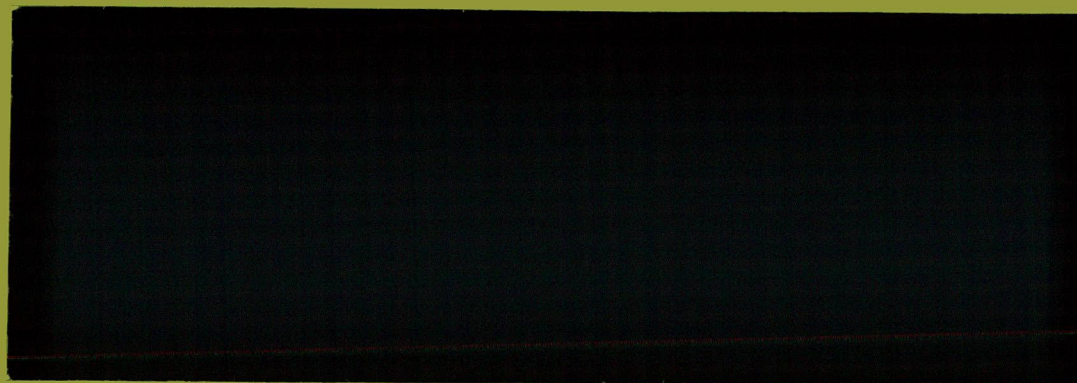


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Ministry of State for Urban Affairs  
Département d'Etat chargé des Affaires urbaines

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THE REDEVELOPMENT OF CITY CORE AREAS

OVERVIEW NO. 4

February, 1978

Ministry of State for Urban Affairs  
Département d'Etat chargé des Affaires urbaines

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## CHAPTER I: CONCERNS

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### CONCERNS OF THE PRIVATE SECTOR

The private sector tends to be of the opinion that government policies are too numerous, too restrictive, and confusing. Moreover, they are constantly changing.

Mr. Andrews

It is our feeling that governments have too many policies, that they are unreliable and revocable on a whim.

### CONCERNS OF THE PUBLIC SECTOR

#### Municipal Governments

The interests and concerns of municipalities tend to vary with their size. Smaller cities are inclined to look for ways and means of encouraging growth, while larger ones are more interested in discouraging it.

Mr. Parr

Some are interested in incentives, others are interested in controls. Some are talking decentralization, others are talking concentration.

- How can major land owners be motivated to participate in development schemes and what is the role of municipal council?

- How can speculation be prevented after the release of an action plan where, in fact, sky-rocketing prices could jeopardize the redevelopment project?
- What is the function of public land acquisition in core area redevelopment?
- Do developers consider development levies to be punitive, or to be a guarantee of high servicing standards?
- What degree of municipal front-end spending is required?
- What are the low-cost financing sources?
- Should a city core parking policy aim at concentration? dispersion?
- How can heritage buildings be preserved?
- How can a firm municipal political commitment be obtained?
- How viable is residential development in the downtown area?

#### Provincial Governments

- What is the future of the city core?
- What is the role of the provincial government in redeveloping city cores?

Mr. Mackie

Should we try to act as a catalyst? Should we try to bring in enabling legislation? Should we try to use office buildings to implement development? Is it more effective to underlay them with commercial facilities? Is it more effective to lease or to build ourselves?

- How important is a core development plan?
- How rigid should this development plan be?
- Should zoning amendments be carefully monitored and restricted?

Federal Government

- What is expected of the federal government with respect to urban core redevelopment?
- How much awareness and understanding is there of the Federal Land Management Policy?
- How can the planning and development of projects involving all levels of government, as well as the private sector, be effectively co-ordinated?
- What will be the impact of future demographic growth on urban core redevelopment?
- What will be the impact of energy conservation measures?
- What will be the impact of heritage property conservation measures?

## CHAPTER II: THE FUTURE OF THE DOWNTOWN CORE

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### FUTURE POPULATION GROWTH RATE

Recent changes in the world population growth rate would indicate that the population explosion previously projected for the last quarter of this century may not occur.

Mr. Korwin Population growth is levelling off and is reaching a very stable plateau in Canada, the United States, Western Europe and largely all over the world.

A change in Canadian urban settlement trends has also been recorded.

Mr. Korwin The large cities are not expanding as rapidly as we thought they would. The small cities are not going to start losing population. The rural areas are not losing population.

These trends could have important implications for city core redevelopment.

Mr. Korwin We do not have to panic. We now really have time to think about how cities should be redeveloped and how the city core in particular should be redeveloped.

The above statements provoked a lively debate.

Mr. Thouin It is a panic situation in many areas and it will remain so. Even if there is a general decline in population, certain areas will continue to grow and redevelop.

Mr. Sirlin                    There will be continued redistribution from economically slow areas to economically active areas.

Mr. Parr                    It is going to be even more difficult to redevelop core areas if growth is going to slow down. A lot of downtown development is taking place because one has been able to channel a great deal of activity on the part of the private developer. In a slow growth situation there will be less development privately initiated. There will be an even stronger role to play on the part of government.

The final rebuttal emphasized the fact that slow growth and economic difficulties will not only allow governments to pay greater attention to the redevelopment of the urban core, but will force them to do so.

Mr. Korwin                    There is indeed a future for the core. We will now have the time to look at the future of the core, because we will not be subjected to the fantastic pressures experienced over the last 20 years that led to costly urban sprawl. We will have the opportunity of looking at urban growth in a comprehensive fashion and of directing it towards the redevelopment of the cores. The economic situation will also push us towards the use of already-serviced land.

#### FUTURE CORE FUNCTIONS

The present urban economic situation would appear to preclude any major function for the urban core of the future.

Mr. Levin                    Housing is not going to happen in the core area all by itself in response to a market. Virtually nothing but office buildings will happen in response to the market. Even that is slowing down because

- Mr. Levin, cont'd      we are overbuilding our office inventory. We will not experience the same level of commercial office building construction that we witnessed over the last decade. If we can't have office or residential construction, if the entertainment industry is going out to the suburbs, then what is left for development of the core within the framework of our present economic forces and constraints?
- Mr. Keddy              There is a feeling on the part of some politicians that housing is a waste of space in the downtown area. Why should valuable core land be used for residential purposes in view of the investment that is in the core area, the infrastructure and the incremental costs of development which stretch over a period of three or four decades?
- Mr. Sirlin              It is essential, especially in the larger cities, that a reasonably long-term evaluation or market analysis be conducted. Almost every major city in North America, in the last five years, has overbuilt its office space. It was assumed that developers knew what they were doing, but they all have a very short planning time-span, less than five years.
- Mr. Mackie              Does it make sense to build housing in the core, especially family housing? Do the cores of our cities have the infrastructure to accommodate such housing? One has to consider expanding schools and playgrounds on high cost land. It may be wise to suggest that housing be limited to senior citizens, singles, or couples without children. To push further would lead to horrendous infrastructure costs.
- People show an inherent preference for the suburban life-style.
- Mr. McLemore              Study after study has shown that the great majority of Canadians prefer a suburban life set-up and all that

Mr. McLemore, cont'd. goes with it. They prefer the kind of housing that goes up in the suburbs and they probably prefer shopping in the suburbs.

The primary objective of core redevelopment should be to make the downtown area attractive to people, not only as a place to work and shop, but also as a place to live.

Mr. Candler We agreed that the objective of core redevelopment would be to instill a feeling of activity and security in those areas, through diversity of use and socio-economic diversity. We want people in the core area 24 hours a day, not from nine-to-five only.

Mr. Levin The construction of office space does very little to revitalize, to rehabilitate, to transform the core in the way that it should be.

### CHAPTER III: THE PROBLEMS OF URBAN CORE REDEVELOPMENT

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#### ECONOMIC PROBLEMS

Mr. Levin

In the core area, development takes place not through thinking, not through policy, not through discussion, not through researchers and policy-makers, but in simple response to the market.

Office buildings and luxury apartments are the only kinds of development that can carry the heavy financial load of the central area.

#### The Core versus the Suburbs

Mr. Levin

Raw land in the suburbs is a lot cheaper than serviced land in the core. If you want to develop in the core, you have to buy not only the infrastructure that is already in place, but also the several decades of incremental value.

The downtown businessman is at a tremendous disadvantage vis-à-vis the suburban developments. Without some kind of adjustment for that relative disadvantage, I don't think that you are going to be able to stimulate any kind of real competitive effort on the part of the downtown businessman in his attempt to overcome the erosion of the central area retail function.

Mr. Buck

The cost of occupying space, be it downtown or in the suburbs, is between 1.4 and 1.8 per cent of gross sales. Therefore, a huge amount of other costs are involved. A great part of it is taxes, in one form or another.

Mr. Andrews

Some people are saying that land downtown is going to waste and that it is cheaper to redevelop downtown than

Mr. Andrews, cont'd

to undertake suburban development. The one point I do not want you to miss is that invariably, when you start to do a downtown plan, you will find that you do have a servicing problem of some sort, and it could be extremely expensive. It is not "all there, bought and paid for".

Mr. Candler

The capacity of existing services and facilities for some of these massive developments is just not there. Generally speaking, when you have a large development, you have land consolidation and closure of streets and lanes. You have to replace these infrastructures as a result.

Mr. Sirlin

The inherent advantage of suburban shopping centres is that they sit in a sea of free parking.

Mr. Candler

It is not only for parking reasons that people prefer shopping centres. The developer goes to great lengths to ensure that his mall is as attractive as possible. He co-ordinates the architecture, the signs, the potted plants, the water fountains, etc. He makes it comfortable for the user.

Mr. Thouin

The shopping centre development is highly integrated. It leases most often to national, or at least regional, chains, with highly competent marketing structures. The stores are forced, through their leasing agreements, to market the shopping centre as a whole and to follow certain shopping centre marketing specifications.

In the downtown area, the merchants and owners are not as cohesive in their approach to marketing. One finds a lot of family businesses which do not have at their disposal the professional skills or financial means of effective marketing.

SOCIAL PROBLEMS

Mr. Wolfe                   The core has become the repository for the old, the poor and the disadvantaged.

Mr. Fowlie                   The choice between the suburbs and the core is available in most cases to the affluent, but not to the socially-deprived. What we want to find out is how to bring social housing into the core areas.

The maintenance costs associated with social housing tend to discourage private enterprise from becoming involved in such projects.

Mr. Andrews                The difficulty with social housing is not just the building of housing units. The problem centres around the whole question of how the residents relate to society. This engenders a maintenance problem the likes of which no private enterprise is equipped to handle.

Mr. Wolfe                   The social problem is enormous. You can't cure the problems of the disadvantaged by putting them in clean, new houses. You have to re-educate and rehabilitate with respect to employment: literally teach them a new sense of values and standards on how to live. If you do not try to rehabilitate the human component, you haven't got enough money to pay for it all (maintenance).

The migration of native Canadians to urban cores is a major concern of cities, especially those in the Prairies.

Mr. Wolfe                   In Edmonton and in Winnipeg, we have become the repository for about 30,000 native Canadians, each representing a social problem that is enormous.

Mr. Levin                   The outstanding problem is the fact that the Indian people are the only immigrant group that has never had the tremendous advantage of an incubating ghetto. Every other group of immigrants has gone to ethnic enclaves

Mr. Levin, cont'd.

which were supportive, where they could feel comfortable, where they could use their own language, where they could follow their own customs and where, at the same time, they were alerted to living in a new environment.

#### ENVIRONMENTAL PROBLEMS

Too often, development projects are carried out without concern for the aesthetics of the area or for the impact they may have on the biophysical environment.

Mr. Candler

They (the private sector) are building to the property lines, creating wind tunnels, closing off sunlight, destroying everything that makes the downtown an attractive place to be. Downtown businesses use the public street as their back door, they clutter it up with signs, etc.

Mr. Andrew

The Eaton Centre in Toronto has turned its back on Yonge Street. City Council had to insist that they jazz up Yonge Street again to keep it alive because, from a marketing point of view, they really wanted to turn their back and take all the people inside.

#### THE PROBLEMS OF SMALL CITIES

With regard to the cores of small or medium-sized communities, the question is one of how to attract development rather than of how to control it.

Mr. Levin

In the smaller cities, virtually nothing has happened because the retail and commercial viability of the core areas has been sucked off to the suburbs by suburban shopping centres.

One of the problems, at least as far as medium-sized and smaller communities are concerned, is the general deterioration of the environment. One of the continuing reasons that potential developers put forth as an explanation of why they are not committing themselves to downtown development is the jeopardy in which their development might be placed, given the generally low environmental quality of the downtown.

## CHAPTER IV: THE PROCESS OF URBAN CORE REDEVELOPMENT

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### THE ROLE OF THE PUBLIC AND PRIVATE SECTORS

During the course of the symposium, questions pertaining to the role and responsibilities of each agent in the development process received much attention. In particular, the participants agreed that the municipal level of government held the determinant function in the core redevelopment process. The role of the senior levels of governments was envisaged, by and large, as being a support to the municipalities' aims and endeavours. The private sector, on the other hand, was considered primarily as an implementation agent.

Mr. Andrews

When you are talking about core development, a whole new approach is required on how to bring the various agents together and on who does what. I think we have to begin to ask what the roles of the federal, provincial and municipal governments are. What is the role of the private sector? Where is the overlap? Who can do what best? How?

Mr. Parr

Is there agreement among the municipalities and the developers and the provincial and federal governments on what their roles should be? Or, in fact, is there some overlap where one would absolutely refuse to give up his traditional role? Does a municipality become a developer in order to get what it wants?

Mr. Levin

There has been no evidence at all that any level of government is interested in implementing development. And yet they pretend that it is their role.

### The Federal Government

Mr. Papanek

I think it is important that you all know what the federal position is with respect to the use of federal land in urban areas, federal programs in terms of

- Mr. Papanek, cont'd. construction in urban areas, and how these can be used as part of elements, part of the action program that can be initiated at the local, regional and provincial levels.
- The federal government has said that its land holdings and its construction programs for office accommodation in cities should be used not only for the delivery of its services to people, but, that in each and every case, the potential for social, economic and environmental benefits should be examined.
- This is an instrument that the municipalities, regional governments and provinces can also use.
- Mr. Candler The federal government is regarded as the agency that produces programs to assist in solving problems of implementation.
- Mr. Papanek Part of the intention of the federal government, particularly of the Ministry of State for Urban Affairs, is to be supportive of the municipal plan.
- My objective is to use federal land and federal programs that are within my department as a means of assisting municipal governments, in concert with provincial governments, to solve their problems of urban core development.

#### The Provincial Governments

Provincial responsibilities were not the topic of much debate, mainly because representation from that sector and, for that matter, from the private sector, was numerically weak. However, it is fair to conclude that the consensus was for a supportive presence, like the federal one, with an added element of strategic planning directives and control.

- Mr. Candler It is their role to develop a provincial urban growth strategy.
- Mr. Mackie With regard to core development plans, the province should have some control over them, not in the definition of the

Mr. Mackie, cont'd. development, of what should go downtown, but in the stopping of amendments that would disrupt the original intentions of the plan, as agreed to by the province.

#### The Municipal Governments

Mr. Levin A lot of the initiatives lie at the municipal level. They are next to the problem, they live with it. In fact, it is their problem. The fact of the matter is that few municipalities are seriously addressing themselves to the kind of development problems that are being discussed, particularly the social problems.

Mr. Keddy Municipalities, supported by the federal and provincial governments, should provide the land use development framework for comprehensive growth. Legislatively, and probably morally, the responsibility for planning lies very clearly with the municipalities.

Mr. Candler It is the municipal responsibility to prepare and to implement the land use plan within the corporate boundaries of that community, to define the problems, and to place demands on other levels of government to finance the solutions they come up with.

Mr. Mackie We felt that it was critical that the cities put down, in very precise terms, what they want their cores to be. They are not only to be precise, but realistic.

#### The Private Sector

Mr. Keddy The expertise and talents of the private sector should be utilized where its strength lies, specifically in areas of project implementation. Governments alone cannot achieve a great deal without the assistance and expertise of the private sector. By private sector we mean not just developers but also financial experts, builders, project managers and so on.

Mr. Andrews

The developer is not really interested in the total planning process of the core area. There are very few developers who can become involved in the development of the total core. I wonder if you would want a single developer to do that anyway. The municipality sets down the design criteria and the development processes for its core. Within that, there is a staging program. Each stage contains design criteria that a developer can respond to by tendering his bid. The developer is a short-term actor. He comes in for two or three years, designs, builds, leases and manages.

THE PLAN AS COMMITMENT

Mr. Mackie

If the city has a plan, one it strongly believes in, it becomes much easier to co-ordinate the actions of all participants.

Mr. Wolfe

It's the vagueness and the lack of a clear-cut growth blueprint that makes everybody confused. It varies from year to year, and from politician to politician.

Mr. Parr

The matter of a firm commitment or plan that can't be changed is sort of passé. Managing growth is what we are talking about. There is a need for balance between commitment - so that you can give people some assurances - and flexibility. You have to be able to change or reflect change without delay and yet not appear to be changing policy as a sort of whim or at the drop of a hat.

Mr. Levin

Too often development plans, which are prepared in substantial detail, are placed on the shelf and nothing ever happens. They are really a pious hope rather than a living document, something that represents a reality.

The notion of public commitment really addresses itself to that particular situation in the hope that instead of these documents simply gathering dust on the shelf and representing somebody's ideal of what a downtown ought to be, they can represent the basis on which very specific action can be

Mr. Levin, cont'd.

taken, in order to move the thing along in the general direction that has been pointed out in the plan.

The other problem is that so many official plans or master plans are put together without any real understanding of the dynamics of central area development, or even of land development, or without any real understanding of the economic constraints. I think that this is a technical deficiency which can be remedied, but which is not.

Mr. Mackie

The first thing that has to happen is for the municipality to develop its downtown plan. It must be realistic, account for the social and environmental problems, and determine what kind of regional functions it will perform.

#### CO-ORDINATION OF EFFORT

Mr. Wolfe

The plans that are imposed on us by capital cities and Ottawa are oftentimes in such isolation and so remote and reflective of the little input from municipal government that they are meaningless.

The tri-level communication mechanism has not been effective because of unwillingness on the part of the provincial governments to recognize the other areas of jurisdiction. The provinces want everything to come through their hands. Its limited success is dependent on individual personalities. But they keep on changing people: you establish a beachhead, and they change the name again.

Mr. Candler

The federal government is not co-ordinated in the distribution of its various programs; they need to get their act together on their housing, transportation, immigration and employment policies, and co-ordinate these activities.

Mr. Wolfe

The urban management growth problem across this country relates to the co-ordinated function of three governments and all of the other agencies that have an important role to play. What we are looking for is a mechanism for participation and for communication. How do you get

Mr. Wolfe, cont'd.           intergovernmental action effectively related so that you can get it to function?

By way of illustration, Stewart Andrews presented brief descriptions of his involvement in such Metropolitan Toronto projects as the Metro Centre and Malvern. In spite of its benefits, the co-ordinated approach introduces an extended time-frame which can, as was the case with Metro Centre, lead to the demise of a development project. These examples also raise questions pertaining to the continuity of representation, the appropriate assigning of roles, and the importance of sincere commitment.

Mr. Andrews

With respect to Metro Centre, I set up an advisory group consisting of all the levels of government. As I proceeded with the evolution of policies and so on, I tested them at the various levels with the committee. As soon as we had a program that the sponsors of the development committee agreed with, we set up a government liaison committee on which we had cabinet ministers from the federal government, senior officials from the provincial government, the Metro Toronto Chairman and representatives from the city. Then we even went further by setting up a technical group. Meanwhile, the rate-payer groups had emerged, arguing and debating. It eventually took so long that a whole new series of politicians entered the field. We were now looking at a group of new faces. Immediately, they started to have different attitudes and eventually, when the moment of truth came, it just broke down. The failure was really due to a lack of commitment, financial commitment or participation, by the various levels of government. However, this business of co-ordination remains extremely vital.

The Malvern Community Development Project in Scarborough was sponsored by the federal and provincial governments. We were active as project directors. I think it took three years to process the plan: it should have taken 18 months. The municipality then started to introduce new things in the plan, which delayed the process even more. They started to play politics and were holding us up for things like day-care nurseries. Eventually, we had to put our foot down or the plan could not have gone forward.

Then the governments started to question the workability of the plan. Then a whole new wave of politics came into the

Mr. Andrews, cont'd. thing and started to impose the selection of building types and so on. The end result was, that 20 years after Don Mills, Malvern uses the same old kind of design and development principles.

## REDEVELOPMENT TOOLS

### Federal Assistance

Mr. Keddy There are not any real programs that provide assistance to municipalities to develop their core areas. There is a very definite need for such a program at the federal level.

Mr. Levin The one program that really held promise of producing something, the Urban Renewal Program of the 60's, lasted five years at the most. It accomplished very little in comparison to its potential, and virtually nothing in comparison to its promise, and it was aborted.

We are now looking at a railway relocation program and exactly the same circumstances exist. In 1974, Bill C-27, the Railway Relocation Act, was passed by the federal government, and I don't know if it is going to survive much longer.

The same thing is true of the provincial and city levels of government. Every city commits itself to the production of a development plan, of a core area plan. It's introduced with great fanfare, and that's the end.

Mr. Fowlie One of the consequences of the Urban Renewal Program was that there was a net loss of housing, an insupportable position for a housing agency to be associated with at whatever level of government.

Mr. Levin Apart from the acquisition of property on which to build your own (federal) office space requirements, is there any program at all, in the whole inventory of federal government programs, for buying or 'writing down' the costs of acquiring central area land?

Mr. Papanek Not for acquiring privately-held land. However, in our program I could make recommendations to acquire certain lands.

Mr. Papanek, cont'd.

In the Halifax Waterfront Redevelopment Project we are doing this. We don't always own land suitable for our own accommodation program. Therefore, we acquire land. We may require very considerable land. Its location becomes most important in terms of the catalytic effect that it can have on development or redevelopment.

Objectives must be identified locally and regionally, and then the federal government can react and bring to bear its various programs.

We expect to be able to identify our land needs for new construction programs well ahead of the implementation stage, permitting us to go through a process of selectivity and to be more sensitive to the objectives and aspirations of the local people.

Through the Area Screening Program, we are taking steps to identify every federal property in all cities: their location in the urban areas, their relationship to lands held in the public sector (city, provincial or federal), the nature of the use that these lands are being put to, the conformity of that use in terms of our stated objectives, the potential for redevelopment of those lands to achieve those objectives. In other words, free them for development, if they are stumbling blocks. We are identifying also the planning and development issues in those communities. We are recording systematically the planning and development objectives of cities where the federal government has land, identifying, whenever possible, the existing official plans at the municipal and regional levels, and placing these in the context of a socio-economic profile of that community. This is an instrument that will eventually be made available to the municipalities.

#### Beautification

Mr. Korwin

Core redevelopment does not always depend on attracting new development. As an example, I would like to cite the American experience in the Appalachians. They could not bring new development to these communities, it just wasn't financially possible. They were only able to select a

- Mr. Korwin, cont'd. certain very limited number of growth points. The other communities, they decided, should be planned for "gracious decline". The most amazing thing happened. In communities that were declining, losing development, losing people, where the old properties were simply allowed to rot away, the properties were quickly demolished, the sites grassed, and flowers planted to make it look pretty instead of horrible. As soon as they started these little improvements, they stopped declining.
- Mr. Candler Alberta has a program called "Main Street Alberta". Quite a few smaller communities have taken advantage of outright grants and of assistance volunteered by professionals to assist in programs to upgrade the core areas of these small towns. A lot of the projects that are taking place are very simple ones: the grassing of areas, the improvement of the streetscape, signs, street furniture, etc. The grants are available to any community that can put together a group of residents that will push it.
- Mr. Wolfe Our planning people won international recognition and an award for a port-a-park concept that has been used with great success. It is designed so that all components - trees, shrubs, lamps, benches - can be easily transported from one site to another. Anytime there is an empty lot, instead of letting it go to weeds and trash and papers and a repository for bums, you build a port-a-park.
- Mr. Candler The City of Edmonton entered into an agreement with a developer whereby he would provide all the equipment, street furniture, sodding and trees for a mini-park, and the City would maintain it. This took place on a parcel of land that the developer owned but was not prepared to develop at the time. It's a holding situation. A plaque was installed indicating the interim nature of the situation.
- Mr. Parr We have a lot of comprehensive developments that are done in several phases over a period of time. The developer normally will develop one phase and, in some cases, do very little to the other parts of the site. Any plans that we have do turn future phases into some kind of reasonably presentable site, which is clearly beneficial to the developer's first phase.

Mr. Parr, cont'd.

At least, it turns the vacant areas into something presentable.

#### Catalytic Initiatives

Mr. Levin

In any development plan, it is possible to identify a handful of key components or projects which can, in fact, have a catalytic effect and which have a kind of symbiotic relationship to all the other key components. If anything real is to emerge from the concept, one of the ways in which it can be helped along is for the public to become involved in one or more of the key components.

In Brandon, for example, the public has become involved, through the conveyancing of land, in the development of one of these catalytic projects. The development that will follow from the conveyance of the site will produce tax revenues that will compensate the public investment, and will also have a catalytic or stimulating effect on the flow of further investment capital.

Mr. Wolfe

In Minneapolis, they have what they call a "local improvement district". It is an area in the downtown which has a mix of contradictory land uses. The City spent \$21 million to acquire the area. It is leasing and selling it back to the private sector. As a result, an area that used to produce \$900,000. in taxes will produce over \$5 million.

Mr. Mackie

Saskatchewan started to look at how provincial buildings with underlying commercial space could be used as a catalyst in some of our communities.

#### Social Ventures

Mr. Levin

We developed a concept which we call "Neeginan", a Cree word meaning "our place". It involved the creation of a large cultural centre which would house all the agencies that deliver services to native Canadians. It would include assorted workshops, medical facilities, training facilities and education facilities. In addition,

Mr. Levin, cont'd.

around the centre, we visualized a housing component. It is based on the notion that, if you are going to get at this problem at all, you create a kind of ethnic village in the heart of the city, which would give the kind of support that immigrant people require for a generation or two.

#### Tax Incentives

Mr. Wolfe

Until a building is fully occupied and produces its maximum revenue, you can't really expect to get your whole taxation. It gives the investor a break, and it gives the municipality a building rather than an empty lot.

#### Public Relations

Mr. Andrews

A great deal of effort could be saved by encouraging developers to do certain things, by bringing them in and saying: "For you it would be better if you did this". Try to educate them, to show them and prove to them that, in the long term, it would be better, for their investments, to do things in a certain way. Public relations are vital, whether you are a developer or a municipality.

CHAPTER V: CONCLUSIONS AND SUGGESTIONS

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The PlanMr. Mackie

The first step is to identify the core as a regional centre, not only in terms of the people living immediately around it, but in the broader sense of a regional service centre for the total city, and get city council to adopt it as something they really believe in.

The core development plan must prohibit development on the edges of the city, because this is its major competition. In the absence of that, there really is no reason why the federal and provincial governments should put a dime in downtown. The city should also restrict development from sprawling around the core, until the core has developed. It is realized that the price of land would sky-rocket in the core area as a result. It is suggested that the Australian plan be adopted whereby people are assessed at a higher level when their land is not being used. Another idea was that if the owner assures the assessor that his land is worth \$10,000., then that market price, as he calls it, would also become his official selling price.

The local government should establish four or five action programs within its core, action programs that are needed, and then investigate whether or not the federal and provincial governments and the private sector could get involved. Do not sit around waiting for federal/provincial initiatives.

Mr. Levin

It is a mistake to try to control the detailed use and development of each lot. I do not think that a municipality should try to control aesthetics and architecture.

CommitmentMr. Mackie

The city council, because it changes all the time and because it is under constant pressure from the electorate, should

Mr. Mackie, cont'd. enter into binding commitments, continued dollar commitments, so that, if it is inclined to relax some of the zoning and development plans in the fringe, it will consequently harm its investments. Therefore, it will be inclined to back off from decisions harmful to the development of the core.

#### Financing

Mr. Keddy The federal and provincial governments should develop clear and concise programs which would serve to assist municipalities that wish to aggressively redevelop their poor areas. It is suggested that the Intergovernmental Committee on Urban and Regional Research try to convince the federal government that there ought to be a program providing financial assistance for developing the cores of cities.

Mr. Buck A group such as this one, but made up of tax and accounting people, should gather to find out what incentives could be used in the taxation field.

Mr. Candler I would like to suggest that the loaning agencies, the national mortgage companies, examine their policies with respect to making money available in more central locations. The problem could very well be the unavailability of money to build residential facilities in central areas.

#### Training of Planners

Mr. Mackie There are no specific classes designed to assist the planner in understanding and solving the problems of the city core.

Mr. Wolfe There is a lack of applied research. Students are academically oriented. They are not trained for solution-seeking. They are paper writers.

Mr. Andrews The multidisciplinary approach is the only way to find the solution to the problems of the core area or, for that matter, of any large development project. We have been using this for 20 years. Not one of the projects that I have been on hasn't used the multidisciplinary approach.

Mr. Candler

We should be making better use of the expertise on core areas through some form of exchange policy.

Transportation

Mr. Keddy

Housing, public transit and parking components of city growth policies are crucial to the successful implementation of a plan for downtown redevelopment.

Mr. Mackie

We are not convinced that public transit is the answer. Has it worked elsewhere? Are the people prepared to abandon their cars? Improved public transit does not assist in the development of the core. Part of the development plan must take parking into account, whether or not there is any hope of really pushing public transit.

Recycling Older Buildings

Mr. Candler

The leasing policies of most government agencies could, to a large extent, resolve some of the 'older building' problems, because government agencies tend to opt for the newest building in town. As a result, the financial viability of some of the older ones is lost.

General Comments

Mr. Andrews

I don't think we should try to determine what the downtown should be. The downtown in each town is different. It should be determined by the particular municipality.

Mr. Papanek

I think that between the levels (of government) that are represented here, we can formulate an action plan which is related to our objectives, and to which the private sector can then react, in terms of implementors, as and when the opportunities arise. Make them the instrument. Entice them to respond to specific development projects related to specific development holdings. It's not their job to plan urban or regional development. They will respond to the market and they will conform to the criteria that we set.

## APPENDIX "A": SELECTED PROGRAMS AND PROJECTS

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This section provides brief descriptions of programs and projects that might interest the reader. Very few programs in Canada are aimed exclusively at the redevelopment of the city core. We have therefore included in this list those programs which received some attention during the course of the two-day seminar, although their application may not be limited to the city core.

### FEDERAL LAND MANAGEMENT POLICY

The federal government owns substantial amounts of land throughout all ten provinces. It is estimated that approximately 200,000 acres are strategically located in urban areas. Examples include the Downsview Properties in Metropolitan Toronto, the Welland Canal and the Lachine Canal.

Until 1973, the management of such lands - acquisition, use and disposal - responded basically to market economy forces. In July of that year, the Cabinet approved a fundamentally new approach to the management of federally-owned lands. The Federal Land Management Policy is based on the principle that federal lands should be managed so as to provide efficient government services and achieve wider social, economic and environmental objectives.

In general, the acquisition, use and disposal of federal lands are examined in the light of the current and anticipated needs of individual program agencies, and are measured against local, regional and national urban objectives and growth strategies.

In 1974-75, a Treasury Board Advisory Committee on Federal Land Management was established under the chairmanship of the Treasury Board Secretariat. Its mandate is to review policies, guidelines, procedures and proposals for the acquisition, change in use and disposal of federal real property. Regular members of this Advisory Committee include senior officials of the Ministry of State for Urban Affairs, the Department of Fisheries and the Environment, the Department of Public Works, and Central Mortgage and Housing Corporation.

AREA  
SCREENING  
STUDIES  
PROGRAM

In response to the above land policy, the Department of Public Works established a Property Development Branch which was to review all federal properties. The main objectives of the Branch's Area Screening Studies are to determine whether the federal properties within the designated areas meet existing and future program requirements, whether they fulfill the social, economic and environmental objectives of the federal government, and whether they are compatible with the land use goals of the cities in which they are located.

The program consists of the surveying and mapping of properties held by all levels of government. In addition, urban area profiles are constructed which describe the general social, economic and environmental features of the communities. Finally, federal, provincial and local land use objectives are compared with the existing uses of the properties.

When a property is judged to be under-utilized or its use to be incompatible with the surrounding area, it is subjected to further analysis so that its development potential may be determined. As a result, properties located in the downtown or along the waterfront could be ear-marked for recreation, industry or housing. In some cities, federal holdings might act as a lever in the redevelopment of the central business district. Federal properties in all Canadian cities will eventually be studied.

FEDERAL  
RAILWAY  
RELOCATION  
PROGRAM

The purpose of this program, which was introduced in 1974, is to make it possible for municipalities and provinces to initiate action leading to the relocation of railway lines or the rerouting of railway traffic, where such action would open the way to improvements in urban areas.

The Ministry of State for Urban Affairs and the Ministry of Transport can provide financial assistance to municipalities or provinces of up to 50 per cent of the cost of preparing urban development plans and transportation plans, when railway relocation or rerouting is to be studied.

Upon receiving an application, the Canadian Transport Commission can issue relocation or rerouting orders, and recommend that the Ministry of Transport provide grants of up to 50 per cent of the net costs of railway relocation.

ONTARIO  
DOWNTOWN  
REVITALIZATION  
PROGRAM

This program was introduced in 1976. Its objectives are as follows:

- to revitalize core areas in small and medium-sized Ontario municipalities with a maximum population of 125,000;
- to stabilize or improve property and business tax bases within these downtown areas;
- to make more effective use of the existing municipal infrastructure in downtown areas;
- to create a viable role for the downtown;
- to finance specific revitalization proposals in downtown areas which will, in turn, stimulate the implementation of the remainder of the municipality's Official Plan;
- to replace non-viable commercial, industrial and residential land uses with new investments, and to encourage continued maintenance of existing viable enterprises within the downtown area;
- to sustain and improve social, cultural and economic facilities and opportunities within downtown areas.

In order to qualify for assistance, a municipality must meet certain requirements. Other than the population criterion, a municipality must have

- an approved Official Plan with policies concerning the downtown;
- a property maintenance and occupancy standards by-law applicable to commercial and residential buildings, and which is being administered effectively;
- municipal council commitment and public support for the revitalization of the downtown;
- suitable financial and administrative resources;
- a project proposal capable of being completed within five years of the provincial financial commitment to it;
- a project proposal which is in accordance with provincial policies.

The province provides assistance in the form of partially recoverable loans, up to a maximum of two-thirds of the approved cost of a municipal downtown revitalization project. Eligible costs include such items as:

- acquisition and clearance of land for a revitalization project, including relocation costs of residential tenants, if any;
- acquisition and rehabilitation of an existing anchor building;
- installation of a public mall, open or covered, of a transitway or a semi-mall;
- improvement, relocation and additions to ancillary services such as water, sewers or roads, where such improvement will result in revitalization;

ONTARIO  
DOWNTOWN  
REVITALIZATION  
PROGRAM, cont'd.

- administrative costs relating to the implementation of the approved project.

The total anticipated provincial recovery under this program is limited to 110 per cent of the initial provincial contribution of two-thirds of the cost of the project. There is no fixed loan recovery period because repayments are contingent upon the revitalization project's success in creating additional revenue for the municipality.

ONTARIO  
BUSINESS  
IMPROVEMENT  
AREAS

In 1969, enabling legislation for Business Improvement Areas was incorporated into the Ontario Municipal Act (section 361), providing for improvement, beautification and maintenance of municipally-owned lands, buildings and structures beyond normal or routine works of the municipality. There are also provisions for the promotion of business or shopping areas.

The municipality may establish a Board of Management to be entrusted with the responsibility of administering the up-grading of a designated retail district. The Business Improvement Area can only be established on the initiative of the local businessmen.

Once an application is approved by Council and the Ontario Municipal Board, Council is required to appoint a Board of Management. The Board must prepare an annual budget which outlines a program for improvement and promotion of the designated Business Improvement Area. Once approved, the municipality issues the funds necessary to carry out the program. These monies are recovered from business persons in the area by means of a business surtax.

SASKATCHEWAN'S  
MAIN STREET  
PROJECT

Main Street was introduced in 1976. Its objective is to stabilize or improve the level of commercial services in small Saskatchewan communities of less than 2,000 persons.

Grants are made available to store-owners to assist them with renovations. Projects proceed with a development plan, and are co-ordinated by the Department of Industry and Commerce and the Department of Municipal Affairs. Planning assistance and business counselling are also available, along with the technical resources needed to carry out consumer attitude studies.

MAIN STREET,  
cont'd.

The Department of Industry and Commerce also offers a program called Profit Improvement Counselling. Its aim is to stabilize commercial services in small towns by making local businesses more profitable and by improving the standard of commercial services.

VANCOUVER'S  
REGIONAL  
TOWN  
CENTRES  
PROGRAM

In 1974, the Greater Vancouver Regional District adopted a policy of promoting the development of seven town centres within the region.

- 1) A system of regional town centres will be developed to substantially provide each major land area of the region with its own commercial services, employment opportunities, shopping facilities and cultural activities.
- 2) Regional town centres will be large complexes with a variety of activities, including large offices, department stores and specialty shops, restaurants, libraries and exhibits, meeting halls and theatres, health and educational facilities, and "close-in" housing.
- 3) Each regional town centre should be unique, responding in character and quality to its natural setting and to the needs of the communities it serves.
- 4) Regional town centres should be interesting areas for people. Intrusion of traffic, large areas without activity and other elements that detract from interest and urbanity have no place in town centres.
- 5) Large commercial activities and major cultural activity should be located in regional town centres, rather than elsewhere in the region.
- 6) Regional town centres should be located and developed so as not to compete with existing town centres. Generally, regional town centres should be built upon existing centres, so as to take advantage of investments already made.
- 7) Regional town centres should be accessible to people from surrounding communities and other centres by public transportation; centres should be located where high capacity public transportation can be provided.
- 8) Regional town centres will be encouraged by an action development program until they reach a stage of self-sufficient growth.

REGIONAL  
TOWN CENTRES  
cont'd.

9) Recognizing that regional town centres are an important part of the livable region (Vancouver), the region and its municipalities are committed to designating a system of centres, and developing two centres to self-sufficiency in the next decade.

WINNIPEG'S  
PORT-A-PARK  
CONCEPT

Port-a-Park is a concept developed by the planning staff of the City of Winnipeg. It consists of standard modular components which can be easily moved to any vacant lot, and quickly put together to create a park tailor-made to fit the dimensions and requirements of that specific lot. When the site is required for another use, the components can be taken apart and moved to another vacant lot, where a new park can be set up.

Vacant properties can in this way become positive assets; the appearance and the quality of the area are improved with a relatively small expenditure of money.

ALBERTA'S  
MAIN STREET  
PROGRAM

Main Street is a program which was started by the Devonian Group of Charitable Foundations, in order to assist small Alberta communities to improve the appearance of their main street.

The Devonian Group will finance two-thirds of the cost of an approved community improvement program, up to a maximum of \$70,000. The town is responsible for raising the rest of the money.

One basic requirement for acceptance into the Main Street Program is the community's assurance of public participation. The following are typical improvement projects: new street furniture; floral display tubs; pedestrian walks with furniture; flowers and shade trees; landscaped medians for wide streets; "dress-up" around public buildings; removal or rerouting of overhead wiring; "pocket" parks with trees and shrubs in vacant downtown space; general improvement of traffic approaches to the town.

WINNIPEG'S  
NEEGINAN  
CONCEPT

The Neeginan Concept was developed in 1975 by the consulting firm of Damas and Smith. It was asked for by Neeginan (Manitoba) Incorporated, a duly incorporated group of native people, who wished to create a

NEEGINAN,  
cont'd.

multi-service centre for Indians and Métis in Winnipeg. The main objective of the centre is to reduce the cultural disorientation of of the Indian or Métis when he migrates to the city. It aims at providing a decent place for him to live, a place where he can be with his own people, speak his own language, follow his own customs, and enjoy the support and strength of his people in much the same way as on the reserve.

The services centre is conceived of as a multi-functional building. Space would be provided for recreational and social facilities, for the administrative offices of all native organizations dealing with urban issues, for commercial establishments owned and operated by native people, for educational and training facilities and, possibly, for a school (kindergarten to grade 12) and residential units for transients.

URBAN  
MIGRATION  
ASSISTANCE  
FOR  
NATIVE PEOPLE

In the summer of 1977, the Secretary of State announced a new program to help native people migrating to urban areas. The program, due to run for a period of five years (beginning in April 1978), would have a budget of about \$6 million during its first year.

The objective is to help migrating native people, primarily at the community level, through friendship centres which would refer them to available community services. The friendship centres are to provide leadership training, and to serve as a focus for Indian cultural activity.

THE ROLE OF  
THE MINISTRY  
OF STATE  
FOR  
URBAN  
AFFAIRS

The following statement was made by the Minister of State for Urban Affairs at the Non-Governmental Organizations Post-Habitat Conference, held in Ottawa, on May 27, 1977:

First of all, the Ministry of State for Urban Affairs is not involved directly in municipal affairs since these are a provincial matter.

Similarly, the Ministry is not seeking to plan and manage urban development in Canada, since this is both rationally and constitutionally a provincial and municipal responsibility, which the federal government recognizes and supports. Therefore, any actual federal involvement in urban planning processes will be a result of explicit provincial request or agreement.

ROLE OF  
MINISTRY  
OF STATE  
FOR  
URBAN  
AFFAIRS,  
cont'd.

But although we have no intention of intruding directly into municipal affairs and urban planning, it is an inescapable fact that federal policies and programs have profound effects on our cities. We would be remiss in ignoring these effects where they are contrary to local wishes. Therefore, we have a basic responsibility to deliver federal programs as consistent as possible with provincial and municipal planning objectives - provided of course, that our program objectives can still be met.

Our role in urban affairs has another basic dimension. By developing an understanding of the functioning of our urban areas, our own program effectiveness can be enhanced. For example, new subdivision design, or building designs, or district heating systems applied at the municipal level may contribute substantially to federal government energy conservation objectives. An understanding of local development objectives also provides us with an ability to better plan certain of our programs.

So you see, we are very interested in encouraging provinces and municipalities to undertake development planning, for the two reasons I have just suggested. To this end, we will provide financial, technical, and certainly moral support, with provincial concurrence of course. We will also ask them to take into account certain of our urban concerns and objectives, to help ensure that a consistent, comparable and equitable quality of service is provided or at least made available to all Canadians in whatever town or city they may live.

The Urban Ministry has been accused in the past of being concerned only with the problems of our largest centres. As part of its reorganization in the period immediately following Habitat, the Ministry of State for Urban Affairs created a new directorate solely concerned with the fate of medium and smaller settlements, of the role played by transportation and access to markets in increasing smaller centre viability, and of the ways in which the provision of housing and community amenities and services can be improved in these centres.

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APPENDIX "C": THE CASE OF PRINCE ALBERT, SASKATCHEWAN

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(Editor's Note: When ICURR first proposed holding a seminar on the topic of downtown redevelopment, one of the strongest supporters of the idea was the province of Saskatchewan. This was one reason why the seminar was eventually held in Regina. After the seminar, when comments on the draft version of the proceedings were called for, Mr. Hank Sirlin of the Planning Department of Prince Albert, Saskatchewan, sent in the following additional comments on the special problems of small and medium-sized communities. We find it particularly appropriate, therefore, to give the final word to a participant from Saskatchewan.)

THE  
CHANGING  
ROLE  
OF THE  
DOWNTOWN

In small cities the downtown is primarily thought of as a retail area. This will remain an important downtown role, but equally or more important activities will be located downtown in the future. Office and apartment development, plus related entertainment and cultural activities should be concentrated downtown. These developments reflect the changing North American economy and life style. The major economic shift is from agriculture, resource industry, and manufacturing, to services. (The latter is not a very descriptive term, including everything from government services to entertainment and involving pushing papers and doing things for people, rather than producing goods.) Service industries are normally located in offices rather than in factories.

Very few cities are being designed to accommodate life style and economic changes. These include declining family size, increasing female labour force participation, energy shortages, and a shorter work week. Cities will become primarily adult- rather than child-oriented. Individuals will have more discretionary time and more income to dispose of. People will seek more leisure entertainment, education and similar activities. Consequently, accessibility will be an over-riding consideration in city design. More than a quarter of the labour force in Prince Albert currently works downtown, and an increasing percentage will work downtown in the future. More people will be living in, or on the periphery of, the downtown, and more people will seek the entertainment, restaurants and cultural activities offered. The principal purpose of growth will be to achieve urbanity, since a certain minimum scale is required to create those special activities which differentiate the city from the hinterland.

CHANGING  
ROLE, cont'd.

Shopping, offices, apartments and related activities are mutually supportive. The concentration of these activities in the downtown is a prerequisite to achieving urbanity; the alternative is urban sprawl.

WHY  
DOWNTOWN  
REVITALIZATION  
WON'T  
OCCUR

Downtown deterioration can be explained with a single word: the automobile. Developers will opt for suburban rather than downtown locations for obvious reasons: proximity to higher-income population, lower cost, easy access, attractiveness, simple land assembly, and so on. Suburbanization is made possible by the automobile. The full cycle takes perhaps 15 to 20 years. First, families move to the suburbs. Then the retailers follow them. When the suburban population is sufficiently large, offices and office parks will locate in the suburbs. As a consequence, all the activities which would normally be located downtown are scattered through the countryside and the urban core deteriorates; it houses and serves the urban poor, while the affluent live and work in the suburbs. Major public investments are required to compensate for the disadvantages of downtown and to attract those activities which will normally locate in the outlying areas. Small cities such as Prince Albert do not have the financial resources to implement the downtown revitalization program. The City is currently attempting to buy several small land parcels which will cost about \$100,000. each. We are buying downtown land for about \$20. a foot, and selling land in our highway commercial zones for about \$1. a foot. It is easy to see why most of our proposed developments are along the highway rather than downtown.

The City currently controls, and is assembling, almost ten acres of land in the downtown. This consists largely of a former school site, plus recreation and parking property. We intend to expand retail activity downtown, and to complement existing uses. We are currently negotiating with several developers on the site, but there is no more than a fifty-fifty chance of achieving success. For example, one of the key uses proposed for the site is a new hotel. We currently have proposals for four or five large motels on the periphery of the City, with most of the developers negotiating with SEDCO for financing. Up to now, we have not been able to convince anyone to locate on the redevelopment parcel, which is an ideal hotel site. There is also a market for an additional 200,000 square feet of retail space in Prince Albert. There is considerable pressure to permit development of an additional mall in the outlying areas, but, with a few minor exceptions, there is no major interest in downtown.

WHY  
REVITALIZATION  
WON'T  
OCCUR, cont'd.

Fortunately, we have been able to direct new office buildings to the downtown rather than to the outlying areas. (The new R.C.M.P. building is an exception, located as it is in a quiet, residential area.) We are fortunate in having a well-located large site and a very strong demand for increased retail space in the City. An intense promotional campaign will probably result in some downtown retail development in the near future. However, we do not have the resources to develop properly. The first problem is assembling the remaining private uses and locating them elsewhere. Our biggest problem is providing the parking structure which will make this location competitive with the outlying areas. The parking should also serve existing downtown uses. The parking structure would cost from \$3 to \$5 million, which is beyond our financial capability. Consequently, we have to rely on private developers, and they can provide parking much more cheaply in suburban shopping malls. (A downtown parking policy for Prince Albert is discussed beginning on page C-4.)

HOW  
WE CAN MAKE  
DOWNTOWN  
REVITALIZATION  
WORK

The City is not interested in making money on downtown redevelopment; it wants good city and downtown design. We require financial assistance which can be in the form of loans rather than grants. It is quite possible that there will be a financial return beyond the repayment of the loan. However, it is likely to be a long time before any return is realized. Long-term financing is required for both land assembly and the building of parking structures.

The first phase of downtown development involves an assembly program. This must be done well in advance of development in order to prevent land speculation. We should emulate private enterprise in this area by purchasing and clearing land for parking purposes pending development opportunities. This can be risky if we fail to estimate the timing and location of future development. However, there will be immediate return from parking revenues. While this is an interim phase, it will immediately improve the downtown. It also has the advantage of being accepted and supported by the public at large. Phase two involves building parking structures to complement retail and office construction. We are considering several levels of parking under our first redevelopment site. This serves as a good example for a proposed financing scheme.

There are many advantages to the developer in leasing rather than purchasing land. He saves capital, the land is not depreciable, and a lease is a business expense. The City's objective is to negotiate a basic lease which

HOW  
WE CAN  
MAKE  
REVITALIZATION  
WORK, cont'd.

will amortize its investment on the project, plus a percentage of sales. A financially-successful project will be able to generate a return beyond the basic development cost. We require long-term, low-interest or deferred-interest loans to properly implement this and other development projects. There is a reasonable chance that the Province could recover all of its loan, and a slight chance it could receive additional income over time. The advantage to the City would be a better-working downtown and city, an increase in jobs and an increase in tax returns on the development and the adjacent area.

DOWNTOWN  
PARKING  
POLICY

A sound parking policy is the key to downtown redevelopment. Parking can be used as a means of land assembly, of providing access and of supporting downtown activities. Parking should be designed primarily to support retail uses by offering inexpensive, short-term parking to shoppers.

The misuse of the automobile has been a destructive force in urban areas, particularly in the downtown. It permits the dispersal of retail and service (office) activities out of the downtown.

In cities of 25,000 to 100,000 people, the downtown should be designed as compactly as possible, with no more than five minutes required to cross it on foot. It should be easily accessible and predominantly for pedestrians. In this climate, there should be weather-proof connections between buildings.

There is now, and there will continue to be, pressure to locate uses, which should be concentrated downtown, in outlying locations, and to surround them with cheap surface parking. The automobile must therefore be accommodated downtown.

The consultants' comments on parking adequacy in the downtown are based on the demand that is currently being generated downtown, not on the demand that should be generated. There are twice as many spaces in downtown parking lots as in the Mall, but downtown parking is poorly located and under-utilized. Furthermore, much of it is on privately-owned small parcels, used for employees, and not available for short-term shopper parking.

In Prince Albert, the proper location of parking structures and lots could enhance the downtown by eliminating most of the traffic which now circulates through it and creating a predominantly-pedestrian area.

PARKING  
AS A MEANS  
OF  
LAND  
ASSEMBLY

Developing parking lots is the traditional and accepted way of assembling land downtown for future alternative uses.

Creating surface parking lots should be the first step towards downtown redevelopment.

In the absence of an urban renewal program, or pending the establishment of one, land acquisition for parking lots should be intensified. No city land should be sold until a downtown plan is completed.

As downtown uses intensify, surface parking will be increasingly undesirable or physically impossible, since much more space will be required for customers' and employees' cars than for the building in which people shop or work (200 square feet per office worker; 300 square feet per car).

No new surface parking should be permitted in connection with any major new development in the downtown core.

When new shops, offices or apartments are built downtown, parking facilities will be built simultaneously as part of the new developments or in separate, strategically-located structures.

DIFFERENT  
PARKING  
LOCATIONS  
AND RATES  
FOR  
DIFFERENT  
FUNCTIONS

Parking for shoppers should be inexpensive (or free), and located close to stores.

Parking rates should be inversely related to the length of time parked (one-half hour - free, one hour - 25¢, two hours - 75¢, etc.)

Employee parking should all be on the periphery of the downtown core and should be expensive (\$50. to \$60. per month). Individual employee parking should be discouraged (high rates will encourage car pools).

Most or all street parking would be eliminated in the downtown core.

LITTLE  
OR NO  
PRIVATE  
PARKING  
DOWNTOWN

All parking lots and structures should be publicly-owned, in order to provide appropriate parking for all uses, in appropriate locations and with appropriate rates.

Existing uses will be assessed for parking lots or structures which benefit them. Eventually, all will be served and all will be assessed. New uses will make payments into a parking fund, in lieu of providing their own parking.

PARKING  
AND  
TRANSPORTATION

The downtown is fortunately a terminus; there is no need for through traffic. Most of the downtown traffic consists of vehicles seeking a parking space.

Convenient by-pass routes should permit most through traffic to avoid the downtown.

Parking lots and structures should be located so as to provide direct and easy access to the by-pass system.

Bus service should complement parking. A bus terminal should be located on the periphery, and a continuous free shuttle should circulate around the downtown core. Free shuttle service to and from the Mall should also be considered.

The City should consider applying for a public transit demonstration project. A \$100,000. to \$125,000. grant and a \$3. to \$4. per capita public levy would permit free bus service for a year. This project should be implemented simultaneously with a new downtown parking program.

COMPLEMENTARY  
USES

Activities such as attending church, shopping or watching sporting events occur at different times and reduce total parking requirements, if the facilities are located close to each other.

Most stores should consider operating between 11 a.m. and 9 p.m., if offices continue to operate between 9 p.m. and 5 p.m.

Apartments, sports arenas, theatres and similar uses in the downtown will increase the number of complementary activities and generate continuous activity downtown. Downtown will become a "people place", day and night.

FINANCING  
PARKING

Parking revenues should be used to acquire additional land downtown. Parking rates should be studied to achieve more efficient use and generate more income. Parking should not necessarily be self-financing. Downtown may lose a \$20. sale because the shopper doesn't have 5¢ for a meter. A combination of assessment, validation of parking tickets by stores and public subsidies should be reviewed. We should demonstrate to downtown businessmen that a potential increase in sales of \$20 million a year is possible through investing \$3 to \$5 million in additional parking. We should approach higher levels of government for long-term loans to finance parking, or for the re-establishment of the downtown urban renewal program.

Ca6 Seminar on the Redevelop-  
CUA7 ment of City Core Areas,  
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The redevelopment of city  
core areas

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Seminar on the Redevelopment of  
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The redevelopment of city core  
areas