

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

# Item No. 9.1.1 District Boundary Resident Review Panel September 14, 2022

<b>TO</b> : CI	chair and Members o	of the District Bounda	ry Resident Review Pane
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**Original Signed** 

SUBMITTED BY:

Jacques Dubé, Chief Administrative Officer

**DATE:** September 6, 2022

**SUBJECT:** 2022 District Boundary Project – Phase Two Public Engagement Mapping Option

#### **ORIGIN**

Report from the Mapping Subcommittee of the District Boundary Resident Review Panel on proposed district boundaries.

#### **LEGISLATIVE AUTHORITY**

Administrative Order 2022-001-GOV, Respecting the Special Advisory Committee for the 2022 Halifax Regional Municipality District Boundary Review, Section 5:

#### **Duties of the Committee:**

- 5. The Committee shall advise Council, through Executive Standing Committee, on proposed boundaries for the electoral districts of the Municipality by:
  - (a) leading a public engagement process in alignment with this Administrative Order and guidance from past decisions of the Nova Scotia Utility and Review Board;
  - (b) analyzing responses and themes from public engagement to inform the Committee's recommendations to Council; and
  - (c) adjusting the current district boundaries to develop proposed boundaries that take into consideration:
    - (i) the direction of Regional Council from Phase One of the District Boundary review;
    - (ii) the results of the public engagement process; and
    - (iii) the objectives set out in section 368(4) of the Municipal Government Act, including consideration of the number of electors, relative parity of voting power, population density, community of interest, and geographic size

#### **RECOMMENDATION**

Following adjustments to the preliminary proposed mapping option in Attachment Two by the District Boundary Resident Review Panel based on the discussion section of this report, it is recommended that the District Boundary Resident Review Panel approve a mapping option for use in its public engagement activities for Phase Two of the 2022 District Boundary Review project.

#### **BACKGROUND**

One of the duties of the District Boundary Resident Review Panel is to advise Council on proposed district boundaries by:

- (c) adjusting the current district boundaries to develop proposed boundaries that take into consideration:
  - (i) the direction of Regional Council from Phase One of the District Boundary review;
  - (ii) the results of the public engagement process; and
  - (iii) the objectives set out in section 368(4) of the Municipal Government Act, including consideration of the number of electors, relative parity of voting power, population density, community of interest, and geographic size

On July 13, 2022 the District Boundary Resident Review Panel established a mapping subcommittee consisting of the following Panel members:

- Diane Childs, Chair
- Pierre Garreau
- Greg Zwicker

The purpose of the creation of the Mapping Subcommittee was to provide the Panel with data and boundary options for consideration, as an information gathering tool. The Mapping Subcommittee met a total of four times between August 8 and September 5, 2022 and provided preliminary presentations to the District Boundary Resident Review Panel at its August 24 and 31, 2022 meetings on its progress to date, which provided an opportunity for the Panel to give feedback.

Narrative Research was engaged to conduct interviews with members of Halifax Regional Council on the current district boundaries to identify issues and suggest potential amendments for Phase Two of the Boundary Review. These interviews included the Chair and Vice Chair of the District Boundary Resident Review Panel, and took place from August 23 to 30, 2022. These interviews captured valuable feedback from members of Council on potential electoral boundary changes to be considered when developing a mapping option. This feedback was provided to the mapping subcommittee and incorporated where possible within the proposed mapping option.

Other factors considered by the Mapping Subcommittee in developing the proposed mapping option include future growth areas, development and permitting data provided by HRM Planning and Development, existing community and school boundaries, and discussions held by the District Boundary Resident Review Panel.

#### DISCUSSION

The following is an overview of the proposed district boundary mapping option based on the preliminary work submitted by the Mapping Subcommittee. HRM GIS staff have developed the corresponding maps and confirmed the elector counts. These preliminary boundaries are still in draft form and will require additional changes from the District Boundary Resident Review Panel.

The Overview of Proposed 2024 Electoral Boundaries Mapping Option (Attachment One) provided by the mapping subcommittee contains four sections for each proposed district:

- A thumbnail map of proposed boundary
- A brief description of changes made
- Estimated Elector Counts
- Reasoning/Comments in point form that lists of reason/rationale for change; alignment with received feedback; and general comments about the proposed boundaries.

For further information, please refer to Attachments One and Two of this report. After receiving the elector counts back from HRM GIS staff, an Elector Count Calculations table was compiled by the Mapping

Subcommittee which includes a summary of the proposed districts along with comments and recommended changes:

As of Sep 6, 2022						
New District #	Elector Count	% of Average	+/- Average	Count Difference	Range Difference	Suggested Change to Bring Into Range/Comments
1	23,935	102.89%		-672	In Range	Can take additional 1,654 electors. Keep large rural district.
2	26,572	114.23%		-3,309	Out of high range	Move community of Lawrencetown into district 1. Or, merge portion of this district with district 3, 4, 5 and create a new district in Dartmouth.
3	30,196	129.81%		-6,933	Out of high range	Merge portion of this district with district 2, 4, 5 and create a new district in Dartmouth.
4	28,853	124.03%		-5,590	Out of high range	Move community of Fletcher's Lake to district 1. Move Windsor Junction to district 15. And, merge portion of this district with district 2, 3, 5 and create a new district in Dartmouth.
5	25,392	109.15%		-2,129	In Range	Leave as is. Or, merge portion of this district with districts 2, 3, 4 and create a new district in Dartmouth.
6	20,276	87.16%		2,987	In Range	Has room to take 5,313 electors.
7	26,560	114.17%		-3,297	Out of high range	Move some electors to district 6.
8	24,989	107.42%		-1,726	In Range	Leave as is.
9	21,030	90.40%		2,233	In Range	Has room to take 4,559 electors.
10	25,985	111.70%		-2,722	Out of high range	Move some electors to district 6.
11	21,284	91.49%		1,979	In Range	Has room to take 4,305 electors. Should come from district 10 & 12.
12	29,026	124.78%		-5,763	Out of high range	Move some electors to district 9 & district 11.
13	3,602	15.48%		19,661	Out of low range	Too small, even with future growth. Should get rid of this district and merge portions into surrounding districts 11 & 16.
14	22,952	98.66%			In Range	Leave as is.
15	25,324	108.86%		-2,061	In Range	Leave as is.
16	16,225	69.75%		7,038	Out of low range	Move electors from district 11 & 13.
Total	372,201					
	•					
Average 10%	23,263					
	2,326					
Low Range (-10%)	20,936					
High Range (+10%)	25,589					

Balancing the necessary considerations is challenging, and not all of the preliminary work undertaken by the Mapping Subcommittee meets all of the considerations set out in section 368(4) of the *Municipal Government Act*. As stated by the Utility and Review Board in HRM's 2003 application (2004 NSUARB 11):

[82] Based on the evidence in this hearing, including some of the background materials used by Mr. Radchuck in developing his report, and the witnesses of HRM, the Board has determined that the target variance for parity shall be +10%, provided community of interest issues are generally satisfied. Any variance in excess of +10% must be justified in writing, and the more a variance exceeds 10% the greater and more detailed the written explanation that will be required. The Board would be reluctant, however, to approve a variance greater than +25%, particularly given the urban character of most of HRM. In addition, the Board considers it appropriate that relatively rapid changes in population in particular districts be considered. In particular, a negative variance for areas experiencing rapid growth should help to ensure maintenance of reasonable relative parity over a reasonable period of time.

. . .

[86] With respect to community of interest, the Board finds the criteria that should be taken into account include the following:

- 1. history;
- 2. recreational issues;
- 3. tax rates, i.e., area rates;
- 4. services (water and sewer);
- 5. fire protection service areas;
- 6. traffic infrastructure and pattern;
- 7. planning boundaries;
- 8. language and ethnic origin;
- 9. school districts;
- 10. shopping patterns and business centres.

This list is not meant to be exhaustive.

[87] The Board recognizes that several community of interest factors may overlap, meaning that the final delineation of a boundary must strike a compromise or accommodation among a number of factors. Further, communities of interest may change with the passage of time. Additionally, certain parts of HRM are experiencing faster growth rates compared to other parts of HRM, where neighbourhoods remain more stagnant...

As such, staff recommends that the District Boundary Resident Review Panel now consider the preliminary district boundaries as proposed by the Mapping Subcommittee and make adjustments.

Potential adjustments put forward by the Mapping Subcommittee for discussion include:

- Current proposed boundaries of districts 1, 8, 9, 14, 15 meet the considerations and may be maintained.
- Current proposed boundaries of districts 2, 3, 4, 5 have been established to reflect communities of interest; however, they exceed the +/- 10 percent variance for elector population. The Mapping Subcommittee is therefore recommending that the Panel consider how to bring these proposed districts into alignment with the requirements of section 368 (4) of the MGA.
- Proposed districts 6 and 11 fall within range and have room to include additional electors.
- Proposed districts 7, 10, and 12 are out of range in terms of electors (high); consideration should be given to moving electors to neighbouring districts.
- The Mapping Subcommittee recommends re-evaluating proposed district 13.
- Proposed District 16 is out of range (low) in terms of number of electors; potential additional electors could be taken from districts 11, 12 and 13.

Once these district boundaries are approved by the District Boundary Resident Review Panel, they will form the basis of the public consultation undertaken by the District Boundary Resident Review Panel for Phase Two.

#### FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

#### **RISK CONSIDERATION**

The District Boundary Review is a legislatively required action. Administrative Order 2022-001-GOV (section 9) requires that the District Boundary Resident Review Panel submit its final report and recommendation to Executive Standing Committee by its November 2022 meeting to ensure that the project remains on track to meet the NSUARB application deadline of December 31, 2022.

#### **COMMUNITY ENGAGEMENT**

There was no community engagement required as part of this report.

#### **ENVIRONMENTAL IMPLICATIONS**

No environmental implications were identified.

#### **ALTERNATIVES**

The District Boundary Resident Review Panel may make various amendments the preliminary proposed district boundaries as outlined in Attachment Two of this report to align the proposed district boundaries with the provisions of section 5(c) of Administrative Order 2022-001-GOV, including section 368(4) of the *Municipal Government Act*.

#### **ATTACHMENTS**

- 1. Overview of Proposed 2024 Electoral Boundaries Mapping Option for the Halifax Regional Municipality submitted by the Mapping Subcommittee
- 2. District Maps Proposed 2024 Electoral Boundaries Mapping Option
- 3. 2012 Electoral District Boundaries Map

A copy of this report can be obtained online at <a href="https://halifax.ca">halifax.ca</a> or by contacting the Office of the Municipal Clerk at 902.490.4210.

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Report Approved by:

Caroline Blair-Smith, Deputy Chief Administrative Officer, Corporate Services,

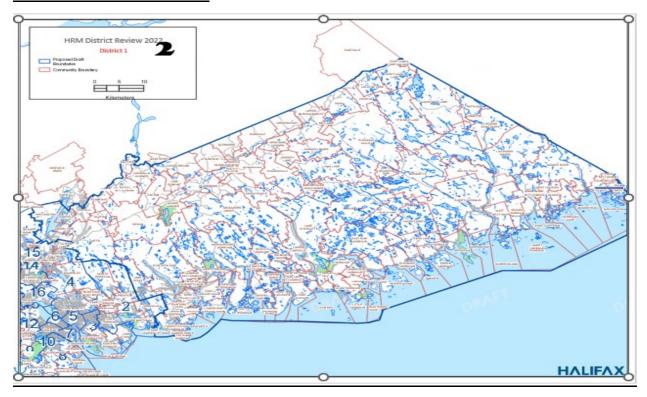
902.490.8456

# Overview of Proposed 2024 Electoral Boundaries Mapping Option for the Halifax Regional Municipality

# Mapping Subcommittee HRM District Boundary Resident Review Panel

# **DRAFT**

#### MAP - PROPOSED DISTRICT 1



# Changes:

The Mapping Subcommittee merged rural parts of districts 1 & 2 from the existing (2012 districts) to make a new district 1:

From 2012 district 1, no longer includes communities of:

- Fletchers Lake, Fall River, Windsor Junction, Lakeview, Waverley, Montague Gold Mines
- Small portion of Dartmouth near Montague Gold Mines

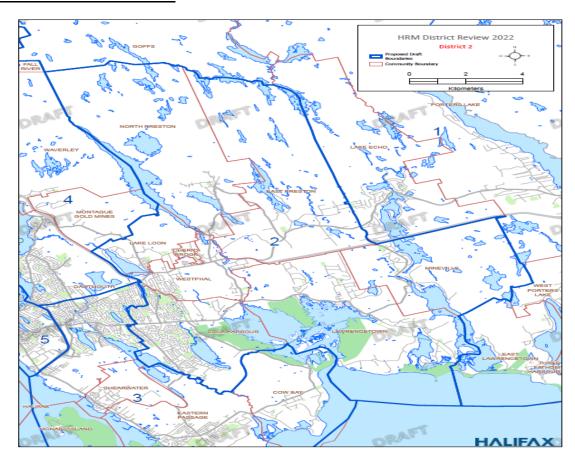
From 2012 district 2, removed communities of:

- Lawrencetown, North & East Preston, Mineville
- Small portion of Westphal

# Elector Count:

23,935

- Keeping rural communities together
- Removing African Nova Scotian communities which were split out from others out (in order to merge together in different district)
- Aligns with Councillors' feedback
- The elector count falls within range with room to grow
- A possible option is to add community of Lawrencetown back, adding approximately 2,600 electors, which would place district out of high range but could be argued because nearby Dartmouth districts have a lot of growth in next five years and need the room to grow.



#### Changes:

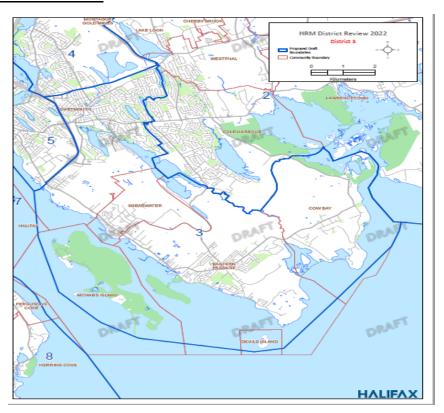
Comprises the current 2012 district 4 with added communities from 2012 district 2:

- North & East Preston, Mineville, Westphal, Lawrencetown
- Small portion of Westphal

# **Elector Count:**

26,572

- Keeping African Nova Scotian communities together in one district (Communities of Interest).
- Aligns with some of the councillors' feedback
- Elector count is slightly high and will not have room for growth
- Possibility to remove community of Lawrencetown (add to district 1 removing 2,600 electors from this district) in order to lower the elector count so that areas of Dartmouth districts could be added in order to leave room for growth which is taking place in next 5 years. Could also add community of Montague Gold Mines to this district which would only add 250 electors



#### Changes:

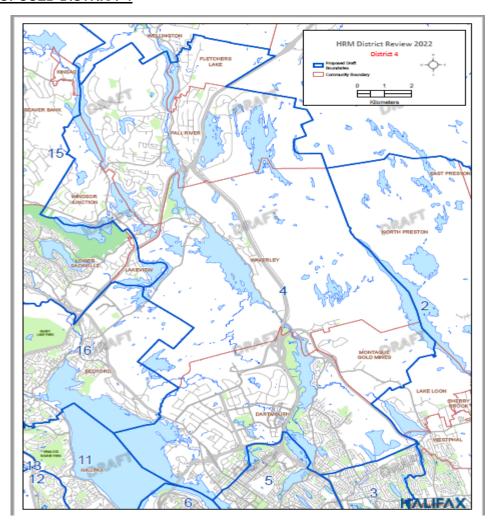
2012 District 4 with added section from 2012 district 6:

 Neighborhoods of Grahams Corner, Woodlawn, Commodore Park, Woodlawn Heights, Ellenvale

# **Elector Count:**

30,196

- Keeping historical neighborhoods together (communities of interest).
- Elector counts fall outside of high range and may need some tweaking. A possibility to include in new district 2, 4 or 5 (but both will likely be on high end of range as both have growth).
- Possibility of taking portions of this district (Bel Ayr Park, Greenough, Wildwood Lake) and adding to new district 2.
- A general comment about all of the new Dartmouth districts that they will probably be high in terms of the elector count (above high-water mark) but will maintain communities of interest.
   A potential case can be developed to keep them this way but the Panel must recognize the fact that there is big growth in some of them in next 5 years and efforts should be made to make them as small as possible.



# Changes:

Most of 2012 district 6 with added communities from 2012 district 1:

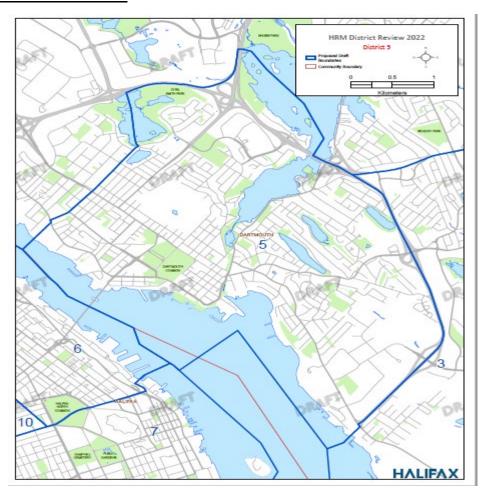
- Fletcher's Lake, Fall River, Windsor Junction, Waverley, Montague Gold Mines
- Removed section of 2012 district 6 Main st going south.

#### **Elector Count:**

28,853

- Some potential issues with mixing urban with suburban/rural that do not share commonalities as communities of interest at all. Difficulty lies with the Fall River & Waverley communities where can they go?
- The elector counts falls outside of high range.
- Areas of large growth (5000+ units) in next 5 years, therefore, should consider lower elector count to allow room for growth.

Possibility of removing Windsor Junction and adding to new district 15 (with Lower Sackville & Beaver Bank & Lakeview). Fletchers Lake could be added to new district 1. Montague Gold Mines could be added to new district 2. All neighborhoods south of the Circumferential Highway could be added to new district 5 taking portions of this district (Bel Ayr Park, Greenough, Wildwood Lake) and adding to new district 2.



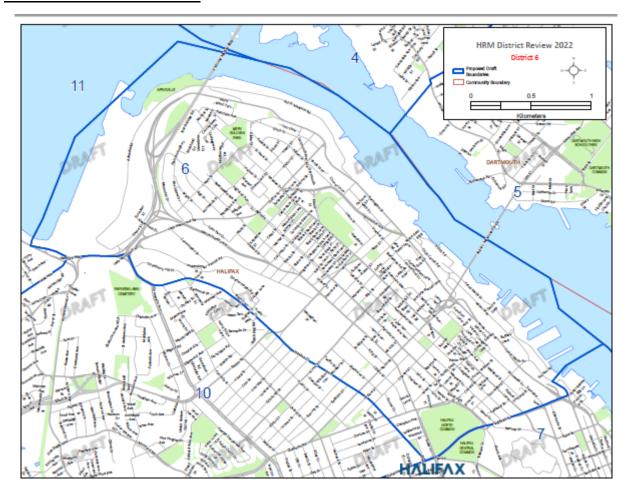
#### Changes:

All of 2012 district 5 with added area from 2012 District 6 - Lakeshore Park Terrace

#### **Elector Count:**

25,392

- No need for much change
- The elector counts are at the high end of high range, therefore not much room for growth
- Areas of growth (1600+ units) in next 5 years and potential for lots of infilling development, therefore, should consider lower elector count to allow room for growth.
- Possibility of breaking this district up entirely, adding section of 2012 district 6 from Circumferential Highway south and splitting district down through Lake Banook to south end, follow Prince Albert Rd to Hawthorne St – follow Hawthorne to Portland St, go towards harbour, take in Albert St, section of New Castle to harbour (follow Bicentennial Junior High boundary). Remaining section of 2012 district 5 added to sections of 2012 district 3 (Baker Drive, Woodside). This may not be a tenable option with the public.



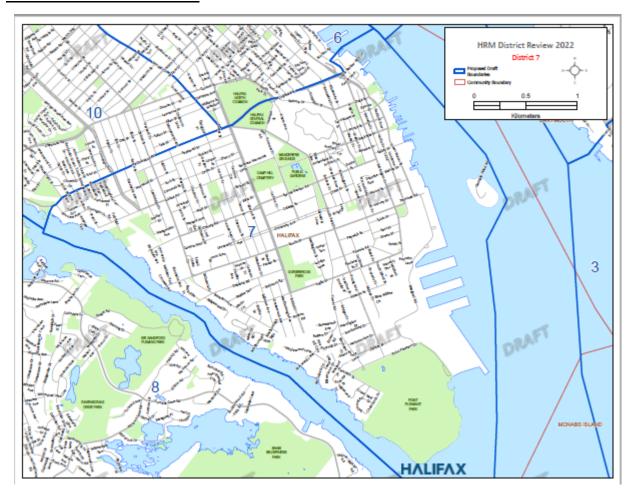
# Changes:

Mostly comprises 2012 District 8, with a small added area from 2012 District 7 (Cogswell Rd. section) and removal of Windsor St. section

# **Elector Count:**

20,276

- The HRM elector count data puts this district within range.
- Several 50+ unit buildings under development based on HRM data, predicting additional 1,400 units which = approximately 2,500 electors.
- Possibility of adding back area from Bayers Rd to Oxford to Quinpool



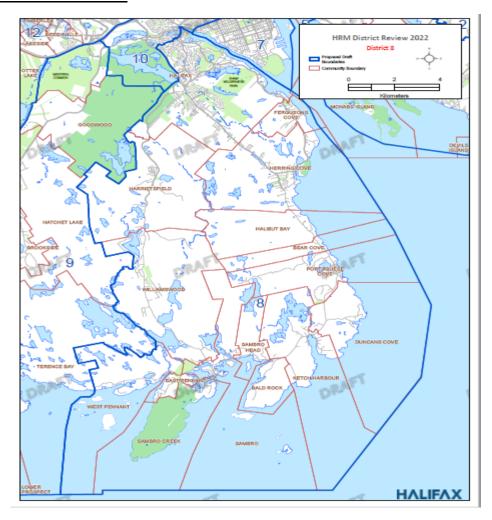
# Changes:

Mostly same as 2012 district 7, removed portion along Cogswell St. and added to new district 6 (formerly 2012 District 8). Added section of 2012 District 9 along Quinpool down to the arm.

# **Elector Count:**

26,560

- Elector count data just over range but this a strong boundary for this district and could be argued.
- Possibility to section of part of downtown Halifax and add to new district 6 (2012 district 8).



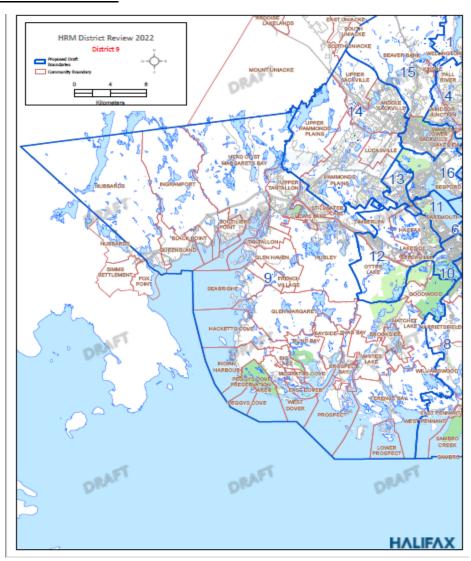
# Changes:

Made up of portions of 2012 district 9 (Armdale Rotary towards Cowie Hill, Spryfield, Williams Lake) and portion of 2012 district 11 (includes "Sambro Loop" communities – removed Prospect communities towards West Dover). For the boundary near Armdale Rotary, the Chebucto Heights Elementary school boundary was followed.

#### **Elector Count:**

24,989

- Number of electors fall in range
- Mix of urban and suburban/rural.
- Makes sense and maintains communities of interest, but may be not well received.
- Consideration should be given to keep the suburban/rural together and need the urban for the elector counts.



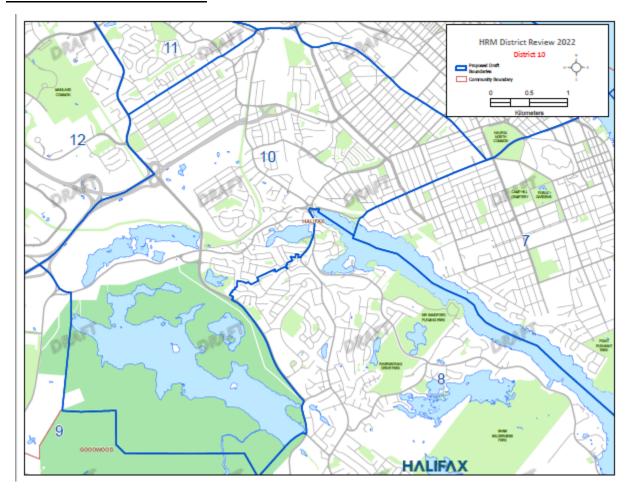
#### Changes:

Comprised of portions of 2012 district 9 (Armdale Rotary towards Cowie Hill, Spryfield, Williams Lake) and portion of 2012 district 11 (includes "Sambro Loop" communities – removed Prospect communities towards West Dover). For the boundary near Armdale Rotary, the Chebucto Heights Elementary school boundary was followed.

# **Elector Count:**

21,030

- A mix of suburban & coastal rural that keeps communities of interest together.
- In range with HRM electoral count data.
- Possibility of adding some additional areas of Timberlea to increase the elector counts.



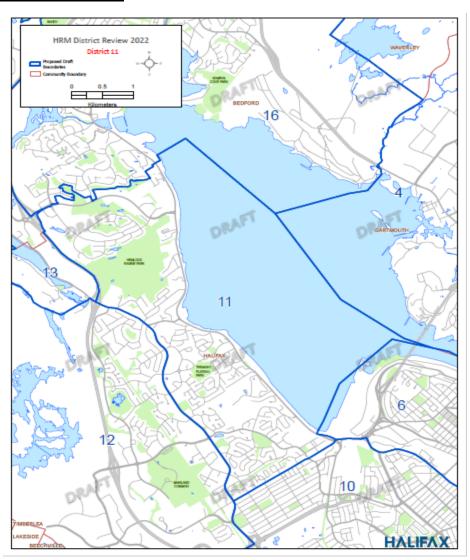
# Changes:

Comprises portions of 2012 district 8, 9, 10, & 11.

# **Elector Count**

25,985

- Keeps the community of Spryfield together
- Long Lake and surrounding park are part of this district but could be moved to new district 8. Boundary could follow St. Margaret's Bay Road to boundary with new district 9.



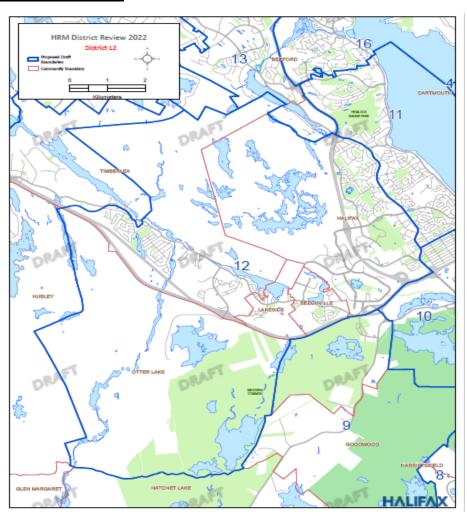
# Changes:

Comprised of portions of 2012 District 10 and 16. Removed portion of 2012 District 10: Spryfield area; north of Hwy 102 (Kearney Lake & Saskatoon Dr); west of Dunbrack

# **Elector Count:**

21,284

- Confirmed electoral estimates places this district slightly out of the high range
- Used some main roads (Hwy 202, Dunbrack) as boundaries, as well as community boundary between Halifax and Bedford.
- Potentially move some electors into District 6.



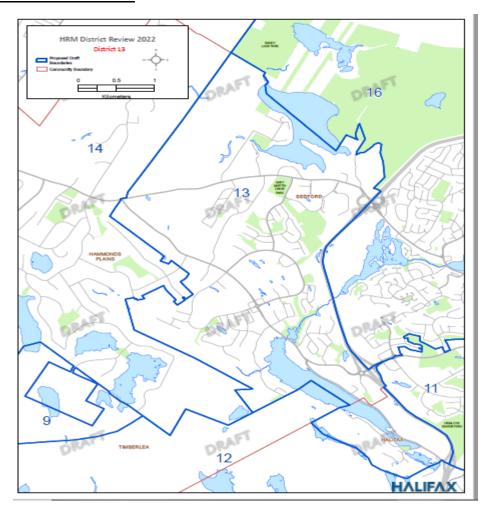
# Changes:

Almost the same as 2012 District 12 boundary. A section on north west side near Frassers Lake along St. Margaret's Bay Rd) was removed. A portion of 2012 district 10 from intersection of Lacewood Dr/Dunbrack following Dunbrack to 2012 district 10/12 boundary (near intersection of Dunbrack/Washmill Lake Dr).

# **Elector Count:**

29,026

- Elector count falls within range
- Not making much of a change more work may need to be done with the boundaries of this district.



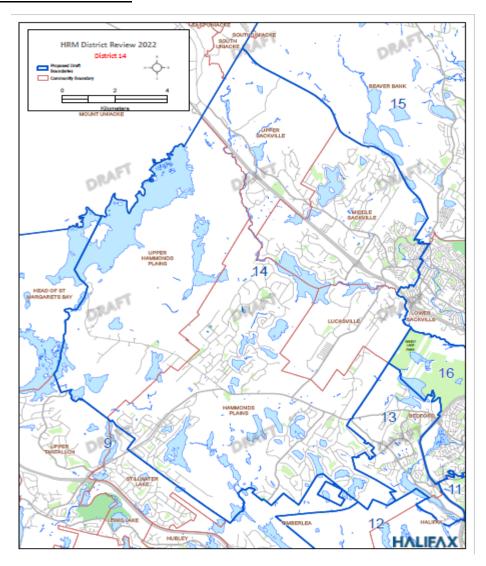
# Changes:

This is the new possible district. The Elector count is low at the present time. There is also the most development in this area of several thousand units equaling approximately 10-15K electors.

# **Elector Count:**

3,602

- Too small even with future growth.
- Recommendation to merge into surrounding Districts 11 and 16.



# Changes:

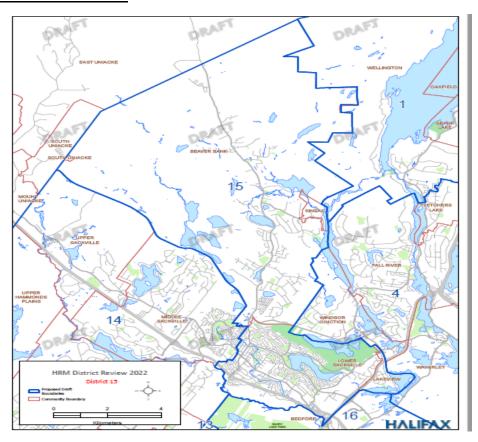
New district consists of communities of:

- Middle & Upper Sackville; Lucasville; Upper Hammonds Plains, Hammonds Plains.

# **Elector Count:**

22,952

- Falls in range.
- Aligns with councillors' feedback.
- Puts communities of interest together.
- A strong district that should not change.
- Also some areas of growth in next 5 years.



# Changes:

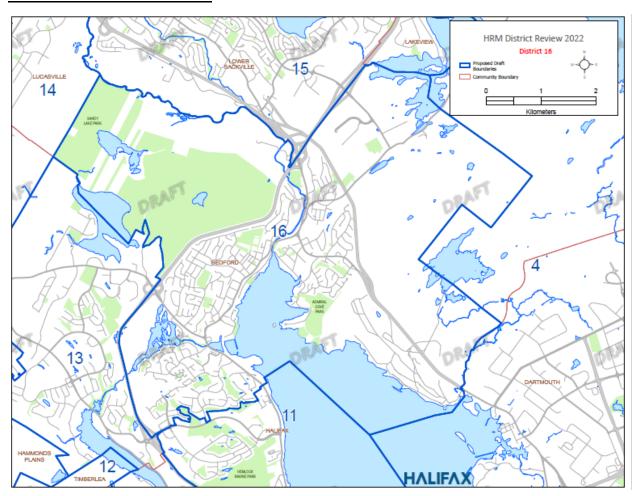
New district consists of communities of:

- Lower Sackville; Beaver Bank; Lakeview.

# **Elector Count:**

25,324

- Falls in range.
- Puts communities of interest together.
- A strong proposed district that should be maintained.
- Also some areas of growth in next 5 years.
- Possibility of adding Windsor Junction to help with adjoining district which might have high elector counts. This might put new district 15 above range but it could be defendable.



# Changes:

New district consists of most of the community of Bedford.

# Elector Count:

16,225

- Puts communities of interest together.
- Out of low range on elector count.
- Recommendation to move electors from Districts 11 & 13.

