

# COUNCIL POLICY



Document Name: Community Identification System

Department Name: Planning and Development

Document Number: LDI-010

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Next Revision Date: XXXX 2022

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## **STRATEGIC PLAN LINKAGE**

- Strategic Pillar 1 – Responsible Government
- Strategic Pillar 4 – Rural and Indigenous Communities and Partnerships

## **PURPOSE AND OBJECTIVE**

The purpose of this Policy is to ensure that the Municipality maintains and incorporates best-practices for an orderly system when naming Communities, subdivisions, Multi-Family Projects, Municipal Facilities, streets, bridges and highways based on recommendations from the Community Identification Committee.

The objective of this Policy is to:

- (a) establish a sense of identity and easily identifiable locations;
- (b) name streets according to functional classification for ease of identity;
- (c) recognise those who have contributed to the development of the region;
- (d) recognise the history of the region;
- (e) honour Indigenous place names and history;
- (f) commemorate extraordinary events, outstanding achievements, distinctive service or significant community contributions by individuals; and
- (g) provide direction on how the public can apply for approval to name a Community, subdivision, Multi-Family Project, street, bridge or highway.

## **GENERAL PRINCIPLES**

### **1. Definitions:**

- 1.1. "Committee" means the Community Identification Committee established by Bylaw No. 07/039, or any successor bylaw or other enactment.
- 1.2. "Community Identification System" means the system used when naming Communities, subdivisions, Multi-Family Projects, Municipal Facilities, streets, bridges, highways, and lot numbering in the Municipality.

- 1.3. “Community” means a geographic area comprehensively planned and developed over time.
- 1.4. “Developer” means a person, persons or corporation who has applied to subdivide, develop or service an existing parcel of land, whether as the owner or an agent of the owner of the land.
- 1.5. “Development Agreement” means a contract between the Municipality and a Developer to build on a parcel of land.
- 1.6. “Multi-Family Project” refers to townhouse complexes, apartment complexes, and public housing.
- 1.7. “Municipal Facility” refers to any building, structure or area of land owned by or under the direction and control of the Municipality. For example: treatment plants, fire halls, leisure centres, sports and fitness facilities, arenas, parks, park amenities, exhibition facilities and bridges.
- 1.8. “Municipal Identification Signage” means a wayfinding system intended to provide clear, methodical sequence of directional and identification elements for visitors and residents to reach their desired destination within the Municipality.
- 1.9. “Names Master List” means an inventory of screened and pre-approved names or themes that are either unassigned and recommended for future use or assigned and in use.
- 1.10. “Public Road” means the right-of-way for a primary highway, secondary highway, street, or lane that is registered at Land Titles and is used or intended to be used to accommodate vehicle traffic.
- 1.11. “Subdivision Entrance Feature Sign” means a permanent sign indicating the name of a subdivision, or a portion of the subdivision on which it is placed.

## **2. Responsibilities:**

### **2.1. Council:**

- 2.1.1. Approve this Policy and any amendments as required; and
- 2.1.2. Consider recommendations from the Committee for the naming of Communities, subdivisions, Multi-Family Projects, Municipal Facilities, streets, bridges and highways within the Municipality.

### **2.2. Chief Administrative Officer:**

- 2.2.1. Recommend any amendments to this Policy;
- 2.2.2. Support the implementation of this Policy; and
- 2.2.3. In accordance with the *Public Highways Development Act*, recommend the naming of highways in the Municipality to the Government of Alberta

Ministry of Transportation for consideration and authorization on behalf of the Community Identification Committee.

### **2.3. Community Identification Committee:**

- 2.3.1. Evaluate and recommend for Council's approval the names for:
  - 2.3.1.1. Communities;
  - 2.3.1.2. Subdivisions;
  - 2.3.1.3. Multi-Family Projects;
  - 2.3.1.4. Municipal Facilities; and
  - 2.3.1.5. Major arterial roadways;that will be either be specifically assigned by Council or added to the Names Master List for future use.
- 2.3.2. Evaluate and approve naming selections for minor roadways (streets or roads that carry a low volume of traffic) that include:
  - 2.3.2.1. Collectors; and
  - 2.3.2.2. Local distributors;that shall be added in the Names Master List for future availability to municipal administrators, community planners, Developers and builders.
- 2.3.3. Where information is readily available, ensure that the Names Master List contains a compendium of details that:
  - 2.3.3.1. records the history of street names, parks, and public buildings in regional communities;
  - 2.3.3.2. details alterations to naming assignments and the rationale for said change;
  - 2.3.3.3. includes the biographical background information of the name or theme;
  - 2.3.3.4. explains the reasoning behind the names or themes assigned or recommended; and
  - 2.3.3.5. documents the location, signage type, if the name or theme is either assigned, unassigned or reserved for use, and the date of Council approval.
- 2.3.4. Evaluate and approve naming recommendations for Council consideration that are received from the public.

### **3. Naming Principles:**

- 3.1. Municipal Identification Signage shall not involve the exchange of goods, services or financial contribution between the Municipality and any person.

- 3.2. When deciding on a name pursuant to this Policy, preference will be assigned to those names that have been previously identified for future consideration in the Names Master List, in accordance with the following principles:
  - 3.2.1. The name will give a sense of place, continuity, belonging and celebrate the distinguishing characteristics and uniqueness of the region;
  - 3.2.2. The name selected shall be distinct from those used elsewhere in the community and will establish a sense of identity;
  - 3.2.3. The name will not be derogatory or discriminatory in nature;
  - 3.2.4. The name will have regard to:
    - 3.2.4.1. physical features or topography;
    - 3.2.4.2. the category of land use;
    - 3.2.4.3. the nature of the development;
    - 3.2.4.4. common theme around which the area is planned;
    - 3.2.4.5. historical themes;
    - 3.2.4.6. Indigenous place names or traditional land usage; and
    - 3.2.4.7. local area identification.

#### **4. Naming Considerations:**

##### **4.1. Subdivisions:**

- 4.1.1. The major street in a subdivision will carry the same name as the subdivision.

##### **4.2. Multi-Family Projects:**

- 4.2.1. In a Multi-Family Project development, a common name may be used with a numbered prefix.
  - 4.2.1.1. The name for each development would include a block number, (i.e. “100 Fort McMurray Place”), but the dwelling address would be stated as “Unit 104 – 100 Fort McMurray Place”.

##### **4.3. Municipal Facilities:**

- 4.3.1. Municipal Facilities should initially be identified by their location in the community and their associated primary user activity (e.g. Thickwood Arena or Hawkins Fire Hall 1).
- 4.3.2. Each Municipal Facility should have a distinctive name not used by another Municipal Facility.

#### **4.4. Streets:**

- 4.4.1. All street names within a subdivision will conform with a theme or start with the first letter of the subdivision's name.
- 4.4.2. The classification of the type of street should be based on its configuration to provide ease of identification.
- 4.4.3. Consistency in classification application is encouraged to assist in the recognition of particular locations and ease of movement.
- 4.4.4. Identifiers include:
  - 4.4.4.1. Avenue – any roadway with an east-west orientation in a grid system.
  - 4.4.4.2. Bay – relatively short cul-de-sac.
  - 4.4.4.3. Boulevard – major arterials divided by a landscaped centre median.
  - 4.4.4.4. Close – “P” shaped minor roadways with one (1) means of access/egress.
  - 4.4.4.5. Court or Square – townhouses or apartments where the central area contains an open space, or the buildings are related to a similar open space and where parking areas may replace roadways.
  - 4.4.4.6. Crescent – “U” shaped minor roadway connecting to only one (1) street.
  - 4.4.4.7. Drive – secondary arterials (collectors).
  - 4.4.4.8. Esplanade – main street style commercial and mix-use corridors that provide for wide walkable spaces along both sides of the road to provide a focus on commercial and recreational experience to pedestrians.
  - 4.4.4.9. Gate – short roadway which gives access to a subdivision from a major street or roadway.
  - 4.4.4.10. Gateway – entrances or major roads providing access to a subdivision.
  - 4.4.4.11. Green or Garden – crescents with internal open space or park.
  - 4.4.4.12. Hill or Rise – as a road or way but with slope for most of its length.
  - 4.4.4.13. Lane – elongated cul-de-sac.
  - 4.4.4.14. Place – cul-de-sac.
  - 4.4.4.15. Road – collector facility which may run in any direction.
  - 4.4.4.16. Street – any minor roadway or, in a grid system, any roadway with a north-south orientation.

4.4.4.17. Trail – freeway or expressway.

4.4.4.18. Way – minor roadway that changes direction or begins and ends on the same street.

4.4.5. Identifiers should be appropriate for the street. For example, a cul-de-sac could be named “Curved Place”.

4.4.6. Continuous streets should have one (1) name unless a bend in the street is sharper than 110° makes a change in name practical and/or desirable.

4.4.7. Street names shall not have similar sounding names.

4.4.8. The use of the same name that identifies a street within a subdivision is not recommended. For example: Williams Drive, Williams Road, Williams Garden, Williams Place, etc.

#### **4.5. Addressing in Rural Areas:**

4.5.1. Developments in rural areas may not be accessible by a road or might not take access off a municipally named road or a highway; municipal addresses are required to identify the location of these developments for various purposes like taxation, access to emergency services, granting permits for developments, etc.

4.5.2. In such cases, the legal land descriptors of the Alberta Township System (ATS) shall serve as an address base, with naming being determined in accordance with the following principles:

4.5.2.1. Each ATS quarter section measuring 800 meters by 800 meters shall be segmented into 100-metre grid cells and numbered 1 through 8 from south to north, and from east to west.

4.5.2.2. The location of the driveway or primary point of access to the property, based on its position (north, south, east, west) within the respective quarter section shall form the address.

4.5.2.3. The rural address shall be referenced by grid location, followed by the ATS description.

4.5.3. In the event a parcel named in accordance with sections 4.5.1 and 4.5.2 is subdivided and becomes accessible from a named access road, the subdivided parcel would then be named in accordance with the road, just as in Fort McMurray or in a Hamlet.

4.5.3.1. Even numbers will be assigned to the north or west of the road and odd numbers assigned to the south or east of the road and numbers will increase by increments of 20.

4.5.4. In the absence of a named road, the parcels will be numbered, commencing at the parcel nearest to the main access road, and will increase by increments of 20.

- 4.5.4.1. In case of lots taking access from the same driveway or access point, addressing will commence from east to west, and south to north.

#### **4.6. Lot Numbering:**

- 4.6.1. The purpose of lot numbering is to provide the final means of locating an individual property within the Community Identification System.
- 4.6.2. In the lower townsite, lot addressing has been assigned by increments of two (2). Where possible, all new development in the lower townsite should be numbered in conformity to this existing system.
- 4.6.3. In new areas of the Municipality, lots will be numbered from the point nearest to the main access road to the street, commencing at one-hundred (100), with even numbers on the north or west side of the street and odd numbers on the south or east side of the street as follows for:
  - 4.6.3.1. single family residential lots, ascending by increments of four (4); and
  - 4.6.3.2. commercial, institutional or Multi-Family Project lots, ascending by increments of two (2) for each 6.069 metres (twenty (20) feet) of frontage measured at the front yard set-back with the number nearest to the centre being assigned as the number for that lot.
- 4.6.4. For a bay, cul-de-sac or close, lots will be numbered in ascending order by increments of four (4) where access is from the:
  - 4.6.4.1. north side of the main street, commencing at one-hundred (100) for corner lots which have frontage on the main street and one-hundred-two (102) for lots which are separated from the main street.
  - 4.6.4.2. south side of the main street, commencing at one-hundred-one (101) for corner lots which have frontage on the main street and one-hundred-three (103) for lots which are separated from the main street.
- 4.6.5. For a corner lot that is facing two sides of a street, the lot numbering will be assigned by the way the front entrance to the home is facing.
- 4.6.6. Outside the urban service areas or industrial areas, lot numbering shall be assessed on an individual case-by-case basis, attempting to follow the existing procedures where possible.

#### **5. Naming Requests and Nominations:**

- 5.1. Members of the public can apply to have a name considered by Council or the Committee for inclusion in the Names Master List.

- 5.2. The Committee will review the suggestion in accordance to the principles set out in this Policy.
- 5.3. The applicant will be notified of Council's or the Committee's decision to support or decline the suggested name.

## **6. Naming Recognition:**

- 6.1. After a name is approved which honours a local person, family or group, a commemorative sign shall be presented to such honouree during a Council meeting to the person, family or group after whose name a Community, subdivision, Multi-Family Project, Municipal Facility, street, or minor roadway, including collectors and local distributors, is named to honour and recognize their contributions to the region.
  - 6.1.1. Commemorative signs will be presented during a Council meeting twice annually, subject to the agreement of the honouree or an authorized representative.
  - 6.1.2. The honouree or their authorized representative(s) are responsible for any expenditures incurred to attend the Council presentation.
  - 6.1.3. If the honouree or their authorized representative are unable to attend, the Committee will consider other arrangements.
- 6.2. All signs will comply with the requirements of any relevant federal or provincial legislation and any other relevant municipal bylaws.

## **APPROVAL**

This Policy was approved by Council. It will be reviewed not later than its next Revision Date to determine its effectiveness and appropriateness. It may be assessed before that time as necessary.

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Don Scott, Mayor

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Jade Brown, Chief Legislative Officer

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Date



**SUPPORTING REFERENCES AND POSITION RESPONSIBLE**

Legal References: *Public Highways Development Act*, RSA 2000, c. P-38

Cross References:

- Committees Bylaw No. 17/024
- Community Identification System Administrative Procedure LDI-010-P01
- *Consolidated Land Use Bylaw No. 99/059*
- *Manual of Uniform Traffic Control Devices for Canada* (MUTCDC)
- RMWB Engineering Servicing Standards

Position Responsible for Procedure: Director, Planning and Development

## **Moccasin Flats Memorial Motion**

### **Background**

Moccasin Flats is an area of land at the confluence of the Athabasca and Clearwater Rivers. The Indigenous residents who lived there, primarily McMurray Métis descendants, were moved from their homes in the late 1970s and early 1980s for Fort McMurray's urban development.

In July 2018, Council unanimously passed a motion to collaborate with Indigenous communities and meaningfully reconcile the historical events at Moccasin Flats for all those impacted. A September 2018 McMurray Métis Report - *The Moccasin Flats Evictions: Home, Forced Relocation, and Resilience* - suggests several actions to advance reconciliation and promote healing surrounding the events at Moccasin Flats, including calling for "Remembering History with a Monument and Cultural Center." The Report also noted that the lack of any trace of the history of the evictions, perpetuates the erasure of Indigenous presence at Moccasin Flats.

On December 3, 2020, Council passed the following Motion:

- THAT funding in the amount of \$200,000.00 be included in the 2021 Capital Budget for the pre-design, design and construction of a memorial to remember the impact of Moccasin Flats, with a target date of 2021, with options being brought forward to Council during Q1 after engagement; and
- THAT Administration bring forward an amendment to the Community Identification Committee Policy to include recognizing the history of our Region.

McMurray Métis surveyed its members on a Moccasin Flats memorial between February 22 and March 7, 2021. Indigenous and Rural Relations (IRR) led engagement of other Wood Buffalo Indigenous communities, which may have also had impacted members. IRR and McMurray Métis will each be presenting to Council on April 13, 2021 with their respective engagement results and potential next steps for the design of a memorial. IRR is preparing a Council Report.

### **Community Identification Committee (CIC) Role**

One of the Community Identification Committee Policy's objectives is to "Honor Indigenous Place Names and History." IRR's Indigenous engagement plan has a question on an appropriate title or name for a memorial to honour all those impacted by the events at Moccasin Flats, recognizing, remembering, and commemorating the region's history. Depending on Indigenous community responses to this question, and broader findings, IRR may need to engage CIC on selection of a name - in Cree, Dene, or both languages - for the memorial and move it forward to the Council for approval. This would follow a similar approach to the recently named Parks and Dry Ponds in Parsons Creek and renaming of Fort McKay Road through naming provisions outlined in the CIC Policy. With recent Policy revisions in February 2020, further amendments may not be needed to address the Council's Motion on a memorial to remember the impact of the events at Moccasin Flats.

## **Next Steps**

- IRR's broader Indigenous community engagement on a memorial will be closed on March 26th.
- Engagement highlights will be presented to the Council at its meeting on April 13, 2021.
- Following the April 13th presentation and report to Council, additional Indigenous community engagement may be required to further refine memorial design concepts from the feedback and to move towards the construction phase of a structure.
- IRR will update CIC on developments regarding a memorial for Moccasin Flats at CIC's next meeting, at which time initial memorial design elements may be identified.