Street Enhancements in Winnipeg's West End

Encompassing the Neighbourhoods
of Minto, Sargent Park, Daniel Mac, St. Matthews, Spence

PREPARED FOR: City of Winnipeg - Executive Policy Committee

WHO WE ARE:

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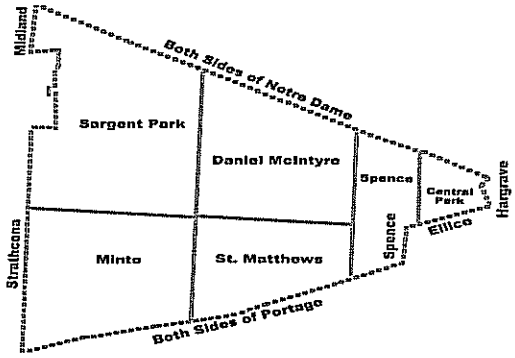
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The West End BIZ Mission Statement reads:

"To build a stronger West End community, by enhancing and supporting our business interests and residential neighbourhoods, and establishing lasting working relationships with our member organizations. The West End BIZ will build upon the strengths, traditions and cultures of the area."

WHERE WE ARE LOCATED:

The West End BIZ entirely encompasses the inner city neighbourhoods of Central Park, Spence, Daniel Mac, St. Matthews, Sargent Park and Minto.



BACKGROUND

The West End is a vibrant multicultural community with many distinct areas that contribute to making it one of the most unique and interesting neighbourhoods in Winnipeg. However, our inner-city communities have been long neglected and our crumbling infrastructure and damaged and outdated street elements contribute to a negative and unsafe image.

The West End BIZ has worked hard over the years to ensure that our businesses and community organizations are involved in our street enhancement initiatives. Many projects worth several hundred thousand dollars are in the planning stages or already underway. These include:

Community Information Kiosks - Attractive billboards that provide a place for the neighbourhood to place posters on events and activities. 12 are planned for installation in the West End Spence area for Spring 2009.

Murals - Seven new murals have been added to our outdoor gallery in the last eighteen months and another one is already in the plans for 2009. Murals add beauty and interest, tell a story, and help instill community identity and pride. They reduce the incidence of graffiti, and make the area feel more attractive and safer. Fifty murals are on display throughout the West End.

Street Signage - An ongoing initiative to replace the standard city street signs with bright and colorful easy-to-read signs

Banners - "Gateway" banners are up at the entrances to the West End coming from the Downtown and are planned for the St. James - West end entranceways as well. New banners in a selection of attractive designs are also in the works to replace the old standard West End banner.

Storefront Improvement Grants Available from the BIZ on a shared cost basis with the business owner contributing fifty percent of the cost of the initiative to a maximum of 1,000. Businesses are able to repair unsightly surfaces and improve the look of their store with paint, tile, signage, windows, doors and decorative elements.

International Village

The West End BIZ plans to create "International Avenues" on Sargent Avenue and Ellice from Balmoral to Arlington. The project is kicking off with sixteen enthused businesses already in place. Participants are creating new storefront designs with the help of a partnership with a design team from the "Partners Program" department of architecture at the University of Manitoba. These businesses will be showcasing their cultural diversity through design enhancements to their storefronts making the "Avenues" more attractive and

appealing and encouraging further participation. Additional elements such as street furniture, banners, and landscaping and street repairs are needed to complete the concept, impact the area and give it the boost it needs.

These are just a sample. We are out there, really out there work hard to make a difference in our area. Three of the City's main routes from the airport (Portage, Ellice & Sargent) run directly through our zone. That means whatever images are seen along those routes can directly impact visitor's first impressions of our city. Take the drive yourself and look around. We need to deal with some very real concerns about our appearance. This are not just our concerns, they are yours.

We are doing our part, more than our part. We have lots of projects to be realized over the next few years to the benefit of not just the West End, but also the City overall. The West End BIZ, like others have stepped up and assumed many traditional "city" roles in our efforts to make the desperately needed improvements to our streets and improve the visual image. We clean litter, remove graffiti, plant flowers, install garbage bins, remove snow, assist in crime prevention, create events and promote the amenities of our city. Those efforts are funded primarily by the BIZ levy... paid by our businesses. The BIZ's are a huge benefit to the city. Think about what we have contributed and imagine if we hadn't.

Project planning and implementation is a long-term process. It takes time to develop an idea, move it through committees, do a study, create a plan, research contractors and gather quotes. Not to mention the cumbersome process of gaining city approvals and permits. The BIZ boards and committees are volunteers. Only so many hours are available to work on any given project. If by the time we get to the implementation stage the funding is removed, how can we realistically plan? Our plans are there, in the works in various stages. As the projects are completed and the bills roll in, the allocated dollars funnel out. No money will go unused. Interrupting the flow of dollars now for your short-term gain will ultimately cause long-term pain for everyone.

Most projects depend on multiple funding partners including BIZ provided dollars. With limited sources of funding available to us for assistance, we cannot afford to lose this one. Business Plans by Service, an EPC initiative in 2007 outlines a strategic direction for City Beautification. In that document under the summary of goals and strategies the first point states "maintain and continuously improve image route streetscaping to contribute to the beautification of our city" It also references expanding partnerships with our BIZ (among others) to improve image routes through clean up, maintenance and enhancements.

As such, the West End BIZ requests that city council ensure this funding is maintained for 2009 and continues for future years.

Thank you.

Business Plans by Service

INTRODUCTION

Council regularly makes difficult choices among many competing and worthwhile objectives to ensure that, in the end, Winnipeggers enjoy a high quality of life. To meet this primary objective, Council relies on information from a number of sources including general ward and city knowledge, constituent and stakeholder input, and administrative reports. Last year, to further assist Councillors in the decision-making process, EPC requested the Chief Administrative Officer to prepare a Service-Based Budget Report for submission to the Executive Policy Committee. This Service-Based Budget Report included an overview of each municipal service area, service goals and statistics, and service based financial information. In last year's report, the Public Service committed to taking this process one step further. To that end the Public Service has prepared "Business Plans by Service" which builds on the goals, strategies, and statistics provided last year by adding several new sections including: a synopsis of policy direction, key factors influencing service delivery, a summary of strategies to meet service goals, and (perhaps most importantly) detailed performance measurements. These measures will be refined and enhanced each year including more emphasis on benchmarking so that we can compare ourselves with other cities across Canada.

HOW MIGHT BUSINESS PLANS ASSIST COUNCIL?

These plans are intended to support Council in its strategic, policy-based discussions on things such as:

- What businesses should the City be in?
- Are citizens getting good value for the cost of a service?
- Are there alternative methods of funding a service that should be considered?
- Are changes required to the level of service we provide, and if so, what are the cost and funding implications?
- Is there clear policy direction for the service, and is the service provider responding with appropriate goals and strategies?
- How effectively are the service goals being achieved and what difference is the service making to quality of life in Winnipeg?

Each Business Plan provides facts about the service including:

- What services does the City provide?
- How is each service linked to Plan Winnipeg?
- What levels of service are provided?
- What policies guide service delivery?
- What factors (from trends to operational issues) influence how the service is provided?
- What are the key service goals and what strategies are in place to accomplish these goals?
- How satisfied are citizens with our service efforts?
- What is the data telling us about our service efficiency and effectiveness?

WHAT WILL YOU SEE IN THE PAGES AHEAD?

The organization is viewed from a 'service' perspective. Not by Department. It's a view of the entire government including all 'tax supported' departments, special operating agencies (which typically report outside the budget process) and the utilities.

At the highest level the business plans are grouped by Standing Policy Committees: Infrastructure and Public Works, Planning and Development, Protection and Community Services, and Executive Policy Committee.

In some cases, a few departments may contribute to a service. While administratively service areas may be organized differently, the service-view highlights the importance of Departments working together in areas of common ground in order to maximize results for Council.

Each plan also identifies the 2007 budget figures for each service so that Councillors will know what support was provided last year when considering options for 2008.

Contributing Departments

Public Works 96%
Planning, Prop. & Devl. 4%
2007 Budget: $15.5 million

City Beautification

Includes:

- *Regional Street Cleaning*
- *Local Street Cleaning*
- *Litter Collection*
- *Public Gardens / Landscaping*
- *Ornamental Lighting / Flags & Banners / Public Art*
- *Graffiti Control*

Service Overview

Description

To provide citizens and visitors with flower gardens, streetscaping, cleanliness, graffiti control and public art in order to promote the aesthetic appeal of the city.

Key Goals

1. Maintain and continuously improve image route streetscaping to contribute to the beautification of our City.
2. Continue to beautify the downtown through enhanced floral displays, streetscaping, and other clean and green initiatives.
3. Reduce graffiti occurrences through ongoing education and awareness while improving the level of service for graffiti removal partnerships with volunteer community groups and maintaining a database for tracking graffiti incidents.

Service Level Statistics

Description	2004	2005	2006	3 Year Average
Number of litter containers in park sites	N/A	2,800	2,800	2,800
Number of street litter containers	1,250	1,250	1,250	1,250
Tonnes of boulevard abrasives removed (streets only)	24,524	28,369	23,586	25,977
Flower Beds (raised/fixed)	3,386 m^2	3,386 m^2	3,386 m^2	3,386 m^2
Flower Beds (in-ground)	34,903 m^2	34,903 m^2	34,903 m^2	34,903 m^2
Flower planters	404 m^2	404 m^2	419 m^2	409 m^2
Hanging baskets	24 m^2	24 m^2	24 m^2	24 m^2
Number of park lighting units	2,600	2,600	2,600	2,600
Number of community clean up & Adopt-A-Park projects	39	34	48	40
Number of graffiti tags removed	11,477	13,562	24,004	16,347
Square metres of Graffiti removed	54,895	42,870	70,859	56,208
Number of graffiti sites treated	4,311	4,396	6,849	5,185
Number of public art projects completed	6	4	5	5
Number of flags	37	37	37	37

Strategic Direction

Link to Plan Winnipeg

1A-03 Promote a Safe Downtown
1B-02 Promote Neighbourhood Safety
4A-01 Engage Communities in Building Safe Neighbourhoods
4A-02 Support Concept of Community Policing
4A-03 Expand Capacity to Address Safety
4A-04 Address Emerging Problems of Safety and Security
4A-05 Provide Support for People at Risk
5E-01 Promote High-Quality Urban Design
5E-02 Designate and Enhance Image Routes and Scenic Drives
5E-04 Promote Cleanliness and Beautification
5E-05 Implement Public Art Strategy

Synopsis of Policy Direction

Awareness of a broad range of legislation is required, including but not limited to:

Legislation

- *Department of Fisheries and Oceans Act* (applies to all types of activities carried out in and around watercourses serving to protect fish, fish habitat, and the use of fish (i.e. through quotas)
- *The Pesticides and Fertilizers Control Act (regulates the supply, sale, distribution and application of any pesticide or fertilizer unless a licence is obtained)*
- *The Noxious Weeds Act (regulates noxious weed - control, destruction, inspection and offence penalties).*
- *The Environmental Act* (regulates the use of pesticides).
- *Workplace Safety and Health Act* (promotes the well being of the worker, prevention of ill health due to working conditions, and the placing of workers in an adapted occupational environment).
- *Workplace Hazardous Materials Information System Regulation 52/88 (regulates the handling of hazardous materials in the workplace).*
- *The City of Winnipeg Charter describes the authority under which the following parks related functions are carried out.*

By-Laws

- The Boulevard Maintenance By-law 125/2007 (regulates the mowing and beautification of city boulevards).
- Parks and Recreation By-law No. 3219/82.
- Streets By-Law No. 148/77 (contains schedule - Manual of Temporary Traffic Control in Work Areas on City Streets).
- Traffic By-law No. 1573/77 (contains schedule - Manual of Temporary Traffic Control in Work Areas on City Streets).

Council Policy

- The Community Committee Land Dedication policy (regarding the distribution of funds derived from the sale of Parks land declared surplus).

Key Factors Influencing Service Delivery

Council approved Clean and Green Initiative

Additional resources acquired in 2007 have resulted in a dramatic improvement to floral displays, tree planting and littler management throughout the city of Winnipeg. The Downtown & image route flower planting budget was $390,000 and image route litter pick-up was budgeted at $50,000.

Shortage of Qualified Contractors

There is a shortage of landscape construction contractors that often results in delays which may compromise quality and quantity standards.

Fleet Costs

New equipment costs have increased 45% to 400% (includes full cost for depreciation, damage repair, consumables, borrowing costs and scheduled preventative maintenance).

By 2008, Parks equipment (example: Agricultural Tractors, Front End Loader, Dump Trucks, Pick-Up Trucks or Riding Lawn Mowers) will be no older than 2000. This allows Parks to standardize the fleet which eliminates downtime due to worn out machinery or lack of repair parts available locally.

Fuel costs have risen approximately 5% per year for the last few years.

Aging Workforce and Labour Shortage

The Conference Board of Canada, in their report "Long Term Demographic and Economic Forecast for Winnipeg", forecasts the economy to create on average 3,600 new jobs per year from 2007 to 2030, with an average annual employment growth rate of 0.9%.

Increased attrition through retirements has resulted in loss of knowledge base, less experienced staff and a requirement for more training and orientation.

Increase in Parks Material Costs

There has been a 25% increase in the cost of soil and fertilizer.

Criminal Code Amendment

In 2004 the Criminal Code of Canada was amended to include Bill C-45 which covers the criminal liability of organizations. The Code now includes new legal duties for workplace health and safety which imposes serious penalties for violations that result in injuries or death. This has resulted in an increased demand for equipment operator training and qualification standards.

Graffiti Control

Partners rely on the Graffiti Program funding and Green Team funding and $450,000 was targeted to enhance community partnerships in 2007.

Property owners rely on City to do removal of graffiti on residential properties rather than address it themselves through the Voucher Program which provides free paint materials.

Banners

Banners City-wide are currently maintained by Business Improvement Zones (B.I.Z.), and are not the responsibility of the City.

The application and approval of banners to be installed on street lighting poles, is the responsibility of Manitoba Hydro. The Public Works Department will remove damaged banner poles from the public right of way.

SUMMARY OF GOALS AND STRATEGIES

1. **Maintain and continuously improve image route streetscaping to contribute to the beautification of our City.**

- Develop the streetscape maintenance program initiative to be completed October 2009.
- Work proactively with design staff to ensure parks input into streetscaping maintenance issues at the onset.
- Expand floral displays through community partnerships (Downtown BIZ, Exchange District BIZ and the West Ed BIZ) and operating budget resources.
- Improve image route floral displays, clean-up and maintenance through expanded partnerships and operating budgets.
- Give higher priority to replacing major image route boulevard trees.

2. **Continue to beautify the downtown through enhanced floral displays, streetscaping, and other clean and green initiatives.**

- Develop a downtown park and streetscaping maintenance manual (performance standards and operating procedures) to be completed October 2009.
- Continue to develop and expand partnerships for downtown maintenance.
- Continue to acquire more efficient equipment for downtown maintenance.
- Continue to reprioritize and ensure Council's "downtown first" policy is followed.

3. **Reduce graffiti occurrences through ongoing education and awareness while improving the level of service for graffiti removal partnerships with volunteer community groups.**

- Project corporate image of well maintained properties to encourage the private sector to do the same.
- Standardize building colours and maintain data base.
- Apply anti-graffiti coatings to problematic locations and new buildings.
- Train homeowners, business community, school representatives, community police officers, civilian staff and volunteers in graffiti education & awareness.
- Establish an educational materials library.
- Crimestoppers style of program to identify and apprehend graffiti taggers.
- Implement surveillance program at sites of repeated occurrences of graffiti and track all incidents.
- Maintain the free paint voucher program to encourage removal by owners.
- Provide opportunities for youth offenders to remove graffiti.
- Utilize community groups for neighbourhood enhancement including graffiti removal.

Performance Information

Citizen Satisfaction



Citizens are generally satisfied with the City's efforts in keeping the City clean and beautiful.

Source: City of Winnipeg, CAO Secretariat, 2007 Survey

The following charts are taken from the 2006 Public Works Citizen Satisfaction Survey conducted annually every fall.

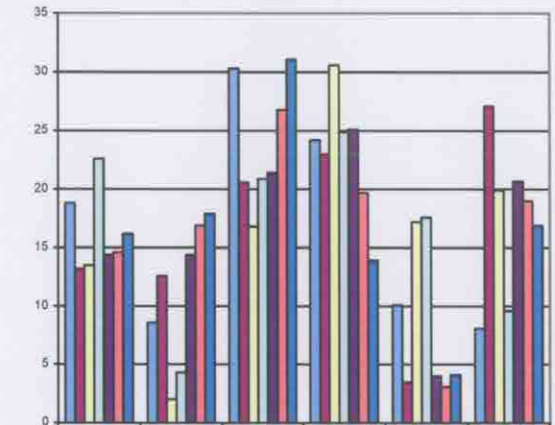
The question posed was: "How satisfied are you with..."

	2002	2003	2004	2005	2006
The way floral displays on downtown boulevards are kept	80.8%	83.9%	87.4%	83.4%	84.1%

Since 2000, citizen satisfaction with the way floral displays on downtown boulevards are kept has exceeded 80%.

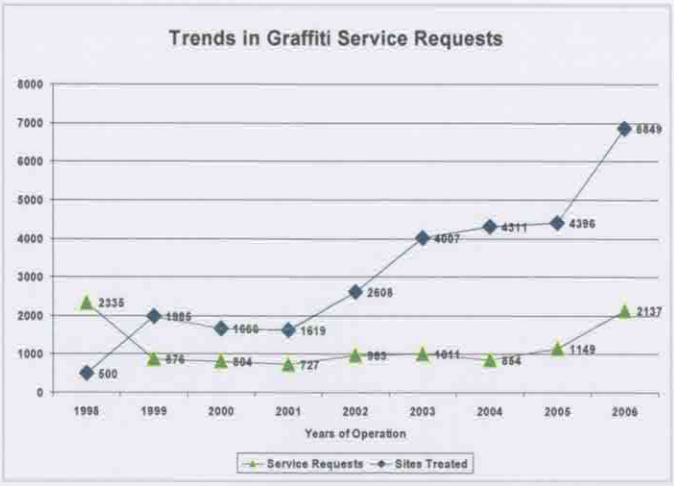
Effectiveness Data

Which of the following most accurately describes the amount of graffiti in Winnipeg over the last year?



	don't notice	much less	a little less	same amount	a little more	much more
2000	18.8	8.6	30.3	24.2	10.1	8.1
2001	13.2	12.6	20.6	23	3.5	27.1
2002	13.5	2	16.8	30.6	17.2	19.9
2003	22.6	4.3	20.9	24.9	17.6	9.6
2004	14.4	14.4	21.4	25.1	4	20.7
2005	14.6	16.9	26.8	19.7	3.1	19
2006	16.2	17.9	31.1	13.9	4.1	16.9

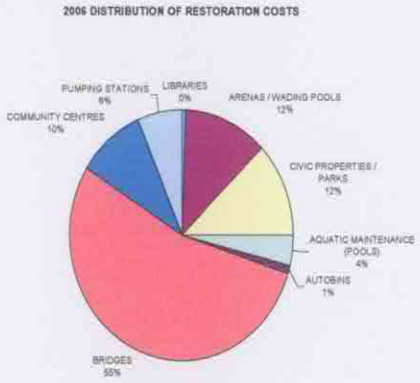
Graffiti Control
There has been a noticeable positive trend in graffiti control. Citizens perceive there is "much less" graffiti each year since 2003.



Winnipeg is proactive in removing graffiti.

Graffiti Calls and Removal by Ward

Ward Name	Calls Received	Removed Commercial	Removed Residential
Fort Rouge-East Fort Garry	429	691	283
Charleswood-Tuxedo	4	54	4
Daniel McIntyre	254	601	199
Elmwood-East Kildonan	112	189	77
Mynarski	276	355	240
North Kildonan	63	54	22
Old Kildonan	32	28	33
Point Douglas	399	620	182
River Heights-Fort Garry	63	122	73
St. Boniface	114	244	71
St. Charles	4	16	3
St. James-Brooklands	45	192	27
St. Norbert	27	29	15
St. Vital	30	34	31
Transcona	31	73	40



Over 50% of the graffiti removal costs are associated with bridges.

Efficiency Data

Cost of manual litter collection pick-up per hectare (parks and boulevards) April – October.

2003	2004	2005	2006
$188	$223	$249	$250

The cost of manual litter collection pick-up per hectare for parks and boulevards has been increasing since 2003 but in 2006, the costs have stabilized.
(cost of manual pick-up per hour = # of hectares of parks and boulevards divided by the total cost of litter pick-up by hand including salaries, equip, fuel)

The following performance measures will be collected for 2007 and will be provided in the 2008 service plan.

Cost per square meter to maintain:

Flower beds – raised/fixed
Flower beds – in ground
Flower planters – movable
Hanging baskets

Benchmarking

CITY	POPULATION	GRAFFITI BUDGET	PER CAPITA EXPENDITURES ON GRAFFITI
Winnipeg	648,600	$641,191	$0.99
Vancouver	582,000	$1,200,000	$ 2.06
Chicago	3,000,000	$4,000,000	$ 1.33
San Francisco	775,000	$775,000	$ 1.00

Winnipeg's per capita expenditures on graffiti is among the lowest of the cities compared in the table below.