Minutes – Executive Policy Committee – February 15, 2012

Minute No. 167
Report – Standing Policy Committee on Property and Development – February 14, 2012

Item No. 7 Enhancing Winnipeg Image Routes

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submits the following to Council:

1. That the designated Image Routes identified in the Image Route Enhancement Strategy (1991) be updated to include all Regional Mixed Use Corridors identified in the Complete Communities Direction Strategy By-law No. 68/2010:

    A. Pembina Highway
    B. Portage Avenue
    C. Main Street
    D. Henderson Highway
    E. St. Mary's Road
    F. St. Anne's Road
    G. Nairn / Regent Avenue West

2. That the designated Image Routes shall continue to include the three additional key routes / destinations identified in 1991 for visitors coming to the City of Winnipeg:

    A. Highway #1 East/ Fermor Avenue/ Osborne Street
    B. Wellington Avenue/ St. James Street to Portage Avenue (Airport Route)
    C. Downtown – all routes

3. That the Winnipeg Public Service develop urban design criteria for all Image Routes, to be included in an Urban Design Strategy including but not limited to parking, signage, building setbacks, lighting, accessibility and landscape standards.

4. That the Winnipeg Public Service also be directed to develop design guidelines for Major and Minor arterials routes that are not designated as Image Routes (e.g. Kenaston, Bishop Grandin, McPhillips), to be included in an Urban Design Strategy.

5. That the Urban Design Strategy, including the Image Route Strategy review and update, be initiated and completed in 2012 by the Public Service and brought forward for endorsement by Council.

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6. That a funding strategy be developed for Image Routes and referred to the 2013 Capital Budget for consideration.

7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Wyatt,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than 96 hours preceding the committee meeting, be considered by Committee.

Carried

Moved by Councillor Browaty,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On February 14, 2012, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and forwarded to the Executive Policy Committee and Council.

On January 10, 2012, the Standing Policy Committee on Property and Development laid over the matter to February 14, 2012.

Further on January 10, 2012, Gloria Cardwell Hoeppner, West End Business Improvement Zone, submitted a communication dated January 9, 2012, is support of Ellice and Sargent Avenues as image routes.

On November 29, 2011, the Standing Policy Committee on Property and Development laid over the matter to January10, 2012.

On November 1, 2011, the Standing Policy Committee on Property and Development laid over the matter for 30 days.

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DECISION MAKING HISTORY: (continued)

STANDING COMMITTEE RECOMMENDATION: (continued)

On March 10, 2011, the Standing Policy Committee on Property and Development laid over the matter to its meeting on November 1, 2011, and the Winnipeg Public Service be requested to report back on the intent of the original motion dated May 4, 2010, namely:

> That the Winnipeg Public Service be requested to review the existing Image Route Enhancement Strategy and report back to the appropriate committee of Council with:
>
> 1. a list of potential new and existing image routes in Winnipeg; and
>
> 2. a summary of existing City of Winnipeg and community-led strategies for enhancing Winnipeg image routes, including current status of such strategies and recommended next steps.

On December 6, 2010, the Standing Policy Committee on Property and Development granted the Winnipeg Public Service an extension of time of 30 days to report back to the appropriate Committee of Council with a report reviewing the existing Image Route Enhancement Strategy and including:

1. a list of potential new and existing image routes in Winnipeg; and

2. a summary of existing City of Winnipeg and community-led strategies for enhancing Winnipeg image routes, including current status of such strategies and recommended next steps.

On May 4, 2010, the Standing Policy Committee on Property and Development passed the following motion:

WHEREAS visual identities within the City of Winnipeg play a significant role in the branding of Winnipeg both nationally and globally;

AND WHEREAS creating image associations is a valuable asset for both citizens and visitors in the City of Winnipeg;

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DECISION MAKING HISTORY: (continued)

STANDING COMMITTEE RECOMMENDATION: (continued)

AND WHEREAS the City of Winnipeg's urban design guidelines address imaging for development but do not address design for imaging routes and desired destinations;

AND WHEREAS the cities of Toronto, Vancouver, Edmonton and Calgary have created strong visual identities for particular areas where critical mass is desirable;

AND WHEREAS connecting routes and places through images give visual reassurance that the route is defined as a pathway to a desired destination;

AND WHEREAS on May 29, 1991, City Council approved implementation of an Image Route Enhancement Strategy for the City of Winnipeg;

AND WHEREAS the Winnipeg Chamber of Commerce has developed a Chamber-led initiative to create Chamber Way, "a visually appealing gateway to our city, linking the new James Richardson International Airport with downtown";

THEREFORE BE IT RESOLVED THAT the City of Winnipeg Public Service be requested to review the existing Image Route Enhancement Strategy and report back to the appropriate committee of Council in 120 days with a report including:

1. A list of potential new and existing image routes in Winnipeg; and

2. A summary of existing City of Winnipeg and community-led strategies for enhancing Winnipeg image routes, including current status of such strategies and recommended next steps.

ADMINISTRATIVE REPORT

Issue: **Enhancing Image Routes**

Critical Path: **Standing Policy Committee on Property and Development – Executive Policy Committee - Council**

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Kiernan	B. Thorgrimson	N/A	D Joshi COO

RECOMMENDATIONS

1. That the designated Image Routes identified in the Image Route Enhancement Strategy (1991) be updated to include all Regional Mixed Use Corridors identified in the *Complete Communities Direction Strategy By-law 68/2010.*

- Pembina Highway
- Portage Avenue
- Main Street
- Henderson Highway
- St. Mary's Road
- St. Anne's Road
- Nairn / Regent Avenue West

2. That the designated Image Routes shall continue to include the three additional key routes / destinations identified in 1991 for visitors coming to the City of Winnipeg.

- Highway #1 East/ Fermor Avenue/ Osborne Street
- Wellington Avenue/ St. James Street to Portage Avenue (Airport Route)
- Downtown – all routes

3. That the Public Service develop urban design criteria for all Image Routes, to be included in an Urban Design Strategy including but not limited to parking, signage, building setbacks, lighting, accessibility and landscape standards.

4. That Public Service also be directed to develop design guidelines for Major and Minor arterials routes that are not designated as Image Routes (e.g. Kenaston, Bishop Grandin, McPhillips), to be included in an Urban Design Strategy.

5. That the Urban Design Strategy, including the Image Route Strategy review and update, be initiated and completed in 2012 by the Public Service and brought forward for endorsement by Council.

6. That a funding strategy be developed for Image Routes and referred to the 2013 Capital Budget for consideration.

REASON FOR THE REPORT

On January 10, 2012, the Standing Policy Committee on Property and Development laid the matter over to February 14, 2012, granting the Winnipeg Public Service an extension of time to report back with an update reviewing the existing Image Route Enhancement Strategy including:

1. a list of potential and existing image routes in Winnipeg

2. a summary of existing City of Winnipeg and community led strategies for enhancing Winnipeg's image routes, including status of strategies and recommended next steps

IMPLICATIONS OF THE RECOMMENDATIONS

- The important role that Image Routes play in defining Winnipeg's urban character and ultimately the ability to be competitive is also identified in the *Complete Communities Direction Strategy*. The Direction Strategy contemplates a broad review of image routes as part of a city-wide urban design strategy (Direction 1 - Urban Design).
- The *Complete Communities Direction Strategy* designates seven Regional Mixed Use Corridors and describes them as "significant routes of entry into the city and to downtown which is consistent with the currently designated Image Routes."
- Currently several components of the Image Route Enhancement Strategy are inconsistent with the new policy directions contained in *OurWinnipeg* and *Complete Communities* and this report will provide policy alignment regarding the designated routes.
- The proposed development of appropriate strategic direction for new and existing Image Routes is a key component of a City-Wide Urban Design Strategy
- A public engagement component will be incorporated into the development of the Urban Design Strategy and the strategy will be brought forward for endorsement by Council.

HISTORY

In 1991, the Image Route Enhancement Strategy was developed for the City of Winnipeg Parks and Recreation Department. The intent of the Strategy document was to guide the development of viable concepts and strategies for improving the visual appearance of six major routes in Winnipeg:

1. Pembina Highway/ Donald Street South
2. Main Street North

3. Portage Avenue West
4. Highway #1 East/ Fermor Avenue/ Osborne Street
5. Henderson Highway
6. Wellington Avenue/ St. James Street to Portage Avenue (Airport Route)

The focus of the Image Route Program was on right-of-way enhancements (streetscaping) but also referred to landscaped building setbacks and screening for private parking areas beyond what was in the zoning by-law of the time.

The Image Route Program has historically been referenced when the Public Service has recommended a higher level of site design in connection with development applications to support key Image Routes.

Original funding for the Image Route and Take Pride program was contributed through tipping fees from the City of Winnipeg's landfill charges but funding was redirected by Council.

Image Routes are complementary to but have been viewed separately from Business Improvement Zones and Neighbourhood Main Streets, which have a higher level of pedestrian concentration and neighbourhood focus.

On August 17, 2011, *OurWinnipeg By-law 67/2010* and the *Complete Communities Direction Strategy By-law 68/2010* came into effect. Several components of the Image Route Enhancement Strategy are inconsistent with the new policy directions contained in these documents.

The *Complete Communities Direction Strategy* designates seven Regional Mixed Use Corridors and describes them as "significant routes of entry into the city and to downtown which is consistent with the currently designated Image Routes":

- Pembina Highway
- Portage Avenue
- Main Street
- Henderson Highway
- St. Mary's Road
- St. Anne's Road
- Nairn / Regent Avenue West

A comparison of Image Routes and Regional Mixed Use Corridors is provided in Appendix 1.

On November 16, 2011, Council approved the Transportation Master Plan for the city, which includes the development of a Complete Streets Strategy in support of the Complete Communities Direction Strategy.

The Key Direction for Complete Communities - Section 12 - Urban Design, states that the City will respond to Winnipeg's dynamic urban character and create a legacy of high quality public and private places to ensure its competitive position as a functional, livable and memorable city.

Work is underway on several components of the *Complete Communities Direction Strategy*, including a city-wide Urban Design Strategy.

FINANCIAL IMPACT

Financial Impact Statement

Date: January 24, 2012

Project Name:

Enhancing Image Routes

COMMENTS:

The recommendations contained in this report are that 1) the designated Image Routes identified in the Image Route Enhancement Strategy (1991) be updated to include all Regional Mixed Use Corridors identified in the Complete Communities Direction Strategy By-law 68/2010, 2) the designated Image Routes shall continue to include the three additional key routes / destinations indentified in 1991 for visitors coming to the City of Winnipeg, 3) the Public Service develop urban design criteria for all Image Routes, to be included in an Urban Design Strategy including but not limited to parking, signage, building setbacks, lighting, accessibility and landscape standards, 4) the Public Service also be directed to develop design guidelines for Major and Minor arterials routes that are not designated as Image Routes (e.g. Kenaston, Bishop Grandin, McPhillips), to be included in an Urban Design Strategy, 5) the Urban Design Strategy, including the Image Route Strategy review and update, be initiated and completed in 2012 by the Public Service and brought forward for endorsement by Council and 6) a funding strategy be developed for Image Routes and referred to th

There are no direct financial implications associated with these recommendations.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this report there was consultation with:

Public Works

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Design
Prepared by:	John Kiernan
Date:	January 25, 2012
File No.	o:\reports directive\planning and land use\urban design division\ \2012\reports\enhancing image routes report(3)

Appendix 1 – Image Route vs. Regional Mixed Use Corridor Approach

	Image Route	Regional Mixed-Use Corridors
Definition	- are the primary transportation corridors leading from the outer limits of the City to the Downtown	- major regional arterial roads intended to serve as a link between Downtown and one of more Regional Mixed-Use Centres or major activity area.
Streets	- Pembina Highway & Donald - Main Street North - Portage Avenue West - Highway #1 East (Fermor & Osborne) - Henderson Highway - Wellington Avenue/St James to Portage	- Pembina Highway - Portage Avenue - Main Street - Henderson Highway - St. Mary's Road - St. Anne's Road - Nairn/Regent Avenue West
Principles/ Direction	1) that the aesthetic quality of the driving experience is improved 2) That the same and efficient movement of vehicular traffic is maintained	Direction 1 Promotes development along regional mixed use corridors through various tools - Identify and capitalize on development and redevelopment opportunities through corridor level planning, streamlined regulatory processes and other tools.
Expectations	- Side boulevard & median treatment - Entrance/exit treatments - Amenity treatments - Coordinated signage and streetscaping - Setbacks - Hydro lines - Maintenance system - Policy & By-Law changes	- Foresees higher intensification of land use at intersections - Need to address a sensitive transition between areas of intensification and established lower density - Incremental transformation
Differences	- Focuses on the aesthetics mostly of	- Focuses on movement from activity

	streetscaping – not built form, encourages setbacks for "amenities" - links to "gateway/entry" points into the City - Land uses are irrelevant - Primarily commercial streets - Vehicular movement is primary focus - Wellington is an industrial street, - Fermor acts as a highway, sharp contrast from Wellington but treated in a similar manner	nodes - Encourage built-to property lines - link to Downtown & activity centres - Densification is priority - Mixture of uses – encouraging of mixed-use street - Significant single-family residential component, especially on St. Mary's, St. Anne's and Nairn/Regent. The residential sections are tree-lined and are non typical corridors). There is also a reduced neighbourhood commercial feel to businesses not located at the major intersections.
Conclusion	- Now an older way of thinking about streets - No longer as useful a tool, as it was never totally implemented - Zoning By-law 200/2006 and OurWinnipeg, along with changes of use and priorities in the Department have altered the manner in which these image routes are currently treated	- A "Complete Streets" approach recognizes Regional Mixed- Corridors as priority streets. - The many Neighbourhood Main Streets could also be reinforced, as they already receive streetscape funding, and could be seen as part of the on-going enhancement strategies toward image routes/corridors