

CITY OF ST. ALBERT ADMINISTRATIVE BACKGROUNDER

TITLE: LAND USE BYLAW RESIDENTIAL DISTRICT AMENDMENT STRATEGY ADMINISTRATIVE BACKGROUNDERS

In preparation for the Standing Committee of the Whole discussion on Land Use Bylaw (LUB) Strategies on October 11th, 2016, Administration is providing the information requested by members of Council through the consultation feedback received since the presentation of LUB Strategies on July 11th, 2016. Five items are provided in the following attachment:

- 1. Lot Width Mix
- 2. Housing Options
- 3. Basement Suite Program
- 4. Assessed Value by Lot Size
- 5. Housing Options Duplex Design

Report Date: October 3, 2016 Author(s): Gilles Prefontaine Committee/Department: Planning & Engineering General Manager: Gilles Prefontaine Interim City Manager: C. Jardine



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CITY OF ST. ALBERT ADMINISTRATIVE BACKGROUNDER

TITLE: LOT WIDTH MIX

BACKGROUND:

Administration is providing the Administrative Backgrounder entitled "Lot Width Mix" for information at this time, responding to a request from a member of Council in relation to the proposed *"Land Use Bylaw Residential District Amendment Strategies"* which will be returning to the Standing Committee of the Whole on Oct 11, 2016.

The following information has been extrapolated from the March 18, 2013 Agenda Report on Bylaw 5/2013 R1 District Lot Width Distribution.

Purpose of Lot Width Distribution

The Land Use Bylaw regulates the percentage distribution of single family residential lot widths to be provided when an area of the City is developed. The intent of regulating the percentage distribution of lot width is to have a mix of lot sizes (large, medium, small and extra small) in all neighbourhoods; ensuring that the mix of housing aligns with the MDP goal to encourage a broad range of housing types with varying densities, sizes, tenure, and prices.

St. Albert utilizes lot width mix ratios in place of having a number of different single family land use districts.

In general, the development industry is not in favour of lot width mix formulas as calculations become complicated when subdivisions become close to being fully developed. Lot width mix distribution is based on the <u>entire ASP</u> area, not development phases, and could include more than one developer within the ASP (i.e. Riverside, which includes Reid Worldwide and Genstar). Coordination is needed between the developer and the City to ensure that the appropriate ratios can be obtained.

Existing Lot Width Distribution

In Section 8.20 (8), Low Density Residential (R1) District of the Land Use Bylaw 9/2005, there are currently three (3) lot width distribution tables that apply only to single family (SF) lots. The first two tables were in previous Land Use Bylaws and apply to past developments. The Land Use Bylaw (LUB) amendment in 2005 added extra small lots and this third table applies to Area Structure Plans that were developed after July 2005. Depending on when an Area Structure Plan was adopted, a specific table applies to that development area.

Refer to: Table 1



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Table I Summary of Current Lot Whath Distribution

Tables in LUB	≥14.5m Large Lot	≥ 12 .2m - <14.5m Medium Lot	11.5m - <12.2m Small Lot	10m - <11.5m Extra Small Lot**
No ASP (Table 1 - LUB)	50-100%	0-50%	0-30%	0-20%
ASP Adopted prior to July 2005 (Table 2 - LUB)	50-100%	0-50%	0-30%	Not permitted
ASP Adopted after July 2005 (Table 3 - LUB)	50-75%	10-35%	10-30%	5-20%

** Extra small lots are permitted on through streets only.

The Land Use Bylaw Residential District Amendment Strategy #3 - Action 3.4, recommends simplifying lot distribution ratios for the following reasons:

- Ratios significantly limit overall allowable density (currently weighted to the provision of larger lots greater than 14.5m wide).
- The formula for lot distribution is complicated to track.
- Lot size determines product developed (large lot = large house).
- Developers group lot sizes and do not mix the street with a range of housing sizes.
- Lots of various sizes would improve variety of single detached options.
- Aligns with development industry feedback.

Strategy Implications

Strategy 3.4 considers the investigation of a simplified formula for lot width mix ratios, potentially replacing the three conditions that currently exist. This strategy would strive to achieve a balance between the proposed new CRB density targets, and maintaining the character and feel of St. Albert. Other considerations would include market housing preferences (greater preference towards smaller yards with less maintenance), municipal revenue, environmental sustainability, and street design requirements for municipal services. Extra small lots are currently only permitted on through streets, and have resulted in challenges with on-street parking, garbage collection, and less space for street trees.

Refer to: Lot Width Discussion Report dated Feb 12, 2013 (attached)

There are no recommendations on the most optimum lot width mix formula at this time, however it should be noted that no combination of lot width mix will achieve the new CRB density targets of 40 du/ha without an increased percentage of multi-family. Approval of Strategy 3.4 would give Administration the ability to investigate simplified formulas, which would be returned to Council for consideration prior to being adopted. A fiscal analysis of various options could also be considered, should funds be available for this.

Table 2 illustrates that varying combinations of lot width options could be combined to achieve the same net density.



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Lot Size	Combir	nation #1	Combin (currently n	nation #2 ot permitted)
	# of Lots	% of Lot Distribution	# of Lots	% of Lot Distribution
Large	616	50%	323	25%
Medium	186	15%	326	25%
Small	189	15%	328	25%
Extra Small	242	20%	333	25%
	-	·		
Total SF Units	1,	233	1,	311
Single-family vs Multi- family	69%	/ 31%	70%	/ 30%
Net Density (du/net res per ha)	30 dwelling	units per ha	30 dwelling	j units per ha

Table 2 – Examples of Lot Width Mix Combinations

Assumptions:

• 100 hectare parcel of land with 60% developable (less roads, SWMF, and parks) = 60 hectares developable.

• Multi-family is 94 dwelling unit per hectare, and 6 hectares = 564 dwelling units.

• Single family lot depth of 33 m (108 ft).

The various widths and lot areas of large to extra small lots shown on Table 3 can achieve between 20 to 30 dwelling units per ha without consideration of other development forms within an Area Structure Plan (multifamily housing or lot width mix). Twelve additional extra small lots could be placed on a 380m street length compared to large lots.

Should zero side yard lots be permitted, 18 additional homes could be placed on the sample 380m street length compared to the number of large lots that could be placed on the same street length.

Lot Size	Average lot width (m)	Average lot area (ha)	Units per ha	# of lots on a 380m street length
Large	15	0.0495	20.20	25
Medium	13	0.0429	23.30	29
Small	12	0.0396	25.25	32
Extra Small	10	0.033	30.30	37
Zero Side Yard	8.8	0.029	34.5	43

Table 3 – Average Lot Size and Area



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ATTACHMENTS:

1. Lot Width Discussion, February 12, 2013 (previously distributed in the March 18, 2013 Agenda Report on Bylaw 5/2013 R1 District Lot Width Distribution)

Report Date: September 26, 2016 Author: Lory Scott Committee/Department: Planning General Manager: G. Prefontaine Interim City Manager: C. Jardine



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LOT WIDTH DISCUSSION

FEBRUARY 12, 2013



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LOT WIDTH DISCUSSION



Introduction

Further to the report *Lot Mix Ratios in St. Albert: a report on narrow lots (2011)*, additional discussion on some of the implications of small lots is warranted, in particular, the relationship between extra-small lots and both density and affordability. The City's review has found that increasing the number of extra-small lots has a minimal impact on density and while homes on small lots tend to be less expensive than those on larger lots they are not considered "affordable". A small lot has a frontage of 11.5 m to 12.2 m and an extra small lot has a lot frontage of 10 m to 11.5 m.

Density Housing Mix

A key argument for increasing the number of narrower lots is that it will better allow the City to achieve the greater density targets mandated by the Capital Region Board (CRB). The CRB density target number is 30 to 45+ dwelling units per net residential hectare.

Different lot mixes were tried to see if the lot mix would meet the Capital Region Board (CRB) density target of 30 dwelling units per net residential hectare, and the Municipal Development Plan (MDP) requirement of a minimum of 30% multi-family dwelling units of the overall units. Options 1, 2 and 3 meet the CRB and MDP requirements; whereas, the other options reviewed either do not meet the requirements of the MDP or the CRB or both.

A review of possible lot width mix options indicates there is minimal difference in net densities as a result of increasing extra small lots, as indicated in Table 1, unless all large and medium lots were eliminated, then density does slightly increase. This is still nowhere near the higher end of the target range outlined by the CRB.

The City of St. Albert requires all neighbourhoods to have a minimum of 30% multi-family housing units, to ensure a diversity of housing types throughout the City. A concern has been that increasing the number of narrow lots may negatively impact this ratio. From the recent review, it was found that the impact on the single-family to multi-family ratio

required in the City's Municipal Development Plan (MDP) is not substantially different between the options.

By reducing the minimum lot width requirement for large lots, the number of units in an area could increase by up to 10%. At the same time, density would increase by only one or two points and the opportunities for a more flexible mix of lot widths would still be possible.

Options	Perce	entage Dist	ribution o	f Lots	Net	Impact	No. of
	Large 15 m	Medium 13 m	Small 12 m	X-Small 10 m	Density (du/net ha)	on sf/mf mix	SF units (100 ha)
Current Lot Wid	th Mix						
Max large (75%), min x- small (5%)	75% large	10% medium	10% small	5% x-small	29 du/net ha	67% sf 33% mf	1,149
Min large (50%), max x- small (30%)	50% large	10% medium	10% small	30% x-small	30 du/net ha	69% sf 31% mf	1,260
Option 1							
Min large (40%), max x- small (40%)	40% large	10% medium	10% small	40% x-small	31 du/net ha	70% sf 30% mf	1,310
Option 2				r.	r.	1	r
Min large (30%), max x- small (40%)	30% large	15% medium	15% small	40% x-small	32 du/net ha	70% sf 30% mf	1,338
Option 3							
Min large (25%), equal mix	25% large	25% medium	25% small	25% x-small	32 du/net ha	70% sf 30% mf	1,320
Extreme Percen	tages that	do not work					
No large lots	-	-	50% small	50% x-small	34 du/net ha	73% sf 27% mf	1,490
No small lots	50% large	50% medium	-	-	29 du/net ha	67% sf 33% mf	1,169
Percentages that	at do not w	ork					
Min large (25%), max x-	25% large	10% medium	10% small	55% x-small	36 du/net ha	75% sf 26% mf	1,595

Table 1 Percentage Scenarios

Options	Perce	entage Dist	ribution o	Net	Impact	No. of	
	Large 15 m	Medium 13 m	Small 12 m	X-Small 10 m	Density (du/net ha)	on sf/mf mix	SF units (100 ha)
small (55%)							
Min large (30%), max x- small (50%)	30% large	10% medium	10% small	50% x-small	32 du/net ha	71% sf 29% mf	1,365

Calculations based on assumptions: 100 gross ha overall neighbourhood, 6 ha accommodates 564 multi-family units in all options. Minimum 30% of units must be multi-family (3 units or more).

sf=single family, mf=multi-family.

Affordability

A second key argument for increasing the proportion of narrower lots is that it creates more affordable housing. Affordability generally is related more to the house itself. Staff looked at assessment records for bungalow, bi-level, and two storey homes over the past 20 years (1992 to 2012) to determine if there was change between the square footage of the lot to the square footage of the house, depending on the type of house. In the 80's and 90s', bungalows and bi-levels were more common on narrow lots.

For bungalow and bi-level homes, the square footage of house to the square footage of lot has stayed constant at about 28-30% of square footage of home to square footage of lot.

However, for two storey homes, the square footage of the house to the square footage of lot has increased 31% over the 20 year period. This means that in 1992, a two storey home square footage was 35% of the square footage of the lot and in 2012, a two storey home increased to 50.9% of the square footage of the lot. On the smaller lots today, two storey homes are almost exclusively built, so much larger houses are being built on narrow lots.

Another way to look at this is with the floor area of houses being built on narrow lots. On April 20, 2009, a provision to limit the maximum floor area of 137 m² (1,475 ft²) on lots less than 11.5 m was repealed from the Land Use Bylaw as developers advocated that the market should dictate size and there should be no restriction on maximum floor area for smaller lots.

Since 2009, the size of homes with lot widths of 10.5 m to 11.5 m have increased on average 30 m^2 (320 ft²) in size. The increase in square footage was most likely gained by developing the space over the garage. An increase in square footage means that a home is now larger

and the cost to purchase a home goes up on average \$67,000 to \$89,000. This suggests that houses on small lots today are less affordable.

Another issue related to house size is that developers are requiring a minimum house size on lots that is larger than the minimum requirement in the Land Use Bylaw. For example, if a purchaser wished to develop a medium size lot (12.2 m lot frontage) with a 139 m² to 160 m² (1,500 to 1,700 ft²) home, they would be required to purchase a smaller lot size. Homeowners are buying small and extra small lots because of the house size they need, but not necessarily the yard size.

Pricing of Houses

At the time of preparing the land with services, road, etc, a developer looks at all carrying costs, development costs and determines profit margins needed for the development. The selling price point and thus affordability of the house is established.

Staff looked at the median assessed value and the number of lots for each lot size that would fit on the same size linear parcel of land. Table 2 shows that on the same parcel of land, 25 large, 31 medium, 32 small or 37 extra small lots will fit. It is clear that the return from the extra small lots is expected to be greater. This translates into a greater return for developers, but also for the City in tax revenue.

Lot Size	Lot Frontage	Median House Size	# of Lots on a 380 m street length	Median Assessed Value	Total Value
Large	15.2 m	180 m ² (1,963 ft ²)	25	\$503,000	\$12,575,000
Medium	12.2 m	164 m ² (1,767 ft ²)	31	\$414,000	\$12,834,000
Small	11.7 m	163 m ² (1,755 ft ²)	32	\$395,000	\$12,640,000
Extra Small	10.0 m	163 m ² (1,755 ft ²)	37	\$395,000	\$14,615,000

Table 2 Median Assessed Value

Source: City of St. Albert Assessment, Planning and Development

The selling price of homes on narrow lots start at approximately \$400,000, but that is only affordable to those who earn over \$100,000 and take out a 25 year mortgage. Households

that earn less than \$100,000 per year will find the smaller lot product to be unaffordable. The City's current "measure" of affordability is defined through the Draft Affordable Housing Policy which will be brought back for Council's approval on April 15, 2013.

Street Design

Street design plays an important role in the effectiveness of small lots. St. Albert has a hierarchical curvilinear street system with no back lanes. The bulb, cul-du-sac and smaller lot frontages present challenges related to parking, snow removal, garbage pick up and landscaping. No lanes, means all on-site parking must be accessed from the front street. On a small lot on a straight street, the space between driveways is about 5 metres, much less on bulbs or cul-de-sacs. A typical on-street parking stall is 7.0 m long.

The challenge with on-street parking is the space between driveways is often less than a car length. The Alberta Traffic Safety Act requires a 1.5 m space between the vehicle and the driveway entrance, which cannot be achieved; therefore, vehicles overhang driveway accesses (see photo 1). To address parking shortages some residents are parking one vehicle behind the other (stacked) on the driveway, but are parking on or over the public sidewalk, which is against the Traffic Bylaw. If there is a fire hydrant, parking is also impacted because no parking is permitted within 5 metres of either side of a fire hydrant. There can also be issues related to super mailboxes or utility boxes.

Basement suites are permitted in single-detached dwelling unit, and if it is a two bedroom unit, one additional parking stall is required on the property and two additional parking stalls for three-plus bedrooms. Should a smaller lot have a basement suite, parking may add parking demand pressures to the residential street.

North Ridge is where the most small lots have been developed to date. Observations of these developments found that about one third of the vehicles are not in the garages, which may be an indication that the garages are used for another purpose such as storage or additional cars.

Snow storage for residential lots is a challenge as lots have insufficient space on which to store snow (see photo 2). On the smaller lots, snow blowers are not practical because there is no where to direct the snow without the snow going onto the neighbouring property. In addition, there is minimal boulevard space for snow storage.

Garbage day is a challenge because driveways merge together on the bulb and there is no room to place the two bins, which need to be one metre apart, plus allow a space for the blue bag (see photo 3).

St. Albert's standard has always been to maintain treed boulevards along it residential streets. In newer neighbourhoods that have cul-du-sac and streets with bulbs, there is less space for street trees as most areas are taken up with driveways. As a botanical city, an increase in streets with few trees may not meet the branding concept. In established neighbourhoods, two boulevard trees were planted per lot to create a canopy over the sidewalk and street. In areas with small lots, one tree per 2.5 houses is all that space will allow and no trees for about 10 to 12 homes on cul-du-sac and bulbs.

Photos, North Ridge December 2012



Photo 1: Vehicle overhanging on driveways



Photo 2: Snow storage between units difficult.



Photo 3: Snow storage, garbage day, and no available on-street parking.



CITY OF ST. ALBERT ADMINISTRATIVE BACKGROUNDER

TITLE: HOUSING OPTIONS – BEST PRACTICES

BACKGROUND:

Administration is providing the attached document entitled "Housing Options – Best Practices" for information on various types of single detached lot configurations, responding to a request from a member of Council in relation to the proposed *"Land Use Bylaw Residential District Amendment Strategies"* which will be returning to the Standing Committee of the Whole on Oct 11, 2016.

ATTACHMENTS:

1. Housing Options – Best Practices

Report Date: September 26, 2016 Author: Lory Scott Committee/Department: Planning General Manager: G. Prefontaine Interim City Manager: C. Jardine



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6.0 HOUSING OPTIONS – BEST PRACTICES

6-1 Stantec, Edmonton, AB



St. Albert currently offers a limited number of the housing options that are available and utilized in other jurisdictions.

This section details many of the housing forms and residential lot configurations available and highlights the benefits and challenges of pursuing each in the St. Albert context.

6.1 SINGLE DETACHED OPTIONS

There are many types of single detached dwellings that are available. The demands of

these homes vary based on personal preference as well as affordability and stage of life.

Lot size, configuration, and access also dictate housing forms and provide the opportunity to provide different and varied housing options.

6.1.1 Narrow Homes

What are they?

"Narrow" is a relative term. The current minimum lot width in the City of St. Albert's LUB is 10 m. Other municipalities in the Capital Region, as well as other municipalities farther afield, permit lot widths as narrow as 7.6 m. These products are often two storeys, building up rather than out on the narrower lots. Narrow homes can be implemented in infill situations in established or mature neighbourhoods, where two or more detached houses are constructed on a re-subdivided large lot that previously contained a single house. Usually these houses are located in neighbourhoods with lanes allowing for vehicle parking at the rear of the lot. Narrow homes can

also be implemented in greenfield locations as affordable options amongst a broader range of housing types within a new neighbourhood. The value of these dwellings lies in their efficient use of land without sacrificing single-family character.

What are the benefits?

Narrow lot homes have the advantage of continuing the single detached housing form very common in St. Albert. Permitting narrower width lots can significantly reduce the land cost – a 7.6 m wide lot can offer land cost reductions of 24% relative to a 10.0 m wide lot, for instance, shaving tens of thousands of dollars off the cost of a property – while still offering residents the yard and privacy that are so attractive in single-detached homes.



6-2 www.doniveson.ca



Housing Options – Best Practices March 2, 2016

Narrow lot homes increase neighbourhood densities and reduce servicing costs.

What are the barriers?

Permitting narrow lot homes in St. Albert would require changes to the minimum lot width in the R1 District. The current St. Albert LUB permits minimum lot widths of 10.0 m in the R1 District, as compared to 7.6 m in the City of Edmonton, 9.0 m in Spruce Grove, and 8.5 m in Stony Plain.

A typical double garage is 6.1 m wide, meaning that maintaining a front attached double garage with narrow lot homes can result in a very garage-dominated streetscape. The spacing of driveways is also reduced as lot width narrows, which reduces on street parking. For this reason, many municipalities prefer narrow lot housing in locations with rear lanes. This would require a shift in St. Albert standards towards the introduction of lanes, or the acceptance of garage-dominated streetscapes in locations where narrow lot homes were permitted.

The current R1 District regulates the proportion of lots of various minimum widths within a given subdivision, with a clear preference for lots of 14.5 m width or greater, and limiting the proportion of narrower lot widths such as 10 m - 11.5 m to a maximum of 20%. These regulations restrict affordability even within the current lot width minimums, and would need to be reduced or deleted in order to provide flexibility for the construction of narrow lot homes.

Maximum lot coverage in the R1 District is 40%. Lot coverage maximums in other municipalities permitting narrow lot homes range as high as 50-53%. This permits houses of desirable sizes to be constructed on narrower lots.

Side yard requirements vary in the R1 District depending on the width of the lot and the height of the house or pitch of the roof. This creates some uncertainty regarding the amount of lot space available for construction of a house, which comes at a greater premium as lots become narrower. A simplified standard for side yard setbacks would make the pursuit of narrow lot housing easier.

Where would it work?

Narrow lot homes can work in infill or greenfield contexts, though if garagedominated streetscapes are a concern, locations where lanes exist or can be provided are preferable



6-3 www.metronews.ca



Housing Options – Best Practices March 2, 2016

6.1.2 Zero Lot Line (Zero Side Yard)



What are they?

A variation on narrow lot housing, zero lot line dwellings are those that have the primary dwelling abutting one of the side lot lines. This looks very similar to conventional side yards, as this form is repeated through the block, but fences are not needed on the property line, as side facades demarcate the transition from one property to the next. Though some forms do have front attached garages the more typical format is to allow for a detached garage accessed from a lane.

What are the benefits?

This housing form increases affordability, as these typically have less frontage and a reduced side yard (reducing costs). They can also provide space for secondary suites, whether it is within the primary dwelling or as a garden or garage suite. However, on-site parking for secondary suites can sometimes be limited as lots narrow, depending on the configuration of site development.

The City of Edmonton currently permits zero lot line products in the RPL and several pre-existing DC1 districts.. To facilitate this type of development, the RPL zone includes specific requirements additional to typical single-detached housing: a private maintenance easement to allow property owners to access the side of their home located immediately adjacent to the neighbour's side yard, eave encroachment easements, footing encroachment easements, and a drainage swale constructed to the City's Design and Construction Standards. The City of Edmonton also requires that all roof leaders be connected directly to stormwater service to reduce surface drainage within the maintenance easement, contrary to practice for other types of single-detached housing.

What are the challenges?

All of the challenges of narrow lot housing detailed in 6.1.1 apply to zero lot line housing as well. Of particular note are the side yard setback requirements of the LUB, which would need to be amended to permit one side yard to be reduced to 0 m, and ideally the other lot line side yard requirements to also be reduced in order to maximize the affordability benefits of this narrow lot housing.

In addition, engineering standards would need to be revised to permit the modified site drainage approach of zero lot line housing.

Where would it work?

Zero lot line homes will not work in infill contexts, as they require entire blocks to be developed in the same fashion with each house needing to be offset to the same property line. Due to the typically narrow character of such lots, locations where lanes can be provided are also beneficial.



Housing Options – Best Practices March 2, 2016

6.1.3 Shallow Wide

What are they?

"Shallow" and "wide", like "narrow", are also relative terms. Shallow-wide housing was common in Alberta decades ago when ranch houses were popular; however, this housing would not be considered affordable today due to the particularly wide lots that are characteristic of this housing type. Today, shallow-wide products are developed in various municipalities as a way of pursuing small-lot housing without requiring lanes; lot size reductions are made primarily in the depth of the lots rather than the width. These lots tend to look very similar to traditional housing, with front attached garage and moderate width lots, but have reduced rear yard space.

What are the benefits?



6-4 Google Earth –Airdrie, AB

Shallow-wide housing products provide many of the same affordability benefits that other small lot products do. By reducing the overall site area of lots, they provide reduced land costs. By maintaining or only moderately reducing lot widths relative to traditional housing products, and maintaining front attached garages as a feature of house design, shallow-wide housing would be visually indistinct from older housing in many St. Albert neighbourhoods.

What are the challenges?

The St. Albert LUB currently requires minimum lot depths of 30.5 m to 36 m, depending on

6-5 Google Earth - Airdrie,AB





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Housing Options – Best Practices March 2, 2016

context, in the R1 District. Shallow-wide lots are typically 26-30 m deep, providing depth reductions of as much as 10 m over more traditional product. Minimum lot depths in the LUB would need to be modified to permit this.

In some municipalities in order to maximize the lot depth reductions for affordability purposes, or to return to property owners some of the rear yard space lost through lot depth reductions, front setback requirements are sometimes reduced for this type of product. Front setbacks of 3 m are common, versus 6 m for more traditional product.

Where would it work?

Shallow-wide lot housing does not work in infill contexts, as the depths of lots are set by the existing roadway network. Wide-shallows can be pursued in greenfield contexts where shallower lot depths can be established through subdivision.

6.1.4 Reverse Housing

What are they?

Reverse housing allows for houses to front onto greenways, parks, or stormwater ponds instead of a local road. Typically, they require a lane to provide legal access to the site.

What are the benefits?

Reverse housing is a unique housing type that enhances amenity by orienting the fronts of homes towards park spaces, rather than a public road. In theory this type of housing can provide infrastructure cost savings by providing homes with access from a lane or reduced-width road only, rather than a standard roadway.







6-7 Google Earth - Sherwood Park, AB

What are the challenges?

Although this type of development is very attractive from an amenity perspective, the approach taken in many municipalities has actually reduced its cost competitiveness. Concerns about emergency access and visitor parking has resulted in the widening of access lanes to the width of full standard local roadways, removing cost savings and limiting the application of the concept. The market interest in this type of product would need to be explored with engineering requirements in mind.



BACKGROUND TECHNICAL REPORT- DRAFT

Precedents – How Other Jurisdictions Accomodate DiversityAnd Affordability March 2, 2016

Table 7 Single Detached Dwellings Comparison

Single Detached	Airdrie	Airdrie		Ed monton			L	FOIT Saskatchew an	Spruce Grove	St. Albert
Zone	R-1N	R-1SL*	RF1	RSL	RPL	RMD	RC	R4*	R1	R1
Minimum Area (m2)	255	281	250.8	312	247	247	309	306	n/a	n/a
Minimum Width (m)	9.15	8.53	7.6	10.4	7.6	7.6	9.1	9.3	9	10
Minimum Depth	30	n/a	30	30	30	30	34	34	30	33.5
		45 60	40		17 0 50		45 50			10
Site Coverage (%)	45	45-60	40	45	4/& 53	47	45-50	45-57	50	40
Height (m)	10	10	10	10	10		10	10	12	11
Interior Side Yard	1.2	1.2	1.2	1.2	1.2	1.2	1.5	1.5	1.2	1.25
Front Yard (m)	5	3.5	6	5.5	4.5		3*-6	3-4.5	3	6
Rear Yard (m)	7.5	8	7.5	7.5	0 - 1.5		6-8	6-8	3 - 7	6
Uses	FS	F	SFD	FGS	FSDZ	SGRFD	FSR	FS	FSGSD	FRDB
Uses B	Basement Suite									
G			Garage S	uite/Gar	rden Suite					
S		Secondary Suite								
D		Semi-detached or Duplex								
R		Row Housing								
F		Single Detached								
Z			Zero Lot	Line						
*		Lane products are required to utilize some provisions								





CITY OF ST. ALBERT ADMINISTRATIVE BACKGROUNDER

TITLE: BASEMENT SUITE PROGRAM

BACKGROUND:

Administration is providing the Administrative Backgrounder entitled "Basement Suite Program" for information at this time, responding to a request from a member of Council in relation to the proposed *"Land Use Bylaw Residential District Amendment Strategies"* which will be returning to the Standing Committee of the Whole on Oct 11, 2016.

Question:

Provide information whether the Basement Suite Program was managed as per the May 22 (2007) LUB amendments, the grant program (January 2009) and the criteria put forward in this regard. Was it truly monitored and adhered to?

1. How are Basement Suites managed through the Land Use Bylaw (LUB)?

Bylaw 7/2007 amended the LUB to allow basement suites as a permitted use in single family homes in R1 and R2 districts. Basement suite development is controlled through the processes and regulatory requirements defined in the LUB under Part 3 – Control of Development, Part 7 - Parking Requirements, and Part 8 – Residential Land Use District requirements. Property owners have the right to appeal adverse development permit decisions through the Subdivision and Development Appeal Board, subject to the conditions outlined in Part 3 of the LUB.

Basement suites must also comply with the Alberta Building and Fire Codes to help ensure safety and quality of life for the occupants of legal basement suites. Approved suites are inspected throughout the construction process and must also pass a final occupancy inspection prior to written approval being given to allow occupancy of the basement suite.

Enforcement of illegal basement suites are completed on a complaint basis.

2. How is the Criteria for the Basement Suite Grant Program managed?

The Basement Suite Grant Program (the Program) was approved by Council on March 17, 2008 through motion C172-2008, and started accepting applications on September 2, 2008. The program criteria initially approved by Council in 2008 has remained consistent, and is enforced through the terms of the 5 year Operating Agreement with the property owner.



The Basement Suite Grant Program was well received, and resulted in the development of 82 basement suites through the City's contribution of \$15,000 towards new basement suite development, or \$10,000 towards renovation costs for existing basement suites. More than 50 residents have placed their name on a waiting list should funds become available through terminated agreements (principally due to property sales), which requires applicants to return a pro-rated portion of the grant back to the City. The City's caveat on the property ensures compliance with this condition.

The Planning Department verifies basement suite rental rates annually each November, through a tenant declaration form that must be signed by the tenant verifying the rental rate charged, and extra costs charged to the tenant over the base rental rate. Maximum permitted rental rates are established annually through the provincial Core Need Income Threshold levels for St. Albert based on the number of bedrooms in the suite.

A sample of the City's agreement with the property owner is available on the City's website at: <u>https://stalbert.ca/uploads/PDF-forms/PD_Basement-Suite-Grant-Agreement.pdf</u>

Report Date: September 26, 2016 Author: L. Scott Committee/Department: Planning and Development General Manager: G. Prefontaine Interim City Manager: C. Jardine



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CITY OF ST. ALBERT ADMINISTRATIVE BACKGROUNDER

TITLE: ASSESSED VALUE BY LOT SIZE

BACKGROUND:

Administration is providing the Administrative Backgrounder entitled "Assessed Value by Lot Size" for information at this time, responding to a request from a member of Council in relation to the proposed *"Land Use Bylaw Residential District Amendment Strategies"* which will be returning to the Standing Committee of the Whole on Oct 11, 2016.

Question:

Provide an analysis of whether small lots actually nurture lower assessed values with apples-to-apples comparisons and statistically based data.

The following analysis of assessed lot values was based on a sample of 69 single family and duplex lots in Jensen Lakes and North Ridge. All but two lots had completed dwellings, with the majority of homes being constructed after 2006.

The analysis illustrates that smaller lots have lower assessed values; however they also result in a higher median land cost per square meter than larger sized lots. Duplex lots provide the greatest opportunity for affordability, offering a lower median land cost per square meter compared to extra small lots.

Median assessed values of developed properties rise significantly as lot sizes increase, accounting for larger sized dwellings with greater amenities on the larger sized lots. Small lots may be assessed lower individually, however the tax revenue is expected to be greater as more lots can placed on a typical street length. Small lots also enable more efficient use of land.

Assessed values of lots also vary based on location. For example, lots backing onto parks generate a positive adjustment to the base assessed value, while a negative adjustment would be applied to corner lots of a busy collector road.



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Lot Type	Sample Size	Median Lot Area (lot area range - m2)	Lot Width Range	Median Land Assessment Value	Median land cost (per m²)	Median Assessment (including dwelling)
X-Small Duplex	6	329 m2 (313 – 370)	8 - 10 m	\$129,000	\$390	\$372,000
X-Small SF	14	357 m2 (357 – 379)	10 - >11.5m	\$168,000	\$471	\$433,000
Small	23	421 m2 (400 – 472)	11.5 - <12.2m	\$177,000	\$420	\$485,000
Medium	16	527 m2 (501 – 599)	≥ 12.2 – 14.5m	\$179,000	\$339	\$536,500
Large	10	645 m2 (607 - 1013)	≥ 14.5m	\$217,000	\$284	\$598,000

Note: Lot sizes are based on a standard lot depth of 33.5m, with variances ranging from 30.5 m for lots backing onto parks to 36m for lots backing onto major arterial roadways. Refer to the St. Albert Land Use Bylaw clause 8.20.9 for specific requirements.

Report Date: September 26, 2016 Author: L. Scott / S. Bannerman Committee/Department: Planning and Development / Assessment General Manager: G. Prefontaine Interim City Manager: C. Jardine



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CITY OF ST. ALBERT ADMINISTRATIVE BACKGROUNDER

TITLE: HOUSING OPTIONS – DUPLEX DESIGN

BACKGROUND:

Administration is providing the attached document entitled "Housing Options – Duplex Design" for information on various types of duplex configurations that do not require a side by side lot, responding to a request from a member of Council in relation to the proposed *"Land Use Bylaw Residential District Amendment Strategies"* which will be returning to the Standing Committee of the Whole on Oct 11, 2016.

The information contained in the attachment has been extracted from the "Small Multi-Family Housing Options" report, dated March 2014, previously provided to Council.

ATTACHMENTS:

1. Duplex Design Examples

Report Date: September 26, 2016 Author: Lory Scott Committee/Department: Planning General Manager: G. Prefontaine Interim City Manager: C. Jardine



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R2 LAND USE DISTRICT



The purpose of the existing Low Density Residential R2 land use district is to provide an area for low density housing types compatible with the district's residential nature. This district allows for low density uses of up to two units in the form of duplex, semi-detached housing, single-detached dwelling, or a basement suite associated with a single-detached dwelling. R2 districts also permit discretionary uses such as group homes, day homes, bed and breakfast accommodation as well as other listed uses. Duplexes and semi-detached dwellings are a permitted use in R2 districts, and a discretionary use in R1 districts. R3 districts permit semi-detached housing as a discretionary use on lands districted R3 in grandfathered areas only. Three unit dwellings cannot be developed in R2 districts.

DESIGN ELEMENTS:

The illustrated design options for duplex and semi-detached dwellings show a variety of two unit housing forms in different tenures, intended to blend in with existing neighbourhood patterns and streetscapes, and would be suitable for infill or greenfield sites.

REDEVELOPMENT FINDINGS:

As a result of this exercise, the following findings were identified:

- 1. Front/back or stacked duplex design options are not suitable for fee simple housing tenure. Single ownership or condominium ownership would be required as the property would be common to both units.
- Sites with rear lanes accommodate parking requirements easier than front access sites. Parking is more difficult to locate on sites with no rear lane access, due to awkward driveway configurations or limited site area for parking and driveways.
- 3. Corner lot size and setback requirements limit the potential of corner lots. Corner lots provide the greatest opportunity to develop creative multi-family housing options with two flanking streets however, corner lots have higher site area, lot frontage, and site setback requirements. These requirements limit the ability to develop these sites to their full potential within the allowable 40% site coverage ratio.
- 4. **R2 Districts could be developed at the same densities as R3 Districts.** R2 districts are limited to two-unit dwellings, within a 40% site coverage ratio. Site setbacks, minimum lot areas, and side yard requirements are specified with no reference to density. The proposed housing examples are within LUB requirements resulting in densities ranging from 30 to 34 units/ha on corner lots, and 34 to 45.9 units/ha on interior lots.
- 5. R2 and R3 Districts have different requirements for smaller sized developments. Examples 8 and 9 illustrate that a two or three unit stacked townhouse developments could easily be accommodated on an R2 site if three units were allowed. When this same design is evaluated utilizing R3 district requirements, a larger site would be required. Examples 8 and 9 do not comply with R3 minimum lot area and lot frontage requirements, however only 19% of the site is covered by the building, and the three unit dwelling exceeds the allowable density by 14.7 units/ ha in the R3 district.
- 6. **Duplex and semi-detached units have the potential to create illegal suites.** Illegal suites could be developed in the basement of a duplex resulting in a four unit dwelling.
- 7. Higher densities do not result in increased lot coverage. Refer to the examples provided.



RECOMMENDED CHANGES FOR R2 DISTRICTS:

- Reduce Corner Lot Setbacks. Consider providing discretion to the Development Officer to reduce the 4m corner sideyard setback to the flanking street side. Factors such as screening provisions; traffic levels on the flanking street; design and layout of the dwelling unit could be taken into consideration for the Development Officer to reduce the setback.
- 2. **Maximize sites with rear lane access**. Sites with rear lane access can provide the necessary on-site parking requirements without affecting front street amenities, on-street parking, and services. Sites with rear lanes are most prevalent in existing neighbourhoods and provide an excellent redevelopment opportunity.
- 3. Consider reducing the minimum lot width for semi-detached dwellings to 7.6m on sites with rear lanes. This would permit the subdivision of lots 15.24m wide (50 ft.) into two separately titled lots, which then could be developed into semi-detached dwellings within existing neighbourhoods. Older neighbourhoods within St. Albert have rear lanes which would increase the parking options available on these sites. The examples shown conform to existing site setback and site coverage requirements and could be adapted to a narrower lot.
- 4. Amend the definition of "Duplex". The definition for Duplexes could be revised to include two dwelling units where one unit would be permitted to have the lower floor no more than 1.2m below finished grade, each having a separate direct entrance from the exterior. This would permit one unit to be partially located below finished grade, or the units could include a portion of the main floor. Stacked duplex options and side-by-side duplexes are an allowed use under the current definition.



R2 DESIGN EXAMPLES:

R2 DISTRICT EXAMPLES

FRONT/BACK DUPLEX - CORNER LOT



EXAMPLE 1

19.0m street 0m <u>ن</u> 7.0m 4.7<u>m</u> 7.3m 5m UNIT 1 UNIT 1 REAR YARD 6. 74m²/floor 2 Storey 33.5m 6.0m DOUBLE GARAGE 0m UNIT 2 street 58m²/floor GARAGE 10.6m 2 5.0m Om UNIT 2 ം REAR YARD no rear lane

Overview:

Site Area:	Units:	Density:
618.5 sq. m	2 units	32.33 units/ha

<u>Unit 1</u>: 148 sq. m (1590 sq. ft.) 2 storey c/w double attached garage.

<u>Unit 2</u>: 116 sq. m (1250 sq. ft.) 2 storey c/w single attached garage.

<u>Tenure</u>: Condominium or single ownership.

Desired Elements:

- Duplex has the appearance of a single family dwelling from the street.
- Non-symmetrical elevation.
- Corner lot configuration enables both units to have an attached garage.
- Two double garages could be accommodated on-site if desired.
- Units have little common wall space allowing for greater privacy.
- Back lane is not required for this design.

Design Challenges:

• Unit 2 has limited street views.

1

LUB REQUIREMENTS – R2 DISTRICT

Criteria

0

Min. Lot Area Min. Lot Width Min, Lot Depth Building Area Max. Lot Coverage Building Height Parking

2.5

5m

Setbacks

Min. Front Yard Min. Side Yard Corner Side Yard Min. Rear Yard Min. Floor Area **Required** 460 sq. m 15 m 33.5 m 2 units/lot 40% 11 m 2 stalls/unit

Required

6 m 2 m 4—6m 6 m w. garage 75 sq. m

Provided	Conformance
010.5 SQ. 11	▼
19 III 33 5 m	* √
2 units/lot	✓ ✓
29%	\checkmark
11 m	\checkmark
2 stalls/unit	\checkmark
Provided	Conformance
6 m	\checkmark
2 m	\checkmark
4—6m	\checkmark
6 m	\checkmark

as shown







EXAMPLE 2

FRONT/BACK DUPLEX - INTERIOR LOT



Overview:

Site Area:	Units:	Density:
435.5 sq. m	2 units	45.9 units/ha

- Unit 1: 126 sq. m (1356 sq. ft.) 2 storey with attached garage partially below grade.
- Unit 2: 132 sq. m (1420 sq. ft.) 2 storey. No garage.

Tenure: Condominium ownership.

Desired Elements:

- Front/back units comply with R2 requirements for duplex buildings.
- Units have limited common wall space.
- Each unit has private rear yard amenity space.
- An attached garage would reduce the required rear vard from 10m to 6m.
- A single car garage for Unit 2 could be accommodated on a 14m wide lot or larger.
- Duplex has the appearance of a single family dwelling from the street.

Design Challenges:

- An attached garage cannot be incorporated within Unit 2 utilizing the minimum lot size (13m).
- Interior lots require front driveways.
- Design may not comply with infill guidelines.
- Unit 2 does not comply with rear yard setbacks.

LUB REQUIREMENTS – R2 DISTRICT

Criteria

Min. Lot Area Min. Lot Width Min, Lot Depth Building Area Max. Lot Coverage **Building Height** Parking

Setbacks

Min. Front Yard Min. Side Yard Min. Rear Yard

Min. Floor Area

Required 400[°]sq. m 13 m 33.5 m 2 units/lot 40% 11 m 2 stalls/unit

Required

6 m 2 m 6 m w. garage 10 m w/o garage 75 sq. m

Provided 435.5 sq. m	Conformance ✓
13 m	\checkmark
33.5 m	\checkmark
2 units/lot	\checkmark
29.6%	\checkmark
11 m	\checkmark
2 stalls/unit	\checkmark
Provided	Conformance
7 m	\checkmark
2 m	\checkmark
6 m	

X

6 m

6 m

as shown







UP/DOWN DUPLEX - INTERIOR LOT



Overview:

Site Area:	Units:	<u>Density:</u> 45.9 units/ha	
435.5 sq. m	2 units		

<u>Unit 1</u>: 121 sq. m (1300 sq. ft.) 2 storey. Single attached garage. <u>Unit 2</u>: 131 sq. m (1410 sq. ft.) 2 storey. Single attached garage. <u>Tenure</u>: Condominium ownership.

Up/down units comply with R2 requirements for duplex buildings.

Desired Elements:

- Each unit has private amenity space. The second floor unit amenity space would be located above the garage and the main floor unit amenity space would be located in the rear yard.
- The attached garage reduces the required rear yard from 10m to 6m.
- Up/down duplex has the appearance of a single family dwelling from the street.
- Front unit amenity space could be provided above garage if desired.

Design Challenges:

- Sites with minimum lot width can accommodate no more than 2 single car garages.
- Parking must be located off the front driveway if there is no rear lane access.
- If the second floor unit amenity space is not located above the garage, both units would need to share the rear yard.
- Parking for duplex units is not permitted to include garage parking spaces, therefore two driveway parking spaces are required for each unit, resulting in a 4 car driveway in front.

⊐ norearla 5m

LUB REQUIREMENTS – R2 DISTRICT

Criteria

0

Min. Lot Area Min. Lot Width Min, Lot Depth Building Area Max. Lot Coverage Building Height Parking

2.5

Setbacks

Min. Front Yard Min. Side Yard Corner Side Yard Min. Rear Yard Min. Floor Area **Required** 400 sq. m 13 m 33.5 m 2 units/lot 40% 11 m 2 stalls/unit

Required 6 m 2 m 4—6m 6 m w. garage 75 sq. m

Provided 435.5 sq. m 13 m 33.5 m 2 units/lot 40% 11 m	Conformance ✓ ✓ ✓ ✓ ✓
2 stalls/unit	\checkmark
Provided	Conformance







.

R2/R3 DISTRICT EXAMPLES



STACKED DUPLEX/TRIPLEX - CORNER LOT



5m

LUB COMPARISON – R2

2.5

Overview:

Site Area:	Units:	Density:
518 sq. m	3 units @ 100 sq. m	57.9 units/ha
	2 units @ 100 sq. m	38.6 units/ha

This example of a 2 1/2 storey stacked townhouse could be developed as 3 self-contained suites, with the lower suite located in the basement, or as an up/down duplex if the lower level is not developed as an individual suite. Both options have the appearance of a single family dwelling. Each suite as a private entrance.

Under St. Albert's LUB, a stacked triplex is defined as a streetoriented townhouse and is a permitted use in R3, R3A and DC districts. Three unit dwellings are not permitted in R2 districts.

R3 districts require a larger minimum lot area per unit, though only 19% of the site is covered by the building. In this design allowable density is exceeded though only 19% of the site is covered by buildings.

If the entrance design is changed to a combined entrance, the building would be defined as an apartment building, requiring 1.5 parking stalls/unit. This change would accommodate one visitor parking stall on the site, which is required for R3 developments.



LUB COMPARISON - R3

Criteria	Required	Provided	Criteria	Required	Provided
Min. Lot Area Min. Lot Width	460 sq. m 15 m	518 sq. m 16 m	Min. Lot Area	305 sq. m/du	259 sq. m/2 units 172 sq. m/3 units
Min, Lot Depth Max. Site Density	33.5 m 2 units/lot	33.5 m 2 units/lot	Min. Lot Frontage	10m/unit	5.33 m - 3 units 8m - 2 units
Max. Lot Coverage Max. Building Height Parking	40% 11 m 2 stalls/unit	19.3% 11 m 2 stalls/unit	Min, Lot Depth Max. Site Density Max. Lot Coverage	33.5 m 35 units/ha 40%	33.5 m 57.9 units/ha 19.3%
SetbacksRequiredMin. Front Yard6 mMin. Side Yard2 m	Provided 6 m 2 m	Max. Building Height Parking Visitor Parking	11 m 2 stalls/du 1 stall/5 du	11m 2 stalls/du not provided	
Min. Side Faid Min. Rear Yard	2 m 10 m	2 m 15 9 m	Setbacks	Required	Provided
Min. Floor Area 7	75 sq. m	100 sq. m (1,076 s. f.)	Min. Front Yard Min. Corner Side Yard Min. Sido Yard	6 m 4 m 2 m	6 m 4 m 2 m



STACKED TRIPLEX / DUPLEX - INTERIOR LOT



Overview:

Site Area:	Units:	Density:
502.5 sq. m	3 units @ 100 sq. m	59.7 units/ha
	z units @ 100 sq. m	59.0 units/na

Tenure: Rental or Condominium Ownership

Example 9 shows the same dwelling design as Example 8 on an interior lot with or without lane access. Sites without rear lane access could accommodate a driveway from the front to the rear of the site though this is a less desirable option.

The site could accommodate up to 6 surface parking stalls with alley access.

R2 District Conformance:

The stacked duplex design (2 units) conforms to R2 district requirements on an interior lot 15m wide or greater. R2 districts would not permit an additional unit on the lower level. While a four car garage could be located on the site, it would not count as required parking.

R3 District Conformance:

- Triplex covers 20% of the site, but will <u>not</u> conform to lot frontage, site density or visitor parking requirements.
- Six parking stalls can be located off of the rear lane.
- Triplex exceeds R3 site density requirements by 25 units/ha. This illustrates that existing density requirements are more restrictive than site coverage requirements, and can be increased with minimal impact to site coverage.

LUB COMPARISON - R2

LUB COMPARISON-R3

Criteria Min. Lot Area Min. Lot Width Min, Lot Depth Max. Site Density Max. Lot Coverage Max. Building Height Parking Visitor Parking	Required 400 sq. m 13 m 33.5 m 2 units 40% 11 m 2 stalls/du none	Provided 502.5 sq. m 15 m 33.5 m 2 units 20% (with garage) 11 m 2 stalls/du none	Criteria Min. Lot Area Min. Lot Frontage Min, Lot Depth Max. Site Density Max. Lot Coverage Max. Building Height Parking Visitor Parking	Required 183 sq. m/du 6 m/unit 33.5 m 35 units/ha 40% 11 m 2 stalls/du 1 stall/5 du	Provided 167.5 sq. m/du 5 m/unit 33.5 m 59.7 units/ha (3) 20% w/o garage 11m 2 stalls/du not provided
Setbacks	Required	Provided	Setbacks	Required	Provided
Min. Front Yard Min. Side Yard Min. Rear Yard Min. Floor Area Min. Drive Aisle	6 m 2 m 6 m 75 sq. m 3 m	6 m 2 m 15.9 m 100 sq. m 3 m	Min. Front Yard Min. Side Yard Min. Rear Yard Min. Floor Area	6 m 2 m 10 m 75 sq. m	6 m 2 m 15.9 m 100 sq. m