



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.1.11
Halifax Regional Council
May 9, 2023

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed

Cathie O'Toole, Chief Administrative Officer

DATE: May 3, 2023

SUBJECT: **CA0138 – Beechville and area Community Boundary Project**

ORIGIN

July 16, 2019, Halifax Regional Council motion (Item No.15.7.2):

MOVED by Councillor Walker, seconded by Councillor Cleary

THAT Halifax Regional Council request a staff report to consider modifications to the community boundaries of Beechville.

MOTION PUT AND PASSED

LEGISLATIVE AUTHORITY

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

By-law C-300, the Civic Addressing By-law

Administrative Order Number 29, Respecting HRM Civic Addressing Policies

RECOMMENDATIONS

It is recommended that Halifax Regional Council amend the community boundaries of:

1. Beechville, as per Map 1 of this report, and authorize staff to install and relocate community signs as identified on Map 2;
2. Lakeside, as per Map 1 of this report, and authorize staff to install and relocate community signs as identified on Map 2;
3. Halifax, as per Map 1 of this report, and authorize staff to relocate the community signs as identified on Map 2; and
4. Goodwood, as per Map 1 of this report, and authorize staff to relocate the community sign as identified on Map 2.

BACKGROUND

The community of Beechville, originally called Beech Hill, was first settled by refugees who had escaped from slavery during the War of 1812. Many had fought for the British in the war and for their service were granted 5,000 acres near the Northwest Arm, an area that includes present day Beechville, Chain of Lakes, and Nine Mile River. The community is one of the oldest African Nova Scotian communities in Nova Scotia. Over the years, outside pressure, particularly the annexation of the former Halifax County by the City of Halifax in 1969 (Map 3), and the construction of Highway 103 have decreased the size of the community. Throughout the 1970's and 80's, the provincial government and City of Halifax targeted large areas of Beechville for industrial development, which further eroded traditional community boundaries.

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 (HRM) was created, and all incorporated and un-incorporated boundaries were dissolved. The boundaries for the City of Halifax at the time of amalgamation were maintained as the new community boundary. However, there was no formal process for determining the community boundaries in the former Halifax County. 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 Emergency 9-1-1 Services and Canada Post services. It was also regarded as an opportunity for communities to demonstrate community pride while reflecting local history. The project to confirm the community boundaries for Beechville/Lakeside/Timberlea was conducted in 2004. This project also included the verification of the boundaries of Hubley, Lewis Lake and Upper Tantallon. One public meeting was held in the community. No changes to the 1996 boundaries were proposed with the exception of the creation of a new community, Otter Lake. At their meeting on October 30, 2007 Regional Council ratified the boundaries for the community of Beechville (Map 4) and the boundary has remained unchanged since that time.

On November 28, 2017, Regional Council initiated a Municipal Planning Strategy (MPS) amendment process to engage with the Beechville community on a variety of planning issues. During the preliminary consultation with a Community Liaison Group (CLG), feedback was received from the community that the 2007 ratified boundaries did not accurately reflect the historical community of Beechville.

To determine a more accurate community boundary for the communities of Beechville, Goodwood, Halifax and Lakeside, multiple consultation sessions were undertaken with the community group in Beechville (the BCDA), as well as research on the history of the Beechville community and its boundaries. Staff followed its standard community boundary consultation process (Attachment A) which involved:

- Researching community boundaries;
- Consulting with interested groups and the local Councillors; and
- Consultation with property owners and residents.

The review of the boundaries of the community of Beechville progressed as follows:

- April 2018, public engagement began with the CLG – resulting in mapping the community assets (see Map 5) and creating a list of opportunities.
- July 16, 2019, Halifax Regional Council approved a motion requesting a staff report to consider modifications to the community boundaries of Beechville.

- February 29, 2020, the Beechville Community Development Association (BCDA) held a town hall style meeting and outlined the outcomes for action including reviewing Beechville's community boundaries.
- Spring 2020, Civic Addressing staff began preliminary discussions with the BCDA, which included mapping out a process for the boundary consultation.
- Summer 2020, the initial research of the community boundaries included a review of the former City of Halifax boundary, the community names used by Canada Post and analysis of the Community Inventory Map prepared by the CLG (Map 5).
- Nov 2021 – staff finalized the proposed Beechville community boundary lines with the BCDA.
- July 2022 – approximately 1,600 letters with maps (Attachment B) were sent to the consultation area requesting feedback on the proposed boundaries by September 2022.
- August 2022 – staff conducted additional consultation with special interest groups, Prospect Regional Organization for a Better Environment (PROBE), Long Lake Provincial Park Association (LLPPA), Halifax Mainland Historical Society and the Western Common HRM Advisory Committee.
- Fall 2022 – review of feedback and modification of proposed boundaries as requested by LLPPA.
- Dec 8, 2022 – staff consulted with BCDA and obtained agreement on the proposed boundary for Beechville, as shown on Map 1.

DISCUSSION

The preliminary research and community consultation outlined above identified that the current boundaries for the community of Beechville were not in line with the historical boundaries. This confirmed that the community had decreased in area over the years. To rectify this issue, staff worked with the BCDA and the other groups, to draft a more appropriate boundary that more accurately reflects the historical boundaries (Attachment B).

The proposed boundaries have been extended to reflect the historical settlements along St. Margarets Bay Rd. in the northern portion of Long Lake Provincial Park, the Prospect Rd., adjacent to the Beechville Depot and the annexed lands in Bayers Lake Business Park (Map 1).

Address Changes

As a result of the community boundary verification process, staff recommend that the boundaries between Beechville, Goodwood, Halifax and Lakeside be revised, as illustrated on Map 1 and that ten community signs be installed at the boundaries as illustrated on Map 2. This recommendation will require mailing address changes, mainly for businesses changing from the community of Halifax to Beechville. This will affect approximately 140 business mailing addresses and 50 residential mailing addresses.

Should Regional Council approve the proposed boundary changes, staff will send written notification to each affected property owner, resident, or business to advise them of the change to their address. In accordance with By-law C-300, Respecting Civic Addressing, the residents and businesses will receive 60 days notification, unless an extension is requested, before their new address takes effect. 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 and direct staff to install new signage and relocate existing signage.

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 relocated and 6 new signs are proposed to be installed.

FINANCIAL IMPLICATIONS

Identification of the new boundaries for the communities of Beechville, Goodwood, Halifax and Lakeside would require the relocation of four existing community signs and the full installation of six new, 3x6 foot, community signs, (\$200 per sign, and \$3000/installation) for a total estimated cost of \$31,200.00. The total estimated cost for this can be accommodated within the approved 2023/2024 operating budget for Planning and Development (C340).

RISK CONSIDERATION

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

COMMUNITY ENGAGEMENT

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 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 and virtual consultation with community groups, local Councillors, and written communication with affected property owners and residents.

The project area for consultation was determined by including all properties, residences and businesses within the proposed boundary of Beechville including a buffer area of 50 meters. The written communication process involved contacting each resident and property owner in the project area and requesting their participation. An outline of the consultation process for the Beechville and area confirmation project is provided in Attachment A.

The community boundary verification process, as outlined in Attachment A, involved community consultation and research that determined the location of the historical community boundaries of Beechville. This is the same process that was used to verify the boundaries of the current 190 approved communities.

As per the steps laid out in the Background section of this report, 1,620 letters were mailed out (see Attachment B) and 11 responses were received. Further, phone calls were received from those contacted through the consultation process. The majority of the calls involved questions to clarify if the property owner's land was affected by the proposal. There were also calls clarifying that the zoning and taxes would not be affected.

The original proposed boundary (Attachment A) included all of Long Lake Provincial Park in the community of Beechville. After consultation with the LLPPA, that proposed boundary was modified so that the northern part of the park would be in the community of Beechville and the southern part of the park would remain in the community of Halifax, neighbourhood of Spryfield. This modification (shown on Map 1) to the proposal was confirmed by the BCDA. No other modifications to the original proposal were made.

ENVIRONMENTAL IMPLICATIONS

No environmental implications have been identified.

ALTERNATIVES

Regional Council could choose to maintain the current boundaries for Beechville/Halifax/Goodwood as illustrated on Map 4. This alternative is not recommended as it would be inconsistent with the standard procedure for determining community boundaries.

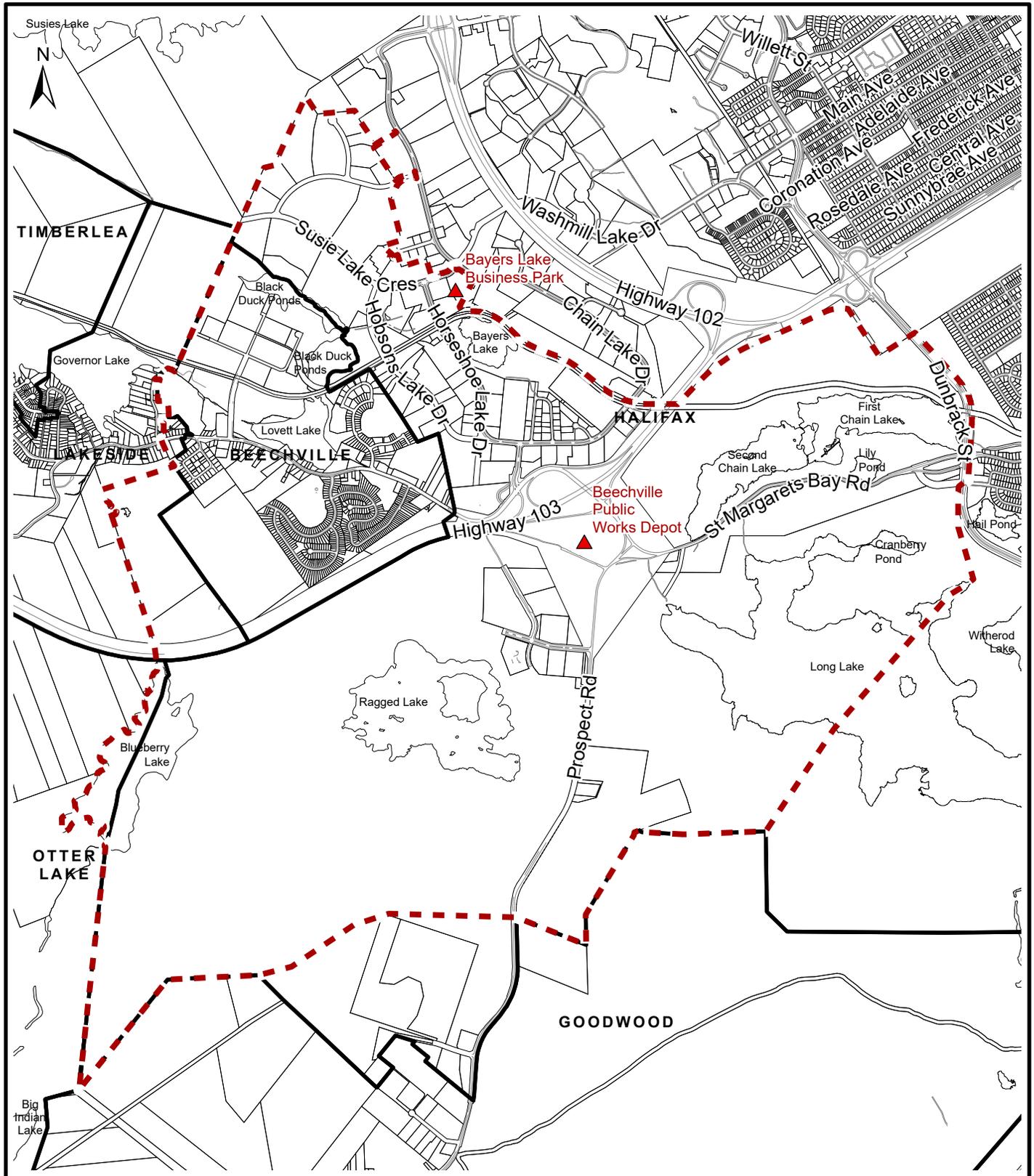
ATTACHMENTS

Map 1: Proposed Beechville Community Boundaries
Map 2: Proposed Sign installation for Beechville and Adjacent Communities
Map 3: Halifax City/Halifax County Pre-Annexation Boundary
Map 4: Current Beechville Community Boundary
Map 5: Community Inventory Map

Attachment A: Community Boundary Verification Process
Attachment B: Public Consultation Map and Letter

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.

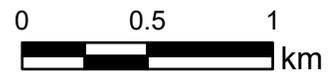
Report Prepared by: Gayle MacLean, Civic Addressing Coordinator 902.719.9102

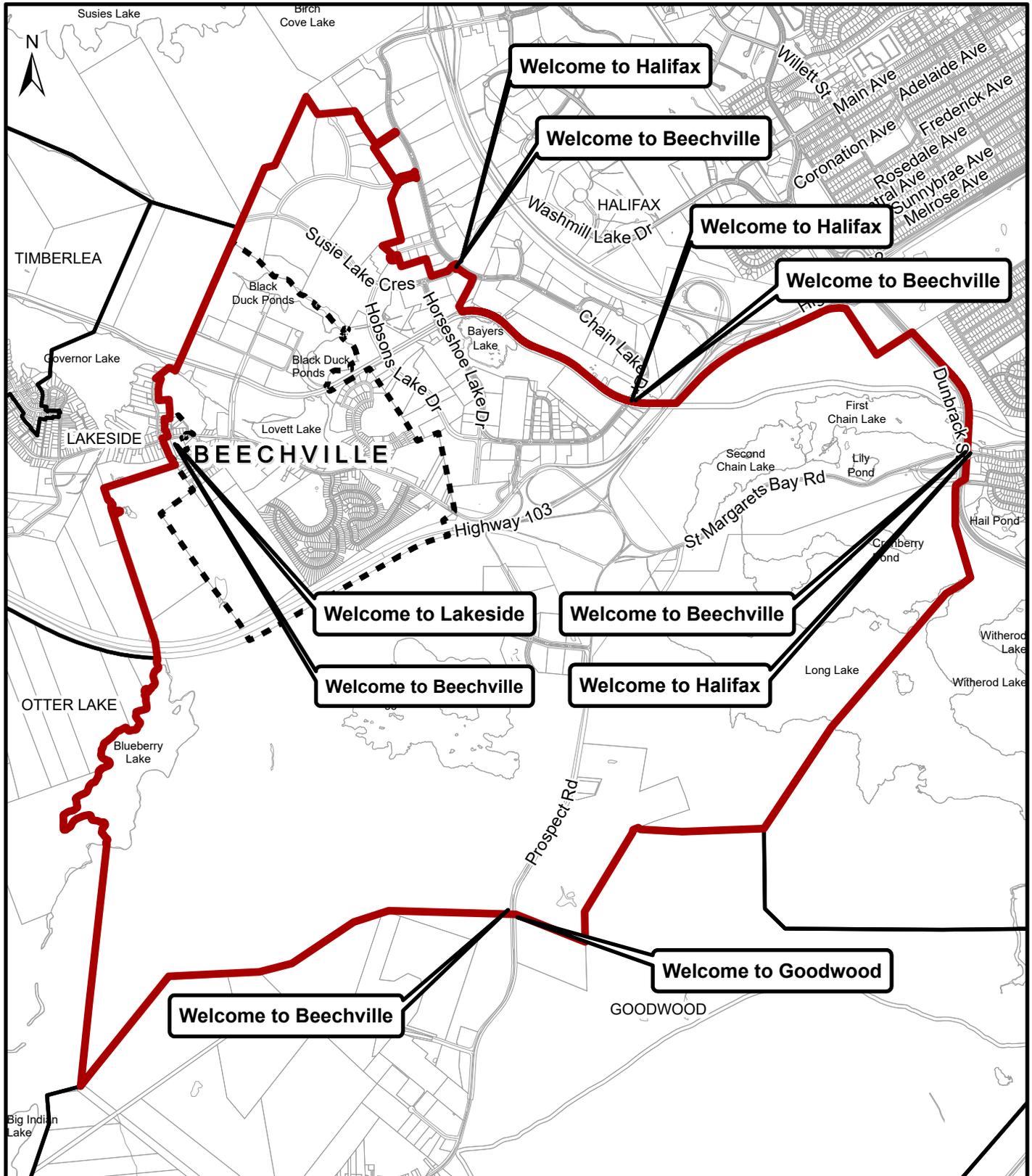


Map 1: Beechville Community Boundaries

HALIFAX

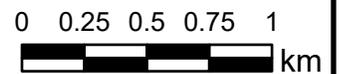
-  Current Community Boundaries
-  Proposed Beechville Boundary



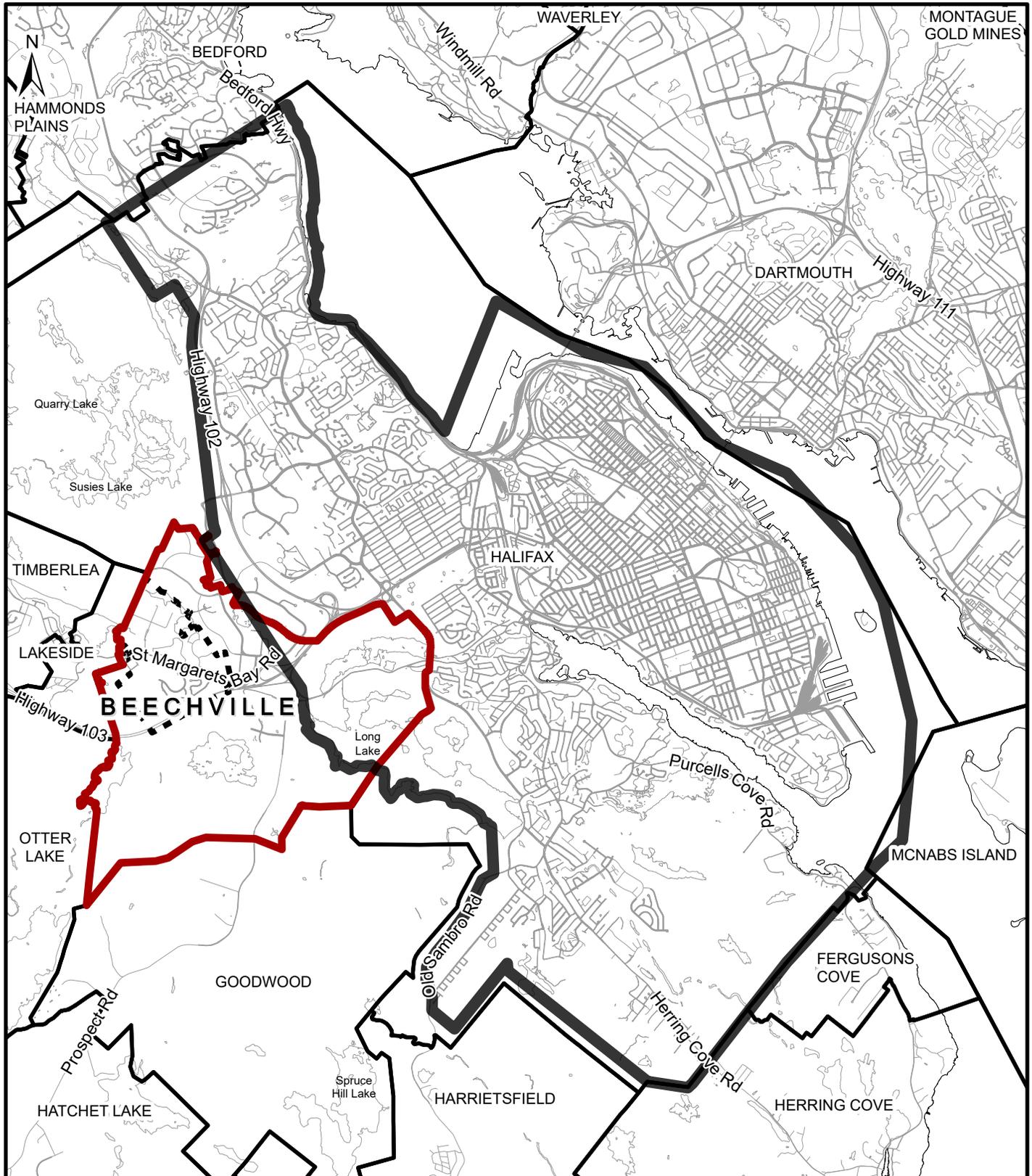


Map 2: Proposed Sign Installation Points

-  Current Beechville Boundary
-  Proposed Beechville Boundary



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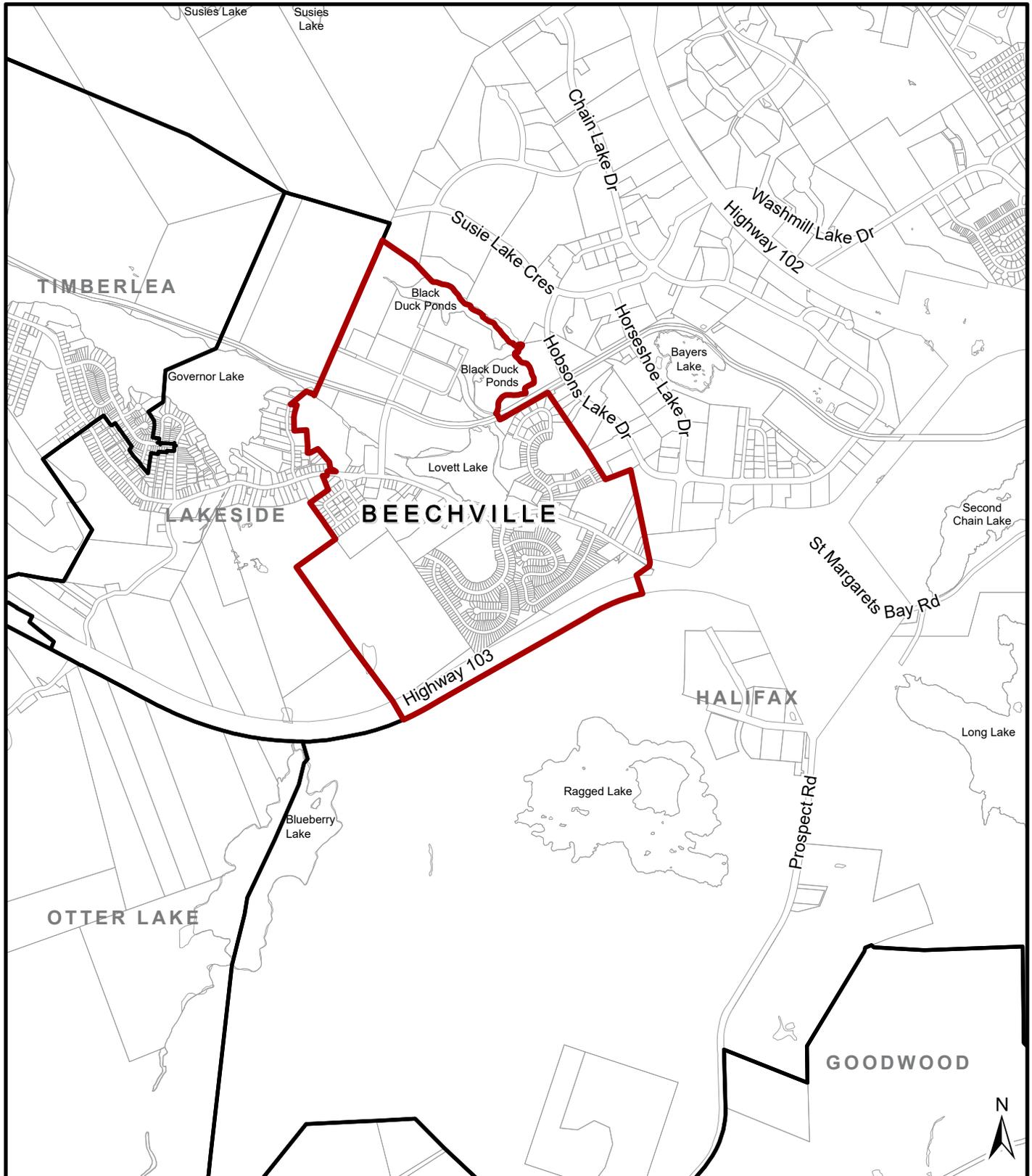


Map 3: Halifax City/Halifax County Pre-Annexation Boundary

-  Current Beechville Boundary
-  Proposed Beechville Boundary
-  Pre-Annexation Boundary

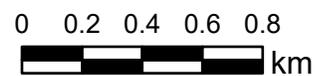


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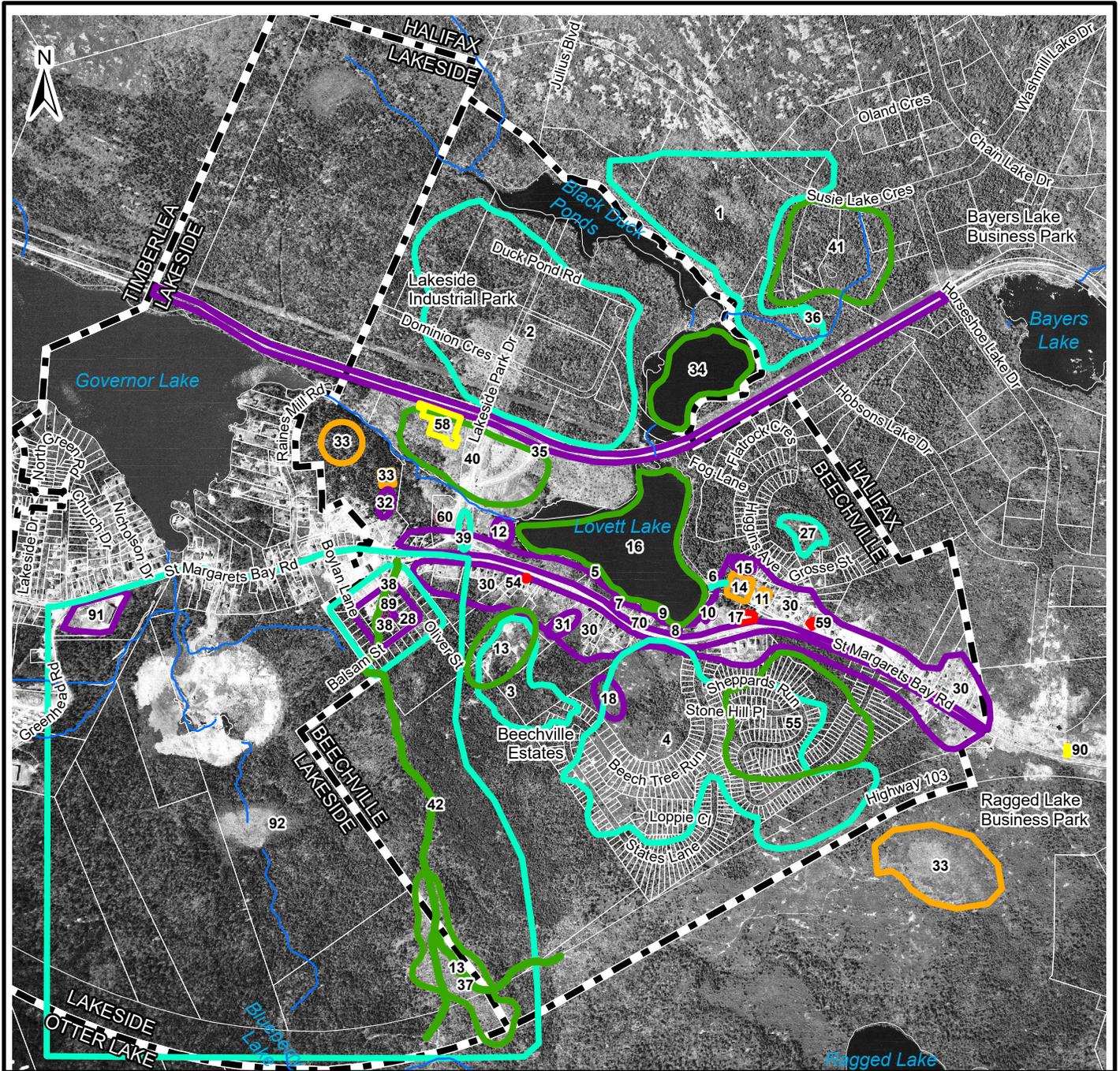


Map 4 : Current Beechville Community Boundary

 Current Beechville Boundary



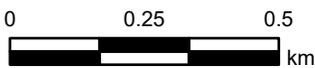
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Map 5: Community Inventory Map

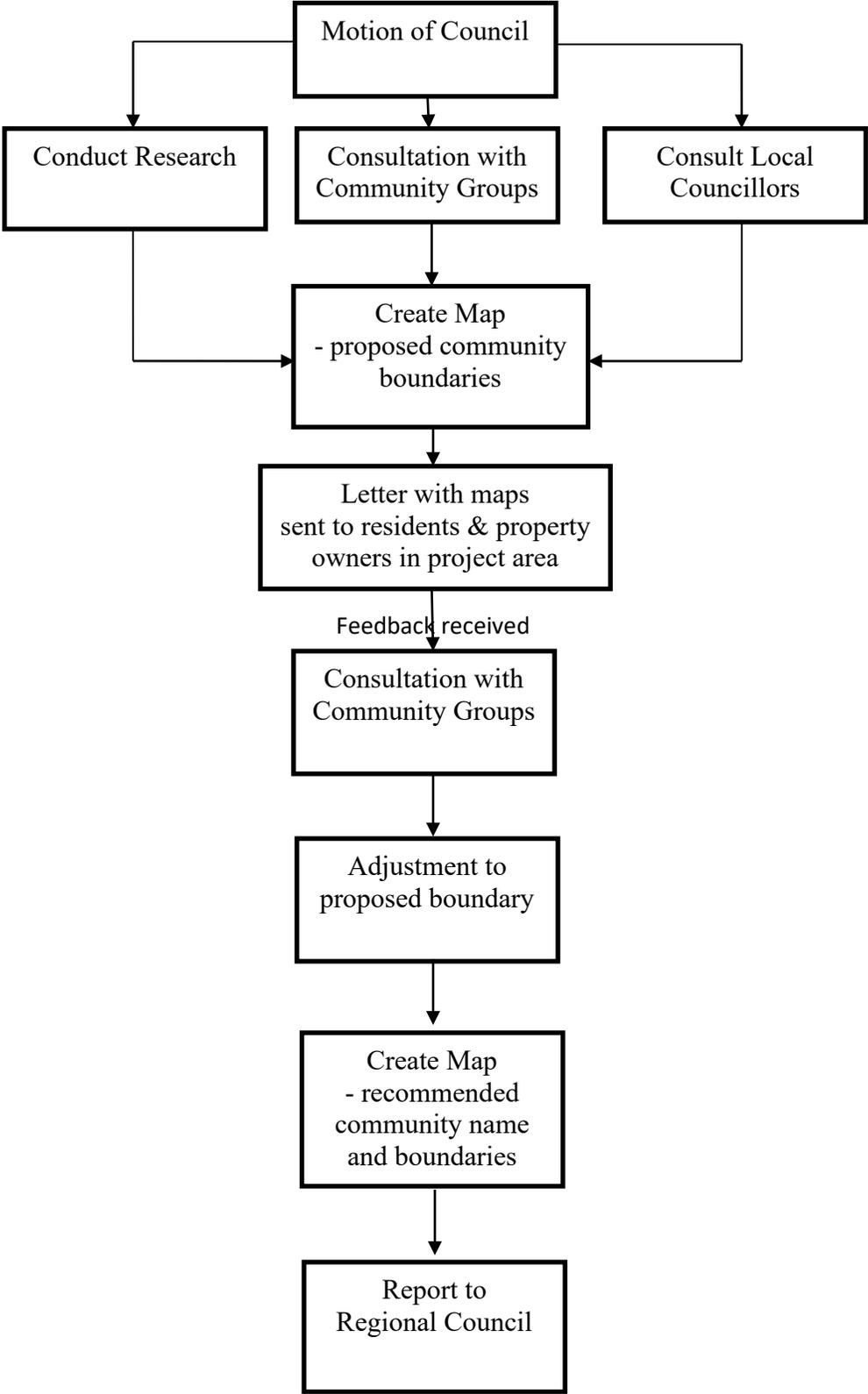
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- Community Businesses
- Cultural Facilities and Spaces
- Cultural Festivals and Events
- Cultural Heritage
- Living Heritage
- Natural Heritage
- other



- | | | |
|---|--|--|
| <ul style="list-style-type: none"> 1 Blueberry Picking 2 Blueberry Picking 3 Blueberry Picking 4 Blueberry Picking 5 Flat Rock 6 Baptismal Path 7 Old School #2 8 Old School #1 9 Sandy Beach 10 Meadow Club 11 Community Centre
Old School #3 12 Billy Bishop's 13 The Field Sliding Hill 14 Beechville Baptist Church | <ul style="list-style-type: none"> 15 Burial Grounds 16 Lovett Lake 17 Esso Gas Station 18 The Burnt 23 Beechville Days 27 Blueberry Picking 28 Mother's Day 30 Old Homesteads strip along
St. Margaret's Bay Road 31 Apartment Building
or Rooming House 32 Raine's Hill 33 Ball Field 34 Duck Pond 35 Train 36 Flagpole Hill | <ul style="list-style-type: none"> 37 Mr Munroe's Field 38 Remaining Homesteads 39 Ball Hockey 40 Woodland 41 Woodland 42 Foot Trail 54 Art's Canteen 55 Woodland 58 Coca-Cola Vending 59 Bay Road Tire and Auto Service 60 Pizza Town 70 Mrs. Hill's Store 89 Playground - Munroe Subdivision 90 Beechville Sign 91 Lakeside Community Centre 92 Mr. Monroe |
|---|--|--|

Attachment A
Flow Chart of Community Consultation Process
(Beechville/Goodwood/Halifax/Lakeside boundary)



July 21, 2022

RE: Community Boundaries for Beechville

Halifax Regional Municipality is working in cooperation with the Province of Nova Scotia to improve the 9-1-1 emergency service and, in this regard, HRM is undertaking a project to ensure that every residence and business within the municipality has a valid civic address. Your civic address is comprised of your civic number, your street name and your community name. One of the first steps in verifying valid civic addresses is confirming community names and boundaries.

In 2004 municipal staff conducted a community boundary verification project for the community of Beechville and on October 30, 2007 Regional Council approved the boundaries that are in place today. Since then, staff and local Councillors have received feedback that the current Beechville boundary does not accurately reflect the history of the community.

Therefore, at their July 16, 2019 meeting Regional Council requested staff consider modification to the community boundaries of Beechville with the aim of being more representative of the history of the community.

The community of Beechville, originally called Beech Hill, was first settled by refugees who had escaped from slavery during the War of 1812. Many had fought for the British in the war and for their service were granted 5000 acres near the North West Arm, an area that includes present-day Beechville, Chain of Lakes, and Nine Mile River. The community is one of the oldest African Nova Scotian communities in Nova Scotia. Over the years outside pressures, particularly the annexation of the former Halifax County by the City of Halifax in 1969, have decreased the size of the community. Throughout the 1970's and 80's the Provincial government and City of Halifax targeted large areas of Beechville for industrial development, which further eroded traditional community boundaries. In order to determine a more accurate boundary preliminary consultation has been undertaken with a community group in Beechville, as well as research on the history of the Beechville community and its boundaries. Based on that information we are proposing a change to the currently community boundaries of Beechville.

It is the policy of the Municipality that any adjustment to, or confirmation of, a community boundary is done in consultation with the members of that community. The goal of this project is to determine the boundary location between the communities of Beechville and the surrounding communities of Goodwood, Halifax, Otter Lake, and Timberlea, and we invite you to participate in this project.

The attached map shows the current extents of the community of Beechville (area identified by diagonal lines) and an alternative proposal (grey shaded area) based on research and consultation with community groups.

You can assist the Municipality in determining the community boundaries of Beechville by reviewing the map and providing your feedback before **September 6, 2022**. Your feedback is an important part of the process in determining the community boundary locations.

Please note: any change to your community name or boundaries will not affect your school district, electoral district, or your property taxes. Please provide your feedback either by email to macleag@halifax.ca, by phone 902-719-9102 or by regular mail at Civic Addressing PO Box 1749 Halifax NS B3J 3A5.

Once all the feedback has been received staff will review all the comments and write a recommendation report to Halifax Regional Council for their approval.

Once the boundaries are approved, the following actions will occur:

1. You will receive a notification letter confirming your community name;
2. New community signs will be installed at the appropriate boundaries welcoming visitors to your community; and
3. If your new community name is different from what you are currently using for your mailing address, Canada Post will redirect your mail free of charge for a period of 12 months.

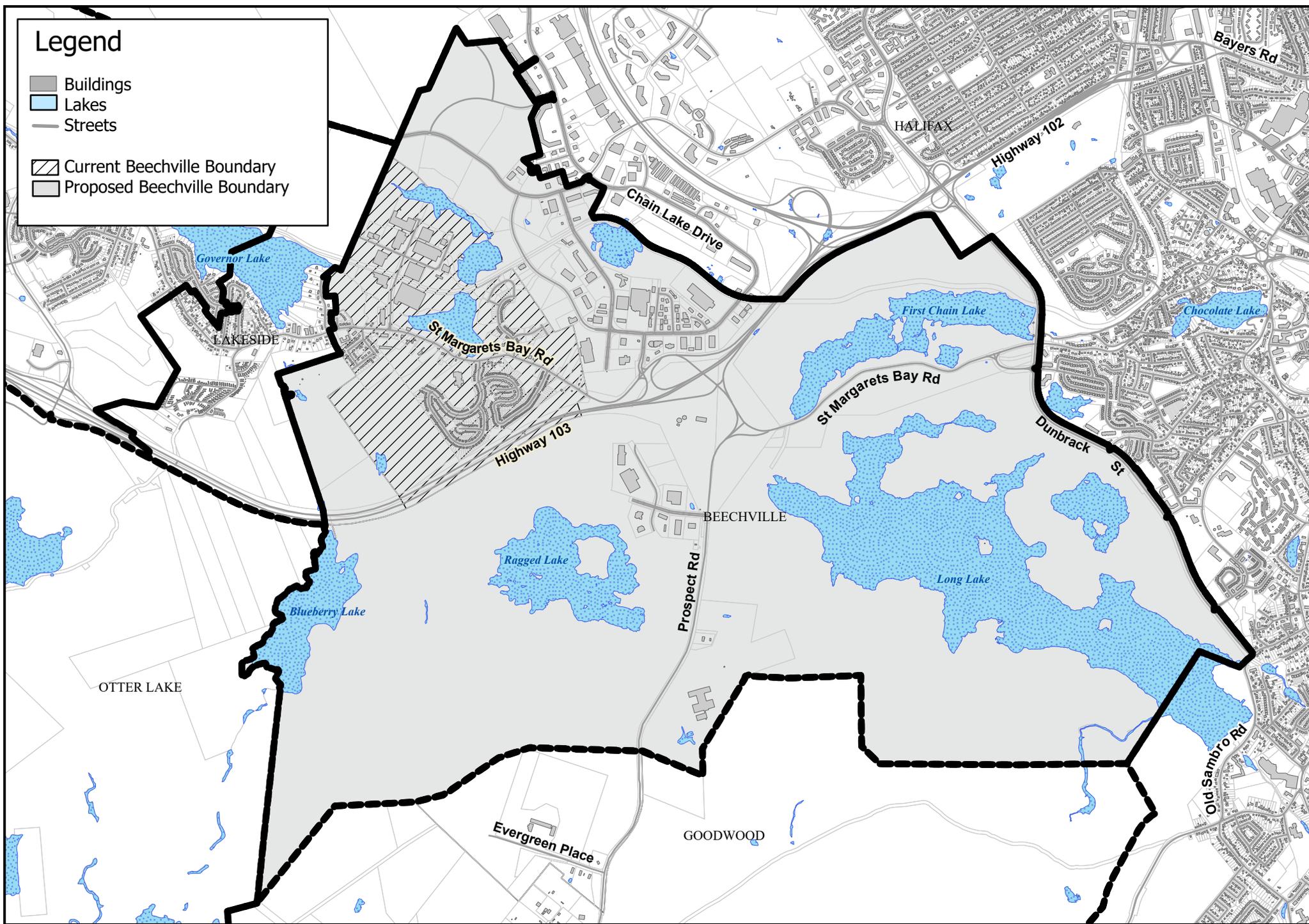
Please feel free to contact me anytime during office hours (weekdays 8:30am - 4:30pm) by telephone at 902-719-9102 or you can email me at macleag@halifax.ca.

Sincerely,
Gayle MacLean
Civic Addressing Coordinator
Tel 902.719.9102
Email macleag@halifax.ca

c.c. Councillor Shawn Cleary – District 9
Councillor Patty Cuttell – District 11
Councillor Iona Stoddard – District 12

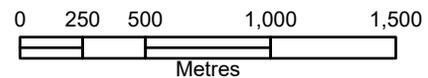
Legend

- Buildings
- Lakes
- Streets
- Current Beechville Boundary
- Proposed Beechville Boundary



Proposed Beechville Map July 28, 2022

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. Other information is the responsibility of the province of Nova Scotia and HRM takes no responsibility for its accuracy or currency



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