

**PRIORITIES COMMITTEE MEETING OF
AUGUST 9, 2006 - ITEM 4**

**DRAFT STREET NAMING AND
NUMBERING BY-LAW AND POLICY**

BY-LAW 2005-277

**A BY-LAW OF THE CITY OF GREATER SUDBURY TO
ADOPT A STREET NAMING AND NUMBERING POLICY**

WHEREAS the Council of the City of Greater Sudbury wishes to adopt a Street Naming and Numbering Policy;

**NOW THEREFORE THE COUNCIL OF THE CITY OF GREATER SUDBURY
HEREBY ENACTS AS FOLLOWS:**

1. The Street Naming and Numbering Policy attached hereto as Schedule "A" and forming part of this By-law is hereby adopted.
2. This By-law repeals By-law
3. This By-law shall come into force and take effect immediately upon the final passing of same.

READ A FIRST AND SECOND TIME IN OPEN COUNCIL this day of , 2005.

_____ Mayor

_____ Clerk

**READ A THIRD TIME AND FINALLY ENACTED AND PASSED IN OPEN
COUNCIL** this day of , 2005.

_____ Mayor

_____ Clerk

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City of Greater Sudbury **Street Naming and Numbering Policy**

Purpose

The City of Greater Sudbury wishes to adopt a policy and procedures for the naming and numbering of municipal addresses.

Background

The naming and numbering of civic addresses is a City responsibility. This process is normally carried out as part of lot and subdivision creation.

Under the *Municipal Act, 2001*, S.O. 2001, c. 25, a municipality is required to pass a specific by-law to name or rename a public highway. Municipalities are also given the power to name private roadways without assuming these roadways for public use.

Roadways and property lots are normally created through the registration of plans of subdivision, or by approval of severances. Civic numbers are then allocated to these lots by the City's technical services section, and issued to the owner of the property at the time of the issuance of a building permit. The allocation of new municipal addresses may also occur as part of the renaming of existing streets.

Prior to the creation of the City of Greater Sudbury, each of the previous seven area municipalities were responsible for allocating street names and allocating numbers to lots along streets. Many of these municipalities had various processes and by-laws for the allocation of street names and addresses. This work is now carried out through the City's Technical Services Section.

With no formal integration of street naming policies in these previous municipalities, there arose both duplication of street names, and variation in the street numbering systems.

With the incorporation of the City of Greater Sudbury, there is now an opportunity and a requirement to unify and standardize all existing by-laws and procedures, made urgent as a safety measure.

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Problems Associated With Duplicate Names

A street name and lot or building address for a specific geographic location is the linchpin municipalities and organizations around the world use in linking, storing and manipulating data. The duplication (and higher-number replication) of names created with the repeated amalgamation of the previous 33 municipalities now forming the City of Greater Sudbury, as well as differences in numbering protocols, has had a substantial and severe ripple effect.

The lack of uniqueness of a street name can cause confusion, frustration, and time loss. In emergency situations this can mean the loss of valuable seconds, if not minutes or longer, in the response time by emergency vehicles. This is a major concern for all Emergency Services, both those under the City's control, and those provided by other utilities, agencies, or Ministries.

Problems Associated With Numbering

Variations in numbering and methods of numbering do lead to confusion. The following is one example where the variation in the civic numbering system creates confusion. Along the east side of an existing residential street, the houses are numbered 2122, 2130, 1134, 2099, 2101... On this same street, directly across from house number 2130, is house number 2094. This form of civic numbering inconsistency occurs when address numbers are assigned using various conventions.

Confusion in street numbering could and has led to delays in emergency response. All emergency service organizations have a major stake in responding to a crisis situation in a timely manner. Discussions with the Greater Sudbury Police Communications Supervisor revealed that there are serious concerns with the problem of variations in house numbering conventions. Street addresses are so important that the section of the *Municipal Act 2001* which allows municipalities to "establish, maintain and operate a centralized communication system for emergency response purposes" (9-1-1 service), allows municipalities to enter and affix civic numbers to private buildings. Visible and consistent street numbering is a major factor in an emergency response system.

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Themes

The literature indicates that municipalities applied many various conventions to allocate street names and civic numbering. The street naming conventions range from names based on themes to formal alphabetical requirements. We see this form of theme naming in the Moonglo development with names such as Telstar and Moonrock. In the Brossard part of Longueuil, Quebec, the streets in each area start with the same letter. In other municipalities sequential numbers and letters are used for street naming.

POLICY STATEMENTS

Street Name Criteria

Names must not be duplicated within the City, or which sound similar or have similar spelling (*Ellen Street, Helene Street*). Duplicate names with the same parent name but different designation should also be avoided (*Smith Street, Smith Road*), unless they are linked by geography and non-confusing (*Smith Court* or *Smith Lane* could be permitted if they front on *Smith Street*.)

Names should not be confused with a designation (*Southpark Court, Avenue Road, Circle Drive*). Cardinal directions cannot be used as a street name.

Roadways should not have a directional component differentiating one street separated by a major roadway (*Red Deer Lake Road North, Red Deer Lake Road South*).

Street names that are numerical must be spelled out as opposed to using numbers (*Fifth Avenue*, not *5th Avenue*).

Any names that do not fall within the guidelines should be brought to the Committee for review.

Style

Street names should be unique or sufficiently distinguishable as to minimize confusion during emergency calls.

Street names must not be frivolous or in poor taste.

Street names should not be complicated. Street names should not have unconventional spellings, except for historical purposes.

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Commemorative Street Naming Principles

Street names honouring individuals should be unique, distinctive, and meet the street name requirements as set out in this report.

Commemorative street names should be understandable, recognizable and explainable to the citizens of the City, and should respect the values of all members of our community.

Naming requests for commemorative street names should come from community groups, or organizations, not individuals. Commemorative street names should reflect and respect the history, heritage and culture of the community.

Commemorative street names should reflect an individual's or organization's significant contributions to public life in general, and to the City of Greater Sudbury in particular. Names should not be used which could be regarded as an advertisement for a specific product, service or company. Names which duplicate common facility names should be avoided.

With concurrence of the Legion, street signs for streets named after veterans or battles Canadians fought, are to be marked by a poppy to give honour 365 days a year, in order to honour and commemorate those who sacrificed so much for all Canadians.

Names of specific living individuals should be avoided, unless in exceptional circumstances, with the approval of Council. When naming a street after an individual, every care should be taken to ensure that the name selected reflects an individual of such extraordinary prominence and lasting distinction that no other individuals, families or organizations can come forward and suggest alternative names.

All requests for commemorative street names should be submitted in writing, and shall include the rationale for the proposed name. In the case of a proposal to honour an organization or individual, documentation of the individual or group's record is required. Letters of support from appropriate organizations and individuals that provide evidence of substantial community support for the proposed name are required.

All requests will be forwarded to the technical services section for review within the framework of this policy. As part of the review, staff will ensure that the contributions of an organization or individual are well-documented and broadly acknowledged within the community.

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All requests for naming will be circulated to stakeholder groups, including all emergency responders, for comments.

Where the naming request is substantiated and has documented support by the community, it will be brought forward in an option package for City Council's consideration, either for inclusion in the City's Approved Street Name List, or for a change of a street name.

Approved Street Names

To assist in addressing the problems associated with duplicate street names, staff has collected names that occur in other municipalities and from other sources, and that do not exist within the City of Greater Sudbury. This list should be adopted by Council from time to time as the approved list of street names.

This list of approved street names should be used in the development of any plan of subdivision, but subdividers are encouraged to develop their own themes and suggested names.

Street Name Changes

The City of Greater Sudbury has streets that cross old municipal boundaries and change names. As an example, *St. Laurent Street* becomes *Valley View Road* at the old municipal boundary, mid-block. This should be avoided where possible. If a street name change is inevitable, the change of street names must occur at an intersection, not mid-block.

Names and Street Function

Having industrial traffic entering a residential area due to the street name should be discouraged. Generally, a street should have one name throughout its entire length. In new subdivisions, sections of a street that changes function, from an industrial roadway to a residential street at clearly defined locations, such as at an arterial or collector roadways, should be given unique names.

Non-Continuous (Broken) Streets

Ideally, streets are developed as part of one plan of subdivision. When streets are extended or will be extended due to an expansion of the subdivision, or the creation of an adjacent subdivision, discontinuity of a named street can occur. Topography also plays a major role in breaking named streets into different sections.

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Where road sections are permanently separated by a gap or will not be linked into one continuous roadway in the foreseeable future, consideration should be given to choosing a unique name to each portion of the street. If it is to be expected that the gap will be completed within a few years, the broken streets may be allowed to remain, but the numbering of houses should anticipate the completion.

Private Access

There exist many developments and properties that share accesses over private roadways and lanes. This creates confusion in addressing and locating properties. The creation of street names for the private roadways or lanes would allow for efficiently locating houses and buildings by emergency services as well as the public.

It is recommended that all private driveways, or laneways that serve as the only public access for two or more properties shall be named. Laneways that do not serve as the only public access for a property should not be named.

It is recommended that all street signs for these named roadways be designated private. Private road Street names shall have the street name signs, and an appropriate designation such as Private Road on the sign or directly below the street name sign. This is to inform the public that a named roadway is private and is outside municipal responsibility.

Designations

Roadways are designed and constructed with specific functions in mind. Primary arterials such and *The Kingsway* and the *Notre Dame Avenue/Paris Street* corridor have as their primary function the movement of a large number of people and goods between areas within the City of Greater Sudbury. Arterials also tie the City of Greater Sudbury to the Provincial highway network and the outside world. They are designed to carry high volumes of traffic at high speeds.

Conversely, roadways with the designation "lane" are normally designed to serve as secondary access to abutting properties, and are generally narrow, normally with enough space for only one vehicle to travel at a time.

The City of Greater Sudbury shall formally allocate prefixes to street names based on roadway function and design.

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Street Classifications

1. Arterials

Avenue/Ave - A wide public roadway normally lined with trees or other ornamentation that extends over more than one area.

Boulevard/Blvd - Major roadway that connects two or more areas within the City and/or to the provincial Highway network, and can be constructed with boulevard or median ornamentation.

Drive/Dr - A roadway designed to carry higher volumes of traffic, or to join two or more areas within the City, or areas to major arterials.

Highway/Hwy - Provincially-designated roadways that connect towns or cities.

Parkway/Pky - Major transportation corridor that extends over more than one area of the City of Greater Sudbury, and is in a park-like setting.

Road/Rd - A roadway whose main function can be either that of an arterial roadway or a local street.

Street/St - A public road whose main function can be either that of an arterial roadway or local street.

2. Minor Roadways

Alley/Alley - A narrow roadway with the same functions as that of a "Lane", often private.

Hiérarchie des routes

1. Artères

Avenue/av - Une large voie publique longée d'arbres ou d'autres ornements, qui s'étend sur plus d'un secteur.

Boulevard/boul - Une route majeure parfois longée d'accotements et dont les voies peuvent être séparées par des terre-pleins, reliant au moins deux secteurs de la ville entre elles ou au réseau de routes provinciales.

Promenade/prom - Une route conçue afin d'accueillir un plus grand volume de circulation ou qui assure la liaison entre au moins deux secteurs de la ville, ou qui les relie aux artères majeures.

Route/rte - Une route désignée par la province reliant des villages ou des villes.

Parkway/parkway - Une voie de communication majeure qui s'étend sur plus d'un secteur du Grand Sudbury, et qui est située dans un environnement naturel.

Chemin/ch - Une route dont la fonction principale est soit celle d'une artère ou d'une rue locale.

Rue/rue - Une route publique dont la fonction principale est soit celle d'une artère de circulation ou d'une rue locale.

2. Routes secondaires

Allée/allée - Une route étroite, souvent privée, ayant les mêmes fonctions qu'une ruelle.

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Circle/Cir - A roadway that completes a loop on itself; this designation can be used for a private roadway.

Court/Crt - A short residential street that is often closed at one end or joins two adjacent streets.

Crescent/Cres - A curved or arc-shaped roadway, especially one that opens onto the same street or adjoining streets.

Gardens/Gdns - Usually applied to private roadways, but can be applied to minor roadways with noticeable vegetation.

Gate/Gate - A short roadway, being the main access to a subdivision. This designation can be used for cul-de-sacs or roadways to private developments.

Green/Green - A residential roadway or cul-de-sac usually having adjacent open space.

Grove/Grove - A residential street normally located near water or a wooded area.

Heights/Ht - A roadway located on a hill or escarpment.

Hill/Hill - A roadway that services abutting properties, located on a hill or rise.

Lane/Lane - A narrow roadway usually servicing the back of properties; this designation can be used for residential roadways, normally in a rural setting.

Cercle/cercle - Une route qui forme une boucle; on peut également employer cette appellation pour désigner un chemin privé.

Cour/cour - Une courte rue résidentielle, souvent sans issue à un bout, ou qui relie deux rues voisines.

Croissant/crois - Une route en courbe ou en arc, qui donne ordinairement sur la même rue ou sur des rues voisines.

Jardin/jardin - S'applique ordinairement aux chemins privés, mais peut désigner une route secondaire aménagée le long d'une végétation visible.

Gate/gate - Une courte route, étant la voie d'accès principale à un lotissement. Cette appellation peut également désigner un cul-de-sac ou la voie d'accès à un lotissement privé.

Green/green - Une route ou un cul-de-sac résidentiel généralement attenant à une aire ouverte.

Bosquet/bosquet - Une rue résidentielle qui se situe ordinairement près de l'eau ou d'une zone boisée.

Hauteurs/haut - Une route située sur une colline ou un escarpement.

Côte/côte - Une route qui dessert des propriétés attenantes, située sur une colline ou un coteau.

Ruelle/rle - Une route étroite qui dessert ordinairement l'arrière des propriétés; cette appellation peut aussi désigner une route résidentielle, ordinairement en milieu rural.

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Line/Line - A rural roadway, generally along a Lot or Concession line.

Mews/Mews - A residential street.

Montée/Mtée - A roadway usually located on a hill or escarpment.

Place/Pl - A roadway normally associated with a relatively open area such as a public square or a short street.

Plaza/Plaza - Normally applied to private roadways or developments. This designation can be used for public roadways, especially ones associated with open areas.

Row/Row - A residential street, often containing row housing.

Trail/Trail - A winding or curving route, normally through the countryside.

Terrace/Ter - A roadway usually located on a hill or escarpment. This designation can also be used for a private residential cul-de-sac.

View/View - A roadway that serves abutting properties, is on an elevated topography, and offers a view.

Way/Way - A roadway designed to serve abutting properties, and may change compass direction from time to time.

Rang/rang - Une route rurale qui suit ordinairement une ligne de lot ou de concession.

Mews/Mews - Une rue résidentielle.

Montée/mtée - Une route généralement située sur une colline ou un escarpement.

Place/place - Une route ordinairement associée à une aire relativement ouverte, telle qu'une place publique, ou une courte rue.

Plaza/plaza - Désigne ordinairement une route ou un projet d'aménagement privé. Cette appellation peut également désigner une voie publique, surtout si elle est associée à un espace ouvert.

Rangée/rangée - Une rue résidentielle, souvent bordée de maisons en rangée.

Sentier/sent - Un chemin sinueux ou en courbe, ordinairement en campagne.

Terrasse/tsse - Une route généralement située sur une colline ou un escarpement. Cette appellation peut également désigner un cul-de-sac résidentiel privé.

Perspective/persp - Une route qui dessert des propriétés attenantes dont le relief est haut, et qui offre une vue sur le paysage.

Passage/pass - Une route conçue pour desservir des propriétés attenantes, qui peut changer de direction de compas de temps à autre.

It should be noted that there are many more designations than that described. Canada Post has a bilingual list of 149 street designations. The list supplied above should be used as a base, but not an exhaustive list, and any additional designation should be evaluated for its appropriateness for the roadway being named.

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Bilingual Status

The City of Greater Sudbury has a policy that fosters its bilingual heritage. The following is the appropriate passage relating to signing.

“Signage and Other Identification”

Signage produced by or for the City of Greater Sudbury and intended for public viewing shall be in both official languages or shall make use of international symbols (icons)."

In furtherance of this policy, all names associated with public roadways or private roadways should be legally designated with appropriate designations in both official languages, and all street name signage should include the abbreviated designations.

Any and all new or replacement signage shall be bilingual.

First Nation and Multi-Cultural Heritage

The City of Greater Sudbury is proud of its First Nation and multi-cultural heritage. The selection of new names for streets or replacement names should reflect this heritage wherever possible. If a name is to be replaced, it should be replaced with a name that continues the original ethnic heritage already there. New names in portions of the City should reflect the ethnic make-up of that community so that Finnish names, for example, are used in areas where those of Finnish descent may be numerous.

Use of Designations

Many City street signs do not contain designations. As these are replaced from time to time, they should be replaced with signs containing the full designations, in order to assist in location finding and addressing (*Bessie Avenue*, not just *Bessie*).

Font Selection and Backgrounds

The former municipalities now forming part of the City of Greater Sudbury have had numerous font sizes and colour schemes for the street naming signs. Those are becoming consistent over time, but are not to be undertaken as a special project. Font

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size is to be large and legible, and consisting of both upper case and lower case letters. Designations such as “st.” or “rue” are to be used on all new signs.

The signs should be of high contrast between text and background and in appropriate circumstances may be large signs consisting of retro-reflective backgrounds.

Street Numbering

The allocation of street numbers for each lot can be carried out using various procedures. Address numbers must take into account present uses of the property as well as how the property may be developed. Since these street numbers are relatively permanent they must apply not only the present use of the property but should also consider possible alterations. A property presently developed as a single-family unit can be redeveloped as a duplex. The future possible uses of a property must be considered in allocating street numbers.

In many municipalities, road patterns were created using various protocols. In the Canadian West, many municipalities developed using a grid system. In other areas, due to topography or existing highway networks, radial road patterns were developed.

The grid system allowed street addresses to be numbered based on defined city blocks, such as having the nearest block to the main roadway numbered in the 100s. Others used the major east/west, and north/south roadways as a starting point and numbered properties based on fixed distances from these baselines. As an example, a property with 50-foot frontage would have street addresses different by four from the abutting two properties, while a property with 35-foot frontage would only differ by two numbers from the adjacent properties.

Other jurisdictions overlaid uniform latitudinal and longitudinal grids to produce civic numbers. This would see addresses along all north/south roadways that are between two parallels of latitude have the same range of numbers. In many of these municipalities, boundaries such as a major highway or a lake allow for a reference line from which to commence civic numbering.

The City of Greater Sudbury has a mixture of radial and grid street layouts, often constrained by topography. Any street numbering convention must take into account barriers to common starting points, any possibility of roadway extension, and the numbering pattern within the area.

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This policy addresses this issue by creating a list of major roadways used to create a starting point for street numbering.

As an example, streets running north and south from Municipal Road 15 would have the street addresses increasing from Municipal Road 15. Streets that cross Municipal Road 15 would see either a change in name, or a numerical system that starts from its south end and continues across Municipal Road 15.

General Conventions Street Numbering System

The following roadways will be used as the starting point for numbering unless otherwise indicated.

- 1) Municipal Roads 90, 89, 86, 85, 84, 80, 73, 71, 70, 67, 66, 55, 46, 39, 35, 34, 24, 15, 10, 4, and 537
- 2) All other Arterials
- 3) All designated Collector roadways

Streets will be deemed running east/west or north/south based on their predominant direction. Even civic numbers will be applied to the north and east sides of streets. Odd numbers will be applied to the south and west sides of streets. On roadways that change alignment, even and odd numbers will never be transposed.

On roadways that are crescent or loop shaped, properties on the outside or longest roadway frontage will be allocated even numbers.

On roadways that are crescents or loops, properties on the inside or shortest roadway frontage will be allocated odd numbers.

Numbering of properties shall increase by two numbers for each 3m of frontage along the public roadway.

On roadways that have unequal frontages due to alignment changes, sharp curves or connecting intersections, numbers shall be set aside to create, as closely as possible, numbers that are consistent with the facing properties.

Numbering systems along a roadway shall commence from an arterial or highest classification of roadway. If adjacent roadways are of equal importance, the numbering system shall commence from east to west, or north to south, or consistent with the numbering system within the immediate area.

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On roadways that are partially completed, numbers shall be assigned as if the roadway was completed and commencing from the highest classification of adjoining roadway. If the roadway does or will bisect a higher classification of roadway, the most easterly or northerly end of the roadway will be the starting point.

On cul-de-sac roadways, civic numbers on the right hand side entering the cul-de-sac shall be odd civic numbers.

On multiple-unit developments, the unit designator shall be the prefix followed by a dash and street address (123- 445 Fred St., or Unit 123-445 Fred St.) When the alphabet is used to designate units in a development, the unit designator shall follow the address number (115b Fred St.)

Shopping Plazas, Malls, Industrial Parks, Condominiums, Townhouse Developments

Shopping plazas, malls, industrial parks, condominiums and townhouses will have one address for each structure on the property. Each of the owners units, clients or rental units within a plaza, mall, condominium, townhouse development or industrial park shall have an alpha or numeric designator. Industrial parks, condominiums or townhouse developments with a common access will be assigned a designated name for the major common lane or roadway and addresses for each unit or structure will be assigned as set out in this policy.

House Number Signs

The importance of finding a home or business for emergency vehicles cannot be understated. For this reason the previous municipalities addressed the question of signage in an attempt to make addresses visible from the public roadway. With the implementation of the 9-1-1 emergency communication system, the municipalities carried out concerted efforts to have all property in the coverage area signed with a civic number. Two-sided retro-reflective signs with the property's civic number were installed at the intersection of driveways and roadways for all rural homes and businesses. Private driveways serving more than one residence had special signs indicating the range of the civic numbers being serviced by the driveway.

In urban settings where this form of signing would not be universally accepted, numbers installed on houses were acceptable. Criteria were developed for numbers to be used, their location, and in what situations other types of civic numbers would be acceptable.

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The previous criteria varied, and in some instances conflicted with requirements of other municipalities. The following is an attempt by the City of Greater Sudbury to address the differences, and to be acceptable to both the emergency services and to the public.

The following signing requirements are based on existing criteria, and uses distances from the public roadway as a basis for number heights.

Urban Properties Numbering Display

Minimum Character Size

Maximum Setback

7.5mm (3 inch)	Up to 3m (10ft)
15mm (6inch)	Up to 9.1m (30ft)
11mm (4.5 inch)	Up to 15.3m (50ft)
Municipal numbers must be posted at the street	Over 15.3m

A number on the building must be visible at all times from the street, in either direction. The number must be in a numerical format (cursive or roman numerals are not acceptable). The number and background must be in contrasting colours.

Street Posted Numbers

A number posted at the street must have a letter height of 7.5mm (3 inch) and be white on green with retro-reflective numbers. The sign is to be installed on a post at the intersection of the driveway and roadway, at a height of no less than 1.2m (4ft.) and less than 2.1m (7ft.) The sign shall be two-sided with the municipal number on both sides, installed at a right angle to the roadway.

Assigned civic retro-reflective numbers shall also be installed on both sides of rural mailboxes. If the mailbox is installed on the same side as the driveway, the mailbox can be displayed in lieu of the previously required sign.

Multi-occupancy projects must have one main number that may be located on either a pylon sign or a separate sign at the street.

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Nonconforming signs

The approval of this signing policy will create many residences that may not meet the new criteria. Though it would be ideal that once passed, all civic numbers would be changed to meet the criteria, as in most new by-laws the City shall allow a grandfathering provision to allow all existing signs to be acceptable until altered. At that time the new signs should be altered to meet the existing criteria. There are instances that may exist of signs that may not meet the provisions of this By-law but meet the intent for conspicuousness. The acceptance of variation in civic number types is hereby delegated to the Technical Services Section.

Variations to the Policy

All numeric civic addresses on structures that pre-exist the passage of this By-law are deemed legal nonconforming, and may continue until altered.

The General Manager of Growth and Development may approve requests for the installation of civic address numbers that do not meet this By-law, but address its intent for conspicuity. This power may be delegated to the Technical Services Section.

Request of Name Change

In order to maintain continuity and minimize confusion, name change requests should not be considered lightly, and should be handled only where it is appropriate to do so.

If a name change request deals with a duplicated, interrupted (broken), or other street name that requires amendment, then the request should be considered by Council or by a Committee established to deal with street naming issues. In this case, the costs associated with advertising and the name change should be borne by the City.

In the case of a private street being named, no advertising costs are involved, and it is in the City's interest to have the street formally referred, and so the City should absorb the costs of any necessary street signs.

In the case of a request to rename an existing public street that is not duplicated or otherwise in need of change, whether the request is commemorative or otherwise, the associated cost of advertising and signage should be borne by those requesting the change and the City should consider the matter accordingly before proceeding.