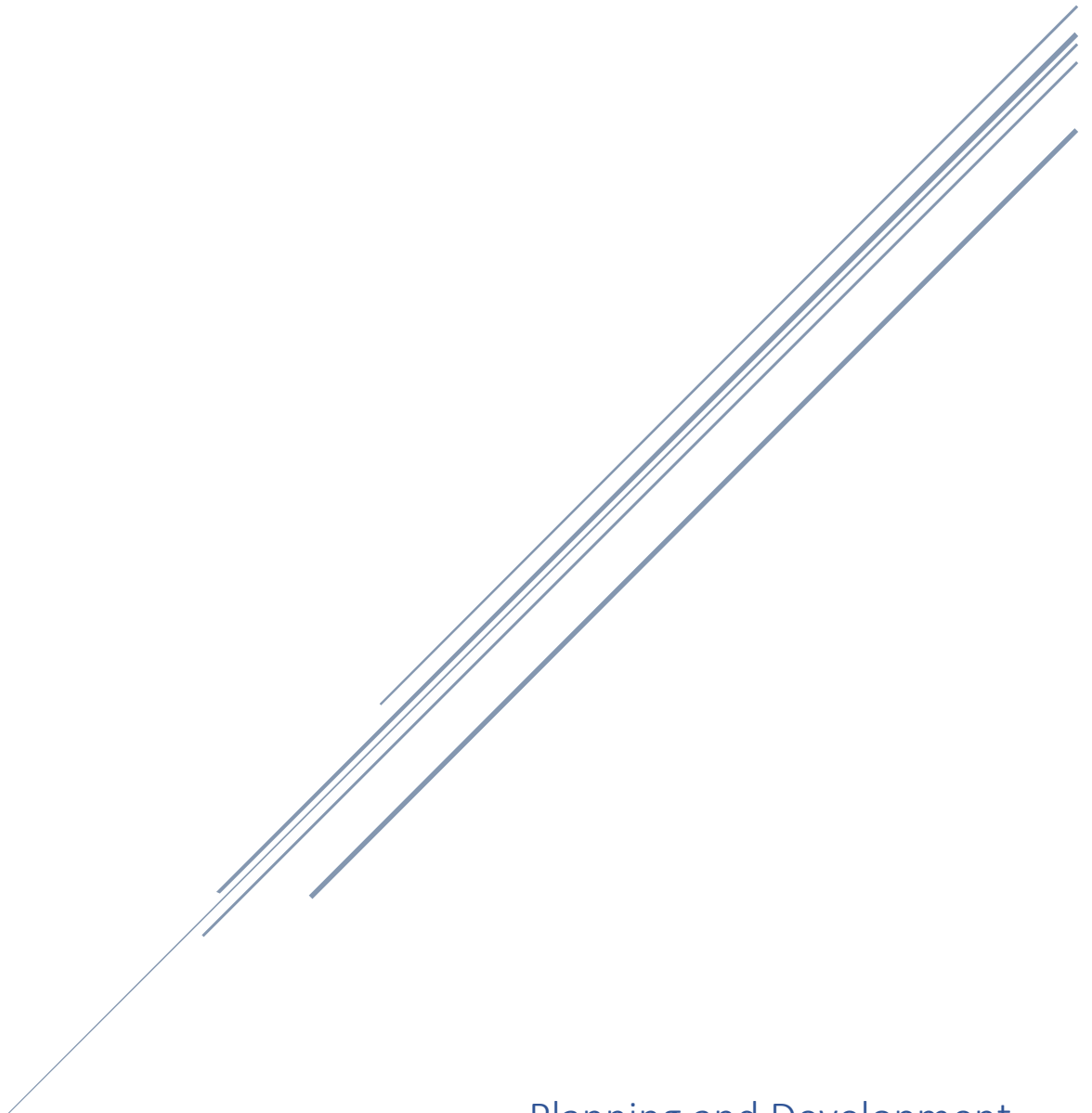


CITY CENTRE LAND USE DISTRICT

Review of Topics discussed at the September 26, 2022, public hearing and Council meeting.



Planning and Development
March 2023

Introduction

This document provides new information for informing continued discussion on proposed Bylaw C-1162-21 City Centre Land Use Bylaw Updates regarding the following matters raised at the Public Hearing and at 2nd Reading:

- City Centre commercial parking standards,
- Parking lot design, and
- Residential Density.

1) Parking Standards

Topic

Comment was received that the current city centre commercial parking standards limit development, and that the on-site parking standard be lowered to improve the economic feasibility for new projects.

Policy Guidance

The current policy and regulation for commercial parking standards in the city centre are:

- **City Centre Area Redevelopment Plan (CCARP)**

The CCARP does not provide specific policy guidance on commercial parking standards but did require a parking management plan to implement and build upon the CCARP's vision and policies to execute, enhance, and update its direction.

- **City Centre Parking Management Plan (PMP)**

A PMP completed in 2021 reviewed the commercial core parking supply, identified future parking needs, and provided parking management solutions to support the City Centre ARP. It provided information and direction regarding commercial core parking including:

- Reviewed Spruce Grove's city centre commercial parking 1 stall per 55 m² of Gross Floor Area requirement and recommended no change to this standard.
- Reviewed and identified that a wide range of commercial parking policy exists across Canadian municipalities. It noted that parking rates are largely driven by policy and a more detailed review of Land Use Bylaw ratios and local parking was recommended should the City want to consider standard reductions from a policy perspective.
- Reviewed the existing parking supply and projected future demand based on the CCARP goals.
- Defined an understanding of how existing On-Street Parking can be managed as demand increases with future redevelopment intended by the City Centre ARP including:
 - As parking demand goes past a certain threshold a change in the level of parking management responses would follow these steps:



- Changes to parking management would be determined by ongoing monitoring, and each management step requires additional effort and cost to the municipality.

- **Spruce Grove Land Use Bylaw (LUB)**

The LUB informs city centre parking in:

- Section 85 – Number of Parking Stalls Required, (2) Commercial Uses in the C1 – City Centre Commercial District: One Parking stall per 55.0 m² of Gross Floor Area, and
- Section 85– Number of Parking Stalls Required, (4): where on-site parking may reduce where a uses parking demand varies due to the time of day or by paying cash-in-lieu of required stalls.

Review

Background Information

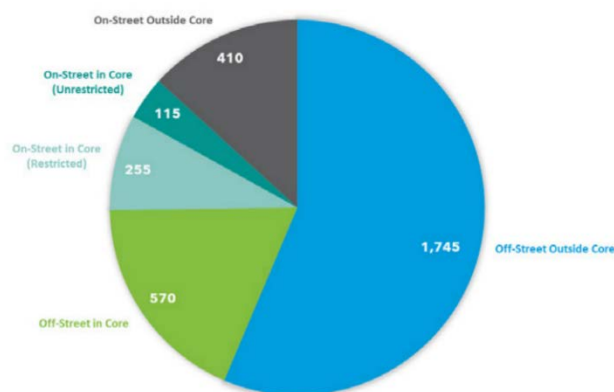
The following technical data from the PMP was used to inform this review:

There are approximately 3,100 parking spaces in the city centre that excludes off-street parking associated with residential land uses. Of these stalls about 940 are in the commercial core with 570 off-street spaces (private) and 370 on-street spaces (public). There are about 410 additional on-street parking spaces located outside the commercial core.

City centre commercial uses are projected by the PMP to generate rising peak parking demands depending on what CCARP redevelopment scenario might be achieved:

- Low Redevelopment Scenario – 300 stalls – one-storey buildings with retail/office uses,
- Mid Redevelopment Scenario – 585 stalls – average of the low and high scenarios, and
- High Redevelopment Scenario – 695 stalls – 3-4 storey mixed use.

Figure 2-1: Parking Inventory



Analysis

City centre commercial parking was reviewed to determine what change may be expected to parking stalls and buildable space using the Existing Standard (1 parking stall per 55 the m² of Gross Floor Area) compared to the Proposed Standard (1 parking stall per 85 m² of Gross Floor Area). Additionally, the review considers what impacts may be expected if the parking standard was revised today.

1) Change to Required Parking Stalls if the Parking Standard Altered

QUESTION: What is the projected change in total off-street parking supply moving from the Existing Standard to the Proposed Standard?

The Existing Standard and the Proposed Standard for on-street parking in the commercial core were compared for the CCARP's Low, Medium, and High Redevelopment Scenarios as defined in the PMP.

A) Low Redevelopment Scenario comparison:

- Existing Standard is projected to supply 420 parking spaces (i.e., 305 on-site + 115 available on-street*) for a long-term surplus parking of 128 stalls; whereas the,
- Proposed Standard is projected to supply 380 parking spaces (i.e., 197 on-site + 115 available on-street*) for a long-term a surplus of 12 parking stalls.

B) Medium Redevelopment Scenario comparison:

- Existing Standard is projected to supply 495 parking spaces (i.e., 380 on-site + 115 available on-street*) for a long-term demand deficiency of 90 parking stalls; whereas,
- Proposed Standard is projected to supply 360 parking spaces (i.e., 245 on-site + 115 available on-street*) for a long-term demand deficiency of 225 parking stalls.

C) High Redevelopment Scenario comparison:

- Existing Standard is projected to supply 565 parking spaces (i.e., 450 on-site + 115 available on-street*) for a long-term demand deficiency of 130 parking stalls; whereas,
- Proposed Standard is projected to supply 408 parking spaces (i.e., 293 on-site + 115 available on-street*) for a long-term demand deficiency of 287 parking stalls.

* Assumes a practical occupancy threshold of 85% is maintained on-street using parking management.

Figure 1.1 – Existing Standard

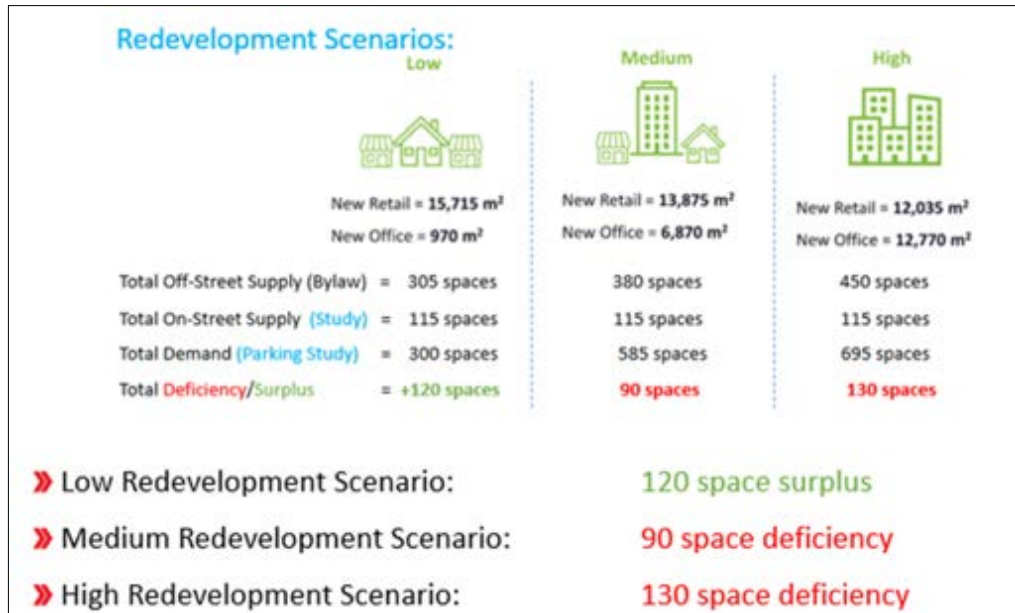


Figure 1.2 – Proposed Standard



Regional Parking Standard Comparison

A review of regional municipalities shows that local city centre type parking standards are about the same as what currently exists in Spruce Grove. The average standard is approximately 1 stall per 50m² of building floor area, which is sometimes written as 2 stalls per 100 m² of building area. The City of Edmonton is substantially different as they have removed all minimum commercial and residential parking requirements as of July 2020 (see Table 1.1).

Municipality	District	Office	Retail	Business Support Service	Eating and Drinking Establishments	Compared to S.G.
Spruce Grove	C1	1 stall per 55 m ² of GFA	1 stall per 55 m ² of GFA	1 stall per 55 m ² of GFA	1 stall per 55 m ² of GFA	
Fort Sask.	CC-D	2/100m ² GFA for Customers plus 1/100m ² for staff	<ul style="list-style-type: none"> Where GFA is less than 2,000m², 2.2 stalls / 100m² of GFA Where GFA is between 2,000m² and 20,000m², 3.2/100m² of GFA Where GFA is greater than 20,000m², 4.3 / 100m² of GFA 	2.2 per 100m ² of GFA		5 m ² / stall higher
St Albert	DT - Downtown	1 stall per 45 m ² of GFA	1 stall per 45 m ² of gross floor area	1 stall per 45 m ² of GFA	1 stall per 6 seats	10 m ² / stall higher
Leduc		1 Parking Space per 35.0 m ² of GFA	1 Parking Space per 25.0 m ² of Public Floor Area	1 stall per 45 sq. m ² of GFA	1 Parking Space per 3 seating spaces	20 m ² / stall higher
Stony Plain	C3 - Central	1 space per 50.0 m ² of GFA	1 space per 50.0 m ² of GFA	1 space per 50.0 m ² of gross floor area	1 space per 30.0 m ² of GFA	5 m ² / stall higher
Beaumont	MS - Mainstreet	1 stall per 100 m ² of lot coverage	1 stall per 100 m ² of lot coverage	1 stall per 100 m ² of lot coverage	2 stalls per 100 m ² of lot coverage	50 m ² / stall higher retail & office
Edmonton	Removed minimum parking requirements city wide in July 2020. It was the first Canadian City to do so.					Lower

Summary Results:

Upon review both Standards can meet the projected demand for commercial core off-street parking at a Low Redevelopment Scenario, and both will fail to supply enough parking at higher redevelopment scenarios. The PMP predicted that the Existing Standard will require off-street parking facilities or other measures to address the expected shortfall, and the Proposed Standard shows the same need but to a larger extent. In summary:

- The Proposed Standard provides 108 parking stalls less than the Existing Standard at the Low Redevelopment Scenario, but both Standards will effectively meet the *projected demand for commercial core off-street parking*.
- The Proposed Standard will provide 135 parking stalls less than the Existing Standard at the Medium Redevelopment Scenario, and neither standard will achieve the *projected demand for off-street parking*. The Existing Standard is 90 stalls deficient, and the Proposed Standard is 225 short.
- The Proposed Standard provides 157 parking stalls less than the Existing Standard at the High Redevelopment Scenario, and neither standard will achieve the *projected off-street parking demand*.

- A total of 410 on-street parking spaces were identified outside of the commercial core, and considering these as an alternatives allows more than sufficient parking for all future scenarios.

Table 1.2 – Projected Parking Stalls Comparisons			
	Low Scenario	Mid Scenario	High Scenario
Existing Standard	305	380	450
Proposed Standard	197	245	293
Stall Difference	-108	-135	-157

2) Changes to Commercial Space if Parking Standard Altered

QUESTION: What changes in possible building area are projected between the Existing Standard and the Proposed Standard?

To determine the difference in possible commercial building space by switching to the Proposed Standard we have assessed development on 50-foot wide and 66-foot wide parcels with 1 and 2-storey development (see **Table 1.3**).

50-foot Wide Parcel (typical commercial parcel width in the commercial core)

- a 1-Storey Building at the Proposed Standard allows for 969 ft² (27%) more building and requires two (25%) fewer parking stalls.
- a 2-Storey Building the Proposed Standard allows for 1,991 ft² (31%) more building and requires two (20%) fewer parking stalls.

66-foot Wide Parcel (most efficient width for meeting the parking stall and drive aisle requirements).

- 1-Storey Building at the Proposed Standard allows for 753 ft² (13%) more building, and two (20%) fewer parking stalls.
- 2-Storey Building at the Proposed Standard allows for 2,150 ft² (25%) more building, and four (25%) fewer parking stalls.

Table 1.3 – Parking Standard and Building Area Comparisons

Parcel	Storeys	Building Area	Building Area Difference		Required Stalls	Parking Differences	
			ft²	%			Stall
50' x 140'							
Existing Standard	1	3,550			6		
Proposed Standard	1	4,520	969	27%	4	2 fewer stalls	33%
Existing Standard	2	5,600			10		
Proposed Standard	2	7,320	1,990	31%	8	2 fewer stalls	20%
66' x 140'							
Existing Standard	1	5,920			10		
Proposed Standard	1	6,680	753	13%	8	2 fewer stalls	20%
Existing Standard	2	8,600			16		
Proposed Standard	2	10,750	2,150	25%	12	4 fewer stalls	25%

Summary Results

It is evident that reducing the on-site parking standards can allow for more building area where less surface parking is required. The Proposed Standard will allow between 13% – 31% more building area and requires between 20% – 33% fewer parking spaces when compared to the Existing Standard for one or two-storey buildings. However, the comparison becomes more complex beyond basic development scenarios and these are best reviewed on a case-by-case basis as different parcel dimensions, use of mixed-use buildings, or parking form options will have an affect on possible building area. This is especially true where Medium and High Redevelopment Scenarios are pursued, as these developments require lot consolidations and are more likely to use underground parking.

3) Implications of Altering the Parking Standard

QUESTION: What are the implications of making a change to the off-street parking requirements today?

To make a change from the Existing Standard to the Proposed Standard is quite possible, but it will over time have various impacts on parking management, expected redevelopment outcomes, and the community's overall design and function.

This review indicates that the city centre does not currently have a parking supply problem, and that this will only change if redevelopment occurs at a level exceeding the CCARP's Low Redevelopment Standard. If future redevelopment exceeds the Low Redevelopment Scenario an unmet on-site parking demand in the order of 225 to 287 stalls is projected for the Proposed Standard and parking will flow to on-street commercial and residential parking areas within walking distance. This unmet demand would require implementing municipal on-street parking management solutions, require private or public parking facilities, and the pursuit of shared parking use agreements where possible.

On-street parking supply can be actively managed in the City Centre commercial core by setting its price to ensure parking available parking reflective of its true cost to have stall turn-over. Active enforcement of existing two-hour parking restrictions will support more opportunities for customer parking closer to businesses while encouraging longer term, often employee parking, farther away. When the price of on-street parking increases there will be a level at which people will change their behaviors and where off-street paid parking facilities will become viable. Requiring people to pay for the true cost of parking supports: a denser development pattern; the use of public transit; people living close to goods, services and jobs; and more broadly a reduction in individual automobile usage. Where municipalities are making a policy choice to reduce or eliminate parking minimums it is with this understanding.

With either implemented Standard the ongoing monitoring of on-street parking stall usage will help the City understand the situation to better assess when changes are required to the on-site parking ratio. We note that electronic monitoring of on-street parking has recently commenced that would allow a more fulsome review of on-site parking needs to better determine the most appropriate ratio. Additional 'spill-over' parking is available in other City Centre areas that could accommodate an increased demand for both long- and short-term parking.

While not proven it seems plausible that reducing parking can make single-storey commercial development on smaller sites more viable where the need of lot consolidations or underground parking associated with maximizing redevelopment potential may be avoided. However, the city centre commercial areas are planned to change in support of a vibrant and pedestrian oriented mixed-use outcome and this result is best achieved by attaining a Medium or High Redevelopment Scenario.

Many municipalities are reconsidering their approach to the setting of minimum parking standards. The support for removing minimum parking requirements is that it makes it easier for cities to progress their goals toward denser, more walkable, and vibrant urban neighbourhoods where car use is optional. This approach does not mean that new developments will provide no parking, but instead that each development will make an informed market-based decision on parking supply based on factors like proximity to local services, public transport, and the target buyer market. The concept embraces using contextual factors as a better way of providing parking than using a blanket approach for all developments. When the price of on-street parking increases there will be a level at which people will change their behaviors and/or off-street paid parking facilities will become viable. Where municipalities are making a policy choice to reduce or eliminate parking minimums it is with this understanding.

Conclusion

Comments were received that the city centre commercial parking standards are excessive, discouraging development, and that reducing these requirements is desirable.

Administration's approach to the development of Bylaw C-1162-21 for parking regulation has been to use the understanding provided by the City Centre Parking Management Plan which concluded the current parking standard was consistent with other reviewed municipalities. Administration's review indicates a reduction to the Proposed Standard (1 stall/85m²) can:

- 1) reduce land dedicated to constructing on-site park stalls,
- 2) allow opportunity for developing increased building area, and
- 3) provide sufficient on-site parking for the CCARP Low Redevelopment Scenario.

Upon review of the Proposed Standard there would seem to be room to reduce the parking standard only where the objective would be to achieve a future Low Redevelopment Scenario. However, an overarching goal of the CCARP was to strive for a denser mixed-use area, which would correspond best to the Medium Development Scenario for parking demand. Should the parking standard be reduced and a Medium or High Redevelopment Scenario be pursued by a landowner unmet off-street parking demand is expected, and this will accelerate required parking management and the eventual construction of off-street parking facilities.

A change in the city centre parking standard is best characterised as a policy choice as to what outcome is thought best rather than an exercise in determining a science-based number that addresses both short and long-term parking levels. This review has not been subject to a full public consultation process and Administration recommends this activity for significant changes in policy.

Short-Term Consideration: Parking effects will happen as redevelopment occurs, so there may be some short-term change possible to accommodate less on-site parking and more building area while the bigger parking policy question is determined. The PMP indicated that there is currently no shortage of on-street city centre parking and there are also areas where short-term parking can overflow into adjacent residential areas with low risk of long-term parking disruptions.

On-Street Parking monitoring: The City has installed electronic devices in the on-street parking stalls along First Avenue to allow monitoring of stall usage. These devices are being added to other on-street stalls within the commercial core. This provides real-time data that can effectively inform regulatory changes, trigger points for changes to parking management and the effect of parking management tools (e.g., enforcement).

The type of data available allow for conclusions such as, in the lands three months land between 7:00 a.m. and 6:00 p.m.:

- 44,642 vehicles parked in the 125 spaces being monitored along First Avenue show a 28.5% occupancy rate;
- The average time a vehicle was parked was 47 minutes;
- 56 vehicles parked in from of the fire hydrant; and,
- 4,191 vehicles parked longer than the posted parking limit.

Options

Alternative 1

Maintain the existing **On-Site Commercial Parking standard of 1 stall per 55m² in the City Centre.**

This option is supported by the LUB provision that some reductions in parking are available for offsetting uses or by providing cash-in-lieu of parking for contributing to the City eventually developing a parking facility. Additionally, the City Centre Parking Management Plan recommended no change to the Existing Standard as it was average among other reviewed Canadian municipalities, and the calculated on-site parking demand rate currently exceeds the provision of on-site parking using the Existing Standard.

Should Council not wish to change the Existing Standard in the Land Use Bylaw there is no amendment required to proposed Bylaw C-1162-21.

Alternative 2

Reduce the On-Site Commercial Parking to 1 stall per 85m² in the City Centre

A change to on-site parking standards would provide less off-street parking but more opportunity for developable buildings area. This standard is feasible without creating a long-term deficiency in city centre commercial area parking supply in a Low Redevelopment Scenario. In the short-term reducing the parking regulation seems to be possible with a low risk of creating a negative disruption as:

- Sufficient on-street parking is currently available throughout the City Centre's commercial areas,
- A large amount of on-street parking is available throughout the rest of the City Centre,
- The current pace of redevelopment is slow and so the effects of any parking deficiency will only be realized with significant development which isn't expected in the next few years, and
- An ability to monitor impact of regulatory changes on parking demand in the commercial core.

A reduction may require the City to review and manage parking with more restrictive solutions sooner than originally intended.

Should Council wish to change the parking standards now, the recommended motion is:

THAT the Spruce Grove Land Use Bylaw C-824-12 be amended in Part 8 – Parking Regulations, Section 85 Number of On-Site Parking Stall Required, (2) as follows:

COMMERCIAL	MINIMUM NUMBER OF PARKING STALLS
Commercial Uses in the C1 – City Centre Commercial District	One Parking Stall per 55 85 m ² of Gross Floor Area.

2) Parking Facility Paving Standards

Topic

Comment was received that the City consider permitting temporary gravel parking lots in the City Centre Commercial District to allow for interim use of undeveloped parcels and for contributing to temporary additional commercial area parking.

Policy Guidance

The following policy and regulation exist for commercial parking facilities in the City Centre:

- **City Centre Area Redevelopment Plan (ARP)**

The City Centre ARP directed city centre changes to create a pedestrian-oriented commercial core that would see street-oriented storefronts along McLeod Avenue, Main Street, and First Avenue. Specifically related to at-grade surface parking lots the CCARP had the following policy direction:

- 4.2.1.1 McLeod Avenue Precinct

- d. At-grade surface parking lots fronting McLeod Avenue are prohibited.

- 4.2.1.2 First Avenue Precinct

- e. At-grade surface parking lots associated with a development and fronting First Avenue are prohibited.

- **Spruce Grove's Land Use Bylaw (LUB)**

The LUB allows for a Parking Facility Use in the existing C1 - City Centre District, and requires all parking lots throughout the City to be paved per Part 8 – Parking Regulation; Section 83 on Site Parking Requirements:

- (5)(b) every On Site Parking Stall provided and the access thereto shall be Hard Surfaced if the access is from an Street or Alley which is Hard Surfaced;

Review

Background Information

Available information was reviewed for understanding on comments received about an urgent need of additional parking lots in the city centre and the suggestion that paved parking facilities would hinder the provision of this parking.

1. Parking Facility Need

The City Centre Parking Management Plan (PMP) identified that in the commercial core there are 370 on-street parking stalls and an additional 570 on-site parking stalls that when combined provide 940 parking spaces. Analysis indicated that peak hour occupancy within the commercial core for on-street parking was 58% occupied, and on-street occupancy it was 53%. Based on this the PMP concluded that there was sufficient current on-street parking and that a parking facility would only be required where future redevelopment attained a Medium Redevelopment Scenario. It also confirms that there are other available stalls within a short walking distance.

In the time since the PMP new data has been gathered from electronic monitors installed along First Street that suggest the existing on-street parking stalls are on average occupied about one-third of the time. The observed pattern indicated that certain areas with more shops or businesses in one block show higher usage and that there are also areas where long-term parking is occurring on a regular basis in front of some businesses. These observations seem consistent with the PMP findings that perceived lack of parking may come from the higher, and/or long-term term use of parking stalls in select areas.

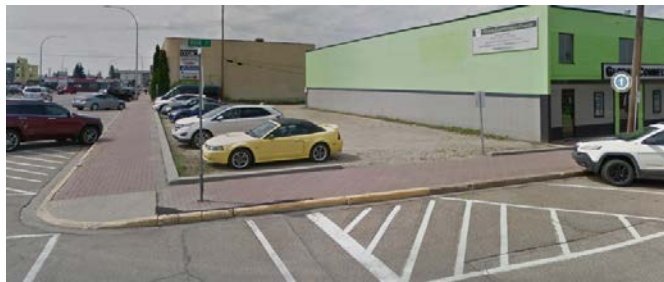
2. Existing Parking Facilities

There are two ‘standalone’ private parking facilities in the city centre commercial area, and both provide parking to meet off-street parking needs for nearby developments. The facilities are located at 201 Main Street and 126 McLeod Avenue, with one parking facility being paved and the other being a gravel standard. Neither facility is landscaped or otherwise improved to integrate it with the public sidewalk, and because of this they lack positive visual appeal.

Picture 2.1 - 126 McLeod Avenue



Picture 2.2 - 171 Main Street



There are currently no private parking facilities in the city centre commercial core, which is consistent with the PMP’s observations that current parking supply is not lacking.

3. Parking Lot Ownership

The development of dedicated off-street parking facilities can support parking needs unique to city centre areas, and these can be either public or private facilities. In smaller communities municipally



owned parking lots supporting city centre development are often a good solution as they can be strategically placed to provide maximum benefit. Private parking lot development may also contribute but it is generally only viable where there is revenue to be achieved exceeding the land and development costs. And the viability of private lots is less if on-street parking does not require a fee. Therefore, the revenue incentive for private lots is not there.

Picture 2.3: Public and Pedestrian connection in Banff

As examples, the City of St. Albert maintains a parking lot behind the businesses along the main streets with a high design standard and effective pedestrian linkages to supplement area on-site parking. And similarly in Banff a municipal parking facility is provided behind the main street businesses with a high level of pedestrian interconnection and positive aesthetic design.

Larger communities like Edmonton and Calgary typically see a mix of municipal and privately owned parking lots and structures as their downtowns larger scale creates a much greater demand for parking.

4. Parking Lot Design

Throughout the City parking lots are required to be paved, and it stands to reason that this standard is applied within the city centre to a higher standard to align with the revitalising investment and aesthetic intent. A city centre is a focal point for residents to gather and a critical element in the City's identity, so lowering the standard seems counter-intuitive. A reduction to a gravel standard might be beneficial if parking space needed to be incentivised, but this is not the current condition. Additionally, there seems a foreseeable risk that once a low standard parking facility is established it may delay redevelopment due to a potential site now generating revenue. It is possible to define a system using temporary approvals, but it seems unnecessary given the area's transitional objectives and the evidence of no current parking shortages.



Figure 3.4: Public Parking with safe pedestrian connections and landscaping

City centre parking is an important consideration and because of this many municipalities will allow for parking lots along pedestrian-oriented streets; however, this allowance will typically require landscaping, fencing and/or other design features to maintain a pleasant and continuous street-front for pedestrians. Where found, these facilities are often sited on a secondary street to preserve the best locations for business use and continuous street-front activity.

Analysis

QUESTION: A comment was received that parking facility paving and landscaping is a barrier to more needed parking being implemented, and Council asked if a temporary permit and a gravel standard is possible in the city centre?

The primary support for temporary, graveled off-street parking facilities are that they are needed to address current short-term parking supply and that by using a lower standard they are less expensive to build and will have less 'throw-away costs' upon redevelopment.

The current supply of parking stalls has been studied by the PMP and it clearly indicated that there is sufficient available parking within the City Centre's commercial core to meet the current demand. There are areas with a higher concentration of businesses that generate a greater parking demand, but this condition appears related in part to on-street stalls being used for long-term parking (most likely by employees) that could be addressed through enforcement of the existing two-hour parking limit. Options for short to mid-term parking demands for on-street parking stalls exist within easy walking distance. No standalone private facilities currently exist which also reflects a lack of current market demand.

Considering the slow rate of redevelopment, and the level of parking usage demonstrated from preliminary new data along First Avenue, a sufficient amount of parking exists in the City Centre suggesting the need for parking lots is premature. As the ARP's objective is to encourage development of commercial sites, allowing these sites as parking lots, even temporarily, it may reduce the incentive to redevelop the site.

In a community the size of Spruce Grove parking provided by the municipality would seem to be the preferred approach in the city centre. This said, the ability of private paved parking facilities as a discretionary use was included despite the apparent lack of a short-term market. In longer-term redevelopment scenarios where a parking facility becomes viable, the City is best served with the current pavement standard to be consistent with the CCARP vision of an attractive and pedestrian oriented outcome.

Conclusion

Upon review of the CCARP no support exists for parking facilities when they front onto McLeod Avenue or on First Avenue when not associated with a development. This is important to preserve the aesthetic value and pedestrian friendly nature of these streets when they redevelop. Furthermore, our review indicated that there does not seem to be an identifiable demand for more parking, nor is there a significant revenue generation opportunity. It is not advisable to reduce the City's hard surfacing standard to accept a less aesthetically pleasing standard even on a temporary basis.

Options

Alternative 1

Keep Existing Parking Facility Standard.

Administration considers a 'paved' surface with no temporary option is most consistent with the CCARP where no parking facility were supported fronting McLeod Avenue or First Avenue if not associated with a development. This position is supported by there being sufficient parking in the city centre area and that when significant redevelopment has occurred parking facilities should be built to a standard consistent with the upgraded City Centre vision and as is required of other commercial areas.

Should Council wish to keep the existing paved standard for Parking Facilities no change to Bylaw C-1162-21 is necessary.

Alternative 2

Adjust Parking Facility Standard to Gravel and Temporary.

Should Council wish to allow temporary gravel, and non-landscaped parking facilities in the City Centre the amendment to Bylaw C-1162-21 would be:

By adding the following bolded text in PART – PARKING REGULATIONS, Section 83 - On Site Parking Regulations, (5):

- (f) Notwithstanding Section 83(5)(b), a Parking Facility in the C1 - City Centre Commercial District may have a gravelled surface where it is temporary and not exceeding five (5) years.**

- and -

By deleting the following bolded text, and adjust numbering, from proposed Bylaw C-1162-21 – Schedule A, Section 123 C1 - City Centre Commercial District, (4) ADDITIONAL REGULATIONS:

- (f) A Parking Facility shall be Hard Surfaced with asphalt for all Parking Stalls and internal vehicle circulation areas (i.e. aisles), and shall provide a minimum 1.0 m Landscaped area abutting a Street(s) to the satisfaction of the Development Officer.**

3) Density

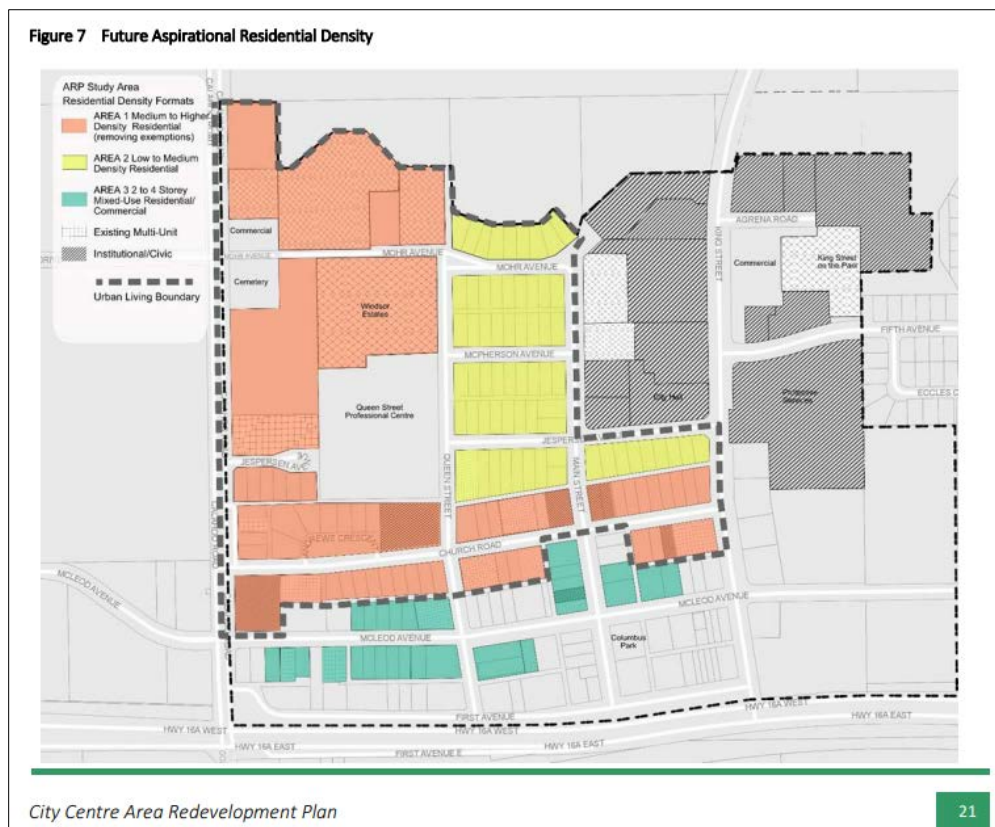
Topic

Council discussed the proposed R2CC – City Centre High Density Residential District and its minimum density regulation. A request was made for additional clarity on how this density number was identified and how it relates to it being an aspirational target.

Policy Guidance

The following policy and regulation guide density in the city centre:

- **Edmonton Metropolitan Region Growth Plan (EMRGP)**
The EMRGP requires achieving a residential density of 100 dwelling units per residential hectare (uprha), as the target in a metropolitan area's 'urban centre'.
- **City Centre Area Redevelopment Plan (CCARP)**
The CCARP vision is for a lively pedestrian-friendly area, a vibrant commercial core, and more dense housing options. Key direction included:
 - work toward achieving a density target of 100 uprha within the city centre boundary.
 - higher residential densities are essential to support the CCARP vision, and
 - Future residential areas shall be divided into two areas: **Area 1** – Medium to High Density Residential (ORANGE), and **Area 2** – Low to Medium Density Residential (yellow) where existing areas of low density residential shall remain (see CCARP Figure 7 below).



Review

Background Information

A detailed review of all lands within the CCARP boundary was assembled to provide a 2022 baseline residential housing density, that was calculated to be **47.5 units per net residential hectare**. This baseline density was derived by identifying all residential land in the city centre boundary and then determining the units within existing buildings. All data was then interpreted (see Table 3.1):

- **Area 1** (orange) was assessed to total about 14.7 hectares, or 76%, of the available city centre residential land, with 780 existing units in two classifications:
 - Class A is 8.66 hectares with a current density of about 90 uprha. Sites here are unlikely to redevelop as they consist of relatively new multi-unit development (e.g. apartments); and,
 - Class B is 6.01 hectares with an existing density of about 10 uprha. Sites here are primarily vacant or are existing low-density residential lands expected to redevelop.
- **Area 2** (yellow) contains about 4.54 hectares of mostly single-family dwellings with an existing density of 15 uprha. The area has 70 units, which is 24% of the city centre's residential land.

Table 3.1 - 2022 City Centre Existing Residential Density

Location	Area	Area	Units	Units	Density (uprha)
Area 1, Class A - With Redevelopment Potential	6.01 ha	31%	63	7%	10
Area 1, Class B - Existing and Unlikely to Redevelop	8.66 ha	45%	780	85%	90
Area 1 Totals	14.67 ha	76%	843	92%	23
Area 2 - Low Density to Remain Totals	4.54 ha	24%	70	8%	15
Area 1 and Area 2 Totals	19.21 ha		913		47.5
Units needed to achieve a 100 uprha	19.21 ha		1921		100.0
Additional Units required from Area 1, Class A			1,028		
Additional Units required from Area 2			43		

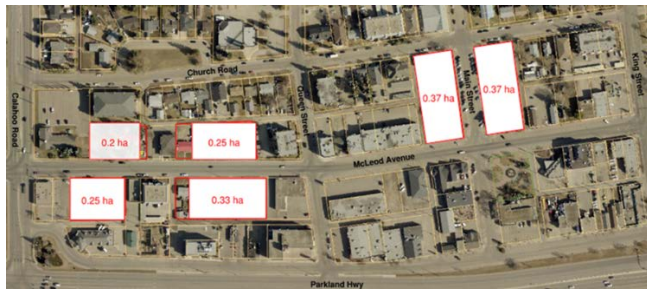
R2CC District Approach to Density

The R2CC District approach involved defining the current density and then identifying what density would be necessary to achieve the CCARP's required overall residential density target of 100 uprha.

The 6.01 hectares available for increasing density required a density of 171 uprha to meet the 100 uprha target (i.e., 1,028 units divided by 6.01 ha). To lower this high requirement mixed-use residential uses were added from the commercial core. Assuming six (6) significant mixed-use projects would contribute about 248 additional units, in approximately 1.8 hectares as shown on **Figure 3.1**, enabling an approximate 25%-unit reduction needed from the Area 1, Class B lands. The adjusted density would be 130 uprha (i.e., 780 + 248 units divided by 6.01 + 1.8 ha) and still achieve the CCARP target.

In addition to the assumed mixed-use development a long-term residential density of 25 uprha has been used within the retained low-density residential lands (i.e., Area 2) as there is potential for some in-fill semi-detached and row-housing projects in this R-1 District (i.e. 43 units).

Figure 3.1: City Centre Aspirational Mixed-Use Development Sites



Aspirational Density

The EMRGP and the CCARP define the expectation around residential density by referring to it as an 'aspirational' target. In the context of the R2CC District, which is regulatory, the minimum density is described as a firm number to provide clear direction to developers of future projects in this District.

In consideration of the chosen R2CC District minimum density, the 'aspirational nature' of the overarching policy was imbedded in how Administration defined this regulation. The use of mixed-use development and achieving a higher low-density residential density overtime contributing to the final CCARP density has allowed the R2CC District density to be effectively lowered by 39 uprha from the calculated needed overall density of 179 uprha if this assumption was not made.

Assessment of Development Opportunity

As part of the development of the R2CC District, Administration reviewed what future development opportunities could be possible using the proposed minimum density. Several development scenarios were tested and there is reasonable redevelopment possibility given this minimum density. Some development currently exists that already meets the density standard.

Figure 3.2: Arbor Green Apartments - Existing 189 uprha

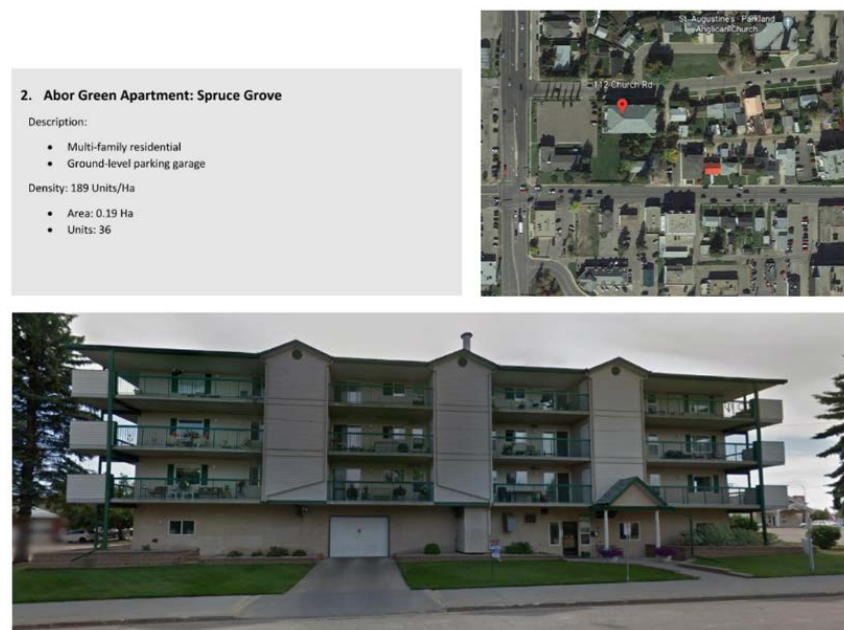


Figure 3.3: A Mixed-Use Building that Achieves 161.5 uprha.

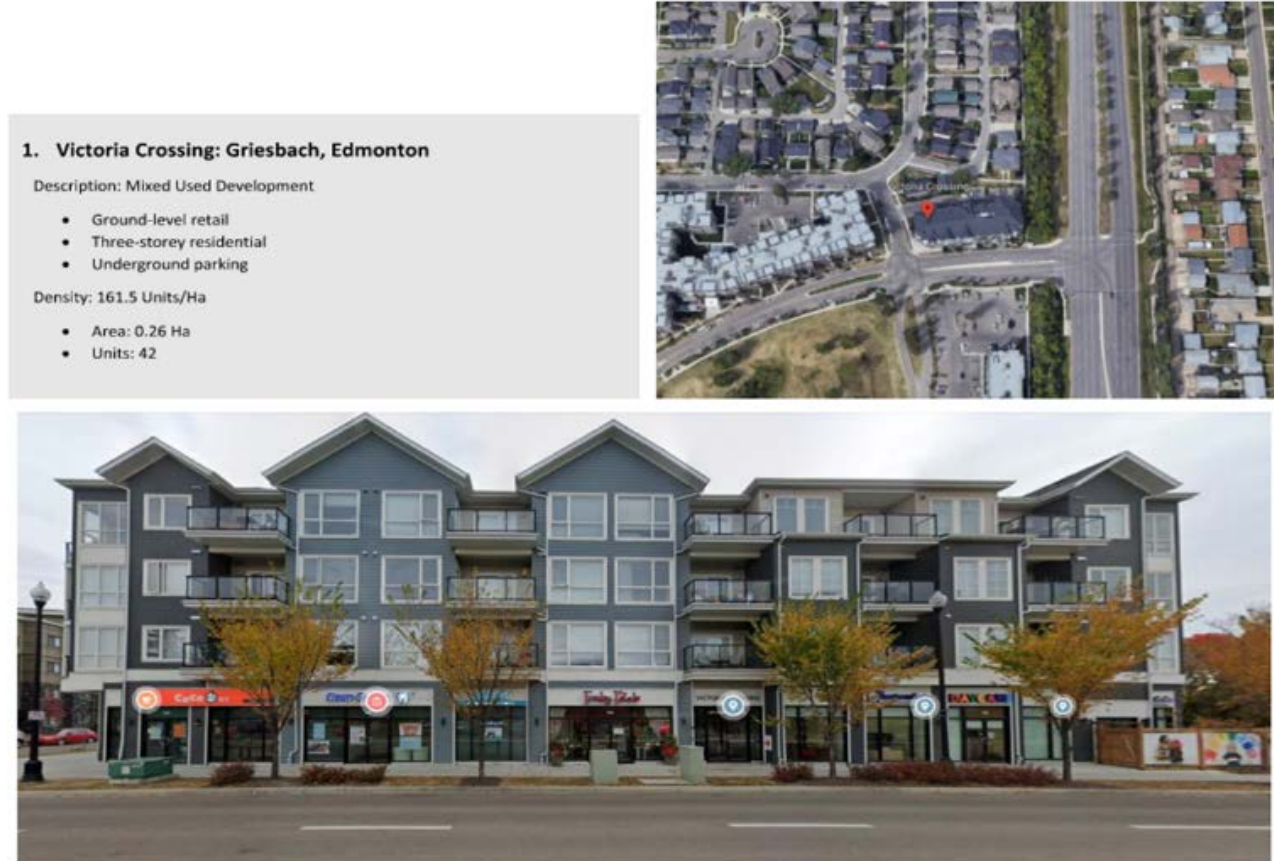


Figure 3.4: One-Lot Redevelopment Opportunity that Achieves the Proposed R2CC Minimum Density

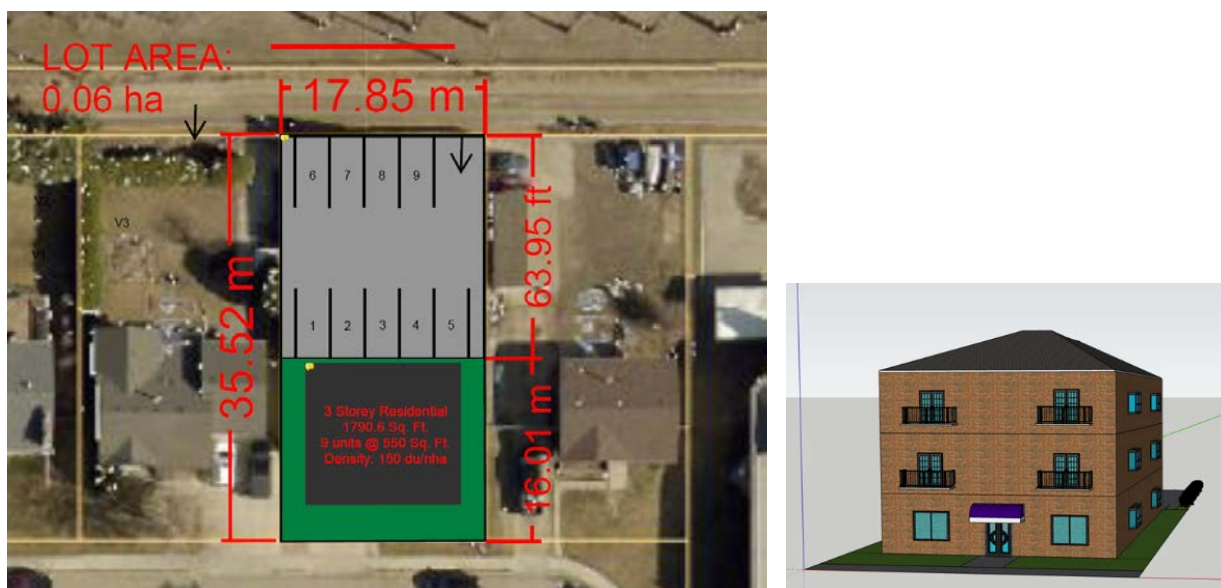
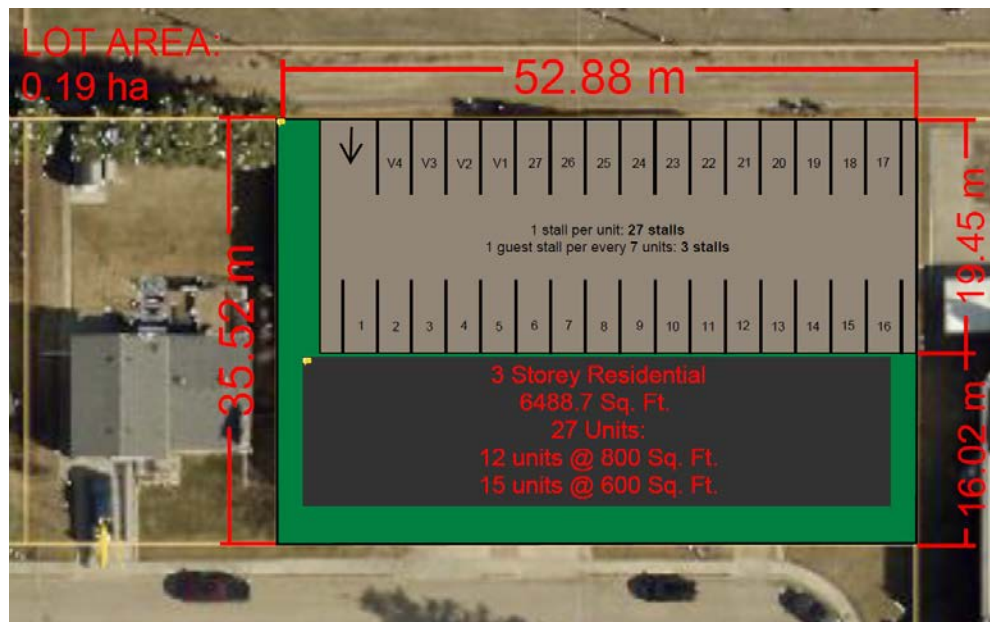


Figure 3.5: A Three-Lot (150-foot) Redevelopment Opportunity Achieving the Proposed R2CC Minimum Density



Why is a 'strict' density number required?

The CCARP density target for directing city centre redevelopment was referred to as 'aspirational' following the language used in the EMRGP, and at 100 uprha this minimum density assumed that all contributing residential lands would be added together to achieve this target. This target guided and supported the CCARP's desired intent to increase city centre density.

The LUB is a regulatory document to implement plans and policies and it requires certainty when it comes to providing direction. The requirement of a firm minimum density value in the R2CC District is critical for ensuring those doing future redevelopment will construct at a minimum density to achieve the redevelopment intent knowing that there can be flexibility to accept development proposals above this minimum.

Other municipalities in the Edmonton metropolitan region (e.g., Beaumont, Stoney Plain, etc.) have adopted city centre area redevelopment plans and land use regulations incorporating specific minimum densities in Edmonton Metropolitan Region. However, as land use composition within every city centre boundary is different it is difficult to draw direct comparisons. In Spruce Grove our city centre boundary includes a significant amount of residential lands, and as such it needs to pursue a higher density where other city centres may not have this same boundary condition.

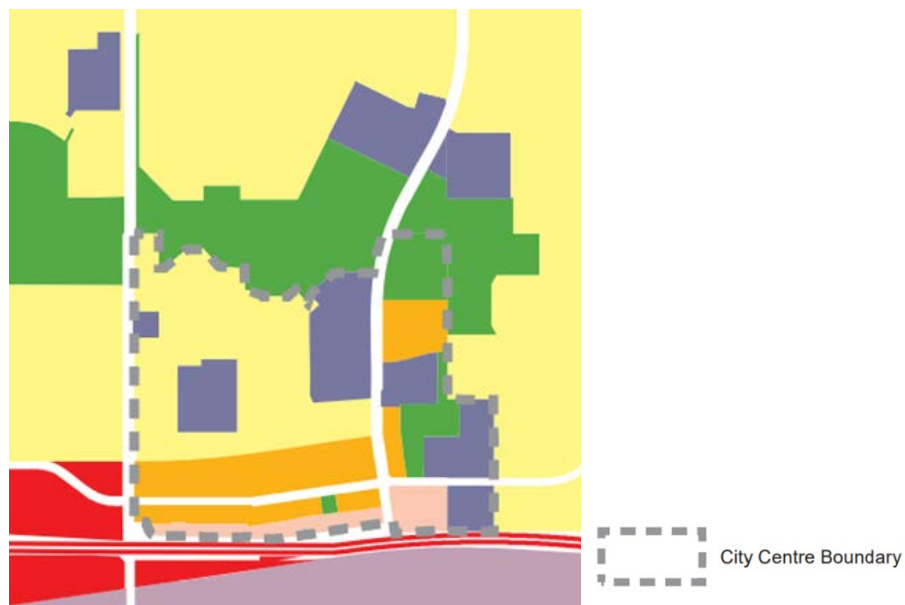
What options may exist if the proposed minimum is not acceptable to Council?

The need driving the proposed minimum density is the CCARP's requirement to retain several blocks of existing low-density residential use (i.e. existing at 15 uprha). Therefore, more density is needed from the remaining contributing residential lands. The target can only be achieved by balancing existing low density, existing built properties not expected to redevelop, and those remaining lands that are expected to redevelop and contribute to achieving the target.

Other options identified to lower the minimum density included:

- Maintain the R2CC District Minimum Density Requirement but add discretion for Development Officers consider density reductions by variance to not less than 100 uprha.
- Choose to adjust the City Centre Boundary in the Spruce Grove Municipal Development Plan, Figure 8 – Future Land Use map to exclude non-contributing residential lands (see Figure 3.6).

Figure 3.6 – MDP Figure 8 – Future Land Use Map excerpt showing the City Centre Boundary



Conclusion

While a land use plan can be aspirational, the land use bylaw that implements that plan requires regulatory clarity. A LUB needs to be specific and deliberate in setting density targets to ensure the policy and plan guidance can be achieved. The overall density target of 100 uprha is realistic and achievable with low and mid-rise building forms at 130 uprha for select areas.

Redevelopment will take time and Administration will monitor and propose future adjustments if necessary. However, if the R2CC District density starts too low and some of the aspired to mixed-use development does not occur the ability to achieve the CCARP density target would create the undesirable condition of relying on a few projects with very high densities.

Options

Alternative 1

Maintain the Proposed R2CC District Minimum Density at a minimum 130 uprha:

- Allows achieve the CCARP density target with aspired to mixed-use developments that would contribute to the area's residential density;
- allows for reasonable opportunity for residential redevelopment; and,
- as a 'living' document the Land Use Bylaw can be revised in the future based on monitoring and feedback where it is not achieving desired results.

Should Council desire to keep the R2CC District minimum density at 130 uprha no change to Bylaw C-1162-21 is required.

Alternative 2

Maintain the R2CC District Minimum Density Requirement at 130 uprha but add discretion for Development Officers consider density reductions by variance.

Should Council want to choose this alternative the recommended motion is:

By adding the following bolded text, and adjusting numbering as required, within PART 4 – ADMINISTRATIVE CLAUSES; Section 14 Variances:

- (7) The Development Officer may grant a variance to Site Density in the R2CC - City Centre High Density Residential District to not less than 100 dwelling units per residential hectare where in their opinion the relaxation would not unduly impact achieving the residential density target aspired to in the City Centre Area Redevelopment Plan.**

Alternative 3

Choose to adjust the City Centre Boundary in the Spruce Grove Municipal Development Plan, Figure 8 – Future Land Use map to exclude non-contributing residential lands.

Should Council want to choose this alternative it is recommended that:

- Council would refer the matter to Administration with direction to review and determine the extend of residential lands to be excluded, and to consider the necessary Municipal Development Plan and City Centre Area Redevelopment Plan amendments required to accomplish this alternative.

Council would refer the matter to Administration with direction to review and determine the extend of residential lands to be excluded, and to consider the necessary Municipal Development Plan and City Centre Area Redevelopment Plan amendments required to accomplish this alternative.