

**5. INTEGRATED STREET FURNITURE PROGRAM –DESIGN GUIDELINES AND
REQUEST FOR PROPOSALS STRATEGY**

**PROGRAMME INTÉGRÉ DE MOBILIER URBAIN – DIRECTIVES DE
CONCEPTION ET STRATÉGIE POUR LES DEMANDES DE PROPOSITIONS**

COMMITTEE RECOMMENDATIONS

That Council approve:

- 1. The Integrated Street Furniture Program (“ISFP”) Policy and Design Guidelines as discussed in this report and outlined in Document 3;**
- 2. The release of a Request for Proposals (“RFP”) in accordance with the approach and terms and conditions described in this report; and**
- 3. Delegated authority to the Acting Deputy City Manager, City Operations to negotiate, approve and execute contracts with the successful proponents to provide, maintain, service, and advertise on street furniture in the municipal right-of-way as outlined in this report.**

RECOMMANDATIONS DU COMITÉ

Que le Conseil approuve :

- 1. la politique et les directives de conception du Programme intégré de mobilier urbain dont il est question dans le présent rapport et qui sont énoncées au document 3;**
- 2. le lancement d’une demande de propositions (DDP), conformément à l’approche et aux modalités décrites dans le présent rapport;**

- 3. la délégation à la directrice municipale adjointe par intérim, Opérations municipales des pouvoirs de négociation, d'approbation et de signature des contrats avec les soumissionnaires retenus pour qu'ils fournissent du mobilier urbain sur l'emprise municipale, l'entretiennent, le réparent et y affichent des publicités, comme le décrit le présent rapport.**

DOCUMENTATION / DOCUMENTATION

Susan Jones, Acting Deputy City Manager report dated 22 June 2015 / Directrice municipale adjointe par intérim, rapport daté du 22 juin 2015 (ACS2015-COS-PRC-0001)

**FINANCE AND ECONOMIC
DEVELOPMENT COMMITTEE
REPORT 6
8 JULY 2015**

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**COMITÉ DES FINANCES ET DU
DÉVELOPPEMENT ÉCONOMIQUE
RAPPORT 6
LE 8 JUILLET 2015**

**Report to
Rapport au:**

**Finance and Economic Development Committee
Comité des finances et du développement économique
29 June 2015 / 29 juin 2015**

**and Council
et au Conseil
8 July 2015 / 8 juillet 2015**

**Submitted on June 22, 2015
Soumis le 22 juin 2015**

**Submitted by
Soumis par:**

**Susan Jones, Acting Deputy City Manager, City Operations /
Directrice municipale adjointe par intérim, Opérations municipales**

Contact Person

Personne ressource:

**Richard Barton, Manager, Corporate Partnerships, Parks, Recreation and Cultural
Services/Gestionnaire, Partenariats municipaux Services des parcs, des loisirs et
de la culture**

613-580-2424, ext. 25632 Richard.Barton@ottawa.ca

Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2015-COS-PRC-0001

**SUBJECT: INTEGRATED STREET FURNITURE PROGRAM –DESIGN
GUIDELINES AND REQUEST FOR PROPOSALS STRATEGY**

**OBJET: PROGRAMME INTÉGRÉ DE MOBILIER URBAIN – DIRECTIVES DE
CONCEPTION ET STRATÉGIE POUR LES DEMANDES DE
PROPOSITIONS**

REPORT RECOMMENDATIONS

That the Finance and Economic Development Committee recommend Council approve:

- 1. The Integrated Street Furniture Program (“ISFP”) Policy and Design Guidelines as discussed in this report and outlined in Document 3;**
- 2. The release of a Request for Proposals (“RFP”) in accordance with the approach and terms and conditions described in this report; and**
- 3. Delegated authority to the Acting Deputy City Manager, City Operations to negotiate, approve and execute contracts with the successful proponents to provide, maintain, service, and advertise on street furniture in the municipal right-of-way as outlined in this report.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des finances et du développement économique recommande au Conseil d’approuver :

- 1. la politique et les directives de conception du Programme intégré de mobilier urbain dont il est question dans le présent rapport et qui sont énoncées au document 3;**
- 2. le lancement d’une demande de propositions (DDP), conformément à l’approche et aux modalités décrites dans le présent rapport;**
- 3. la délégation à la directrice municipale adjointe par intérim, Opérations municipales des pouvoirs de négociation, d’approbation et de signature des contrats avec les soumissionnaires retenus pour qu’ils fournissent du mobilier urbain sur l’emprise municipale, l’entretiennent, le réparent et y affichent des publicités, comme le décrit le présent rapport.**

EXECUTIVE SUMMARY

In 2005, the City embarked on the development of an Integrated Street Furniture Program (“ISFP”) with an overall objective to improve the visual appearance of the city

streetscape including five (5) elements of street furniture: benches; transit shelters; waste containers; information/way finding kiosks; and, multi-publication boxes.

Through a series of four (4) reports and extensive public consultations between 2006 and 2009, Council approved an ISFP Framework (2006), Guiding Principles (2008), and Way Forward (2009) culminating in the approval of Design Guidelines and a Request for Proposals (RFP) Strategy in October 2009.

In keeping with the Council approved strategy, the comprehensive RFP defined a Restricted Advertising Area (RAA), comprised of the central area of the City, traditional main streets and BIAs, that permitted advertising only on transit shelters and information kiosks in an effort to reduce visual clutter. The RFP called for a single proponent to design, manufacture, supply, install, replace, maintain, clean and repair the five (5) street furniture elements cited above. A fundamental requirement was that the vendor would fund the required furniture from advertising revenues obtained through advertising on transit shelters and on benches outside of the RAA. In total, the RFP requested more than 7,200 pieces of new and replacement furniture over the proposed twenty (20) year term of the contract.

The comprehensive RFP was issued at the end of 2009. Nine (9) addenda were issued during the 2009/2010 RFP process but, in the end, only one non-compliant bid was received and the RFP was cancelled in June of 2010.

During debriefings with advertising industry representatives, City staff was advised that the quantity of furniture being asked for was not sustainable from a business perspective (i.e., advertising revenues could not support the furniture requirements) and the responsibilities expected of the vendor were not in line with their core business expertise (i.e., selling, producing and posting advertising content as opposed to the design, installation and maintenance of street furniture).

Currently, there are approximately 3,750 pieces of furniture on the street as set out in the following table.

| QUANTITY - FURNITURE PIECES | | | |
|-----------------------------|----------------|-----------------|-------|
| Item | Inside the RAA | Outside the RAA | Total |
| Transit Shelters | 204 | 1026 | 1230 |
| Benches | 332 | 970 | 1302 |
| Bins | 679 | 536 | 1215 |
| Grand Total | 1215 | 2532 | 3747 |

The City of Ottawa presently has individual contracts with Creative Outdoor Advertising (benches and bins) and Clear Channel (transit shelters) with different levels of responsibility for providing, maintaining, and servicing furniture pieces as well as managing the advertising elements in support of revenue generation. These contracts predate the 2009 RFP and have been subject to contract extensions since that time. Both contracts are set to expire on June 30, 2015. Staff has negotiated a further extension to April 30, 2016 to facilitate the transition period to the new program in Q2 2016.

Current annual revenues from advertising on furniture are approximately \$1.7M for Transit Shelters and \$150K for benches and bins.

Since the cancellation of the original RFP in 2010, staff has:

- Conducted further market research through commercially confidential meetings with advertising industry representatives to clearly understand the limitations of the 2010 RFP to better define a feasible business model;
- Launched two on-street pilot projects (Elgin Street and Laurier Avenue East) that have confirmed the viability of on-street recycling and helped refine the furniture design standards including accessibility, bin labelling and overall aesthetics; and,
- Issued a Request for Expressions of Interest (REOI) to gather additional data from street furniture manufacturers on available designs and approximate costing, which confirmed that there are furniture options available to meet the City's design standards at a reasonable price.

The purpose of this report is to seek Council approval of the revised Request for Proposals (RFP) strategy, to securing a vendor or vendors to provide, service, and

advertise on benches and recycling bins outside of the Restricted Advertising Area (RAA) and to advertise on transit shelters on a city-wide basis. The proposed approach includes the following elements:

- A one-for-one replacement of benches and bins, with additional pieces to be provided for service growth;
- Advertising revenues generated from the contract(s) to be used by the City to purchase and service benches and recycling containers located within the RAA;
- Expansion of benches and bins outside of the RAA will be based on the City's assessment of need for street furniture coupled with the vendor's assessment of revenue potential associated with the location to make the site sustainable;
- Lifecycle replacement of transit shelters will continue to be financed through the City's capital budget and new shelters will be provided through growth funding;
- Transit Services will retain a base budget requirement of \$1.6M from advertising revenues for shelter lifecycle and maintenance, leaving surplus revenues to support the rest of the program elements;
- A five year term with option to renew; and,
- Publication boxes and information kiosks to be addressed as part of a later phase.

Benefits of the proposed ISFP approach include:

- Improved furniture design standards to meet accessibility requirements and resident feedback;
- Expanded and improved on-street recycling program to complement the residential recycling program;
- Possibility for service growth within and outside of the RAA pending cost analysis and revenue potential; and,

- Clear design guidelines and principles for City staff to follow when addressing street furniture requirements in future infrastructure renewal projects.

Staff is prepared to commence a RFP process following Council's consideration of the report, with the goal of executing new contracts in Q1 of 2016 with on-the-ground implementation anticipated to commence on May 1, 2016.

In the event that revenues are not sufficient to sustain the City's service requirements in the RAA in the longer term, staff will report to Committee and Council with funding options to support the desired roll-out plan.

Sommaire

En 2005, la Ville a entrepris la création du Programme intégré de mobilier urbain dans l'objectif global d'améliorer l'aspect visuel du paysage de rue de la ville, en se concentrant sur cinq (5) éléments de mobilier urbain : les bancs, les abribus, les poubelles, les kiosques d'information et les boîtes à journaux.

Par la présentation d'une série de quatre (4) rapports et la tenue de vastes consultations publiques entre 2006 et 2009, le Conseil a approuvé le cadre du Programme intégré de mobilier urbain (2006), ses principes directeurs (2008), son document stratégique (2009) et, finalement, ses directives de conception et sa stratégie pour les demandes de propositions (DDP) en octobre 2009.

Conformément à la stratégie approuvée par le Conseil, la DDP exhaustive définit une zone à publicité limitée – qui englobe le secteur central de la ville, les rues principales traditionnelles et les zones d'amélioration commerciale (ZAC) – dans laquelle la publicité est autorisée seulement sur les abribus et kiosques d'information dans le but de réduire l'encombrement visuel. La DDP visait à trouver un seul soumissionnaire pour concevoir, fabriquer, fournir, installer, remplacer, entretenir, nettoyer et réparer les cinq (5) éléments de mobilier urbain susmentionnés. Une exigence fondamentale était que le fournisseur finance le mobilier requis à même les recettes publicitaires générées par la publicité sur les abribus et les bancs à l'extérieur de la zone à publicité limitée. En tout, la DDP prévoyait la fourniture et le remplacement de plus de 7 200 éléments de mobilier pour la durée du contrat proposée de vingt (20) ans.

La DDP exhaustive a été lancée à la fin de 2009. Neuf (9) addendas ont été publiés durant le processus de DDP de 2009-2010. Une seule offre a finalement été reçue, et elle était non conforme, alors la DDP a été annulée en juin 2010.

Lors de séances de débriefage avec des représentants de l'industrie de la publicité, le personnel de la Ville s'est fait dire que la quantité de mobilier demandée n'était pas viable d'un point de vue commercial (les recettes publicitaires ne suffisaient pas pour financer les exigences relatives au mobilier) et que les responsabilités imposées au fournisseur ne correspondaient pas à leur expertise (la vente, la production et l'affichage de contenu publicitaire, comparativement à la conception, à l'installation et à l'entretien de mobilier urbain).

À l'heure actuelle, il y a environ 3 750 éléments de mobilier dans les rues, comme l'illustre le tableau suivant.

| QUANTITÉ – ÉLÉMENTS DE MOBILIER | | | |
|--|---|---|--------------|
| Élément | À l'intérieur de la zone à publicité limitée | À l'extérieur de la zone à publicité limitée | Total |
| Abribus | 204 | 1 026 | 1 230 |
| Banc | 332 | 970 | 1 302 |
| Bac | 679 | 536 | 1 215 |
| Total général | 1 215 | 2 532 | 3 747 |

La Ville d'Ottawa a actuellement des contrats individuels avec Creative Outdoor Advertising (bancs et bacs) et avec Clear Channel (abribus), qui ont diverses responsabilités en ce qui concerne la fourniture, l'entretien et la réparation des éléments de mobilier et la gestion des éléments de publicité afin de favoriser la production de recettes. Ces contrats datent d'avant la DDP de 2009 et sont prolongés depuis ce temps. Les deux contrats prendront fin le 30 juin 2015. Le personnel a négocié une autre prolongation jusqu'au 30 avril 2016 pour faciliter la période de transition vers le nouveau programme au deuxième trimestre de 2016.

Actuellement, les recettes annuelles de la publicité sur le mobilier sont d'environ 1,7 M\$ pour les abribus et 150 k\$ pour les bancs et les bacs.

Depuis l'annulation de la DDP originale en 2010, le personnel :

- a réalisé une étude de marché plus approfondie en organisant des réunions commerciales confidentielles avec des représentants de l'industrie de la publicité pour bien comprendre les lacunes de la DDP de 2010 et ainsi pouvoir établir un modèle opérationnel réaliste;
- a lancé deux projets pilote (sur la rue Elgin et l'avenue Laurier Est) qui ont confirmé la viabilité du recyclage sur rue et ont aidé à préciser les normes de conception du mobilier, notamment l'accessibilité, l'étiquetage des bacs et l'esthétique en général;
- a publié une demande de manifestations d'intérêt (DMI) pour recueillir des données supplémentaires auprès des fabricants de mobilier urbain sur les modèles disponibles et les coûts approximatifs; ce processus a permis de confirmer qu'il existe des options de mobilier qui répondent aux normes de conception de la Ville à un prix raisonnable.

Le présent rapport a pour but d'obtenir l'approbation du Conseil pour la stratégie révisée de demande de propositions (DDP) visant à trouver un ou plusieurs fournisseurs pour fournir des bancs et des bacs de recyclage, les entretenir et y afficher des publicités à l'extérieur de la zone à publicité limitée et pour afficher des publicités sur les abribus à l'échelle de la ville. La nouvelle stratégie comprend les éléments suivants :

- Les bancs et les bacs seront remplacés par du mobilier équivalent, et de nouveaux éléments seront ajoutés pour répondre à la croissance.
- La Ville affectera les recettes publicitaires générées par les contrats à l'achat et à l'entretien des bancs et des bacs de recyclage situés dans la zone à publicité limitée.
- Des bancs et des bacs seront ajoutés à l'extérieur de la zone à publicité limitée en fonction de l'évaluation par la Ville des besoins en mobilier urbain et de l'évaluation par le fournisseur des recettes potentielles associées à l'emplacement pour rendre le site viable.

- Le remplacement des abribus à la fin de leur cycle de vie continuera d'être financé à même le budget des immobilisations de la Ville, et les nouveaux abribus seront payés par le fonds de croissance.
- Le Service de transport en commun conservera un budget de base de 1,6 M\$ pour le cycle de vie et l'entretien des abribus et consacra les recettes excédentaires aux autres éléments du programme.
- Le contrat sera d'une durée de cinq ans, avec possibilité de renouvellement.
- L'installation de boîtes à journaux et de kiosques d'information sera envisagée à une phase ultérieure.

Le Programme intégré de mobilier urbain proposé présente les avantages suivants :

- Amélioration des normes de conception du mobilier pour respecter les exigences d'accessibilité et répondre aux commentaires des résidents.
- Expansion et amélioration du programme de recyclage sur rue pour compléter le programme de recyclage résidentiel.
- Possibilité d'accroître le service à l'intérieur et à l'extérieur de la zone à publicité limitée, sous réserve d'une analyse de coûts et des recettes potentielles.
- Directives et principes de conception clairs que pourra suivre le personnel de la Ville pour répondre aux exigences en matière de mobilier urbain dans les futurs projets de renouvellement des infrastructures.

Le personnel est prêt à entreprendre un processus de DDP suivant l'examen du rapport par le Conseil; l'objectif est de conclure de nouveaux contrats au premier trimestre de 2016 et de commencer la mise en œuvre le 1^{er} mai 2016.

Si les recettes ne sont pas suffisantes pour répondre aux exigences opérationnelles de la Ville dans la zone à publicité limitée, le personnel présentera au Comité et au Conseil des options de financement pour appuyer le plan de déploiement souhaité.

BACKGROUND

The development of an integrated street furniture program has been active since early 2005. Given the scope and complexity of the program, a detailed history of its evolution can be found in Document 1, beginning with the creation of the program framework and concluding with the development and results of a Request for Proposals (RFP) in 2009/2010. The following sections outline the further work completed since that time in order to inform a new RFP in 2015.

Actions Taken to Inform a New ISFP RFP

In January 2012, the management of the ISFP file transitioned from the Planning and Infrastructure portfolio to the City Operations portfolio in the Sponsorship and Advertising branch of the Parks, Recreation and Cultural Services department. An inter-departmental ISFP Project Team was created, comprised of the Project Manager in the Sponsorship & Advertising branch, and key staff from stakeholder departments – Public Works, Environmental Services, Infrastructure Services, Planning and Growth Management, Transit Services and Supply branch. Since that time, the ISFP Project Team have undertaken several initiatives in support of developing a new RFP that is responsive to the City's needs and consistent with the objectives of the original ISFP, while considering the realities of what industry proponents are able to provide. In order to ensure continuation of service on the streets while preparing a new RFP process, the City had negotiated extensions until June 30, 2015 with its existing service providers – *Creative Outdoor Advertising* for benches and bins and *Clear Channel* for transit shelter advertising.

Request for Information (RFI) Processes

In March 2012, staff from Transit Services and Parks, Recreation and Cultural Services met with industry representatives as part of a RFI process to consider the implications of including transit shelters advertising as part of the comprehensive RFP for transit on-bus advertisements and advertising signage in transit stations. The result from those meetings and staff's independent analysis was that the shelters should remain part of the ISFP since the markets served by the advertising in each venue are different.

Following that, the Project Team, in conjunction with the Supply Branch, issued another RFI in August 2013 to facilitate commercial confidential meetings with industry representatives. The purpose of these meetings was to develop a comprehensive understanding of the business needs of the City's prospective partners in order to fine-tune the specifics of a viable RFP. The City posed detailed questions about the provision and maintenance of street furniture and met with six (6) companies individually to document their responses. The Fairness Commissioner who provided oversight on the original ISFP was retained and attended all meetings. Each company provided valuable insight on a potential business model for street furniture, including the division of responsibilities between the City and prospective vendors, scope and quantity of furniture, viable contract terms, expectation on potential revenue generation, and expected timelines. The key findings from the meetings for consideration during the next RFP process were as follows:

- The industry supports shorter contract terms, such as five (5) years with an option for an additional five-year extension;
- The quantity of furniture pieces required will need to be reduced in order to make a workable business model;
- The industry supports the opportunity for separate vendors to bid on shelter advertising and the provision of, and advertising on, benches/bins since each represent significantly different markets;
- The RFP should focus on transit shelter advertising, benches and garbage/recycling bins with multi-publication boxes and information/wayfinding kiosks to be deferred to a separate process;
- Customized furniture will not generate higher revenues;
- On a national basis, Ottawa is fifth in the out-of-home advertising market;
- Most revenues will be generated from transit shelter advertisements; and
- The City should not anticipate a significant increase in the amount of revenue generated from future street furniture contracts.

Street Furniture Pilots – Elgin Street and Laurier Avenue East

In August 2013, the City of Ottawa launched its first street furniture pilot project on Elgin Street, between Laurier Avenue West and Catherine Street. The focus of the pilot was to assess the ability to enhance the City's on-street recycling program in support of waste diversion objectives. Staff selected complementary benches and three-stream recycling containers to replace the previous street furniture products in order to test and evaluate a variety of factors, such as overall usability, aesthetics, accessibility and ease of service and maintenance. Staff in the Environmental Services department conducted pre- and post-installation waste audits along Elgin Street to measure capture rates, contamination levels between recycling and waste streams, and to test the basic functionality of the containers (i.e. ease of unlocking and emptying the containers, ability to maintain cleanliness in and around the structures, accessibility to the containers, etc.). Staff also conducted on-street interviews with users to gather feedback on the visual appearance, label size and messaging, location within the right-of-way, and overall usability.

The results from the waste audit and on-street interviews showed successes, such as an increase in capture rates and positive feedback on locations and visual appearance. The areas for improvement included:

- Using larger and more descriptive labels to help users select the correct bins;
- Using more colour to help users further differentiate between the three streams;
- Using bins with more capacity; and,
- Selecting a bin that does not have design features that can trap waste or create accessibility challenges for some users.

Many of the identified improvements listed above are geared towards addressing contamination between streams, which is a common challenge for public space recycling. High levels of contamination create problems at recycling processing facilities, causing increased processing costs or spoiled loads that will go to landfill. A post-implementation audit confirmed that while contamination rates were high, there

were no issues with processing the recyclables. It was noted that using recognizable images on the labels, such as plastic take-out cups and coffee cups, could significantly help users select the correct stream for those items commonly disposed of in public spaces.

Following the results of the Elgin Street pilot, staff launched another pilot in August 2014 on Laurier Avenue East between Waller Street and Charlotte Street. This area is unique from the first pilot location since it falls outside of the Restricted Advertising Area and permits advertising on the furniture pieces. It is also currently managed under the City's contract with Creative Outdoor Advertising, creating a partnership opportunity for installing and evaluating new furniture options.

The focus of this pilot was to test a different furniture option that would respond to the concerns identified from the first pilot, and to gather additional knowledge pertaining to a workable business model for generating advertising revenues. As with the first pilot, staff audited the collected materials to determine if staff's assumptions on the frequency of collections are correct and if the rate of contamination between the waste and recycling streams would be acceptable for processing at the facilities used by the City for the residential curb-side collection program. The results of the evaluations for the second pilot showed successes in improving capture rates for the recycling streams compared to the previous furniture designs. The vast majority of blue and black box materials were being placed in the correct containers, suggesting that residents generally understand where to place their items. Although the increase in recycling cannot be explicitly attributed to the design of the furniture and/or labels, it is clear that, when given the opportunity, people will recycle their waste in public spaces. Areas for further consideration when developing the next RFP included:

- Ensuring that the openings on the bins are large enough to accept street waste, but small enough to prevent illegal dumping of household waste; and,
- Addressing contamination levels between the three streams by using the labels to better educate and direct users as to where to place their waste (e.g. changing the wording on the labels to be more specific and using actual photos of items to dispose of in each container to improve instant recognition).

Request for Expressions of Interest

In November 2014, the ISFP Project Team issued a Request for Expressions of Interest (REOI) pertaining to street furniture benches and recycling containers. The purpose of the REOI was to confirm that there are sufficient products available in the market which meet the City's proposed furniture design criteria and that they are competitively priced. This was in support of the anticipated revised approach for the next RFP which would potentially have the City be responsible for purchasing the furniture for areas that fall inside the Restricted Advertising Area. The Project Team also aimed to confirm if the industry responses would identify any further clarifications and/or additions to the City's design criteria before entering the next RFP process.

The REOI closed on December 4, 2014 and 13 submissions were received. The findings were successful in confirming that there are companies which offer furniture that meets the City's proposed design criteria, and that appear to be reasonably priced. As well, the Project Team were able to identify additional design considerations that should be included in the final design criteria for the upcoming RFP.

Existing Contracts

Currently, the City has two agreements for advertising on City assets – Clear Channel is responsible for transit shelter advertising, and Creative Outdoor Advertising provides the benches and waste bins that are predominantly located adjacent to transit shelters, as well as the three-stream recycling containers in some areas. The annual revenue received from these contracts is approximately \$1.85 million. The expiry dates for both of these contracts is now extended to April 30, 2016 to accommodate the transition to the new program.

DISCUSSION

The purpose of this report is to seek Council approval of the revised Request for Proposals (RFP) strategy to provide, maintain, service, and advertise on benches and recycling bins in the municipal right-of-way outside of the Restricted Advertising Area and to advertise on transit shelters on a city-wide basis. Further, it is also to seek delegated authority for the Acting Deputy City Manager, City Operations to negotiate, approve and execute contracts with the successful proponents.

The overall objectives of the RFP are to:

1. Improve the visual appearance of the streetscape by replacing the existing street furniture elements with a coordinated suite of high quality and low maintenance furniture;
2. Expand, over time, the on-street garbage and recycling collection model to reflect the residential curbside collection program, and collect all waste streams (garbage, blue, black) in a three-bin configuration at all on-street locations where garbage bins now exist; and,
3. Select proponent(s) to partner with the City to advertise in transit shelters and on benches or garbage/recycling containers in the right-of-way in specific areas, and generate revenue for the City to support the acquisition and ongoing maintenance of street furniture that replaces and grows the existing inventory.

Recommended ISFP Approach

Following the cancellation of the initial RFP process in 2009/2010, the ISFP Project Team undertook several initiatives in order to determine the best course of action to achieve the overall objectives of the original street furniture program with a financially sustainable approach. Staff's recommended approach for the next RFP process closely aligns with Council's previously approved Guiding Principles and the requirements outlined in the Policy and Design Guidelines document; however, some modifications to the Program are required. Staff has identified below the areas where the proposed approach differs from Council's previous understanding or direction and the rationale for the changes.

Program Modifications

1. Furniture design standards

One of the intents of the original ISFP model was to integrate the varying pieces of street furniture found across the City by using one design standard, with some customization options to reflect unique streetscapes. The experiences and information gathered to date have shown that this is not a workable option. Not only is it a major challenge to significantly customize one suite of furniture to suit the

many unique areas of the City, but the industry has shown that the scope of the model would not be manageable from a business perspective. The expectations of the City were not in line with any willing industry partner.

PROGRAM CHANGE

Staff has synthesized the essential aspects of the previous Council approved guiding principles and developed an updated set of Street Furniture Core Principles and Design Guidelines (identified in Document 3). These will be used to inform the selection of new street furniture in the municipal right-of-way. When evaluating and selecting furniture design options, staff, assisted by a small group of external stakeholders, will provide for a limited range of style and colour options for use in the Central Area, mainstreets, mainstreets in BIAs, mixed use centres and other designated design priority areas (as defined by the Official Plan). In all other areas, one standard and consistent suite of affordable and low maintenance furniture will be selected that is visually suited to the City's standard right-of-way assets. This approach is consistent with the established practice for delivering City streetlighting and will produce the highest degree of streetscape coordination. Once a suite of standard furniture and special area options are selected, any street furniture being considered as part of a major capital improvement or street renewal project will be selected from the range of options established through the Integrated Street Furniture Program.

2. Furniture elements to be included in the revised RFP

After bicycle parking was removed from the ISFP, Council's direction was that no further street furniture elements be removed from the program. Following the 2009/2010 RFP process, industry representatives advised that a more successful RFP would focus on transit shelters, benches and garbage/recycling bins.

PROGRAM CHANGE

Staff recommends that the revised RFP only address advertising on transit shelters in the municipal right-of-way, and the provision and maintenance of benches and the provision, maintenance and collection from recycling containers and advertising on those elements in specific areas. Developing a program for the design, clarification

of responsibilities, identification of acceptable locations and advertising on information kiosks in specific areas will require significant consultation with stakeholders to align objectives and expectations with a viable solution. Equally, deferring consideration of potential designs and a sustainable funding model for multi-vending publication boxes is recommended. While a new furniture design and selection placement for vending box corrals would greatly improve the visual appearance and cleanliness of the streetscape, there is no direct correlation to the advertising elements of transit shelters, benches and recycling containers, hence requiring separate and focused attention.

3. Award of contract

The previous RFP envisioned that all aspects of street furniture design, placement, servicing and management of advertising would be best coordinated through a single proponent. The consultations and research has confirmed there are distinct differences in the marketing of advertising in transit shelters as compared to the provision of benches and recycling containers and the associated servicing. The City would be best served to remove any restrictions on the number of companies to which the RFP award can be made.

PROGRAM CHANGE

Staff recommends that the requirement for the advertising on transit shelters be evaluated and the contract awarded separately from the requirement to provide, maintain, service, and advertise on benches and recycling bins. This does not preclude one or more companies from partnering together to provide the services to satisfy both requirements, but it will not be a requirement for contract award.

4. Advertising exclusivity to advertisers/providers of furniture

Given the proposed shift in approach, and with the industry's recommendation to remove two of the five street furniture elements from the pending RFP, the Council-approved concept of awarding advertising exclusivity in the municipal rights-of-way to the successful proponent is no longer viable. Additionally, the City should have the ability to consider the best value and procurement approach to select potential partners for any new revenue generating opportunities in the rights-of-way.

PROGRAM CHANGE

Exclusivity will not be granted to the successful proponents for advertising. The consistent engagement of industry representatives throughout the various procurement processes (i.e. RFP, RFI, commercial confidential meetings, REOI) has meant that the City has communicated its overall needs and expectations for the ISFP in explicit terms. A continued relationship with the vendor community should assist with managing expectations around advertising opportunities within the municipal right-of-way, including future programming for the remaining street furniture elements.

5. Realignment of responsibilities

Following the 2009/2010 RFP process, industry feedback indicated that the expectations of responsibilities for the private industry were too broad and, therefore, unmanageable for potential proponents. While they do well in selling and managing advertising, their strengths are not in designing, manufacturing and maintaining street furniture. Although many of the companies can partner to obtain that expertise, it comes at a cost to the municipality in the form of reduced revenues. In order to increase the potential participation of the advertising industry to competitively bid on the City's next street furniture project, a shift of responsibilities is required.

PROGRAM CHANGE

With a focus on the City's three main objectives, staff recommends that the span of services expected from the private sector be reduced to establish a more achievable business model and potential for willing partners in our future program. Specifically, staff is recommending that the City select a proponent(s) to sell and manage the placement of advertising in transit shelters throughout the city, and to provide, install, maintain, and advertise on benches/recycling bins in areas outside of the Restricted Advertising Area (see maps in Document 2). The City would then use a portion of the revenue received from the annual advertising revenues to purchase additional benches and garbage/recycling bins for locations inside the Restricted Advertising Area and to offset the increased operating costs of running an on-street recycling

program. The original understanding was also that the City would be responsible for managing the on-street recycling collections; however, the revised proposed approach is that the preferred proponent provides full service in their designated areas, including garbage and recyclable collections.

6. Quantity of furniture required

As previously stated, the advertising industry advised that the quantity of furniture identified in the 2009/2010 RFP (See Table 1 included in Document 1) was not supportable based on their expected revenues. To attract potential partners, the quantity of furniture being required needs to be reduced.

PROGRAM CHANGE

Staff is recommending a more attainable approach for the quantity of furniture. Specifically, the furniture requirement would be a minimum “one-for-one” replacement of existing benches and garbage/recycling bins. For areas outside of the Restricted Advertising Area, that means the RFP will identify that proponents will be expected to replace 387 of the Creative Outdoor Advertising brown plaza benches (also contains a garbage bin), 81 Metrobins (owned by Creative Outdoor Advertising) and 72 City provided and serviced garbage bins. Given that there is demand for additional benches and bins, an additional 100 units are being requested. This means that the total minimum request will be for 640 benches/recycling containers. Within the Restricted Advertising Area, there are currently 463 City garbage bins, 114 benches/bins operated and serviced by Creative Outdoor Advertising as well as 102 Metrobins. As part of the transition, the City will have to carefully review and prioritize which benches/bins have to be replaced, based on the available funding and the existing condition of the current furniture.

For transit shelters, there is an existing lifecycle program funded by the capital budget on an annual basis to repair/replace about 50 shelters. About 40-45 shelters are added annually to the inventory in areas of new growth to meet service demands. There will not be any request for the successful advertising company to

provide or maintain any shelters as part of their contract. The current service delivery model will continue – Transit Services will provide and maintain all shelters.

7. Advertising on recycling containers

Previous direction from Council was to permit advertising on transit shelters and information/wayfinding kiosks for areas that fall within the Restricted Advertising Area, and advertising on benches for all other areas in the City. Currently, advertisements exist on garbage/recycling bins in all areas of the City. In conducting their research, staff has found that advertising space is more effective and manageable on garbage/recycling bins, as compared to benches. They have also found that the furniture design options for benches that permit advertising are less favourable to the design options for benches that do not support advertising.

PROGRAM CHANGE

In order to best support Council's Guiding Principle #2 of providing a service to the public first, with the function of advertising being secondary, staff is recommending that advertising be permitted on garbage/recycling bins in areas that fall outside of the Restricted Advertising Area in lieu of advertising on benches.

8. Term of contract

The previous RFP stated that the term of contract award would be 20 years. The longer term was deemed necessary to ensure that there was sufficient time for proponents to recover their investment in high quality furniture.

PROGRAM CHANGE

Staff is recommending a shorter contract term than the original Council direction. The recommended approach would be to seek a five (5) year term with the option to extend for an additional five (5) years subject to satisfactory contract fulfillment. The shorter term was supported by industry representatives during the commercial confidential meetings in 2013 and reflects the requirement for a lesser quantity of furniture and capital investment.

Summary of the Street Furniture Program

Based on the above program changes, the following chart identifies the major components of the street furniture program:

| | |
|--|---|
| <p>Advertising and the Restricted Advertising Area</p> | <p>Advertising will be permitted in all transit shelters.</p> <p>Advertising on recycling container will be permitted only in areas outside of the Restricted Advertising Area (the Central Area, Business Improvement Areas if not opting out, and traditional mainstreets – See maps in Document 2). Benches will not have advertising.</p> |
| <p>Responsibilities for transit shelters</p> | <p>City of Ottawa:</p> <ul style="list-style-type: none"> Maintain existing transit shelters Provide and maintain new shelters as required <p>Proponent:</p> <ul style="list-style-type: none"> Market, post and manage all advertising in shelters Clean ad cases as required Pay for new ad cases and installation costs if requested Pay for hydro connections and supply costs for backlit ad cases |
| <p>Responsibilities for benches and recycling containers</p> | <p>City of Ottawa:</p> <ul style="list-style-type: none"> Provide and service benches and recycling containers in the Restricted Advertising Areas, including collection of waste/recycling <p>Proponent:</p> |

| | |
|--|--|
| | <p>Provide and service benches and recycling containers outside of the Restricted Advertising Areas, including collection of waste/recycling</p> <p>Market, post and manage all advertising on containers</p> |
| Quantity of furniture | A minimum of 640 recycling bins and benches will be required, representing a one-for-one replacement of existing furniture outside the Restricted Advertising Area and an additional 100 units over the first five year term |
| Recyclables | All new waste containers in the municipal right-of-way installed as part of this program, or as part of integrated road projects, will have three containers to collect glass, metal and plastic (Blue); paper (Black); and garbage. |
| Information kiosks and multi-publication vending boxes | Defer review of the current street furniture for these elements until the roll-out of new benches and recycling containers is underway |

RFP Overview and Process

Subject to Council approving this report, staff will release an RFP which seeks to identify a preferred proponent(s) who will provide, install and service benches and three-stream bins in areas outside of the Restricted Advertising Area, and develop, implement and manage an advertising sales program on transit shelters consistent with the City's requirements.

The following table outlines the timelines associated with the release and evaluation of the RFP.

Table 2: RFP Timelines

| Activity | Date |
|------------------------------------|------------------|
| RFP Release | July 2015 |
| RFP Submission Deadline | October 30, 2015 |
| Proposal Evaluations Completed | November 2015 |
| Contract Award | December 2015 |
| Effective Date of New Agreement(s) | May 1, 2016 |

Preferred Furniture Design and Configuration

The proposed furniture and service details offered by the preferred proponent for benches and recycling containers should be consistent with the core principles and the detailed design criteria identified in the Appendix of the RFP (see Document 3). These core principles and design criteria are an extract from the *ISFP Policy and Design Guidelines* document, as updated per the recommendations in this report. The preferred proponent must be prepared to work with the City to consider and modify the furniture being proposed if required. The roles and responsibilities expected of the preferred proponent and the City of Ottawa are clearly outlined in the RFP, including level and hours of service, and annual reporting.

Inventory Replacement and Growth

Staff is seeking a one-for-one replacement of street furniture in locations outside of the Restricted Advertising Area, with priority for new benches and garbage/recycling bins at transit shelters where they do not currently exist. Depending on the preferred proponent and the agreed-upon implementation timelines, the City may need to further extend the contracts with existing vendors, Creative Outdoor Advertising and Clear Channel, to ensure a continuation of service on the streets during the transition to the successful proponent.

Value-added Opportunities

As part of the RFP process, staff will explore opportunities to create additional revenues and/or street presence within the rights-of-way. Examples of this include industry innovation such as digital displays and “shelter toppers” (temporary 3D enhancements to a shelter roof related to specific advertising campaigns), as well as artistic elements such as the creation of ‘iconic shelters’ as cultural attractions in certain areas of the city.

On-street Recycling Program

In the Waste Plan report to Environmental Services Committee, and approved by City Council in November 2011 (ASC2011-ICS-ESD-0036), one of the objectives for optimizing waste diversion was that “waste diversion receptacles need to be accessible in public space”. In support of meeting that objective and based on the results of the audits from two pilot projects – Elgin Street and Laurier Avenue East – an on-street recycling program can be successful with clear and informative labelling to prevent excessive contamination between the three streams (i.e., garbage, blue and black). The proposed RFP requires that the preferred proponent collect and process the garbage and recycling materials from their areas of service (outside of the RAA). The City will be responsible for collecting and processing the garbage and recycling materials for all remaining areas (inside the RAA). This represents a substantial increase in service and staff operations and will require street furniture advertising revenues to offset costs.

Implementation and Roll-out Plan

Following Council approval of the recommendations in this report, staff will release the Request for Proposal. Following the evaluation of responses, award and execution of the contract, staff will meet with the successful proponents to initiate implementation plans. Prime responsibility for the implementation planning and scheduling of the roll-out of replacement or new furniture will rest within the Roads Services Branch of the Public Works department, in consultation with other internal stakeholders from Transit Services, Planning and Growth Management and Infrastructure Services.

The following are the interrelated and significant steps to be completed as part of the implementation planning:

1. Confirm the furniture for locations outside of the Restricted Advertising Area

Meet with the successful proponent of the benches/recycling containers to confirm acceptance of, or request workable modifications to, their proposed furniture elements. Develop a schedule for phasing installations based on availability of the furniture. Priority will be based on replacing furniture in the greatest need of repair and where enhanced service to the public is in greatest need.

2. Select and tender for furniture within the Restricted Advertising Area

Staff and a selection of external stakeholders (including BIA representatives, a landscape architect, etc.) will evaluate the available furniture options that meet the design criteria in Document 3 for placement within the Restricted Advertising Area (which is to be purchased by the City). To ensure a greater degree of coordination of the appearance of the furniture on a city-wide basis, this evaluation cannot be done until a successful proponent has been identified for the furniture outside of the Restricted Advertising Area. Tendering for the selected furniture will verify pricing and confirmation of delivery.

3. With the award of the contracts for advertising within the rights-of-way and the unit and operational cost pricing of the furniture within the Restricted Advertising Areas, the amount of available revenue that can be used for both the purchase of new benches and recycling containers will be known and the detailed implementation and roll-out schedule can be developed. At that time, staff will report back to Committee and Council on the proposed plan. If the available revenues from the advertising are not sufficient to develop a reasonable roll-out of furniture, the source of additional funding will have to be identified.

Other opportunities to increase and/or improve the City's street furniture

In addition to the street furniture being provided by the City and the successful proponent of the RFP, the following are additional opportunities to increase the number of benches and recycling containers in the municipal right-of-way.

Older Adult Plan - During the last two (2) years, funding from the Older Adult Plan has provided 31 accessible benches in parks and in the municipal right-of-way. It is expected that another 13 benches will be placed through that program in 2015.

Infrastructure Renewal Projects - Coordinated major renewals on major urban streets such as Queen, Main, Elgin and Rideau streets have, or will see, significant capital dollars invested in the replacement of underground services, roads, street lighting and sidewalks. These capital investments will also include the selection of street furniture consistent with the design guidelines in this report, thereby increasing the opportunities for upgrades of furniture in other areas.

Risk Factors

Staff has identified the following risks, and are actively tracking and mitigating the impacts.

1. As noted above, given the uncertainty of the revenues to be generated by a new RFP, the revenues may not be sufficient to purchase, install and sustain increased operating costs for new benches and recycling containers within the Restricted Advertising Areas. Staff will develop a roll-out program based on the funding available and report back to Council if advertising revenues aren't sufficient to sustain the program.
2. Tender prices for the cost of contracted services for the collection of garbage and recycling materials – the current contract for this service runs to the end of April, 2016 at which time a new tender will be awarded. Staff will consider any changes in pricing when planning the phased acquisition of furniture.
3. Potential change of Municipal Property Assessment Corporation's (MPAC) approach for third-party advertising within the municipal right-of-way. At present, advertising on street furniture in rights-of-way are not assessed. Recently, MPAC has been collecting information from municipalities across the province to develop an equitable property tax treatment for the outdoor advertising industry. Any requirement for proponents to pay property taxes will reduce their annual guaranteed revenues to the City and ultimately reduce the available money that can be channeled to finance the capital and the ongoing operational costs of new

furniture. Alternately, Council may consider aligning any new revenues from assessed street furniture to support the capital acquisition and operational costs.

RURAL IMPLICATIONS

The majority of street furniture is located in urban and suburban areas of the City. The program, as designed, will be rolled out on a city-wide basis.

CONSULTATION

Extensive stakeholder consultation occurred during the development of the original RFP. The foundational work from the original RFP has been reflected in the revised approach and Core Principles and Design Guidelines (Document 3). Staff has discussed the program with the representatives of the two BIAs that were established since 2009, Kanata North Business Park and Carp Road Corridor, and requested their preference with regards to the Restricted Advertising Area concepts. Staff presented the proposed approach to the Council of BIAs on June 10, 2015 and the Council was supportive of the approach outlined by staff.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

There are risk implications. These risks have been identified and explained in the report and are being managed by the appropriate staff.

FINANCIAL IMPLICATIONS

There are no financial implications as a result of the recommendations in this report. Should the RFP not provide sufficient revenue a report will come back to Council with further recommendations.

ACCESSIBILITY IMPACTS

The design principles in Document 3 identify the accessibility criteria the City will be using to evaluate and select street furniture in the municipal right-of-way. These criteria

have been modified as a result of the information obtained and observed during the Elgin Street and Laurier Avenue East pilot projects. Members of the community were specifically consulted on accessibility requirements and experiences as part of the evaluation of each pilot project. Also, the City of Ottawa Accessibility Design Standards will be referenced in the RFP and specifically integrated into the City's design and placement criteria and implemented where practical.

ENVIRONMENTAL IMPLICATIONS

The city-wide expansion of on-street recycling is consistent with the Council approved objectives in Ottawa's Waste Plan, which focus on optimizing waste diversion in public spaces.

TERM OF COUNCIL PRIORITIES

The provision of benches, recycling containers and transit shelter advertising under the street furniture program is directly related to and supports the following Term of Council Priorities:

- Transportation and Mobility TM3 – Provide infrastructure to support mobility choices
- Environmental Stewardship ES3 – Reduce environmental impact
- Healthy and Caring Community HC3 – Achieve equity and inclusion of an aging and diverse population
- Governance, Planning and Decision-Making GP3 – Make sustainable choices
- Financial Sustainability FS2 – Maintain and enhance the City's financial position

SUPPORTING DOCUMENTATION

Document 1 – Detailed background of the development of the 2009/2010 Request for Proposals on street furniture

Document 2 – ISFP Restricted Advertising Area – Business Improvement Areas and Traditional Main Streets and Central Area

Document 3 – Street Furniture Core Principles and Design Guidelines

DISPOSITION

Following Council approval of this report, project staff will work with Supply Branch to issue the Request for Proposal, evaluate responses and award the contracts. Staff will also ensure that the decisions from the new BIAs created after the 2009/2010 RFP was issued (Kanata North Business Park and Carp Road Corridor) are reflected in the RFP.

Staff will provide Committee and Council with an information report on the status of the awards, the revenue available for supporting the roll-out of street furniture within the Restricted Advertising Areas and the intended implementation plan and timelines for new furniture in the city.

Document 1 – Detailed background of the development of the 2009/2010 Request for Proposals on street furniture

In 2005, City Council received an unsolicited proposal from an existing supplier of on-street recycling containers. The company offered to replace their existing containers with a new design as well as provide more containers for a broader, city-wide distribution and additional guaranteed revenue in return for a long-term contract. This proposal led to a series of discussions at Committee and Council and was ultimately rejected in favour of developing an Integrated Street Furniture Program (ISFP). The purpose of the ISFP was to establish a common approach and set of guiding principles for providing various street furniture elements required by the City of Ottawa, such as benches and garbage/recycling bins, to commence in 2010. The intention is that the furniture elements and services will meet the needs of street users, including pedestrians, cyclists, transit riders and motorists, as well as the needs of adjacent land uses such as retail, residential and institutions.

At its meeting of 23 August 2006, Council considered the report titled *Integrated Street Furniture Request for Proposals (RFP) Framework* (ACS2006-PWS-SOP-0002) and directed staff to engage in a public consultation process on the guidelines for street furniture prior to developing and releasing a RFP.

Following that direction, staff embarked on a four-step process with Committee and Council to define, consult on and confirm the approach for the Program and resulting procurement process. The four steps were composed of three reports to Council and the issuance of a RFP to design, install and maintain street furniture elements in Ottawa's rights-of-way.

Step 1 – Program Framework & Public Consultations

At its meeting of 10 September 2008, Council approved the first report entitled *Integrated Street Furniture Program – Guiding Principles and Work Program* (ACS2008-PWS-DCM-0001). This report provided the foundation of the development of the ISFP. As part of this report, Council approved in principle six (6) guiding principles to act as the basis for developing the street furniture program:

- Provide a service

- Offset capital and operating cost
- Generate revenue
- Improve the streetscape and preserve street identity
- Enhance service
- Improve coordination

These guiding principles were based on Committee and Council discussions at previous meetings, as well as best practice research derived from the cities of Toronto, Vancouver, Boston, New York, Minneapolis, and information from street furniture programs in Europe, South America and Australia. The guiding principles were to be further developed in consultation with the community and external stakeholders, including industry proponents, along with the concepts and criteria for street furniture elements and design and procurement requirements. Staff was directed to report back with the results of the public consultation, recommended policy and the specific elements and criteria to form the basis of a RFP. Staff was further directed to allow for contracts extending up to 20 years to allow for quality products and long-term benefits to the City, to analyze recyclables and contamination levels in the landfill, include accessibility to advertising by local business through cost, size and quantity of ad space and to explore the idea of a public sector managed street furniture program during public consultations.

Step 2 – Guiding Principles and Program Components

At its meeting of 11 February 2009, Council approved the second report entitled *Integrated Street Furniture Program – Project Update and Way Forward (ACS2009-ICS-CSS-0008)*. The report provided the results of the public consultation sessions and surveys, as well as further best practice research to support the development of the ISFP. Based on this information, Council made a series of key program and policy and decisions and approved the guiding principles as outlined below.

Guiding Principles

1. **Improve the streetscape and preserve street identity:** The City's streetscape can be improved if street furniture has a common look and feel. Although the program is seeking a common look and feel, it is not intended to provide a "one size fits all" approach, and will therefore need to be flexible enough so that street furniture can be tailored to specific areas where the street has developed a defined cultural identity.
2. **Provide a service:** There must be an existing service or an identified and demonstrated need for street furniture. Advertising is secondary to the purpose of the structure.
3. **Enhance service:** There is a need for additional services in various parts of the City. The provision of these services will be appropriate for the potential users and for the streetscape context.
4. **Ensure and encompass accessibility, environmental sustainability, safety and technological innovation:** It is important that the design of all new furniture is easily accessible and safe for residents to use. The new furniture should also be designed using recycled and environmentally and technologically sound materials.
5. **Improve coordination:** Advertising on various types of street furniture may compete for the same audience and changes in individual agreements can significantly undermine revenue potential of other agreements.
6. **Offset capital and operating cost:** Costs associated with the initial acquisition, ongoing maintenance, and periodic renewal of street furniture is transferred from the City to the service provider.
7. **Generate Revenue:** Portions of the advertising proceeds generated from the street furniture are returned to the City as a revenue stream in order to reflect the value to the service provider derived from the use of the City's right of way.

During the public consultation sessions, the most important principle raised was to improve the streetscape and preserve street identity. Feedback placed more

importance on the design and function of the furniture and less importance on revenue generation. The second highest rated principle was that street furniture should provide a service to users and that advertising should be secondary to the basic functional requirements. The third principle was to enhance service, focusing on the need to provide a greater quantity of furniture in order to meet existing and future demands. Lastly, an additional principle (Principle #4) was added to the list to ensure that the design of the furniture accounts for accessibility, environmental, safety and technological considerations.

Street Furniture Elements

Based on public feedback and best practice research, Council approved that the following furniture elements be included in the ISFP:

- Transit shelters
- Garbage/recycling receptacles
- Benches
- Information/wayfinding kiosks
- Multi-publication boxes.

Bicycle parking was originally on the list; however, Council directed staff to remove it from the ISFP and address it separately. Since that time, the City has procured and signed a contract with Velocity Media for the provision of bicycle racks. The agreement started on March 25, 2013 for a five-year term to November 30, 2017, renewable by mutual consent, and yields an annual advertising revenue of \$11,000 to increase by \$1,000 each year to a maximum of \$15,000 in the fifth season of the contract.

Advertising Based Funding Model

In support of the guiding principles of offsetting capital and operating costs (Principle #6) and generating revenue (Principle #7), Council established advertising on certain furniture elements as the basis for supporting the implementation and sustainability of the ISFP. Fundamentally, the winning proponent would provide and maintain a set of

street furniture elements in exchange for the right to advertise on the furniture. In order to create an appropriate balance between advertisements and furniture on the street, Council approved that advertising only be permitted on certain elements – specifically transit shelters and information/wayfinding kiosks – and, where there is a cluster of elements in one location, that only one piece of furniture have advertising on it. This approach is meant to improve the coordination and visual appeal of advertisements in the City rights-of-way, and ensures better value for the advertising space in high traffic areas given the limited advertising opportunities within each location. During this discussion, Council also directed staff to reconsider advertising on garbage/recycling receptacles and benches.

In order to appeal to the vendor community to provide and manage the City's street furniture elements, Council approved awarding exclusive advertising rights to the successful proponent in accordance with set advertising guidelines and obligations. This would mean that no other advertising programs would be authorized on any other street furniture elements for the duration of the contract. Should the City decide to explore future advertising on elements in the rights-of-way, the proponent would have first right-of-refusal to provide these advertising opportunities at fair market value. Where the proponent cannot provide the service, the City would then have the ability to explore with a third party.

In addition, Council discussed the need for local businesses to have competitive access to advertising space in the right-of-way. As a result, Council directed staff to include a stipulation in the contract regarding the provision of advertising for local businesses.

Recycling Components

At this meeting, Council considered staff's recommendations and public feedback about what components should be considered for the City's recycling service provision in the right-of-way and how it should be managed. Solid Waste Services staff recommended that the on-street waste streams reflect the current household programs, specifically Blue (glass, metal, plastic bottles, cans), Black (fibre) and garbage streams. This ensures consistency for residents using the recycling program, both inside and outside of their homes. In terms of the management of the recycling stream, feedback from the

public and industry proponents identified that the municipality should be responsible for managing the garbage/recycling on-street collection.

Staff was directed to report back to Council with recommendations on garbage/recycling collection, as well as the final policy, design and placement guidelines for the ISFP and the overall RFP strategy.

Step 3 – ISFP Policy and Design Guidelines and RFP Approval

At its meeting of 14 October 2009, Council approved the third report entitled Integrated Street Furniture Program – City of Ottawa Integrated Street Furniture Policy and Design Guidelines and Request for Proposal Strategy (ACS2009-ICS-CSS-0020). Council also received an information item entitled Supplemental Report – Integration Street Furniture Program (ACS2009-ICS-CSS-0036) to further inform the main report. The purpose of the supplemental report was to outline the further work done by an ISFP Sponsor Committee comprised of Councillors Bédard, Doucet, Leadman, and Wilkinson in response to specific motions resulting from the Transportation Committee meeting of 26 August 2009 when the main report was first deliberated. Council considered the information provided in both reports and made a series of key decisions for staff's action.

Policy and Design Guidelines

Based on the series of Council decisions to-date, public feedback, and best practice research, City Council approved the City of Ottawa Integrated Street Furniture Policy and Design Guidelines. The document was developed in consultation with various Advisory Committees, the Arts and Design Community, the National Capital Commission, Police Services, as well as experts on accessibility and operational staff. The purpose of the document was to detail the design and placement criteria for each element of furniture, as well as the role of advertising, advertising exclusivity, and any restrictions such as which furniture elements are permitted to have advertisements and the limitations for advertising on clusters of furniture. Proponents who planned to bid on the pending RFP were required to comply with the Policy and Design Guidelines for the term of their contract. Staff acknowledged that much can change over a long-term

contract and, as such, it was noted that the guidelines could be revisited and modified as needed.

Advertising Restrictions

One of the items that was raised by Transportation Committee at their August 2009 meeting, and subsequently tasked to the ISFP Sponsor Committee for follow-up, was the concept of incorporating a Central City designated area where the amount of advertising would be more restricted compared to other areas of the City. Specifically, those areas would permit advertising only on transit shelters and information/wayfinding kiosks in order to limit visual clutter and maintain the streetscape. The ISFP Sponsor Committee worked with staff to confirm the locations and boundaries of these areas, which included the central area of the City, traditional mainstreets as identified in the Official Plan and any current or future Business Improvement Areas (BIAs) who express a desire to the City to have similar advertising restrictions. Council grouped these areas and titled them the “ISFP Restricted Advertising Area” (see Document 2 of this report). Council further approved that any areas of the City that fall outside of the ISFP Restricted Advertising Area (RAA) would be permitted to have advertising on benches as well, in order to create more advertising mediums for local businesses.

Business Improvement Areas (BIAs)

Throughout the development of the ISFP Policy and Design Guidelines, staff worked closely with the City’s network of BIAs to receive their feedback and address their unique requests pertaining to street furniture in their areas. In addition to approving the inclusion of BIAs in the Restricted Advertising Area and the option for future BIAs to opt in, Council further approved a level of design flexibility or the ability to customize the selected furniture within certain areas of the City, such as BIAs. It was determined that, should the RFP evaluation process reveal that the furniture options do not meet the City’s needs, staff would return to Council with a revised approach. Furthermore, if it occurred that staff returned with a recommended proponent and the BIAs were not in support of the design, the BIAs would have the ability to opt out of the ISFP and fund their own furniture needs, with the exception of transit shelters.

On-street Recycling

Following direction from the 11 February 2009 Council meeting, staff returned with the recommendation that the City assume the responsibility of emptying and disposing of the contents of on-street garbage and recycling receptacles. This would require ISFP revenues to offset the costs, though the costs and collection details would not be known until the completion of the pending RFP process. Should the revenues not be sufficient to sustain the on-street collection, staff would bring forward a new budget pressure. Staff committed to further examining the City's other processes for garbage/recycling collection to determine the most efficient way to operate the new service. As part of the pending RFP process, Council approved that the evaluation give full consideration to the operating costs for the City in terms of selecting bins that maximize capacity and reduce collection frequencies.

Request for Proposals

Following the consideration of the recommended RFP strategy and key terms outlined in the main report, Council approved the release of the RFP with the additional stipulation that no further street furniture elements be removed from the program. This was to ensure that the Guiding Principles are supported, in that visual clutter is reduced on streets and the furniture designs are harmonized. Staff also presented a business case that spoke to revenue opportunities potentially being diminished should advertising exclusivity be reduced or compromised for the ISFP proponent.

Staff was directed to report back to Council with the recommended ISFP proponent in 2010.

Step 4 – The 2009/2010 RFP Process

On 16 December 2009, the City of Ottawa issued the ISFP RFP with a closing date of 14 June 2010. The RFP included the five street furniture elements per Council direction, including transit shelters, benches, garbage/recycling bins, multi-publication boxes, and information/wayfinding kiosks. The RFP requested that proponents provide for replacement of existing street furniture (3,500 pieces), as well as an additional 3,800 pieces for new and future growth locations. The furniture requirements were issued as set out in the following table:

Table 1: 2009/2010 RFP Furniture Requirements

| Furniture Type | Additional/ New Furniture | Replacement Furniture | Term |
|-----------------------------------|--------------------------------------|----------------------------------|---|
| Transit shelters | 750 | 1,300 | over 20 years |
| Benches | 2,275 | 975 | over 20 (new) and 15 years (replacement) |
| Garbage/recycling bins | 695 | 1,200 | over 16 years |
| Multi-publication boxes | 40 | | over 8 years |
| Information/ wayfinding kiosks | 35 | 16 | over 7 years |
| TOTAL | 3,795 | 3,491 | 7,286 |

Proponents were required to design, manufacture, supply, install, replace, clean and repair each furniture element.

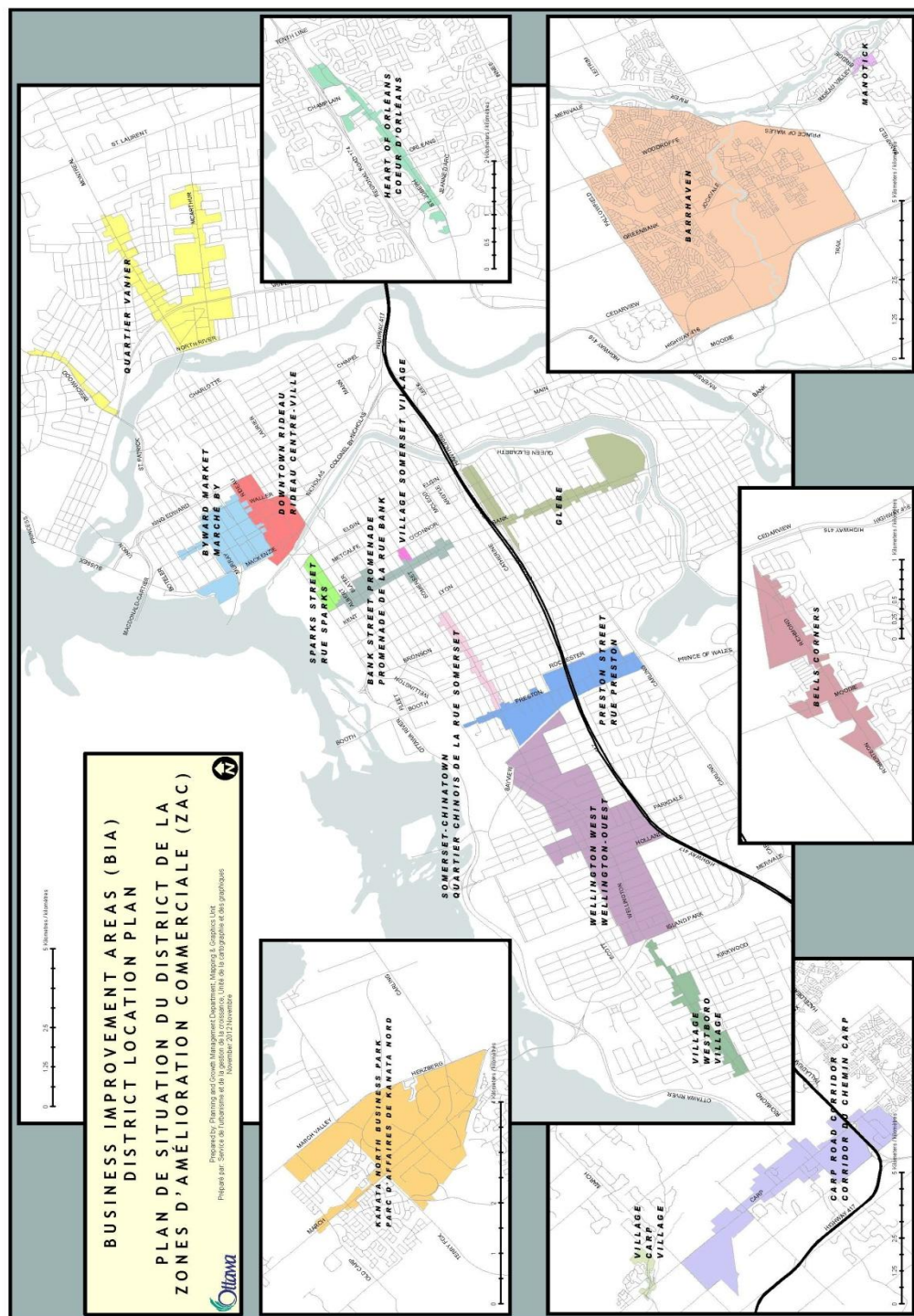
During the RFP period, nine (9) addenda were issued. Following the close, one bid was received and was deemed non-compliant to the terms and requirements of the RFP. On 21 June 2010, the City cancelled the RFP.

Following the cancellation of the RFP, the Project Manager and staff from the City's Supply Branch met with industry representatives to discuss their rationale for not responding to the RFP. The principle issue expressed was that the quantity for replacement and new furniture and the quality of inventory being requested created an unsustainable financial model for the companies when considering the potential financial return. They also advised that the responsibilities expected of the vendor were not in line with their core business expertise, which is to sell, produce and post advertising content and not design, manufacture, install and finance furniture for

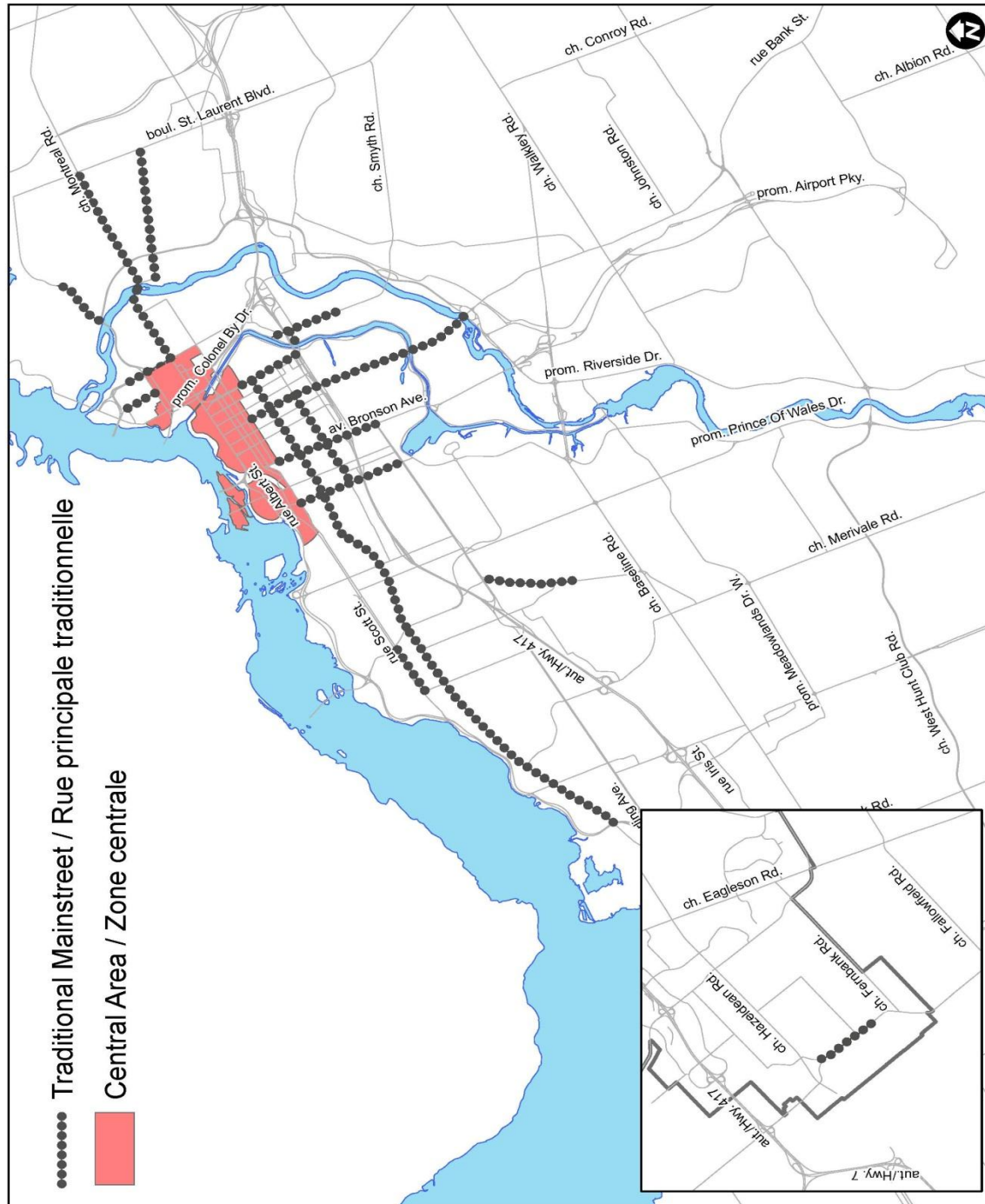
municipal streets. The industry representatives also indicated that a 20-year term was too long.

Document 2 – ISFP Restricted Advertising Area – Business Improvement Areas
and Traditional Main Streets and Central Area

Map 1 – Business Improvement Areas in the City of Ottawa



Map 2 – Central Area and Traditional Mainstreets



Document 3 – Street Furniture Core Principles and Design Guidelines

Approach

The general approach to providing street furniture should be to provide a high quality, low maintenance and coordinated standard throughout much of the City, with enhanced options and partnership customizations reserved for special designated areas. Coordinated colours and materials, a limited range of styles, accent banding, etching, graphic identification, plaques and other distinguishing elements that complement established, emerging or planned community characteristics are encouraged and enabled as special area options as outlined in this document.

Where a recent streetscape has been rebuilt with a coordinated suite of streetscape elements, that suite of furniture shall remain consistent so long as elements are available and meet the design criteria of the City. As these elements reach their lifecycle they will be swapped out in their entirety throughout the particular special designated section of ROW. All proposed customizations will be subject to the approval of the City. Both capital and any operating costs associated with customizations will be the responsibility of each BIA or community partner.

Core Principles

High Quality

New street furniture elements must set a high design standard for the City through high quality, durable materials, appropriate size and scale, and finishes to withstand intense use, salt corrosion severe weather and vandalism.

Modularity & Adaptability

Elements should be available in various formats for use in many locations and should also be capable of customizations in special contexts by the City, BIAs, or other community partners. Elements should also allow for future part/material upgrades and ease of repairs through the use of replaceable/modular components or parts.

Safety and Accessibility

The design and function of all street furniture elements must be safe and accessible for all users and follow the principles of Crime Prevention Through Environmental Design (CPTED), Universal Design and the City's Accessibility Design Standards.

Sustainability and Technological Innovation

Street furniture should be designed to promote sustainability and incorporate innovative technology. This could include options for using recycled or local materials or finishes that withstand graffiti, scratching and fire.

Functionality and Maintenance

Elements must be designed to ensure the ease of use and maintenance in any given situation including extreme weather conditions, physical challenges from vehicles, snowploughs, and construction. Tools required to open, lock, mount etc should be minimal and universal. Paint or anodized finishes shall be guaranteed for five (5) years against peeling and blistering. Any corrosion of metal resulting from failure of the paint finish shall be repaired during the extended warranty period.

Character

In typical areas of the City, street furniture standards will be complementary to the look and feel of the City's standard aluminum/grey right-of-way assets. (1 bench, 1 garbage/recycling bin both utilitarian in style with a grey finish).

Within special designated areas a high degree of streetscape coordination and limited range of enhanced street furniture options will be available to complement the range of styles and colours available for decorative lighting fixtures made available through the City's streetlighting policy. (4 benches, 2 garbage/recycling bins in both heritage and contemporary styles available in the City's five colour options (Light Grey - Pantone® 441, Black - Pantone® 419, Medium Grey - Pantone® 430, Bronze - Pantone® 412, Dark Green - Pantone® 553).

Detailed Design Guidelines

Benches

- Stand alone bench (not integrated with other elements i.e. waste bins)
- Comfortable length able to accommodate three people ~72". Base model to include back, end arms, and a required option of a 1/3 offset arm for universal accessibility. Height of offset arm must relate to scale and function of the closest side arm. This option must be specified, detailed, and depicted visually and costed separately.
- Incorporate metal or equivalently durable material options
- Anchored in place when in use, but easy to remove
- Desirable to be available in a family of formats and materials for partnerships and special context requirements/options i.e. backless (double sided), single seat, adaptable slat options, etc, all relating to a unifying language and style
- Desirable for benches to be able to demonstrate opportunities for customization by BIAs or other community partners i.e. space for a branding elements, small plaque to recognize a sponsor, symbols or to supplement the standard inventory with variations within the furniture family as noted above
- Limited blank/flat areas to deter graffiti and postering (i.e. textured surfaces, cut-outs, slats)
- To avoid tripping hazards or conflicts with snow removal, bench legs should not protrude beyond the vertical extent of the front of the seating or backrest
- Seating area should be designed so as not to accumulate water while providing appropriate support and comfort

Garbage/Recycling Bins

- Bins to have 3 separate streams: glass/metal/plastic, paper, garbage)

- Provide semi protected (no touch) openings to reduce snow and rain infiltration
- 90-120 litre (~25-32 US Gallon) bin capacity (most efficiently achieved by matching bin liner shape with the shape of outer bin. i.e. use square bin liners with square or rectangular bins) (suppliers must specify bin capacity in litres)
- Design should not catch and collect items around the top rim when they fail to fall into one of the designated slots
- When one stream of material in a bin overflows, the design of the bins should prevent cross contamination into other bins.
- Access to collect material must be from the top of the bin so that collection cannot be hindered by accumulated snow or snow that has been pushed against the bin by snow ploughs
- The bottom of the bin should provide enough clearance to allow power washing beneath the bin and to ensure that waste does not get trapped
- Ground mounting systems of the bin should allow both for quick installation and easy removal if required for winter maintenance
- Large space that is universally visible must be reserved on each bin for colour coding to match bin contents (Blue, Black, Grey,) as well as space for messages and graphics associated with each material stream in highly visible locations that cannot be obscured by accumulated snow or ice and in large fonts as well as tactile identification systems so that users can clearly and quickly differentiate between streams
- Design openings to facilitate ease of use and maintenance (for example, handles on bins and a durable hinged lid/system for easy access)
- Height of all openings not to exceed 1065mm (to be detailed and specified by suppliers)
- Durable and able to withstand weather, power washing, and graffiti removal

- Liners must be durable and light weight with 2 grasping handles large enough to fit winter gloves
- Bins should be of solid construction with minimal moving parts
- Limited blank areas to deter graffiti and postering (i.e. textured, cut-outs, slats)
- Finish options to match 5 finish options available for decorative streetlighting (Light Grey – Pantone® 441, Black – Pantone® 419, Medium Grey – Pantone® 430, Bronze – Pantone® 412, Dark Green – Pantone® 553)
- Design of container should ensure that bags are fully contained within the bin and generally not visible. (i.e. folder over the top of the bin)



Figure 1 - Typical (standard) right-of-way assets

Current Lighting Options Available for Special Streets
(Exact fixtures may vary within general style options)

Pedestrian Scale Options (must always be paired with a tall mount option)



Mid-height Options



Tall-mount Options



Assembly Options

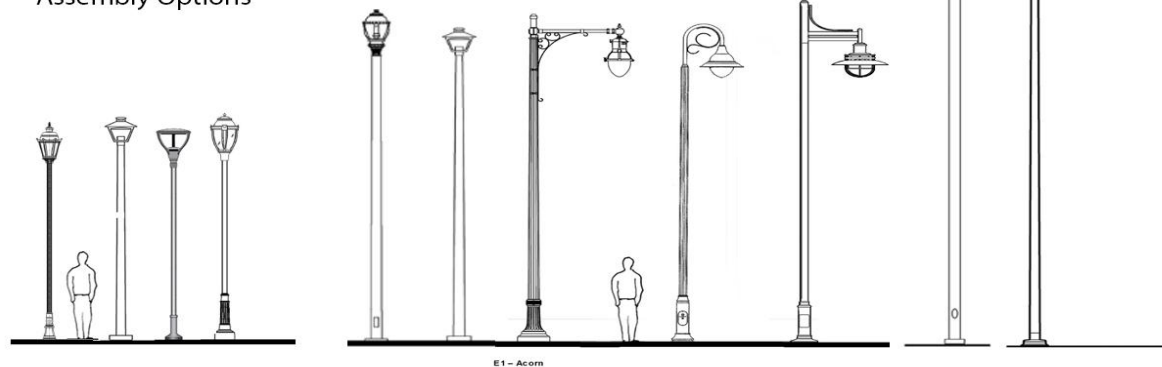


Figure 2 - Current lighting options available for special streets

Colour Options for Design Priority Areas
(based on approved specialty streetlighting colour options)

| | | | | |
|---------------|---------------|---------------|---------------|---------------|
| Light Grey | Black | Medium Grey | Bronze | Dark Green |
| (Pantone 441) | (Pantone 419) | (Pantone 430) | (Pantone 412) | (Pantone 553) |

Curved-roof shelter for use along all arterial roads with above colour options available for special streets.



Standard Shelter Bench



Standard bike rings with colour options for special streets.

Figure 3 - Enhanced streetscape options