Report of the Executive Policy Committee dated May 12, 1999

CentreVenture - Downtown Revitalization File EP-1.2.3 (Vol. 1)

542. 1. On April 26, 1999 the Mayor and Chief Administrative Officer released a working draft report entitled "CentreVenture: A new approach to Downtown Revitalization". The report recommended creation of a new downtown development corporation - CentreVenture, to provide entrepreneurial leadership in the resurgence of the downtown. This is the City's response to an earlier report released in December 1998 by Economic Development Winnipeg's (EDW) Downtown Task Force.

The EDW Downtown Task Force, chaired by John Loewen, presented 10 recommendations to revitalize the downtown. The primary recommendation was the formation of a "sustainable Downtown Development Authority...to provide leadership in the planning, development, coordination, and implementation of projects and activities in the downtown".

The report presented by the Mayor and Chief Administrative Officer takes the concept a step further by providing a name, a conceptual outline and an implementation strategy for a new Downtown Corporation.

CentreVenture would be staffed by a small responsive team. Its mandate would be focussed in two areas; one, the Central Business District, to lead and encourage business investment and development in the downtown; and two, the National Historic Sites with a mandate to preserve and enhance the use of heritage buildings and land in the downtown area.

CentreVenture would adopt the vision of CentrePlan as its focus for downtown improvement. The new Corporation will have a small Board of Directors with the Mayor as Chair. The Board would appoint the Chief Executive Officer and within three months, a Business Plan for CentreVenture would be presented to Council for approval.

For the information of Council, the CentreVenture report dated May 5, 1999 is outlined on Appendix "A".

The Executive Policy Committee recommends:

I. That a downtown development corporation, named CentreVenture, be formed to provide leadership in downtown development, said corporation to be established as a public-private partnership and be provided with the necessary resources to achieve the CentrePlan vision.

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II. That the CentrePlan vision document become the umbrella policy document which provides the vision for CentreVenture and that the activities and responsibilities of CentrePlan be merged with CentreVenture.

III. That the Corporation be comprised of:

A. A Business Development function, created to encourage private sector investment in the downtown, with a focus on the Central Business District (Portage and Broadway).

B. A Historic Redevelopment function, created to encourage public and private redevelopment of heritage buildings, with a special focus on the two National Historic Sites and the Forks.

IV. That the City of Winnipeg endorse the creation of CentreVenture as follows:

i) That the Mayor or his designate Chair the Board of Directors comprising the following citizen members:

Ida Albo
Cheryl Ashton
Brad Hughes
Duane Shuttleworth
David Asper
Gary Hilderman
Lloyd McGinnis

ii) That the Board appoint a Chief Executive Officer;

iii) That a business plan and budget be submitted to the City for approval by Council in September, 1999.

V. That Council re-allocate $250,000 in start-up funds for CentreVenture from the WDA for the balance of the 1999 fiscal year (Strategic Initiatives).

VI. That the Board report semi-annually to Council through Executive Policy Committee, and table an annual report, within 120 days of year end (beginning in the year 2000).

VII. That the establishment of an endowment fund or funds for economic development, including housing, arts and culture and historic development through a re-allocation of the City's commitments to the WDA be approved. The intention of these funds is to stimulate other levels of funding in the public and private sectors.

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VIII. That transferring City-owned properties and heritage buildings or other options be explored to provide CentreVenture with access to assets, to create an asset mix to attract investment.

IX. That as part of the formation of the new development corporation, a review with the other two levels of government be undertaken concerning the mandate of the Forks/North Portage Partnership.

X. That the mandated area of CentreVenture be defined by the CentrePlan Boundary Map, requiring an amendment to the Downtown Zoning By-law (By-Law No. 4800/88).

XI. That the City of Winnipeg Administration conduct a review of the legal and financial implications of CentreVenture, including an asset management strategy, within the first three months.

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

(Copy of attachment referred to in the above clause is on file in the office of the City Clerk.)

Moved by His Worship Mayor Murray,
Adoption of the clause.

In amendment,

Moved by His Worship Mayor Murray,
Seconded by Councillor Eadie,

That recommendation IV. i) be amended by adding the words “for a one (1) year term to expire on June 1, 2000:” after the word “members”.

In amendment,

Moved by Councillor Angus,
Seconded by His Worship Mayor Murray,

That Recommendation No. I be amended by adding the words “subject to a Council approved business plan,” after the word “and” in the last line thereof.

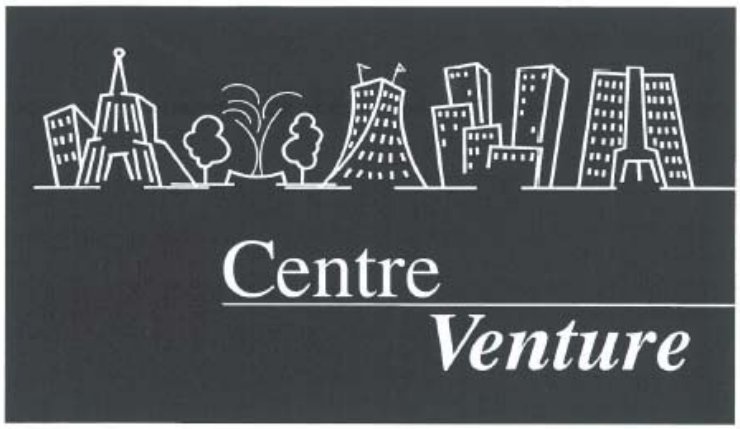
The amendment proposed by Councillors Angus and His Worship Mayor Murray was put and declared carried.

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The amendment proposed by His Worship Mayor Murray and Councillor Eadie was put and declared carried.

The motion for the adoption of the clause, as amended, was put and declared carried.

Appendix "A" referred to in Clause 1 of the Report of the Executive Policy Committee dated May 12, 1999



May 5, 1999

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message

To Members of City Council:

We are pleased to provide you with our response to the Downtown Development Task Force Report that was tabled at the Executive Policy Committee in January.

Plan Winnipeg has highlighted the need to make the downtown "an attractive, distinctive, and vibrant place", and has further stated that "the City shall prepare, implement, and periodically review a downtown plan in consultation with the business community" (Plan Winnipeg...toward 2010). CentrePlan has played a vital role, providing a plan and a vision for the downtown. Over the past several years, there have been a number of organizations, reports and initiatives focussed on revitalizing our downtown.

It is now time to build on that momentum and move forward.

We want to publicly thank the authors of the Downtown Task Force Report who gave considerable time and leadership addressing the pressing need to renew our downtown. This report is our response to their findings.

Winnipeg's downtown is its heart. And, like a heart, it must be healthy if the city as a whole is to be fit and strong. Those elements that make up the downtown— the streets and buildings, the people and activities— merge to fashion the image that Winnipeggers hold of their city. It is also the image visitors take home with them. As a result, our reputation as a city rests with our downtown....A healthy downtown requires a long-term commitment to a vision and a plan. Isolated projects and short-term programs do not meet that requirement. The foundation of a long-term commitment must be a coherent concept, both to protect existing investment and to direct growth. A Plan can provide for a vibrant downtown only if it is based upon a consensus of all downtown interests.

Plan Winnipeg....toward 2010

the message

We are in agreement with the principal recommendation of the Task Force; we endorse the creation of a unique private/public sector partnership—an entrepreneurial Authority— that would provide leadership in sustaining and creating business opportunities downtown (we have provided a response to all 10 Task Force recommendations in Appendix 1). In this report, we will take the recommendations of the Task Force a step further, providing a conceptual outline and implementation strategy to create a new development corporation.

In the recent discussion of Council's priorities, downtown revitalization was identified as a major priority. We acknowledge that there are many ways of implementing the renewal of our downtown. We believe creating CentreVenture is the best vehicle for driving revitalization. The Task Force Report concluded that there is a great deal of consensus for an Authority among downtown stakeholders—stakeholders believe that what has been missing in all of our efforts downtown is an overall implementation body that provides strategic leadership and has access to the necessary resources. The model we are proposing today achieves that goal. We look forward to your ideas as we continue to work together to revitalize the downtown.

Sincerely,

Glen Murray
Mayor

Gail Stephens
Chief Administrative Officer

message

the challenge

the challenge

Everyone wants to do something to improve the downtown and to make it a vibrant, active place that is a source of pride for Winnipeggers. The citizens, City Council, other levels of government, and the private sector are committed to improving the downtown. In the past, there have been many attempts to make revitalization happen with a number of important initiatives (see appendix 2 for a history of downtown development) . Why is revitalization so important for the downtown?

The health and vitality of downtown Winnipeg is important for those who live and work there, but also for the entire city and province. A stronger downtown protects property values in surrounding residential neighbourhoods. Economic gains in the downtown spin off benefits for the city as a whole. The province benefits as well. Winnipeg represents more than 60% of the population of Manitoba and is the economic engine of the province. The renewal of the downtown produces a domino effect on the city and provincial economy. As the EDW Task Force report concluded, "Downtown revitalization must be viewed in a broader context. It is of critical importance to both the City of Winnipeg and the Province of Manitoba".

"Explore the possibility of creating a downtown planning and development corporation...a downtown development corporation with a broader geographical mandate would be in a better position to make decisions which would likely benefit all of downtown."

- CentrePlan Action Plan, 1997-99

the challenge

the challenge

The downtown is the symbol of our community's economic health, our quality of life and our history. A revitalized downtown retains and creates jobs and strengthens our tax base. The downtown is a great place to develop and nurture small business, which continues to be the strength of our City's economy. By focussing cultural, niche retail, knowledge based business downtown, resources can be used more strategically. A thriving downtown becomes a tourist attraction with the historic buildings, location, unique businesses, amenities and events. The downtown provides a place for people to gather, which reinforces our sense of community and pride.

Our downtown contains many of these characteristics; however, everyone agrees that the goal of a revitalized downtown has not been realized. As an Economic Development Strategy report in 1990 stated: "We must accept that our city is defined in the minds and the experience of our visitors by what they see in the downtown area. Downtown Winnipeg must continue to develop as a vibrant, interesting urban centre. Our image, and therefore our competitive position, will undoubtedly be influenced by the impressions created within ten blocks of Portage and Main. Planning and coordination are essential." There are a myriad of organizations currently working on different aspects of improving the downtown. We applaud the work they have done to provide leadership and energy to renew downtown. They have said that what is missing is something that will bring them together, coordinate activities, focus all of the efforts to revitalize downtown. We agree. We believe that a new development corporation which takes on this leadership role is the best way of meeting this challenge.

the city of winnipeg's role

The City of Winnipeg has a major responsibility to meet the challenge in the downtown. Both Council and the administration must clearly define their roles, so that the community, including the private sector, other levels of government and stakeholders know where we stand.

As the primary public sector leader in the downtown, we must focus on our public responsibilities. This means that Council must continue to develop and approve policy for the downtown, while the administration's role would be to ensure action by focusing on user-friendly, efficient, quality public services and amenities in the downtown. However, we believe that attracting and finalizing business deals should be handled through an entrepreneurial group. What is needed is a pro-active group to support private sector investment and partnerships—a development corporation to work with the private sector and with government to spur the revitalization of downtown.

the city's role

the rationale

There are a number of reasons we believe that creating an entrepreneurial development corporation is the best route. Successful downtown development is realized when the public and private sector focus on what they do best. The public sector can focus on public improvements in the downtown, such as sidewalks, green spaces, streetlights, and planning. A development corporation can address those areas best left to the private sector, particularly pro-active business recruitment. Led by a dynamic Chief Executive Officer dedicated to the downtown, the corporation should be a small, focussed team providing a seamless link between the private sector and the investment communities. The experience of the Lowertown Redevelopment Corporation in St. Paul is a solid example of this approach. They levered over $428 million in investments with seed money of approximately $10 million. Return on investments has allowed the Corporation to be self-supporting. There are other examples of cities that have taken this approach with similar results—Edmonton, Denver and Cleveland to name a few.

The experience in other jurisdictions also underscores the importance of the private sector becoming a key partner in making a development corporation a success. The private sector must continue to demonstrate a willingness to become partners in downtown revitalization. They need to provide significant investment by looking for opportunities to expand, committing to the downtown and locating in the downtown as a top priority. Without a true partnership between the private sector and public sector, the goal of revitalization will not be realized.

the approach

the approach

A new development corporation, CentreVenture, would be the driving force for downtown revitalization in Winnipeg. It would adhere to the vision and direction provided by CentrePlan and focus its work in four areas in the downtown: business investment; housing; cultural and intellectual capital; and sustainable development. CentreVenture would also work to enhance the physical appearance of downtown by encouraging the adaptive re-use of historic buildings, while supporting new construction, sensitive to the downtown's history. With a clear mandate and management ability, CentreVenture would build partnerships among the many groups that have a stake in revitalization. It would also provide a focal point for promotion of the downtown by marketing the downtown's assets to customers, potential investors, new businesses, local citizens and visitors. CentreVenture would lead economic development in the downtown by strengthening the economic base by attracting and retaining businesses through brokering deals and facilitating investment. CentreVenture would target activities and sectors in areas in the downtown, consistent with CentrePlan.

Initiatives would be developed to encourage people to live and work downtown, with further incentives for those who have already made that commitment. To be successful, it would need to go beyond the classic economic development approach, seeking quality opportunities that tap market niche and potential by creating a mix of businesses and building use that is sustainable.

CentreVenture would work closely with the City of Winnipeg to ensure that improvements to public spaces are initiated strategically, either to complement or to stimulate private sector investments. CentrePlan's physical plan for the downtown should be the guide for this work. In short, Centre Venture would be a lean, green, development machine to spark the revitalization of downtown.

the new vision for Downtown Winnipeg

CentreVenture would be the focal point for downtown development and ultimately the catalyst for growth and opportunity. CentreVenture would be staffed by a small, responsive team, led by a CEO, with a specific mandate to govern the area as defined in the CentrePlan Boundary map (see Appendix 3). Driven by what's best for the City, the CEO would be an active agent for the downtown, looking for business possibilities and partners. CentreVenture would focus its resources in two primary areas: the Central Business District (CBD) - primarily Portage Avenue and Broadway and the City's historic centre: the National Historic Site (NHS) (including the Forks site, the Exchange District, Chinatown and North Main).

■ The Central Business District

CentreVenture would have a strong focus in the Central Business District, pursuing economic development in this area and encouraging private sector investment. CentreVenture would be responsible for assisting in the retention and expansion of existing businesses, pulling together new business opportunities, encouraging new development, enhancing retail, and facilitiating cultural development. The CEO would pursue economic development in this area and encourage private sector investment. The CEO would be assisted by the Economic Development officer in the EPC Secretariat, who would provide a key role in building partnerships and developing existing and emerging industry sectors.

new vision

the new vision for Downtown Winnipeg

For example, working with the Manitoba Innovation Network, CentreVenture would provide leadership and lever resources to create a "cyber-village" to create a new downtown for the new digital economy. Winnipeg's reputation in this field is growing; building a strong telecommunications infrastructure would attract new entrepreneurial firms operating in the information industry, digital media, the Internet, and cultural and knowledge-based businesses. Within this context, there is an opportunity to create residential initiatives that encourage people to live and work downtown. This would be consistent with the CentrePlan vision and their physical plan.

The Province has an important role in this district, with the provincial government campus, including the Legislative Buildings, other historic buildings and our financial district. Given that the focus in this district is primarily business, CentreVenture would have to establish a strong link to the Province through the Economic Development Board of Cabinet and the Department of Industry, Trade and Tourism. We would invite dialogue with the Province to become a key partner with CentreVenture, to work together to find and secure investment. The Downtown BIZ would be a key stakeholder in promoting the area, working closely with CentreVenture.

NEW VISION

■ The National Historic Site (NHS)

Besides business development, CentreVenture's other priority would be the historic re-development of the downtown heritage district. A city's historic character is the cornerstone of revitalization. With the designation of a National Historic Site by the Federal government, the City has the opportunity to strengthen the historical character of the downtown. The CEO would be supported by a person skilled in heritage buildings revitalization. CentreVenture would encourage public and private conservation and re-development of heritage areas. The CEO would have a mandate to maintain the historic and cultural character of these areas, through the adaptive re-use of heritage buildings.

The CEO would also have a mandate for re-development by putting together new business opportunities, assembling grants and matching tenants to buildings. There is a great need to increase the number of people living downtown. Increasing the housing options in this area would be a priority. With the designation of the Exchange District as a National Historic Site by the federal government, the City has the opportunity to strengthen the historical character of the downtown.

the new vision for Downtown Winnipeg

Ideally, the federal government would be invited to play an important role as partner with CentreVenture, similar to what it has done in Lunenberg, Ottawa and Quebec City, and also as investor. The Exchange District BIZ would be a key stakeholder in promoting this area, working closely with CentreVenture. The mandate of CentreVenture in this area would encompass the North Main Task Force. Enriching and sustaining the arts, culture and festivals downtown would continue to be a key priority, and CentreVenture would provide support to stabilize existing cultural activities, while seeking new opportunities.

■ The Downtown Improvement Team

The City's staff would support CentreVenture's mandate by forming a Downtown Improvement Team. The team would be led by a senior manager with planning and customer service expertise reporting directly to the Chief Administrative Officer. The Manager would form a network of inter-departmental connections to focus on improving the public infrastructure downtown by examining transportation flows, creating pedestrian amenities, initiating safety programs, developing parks and creating green spaces. This team would coordinate departmental resources, provide needed information, and ensure a quick response to emerging opportunities. As well, the Team would help solve problems that hamper business and community development and would be the primary point of contact for CentreVenture at the City. The Manager would be the single point of accountability dedicated to getting things done. Currently, there are a myriad of rules and regulations in the downtown that can hinder opportunities.

new vision

The Downtown Improvement Team would be an action-oriented group, working to expedite the regulatory process downtown and to simplify the system. They would assist the CEO by working on the necessary zoning and other regulations to capitalize on opportunities. They would also ensure that the City of Winnipeg's role in fulfilling Centre Plan's vision and physical plan is carried out in a strategic, coordinated fashion. This team would take the lead in the public sector to create the kind of excellent public spaces and amenities that would bring people downtown. (See appendix 4 for Organizational Structure).

■ Achieving Results

How will we know that CentreVenture has been successful in revitalizing the downtown? Once CentreVenture is created, they will have to come forward with specific objectives, timelines and outcomes for Council approval. However, there are some key indicators that would tell us whether we are achieving results in this initiative. These indicators could include: the value of business taxes paid by downtown businesses; total assessed value of all downtown properties; the number of residents living in the downtown; number of employees working downtown; street level activity (pedestrian counts at key intersections in day and evening); building permit activity; vacant warehouse space. The City would benchmark indicators such as these and monitor progress to ensure that we are achieving results.

the key questions

key questions

The role of existing organizations

A process for consultation with other organizations has already begun. Clearly, CentreVenture would need to build on and utilize their expertise. However, CentreVenture must take the lead and be the primary force in downtown for creating investment and opportunity.

Within that mandate, what follows is a brief discussion about the potential role of the following organizations: Economic Development Winnipeg (EDW), CentrePlan, Portage Avenue Property-Owners' Association (PAPA), and the Forks/North Portage Partnership. The Exchange BIZ and the Downtown BIZ would continue in their existing mandates. Both organizations would be key partners in downtown re-development.

Economic Development Winnipeg (EDW)

The mandate of Economic Development Winnipeg is to continue to focus on the City as a whole. There are a number of initiatives that EDW is involved in including the Mid-Continent Trade Corridor, and other international opportunities. EDW would continue in this capacity and would act as a resource to CentreVenture. Its working committees that are currently focussed on the downtown would be merged with CentreVenture.

the key questions

■ CentrePlan

CentrePlan has been the keeper of the vision for the downtown and has provided an excellent physical plan of what the downtown should look like. CentrePlan has often been hindered by lack of resources to implement its plan. A smaller CentrePlan group would merge with CentreVenture. It would be responsible for keeping the plan current and for coordinating the work of CentrePlan project groups.

■ Portage Avenue Property-Owners' Association (PAPA)

This agency is currently focused in the Central Business District. CentreVenture's mandate would now encompass PAPA, and work would begin immediately to use their expertise and advice and integrate their functions within the new mandate.

■ Forks/North Portage Partnership

The City of Winnipeg would request that the Provincial and Federal governments negotiate with the City the mandate of the Forks North Portage Partnership, with the intention of replacing it with the new development corporation, CentreVenture.

key questions

the key questions

■ Funding - Assets and Funds

CentreVenture must have access to City assets in order to do business. City Council will have to make critical decisions about transferring City-owned assets or other options . This could involve transferring ownership of property assets related such as heritage buildings. Or, the City could provide access through options to purchase, right of first refusal, leases, air-rights parcels or other vehicles. We believe that for CentreVenture to be effective, it will have to be able to expedite decisions. The assets of Forks North Portage Partnership could provide a significant source of revenue for downtown revitalization.

To create CentreVenture, there would need to be start-up funds. Through a business plan, CentreVenture would identify sources to become self-sufficient over time. In the interim, we believe that there is an opportunity to re-allocate WDA funding to achieve this. We also believe that WDA funding could be re-allocated to create three funds that CentreVenture would manage: a Heritage Foundation fund, a charitable fund that could receive endowments and donations (in partnership with the Winnipeg Foundation); an Economic Development Fund; and a third fund, the Arts and Cultural Development Fund, which would ensure the advancement of current arts and culture activities and initiatives that bring people downtown. These three funds would provide seed money to lever investment, while providing a lasting foundation. In the long-term, we would like to see every public sector dollar lever significant private sector investment. CentreVenture would seek charitable status from the federal government.

key questions

the key questions

■ The First Three Months

To start the process, the Mayor would chair the board and nominate candidates, subject to Council ratification. A not-for-profit corporation would be set up. The Corporation would operate in a more independent role than past organizations. It would be goal-oriented, dedicated to meeting targets set by Council. Dialogue would begin with the provincial and federal governments to determine funding commitments and their role. The Board would be drawn from people with the appropriate knowledge and resources to support CentreVenture's priorities. The Board would hire the CEO. Within three months of appointment, the CEO and board would table with Council a business plan, including a management plan, an asset management strategy, funding sources and a detailed agreement between CentreVenture and the City of Winnipeg.

■ Council's Role

Council's role in the long-term would be to approve the annual business plan of CentreVenture, approve City commitments to specific projects, and participate in ongoing working groups on specific initiatives, particularly as they relate to constituency concerns. The Board would also report twice a year to EPC and Council; firstly, on progress against their business plan, and secondly to approve CentreVenture's Annual Report and business plan. These links would provide ongoing dialogue between Council and CentreVenture and would ensure accountability.

key questions

the key questions

■ Administration's responsibility

The administration will prepare a comprehensive report to identify all the changes needed to facilitate the creation of CentreVenture and the Downtown Improvement Team. Upon approval from Council, the administration will immediately begin work on the feasibility of transferring assets, and setting up development funds.

■ The Anticipated Benefits

We believe there are significant benefits for the City of Winnipeg to establish a new development corporation. A dynamic, entrepreneurial CEO would be focussed solely on revitalization. We expect to see more aggressive support for the retention and expansion of existing commercial businesses and residential initiatives. The history of our downtown would come to life through the preservation and adaptive re-use of heritage buildings. New employment opportunities would emerge. The proposed model clarifies and improves the partnership between the business community and our government. The public sector would be focussed on improving our public infrastructure, as well as more quickly enabling new opportunities. The private sector would increase investment and development in the downtown. It allows the public and private sectors to focus on what they do best.

key questions

the key questions

Over the years, we have made progress towards downtown revitalization; however, we believe that the City needs to choose a fundamentally different course to build on this legacy and take our collective efforts to another level. It requires difficult decisions for everyone involved. The potential reward is great. By focussing the efforts of Council and the administration through CentreVenture, we will make greater progress in the downtown, and ultimately make a difference in the quality of life for all of our citizens.

key questions

appendix 1

■ Response to the Downtown Development Task Force Report

In the terms of reference for the Downtown Task Force (attached), the Task Force was asked to provide recommendations for a new downtown management model that provides coordinated public and private sector leadership in downtown planning and development, with a focus on implementation. They were also asked to examine increased integration between existing downtown agencies. The Task Force is to be commended for their work. Their report provides ten recommendations for the downtown. The following is a more detailed response to each recommendation.

■ Recommendation #1:

That a sustainable Downtown Development Authority be created to provide leadership in the planning, development, coordination, and implementation of projects and activities in the downtown; and that a public-private partnership approach is pursued to build on the expertise and innovation of the private sector and the political leadership and policy development capability of the public sector.

■ City's response:

The model we are proposing today would achieve that goal. CentreVenture would provide a seamless link to the public and private sector, investment communities, and the existing organizations downtown. It would have a business focus with an entrepreneurial CEO who would work with the private sector to attract investment.

appendix 1

appendix 1

CentreVenture would be governed by a board chaired by the Mayor, who would provide the political leadership link to EPC and Council. The Board and Chief Executive Officer would report to EPC and Council annually. CentreVenture would be supported by a Downtown Improvement Team, lead by a Manager at the City of Winnipeg. This person would be the first window for downtown improvements and coordinate public and private initiatives, with a focus on customer service, and would be linked to all City departments.

■ Recommendation #2:

That the Downtown Development Authority become the management board of CentrePlan, and that CentrePlan form the foundation for future planning initiatives including a physical plan, development strategy and business plan to be developed simultaneously in an integrated and complementary manner.

■ City's response:

We believe that CentrePlan has played a key role in providing a vision and strategy for the downtown. CentrePlan would merge with CentreVenture, and CentrePlan's vision and action plan would form the foundation for future planning initiatives. CentrePlan will play a vital role in developing CentreVenture's physical plan, development strategy and priorities.

Appendix 1

appendix 1

■ Recommendation #3:

That an interim Board of Directors be established immediately and that a Chief Executive Officer be hired to implement the downtown management strategy, create the physical plan, development strategy, and business plan and lead the transition process.

■ City's response:

We have proposed that upon approval in principle by Council of the concept of CentreVenture, the Mayor would nominate a board of directors, subject to the ratification of Council. The board would appoint a CEO who would then have three months to develop a business plan, a physical plan, management and development strategy, which would be approved by EPC and Council. We do not believe appointing an interim board is necessary at this time.

■ Recommendation #4:

That the City of Winnipeg and Government of Manitoba endorse the creation of a Downtown Development Authority, and that they support the interim board of directors in implementing the mandate of the Authority.

■ City's response:

The Mayor and CAO endorse the creation of a downtown development authority, CentreVenture. We are currently in the process of seeking Council support for an authority and are initiating discussions with the Province.

appendix 1

appendix 1

■ Recommendation #5:

That the primary functions of the Downtown Development Authority are: integrated planning for the downtown, facilitation of appropriate private and public sector investment and development, and coordination of downtown organizations and government departments as they relate to the downtown.

■ City's response:

CentreVenture would focus on business development and historic re-development. It would focus on planning, facilitation of investment and development, and coordination of organizations and government departments. Plan Winnipeg will continue as the City's overall planning document. Planning specific to the downtown would be led by a Manager of the Downtown Improvement Team. CentreVenture would facilitate the appropriate private and public sector investment and development, by aggressively seeking new business, leveraging investment, and partnering with other levels of government.

CentreVenture would provide a pivotal leadership role to coordinate and liaise with downtown organizations. The Board would work closely with the two BIZ's in the downtown, and work to coordinate the efforts of others. The Authority would seek partnerships with the province through the Economic Development Board to focus on the downtown, and with the federal government in terms of the Exchange and historic districts.

Appendix

appendix 1

■ Recommendation #6:

That existing downtown and economic development organizations and government departments integrate and coordinate strategic planning, priority setting and program delivery with the Downtown Development Authority.

■ City's response:

CentreVenture would work together with all stakeholders, government and non-government organizations to coordinate strategic planning, priority setting and program delivery. However, the mandate of some of those organizations would change.

■ Recommendation #7:

That the Forks North Portage Partnership and the Downtown Development Authority integrate planning and development activities to ensure a seamless and coordinated approach to all downtown development initiatives, and that strategic planning and priority setting be carried out jointly between the two organizations.

■ City's response:

The City will request that the Provincial and Federal governments negotiate with the City the mandate of the partnership.

appendix 1

appendix 1

■ Recommendation #8:

That the Downtown Winnipeg Business Improvement Zone and Exchange District Business Improvement Zone plan and deliver programs in a coordinated and cost-effective manner in concert with the Downtown Development Authority, and that alternate management and governance options be examined for the two BIZ organizations.

■ City's response:

The Board of CentreVenture will work with all organizations to clarify the roles and responsibilities. Both BIZ organizations would be key stakeholders in developing CentreVenture's strategy for the Historic Re-development (Exchange BIZ) and Business Development (Downtown BIZ).

■ Recommendation #9:

That the Downtown Development Authority have ongoing dialogue with all levels of government regarding policy and programming that directly and indirectly impact upon the downtown.

■ City's response:

Establishing dialogue between all levels of government is critical to the success of the Authority. CentreVenture will liaise with all levels of government on initiatives and provide opportunities for ongoing dialogue.

appendix 1

appendix 1

■ Recommendation #10:

That a Downtown Investment Fund and a Downtown Community Foundation be pursued immediately.

■ City's response:

We agree that investment funds are a priority to lever private sector investment. We have recommended that Council re-allocate Winnipeg Development Agreement funds to create three funds for CentreVenture to manage: a Heritage Foundation fund, a charitable fund that could receive endowments and donations which could assist in housing initiatives; and Economic Development Fund; and a third fund, the Arts and Cultural Development fund, which would ensure the advancement of current arts and culture groups and initiatives. These funds would provide seed money to lever investment in new opportunities in each sector.

appendix 1

appendix 2

■ The History of Downtown Development

See attached paper titled "Development at the Core"- A Brief Outline of Downtown Winnipeg Development Over the Last 35 Years

Prepared by Nancy Klos and Christian Douchant

Institute of Urban Studies

July 1998

appendix 2

"Development at the Core"
A Brief Outline of Downtown Winnipeg Development Over the Last 35 Years

• **Historical Context of Downtown Winnipeg**. After its incorporation in 1870, the City of Winnipeg grew from a rural, agrarian centre to a thriving, bustling city. With the arrival of the main CPR line in 1881, the City quickly became a major source and flow of people, goods, and services to the West. Between 1901 and 1911, the population quickly increased from 42,000 to over 136,000, and the layout of the downtown commercial district took shape. By the beginning of the First World War, Winnipeg fortunes had changed and the economy remained stagnant until the 1950s. In physical terms, the lack of any major development meant that the concentration of turn-of-the-century buildings on Portage and Main remained part of the Winnipeg skyline well into the 1960s. In the postwar period, the emphasis shifted to the suburban areas rather than the renewal of the older, deteriorated City of Winnipeg and the downtown. More problematic for the old downtown commercial district was the movement of commercial activity along Portage Avenue which aided in the gradual decline of Main Street as the principal commercial street.

• **The Metropolitan Corporation of Greater Winnipeg**. By the 1960s, population expansion and development continued to occur at a substantial rate in the suburban municipalities. Municipal planning soon became a major force in Winnipeg as the Metropolitan Corporation of Greater Winnipeg was created to oversee development in the entire region. Metro began to focus and address the serious economic and commercial problems faced by the downtown and produced three important planning documents that had either a direct or indirect effect on the future character of downtown development.

• ***The Winnipeg Area Transportation Study***. The *Winnipeg Area Transportation Study* (WATS) was a massive and detailed report produced in 1966, which proposed the future building of major thoroughfares through the city. The thoroughfares would act as conduits for suburban traffic to flow from downtown Winnipeg. The major emphasis was to solve the problem of slow traffic in the suburbs through a whole series of connecting roads and bridges. Downtown traffic flows were to be "improved" by a system of by-passes, which meant that a significant portion of the traffic would be diverted away from the downtown. Mass transit was not seriously considered in the final plan. The plan was rejected by the new Unicity government in 1973, yet there is no question that many of its recommendations were adopted by the transportation planners of the day.

• ***The Greater Winnipeg Development Plan***. The *Greater Winnipeg Development Plan* was introduced in 1966 by Metro to plan future growth in the metropolitan area. It was a land use document concerned with the standardization of service distribution (*i.e.*, water, sewers, *etc.*) for the expanding suburban municipalities. The plan also included provisions for renewing the downtown by promoting land use that would foster a renewal process. The proposals included the promotion of central business activities; the concentration of area wide services in the downtown; fostering residential development with existing commercial developments; facilitating the transportation of goods and services; and finally, making downtown a more attractive and pleasant place to live. Many of these same proposals were adopted by the new Unicity government under the *City of Winnipeg Act*. The same proposals were modified and included in the new *Plan Winnipeg* document released in 1978, although extra provisions for Heritage Preservation and Urban Design were included in *Plan Winnipeg*.

• ***Downtown Winnipeg***. A separate document was prepared in 1969 by the Metro Planning Division entitled *Downtown Winnipeg* which focused specifically on downtown future land use requirements. It was recommended that key areas or sectors be developed, which would then determine the function and character of the downtown. The proposals included the development of adjoining commercial and residential uses in between existing traffic corridors which would then further promote the area's existing uses. The plan called for the intensification of development along sectors it defined as the "Broadway--St. Mary Sector" and the "Ellice-Cumberland Sector." The most controversial aspect of this planning document was the recommendation for the construction of a convention centre bounded by Carlton, York, Edmonton and St. Mary in the "Broadway--St. Mary Sector." The controversy arose because the old City of Winnipeg Council had recommended an alternative site for the construction of this facility.

• **Winnipeg City Hall and Centennial Celebrations.** The demolition of Winnipeg's Victorian "Gingerbread" city hall and civic market building (due west) in 1962 paved the way for the construction of a new civic centre and the Public Safety Building and parkade on the site. The new civic centre included independent administrative and council buildings and was completed in 1964. Two years later, construction on the Public Safety Building and the four-level parkade was completed. At the time, the immediate area on Main Street was in great need of renewal, although plans were also underway to construct a concert hall and provincial museum directly across the street. The Manitoba Centennial Concert Hall opened in 1967; the Centennial complex also included a planetarium (1968) and an underground walkway connected to the civic centre complex. In 1970, the Manitoba Theatre Centre moved to its new location on Market Street, but further development in the area did not meet expectations. The City planned its own centennial project—a major library—at a location adjacent to Eaton's and in close proximity to the new Convention Centre. The Winnipeg Centennial Library officially opened in 1977.

• **Trizec Development**. The main impetus for the project was a belief at the time by many councillors and the mayor of Winnipeg that the downtown needed new development in order to stimulate future growth, specifically a sophisticated high-rise tower complex to foster a new image for the Central Business District to attract public and private sector tenants. The original idea proposed by the Winnipeg Parking Authority in 1969 was to simply build a new multi-level parking lot. In 1972, the City of Winnipeg, in partnership with the Trizec Corporation of Montreal, proposed a development plan for the south-west corner of the Portage and Main intersection, to build a new complex which would integrate an underground parking lot, high density office tower and an underground concourse connecting all four corners of Portage and Main. The concourse would effectively eliminate street-level pedestrian traffic and improve traffic flow through the Portage and Main intersection. The new concourse would also provide a new commercial complex for pedestrians and employees from the Richardson Building as well as the planned Scotia Tower. The highly controversial project was completed by 1979 and cost Winnipeg taxpayers over $20 million.

• **Winnipeg Convention Centre.** The construction of the Winnipeg Convention Centre just south of Eaton's, beginning in late 1971, came after years of discussion; it was an important part of Metro's *Downtown Winnipeg* plan only two years before. Metro anticipated that it would be the anchor of a "strong convention function spine" extending several city blocks northward and linking shops, places of entertainment and recreation, open spaces, and a weather-protected pedestrian corridor. It took a little more than three years to construct, but the convention centre opened its doors in January 1975 at a cost of $15,000,000 which was cost-shared by the Province and the now unified City of Winnipeg. As expected, the convention centre complex added to the downtown character, but it also acted as a catalyst for further

development, sparking an area investment boom that included the construction of the $30 million Lakeview Square complex made up of a $10 million Holiday Inn, two 25-storey towers and two office buildings as well as the construction of the nearby Medical Arts Building.

• **Historical Buildings By-law.** A renewed interest in the historic warehouse district gained momentum at the same time that these other developments were changing the face of downtown Winnipeg. In 1977, Winnipeg City Council adopted the *Historical Buildings By-law* (1474/77) which helped direct heritage conservation efforts within the city's boundaries. The By-law established the Buildings Conservation List which includes buildings, erections or structures that have been deemed to be of architectural and/or historical significance, and worthy of protection from demolition or alteration according to a three-point grading system (ranging from complete interior and exterior preservation to suitable exterior alterations and modifications). The By-law also established the Historical Buildings Inventory which lists buildings that may have architectural or historical significance and may be considered for inclusion on the Buildings Conservation List. A successful first test of the By-law took place in 1978 when Winnipeg City Council upheld the listing of the Banks of Commerce and Hamilton Buildings on Main Street over threats of legal action from the Canadian Imperial Bank of Commerce (CIBC) which had applied for a demolition permit. As of June 10, 1998, there were 193 buildings listed in the Buildings Conservation List, many of which are located in the downtown. Subsequent amendments to the By-law have permitted consideration of the economic viability of buildings prior to designation.

• ***Plan Winnipeg***. *Plan Winnipeg* was prepared in 1978 by the City of Winnipeg Department of Environmental Planning, Streets and Transportation Division and Waterworks, Waste and Disposal Division. This development plan for the City of Winnipeg included three sections: Environmental Planning which included a discussion on downtown redevelopment; Streets and Transportation; and Water, Waste and Disposal. *Plan Winnipeg* emphasized five issues for the future development of the downtown—the overall encouragement of high-density residential development, the completion of climate-controlled pedestrian walkway systems, the development of more open space, the preservation of historic buildings and the encouragement of high standards of urban design. The weather protected pedestrian system (including skywalks and underground walkways) was identified as an essential component of the revitalization strategy for downtown Winnipeg and was approved by Winnipeg City Council in 1977. The system has created a continuous route between The Bay and the Lombard Hotel at Portage and Main.

• **Winnipeg Core Area Initiative (CAI).** The Winnipeg Core Area Initiative was a multi-million dollar, tri-government urban revitalization strategy designed to improve economic, social and physical conditions in Winnipeg's core area and to address the growing disparities between core residents and other residents in the city. The CAI was established in 1981 through the cooperation of the City of Winnipeg and the provincial and federal governments. Over a five-year period from 1981 to 1986, the three levels of government each contributed $32 million in direct funding , and millions more in complementary funds, to about a dozen programs including Housing, Community Improvement, North Portage/Ellice revitalization, CN East Yards Development, Historic Winnipeg Area Redevelopment and Neighbourhood Main Streets Development. With public support, a second five-year agreement was signed in 1986, incorporating many similar program areas and a $100 million budget that was again cost-shared between the three government partners. In the downtown, the CAI provided support for Chinatown Redevelopment, the redevelopment of the CN East Yards, exterior and interior renovations to many historical buildings in the Exchange District including the Gault building (Artspace) and the rehabilitation/residential conversion of the Ashdown

Warehouse, the construction of the Air Canada Window Park and the Portage Place retail complex, the construction of housing in the north of Ellice neighbourhood, the renovation/expansion of the Pantages Playhouse Theatre, and storefront and streetscaping improvements on Main Street and Broadway as well as riverbank enhancements.

• **North Portage**. During the first CAI agreement, the North of Portage Redevelopment Program received over $16 million towards a major redevelopment of the area, which covered more than 11 acres of property, to encourage new commercial and residential investment. In 1983, the three levels of government created the North Portage Development Corporation to manage and guide the development in co-operation with the private sector and the community. The North Portage development strategy involved a combination of commercial, residential, educational, cultural and entertainment facilities, and physical and environmental enhancements. Among the key components of the development was the Air Canada Building, the Portage Place retail complex, Prairie Theatre Exchange, the construction of the Investors Group office tower at Portage and Colony, the proposed development of 1,100 housing units (including Place Promenade, Kiwanis Chateau, Fred Douglas Place, Central Park Housing Co-operative), the renovated YM/YWCA and a skywalk system extending across Portage Avenue. Other institutional and commercial tenants have been attracted to the area such as the Universities of Winnipeg and Manitoba and ISM Information Systems Management Corporation. Only recently, the Winnipeg Free Press building was purchased by Shelter Canadian Properties Ltd. and is undergoing major renovations for a major new tenant (Air Canada reservation call centre).

• **The Forks**. The redevelopment of The Forks, a 90 acre site at the junction of the historic Red and Assiniboine Rivers, had been actively pursued since the early 1970s. Between 1981 and 1986, close to $11 million was allocated by the Core Area Initiative for development of the former CN East Yards and a further 1 million five years later. In 1987, the responsibility for redeveloping the site was transferred to the tri-level Forks Renewal Corporation, created as a wholly owned subsidiary of the North Portage Development Corporation (both organizations were merged in 1994 to create The Forks North Portage Partnership). The 1987 *Phase 1 Concept Plan* by the Forks Renewal Corporation listed specific objectives for The Forks redevelopment including public and private sector involvement, self-sufficiency, the creation of a special and distinctive public place, and the pursuit of mixed-use development involving recreational, historical/cultural, housing, marketing and other commercial activities. Development efforts up to this point are visible—The Forks Historic Walkway (which includes "The Wall Through Time at The Forks"), the Public Market, the Johnston Terminal, the nine-acre Forks National Historic Park, the Manitoba Children's Museum, the marina, the Market Plaza, the Manitoba Travel Idea Centre, the Historic Rail Bridge and the Oodena-Celebration Circle. Future plans include the construction of the Manitoba Theatre for Young People and the development of the Forks steam plant to house the MTN TV Winnipeg studio.

• ***South Side Story***. In November 1988, an Ad Hoc Committee on the South Side of Portage Avenue, chaired by Councillor Ernie Gilroy, was established by Executive Policy Committee to address concerns relative to the decline of the area along the South Side of Portage Avenue between Eaton's and The Bay, Graham Avenue and Portage Avenue, and to solicit potential solutions to improve the image of the area and to re-establish pedestrian traffic. The Committee recommended both short-term and long-term actions, involving a combination of improved marketing and physical improvements which were discussed in its report—*South Side Story: Report and Recommendations of the Ad Hoc Committee on the South Side of Portage Avenue* (September 1989). Within the report, the Committee narrowed its focus to the three blocks on the South Side between Carlton and Vaughan Streets which were in an enviable physical and economic

position between Eaton's and The Bay. Several of the actions recommended by the Committee are visible today including the Port-a-Park at 400 Portage Avenue, the storefront Police Office on the South Side and the street-level pedestrian connections from the Portage Place bridges on Vaughan and adjacent to Carlton.

• **Downtown Winnipeg and Exchange District Business Improvement Zones (B.I.Z.'s).** The Downtown Winnipeg BIZ and the Exchange District BIZ have been very active participants in efforts to improve the image of the downtown and in broader revitalization efforts to the benefit not only of their business membership, but for citizens throughout the city and tourists as well. The Downtown Winnipeg BIZ evolved from the Destination Downtown marketing strategy of the early 1980s which was a joint effort by the Downtown Winnipeg Association and the Winnipeg Core Area initiative. Since it was established in 1989, the Downtown Winnipeg BIZ has been responsible for initiating many successful programs such as the Downtown Watch, the BIZ Patrol, East Streets, Change for the Better, Young Artists on the Avenue and the Downtown Flyer which connects major downtown destinations including the Exchange District, Chinatown, Main Street and The Forks. The Exchange District BIZ is the successor to the Old Market Square Association (1976) and the Exchange District Association (1984/85?). The Exchange District BIZ is an active supporter of the area's historic past and has addressed issues of major concern to the business and wider community, namely, safety and parking. The Exchange District and Downtown Winnipeg BIZ's have worked together on numerous initiatives including the Downtown Flyer and the Splash Dash water "bus" shuttle service.

• ***CentrePlan.*** *CentrePlan* (1994?) is the plan for downtown Winnipeg, prepared under *Plan Winnipeg...Toward 2010* to provide direction and decisions for the future of the downtown, and is led by a voluntary committee representing major stakeholders. The "Downtown Section" of *Plan Winnipeg...Toward 2010* states that not only a long-term commitment is required, but a coherent concept which protects existing investment and directs downtown growth. *CentrePlan* includes a *Vision and Strategies* document which describes the long-term vision of the downtown and accompanying strategies to support the vision over the long-term. The second component of *CentrePlan* is the two-year *Action Plan* which lists actions in response to priorities identified through the planning process. The *Action Plan* was initially to be rewritten on an annual basis to monitor progress and to reflect changing priorities in the downtown. Among the actions listed is the need to increase police visibility, to undertake a comprehensive revitalization plan for Main Street, encourage mixed-use development where appropriate, redesign Portage Avenue, re-establish free metered Saturday parking, develop a comprehensive downtown signage program, the redesign of Portage and Main intersection, and influence government to give locational preference to the downtown. A recent *CentrePlan* forum brought together a cross section of organizations, professionals and the public to discuss downtown living and effective strategies to facilitate a larger residential population in the downtown. *CentrePlan* has arguably been frustrated by a lack of support and influence, and by seemingly competing initiatives and groups in the downtown.

• **Winnipeg Development Agreement (WDA).** The Winnipeg Development Agreement is a tri-level agreement between the three levels of government to promote and support long-term sustainable economic development of the city of Winnipeg. The agreement is effective from March 1995-March 2000, and features programs and projects focused on three functional areas—community development and security, labour force development, and strategic and sectoral investments. Many programs and projects directly impact the downtown. The objective of the North Main Street Development program is to address declining conditions in the North Main Street area including the redevelopment of the North Main commercial strip

and the development of an Aboriginal Community facility at the old CP station on Higgins Avenue. The Heritage Resources Initiative program provides over $6 million to preserve and develop heritage buildings, districts, and cultural landscapes. The WDA has also allocated $4 million directly to Downtown Revitalization to be used to fund key downtown projects to complement the *CentrePlan*. Additional funds have been provided to riverbank development at The Forks site as well as for Urban Safety initiatives. The Downtown Watch, for example, is jointly funded by the Downtown Winnipeg BIZ with support through the Urban Safety program of the Winnipeg Development Agreement to address safety concerns in the downtown.

• ***Revitalizing Portage Avenue: A Proposed Strategy.*** While the situation on the south side of Portage Avenue showed positive signs of improvement in the intervening years, the section of Portage from Eaton's to Main Street showed alarming signs of decline—building vacancies and deterioration, reduced pedestrian traffic and a lack of drawing power for both customers and tenants. By 1996, Winnipeg 2000, the Downtown BIZ, the City of Winnipeg and The Forks North Portage Partnership Avenue agreed to participate in the preparation of a strategy for revitalizing Portage Avenue which was undertaken by Jay Wollenberg of Coriolis Consulting Corp., Vancouver, B.C. The *Proposed Strategy* (June 1997) stressed actions for the entire central area, the whole downtown stretch of Portage Avenue and Portage between Hargrave and Main including: coordination among public agencies engaged in development in the central area, facilitating the active involvement of Eaton's and The Bay in the strategy, a balance between pedestrian and vehicular needs, increased residential development, the creation of a Portage Avenue Property Owners Association, streetscaping improvements, maximum on-street parking, the reopening of Portage and Main, as well as incentives to leverage private sector investment.

• **Portage Avenue Property Association (PAPA).** The formation of a Portage Avenue Property Association was proposed by Jay Wollenberg in his strategy to revitalize the street, and was led by stakeholders John Hodgert, Harvey Pfeffer and Hart Mallin. The Association received $825,000 under the WDA for a Portage Avenue Investment Fund which members may apply to improve interior and exterior street level spaces to recruit and retain tenants. Construction has recently begun on the $6 million Portagescape Project proposed by PAPA and the City of Winnipeg which includes plans to reduce vehicle lanes from four to three in each direction and create parking spaces and wider sidewalks along Portage Avenue from Spence to Fort Streets. Sidewalk improvements include new lighting, decorative paving, street furniture, transit shelters and planters. The project is due to be completed in time for the start of the Pan Am Games.

• **Culture and Downtown Revitalization.** The City of Winnipeg Cultural Policy Review Panel was established in June 1996 to carry out an examination of Winnipeg's existing cultural policy, programs and procedures, and to make recommendations for the future. One of the tangible benefits of a healthy cultural sector identified by the Panel in its report, *Into the 21st Century: Arts and Culture in Winnipeg* (April 1997), is downtown and neighbourhood revitalization: cultural organizations/events attract citizens and tourists to the downtown which contribute to the safety of downtown areas as well as to the prosperity of downtown businesses such as restaurants. Examples of successful partnerships between culture and downtown revitalization were studied in American cities. The Panel encourages the model of redevelopment in Winnipeg's Exchange District for other areas in central Winnipeg. The report is presently under consideration.

• **North Main Redevelopment.** One of the program priorities of the WDA is the North Main Street

Development which is to address the serious physical, economic and social decline of the North Main Street area between City Hall and the CP Rail underpass on Higgins Avenue through a comprehensive community-based strategy, and build on earlier efforts undertaken by the CAI and the three levels of government in the area. In early 1997, a Mayor's Task Force on North Main Street was created to develop the overall strategy and plan for the area in consultation with North Main Street stakeholders, the Aboriginal community and a variety of other groups and organizations. The *Our Place* Report of the North Main Task Force detailed the elements and approach of the strategy and the plan, and was submitted by co-chairs Joe Bova and Mary Richard in December 1997. The recommended projects of the North Main Street Plan include Neeginan, Housing, Main Street Commercial Development, Cultural Projects, Aboriginal Investment, Social Development and Complementary Developments. The WDA partners have committed $10 million to this program: The City of Winnipeg has committed $6 million to the North Main Street community revitalization strategy, while the Government of Canada has contributed $2.5 million to the redevelopment of the Aboriginal Centre on Higgins Avenue while the Manitoba Government has committed $1.5 million to North Main economic development.

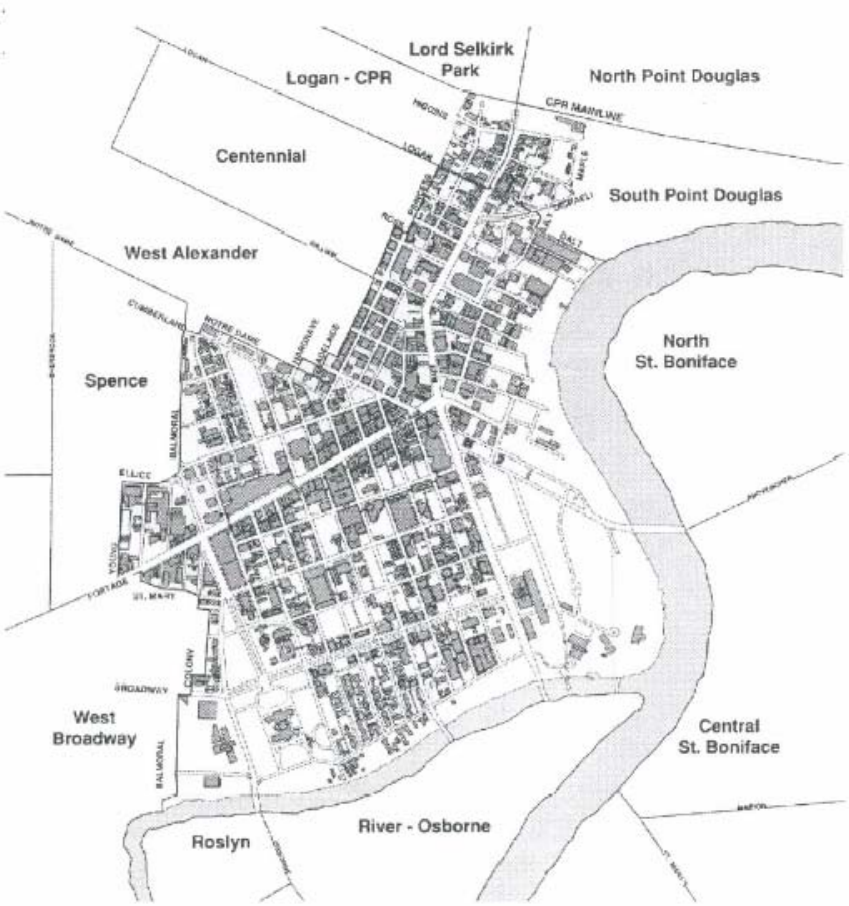
• ***Winnipeg Entertainment and Tourism Development Strategy.*** The *Winnipeg Entertainment and Tourism Development Strategy* (April 1998) was prepared by Hunter Interests Inc., of Annapolis, Maryland, for CentrePlan in partnership with The Forks North Portage Partnership, Downtown BIZ, Tourism Winnipeg, Exchange District, Manitoba Hotel Association, and a number of downtown hotels, to provide direction on the development of a downtown entertainment district including specific action projects and emerging developments which would increase the linkages between the city's three primary entertainment districts and zones—the downtown core including the North Portage area, the Exchange District and The Forks. The goal of the plan is "to generate economic activity in Winnipeg through entertainment expenditures, and to enhance the profile and image of downtown as a tourist destination." The action projects discussed include the development of the Winnipeg Arctic Aquarium and an indoor butterfly garden and exhibit in The Forks, a new arena facility and a multiplex cinema in the north Forks area, a downtown Urban Entertainment Centre (UEC), an upscale casino in the former Metropolitan Theatre, high-profile themed restaurants, and a micro-brewery pub, as well as the expansion of the Winnipeg Convention Centre including a new hotel and new residential development in the north Forks area and the Exchange District.

• ***TransPlan 2010.*** *TransPlan 2010* (1998) is a comprehensive transportation study for the Capital Region prepared under *Plan Winnipeg...Toward 2010*, and directed by an appointed Steering Committee. Regarding downtown Winnipeg, the Steering Committee recommends the immediate removal of the concrete barriers at Portage Avenue East and Main Street, metered parking on Portage Avenue from Memorial Blvd. to Main Street, the creation of a more extensive and frequent shuttle-bus service to all areas of downtown, the completion of the weather-protected (overhead and underground) walkway system to encourage more pedestrian activity and sidewalk widening at street locations on Portage Avenue from Spence to Main Street. The Committee also recommends the construction of an inner city route system which would help reduce the use of downtown streets for suburb-to-suburb trips.

• **Present and Future Trends.** The population in downtown Winnipeg has steadily increased from 10,385 in 1981 to 13,310 in 1991. The 1996 population projection for the downtown is pegged at 15,000. Construction of new apartment units in the downtown has remained low over the past five years although this does not include proposed new construction. The supply of downtown parking spaces has increased due the reestablishment of metered parking on Portage Avenue.

appendix 3

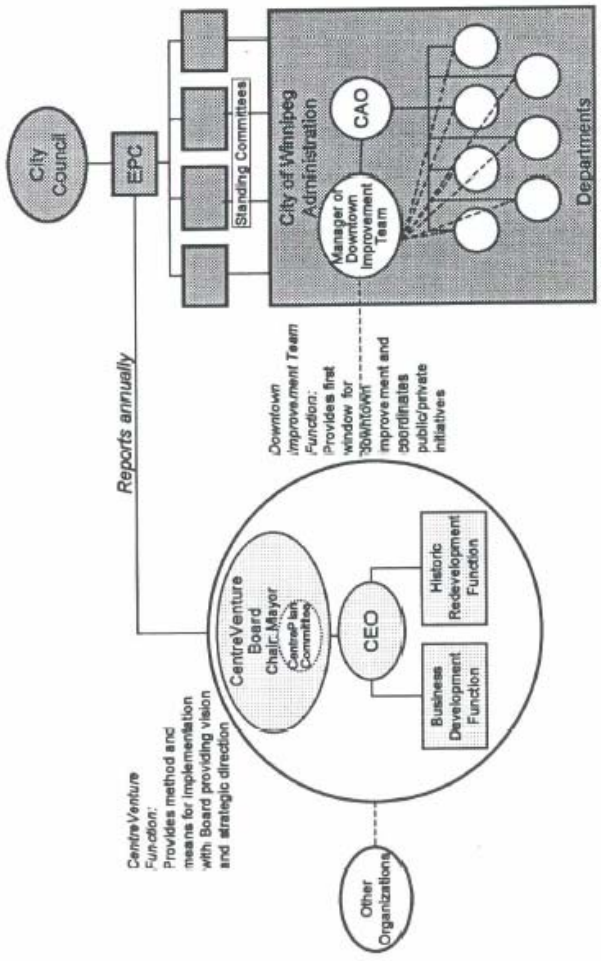
■ CentrePlan Boundary Map



appendix 3

appendix 4

CentreVenture - Organizational Structure



recommendations

recommendations

1. That a downtown development corporation named, CentreVenture, be formed to provide leadership in downtown development. The corporation be established as a public- private partnership and be provided with the necessary resources to achieve the CentrePlan vision.

2. That CentrePlan vision document become the umbrella policy document which provides the vision for CentreVenture. That the activities and responsibilities of CentrePlan be merged with CentreVenture.

3. That the Corporation be comprised of:

   - a Business Development function, created to encourage private sector investment in the downtown with a focus on the Central Business District (Portage and Broadway).
   - a Historic Redevelopment function, created to encourage public and private redevelopment of heritage buildings with a special focus on the two National Historic Sites and the Forks.

4. That the City of Winnipeg endorse the creation of CentreVenture and that a Board of Directors of 7 citizen members be drawn from people with the appropriate knowledge and resources to support CentreVenture's priorities.

5. That the Mayor nominate the membership of the Board of Directors, subject to Council ratification. Mayor or designate would chair the board. The Board would appoint a CEO. A business plan and budget must be submitted to Council by September 1, 1999.

recommendations

recommendations

6. That Council re-allocate $250,000 in start-up funds for CentreVenture from the WDA for the balance of the 1999 fiscal year (Strategic Initiatives).

7. That the Board would report annually to Council through EPC, and table an annual report, within 120 days of year end (beginning in the year 2000)

8. That Council would approve the establishment of an endowment fund or funds for economic development, including housing, arts and culture and historic development through a re-allocation of the City's commitments to the WDA. The intention of these funds is to stimulate other levels of funding in the public and private sectors.

9. That transferring city-owned properties and heritage buildings or other options would be explored to provide CentreVenture with access to assets, to create an asset mix to attract investment.

10. That as part of the formation of the new development corporation, a review with the other two levels of government be undertaken concerning the mandate of the Forks/North Portage Partnership.

11. That the mandated area of CentreVenture would be defined by the CentrePlan Boundary Map, requiring an amendment to the Downtown Zoning By-law, (by-law 4800).

12. That the City of Winnipeg administration conduct a review of the legal and financial implications of CentreVenture, including an asset management strategy within the first three months.