



STAFF REPORT ACTION REQUIRED

Updated Policies for Naming City Streets and Properties

Date:	June 16, 2015
To:	Executive Committee
From:	City Manager
Wards:	All
Reference Number:	P:\2015\Cluster B\DCM\EX15003 (AFS #19636)

SUMMARY

This report recommends that City Council adopt updated Policies for naming City assets – the *Street Naming Policy* and the *Property Naming Policy*. The updated *Street Naming Policy* also includes criteria and an approval process for ceremonial street dedications requested by City Council.

The two separate Policies will replace the *Honourific and Street Naming Policy*. Separate Policies for naming City streets and properties is easier for the public to understand and will streamline the administration of the Policies by relevant City divisions.

The *Individual and Corporate Naming Rights Policy* will continue to apply to individual or corporate naming rights.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council adopt the *Street Naming Policy* and the *Property Naming Policy* attached as Attachment 1 and Attachment 2 to this report; and,
2. Subject to the adoption of Recommendation 1, City Council rescind the *Honourific and Street Naming Policy* effective October, 2015 when the *Street Naming Policy* and the *Property Naming Policy* come into force.

Implementation Points

The Street and City Property Naming Policies will come into force on October 1, 2015 in order to provide sufficient time for implementation.

Communications materials will be updated including web information to ensure that the public understands the City's requirements and approval processes for naming and renaming City streets and properties. Updated internal procedures will also be implemented to streamline the administration of the Policies by applicable City divisions.

The Toronto Office of Partnerships will be the central intake function for applications related to naming or renaming City properties. Engineering & Construction Services will be the central intake function for applications related to naming or renaming City streets. Economic Development & Culture will be the central intake function for applications related to ceremonial street names.

Financial Impact

Naming or renaming City streets or properties, or assigning a ceremonial name to a street, has financial implications to replace signage and update City communications and information materials. The financial implications are case specific and will be identified in individual staff reports when recommending the renaming of a City street or property.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting of December 16, 17 and 18, 2013, City Council adopted an updated *Honourific and Street Naming Policy*. The Council Decision Document can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX36.3>

At its meeting of August 25, 2014, City Council adopted the "Ceremonial Street Dedication in Honour of Nelson Mandela" which included a recommendation to report to the Executive Committee in 2015 to amend the "Honourific and Street Naming Policy" to address ceremonial street dedications. The Council Decision Document can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PW33.8>

ISSUE BACKGROUND

Street naming, the process to legally name a municipal address, is an important municipal function that enables people to locate properties quickly and effectively. Street naming should be simple, easy for the public to understand and enable the effective management of municipal street networks and the delivery of municipal services, including emergency response.

Ceremonial street naming involves assigning a secondary name to a street usually to honour an individual, event or organization. A ceremonial street name does not replace the legal street name and is symbolic.

Naming municipal properties is the process to assign an official name to a municipally owned property. The name of a municipal property contributes to creating a culture and sense of identity for the City and community; and promotes public awareness of the municipal property and its services.

COMMENTS

The City's Policy related to naming City streets and properties, the *Honourific and Street Naming Policy*, was adopted by City Council at its meeting of December 2013 to update the process to name a City street and establish a process to name a City property in honour of an individual, event or organization. In August 2014, City Council requested staff review this Policy with a view to including a process to address the ceremonial naming of streets. This report responds to City Council's request.

City staff undertook a review of the Policy including a literature review, a scan of related Policies in other jurisdictions and consulted with City divisions responsible for administering the Policy.

This report recommends City Council adopt separate Policies for naming City streets and properties: the *Street Naming Policy* and the *Property Naming Policy*. The current combined Policy can be confusing to the public and is cumbersome to administer. Separate policies will provide clarity to the public on the criteria and approval processes to name City streets and properties and streamline service delivery.

The Executive Committee currently considers amendments to the *Honourific and Street Naming Policy*. Separating the Policies will result in future amendments to the *Street Naming Policy* being considered by Public Works and Infrastructure Committee and future amendments to the *Property Naming Policy* being considered by the Government Management Committee pursuant to their mandates set out in Toronto Municipal Code Chapter 27, Council Procedures.

Individual and corporate naming rights will continue to be governed by the *Individual and Corporate Naming Rights Policy* and will not be affected by the *Street Naming Policy* or the *Property Naming Policy*.

1. Street Naming Policy

The *Street Naming Policy* sets out the criteria and approval process to assign a legal municipal name to a street on a draft plan of a subdivision, to an unnamed street, and to a named street. The Policy also sets out the criteria and approval process to assign a secondary name, through a ceremonial street dedication, to a City street to honour an individual, event or organization that has made a significant positive contribution to the City of Toronto, Province of Ontario or Canada. The updated Policy includes many of the current criteria and approvals already contained in the current Policy. Some key changes have been made to address policy gaps and streamline processes.

The key recommended changes are summarized below and the updated Policy is set out Attachment 1 to this report.

- **Reasonable Efforts to Obtain Consent** – Provides that naming a street after an individual, event or organization can proceed without consent, absent any refusal to consent or legal concerns, in instances where reasonable efforts to secure consent have not been successful. The current Policy requires the written consent of the named party or the named party's representative to name a street after an individual, event or organization. It is not always possible to obtain written consent and the City has encountered difficulties with this requirement especially in the case of historical or international public figures, resulting in lengthy delays or the rejection of the name that otherwise complies with the City's Policy.
- **Clarify Criteria to Name Unnamed Streets and Rename City Streets** – Provides increased clarity on the criteria for naming unnamed streets and renaming City streets by outlining minimal requirements and support documentation. The transparency in the criteria will support the public in developing a proposal to name an unnamed street and rename a City Street, and support City staff in the evaluation of the proposal. To ensure longevity for the name of a City street, criteria have been included to prohibit the renaming of streets which have been named in the previous ten years.
- **Ceremonial Street Naming** – Establishes criteria and an approval process to assign a ceremonial street name. The Policy also establishes a process for City staff to propose options for assigning a ceremonial name to a street when a specific street has not been identified by the applicant. Assigning a ceremonial name to a City street is symbolic and should be reserved for honouring individuals, events or organizations that have made a significant positive contribution to their local community, the City, Ontario or Canada. Assigning a ceremonial name to a street needs to consider the impact of multiple signs on the street, the broader street network, and the public realm, to ensure that signage is not confusing to the public.

In addition to the application process set out in that the Policy for naming an unnamed street or renaming a City street, City staff may also recommend that a City street be renamed if the name impairs the ability of the City's emergency services to respond to emergencies, or impairs the ability of the City or other orders of government to deliver government services.

2. Property Naming Policy

The *Property Naming Policy* sets out the criteria and approval process to assign an official name to a new City-owned property and to rename a City-owned property, including after an individual, event or organization. The updated Policy includes many of the current criteria and approvals already contained in the current Policy. Some key changes have been made to address policy gaps and streamline processes.

The key recommended changes are summarized below and the updated Policy is set out in Attachment 2.

- **Reasonable Efforts to Obtain Consent** – Similar to the *Street Naming Policy*, this Policy provides that naming a City-owned property after an individual, event or organization can proceed without consent, absent any refusal to consent from the named party or the named party's representative, or legal concerns, in instances where reasonable efforts to secure consent has not been successful.
- **Criteria and Process to Name a New City-Owned Property** – Sets out the criteria and approval process to name a new City-owned property. This is a gap in the current Policy that needs to be addressed so that the process is clear, transparent and consistent across City divisions.
- **Clarification of Criteria to Rename City-Owned Properties** – Provides clarity on the criteria for renaming City-owned properties by outlining the minimum requirements and support documentation. The Policy prohibits ravines, woodlands or other ecological features from renaming as their name is usually associated with a related river, creek or valley lands; and renaming may segregate the feature from other ecological features or lands in the area. Additionally, to ensure longevity for the name of a City property, criteria has been included to prohibit City properties named in the previous ten years from renaming.

The City has a number of landmark parks and properties (such as High Park and the R.C. Harris Water Treatment Plant) that should be prohibited from renaming to preserve the name. City landmark parks and properties serve a social, economic and historical purpose beyond the local community. At this time, the proposed Policy does not prohibit renaming a landmark City park or property as a corporate wide inventory is not currently available. Once a corporate-wide inventory has been developed, then City Staff will report back with a proposed amendment to the Policy to prohibit such properties from renaming.

CONTACT

Michael D'Andrea, Executive Director
Engineering & Construction Services
416-392-8256 MDAndre@toronto.ca

Fiona Murray, Director, Corporate Policy
Strategic and Corporate Policy
416-397-5214 fmurray@toronto.ca

Michael Williams, General Manager
Economic Development and Culture
416-397-1970 mwilliams@toronto.ca

Phyllis Berck Director,
Toronto Office of Partnership
416-392- 6119 pberck@toronto.ca

SIGNATURE

John Livey
Acting City Manager

ATTACHMENTS

Attachment 1 – Street Naming Policy
Attachment 2 – Property Naming Policy

Attachment 1

City of Toronto Street Naming Policy

1. Policy Statement

Street names are critical for municipal addressing and emergency response purposes. This Policy establishes criteria to name or rename a street or assign a ceremonial name to a Street.

2. Definitions

- 2.1 *Ceremonial Naming* refers to assigning a ceremonial name to a Street in honour of an individual, event or an organization that has made a significant and exceptional positive contribution to the City of Toronto, the Province of Ontario or Canada. A ceremonial name is a secondary name and does not replace the official name.
- 2.2 *City* refers to the City of Toronto.
- 2.3 *Draft Plan of Subdivision* is a document that shows the surveyed boundaries, location, size, and streets of a proposed subdivision.
- 2.4 *Duplicate* refers to street names that are identical, not including the street suffix.
- 2.5 *Division Head of Engineering & Construction Services* means the Executive Director of Engineering & Construction Services or his or her designate.
- 2.6 *Economic Development & Culture* refers to the City of Toronto's Economic Development and Culture Division or its successor.
- 2.7 *Engineering & Construction Services* refers to the City of Toronto's Engineering & Construction Services Division or its successor.
- 2.8 *First Responders* refers to Toronto Fire Services, Toronto Police Service, and Toronto Paramedic Services.
- 2.9 *Reference Plan* refers to a plan deposited in the local Land Registry Office and is a graphic representation of descriptions of land, as well as representations of divisions of land under the *Planning Act*.
- 2.10 *Similar Sounding* refers to street names that sound similar in their entirety, not including the street suffix.

- 2.11 *Street* is any existing or proposed public or private street, lane, or walkway within the boundaries of the City of Toronto.
- 2.12 *Street Suffix* refers to words that follow a street name and usually indicate the type of street configuration and or street direction.
- 2.13 *Unnamed Street* refers to any Street or a proposed street on a Reference Plan without an official name and not on a draft plan of a subdivision.

3. Criteria for Naming or Renaming a Street or Assigning a Ceremonial Name to a Street

- 3.1 The City will consider proposals for street naming but is under no obligation to accept a proposal to name, or rename a street, or assign a ceremonial name to a Street.
- 3.2 Street names, including ceremonial Street names should portray a strong positive image and have historical, cultural or social significance or contributions to the community, the City, the Province of Ontario or Canada.
- 3.3 Street names shall not impair the ability of First Responders to respond to emergencies or impair the City's ability to deliver services.
- 3.4 Streets that have been named, renamed, or assigned a ceremonial name within the previous ten years will not be renamed.
- 3.5 Assigning a ceremonial name to a Street will be considered before renaming a Street.
- 3.6 Suffixes for Street names are assigned by Engineering & Construction Services to ensure the appropriate suffix is used to describe the type, function, length and configuration of the Street.
- 3.7 All City costs involved in renaming a Street shall be the responsibility of the applicant.
- 3.8 Street names, including ceremonial names, shall not:
 - 3.8.1 Result in, or be perceived to confer, any competitive advantage, benefit or preferential treatment or advertisement to the named party, or a development, product, service or a particular business;
 - 3.8.2 Be or be perceived to be discriminatory or derogatory of race, colour, ethnic origin, gender identity or expression, sex, sexual orientation, creed, political affiliation, disability or other social factors;

- 3.8.3 Result in inappropriate abbreviations or acronyms;
 - 3.8.4 Duplicate or be similar sounding to an existing Street name;
 - 3.8.5 Place the City in conflict with any agreements established in the acquisition or management of the street; and
 - 3.8.6 Make a direct or indirect reference to recent events or recently deceased individuals, except where the event or the individual had a legacy or significant contributions to the City of Toronto. Names of recent events or recently deceased individual may be considered after two years.
- 3.9 Street signs must comply with the Corporate Identity Program and the physical location of the sign shall be determined by the City.
- 3.10 Naming or renaming a Street, or assigning a ceremonial name to a Street, on behalf of an individual, event, or an organization requires the written consent of the named party or the named party's representative.
- 3.10.1 In circumstances where consent has not been received, despite reasonable efforts, the City, in absence of any refusal to provide consent or legal concerns, may approve the name if the applicant is able to demonstrate efforts to obtain consent to the satisfaction of the City.

4. Naming Streets on Draft Plans of Subdivisions

- 4.1 A proposal to name Streets on a draft plan of subdivision is to be made using the Street Naming Application through Engineering & Construction Services and at minimum is to include:
- 4.1.1 The proposed Street names, including any background information on the names; and
 - 4.1.2 A copy of the draft plan of a subdivision.
- 4.2 The Division Head of Engineering & Construction Services will assess proposed Street names for draft plans of subdivisions in accordance with this Policy and consult with the Ward Councillor prior to granting approval.
- 4.3 In the event that the Ward Councillor does not support the proposed name(s), the relevant Community Council, (or City Council if it affects more than one Community Council or has City wide significance), will consider the proposed name(s) in accordance with Section 152 of Toronto Municipal Code Chapter 27, Council Procedures.

5. Naming an Unnamed Street

- 5.1 A proposal to name an unnamed Street is to be made using the Street Naming Application through Engineering & Construction Services and at minimum is to include:
 - 5.1.1 The proposed name;
 - 5.1.2 Rationale for naming the Street;
 - 5.1.3 Documented support from property owners/ residents who directly about the unnamed street or local community members and/or organizations, unless the street is on a Reference Plan; and
 - 5.1.4 A map or an illustration, including major intersections of the unnamed street.
- 5.2 If the proposed name complies with this Policy, the City shall give public notice on its intention to name the street including the proposed name in compliance with Toronto Municipal Code Chapter 162, Notice, Public.
- 5.3 Community Council, (or City Council if it affects more than one Community Council or has Citywide significance), shall consider the proposed name in accordance with Section 152 of Toronto Municipal Code Chapter 27, Council Procedures.
- 5.4 If the proposed name does not comply with the Policy, the Division Head of Engineering & Construction Services will report to Community Council.

6. Renaming City Streets

- 6.1 A proposal to rename a Street is to be made using the Street Naming Application through Engineering & Construction Services and at minimum is to include:
 - 6.1.1 Rationale for changing the name and significance of the proposed name;
 - 6.1.2 Relevance of the proposed name to the Street;
 - 6.1.3 Documented support, including but not limited to petitions and support letters, from at least 75 percent of property owners that about the street; and
 - 6.1.4 A map or an illustration, including major intersections of the street to be renamed.

- 6.2 If the proposed name complies with this Policy, the City will provide public notice on its intention to rename an existing street and the proposed name in compliance with Toronto Municipal Code, Chapter 162, Notice, Public
- 6.3 The relevant Community Council, (or City Council if it affects more than one Community Council or has Citywide significance), shall consider the proposed name in accordance with Section 152 of Toronto Municipal Code Chapter 27, Council Procedures.
- 6.4 If the proposed name does not comply with the Policy, the Division Head of Engineering & Construction Services will report to Community Council.

7. Assigning a Ceremonial Name to a City Street

- 7.1 A proposal to assign a ceremonial name to a Street is to be made using the Ceremonial Street Naming Application through Economic Development & Culture and at minimum is to include:
 - 7.1.1 The Street proposed for the ceremonial name;
 - 7.1.2 Rationale and significance of the proposed name;
 - 7.1.3 Relevance of the proposed name to the Street, community and City;
 - 7.1.4 Documented support from the local community, including but not limited to petitions and support letters; and
 - 7.1.5 A map or an illustration, including major intersections of the Street.
- 7.2 The proposed name will be considered by the relevant Community Council, (or City Council if it affects more than one Community Council or has Citywide significance), in accordance with Section 152 of Toronto Municipal Code Chapter 27, Council Procedures.
- 7.3 In circumstances, where a specific Street or location is not identified, Economic Development & Culture will provide Street location options in a report to Community Council (or City Council if it affects more than one Community Council or has Citywide significance), in accordance with Section 152 of Toronto Municipal Code Chapter 27, Council Procedures.

8. Related City By-laws and Policies

8.1 City of Toronto Property Naming Policy

8.2 Toronto Municipal Code, Chapter 162, Notice, Public

8.3 Toronto Municipal Code, Chapter 27, Council Procedures

8.4 City of Toronto Individual and Corporate Naming Rights Policy

8.5 Street Naming Policy, 2000

8.6 Corporate Identity Program

Attachment 2

City of Toronto Property Naming Policy

1. Policy Statement

City properties are an important fabric of the community and their name contributes to creating a culture and identity within the City of Toronto.

The name of a City property will reflect the unique location, geography, or community of where the property is located or recognize the exceptional contributions of individuals or organizations to the local community, the City of Toronto, the Province of Ontario, or Canada.

This Policy establishes the criteria and process to name or rename a City property, including for naming a City property after an individual or organization.

This Policy does not apply to names of City properties in return for financial or in-kind contributions, memorials or commemorative events, sponsorships or the naming of City streets.

2. Definitions

- 2.1 *Duplicate* refers to names that are identical or similar sounding in their entirety.
- 2.2 *City* refers to the City of Toronto.
- 2.3 *City Property* refers to any City owned real property or related assets, including, but not limited to, community centres, shelters, childcare centres, water treatment plants and parks. Additionally, unless otherwise stated in this Policy, any reference to City Property in this Policy includes Property Features.
- 2.4 *Draft Plan of Subdivision* is a legal document that shows the surveyed boundaries, location, size and streets of a proposed subdivision.
- 2.5 *First Responders* refers to Toronto Fire Services, Toronto Police Service, and Toronto Paramedic Services.
- 2.6 *Honourific Naming* is officially naming or renaming a City property on behalf of an individual, event or organization to recognize the significant positive contributions made by an individual or an organization to their local community, the City of Toronto, the Province of Ontario or Canada.

- 2.7 *Naming* is officially assigning a name to, or renaming, a City property or a property feature.
- 2.8 *Office of Partnerships* refers to the City of Toronto's Office of Partnerships or its successor.
- 2.9 *Property Features* refers to significant amenities or assets within or on a City Property, including but not limited to, playgrounds, sports fields, gazebos, and ice pads.
- 2.10 *Ravine* shall have the meaning prescribed in Chapter 658, Ravine and Natural Feature Protection, of the Toronto Municipal Code.
- 2.11 *Woodlands* shall have the meaning prescribed in Section 658, Ravine and Natural Feature Protection, of the Toronto Municipal Code.

3. Criteria to Name or Rename a City Property

- 3.1 The City will consider proposals to name or rename a City property but is under no obligation to accept a proposed name.
- 3.2 The duration of the property name is at the sole discretion of the City and may be revoked or the property may be renamed.
- 3.3 Names of City Properties will portray a strong positive image of the City of Toronto, have geographic, historical, cultural or social significance to the location of the property, and may recognize significant contributions made by individuals or organizations to the community, the City of Toronto, the Province of Ontario or Canada.
- 3.4 Property names shall not impair the ability of First Responders to respond to emergencies or impair the City's ability to deliver services.
- 3.5 City properties that have been named or renamed in the previous ten years will not be renamed.
- 3.6 The City will not rename its ravines, woodlands and other ecological features.
- 3.7 All costs involved in renaming a City property shall be the responsibility of the requestor(s).

- 3.8 Names of City properties shall not:
- 3.8.1 Result in, or be perceived to confer, any competitive advantage, benefit or preferential treatment or advertisement to the named party, or a development, product, service or a particular business;
 - 3.8.2 Be or be perceived to be discriminatory or derogatory of race, colour, ethnic origin, gender identity or expression, sex, sexual orientation, creed, political affiliation, disability or other social factors;
 - 3.8.3 Result in inappropriate abbreviations or acronyms;
 - 3.8.4 Duplicate another named City Property;
 - 3.8.5 Unduly detract from the character, integrity of the community or aesthetic quality of the property or unreasonable interference with its enjoyment or use;
 - 3.8.6 Place the City in conflict with any agreements established in the acquisition or management of the property; and
 - 3.8.7 Make a direct or indirect reference to recent events or recently deceased individuals, except where the event or the individual had a legacy or significant contributions to the City of Toronto. Names of recent events or recently deceased individual may be considered after two years.
- 3.9 Naming or renaming a City property, on behalf of an individual event or organization requires the written consent of the named party or the named party's representative.
- 3.9.1 In circumstances where consent has not been received, despite reasonable efforts, the City, in absence of any refusal to provide consent or legal concerns, may approve the name if the applicant is able to demonstrate efforts to obtain consent to the satisfaction of the City.
- 3.10 The design and content of the signage for City properties must comply with the City Corporate Identity Program and the physical location of the sign shall be at determined by the City.

4. Naming New City Properties

- 4.1 The Division Head of the relevant City division shall propose up to five names in consultation with the Ward Councillor to name a new City property, including for a City property on a draft plan of a subdivision or a property acquired or developed by the City.
- 4.2 The Division Head shall consult with the public on the proposed names, except where the proposed property name is based on a location or a name of a street.
- 4.3 The Division Head will submit the top three names along with a recommended name for consideration by the relevant Community Council, (or City Council if it affects more than one Community Council or has Citywide significance), in accordance with Toronto Municipal Code Chapter 27, Council Procedures.

5. Renaming a City Property including Honourific Naming

- 5.1 All proposals for renaming a City property must be made using the City Property Naming Application process through the City of Toronto's Office of Partnerships and at minimum is to include:
 - 5.1.1 The proposed name and relevance to the City property;
 - 5.1.2 Rationale for changing the name and significance of the proposed name including significant contributions to the community, City of Toronto, Province or Canada for proposals to name a City property on behalf of an individual or organization;
 - 5.1.3 Documented support from the local community, including but not limited to petitions and support letters; and
 - 5.1.4 A map or illustration, including the address of the City property.
- 5.2 The Division Head responsible for the property will consult with the local Ward Councillor, and may conduct additional public consultations to determine public support for the proposed renaming if required.
- 5.3 The Division Head responsible for the property will bring forward the proposed name(s) for consideration to the relevant Community Council, (or City Council if it affects more than one Community Council or has Citywide significance), in accordance with Toronto Municipal Code Chapter 27, Council Procedures.

6. Related City By-laws and Policies

- 6.1 City of Toronto Street Naming Policy
- 6.2 Toronto Municipal Code, Chapter 27, Council Procedures
- 6.3 Toronto Municipal Code, Chapter 658, Ravine and Natural Feature Protection
- 6.4 City of Toronto Individual and Corporate Naming Rights Policy
- 6.5 City of Toronto Sponsorship Policy
- 6.6 City of Toronto Donations Policy
- 6.7 Commemorative Tree and Bench Program
- 6.8 Corporate Identity Program