



STREET ADDRESSING INITIATIVE



A Comprehensive Report on the Street Addressing Initiative Final Territory-wide Phase for the 36th Legislature of the Virgin Islands Committee on Disaster Recovery, Infrastructure & Planning.



Prepared by:

Office of the Lieutenant Governor

6/12/2025



Good afternoon, Senator Marise C. James, Chair of the Committee on Disaster Recovery, Infrastructure & Planning, Senators of the 36th Legislature, and the People of the Virgin Islands. My name is L. Christopher George; I am the Administrator of the Geospatial Information Systems Division and Project Manager of the Office of the Lieutenant Governor's Street Addressing Initiative (referred to as "SAI"). As the SAI is executing its final **Territory-wide phase**, I would like to first thank you for the timely opportunity to present to this committee a comprehensive report on this historic, critical infrastructure project. Accompanying me today are Assistant Project Managers Mr. Pedro Nieves in St. Croix & Mr. John D. Gumbs in St. Thomas-St. John.

1. BACKGROUND SUMMARY

I will now provide a summary of the Street Addressing Initiative onto which the Virgin Islands has built a solid foundation and its three successful phases to date.

It has been well documented in human history that navigation by thoroughfare is the most logical and efficient means of transportation. In developed societies that way of transportation is linked to a property description and combines producing a robust societal system. In the Virgin Islands, we have made do with one half of the coin while missing out on the advantages of a fully functioning system. Also note that street addressing in the Virgin Islands is not a new concept by any means. There have been several attempted iterations, and I would be remiss if I did not honor those that laid the groundwork. Those whose past efforts of standardizing addressing in the Virgin Islands and whose shoulders we stand upon. Individuals such as Nathaniel Wells, Verne Callwood, Dr. Theresa Parris, Stevie Henry, Shawna Richards, Dr. Frank Mills, Lt. Governor Gregory Francis, among others. These and many others each played their part to get us to where we are today.

In 2012, the SAI's first phase was a historic and lasting partnership with the University of the Virgin Islands, enabled by VIC. Title 3, Section 74. It has been a priority for the Office of Lt Governor through the GIS Division to foster a working relationship with the University. This relationship has accomplished many specialized projects across the Territory, but the SAI is our *magnus opus*. Phase One was the first step together and it created what is now known as the **Strategic Implementation Plan for Addressing**. It is based on the culmination of successes and lessons learned from all addressing iterations that came before. The SAI Implementation Plan has been publicly available since its release on the SAI project website: <https://sites.google.com/view/usvi-sai/home>. Though some conditions such as pricing and fieldwork have changed, it remains the guiding document for execution of this monumental project. Simply put, within this plan is the framework of "WHY IT IS NEEDED" and "HOW TO GET IT DONE," specifically within the context of the Caribbean and Virgin Islands. We can provide specific implementation details upon request but for the purpose of this discussion, I will leave technical details to be found therein.

In 2013, the Strategic Implementation Plan for Addressing was then real-time tested in the SAI's second phase. Designated the SAI **Pilot Phase**, it was conducted in the historic districts of St. Thomas and St. John, and the Mon Bijou Community in St. Croix. This phase allowed us to rigorously test our data quality, technical presumptions, fieldwork, and community awareness/response. At the end of the Pilot phase, we generated a report that detailed where the initial suppositions fell short and where they were successful. This Pilot Phase report was then used to evolve and strengthen the SAI Implementation Plan for the next phase. This report can also be found on the SAI Project website.

Additionally, during the SAI Pilot Phase the Office of Lieutenant Governor created an efficient process for Virgin Islands Residents and Property Owners to be able to name the roadways in their

neighborhoods and communities. This is formally called the Community Road Naming Protocols. This process is streamlined and designed to be efficient as possible but also provides the necessary substantive community engagement. The SAI provides continual support to neighborhood organizations, homeowners associations, communities, and individual residents in walking them step-by-step through the Community Naming Protocol process. To date we have assisted countless individual communities across the Territory as well as entire Estates who have representing groups, such as Estates Mountain, Smith Bay, Pearl, Grove Place, Santa Maria, and Carolina. Organizations such as Our Town Frederiksted, We From Upstreet, and the Coral Bay Community Council have been instrumental in progressing the SAI forward. This process will remain ongoing and protocol details can also be found on the SAI Project website.

In 2019, Lieutenant Governor Tregenza A. Roach Esq. commenced the SAI **Bridge Phase** which accomplished two main goals. First, to develop the Territory's Master Address Repository System (MARS) with its corresponding Addressing Manual draft. Secondly, to fine tune the procedures that will be adapted or "bridged" to the entire Territory from the Pilot phase. During this Phase over 4,000 new addresses were created, and ALL urban areas of the Territory are now formally addressed (Christiansted, Frederiksted, Charlotte Amalie, and Cruz Bay). This is the foundation on which the Office of the Lt. Governor's Street Addressing Initiative is currently executing the final Territory-wide phase.

2. USVI ADDRESSING OVERVIEW

Street addressing or lack thereof can affect the quality of services in many aspects of our lives, from emergency services to food delivery, from utilities to postal mail, curb side trash pickup, carrier services, senior and disability services, etc. Not to mention the economic impact we are missing out on via businesses based in these sectors. From a general standpoint Street Addressing (or *addressing data*) is comprised of two parts: a street name and corresponding address number. The Street Addressing Initiative is the largest infrastructure project in modern Virgin Islands history, and it can be better understood as a composition of three main objectives.

- A. Creating a nationally standardized addressing system designed specifically for the USVI
- B. Fabricating and installing Street name signage for the USVI
- C. USVI Awareness, Participation, & Inevitable Utilization

In 2011, the US Government through the Federal Geographic Data Committee (FGDC) (a Department of Interior (US DOI) committee) created the United States Thoroughfare, Landmark, and Postal Address Data Standard. This document (FGDC-STD-016-2011) standardized all US street addressing for Landmark, Postal, and Emergency service use. The FGDC approval is also the prerequisite for ANY state, city, or municipality to be included into the Department of Transportation's (US DOT) National Address Database (NAD).

The Office of the Lt. Governor sought to keep the USVI in line with the required US DOT standards, however we needed to prove the SAI's viability and validate how we intend to formalize our street addressing. On July 5th, 2022, I presented to US Dept of Transportation, US Dept of Interior, & Federal Geographic Data Committee (FGDC) regarding the SAI. Upon the presentation's completion the project was found satisfactory for final execution by the FGDC, our data framework has been accepted by US DOT, and the US DOI is now using the USVI as an example for other US Territories in its General Services Administration 10x Program.

The precedence that was built up in the SAI from our Federal relations have also enabled the GIS Division to expand into authoritative source partnerships with global mapping engines such as Google Maps, Apple Maps, Open Street Map, and the Environmental Systems Research Institute (ESRI). We have been dedicatedly striving to provide up to date information and correct data issues with these conglomerates so that they can better serve us.

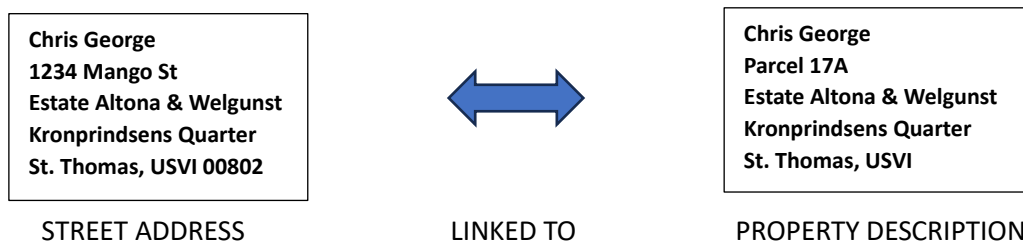
A. CREATING A NATIONALLY STANDARDIZED ADDRESSING SYSTEM

As we are part of the United States of America, there is the familiar national addressing framework to be adhered to. However, we are the Virgin Islands, and we are unique in our culture and heritage. Within the process of the SAI, the Office of the Lt. Governor fought to make sure these Virgin Islands aspects are engrained and irremovable. Aspects like of our Estate structure, our Caribbean environment, our unique history, as well as our street types that retain non-English languages.

First and most important, the SAI is **NOT** changing your property description in anyway shape or form. That remains intact, in perpetuity for your instruments of ownership, deeds, leases, property tax, etc. As stated earlier, the SAI is creating the street addressing system that will be linked to our property descriptions. The other half of the coin.

The Master Address Repository (MARS) is essentially a database with mapping components and is where the structure of the addressing system is maintained. The addressing system links a street address to a structure, parcel of land, landmark, etc. via a GPS position. The example below is a graphical interpretation of the data link that is happening inside the MARS database.

Example:



These links between the two datasets are stored and maintained in the MARS. The technical process of how the link happens in the MARS is described by the corresponding Address Manual. This manual will be the exact guide for implementation, maintenance, and archiving of street addressing in the USVI going forward. We can provide specific technical details and a manual draft upon request.

Once the MARS is complete in its data structure, it will be housed on the Territorial GIS Platform. Thereby providing the modern digital environment for access to it by our federal and private partners. Alternatively, this will be a significant milestone that awaits at the end of the SAI. As per federal regulation, once that state/territory declaration is made the US DOT will make our MARS part of the National Address Database and all the relevant federal entities must utilize it. From there it goes to the US Postal Services, the US Census, IRS, etc. and then on to the global mapping engines by default. The total cost for USVI MARS infrastructure is \$145,529.19.

B. FABRICATING AND INSTALLING STREET NAME SIGNAGE FOR THE USVI

From the public point of view, the most tangible aspect of the SAI is street name signage. This is what we use to navigate, it is also what we can use to engrain Virgin Islands culture and heritage directly into our infrastructure. The Office of the Lt. Governor fought to make certain that funding for street name signage would be available in this final phase of the SAI and our goal is to have a sign for every named street throughout the duration of this project. This includes neighborhood signs, sensitive district signs, and illuminated highway signs with allotted funding at \$2.3M.

To date the SAI has installed illuminated highway signs on the major intersections of St. Thomas. In St. Croix we have only recently found a capable vendor to provide installation services. The signs for St. Croix are stored in DPW Anna's Hope Operations facility and awaiting final payment to vendor.

For Love City, St. John we have also purchased two illuminated signs for installation at the Giffit Hill Intersection and the Bordeaux Mountain turn off. Working thru DPW's Federal highway program we hope to install them later this year. In addition, the contract for residential street name signs for St. John is finally being executed and barring any unforeseen circumstances groundbreaking should commence in August.

The Office of the Lt. Governor communicates routinely with the Department of Planning & Natural Resources and the Department of Public Works, both being core stakeholder agencies of the SAI. It is important to note that all signage purchased by the SAI follows the strict policies on size, type, and placement as prescribed by these two regulating departments.

C. USVI AWARENESS & PARTICIPATION

The overall success of the SAI is heavily dependent on external interactivity. Its success can only be garnered through effective participation as compartmentalized into two sectors: *Stakeholder Entities* & the *General Public*.

Stakeholder entities are government agencies (Federal & State) such as this body and private companies that are either consumers and/or creators of addressing data. For example, this body specifically has the overarching power to name any thoroughfare in the Territory. Thereby making the Legislature an integral creator of addressing data in the Virgin Islands government. In contrast to the Waste Management Authority (State) or US Census (Federal), both would be considered large scale consumers of addressing data. Concerning the US Census specifically as it relates to the USVI, this body nor any other part of the Virgin Islands government has ever had a detailed understanding of our population demographics. That data has never been available to this body or the GVI only due to one fact, the lack of street addresses. In turn the US Census can only show demographics from an Estate level. That one fact should be of major concern for this body, especially with conversations about districting and geographic accountability.

In addition to the three above-mentioned, to date the following entities are considered SAI Stakeholders: Dept. of Public Works, VITEMA, VI Fire & EMS, VI Police Department, Water & Power Authority, viNGN, Dept. of Planning & Natural Resources, Bureau of Information Technology, Dept. of Tourism, Dept. of Health, One Communication, VI Housing Authority, Economic Development Authority, US Postal Service, and US DOT. Without the support and participation of these entities in the past, the SAI would not have accomplished what it has.

We also look to our SAI Stakeholders for advocacy of the SAI via their own internal Public Relations efforts. The overall success of this Territory wide phase depends on a broad spectrum of advocacy, not solely from the Office of the Lieutenant Governor. As we ramp up our media campaign, we will do our due diligence in fostering stakeholder synchronicity in our public messaging. Moreover, the reality is we are all in servitude to one employer, the People of the Virgin Islands of the United States. If we, as managing entity and stakeholders, do not provide proper public awareness and understanding of the SAI and its purpose, why would people participate in it? Why would they utilize it?

The successes of the past phases can only be attributed to the active broad spectrum public relations campaign that was maintained throughout. With Town halls, door-to-door communication, radio, television, social media, road-side banners, flyers, etc., the SAI was able to garner active public participation. I would like to thank the members of this body who helped in the effort for the SAI Bridge Phase: Senator Novelle Francis Jr., as well as Senator Alma Francis-Heyliger in her alternative capacity. Public participation includes the Community Road Naming Protocols as described in the BACKGROUND SUMMARY, but also in the utilization of street addressing in daily life. It is understood that a period of transition is unavoidable for a project that changes how we as a people navigate our islands. As we go from:

“To get to Ms. Mary house, go dung by Ms. Sally house and mek deh left by de mango tree, look for de white fence on de corner.”

TO

“Ms. Mary house is 4389 Soursop Lane in Estate Adrian”

Without street addressing, one would hope the mango tree did not blow down or if Ms. Mary had her fence painted a different color. During the trials of IrMaria we fully understood the problems we faced with navigation and outside entities trying to provide much needed help with no clue how to get around. Now that those times are distant and we are on the advent of societal change let us not fall into complacency. The distinct difference between the two ways of describing where someone is located is that no matter what happens structurally or environmentally, Ms. Mary’s Street address will always lead to her house from anywhere. You also don’t have to know what a mango tree or soursop looks like, and you really don’t have to know Ms. Sally either. These aspects of the SAI must be continually expressed, and we must make it extremely clear to all demographics. A large part of the community awareness is being able to educate the younger generations. Inevitably they are the ones to utilize it, pass it on, and build it into their colloquial speech. The Office of the Lt. Governor’s SAI team has visited many schools and conducted exciting presentations across the Territory, which we will continue for project duration.

3. PAST PHASE FUNDING

The funding amount and sources for the past phases of the SAI are as follows:

Implementation Plan: **\$63,985.00** - Department of Interior Office of Insular Affairs (DOI-OIA)
Technical Assistance Grant

Pilot Phase: **\$218,207.49** - Office of the Lt. Governor

Bridge Phase: **\$200,000.00** - Office of the Lt. Governor

All executed contracts can be provided upon request. For the SAI's final Territory-wide phase, it has been our priority to make sure that the necessary funding would not burden GVI general fund.

4. FINAL PHASE

As the Bridge Phase was completed in 2020, we immediately started to pursue funding opportunities with the US Dept. of Housing & Urban Development's Community Development Block Grant through the VI Housing Finance Authority. The SAI was inevitably awarded \$5,300,000 in total. However, being such a specialized project, it took a monumental effort, years of time, and multiple versions to get our application approved. The Office of the Lt. Governor was steadfast and completed every requirement, policy review, and compliance audit necessary to arrive at our current active project. However, there were many challenges in obtaining approvals to proceed that were outside of the Office of the Lieutenant Governor's control. Upon the SAI's grant management transition to Office of Disaster Recovery under Director Williams-Octalien, we have seen an increase in the speed of the procurement process and execution from our Program Management team.

From an overall standpoint this Final phase is not dissimilar to the previous phases, where our primary partner is the University of the Virgin Islands. However, due to federal procurement restrictions of the grant we could not simply rely on V.I.C. Title 3 Section 74 to establish a contract for services. The Office of the Lt. Governor openly solicited bids through the Dept of Property & Procurement's Request for Proposal process, and the University was formally awarded via bid evaluation. This contract has been executed and our University has already been paid over \$400k for work completed to date. The University's partnership through the Eastern Caribbean Center has been invaluable in execution of the field work for the SAI.

In addition to the USVI creating a state-of-the-art MARS; equivalent to any major US city, this grant allowed us to purchase road mapping equipment that is being utilized now and well beyond the SAI. It is a multi-purpose survey unit that provides the GVI autonomy in mapping capacity that we nor this region has put to use before. Total cost for Trimble MX-50 Mobile Mapping unit was \$347,705.00.



As stated, the total cost for the SAI Territory wide phase is \$5,300,000 and is in table form below in the SAI COST ESTIMATE WORKSHEET.

Above all, the most important aspect of this phase is the massive emphasis on our “Name Your Road” campaign. Each Estate in the Territory carries its own unique history, familial legacies, flora/fauna, and milestones in Virgin Islands culture. These aspects and more are the necessary pieces to be memorialized in our road infrastructure. It is important to reiterate, that external funding to complete the entire Territory has been sought and approved for the benefit of all. That means all roads must be named. Again, we are thankful that so many have already cemented their respective area legacies through the Community Road Naming Protocols. St. Croix & St. Thomas both stand at around 60-70% named roads, and St. John at 93%.

5. CONCLUSION

A standardized street addressing system has been a long time in the making for the Territory, well before the SAI. Through the dedication of the Office of the Lt Governor, the efforts of our partnership with UVI, and our stakeholder support, the finish line is finally in sight. Barring any unforeseeable circumstances, in this year (2025) the majority of the addressing will be completed, street names signs will be installed in St. John, and have a fully operational Master Address Repository System. St. John is now the first island in the Caribbean to have a fully functioning addressing system from end-to-end. Beyond that the Office of the Lt Governor will provide whatever assistance is needed in the formulation of the relevant legislation.

In conclusion, I ask my people of the Virgin Islands this. How much better would it be for E911 dispatchers to not waste time on getting run-around directions during calls of panic and duress? How much better would it be for WMA to provide curbside pickup Territory-wide? How much better would it be for the Legislature to make laws and assign funding according to accurate demographics, not assumptions? How much better would it be to empower an entire new economic sector for carrier and delivery services? How much better would it be for our utilities to capitalize on the software they want to use when they are all built on street addressing infrastructure? How much better would it be for the U.S. Virgin Islands to appear in your dropdown menu during your online shopping for all websites? These limitations we take for granted when we live or travel abroad and are sluffed off almost immediately in the advent of the SAI. Beyond my capacity, speaking plainly as a native; born and bred, I truly hope we can embrace this positive evolution.

This concludes our report on the SAI and its final Territory-wide phase status, and the Office of Lt Governor wishes to provide a report upon project close out. Again, we thank this body for the opportunity to present and we are available for questions and comments.

SAI COST ESTIMATE WORKSHEET

Office of Lieutenant Governor (OLG) - Geospatial Information Systems Division Territory Wide - Street Addressing Initiative (SAI) Cost Estimate

Section 1A						
Labor	# of Staff	Hourly Rate	Estimated Hours per Week	Estimated Timing in Weeks	Estimated Total	Comment/Explanation of Cost Assumptions
MARS (DIGITAL INFRASTRUCTURE)	<i>a</i>	<i>b</i>	<i>c</i>	<i>d</i>	<i>a x b x c x d</i>	
NEW LIGHT TECHNOLOGIES	5		0	0	\$ 100,000.00	Based OLG Master Address Repository System (MARS) Software approved evaluation of RFP BD-23-300-3001-191. See Supporting Math for Numbers Tab/MARS Positions & Rates Tab for additional information.
SUBTOTAL	N/A	N/A	N/A	N/A	\$ 100,000.00	Estimated total rounded based on supporting documentation.
Section 1B						
Hardware	Unit				Estimated Total	Comment/Explanation of Cost Assumptions
Geographic Mapping Technologies Corp. (GMT)	1	N/A	N/A	N/A	\$ 36,456.00	HFA/HUD APPROVED PROCUREMENT
Background Data						
PRX	1	N/A	N/A	N/A	\$ 9,073.19	Current aerial imagery is one of the critical background datasets the OLG is responsible for providing. Procurement under \$10,000 threshold. See Supporting Math for Numbers Tab/MARS Positions & Rates Tab for additional information.
TOTAL MARS Software & Hardware Costs	N/A	N/A	N/A	N/A	\$ 145,529.19	
Section 2						
Road Mapping System	Unit					Comment/Explanation of Cost Assumptions
HLCM Group, Inc.	1	N/A	N/A	N/A	\$ 347,705.00	HFA/HUD APPROVED PROCUREMENT
Section 3						
Addressing Contractor	Unit				Estimated Total	
University of the Virgin Islands (UVI)	1	N/A	N/A	N/A	\$ 1,999,970.00	Based USVI Address Data Implementation approved evaluation of RFP BD-23-600-6001-187. See Supporting Math for Numbers Tab/Contractor (UVI) Expenses Tab/Contractor (UVI) Labor Costs Tab for additional information. AWAITING FINALIZED PRICE
Section 4						
Street Name Signage	Unit					
MANUFACTURING & SIGN POSTING CONTRACTOR	1	N/A	N/A	N/A	\$ 2,324,328.81	See Supporting Math for Numbers Tab/Street Signs -- DPW Contracting Tab for additional information.
Total Contractor Cost	N/A	N/A	N/A	N/A	\$ 4,817,533.00	
SAI Project Management Expenses	N/A	N/A	N/A	N/A	\$ 389,319.34	See Supporting Math for Numbers Tab/SAI Project Mgmt. Expenses Tab for additional information.
SAI Project Contingency	N/A	N/A	N/A	N/A	\$ 93,147.66	See PROJECT CONTINGENCY Tab for additional information.
Project Cost	N/A	N/A	N/A	N/A	\$ 5,300,000.00	

Signature: 
L. Chris George, Project Manager

Date 11/9/2023

☒ Approved ☐ Disapproved

