Minute No. 458
Report – Standing Policy Committee on Property and Development – June 11, 2013

Item No. 9 Urban Design Strategy - Image Routes

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the components of a city-wide Urban Design Strategy as identified in Appendix A be approved.

2. That the Winnipeg Public Service report back on the Urban Design Strategy – Image Routes at the October 8, 2013 meeting of the Standing Policy Committee on Property and Development.

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

Report – Standing Policy Committee on Property and Development – June 11, 2013

DECISION MAKING HISTORY:

Moved by Councillor Browaty,

That the recommendation of the Standing Policy Committee on Property and Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 19, 2013, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On June 11, 2013, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

COUNCIL DECISION:

On December 12, 2012, Council concurred in the recommendation of the Standing Policy Committee on Property and Development.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 5, 2012, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 30, 2012, the Standing Policy Committee on Property and Development recommended that an extension of time of 180 days be granted for the Winnipeg Public Service to report back as directed on February 22, 2012, and submitted the matter to Council.

Report – Standing Policy Committee on Property and Development – June 11, 2013

DECISION MAKING HISTORY: (continued)

COUNCIL DECISION:

On February 22, 2012, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

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.

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.

ADMINISTRATIVE REPORT

Title: Urban Design Strategy - Image Routes

Critical Path: Standing Policy Committee on Property and Development

AUTHORIZATION

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

RECOMMENDATIONS

1. That the Standing Policy Committee on Property and Development approve the components of a city-wide Urban Design Strategy as identified in Appendix A.

2. That the Public Service report back on the Urban Design Strategy – Image Routes at the October 8, 2013 meeting of the Standing Policy Committee on Property and Development.

REASON FOR THE REPORT

November 30, 2012, Standing Policy Committee on Property and Development recommended that an extension of time of 180 days be granted to report back on the Urban Design Strategy - Image Routes to enable more complete integration and consultation on the process.

IMPLICATIONS OF THE RECOMMENDATIONS

- The Urban Design Strategy and Enhancing Image Route Strategy will be completed in 2013 and brought forward for Council endorsement.
- A public engagement component will be incorporated into the initiative.
- The development of appropriate strategic direction for new and existing Image Routes is a key component of a city-wide Urban Design Strategy.

HISTORY

Image Route Enhancement Strategy

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)

August 17, 2011, OurWinnipeg By-law 67/2010 and the Complete Communities Direction Strategy By-law 68/2010, came into effect. The following sections are relevant:

- 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.
- The *Complete Communities Direction Strategy* designated seven Regional Mixed Use Corridors and describes Image Routes as “significant routes of entry into the city and to downtown which is consistent with the currently designated Image Routes.”
- Several components of the Image Route Enhancement Strategy are inconsistent with the new policy directions contained in *OurWinnipeg* and *Complete Communities*.
- 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.

In 2012, Image Routes were updated to include all Regional Mixed Use Corridors as identified in the Complete Communities Direction Strategy:

- 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

In addition, the Image Routes continue to include the three additional key routes/destinations originally identified in 1991 for visitors coming to the City of Winnipeg:

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

Next steps:

The Public Service will develop an urban design strategy that is specific to Winnipeg. The strategy will clearly outline the City's commitment to delivering high-quality urban design; provide a framework for design excellence and guidance on best practices.

The Strategy will also include design criteria for all Image Routes, including but not limited to parking, signage, building setbacks, lighting, accessibility and landscape standards.

The Strategy will build upon valued community assets which through the *OurWinnipeg* consultation process include:



Good urban design should reflect and reinforce community values

- Work undertaken to date supporting the urban design principles and strategy include:

Digital Sign Strategy	complete
Transportation Standards Manual	complete
Downtown Parking Strategy	complete
SHED Master Plan & Vision	underway
Cultural District Plan	underway
Heritage Building By-law revisions	underway
Winnipeg and Downtown Zoning Alignment with Complete Communities	underway
Complete Communities Checklist	underway
Parks Strategic Plan	underway
Bicycle and Pedestrian Strategy	underway
To the Waterfront	underway
Complete Streets	pending

FINANCIAL IMPACT

Financial Impact Statement Date: May 28, 2013

Project Name:

Urban Design Strategy - Image Routes

COMMENTS:

There are no financial implications associated with this report.

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

CONSULTATION

In preparing this report there was consultation with: N/A

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Design
Prepared by: Lee Caldwell
Date: May 30, 2013
File No. O:\Reports Directive\Planning and Land Use\Urban Design Division\2013\ Urban Design Strategy - Image Routes 2013.doc

UD2013-055

Appendix A
Annotated Table of Contents

01 Introduction / Overview

- Outline the City ‘s commitment to high-quality urban design
- Framework for achieving urban design excellence, implementation strategies and guidance on best practices

1.2 Urban design definition

- arrangement, look and functionality of any area(s) within the city
- not just appearance of places, but with the way they function and their character (the way they feel)
- design led approach that reinforces unique neighbourhood character, promotes well designed buildings, high quality streetscapes and attractive parks and public spaces
- helping stakeholders understand good design

1.3 Winnipeg’s Challenges / Opportunities include

- Global competition –Prairie, winter, river city –Growth/change – growing sustainably with 180,000 new households
- Increasing cultural diversity - new immigrants, First Nations (youth) –
- Safe communities – quality of life, economic development, civic vitality, socially sustainable city
- Aging population – lifestyle options, affordable, liveable, walkable city

1.4 Winnipeg’s Context and Community Values

- identity of a city is often defined by a combination of certain distinctive features and by the cumulative character of its diverse urban landscape. It is important to identify and understand these key assets in order to maintain and enhance them as change and development take place.
- Winnipeg is a City of neighbourhoods - Winnipeg is a City of the arts
- Winnipeg is a growing, changing community - immigration, young aboriginal population, aging population, stable economy, affordable housing, strategic location (trade continental & international trade)

- Through SpeakUp Winnipeg, we have learned that we value



- Good urban design should reflect and reinforce community values

2. Complete Communities Directions and Enabling Strategies

2.1 Direction 1 - Develop an urban design strategy that is specific to Winnipeg
Policy - Create framework for design excellence building on urban structure

Strategy

- establish city-wide urban design principles and policies based on community values

2.2 Direction 2 - Promote the design of Winnipeg as a distinct and unique city
Policy - Enhance and protect natural heritage, cultural heritage, built form, community focal points, and existing pattern of streets

Strategies:

- foster sense of place “of Winnipeg” context
- build on future assets such as rapid transit system, active transportation network, CentrePort
- contribute to civic identity through iconic design (signature architecture, public art, neighbourhood identities, streetscaping)

- ensure positive response to context buildings, landscape, cultural heritage
- maintain form/character mature and recent communities
- engage the community in design process to understand values, needs and aspirations of the user groups
- celebrate views and links to the City's rivers by improving public access to the waterfront especially in the downtown
- support regional mixed use corridors as image routes by creating guidelines to improve quality of development and ensure new development contributes to the pedestrian environment along these important community routes

2.3 Direction 3 - Promote the design of Winnipeg as a city of vibrant and exciting places
Policy - Strengthen vibrancy, animation, economic health by encouraging compact, human scale streets, block and buildings

Strategies:

- reinforce vitality in transformative areas through public realm improvements
- recognize artistic and cultural expression, key component of sustainable complete communities
- champion and support public art for placemaking and community identity
- recognize city's stewardship role in the City of the Arts
- ensure places work well, look attractive, feel right
- ensure safe, inclusive public realm
- make places people-friendly and inviting
- ensure context sensitive design

2.4 Direction 4 - Promote the design of a livable and beautiful city
Policy - Design streets as inclusive, people places, provide comfort, convenience, safety, visual interest in streetscape design

Strategies:

- establish high quality design standards for signage
- mark entranceways at major entry points to city, neighbourhoods, destinations using distinctive urban design features
- integrate art into new public spaces and public works projects
- reinforce importance civic sites and buildings through high quality design
- encourage a distinctive response that arises from and complements its setting at all scales
- encourage use of local materials, creativity and craftsmanship
- ensure public realm is maintained to promote civic pride, reduce crime…
- form of buildings (secondary plans, Zoning By-law)
- Interconnected urban forms
- provide transportation choice

- ensure pedestrian friendly streets
- ensure walkable communities
- design complete streets for all modes of transportation

2.5 Direction 5 - Promote high quality urban design

Policy - Align policy to deliver best practices in urban design

Strategies:

- collaborate on advancement of high quality urban design downtown
- establish a use hierarchy for downtown streets placing pedestrians first
- share research between partners to understand Winnipeg's urban design needs
- encourage sustainable & healthy urban environments
- ensure collaborative design process integrating transportation, land use, urban design
- encourage quality buildings and materials that will stand up to the test of time
- foster economic development and viability through investment in high quality urban design in streets, parks, plazas and other public places

3. Urban Design Toolkit

3.1 Planning and Urban Design

- **Downtown -** Area specific guidelines - SHED Expectations for Development; Broadway, Issue specific guidelines - Signage, CPTED, Parkades…
- **Corridors** - Mixed Use Corridor/Enhancing Image Route Strategy - urban design criteria and design guidelines for regional mixed-use corridors including signage, way finding, gateways, local landmarks, built form, pedestrianization, parking lots, landscaping…
- **Major redevelopment sites** – urban design framework on case by case basis
- **New Communities** (precincts) – generic development form guidelines (layout, scale, appearance, public realm) for new communities
- **Mature Communities** – neighbourhood specific urban design guidelines to reinforce local character, create places of distinction, exploit community assets, integrate with appropriate forms, respect linkage…
- **Recent / New Communities** – generic criteria & guidelines to improve connectivity within and between neighbourhoods
- Urban design guidelines, criteria, design briefs, frameworks…
- Aligning zoning by-laws
- Design review, Advisory committees

3.2 Capital Budget/Infrastructure Alignment

- Develop an ongoing funding strategy for Image Routes and Neighbourhood Main Streets and refer to the Capital Budget
- Align capital budgets for public realm improvements with strategic private development projects e.g. Downtown - Convention Centre Expansion/York Outdoor room, Carlton Plaza, Carlton/Edmonton Streetscaping;, Exchange and Cultural District and Market and James Ave; or Suburban developments with regional roads and local area initiatives e.g. Waverly West – Centre Street and Kenaston Extension.
- Pool resources for streetscape enhancement, regional sidewalks and tree replacement to achieve higher quality streetscapes/public realm improvements

3.3 Incentives and Awareness Tools

- Case studies best practices – urban design, heritage, universal design…
- Design competitions - Ideas, Storefront Competitions, City Crossing…
- Award programs – urban design, green building, sustainable development, built heritage awards
- Supporting programs – Storefront, Commerce Design
- Grants – economic development, heritage conservation
- Tax credits- heritage
- Bridge financing - Opportunities
- TIF zones

3.4 Leadership, Partnership and Sponsorship

- Legacy projects – public art, public realm, civic facilities
- Demonstration projects - public development
- BIZ groups – Neighbourhood Main Streets
- Integrated planning on major projects

4.1 Supporting Document References

Our Winnipeg

- Safe communities
- Inclusive urban environments
- Artistic identity (public art for place making, community identity, integration into public spaces & public works)
- Heritage resources (inseparably tied to our culture, identity, cultural perspective, collective consciousness and sense of place)

Complete Communities

- Urban Design (strategy, distinct & unique, vibrant places, livable, beautiful city, high quality design)
- High quality places Downtown (exemplary design, conserve, enrich showcase heritage resources, high quality public spaces, integrate public art, inclusive pedestrian spaces)
- Major redevelopment sites (mixed use, high density, strong urban design, attractive parks, places, open spaces…)
- New communities (complete streets, maximize connectivity, visual appeal, amenity space.)
- Commercial areas (promote UD principles site planning, signage, animated streetscape, conservation storefronts…)

Sustainable Winnipeg

- Environment natural and built (recognize & preserve parks, green spaces, riverbanks as green oases, green network, protection of ecologically significant lands, protecting & enhancing urban forest, access to rivers)

Sustainable Transportation

- Transportation (choices, building the AT network, health, pedestrian friendly streets, image routes)

Other Supporting/Informing Documents

- Urban Design Guidelines Downtown Winnipeg
- Public Art Policy
- Ticket to the Future Phase 2 A Cultural Action Plan for Winnipeg
- Universal Design Policy
- Heritage Buildings By-law Review
- Heritage Conservation Management Plan
- Parks, Places and Open Spaces Management Plan
- Transit Oriented Development Handbook
- Infill Development Guidelines for Multiple-Family Development in Low Density Neighbourhoods
- Local Area Planning Handbook
- Bicycle & Pedestrian Strategy
- Complete Streets Strategy/Policy
- Digital Sign Strategy
- Winnipeg Zoning By-law Review/Our Winnipeg Alignment
- Transportation Standards Manual Review

Downtown

- CentrePlan
- Portage Avenue Strategy – CentreVenture & Downtown Council
- Sport, Entertainment and Hospitality District Strategies - CentreVenture
- Portage Avenue Lighting Master Plan – Downtown BIZ, City
- Light Forest – Feasibility Study Winnipeg City Crossing – Portage & Main design competition - City
- Lights on Broadway- Downtown BIZ, WAC, City
- Cultural District – CentreVenture
- Downtown Parking Strategy - City
- Building Connections 2010-2020 Concept & Financial Plan – Forks
- Go to the Waterfront – Forks
- Downtown Zoning By-law Review/Our Winnipeg Alignment