


A large, abstract graphic on the left side of the page, composed of several overlapping, thick, teal-colored brushstrokes that create a sense of movement and depth.

City Centre Area Redevelopment Plan Update

A red dot at the top of a vertical teal dotted line that extends downwards and then turns horizontally to the right.

City of Spruce Grove
Committee of the Whole
Bylaw C-1074-19 / Update
September 16, 2019





Purpose and Introduction

- » At the May 27, 2019, public hearing Council received significant input on the City Centre ARP plan;
- » The ARP's Urban Living Precinct received many comments that expressed concerns about its intended direction.
- » Based on this input, Council closed the Public Hearing and requested that administration undertake additional consultation.





Overview – City Centre ARP

» City Centre Area Redevelopment Plan

- » The City Centre is an essential part of Spruce Grove's community identity, and there is a strong desire to see this area thrive.
- » Over the past twenty plus years the City has been experiencing substantial new growth, while the City Centre has experienced a loss of businesses and vitality.
- » The City Centre ARP is intended as the City's plan for moving the City Centre to a new revigurted





City Centre Boundary



» The City Centre boundary is defined in the MDP.





Planning Overview

- » Spruce Grove's [Municipal Development Plan](#) in Section 5.3 City Centre identifies the City Centre as a mixed use hub of activity with a distinct identity.
- » The MDP identified an Area Redevelopment Plan should guide these efforts, focusing on:
 - » Small-scale service oriented businesses targeted primarily at the local population with a limited regional customer base
 - » Pedestrian orientation
 - » The use of streets as public spaces
 - » Civic and open space uses
 - » Mixed-use development, and
 - » Higher density residential development.
- » **Edmonton Metropolitan Region Growth Plan** Schedule 6: Greenfield Density, Centres and Intensification Targets identifies an “Aspirational Urban and Sub-Regional Centres Density Target” of 100 dwelling units per net residential hectare (du/nrha) be achieved for metropolitan area, urban centres.





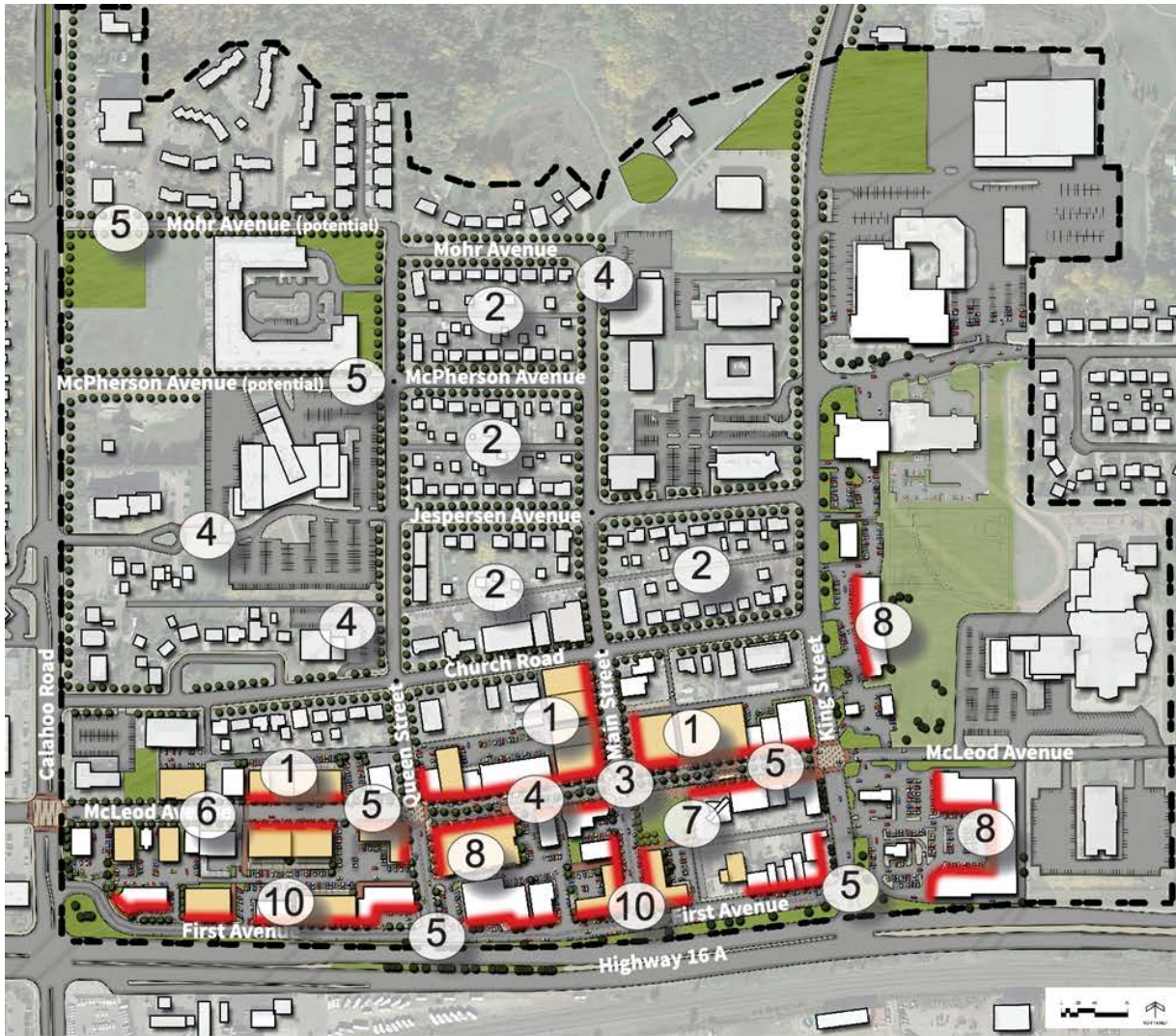
City Centre ARP & Vision

- » This ARP provides a guide for redevelopment that considers land use, mobility, urban design, building design guidelines, and implementation.
- » This plan represents the transition to a mid-sized urban centre.
- » A modern urban centre in design and feel, with a comfort level that exudes elements of pedestrian-friendly place-making with active community spaces.
- » City Centre revitalization is one of 5 Strategic Goals of approved Economic Development Strategy and Action Plan 2017-2022.
- » Consistent with Cultural Master Plan, City Centre will be a beacon for cultural activities and events.
- » Design guidelines and streetscape improvements will enhance the City Centre's aesthetic quality in support of the overall Vision.





Concept Plan



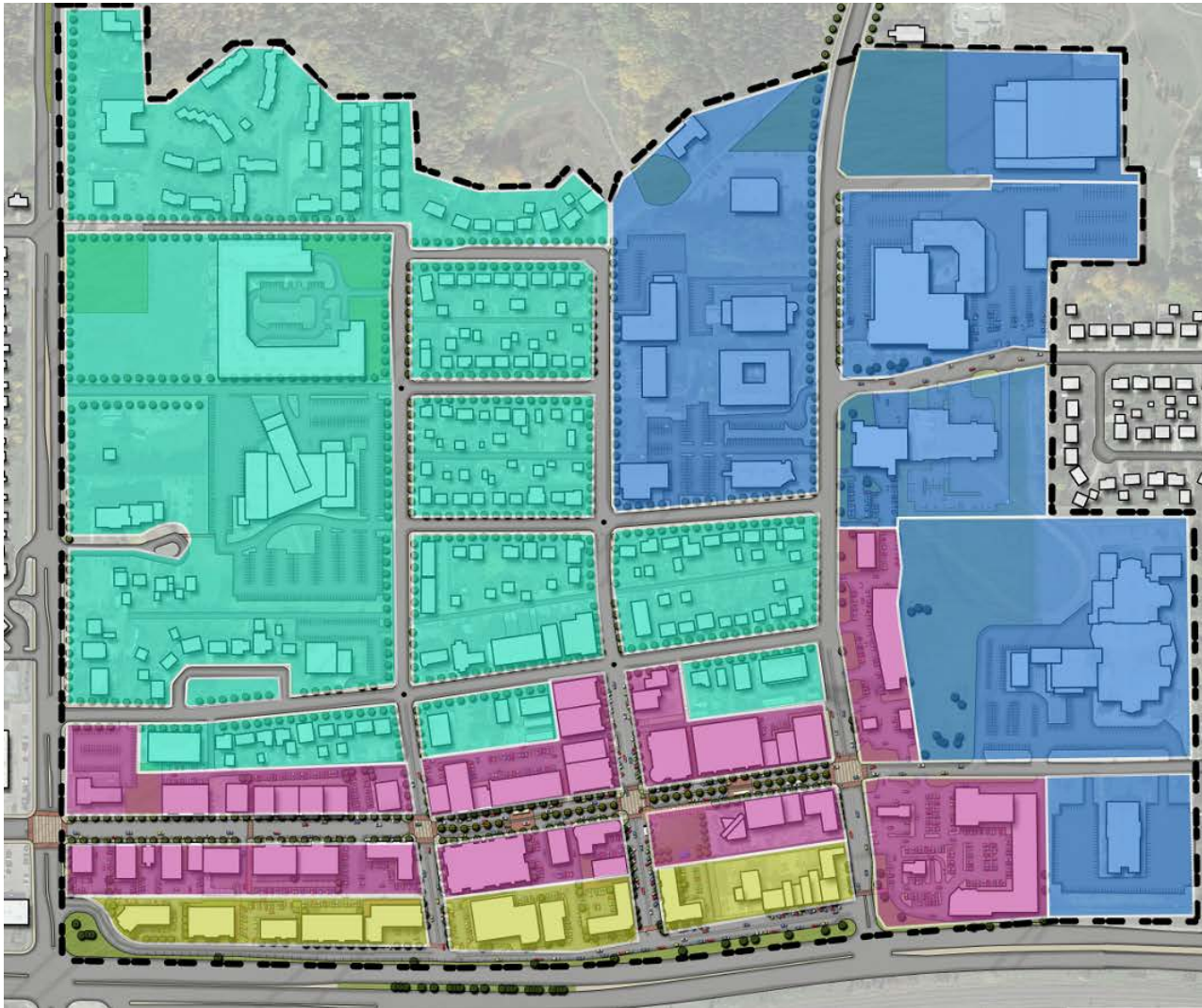
-  Existing Building
-  Potential Commercial Mixed-Use Redevelopment
-  Ground Level Retail Frontage

-  1 Mixed-Use Development Pattern
-  2 Diverse & Dense Housing Options (100 u/nrha) including Mixed-Use Residential in Commercial Areas
-  3 Main Street & McLeod Avenue 'High Street' Revitalization
-  4 Streetscape, Parking & Pedestrian Design Improvements
-  5 Infrastructure Plan & Upgrades
-  6 West End Road & Connectivity Improvements
-  7 Revitalize Columbus Park
-  8 Design Guidelines to Improve Buildings
-  9 Definition of Land Use Precincts to Shape Character of Sub-Areas
-  10 First Avenue Prominence and Design Improvements








Precincts



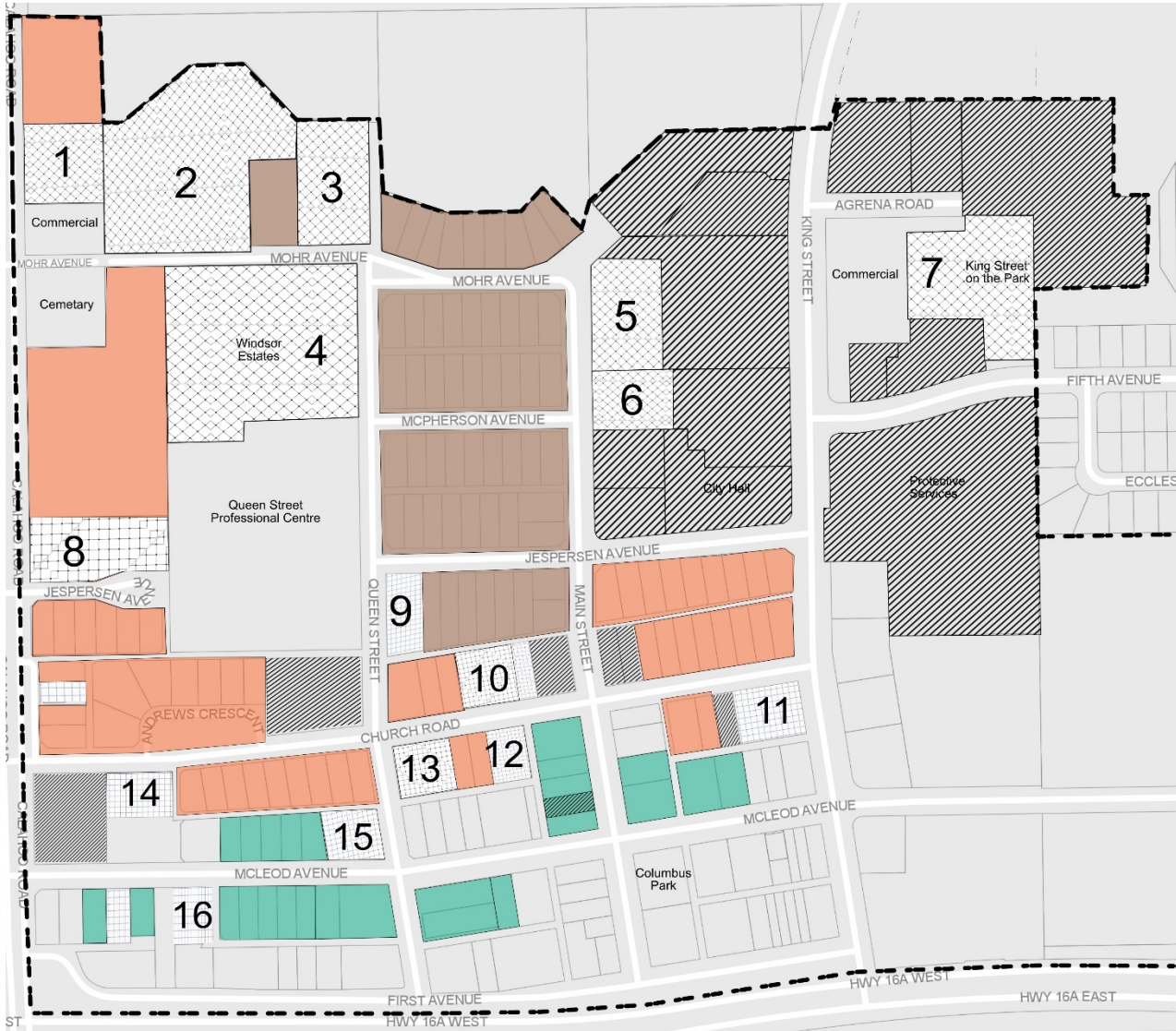
ARP Precincts

-  McLeod Avenue
(Mixed-Use)
-  First Avenue
(Business Commercial)
-  Civic
(Public Service)
-  Urban Living
(Multi-Unit Residential)





Residential Density



Future Residential Density Targets - upnrha (units per net residential hectare)

High Density - 149 upnrha






Medium Density - 77 upnrha

Mixed-Use Density - 102 upnrha

Total New Density - 114 upnrha

Existing Multi-Family Density - 90 upnrha

TOTAL Future Multi-Unit Density - 102 upnrha

- ARP Study Area
Residential Density Formats
-  High Density Multi-Unit Residential
 -  Medium Density Multi-Unit Residential
 -  2 to 4 Storey Mixed-Use Residential/Commercial
 -  Existing Multi-Family
 -  Institutional or Civic Properties



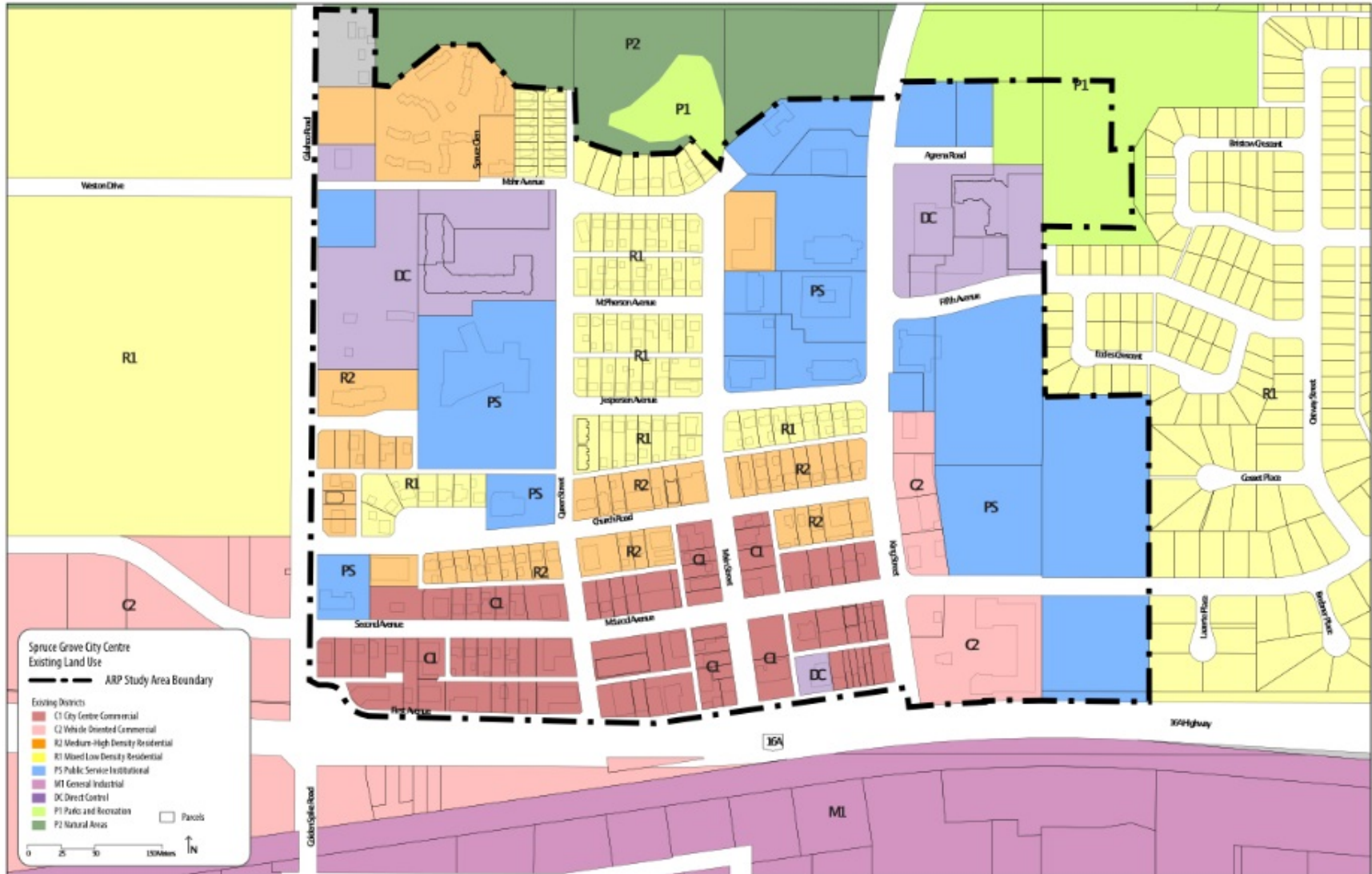


Modest density takes many forms





Existing Districting





Existing R1 & R2 Districts



SECTION 115 R1 – MIXED LOW TO MEDIUM DENSITY RESIDENTIAL DISTRICT

(1) GENERAL PURPOSE

The purpose of this District is to accommodate a range of low to medium density Dwelling types along each block face in order to provide flexibility in the design and Development of the neighbourhood. The District is intended to emphasize complementary relationships of Development with the Street and with each other.

Permitted Uses	Discretionary Uses
<ul style="list-style-type: none"> • Accessory Buildings • Duplexes • Semi-Detached Dwellings • Single Detached Dwellings 	<ul style="list-style-type: none"> • Bed and Breakfast Establishments • Boarding and Lodging Houses • Family Day Homes • Garage Suites • Garden Suites • Group Home, Limited • Home Occupations • Manufactured Homes • Public Utility Buildings • Row Housing, Street Oriented, up to four units • Sales Centres • Secondary Suites • Show Homes

SECTION 116 R2 – MIXED MEDIUM TO HIGH DENSITY RESIDENTIAL DISTRICT

(1) GENERAL PURPOSE

The purpose of this District is to accommodate a mix of medium to high density Dwelling types within the block face, in order to provide flexibility in the design and Development of neighbourhoods. The District is intended to emphasize complementary interface of Development with the Street and with each other.

Permitted Uses	Discretionary Uses
<ul style="list-style-type: none"> • Accessory Buildings • Multi-Unit Dwellings • Row Housing Developments • Row Housing, Stacked 	<ul style="list-style-type: none"> • Bed and Breakfast Establishments • Boarding and Lodging Houses • Child Care Facilities • Duplexes • Family Day Homes • Group Homes, Limited • Home Occupations • Public Utility Buildings • Religious Assembly • Row Housing, Street Oriented • Sales Centres • Semi-Detached Dwellings • Show Homes • Special Care Facilities

(Bylaw C-942-15, Jan. 29, 2016)
(Bylaw C-1057-18, March 18, 2019)

(b) Notwithstanding Section 116(1) a Single Detached Dwelling shall be a Discretionary Use on the following Sites, until such time that a Use listed as Permitted or Discretionary in Section 116(1) is Developed on the subject Site(s):

- Plan 2387 AR, Block 7, Lots 19-20
- Plan 2387 AR, Block 8, Lots 13-17
- Plan 171 HW, Block 1, Lot 7
- Plan 5193 KS, Block 4, Lots 1-9
- Plan 6442 KS, Block 13, Lots 3-10
- Plan 3055 MC, Block 15, Lot 11





- » When the LUB changes to support this ARP the following will happen:
 - » Non-conforming use of lands or building, if discontinued for 6 consecutive months, must conform with the land use bylaw in effect.
 - » Non-conforming use may be extended throughout a building, but a building with a non-conforming use may not be enlarged, added to, or be structurally altered.
 - » Non-conforming use of part of a lot may not be extended or transferred to in whole or part to any other part of the lot, and no additional buildings may be constructed on the lot while the non-conforming use continues.
 - » A non-conforming building may continue to be used, but may not be enlarged, added to, or structurally altered except:
 - » To make it conforming;
 - » For routine maintenance;
 - » As may be allowed by minor variance powers for the purposes of this section.
 - » If a non-conforming building is damaged or destroyed to more than 75% of the value above its foundation it may not be repaired or rebuilt.
 - » Use of land or buildings is not affected by change of ownership or tenancy.



New Consultation

» Workshops held on June 26th and 27th, 2019

- » Planning Consulting Team developed and held two Community Workshop events to hear and receive input from area residents as to their concerns.
- » 448 mailed invitations were sent out to residents in the Urban Living Precinct area, and adverts were placed in the Spruce Grove Examiner and on the City of Spruce Grove's website.
- » Attendance at the workshops totalled 38 individual addresses, with 12 of these being from outside of the Urban Living Precinct boundary (incl. commercial lands, & Edmonton).
- » Final attendance recorded 26 separate addresses over the two evening sessions with good representation from owners in the central single family dwelling areas.





What Was Heard Summary

At the workshops common themes emerged from the attendees:

» **Theme 1: City Centre Revitalization Impacts on Existing Residents**

General support exists for the overall City Centre redevelopment, but there is some concern about the ARP's Urban Living Precinct's impacts on existing residents.

- » Redevelopment efforts will push people out prematurely, and that people should not be forced to move if they don't want to or are not ready to go.
- » Redevelopment should not impact people's ability to remain in their existing single-detached dwelling, and why can't these dwellings be part of the future range of housing forms.

» **Theme 2: Increased Residential Density Location and Height**

The ARP intends residential density increases to support the City Centre's unique mixed use form, provide housing diversity, and to achieve an aspirational density target of 100 du/nrha.

- » Adding density in the greater City Centre was not opposed, but some are sensitive to how much density is added and where it is located as it may impact existing residents.
- » Attendees most commonly indicated that higher density levels would be most appropriate along Calahoo Road, Church Road and King Street, and that less density with more diverse forms be allowed in the interior of the "Urban Living" precinct bounded by Church Road, Mohr Avenue, Queen Street, and Main Street.
- » Some attendees expressed that new density did not need to be only in the form of apartments, and a range from single detached dwellings up to and including apartments was desirable.





What Was Heard Summary

» **Theme 3: Non-Conforming Use Status on Single Detached Dwellings**

Attending residents commented that they shouldn't be restricted in making upgrading decisions.

- » Single family homeowners should be able to make investments in their home or property as they see fit and not be limited by non-conforming use conditions.
- » Single detached dwellings along Jespersen Avenue, Mohr Avenue, and MacPherson Avenue are desired to remain in the ARP area, and if these become non-conforming uses after redistricting that would be undesirable to some.
- » Many attendees indicated that by becoming non-conforming uses/developments they would lose the freedom and ability to make renovations or add accessory buildings.
- » Some attendees expressed no confidence in "discretionary" type applications as they see this process meaning a "no" rather than a "yes" outcome respecting their intended developments.

» **Theme 4: Timing**

Attendees understand that the area is part of a transition, but they do not wish to have this quickly forced upon them if it could occur more naturally over time.

- » There is a belief that density will be increasing over the next 10 years, and they know their property may be adjacent or near future higher densities.
- » It is expected that an area the size of Urban Living Precinct redevelopment is going to take a long time, so why the urgency to force changes.
- » Some residents wish to retain the choice and freedom to redevelop, maintain, expand or renovate their homes as they see fit given they have no intentions of moving in the next 10 years.





What Was Heard Summary

» **Theme 5: Negative Impacts on Land Values**

It was heard that area landowners see their home as their major investment and/or retirement security, and they want to make sure it retains its value despite the ARP changes. Summarized comments are:

- » Concern exists that the ARP makes their single detached house obsolete and non-conforming. This devalues their house as it limits the market to only investors whose motive is to assemble land for redevelopment.
- » Changes could eliminate people who would choose to buy their single family dwelling with the intention of renovating and/or living in proximity of the City Centre where there is character in the homes.
- » There is also concern that any insurance value of the house where it suffered a catastrophic fire would not enable them to rebuild their house.





Review of the Consultation

- » The comments received at the Public Hearing and through the additional consultation has identified:
 - » The ARP's Urban Living Precinct planning as the area of most concern.
 - » A group of residents has concerns about the plan's impacts on their existing neighbourhood and their long-term use of single detached dwellings.
- » These expressed concerns point to a consideration of what options might exist for adjusting the ARP's intended land uses and transitioning within the proposed Urban Living Precinct.
- » Upon consideration of the received public comment and the City Centre ARP's redevelopment intentions, the Planning and Development department **identified three possible options for consideration.**





Three Identified Options

Option 1

- » **Continue with the ARP's existing Urban Living Precinct plan**
- » Removal all lower density residential development types over time
 - » Allows the most straight-forward interpretation of the ARP and its goals for area transition, improvement, and infrastructure expenditures.
 - » Does not address the concerns of some residents regarding the limitation on existing single detached dwellings through the legally non-conforming use regulations.



Option 2

» Single Detached Dwellings, in the existing R1 District, will be 'grandfathered' (i.e. discretionary uses):

- » Allows residents with existing single detached dwellings to avoid the 'legally non-conforming use' rules.
- » This option has been previously used for some single detached dwellings in the existing R2 District.
- » Not all property owners expressed this concern, and unless all individual wanting this potential solution are identified it would also apply to some who did not express this concern.
- » Lacks clear messaging that this area is approved for transition and redevelopment.
- » Does not support the plan for road and infrastructure improvements needed to benefit a transition to higher residential density.
- » May create a patchwork of land use densities that inhibit redevelopment (e.g. current Church Road).





Option 3

» Allow Single Detached Dwellings in the Long-Term Plan.

- » This option would confirm single detached dwellings as the preferred land use for the existing R1 districted areas.
- » This approach would require other City Centre residential areas to be built at a higher density to 'make up' the density required to achieve the EMRB target of 100 du/nrha.





Recommend Option 1



- » Planning and Development recommends the Option 1 for the following reasons:
 - » Non-conforming use rules exist to assist municipalities with transitioning land use, and have been developed over time across many jurisdictions as a reasonable compromise in these situations. This compromise offers support those for, against, and somewhere in between where a transition is desirable.
 - » The transition of the existing R1 District area supports achieving the ARP density need of 100 du/nrha area. We understand the hesitance of some residents with removing low density housing; however, to not use this area in achieving the required City Centre density would force the remaining areas to build more dense and bigger projects that would change the economic viability.
 - » New infrastructure expenditures are proposed in the Implementation Plan for the residential areas, and this investment by the City is planned over the next 5 years to help foster the physical and servicing preconditions for redevelopment. Extending out the transition period or changing the message about the redevelopment opportunity may affect the economics these expenditures.
 - » A choice was made in the ARP to have two slightly different areas of density in the City Centre. If infrastructure is provided as planned, the existing R1 Districted areas could allow for smaller scale projects that may come about sooner than larger apartment projects.



Project Update

Bylaw C-1074-19

