TO: Bert Meunier, Chief Administrative Officer
FROM: Terry Willing, Acting Commissioner, Planning & Development Services
PREPARED BY: Joseph E Davis, Senior Project Manager
DATE OF MEETING: August 17, 2004
SUBJECT: Counter Street/Elliott Avenue Realignment

RECOMMENDATION TO COUNCIL:

WHEREAS Council approved for the Counter Street/Elliott Avenue realignment and;

WHEREAS capital works are nearing completion, and;

WHEREAS it is necessary to align street naming and numbering to coincide with the municipal civic addressing by-law, and;

WHEREAS it is necessary to ensure that addressing and street naming is consistent with the standards associated with our 9-1-1 PERS (Personal Emergency Reporting System).

THEREFORE BE IT RESOLVED THAT:

a) Council approve the renaming of Elliott Avenue, from the intersection of the new Counter Street extension Easterly to the Great Cataraqui River (Rideau Canal System), and the existing Counter Street from Division Street Westerly through to Princess Street, both sections to be renamed Taylor-Kidd Boulevard., and that the civic addressing be realigned to accommodate this as alternative #1;

OR

b) Council approve the renaming of Elliott Avenue, from the intersection of the new Counter Street extension Easterly to the Great Cataraqui River (Rideau Canal System) to Counter Street, and that the civic addressing be realigned to accommodate this as alternative #2.

ORIGIN/PURPOSE:

The realignment of Counter Street and Elliott Avenue is in its final stages, it is necessary to rename and adjust the civic addressing to coincide with the civic addressing by-law, and the standards established for our 9-1-1 PERS.
OPTIONS/DISCUSSION:

It is necessary to rename that section of Elliott Avenue, where the new section of Counter Street intersects with Elliott Avenue, and runs easterly towards the Great Cataraqui River (Rideau Canal System). This report suggests that the new portion of road, the section of Elliott Avenue as described above, as well as Counter Street be renamed to Taylor-Kidd Boulevard. Residents will need to be notified of the properties affected, both on Elliott Avenue and Counter Street, in as much as names and civic addresses will change for a number of properties. Pursuant to section 27 of the Municipal Act, 2001, wherein it states “except as otherwise provided in this Act, a municipality may pass by-laws in respect of a highway only if it has jurisdiction over that highway.” Further, section 47, dealing with the naming of highways “before passing a by-law naming a highway, or changing the name of a highway, a municipality shall give public notice of its intention to pass the by-law.” 2001,C.25, S.47. Public Notice to pass a by-law to change the name of a portion of Elliott Avenue as well as Counter Street to Taylor-Kidd Boulevard, was published in the local newspaper on July 31st, 2004 for the August 17th public meeting of Council.

Counter Street currently runs from Division Street westerly to Princess Street, with a number range from 33 to 905. However, Elliott Avenue starts from the Great Cataraqui River and runs westerly to Leroy Grant Drive. The effected area of Elliott Avenue runs from 12 to 256 Elliott Avenue. By-Law 2000-177 with appropriate schedules, is the by-law used to establish both a civic addressing convention, as well as the street naming convention for the City of Kingston. This by-law uses the Great Cataraqui (St. Lawrence) River and Lake Ontario as the points of reference, assigning appropriate numbers relative to their location from these points. The protocol uses the Great Cataraqui River as the east/west dividing line and the St. Lawrence River or Lake Ontario as the basis for the north/south directions when numbering or providing street naming. The new address numbering conventions for the City of Kingston for the numbering of lots and homes shall have the numbers increased as distance grows from the Great Cataraqui River and St. Lawrence Rivers or Lake Ontario.

In this case, since the Counter/Elliott extension runs east/west starting from the Great Cataraqui River, the by-law suggests the numbering sequence start at the river and head westerly. Further, the naming conventions, both through 9-1-1 and our present by-law, discourages the use of a number of names for streets that are considered to be continuous streets. For instance, currently under the proposed report, Counter Street could start at Cataraqui River and head westerly to its current boundary of Princess Street, or the newly constructed road and Counter Street could be renamed Taylor-Kidd Boulevard. The use of Taylor-Kidd Boulevard is consistent with the City’s current street naming by-law. Further, it allows for one name for a continuous street through the Municipality. When the third crossing is constructed, the river acts as a nature demarcation and Council will only need to deal with the issue of how Gore Road will tie into Taylor-Kidd Boulevard.

Therefore, in order for the numbering sequence to work correctly on the new portion of Elliott Avenue, the numbers would have to be renumbered starting at one at the Cataraqui River, which would then facilitate a change for all the current addresses on Counter Street as discussed above. Therefore, notwithstanding whatever the name may be, it is still desirable to change the appropriate civic addresses that currently exists on Counter Street.
OPTIONS/DISCUSSION: (Cont’d)

The opportunity that presents itself with the renaming of Elliott Avenue and Counter Street, is that we can align the new road, not only geographically, but we can also realign it with the street naming and civic addressing by-law, to reduce confusion for delivery of emergency services and other services, and to become more consistent, as prescribed in our by-law. The report outlines four possible options, some of which were suggested by some of the affected property owner. These options are discussed below. A fifth option came to light after the public notices were published, being the renaming of Taylor-Kidd Boulevard to Counter Street for the entire length of Taylor-Kidd Boulevard within the City limits. Further consideration of this fifth option would require a public notice and discussion at a future Council meeting.

Option #1
Use Division Street as our east/west boundary, and call the leg of Counter Street from Cataraqui River to Division, Counter Street East, numbering from zero to 416. The section from Division Street to Princess Street, would be re-named to Counter Street West and numbered from 1 to 565. This would affect 226 properties/tenants that are currently assigned an Elliott Avenue address and 33 (approx. 15) properties/tenants that are currently assigned a Counter Street address. Staff do not recommend this option because it does little or nothing to remove the confusion with numbers that are the same and the only differentiation is the suffix in the street name. This is discouraged both in our by-law and the Bell standards for 9-1-1 services.

Option #2 (Recommended by staff as preferred alternative #1)
The whole road from the Cataraqui River to Princess Street could be named Taylor-Kidd Boulevard. This would bring us to the next level of performance in street naming. In the event the third crossing were to go ahead, we have the river as a nature divide with Gore Road to the east and Taylor-Kidd to the west. This change would require the current properties on Elliott Avenue to change their street name, properties on Counter Street to change their street name and civic address by adding 400 to their current address, and for two properties on Taylor-Kidd Boulevard to change their civic address. This of course would result in a more difficult transition for the businesses involved. This would affect 261 property owners/tenants. Staff recommend this option since it is the option that adheres to our by-law and Bell 9-1-1 standards.

Option #3
Elliott Avenue to start at the river and end at Division Street, calling the new section Elliott Avenue. This would then facilitate a change of the current Elliott Avenue from Leroy Grant Drive easterly to the point where Elliott Avenue connects into the new intersection. This is where Elliott will meet the newly constructed road in the proximity of the Lions Club, on what is now known as Elliott Avenue. This would facilitate a name change in that area that would affect 146 properties, mainly residential. Staff does not recommend this option because it does not eliminate the confusion of having a continuous street with 3 separate names identifying different sections, Elliott Avenue, Counter Street, and then ultimately Taylor-Kidd Boulevard. Again, this is contrary to the conventions associated with our 9-1-1 PERS system for Bell Canada, and runs contrary to By-Law 2000-177, wherein we try to be consistent in our street naming and eliminate duplications as much as possible.
OPTIONS/DISCUSSION: (Cont'd)

Option #4 (Recommended by staff as preferred alternative # 2)
This option is the second most desirable solution, which would see Elliott Avenue renamed to Counter Street from the Cataraqui River up to the current intersection at Division and Counter Streets. The property owners on Elliott Avenue would be required to change their street name, but keep their current civic address. This would affect 226 properties owners/tenants. The property owners/tenants on the current section of Counter Street from Division to Princess Street would be required to change their civic address by adding 400 to their current address. This will affect 259 property owners/tenants.

This was the convention used on other streets within the City where approximately 105 business and 247 residents were required to change their address. Bath Road was the one street that is very similar to Counter Street, where 85 businesses were required to add the number 1000 to their civic address. This recommendation is in keeping with the direction of Council to minimize the number of street name changes, when staff began to implement the 9-1-1 PERS. Further Canada post has waived the $30.00 fee to residents that will be affected, they have also agreed to continue to deliver mail to either the new address or the old address for a period of time to assist with this transition.

In Summary

<table>
<thead>
<tr>
<th>Description of Option</th>
<th>Complies with City By-law</th>
<th>Complies with 9-1-1 standard</th>
<th>Properties Owners/Tenants Affected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Option #1 Counter Street East and West</td>
<td>No</td>
<td>Yes - but not encouraged</td>
<td>259</td>
</tr>
<tr>
<td>Option #2 Rename to Taylor-Kidd Blvd</td>
<td>Yes</td>
<td>Yes</td>
<td>261</td>
</tr>
<tr>
<td>Option #3 Elliott Avenue to Division Street</td>
<td>No</td>
<td>No</td>
<td>146</td>
</tr>
<tr>
<td>Option #4 Counter Street from Cataraqui River West</td>
<td>Yes</td>
<td>Yes</td>
<td>259</td>
</tr>
</tbody>
</table>

Options #2 and #4 are the only two that comply with the current City By-law and the 9-1-1 standard that the City committed to using when we signed our agreement with Bell Canada for the implementation of our 9-1-1 service upgrade.

EXISTING POLICY/BY-LAW:

The existing policy within the Corporation and the Municipal Act does allow the municipality to change civic addresses without holding a public meeting. However, where a street name is being changed, a public notice has to be placed in the Newspaper two weeks prior to the meeting at which the By-Law is to be passed. A draft by-law has been established renaming a portion of Elliott Avenue and Counter Street to Taylor-Kidd Boulevard, as prescribed in the attached appendix to this report.

LINK TO STRATEGIC PLAN:

Not Applicable
FINANCIAL CONSIDERATIONS:

No financial implications are to be considered in this report.

CONTACTS:

Speros Kanellos, Manager, Engineering Division, 384-1770 ext.3133
Joseph E. Davis, Senior Project Manager, Planning & Development Services, 384-1770 ext 3125

DEPARTMENTS/OTHERS CONSULTED AND AFFECTED:

Operations Division, Properties - Barclay Mayhew, Manager
Has no huge concern with the recommendations. Supports the long term benefits of the renaming.

Kingston Police Force – Deputy Chief Murphy
Supports the recommendation in this report.

Community Services Fire Services Division – Chief Fire Prevention Officer Robb Kidd
Option #1 (Counter Street “East” and “West”)
We would not endorse this option.

Option #2 (Rename the entire Counter/Elliott thoroughfare to Taylor-Kidd)
We would endorse this option from an emergency services response perspective because it establishes a continuous major thoroughfare with a single name and numbering system from our western municipal boundary to the Cataraqui River. When the effect of the future bridge over the river is considered it makes sense to use the river as the demarcation point rather than having three names assigned to this roadway that will traverse the City.

Option #3 (Elliott Avenue to Division)
We would not endorse this option.

Option #4 (Counter Street from Cataraqui River west to Taylor Kidd)
This option is acceptable from an emergency service response perspective.

Kingston Central Ambulance Communications Centre – Bob Johnson Director
Supports Option #4 and states that this change would not confuse the public that already identify with Counter Street from Division to Princess Streets.

Utilities Kingston response by Jim Keetch President and CEO

The renumbering of Counter Street would result in significant costs to Utilities Kingston as well as legal impacts. Both Kingston Electricity Distribution Limited and 1425445 Ontario Limited (operating as Utilities Kingston), being registered corporation, would have to file corporate information returns indicating the new address. This would also apply to any other corporate subsidiaries and business registrations linked to these two corporations. In addition, both companies would have to notify and file the information change with all regulatory bodies (i.e. The Ontario Energy Board, etc.) that we currently deal with.
With respect to the alternate option of renaming Taylor Kidd Boulevard, the impacts on both KEDL and UK would be the same regardless of the option chosen.

In conclusion, we continue to feel that we should better understand how much this will cost and whether there will be a rate impact prior to this change taking effect.

NOTICE PROVISIONS:

Under the Municipal Act and By-Law 2003-15 of the City of Kingston, the City is required to provide public notice of its intention to pass a by-law changing the name of a highway. This was advertised in the Kingston Whig-Standard of Saturday, July 31st, 2004.

Staff has contacted a number of the larger businesses that would be affected by the change. A summary of their comments are below:

<table>
<thead>
<tr>
<th>Business</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bob Martin Construction</td>
<td>Would like to work with the City on this. They have suggested that we number only the properties that have current civics. This would result in the properties on Elliott Avenue being numbered 1 to 32. Then the properties currently on Counter Street would not have to be renumbered.</td>
</tr>
<tr>
<td>Voyageur Colonial bus Lines</td>
<td>Supports Option #4 renumbering is preferred to renaming Counter Street. They have also suggested that we stay away from the east/west designation. This very confusing in other cities.</td>
</tr>
<tr>
<td>Ontario Reality Corporation</td>
<td>Would like to see no change. This has a huge impact on their client (MTO). It would take MTO up to one year to implement any changes to a civic or name change.</td>
</tr>
<tr>
<td>KIMCO</td>
<td>Is not in favour of this at any level. Supports the East/West designation and not changing the civics on Counter Street.</td>
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APPENDICES:

Appendix A - Plan showing Option #1 renaming Counter Street East and West  
Appendix B – Plan Showing Option #2 renaming to Taylor-Kidd Boulevard  
Appendix C – Plan Showing Option #3 renaming to Elliott Avenue  
Appendix D – Plan Showing Option #4 renaming Portion of Elliott Avenue to Counter Street
Terry Willing
Acting Commissioner, Planning & Development Services

Bert Meunier
Chief Administrative Officer