

<p>6. GATEWAY AND ENTRANCE FEATURES DESIGN GUIDELINES</p> <p>LIGNES DIRECTRICES DE CONCEPTION DES POINTS D'ACCÈS ET ENTREES</p>

AGRICULTURAL AND RURAL AFFAIRS COMMITTEE AND PLANNING AND ENVIRONMENT COMMITTEE RECOMMENDATIONS AS AMENDED

That Council:

- 1. Approve the Design Guidelines for Development Application Gateway Features for immediate implementation;**
- 2. Amend the Delegation of Authority By-law to authorize the Director, Planning Branch to approve and permit development related Gateway Features;**
- 3. Amend the City's Tourism and Public Service Signs policy section 7.10 and 7.11 to allow Primary Neighbourhood features to be installed in the City's road allowances and to exclude the Secondary Neighbourhood features from the City's road allowances;**
- 4. Amend the City's Signs on City Road By-law No 2003-520 and Encroachments on City Highways By-law No. 2003-446 to allow Primary Neighbourhood features to be installed on the City's road allowances; and**
- 5. Refer to the consideration of the Draft 2010 Operating and Capital budget funding for the on-going maintenance and life cycling costs associated with existing and future gateway features as follows:**
 - Surface Operations Branch establish an annual \$240,300 Gateway Features Non-structural Repairs budget;**
 - Infrastructure Services Branch establish an annual \$180,000 Gateway Feature Repair/Renewal Capital budget;**
 - Infrastructure Services Branch be provided an additional capital provision of \$100,000 in ~~2009~~, 2010, ~~and~~ 2011, and 2012 for the structural reinstatement of existing Gateway Features in significant disrepair.**

RECOMMANDATIONS MODIFIÉES DU COMITÉ DE L'AGRICULTURE ET DES QUESTIONS RURALES ET COMITÉ DE L'URBANISME ET DE L'ENVIRONNEMENT

Que le Conseil :

- 1. approuve les Lignes directrices de conception concernant les demandes d'aménagement de points d'accès, en vue de leur mise en œuvre immédiate;**

2. modifie le Règlement municipal sur la délégation de pouvoirs de façon à autoriser le directeur de l'Urbanisme à approuver et à permettre les points d'accès liés à des projets résidentiels;
3. modifie les articles 7.10 et 7.11 de la Politique sur la signalisation pour les lieux touristiques et les services publics de la Ville d'Ottawa afin de permettre l'installation d'aménagements pour l'identification des quartiers principaux sur les emprises routières de la Ville et d'empêcher l'installation d'aménagements pour l'identification des quartiers secondaires sur les emprises routières de la Ville;
4. modifie le Règlement municipal n° 2003-520 concernant les enseignes sur les routes de la Ville et le Règlement municipal n° 2003-446 en matière d'empiètement sur les voies publiques de la Ville afin de permettre l'installation d'aménagements pour l'identification des quartiers principaux sur les emprises routières de la Ville;
5. renvoie l'examen du financement des budgets 2010 d'immobilisations et de fonctionnement préliminaires pour obtenir les coûts liés à l'entretien permanent et au cycle de vie des points d'accès existants et futurs :
 - que la Direction des opérations de surface prévoie des crédits annuels de 240 300 \$ pour les réparations de nature non structurale aux points d'accès;
 - que la Direction des services d'infrastructure établisse un budget d'immobilisation annuel de 180 000 \$ pour la réparation et le renouvellement des points d'accès;
 - que la Direction des services d'infrastructure se voie accorder des crédits d'immobilisation supplémentaires de 100 000 \$ en ~~2009~~, en 2010 et en 2011, et 2012 en vue du rétablissement structurel des points d'accès gravement détériorés.

DOCUMENTATION

1. Deputy City Manager's report, Infrastructure Services and Community Sustainability, dated 27 October 2008 (ACS2008-ICS-PLA-0223).
2. Agriculture and Rural Affairs Committee, Extract of Draft Minutes 32, 13 November 2008.
3. Extract of Draft Minutes 43, 14 November 2008.

Report to/Rapport au :

**Agriculture and Rural Affairs Committee
Comité d'agriculture et des questions rurales**

and / et

**Planning and Environment Committee
Comité de l'urbanisme et de l'environnement**

27 October 2008 / le 27 octobre 2008

Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice municipale adjointe,

Infrastructure Services and Community Sustainability/Services d'infrastructure et Viabilité des collectivités

*Contact Person/Personne Ressource : Michael Wildman, Acting Manager/Gestionnaire intérimaire, Infrastructure Approvals / Approbation des demandes d'infrastructure
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City-wide

Ref N°: ACS2008-ICS-PLA-0223

SUBJECT: GATEWAY AND ENTRANCE FEATURES DESIGN GUIDELINES

OBJET : LIGNES DIRECTRICES DE CONCEPTION DES POINTS D'ACCÈS ET ENTREES

REPORT RECOMMENDATION

That Agriculture and Rural Affairs Committee and Planning and Environment Committee recommend that Council:

- 1. Approve the Design Guidelines for Development Application Gateway Features for immediate implementation;**
- 2. Amend the Delegation of Authority By-law to authorize the Director, Planning Branch to approve and permit development related Gateway Features;**
- 3. Amend the City's Tourism and Public Service Signs policy section 7.10 and 7.11 to allow Primary Neighbourhood features to be installed in the City's road allowances and to exclude the Secondary Neighbourhood features from the City's road allowances;**

4. Amend the City's Signs on City Road By-law No 2003-520 and Encroachments on City Highways By-law No. 2003-446 to allow Primary Neighbourhood features to be installed on the City's road allowances; and
5. Refer to the consideration of the Draft 2009 Operating and Capital budget funding for the on-going maintenance and life cycling costs associated with existing and future gateway features as follows:
 - Surface Operations Branch establish an annual \$240,300 Gateway Features Non-structural Repairs budget;
 - Infrastructure Services Branch establish an annual \$180,000 Gateway Feature Repair/Renewal Capital budget;
 - Infrastructure Services Branch be provided an additional capital provision of \$100,000 in 2009, 2010, and 2011 for the structural reinstatement of existing Gateway Features in significant disrepair.

RECOMMANDATION DU RAPPORT

Que le Comité de l'agriculture et des questions rurales et le Comité de l'urbanisme et de l'environnement recommandent au Conseil :

1. d'approuver les Lignes directrices de conception concernant les demandes d'aménagement de points d'accès, en vue de leur mise en œuvre immédiate;
2. de modifier le Règlement municipal sur la délégation de pouvoirs de façon à autoriser le directeur de l'Urbanisme à approuver et à permettre les points d'accès liés à des projets résidentiels;
3. de modifier les articles 7.10 et 7.11 de la Politique sur la signalisation pour les lieux touristiques et les services publics de la Ville d'Ottawa afin de permettre l'installation d'aménagements pour l'identification des quartiers principaux sur les emprises routières de la Ville et d'empêcher l'installation d'aménagements pour l'identification des quartiers secondaires sur les emprises routières de la Ville;
4. de modifier le Règlement municipal n° 2003-520 concernant les enseignes sur les routes de la Ville et le Règlement municipal n° 2003-446 en matière d'empiètement sur les voies publiques de la Ville afin de permettre l'installation d'aménagements pour l'identification des quartiers principaux sur les emprises routières de la Ville;
5. de renvoyer l'examen du financement des budgets 2009 d'immobilisations et de fonctionnement préliminaires pour obtenir les coûts liés à l'entretien permanent et au cycle de vie des points d'accès existants et futurs :
 - que la Direction des opérations de surface prévoie des crédits annuels de 240 300 \$ pour les réparations de nature non structurelle aux points d'accès;

- que la Direction des services d'infrastructure établisse un budget d'immobilisation annuel de 180 000 \$ pour la réparation et le renouvellement des points d'accès;
- que la Direction des services d'infrastructure se voie accorder des crédits d'immobilisation supplémentaires de 100 000 \$ en 2009, en 2010 et en 2011 en vue du rétablissement structurel des points d'accès gravement détériorés;

EXECUTIVE SUMMARY

Assumptions and Analysis:

In 2007, Planning and Environment Committee carried a motion which directed "staff to undertake a review of Gateway Features in new developments". In May 2008, Council directed Planning, Transit and the Environment staff to prepare detailed guidelines and standards pertaining to the design, construction and long term maintenance for future Gateway/Entrance Features based upon specific principles. An extensive consultation period preceded the development of the guidelines, as instructed by Council. This report recommends draft Gateway Feature Guidelines for development applications.

The Guidelines and accompanying staff report were completed prior to the organizational restructuring. Efforts have been made to adjust the staff report where feasible; however, in some cases it was deemed not necessary to do so.

Financial Implications:

The approval of the Guidelines will limit the future potential proliferation of gateway features within the public domain, thus limiting future budget pressures. The approval of the Guidelines is estimated to generate a new nominal budget pressure in the order of approximately \$1,000 to \$1,400 per year.

The reintroduction of funding for the existing publicly owned gateway features will result in new annual budget pressures being added for consideration to the Draft 2009 Operating and Capital budget:

- Surface Operations Operating Budget be increased by \$240,300 for Gateway Features Non-structural Repairs;
- Infrastructure Services Branch establish an annual \$180,000 Gateway Feature Repair/Renewal Capital budget;
- Infrastructure Service Branch establish an additional capital provision of \$100,000 annually for the first three years for the structural reinstatement of existing Gateway Features.

These pressures have not been identified in the draft 2009 Operating and Capital Budgets as tabled on November 4th. Financial Planning staff will update Council on all new financial impacts prior to deliberating the budget in December.

Public Consultation/Input:

As directed by council, the development of the Guidelines underwent extensive outreach and public consultation, including two publicly advertised Open Houses, surveys, round table interviews and technical advisory input.

RÉSUMÉ

Hypothèses et analyse :

En 2007, le Comité de l'urbanisme et de l'environnement a adopté une motion qui donnait instruction au personnel de procéder à un examen des points d'accès pour les nouveaux projets résidentiels. En mai 2008, le Conseil a demandé au personnel du Service de l'urbanisme, du transport en commun et de l'environnement d'établir des lignes directrices et des normes détaillées concernant la conception, la construction et l'entretien à long terme des futurs points d'accès et entrées, en fonction de principes précis. L'élaboration des lignes directrices a été précédée d'une vaste consultation, conformément aux instructions données par le Conseil. Le présent rapport recommande un projet de lignes directrices de conception des points d'accès et entrées qui devraient être prises en considération au moment d'examiner les demandes d'aménagement.

Les lignes directrices et le rapport du personnel qui les accompagne ont été rédigés avant la réorganisation administrative. Les auteurs se sont efforcés d'apporter des rectifications au rapport dans la mesure du possible, mais il n'a pas été jugé nécessaire de le faire dans certains cas.

Répercussions financières :

L'approbation des lignes directrices réduira les risques de prolifération des points d'accès et entrées sur le domaine public, ce qui limitera les pressions sur les budgets futurs. On estime que l'approbation des lignes directrices produira une faible pression budgétaire, de l'ordre de 1 000 \$ à 1 400 \$ par année.

Le rétablissement du financement pour les points d'accès de propriété publique créera de nouvelles pressions budgétaires annuelles, qui devront être prises en considération dans les budgets préliminaires de fonctionnement et des immobilisations de 2009 :

- Le budget de fonctionnement des Opérations de surface devra être augmenté de 240 300 \$ pour les réparations de nature non structurelle aux points d'accès;
- La Direction des services d'infrastructure devra établir un budget d'immobilisation annuel de 180 000 \$ pour la réparation et le renouvellement des points d'accès;
- La Direction des services d'infrastructure devra prévoir des crédits d'immobilisation annuels supplémentaires de 100 000 \$ pour les trois premières années en vue du rétablissement structurel des points d'accès gravement détériorés.

Ces pressions budgétaires n'ont pas été prises en considération dans les budgets préliminaires de fonctionnement et des immobilisations de 2009 déposés le 4 novembre. Le personnel de la Division de la planification financière fera le point sur les nouvelles répercussions financières à l'intention du Conseil avant les délibérations sur le budget devant avoir lieu au mois de décembre.

Consultation publique / commentaires :

Conformément aux directives que le Conseil avait données, l'élaboration des lignes directrices a donné lieu à une vaste opération d'information et de consultation publique, dont deux réunions portes ouvertes ayant fait l'objet d'avis publics, des sondages, des entrevues en table ronde et la participation de conseillers techniques.

BACKGROUND

A gateway feature, sometimes referred to as an "entrance feature", can be described as a feature intended to assist commuters in way finding, and in so doing contributing a sense of identity for a community. The feature should be visually striking such that it can be noticeable to passers by, but should also blend and fit in with the surrounding landscape and built form. Gateways can be thought of as community signatures and their design should somehow reflect elements of local culture, natural landscape, built form or community history. Gateways help to define community boundaries. Gateway features are typically thought of as some form of structure (not necessarily man-made) often with text or a logo and integrated with landscaping. Materials can range from natural stone to concrete or brick products.

On April 10, 2007, Planning and Environment Committee carried a motion, which directed "staff to undertake a review of Gateway Features in new developments". This motion was tabled in part, due to concerns raised with respect to on-going maintenance and associated costs of gateway features which are located within the public domain.

On May 28, 2008, Council directed Planning, Transit and the Environment staff to prepare detailed guidelines and standards pertaining to the design, construction and long term maintenance for future Gateway Features based upon specific principles outlined in a supporting staff report (see Document 1 Gateways Phase 1 Staff Report and Associated Motions – Motion 1). Council further directed staff to ensure that consultation occurred, which dealt with long-term maintenance costs of gateway features (Document 1 – Motion 3). Council also directed Public Works and Services staff to undertake an assessment survey of existing Gateway features and that such assessment include the cost of reinstating maintenance funding for existing Gateway features on City right of ways prior to the tabling of the 2009 Draft Operating and Capital Budgets (see Document 1 – Motion 2). This report responds to directions 1 and 3 of the May 28, 2008 Council motions. Motion 2 has been completed by Public Works and Services and is summarized in this report and in more detail in Document 3.

DISCUSSION

In June 2008, following Council's direction to develop Guidelines for Gateway features, Planning, Transit and the Environment staff embarked on an extensive consultation process in order to seek comments and input from members of Council, Community Associations (CA) and Business Improvement Association (BIA), the general public, developer representatives, and internal City stakeholders. As noted, consultation was extensive, and is summarized in the Consultation section of this report.

The proposed guidelines (Document 2) respond to all principles approved by Council in the May 28, 2008 staff report as listed below, while balancing the feedback received from all stakeholder groups.

On May 28, 2008, Council approved principles for the development of Guidelines:

1. Gateways shall be designed to limit financial burden to the City or private landowners;
2. Gateways shall be designed for longevity and low maintenance;
3. Gateways shall be placed in such a way as to eliminate conflicts with utilities or snow storage;
4. Gateways shall be designed and located in the safest possible manner;
5. Gateways shall be aesthetically pleasing;
6. Gateways shall be integrated with community and its surroundings;
7. Gateways shall be maintained by developers through a warranty period;
8. Gateways shall be certified by a qualified professional prior to acceptance by the City;
9. Proliferation of Gateways on public property shall be discouraged and limited;
10. Contributions to a life cycling fund shall be made by developers who wish to locate Gateways on Public Property;
11. Gateway on-going maintenance and life cycling costs shall be monitored annually and budgeted accordingly;
12. Gateways shall be clearly defined, with an established hierarchy and shall be planned for integration with the community;
13. Consultation should occur with a broad range of external stakeholder groups in the development of the guidelines including community groups, Business Improvement Associations, etc.;
14. Guidelines shall be developed so as to streamline and harmonize existing policies.

Guideline Study Highlights

The recommended Gateway Features/Entrance Guidelines are presented in Document 2.

Section 1 of the Guidelines is a summary of the history leading up to the preparation of the proposed Guidelines. Section 2 summarizes the findings of the consultation process and feedback received through surveys and interviews from Community Associations, Business Improvement Associations, Developer Representatives, internal City stakeholders, and members of Council.

Section 3 of the Guidelines is broken down into a number of sub-sections which are highlighted as follows:

Hierarchy

Section 3.1 of the Guidelines defines Gateway hierarchy, responding to Council approved principle 12 which reads as follows: *“Gateways shall be clearly defined, with an established hierarchy and shall be planned for integration with the community”*

Hierarchy of gateway features was discussed in the staff report approved by Council on May 28, 2008. At that time, hierarchy included community level features such as the Kanata feature along Regional Road 174, primary and secondary neighbourhood features such as the Chapel Hill feature on Orleans Boulevard or Wyldewood feature in Stittsville respectively, and finally private features such as might be implemented on a private condominium site. Through consultation undertaken in preparation of the guidelines, it was felt that there should only be one classification of permanent publicly owned neighbourhood feature, that being primary. Secondary neighbourhood features are now considered temporary and must be removed subject to various by-laws once no longer required. This will significantly limit the number of permanent features for which the City would maintain, and consequently limit costs to the City in accordance with Council's approved principles 1 and 9.

Location

Section 3.2 of the Guidelines provides direction with respect to the location of features. Community and Primary Neighbourhood features will be located on specified higher classification City roads. Secondary Neighbourhood features are temporary and must be removed subject to specific by-laws, and will only be located on private property adjacent to specified City roads. Private/Condo features will be located on private property only. Gateway locations are also specified in the guidelines as follows:

Table 1.0 Location of Gateways Features		
Hierarchy Level	Description	Location
Community	Permanent	Located on the right of way of arterial roads. This can include medians, roundabouts or intersections.
Primary Neighbourhood	Permanent	Located on the right of way of major collector road intersections or at the intersection of major collectors and arterial roads. This can include medians, roundabouts or intersections.
Secondary Neighbourhood	Temporary	Located on private property at the intersection of collector road intersections or at the intersection of collectors and major collector roads.
Private / Condo	Permanent	Located on private property.

Design

Section 3.3 of the guidelines provides direction on design elements, which in essence is an explanation of the key “dos and don’ts”. This section of the guidelines provides direction on limiting maintenance costs, designing for longevity, materials, safety, aesthetics, scale and integration with the community and surroundings. There will be a requirement for design and post construction certification by qualified professionals, such as engineers, or landscape architects.

Approvals

Section 3.4 of the guidelines outlines the current approvals environment and makes recommendations on streamlining. Permanent publicly-owned features, which are proposed via development applications, will be delegated to the Director, Planning Branch to approve. Private and temporary features will continue to be approved through existing by-laws. Certain by-laws will need to be amended to reflect these changes.

Table 2.0 below outlines the maximum number of features, which will be permitted over specified land area. Though a maximum permitted number is specified, the final decision on whether that upset number will be reached will rest with the Director, Planning based on an assessment of site specific factors. As such, it is probable that many areas will never achieve the maximum permitted number of features.

Table 2.0 Recommended Quantity of Features			
Gateway Feature Hierarchy	Maximum No. of Features per Community *	Maximum No. of Features per Hectare (ha)**	Description
Community	2	1 / 800 ha	Permanent
Primary Neighbourhood	16	1 / 100 ha	Permanent
Secondary Neighbourhood	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	Temporary
Private / Condo	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	Permanent / Temporary
<p>* Maximum of two gateway features per community OR one gateway feature per 800 hectares would be permitted, whichever is less.</p> <p>** Maximum of 16 primary neighbourhood features per community OR one primary neighbourhood feature per 100 hectares would be permitted, whichever is less.</p> <p>The actual number of features permitted may be restricted to less than the above at the discretion of the Director, Planning Branch.</p>			

Funding

Section 3.5 of the proposed guidelines outlines funding expectations for both initial capital and future maintenance costs of gateway features.

Initial construction costs of community level features may be funded by the City through development charges or other sources in conjunction with arterial road projects where the location has been identified in a Council approved Community Design Plan, and where funding has been approved by Council. The City would assume on-going maintenance costs. Alternatively, where deemed appropriate, a developer may request to construct a community feature at the developers cost. In this case, the developer would post a security and there would be a warranty period, followed by certification by a qualified professional prior to the City assuming ownership and maintenance costs.

Primary neighbourhood features would be constructed by developers at their cost and located on City roads, subject to specific criteria. In this case, the developer would post a security and there would be a warrantee period, followed by certification by a qualified professional prior to the City assuming ownership and maintenance costs.

Wherever a permanent gateway feature has been constructed on City roads by a developer and turned over to the City for future maintenance, the developer will be required to contribute to a maintenance and life-cycling fund to assist in off-setting future maintenance costs to the City. The contribution formula has been rationalized using a similar approach to standard life cycling models for buildings. Contributions will be made on a sliding scale based on value of initial construction, with a minimum contribution being set at \$5000 and a maximum contribution set at \$25,000. The contribution would be payable upon registration of the related development agreement, or where there is no development agreement, in advance of construction. Table 3.0 below summarizes the proposed funding formula.

Table 3.0 Supplementary Maintenance Fund Formula		
Initial Cost	Percentage used to calculate Supplementary Maintenance Fund	Amount supplied to Supplementary Maintenance Fund
\$250,000	maximum of \$25,000	\$25,000
\$200,000	10%	\$20,000
\$150,000	10%	\$15,000
\$100,000	10%	\$10,000
\$50,000	15%	\$7,500
\$25,000	20%	\$5,000
\$20,000	25%	\$5,000
\$15,000 or less	minimum of \$5,000	\$5,000

Secondary neighbourhood features are temporary and would be constructed by developers at their cost and located adjacent to certain specified City roads on private property, subject to specific criteria and compliance with applicable by-laws. In this case, the developer would post a security in order to guarantee removal and reinstatement when so directed by the City.

Private condo features would be constructed by developers at their cost and located on private property, subject to specific criteria. In this case, the developer would post a security and there would be a warrantee period, followed by certification by a qualified professional prior to release of securities. The development agreement would have a clause which would require the condo or tenants-in-common to maintain the feature in good repair in perpetuity.

Section 4 of the proposed guidelines outlines more specific “guidelines and standards” for each of the classifications of gateway features, all of which respond to the May 2008 Council approved principles. For each of the specified hierarchies, detailed guidelines and standards are provided with respect to gateway location, design approvals and funding.

Section 5 of the proposed guidelines summarizes how the guidelines have responded to Council’s May 28, 2008 approved principles, as well as balancing comments and feedback received through the Council directed consultation process. The conclusion contained within the Gateway Features Guidelines Study has been repeated below, as it provides an excellent wrap up on the key issues and how they have been addressed.

“In conclusion, we have addressed the Council directed principles from the Phase 1 Committee report and prepared guidelines and standards to allow the City to proceed with the design and implementation of new gateway features. Our consultation occurred with a broad group of stakeholders including the public, City staff, City Councillors, developers and CAs/BIAAs.

We have limited the financial burden to the City by limiting the proliferation of features and by creating a requirement for a developer funded Supplementary Maintenance Fund. We have limited the financial burden to the private homeowner by making secondary neighbourhood features temporary constructions which will be removed after the development is completed. Gateways have clear guidelines and standards to ensure longevity and reduced maintenance without sacrificing design aesthetics and creativity. The locations of gateway features are specified to avoid conflicts with utilities / snow storage and provide an opportunity to integrate the features with the community and its surroundings. Safety of the public and durability of gateway features has been addressed by requiring design certification, as-built certification and certification at the release of securities prior to acceptance by the City. The existing unofficial hierarchy as adjusted in this report should become an accepted standard and will provide clear direction in the future when defining the status of a gateway feature. The guidelines that have been prepared also streamline the existing policies by placing responsibility for gateway approval for publicly owned features as part of development applications with the Director of Planning Branch under the Delegation of Authority By-law. The existing policies and by-laws will require amendments as outlined in this report to fit in with the hierarchy and naming we have proposed.

This report, in conjunction with the inventory of existing features that Public Works and Services are preparing will provide City staff with the tools to move forward in a positive way to maintain existing features and determine the design of new gateway features.”

Public Works and Services Condition Assessment (Document 1 – Motion 2)

As noted above, and as directed in the May 28, 2008 Council motion 2, Public Works and Services staff have completed a detailed inventory of existing gateway features to gather an understanding of the state of repair of all existing gateway features. This information is vital, and should be used to reintroduce adequate funding for maintaining existing gateways features in good repair (maintenance funding was eliminated in previous budgets). This information is equally critical so that on-going maintenance funding requirements can be better understood for any new features that may be constructed over time. A complete summary of the PUBLIC WORKS AND SERVICES findings is included in Document 3.

In summary, a total of 579 features were identified of which 267 would require maintenance by City forces, should Council approve the reintroduction of funding for maintenance of gateways. Ninety four per cent (251 of 267) features have been assessed as requiring no immediate needs. Twenty-four features have been identified as requiring structural repair (16 minor and eight significant) over the next three years, amounting to \$100,000 per year. This will bring the inventory into a state of good repair. On-going life cycling costs amounting to \$180,000 per year have been identified to ensure repair and replacement of the inventory occurs over time as needed. Annual maintenance for such things as lawn maintenance and pruning is estimated at \$900 per feature. For the existing inventory of features, this would result in a budget pressure of \$240,300 per year.

With limitations established to mitigate proliferation through the proposed guidelines, it is not expected that many new publicly owned and maintained features will be constructed annually. It is estimated that no more than two to four Community Features would be constructed over approximately eight to 10 years, and in the order of three to five Neighbourhood features would be constructed over five or more years. This would result in fairly low new pressures in the range of \$10,000 to \$14,000 spread over 10 years, using 2008 figures.

In order for the guidelines to be successful, it is important that Council reintroduce funding of both existing gateway features, as well as for the relatively low number of estimated future features. Should Council choose not to provide for the recommended on-going maintenance related funding, it would call into question whether new gateways should be permitted. Furthermore, it could pose safety hazards as existing features deteriorate over time.

CONSULTATION

An extensive consultation process occurred as a prelude to the development of the draft Guidelines.

The following summarizes the consultation process:

- Over 100 surveys were sent to registered Community Associations and Business Improvement Areas.
- Surveys were sent to all members of Council.
- A Technical Advisory Committee (TAC) was established with representation from all internal City stakeholders. Also on the TAC were two developer representatives and one Community Association Past President. There were three TAC meetings held. Two members of Council were invited to the final TAC meeting.
- Two Public Open Houses were held, one at Ben Franklin Place and one at former Cumberland City Hall. Both meetings were advertised in the newspaper and on the City website. Surveys were also available at the Open Houses.
- A developer round table session was held to solicit input. Fourteen area developers were invited to attend.
- A presentation was made at the Planning Liaison Sub-Committee, and the Engineering Liaison Sub-Committee.

FINANCIAL IMPLICATIONS

The approval of the Guidelines will limit the future potential proliferation of gateway features within the public domain, thus limiting future budget pressures. The approval of the Guidelines is estimated to generate a new nominal budget pressure in the order of approximately \$1,000 to \$1,400 per year.

The reintroduction of funding for the existing publicly owned gateway features will result in new annual budget pressures being added for consideration to the Draft 2009 Operating and Capital budget:

- Surface Operations Operating Budget be increased by \$240,300 for Gateway Features Non-structural Repairs;
- Infrastructure Services Branch establish an annual \$180,000 Gateway Feature Repair/Renewal Capital budget;
- Infrastructure Service Branch establish an additional capital provision of \$100,000 annually for the first three years for the structural reinstatement of existing Gateway Features.

These pressures have not been identified within the draft 2009 Operating and Capital Budgets as tabled on November 4th. Financial Planning staff will update Council on all new financial impacts prior to deliberating the budget in December.

APPLICATION PROCESS TIMELINE STATUS

N/A

SUPPORTING DOCUMENTATION

- Document 1 May 28, 2008 Council Motions and link to Supporting Staff Report – Gateways Phase 1 Study
- Document 2 Gateway Features/Entrance Guidelines Report
- Document 3 Public Works and Services Condition Assessment
- Document 4 Gateway Feature Examples (Good and Bad)

DISPOSITION

Legal Services in consultation with City Operations, and Infrastructure Services and Community Sustainability will update various by-laws in accordance with recommendations herein.

City Operations in consultation with Financial Planning and Infrastructure Services and Community Sustainability will implement the budgetary recommendations herein and implement annual monitoring in accordance with Council approved principle 11.

City Operations will amend the Tourism and Public Signs Policy as noted in the recommendations.

City Clerk's Branch, Council and Committee Services to notify OttawaScene.com, 174 Colonnade Road, Unit #33, Ottawa, ON K2E 7J5.

**MAY 28, 2008 COUNCIL MOTIONS AND LINK TO SUPPORTING
STAFF REPORT - GATEWAYS PHASE 1 STUDY**

DOCUMENT 1

**3. GATEWAY AND ENTRANCE FEATURES
POINTS D'ACCÈS ET ENTRÉES**

**PLANNING AND ENVIRONMENT COMMITTEE AND AGRICULTURE
AND RURAL AFFAIRS COMMITTEE RECOMMENDATIONS AS AMENDED**

That Council:

1. Authorize staff from Planning, Transit and Environment Department to prepare detailed guidelines and standards, to be brought forward to Planning and Environment Committee and Agriculture and Rural Affairs Committee by the end of October 2008, pertaining to the design, construction, financial opportunities, and long term maintenance for future Gateway/Entrance Features, based upon the principles detailed in this report; and,
2. Direct Public Works and Services Department staff to undertake an assessment survey of existing Gateway/Entrance features estimated to cost \$75,000 to be funded from the City Wide Capital Reserve Fund as part of the capital closure process, and that such report include the cost of reinstating maintenance of existing Gateway/Entrance features on City right of ways prior to the tabling of the 2009 Draft Operating and Capital Budgets.
3. Direct staff to ensure consultation with the public includes long term costs of maintaining gateway and entrance features.

**RECOMMANDATIONS MODIFIÉS DU COMITÉ DE L'URBANISME ET DE
L'ENVIRONNEMENT ET DU COMITÉ DE L'AGRICULTURE ET DES QUESTIONS RURALES**

Que le Conseil :

1. autorise le personnel de la Direction de l'urbanisme, du transport en commun et de l'environnement à rédiger des lignes directrices et des normes complètes, qui seront présentées au Comité de l'urbanisme et de l'environnement et au Comité de l'agriculture et des questions rurales d'ici la fin du mois d'octobre 2008, au sujet de la conception, la construction, les possibilités financières et l'entretien à long terme pour des futurs points d'accès et entrées, en se fiant aux principes détaillés dans le présent rapport;

2. informe le personnel de la Direction des services et des travaux publics d'effectuer une évaluation des points d'accès et des entrées existants dont le coût prévu de 75 000 \$ sera financé par le Fond de réserve pour immobilisations de la Ville d'Ottawa, dans le cadre du processus de fermeture des immobilisations, et que le rapport comprenne le coût de relance de l'entretien des points d'accès et des entrées déjà existants sur les emprises de la Ville avant le dépôt des Budgets d'immobilisations et de fonctionnement provisoires de 2009;
3. enjoigne le personnel de s'assurer que la consultation auprès du public comprend les coûts à long terme pour l'entretien des points d'accès et des entrées.

[Link to Gateways Phase 1 Study](#)

PLANNING AND ENVIRONMENT
COMMITTEE
REPORT 41
26 NOVEMBER 2008

COMITÉ DE L'URBANISME ET DE
L'ENVIRONNEMENT
RAPPORT 41
LE 26 NOVEMBRE 2008

GATEWAY FEATURES/ENTRANCE GUIDELINES

DOCUMENT 2

REPORT

City of Ottawa
Department of Planning, Transit and
the Environment, Planning Branch

Phase 2
Design Guidelines
for Development Application
Gateway Features
(Volume One)



Stantec

October 2008

Executive Summary

On May 28, 2008, Council directed staff to initiate the preparation of design guidelines for gateway features. Council directed staff from the Department of Planning, Transit and the Environment (PTE) to prepare detailed guidelines and standards pertaining to the design, construction, financial opportunities, and long term maintenance for future Gateway Features. The guidelines and standards were based upon the fourteen principles detailed in the Phase 1 committee report that was presented to Planning and Environment Committee, Agriculture and Rural Affairs Committee and City Council in May of 2008.

Each of these principles was examined with the result being a set of guidelines and standards that City staff can use to regulate the design and implementation of gateway features. A formal hierarchy has been developed and revised from the Phase 1 report. Specific requirements have been prepared for each category (Community, Primary Neighbourhood, Secondary Neighbourhood and Private/Condo) within the hierarchy. It is recommended that the City assume responsibility for the installation of some Community features and also assume ongoing maintenance. Primary Neighbourhood features capital construction costs will be borne by developers who will also be responsible for initial maintenance until the warranty period closes. The City will be responsible for ongoing maintenance after the release of securities posted by the developer. Secondary Neighbourhood features will be temporary features installed, maintained and ultimately removed by private developers after the individual development is built out and securities required to guarantee removal have been released. Private / Condo features will also be the responsibility of the developers; however, the ultimate maintenance will be taken over by a condo/community association upon the release of securities.

Design of gateway features has been streamlined without affecting opportunities for creativity and aesthetics. Low maintenance materials have been specified while materials that have proven to be less durable have been restricted.

The process has taken into account public and stakeholder input through directed surveys, two Open Houses, Technical Advisory Committee meetings, Councillor input and individual research with City staff.

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1. Background

In September of 2007, Stantec Consulting Ltd was retained by the City of Ottawa to evaluate the current maintenance policies and design guidelines for gateway features in residential land development projects. The consultant report provided a comprehensive view of the current situation in conjunction with existing precedents from other municipalities, and input from the local development community in order to provide a starting point for the City to move forward with the assessment of current City practices and policies. As a result of this report Council directed the preparation of guidelines for the design, implementation and maintenance of gateway features, based upon the principles listed below.

Gateways can be thought of as community signatures and their design should somehow reflect elements of local culture, natural landscape, built form or community history. Gateways help to clearly define community boundaries. Gateway features are typically thought of as some form of structure (not necessarily man-made) which may incorporate text or a logo and integrated with landscaping. Materials can range from natural stone to concrete or brick products.

In May 2008, Council directed staff from the Department of Planning, Transit and the Environment (PTE) to prepare detailed guidelines and standards pertaining to the design, construction, financial opportunities, and long term maintenance for future Gateway Features, based upon the principles detailed in the Phase 1 report.

The direction for the creation of guidelines and standards was outlined in the May, 2008 staff report and was based on the following principles, which are referred to throughout this document.

Council Directed Principles:

- Principle #1. Gateways shall be designed to limit financial burden to the City or private landowners;
- Principle #2. Gateways shall be designed for longevity and low maintenance;
- Principle #3. Gateways shall be placed in such a way as to eliminate conflicts with utilities or snow storage;
- Principle #4. Gateways shall be designed and located in the safest possible manner;
- Principle #5. Gateways shall be aesthetically pleasing;
- Principle #6. Gateways shall be integrated with community and its surroundings;
- Principle #7. Gateways shall be maintained by developers through a warrantee period;
- Principle #8. Gateways shall be certified by a qualified professional prior to acceptance by the City;
- Principle #9. Proliferation of Gateways on public property shall be discouraged and limited;
- Principle #10. Contributions to a life cycling fund shall be made by developers who wish to locate Gateways on Public Property;

- Principle #11. Gateway on-going maintenance and life cycling costs shall be monitored annually and budgeted accordingly;
- Principle #12. Gateways shall be clearly defined, with an established hierarchy and shall be planned for integration with the community;
- Principle #13. Consultation should occur with a broad range of external stakeholder groups in the development of the guidelines including community groups, Business Improvement Associations, etc;
- Principle #14. Guidelines shall be developed so as to streamline and harmonize existing policies.

In addition, as a separate assignment, Council directed that Public Works and Services staff complete an assessment survey of existing gateway features so as to determine the appropriate amount of funds required for ongoing maintenance. This inventory details the location and relative condition of features and is intended to provide staff with the necessary information to provide Council with an estimate of the funds required to be included in the 2009 budget for the reinstatement of maintenance of publicly owned Gateway Features. PTE staff was also directed to ensure consultation with the public in the preparation of the guidelines. The City subsequently retained Stantec Consulting Ltd to develop draft Guidelines. In conjunction with Stantec's work, another consultant was retained by Public Works and Services to prepare an inventory of the existing gateway features and to provide an opinion on the state of repair of these features.

This report builds on the Phase 1 committee report and provides guidelines and standards for the design, implementation, maintenance, funding and replacement of gateway features in the City of Ottawa.

2. Consultation

As per Principle #13 from the Phase 1 committee report (*"Consultation should occur with a broad range of external stakeholder groups in the development of the guidelines including community groups, Business Improvement Associations, etc..."*) the consultation for this project was broad based and extensive. Consultation was conducted throughout the length of the project from initiation in early June, 2008 up until completion of the draft Phase 2 report in September, 2008.

The consultation process began with surveys of Community Associations, City Councillors, developers and City stakeholders. Over 100 surveys were sent out to Community Associations (CA) and Business Improvement Associations (BIA) registered with the City of Ottawa. Surveys were also distributed to City Councillors and Technical Advisory Committee (TAC) members (as representatives of stakeholders). The developers were engaged by a Developer Roundtable where a survey was also completed as a group. Two Open Houses (one in the west end and one in the east end) were advertised on City web pages and in local newspapers. The Open Houses made available to the public the current project findings and comments were invited. The Technical Advisory Committee also had periodic meetings throughout the process to provide insight and comments on the consultant's findings. A local Community Association

representative and developer representatives participated on the TAC with the internal stakeholders.

2.1 Community Association/Business Improvement Association

The Community Associations and Business Improvement Associations provided a 13% response rate to our survey. The overall impression from these groups was that gateway features were generally attractive but that some could be improved and could be enhanced to reflect the changing nature of some communities. Important aspects of gateway features included visibility, relating to historic events, reflecting the uniqueness of an area, providing a sense of identity and creating a feeling of arrival. The CA / BIA respondents were of the opinion that the number of gateway features should be limited to 4-5 per community and only on major entry roads to the community in order to limit proliferation and limit costs. They also viewed that these features add value to the community by welcoming visitors, providing a sense of belonging and community and by showing that the community cares enough to maintain an attractive feature. The CA / BIAs observed that these features should be permanently in place but should be adapted to reflect changing neighbourhood characteristics or removed altogether if the change is too drastic. The constraints that were noted related to initial capital costs and maintenance costs, as well as, concerns about utility conflicts. Opportunities noted included developers covering costs in new subdivisions and getting community input prior to granting approval. The CA / BIAs noted that they could not cover the initial capital cost of these features but would be willing to assist (with funds or labour) with soft landscape maintenance items such as regular pruning and weeding.

2.2 Developers

Seven of the fourteen invited developers attended a Developer Roundtable at the consultant's offices. The developer views from the roundtable and in-meeting survey was somewhat different from the impressions that were gained in the Phase 1 stage. Developers this time were not as concerned about community level features as they were primary neighbourhood features. They viewed community features as a City responsibility although they did want to reserve the opportunity to provide assistance if a community feature was related directly to one of their projects. The developers preferred to have primary neighbourhood gateway features placed on Major Collectors and Collector roads and they were not opposed to give extra land to provide a wider road right-of-way (ROW) thus keeping the features on public land. If the extra land was not available they would like to install features on private property and they did not seem too concerned about future homeowner issues. The concept of Residents Associations (similar to condo associations) maintaining features was discussed since it has been done in Alberta, but the possibility of something similar working in Ottawa was viewed as unlikely due to the typically smaller sized developments. The developers also expressed some concern over what to do if the gateway feature was included as part of a noise attenuation fence and how this situation would be treated. The developers did not support any type of fund which required contributions for future maintenance. The development community was represented on the TAC committee by two participants. One participant attended meetings and both participants were copied on all TAC document distribution.

2.3 Stakeholders

The stakeholders group, which was made up of City staff and developer representatives on the TAC committee, noted some obstacles in relation to gateway features. The primary obstacle is the budget for maintenance after being turned over to the City, internal administration / resources and supervision / inspection. Clear design requirements were requested and a clear determination of responsibility for maintenance items was also important. A database / inventory of gateway features and guidelines for design were encouraged. This group saw opportunities for attractive features and to have a positive impact on visitors and residents. They did not want features to be solely advertisements for developers, unless the features were removed at the developers cost when the site was built out. They were in favour in having one clear approvals process and maintenance group in the City.

2.4 City Councillors

Councillors also were given the opportunity to input into this report and six responses to our survey were received. Overall Councillors observed that most gateways features were attractive, with some exceptions due to neglected maintenance. They felt that community involvement typically resulted in an improved feature. The Councillors were divided on whether gateway features provided any benefits or value to the community, with some stating that features should not be installed at all, while others contended that they were good for the community since they helped preserve community identity and provided a sense of belonging, pride and ownership. All Councillors agreed that there should be limits on the quantity of features with various suggestions on locations.

Councillors were divided on how long these features should be in place with some recommending removal when marketing need is done and others suggesting rehabilitation based on the community sense of ownership of the feature. When the topic of funding was addressed Councillors preferred that developers primarily fund these features and should contribute to long-term maintenance in some way. Some respondents suggested community groups could assist with maintenance in a small way. Other concerns were the inconsistency of take-over by the homeowner or community association after the area was built out. There is an expectation of a City approval process by homeowners even if the feature has been built on private property. There was still some sentiment that gateways are common to the entire City and should be funded by the City if replacement was required.

2.5 Open Houses

The two Open Houses were held, one in July and one in September. Both were advertised in local newspapers and on the City's web page. In the end the information gained was no different than the information received in the Community Association and Business Improvement Association surveys.

2.6 Technical Advisory Committee

The Technical Advisory Committee meetings were very constructive and provided direction throughout the project on internal City procedures, policies, by-laws, issues to address and proposed solutions to the issues.

3. Principles / Direction

3.1 Hierarchy

The hierarchy (or ranking) of gateway features has been discussed in Phase 1 of this process and has been clarified during our public consultation. According to Principle #12 from the Phase 1 committee report (*"Gateways shall be clearly defined, with an established hierarchy and shall be planned for integration with the community"*) and this report has built on that principle. During the Phase 1 study several hierarchy levels were proposed ranging from Community to Primary Neighbourhoods and Secondary Neighbourhoods and finally Private / Condo features.

It has become clear that a ***Community Level Gateway Feature*** is the highest level possible. These features will typically define a large, easily recognizable community as defined by the City of Ottawa Official Plan. Villages, certain larger growth area communities that have had Community Design Plans prepared and heritage conservation districts are candidates for these signs. Community Design Plans for established areas rather than growth areas such as for specialty street corridors (e.g. Bank Street) are not intended to receive Community gateway features. Some examples of community level features include Kanata, the Village of Richmond, or Stittsville. These features would typically be installed on arterial road right of ways and be maintained by the City of Ottawa.

The ***Primary Neighbourhood*** features are typically installed within the larger communities and in the past have been defined by large tracts of developer owned land. This means that the larger the developer (and subsequently larger tract of land) the larger the area that is covered by the Primary Neighbourhood feature. There is typically a theme established by the feature that assists with the initial marketing and future re-sale of the homes in the area. An impression of exclusivity and independence is the goal of many of these features in order to attract home buyers and encourage a sense of community. In the past primary neighbourhood features have been installed in the road ROW under the policies of the former municipalities surrounding Ottawa. Currently in the amalgamated City of Ottawa these features are not permitted in the ROW according to the Tourism and Public Services Signs (TPSS) policy. It is now recommended that Primary Neighbourhood features be installed on the road ROW and that the TPSS policy be amended to permit this.

Smaller developers would like to install gateways features as well but due to land holdings their features are typically found **within** the larger tract of land bounded or owned by another developer. The smaller developer would like to provide a unique identity to their land and therefore install the ***Secondary Neighbourhood*** features. These features will occasionally take on the "theme" of the Neighbourhood feature but may also be completely different in order to be conspicuous when compared with the larger developer's features. Larger developers also install secondary neighbourhood features in order to differentiate between different phases of their larger holdings. In accordance with Council approved Principle #9 from the Phase 1 committee report (*"Proliferation of Gateways on public property shall be discouraged and limited"*) the decision has been made to limit the quantity of gateway features. Therefore it is recommended that secondary neighbourhood features be temporary features that would be removed when the development project is fully built out and the marketing asset is not required anymore.

The final level that has been determined is the *Private / Condo* gateway feature. These features are most like signs and typically will include addresses and contact information. They are installed on private property and typically are maintained by the Condo or Community Association that is affiliated with the site. The design and implementation of private / condo features would also be controlled under the City's Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended.

It is recommended that this unofficial hierarchy of gateway features (modified from the Phase 1 report) be adopted since it is recognizable and provides clear distinctions between the levels of features. Volume 2, Appendix 'F' contains examples of good and bad gateway features that have been separated into this unofficial hierarchy.

3.2 Location

According to Principle #3 from the Phase 1 report (*"Gateways shall be placed in such a way as to eliminate conflicts with utilities or snow storage"*) location of gateways features is important. The placement should be coordinated with engineering design plans, and more specifically, wherever possible the Composite Utility Plan prepared by the developer's consultants. Setbacks from roadways and offsets from underground and overhead utilities when a feature is proposed for public land shall conform to the City's Signs on City Road By-law No 2003-520 as amended and Encroachments on City Highways By-law No. 2003-446 as amended. When a feature is proposed for private land it shall conform to the City's Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended. See Volume 2, Appendix 'G' for details on City Policies and By-laws.

Table 1.0 Location of Gateways Features		
Hierarchy Level	Description	Location
Community	Permanent	Located on the right of way of arterial roads. This can include medians, roundabouts or intersections.
Primary Neighbourhood	Permanent	Located on the right of way of major collector road intersections or at the intersection of major collectors and arterial roads. This can include medians, roundabouts or intersections.
Secondary Neighbourhood	Temporary	Located on private property at the intersection of collector road intersections or at the intersection of collectors and major collector roads.
Private / Condo	Permanent	Located on private property.

3.3 Design

The design of gateways features is intended to provide interesting, unique, attractive and long-lasting features that enhance the surrounding landscape while still being distinct enough to provide wayfinding and identity to the designated area. The following Council approved principles from the Phase 1 report have guided the preparation of design guidelines and standards for Phase 2.



Problems with painted wood sign, no coping to protect brick wall, unruly plant material and lack of maintenance. City of Ottawa, Wyldewood Subdivision

Principle #2 Gateways shall be designed for longevity and low maintenance;

Principle #4 Gateways shall be designed and located in the safest possible manner;

Principle #5 Gateways shall be aesthetically pleasing;

Principle #6 Gateways shall be integrated with community and its surroundings;

It must be emphasized that a gateway feature does not have to be a man-made “sign” or structure with text or a logo in order to succeed but could be entirely made of natural, living materials. Use of landform, berming, native stone and plant material is encouraged. Any proposed feature must also be

subjected to technical design reviews in addition to aesthetic design reviews to ensure that they are designed appropriately and safely. Safety shall be addressed by using appropriate materials that will not deteriorate or become a hazard and by locating features in areas that do not obstruct traffic visibility or pedestrian movement. The height of structures shall also be regulated to add to a safer pedestrian environment.

Materials that would deteriorate quickly or require periodic maintenance to preserve the initial look of the feature should **not** be used on gateway features. Examples of materials that should not be approved would include painted wood, clay brick, painted metal fences / logos / plaques, extensive mulch beds that become weed-filled and plant material that requires frequent pruning. Longer lasting materials such as natural (or manufactured) stone, native plant material that doesn't require pruning, planting beds that do not require extensive weeding, galvanized metal, concrete wall products or poured in place

concrete would be recommended for future gateway feature projects. Concrete or stone structures must be properly “capped” to avoid moisture infiltration into the structure.



Example of gateway feature without proper construction techniques to protect stone from moisture. City of Ottawa, Greenbank and Wessex.

Construction techniques and design plans must be certified at the design, installation and end of warranty stages to ensure compliance with all safety and materials codes. Certified professionals in design and engineering are required to prepare the design plans. It is recommended that all stone products (natural or engineered) must be properly designed and installed to reduce deterioration due to water infiltration into the mortar or behind the stones.

The size of features must also be in scale with their surroundings and integrated into the architectural style of the adjacent areas. The feature should not obscure traffic signs and must be situated out of the sightlines for the level of road that is adjacent to the feature. Natural features (i.e. trees) should not obscure buildings and therefore create unsafe areas for illegal activities. Each feature in the proposed hierarchy shall have a maximum and minimum size that is recommended. Safety and aesthetics are also important when choosing the text style and font for a built feature. The guidelines discourage the use of brush or script type fonts that are difficult to read at long distances. Lettering should be wide enough to be seen in contrast with the background material. Materials that discourage vandalism and / or are easily cleaned are recommended.

3.4 Approvals

The current approval process when gateways are proposed as part of a development project with the City currently has gateway features approved as part of the subdivision or site plan approval process. Sometimes this process requires multiple Departments with multiple groups within the City reviewing the plans depending on where it is located and what it is proposed to say or be constructed of. Without one central group reviewing **all** applications there is sometimes ambiguity in determining who provides final approval for a gateway feature design.

When gateways are proposed outside of a development project they are subject to various City by-laws depending on whether they are proposed for private property or publicly owned land. When a feature is proposed for public land, it shall conform to the City's Signs on City Road By-law No 2003-520 as amended and Encroachments on City Highways By-law No. 2003-446 as amended. When a feature is proposed for private land it shall conform to the City's Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended.



shall provide an amendment to the by-law to provide this authority when needed.

As noted earlier, on public and private land the City has various by-laws which apply. Tourism and Public Service Signs policy (TPSS) section 7.10 and 7.11 from Traffic and Parking Operations must be amended to allow primary

Therefore, in keeping with Principle #14 (*"Guidelines shall be developed so as to streamline and harmonize existing policies"*) and in order to consolidate the procedures required by the existing bylaws, policies and regulations at the City, it is proposed that any gateway feature design that is proposed as part of a development application be approved by the Director of Planning under the Delegation of Authority Bylaw. City staff, with the approval of Council,



Example of entrance feature that is in proper scale with the surrounding area, even though it is a large feature.
City of Ottawa, River Road and Rideau Forest Drive.

neighbourhood gateway features in the ROW while the policy must be clarified to exclude secondary neighbourhood features from the ROW. The Signs on City Road By-law No 2003-520 as amended and Encroachments on City Highways By-law No. 2003-446 as amended will need to be amended to include primary neighbourhood gateway features. In addition secondary neighbourhood features shall become temporary features and shall be referred to in the Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended. The Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended may need to be adjusted to include built form gateway features and non-built form (natural) features rather than only signs as currently referred to in the by-law. See Volume 2, Appendix 'G' for details on City Policies and By-laws.

In addressing Principle #9 from the Phase 1 report (*"Proliferation of Gateways on public property shall be discouraged and limited"*) it is proposed to limit the quantity of gateway features as shown in Table 2.0. We have used the Riverside South Community Design Plan as a model to produce these recommendations. The numbers would potentially be different for different CDPs due to variety of street patterns and development; however, all of these recommendations are upset limits and would be subject to the Director of Planning Branch's discretion regarding the final quantity permitted.

Table 2.0 Recommended Quantity of Features			
Gateway Feature Hierarchy	Maximum No. of Features per Community *	Maximum No. of Features per Hectare (ha) **	Description
Community	2	1 / 800 ha	Permanent
Primary Neighbourhood	16	1 / 100 ha	Permanent
Secondary Neighbourhood	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	Temporary
Private / Condo	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	See Signs (Permanent Signs on Private Property) By-law 2005-439 as amended	Permanent / Temporary
<p>* It was determined that a maximum of 2 gateway features per community OR 1 gateway feature per 800 hectares would be permitted, whichever is less.</p> <p>** It was determined that a maximum of 16 primary neighbourhood features per community OR 1 primary neighbourhood feature per 100 hectares would be permitted, whichever is less.</p> <p>The actual number of features permitted may be restricted to less than the above at the discretion of the Director of Planning Branch.</p>			

According to Principle #8 from the Phase 1 report (*"Gateways shall be certified by a qualified professional prior to acceptance by the City"*). Any proposed feature must be subjected to technical design reviews to ensure that they are designed with safety and longevity in mind. As such, professional certification by a professional engineer shall be required at the design, as-built and end of warranty stages. Certification shall consist of professional "stamping" of design plans at the site / subdivision plan approval stage; approval of as-builts after construction at the

reduction of securities stage; and certification at the end of warranty / release of securities prior to acceptance of maintenance by the City. Features must also be aesthetically designed by a design professional certified by the Ontario Association of Landscape Architects (OALA) or the Ontario Association of Architects (OAA) in addition to the internal City design reviews.

3.5 Funding

Funding is proposed in a variety of ways depending on where a proposed gateway feature falls within the hierarchy. In keeping with Principle #1 from the Phase 1 report (*"Gateways shall be designed to limit financial burden to the City or private landowners"*) it is recommended to limit the quantity of gateway features for which the City will have responsibility, thus reducing the financial burden. See Table 2.0 Recommended Quantity of Features. Community features may be installed and maintained by the City subject to Council approval of funding. Developers may be involved with this level on occasion but the City shall drive the process at the City's discretion. Features shall be installed and then maintained through the warranty period by developers when the feature have been installed by developers. The City shall then assume maintenance tasks following acceptance. As per Principle #10 from the Phase 1 committee report (*"Contributions to a life cycling fund shall be made by developers who wish to locate Gateways on Public Property"*) the developers shall contribute to a Supplementary Maintenance Fund (Table 3.0) on a sliding scale to assist with future maintenance and thus help off-set City costs. It is recommended that the developer contribution be placed in a specific and separate fund for future use. In addition to developer contributions, Public Works and Services staff would recommend funding to be used for long term maintenance and lifecycling in annual budgets. The numbers for the developer's contribution were arrived at by using an economic model used for lifecycling buildings. A standard of 2% of the construction cost per annum for an average of 20 years is used for buildings; however, since these features are not as complex as a building we have used a 0.5% standard. For our purposes we have also assumed a 20 year lifespan and a \$100,000 structure for our base percentage. For features below \$100,000 the percentage has been raised. It is emphasized that the developer contribution is a one-time contribution which is provided prior to the City assuming responsibility for maintenance and release of securities. The developer contribution is not an annual lifecycle commitment.

Even with the developers contribution it is recommended to reduce the number of primary neighbourhood features (see Table 2.0) to limit the future costs to the City.

Table 3.0 Supplementary Maintenance Fund Formula		
Initial Cost	Percentage used to calculate Supplementary Maintenance Fund	Amount supplied to Supplementary Maintenance Fund
\$250,000	maximum of \$25,000	\$25,000
\$200,000	10%	\$20,000
\$150,000	10%	\$15,000
\$100,000	10%	\$10,000
\$50,000	15%	\$7,500
\$25,000	20%	\$5,000
\$20,000	25%	\$5,000
\$15,000 or less	minimum of \$5,000	\$5,000

It is also recommend that, with the database created from the gateway feature inventory initiated by Public Works and Services, the City perform annual reviews of ongoing maintenance and replacement costs on gateway features in accordance with Principle #11 from the Phase 1 report (*“Gateway on-going maintenance and life cycling costs shall be monitored annually and budgeted accordingly”*). This will assist in establishing accurate current and future budgeting requirements.

Recommended Guidelines and Standards

Community Feature

LOCATION

Guidelines

- Community level features shall be installed on arterial road rights of way at the discretion of the City.

Standards

- Location shall be determined by the City's Signs on City Road By-law No 2003-520 as amended, Tourism and Public Service Signs Policy and Encroachments on City Highways By-law No. 2003-446 as amended.
- Installed on **arterial road intersections only**.

DESIGN

Guidelines

MATERIALS

- Items that require re-application or frequent maintenance are not permitted.
- An emphasis on natural materials (trees, rocks, landform, berming etc....) is encouraged. Vandal resistant materials are also recommended.
- Ensure plant material is installed to the sides and rear of gateway features to avoid obscuring the feature over time.
- Certified professionals in design and engineering are required to design and review the plans.
- It is recommended that all stone products (natural or engineered) must be properly designed and installed to reduce deterioration due to water infiltration into the mortar or behind the stones.
- Materials shall be long lasting with limited requirement for ongoing maintenance activities.

SIZE

- The size of gateway features should be in proportion to the scale of the surrounding landscape and adjacent buildings.
- Natural features (trees, stones, berming etc....) shall not obscure a majority of the facade of adjacent buildings when they are at mature height / width.
- Each feature in the proposed hierarchy shall have a maximum and minimum size.
- The feature should not obscure traffic signs and must not obscure the siteline of a motorist, pedestrian or cyclist.

LEGIBILITY

- The type of font used is the most important factor for legibility. Designers should consult the appropriate federal and provincial legislation for signage legibility.
- Corporate or marketing text / logos are not permitted. Community logos are permitted at the discretion of the City.
- The use of brush or script type fonts that are difficult to read at long distances is not permitted.
- Block style fonts or variations shall be permitted.
- Lettering should be wide enough to be seen in contrast with the background material
- Avoid use of shadow lines that may detract from the primary text.
- Ensure the material that the text / logo is made out of is not highly reflective.
- Ensure high contrast between the text / logo and background material is achieved.

Standards

Materials that **shall not be permitted** are:

- Wood (with or without painting),
- Mechanical, electrical, lighting or water components,
- Painted metal fencing,
- Painted signage (any material),
- Clay bricks,
- Plant material and planting beds that require frequent watering, weeding and / or pruning.

Materials that **shall be permitted** are:

- Natural stone (must be a dense stone that does not spall, chip or shatter easily),
- Engineered stone.
 - All stone products (natural or engineered) must be properly installed and “capped” to reduce deterioration due to water infiltration into the mortar or behind the stones. One method of performing this would be to apply copper sheathing over the wall prior to installing the coping or pillar cap.
- Natural vegetative materials (long lived trees, shrubs that do not require annual pruning, plants with winter interest i.e. conifers). Plant material must be installed to the sides and rear of gateway features to avoid obscuring the feature over time.
- Landform and berming that provides a unique identity,
- Galvanized metal elements that have been proven to resist deterioration.

- Non-painted steel (that will naturally oxidize) is an option but must be approved for aesthetic purposes and must be installed away from salt spray.
- A built form Community gateway feature must be a **maximum** of 3.0 metres in height and 10.0 metres in width, subject to other design criteria noted herein.
- A built form Community gateway feature should be a **minimum** of 1.0 metres in height and 3.0 metres in width, subject to other design criteria noted herein.
- Text shall be minimum 300mm height.
- Community logos shall be a minimum 600mm height and 900mm width.
- Site lines (i.e. the daylight triangle) as per City of Ottawa Traffic & Parking Operations (TPO) Branch, Ontario Ministry of Transportation (MTO) and Transportation Association of Canada (T.A.C.) guidelines shall be respected and consulted when designing and placing gateway features.
- The daylight triangle shall be at the size recommended by City standards, MTO requirements and T.A.C standards where applicable. Typically the daylight triangle defines the ROW limits, however, additional land may be added to the ROW by conveyance (without expanding the daylight triangle) if necessary to provide room for a gateway feature.
- The design shall avoid conflicts with utilities by being prepared in conjunction with the Composite Utility Plan where possible.

APPROVALS

Guidelines

- Any gateway feature design that is proposed as part of a development application shall be submitted for review and approval to the Director of Planning under the Delegation of Authority Bylaw.
- Features must also be aesthetically designed by a design professional, certified by the Ontario Association of Landscape Architects (OALA) or the Ontario Association of Architects (OAA) in addition to the internal City design reviews. Design plans must be certified by one of these professionals at the design, installation and end of warranty stages.
- Construction techniques and design plans must be certified by a professional engineer at the design, installation and end of warranty stages.

Standards

- An upset limit of **two (2) community gateway features per community OR**
- **1 community gateway feature per 800 hectares, whichever is less**
- The actual number of features permitted may be restricted to less than the above at the discretion of the Director of Planning Branch.

- Developers shall be required to submit cost estimates for construction and maintenance at the time of development application. This will assist in determining quantities for securities and the Supplementary Maintenance Fund.
- The features shall be warranted for 5 years following build-out of the development.

FUNDING

Guidelines

- City may fund installation of community level features subject to Council approved funding.
- City funds ongoing maintenance.
- City *may* form partnerships with developers or community associations but shall retain control of installation / removal / maintenance of gateway features.
- On occasion the Developer *may* become involved with the design and construction of these features (at the discretion of the City). If this situation occurs the guidelines and standards for Primary Neighbourhood features shall be followed.

Standards

- When constructed by developers 100% securities must be posted regardless of hierarchy.

Primary Neighbourhood Feature

LOCATION

Guidelines

- Primary Neighbourhood features should be installed on major collector road rights of way and maintained by the City. Expanded ROW shall be provided by conveyance if required by the City.

Standards

- Location shall be determined by the City's Signs on City Road By-law No 2003-520 as amended and Encroachments on City Highways By-law No. 2003-446 as amended.
- These features shall be installed **primarily on major collector road intersections**, or on occasion the intersection of **arterials and major collectors** may be permitted.

DESIGN

Guidelines

The design of Primary Neighbourhood features shall be similar to the design of Community level features other than the scale / size of the feature.

MATERIALS

- Items that require re-application or frequent maintenance are not permitted.
- An emphasis on natural materials (trees, rocks, landform, berming etc....) is encouraged. Vandal resistant materials are also recommended.
- Ensure plant material is installed to the sides and rear of gateway features to avoid obscuring the feature over time.
- Certified professionals in design and engineering are required to design and review the plans.
- It is recommended that all stone products (natural or engineered) must be properly designed and installed to reduce deterioration due to water infiltration into the mortar or behind the stones.
- Materials shall be long lasting with limited requirement for ongoing maintenance activities.

SIZE

- The size of gateway features should be in proportion to the scale of the surrounding landscape and adjacent buildings.
- Natural features (trees, stones, berming etc...) shall not obscure a majority of the facade of adjacent buildings when they are at mature height / width.
- Each feature in the proposed hierarchy shall have a maximum and minimum size.
- The feature should not obscure traffic signs and must not obscure the siteline of a motorist, pedestrian or cyclist.

LEGIBILITY

- The type of font used is the most important factor for legibility. Designers should consult the appropriate federal and provincial legislation for signage legibility.
- Corporate or marketing text / logos are not permitted. Community logos are permitted at the discretion of the City.
- The use of brush or script type fonts that are difficult to read at long distances is not permitted.
- Block style fonts or variations shall be permitted.
- Lettering should be wide enough to be seen in contrast with the background material
- Avoid use of shadow lines that may detract from the primary text.
- Ensure the material that the text / logo is made out of is not highly reflective.
- Ensure high contrast between the text / logo and background material is achieved.

Standards

Materials that **shall not be permitted** are:

- Wood (with or without painting),
- Mechanical, electrical, lighting or water components,
- Painted metal fencing,
- Painted signage (any material),
- Clay bricks,
- Plant material and planting beds that require frequent watering, weeding and / or pruning.

Materials that **shall be permitted** are:

- Natural stone (must be a dense stone that does not spall, chip or shatter easily),
- Engineered stone.
 - All stone products (natural or engineered) must be properly installed to reduce deterioration due to water infiltration into the mortar or behind the stones. One method of performing this would be to apply copper sheathing over the wall prior to installing the coping or pillar cap.
- Natural vegetative materials (long lived trees, shrubs that do not require annual pruning, plants with winter interest i.e. conifers). Plant material must be installed to the sides and rear of gateway features to avoid obscuring the feature over time.
- Landform and berming that provides a unique identity,
- Galvanized metal elements that have been proven to resist deterioration.
- Non-painted steel (that will naturally oxidize) is an option but must be approved for aesthetic purposes and must be installed away from salt spray.

- A built form Primary Neighbourhood gateway feature must be a **maximum** of 2.0 metres in height and 5.0 metres in width, subject to other design criteria noted herein.
- A built form Primary Neighbourhood gateway feature should be a **minimum** of 1.0 metres in height and 3.0 metres in width, subject to other design criteria noted herein.
 - Text shall be minimum 200mm height.
 - Community logos shall be a minimum 450mm height and 600mm width.
- Site lines (i.e. the daylight triangle) as per City of Ottawa Traffic & Parking Operations (TPO) Branch, Ontario Ministry of Transportation (MTO) and Transportation Association of Canada (T.A.C.) guidelines shall be respected and consulted when designing and placing gateway features.
- The daylight triangle shall be at the size recommended by TPO, MTO and T.A.C. Typically the daylight triangle defines the ROW limits, however, additional land may be added to the ROW by conveyance (without expanding the daylight triangle) if necessary to provide room for a gateway feature.
- The design shall avoid conflicts with utilities by being prepared in conjunction with the Composite Utility Plan where possible

APPROVALS

Guidelines

- Any gateway feature design that is proposed as part of a development application shall be submitted for review to the Director of Planning under the Delegation of Authority Bylaw.
- Tourism and Public Service Signs Policy (TPSSP) from Traffic and Parking Operations must be amended to allow primary neighbourhood gateway features in the ROW and exclude secondary neighbourhood features from the ROW.
- Features must also be aesthetically designed by a design professional, certified by the Ontario Association of Landscape Architects (OALA) or the Ontario Association of Architects (OAA) in addition to the internal City design reviews. Design plans must be certified by one of these professionals at the design, installation and end of warranty stages.
- Construction techniques and design plans must be certified by a professional engineer at the design, installation and end of warranty stages.

Standards

- An upset limit of **sixteen (16) primary neighbourhood features per community**
OR

- **1 primary neighbourhood feature per 100 hectares, whichever is less.**
- The actual number of features permitted may be restricted to less than the above at the discretion of the Director of Planning Branch.
- Developers shall be required to submit cost estimates for construction and maintenance at the time of development application. This will assist in determining quantities for securities and the Supplementary Maintenance Fund.
- The features shall be warranted for 5 years following build-out of the development.

FUNDING

Guidelines

- Developers shall fund installation of primary neighbourhood gateway features.
- Developer shall maintain features during the warranty period, which is 5 years following build-out of the development. Features must receive their final certification prior to take over of maintenance by the City.
- City shall fund ongoing maintenance supplemented by funds from a developer financed Supplementary Maintenance Fund (SMF).
- It is recommended that the developer contribution be placed in a specific and separate fund for future use. In addition to developer contributions, City funding would also be used for maintenance and lifecycling.

Standards

- The developer financed Supplementary Maintenance Fund shall be supplied by a variable percentage of the cost of construction of primary neighbourhood features to the City to supplement the City's ongoing maintenance after taking over the feature. The minimum contribution to the fund shall be \$5000 and the maximum shall be \$25000. The actual number shall be based on a sliding percentage scale (see Table 2.0) depending on the actual cost of the feature.
- If the developer does not want to commit to the developer financed Supplementary Maintenance Fund they shall be required to remove the feature at the end of the warranty period.
- Securities shall be posted at development registration and prior to installation to ensure funds are available for removal, if necessary. The developer financed Supplementary Maintenance Fund contribution, as set out in Table 3.0, shall be paid at registration.
- At the end of the developer's warranty period and after the feature has received final certification the securities will be released and the City becomes responsible for ongoing maintenance.

Secondary Neighbourhood Feature

LOCATION

Guidelines

- Secondary Neighbourhood features shall be temporary installations on private land and shall be maintained and removed at the developer's cost.

Standards

- Location shall be determined by the City's Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended.
- These features shall be installed on private property adjacent to the ROW in the vicinity of **collector road intersections** or on occasion in the vicinity of **collector and major collector** intersections.

DESIGN

Guidelines

- Secondary neighbourhood features are temporary features and therefore may not have as stringent design guidelines as the primary neighbourhood and community features but are subject to the requirements of City by-laws.
- Wood, metal and painted materials are permitted as long as they meet the requirements of Signs (Permanent Signs on Private Property) By-law 2005-439 as amended. The duration that the feature is anticipated to be in place will influence the durability of the materials used by the developer.
- Prior to construction technical certification is required if a built structure is proposed.
- Features *may* be constructed in similar manner to the primary neighbourhood and community features; however, the developer must still remove the feature when the sign permit is revoked.

Standards

- Various materials and sizes are permitted as long as they meet the requirements of Signs (Permanent Signs on Private Property) By-law 2005-439 as amended.
- A Secondary Neighbourhood feature should be smaller than the maximum size of a Primary Neighbourhood feature and must meet all by-law requirements.

APPROVALS

Guidelines

- Approval of secondary neighbourhood features shall fall under the City's policies and bylaws.
- The size of the features shall conform to the overall size requirement in the Signs (Permanent Signs on Private Property) By-law and shall count towards the total signage area allowed for the development.

Standards

- Secondary neighbourhood features shall meet the requirements of Signs (Permanent Signs on Private Property) By-law 2005-439 as amended.
- Securities shall be posted at the design stage and will be released at the end of the permit period when the feature is removed to the City's satisfaction.

FUNDING

Guidelines

- Developers fund installation, maintenance and removal of all secondary neighbourhood gateway features.
- Securities shall be posted at registration and prior to installation to ensure funds are available to the City for removal, if necessary.

Standards

- Developer shall maintain features during the period that the development is in progress with annual renewals of the signage permit under the Signs (Permanent Signs on Private Property) By-law 2005-439 as amended.

Private / Condo Feature

LOCATION

Guidelines

- Private / Condo features shall be installed on private property.

Standards

- Location shall be determined by the City's Signs (Permanent Signs on Private Property) By-law No. 2005-439 as amended.

DESIGN

Guidelines

- Design of private / condo features shall be governed by these guidelines but shall also fall under the City's Signs (Permanent Signs on Private Property) By-law 2005-439 as amended. Therefore more text and / or logos are permitted than would be permitted for Community and Primary Neighbourhood features.
- City shall request design certification through site plan application process to protect private groups. A maintenance clause shall be on the title documents that shall include these features as part of the common elements of the development and therefore maintenance shall be the responsibility of the Condo Association or similar entity.
- Gateway features for private / condo sites should **not** be placed on individual homeowners' lots with the expectation that the owner assumes maintenance responsibilities when the development and warranty are completed.
- Warning clauses on title shall be prepared to ensure that the Condo / Community Association will assume maintenance responsibilities after the developers warranty has expired and securities have been released.

Standards

- Various materials and sizes are permitted as long as they meet the requirements of Signs (Permanent Signs on Private Property) By-law 2005-439 as amended.

APPROVALS

Guidelines

- Approval of private / condo features shall fall under the existing City's policies and bylaws.

Standards

- Private / Condo features shall meet the requirements of Signs (Permanent Signs on Private Property) By-law 2005-439 as amended as amended.
- The size of the features shall conform to the overall size requirement in the Signs (Permanent Signs on Private Property) By-law 2005-439 as amended.

FUNDING

Guidelines

- Developers pay for installation of initial features and maintain during the warranty period, which is 5 years following build-out of the development.
- Community association, condominium association, tenants in common association, joint use maintenance agreement or similar group take over maintenance and replacement after warranty expires.

Standards

- Developer shall maintain features during the warranty period under the requirements of the City's Signs (Permanent Signs on Private Property) By-law 2005-439 as amended.
- Securities shall be posted at the design stage and will be released when the condo / community association assumes responsibility for the feature.
- The developer shall be required to maintain securities until a condo / community association is in place.

4. Conclusion

In conclusion, we have addressed the Council directed principles from the Phase 1 committee report and prepared guidelines and standards to allow the City to proceed with the design and implementation of new gateway features. Our consultation occurred with a broad group of stakeholders including the public, City staff, City Councillors, developers and CAS / BIAs.

We have limited the financial burden to the City by limiting the proliferation of features and by creating a requirement for a developer funded Supplementary Maintenance Fund. We have limited the financial burden to the private homeowner by making secondary neighbourhood features temporary constructions which will be removed after the development is completed. Gateways have clear guidelines and standards to ensure longevity and reduced maintenance without sacrificing design aesthetics and creativity. The locations of gateway features are specified to avoid conflicts with utilities / snow storage and provide an opportunity to integrate the features with the community and its surroundings. Safety of the public and durability of

gateway features has been addressed by requiring design certification, as-built certification and certification at the release of securities prior to acceptance by the City. The existing unofficial hierarchy as adjusted in this report should become an accepted standard and will provide clear direction in the future when defining the status of a gateway feature. The guidelines that have been prepared also streamline the existing policies by placing responsibility for gateway approval for publicly owned features as part of development applications with the Director of Planning Branch under the Delegation of Authority By-law. The existing policies and by-laws will require amendments as outlined in this report to fit in with the hierarchy and naming we have proposed.

This report, in conjunction with the inventory of existing features that Public Works and Services are preparing will provide City staff with the tools to move forward in a positive way to maintain existing features and determine the design of new gateway features.

PUBLIC WORKS AND SERVICES CONDITION ASSESSMENT
(Document 1 – Motion 2)

DOCUMENT 3

ASSET MANAGEMENT PLAN OF EXISTING GATEWAY FEATURES

BACKGROUND

In 2004, the City's budget for maintenance of gateway/entrance features was \$300,000. This funding was eliminated during the Universal Program Review in 2004.

In April 2007, Planning and Environment Committee directed staff to undertake a review of Gateway Features in new developments. On 28 May 2008, endorsed the following recommendations:

1. Authorize staff from Planning, Transit and the Environment Department to prepare detailed guidelines and standards, to be brought forward to Planning and Environment Committee and Agriculture and Rural Affairs Committee by the end of October 2008, pertaining to the design, construction, financial opportunities, and long term maintenance for future Gateway/Entrance Features, based upon the principles detailed in this report; and,
2. Direct Public Works and Services Department staff to undertake an assessment survey of existing Gateway/Entrance features estimated to cost \$75,000 to be funded from the City Wide Capital Reserve Fund as part of the capital closure process, and that such report include the cost of reinstating maintenance of existing Gateway/Entrance features on City right of ways prior to the tabling of the 2009 Draft Operating and Capital Budgets.
3. Direct staff to ensure consultation with the public includes long term costs of maintaining gateway and entrance features.

The following information is intended to address recommendation 2.

ANALYSIS

Public Works and Services retained Dillon Consultants to collect the inventory and location of the existing gateway features, identify their classification in term of hierarchy, assess their current condition, estimate their replacement value, and identify lifecycle costs (annual maintenance and capital renewal). A total of 579 gateway features were identified with 267 to be maintained by the City. The following sections provide a summary of the Asset Management Plan for gateway features.

Classification

Efforts were made to classify each gateway feature in accordance with the hierarchy identified previously in this report. In general, this was done successfully with the exception of the Neighbourhood classification where the distinction between Primary and Secondary features is not as well defined for existing gateways as it will be with future installations. For the purpose of existing features, the Neighbourhood features have not been divided into Primary and Secondary features.

Inventory

The locations of existing gateway features were obtained through a variety of means and resources including requests for information from over 100 community groups and organizations, 9 local developers, City Councillors, City staff and based on extensive field assessment.

The field assessment included the geographical placement of each gateway feature using GPS. The gateway data was overlaid onto the geographically referenced Public Ownership GIS dataset to determine which gateways are located on City property and which are on private property. Field data and digital photographs were linked electronically to the corresponding gateway feature for easy access through GIS.

Table 1 provides a summary of the gateway features that were collected through this process. It is recognized that some locations may have been missed through the process and information on these will be captured as they are identified in the future.

Table 1 – Inventory of Gateway Features¹

Gateway Level / Hierarchy	Total Number of Gateway Features	Gateways on Private Property	Gateways on City Property	Gateways to be Maintained by City Forces
Community Level Feature	15	0	15	15
Neighbourhood Feature	341	105 ²	236	236
Condominium/Private Feature	174	101	73	0
Business Feature	31	17	14	13 ³
Park/Cemetery Feature	18	8	10	3 ³
Total:	579	231	349	267

- 1 There are 57 Community and Neighbourhood signs that have been identified through the inventory process. These signs are not included in this table.
- 2 A number of these gateway features are located in close proximity to the property limits. Further assessment is required to confirm accurate ownership. This may impact the number of features to be maintained by the City.
- 3 Some of the features are located on City property but are not to be maintained by the City.

The figure in Attachment 1 provides an overview of the location of all the gateway features collected through the process.

As shown in Table 1, 349 gateways were determined to be on City property. Of those, 73 are classified as Condominium/Private features. These private features are not to be maintained by city forces and no maintenance cost has been included in this report. Staff is following up to ensure maintenance agreements are in place with private owners of these gateway features to protect the City from future liability.

There are 105 Neighbourhood features located on private property. Since these are located on non-City property they are not to be maintained by City forces. As noted in Table 1, a number of these gateway features are located in close proximity to the property limits. Further assessment is required to confirm accurate ownership. This may impact the number of features to be maintained by the City.

Replacement Value (2008\$)

All gateway features were assigned an approximate replacement cost. The replacement cost for the 267 gateway features to be maintained by the City is estimated at \$9M.

Maintenance and renewal Costs

Annual Non-Structural Maintenance Costs

All gateway features confirmed to be on City property were assigned an approximate regular non-structural maintenance cost. This regular maintenance cost includes an allowance for lawn care (5-7 treatments per year), shrub maintenance (3 treatments per year), tree trimming (1 treatment per year), and re-painting (treatment as required) as applicable for the specific gateway features. The annual average maintenance cost is estimated at \$900 per gateway feature with the majority of the cost attributed to lawn care and shrub maintenance. Based on 267 gateway features to be maintained by the City, this represents an annual maintenance cost of \$240,300 (non-structural). No allowances have been made for graffiti removal as provisions are already covered in the City's Graffiti Management Program since gateway features are regular targets.

Structural Maintenance Costs

The service life of the existing gateway features varies depending on construction materials used, quality of original construction and maintenance to date. Typically, the service life will vary between 10 years for a wooden sign to 50+ years for a stone wall.

The condition of all gateway features to be maintained by the City was assessed and results included in a database. The following highlights the status of the current condition:

- 251 of 267 gateway features (94%) are in good condition and do not require structural renewal or replacement;
- 11 of 267 (4%) are in fair condition and require structural maintenance;
- 5 of 267 (2%) are in poor condition and require structural maintenance.

The following highlights the existing structural maintenance requirements:

- 243 of 267 gateway features (91%) have no identified immediate needs;
- 16 of 267 (6%) are in need of minor structural maintenance (200k);
- 8 of 267 (3%) are in need of significant structural maintenance (100k); and
- None are in need of replacement.

It is recommended that the 24 gateway features requiring structural maintenance be addressed in the next 3-years with immediate attention to those that are in poor condition. Beyond the 3-years, it is anticipated that the gateway features will require increasing attention. It is recommended that beyond the initial 3-years, that 2% of the \$9M replacement value be identified in the Long Range Financial Plan to address ongoing renewal and replacement requirements. This value will need to be readjusted over time to reflect the increasing number of aging features that will be approaching the end of their service life. The 2% is considered a minimum reinvestment rate as it assumes a 50-year service life.

FINANCIAL IMPLICATIONS

Should Council direct staff to reinstate maintenance of the 267 gateway features that have been identified to be maintained by the City, the budget impacts are as follows:

Annual Non-Structural Maintenance Costs

The annual maintenance cost is estimated at \$900 per gateway feature with the majority of the cost attributed to lawn care and shrub maintenance. Based on 267 gateway features to be maintained by the City, this represents an annual maintenance cost of \$240,300 (non-structural). This amount would be adjusted annually to reflect inflationary pressures, additional gateway features that may have not been captured through this assessment process and new features resulting from growth areas.

Structural Maintenance Costs

It is estimated that capital investments of \$300,000 are required for the 24 gateway features requiring structural maintenance. It is recommended that these be addressed in the next 3-years (\$100k per year) with immediate attention to those that are in poor condition. Beyond the 3-years, it is anticipated that many of the gateway features will require increasing attention. It is recommended that beyond the initial 3 years, that 2% of the \$9M replacement value (\$180k) be identified in the Long Range Financial Plan to address ongoing renewal and replacement requirements. This value will need to be readjusted over time to reflect the increasing number of aging features that will be approaching the end of their service life. The 2% is considered a minimum reinvestment rate as it assumes a 50-year service life.

GATEWAY FEATURE EXAMPLES (GOOD AND BAD)

DOCUMENT 4

1.0 Community Entrance Features – GOOD AND BAD



Hazeldean Road, Stittsville, Ottawa

BAD – Materials are not well constructed, note wear and warping of metal components. Planting is not coordinated and will eventually obscure signage.

GOOD – Background plant material is appropriate, attempted to cap stone pillars. Good font for text.



Highway 417 and Eagleson Road, Kanata, Ottawa

GOOD – Appropriate scale for the location and application. Good background planting acts as a backdrop for signage.

BAD – Metal material may require future maintenance if it is not galvanized. Good text font.



Highway 401, Brockville, Ontario

BAD – Foreground planting may eventually obscure signage.

GOOD – Background plant material is not bad...could extend further along entire rear of feature. Good legibility on text. Logo is too small to read at highway speeds.



Appleton Sideroad, Village of Appleton, Ontario

BAD – Text font too elaborate and difficult to read by drivers. Wood and paint construction requires frequent costly maintenance.

GOOD – Scale of sign is appropriate for the area.



Perth

Street, Village of Richmond, Ontario

BAD – Planting in median requires strict adherence to roadway site line requirements, which may impact on design of feature.

GOOD – Script font not recommended but at good scale and contrast for legibility. Good concrete construction to ensure longevity..



Nix

on Drive, Osgoode Village, Ontario

BAD – Text too elaborate and too many colors / logos to look at. Wood and paint construction requires frequent costly maintenance. No supporting plant material or background.

GOOD – Scale of sign is appropriate for the area.

2.0 Primary Neighbourhood Entrance Feature – GOOD AND BAD



Princess Louise Drive and Chalemagne Blvd, Ottawa

BAD – Wall is not constructed in a durable manner. No capping on stone permits water penetration. Even with a “mortarless” dry laid stone wall this can be an issue. Sign is of painted wood.

GOOD – Good legibility on text font. Good background planting.



Teron Road and March Road, Ottawa

BAD – Text font is a script style but still fairly legible. Planting on edges may obscure sign without regular maintenance. Construction materials (wood and paint) require regular maintenance.

GOOD – Background planting is good. Good setback from roadway.



Rock

cliffe Park, Ottawa

*BAD – Plaque / logo too small to be identified by drivers. Stone could be larger to provide more impact.
GOOD – Good use of iconic, natural material to identify the area. Repetition of this feature (9+/-) in the community provides a recognition factor.*



Eagleson Road and Stonehaven Drive, Ottawa

*BAD – Annual planting in foreground requires regular maintenance. No background planting.
GOOD – Good use of natural materials. Sign font is good but material blends in with background and detracts from the legibility.*



Prince of Wales Drive and Waterbridge Street, Ottawa

BAD – Text font is a script style and difficult to read. Logo is also difficult to identify. Lack of background plant material.

GOOD – Good durable construction materials and capping on stone walls.



Main Street and Beckwith Road, Ottawa

BAD – Materials require frequent maintenance to repair mortar / stones. Plaques are difficult to read when driving by.

GOOD – Older feature that supplies character to the area. Maintained by RPAM as a heritage feature.



River Road and Rideau Forest Drive, Ottawa

BAD – Nothing really...signage may require some maintenance.

GOOD – Background planting is appropriate and in scale with gateway feature. Good use of natural materials.



Innes Road and Orleans Blvd, Ottawa

BAD – Sign portion of feature made of painted wood which requires increased maintenance. Foreground planting may obscure stone but will not obscure sign portion.

GOOD – Stone base of sign is durable and properly capped. Good use of background planting

3.0 Secondary Neighbourhood Entrance Feature – GOOD AND BAD



Prince of Wales Drive and Crestway Drive, Ottawa

BAD – Script font is difficult to read. Color on logo requires ongoing maintenance. Wood fence is high maintenance.

GOOD – Good construction on stone pillars. Concrete for central portion.



Prince of Wales Drive and Heathwood Gate, Ottawa

BAD – Colors on font and logo requires ongoing maintenance.

GOOD – Good construction on stone elements. Concrete for signage portion.



Riverstone Drive and Kirkstone Private, Ottawa

BAD – Text font is a script style. Planting may obscure sign without regular maintenance.

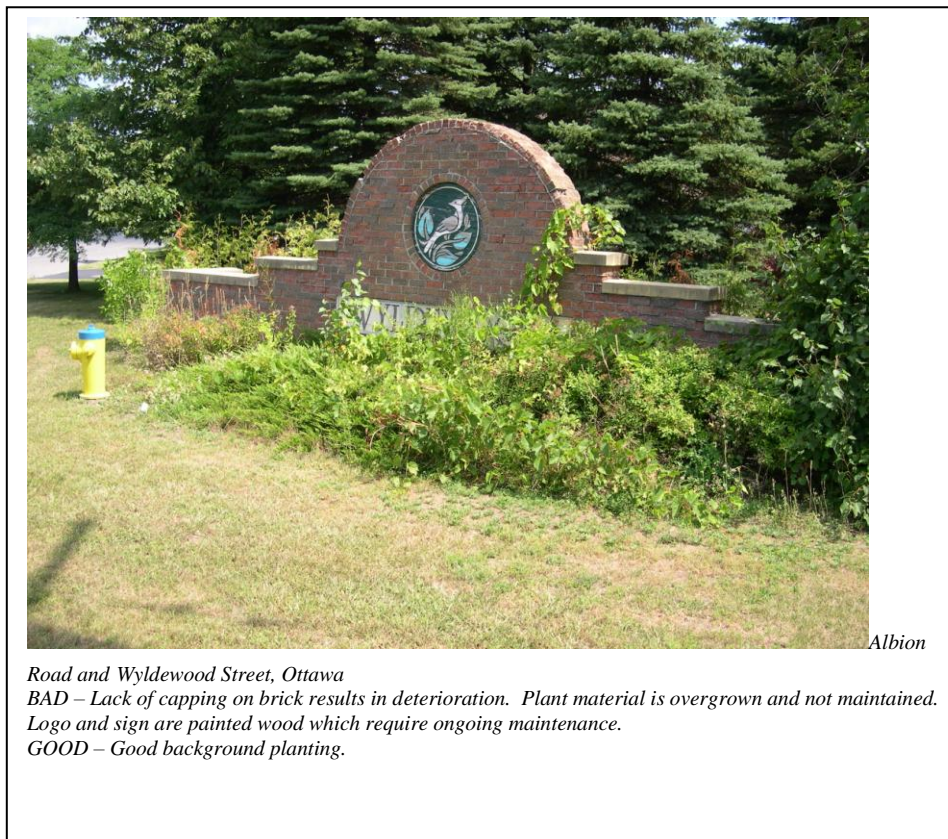
GOOD – Text is thick enough to overcome script font. Good durable construction materials.



Abbott Street and Granite Ridge Drive, Ottawa

BAD – Planting should be behind feature rather than in front.

GOOD – Good scale for the area and good materials / construction methods. Logo / text are low maintenance.





Portobello Blvd and Valin Street, Orleans, Ottawa

BAD – Foreground plant materials are overgrowing natural stones.

GOOD – Good use of natural materials, no need for logo / signage. Good background planting. This is a series of sites along Portobello that provides a unique character to the area.



Line Road and Lakepointe Drive, Ottawa

BAD – Use of corporate logo is not appropriate. Painted sign and fencing between pillars requires ongoing maintenance.

GOOD – Good materials / construction methods for stone elements. .

4.0 Condo / Private Entrance Features –GOOD AND BAD



Owl Drive and Darlington Private, Ottawa

BAD – Signage and shingle material requires ongoing maintenance. Brick is not encouraged but this site is fairly low traffic.

GOOD – Brick structure that is appropriately capped. Appropriately sized annual planting in planter box will be maintained by condo association.



McCarthy Road between Paul Anka and Plante Drive, Ottawa

BAD – Location too recessed to provide good signage exposure. Materials are not long lasting and require ongoing maintenance.

GOOD – Font is good size and style.



Mont

real Road and Sinclair Street, Ottawa

BAD – Very close to road, may be in City ROW and exposed to salt spray. Brick is not the best material to resist salt spray.

GOOD – Construction looks good with capping on brick wall. Text is a good, clear font.

**GATEWAY AND ENTRANCE FEATURES DESIGN GUIDELINES
LIGNES DIRECTRICES DE CONCEPTION DES POINTS D'ACCÈS ET
ENTRÉES**

ACS2008-ICS-PLA-0223

CITY-WIDE \ À L'ÉCHELLE DE LA VILLE

Councillor Thompson questioned if this report included signage in the rural areas. Mike Wildman, Manager, Infrastructure Approvals confirmed that there is an element in the report that potentially includes signage. Mr. Wildman added that the guidelines predominantly deal with signs that are in the public domain such as road right of ways.

Derrick Moodie, Rural Affairs Officer clarified that there would be a report before the Agriculture and Rural Affairs Committee on November 27, 2008 dealing with directional signage in the rural areas, which is more focused on rural businesses.

Subsequently, Mr. Wildman provided a PowerPoint Presentation, which is on file with the City Clerk. The presentation touched on the following:

- A 2007 Council direction required staff to review the current gateway features within new developments;
- A 2008 Council direction called on staff to prepare guidelines and standards pertaining to construction, design and long-term maintenance;
- Consultation included open houses, technical advisory committees and surveys to stakeholders;
- The guidelines were developed based on Council-approved principles and address location, mitigation and funding.

Chair Jellett questioned if staff considered contracting out the work. John Manconi, Director of Surface Operations advised that capital rehabilitation would most likely be contracted out. He addressed the maintenance component and advised that staff could not commit to contracting out due to recent arbitration, but he promised to look into it. He added that staff were working with the union and reviewing what should be done internally and externally.

Councillor Harder disagreed with the grandfather clause in the report as it would be costly. She suggested holding fundraising events or having a grants program to cover some of the costs. She added that if the Business Improvement Areas (BIA) are willing to install a sign and pay for it, then the same should apply to developers.

Mr. Wildman clarified delegated authority to the Director of Planning would apply to development related signs, where the others are still covered under existing by-laws. There have been some partnerships in the past with BIAs and these would not be precluded. The guidelines before the Committee deal with the development side;

moreover, the existing by-laws in place already enable staff to deal with those other issues.

Councillor Hunter felt that if there is a community sign, then the communities should be responsible for maintaining it. He spoke of the four signs in his ward, which were installed by separate stakeholders, and how the other 10-12 communities in his ward do not have feature signs and should not have to pay for other communities' entrance features. The signs are not needed and if a community wants to continue having them, whether they are located in a road allowance or private property, they should be responsible for the maintenance and protection of the signs. He suggested that these features should be built into the subdivision agreement. The Councillor added that it would be an insult to the City and the taxpayer to pay \$900 a year per feature for the maintenance of them.

Councillor Thompson advised that there is a sign on Highway 31 that the community built and is responsible for the upkeep. Mr. Wildman advised that there are a few community associations that enhance and maintain the features on their own; however, some signs are beyond repair and the average person does not have the ability to make those types of repairs.

In response to a question by Councillor El-Chantiry, Mr. Moodie advised that the Green Partnership Program (GPP) provides grant money to communities wanting to enhance their neighbourhood. Mr. Manconi added that the scale and upkeep of the gateway features was too much for the communities. He also noted that the GPP pilot phase is complete and is proposed to be cut in the upcoming budget.

Chair Jellett advised that a few signs in his area were installed by the Queenswood Development Group or the Regional Development Group and questioned if staff approached these groups for financial assistance.

Mr. Wildman suggested that there still may be some older signs that were constructed by the developers, although he suspected that if the City approached them, they would refuse to refurbish them.

Chair Jellett referred to the non-sign feature on Portebello that was written into the subdivision agreement at the City's request. The developer paid \$300,000 to develop the boulevard and install the features and he felt that the City has an obligation to maintain them.

Mr. Manconi explained that there is also the element of safety when you remove features on an arterial road. He added that his staff would track financial implications when feature walls need to be removed. Chair Jellett asked if staff could prepare this information in time for the budget deliberations in order for Council to have all the facts.

Mr. Manconi acknowledged that it would not be a significant amount. He suggested getting direction on the financial issue relating to maintaining the older features since there seemed to be a concurrence that the framework is good for future gateways.

In response to a question from Chair Jellett on maintenance, Mr. Manconi clarified that grass cutting and trimming of brush would not be an issue, rather, it is the painting and the rest of the upkeep that would require consideration.

Moved by Councillor Thompson:

That Agriculture and Rural Affairs Committee defer Recommendation 5, the funding aspect, to 2010.

CARRIED

That Agriculture and Rural Affairs Committee and Planning and Environment Committee recommend that Council:

- 1. Approve the Design Guidelines for Development Application Gateway Features for immediate implementation;**
- 2. Amend the Delegation of Authority By-law to authorize the Director, Planning Branch to approve and permit development related Gateway Features;**
- 3. Amend the City's Tourism and Public Service Signs policy section 7.10 and 7.11 to allow Primary Neighbourhood features to be installed in the City's road allowances and to exclude the Secondary Neighbourhood features from the City's road allowances;**
- 4. Amend the City's Signs on City Road By-law No 2003-520 and Encroachments on City Highways By-law No. 2003-446 to allow Primary Neighbourhood features to be installed on the City's road allowances; and**
- 5. Refer to the consideration of the Draft 2010 Operating and Capital budget funding for the on-going maintenance and life cycling costs associated with existing and future gateway features as follows:**
 - Surface Operations Branch establish an annual \$240,300 Gateway Features Non-structural Repairs budget;**
 - Infrastructure Services Branch establish an annual \$180,000 Gateway Feature Repair/Renewal Capital budget;**

PLANNING AND ENVIRONMENT
COMMITTEE
REPORT 41
26 NOVEMBER 2008

COMITÉ DE L'URBANISME ET DE
L'ENVIRONNEMENT
RAPPORT 41
LE 26 NOVEMBRE 2008

AGRICULTURE AND RURAL
AFFAIRS COMMITTEE
EXTRACT OF DRAFT MINUTES 32
13 NOVEMBER 2008

COMITÉ DE L'AGRICULTURE ET DES
QUESTIONS RURALES
EXTRAIT DE L'ÉBAUCHE
DU PROCÈS-VERBAL 32
LE 13 NOVEMBRE 2008

- Infrastructure Services Branch be provided an additional capital provision of \$100,000 in 2010, 2011, and 2012 for the structural reinstatement of existing Gateway Features in significant disrepair.

CARRIED as amended with Councillor Hunter dissented.

GATEWAY AND ENTRANCE FEATURES DESIGN GUIDELINES
LIGNES DIRECTRICES DE CONCEPTION DES POINTS D'ACCÈS ET
ENTRÉES
ACS2008-ICS-PLA-0223 CITY WIDE/À L'ÉCHELLE DE LA VILLE

Councillor Feltmate touched on the history of this report, which originated with an inquiry she raised as a result of crumbling gateway features in her ward. She presented a motion to ensure new gateway features are not constructed until such time as funding is allocated to fix existing features.

Councillor Harder explained that the Agriculture and Rural Affairs Committee supported the recommendations of the report with the exception of funding, which was deferred to 2010. She suggested funding to fix existing features could be area rated, noting this is mostly a suburban issue.

Councillor Monette touched on the role of gateway features for way finding and community identification. He suggested partial funding could be looked at for 2009.

Councillor Hunter also touched on ARAC's recommendations, pointing out that 94 per cent of existing features are in a good condition. He questioned the amount requested for annual maintenance.

Councillor Bellemare sought confirmation that the City would not maintain new gateway features on private property. He also sought assurances with regard to the application of the bilingualism policy. Mr. Wildman noted that most features contain only the name of the area and confirmed that the by-law will delegate authority to the Director of Planning, for new gateway features and replacement signs will need to respect City policies. He advised that the guidelines ensure the property owner, such as condo corporations, maintains any new privately owned features.

Councillor Harder noted that she paid for a new sign welcoming people to Barrhaven in both languages out of her office budget (Welcome Home to Barrhaven, Bienvenue chez vous).

In response to questions from members, Mike Wildman, Manager of Infrastructure Approvals, clarified the following points:

- Funding was removed in 2004 as part of the Universal Program Review, totalling \$300,000. Approximately \$50,000 has been allocated since then for minor weeding and grass cutting.
- A total of 579 features were identified of which 267 would require maintenance by City forces, should Council approve the reintroduction of funding for maintenance of gateways.

- On-going life cycling costs amounting to \$180,000 per year have been identified to ensure repair and replacement of the inventory occurs over time as needed. Annual maintenance for such things as lawn maintenance and pruning is estimated at \$900 per feature. For the existing inventory of features, this would result in a budget pressure of \$240,300 per year.
- It is estimated that no more than two to four Community Features would be constructed over approximately eight to 10 years, and in the order of three to five Neighbourhood features would be constructed over five or more years. This would result in fairly low new pressures in the range of \$10,000 to \$14,000 spread over 10 years, using 2008 figures.
- Twenty-four features have been identified as requiring structural repair (16 minor and eight significant) over the next three years, amounting to \$100,000 per year. This will bring the inventory into a state of good repair.

Tim Marc, Senior Legal Counsel, advised that the City is already responsible and liable for the 267 existing features.

Councillor Desroches stated there are quite a few gateway features in his community but questioned if residents would place this initiative at the top of funding priorities. He supported the ARAC recommendation and questioned whether a minor capital grant could be used to help maintain community features.

Mr. Wildman indicated that Mr. Manconi provided some feedback at ARAC in this regard, noting that there has not been great take up from community groups to maintain these because of their size and complexity. Secondly, the Green Partnership Program is currently on the table for consideration to eliminate funding as part of the 2009 budget process.

Councillor Desroches recently articulated to a developer in his ward intending to erect such features that they must be modest. He expressed support for the policy, which he characterized as reasonable.

Councillor Feltmate addressed her motion, noting the City would be foolish to allow new features when it has not fixed the existing problem.

Councillor Bloess agreed that new features should not be permitted until the existing problem is fixed. He also supported the idea of an area rate to address the problem.

Moved by P. Feltmate:

That the following Recommendation be added:

- 6. That until such time as adequate funding is approved for the maintenance and repair of existing gateway features that no further gateway features be permitted to be constructed.**

LOST

YEAS (2): P. Feltmate, P. Hume

NAYS (6): M. Bellemare, S. Desroches, J. Harder, G. Hunter, B. Monette, S. Qadri

The Committee then voted on the recommendations as amended by the Agriculture and Rural Affairs Committee on November 13, 2008.

That Planning and Environment Committee recommend Council:

- 1. Approve the Design Guidelines for Development Application Gateway Features for immediate implementation;**
- 2. Amend the Delegation of Authority By-law to authorize the Director, Planning Branch to approve and permit development related Gateway Features;**
- 3. Amend the City's Tourism and Public Service Signs policy section 7.10 and 7.11 to allow Primary Neighbourhood features to be installed in the City's road allowances and to exclude the Secondary Neighbourhood features from the City's road allowances;**
- 4. Amend the City's Signs on City Road By-law No 2003-520 and Encroachments on City Highways By-law No. 2003-446 to allow Primary Neighbourhood features to be installed on the City's road allowances; and**
- 5. Refer to the consideration of the Draft 2010 Operating and Capital budget funding for the on-going maintenance and life cycling costs associated with existing and future gateway features as follows:**
 - Surface Operations Branch establish an annual \$240,300 Gateway Features Non-structural Repairs budget;**
 - Infrastructure Services Branch establish an annual \$180,000 Gateway Feature Repair/Renewal Capital budget;**
 - Infrastructure Services Branch be provided an additional capital provision of \$100,000 in 2009, 2010, and 2011 and 2012 for the structural reinstatement of existing Gateway Features in significant disrepair.**

CARRIED as amended with P. Feltmate and B. Monette dissenting.