

**4. 9-1-1 MANAGEMENT BOARD - CIVIC ADDRESSING
RECOMMENDATIONS OF THE SUB-COMMITTEE**

COMMITTEE RECOMMENDATIONS

That Council:

- 1. Receive the draft report of the Sub-committee on Civic Addressing attached as Annex A and that a public consultation program be undertaken by the Planning Department on civic addressing, including the issues identified at Annex A;**
- 2. Approve that Council convey a strong message to the Transition Board of the importance and urgency of resolving the issue of civic addressing, particularly in view of the municipal restructuring effective 1 January 2001 and that the Transition Board order the various planning departments to begin the process of resolving the identified problems, including the duplication of street names;**
- 3. Approve that this report be circulated to local area municipalities for information;**
- 4. Approve that a comprehensive by-law be drafted and enacted to deal with the issue of civic addressing, including street names, street numbering and discontinuous street names.**

DOCUMENTATION

- 1. Board Co-ordinator, 9-1-1 Management Board, report dated 08 Feb 00 and supplementary documentation is immediately attached.**
- 2. Letter dated 07 Feb 00 from the Manager, Ottawa Central Ambulance Communication Centre, immediately follows the above noted report and supplementary documentation.**

DATE 08 February 2000

TO/DEST. Co-ordinator
Corporate Services and Economic Development Committee

FROM/EXP. Co-ordinator, 9-1-1 Management Board

SUBJECT/OBJET **9-1-1 MANAGEMENT BOARD - CIVIC ADDRESSING
RECOMMENDATIONS OF THE SUB-COMMITTEE**

BOARD RECOMMENDATIONS AS AMENDED

That the Corporate Services and Economic Development Committee and Council:

- 1. Receive the draft report of the Sub-committee on Civic Addressing attached as Annex A and that a public consultation program be undertaken by the Planning Department on civic addressing, including the issues identified at Annex A;**
- 2. Approve that Council convey a strong message to the Transition Board of the importance and urgency of resolving the issue of civic addressing, particularly in view of the municipal restructuring effective 1 January 2001 and that the Transition Board order the various planning departments to begin the process of resolving the identified problems, including the duplication of street names;**
- 3. Approve that this report be circulated to local area municipalities for information;**
- 4. Approve that a comprehensive by-law be drafted and enacted to deal with the issue of civic addressing, including street names, street numbering and discontinuous street names.**

BACKGROUND

At its meeting of 04 February 2000, the 9-1-1 Management Board considered the attached report dated 20 January 1999 from the Sub-Committee on Civic Addressing, a committee established to examine the issue of civic addressing across the Region.

An extract of the Draft Minute pertaining to the discussion of this item is immediately attached.

*Approved by
Rosemary Nelson*

CIVIC ADDRESSING - RECOMMENDATIONS OF THE
SUB-COMMITTEE - DRAFT REPORT

- Co-ordinator, 9-1-1 Management Board report dated 20 Jan 00

Councillor Cantin provided a brief overview of the report submitted by the Sub-committee. When questioned whether the colour for house numbers was being suggested, he advised that the Sub-committee suggested they be the same as in the rural area; white on blue or white on green. He advised the Board that there are some issues left to be resolved such as the issue of proper signage at shopping malls and underground parking garages as well as businesses displaying their address clearly.

R. Maxwell, Public Representative, stated that the Sub-committee recognized that area municipalities have a responsibility to ensure emergency services can get to the right address, but it is also the responsibility of the homeowner/occupant to ensure the building address is visible. To this end, it was suggested that addressing should be part of occupancy and building permits. Chair Kemp recalled how the municipal Fire Department tried to ensure the latter was adhered to in Kanata, but were informed by builders that they only have to adhere to the Ontario Building Code. Councillor Cantin suggested that once the new city is formed, a building inspector should be appointed whose responsibility it would be to investigate building infractions such as ensuring a dwelling has a clearly displayed address before occupancy is permitted.

Chair Kemp questioned whether the intent is to move this process forward while there are still 11 municipalities, or to wait until there is only one city. Councillor Cantin advised that it was the Sub-committee's intention to act on this as quickly as possible.

D. Brousseau, Director, Mobility Services and Corporate Fleet Services did not believe the recommendations of the Working Group which are contained within the report, should go forward for endorsement because, in his opinion, they were too drastic. He agreed however, that the Board should send a message to the Transition Board that they must consider this problem and the recommendations of the Sub-committee can be brought to their attention.

There was some discussion about changing street names. For example Wellington Street becomes Rideau Street which becomes Montreal Road, et cetera and Councillor Cantin explained that it would be difficult to direct people to the right section of what appears to be one street, when it has several names associated with it. D. Brousseau believed that changing the names of such streets is a very fundamental change in the community and questioned what the costs would be to make that change. While he understood it may

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04 February 2000

save a life, he believed there should be a cost/benefit analysis done first. He wondered whether there were other technical approaches that can be investigated to determine what the cost will be of changing street addresses for all those people who are affected vs other technical approaches that can be used.

Inspector Bordeleau, 9-1-1 Bureau Manager believed the Board should focus on the fact that because of the creation of the new city of Ottawa, this is a unique opportunity to deal with the issue of duplicate addresses. Chair Kemp opined that something should be presented to the Transition Board, who in turn will make some decisions on how to proceed. He believed they will be careful about what projects they create and pass off to the new municipality. He felt there was a need for a campaign or plan on how to proceed with this initiative, noting that if it is done now, it will involve bringing together all the municipalities.

Councillor Cantin reminded Board members that the Transition Board has powers that supersede all other committees of Council and suggested it would be within their purview to direct how and when this issue is addressed. R. Maxwell thought the Transition Board might suggest a phasing of this process, and perhaps recommend that some funding be provided to assist in changing addresses. He understood that other departments are bringing forward their own plans and ideas to the Transition Board and he maintained this is an opportunity for the Board to let them know that civic addressing will be a problem once the new City of Ottawa is created. He went on to state that the Management Board should advise the Transition Board that a problem exists and here are some possible solutions for their consideration.

D. Brousseau believed there was a need for more information before he would give his support to the suggestion to changing duplicate street names. He did not think the Board should press this situation at this time. He questioned whether there was a technical solution to this problem, instead of having to change street names and addresses. He reiterated his question of the cost associated to make those changes and how many people will be affected.

Chair Kemp indicated his preference for a suggested process because he believed the Transition Board would not deal with processes; if a process is presented to them, they can then determine how quickly they want that to be dealt with; now or when the new municipality is formed. D. Brousseau indicated that the Transition Board will want to know what they can expect with respect to public input.

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C. Bordeleau suggested the Transition Board be made aware of this problem, present them with some recommendations on how to address the issues and following that, consultation can take place with the people that are affected by it. Chair Kemp suggested getting acknowledgement from the Transition Board that there is a problem and agreeing to bringing people together to find a solution.

Councillor Cantin suggested that the Management Board recommend to Council, through the Corporate Services and Economic Development Committee, to identifying the problem, suggesting possible solutions and seeing if Council agrees to endorse it as a subject to be brought to the Transition Board. How the latter finally decides to deal with the issue he could not guess, but suggested the Board and the sub-committee would provide whatever assistance they can throughout the process. He agreed to allow continuous streets with the same names, but was still not supportive of maintaining discontinuous ones.

Chair Kemp suggested the Board present to the Transition Board that this is something that has to be given all due consideration as we move forward in the new municipality.

D. Brousseau suggested amending Recommendation 1 to add the words “approve that a public consultation program be undertaken on the draft recommendations on page 40”. He indicated the public can be advised that civic addressing is what the 9-1-1 Management Board believes is important and then a report can be made to the new city. The question then arose on who would be responsible for that public consultation and D. Brousseau suggested that the Transition Board direct the Planning Department spearhead the consultation process. It is the business of 9-1-1 to respond and the rationale for giving the responsibility for consultation to the Planning Department is because they are responsible for civic addressing.

C. Bordeleau suggested that the Transition Board direct the different planning departments to work with the Region to address this issue. D. Brousseau clarified that a Planning Review Board has been established and suggested this issue could perhaps get placed on their agenda. Chair Kemp suggested that if the Transition Board directs the area municipalities to come together to address the issues identified by 9-1-1, that that would become direction to the Chief Administrative Officer for the new city and who would have the authority to assign it to a group of people.

Councillor Cantin suggested an amendment to Recommendation 2 to add that the Transition Board order the various planning departments to begin the process of resolving the identified problems, including the duplication of street names.

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With respect to Recommendation 3, Chair Kemp suggested there is a need for feedback from the local municipalities, as opposed to simply forwarding the report to them for information. D. Brousseau suggested that the Planning Department should lead this. He suggested that following Council's consideration of the report, a letter be sent to area municipalities transmitting this report and advising them that Council has recommended to the Planning Department to undertake public consultation of civic addressing. He suggested any responses from the municipalities should go directly to the Planning Department.

Chair Kemp suggested that the list of duplicate addresses in various municipalities should be included as part of the package to the Transition Board, so they can be made aware of the magnitude of this problem with same street names in more than one municipality.

D. Brousseau suggested an amendment to Recommendation 4 to ensure it is more complete what the by-law should address. Chair Kemp indicated that the issue of duplicate street names will have to be included in the comprehensive review towards establishing a by-law. The Board decided the recommendation should include reference to street naming, street numbering and discontinuous street names as issues that should be addressed.

Councillor Cantin suggested that the report to go forward to the Corporate Services and Economic Development Committee make reference to the fact that the Region established a 9-1-1 program in 1988 to speed up emergency response time. The report should highlight what problems have been occurring and the issues that should be addressed.

Paul Maloney, of the Information Technology Office agreed to revise the list of duplicate street names in different municipalities which was provided to the Board for information, to include address ranges, a confirmation of the 'short list' of names that are the same in the same municipality, and also the number of people that would be affected by the changes to the street names on the short list. The breakdown would also include which duplicate street names would pose a problem because the address ranges flow in an orderly fashion from one municipality to another. This revised list would be submitted in time for the Corporate Services and Economic Development Committee's consideration of this report.

Councillor Cantin advised the Board that the Sub-committee was a fantastic team and it was a pleasure to work with them. D. Brousseau added that the councillor has shown a great deal of leadership in this regard, noting the issue of civic addressing has been around for many, many years and nothing much has been done until now.

Chair Kemp suggested getting letters of endorsement of this concept from all the emergency agencies prior to the item going to Council. D. Brousseau suggested they endorse the approach the Board has taken today in order to avoid any conflicts. The Board Chair agreed those letters should reflect their agreement that there is a problem with civic addressing and endorsing the Board's approach that a solution be found. Representatives of fire, ambulance and police on the Management Board would provide those letters.

Moved by D. Brousseau

That Recommendation 1 be amended to read as follows:

- 1. That Corporate Services and Economic Development Committee and Council receive the draft report of the Sub-committee on Civic Addressing attached as Annex A and that a public consultation program be undertaken by the Planning Department on civic addressing, including the issues identified at Annex A.**

CARRIED

Moved by R. Cantin

That Recommendation 2 be amended to read as follows:

- 2. That Council convey a strong message to the Transition Board of the importance and urgency of resolving the issue of civic addressing, particularly in view of the municipal restructuring effective 1 January 2001 and that the Transition Board order the various planning departments to begin the process of resolving the identified problems, including the duplication of street names.**

CARRIED

- 3. That this report be circulated to local area municipalities for information.**

CARRIED

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04 February 2000

Moved by D. Brousseau

That Recommendation 4 be amended to read as follows:

- 4. That a comprehensive by-law be drafted and enacted to deal with the issue of civic addressing, including street names, street numbering and discontinuous street names.**

CARRIED

That the 9-1-1 Management Board approve the report as amended.

CARRIED as amended

Our File/N/Réf. 03 02-00-0009

DATE 20 January 2000

TO/DEST. 9-1-1 Management Board

FROM/EXP. Sub-Committee on Civic Addressing

SUBJECT/OBJET **CIVIC ADDRESSING - RECOMMENDATIONS OF THE SUB-COMMITTEE - DRAFT REPORT**

REPORT RECOMMENDATIONS

That the 9-1-1 Management Board recommend:

- 1. That Corporate Services and Economic Development Committee and Council receive the draft report of the Sub-committee on Civic Addressing attached as Annex A and approve the recommendations at page 40 of Annex A;**
- 2. That Council convey a strong message to the Transition Team of the importance and urgency of resolving the issue of civic addressing, particularly in view of the municipal restructuring effective 1 January 2001;**
- 3. That this report be circulated to local area municipalities for information;**
- 4. That a comprehensive by-law be drafted and enacted to make this program mandatory and enforceable.**

BACKGROUND

On 13 January 1999, Regional Council requested the 9-1-1 Management Board to form a sub-committee of all interested parties to examine present civic addressing practices in Ottawa-Carleton (home and business) with recommendations to the Board, the Corporate Services and Economic Development Committee, Regional Council and local municipal councils and committees. This Motion follows similar direction by the 9-1-1 Advisory Committee and the Management Board in 1996 and 1997 to address issues related to civic addressing, including duplicate street names in different municipalities in the Region and the extension of roads (and subsequent renaming) across municipal

boundaries. On 28 May 1997, Regional Council approved a recommendation of the Board which advised municipal councils of the importance of civic addressing and its impact on emergency response time. Area municipalities were further advised that there should be a standard approach across the Region for mandatory municipal addressing including the enactment of appropriate by-laws.

On 12 February 1999, the 9-1-1 Management Board approved the Council recommendation to establish a sub-committee, and its membership is as follows:

Councillor Cantin, Member, 9-1-1 Management Board *
Ross Maxwell, Member, 9-1-1 Management Board
Don Brousseau, Planning Branch, City of Ottawa
Larry Donaldson, Regional Municipal By-law Enforcement Committee
Perry McConnell, Ottawa Fire Department
Gord Mills, Cumberland Fire Chief
Ty Cameron, Ottawa-Carleton Regional Police Service
Peter Couillard, Ottawa-Carleton Regional Police Service
Richard Lavictoire, Ottawa Central Ambulance Communication Centre

* Chaired the sub-committee meetings

The sub-committee met several times between May 1999 and January 2000 and during this period, a working group of the sub-committee was established to examine municipal addressing by-laws in the area municipalities. Following the submission of this information, the sub-committee recommended to the working group to undertake a survey of other municipalities across Ontario and Canada, in an effort to determine whether or not there were existing studies and/or related analysis material on the development of physical standards for the display of civic addresses available for consideration. A discussion paper was summarily presented to the sub-committee and endorsed with minor modifications, on 13 January 2000. It is incorporated as Annex A to this report.

It must be remembered that the main thrust of this exercise is safety and security for the public. Not since 9-1-1 was first implemented in Ottawa-Carleton in 1988, has there been a more opportune time to address this issue. It should also be recognized that with the creation of the new City of Ottawa, over half of the current residents in the Region of Ottawa-Carleton will experience a change in their mailing address and in view of the impending municipal restructuring, there is an urgent need to address this problem immediately.

The Minutes of the sub-committee meetings of 28 October 1999 and the draft Minutes of 13 January 2000 immediately follow the report of the sub-committee.

*Approved by
Councillor Richard Cantin*

ANNEX A

Our File/N/Réf. 03 02-00-0009
Your File/V/Réf.

DATE 13 January 2000

TO/DEST. 9-1-1 Management Board

FROM/EXP. Sub-Committee on Civic Addressing

SUBJECT/OBJET **WORKING GROUP DISCUSSION PAPER**

BACKGROUND

At the meeting of the Sub-Committee on Civic Addressing on 5 August 1999, a recommendation was considered and approved that the Working Group (previously established on 24 June 1999) undertake a survey of other municipalities to determine whether there are existing studies and/or related analysis material on the development of physical standards for the display of civic addresses available for consideration. The working group included Don Brousseau, Ross Maxwell, Richard Lavictoire and Peter Couillard.

It was also agreed that the Working Group would prepare the draft requirements for civic addressing based on the work undertaken to date by the Sub-Committee and from any applicable information obtained from the municipalities surveyed.

The Working Group Discussion Paper was presented to members of the sub-committee for consideration at its meeting of 13 January 2000. It is therefore being presented to the Management Board meeting of 4 February 2000.

Survey Results

The municipalities surveyed included; Toronto, Ottawa, Montreal, Kingston Windsor, Calgary, Edmonton, Vancouver and the Canadian Institute for the Blind (C.N.I.B). As expected, there was little information available from other municipalities and minimal work has been done concerning the analysis of civic addressing and the development of civic addressing guidelines, policies and standards. Most of the existing municipal by-laws appear to be the result of in-house discussions leading to the development

of the respective by-laws and/or policies. Only Toronto, Ottawa and the C.N.I.B. were able to provide some related information.

The above notwithstanding, the Strategic Planning Department of the City of Kingston is currently in the process of reviewing its by-law (following the recent amalgamation of their City). The basic thrust of their study is similar in attempting to eliminating street name duplication and to develop addressing standards. Information regarding the work which has been done to date is, unfortunately, not yet available. The completed report is expected to receive City Council consideration in the first quarter of 2000.

Toronto

In October 1999 the City of Toronto produced a staff report entitled "Proposed By-law Requiring Display of Addresses on Buildings". Following a review of the enabling legislation and the related policies of the various former municipalities respecting the display of municipal numbers, their report recommends that a by-law be introduced to require the affixing of municipal numbers at the front of properties as set out in Appendix "A" of their report. (Document 1)

Ottawa

In 1998 the City of Ottawa initiated the first step of a municipal addressing study by conducting an on-site survey which determined, through sampling of both residential and commercial properties, the existing physical conditions regarding the display of municipal addresses. Enclosed as Document 2 is a summary of the results. In effect, the results demonstrated that there is a significant percentage of buildings and vacant land, in particular the commercial buildings, that are poorly signed. It would appear that businesses prefer to be identified by the business name rather than a municipal number. From the results of the initial data, it was concluded that there is a definite need to develop uniform policies and standards requiring the display of civic addresses.

Canadian Institute for the Blind

The C.N.I.B. was unable to provide background information leading to the establishment of the requirements for Barrier-Free Design. However, excerpts from the document were made available. Section 6.4 of the report entitled "Signage", as illustrated in Document 3, outlines specific criteria related to character, proportion, scale, viewing distance, contrast, illumination, symbols of access including common design elements, some of which proved helpful.

Information Considered for Draft Requirements

- the Regional Council directive, including the recommendations of the 911 Advisory Committee and the 911 Management Board;
- study Purpose;
- the enabling legislation, authority and limitations;
- the Sub-committee's analysis of other municipal by-laws and/or policies; (Document 4)
- past studies and related information, and;
- the recent decision concerning amalgamation of the area municipalities thus warranting the development of common standards for civic addressing.

Expected Results

Consistent standards and implementing by-laws that will:

- standardize municipal addressing within the region;
- reduce confusion for the dispatch of emergency services vehicles thus improve response time expediency;
- reduce confusion and potential accidents as a result of motorists searching for addresses;
- clarify addresses for utility services, post office, delivery vehicles, shoppers and visitors,
- improved the integrity of information stored on both government and affected agency data bases;
- consistent terminology to facilitate automation of address-based computer systems;
- avoid duplication and like-sounding names.

Street Naming Policies and Guidelines

It was recognized that municipal numbering and street naming are interdependent and that consistent street naming with regard to avoiding duplication, bilingual names with respective accents, the use of appropriate prefixes and suffixes, is paramount to clear identification. Following consultation with area municipalities and affected agencies, on 25 June 1980, the Regional Municipality of Ottawa Carleton considered and approved an updated version of the Street Naming Guidelines, as detailed in Document 5.

Sub-Committee Recommendations

1. That the Street Naming Guidelines as adopted by Regional Council be re-confirmed;
2. That a new suffix term for the naming of private roadways "Private:" be introduced under the Terminology section of that report;
3. That the policy to include the french prefix, as previously adopted by the City of Ottawa, be adopted as the standard. To this end, for consistency, that the french abbreviations listed in Document 6 be adopted;
4. That cardinal points (i.e.: North, South, East, West) be permitted and when used form part of the proper name and spelled out in full on the street sign;
5. That area municipalities be requested to, prior to January 2001, include the equivalent guidelines within their respective reports to City Council for consideration and approval;
6. That streets which extend across the municipality or through more than one municipality should have one name only from beginning to end;
7. That streets which are discontinuous because of urban development, bridge realignment, et cetera, (e.g. Wellington Street) be renamed to reflect the continuity of the streets that adjoin them.
8. That the recommended criteria set out in Appendix 1 be approved.

RECOMMENDED CRITERIA

Common elements

- sequential numbering;
- odd numbers on one side of the street and even numbers on the opposite side;
- numbering oriented in anticipation of future natural street extensions;
- communication with other municipalities or adjacent district authorities to ensure consistent numbering and street naming;
- numbering ranges placed on all street name signs at intersections.

Posting of Numbers

- the mandatory display of municipal numbers by the owner and/or occupant of the building or vacant property;
- costs related to numbering of buildings and/or property shall be the responsibility of the property owner. Installation and maintenance of the numbers shall be the responsibility of the occupant and/or the owner;
- when the installation and/or maintenance of the number is undertaken by the City, the cost will be recovered in a manner like taxes.

Enforcement

- establish a base fine in the amount of \$100.00 to offset enforcement action when a municipal number is not displayed;
- establish enforcement procedures that would include, but not limited to, installation, removal, storage, recovery, charge options, short form charges, court action, resources and costs;

- by-laws must have the ability to both assign and, when required, change municipal numbers;
- prior to the occupancy of any new unit, it must be a condition that the number be posted in accordance with the by-law.

Address Changes

- requests for a change of address should not be considered unless the existing municipal number either poses a safety hazard or is not in compliance with the current by-law. A minimum application fee of \$50.00 should be imposed for all requests to change a municipal address, unless a change is precipitated as a result of a safety concern

Physical Requirements

Urban Areas

Minimum Character Size

Maximum Setback from Roadway

4"	up to 10'
6"	up to 30'
8"	up to 50'

- over 50' the municipal number must be posted at the street;
- when the number is located at the street, the sign blade must be located adjacent to the vehicular access road. If there is more than one access point, the blade must be located adjacent to the street to which the property is identified;
- a property may display one address only, oriented toward the street to which the property is identified, unless there is more than one primary entrance and the subsequent entrance(s) is for a different separate occupancy(ies) that has been officially assigned an address relating to a different street;
- if the number is located on a building, it must be located in such a manner as to be clearly visible at all times from the street when approaching from either direction;

- if the number is located on a ground sign at the street, the number must be mounted perpendicular to the street, clearly visible from either direction and free of visual obstructions;
- the number must be in a numerical format (ex: Arabic) and, for the purposes of this provision, the use of cursive(written) or Roman numerals is not acceptable;
- a number displayed at the street must have a minimum width to height ratio of 3:5 with a minimum height of 3 inches;
- the overall height of the sign must be a minimum of 4 feet above grade;
- the sign must be within 5 feet of the property line;
- the number must be displayed against a contrasting background and must be either white on blue or white on green;
- the number must be visible from the street at all times during the day and night, year round;
- the sign face must be glare free but may utilize reflective material.

Rural Property

- municipal address numbers must be displayed at the street adjacent to the vehicular entrance;
- the signs must be within 5 feet of the property line;
- the height of the sign shall be a minimum of 4 feet above grade;
- a number displayed at the street must have a minimum width to height ratio of 3:5 with a minimum height of 3 inches;
- the sign must be mounted perpendicular to the street, clearly visible from either direction and free of visual obstructions;
- use reflective material with the background either green or blue;
- the number must be displayed against a contrasting background and must be either white on blue or white on green.

Commercial Property

- civic addresses must be displayed at all times in accordance with the guidelines set out for Urban Areas;
- multi-occupancy projects with one main municipal number must be identified at the street either on the main pylon sign or a separate sign in accordance with the guidelines set out for address signs located at the street and applying the applicable urban or rural guidelines;
- if there is more than one entrance to a large building, in addition to displaying the main property address at the street, the main door should be identified as “A” with every other entrance identified by a subsequent letter of the alphabet in a clockwise direction. Entrances at different levels should be identified accordingly i.e.; 2A, 2B, etc.

(Further discussion on addressing commercial properties and other large projects is needed as are the issues identified in Appendix 2).

OTHER ISSUES FOR DISCUSSION

- How best to identify large parking areas.
- Whether the use of maps at the entrances to large malls should be required.
- Recommendations should address enforcement, authority jurisdiction and resources.
- Area municipalities be requested to repeal their existing by-laws and to enact new by-laws reflecting the policy as set-out.
- Common authority i.e. to recommend the enactment of a municipal by-laws verses Corporate policies.
- Identify the display of municipal numbers as a high priority to be pursued initially on a pro-active basis. Consider summer students and/or existing By-law and Property Enforcement Officer resources to undertake pro-active project.
- For ease of reference, develop a spreadsheet to incorporate, as much as possible, the new guidelines.

 **TORONTO** STAFF REPORT

October 21, 1999

To: Works Committee
From: Commissioner of Works and Emergency Services
Subject: Proposed By-law Requiring Display of Addresses on Buildings

Purpose:

The purpose of this report is to obtain approval in principle for a proposed by-law that would regulate the display of municipal house numbers on streets.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) the City Solicitor in consultation with the Commissioner of Works and Emergency Services introduce a by-law to require the affixing of municipal numbers at the front of properties as set out in Appendix 'A' of this report;
- (2) passage of the by-law be advertised by the City Clerk and the by-law come into force 60 days after its passage by City Council; and
- (3) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto, including the introduction of any Bills that may be required.

Background:

This report is intended to supplement a companion report respecting a proposed by-law requiring the display of addresses at the rear of properties abutting lanes.

Comments:

The City of Toronto needs a policy regarding the display of street address building numbers. An effective policy respecting the assignment and display of building numbers will have the effect of:

- facilitating the dispatch of emergency service vehicles;
- reducing accidents and impediments to the flow of traffic due to motorists slowing down to search for an address;
- reducing inconvenience to businesses, shoppers and visitors;
- improving the consistency and historical integrity of address-based property records of governments and businesses;
- facilitating the automation of various address-based computer systems; and
- reducing the loss of goods and mail due to incorrect deliveries.

Under the Section 210(12) of the Municipal Act, City Council may pass by-laws:

For numbering buildings and lots along any highway, beach, park reserve or any other property in the municipality that it is considered necessary to number by the council, and for affixing numbers to the buildings and for charging the owner or occupant with the expense incident to the numbering of the lot or property.

Such expense may be collected in the same manner as taxes, and, if paid by the occupant, subject to any agreement between the occupant and the owner, may be deducted from the rent payable to the owner.

Under the current Municipal Act, City Council does not have the explicit authority to pass a by-law requiring owners to post municipal numbers on streets or lanes. However, the section does contemplate the City imposing a numbering scheme and implementing it itself, if necessary. A by-law might therefore be prepared requiring an owner or occupant to post or display their municipal numbers in the required form, failing which the municipality may do so at the person's expense.

Several of the former municipalities have policies respecting the display of municipal numbers:

- Etobicoke district requires a minimum size of 75 mm (Municipal Code);
- Toronto district requires a minimum of 100 mm for single family residential properties and 150 mm for all other properties (Council policy); and
- North York district requires that the municipal number be posted on the wall of the building so as to be clearly visible from the street (By-law 31490).

As a result of the efforts of several departments to automate numerous property based services, it has become evident that a uniform approach is needed to the assignment of municipal addresses to buildings and lots. At the present time, addressing functions are carried out by works, planning, building inspections, information technology, emergency services, tax assessment staff and the public. This has led to a myriad of official and unofficial addresses being used in various databases which degrades the quality of municipal records due to the dubious relationship of an address to its property.

Over the next several months, as part of our business process review and in consultation with the affected Commissioners, we will arrange for the development of a consistent policy respecting the assignment of addresses to buildings and lots and for the transfer of this function to one department.

Finally, the former City of Toronto has the authority to name and rename private streets and lanes and number the buildings or lots along private streets and lanes pursuant to the special legislation that was granted to the former City of Toronto. Similar legislation should be sought for the rest of the new City in order to complete the City's jurisdiction for the numbering of properties abutting private streets.

Conclusions:

The introduction of a consolidated numbering by-law with provision for the mandatory display of house numbers on streets is desirable because of the benefits to community security, vehicular traffic flow, the management of address-based records and computer automated dispatch systems.

The proposed by-law should also apply to private roadways once the appropriate authority is obtained from the Province.

The concerns addressed in this report have been brought to the attention of the Province, which has sought input with regard to amendments to the Municipal Act.

The municipal numbering program should also include a publicity campaign advising residents of the need to post clearly visible numbers on their buildings. We will report on this matter following consultations with the City Clerk.

The essential provisions of the draft municipal numbering by-law are set out in Appendix 'A'.

This report has been prepared in consultation with staff of the City Solicitor's office.

Appendix 'A'

Municipal Numbering By-law

The official record of buildings and lots shall be based on the addressing components of the City's database and property maps. In numbering the buildings and lots, due regard will be given to lot configurations defined under the Registry Systems and the Assessment Act.

The by-law will permit the assignment of a municipal number to buildings and lots.

Posting of Municipal Numbers

It will be mandatory for all owners/occupants of buildings to display authorized municipal addresses on streets and lanes, where an unnamed lane abuts the rear of a property.

Municipal numbers shall be displayed by owners/occupants on a contrasting background.

The numbers shall be a minimum size of 100 mm for single family residential properties and 150 mm for all others at a maximum setback of 15 metres from the roadway by which primary access is gained to the property. Greater setbacks will require larger numbers to be determined from a sliding scale having regard to site constraints, traffic flows etc.

Cost of affixing numbers and directional signage to be recoverable in the same manner as taxes.

Charges for Address Changes

There will be a minimum charge of \$500 for an address change. Full schedule of costs for applications for multiple address changes to be developed.

Effect of By-law

Given that this by-law will impose new requirements upon the owners and occupants of property within the City of Toronto, it is suggested that the by-law be advertised and not come into force until 60 days after its passage by City Council.

Existing By-laws

By-laws respecting the municipal numbering of buildings and lots in former municipalities to be repealed.

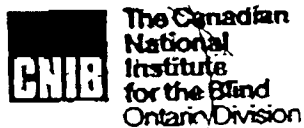
City of Ottawa Civic Addressing Study - Field Observation Summary

Overall Summary

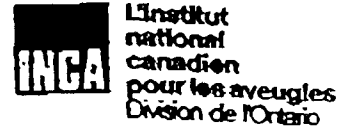
	Number	Percentage of Total*	Percentage of Displayed
TOTAL SURVEYED	739	100.0%	
Total Not Displayed	107	14.5	
Total Displayed	632	85.5	100.0%
Not visible**	221	44.4	35.0
No contrast	90	26.7	14.2
No night visibility	307	58.0	48.6
Indirect illumination	383	51.8	60.6
Direct illumination	36	4.9	5.7
No illumination	213	43.3	33.7

* Total percentages are calculated by adding the total not displayed to the following column not visible, no contrast, no night visibility and no illumination, and then dividing by the total number of units surveyed.

** Includes both those deemed to be not visible and those whose visibility is confusing.



FAX TRANSMISSION



**320 McLeod St., Ottawa ON K2P 1A3
Tel: (613) 563-4021/FAX 563-1898**

6.4 Signage

6.4.1 Character Proportion

Letters and numbers on signs shall

- (a) be sans serif;
- (b) have Arabic numbers;
- (c) have a width-to-height ratio between 3:5 and 1:1; and
- (d) have a stroke-width-to-height ratio between 1:5 and 1:10.

**Table 4
Character Height Dimensions for
Viewing Distances**

Minimum character height, mm	Maximum viewing distance, mm
200	6000
150	4600
100	2500
75	2300
50	1500
25	750

6.4.2 Contrast

Characters and symbols shall be glare free and contrast with their background; either light characters on a dark background or dark characters on a light background shall be used (Figure 48).

6.4.3 Illumination

The minimum level of illumination on signs shall be 200 lx.

6.4.4 Tactile Characters or Symbols

Characters, symbols, or pictographs on tactile signs shall

- (a) be raised at least 0.8 mm;
- (b) be between 16 and 50 mm high;
- (c) if letters or numbers, be sans serif; and
- (d) if wall mounted, have the centreline at a height of 1500 ± 25 mm (Figure 49).

6.4.5 Symbol of Access

If accessible facilities are identified, then the international symbol of access shall be used (Figures 45, 46, and 47).

3-2 Signage

Signs provide essential information to everyone. To accommodate the needs of people who are visually impaired, follow these basic guidelines:

- Keep the information on signs short and simple. Easy-to-understand signs inspire confidence.
- Be consistent in where you put signs. For example, mount signs at the same height throughout the building.
- Use typefaces, colours, and graphics logically and consistently.

Letter size, type style, and distance

Use upper- and lower-case letters. Avoid using all capital letters. It is harder to read all capital letters because they provide less visual information to differentiate letters and give words shape.

We recommend the use of sans serif lettering and Arabic numbers. Helvetica and Univers 55 are good sans serif typefaces.

Avoid very fine type and very thick type. Choose a typeface that is in the regular range.

Table 3-1 gives recommendations for the size of lettering to use in a sign, depending on the distance from which it is to be read.

Table 3-1

Character heights and viewing distance		
Minimum character height	Maximum viewing distance	Examples
200 millimetres	6 metres	station entrance
150 millimetres	4.6 metres	station name, line name
100 millimetres	2.5 metres	train name (viewed from platform)
75 millimetres	2.3 metres	line transfer information
50 millimetres	1.5 metres	route information on display maps
25 millimetres	750 millimetres	doors/rooms
20 millimetres	750 millimetres	washrooms with universal symbol

Location of signs

Place general information and orientation signage at eye level at key decision-making points. In crowded areas, signs can be placed above head level so as to increase their visibility. Tactile signs and signs with braille must be easy to reach and touch.

Sandwich boards and free-standing movable signs should not be used because they are a tripping hazard for people who are visually impaired.

We recommend that enclosed stairwells have signage to designate each floor, consisting of Arabic numerals with the floor number permanently mounted on both sides of the door 60 millimetres inside the stairwell.

Illumination of signs

Sign lighting should not create shadows or glare. Use of matte and non-glare finishes will assist in ensuring a glare-free surface.

The effectiveness of light emitting diode (LED) signage will depend upon the colours chosen and the angle of the sign relative to the general lighting of the area. LED signs should be white, yellow, or light blue on a black background to achieve the best contrast. Red LEDs on a black background are unreadable for most people who are visually impaired, particularly those who are colour blind.

Colour contrast on signs

We recommend that the contrast between the sign board and its background be a minimum of 70% based on the formula for colour/brightness contrast described in Section 2-3 (page 18).

White lettering set on a dark background is generally more easily read by people who are visually impaired than dark letters on a white background.

**PRESENT BY-LAWS
AND POLICIES**

NUMBERING LOGIC

**NUMBERING STANDARD
WALL MOUNTED**

**NUMBERING STANDARD
GROUND MOUNTED**

MUNICIPALITY	Assigned / Admin'd by & Date Signed	Compliance & Enforcement	Starting From	Direction	ODD #	EVEN #	Setback	Colour & Contrast	Size & Height	Size & Orientation	Colour & Contrast	Other
City of CUMBERLAND	Chief Building Officer 13 Feb 78	Law for Non- Compliance (60 Days)										In accordance w/grid system
City of GLOUCESTER	Director of Planning & Development 17 Jul 89 1 Jul 99	Law for Non- Compliance					50 feet	Visible	Min. 3"	From road @ front line 4-6 ft High # on blade min. 2" 2x-sided		Numbering is compatible w/systems used in adjoining municipalities. Visible from street & free of obstruction @ all times.
Township of GOULBOURN	Clerk 6 Oct 86	Law for Non- Compliance (30 Days)	North & east limits of Twp.	N > S 1000- 4300 E > W 5200- 9000	North & east sides	South & west sides						Traditional numbering system: - 4 digit numbering system not used for streets running through village - Villages, Country Estates Divisions - Street in village of Stittsville on the 100-block system Visible from street & free of obstruction @ all times

**PRESENT BY-LAWS
AND POLICIES**

NUMBERING LOGIC

**NUMBERING STANDARD
WALL MOUNTED**

**NUMBERING STANDARD
GROUND MOUNTED**

MUNICIPALITY	Assigned / Admin'd by & Date Signed	Compliance & Enforcement	Starting From	Direction	ODD #	EVEN #	Setback	Colour & Contrast	Size & Height	Size & Orientation	Colour & Contrast	Other
CITY OF KANATA	Corporation 9 Mar 99						Within the road allowance adjacent to abutting lot	Visible and legible				For rural area of the city. Visible from street & free of obstruction @ all times. Alternative accepted (F/D).
CITY OF NEPEAN	Chief Building Officer 26 Sep 96 (amended by By-law 99-98 on 1 Oct 98)	Law for Non- Compliance	See Schedule A of By- Law		North & east sides	South & west sides	On building if less than 50 ft from front lot line, on signpost at front of lot line if building is more than 50 ft from front lot line	Visible and legible, durable and weatherproof	not less than 3"	between 3 ft and 4 ft above ground, 3ft from driveway & edge of property line	white/silver numbering on a reflective green background, double sided	Visible from street & free of obstruction @ all times
Township of OSGOODE	Corporation 7 May 96 (amended by By-law 51-96 on 21 May 96)	Law for Non- Compliance	North & west limits	N > S 1000- 4900 W > E 5000- 9999	North & east sides	South & west sides	45 m /150ft 1 m / 3 ft Residential & Village Areas 30 m /100 ft. From road & driveway 1 m / 3 ft.	Min 4" Different- coloured background	Min. 5' high 5-6 ft. above ground	5"x18" Placed btw 5-6 ft	2x-Sided Min 4" Green Reflect Visible from both directions from road & driveway	Visible from street & free of obstruction @ all times
CITY OF OTTAWA	Department of Planning and Development Co-ordinated with master index 10 Jul 88	Law for Non- Compliance	West of Rideau Canal East of Rideau Canal	Starts @ north & east limit E > W N > S Starts @ north & west limit W > E N > S	North & east sides North & east sides	South & west sides South & west sides						Refer to Street Naming Policy

**PRESENT BY-LAWS
AND POLICIES**

NUMBERING LOGIC

**NUMBERING STANDARD
WALL MOUNTED**

**NUMBERING STANDARD
GROUND MOUNTED**

MUNICIPALITY	Assigned / Admin'd by & Date Signed	Compliance & Enforcement	Starting From	Direction	ODD #	EVEN #	Setback	Colour & Contrast	Size & Height	Size & Orientation	Colour & Contrast	Other
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Township of RIDEAU	Chief Bldg Officer 7 Nov 88 (amended by By-law 51/97 on 11 Aug 97 to install number signs)	Law for Non- Compliance (60 days)		E > W 1000- 4800 N > S 5000- 7850	North & east sides	South & west sides				# on Blade 5cm 2x-Sided 13 x 30cm 2x-Sided 1-1.3m on Post	12 gauge mini U channel Primed/ Painted Green	In accordance w/grid system Visible from street & free of obstruction @ all times Alternatives accepted
VILLAGE OF ROCKLIFFE PARK (Does not have a municipal by-law).												
City of VANIER	Chief Bldg. Inspector 31 Jan 48 (amended on 5 Feb 95 by By-Law 772)	Law for Non- Compliance	Rideau River Beech- wood Ave.	E > W N > S	North East	South West	On building		Min. 4"			Visible from street & free of obstruction @ all times Numbered in such manner that all north & south (and east & west) intersection, the numbers as nearly as possible shall correspond
TOWNSHIP of WEST CARLETON	Corporation 9 Dec 98 (By- law 61-98)	Law for Non- Compliance					From road Max. 3 m. Driveway Max. 2 m.			Min. 3" #'s Post 2' under and 4' above	White on green	Visible from street & free of obstruction @ all times Refer to Schedule A of By-law 61-98 for specifics

RENFREW COUNTY	Municipal staff (Clerk responsible to notify agencies upon new or changed address numbers)	Law for Non- Compliance (60 Days)	South & east of county bound- aries				30 ft	Numerical White/ Silver reflective Rt side of Door 4-6 ft or Rt side of wall if NO door at 5-7 ft Not on Door	Min 4"	4-5.5 ft (1.2-1.7m) Above grade	Reflect Dark Green Background Horizontal 2x-sided	Visible from street & free of obstruction @ all times No duplication of an address New names should: - not be difficult to pronounce - sound different from others Alternatives accepted
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Report J27

Regional Council,
June 25th, 1980.

PCR 21/80

1 STREET NAMING GUIDELINE -
OTTAWA-CARLETON

The Planning Committee has considered the staff report, dated 30 May 1980, which on the basis of comments from and discussion with various municipalities and agencies, has updated the previous guidelines on the process for the naming of streets throughout the Regional Municipality.

The Planning Commissioner's report is:

QuotePurpose

This guideline has been prepared primarily to assist in minimizing the duplication of street names, to standardize the terms used in the naming of streets and to establish guidelines for processing street name changes, throughout the Regional Municipality.

Background

In the early 1960's, the Ottawa Planning Area Board (OPAB) established a street naming system and applied this system to seven of the existing 10 municipalities within the Region. In 1969 the OPAB was dissolved when the Ottawa-Carleton Region was established and the responsibilities for monitoring street name duplications throughout the Region were transferred to the Regional Planning Department.

This Department now maintains an index of approx. 4,000 public and private street names in the Region and provides assistance in naming streets in all new registered plans of subdivision and condominiums. In addition, area municipalities which either name new streets or change existing names by by-law have been checking these names, for duplication with the Department.

In addition to the above, the Department has been required to provide assistance in response to telephone calls from the public, delivery personnel, the Post Office, etc., on the geographic location of new names. This happens because municipal street maps take time to be revised and, in the meantime, new streets have been opened and houses built.

Since this guideline has been in effect now for over 10 years, it was felt that a review should be undertaken and, in this context, the area municipalities and other Departments and agencies were contacted for their suggestions.

Summary of CommentsTransportation Department

No objections.

Works Department

The Works Department strongly endorsed the policy with regard to the elimination of street name duplication. The Department has encountered numerous problems when dealing with emergency service repairs and meter records. As the Department handles servicing Region wide, any duplication regardless of municipality would adversely affect operation.

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Township of Cumberland

No comments received.

Township of Gloucester

No comments received.

Township of Goulbourn

Goulbourn Council endorsed the Regional Street Naming Guideline and recommended two minor phrasing changes. These have been incorporated in the text of the new policy.

City of Kanata

The City agreed that street names should generally not be used if similar in spelling or pronunciation to existing names, but feels that the duplication of names within a specific City or Township should not be prohibited provided that different terms are used (i.e., Kingsford Crescent, Kingsford Court) and further provided that the lot numbering for each street is completely different. Consequently, the City objects to those sections of the guideline which do not suggest the use of the same name with different terms, i.e., Leacock Way, Leacock Drive, nor naming culs-de-sac with a completely different name other than that of the adjacent street.

Kanata Council also disagrees with the strict adherence to the differentiation of the minor streets and culs-de-sac, i.e., Court, Place, Lane, Avenue, Drive, etc. Such rigidity was not in its view deemed to be necessary.

The City does not see any need at this time to adopt a French language street naming system comparable to the English language system nor to assign bilingual terms to all new street names within the City of Kanata.

Several suggestions on phrasing have been adopted in the new policy but because of objections by other agencies to the use of dual names, this was not included in the revised guideline.

City of Nepean

The City endorsed the current street naming guideline but also noted that there was no need for a French language system. A number of rephrasings with regard to the street terms were suggested. These have been incorporated into the new policy.

City of Ottawa

The City of Ottawa concurred with the existing guideline and suggested a few word changes with regards to the street terms. With regard to the French language street names, the City recommended:

- a. that the municipalities develop their own bilingual street name sign policies (which would not include Regional Roads); and
- b. that all street name signs on Regional Roads be bilingual, i.e., rue Smith Street, rue des Soeurs Street.

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Township of Rideau

The Township has no objections but did note that the policy with regard to French language names would not have any relevance in Rideau Township at this time.

Rockcliffe Park

No objections.

City of Vanier

No comments.

Township of West Carleton

The Township in its comments stated that the Regional Planning Commissioner should not be approving the proposed names of streets in the rural municipalities and that the Township did not feel that there would be any conflict if two streets in two different municipalities were duplicated.

City of Ottawa Fire Department

The Fire Department noted that it concurred with the existing guideline, particularly with regard to eliminating duplication of street names through out the Region.

Ottawa Police Force

The Police Department stated that the guideline was very beneficial to the Force in regard to street name duplication.

The use of a different term with the same name, i.e., Heatherington Crescent and Heatherington Road had caused the Force numerous problems when emergencies occurred.

It was also noted that with the use of the Communications Centre which receives emergency calls from a wider radius than the City of Ottawa, elimination of street name duplications on a Region-wide basis should be strongly enforced.

Recommendations

Based on the comments received by the various municipalities and agencies, the Planning Department has revised the previous guideline in order to comply as much as possible with suggestions received and has updated the terms for naming streets so that the newer road configurations may be accommodated.

It is now recommended that the Regional Municipality approve the attached updated Street Naming Guideline for use by the Regional Planning Department in monitoring street names and that it be forwarded to Council for approval.

Unquote

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Discussion

The Committee, in discussing the report's proposals, was informed by Councillor M. Wilkinson that the City of Kanata did not agree nor intend to follow the suggested limitation on the use of identical names with different terms (see item 4, page 6, Terminology), where this applies to streets forming internal clusters. While this may pose a problem, in other circumstances, in cases such as this, the names were part of a strong identity within the cluster and did not present problems in terms of street numbering or locational considerations.

While staff did not agree altogether with this position, it was pointed out that the guideline did not eliminate the practice but merely discouraged its use. If the Municipality found the system workable, there was nothing to stop it from going ahead and using these terms in this manner.

Further to this, there was discussion on the necessity to avoid duplication of names in the villages and hamlets outside the major urban areas. It was suggested that there were a number of names commonly used, that were at different postal addresses, which could be duplicated without creating problems. The Committee, however, did not endorse a motion to the effect that municipalities, outside the areas being generally provided with Regional services, should retain a separate street nomenclature system.

After reviewing these and other relevant points, the Committee agreed that there was no problem if the guideline was applied with discretion and intelligence, and providing that it is understood that the staff recommendations are precisely interpreted, as worded. While the Region can impose a decision in circumstances where confusion will obviously arise, the guideline is flexible and staff is aware of the need for a modicum of discretion in its application.

Planning Committee Recommendation

The Planning Committee, on the advice of the Planning Commissioner, and in the light of the foregoing discussion, RECOMMENDS, that Council approve the attached updated Street Naming Guideline for use by the Regional Planning Department in monitoring street names. (see pages 6 - 8)

Regional Council,
June 25th, 1980.

Report 327
PCR21/80

STREET NAMING GUIDELINE
OTTAWA-CARLETON REGION

New Street Names

1. Street names (both public-private) proposed by the area municipality or the developer prior to their formal adoption shall be filed with the Regional Planning Department for reference to the Master Street Name Card Index—thus avoiding, where possible, duplication with existing street names on a Region wide basis. The use of names which are similar in spelling or pronunciation to existing names will also be discouraged. Partial repetition may be accepted as in the case of a double-term name, i.e. Lord Elgin St.
2. A limited list of available street names not duplicated elsewhere in the Region will be maintained by the Regional Planning Department for use by the developer or area municipality in selecting new names and assistance will be provided if requested in developing "theme" names or researching historic names.
3. Consideration shall be given to perpetuating local historical names wherever possible in selecting new names.

Terminology

4. The use of identical names with different terms, i.e., Caddy Crescent, Caddy Court, Caddy Avenue, is to be discouraged
5. Over used prefixes or suffixes are to be discouraged, i.e., Meadowvale, Meadowlands, Meadowbank.
6. Bays, "brows" or indentations, where the orientation of lots is to the principal street, are not to be assigned a separate name but rather are to have the same name as the principal street and are to be numbered continuously. However, in special circumstances a separate name may be assigned provided that the municipal numbering is completely different from the adjacent street.
7. A cul-de-sac is to be assigned a name completely different from that of the adjacent crossing street.
8. The terms for naming streets should be attempted to be standardized as follows:

Highway, Expressway, Freeway: - provincial highways and any high speed, limited access facility with grade separated interchanges.

Road: - major through route; generally of a rural character.

Line, Base line, Front, Forced road, Side road: - rural applications only.

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Parkway: - a facility of Regional significance characterized by extensive landscaping, controlled access, grade-separated interchanges and moderate speeds.

Driveway: - a scenic route characterized by extensive landscaping, controlled access at grade intersections and low speeds.

Boulevard: - arterial or collector street characterized by a broad landscaped median.

Crescent: - a non-collector loop street which intersects with the same street at both ends.

Mall, Walk, Promenade: - a pedestrian access; vehicles prohibited or restricted.

Trail: - historic routes only.

Circle: - a loop street, generally of a "P" shape.

Court, Place, Bay, Alley, Key, Gate: - short cul-de-sac.

Lane: - short, minor street, not a cul-de-sac..

Street, Avenue: - through street which is not better described by one of the above terms.

Way, Drive: - generally characterized by curvilinear collector or through street.

Centre, Fair, Gardens, Gate, Green, Grove, Heights, News, Park, Ridge, Square, Terrace: - may be used where appropriate for short, minor residential streets, including culs-de-sac.

Existing Duplicated Street Names

9. A list of the existing duplicated street names will be maintained by the Regional Planning Department. Action need not be taken to change these names unless problems arise at which time the Regional Planning Department will liaise with the area municipality(s) with a view to overcoming the problem.

Street Name Changes

10. Area municipalities proposing to change an existing local street name by by-law are requested to file the name(s) with the Regional Planning Department for reference to the Master Card Index prior to enactment--thus avoiding duplication with existing street names. Discontinued names are not to be reused for a period of at least three years.

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11. Area municipalities will continue to be responsible for the processing of all local street name changes including--advertising, public meetings, letters to local residents, street sign construction, etc.--all of which is the current practice.
12. The Regional Municipality will be responsible for the processing of all Regional Road name changes including--advertising, public meetings, letters to local residents, street sign construction, etc., and will liaise with the area municipality staff and elected representatives in the selection of new street names for Regional Roads.

Bilingual Street Naming

13. Area municipalities are encouraged to develop and adopt their own bilingual street name guidelines as required and shall clear the name(s) for duplication purposes as set out above.
14. New street names entirely in French should avoid duplication with existing names and as well, the English translation should not be duplicated; i.e., "rue des Erables" although not duplicated elsewhere in French, should not be used since "Maple Street" is a duplication.
Street Name By-laws
15. All area municipalities are requested to file with the Regional Municipality a copy of any street name by-law indicating the by-law number and date of enactment. This information will be transferred to the Master Card Index for future reference.

<u>FRENCH</u>	<u>ABBREVIATION</u>	<u>ENGLISH</u>	<u>ABBREVIATION</u>
Avenue	av.	Avenue	Ave.
Boulevard	boul.	Boulevard	Bld.
Rue	rue	Court	Crt.
Rue	rue	Crescent	Cres.
Promenade	prom.	Drive	Dr.
Rue	rue	Heights	Hghts.
Ruelle	ruelle	Lane	Lane
Place	place	Place	Pl.
Chemin	ch.	Road	Rd.
Rue	rue	Street	St.
Terrasse	terr.	Terrace	Terr.
Piste	piste	Trail	Trail
Sentier	sentier	Walk	Walk
Allée	allée	Way	Way

CARDINAL POINT DESIGNATION

Nord	--	North	--
Sud	--	South	--
Est	--	East	--
Ouest	--	West	--

MINUTES

SUB-COMMITTEE ON CIVIC ADDRESSING

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

BOARD ROOM #1, COUNCILLOR'S OFFICE

28 OCTOBER 1999

10:00 A.M.

PRESENT

Members: R. Cantin, P. McConnell, A. Ucke*, P. Couillard, R. Maxwell,
D. Brousseau, G. Mills

REGRETS T. Cameron, R. Lavictoire

* *In place of L. Donaldson*

The Sub-committee welcomed Gord Mills, Cumberland Fire Chief and Anita Ucke from City of Kanata By-law Enforcement to the meeting.

Councillor Cantin advised that he had reported to the Advisory Committee and the Board and they were pleased with the progress made by the sub-committee.

The committee briefly discussed whether they could or should be suggesting changes now, in view of the fact the governance issue may change things. It was suggested the group could at least suggest what they are hoping to achieve, conveying to the public that proper civic addressing is to everyone's advantage. Others suggested the Region prepare a media release or public service announcement stating that while it cannot be enforced, people should at least know what they have to do to ensure emergency services can find them. Conversely, some members maintained the public should simply be told what the standard is and why. Councillor Cantin felt there was a need to develop something that, while it may not be a Regional by-law, has the same elements in it so it will still be appropriate despite what the new government structure might be.

P. McConnell opined that visibility is the main problem and it was agreed this then becomes an enforcement issue and therefore a planning issue. There was some

general discussion about where people put their numbers and how difficult it is to change their habits.

It was suggested that people can be told to meet the criteria with respect to having their address visible and give them the flexibility to do it on their own. However, G. Mills opined that this is subject to interpretation, adding that the distance from the street should determine where the sign blade/house number is installed.

R. Maxwell opined that its not just the responsibility of a resident, but also that of the area municipality because they should take steps to ensure street signs include number ranges. Builders should also assume some responsibility. G. Mills suggested it would be helpful if the standard for civic addressing was included as part of a subdivision agreement; this would mean that only existing homes would have to be examined with respect to improving their current addressing. It was confirmed that house numbers must be installed as part of an occupancy permit, but this is not being enforced.

P. Couillard added that whatever the committee decides upon, it can only be a "suggestion" and cannot be enforced. He went on to state that it depends on the municipality whether the by-law is enforced, adding that sometimes it is difficult to enforce a by-law because the public may not understand what compliance is i.e. people are not clear on what they are supposed to do. A. Ucke suggested that if people are going to be told to meet a standard, it would be to the advantage of enforcement to be very specific so there is less room for subjectivity.

D. Brousseau suggested drafting an action report, setting out what the committee feels would best frame a comprehensive by-law. He advised that he would contact other cities which may be able to provide some helpful information and suggested members gather whatever they can from other regions/municipalities across Canada which may have gone through this process, in an effort to learn what they have done or what they tried to do with respect to civic addressing. These examples can be forwarded to himself or the Committee Co-ordinator. He suggested that whatever information is gathered from that research, can be built into what the committee can use.

Members agreed with this strategy and P. Couillard suggested that based on the information already compiled by the working group i.e. the chart showing the breakdown of municipal civic addressing by-laws, the sub-committee can establish standards based on what the majority of those municipalities do. He reiterated that enforcement will be the responsibility of the area municipality.

The committee agreed that the working group, consisting of Ross Maxwell, Peter Couillard, Richard Lavictoire and Don Brousseau would meet when information has been received from other cities and based on that and existing municipal by-laws, develop a comprehensive by-law which can be brought forward to the sub-committee for review. Following this, the sub-committee will report to the 9-1-1 Management Board at its next meeting. At the same time, copies can be distributed to the Advisory Committee members, with a request that they provide any comments by the time the Board meets in February. Concurrently, the comprehensive by-law should be sent to the area municipalities indicating this is what the emergency agencies have developed and seeking their concurrence.

ADJOURNMENT

The meeting adjourned at 11:00 a.m.

MINUTES

SUB-COMMITTEE ON CIVIC ADDRESSING

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

CAUCUS ROOM

13 JANUARY 2000

10:30 A.M.

PRESENT

Members: R. Cantin, C. Bordeleau, D. Brousseau, P. Couillard, P. Gallant,
R. Lavictoire, R. Maxwell, P. McConnell, G. Mills

REGRETS

L. Donaldson

MINUTES

The Sub-Committee approved the Minutes of 5 August and 28 October 1999 as submitted.

The committee welcomed Charles Bordeleau and Paul Gallant from the 9-1-1 Bureau. Inspector Bordeleau replaces Ty Cameron as the Bureau Manager and Staff Sergeant Gallant will be replacing Staff Sergeant Peter Couillard.

1. WORKING GROUP DISCUSSION PAPER
- Working Group report dated 11 Jan 00

The sub-committee considered the Working Group's paper which detailed the efforts of that body and the sub-committee over the past several months. D. Brousseau provided a brief introduction and synopsis of the information he had collected from various cities and organizations in Ontario. He remarked that few of those had any detailed information and most have only done studies. He indicated that it is difficult to separate civic addressing from street naming because they are intrinsically connected. He commented that the sub-committee should examine the legislation and authority that would have to be put in place to administer this by-law and, in this regard, suggested that staff from the Legal Department should be involved as he did not want to overstep their boundaries.

With respect to the last comment, Councillor Cantin opined that the new City of Ottawa will have the authority in 2001, but D. Brousseau clarified that it is an issue of whether, under the Municipal Act, the Region has enough directive to do certain things. For example, at the present time, the City of Ottawa cannot change address numbers without certain authority because that would leave the municipality liable for damages. He went on to state that currently, if the city changes the address number of a business, it has to compensate for any losses with respect to letterhead displaying the new address et cetera. However, he believed that with the creation of the new city, that government should have the authority to make those changes without having to provide compensation and without incurring any liability. He stated that the numbering and naming/renaming of buildings is something the municipality can do and therefore, there is a need to have the legislation and ensure it be in the by-law.

The committee noted that as soon as the new city is official, there will be street name duplications.

Councillor Cantin suggested sending a strong message to the Transition Team through the 9-1-1 Management Board that this is an issue that needs to be addressed. He suggested providing examples of duplication, as well as the problems encountered by one continuous street having more than one name e.g. Wellington-Rideau-Montreal, Somerset, Wellington, Richmond.

P. Couillard provided the committee with the following example of the problem associated with duplicate street names and addresses. An alarm company received a call and officers were dispatched to 5511 Main Street in Osgoode, but realized after the fact that they should have gone to 5511 Main Street in Rideau. This illustrates where there are identical addresses in two different municipalities, and the alarm company did not know which municipality the call was from. Even with the amalgamation, the Staff Sergeant opined that similar problems will continue to occur.

D. Brousseau suggested that once recommendations have been made with respect to the criteria, a special project to be undertaken would be to examine all the duplication of street names across the Region.

R. Lavictoire reminded members that if the new city is going to implement PERS, there is an automatic requirement to eliminate all duplicate addresses and street names. He added that in other municipalities which were affected by restructuring,

their answer was simply to add the name of the previous town/city to the street sign where a duplicate existed in another municipality e.g. Winchester - Main Street.

R. Lavictoire indicated that the 9-1-1 Management Board will have to submit this paper to the Transition Team, with the suggestion that the changes should be all-encompassing, or not at all. Councillor Cantin agreed and suggested that should be the sub-committee's strong recommendation to the Management Board. He recognized the need to "sell" this, keeping in mind the ramifications if this issue is not addressed.

C. Bordeleau suggested embarking on a joint submission with other departments that are affected by the restructuring such as planning departments. Councillor Cantin indicated that planning has the authority and responsibility to assign addresses and numbers. However, it is when roads are extended where problems occur and those are the types of things the sub-committee is striving to eliminate. He indicated that language is also an issue because the name of the street must be easy to pronounce. He suggested the committee could identify potential issues and present them to the Board next month for consideration and recommendation to the Transition Team as soon as possible. He made reference to changes that will have to be made for those living in municipalities outside of Ottawa i.e. new letterhead to illustrate the new city. He suggested the Transition Team should be apprised of the risks involving doing this, as well as the consequences of not doing it.

When someone suggested bringing this forward to the 9-1-1 Advisory Committee, Councillor Cantin believed that the public would like to move quickly on this and that committee can be advised of the decisions taken by the sub-committee, without having to seek further direction.

With respect to the suggestion of providing examples, G. Mills advised that coroner's inquests could be used to illustrate what went wrong with the numbers or address names, et cetera.

P. Couillard stated that the three issues that need to be addressed are: visibility, sequential numbering and no duplication. He noted that the "Hard to Find is Hard to Help" campaign was running again, but believed it is not enough to solve the problem because there are still buildings/homes which do not have a clearly visible address.

Councillor Cantin suggested the Co-ordinator format the report to adhere to the RMOC standard, and include the comment that the 9-1-1 Advisory Committee asked that this be addressed. Further, each recommendation should be highlighted and appropriate examples be attached as an appendix to support the urgent need to

proceed with this issue. He further suggested that the background include reference to the fact that with the municipal restructuring, more than half the residents of Ottawa-Carleton will have to change their address and this is as good a time as any to implement this civic addressing by-law. He suggested that the report be distributed to members of the Advisory Committee at the same time it is goes to the Board.

G. Mills suggested the report also include reference to the fact that since 9-1-1 was first implemented in Ottawa-Carleton, this has been the first opportunity to clean this up.

D. Brousseau suggested creating a task force to look at the issue of street name duplication. Councillor Cantin suggested getting a list of all streets in the Region and reviewing them with the aim to identifying all duplicate street names. D. Brousseau suggested the sub-committee should still examine that list and make recommendations for changes as appropriate. The councillor suggested this may more appropriately be the next step in this process.

The question was raised about which duplicate street names would have to get changed and how that decision would be made. P. McDonnell opined that for historical or other reasons, each municipality would undoubtedly want to retain that street name as their own. Councillor Cantin opined that the criteria for a need for change is quite simply: safety and security. He suggested that the sub-committee should also suggest to the Board that a street have the same name from beginning to end.

Councillor Cantin suggested that a task force could be established to examine the issues noted above. He did not believe a deadline should be applied to complete this task because this is being driven by problems encountered by emergency services and they will require an appropriate length of time to ensure it is done right the first time. He added that the move to PERS is driving this issue too.

When questioned whether this is a problem for the Bureau, P. Couillard indicated it was not, but once the downstream agency gets the call that is where the problem occurs. It could be a problem however, if the 9-1-1 operator transfers the call to the wrong agency. As referenced in his earlier example, it is bad enough an alarm company did not know in which municipality the call was from, but it could very well happen to a visitor who does not know where they are when they call for assistance.

P. McConnell suggested that the committee not forget that visibility is the main issue.

G. Miller suggested that the committee decide on a colour for sign blades - not to say light on dark or vis versa. They should be white on blue or white on green. The committee agreed with this direction.

With respect to the problems associated with visibility of address numbers, P. Gallant questioned whether historical data could be obtained from other municipalities where this has been a problem. He believed such information would help support the committee's position. R. Lavictoire indicated that all the rural municipalities would be examples because they have adopted the sign blade for their municipal addressing system.

Councillor Cantin suggested the report be presented to the 9-1-1 Management Board as a "draft" on 4 February, and the sub-committee should strongly recommend that the Transition Team be apprised of the Boards' concerns, as well as the urgency of addressing this issue as quickly as possible. He further suggested that the report to the Board include examples of street names which are repeated across the Region, as well as identifying those roads which have physical blockages, such as streets that run both sides of the Queensway.

P. McConnell suggested the sub-committee also contact other municipalities which have been or are in the process of being amalgamated, with a view to seeing what they have done with this issue. Examples cited were Chatham-Kent and Kingston.

R. Maxwell questioned whether emergency vehicles use the lanes which run between two streets and if so, should these be considered for addressing. From a police perspective, C. Bordeleau advised that the only time back addresses would be helpful is in townhouse developments where officers are sometimes on foot. D. Brousseau suggested that if the address is not visible from the main street and there is access from another lane, then part of the criteria should be that the back of the property be numbered as well. He asked members to provide examples to attach to the report before it goes to Management Board.

C. Bordeleau suggested identifying the complaint issue and from there, the problems can be identified.

ADJOURNMENT

The meeting adjourned at 11:45 a.m.



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Monday, February 07, 2000

Region of Ottawa-Carleton
9-1-1 Management Board

The Central Ambulance Communication Centre and the Ottawa-Carleton Ambulance Services recognize the problems related to addressing.

This letter is to give recognition to this problem and at the same time to endorse the 9-1-1 Management Board approach in trying to resolve the issues. Proper civic addresses are detrimental to the ambulances in locating residences where life and death situations occur and time is of essence.

With the re-structuring of Ottawa-Carleton to one city, the timing is proper. We have to eliminate duplications, look at the numbering scheme and any other recommendations that shall provide a positive outcome.

Should you require additional information, feel free to contact this office.

Richard Lavictoire
Manager
Ottawa CACC

c.c. Regional Office of Eastern Ontario

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