942	<p>Due to increased War demands, the AIP Fall meeting is cancelled in 1942 (<i>Journal of the American Institute of Planners</i>, 1942a: p. 32).</p> <p>Detroit announces development of its own Master Plan over the course of 3 years (<i>Journal of the American Institute of Planners</i>, 1942: p. 2).</p> <p>The Uthwatt Report presents an ideological change in Britain (Spengler, 1942: p. 16). Formerly focused on individuals improving land value, it recognizes the “subordination to the public good of the personal interests and wishes of landowners” (p. 17).</p>		<p>Owner of the Willow Tree Apartments looks to convert to 57 room hotel and restaurant. A new City Tax System is discussed (Jefferson, 28 Apr 1942). Heavy rains cause washouts on major highways and delays in passenger and war traffic (Jefferson, 24 Sept 1942: <i>Halifax Herald</i>, 29 Sept 1942). The high numbers of military personnel seeking to “cut loose” fuels aggression and leads to drunken brawls that spill into the street. Sidewalks do not yet blanket the peninsula—residential streets like Edinburgh, have no sidewalks (Jefferson, 16 Oct 1942). December 6th marks the 25th anniversary of the Halifax Explosion.</p>
1943	<p>The <i>County of London Plan</i> produced. Primary concerns include: “traffic congestion, depressed housing, inadequacy and maldistribution of open spaces” and a lack of separation between residential and industrial uses (Eden, 1943: p. 38).</p>	<p>The City of Halifax created Terms of Reference on 20 December, to guide the Halifax Rehabilitation Committee in its development of a plan.</p> <p>Nova Scotia Town Planning Act proclaimed</p>	<p>The Harbour freezes for the first time in 46 years (Jefferson, 17-18 Feb 1943). The Rockefeller Medical Report exposes the squalor prevailing in Halifax, implying surprise about the possibility of sustained life in such dirty, poor conditions (Jefferson, 8 Feb 1943). Surplus military housing is poorly erected on Atlantic St. (Jefferson, 25 Apr 1943). New residential developments are springing up creating questions about how they will be serviced sprawling away from the city core (Jefferson, 25 July 1943). Water is again contaminated in August and October. Increased war traffic has caused infrastructure disrepair due to high traffic volume (Jefferson, 8 Nov 1943).</p>
1944	<p>The <i>Greater London Plan</i> produced</p> <p><i>Planning for Montreal</i> produced</p>	<p>“The Halifax Rehabilitation Committee” approved to be recognized as The Civic Planning Commission on 6 January</p>	<p>There is concern growing due to the lack of post-war policy for the city (Jefferson, 21 Jan 1944). Early March sees another partial freeze of the Harbour, and a significant fire at Piers 20 and 22 (Jefferson, 5 Mar 1944). Fire significantly impacts waterfront activities. Repairs begin on King’s Wharf in Dartmouth, and Halifax begins to experience a slight increase in product and service availability (Jefferson, 13/18 Mar 1944).</p>

1945	<p>Orange County adopts an Airfield Plan (<i>Journal of the American Institute of Planners</i>, 1945: p. 33)</p> <p>Winnipeg creates a Planning Commission (p. 33)</p> <p>Bismarck revises its Six-Year Program (p. 35)</p> <p>California finances Postwar Public Works Plans (p. 35)</p> <p>University of Pennsylvania inaugurates In-Service Governmental Planning Program (p. 37)</p> <p>Tile Map of the National Capital issued—intended to “stimulate nation-wide interest in the properly planned development of Washington” (p. 37)</p>	<p>Master Plan published in November</p>	<p>Mob rule and looting consumes Halifax on 8 May, with the announcement of Victory Day in Europe. Three die in the chaos (Naftel, 2009). On 18 July, an ammunition barge explodes in the Bedford Basin. Many are evacuated, and one death is reported (Hayward, 1945).</p>
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Some of the damage of the Victory Day riots, Nova Scotia Archives. (2009h)

OTHER PLANS

Planning endeavours were not limited to the Nova Scotia context. There was an increase in planning activities at the time. The examples of plans below mirror the ideologies in the Halifax Master Plan, or may have inspired its direction.

DARTMOUTH, NOVA SCOTIA

The *Plan for the Future Dartmouth* was a generalized plan conceived by a husband and wife architect team—Mr. & Mrs. Reay—from ~1939. It contained several schematics outlining more precise applications, but was generally intended to act as a foundational document for further studies (The Nova Scotia Municipal Bureau and Department of Municipal Affairs, 1940). As with a number of plans of this era, the Dartmouth plan was aspirational and inspirational. Primary planning concerns were the welfare of minority groups, children, green space, and legacy.

MONTRÉAL, QUÉBEC

In 1921, Montréal's first organized planning commission formed (City of Montreal, 1944: p. 17). By the 1930s and 1940s, Montréal was facing the same challenges as Halifax: slum conditions (p. 41), and a shortage of housing (p. 42). *Planning for Montreal* was produced in 1944. The Plan approached the same points of planning interest as all of the plans reviewed: new roadway infrastructure, and system; city beautification; improved services—a modern city. The Plan differed from Halifax's by providing an index of all planning points, and listing all 11 committees and subcommittees. Similar records for the Halifax Master Plan were kept separate, complicating follow-up enquiries.

OTTAWA, ONTARIO

In 1857, Queen Victoria declared Ottawa Canada's capital. Originally a lumbering town, Ottawa suffered from unrelated growth (Devlin, 1949). A plan was developed to steer growth in 1944. As the Nation's capital, Ottawa's vision likely impacted Halifax's aspirations. In 1949, Ottawa had a population of approximately 12 million. It was the international point of contact for Canada. The question concerning officials of the time was: What makes a capital? Ottawa faced the juxtaposition of groomed landscaped roadways, and the ills of a city growing without a plan. Unregulated growth caused mixed-use developments to occur, increasing city air pollution. The 100 railway crossings slowed traffic. Rush hour bottlenecks made "tempers get hot, and dinners get cold" (Devlin, 1949). City department offices were "haphazardly dispersed", resulting in inefficient use of time and space. Ottawa was "a capital in name, not in appearance" (Devlin, 1949). The potential majesty of the city was unrealized in many ways, including the obstructed view planes of the impressive capital buildings.

In August of 1944, Ottawa's capital region was defined to 900 miles². A plan was needed to guide the direction of the capital. Jacques Gréber conceived of the plan that exalted similar principles to the Halifax Master Plan. Defined, self-contained neighbourhoods were a priority, with industrial uses located beyond the concentrated population. Ottawa was to contain its growth and regulate sprawl using a green belt, and converting railways to automobile expressways. Trains and factories were supposed to bound the city, along with the green belt. The plan was to be actualized over the course of a few decades, and was to represent "the achievements and progress of Canada" (Devlin, 1949).

TORONTO, ONTARIO

Following the end of WWII, Toronto saw a boon of interest in managing and directing growth of the city (Crouch, 1954: p. 87). In 1948, the Mayor of Toronto requested the Civic Advisory Council study and propose improvements for governmental service provision and governmental organization (Crouch, 1954: p. 88). The study concluded that a new government structure was necessary to better direct city

growth. The new regime was installed in 1954 (Crouch, 1954: p. 85).

VANCOUVER, BRITISH COLUMBIA

The Vancouver Town Planning Commission developed *A Plan for the City of Vancouver, British Columbia*, in 1928. It contained themes and concerns common to all of the reviewed plans. The plan featured discussions about: Trade and Industry; Transport; Roads; Zoning; and Recreation and Civic Art (Mattocks, 1932: p. 49). Improving industrial trade routes, restructuring the haphazard roadways, and creating a wealth of recreation spaces were some of the prominent action items.

The Vancouver plan provided insights to the trajectory of Planning priorities, principles, and ideology informing the Halifax Master Plan.

LONDON, ENGLAND

Patrick Abercrombie worked on *The County of London Plan* of 1943, and the *Greater London Plan* of 1944. These plans too were general, requiring additional studies before implementation. Planning in this era was aggressive, and broad in scope. The plan of London County, released in 1943, emphasized concerns that appeared in the Halifax plan. Primary concerns included: “traffic congestion, depressed housing, inadequacy and maldistribution of open spaces” and a lack of separation between residential and industrial uses (Eden, 1943: p. 38). The plan was extensive—about 188 pages. The Halifax Master Plan was about 143 pages—in keeping with the London efforts. Both plans addressed planning efforts in a co-ordinated, holistic way. Abercrombie noted, “Compared with the County of London and the City Plans, it [the Greater London Plan] is extensive in place of intensive in nature and in general its characteristic will be receptive and developing, instead of decentralising and replanning” (*Greater London Plan*, 1944: p. 5). Both plans were extensive and intensive when compared to the more modest plans—like Halifax and Dartmouth.

All of these plans contained generalized land use surveys, proposed generalized future land use maps, calls to action for further technical detailed surveys, and optimism for city growth. Concerns were consistent between plans, and for the time: slums and blight, traffic flow, and supporting positive regulated economic and social growth. City planning in this era was evolving. Various planning theories existed, and as technology advanced, planning motivations changed. There was much emphasis on vehicular access and domination of city centres and downtowns by the personal automobile—the notion of the Automobile Suburb, and a city on the highway (Hall, 1988). There was a great deal of importance placed on the aesthetics of the city—the Garden City, and City Beautiful Movement (Hall, 1988). Planning theory was not unified, and was in a type of infancy—given the rapidly changing world.

OPPORTUNITIES FOR FURTHER RESEARCH

This research used the provincial and municipal virtual archives. There was a wealth of digitized material—more material to examine for what time would allow. Some elements were digitized, saving a visit to the archives. This was the case for the Town Planning Act, and a copy of the Halifax Master Plan. The whereabouts or existence of the “ancillary report” was not determined, nor were the minutes from Commission meetings found. These two pieces would have contributed invaluable. Making use of archival materials, this research would benefit from a deeper examination into the figures who created the Master Plan. Commission members have all been identified. A look into their backgrounds may clarify how the report was informed.

Given the time period, gaps in the chronology exist. Incorporating the yet-to-be recovered “ancillary report” would be a tremendous contribution. How the plan shaped development that followed would be another worthwhile pursuit.

CONCLUSIONS

Planning does not occur in a vacuum. The temporal context of the Master Plan affected its development. The Halifax Master Plan was informed by the climate of the time, created in a context of conflict. The City of Halifax was facing the challenges of war, and planning practice was transitioning. A hunger existed to modernize the city, and to create a legacy.

Halifax pre-WWII had imperfections. The city experienced slum conditions, housing shortage, blight, and awkward growth. These conditions were only amplified with the advent of war and the heavy demands on the Port and Harbour. Planning for peace in a time of war was no small task. The Commission made its best recommendations for the optimal future—a future with adequate regulated housing for every citizen; an attractive, beautiful modern city; a city with due regard for the vulnerable. While these ideals may have originated in Victorian England, they only intensified with the war. The war represented a threat to these aspirations, and creating a plan to actualize these goals was an important defence. The antidote to the chaos of war was regulation and planning.

The recommendations contained in the report were intended to have positive lasting results. Zoning changes and enforcement were the medium to achieve success. Major thoroughfare changes and broadening of roads were to improve vehicular access and traffic flow—ultimately supporting yet-to-be developed transit. The design of new subdivisions was informed by best practices of the time—all recommendations bearing the good of the community and future as priority.

The construction of the bridge to Dartmouth represents a significant manifestation of the Master Plan. The bridge was a solution to many of the traffic concerns and challenges facing both sides of the Harbour. The Plan did not explicitly prioritize traffic-flow, but addressed it considerably. In addition to the 20 roadway proposals, other recommendations were focussed on traffic-flow improvements.

The Halifax Master Plan was the product of significant research and labour. The Plan was preparing the city to experience the positive effects of postwar peace by transforming Halifax from a strategic wartime utility to a modern city. The Plan envisioned a strong city, with a rich history. The city was to have grand amenity, and a global economy. The Plan was setting the stage for a bright, prosperous, and attractive future.

The recommendations in the Plan provide insight into planning practice and wisdom of the time. The Plan is in contrast to today's approach to planning in practice, not intent. The intent of planning has remained consistent—it seeks to improve the social climate through the built form. Exploring the Halifax Master Plan allows for opportunity to evaluate progress—that of the city, planning, and beyond.

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APPENDIX A

Those thanked in the introduction:

Rotary Club of Halifax

Messrs. R. M. Hattie and E. J. Kelly, and the Halifax Council of Social Agencies

Lieut. Col. S. C. Oland

A. R. P. of Halifax

Mr. E. L. Cousins, Wartime Administrator of Canadian Atlantic Ports

Miss Jean Peabody

Essay winners:

First prize - W. David Jamieson

Second prize - Shirley Strickland

Third prize - Albert Arron

Fourth prize - Jean Keohan

APPENDIX B

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

Twenty proposals follow

(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.

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

(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.

(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).

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

Your Commission recommends that:

(7) Improvements be devised for circulation and control of traffic at important intersections by “clover leaf”, “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 designated to accommodate the type of traffic needed to serve areas developed in accordance with the Master Plan.

Your Commission recommends that:

(11) 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 No. 2 and 3).

Your Commission recommends that:

(13) Negotiations with the Dominion Government immediately be undertaken to the end that modern motive power either electrical 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 ugliness.

(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 Scotia Hotel and Union Station.

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

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.

(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.

(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, know as the “devastated Area” and at present administered by the Halifax Relief Commission.

(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.

(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.

(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.

(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.

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.

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.

(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 this becoming an integral part of the Master Plan.

(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.

Your Commission recommends

(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.

(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 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 the 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.

(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 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.

APPENDIX C

	INTERNATIONAL PLANNING CONTEXT	HALIFAX PLANNING ACTIVITIES	HALIFAX CONTEXT
1939	1716 American cities have zoning codes, (Picard, 1939: p. 3).	Town Planning Act developed The Plan for Future Dartmouth produced	
1940	The American City Planning Institute becomes the American Institute of Planners (Buttenheim, 1940: p. 17). Modern planning advancement in Estonia, Latvia, and Lithuania interrupted due to Russian occupation (Koch, 1940: p. 70)		
1941	A new interregional highway is proposed in the United States (Herring, 1941: p. 19). Popular literature suggests: "A thorough land use survey currently maintained and wisely used is a long step toward a better city" (Young, & Filley, 1941: p. 10).		Nearly 6000 British Guest Children arrive through Halifax before the end of the programme at the end of March (Nova Scotia Bureau of Information NSARM NSIS no. 2314). 60 streetcars are now in operation, compared to 22 before commencement of the war (Jefferson, 16 Mar, 1941).

1942	<p>Due to increased War demands, the AIP Fall meeting is cancelled in 1942. “The place of planning in the job of winning the war and building a durable structure for the years of peace can be more accurately evaluated in another few months” (Journal of the American Institute of Planners, 1942a: p. 32).</p> <p>Detroit announces development of its own Master Plan over the course of 3 years (Journal of the American Institute of Planners, 1942: p. 2).</p> <p>The Uthwatt Report presents an ideological change in Britain (Spengler, 1942: p. 16). Formerly focused on individuals improving land value, it recognizes the “subordination to the public good of the personal interests and wishes of landowners” (p. 17).</p>		<p>This marks a busy year in the Halifax Port. Bill Russell, owner of the Willow Tree Apartments—looks to convert to 57 room hotel and restaurant. Wants to replace tenants upon lease expiry, and to add a \$10,000 nightclub. Willow Tree could be converted to hostel. Meanwhile, the Norwegian government seeking to purchase Halifax Hotel before it disintegrates. A new City Tax System is discussed (Jefferson, 28 Apr, 1942). Parks and recreational areas are again seeing the liveliness as experienced before the popularity of the automobile (Jefferson, 4 Aug, 1942). Within a thirty-seven hour period in August, 113 ships pass through (Jefferson, 8 Aug, 1942). Heavy rains cause washouts on major highways and delays in passenger and war traffic (Jefferson, 24 Sept, 1942: Halifax Herald, 29 Sept, 1942). The high numbers of military personnel seeking to “cut loose” fuels aggression and leads to drunken brawls that spill into the street. Sidewalks do not yet blanket the peninsula—residential streets like Edinburgh, do not yet have sidewalks (Jefferson, 16 Oct, 1942). This is surely a safety concern given the growing popularity of personal automobiles. There is commodification of food goods, to the disadvantage of low-income families, and the adoption of a candy tax (Jefferson, 14 Dec, 1942) to stimulate the economy. December 6th marks the 25th anniversary of the Halifax Explosion.</p>
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1943	<p>The County of London Plan produced. Primary concerns include: “traffic congestion, depressed housing, inadequacy and maldistribution of open spaces” and a lack of separation between residential and industrial uses (Eden, 1943).</p>	<p>The City of Halifax created Terms of Reference on 20 December, to guide the Halifax Rehabilitation Committee in its development of a plan.</p> <p>Nova Scotia Town Planning Act proclaimed</p>	<p>Wartime harbour traffic and the daily activities of civilians collide in the harbour when the Dartmouth ferry strikes a ship, early in the New Year (Jefferson, 9 Jan, 1943). By February, extreme cold causes the Harbour to freeze for the first time in 46 years (Jefferson, 17-18 Feb, 1943). The Rockefeller Medical Report is published and exposes the squalor prevailing in Halifax, implying surprise about the possibility of sustained life in such dirty, poor conditions—even suggesting that no dining establishment is safe for patronage (Jefferson, 8 Feb, 1943). Surplus military housing is poorly erected on Atlantic St., contributing to civilian angst (Jefferson, 25 Apr, 1943). There is a growing desire for the war to conclude, but a keen desire to maintain the employment opportunities that arise as a result. By July, new residential developments are springing up around Chocolate Lake, creating questions surrounding how they will be serviced sprawling away from the city core (Jefferson, 25 July, 1943). The overcrowding, disrepair of infrastructure, food shortages, and constant noise generated from discontent are affecting morale and calm in the city (Jefferson, 29 July, 1943). Heavy rains in August causes another incident of city water contamination—a seemingly normal periodic event (Jefferson, 20 Aug, 1943). Water must be boiled before consumption. By September, the state of civil unrest is such that police officials pay attention to little short of homicide (Jefferson, 8 Sept, 1943). Water is again contaminated in October, and price ceilings are put in place. Increased war traffic has caused infrastructure disrepair due to high traffic volume (Jefferson, 8 Nov, 1943). Additionally, passenger traffic increases have place too high of a demand on services, resulting in poor quality and availability of goods and services (Jefferson, 31 Dec, 1943).</p>
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1944	<p>The Greater London Plan produced</p> <p>Planning for Montreal produced</p>	<p>“The Halifax Rehabilitation Committee” approved to be recognized as The Civic Planning Commission on 6 January</p>	<p>Some military personnel consider the Dartmouth station better equipped than that of Halifax—no doubt contributing to existing rivalry (Jefferson, 8 Jan, 1944). There is concern growing due to the lack of post-war policy for the city (Jefferson, 21 Jan, 1944). Early March sees another partial freeze of the Harbour, and a significant fire at Piers 20 and 22 (Jefferson, 5 Mar, 1944). Fire significantly impacts waterfront activities. Repairs begin on King’s Wharf in Dartmouth, and Halifax begins to experience a slight increase in product and service availability (Jefferson, 13/18 Mar, 1944).</p>
1945	<p>Orange County adopts an Airfield Plan (Journal of the American Institute of Planners, 1945: p. 33)</p> <p>Winnipeg creates a Planning Commission (p. 33)</p> <p>Bismarck revises its Six-Year Program (p. 35)</p> <p>California finances Postwar Public Works Plans (p. 35)</p> <p>University of Pennsylvania inaugurates In-Service Governmental Planning Program (p. 37)</p> <p>Tile Map of the National Capital issued—intended to “stimulate nation-wide interest in the properly planned development of Washington” (p. 37)</p>	<p>Master Plan published in November</p>	<p>Mob rule and looting consumes Halifax on 8 May, with the announcement of Victory Day in Europe. Significant social and economic damage occurs. Three die in the chaos (Naftel, 2009). On 18 July, an ammunition barge explodes in the Bedford Basin. Thankfully, the explosion doesn’t rival the force of the Halifax explosion in 1917, but the aftershocks do create a flurry of activity for a full day following. Many are evacuated, and one death is reported (Hayward, 1945).</p>

NOTES