

# HALIFAX

P.O. Box 1749  
Halifax, Nova Scotia  
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**Item No. 15.1.2**  
**Halifax Regional Council**  
**May 14, 2019**

**TO:** Mayor Savage and Members of Halifax Regional Council

**SUBMITTED BY:**

Original Signed by 

\_\_\_\_\_  
Jacques Dubé, Chief Administrative Officer

**DATE:** April 4, 2019

**SUBJECT:** CA0119 Cole Harbour and Area Community Boundary Project

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## **ORIGIN**

The Civic Addressing corrections program.

## **LEGISLATIVE AUTHORITY**

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

## **RECOMMENDATION**

It is recommended that Halifax Regional Council recognize:

1. Cole Harbour 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. Cow Bay as an official HRM Community, as per Map 3 of this report.
3. Eastern Passage as an official HRM Community, as per Map 4 of this report.
4. Shearwater as an official HRM Community, as per Map 5 of this report and
5. Westphal as an official HRM Community, as per Map 6, of this report and authorize staff to install community signs as identified on Map 2.

## **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. Boundaries were drawn; however, no official public consultation was conducted to confirm 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. To date, 185 of the 200 communities in the Municipality have been approved by Regional Council. Cole Harbour, Cow Bay, Eastern Passage, Shearwater and Westphal are five of the 15 remaining communities that have not yet had their boundaries officially ratified by Council.

As most communities have multiple boundaries the verification process is done in phases. The first phase for the boundary confirmation of Cow Bay and Eastern Passage was conducted in 2006/2007 and Shearwater and Westphal began in 2009. Westphal has already had seven of its thirteen boundaries ratified by Regional Council. On May 24, 2011<sup>1</sup>, four boundaries between Lake Loon/Cherry Brook and Westphal were ratified by Regional Council. The boundary between North Preston and Westphal was ratified by Regional Council at their meeting on July 22, 2014<sup>2</sup> and the two boundaries between East Preston and Westphal were approved November 24, 2015<sup>3</sup>.

The most recent and final consultation project for the community boundaries of Cole Harbour, Cow Bay, Eastern Passage, Shearwater and Westphal was conducted in four phases, beginning in the fall of 2015 and ending in the summer of 2017. Collection of feedback continued into the fall, with analysis and research continuing until late 2018.

This project completes the ratification process for all the community boundaries of Cole Harbour, Eastern Passage, Cow Bay, Shearwater and Westphal.

## **Community Boundary Review Process & Community Signs**

The community boundary verification process, as outlined in Attachment A, involved community consultation and research that determined the recommendations for the community boundaries at each vehicular entrance. This is the same process which was used to verify the boundaries of the current 185 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.

In May 2003, HRM Regional Council approved<sup>4</sup> 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.

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<sup>1</sup> <http://legacycontent.halifax.ca/council/agendasc/documents/110524ca1015.pdf>

<sup>2</sup> <http://legacycontent.halifax.ca/council/agendasc/documents/140722ca11112.pdf>

<sup>3</sup> <http://legacycontent.halifax.ca/council/agendasc/documents/151124ca1413.pdf>

<sup>4</sup> <http://www.halifax.ca/council/documents/030506cow3.pdf>

**DISCUSSION**

A. Municipal Boundary Verification

To verify the community boundaries for Cole Harbour, Cow Bay, Eastern Passage, Shearwater and Westphal, 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 City of Dartmouth and the community names used by Canada Post. Historical research was also conducted.

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

Boundary	Communities	Vehicular Access Road
1	Cole Harbour/Westphal	Ross Road
2	Cole Harbour/Westphal	Forest Hills Parkway/Auburn Dr/Taranaki Dr
3	Cole Harbour/Cow Bay	Bissett Road
4	Cole Harbour/Eastern Passage	Caldwell Road
5	Cole Harbour/Dartmouth	Gregory Drive
6	Cole Harbour/Dartmouth	Portland Street/Cole Harbour Road
7	Cow Bay/Eastern Passage	Cow Bay Road
8	Eastern Passage/Shearwater	Main Road
9	Shearwater/Dartmouth	Pleasant Street/Main Road
10	Westphal/Dartmouth	Main Street/Highway 7

1. Cole Harbour/Westphal – Ross Road

During the preliminary research phase of the project, a deed analysis was conducted which provided evidence to suggest that the southern portion of Ross Road may be in the community of Cole Harbour, rather than Westphal. On September 21, 2015, 197 letters were mailed out to the property owners on Ross Road. Property owners were provided with two maps, the current boundary (Map 7) and an alternative boundary (Map 8) and asked to provide feedback. Staff received feedback from 27% of the property owners with approximately the same number choosing Westphal as Cole Harbour for their preferred community name.

Given the feedback results, no change to the boundary between Cole Harbour and Westphal on the Ross Road is recommended.

2. Cole Harbour/Westphal – Forest Hills Parkway, Auburn Drive, Taranaki Drive

During the preliminary research phase of the project, a deed analysis was conducted which provided evidence to suggest that the boundary between Cole Harbour and Westphal in the Auburn Drive area was further south than the current boundary. On January 25, 2016, 1,578 letters were mailed to property owners in the area. Property owners were provided with two maps, the current boundary (Map 9) and an alternative boundary (Map 10) and asked to provide feedback. Staff received feedback from 108 property owners overwhelmingly in favor of the alternative proposal. On March 1, 2016, a second letter was sent to only those property owners who would experience a change in community name from Westphal to Cole Harbour if the alternative proposal was adopted. These 938 property owners received a letter, which clearly stated what their new address would look like if the change was approved and explaining that to proceed with the alternative proposal a high level of support from the community would be required. Staff received feedback from 16% of the property owners, 89% of whom chose Cole Harbour for their preferred community name.

Given the feedback results, no change to the boundary between Cole Harbour and Westphal in this area is recommended.

3. Cole Harbour/Cow Bay – Bissett Road

Although the current boundary between Cole Harbour and Cow Bay on the Bissett Road is both the Plan Area boundary and the traditional electoral district boundary, a deed analysis and historical review provided evidence to suggest that the boundary between Cole Harbour and Cow Bay may have been further south than the current boundary. In particular, it was information that referred to the northern most portion of Cow Bay Road as the Cole Harbour Dykes that prompted an alternative proposal. On November 7, 2016 106 letters were mailed to property owners in the consultation area. Property owners were provided with two maps, the current boundary (Map 11) and an alternative boundary (Map 12) and asked to provide feedback. Staff received feedback from 18% of the property owners, 55% of which opted to maintain the current boundary. Staff also received feedback from property owners from outside the consultation area, both from other areas of Cow Bay and Eastern Passage. This feedback was overwhelmingly in favor of maintaining the current boundary.

Given the feedback results, no change to the boundary between Cole Harbour and Cow Bay on the Bissett Road is recommended.

4. Cole Harbour/Eastern Passage – Caldwell Road

The current community boundary between Cole Harbour and Eastern Passage on the Caldwell Road follows the parcel boundary of the Kiwanis Centre Beach & Park, Morris Lake. A deed analysis of the surrounding area resulted in a variety of different community names with no discernable pattern. As the current Plan Area boundary is the river flowing from Morris Lake at Caldwell Road, and river boundaries are common throughout the municipality, a minor modification to the current boundary was proposed. In April of 2017, 1,343 letters were mailed to residents in Cole Harbour and Eastern Passage. Property owners were provided with two maps, the current boundary (Map 13) and an alternative proposal (Map 14), and asked to provide feedback. Staff received feedback from 2% of the property owners, all of whom were in favor of modifying the boundary to the alternative proposal.

As this minor modification involves relocating the boundary by 82 meters and does not affect any residences, the alternative proposal is recommended.

5. Cole Harbour/Dartmouth – Gregory Drive

The boundary line between Cole Harbour and Dartmouth at Gregory Drive is the former City of Dartmouth boundary (Map 15). As per standard procedure, former incorporated boundaries are maintained, and no consultation in this area was conducted

6. Cole Harbour/Dartmouth – Portland Street/Cole Harbour Road

The boundary line between Cole Harbour and Dartmouth at the intersection of Portland Street/Cole Harbour Road/Caldwell Road and Dorothea Drive is the former City of Dartmouth boundary (Map 16). As per standard procedure, former incorporated boundaries are maintained, and no consultation in this area was conducted

7. Cow Bay/Eastern Passage – Cow Bay Road

In October 2006, a community meeting was held at the Lions Hall on Horne Road. Staff gave a brief presentation on the upcoming community boundary project and maps of the current boundaries were reviewed. Feedback from the meeting suggested that the boundary between Cow Bay and Eastern Passage was either the Cow Bay River (also the current boundary) or Smelt Brook. On January 5, 2007, 239 letters were mailed to property owners in the area. Property owners were provided with two maps, the current boundary (Map 17) and an alternative proposal (Map 18) and asked to provide feedback. Staff received feedback from 13% of the property owners, most which confirmed that the Cow Bay River was the boundary.

Given the feedback results, no change to the boundary between Cow Bay and Eastern Passage on the Cow Bay Road is recommended

8. Eastern Passage/Shearwater – Main Road

In September of 2009, staff began confirming the current Shearwater community boundary (Map 5) with the Master Corporal, Shearwater Community Council. There were no issues with the current boundaries, and no change to the boundary between Eastern Passage and Shearwater is recommended.

9. Shearwater/Dartmouth – Pleasant Street/Main Road

The boundary line between Shearwater and Dartmouth at the intersection of Pleasant Street and Main Road is the former City of Dartmouth boundary (Map 5).

As per standard procedure, former incorporated boundaries are maintained, and no consultation in this area was conducted

10. Westphal/Dartmouth – Main Street/Highway 7

The boundary line between Westphal and Dartmouth at the intersection of Main Street/Highway 7/Forest Hills Parkway and the Forest Hills Extension is the former City of Dartmouth boundary (Map 19).

As per standard procedure, former incorporated boundaries are maintained, and no consultation in this area was conducted.

B. Mailing Address Records

Despite the existence of a long-standing municipal community boundary between Cole Harbour and Dartmouth, Canada Post has historically identified most streets in Cole Harbour as having a Dartmouth mailing address. This has resulted in a discrepancy between the official municipal community boundary and Canada Post's community reference in mailing address records. To rectify this discrepancy, Canada Post has agreed to update their mailing address records to align with the community boundary approved by Council. This will result in a change to Canada Post mailing address records for about 90% of the streets within the Cole Harbour municipal community boundary. This record correction would not impact civic numbers, street addresses or postal codes. Material impacts on property owners / occupants would be minimal and would apply in different ways based on individual property circumstances generally as follows:

- Property within the Cole Harbour municipal boundary presently identified by Canada Post as being in Cole Harbour – No change
- Property within the Cole Harbour municipal boundary presently identified by Canada Post as being in Dartmouth but whose owners/occupants already self-identify as being in Cole Harbour – Change to Canada Post records but no material impact on owners / occupants
- Property within the Cole Harbour municipal boundary presently identified by Canada Post as being in Dartmouth and whose owners/occupants self-identify as being in Dartmouth - Change to Canada Post records with impacts on owners / occupants being limited to altering community references on mailing addresses, promotional materials and perhaps some changes to informal personal references to community. No impact on mail delivery and no material implications to other related matters.

The focus of HRM's community boundary program has been on civic addressing, 911 emergency service and community signage. Community engagement to date has been concentrated on gathering input from owners whose property would be directly impacted by any proposed changes to existing community boundaries. No engagement has been undertaken with respect to properties in areas where no boundary alterations were being considered. Furthermore, no community-wide engagement has taken place relative to the Canada Post records change and staff do not recommend implementing such a program on Canada Post's behalf. This update by Canada Post is required to correct a long-standing inconsistency in the public record. Under these circumstances, seeking input from the community at large with respect to this action would create an expectation among residents that any input could influence the outcome. However, the only practical alternative to correcting the record would be to allow the current situation to continue thus

contributing to ongoing confusion and inconsistency in the public record. Under these circumstances, staff advise that an engagement program seeking input from the community on this matter would not be a productive exercise and would consume time and effort from residents with no likelihood of a material change to the outcome.

Notwithstanding staff's recommendation regarding engagement, HRM's process does include a direct mailout to all impacted property owners to provide enough notice to allow residents to take whatever action they deem necessary noting that no action would be required to ensure uninterrupted mail service. Staff support notification in lieu of any additional engagement program on this matter.

Should Council wish to undertake additional engagement with respect to the proposed changes to the Canada Post address records, staff have provided a motion to that effect in the Alternatives Section of this report.

### **FINANCIAL IMPLICATIONS**

Identification of the communities of Cole Harbour, Dartmouth and Westphal, would require the full installation of ten, 3x6 foot, community signs (\$200 per sign, and \$1200/installation) for a total estimated cost of \$14,000. The total estimated cost for this can be accommodated within the Planning & Development Operating Account of C420-6910. All other boundaries are currently signed.

### **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, 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. A detailed description of the consultation process for the Cole Harbour and surrounding area confirmation project is provided in Attachment A.

### **ENVIRONMENTAL IMPLICATIONS**

No environmental implications have been identified.

### **ALTERNATIVES**

1. Council may choose to ratify the alternative boundaries for the Cole Harbour/Westphal boundary (Ross Road) as illustrated in Map 8. 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 alternative boundaries for the Cole Harbour/Westphal boundary (Auburn Drive/Taranaki Drive) as illustrated in Map 10. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries.
3. Council may choose to ratify the alternative boundaries for the Cole Harbour/Cow Bay boundary

(Bissett Road) as illustrated in Map 12. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries.

4. Council may choose to ratify the existing boundaries for the Cole Harbour/Eastern Passage boundary (Caldwell Road) as illustrated in Map 13. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries.
5. Council may choose to ratify the alternative boundaries for the Cow Bay/ Eastern Passage boundary (Cow Bay Road) as illustrated in Map 18. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries.
6. Council may choose to:
  - a. defer approval of the proposed community boundaries and sign installation set out in the recommendations section of this report.
  - b. instruct staff to engage with the entire community of Cole Harbour with respect to the update of community name references in Canada Post records and report back to Council with the results of that engagement prior to any further consideration of community boundaries and sign installation for Cole Harbour and surrounding communities.

## **ATTACHMENTS**

Map 1:	Recommended Community Boundaries for Cole Harbour
Map 2:	Recommended Community Sign Installation
Map 3:	Recommended Community Boundaries for Cow Bay
Map 4:	Recommended Community Boundaries for Eastern Passage
Map 5:	Recommended Community Boundaries for Shearwater
Map 6:	Recommended Community Boundaries for Westphal
Map 7:	Current Community Boundary Cole Harbour/Westphal – Ross Road
Map 8:	Alternative Community Boundary Cole Harbour/Westphal – Ross Road
Map 9:	Current Community Boundary Cole Harbour/Westphal – Auburn Drive and Taranaki Drive
Map 10:	Alternative Community Boundary Cole Harbour/Westphal – Auburn Drive and Taranaki Drive
Map 11:	Current Community Boundary Cole Harbour/Cow Bay – Bissett Road
Map 12:	Alternative Community Boundary Cole Harbour/Cow Bay – Bissett Road
Map 13:	Current Community Boundary Cole Harbour/Eastern Passage – Caldwell Road
Map 14:	Alternative Community Boundary Cole Harbour/Eastern Passage – Caldwell Road
Map 15:	Current Community Boundary Cole Harbour/Dartmouth – Gregory Drive
Map 16:	Current Community Boundary Cole Harbour/Dartmouth – Portland Street and Cole Harbour Road
Map 17:	Current Community Boundary Cow Bay/Eastern Passage – Cow Bay Road
Map 18:	Alternative Community Boundary Cow Bay/Eastern Passage – Cow Bay Road
Map 19:	Current Community Boundary Dartmouth/Westphal – Main Street/Highway 7

Attachment A: Flow Chart of Community Consultation Process


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A copy of this report can be obtained online at [halifax.ca](http://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

Financial Approval by:

Original Signed by 

Jane Fraser, Director of Finance and Asset Management/CFO, 902.490.6308

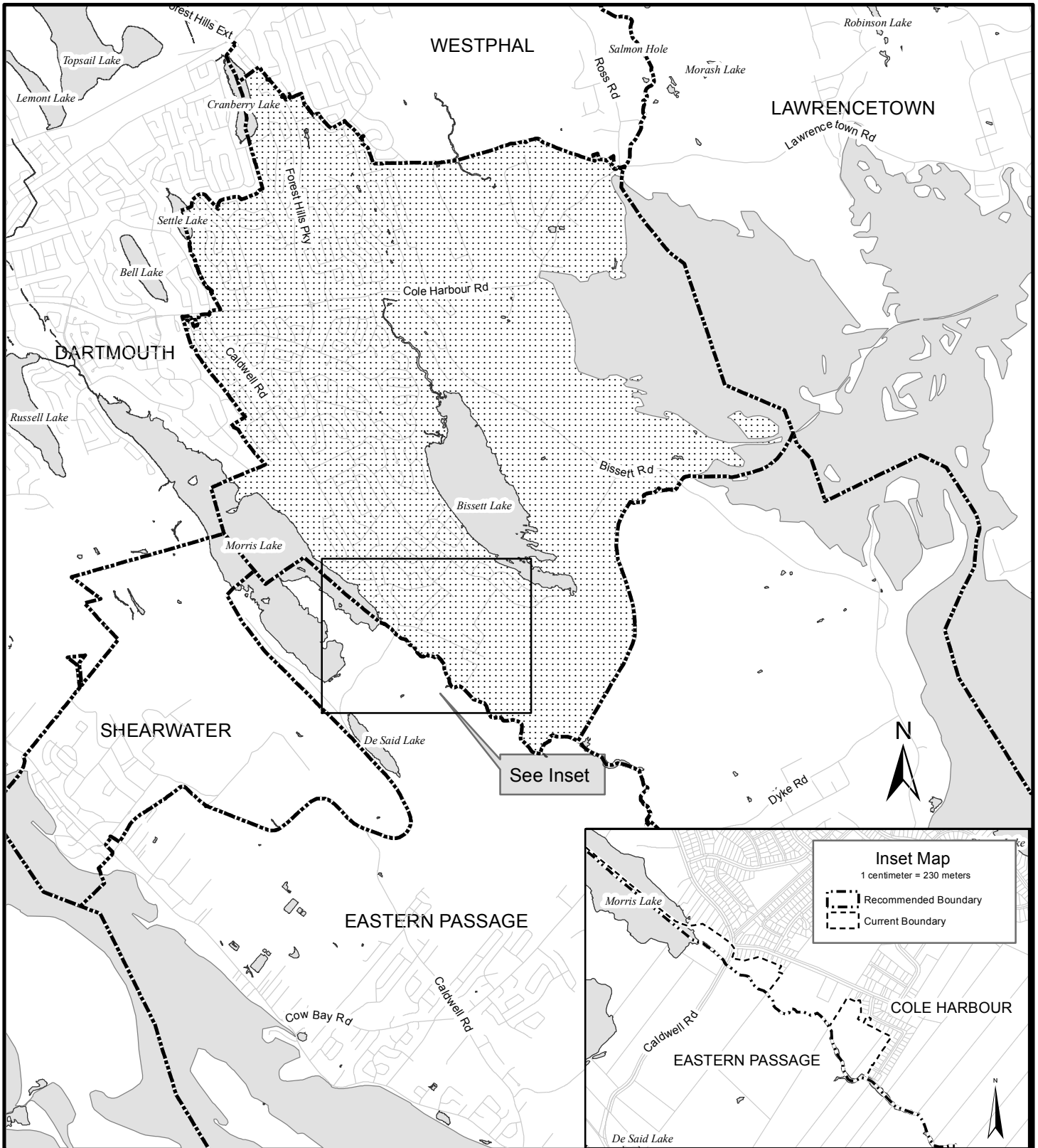
Report Approved by:

**Original Signed by** 


Kelly Denty, Director, Planning & Development 902.490.4800

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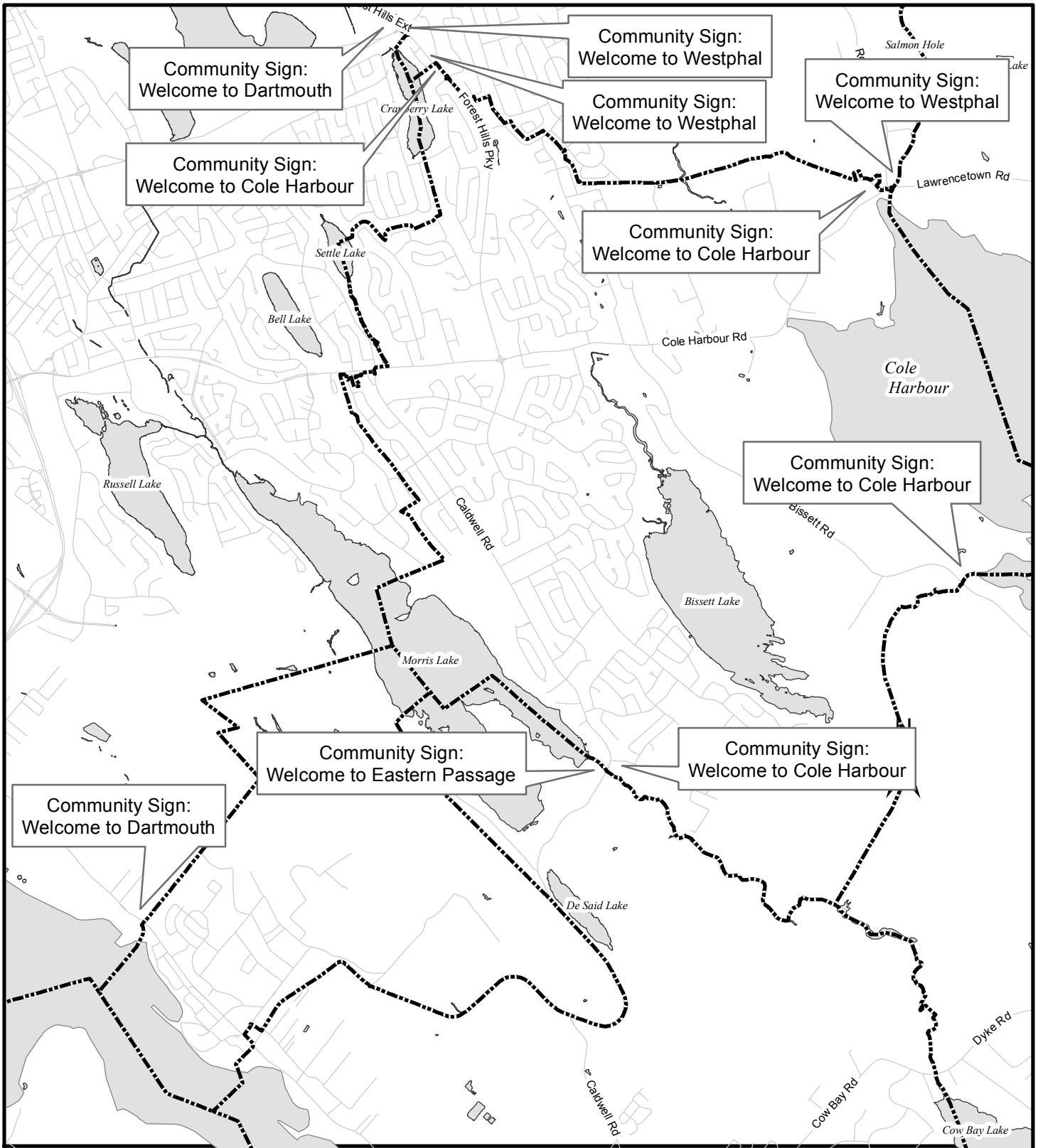
**Map 1 - Recommended Community Boundaries for Cole Harbour**

 Cole Harbour (recommended)

0 1,500 Meters


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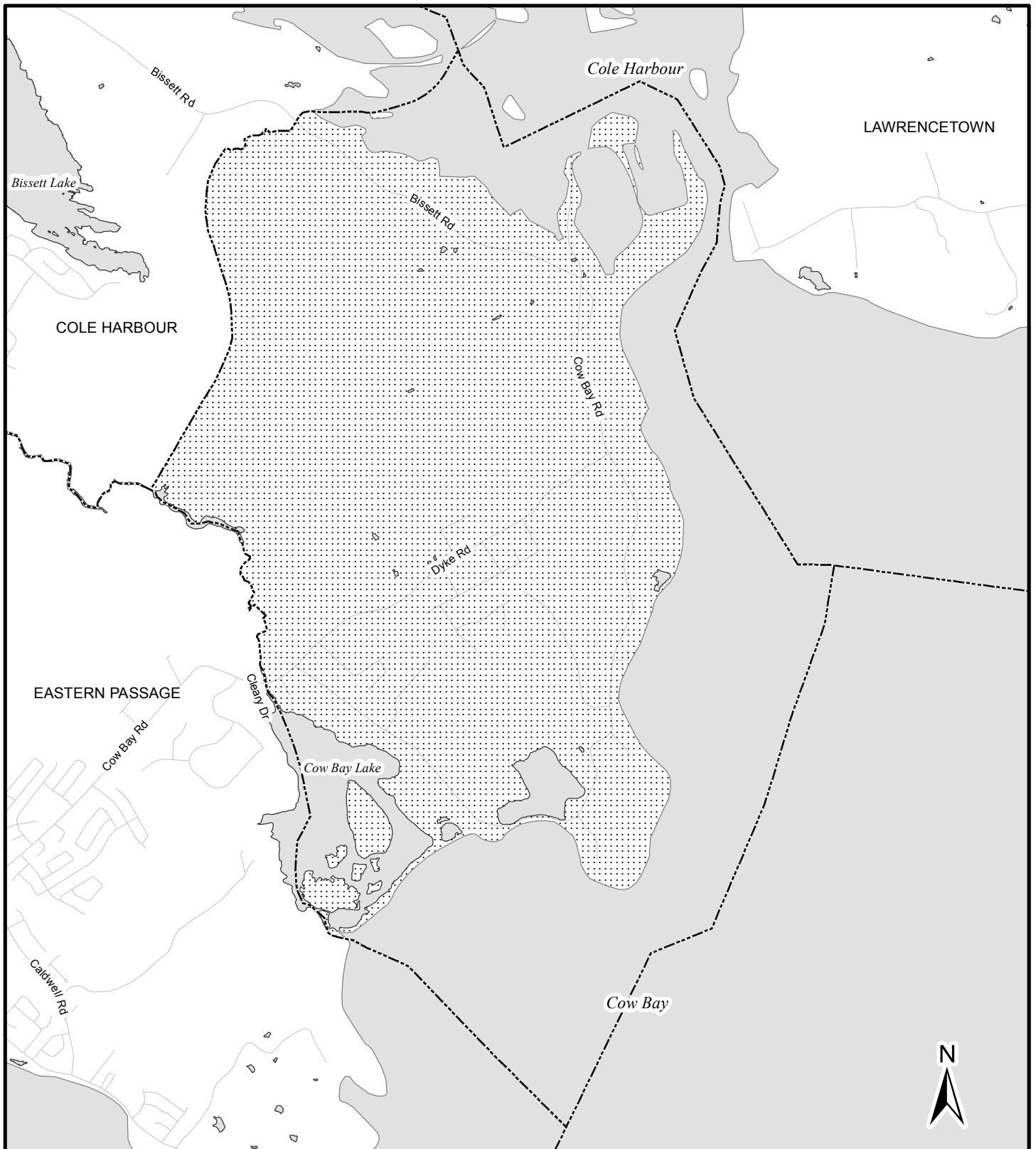
**Map 2 - Recommended Community Sign Installation**

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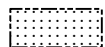
 Community Boundary



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**Map 3 - Recommended Community Boundaries for Cow Bay**

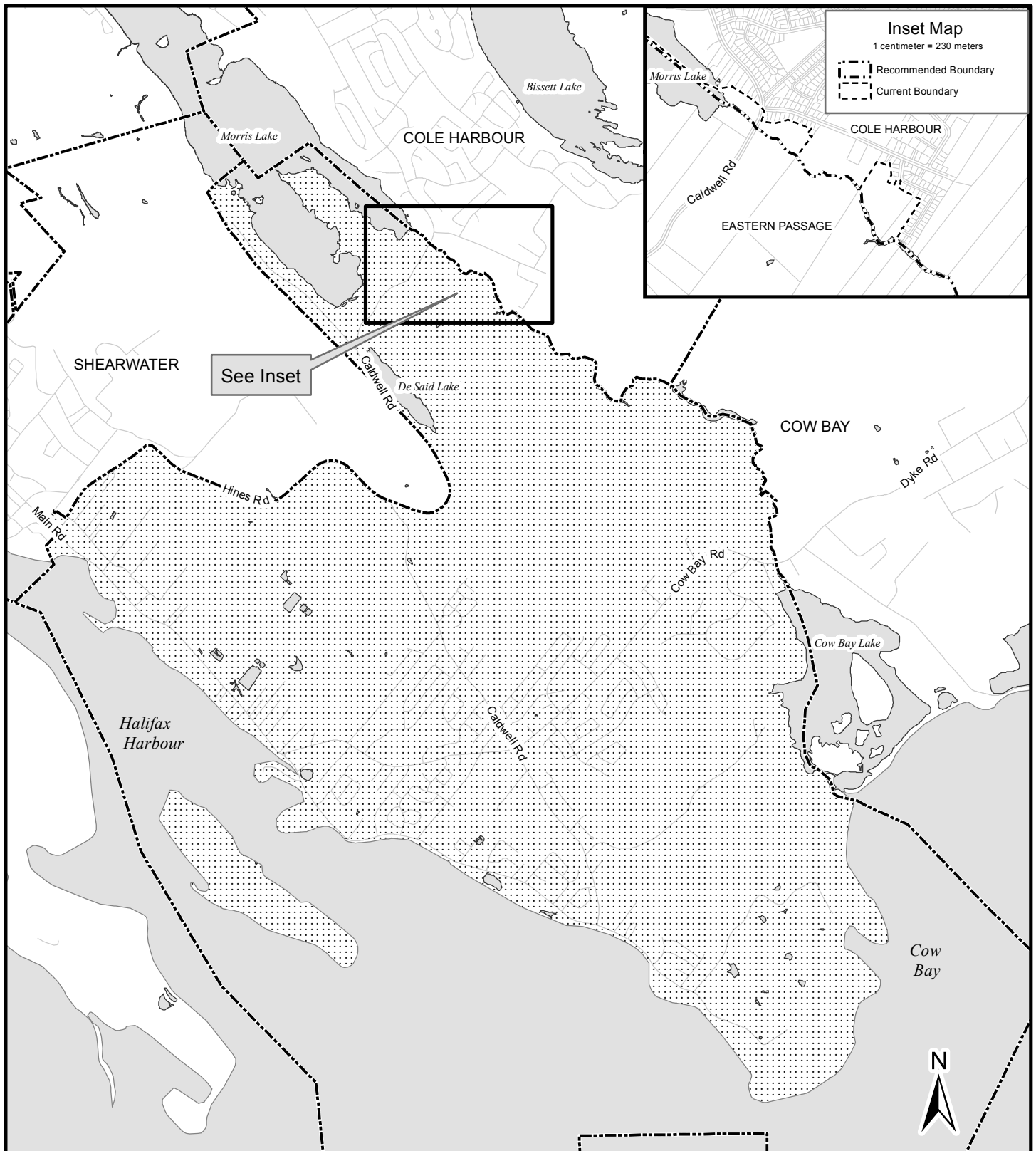


Cow Bay (recommended)




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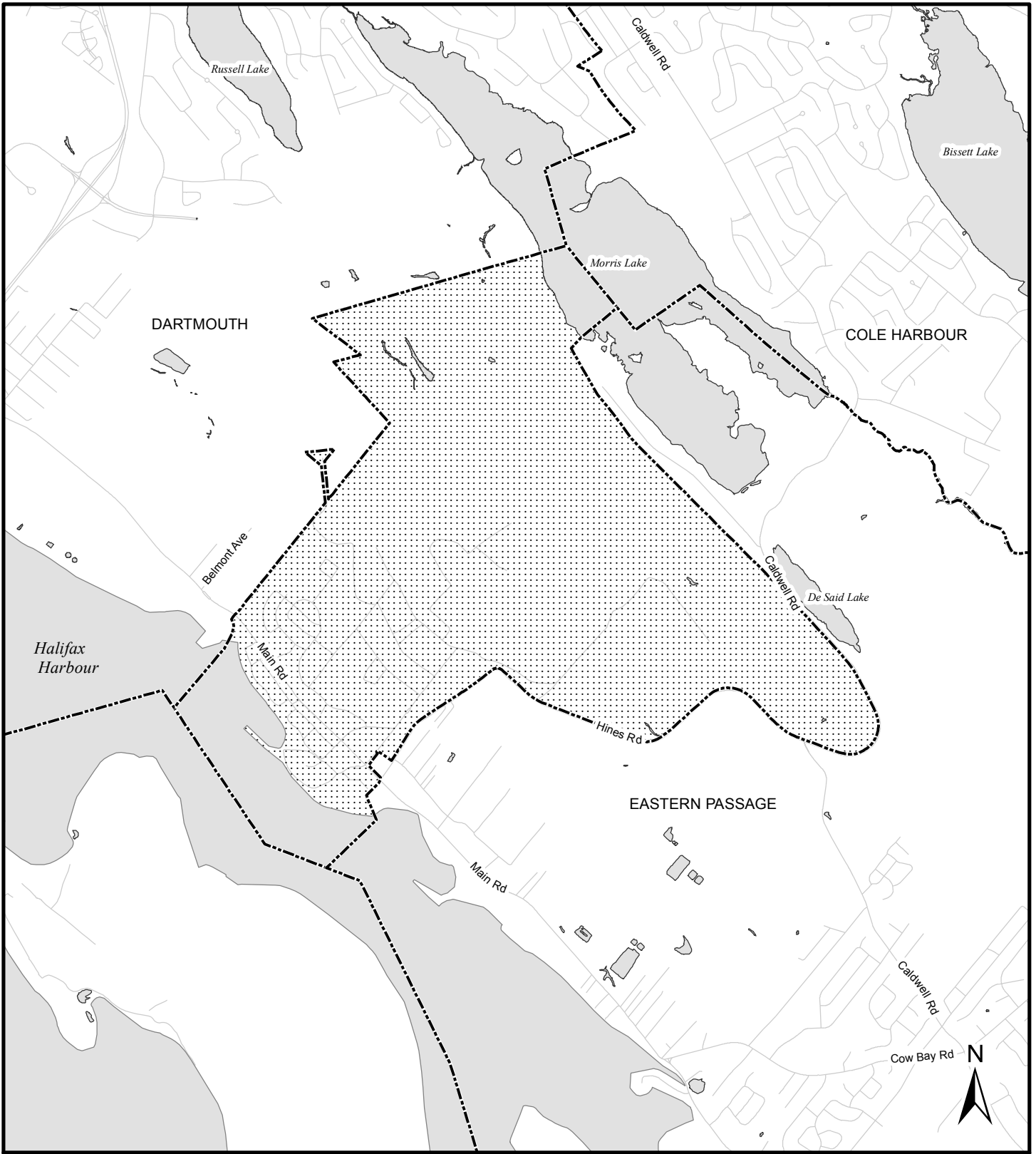
**Map 4 - Recommended Community Boundaries for Eastern Passage**

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 Eastern Passage (recommended)

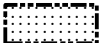
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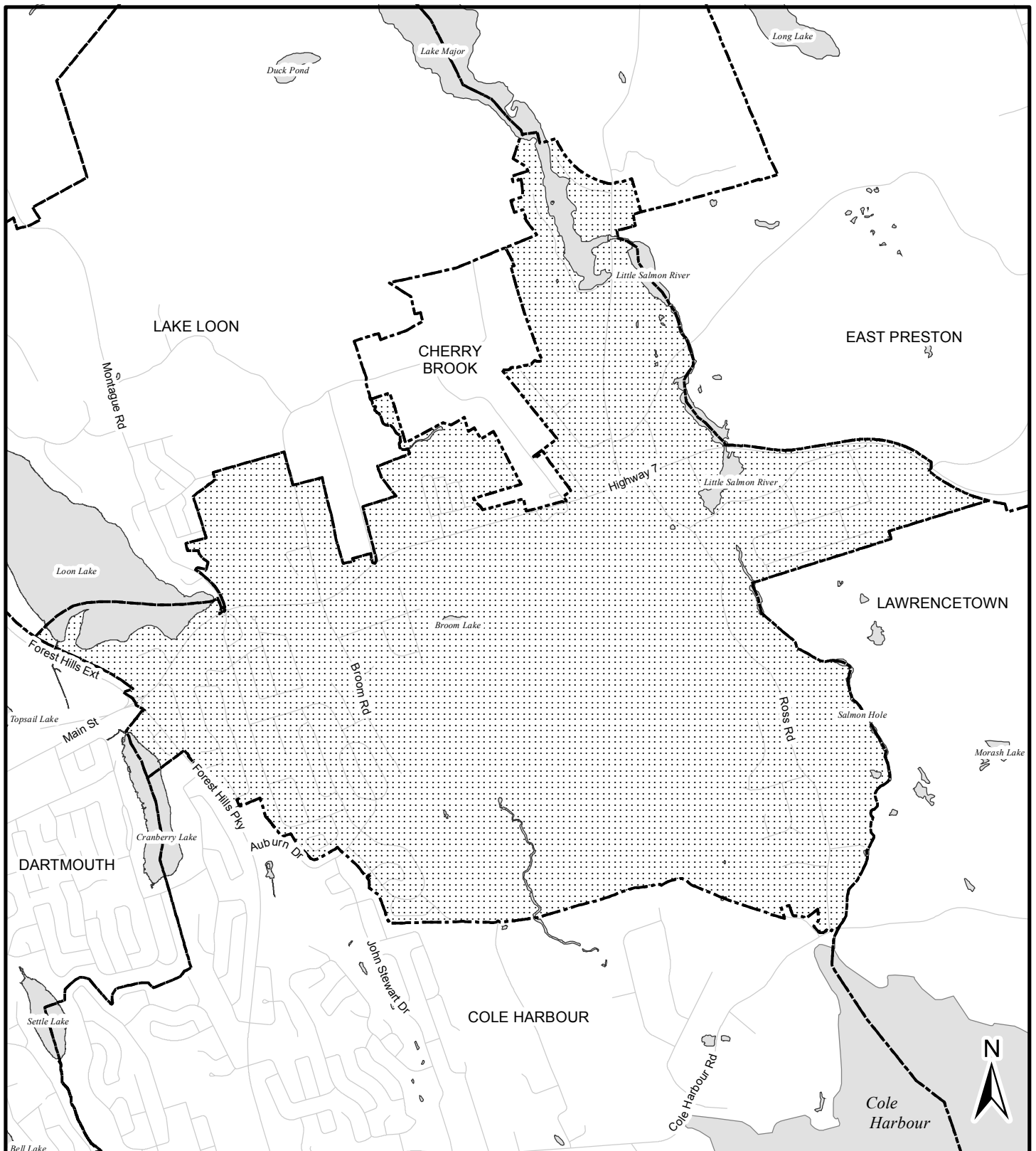
**Map 5 - Recommended Community Boundaries for Shearwater**

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 Shearwater (recommended)



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**Map 6 - Recommended Community Boundaries for Westphal**

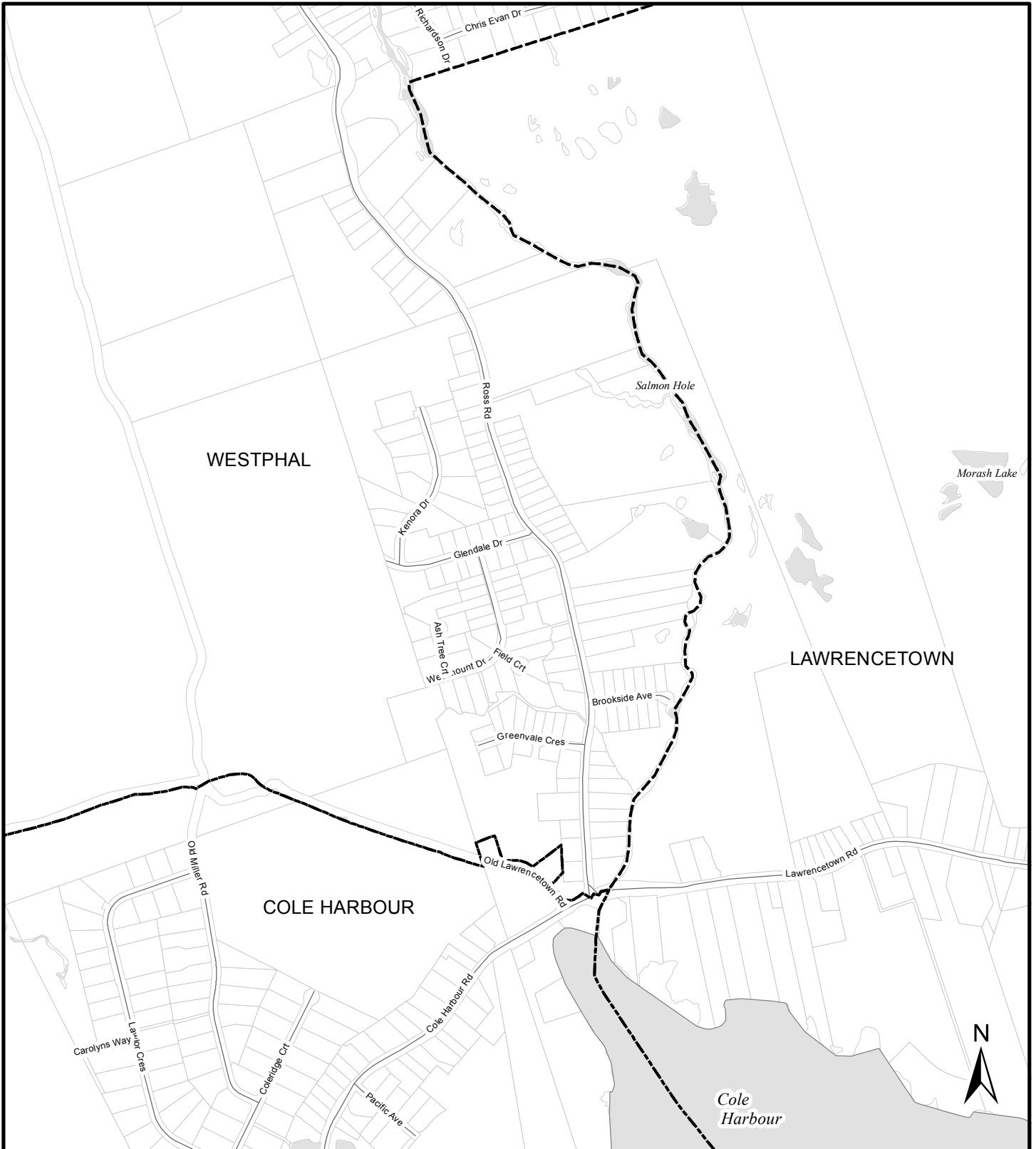


Westphal (recommended)



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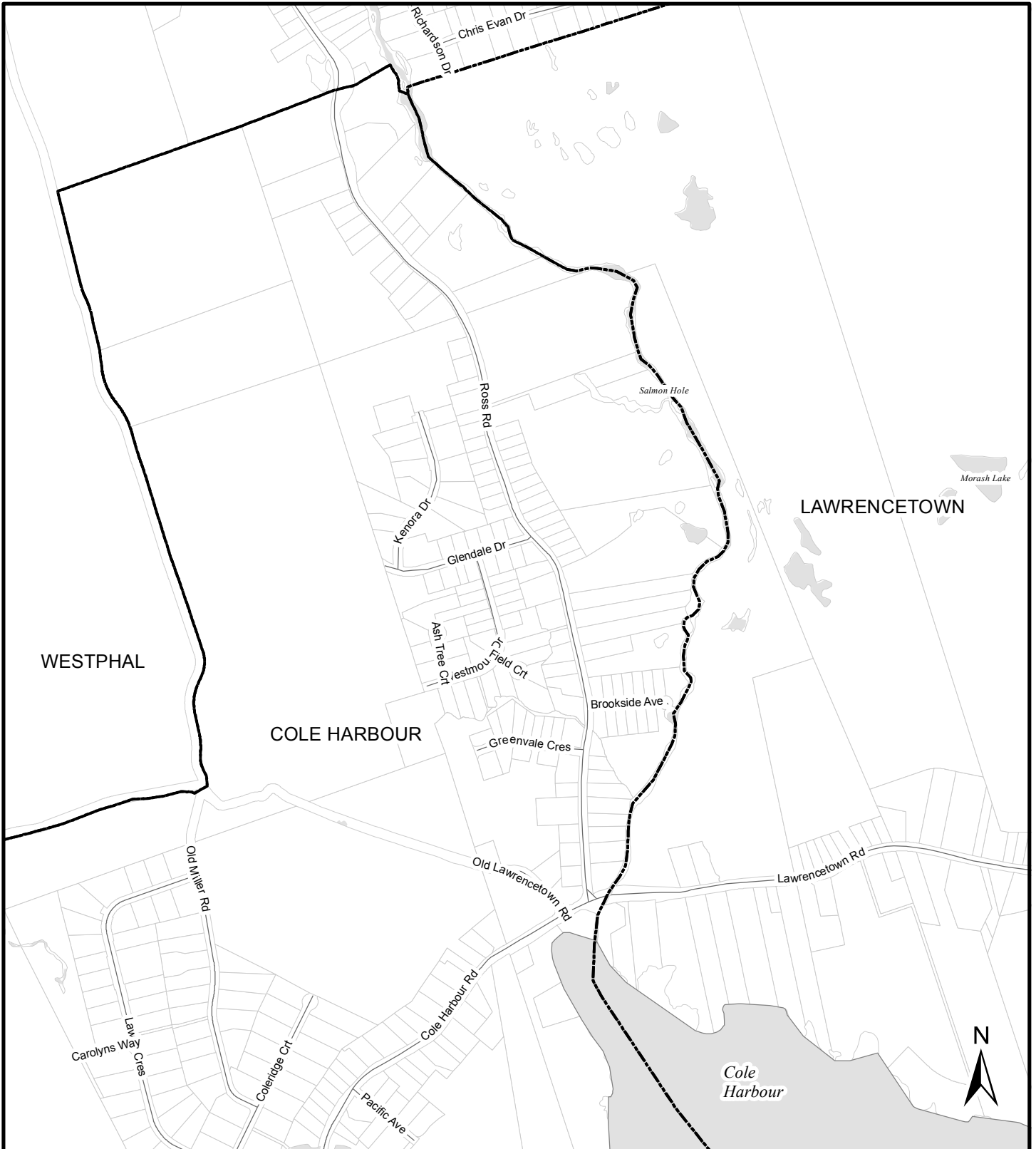
**Map 7 - Current Community Boundary  
Cole Harbour Westphal - Ross Road**

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 Current Community Boundary



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**Map 8 - Alternate Community Boundary  
Cole Harbour Westphal - Ross Road**

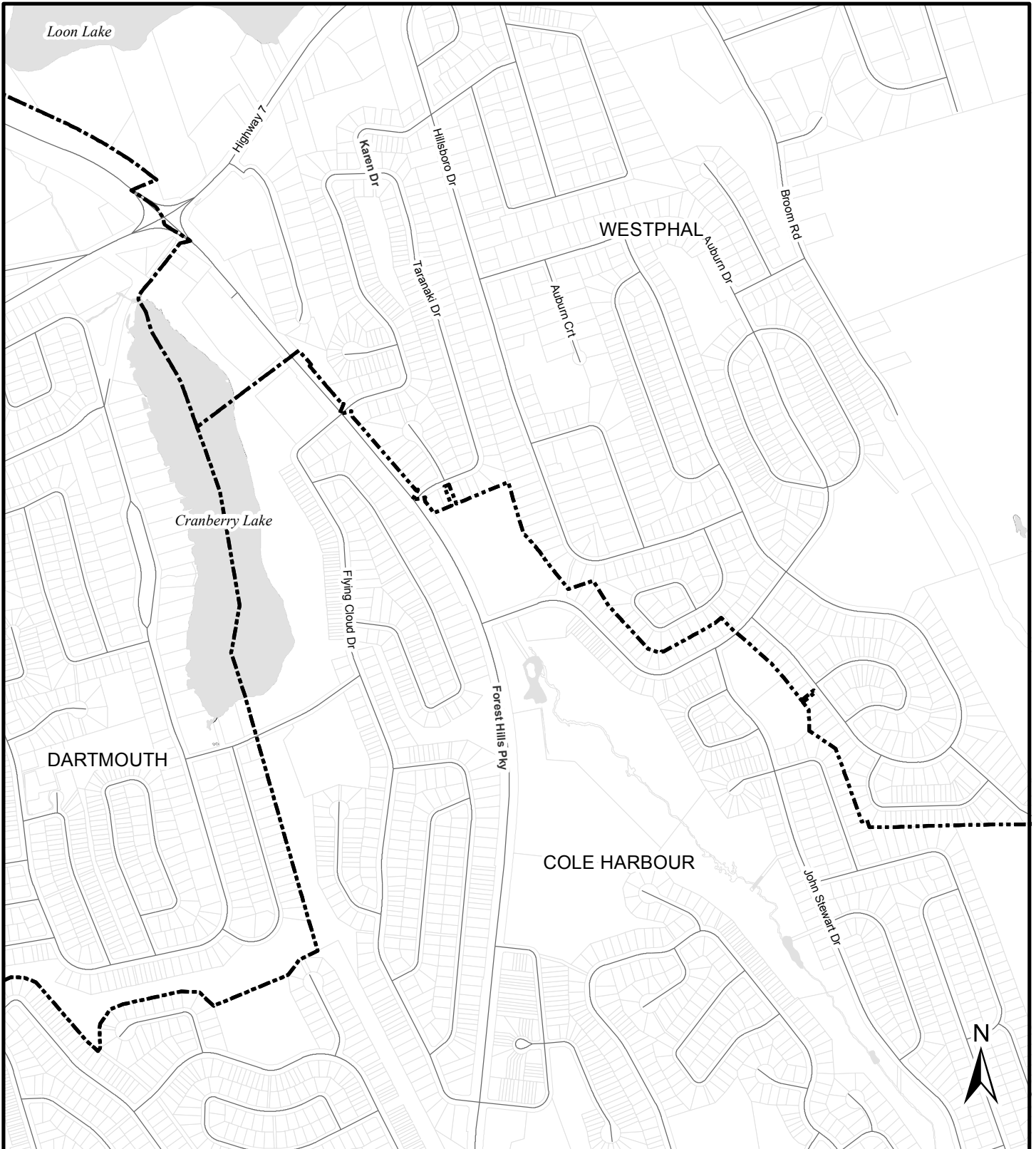
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 Alternate Community Boundary




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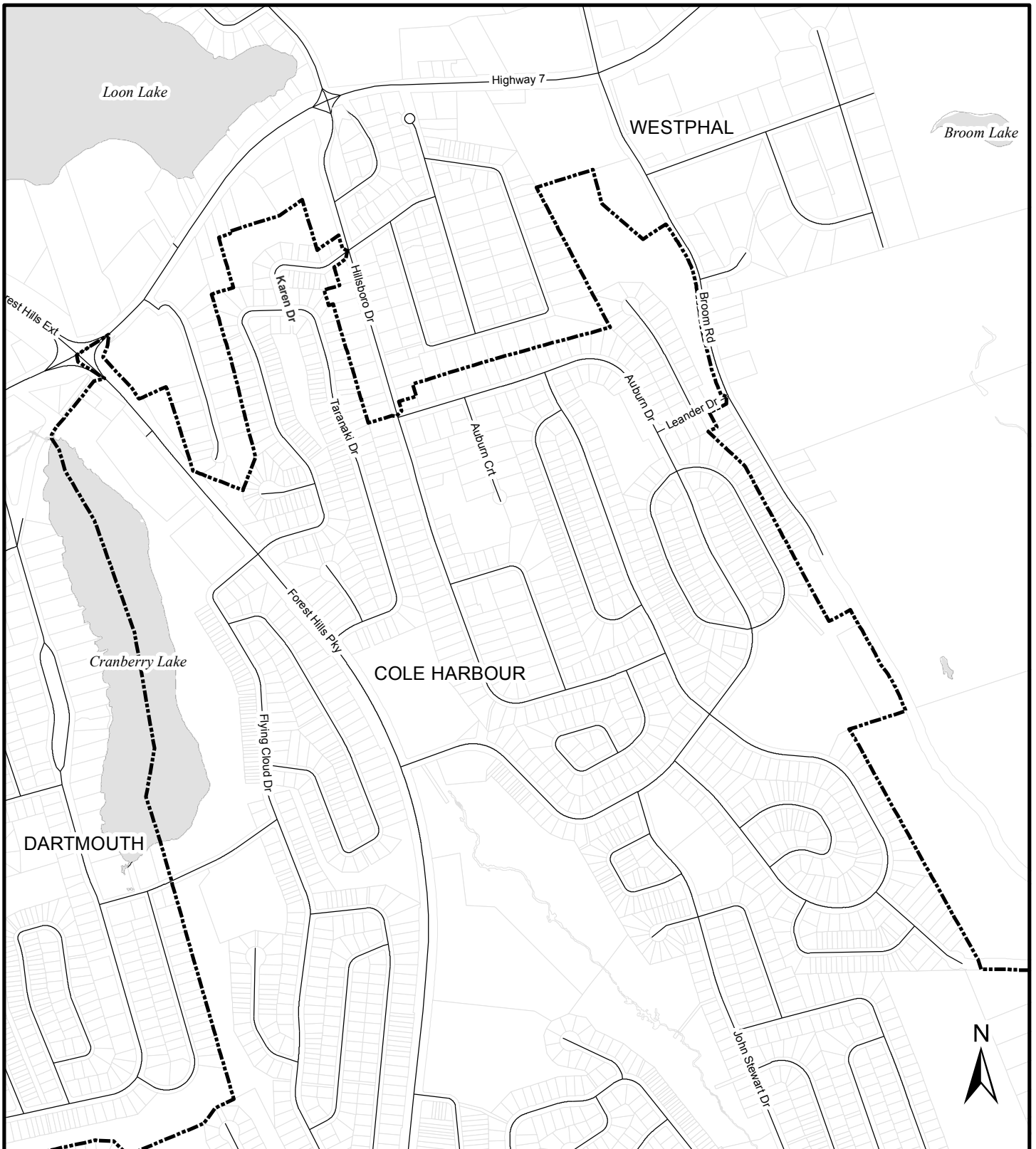
**Map 9 - Current Community Boundary  
Cole Harbour Westphal - Auburn Drive and Taranaki Drive**

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 Current Community Boundary




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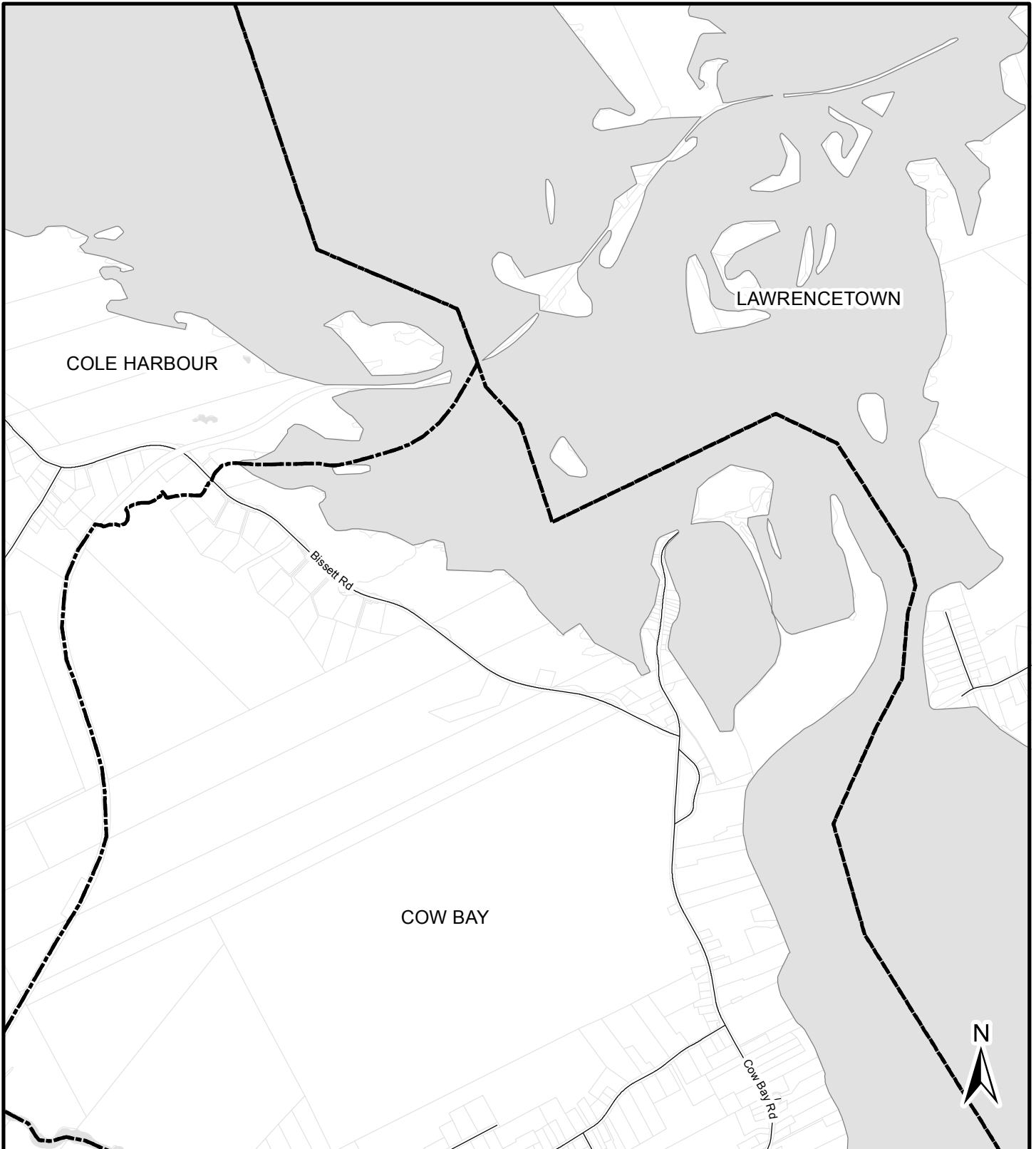
**Map 10 - Alternative Community Boundary  
Cole Harbour Westphal - Auburn Drive and Taranaki Drive**

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 Alternative Boundary






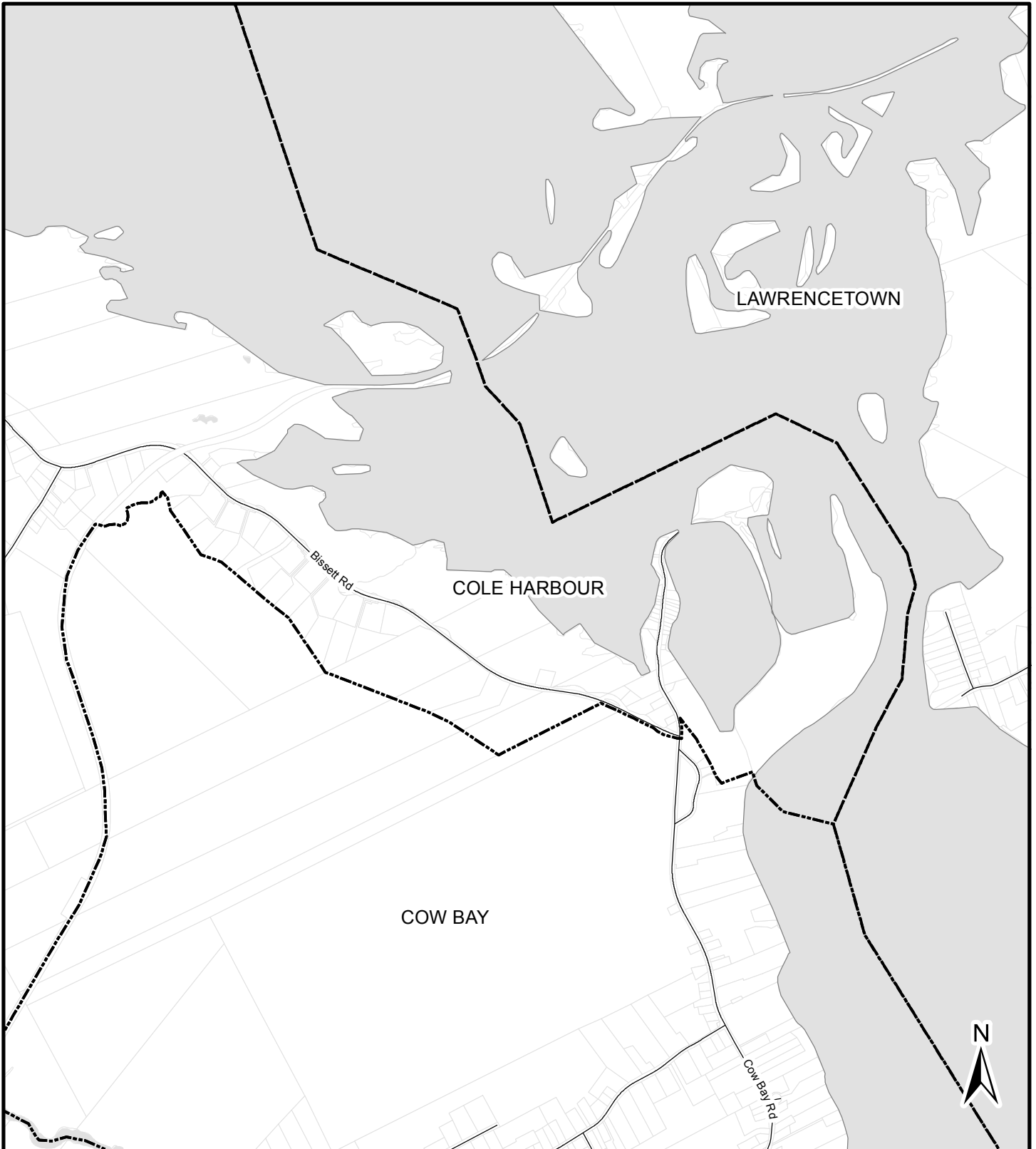
**Map 11 - Current Community Boundary  
Cole Harbour Cow Bay - Bissett Road**

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 Current Community Bndy






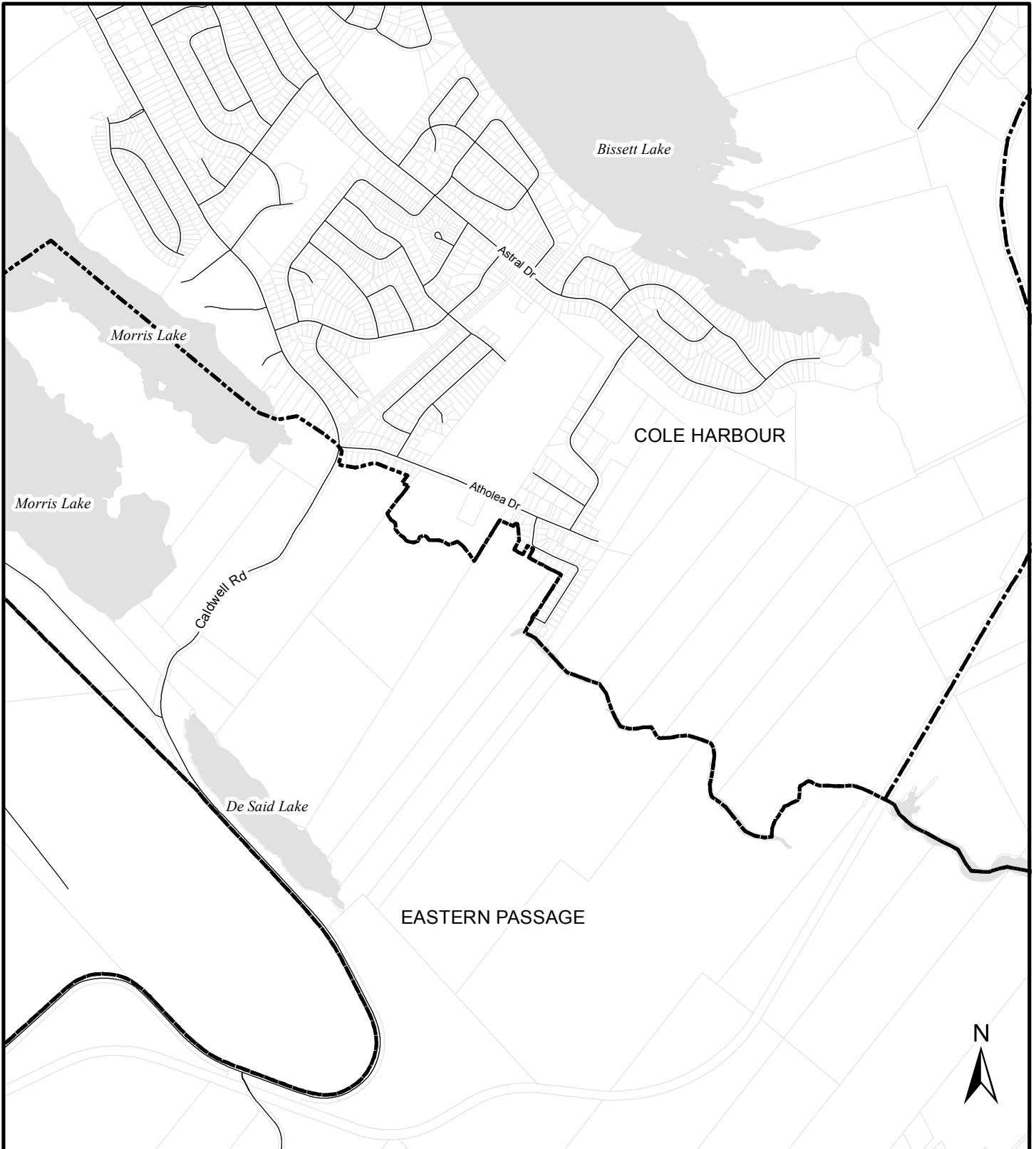
**Map 12 - Alternative Community Boundary  
Cole Harbour Cow Bay - Bissett Road**

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 Alternative Boundary


0 400 Meters  

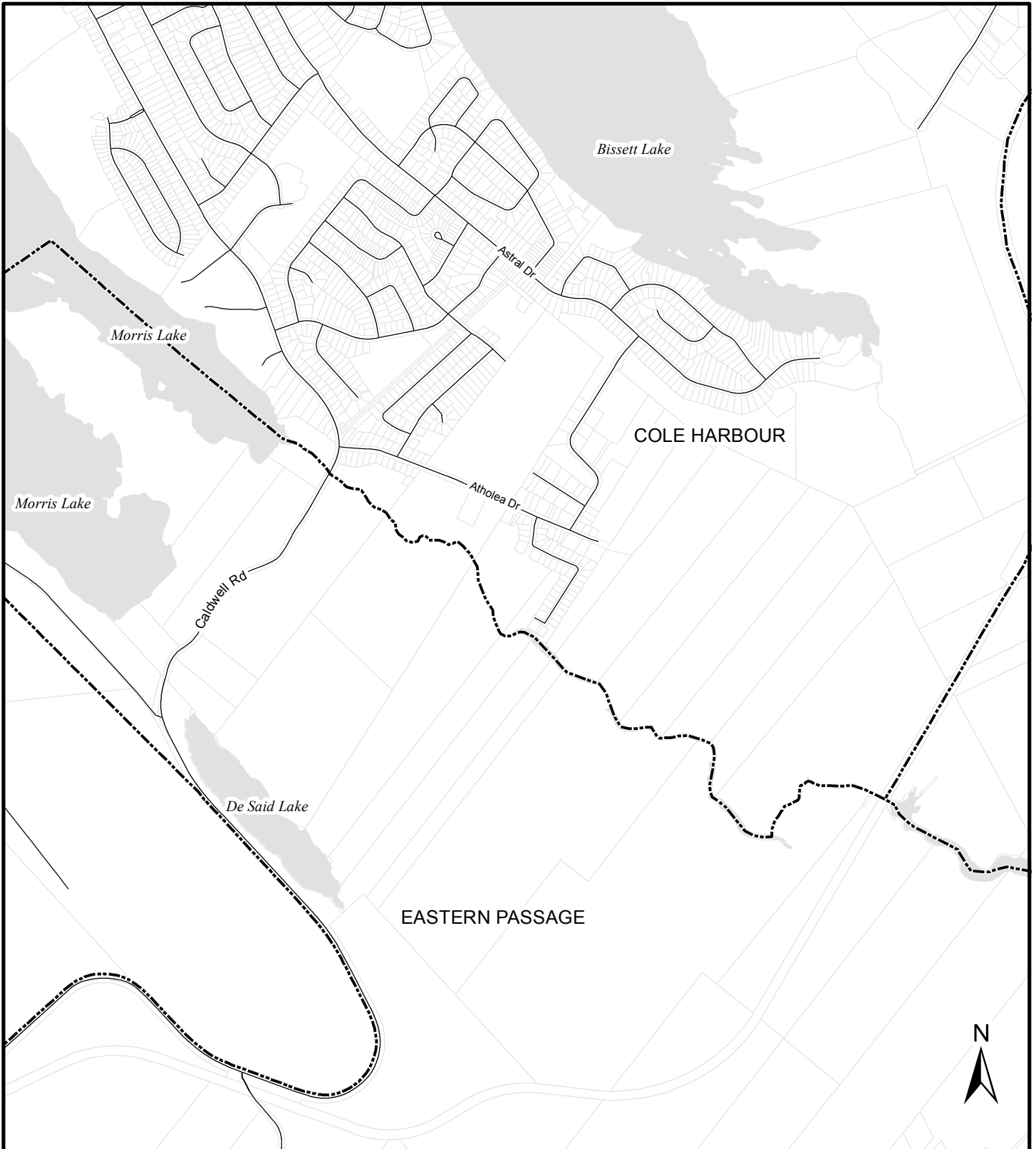
**Map 13 - Current Community Boundary  
 Cole Harbour Eastern Passage - Caldwell Rd**

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 Current Community Bndy






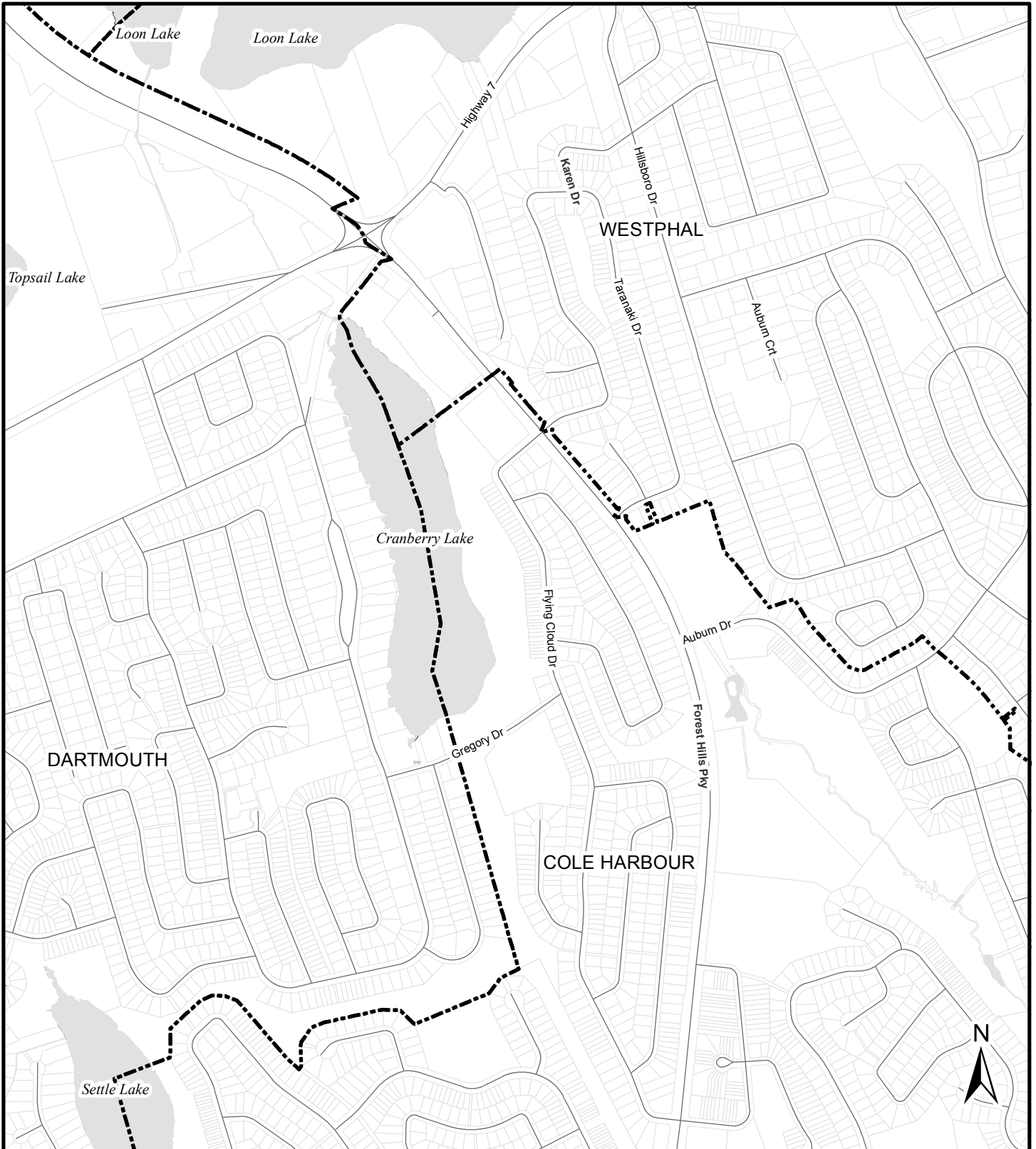
**Map 14 - Alternative Community Boundary  
Cole Harbour Eastern Passage - Caldwell Rd**

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 Recommended Boundary





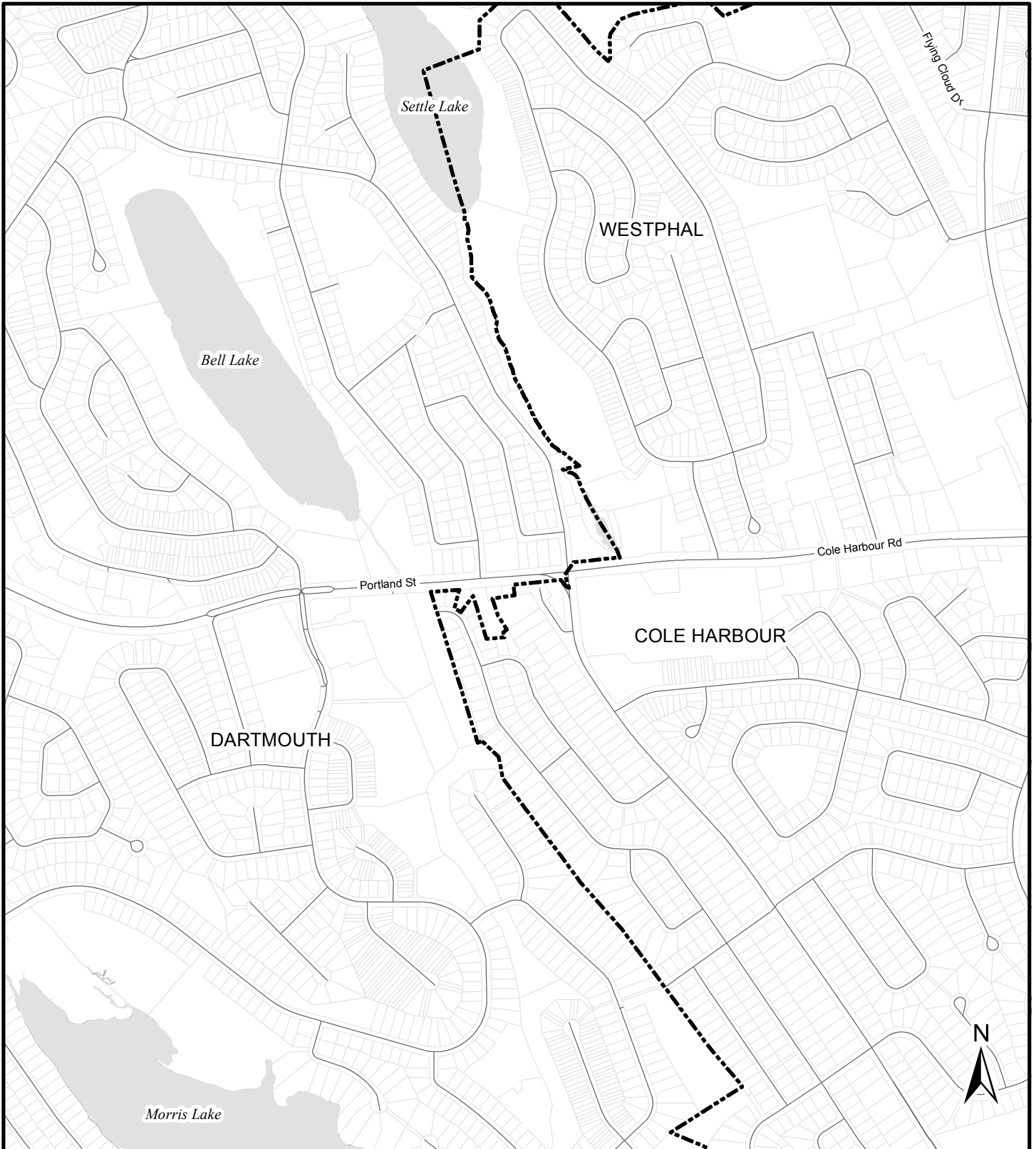
**Map 15 - Current Community Boundary  
Cole Harbour Dartmouth - Gregory Drive**

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 Current Community Boundary




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**Map 16 - Current Community Boundary  
 Cole Harbour Dartmouth -  
 Portland Street/Cole Harbour Rd**

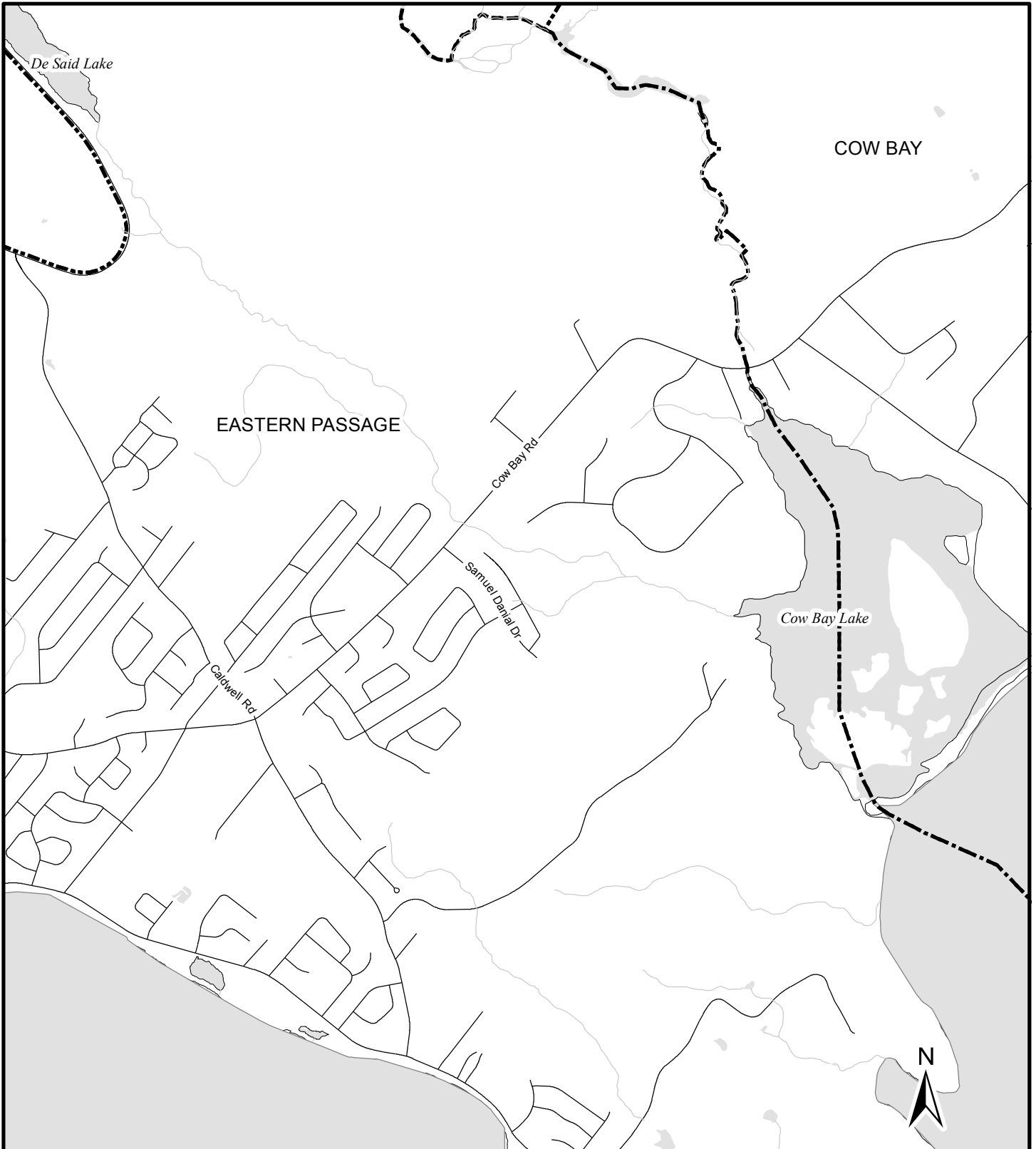
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 Current Community Boundary







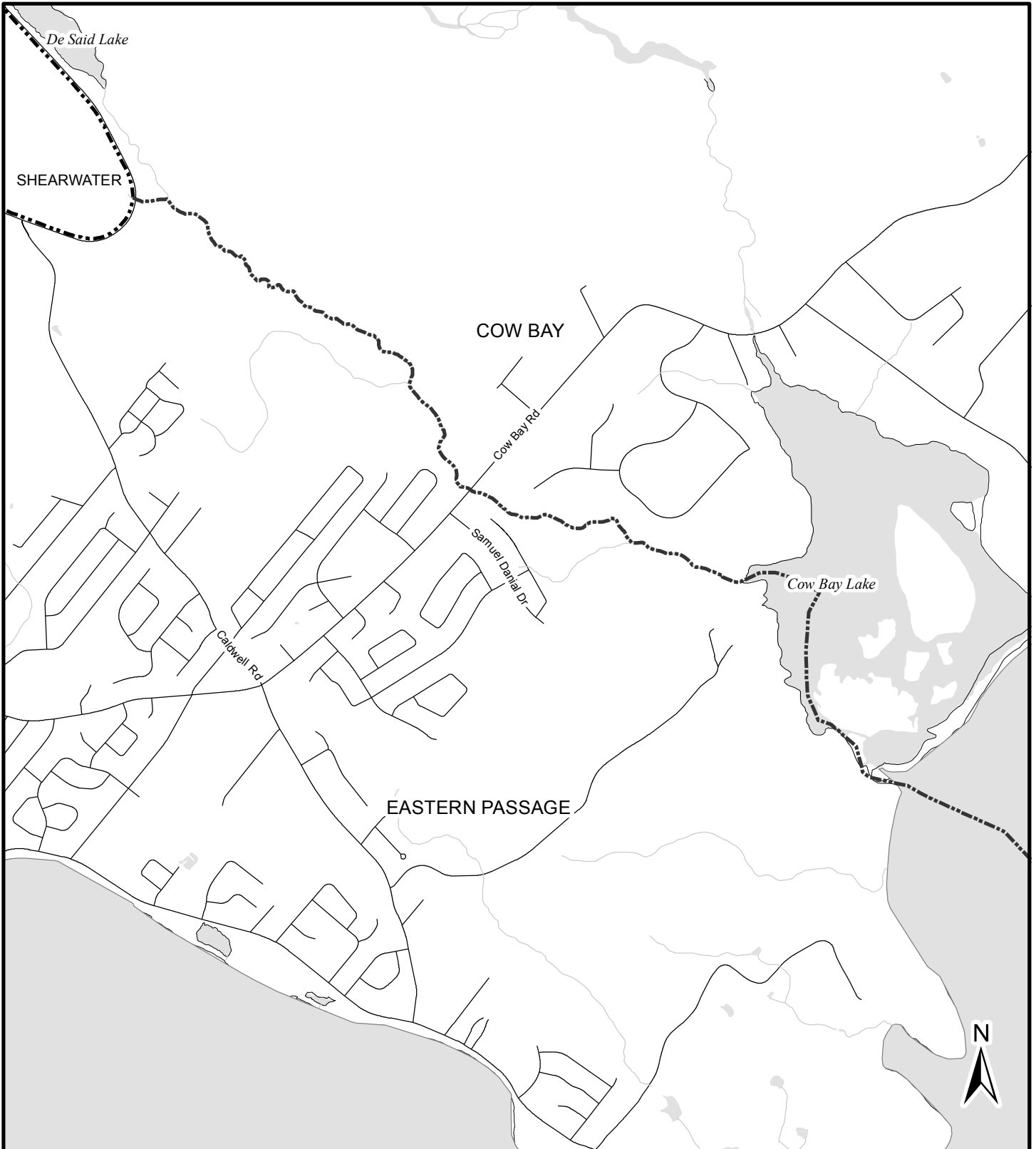
**Map 17 - Current Community Boundary  
Cole Harbour Eastern Passage - Cow Bay Rd**

**HALIFAX**

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 Current Community Boundary





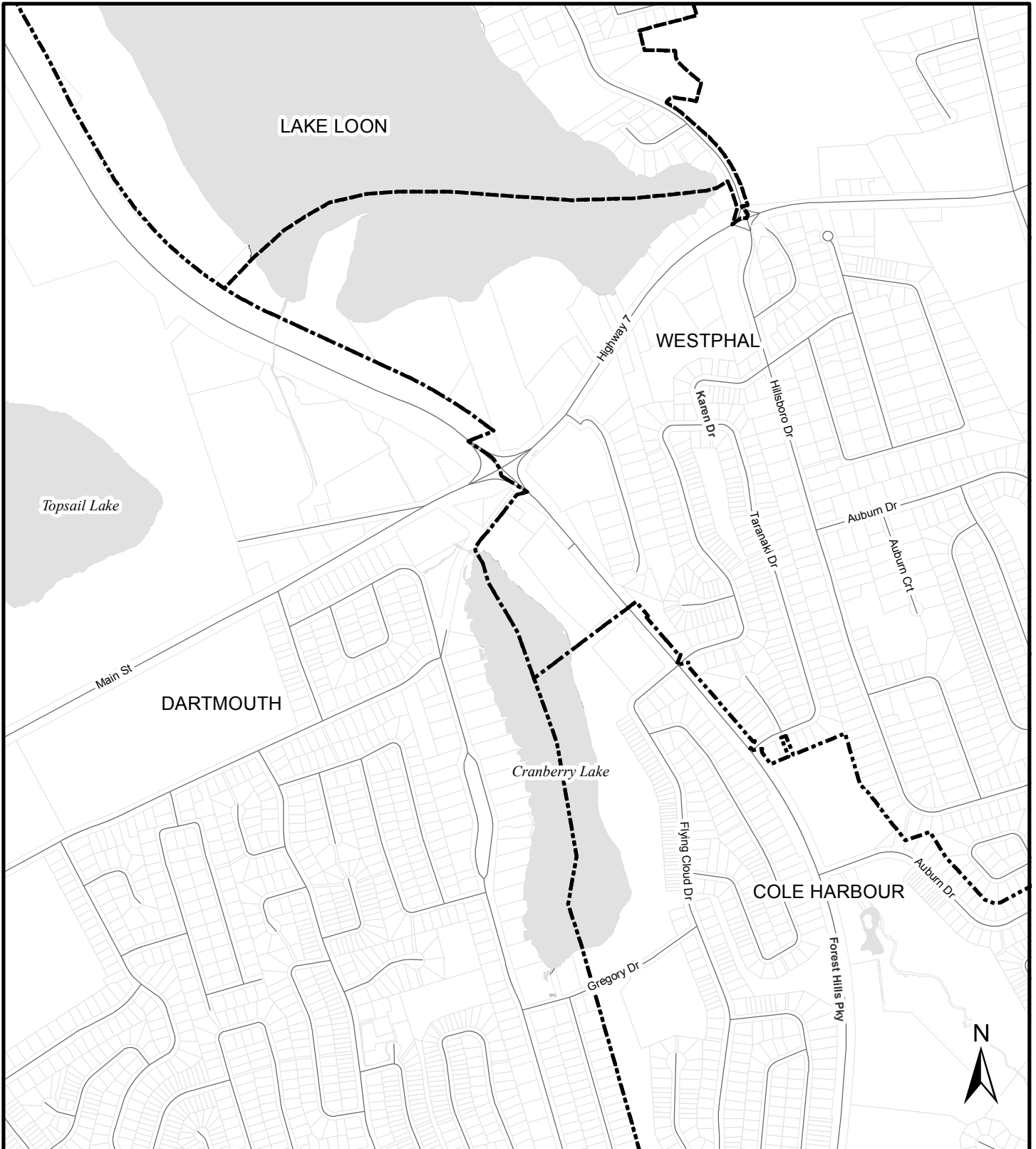
**Map 18 - Alternative Community Boundary  
Cole Harbour Eastern Passage - Cow Bay Rd**

**HALIFAX**

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.

----- Alternative Community Boundary






**Map 19 - Current Community Boundary  
 Cole Harbour Dartmouth -  
 Main Street/ Highway 7**

**HALIFAX**

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.

 Current Community Boundary



**Attachment A- Flow Chart of Community Consultation Process  
(Cole Harbour and Area)**

