

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
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Item No. 14.1.5
Halifax Regional Council
September 11, 2018

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by 

SUBMITTED BY:

Jacques Dubé, Chief Administrative Officer

DATE: August 9, 2018

SUBJECT: **Case CA0121: Proposed Amendments to Administrative Order 29,
Respecting HRM Civic Addressing Policies - Street Naming from
April 1, 2018 – May 31, 2018**

ORIGIN

Street naming and renaming requests submitted through new subdivision applications and corrections exercises from April 1, 2018 to May 31, 2018.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, s.323 "The Council may... (c): by policy, name or rename any street or private road;"

By-law C-300, *Respecting Civic Addressing*

Administrative Order #29, *Respecting HRM Civic Addressing Policies*

RECOMMENDATION

It is recommended that Halifax Regional Council approve the names Mabel Hubbard and Walter Peters as approved heritage names as shown on Attachment A.

It is also recommended that Halifax Regional Council adopt the proposed amendments to Administrative Order 29 Respecting Civic Addressing Policies as set out in Attachment B of this report in order to approve:

1. the naming of six new private lanes as identified in Attachment B and Maps 1, 2, 3, 4 and 5; and
2. the renaming of a portion of the public street, Sylvia Avenue, to Enid Avenue, Halifax as identified in Attachment B and Map 6 & 7; and
3. the retirement of the street name Loop Road, Halifax as identified in Attachment B and Map 8.

BACKGROUND

The *Halifax Regional Municipality Charter* allows Regional Council to name and rename any street or private lane by policy. In accordance with the *HRM Charter*, Council has adopted Administrative Order 29, Respecting HRM Civic Addressing Policies and By-law C-300, Respecting Civic Addressing. Regional Council officially approves all new street names for public streets and private lanes.

Civic Addressing Policy and By-Law

The Civic Addressing By-Law (C-300) requires that all names must be approved in accordance with the Civic Addressing Policy. Schedule A of the Policy contains the guidelines that must be followed for all new street or lane names (see Attachment D). Names are required for those streets or lanes which are submitted through:

- a) the subdivision process for new public street and new private lane and;
- b) the application process for existing un-named private lanes.

The Civic Addressing By-law defines a private lane as any street, road or travel way which serves three or more structures or facilities and is not owned by Halifax Regional Municipality or the Province of Nova Scotia. Therefore, all private lanes providing access to three or more structures or facilities must be named.

Section A4 of the Street Name Guidelines (Schedule A of Admin Order 29) states that no double-barreled names shall be permitted except for HRM place names listed in the Nova Scotia Gazetteer or approved heritage names. Admin Order 46, Asset Naming Policies is the process by which public streets can be approved as heritage names. Therefore, private lane names shall be approved by Regional Council as part of the street naming process. These names are evaluated using the criteria approved through Admin Order 46.

DISCUSSION

The following list of street names have been reviewed in keeping with HRM's Civic Addressing Policies and By-law and staff advises that all the proposed names are consistent with the Policies and By-law. Attachment C provides a more detailed discussion on each recommendation, including an evaluation of the names in relation to the Policies and By-law. Therefore, it is recommended that Regional Council approve all names, as contained in Attachment B.

Proposed Street Namings

1. Private Lane Naming

Proposed Name	Community	Origin	Map	Rationale for Naming
Bearing Lane	Terence Bay	Development Permit	1	Lane services at least 3 structures or facilities
Hamlet Lane	Dartmouth	Subdivision #21478	2	Lane services at least 3 structures or facilities
Lucky Lane	Hammonds Plains	Subdivision #16381	3	Lane services at least 3 structures or facilities
Sailview Lane	Hacketts Cove	Subdivision #18046	4	Lane services at least 3 structures or facilities

2. Approved Heritage Private Lane Naming

Proposed Name	Community	Origin	Map	Rationale for Naming
Mabel Hubbard Drive	Goff's	Halifax International Airport Authority Development	5	Lane services at least 3 structures or facilities
Walter Peters Drive	Goff's	Halifax International Airport Authority Development	5	Lane services at least 3 structures or facilities

3. Street Renaming

Proposed Name	Community	Current Name	Map	Admin Order Criteria
Enid Avenue	Halifax	(portion of) Sylvia Avenue	6/7	No street name shall continue through a 90 degree turn

4. Retire Public Street

Proposed Name	Community	Origin	Map	Street Closed
Loop Road	Halifax	Determination that road is trail	8	N/A

FINANCIAL IMPLICATIONS

The costs associated with the Administration of the HRM's Civic Addressing By-law and Administrative Order can be accommodated within the 2018-2019 operating budget for C420 Land Development and Subdivision.

RISK CONSIDERATION

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

COMMUNITY ENGAGEMENT

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was notification and/or consultation with affected property owners in accordance with the HRM Civic Addressing By-law [Section 4(2)]. As per the standard consultation process all relevant property owners were notified and/or consulted.

ENVIRONMENTAL IMPLICATIONS

No environmental implications were identified.

ALTERNATIVE

Regional Council may choose not to approve some or all the street namings and renamings as contained in Attachment B. This alternative is not recommended as these street names meet the street naming criteria set out in HRM's Civic Addressing Policies (Administrative Order 29).

ATTACHMENTS

Map 1: Bearing Lane, Terence Bay
Map 2: Hamlet Lane, Dartmouth
Map 3: Lucky Lane, Hammonds Plains
Map 4: Sailview Lane, Hacketts Cove
Map 5: Mabel Hubbard Drive & Walter Peters Drive, Goff's
Map 6: Sylvia Avenue, Halifax (current configuration)
Map 7: Enid Avenue, Halifax (proposed naming)
Map 8: Loop Road, Halifax

Attachment A: Mabel Hubbard and Walter Peters Biographies
Attachment B: Amending Administrative Order #29
Attachment C: Project Details of Proposed Naming
Attachment D: Administrative Order #29 Schedule A - Street Naming Guidelines

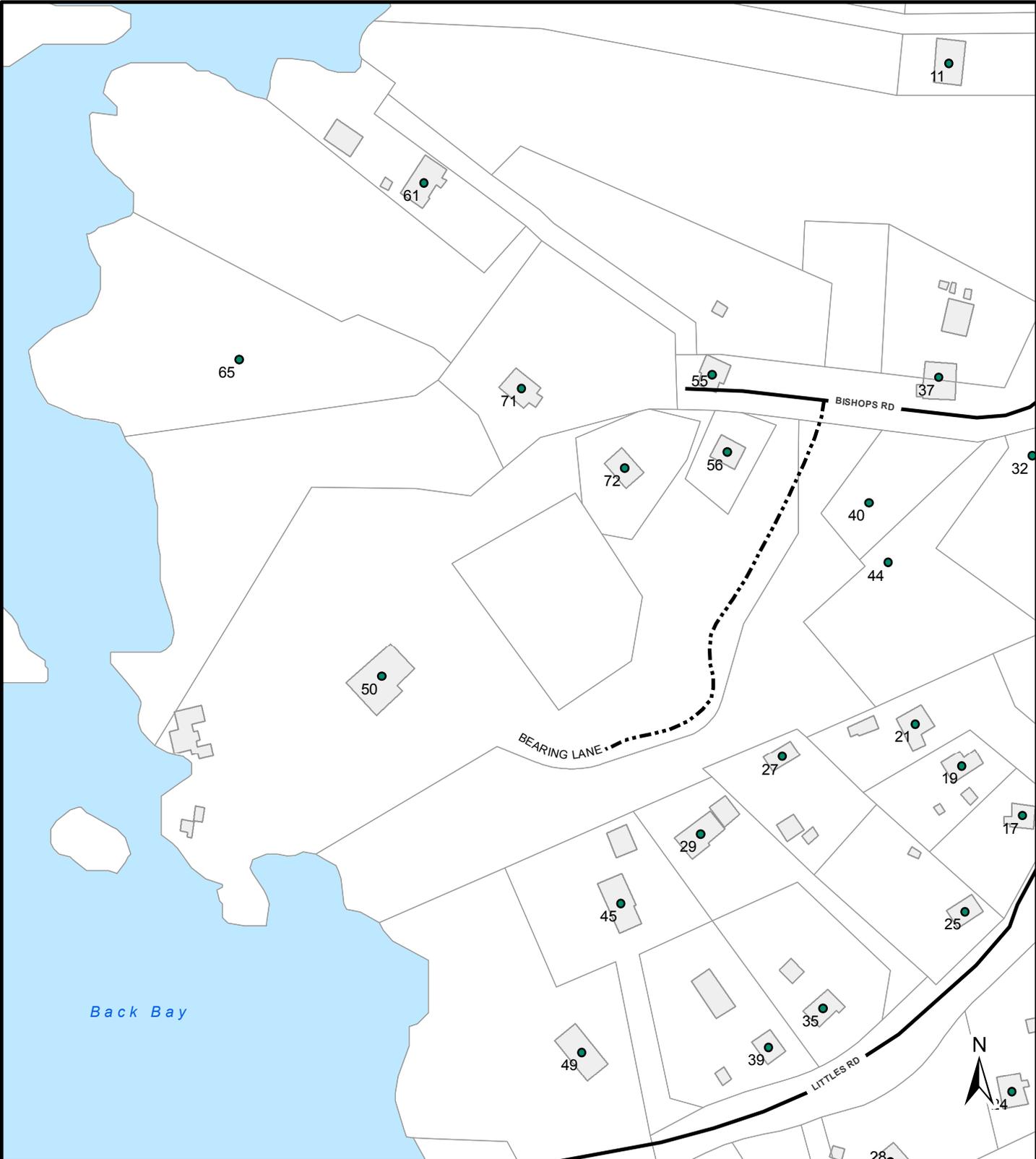
A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Gayle MacLean, Civic Addressing Coordinator 902.490.4105

Report Approved by: Original Signed
Erin MacIntyre, Manager, Land Development & Subdivision, 902.490.1210

Report Approved by: Original Signed
Steve Higgins, Manager, Current Planning 902.490.4382

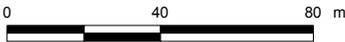
Report Approved by: Original Signed
Peter Duncan, Acting Director, Planning and Development 902.489.4634



Map 1 - Bearing Lane, Terrence Bay

----- New Private Road

HALIFAX



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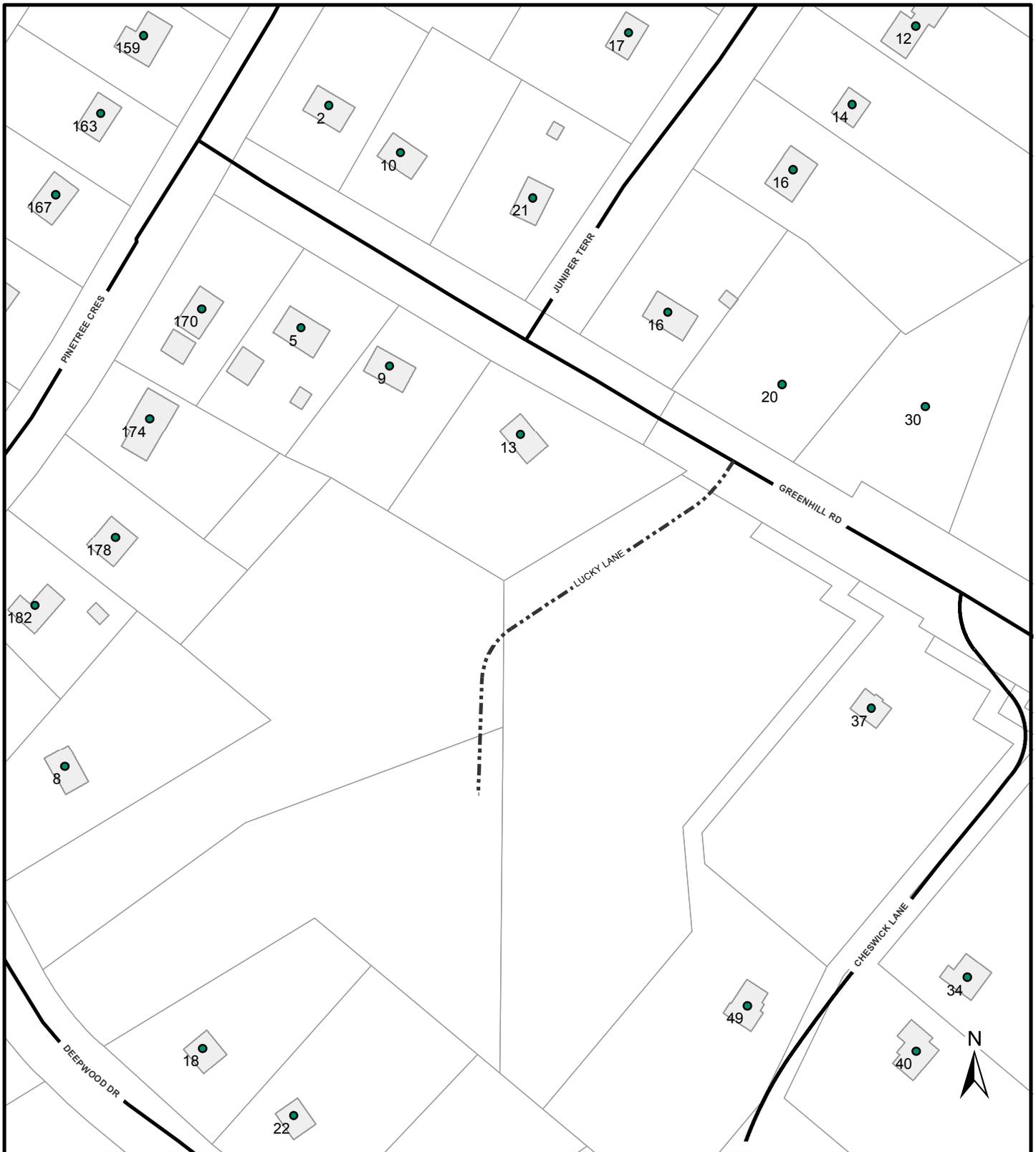
Map 2 - Hamlet Lane, Dartmouth

HALIFAX

----- New Private Road



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Map 3 - Lucky Lane, Hammonds Plains

HALIFAX



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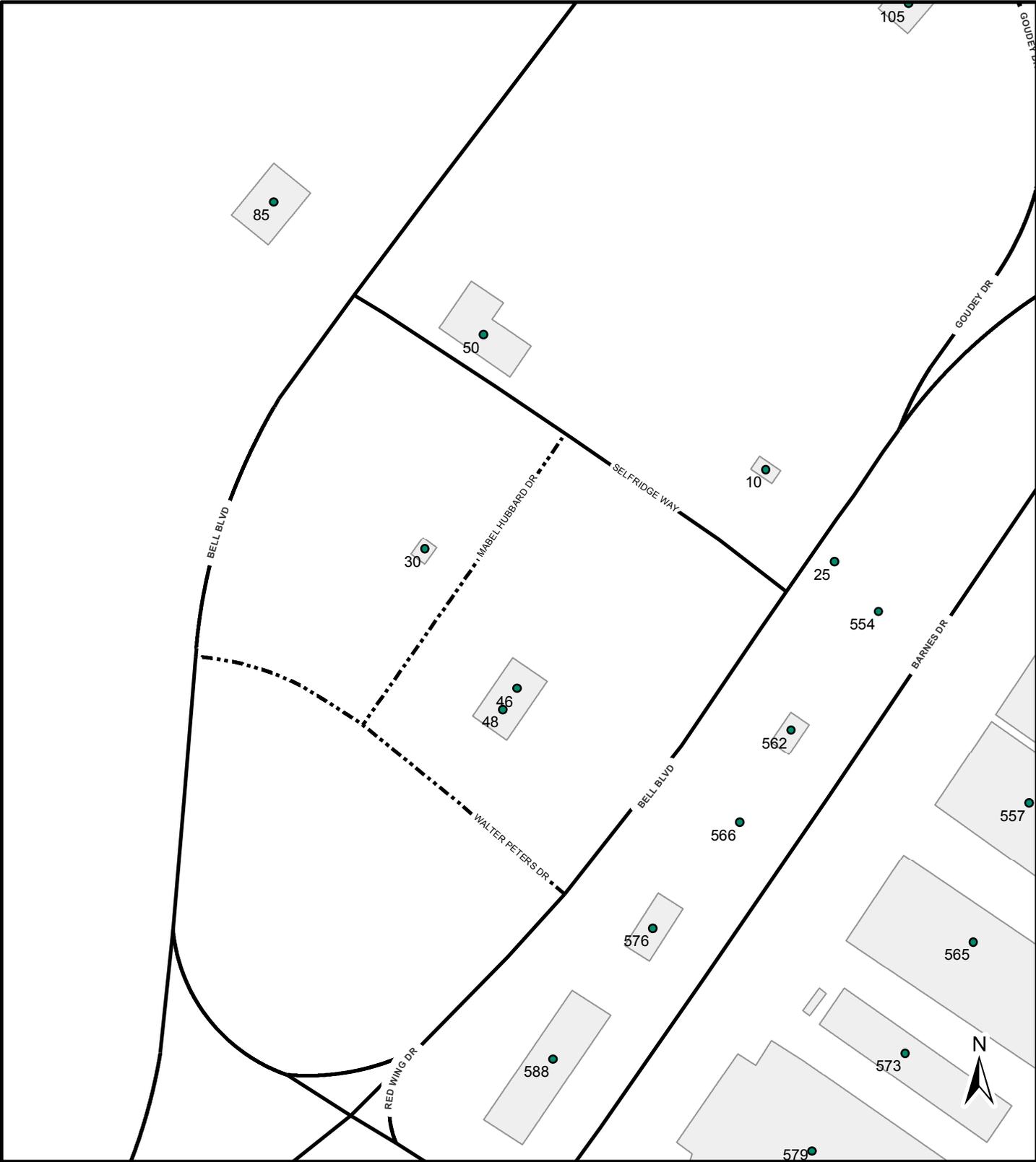
Map 4 - Sailview Lane, Hacketts Cove

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----- New Private Road



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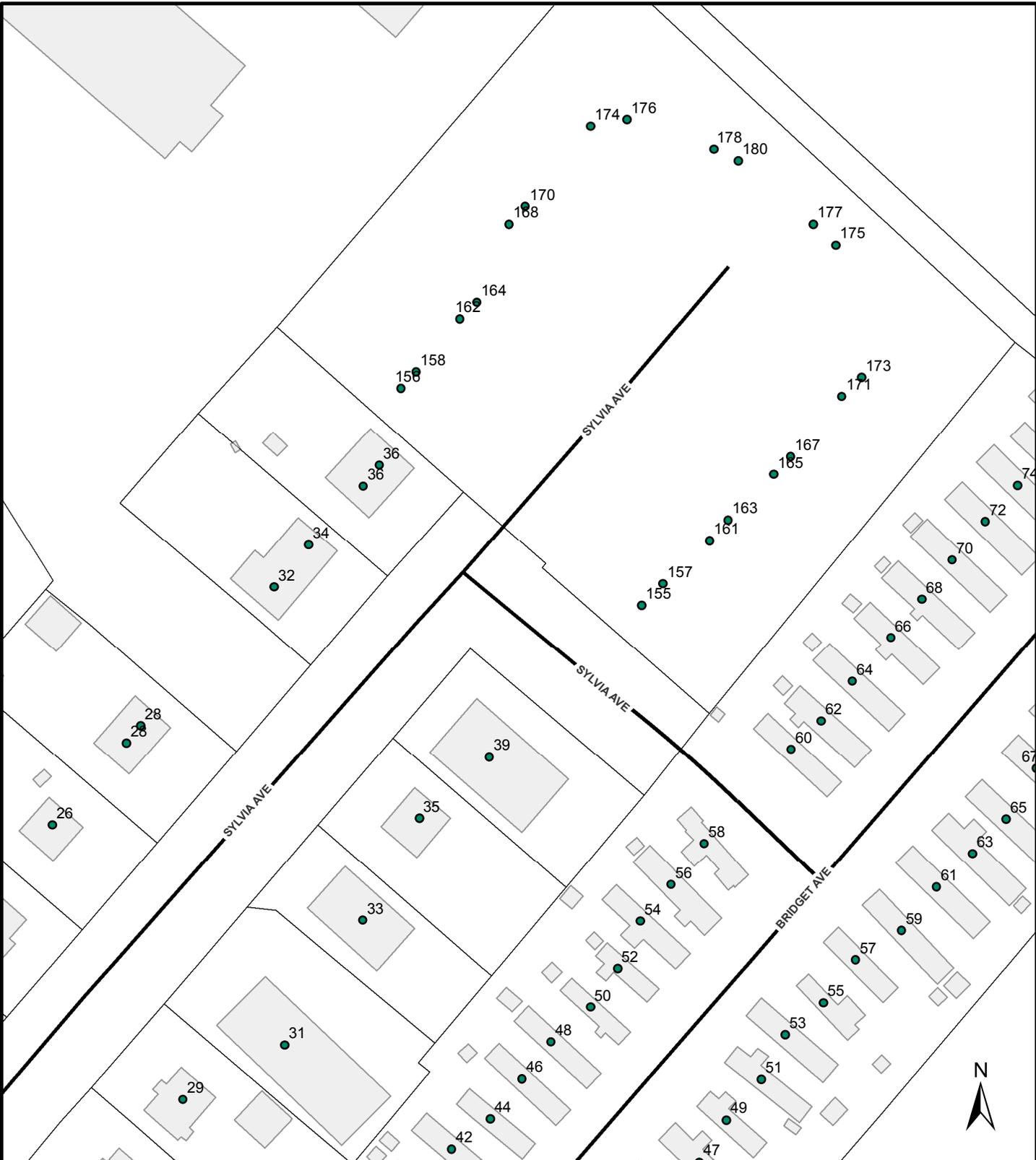
Map 5 – Mabel Hubbard Dr and Walter Peters Dr, Goffs

----- New Private Roads

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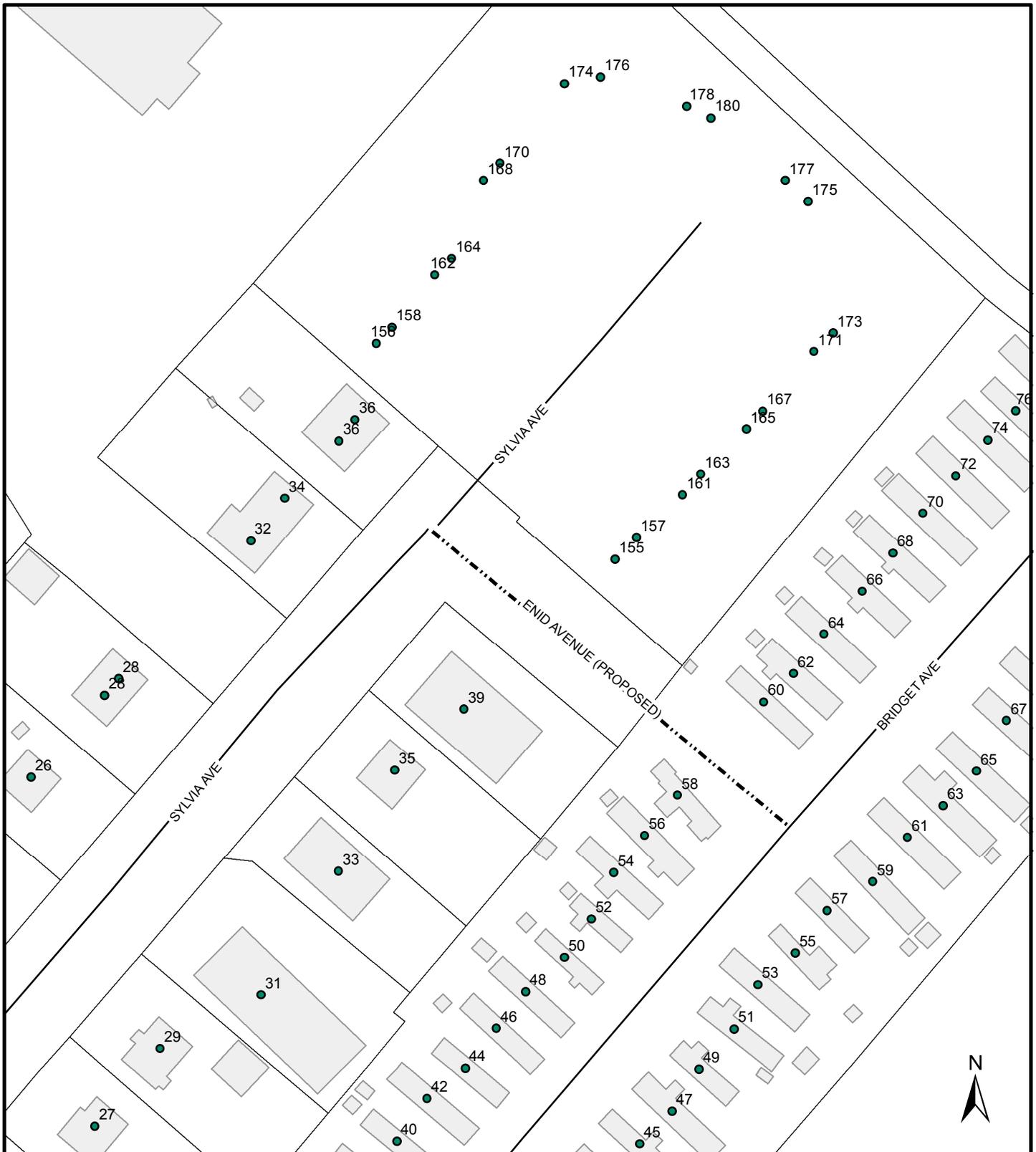


Map 6 - Current Sylvania Avenue

HALIFAX



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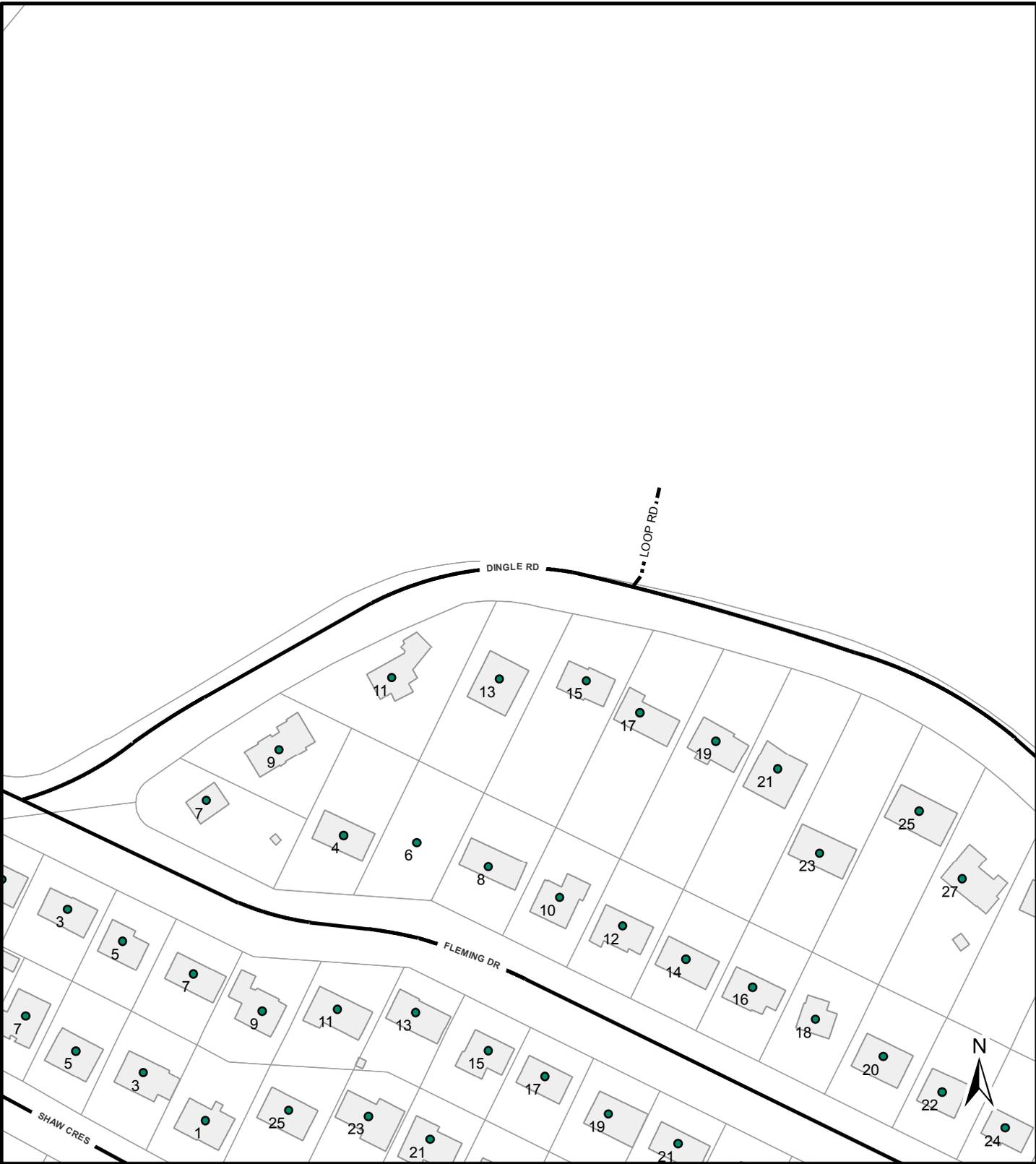
Map 7 - Renaming of a Portion of Sylvia Avenue to Enid Avenue, Halifax

HALIFAX

----- Future Enid Avenue



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Map 8 - Loop Road, Halifax

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----- Private Road to be retired



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Attachment A – Mabel Hubbard & Walter Peters Biographies

Mabel Hubbard

Request

-Street (private)

Geographic Location

-Goffs (Halifax International Airport Property)

Request to be considered under the following criteria

- request name is historically significant to the development of HRM, NS and/or Canada

Biography (as provided by the applicant)

Mabel Hubbard was born in Massachusetts in 1867 and passed away in January of 1923. She lost her hearing when she was five years old but learned to lip read in several languages. She met her husband, Alexander Graham Bell, while she was his pupil. During their marriage she formed and managed an aviation company, the Aerial Experiment Association, in Baddeck, where they spent their summers. In 1907 they launched the Silver Dart, a biplane that made the first manned flight in the British Empire.

She was an advocate for the education of women, women's suffrage, children's labour and children's education. She helped found Canada's first and longest continuing women's club, the first chapter of the Canadian Home and School Parent-Teacher Federation, the first Montessori School and the Baddeck Public Library.

Walter Peters

Request

-Street (private)

Geographic Location

-Goffs (Halifax International Airport Property)

Request to be considered under the following criteria

- request name is historically significant to the development of HRM, NS and/or Canada

Biography (as provided by the applicant)

Major Walter Peters passed away in 2013 at the age of 76. He was born in 1937 in Annapolis County and was Canada's first black jet-fighter pilot. He was involved in the development of the Snowbirds Air Demonstration Squadron and flew with them for many years. He was also a flying instructor and became first human rights officer with the Canadian Armed Forces.

Attachment B:
(Amending Administrative Order #29)

**HALIFAX REGIONAL MUNICIPALITY
ADMINISTRATIVE ORDER 29
RESPECTING HRM CIVIC ADDRESSING POLICIES**

BE IT RESOLVED that Administrative Order 29, Respecting HRM Civic Addressing Policies, is further amended as follows:

1. Schedule C is amended by adding the following row after the row starting “Bear Lake” and before the row starting “Bearpaw”:

BEARING	LANE	TERENCE BAY	<i>Date of Council Approval</i>
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2. Schedule C is further amended by adding the following row after the row starting “Halftide Island” and before the row starting “Hannah”:

HAMLET	LANE	DARTMOUTH	<i>Date of Council Approval</i>
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3. Schedule C is further amended by adding the following row after the row starting “Lowther” and before the row starting “Lucy”:

LUCKY	LANE	HAMMONDS PLAINS	<i>Date of Council Approval</i>
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4. Schedule C is further amended by adding the following row after the row starting “Lydia” and before the row starting “Macdonalds Beach”:

MABEL HUBBARD	DRIVE	GOFFS	<i>Date of Council Approval</i>
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6. Schedule C is further amended by adding the following row after the row starting “Sailors” and before the row starting “Saltspray”:

SAILVIEW	LANE	HACKETTS COVE	<i>Date of Council Approval</i>
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7. Schedule C is further amended by adding the following row after the row starting “Walsh” and before the row starting “Warbler”:

WALTER PETERS	DRIVE	GOFFS	<i>Date of Council Approval</i>
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8. Schedule D is amended by adding the following row after the row starting “Edna” and before the row starting “Ertis”:

ENID AVE	HALIFAX	SYLVIA AVE (PORTION OF)	<i>Date of Council Approval</i>
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9. Schedule E is amended by adding the following row after the row starting “Bright”:

LOOP ROAD	HALIFAX		<i>Date of Council Approval</i>
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Attachment C: Project Details of Proposed Street Renaming and Naming

1. Private Lane Namings:

a) Bearing Lane, Terence Bay, Private Lane Naming

Reason for the naming: Due to a recent building permit the driveway to 44 and 50 Bishops Road, Terence Bay, will have a third structure accessing the same lane. A map of the proposed Bearing Lane is included as Map 1.

Civic Addressing By-law/Policy: As per section 3(h) of the Civic Addressing By-law a private road means any street, road or travel way which serves three or more structures or facilities and is not owned by HRM or the Province of Nova Scotia. There will be three (3) structures on this lane and in accordance with Policies, any lane providing access to three or more structures shall be named and the structures addressed accordingly.

HRM Civic Addressing Public Safety Committee: The Committee does not provide recommendations on private lane namings.

Proposed Name: Bearing Lane- This name was suggested by the property owner. This name meets the street naming criteria laid out in the Policies.

Recommendation: In accordance with the By-law and Policies civic addressing staff recommends that the un-named lane way, as shown in Map 1, be named Bearing Lane.

b) Hamlet Lane, Dartmouth, Private Lane Naming

Reason for the naming: This private lane was created through subdivision #21478 and the Development Agreement Case #17395. A map of the proposed Hamlet Lane is included as Map 2.

Civic Addressing By-law/Policy: As per section 3(h) of the Civic Addressing By-law a private road means any street, road or travel way which serves three or more structures or facilities and is not owned by HRM or the Province of Nova Scotia. There will be four (4) structures on this lane and in accordance with Policies, any lane providing access to three or more structures shall be named and the structures addressed accordingly.

HRM Civic Addressing Public Safety Committee: At the property owner's request the Committee was consulted and they confirmed that the lane met the criteria for private lane naming. In addition the current structure at 104 Green Village Lane will experience a change of address to Hamlet Lane.

Proposed Name: Hamlet Lane – this name was suggested by HRM staff. The property owner was provided a time frame to suggest an alternative name. This name meets the street naming criteria laid out in the Policies.

Recommendation: In accordance with the By-law and Policies civic addressing staff recommends that the un-named lane way, as shown in Map 2, be named Hamlet Lane.

c) Lucky Lane, Hammonds Plains, Private Lane Naming

Reason for the naming: This private lane was created through subdivision #16381. A map of the proposed Lucky Lane is included as Map 3.

Civic Addressing By-law/Policy: As per section 3(h) of the Civic Addressing By-law a private road means any street, road or travel way which serves three or more structures or facilities and is not owned by HRM or the Province of Nova Scotia. There will be three (3) structures on this lane and in accordance with Policies, any lane providing access to three or more structures shall be named and the structures addressed accordingly.

HRM Civic Addressing Public Safety Committee: The Committee does not provide recommendations on private lane namings.

Proposed Name: Lucky Lane - This name was suggested by the property owner. This name meets the street naming criteria laid out in the Policies.

Recommendation: In accordance with the By-law and Policies civic addressing staff recommends that the un-named lane way, as shown in Map 3, be named Lucky Lane.

d) Sailview Lane, Hacketts Cove, Private Lane Naming

Reason for the naming: This private lane was created through subdivision #18046. A map of the proposed Sailview Lane is included as Map 4.

Civic Addressing By-law/Policy: As per section 3(h) of the Civic Addressing By-law a private road means any street, road or travel way which serves three or more structures or facilities and is not owned by HRM or the Province of Nova Scotia. There will be three (3) structures on this lane and in accordance with Policies, any lane providing access to three or more structures shall be named and the structures addressed accordingly.

HRM Civic Addressing Public Safety Committee: The Committee does not provide recommendations on private lane namings.

Proposed Name: Sailview Lane - This name was suggested by the property owner. This name meets the street naming criteria laid out in the Policies.

Recommendation: In accordance with the By-law and Policies civic addressing staff recommends that the un-named lane way, as shown in Map 4, be named Sailview Lane.

e) Mabel Hubbard Drive, Goffs, Private Lane Naming

Reason for the naming: This private lane was built by the Halifax International Airport Authority as part of their redevelopment plan.

Civic Addressing By-law/Policy: As per section 3(h) of the Civic Addressing By-law a private road means any street, road or travel way which serves three or more structures or facilities and is not owned by HRM or the Province of Nova Scotia. There will be three (3) structures on this lane and in accordance with Policies, any lane providing access to three or more structures shall be named and the structures addressed accordingly.

HRM Civic Addressing Public Safety Committee: The Committee does not provide recommendations on private lane namings.

Proposed Name: Mabel Hubbard- This name was suggested by the Halifax International Airport Staff, the full biography can be found in Attachment A. If approved as a heritage name by Regional Council, this name meets the street naming criteria laid out in the Policies.

Recommendation: In accordance with the By-law and Policies civic addressing staff recommends that the un-named lane way, as shown in Map 5, be named Mabel Hubbard Drive.

f) Walter Peters Drive, Goffs, Private Lane Naming

Reason for the naming: This private lane was built by the Halifax International Airport Authority as part of their redevelopment plan.

Civic Addressing By-law/Policy: As per section 3(h) of the Civic Addressing By-law a private road means any street, road or travel way which serves three or more structures or facilities and is not owned by HRM or the Province of Nova Scotia. There will be three (3) structures on this lane and in accordance with Policies, any lane providing access to three or more structures shall be named and the structures addressed accordingly.

HRM Civic Addressing Public Safety Committee: The Committee does not provide recommendations on private lane namings.

Proposed Name: Walter Peters- This name was suggested by the Halifax International Airport Staff, the full biography can be found in Attachment A. If approved as a heritage name by Regional Council, this name meets the street naming criteria laid out in the Policies.

Recommendation: In accordance with the By-law and Policies civic addressing staff recommends that the un-named lane way, as shown in Map 5, be named Walter Peters Drive.

2. Public Street Re-Naming:

a) Sylvania Avenue (portion of), Halifax

Reason for
the renaming:

A recent subdivision (# 20621) has extended Sylvania Avenue to the north. As the current configuration of Sylvania Avenue continues the street name through a 90 degree angle this extension requires that we rename the easterly portion, as shown in Map 6.

Civic Addressing
By-law/Policy:

Policy A8 of the Civic Addressing Policies requires a continuous street to have one name throughout its length. Policy A1 does not allow for the duplication of names and finally Policy A9 states that no street name shall be continued through a right-angle turn. Policy 6 (c) also states that when considering renaming a public street or private road, the proposed solution needs to address public safety concerns and have regard for the number and type of businesses affected and potential costs to owners/occupiers and also minimize the confusion created for emergency and other municipal services, commercial delivery services and the travelling public by renaming the street.

The proposed configuration of Sylvania Avenue (Map 6) creates a duplicate street situation where the road tees and both sections are named Sylvania Avenue. Furthermore, as the eastern portion of Sylvania Avenue is at a right angle to the continuous portion of Sylvania Avenue the proposed configuration is in violation of the Policies.

As the eastern portion has the least number of residents, it was determined that staff work with this property owner to determine a new unique name for their section of Sylvania Avenue. All affected property owners were notified of the renaming and invited to participate in the selection of the new name.

HRM Civic Addressing
Public Safety
Committee:

The Committee supports the recommendation that the portion of Sylvania Avenue as shown on Map 7 be renamed Enid Avenue and signed appropriately.

Proposed Name:

Enid Avenue, Halifax – this name was suggested by HRM staff. Property owners were provided a time frame to suggest an alternative name. This name meets the street naming criteria laid out in the Policies.

Recommendation:

In accordance with the By-law, Policies and Standard Procedures, civic addressing staff recommends that the portion of Sylvania Avenue, as shown in Map 7, Halifax be renamed Enid Avenue and signed appropriately.

3. Retired Street Names:

a) Loop Road, Halifax

Reason for the retiring: Staff have determined that Loop Road is a trail, part of the Sir Sanford Fleming Park trail system.

Civic Addressing By-law/Policy: N/A

HRM Civic Addressing Public Safety Committee: The Committee does not provide recommendations on private street retirements.

Recommendation: Civic addressing staff recommends that the street name, Loop Road, Halifax be retired.

Schedule A Street Naming Guidelines

General Principles

Uniqueness - there should be no duplication of names.

Distinctiveness - names that sound very similar should be avoided in order to avoid diction problems when people are making emergency calls under stress .

Continuity - a road running in one direction should have one name only and should have the same name throughout its entire length.

Guidelines

Street Name Characteristics

- A1. No name shall be duplicated including similar names that are differentiated by street type.
- A2. No name shall sound like an existing name.
- A3. No name shall contain numbers, special characters, decimals, hyphens, apostrophes, periods, or punctuation of any kind.
- A4. No double barreled names shall be permitted except for HRM place names listed in the Nova Scotia Gazetteer or approved heritage names.
- A5. No streets names shall incorporate product, trademark or copyright names.
- A6. No name of more than 10 characters in length shall be permitted where the street type is more than 2 characters in length and no name of more than 11 characters in length shall be permitted where the street type is 2 characters in length except for HRM place names listed in the Nova Scotia Gazetteer or approved heritage names.

Street Type Definitions (new streets only)

A7. An appropriate street type shall be used as follows:

Street Type	Use Guideline <i>currently under review</i>	Primary Abbreviation (Database Application)	Secondary Abbreviation (Signage Application)	Notes
Avenue		AVE	AVE	
Boulevard		BLVD	BLVD	
<i>Brae</i>		<i>BRAE</i>	<i>BR</i>	<i>No longer accepted</i>
Circle		CIRC	CIR	
Close		CLOSE	CL	
<i>Connector</i>		<i>CONN</i>	<i>CN</i>	<i>No longer accepted</i>
Court		CRT	CT	
Crescent		CRES	CR	
<i>Crest</i>		<i>CREST</i>	<i>CRST</i>	<i>No longer accepted</i>
<i>Cross</i>		<i>CROSS</i>	<i>CRS</i>	<i>No longer accepted</i>
<i>Diversion</i>		<i>DIVRSN</i>	<i>DIV</i>	<i>No longer accepted</i>
Drive		DR	DR	
<i>East</i>		<i>EAST</i>		<i>No longer accepted</i>
<i>Extension</i>		<i>EXTN</i>	<i>EXT</i>	<i>No longer accepted</i>
Gate		GATE	GT	
<i>Gateway</i>		<i>GTWY</i>	<i>GWY</i>	<i>No longer accepted</i>
Green		GREEN	GRN	
Grove		GROVE	GRV	
<i>Hall</i>		<i>HALL</i>	<i>HL</i>	<i>No longer accepted</i>
Heights		HTS	HTS	
Highway		HWY	HWY	
Hill		HILL	HL	
Street Type	Use Guideline <i>currently under review</i>	Primary Abbreviation (Database Application)	Secondary Abbreviation (Signage Application)	Notes

Landing		LNDG	LDG	
Lane		LANE	LN	
Loop		LOOP	LP	
Park		PARK	PK	
Parkway		PKY	PKY	
Path		PATH	PTH	
Place		PLACE	PL	
Ramp		RAMP	RMP	
Ridge		RIDGE	RG	
Road		RD	RD	
Route		RTE	RTE	
Row		ROW	ROW	
Run		RUN	RUN	
<i>Siding</i>		<i>SI</i>	<i>SI</i>	<i>No longer accepted</i>
<i>Square</i>		<i>SQR</i>	<i>SQ</i>	<i>No longer accepted</i>
Street		ST	ST	
Terrace		TERR	TR	
Trail		TRL	TL	
<i>Turn</i>		<i>TURN</i>	<i>TRN</i>	<i>No longer accepted</i>
Walk		WALK	WK	
Water Access		WA		
Way		WAY	WAY	
<i>West</i>		<i>WEST</i>		<i>No longer accepted</i>
<i>Woods</i>		<i>WOODS</i>	<i>WDS</i>	<i>No longer accepted</i>

Italics indicates legacy street types that are no longer acceptable in HRM.

Street Network Considerations

- A8. Continuous streets shall have one name throughout their entire length.
- A9. No street name shall be continued through a right angle turn.
- A10. A continuous street intersecting the same collector road more than twice shall be given a different name.

- A11. The same name shall not be used at both ends of a loop road if the middle portion of the road has not been taken over by the Municipality.
- A12. A cul-de-sac shall have a different street name from its cross road.

Water Access

- A13. Where access to a property is by water only, the street name shall be deemed to be the name of the island or waterbody as listed in the Nova Scotia Gazetteer.

Heritage Names

- A14. The use of heritage names shall be encouraged.
- A15. All street names for the community of Bedford (Municipal District 21) shall conform with the former Town of Bedford Street Naming Policy (1987)¹ .

Theme Names

- A16. Where street names in a neighbourhood are based on a specific theme, the name of all new street within the neighbourhood shall be consistent with the theme.

¹ This policy is currently administered by the Development Officer for the Central Region