

September 11, 2019

To: Members  
Regina Planning Commission

Re: Civic Naming Committee Guideline and Street Name List Review

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RECOMMENDATION

1. That the names in Appendix A be stricken from the “Street Where You Live” list;
2. That the name “Firefighters” be approved for use as a park name honouring all firefighters in Appendix B, with future firefighters’ awarded with the Fire Services Exemplary Medal to be added to future signage in a future Firefighters Park;
3. That a review of naming civic buildings and other features be explored after a Sponsorship Naming Policy has been approved;
4. That the Administration be directed to report back on a process for Mayor and Council Awards with assistance from the Civic Naming Committee (CNC) as needed;
5. That the CNC Guideline be amended to remove temporary and supplemental street naming for reasons of health and safety;
6. That Administration report back to City Council on the status of the CNC Guideline in the 2020 annual report, with a full review of the CNC Guideline to be brought to City Council in 2021; and
7. That the name “Riel”, which is in Appendix A, be commemorated in an alternative way that honours the legacy of Louis Riel and his importance to Regina, Saskatchewan and Canada, while preserving health and safety by recommending that the question be referred to Reconciliation Regina.

CONCLUSION

To prevent unfettered growth of unused names on the “Street Where You Live” list while still honouring individuals whose names have already been approved in an alternative way and to provide alternate means of honouring individuals.

## BACKGROUND

At the November 26, 2018 meeting of City Council, item CR18-116 and adopted the following resolution:

” 7. That the Civic Naming Committee bring forward expanded ways of honouring individuals whose names are on the civic naming list as of November 26, 2018 in addition to names that come forward under the existing criteria.

8. That Administration review the criteria for eligibility for names to be included on the civic naming list and report back to Regina Planning Commission in Q2 of 2019.”

## DISCUSSION

There are currently 381 names approved but not yet used on the “Street Where You Live list”. Of these, 216 names are unused but not reserved for a developer, while 165 are unused but reserved for a developer.

City Council has directed the Civic Naming Committee (CNC) to bring forward expanded ways of honouring individuals whose names are on the civic naming list. The intention behind this was to reduce the number of names that are unused on the “Street Where You Live” list. Projected growth in the city of Regina means that it will take decades to reduce the size of the “Street Where You Live” list without looking at alternative measures.

### **Removing Names from Existing List**

One method for reducing the number of names on the “Street Where You Live” list is to delete the existing list of unused names. Because the CNC does not have a mechanism for removing names from the “Street Where You Live” list, Regina Planning Commission (RPC) approval will be required.

Determining eligibility for removing names is a potentially problematic exercise:

- Removing names of individuals may be perceived as removing an honour or recognition well deserved;
- Removing names with an Indigenous connection will reduce an already-limited available list of Indigenous names at a time when developers are seeking such names for park and street naming;
- Developers have reserved some names for current or future developments’

Despite these challenges, there are some potential methods for removing names from the unused list. See Appendix A for full list of names:

The 39 unreserved and unused names were identified using the following criteria:

- Flora and fauna;
- Would pose a health and safety threat due to name duplication elsewhere in the city (Roland J. Groome);
- Names with unknown origins that appear to be truncated versions of existing street names (Batten); and

The 12 reserved and unused names were identified using the following criteria:

- Reserved and unused names that were reserved for use in subdivisions that have now been completed.

One group identified during the City Council discussions on November 26, 2018 as having the potential to be honoured in a different manner than via a street or park name was firefighters who have been awarded the Fire Services Exemplary Service Medal. The Regina & Region Home Builders' Association delegation suggested that a developer could select "Firefighters Park" as a park name, placing a placard honouring all eligible individuals and then theme the park toward firefighters (using fire truck themed playground equipment, for example).

There are 31 unreserved and unused firefighter names and 17 names that are currently being co-honoured on existing street or park names in Appendix B that could be recognized in this manner. The placard in a future Firefighters Park could then be expanded to include future winners of the Fire Services Exemplary Service Medal. Firefighters who have performed extraordinary service in other ways or who have been innovators or pioneers in their field could still be honoured with a street or park name for their additional service (for example, the first female or Indigenous firefighter, a firefighter who won a Medal of Bravery, or a firefighter who also performed volunteer duties within the community).

### **Expanded Naming for Other Features Within the City**

Another method for honouring individuals in an alternative way would be to expand the number of features being named within the City. Other jurisdictions name features beyond streets and parks, including:

- Individual sports fields, playground equipment, water features or other items within a larger park;
- Bridges.

Within the city of Regina, there are some features within a larger park that are named for an individual; for example, the skateboard features named for late councillor Terry Hincks. These features have typically been named by City Council on a case-by-case basis. Most features, including pathways, dog parks or individual sports fields within a larger park, are not named separately.

Civic buildings are another commonly named feature in other jurisdictions. Regina has given some of its buildings formal names honouring individuals (e.g. fire halls, leisure centres), while other buildings have been given utilitarian names (e.g. Parks & Facilities Building, Building Y). Fire Halls have traditionally been named for former fire chiefs.

The meeting rooms where council and committee business is conducted have been named (e.g. Henry Baker Hall, Darlene Hincks Room, Larry Schneider Boardroom, Doug Archer Boardroom, Doreen Hamilton Room), but the west side meeting rooms on the main floor have letters for identification purposes rather than names (e.g. Meeting Room A, Meeting Room B, Meeting Room C, Meeting Room D, Meeting Room E). In CR08-129, Council approved the naming of the four main floor meeting rooms near Henry Baker Hall for former members of Council, in keeping with the theme of municipal governance. The rooms were named for a duration of ten years. There were no formal guidelines established in this report for future naming of main floor rooms in City Hall, and no review mechanism was established for future renaming. The ten year naming period expired on October 20, 2018 without a review. Thus, the potential exists to name buildings, or rooms within a civic building, for individuals already selected for honour on the “Street Where You Live” list.

Other jurisdictions also name bridges. Bridges within the city of Regina have been named in a manner similar to buildings. Most bridges have a utilitarian name (e.g. Broad Street Bridge), while some have a formal name (e.g. Albert Memorial Bridge).

The CNC Guideline could be amended by RPC to incorporate naming other features such as elements within a park, buildings, rooms or bridges.

One potential issue with naming other features is that the City has been investigating sponsorship naming rights for some of these other features. The largest and most obvious sponsorship naming example is Mosaic Stadium, but the potential exists to name other buildings or features within a park for a corporation that may provide sponsorship funding dedicated toward the park. Any amendment to the CNC Guideline to name other features would need to work in coordination with guidelines on sponsorship, which will be going to the Priorities and Planning Committee on October 23, 2019.

### **Mayor or Council Awards**

Other jurisdictions have novel ways to honour their outstanding citizens, including:

- Mayor’s honours
- Keys to the city
- Mayor’s Achievement Award
- Awards of Excellence
- Citizen of the Year
- [Honouree] Day

These honours and awards share commonalities:

- Awarded to people or groups who have achieved a goal or improved the community;
- Awarded on an annual or semi-annual basis;
- Spotlights in media and via a ceremony or celebratory event;
- Clear criteria for the award;
- Determination made by City Council or an advisory committee.

The City of Regina has bestowed some of these honours upon citizens in the past. Keys to the city have been awarded in the past, although no records of total numbers exist in this regard. Previously, the City of Regina has also handed out Citizen of the Year awards, which is now a process managed by CTV Regina.

Awards bestowed by Mayor or Council are beyond the scope of the CNC and the RPC and would need to be developed by other members of the Administration.

### **Temporary or Supplemental Street Naming**

A temporary street name changes the name of a street for a predetermined short amount of time, typically in conjunction with a special event, award or other special occasion. For example, a street may be temporarily named as “Juno Road” to honour a city playing host to the Juno award ceremonies. A temporary street name change does not correspond to the existing registered street name. This renaming does not impact the registration of the road because it is temporary secondary signage, but it creates an “alias” name for the road, which impacts health and safety in the community. Other jurisdictions permit temporary street naming.

A supplemental street name is a name permanently affixed to signage on a street or route. Regina’s example is “The Green Mile”, which commemorates the Saskatchewan Roughriders’ Grey Cup victory. A supplemental street name does not correspond to the existing registered street name. This renaming does not impact the registration of the road because it does not alter the registered street name, but it creates an “alias” name for the road, which impacts health and safety in the community. Other jurisdictions permit supplemental street naming.

Translated names are the non-English translation of an existing registered street name. Translated names have already been addressed within the CNC Guideline and are not included in this review.

Temporary or supplemental street naming poses a problem for health and safety and wayfinding. Both methods of honorific naming were discussed in 2017/18 during development of the CNC Guideline and rejected for inclusion in the guidelines. Temporary or supplemental street naming creates an alias name for a street (or multiple streets, in the case of a route), which can cause difficulties in emergency services dispatch.

There are two options for temporary or supplemental street naming:

1. Disallow temporary or supplemental street naming in accordance with the current guidelines in order to preserve health and safety within the community (recommended);
2. Permit temporary or supplemental street naming by amending the current guidelines

### **Eligibility Criteria for Names in CNC Guideline**

The CNC Guideline review took place in 2017/018. In 2017, an extensive public engagement process was conducted that included:

- Online survey
- Open houses
- Social media engagement
- Citizen feedback via email and telephone
- Delegations at RPC and City Council

All criteria included in the current CNC Guideline were incorporated based on the feedback from public engagement.

The volume of applications for street and park names varies widely depending on housing starts within Regina. Most submissions are made by developers to name streets and parks under development. Non-developer submissions are a very minor percentage of overall submissions to the CNC. The housing market in Q1 of 2019 has slowed, meaning that development has slowed, resulting in fewer applications to the CNC. Since November 26, 2018, when the CNC Guideline was passed by City Council, five applications have been reviewed by the CNC. This included applications that had been tabled while the CNC Guideline review took place, beginning in summer 2017. The very low volume of applications is expected to continue throughout 2019.

Changes in naming responsibility will also influence the number of names submitted by developers once the housing market recovers. The current CNC Guideline places responsibility for naming arterial and collector roads with the City of Regina, while developers will now name local roads only. This is a change from the previous practice where the City of Regina named arterial roads only. Additionally, developers will be required to select 25 per cent of names from the “Street Where You Live” list and will be expected to work toward meeting a target of Indigenous names comprising 25 per cent of street and 50 per cent of park names. The City of Regina will create a pool of Indigenous names for developers to select from after a consultation process with Indigenous elders and Knowledge-Keepers. This should have the net result of greatly reducing the overall number of submissions to the CNC from developers because developers will have a much lower need for names even after the housing market recovers. Because of the extremely low volume of applications received since 2017, it is not possible to gauge the impact of the new CNC guidelines on the overall length of the list at this time.

## **Other Issues**

The name “Riel” is reserved for use by the City of Regina. The name was placed on the list in the mid-1990s, but its use at the current time would cause major health and safety issues. In 2001 the Government of Saskatchewan renamed the entire length of Highway 11 as Louis Riel Trail, in honour of the route it follows, which connects major sites of the 1885 North-West Resistance. Use of “Riel” as a street or park name within the City of Regina would cause health and safety issues.

Given the importance of Louis Riel as a historical figure in Canada and Regina in particular, his legacy should be honoured in an alternative way that will not negatively impact community safety. Suggestions for alternative methods to honour Riel’s legacy could include:

- An art installation;
- Plaque or monument;
- Ceremony, festival, conference or performance art piece.

Consultation with the Indigenous community should be conducted in advance of deciding upon a method to honour Riel’s legacy. Reconciliation Regina would be an appropriate venue to begin discussions on a method to honour Riel’s legacy.

## **RECOMMENDATION IMPLICATIONS**

### **Financial Implications**

None with respect to this report.

### **Environmental Implications**

None with respect to this report.

### **Policy and/or Strategic Implications**

None with respect to this report.

### **Other Implications**

None with respect to this report.

### **Accessibility Implications**

None with respect to this report.

COMMUNICATIONS

All names approved by the Committee are included in the Civic Naming Committee annual report, which is brought forward to Council in order to celebrate the achievements of honourees.

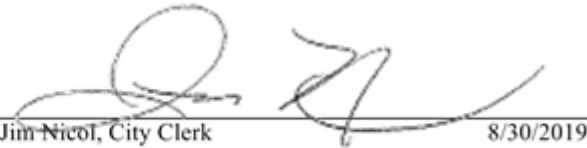
DELEGATED AUTHORITY

The recommendations contained in this report require City Council approval.

Respectfully Submitted,

  
Amber Ackerman, Deputy City Clerk 8/29/2019

Respectfully Submitted,

  
Jim Nicol, City Clerk 8/30/2019

Report prepared by:  
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