

HALIFAX

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Item No. 14.1.5
Halifax Regional Council
December 12, 2017

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by 

SUBMITTED BY: _____
Jacques Dubé, Chief Administrative Officer

DATE: October 17, 2017

SUBJECT: **CA0114: Lucasville/Hammonds Plains and Area Community Boundary Project**

ORIGIN

The Civic Addressing corrections program.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter), Part XII, Streets and Highways, S.323

RECOMMENDATION

It is recommended that Halifax Regional Council recognize:

1. Lucasville as an official HRM Community, as per Map 1 of this report, and authorize staff to install community signs as identified on Map 2.
2. Hammonds Plains as an official HRM Community, as per Map 3 of this report, and authorize staff to install community signs as identified on Map 2
3. Upper Hammonds Plains as an official HRM Community, as per Map 4 of this report; and
4. Stillwater Lake as an official HRM Community, as per Map 5 of this report.

BACKGROUND

Prior to amalgamation, the cities of Halifax and Dartmouth, the Town of Bedford, and the villages of Uplands Park and Waverley had legally established names and boundaries. All other communities were unincorporated areas of Halifax County. In 1996 the Halifax Regional Municipality was created and all incorporated and un-incorporated boundaries were dissolved. The boundaries for the incorporated cities and towns were maintained as the new community boundaries. However, there was no formal process for determining the community boundaries of the areas that had not been legally established prior to amalgamation. No official public consultation was conducted to establish these community boundaries and it became apparent that several of the community boundaries were inaccurate and some communities had not been included.

In 2002, HRM began a program to ratify its community boundaries. This was deemed necessary to enable the efficient delivery of E911 and Canada Post services. It was also regarded as an opportunity for communities to demonstrate community pride while reflecting local history. To date, 181 of the 200 communities in the Municipality have been approved by Regional Council. Hammonds Plains, Lucasville, Stillwater Lake, and Upper Hammonds Plains are four of the 19 remaining communities that have not yet had their boundaries officially ratified by Council.

Most communities have multiple boundaries therefore, the verification process is done in phases. Confirmation of the boundaries for Stillwater Lake, Hammonds Plains and Upper Hammonds Plains began in 2006. Only the western boundary for Stillwater Lake was approved by Regional Council (see report of October 30, 2007 ¹).

Confirmation of the community boundary between Middle Sackville and Lucasville began in 2010 and Regional Council ratified that boundary as presented in a May 16, 2011 staff report ². However, on May 14, 2014 Councillor Johns made a motion at Regional Council that “staff remove the Welcome to Middle Sackville sign pending confirmation on the correct location of the community boundary, and that staff confirm the boundary for Middle Sackville/Lucasville in the form of a staff report back to Regional Council.” This motion was put and passed unanimously and the sign was removed from the posts.

The most recent (2016/2017) and final consultation project for the area sought feedback to confirm the boundaries between Hammonds Plains and Lucasville and to reconfirm the boundary between Lucasville and Middle Sackville. This confirmation will complete the ratification process for all the community boundaries of Hammonds Plains, Lucasville, Stillwater Lake and Upper Hammonds Plains.

Community Boundary Review Process & Community Signs

The community boundary verification process, as outlined in Attachment A, involved community consultation and research that determined the location of the community boundaries at each vehicular entrance to each of the communities. This is the same process which was used to verify the boundaries of the current 181 approved communities.

In accordance with Civic Addressing policies, communities affected by major change in community boundaries shall be informed, and consulted before, during and after the process. The consultation process focuses on obtaining feedback from those residents in the immediate area of the boundary, who could be affected by a change to their community name. However, in the case of Lucasville, the entire community and surrounding area was consulted.

In May 2003, HRM Regional Council approved³ the installation of standard community signs at each entrance point to a community. The installation process requires staff to conduct public consultation with residents prior to installation to verify that the community names and boundaries are accurate.

¹ <http://www.halifax.ca/council/agendasc/documents/071030ca1012.pdf>

² <http://www.halifax.ca/council/agendasc/documents/110621ca1114.pdf>

³ <http://www.halifax.ca/council/documents/030506cow3.pdf>

Community Name History

Hammonds Plains

"Hammonds Plains was named for Sir Andrew Snape Hamonds (Hammonds), Lieutenant Governor from 1781 to 1782. It was one of the first roads built by the municipality as part of the route that was to link Halifax with the Annapolis Valley."⁴

Lucasville

"Lucasville was named after James Lucas (Locas), an early pioneer. Other grants during the 1760s went to Richard Wenman and John George Pyke. In the early 1800s, a few of the Chesapeake Black families settled along the road. They included those with the surnames William, Parsons, Kelsie, Oliver and Dishna."⁵

Stillwater Lake

The community of Stillwater Lake is so named after the large body of water named "Stillwater Lake" located in the community.

Upper Hammonds Plains

"In 1816 Thomas Johnson, a soldier in the Royal Artillery, was appointed victualer for the Black settlers who arrived in Canada following the War of 1812. These new arrivals were freed Chesapeake Blacks who were granted land along Upper Hammonds Plains towards Pockwock Lake. They included families with the names of Johnson, Wilson, Hamilton, Symonds, Anderson, Mantley, Brown, David, Whylie, Marsman, Jackson, and Ellison (Allison). Many tried to farm but found the soil too rocky and turned to lumbering instead."⁶

DISCUSSION

To verify the community boundaries for Hammonds Plains, Lucasville, Stillwater Lake and Upper Hammonds Plains, staff followed its standard community boundary consultation process which involved:

- researching community boundaries
- consulting with interested stakeholders and the local Councillors; and
- consultation with residents

The initial research of the community boundaries included a review of the abutting boundary of the former Town of Bedford, the community names used by Canada Post and the location of any existing community signs. Historical research was also conducted.

The final verification of these communities involved reviewing and confirming shared boundaries at seven vehicular access points.

Boundary	Communities	Vehicular Access Road
1	Hammonds Plains/Lucasville	Lucasville Road
2	Lucasville/Middle Sackville	Lucasville Road
3	Hammonds Plains/Bedford	Hammonds Plains Road/Larry Uteck Boulevard
4	Hammonds Plains/Bedford	Blue Mountain Drive
5	Hammonds Plains/Bedford	Belle Street and Collins Road
6	Hammonds Plains/Upper Hammonds Plains	Pockwock Road
7	Hammonds Plains/Stillwater Lake	Hammonds Plains Road

⁴ One City Many Communities – Alfreda Withrow Page 139

⁵ One City Many Communities – Alfreda Withrow Page 141

⁶ One City Many Communities – Alfreda Withrow Page 141

1. Lucasville/Hammonds Plains – Lucasville Road

As with all community boundaries, the current boundary between Lucasville and Hammonds Plains was drawn up in 1996 (Map 6).

At that time the Waterstone Subdivision had not been created. In 1999 the lands for Waterstone were subdivided and new streets (Waterstone Run, Stonewick Cross, Westpoint Drive and Millstone Court) were developed. As this was prior to the adoption of the Civic Addressing Policies (2002) no modifications to the community boundary were considered at that time. If the policies had been in place at that time, staff would have followed policy 14:

The Civic Addressing Coordinator shall ensure that where a road is built or extended across a community line and the sole access is through a single community, the boundary of the latter community shall be redelineated to include the street and all lots accessing it as shown in a Final plan of subdivision.

This ceased to be an issue when in 2006 Newbury Road and Cranley Road were constructed, which provided a secondary access to point to Waterstone Run and a connection to the Hammonds Plains Community.

A review of the community names used by Canada Post illustrated some discrepancies. Waterstone Run, Stonewick Cross and Westpoint Drive are all listed in the community of Hammonds Plains, whereas Millstone Run is listed in the community of Lucasville. There is also evidence that Canada Post has changed the community name in this area several times. There are reports of residents using Middle Sackville, Lucasville and/or Hammonds Plains.

South of the Waterstone subdivision is the Timber Trails Trailer Park, which has been in the area for over 40 years and the residents have experienced many changes to their mailing community, including the usage of Middle Sackville and Lucasville. They are currently using Hammonds Plains as their mailing community address.

Historical research was conducted by the local Councillor (s) and a local historian Elmer Grove with Fultz House. Mr. Grove's research indicates that the original Lucasville settlement was never recognized as its own community. It was included in the community of Sackville (Middle Sackville). The original settlement stretched from Wadee Court south to just past the intersection of Waterstone Run. The settlement expanded as settlers bought land as far south as the current day power line.

Hammonds Plains was also once considered part of the community of Sackville. In 1831 the Lucasville Road opened connecting Hammonds Plains to Sackville, locally called The Cross Roads.

A preliminary meeting in early 2016 with the Lucasville Community Association and the local Councillor yielded maps showing the boundaries of Lucasville extending south along the Lucasville Road until the power line (as shown in Map 1). This interpretation would include all the Waterstone subdivision and the Timber Trails Park in the community of Lucasville.

In April of 2016, letters were sent to all property owners in the current community of Lucasville, the Waterstone subdivision, Timber Trails park and Lucasville Road as far south as the Hammonds Plains Road. The letter stated that preliminary consultation had been undertaken with community groups in Lucasville, as well as research on the history of the Lucasville community and its boundaries. Based on that information the letter stated that a proposal to change the current community boundary of Lucasville was being presented. The letter included two maps; one of the current boundary and a second of the proposed historical boundary. The letter asked for feedback if there were any objections to the location of the proposed community boundary. As per all consultation projects a time frame was provided for feedback. Of the 641 letters that were sent out, 118 replies were recorded, which represents 18% of those contacted. Although the majority of the replies were not in favor of the modification to the boundary, as the

letter requested comments concerning objections to the boundary, it was understood that property owners who had not provided feedback had no objection to the proposal.

The fall of 2016 saw a change in municipal councillors for District 14 and it was determined that a 2nd letter would be sent to the consultation area, with a third option (See Map 7). Letters and three maps were sent to property owners in January of 2017 asking them to select which boundary they preferred: the current boundary; the historical boundary; or the third option. This round of consultation saw similar feedback (approximately 23%). Approximately 60% of those who responded chose either the historical boundary or the third option.

Many property owners who responded indicated that their preference was influenced by the fact that they had experienced many mailing address changes by Canada Post and had no wish to undergo another change.

Given the results of the Community Consultation process and the historical research, a new community boundary for the Lucasville/Hammonds Plains boundary is recommended as shown on Map 1.

2. Lucasville/Middle Sackville – Lucasville Road

Starting in May of 2010, the preliminary steps of a public consultation process began in what was then called Sackville. After the preliminary research and stakeholder consultation was conducted it was decided that public consultation should be undertaken to ascertain if Lower, Middle and Upper Sackville should be recognized as official HRM Communities. Part of this consultation also included the confirmation of the boundaries between the Sackvilles and their adjacent communities. In November of 2010 letters were sent to property owners adjacent to the current boundary between Middle Sackville and Lucasville asking for feedback on the current boundary, which was the Sackville River by Hefler Lane (Map 1).

A preliminary meeting in early 2016 with the Lucasville Community Association and the local Councillor yielded maps showing the boundaries extending north to include all the Lucasville Road to Sackville Drive. After further discussion and review, the preliminary maps sent to the property owners in the Lucasville/Hammonds Plains consultation area reflected the original boundary at the Sackville River.

3. Hammonds Plains/Bedford – Hammonds Plains Road/Larry Uteck Boulevard

The boundary line between Hammonds Plains and Bedford at the intersection of Larry Uteck Blvd. and Hammonds Plains Rd. is the former Town of Bedford/Halifax County boundary (Map 3). As per standard procedure, former incorporated boundaries were maintained.

During the preliminary research in 2006, it was discovered that there was a discrepancy between the current community name and the mailing address community name at the boundary between Hammonds Plains and Bedford. Canada Post had assigned Belmont Ave., a portion of Hammonds Plains Rd., Kenwood Ave. and Woodlyn Dr. to the community of Bedford. As the original Town of Bedford boundary line was being maintained, the residents affected were required to modify their mailing address from Bedford to Hammonds Plains.

Where former incorporated boundaries are being maintained no consultation with residents is required. The affected residents were notified of their new mailing addresses and the change took effect on March 19, 2007 and community signs were installed.

4. Hammonds Plains/Bedford - Blue Mountain Drive

The boundary between Hammonds Plains and Bedford at Blue Mountain Drive is another boundary between the former Town of Bedford/Halifax County (Map 3). As per standard procedure, former incorporated boundaries are maintained where possible. This boundary splits Blue Mountain Drive between the two communities, civic numbers 2-6 are in Bedford and civic numbers 8-49 are in Hammonds Plains. As it is preferable to keep minor collector roads all within

the same community, where possible, a modification to the boundary was proposed. This proposal modified the community boundary so that Blue Mountain Drive would be entirely in the community of Hammonds Plains.

In the fall of 2006, consultation letters were sent to the property owners of 2,4 and 6 Blue Mountain Drive with a proposal to relocate the boundary northwesterly, which would have changed their community name from Bedford to Hammonds Plains. The property owners were not in agreement with this proposal, therefore the Town of Bedford boundary line was retained in this location and community signs were installed.

5. Hammonds Plains/Bedford - Belle Street & Collins Road

The boundary between Hammonds Plains and Bedford at Belle Street and Collins Road is the third boundary between the former Town of Bedford and Halifax County (Map 3). The boundary line between these two communities, having been approved prior to the construction of Belle St. and Collins Rd., placed both streets within the community of Hammonds Plains. However, the only vehicular access to these streets is from Bedford.

As per Policy 14 of the Civic Addressing Admin Order 29, the Civic Addressing Coordinator shall ensure that where a road is built or extended across a community boundary and the sole access is through a single community, the boundary of the latter community shall be re-delineated to include the street and all lots accessing it. Therefore, this community boundary line was modified to include these streets in the community of Bedford. As this boundary modification removed a vehicular access point between Bedford and Hammonds Plains, signage was required.

As this is a policy requirement and a public safety concern, there was no consultation with the affected property owners. The affected residents were notified of their new civic addresses and the change took effect on June 18, 2007.

6. Hammonds Plains/Upper Hammonds Plains – Pockwock Road

During the stakeholder consultation phase of the project, it was brought to our attention by the Upper Hammonds Plains Fire Department that HRM did not officially recognize the community of Upper Hammonds Plains. The Provincial Department of Transportation and Infrastructure Renewal has historically maintained a sign at the cross roads of Hammonds Plains Road and Pockwock Road pointing to Upper Hammonds Plains.

The Upper Hammonds Plains Fire Department suggested we use the Upper Hammonds Plains Volunteer Fire Department response boundary be used as a preliminary proposed boundary for consultation (Map 4).

On August 24, 2006, preliminary consultation letters were mailed out to each property owner north of the proposed Upper Hammonds Plains/Hammonds Plains boundary and also to a number of property owners south of the proposed boundary.

The majority of the feedback supported the creation of Upper Hammonds Plains as an official community and the proposed boundary between Upper Hammonds Plains and Hammonds Plains. Therefore, addresses were changed June 18, 2007 and a community sign was installed on the Pockwock Road welcoming visitors to Upper Hammonds Plains.

7. Hammonds Plains/Stillwater Lake – Hammonds Plains Road

The boundary between Hammonds Plains and Stillwater Lake on the Hammonds Plains Road is just north of the Grant Line Road (Map 5). No information was identified to suggest that this boundary was inaccurate.

Consultation letters were sent to all property owners (112) within 500 meters of the boundary. The majority of the feedback supported maintaining the current boundary. There were no

address changes required and community signs were installed.

Signage

In May 2003, HRM Regional Council approved the design of standard community signs for each community in HRM. In May 2015, this design was updated with the new Halifax Brand. Once community boundaries have been ratified by Regional Council, signage is to be installed at the approved boundaries (Map 2). In this case 4 community signs are proposed to be installed.

Address Changes

All address changes associated with the confirmation of the boundaries for Hammonds Plains at Bedford, and Hammonds Plains at Upper Hammonds Plains have already been implemented.

As a result of the recent 2016/2017 consultation process, staff recommend that the boundaries between Lucasville and Hammonds Plains be as illustrated on Map 1 and that three community signs be installed at the boundaries as illustrated on Map 2. This recommendation will require residents in the project area to change their mailing addresses from the community of Hammonds Plains to Lucasville. This will affect approximately 500 mailing addresses.

Should Regional Council approve the proposed boundary changes, staff will send written notification to each affected resident to advise them of the change to their address. In accordance with By-Law C-300, Respecting Civic Addressing, the residents will have 60 days' notice before their new address takes effect. HRM staff will coordinate with Canada Post to automatically redirect each resident's mail for a period of 12 months.

In order for the proposed community boundaries to be enacted, Regional Council must pass a motion verifying the proposed boundary changes.

FINANCIAL IMPLICATIONS

Identification of the communities of Lucasville and Hammonds Plains, along the Lucasville Road, would require the full installation of three, 3x6 foot, community signs, (\$200 per sign, and \$1200/installation) and a new Middle Sackville sign to be installed on the existing posts (\$200) for a total estimated cost of \$4,400. The total estimated cost for this can be accommodated within the Planning and Development Operating Account of C420. All other boundaries have already had their community signs installed.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report.

COMMUNITY ENGAGEMENT

The community engagement process for community boundary verification is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was consultation, achieved through meetings with community groups, local Councillors, local Fire Fighters, and written communication with affected residents. The written communication process involved contacting each property owner in the project areas and requesting their participation. During the time set out for gathering feedback, all responses were recorded and used in determining the proposed boundaries in this report. An outline of the consultation process for the Lucasville/Hammonds Plains confirmation project is provided in Attachment A.

ENVIRONMENTAL IMPLICATIONS

No environmental implications have been identified.

ALTERNATIVES

1. Council may choose to ratify the existing boundaries for the Lucasville/Hammonds Plains boundary as illustrated in Map 6. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries
2. Council may choose to ratify the third option for the Lucasville/Hammonds Plains boundary as illustrated in Map 7. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries.

ATTACHMENTS

Map 1:	Recommended Community Boundaries for Lucasville
Map 2:	Recommended Community sign installation for Lucasville, Hammonds Plains and Middle Sackville
Map 3:	Recommended Community Boundaries for Hammonds Plains
Map 4:	Recommended Community Boundaries for Upper Hammonds Plains
Map 5:	Recommended Community Boundaries for Stillwater Lake at Hammonds Plains
Map 6:	Current Community Boundary Lucasville/Hammonds Plains
Map 7:	Alternative Community Boundary for Lucasville/Hammonds Plains

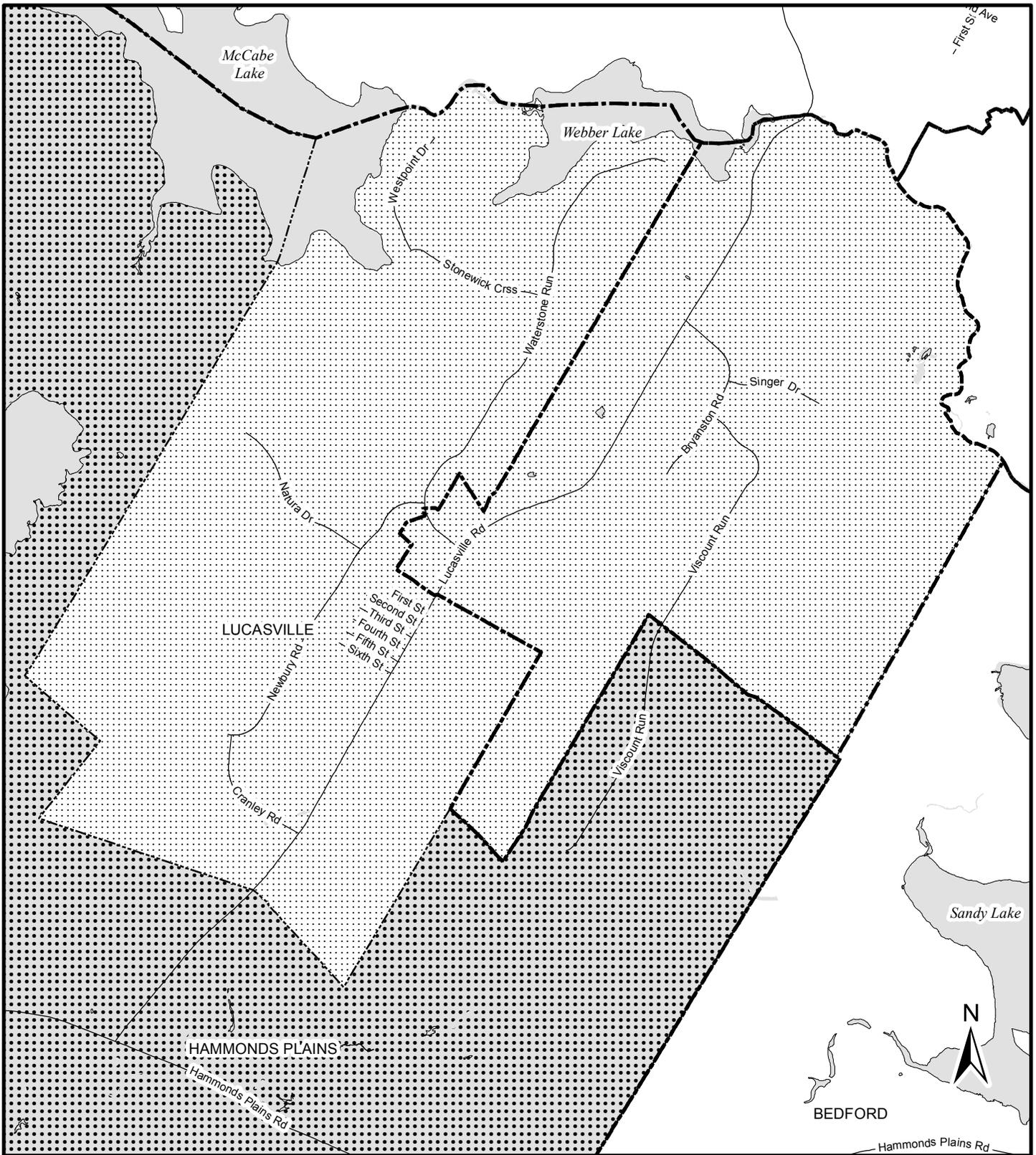
Attachment A: Flow Chart of Community Consultation Process

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Gayle MacLean, Civic Addressing Coordinator 902.490.4105

Report Approved by: Original signed
Kevin Warner, Manager - Land Development & Subdivision 902.490.1210

Report Approved by: Original signed
Kelly Denty, Acting Director, Planning and Development 902.490.4800



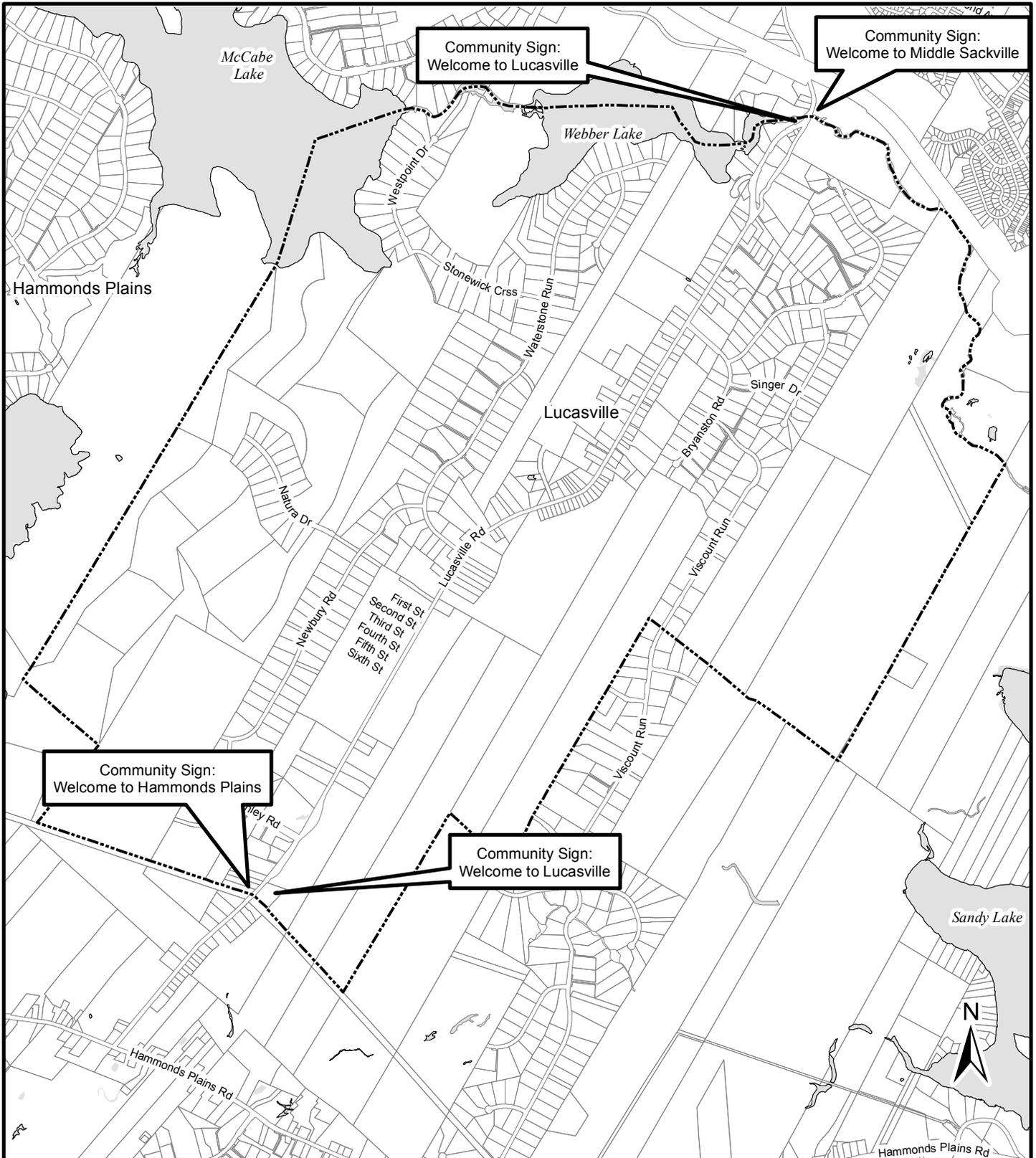
Map 1 - Recommended Community Boundaries for Lucasville

-  Lucasville (proposed)
-  Hammonds Plains (proposed)
-  Current Boundary



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This map was compiled by the staff of the Civic Addressing Program. HRM Civic Addressing takes responsibility only for civic address information portrayed in the map. HRM does not guarantee the accuracy of any representation on this plan.



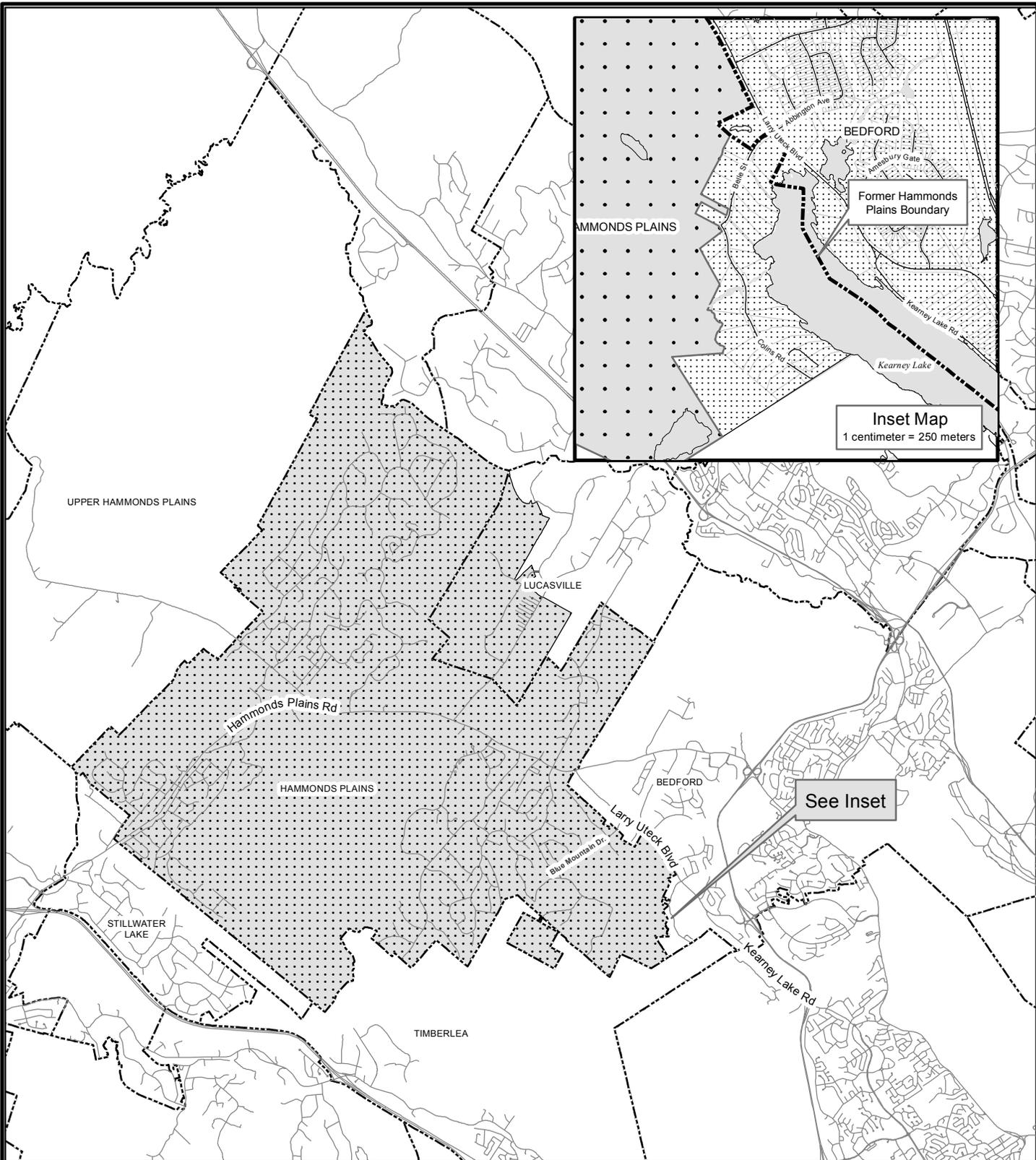
Map 2: Recommended Community sign installation for Lucasville, Hammonds Plains and Middle Sackville

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 Proposed Boundary



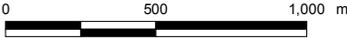


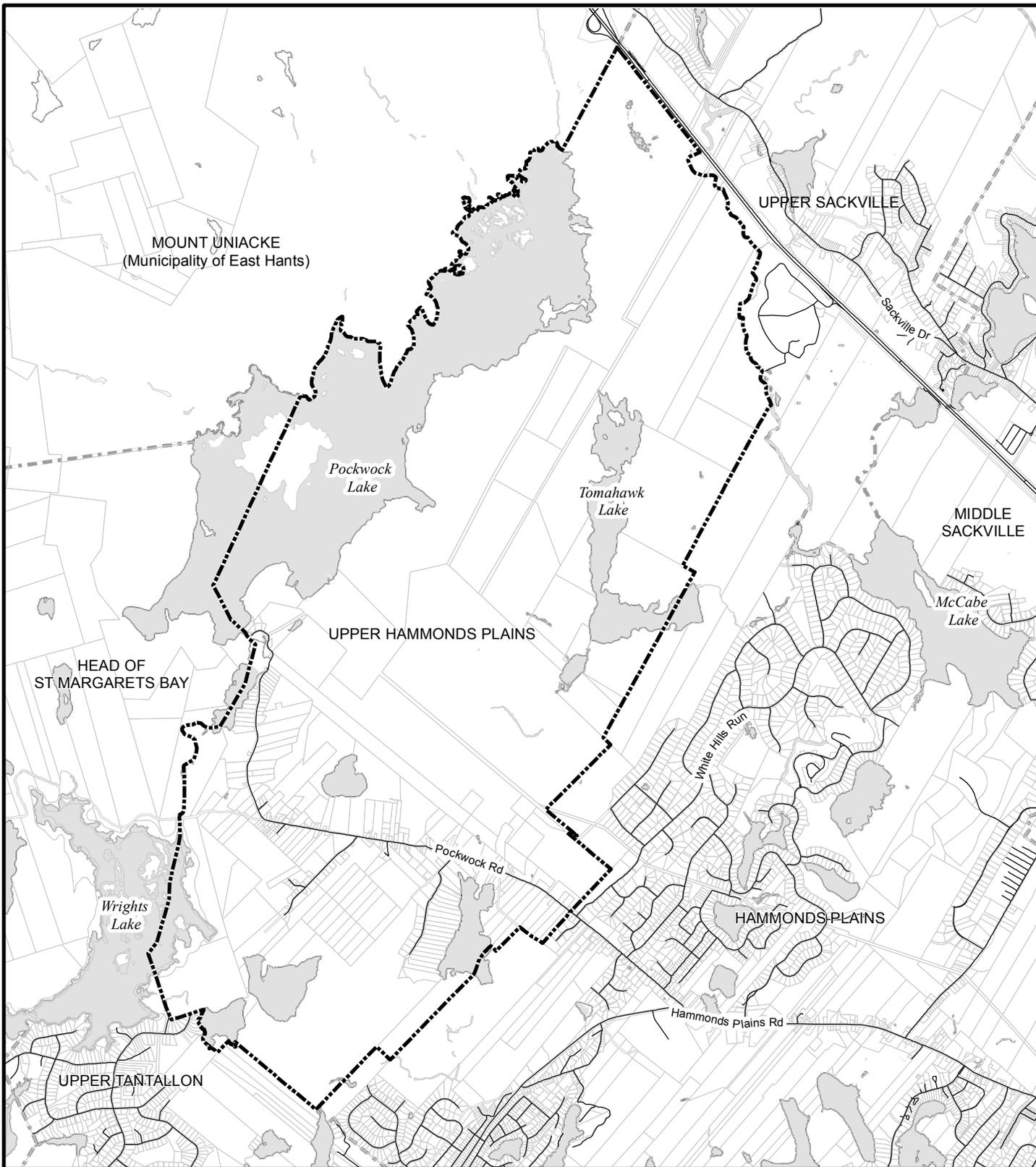
Map 3: Recommended Community Boundaries for Hammonds Plains

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 Community Boundaries





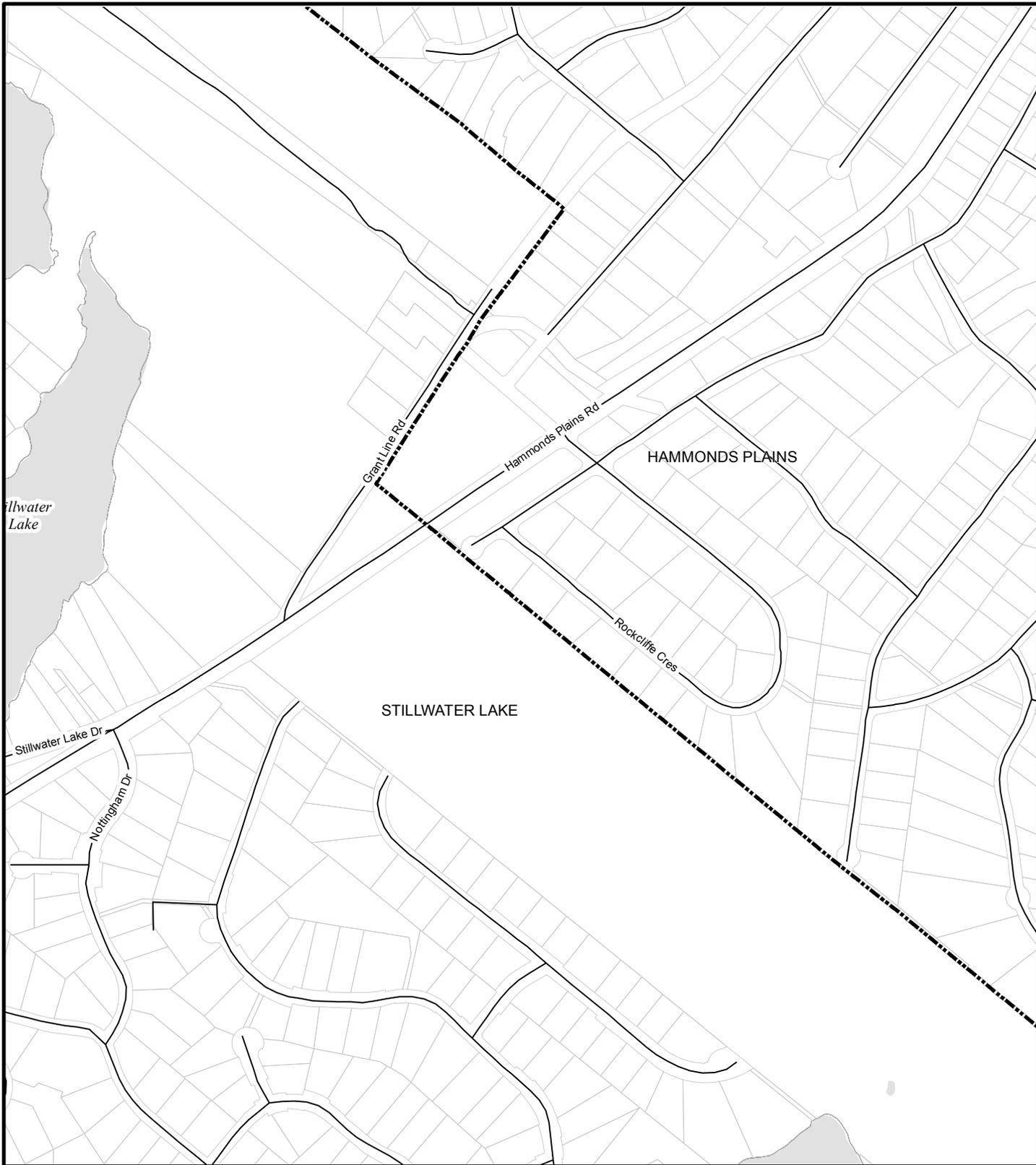
**Map 4: Recommended Community Boundaries
for Upper Hammonds Plains**

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-  Boundary to Confirm
-  Adjacent Community Boundaries



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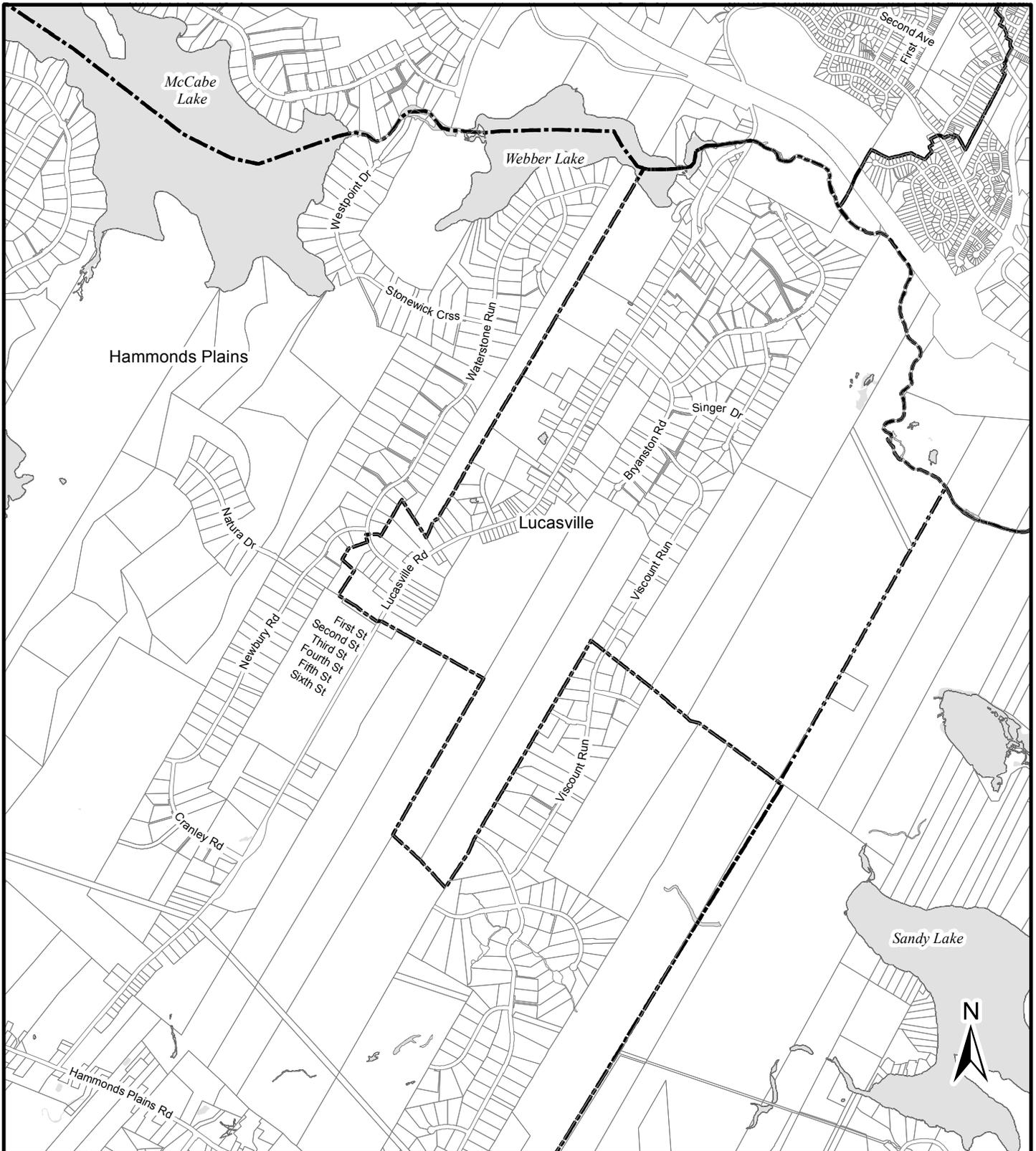


**Map 5: Recommended Community Boundaries
for Stillwater Lake at Hammonds Plains**

 Boundary to Confirm

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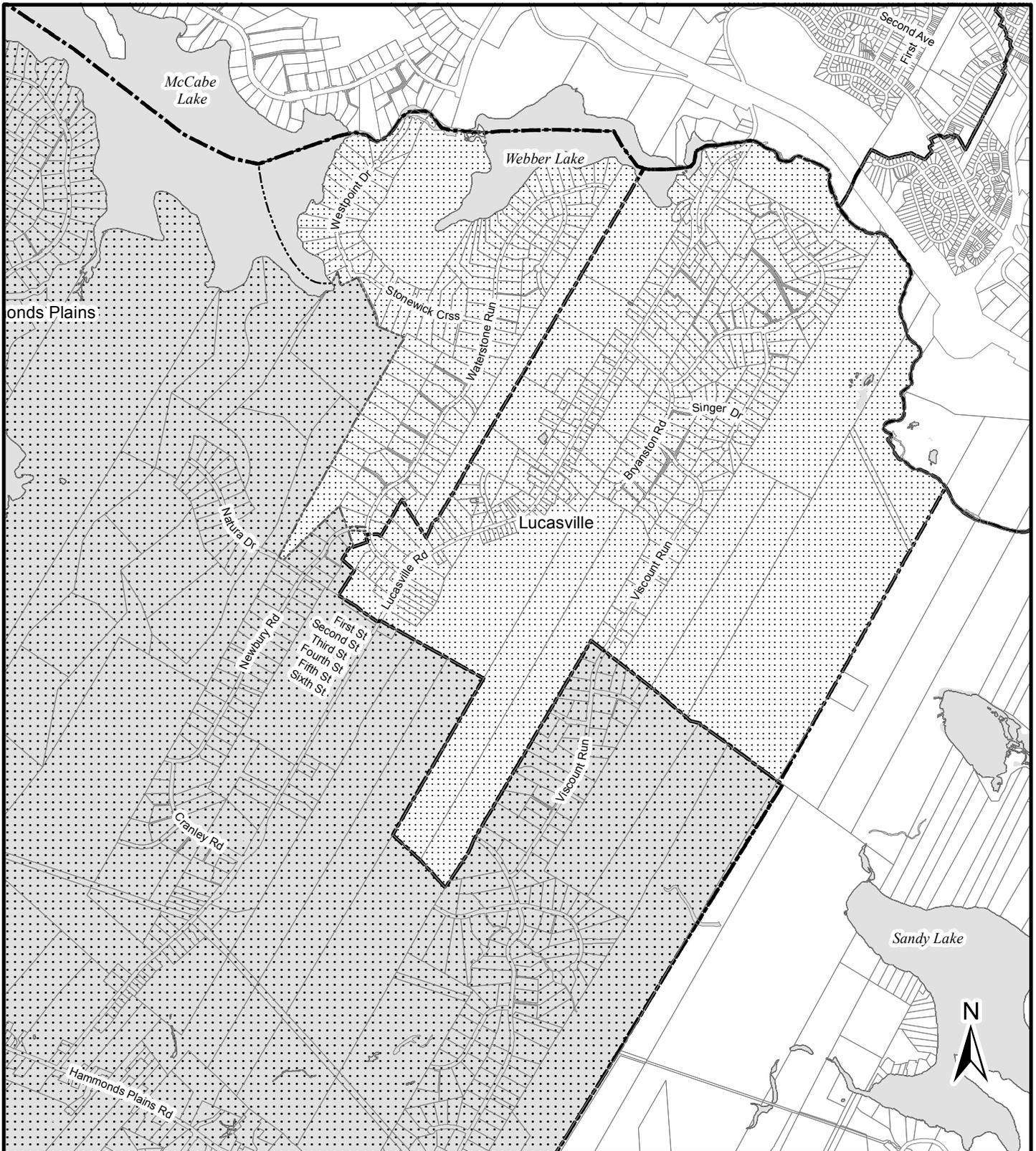
Map 6 - Current Community Boundary Lucasville/Hammonds Plains

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 Current Boundary



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Map 7 - Alternative Community Boundary for Lucasville/Hammonds Plains

-  Hammonds Plains (alternative)
-  Lucasville (alternative)
-  Current Boundary

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**Attachment A - Flow Chart of Community Consultation Process
(Lucasville/Hammonds Plains boundary)**

