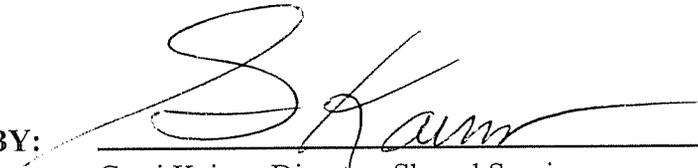
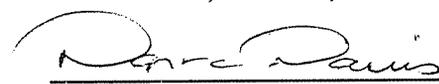


TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:


Gerri Kaiser, Director, Shared Services


Donna Davis, Manager, Civic Addressing Project/Program

DATE: June 19, 2002

SUBJECT: Civic Address Pilot Project Communities/General Service Areas (GSA)

INFORMATION REPORT

ORIGIN

One of the mandatory components of a valid civic address is a general service area (GSA) name. The GSA is equivalent to a community for the purposes of civic addressing but does not legally or in practice necessarily constitute a community and in this report the terms are used synonymously. Since the inception of this strategy, staff has monitored and reviewed the use of GSA's by both the E911 service and Canada Post and concluded that it is not working well and that action needs to be taken to improve its acceptance and functionality.

Staff in accordance with its business plan for 2002-2003 and, in partnership with Canada Post, is correcting civic addresses within the Ingramport-Upper Tantallon-Bayside area designated by Canada Post for improved rural mail delivery (see Attachment 1). This includes a review of current GSA boundaries. Under the recently approved Civic Addressing policy (Administrative Order # 29), "Communities at risk of being affected by major changes in GSA boundaries shall be informed before, during and after the process"(Policy 13) and staff therefore is informing Council of the steps taken in this process prior to the formal notification of all residents of their full civic address scheduled for August 15.

BACKGROUND

The primary purpose of this report is to present to Council actions taken in resolving community boundaries in the Ingramport-Tantallon-Blind Bay area within Polling District 23. The need for this has resulted largely from a requirement of the E911 service to use communities as a means of identifying the correct general location of an emergency call. However, other public and private agencies also use communities to deliver or target their services- most notably Canada Post. Community identity has always been an issue within the former unincorporated areas of HRM and both Regional and Community Council have had to deal with a number of community identity and boundary issues since amalgamation.

Prior to amalgamation, a number of communities within Halifax County had been incorporated under various provincial statutes and had legally established names and boundaries. These included the cities of Halifax and Dartmouth, the town of Bedford, and the villages of Uplands Park and Waverley. All other communities were unincorporated. Under the provincial amalgamation legislation of 1995, all incorporated communities within Halifax County were dissolved and Halifax Regional Municipality incorporated. The long standing Halifax County boundaries were established as the legal boundaries for the newly created regional municipality and names and boundaries of 23 municipal districts were also approved by the Utility and Review Board for the purposes of representation. These polling districts themselves were delineated so that communities were maintained intact to the greatest degree possible.

An interest or desire for community identity is universal but the need for it within HRM, as elsewhere in Canada, has recently been driven by the operational requirements of the 911 emergency service and Canada Post. In the early 1990's the NS E911 service was instituted and its effective operation required the naming and identification of communities. The reason then as now is to ensure that call takers can dispatch the appropriate emergency service to the approximate right location where civic address information may be duplicated, incomplete, or erroneous. The community name is felt by E911 to be a useful piece of information as most people have some idea of the community they are located in even if they are not sure of the exact civic address of the emergency. The identification of communities was contracted to the private sector and the ensuing community boundaries were informally reviewed by local fire chiefs and former county councillors. The sense of place established by the E911 service is somewhat reinforced by the existence of Department of Transportation and Public Works (DOTPW) community signs that are located alongside many highways in the province and sometimes supplemented by municipal or community owned signs.

Subsequent to the identification of communities for E911 purposes, Canada Post has been instituting a civic address based mail delivery service in the outer suburban and rural areas of HRM. This has included the E911 community name as part of the mailing address as well as the street name and civic number. Because the E911 community names and boundaries had not been subject to public scrutiny before their use in the emergency service street address database, Canada Post received a lot of criticism and opposition to the community name that residents were provided with in areas where they were upgrading mail delivery. Prior to amalgamation

former Halifax County Councillors had to deal with community name and boundary issues in various parts of the municipality resulting from Canada Post's work. Subsequent to amalgamation these issues were again brought to the attention of individual HRM councillors. In 1997 Regional Council was requested by residents to consider the issue in the East Preston - Lake Echo area.

In an effort to remove the contentious nature of establishing community names and boundaries from the operational needs of E911, the provincial government substituted the name General Service Area (GSA) in place of the more common term "community". These areas, however, use the same place name and boundaries as the former communities and thus the problems with their use remain the same. Furthermore, E911 has not agreed to use the term GSA as it contends that the general public understands the term community but gets confused with the term General Service Area or GSA. Regional Council on March 23, 1999 approved the term General Service Area for use in service planning and delivery including emergency dispatch operations and this terminology has been incorporated within the municipal civic address database. However, most of the general public is unaware of the subtle differences between GSA and community and continue to use the latter term in dealing with 911. In addition, Canada Post refers to a GSA as a community when it informs residents of their new mailing address.

A second problem is that the DOTPW maintains community signs along highways and the names and locations are not necessarily consistent with the official GSA names and boundaries or municipal efforts to install their own signs as part of a community development program. In the former Halifax County Municipality there was no need to define communities for the purpose of service delivery until the inception of both the E911 service and Canada Post's change to using civic address based mail delivery rather than rural route delivery. It is only with the increasing use of E911 and in Canada Post's implementation of its service improvement for underserved customers in various areas that many residents have become aware of the community and/or GSA name assigned to them.

DISCUSSION

As part of the planned improvements to the HRM civic address database, staff has initiated a project to correct all civic addresses with the area designated by Canada Post for improved mail delivery. With regards to the specific address component of community name, both HRM and official federal/provincial authorities differ over the number, name and boundaries of communities in the project area. At present there are 18 GSA's in the HRM Civic Address database (see Attachment 2). The origin of GSA boundaries has been described above (page 2 paragraph 3). Prior to formal public consultation, staff researched the sources of community identification, boundaries and history.

The other most authoritative source of community names is the Canadian Geographical Names Data Base (CGNDB). This is a listing of all geographical names within the country approved by the Geographical Names Board of Canada (GNBC) composed of provincial, territorial and federal representatives. The pilot project area portion of the CGNDB lists 20 community names. Of these, 14 are also GSA names. (See Attachment 2). The CGNDB does not describe or map

community boundaries but lists and maps the community as a latitude\longitude point. These points were selected by the provincial representatives to the GNBC and were based on their best information of where the centre of a community was located.

A second source of community identity is in the location of community name signs (see Attachment 2). Although the Nova Scotia Department of Transportation and Public Works (DOTPW) was historically responsible for installing and maintaining community signs, in 1999 HRM through the former Councillor for District 23 and the Halifax Regional Development Agency (HRDA) identified communities along Highway 333 from Goodwood to Head of St Margarets Bay and arranged for DOTPW to install specially designed community signs. Subsequently, DOTPW has replaced any missing signs with their own standard community signs.

A third source of community identity is contained within the municipal community planning strategies. Many of the former Halifax County Municipality plans describe the communities in some detail at the time of the adoption of the plans during the 1980's and 1990's. However, each plan contains several communities and the boundaries of communities were not formally delineated except by the boundaries of the plan area itself. However, in some cases unique zoning was applied to a community as identified by the residents at the time the plan and land use by-law was adopted. In the project area, there are only two municipal planning strategies and neither plan formally identifies community boundaries.

As part of the implementation of Council's new Civic Addressing Policies, A Public Safety Committee was established in mid-April. The Committee considered the issue of community identification and boundaries relative to their impact on the dispatch of emergency services. It concluded that the number of communities should not be increased and recommended that communities should meet some minimum criteria based on population size/density, historical foundation and continuity, and observable community form or infrastructure (see Attachment 3)

Staff has undertaken a public consultation process as required by Council to confirm community identity and community boundaries (see Attachment 4). As a result of both the public consultation and the Public Safety Committee review, staff is proposing that 17 communities and the Peggys Cove Preservation Area be recognized as shown in the accompanying map (see Attachment 5) and be signage be adjusted as follows:

Bayside

Blind Bay - sign driving east to be relocated

McGraths Cove - directional signs driving east and west to be installed

East Dover - new signs driving east and west to be installed

West Dover - sign driving west to be relocated

Peggys Cove

Peggys Cove Preservation Area - signs to be installed driving east and west

Indian Harbour

Hacketts Cove

Glen Margaret - sign driving east to be relocated

Seabright - sign driving west to be relocated
French Village - sign driving east to be relocated
Glen Haven - sign driving west to be relocated
Tantallon
Upper Tantallon
Head of St Margarets Bay
Boutilliers Point
Ingramport

The community name and boundary changes listed above will be input into the HRM civic address database prior to joint notification of residents by HRM and Canada Post in mid-August. The new full civic addresses will be used by Canada Post in mid-Oct for its improved mail delivery service and at that time the corrections to the HRM civic address database will be implemented. Residents will have time after receiving their notification to discuss with staff any problems or concerns with their civic address. After resolution of any issues with respect to community identity or boundaries, staff will recommend to Regional Council the adoption of community names and boundaries within the project area.

BUDGET IMPLICATIONS

The responsibility for installing and maintaining community signs belongs to the DOTPW. The provincial District Engineer for the Western Region has agreed to relocate existing community signs including HRDA signs and install any new standard community name signs and directional signs required as indicated above. There are no budget implications for community signage for HRM.

MULTI-YEAR FINANCIAL IMPLICATIONS

The work completed in the pilot project is designed to serve as a template for the remainder of HRM and this work will be done as part of the civic address corrections business plan. Intermittent review and reconsideration of community boundaries after the corrections program is completed are also potential costs over the long term.

ALTERNATIVES

None

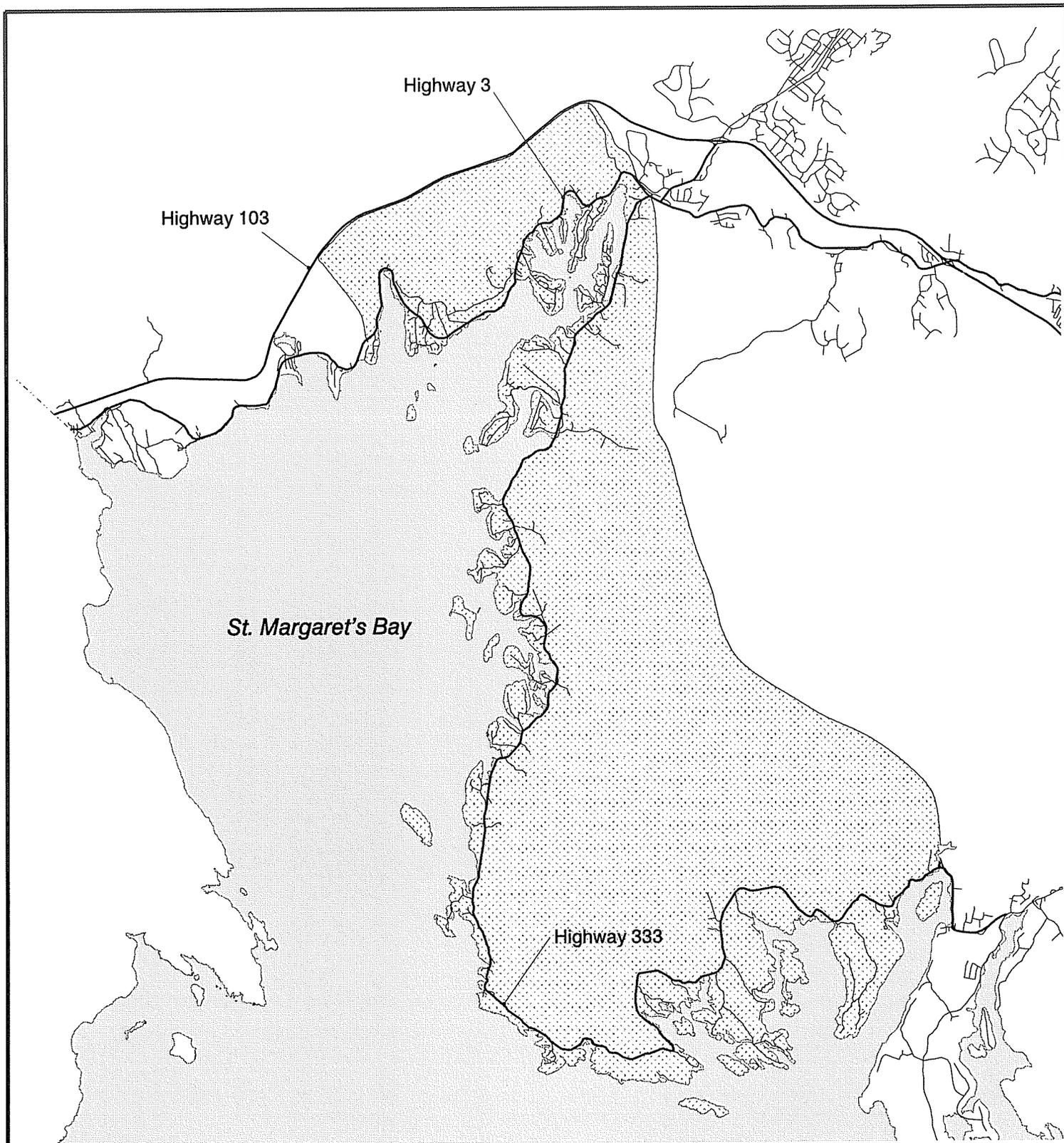
ATTACHMENTS

Attachment 1: Map of Pilot Project Area
Attachment 2: List of Project Area GSA, NS Geographical Place Names, and Community Names
Attachment 3: Preliminary Community Designation Criteria
Attachment 4: Summary of Public Consultation
Attachment 5: Map of Proposed Communities

Additional copies of this report, and information on its status, can be obtained by contacting the office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Tony O'Carroll, Project Coordinator, Civic Address Project 490-6053
 Gayle Chapman, Corrections Technician, Civic Address Project 490-6129

Attachment 1



Pilot Project Area



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Attachment 2

E911 GSA	NS Gazetteer	HRM	DOTPW Sign		HRDA Sign	
			>> East	>> West	>> East	>> West
Ingramport	Ingramport		✓	✓		
Boutilliers Point	Boutilliers Point		✓	✓		
	Masons Point					
	Todds Island					
Head of St Margarets Bay	Head of St Margarets Bay	Head of St Margarets Bay	✓	✓	✓	✓
	Allen Heights					
Upper Tantallon	Upper Tantallon		✓	✓		
	Tantallon	Tantallon			✓	✓
Lower Tantallon						
	Whynachts Point					
Glen Haven	Glen Haven	Glen Haven			✓	✓
French Village	French Village	French Village			✓	✓
Seabright	Seabright	Seabright			✓	✓
Glen Margaret	Glen Margaret	Glen Margaret	✓	✓		
Hacketts Cove	Hacketts Cove	Hacketts Cove			✓	✓
Indian Harbour	Indian Harbour	Indian Harbour			✓	✓
St Margarets Bay						
Peggys Cove	Peggys Cove	Peggys Cove			✓	✓
West Dover	West Dover	West Dover			✓	✓
Middle Village						
East Dover	East Dover	East Dover			*	*
	McGraths Cove	McGraths Cove			**	✓
		Big Lake			✓	✓
Blind Bay		Blind Bay			✓	✓
Bayside	Bayside	Bayside			✓	✓

Key To Signage:

>> = General driving direction

 = No sign posted

* = Single sign at start of East Dover Road

** = Single sign at start of McGraths Cove Road

Attachment 3

Preliminary Community Designation Criteria For Formerly Unincorporated Settlements

In designating new communities, consideration should be given to using threshold or minimum criteria for determining their acceptability for use in the civic addressing system. In general these should involve size, history and community infrastructure development. In addition, a distinction should be made between areas characterized by more concentrated development (suburban) and more dispersed settlement (rural) with respect to size criteria.

NEW COMMUNITIES MUST HAVE

Size

Dispersed Settlement

50+ permanently occupied homes

Concentrated Settlement

250+ permanently occupied homes

AND EITHER HAVE

A History

Be referenced in the NS Gazetteer as a community or in other reputable sources such as Witherod or be documented by a local historical society and must have been been continuously settled

And/Or

Infrastructure

Minimum church or community/firehall hall, general store or maintained sportsfield

Attachment 4

Summary of Public Consultation

1. Publicity

- flyers mailed to 2700 residents in the project area on April 4
- advertisement placed in Halifax Herald on April 6

2. General Public Meetings

April 10	East Dover	11 residents in attendance
April 11	Glen Margaret	32 residents in attendance
April 17	Upper Tantallon	38 residents in attendance

3. Submissions

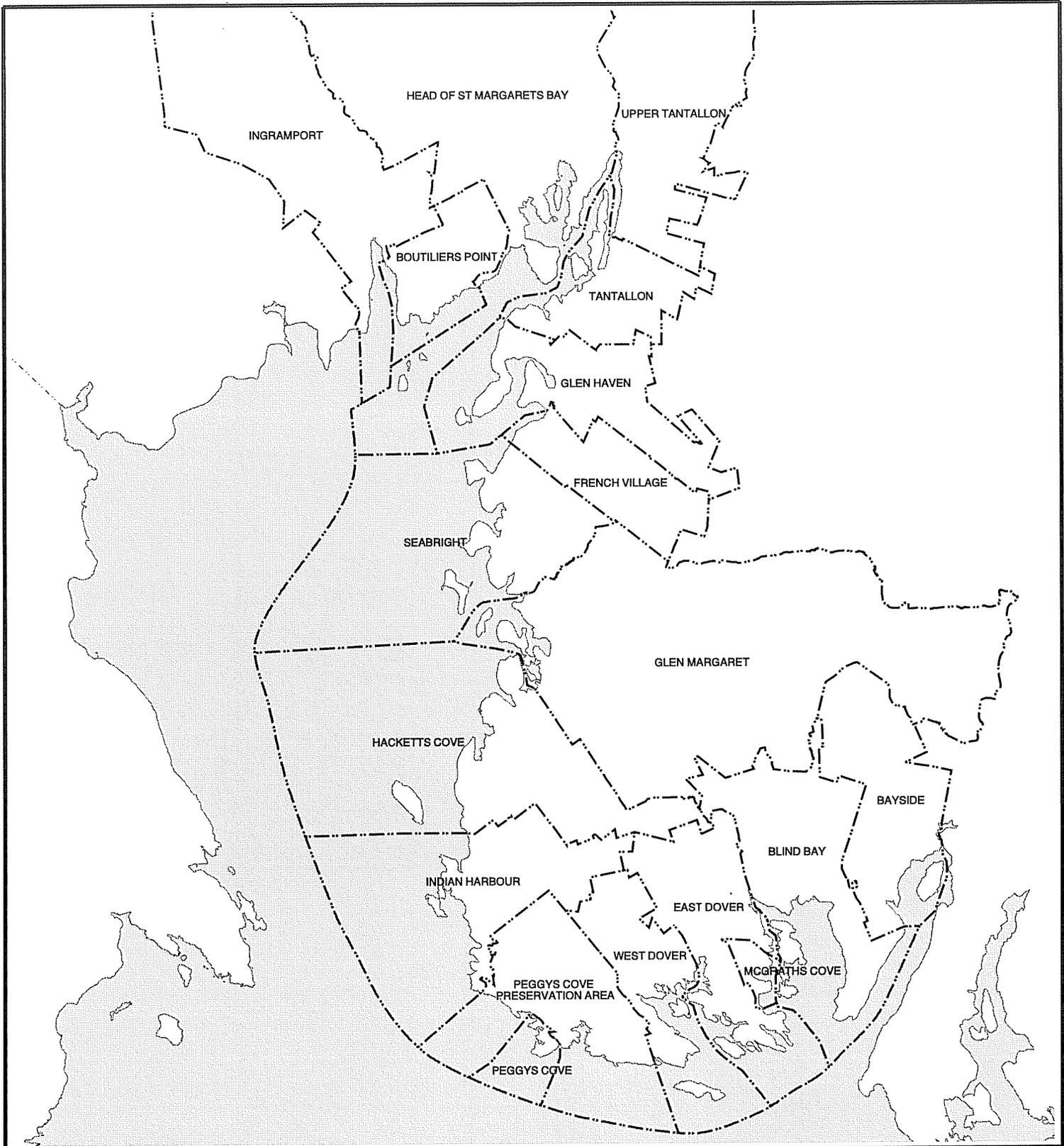
Oral (telephone)	20
Written	2

4. Follow Up Meeting for Hillside Drive, Toni Avenue, Amelinda Crescent

- Notification letters hand delivered to all residences (56)
- Meeting June 4 Head of St Margarets Bay (1 resident in attendance)
- 2 telephoned responses

5. Written responses to submissions

Attachment 5



Proposed Communities



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