

# ***CITY COUNCIL***

## ***AGENDA***

Tuesday, October 15, 2019 – Council Chambers, City Hall

Call to Order:	1:30 PM
Recess:	5:00 PM to 6:00 PM
Public Hearing(s):	6:00 PM

### **I. MINUTES**

- I.1. Confirmation of the Minutes of the September 30, 2019 Council Meeting  
(Agenda Pages 1 – 17)

### **2. POINTS OF INTEREST**

### **3. REPORTS**

- 3.1. 2018/2019 Snow and Ice Control Program Review  
(Agenda Pages 18 – 33)
- 3.2. Government of Alberta Policing Funding Consultation  
(Agenda Pages 34 – 63)
- 3.3. Off-Site Levy Bylaw Update  
Proposed Principles  
(Agenda Pages 64 – 70)

**4. BYLAWS**

- 4.1. Central Park Water Distribution System Project  
Bylaw 3561/A-2019  
(Agenda Pages 71 – 76)
  - 4.1.a. Consideration of Second Reading of the Bylaw
  - 4.1.b. Consideration of Third Reading of the Bylaw
- 4.2. Land Use Bylaw Amendment - 3357/Q-20198  
500, 6380-50 Avenue - Redistricting C2A to C4  
(Agenda Pages 77 – 105)
  - 4.2.a. Consideration of First reading of the bylaw
- 4.3. Land Use Bylaw Amendment - Bylaw 3357/EE-2019  
Site Exception: Secondary Suite as a discretionary use at 312 Lancaster Drive  
(Agenda Pages 106 – 132)

**5. PUBLIC HEARING**

- 5.1. Bylaw 3357/X-2019 - Amendment to Redesignate an Area from II - Industrial  
(Business Service) District to C4 Commercial (Major Arterial) District  
(Agenda Pages 133 – 141)
  - 5.1.a. Consideration of Second Reading of the Bylaw
  - 5.1.b. Consideration of Third Reading of the Bylaw

**6. ADJOURNMENT**



## **UNAPPROVED - MINUTES**

**of the Red Deer City Council Regular Meeting  
held on, Monday, September 30, 2019  
commenced at 1:32 P.M.**

**Present:** Mayor Tara Veer  
Councillor Buck Buchanan  
Councillor Michael Dawe  
Councillor Tanya Handley  
Councillor Vesna Higham  
Councillor Ken Johnston  
Councillor Lawrence Lee  
Councillor Frank Wong  
Councillor Dianne Wyntjes

City Manager, Allan Seabrooke  
Director of Communications & Strategic Planning, Julia Harvie-Shemko  
Director of Community Services, Sarah Cockerill  
Director of Corporate Services, Lisa Perkins  
Director of Development Services, Kelly Kloss  
Director of Human Resources, Kristy Svoboda  
Director of Planning Services, Tara Lodewyk  
Director of Protective Services, Paul Goranson  
City Clerk, Frieda McDougall  
Deputy City Clerk, Samantha Rodwell  
Corporate Meeting Administrator, Amber Senuk  
Planning Services Manager, Emily Damberger  
Land & Economic Development Officer, Bre Fitzpatrick  
Senior Planner, Kimberly Fils-Aime  
Senior Planner, Orlando Toews

**I. IN CAMERA****I.1. Motion to In Camera**

Moved by Councillor Ken Johnston, seconded by Councillor Buck Buchanan

Resolved that Council of The City of Red Deer hereby agrees to enter into an In-Camera meeting of Council on Monday, September 30, 2019 at 1:32 p.m. and hereby agrees to exclude the following:

- All members of the media; and
- All members of the public; and
- All non-related staff members

to discuss Council Mid-Term Review – FOIP 23(1)(a) Local public body confidences and FOIP 24(1)(b)(ii) Advice from officials

**IN FAVOUR:**

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

**I.1.a Council Mid-Term Review – FOIP 23(1)(a) Local public body confidences and FOIP 24(1)(b)(ii) Advice from officials**

The following people were in attendance as the topic under discussion related to their position within the organization.

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes.

City Manager Allan Seabrooke, Director of Human Resources Kristy Svoboda, City Clerk Frieda McDougall, HR Team Leader – Programs Greg Leblanc.





## **1.2. Motion to Revert to Open Meeting**

Moved by Councillor Buck Buchanan, seconded by Councillor Dianne Wyntjes

Resolved that Council of The City of Red Deer hereby agrees to enter into an open meeting of Council on Monday, September 30, 2019 at 2:50 p.m.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Councillor Buck Buchanan left Council Chambers at 2:50 p.m.

Council recessed at 2:50 p.m. and reconvened at 3:01 p.m.

## **2. MINUTES**

### **2.1. Confirmation of the Minutes of the September 16, 2019 Council Meeting**

Moved by Councillor Lawrence Lee, seconded by Councillor Michael Dawe

Resolved that Council of The City of Red Deer hereby approves the Minutes of the September 16, 2019 Regular Council Meeting with the following amendment:  
- Pg. 2 In Camera Attendees add Corporate Leadership Team members as being in attendance

Councillor Buck Buchanan returned to Council Chambers at 3:02 p.m.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee,



Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

### 3. REPORTS

#### 3.1. Lane Closure Request (Vincent Close / Voisin Close)

Moved by Councillor Dianne Wyntjes, seconded by Councillor Tanya Handley

Resolved that Council of The City of Red Deer hereby agrees to lift from the table consideration of Land Closure Request (Vincent Close / Voisin Close).

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION TO LIFT FROM THE TABLE CARRIED

Moved by Councillor Vesna Higham, seconded by Councillor Ken Johnston

Resolved that Council of The City of Red Deer having considered the report from Engineering Services dated September 30, 2019 re: Lane Closure Request (Vincent Close / Voisin Close) hereby agrees to restrict vehicular access to the portion of lane between Lots 128 and 132 on Vincent Close for one year with residents to be consulted following one year of restricted access.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Vesna Higham, seconded by Councillor Ken Johnston



Resolved that Council of The City of Red Deer having considered the report from Engineering Services dated September 30, 2019 re: Lane Closure Request (Vincent Close / Voisin Close) hereby agrees to direct administration to bring back a report exploring traffic calming and/or speed reductions (30km/h zone) on the north side of Vincent Close (by Lot 92).

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Dianne Wyntjes

**OPPOSED:** Councillor Lawrence Lee, Councillor Frank Wong

MOTION CARRIED

Councillor Higham left Council Chambers at 4:41 p.m. and returned at 4:44 p.m.

#### **4. REPORTS**

##### **4.1. Economic Leader**

Council recessed at 5:21 p.m. and reconvened at 6:01 p.m.

#### **5. PUBLIC HEARINGS**

##### **5.1. Road Closure Bylaw Amendment – Bylaw 3625/2019 Land Use Bylaw Amendment – Redistricting Bylaw 3357/W-2019**

Mayor Tara Veer declared open the Joint Public Hearing for Bylaw 3625/2019, a road closure bylaw for a 0.199 hectare city-owned area within the SE ¼ Sec 20; 38-27-W4M adjacent to the water treatment plant and Bylaw 3357/W-2019, an amendment to the Land Use Bylaw to rezone a 0.199 hectare city-owned area within SE ¼ Sec 20; 38-27-W4M adjacent to the water treatment plant from Road to II Industrial (Business Service) District. As no one was present who was adversely affected by the Road Closure Bylaw and or to speak to the Land Use Bylaw Amendment, Mayor Tara Veer declared the Joint Public Hearing closed.

Moved by Councillor Lawrence Lee, seconded by Councillor Dianne Wyntjes



**SECOND READING:** That Bylaw 3625/2019 (a road closure bylaw for a 0.199 hectare city-owned area within the SE ¼ Sec 20; 38-27-W4M adjacent to the water treatment plant) be read a second time.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Lawrence Lee, seconded by Councillor Dianne Wyntjes

**THIRD READING:** That Bylaw 3625/2019 be read a third time.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Dianne Wyntjes, seconded by Councillor Lawrence Lee

**SECOND READING:** That Bylaw 3357/W-2019 (an amendment to the Land Use Bylaw to rezone a 0.199 hectare city-owned area within SE ¼ Sec 20; 38-27-W4M adjacent to the water treatment plant from Road to II Industrial (Business Service) District) be read a second time.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**



Moved by Councillor Dianne Wyntjes, seconded by Councillor Lawrence Lee

THIRD TIME: That Bylaw 3357/W-2019 be read a third time.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

**5.2. Land Use Bylaw Amendment 3357/V-2019:  
Financial Services and Office Site Exception**

Mayor Tara Veer declared open the Public Hearing for Bylaw 3357/V-2019, an amendment to the Land Use Bylaw for a site exception to allow for consideration of Financial Services and Office, not exceeding 4000 ft<sup>2</sup> as a discretionary use at #8, 4608-62 Street in the Riverside Light Industrial Park. Mr. Gary Grote and Mr. Bill Westman spoke to this bylaw. As there was no one else present to speak to the bylaw, Mayor Tara Veer declared the Public Hearing closed.

Moved by Councillor Lawrence Lee, seconded by Councillor Dianne Wyntjes

SECOND READING: That Bylaw 3357/V-2019 (an amendment to the Land Use Bylaw for a site exception to allow for consideration of Financial Services and Office, not exceeding 4000 ft.<sup>2</sup> as a discretionary use at #8, 4608-62 Street in the Riverside Light Industrial Park) be read a second time.

Prior to consideration of the motion, the following motion to table was introduced.

Moved by Councillor Tanya Handley, seconded by Mayor Tara Veer

Resolved that Council of The City of Red Deer having considered the report from Planning Services, dated September 3, 2019 re: Land Use Bylaw Amendment 3357/V-2019: Financial Services & Office Site Exception hereby agrees to table consideration of Bylaw 3357/V-2019 to the end of Q4 of 2019 to allow administration time to propose a new mixed use commercial and industrial land use district in the area.



**IN FAVOUR:** Mayor Tara Veer, Councillor Tanya Handley

**OPPOSED:** Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION TO TABLE DEFEATED

The original motion was then on the floor.

**IN FAVOUR:** Councillor Buck Buchanan, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Dianne Wyntjes

**OPPOSED:** Mayor Tara Veer, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Frank Wong

MOTION CARRIED

Moved by Councillor Lawrence Lee, seconded by Councillor Dianne Wyntjes

**THIRD READING:** That Bylaw 3357/V-2019 be read a third time.

**IN FAVOUR:** Councillor Buck Buchanan, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Dianne Wyntjes

**OPPOSED:** Mayor Tara Veer, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Frank Wong

MOTION CARRIED

**5.3. Bylaw 3357/Z-2019****Land Use Bylaw Amendment for a Site Exception****"Office" as a discretionary use at 20 Sharpe Avenue (formerly 4718-19 Street)**

Mayor Tara Veer declared open the Public Hearing for Bylaw 3357/Z-2019, an amendment to the Land Use Bylaw to add a maximum 40,000 square feet of Office as a discretionary use site exception at 20 Sharpe Avenue in the Sunnybrook South commercial area. As there was no one present to speak to the Bylaw, Mayor Tara Veer declared the Public Hearing closed.

Moved by Councillor Frank Wong, seconded by Councillor Buck Buchanan

**SECOND READING:** That Bylaw 3357/Z-2019 (an amendment to the Land Use Bylaw to add a maximum 40,000 square feet of Office as a discretionary use site exception at 20 Sharpe Avenue in the Sunnybrook South commercial area) be read a second time.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Frank Wong, seconded by Councillor Buck Buchanan

**THIRD READING:** That Bylaw 3357/Z-2019 be read a third time.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**



## 6. REPORTS - continued

### 6.1. Economic Leader

Councillor Vesna Higham left Council Chambers at 7:28 p.m. and Councillor Dianne Wyntjes left Council Chambers at 7:29 p.m.

Councillors Vesna Higham and Dianne Wyntjes returned to Council Chambers at 7:30 p.m.

Moved by Councillor Buck Buchanan, seconded by Councillor Dianne Wyntjes

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to develop, with the Red Deer Downtown Business Association, a 2-year Façade and Storefront Improvement Grant program to begin in February 2020, contingent upon the following:

- a) Council approves a one-time operating allocation of \$100,000 in the 2020 budget
- b) That Administration complete a detailed evaluation of this program for mid-year 2020, including the following metrics:
  - a. Number of business facades completed
  - b. Number of business signage improvements
  - c. Number Crime Prevention Through Environmental Design (CPTED) improvements

#### **IN FAVOUR:**

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Lawrence Lee, seconded by Councillor Buck Buchanan

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to develop a 2-year Environmental Site Assessment Grant





program, to begin in February 2020, contingent upon the following:

- a) Council approves a one-time allocation of \$50,000 in the 2020 budget
- b) That Administration complete a detailed evaluation of this program for mid-year 2020, including the following measures:
  - a. Number of Phase 1 and 2 ESAs
  - b. Remediation of brownfield sites
  - c. Sales of brownfield properties
  - d. Redevelopment of one or more brownfield properties

**IN FAVOUR:**

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Ken Johnston, seconded by Councillor Buck Buchanan

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to develop a 2 year Demolition of Vacant and Derelict Properties Grant, for implementation in February, 2020, contingent upon the following:

- a) Council approves a one-time allocation of \$100,000 in the 2020 budget
- b) That Administration complete a detailed evaluation of this program for mid-year 2020, including the following measures:
  - a. Program uptake metrics
  - b. Number of successful demolitions
  - c. Number of redevelopments on formerly derelict sites

**IN FAVOUR:**

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**



Moved by Councillor Dianne Wyntjes, seconded by Councillor Vesna Higham

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to develop a 2-year Utility Connection Fee grant program, with a start of February 2020, contingent upon the following:

- a) Council approve a one-time allocation of \$100,000 from the utility dividends in the 2020 budget
- b) That Administration complete a detailed evaluation of this program for mid-year 2020, including the following measures:
  - a. Program uptake metrics
  - b. Number of developments that have utilized this incentive by type of utility connection

**IN FAVOUR:**

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Vesna Higham, seconded by Councillor Buck Buchanan

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to initiate amendments to the Land Use Bylaw that promote land use clustering in the downtown to come forward by end of 2019.

**IN FAVOUR:**

Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**MOTION CARRIED**

Moved by Councillor Tanya Handley, seconded by Councillor Ken Johnston



Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to initiate amendments to the Land Use Bylaw to reduce residential parking requirements in the downtown to come forward by June 2020.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

**OPPOSED:** Councillor Vesna Higham

MOTION CARRIED

Moved by Councillor Vesna Higham, seconded by Councillor Ken Johnston

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs Administration to develop a two-year Residential and Residential Mixed Use Tax Offset Program (TOP), for implementation in February 2020, contingent upon the following:

- a) Administration submitting a 2022 Operating Budget Funding Request
- b) That Administration complete a detailed evaluation of this program at mid-year 2020, including the following measures:
  - a. Program uptake numbers
  - b. Impact on number of new residential units in downtown areas
  - c. Impact on assessed values in the downtown

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee,

Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED



Moved by Councillor Buck Buchanan, seconded by Councillor Michael Dawe

Resolved that Council of The City of Red Deer having considered the report from the Planning Services Division dated September 23, 2019 re: Economic Leader hereby directs administration to include feedback on The City's collaboration activities with industry and community stakeholders in future reporting on Economic Leader programs.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## 7. ADD TO THE AGENDA

Moved by Councillor Vesna Higham, seconded by Councillor Tanya Handley

Resolved that Council of The City of Red Deer hereby agrees to add consideration of Council Mid-Term Review as discussed In Camera, to the September 30, 2019 Council Agenda.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION TO ADD TO THE AGENDA CARRIED



Moved by Councillor Frank Wong, seconded by Councillor Vesna Higham

Resolved that Council of The City of Red Deer, having considered an In Camera item on September 30, 2019 re: Council Mid-Term Review, hereby endorses item 1.1 as presented In Camera and agrees that the contents of the report will remain confidential, as protected by the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local public body confidences and Section 24(1)(b)(ii) Advice from officials.

**IN FAVOUR:** Councillor Michael Dawe, Councillor Vesna Higham, Councillor Lawrence Lee, Councillor Frank Wong

**OPPOSED:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Tanya Handley, Councillor Ken Johnston, Councillor Dianne Wyntjes

MOTION DEFEATED

Moved by Councillor Buck Buchanan, seconded by Councillor Ken Johnston

Resolved that Council of The City of Red Deer, having considered an In Camera item on September 30, 2019 re: Council Mid-Term Review, hereby endorses item 1.2 as presented In Camera and agrees that the contents of the report will remain confidential, as protected by the Freedom of Information and Protection of Privacy Act, Section 23(1)(a) Local public body confidences and Section 24(1)(b)(ii) Advice from officials.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong

**OPPOSED:** Councillor Tanya Handley, Councillor Vesna Higham, Councillor Dianne Wyntjes

MOTION CARRIED



Moved by Councillor Dianne Wyntjes, seconded by Councillor Lawrence Lee

Resolved that Council of The City of Red Deer, having considered an In Camera item on September 30, 2019 re: Council Mid-Term Review, hereby agrees to depart from Council Compensation Policy GP-C-2.3, section 2(1)(b) and freeze Council's salaries at the current rates for 2019.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Lawrence Lee, seconded by Councillor Dianne Wyntjes

Resolved that Council of The City of Red Deer, having considered an In Camera item on September 30, 2019 re: Council Mid-Term Review, hereby agrees to depart from Council Compensation Policy GP-C-2.3 and freeze the Councillor pay relationship at the current level 53% of the Mayor's salary.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham, Councillor Ken Johnston, Councillor Lawrence Lee, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## 8. ADJOURNMENT

Moved by Councillor Tanya Handley, seconded by Councillor Frank Wong

Resolved that Council of The City of Red Deer hereby agrees to adjourn the Monday, September 30, 2019 Regular Council Meeting of Red Deer City Council at 8:03 p.m.

**IN FAVOUR:** Mayor Tara Veer, Councillor Buck Buchanan, Councillor Michael Dawe, Councillor Tanya Handley, Councillor Vesna Higham,



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City Council Regular Meeting Minutes –  
UNAPPROVED - Monday, September 30, 2019

Councillor Ken Johnston, Councillor Lawrence Lee, Councillor  
Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

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MAYOR

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CITY CLERK



October 15, 2019

## **2018/2019 Snow and Ice Control Program Review**

Public Works

### **Report Summary and Recommendation:**

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The 2018/2019 snow season was the fourth year of the fully phased-in snow and ice control program. This report provides an overview of the 2018/2019 season and discussion of the 2019/2020 operational focus.

For the 2019/2020 snow season Public Works will continue to look for operational efficiencies, increased downtown mobility, strive toward greater customer satisfaction and maintain the established level of service framework.

This report is submitted for information.

### **Proposed Resolution:**

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That Council receives the report for information.



**Background:**

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The Snow and Ice Control Program has greatly evolved over the last 20 years. Catalysts for change included:

- 1) population growth;
- 2) changing weather patterns;
- 3) mobility and parking;
- 4) budget.

Appendix A (attached) provides additional background on the changes to the program over the years.

**Overview:**

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During 2018/2019 Public Works experienced the following:

**Successes**

- Achieved Policy performance targets
- Published and adhered to plowing schedules
- Advertised start and finish dates on Grey Route signs
- Coordinated plowing and garbage collection services
- Workforce shift optimization
- Increased public engagement and education
- Increased Citizen subscription to Notify Red Deer
- Weekend school zone plowing
- Temporary downtown windrows to restore mobility
- Increased use of anti-icing brines
- Better traction control methods resulted in more pre trigger plowing
- Reduced use of sand

**Challenges**

- Rapidly changing and prolonged weather conditions
- Parked vehicles
- Late season Green & Grey Route trigger
- Highly variable snow pack conditions
- Differing expectations between Mobility, Parking, and Windrows
- Public's expectation as per notification of plowing (past practices)
- Inconsistent signage practices (green, grey & street sweeping)

**Learnings**

- Plowing of major roadways, downtown and industrial areas is working
- Green Route plowing Level of service is good



- Weather conditions impact the success of program
- Variable weather conditions can result in late season plowing triggers
- Ideally, residential plowing (Green and Grey Routes) need to start sooner to provide longer lasting clear roads.

The 2018-2019 snow season was a challenging year with multiple non typical temperature swings and periods of extreme cold or unseasonably warm spells. Snowfall events started in September and coupled with many freeze-thaw days, this year's program was more focused around maintaining traction control with a late season residential plowing campaign. By the end of the season, net snowfall totaled 171.5 centimeters which is 30 centimeters more than our historical average; however, there were times when warm weather melted the snow pack causing a delay in the start of residential plowing program until late February.

Telephone calls to Public Works requesting snow and ice control services were down by 30% over the last year, resulting in 764 service requests and comments. The majority of the calls were requests for traction control throughout the year and comments related to the late season plowing program. These numbers are not out of line with historical data.

Ticket infractions were down by 23% for parking on a Grey Route during the residential plowing campaign. Likewise, Green Route tickets were down 50% over the previous year. Net total reduction in tickets is likely the result of the City's investment in program communications, increased subscriptions to the Notify Red Deer Alert system, and the community's engagement and uptake of the new snow and ice control program.

The 2019 IPSOS Reid Citizen Satisfaction Survey reports a grade of 61% grade, down 3% over the prior year.

Public Works focus is to provide timely, consistent, and accurate program information while delivering safe mobility on our roadways. We continue to be nimble and flexible allowing for operational adjustments to occur in service of balancing the community's mobility and parking needs.

Public Works is not recommending any level of service changes to the snow and ice control program for the coming winter season.

## **2018/2019 Snow and Ice Control Review:**

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### **I. Operational Performance**

For the 2018/2019 winter, Public Works was able to meet snow and ice control operational triggers and targets for all roadway and sidewalk assets, high volume roadways, sidewalks, and trails, as outlined in the table below.



2018/2019 Snow & Ice Report Card							
NOV 1, 2018 to APR 30, 2019 WINTER SEASON							
Asset Classification	DESCRIPTION	ACTIVITY	TIGGER	TARGET	NUMBER OF TRIGGERS	AVG TIME TO COMPLETE	Result
Purple Routes	Hill/Bridges	Traction Control	5 cm Accum.	8 hrs	15 - 24	11 hours	✓
		Removal	h>0.5m	48 hours	4	24 hours	✓
Red Routes	Arterial Roads	Plow	8 cm Accum.	72 hrs	15	42 hours	✓
		Removal	h>1.0m	48 hours	4	24 hours	✓
Blue Zone	Downtown	Removal	10 cm Pack	4 Days	1	4 Nights	✓
Green Routes	Collector Roads	Removal	10 cm Pack	15 Days	1	15+8=23 days <sup>1</sup>	✓
Grey Routes	Residential Roads	Surface Plow	10 cm Pack	15 Days	1	14/18 days <sup>2</sup>	✓
Orange Routes	Industrial Roads	Plow	15 cm Pack	5 Days	2	4 days	✓
Sidewalks	City Sidewalks	Plow/ Sweep	event	72 hrs	16	59 hours	✓
Trails	City Trails	Plow	event	4 days	14	4 days	✓
Transit Stops	City Transit Stops	Plow	event	10 days	13	10 days	✓

<sup>1</sup> 15 week days plus 8 weekend days around schools

<sup>2</sup> 14 operational days; 18 calendar days

Although Public Works met the operational performance targets as defined in the Integrated and Accessible Transportation policy, the highly variable and non-typical weather patterns experienced this last year resulted in periods of significant accumulation followed by rapid melting and then cold dry conditions. This non typical year continually challenged the traction control program and it was only until late in the season did the road snow pack accumulate enough to trigger the single Green and Grey route plowing program.

## 2. Operational Successes

The 2018/2019 snow season marked the fourth year of the fully phased in new snow and ice control program. Public Works found operational successes and efficiencies in the following ways:

### a. Residential Plowing Schedule

New for the 2018/2019 snow season, Public Works prepared, delivered, and followed a Green and Grey Route plow schedule. This published schedule strongly supports our commitment to providing our customers, Red Deerians, timely and accurate information. Surprisingly this practice of disclosing a plowing program from start to finish is unique to Red Deer as we could not find another municipality that has archived this program scheduling standard. Below is this years published schedule.



2019 Green & Grey Route Plowing Schedule		
Zone	Green Route	Grey Route
G	Feb 27 & 28	Mar 4 & 5
H	Feb 28, Mar 1, 4	Mar 6 & 7
I	Mar 4 & 5	Mar 7 & 8
J	Mar 6 & 7	Mar 11 & 12
K	Mar 7 & 8	Mar 13.
A	Mar 11.	Mar 14.
B	Mar 12 & 13	Mar 15.
C	Mar 13, 14, 15	Mar 18 & 19
D		
E	Mar 15.	Mar 20.
F	Mar 18 & 19	Mar 21 & 22
SCHOOLS	Feb 23, 24, 25, 26 Mar 2, 3	

**b. Grey Routes Signage**

In response to requests to disclose plow schedules and dates, Public Works modified the Grey Route notification signs to show the start and finish dates. In the past, these signs just mentioned the start date and said that plowing would occur until completion. The advantage of this signage change has resulted in less on street parking conflicts and a greater awareness of the Grey Routes plowing schedule. The insert is a photograph of the newly revised Grey Route plowing notification sign that is placed on subdivision entrance roads at least one day prior to the commencement of plowing.



**c. Coordinated Plowing and Garbage Collection Service Delivery**

Public Works and Environmental Service provides snow plowing and garbage collection services to thousands of residential properties that front onto 370 kilometers of Green and Grey Routes in Red Deer. These two programs have 15 and 5 day operational cycles so there are natural scheduling conflict points that occur. Over this last winter, Public Works and Environmental Services managed the operational conflicts by scheduling the work program locations within the same zones to eliminated service disruption. This can be easier said than done especially with large operational groups in the same neighbourhood.

**d. Workforce shift optimization**

Public Works made staff scheduling changes to more evenly distribute our resources over the winter schedule and focused our daily resources more heavily over night when traffic volumes are the least. Night time plowing and traction control prepares the roads for the morning commute.

**e. Safety, Snow, and Schools**



Adjustments were made to plowing schedules around schools in order to minimize vehicle, student, and heavy equipment interaction. As a result, the change focused on plowing roadways around school sites on weekends. This deviation from the general plowing schedule does cause some communication challenges to the rest of the adjacent community; however, the benefit of this change outweighs the challenges.

**f. Public Engagement & Notification**

Keeping the public informed with timely and accurate information about our Snow and Ice Control services is an important part of providing service. This last year, we hosted a Snow Celebration event at the Civic Yards where citizens could learn about our program, ask questions, meet some of the equipment operators, sit in some of the heavy equipment, and conclude the day with a visit from Santa. Parents and children found the event informative and inviting and we believe these engagement functions, in part, are some of the reason why the Red Deer Alert subscriptions saw a 20% increase to 12,000 participants. Public Works and Communications will continue to engage the community and explore new and exciting ways to connect our clients to the snow plowing program we provide.

**g. Mobility Plowing and Snow Storage in the Downtown**

Public Works plows Red Routes within 72 hours of 8 centimeters accumulation of snow. To meet this timeline, snow from Red Routes is plowed up onto the adjacent boulevards and stored there temporarily until it can be removed at a later time. In the downtown core, the Red Route one-way couplets have no storage space on the adjacent boulevards and these roads are further restricted with on street parking. Because there is no boulevard storage in this area, Public Works leaves these roadways unplowed until operations can support a night time plow and removal program. Public Works has been exploring alternative options to plow these roadways and temporarily store the windrowed snow on a curb line or in a travel lane. This flexible approach to plowing these roadways works very well in restoring mobility but does cause some short term reductions in on street parking and lane selection. From our pilot tests last year, we have received very little complaints regarding the windrow placement and temporary parking restrictions. Public Works will continue to try new plowing strategies while being mindful of the goal to restore mobility and balance on street parking in the downtown core.

**h. Anti-Icing Brines**

The process of applying sand and dry salt to a roadway to restore traction control, after ice has formed, is a reactive process that can have varying results depending on the weather conditions before and after the event. Public Works has been taking a proactive approach to traction control by applying anti-icing brines to the roadways before and during snowfall events. The advantage of this proactive process is to prevent the bonding of ice to the roadway in the first place. Moreover, by using liquid brines with solids, we can more effectively manage the amount of salt that is needed to restore traction while minimizing the impact on the environment, our infrastructure, and our residents' vehicles. Public Works has and will continue to



take a proactive approach to traction control though the use of anti-icing liquids in addition to conventional sanding practices.

### **3. Operational Challenges**

The 2018/2019 snow and ice control program recorded the following operational challenges:

#### **a. Weather:**

Weather extremes present unique challenges to the snow and ice control program. Warm weather, contrary to popular belief, presents a set of problems that range from nightly ice formation to daily drainage obstructions and ponding. Frigid temperatures on the other hand presented mechanical and hydraulic issues that limit equipment mobility and structural integrity.

The 2018-2019 snow season was a challenging year with multiple non typical temperature swings and periods of extreme cold or unseasonably warm spells. Snowfall events started in September and coupled with many freeze-thaw days, this year's program was more focused around maintaining traction control with a late season residential plowing campaign. By the end of the season, net snowfall totaled 171.5 centimeters which is 30 centimeters more than our historical average; however, there were times when warm weather melted the snow pack causing a delay in the start of the Green and Grey route plowing program until late February.

To complicate the plowing program, depending on the time of the day, spring temperatures ranged greatly from subzero in the morning to double positive digits in the afternoon. This range of temperatures resulting in impassible iced roads in the morning to slushy wet roads in the afternoon. Citizen frustration was the only constant.

#### **b. Parked Vehicles:**

Simply put, parked vehicles on plow routes costs thousands of dollars to the snow and ice control program in operational delays. Even with multiple modes of communication to inform the public of our programs, some motorists fail to remove their vehicles from the roadways. This practice slows our program and creates public discontent. Anecdotally, with this year's reduction in parking fines, we found more residents commenting that these fines did not motivate them to move their vehicles.

#### **c. Grey Route Signage:**

Sandwich board 'no parking' signs are used as a condition of the Traffic Bylaw to enact a parking restriction or road closure. By placing a sign a minimum of 12 hours prior to an activity, this satisfies the condition of the bylaw, and allows the City to impose fines in the form of violation and towing fees. The parking ban ends when the signs are removed.



Historically, the public associated the placement of the signs as a notice of a plowing or street sweeping activity. Fines and vehicle removal were secondary to the main notification purpose.

In order to meet the new Grey Route performance target of 15 days, sandwich-board signs are no longer required because we no longer tow parked vehicles off of Grey Routes, we simply plow around them.

With the new Grey Route plowing program, there are many communication methods used to inform the public of the program schedule. Large dynamic boards and entrance roadway signs are used as visual reminders to remove parked vehicles from the roadways during Grey Route plowing programs. Public uptake of this change started slow but is getting better with exposure and each successive plowing campaign. Being that there has been only one grey plow campaign per year in the past four years, residents may not recall prior year operations and they confuse the situation with the spring cleanup program, where sandwich boards are placed on the side of all roadways.

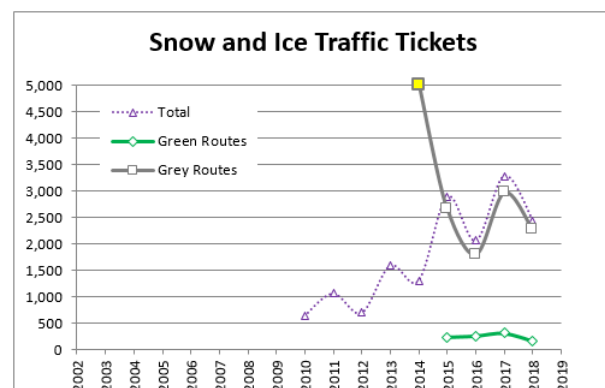
Public Works and Communications are aware of this challenge and we are working on measures to help bridge the communication and expectation gap. We will continue to develop our communication plans, but success will require committed participation by the public.

**d. Operational Compliance**

Snow and ice control activities are a very costly operations that run into the thousands of dollars per hour. Delays due to parked vehicles results in poorer plowed roadways, cost overruns, and operational inefficiencies. Tickets are issued to motor vehicle owners who obstruct plowing operations with the primary intent to influence this behavior. Tickets issued during snow and ice control operations are summarized in the table below.

**Snow and Ice Control  
Tickets**

Season	Green Route	Grey Route	total
2003			
2004			
2005			
2006			
2007			
2008			
2009			
2010			637
2011			1061
2012			694
2013			1585
2014		5000	1304
2015	231	2658	2889
2016	255	1801	2056
2017	310	2971	3281
2018	154	2279	2433







During the 2014/2015 season, two Grey Route plow campaigns were exercised and over 10,000 warning tickets were issued in total. Tickets issued over the following three winter seasons have seen a downward trend with an increase in community engagement and program awareness. Ticket numbers on Grey and Green Routes are down over the last year, which we believe is the result of the greater uptake in the alert system subscriptions.

It is interesting to note that the spring street sweeping program, which uses sandwich board signs to notify residents residing on either Green and Grey Routes received a total of 792 ticket and tow violations. The point being made here, is that even with placing signs on streets being serviced, there is still a base level of residents who, for whatever reason, choose not to move their vehicles.

#### 4. Feedback from the Community

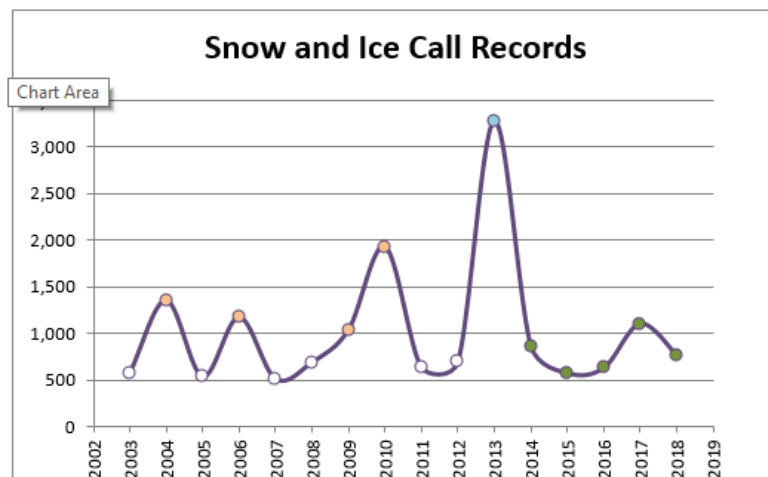
We received feedback from the community through phone calls, email and social media which included service requests, complaints and words of appreciation. General service requests were actioned within hours of receiving them. This year, we found most service requests and comments were focused on:

- Requests for Traction Control (sanding)
- Grey Route Plowing/Windrows/On-Street Parking & Signage

Emergency Services, EL&P, Transit, and Environmental Services reported no significant snow and ice control related accessibility concerns for this year.

#### Public Works

Public Works received 764 calls/service requests this last winter, with the majority of the calls split between requests for traction control throughout the city and calls regarding the late season Green and Grey plowing program. This call volume is down over the past year; and it is significantly less than the numbers recorded in 2013 and prior year single windrow grey route plow campaigns (2004, 2006, 2009, & 2010).







### IPOS Reid

The 2019 IPSOS Reid Citizen Satisfaction Survey reports a 61% grade for Snow and Ice control Services. This evaluation is down 3% from last year, indicating a gradual decline in the perceived snow and ice control service levels.



### Tracking Satisfaction with Specific City Services

	2006 (n=300)	2008 (n=300)	2011 (n=300)	2012 (n=300)	2013 (n=300)	2014 (n=302)	May 2015 (n=300)	Dec. 2015 (n=300)	July 2016 (n=300)	June 2017 (n=300)	June 2018 (n=300)	May 2019 (n=300)
Snow removal	n/a	n/a	n/a	65%	61%	45%	60%	63%	71%	72%	64%	61%

### Social Media

Social media sites provide another opportunity for the public to express their perspective on City services. The following points outline the general themes and comments generated on the social media sites:

- Positive feedback
  - We had an early winter
  - Snow and Ice celebration was well received
  - Good to hear that we sent plows and operators to Calgary to offer assistance during their major snow fall.
- Frustration with residential plowing
  - Some felt that the City was not listening to residents' complaints
  - Quick jumps to negative attitudes based on past experiences
  - Lost trust in the City as a service provider

Based on the non-typical weather patterns that occurred this year, it is easily understood why residents felt frustrated with and when the services were provided. We need to continue our efforts to inform the public of the challenge and constraints of the snow and ice control program.

### 5. Operational Learnings

Over this past 2018/2019 winter season, the following operational learnings were achieved and or reinforced.

1. Plowing of major roadways, downtown and industrial areas meets the public's expectations regarding timeliness and frequency.
2. Grey Route plowing level of service is a satisfactory level of service but execution of this program would be well received earlier in the winter season.



3. Variable weather conditions impact the success of all programs. Freeze-thaw days introduce significant traction control issues that require significant resources to regain a traction suitable driving surface.
4. Variable weather conditions that include melt days can reduce the accumulation of snow pack, causing a 'resetting' or delay of triggers being met and ultimately the postponement of plowing programs until late in the season. The public is unsatisfied when plow programs start late in the winter, for the first time. Ideally, residential plowing (Green and Grey Routes) need to start sooner in the season to provide longer lasting clear roads.
5. Scheduling Green and Grey Route plowing programs back-to-back (no lag time) results in greater public program awareness, fewer parked cars left on the street, less operational delays and fewer tickets being issued.
6. Grey Route plowing is unquestionably the most difficult element of the snow and ice control program to achieve public support, recognition, and appreciation. From the public perspective, 'performance' can look like a bare street with ample on-street parking. Our real challenge is to inform the public that we are striving to balance the need to manage timely restoration of mobility with windrows, on-street parking and operational costs.
7. Residents have contracted private snow companies to remove a portion of the windrow on the street at their cost.

#### **2019/2020 Operational Focus:**

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For the upcoming snow and ice control season, Public Works is not recommending any level of service changes to the snow and ice control program; however, we will continue to:

1. Look for operational efficiencies.
2. Increase mobility on the downtown Red Route one-way couplets where temporary snow storage does not exist.
3. Focus on communicating with the public to increase customer satisfaction. This includes providing timely, consistent, and accurate program information while delivering safe mobility on our roadways.

#### **Expanding Level of Service Options**

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Overall the current Snow and Ice Program is serving the needs of the community within the budget provided. If funding was not an issue, then ideally all snow would be removed from the streets after each snowfall. The existing snow and ice program balances mobility, windrows, on-street parking, timeliness, and cost in ever changing and unpredictable weather conditions, for an average design year.



Public Works is not recommending any level of service changes for this upcoming year; however, the following level of service considerations are presented for information purposes and to answer some questions that have surfaced.

1. **Grey Route: Existing program with sandwich board signs**

This operational scenario would result in the existing 15 day Grey Route plowing practice of flat blading and dual windrows. Sandwich board signs would be placed along the curb line to visually notify residents of the plowing program and parked vehicles would be ticketed but not towed.

Cost to deliver:           \$300,000 one time capital  
                                  \$55,000 ongoing operating cost per plow

2. **Grey Route: Existing program with more 4'x4' entrance signs**

This operational scenario would maintain the existing 15 day Grey Route plowing practice of flat blading, dual windrows, and parked vehicles ticketed but not towed. The added value is to increase the number of 1.2m x 1.2m Grey Route notification signs, so that each Grey Route would have an entrance road sign to visually notify residents of the plowing program.

Cost to deliver:           \$100,000 one time capital  
                                  \$75,000 ongoing operating cost per plow

3. **Grey Route: Old Program in 15 days**

This operational scenario would result in a 15 day Grey Route plowing practice of bare road and single windrow. Sandwich board signs would be placed along the curb line to visually notify residents of the plowing program. Vehicles would be ticketed and towed.

Cost to deliver:           \$300,000 (signs) + \$700,000 (2 graders) capital  
                                  \$55,000 (signs)+ \$600,000 (hired equipment) operating

4. **Grey Route: Bare pavement, remove windrows**

This service would be equal to the plow and removal operations on Green Routes in 15 days. The operational scenario would include sandwich board signs, bare road, no windrows and ticket and tow parked vehicles.

Cost to deliver:           TBD capital (including equipment and opening third snow dump site).  
                                  \$5,000,000+

5) **Parking Ban Declaration:**

Calgary, Edmonton and other larger municipalities have adopted a parking ban notification approach to manage costs and focus on plowing to maintain accessibility. This step would support both Green and Grey Route plowing, as there would be operational notification uniformity.





This change would see the installation of permanent signage as shown in Figure 1 and the discontinuation of sandwich boards and entrance signs.

Cost to deliver: \$500,000 to \$750,000 capital to install

Figure 1

signs

**Appendix A**  
**2018 / 2019 Snow and Ice Control Program Review**

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In 1996, Red Deer had a population of 60,000 and the Sidewalk Snow Clearing Policy and the Roads - Snow and Ice Control Policy guided snow and ice control plowing practices. Roadway plowing was prioritized based on:

- a) Traffic volumes and high-risk areas. Moreover, roadway plowing took priority over all other assets including sidewalks, trails, transit stops, and bike lanes.
- b) Bus routes (now defined as Green Routes) had a plow trigger of 15 centimeter pack.
- c) Residential streets (Grey Routes) plowing which resulted in a bare road and single windrow standard had a discretionary activated trigger.
- d) Sidewalks were plowed on a 10-day cycle at best.
- e) Temporary wooden street signs were the primary means to communicate with the public on residential plowing schedules and no-parking bans.

In 2011, Public Works initiated a snow and ice control policy review to be inclusive of all assets including sidewalks, trails, and transit stops, and clearly define finite achievable performance targets with existing resources. The result of this review yielded the 2012 consolidated Snow and Ice Control Policy which set performance completion targets for all asset classifications for a statistically defined 'design' year. This policy included a definition section to aid in the understanding of what asset received what level of service including the following:

- a) Bus Routes (Green Routes) were to trigger at 15 centimeters and then plowed within 20 days.
- b) Residential streets (Grey Routes) would remain a discretionary trigger, plowing the roadway bare with a windrow to one side of the roadway, and a completion target of 40 days.
- c) Sidewalks plowing performance went from a 10-day cycle to 4-day cycle on high traffic volume sidewalks.
- d) To support the 2011 Snow plowing program, Council approved a \$570,000 operating budget increase along with a onetime \$980,000 capital budget influx for plowing equipment.

On June 11, 2012, Council repealed the Snow and Ice Control Contingency Reserve in lieu of drawing funds from the Tax Stabilization Reserve when snow and ice control operations presented unfavorable year-end budget variances. Since 1996 Red Deer's population had grown by 34,500 resting at 94,500.

In late December 2013 and early January 2014, Red Deer experienced two severe winter storms that produced an annual accumulation of snow by January 31<sup>st</sup>, 2014 and required the deployment of the EOC, a task force, and two city wide plowing campaigns to restore mobility.

Following the 2013/2014 'Snowmageddon' Council felt that the snow policy needed to be more responsive, targets were too long, and triggers were to have finite values, and as such Administration was directed to revamp the Snow and Ice Control Policy.

Informed by several Council workshops and draft iterations, the Integrated and Accessible Transportation Policy was crafted to address the need to plow sooner, complete quicker, and to increase communication strategies to provide timely and accurate plowing information. In order to provide a quicker completion time on Grey Routes (40+ days to 15 days) without significantly increasing that overall operational budget, level of service tradeoffs were weighed against the need to increase plowing production, while balancing the communities need for mobility and on-street parking.

**Appendix A****2018 / 2019 Snow and Ice Control Program Review**

To meet a desired performance target of plowing Green and Grey Routes in 15 days, and to plow sidewalks within 3 days, the following significant level of service changes occurred over two winter seasons:

- On street parking bans were required to have residents remove their vehicles.
- Grey route plowing went from a bare road and single windrow program to a flat blade dual windrow program with a 10 centimeter pack trigger.
- Grey Route plowing would create dual windrows with no driveway openings, similar to Edmonton's plowing program (subsequently program expanded to clear driveways).
- No 'sandwich board' signs were placed on grey routes, in lieu of entrance roadway signs.
- Communications campaign was ramped up to provide timely accurate information.
- Snow zones and colour coded snow routes were created.

To support the 2012 Snow plowing program, Council approved a \$900,000 operating budget increase along with a onetime \$1,900,000 capital budget for additional plowing equipment.

Public Works estimated it would cost in the order of \$4,000,000 to \$5,000,000 to plow and remove all snow from residential streets in Red Deer per year. This estimate was based on a pilot removal program performed in 2011.

The following table outlines the level of service changes that have occurred as a result of the revised level of service triggers and targets defined in the 2014 Integrated and Accessible Transportation Policy.

Snow and Ice Control Policy Changes				
Asset Classification	Plowing Service Levels			
	Old Policy Level of Service (Trigger / Target)	Year 1 2014/2015 Season (Trigger / Target)	Year 2 2015/2016 (Trigger / Target)	
Sidewalks	event 4/ 10 days	 event 4/ 8 days	 event 3 days	
Trails	event 4 days	event 4 days	event 4 days	
Transit Stops	event 10 day cycle	event 10 day cycle	event 10 day cycle	
Purple Route Hills & Bridges	5 cm accumulation 8 hours			
Red Route Major Arterial	8 cm accumulation 72 hours			
Blue Zone Downtown	10 cm pack 4 days			
Green Route Collectors / Bus Routes	15 cm pack 20 days	 10 cm pack 20 days	 10 cm pack 15 days	
Grey Route Residential	discretionary 40 days	 10 cm pack 15 days	10 cm pack 15 days	
Orange Route Commercial and Industrial	discretionary 5 days	 15 cm pack 5 days	15 cm pack 5 days	

Over the following three winter seasons, Administration conducted post program reviews identifying successes, challenges, and key going forward objectives and refined our strategies to meet and exceed policy targets while increasing the public's understanding of the program with the goal to balance the need for mobility, accessibility and on-street parking.

**Appendix A****2018 / 2019 Snow and Ice Control Program Review**

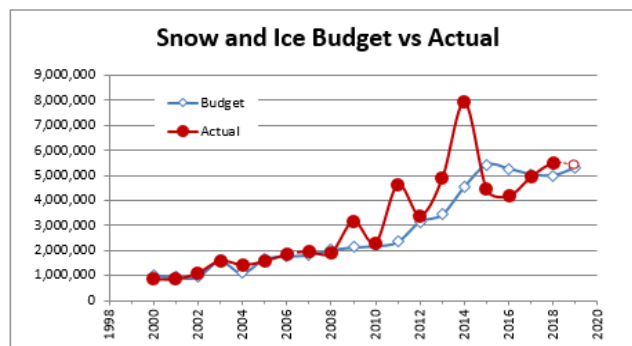
One level of service change that was implemented by Council for the 2015-2016 season was the direction not to place windrows in front of Grey Route residential front street driveways. Removing this driveway windrow snow proved to be a costly undertaking so Council guided Administration to manage the plowed snow on the remaining roadway which resulted in larger dual windrows.

Another minor change to the policy was the inclusion of some discretionary language allowing Administration to proceed with Orange Route (Industrial roadway) plowing prior to trigger targets being met. In doing so, Public Works can plow Orange Routes when operational capacity becomes available after the completion of other plowing works.

The table and graph below outlines the operational Budget to Actual expense profile for the past 20 years. Budget to actual variances from 2009 to 2016 reflect seasonal variations and full cost accounting to perform services. Relatively close Budget to Actual alignment between 2000 and 2008 may have been the result of charge to upset and maintain bottom line budgeting practices. Year to date, Public Works has expended \$2,700,428 (51%) of the annual budget and is on track to complete the year on budget, weather depending.

**Snow and Ice Control  
Budget History**

Year	Budget	Actual
2000	1,026,357	859,034
2001	936,510	856,137
2002	956,875	1,086,929
2003	1,587,597	1,590,050
2004	1,113,092	1,424,854
2005	1,664,096	1,565,955
2006	1,776,612	1,842,598
2007	1,826,446	1,944,586
2008	2,026,909	1,901,819
2009	2,133,521	3,164,527
2010	2,184,878	2,306,049
2011	2,348,000	4,633,000
2012	3,153,000	3,394,000
2013	3,435,000	4,879,432
2014	4,539,766	7,925,601
2015	5,413,912	4,441,500
2016	5,256,266	4,177,350
2017	5,042,581	4,973,621
2018	4,996,240	5,517,143
2019	5,308,158	5,400,000





FILE COPY



Council Decision – October 15, 2019

**DATE:** October 17, 2019  
**TO:** Greg Sikora, Public Works Manager  
**FROM:** Frieda McDougall, Legislative Services Manager  
**SUBJECT:** 2018/2019 Snow and Ice Control Program Review

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**Reference Report:**

Public Works, dated October 15, 2019

**Resolution:**

At the Tuesday, October 15, 2019 Regular Council Meeting, Council passed the following Resolution:

Resolved that Council of The City of Red Deer having considered the report from Public Works dated October 15, 2019 Re: 2018/2019 Snow and Ice Control Program Review hereby directs administration to look at workable improvements for grey routes in the 2019-2020 season and phased improvements for the three year operational plan.

**Report back to Council:**

Yes.

**Comments/Further Action:**

Administration to look at improvements for grey routes in the 2019-2020 season and phased improvements for the three year operational plan.

A handwritten signature in blue ink, appearing to read 'F. McDougall'.

Frieda McDougall  
Manager

c. Director of Development Services





Date September 23, 2019

## Government of Alberta Police Funding Consultation

Office of the Mayor and City Manager

### **Report Summary & Recommendation:**

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Red Deer City Council has been advocating for changes to police funding and the Government of Alberta has proposed changes that would require smaller communities to pay for their front line police services. The Government of Alberta is looking for comment from municipalities, and the City of Red Deer should formally speak to the proposal.

Based on Council's previously adopted resolution on "Equalization of Policing Costs," (Appendix A) it is recommended that Council support the Government of Alberta's new direction to require all municipalities to contribute to their policing services and the new model should be phased in over time. Additionally, Council should continue to advocate for an equitable funding model for all Albertans.

### **Proposed Resolution:**

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Resolved that Council of The City of Red Deer having considered the report from the Office of the Mayor and City Manager dated September 23, 2019 re: Government of Alberta Police Funding Consultation hereby supports the Government of Alberta's new direction to require all municipalities to contribute to their policing services, an equitable funding model for all Albertans, which will be phased in over time and to continue to advocate for a fair and balanced funding formula that would be equitable for all communities in Alberta.



## Report Details

### **Background:**

On Tuesday, May 24, 2016, City Council passed a resolution “Equalization of Policing Costs” that was debated at the annual Alberta Urban Municipalities Association (“AUMA”) conference. The resolution stated:

**Now Therefore Be It Resolved:** That the Alberta Urban Municipalities Association (AUMA) urge the Government of Alberta to develop a more fair and equitable funding strategy to eliminate the operating gap of RCMP services between large municipalities and small municipalities; and

**Further Be It Resolved:** That the Alberta Urban Municipalities Association (AUMA) urge the Government of Alberta to provide municipalities the full cost of an RCMP member to eliminate the shortfall costs per member to be placed on the municipality.”

The resolution was adopted by AUMA. In response, at the March 2017 Mayors’ Caucus, the Minister of Justice and Solicitor General committed verbally to begin reviewing funding models later that fall. Ministry staff began to research options for a new, more equitable funding model.

Friday, September 6, 2019, the Ministry of Justice and Municipal Affairs held a webinar to discuss a new Police Costing Model consultation.

The proposed police funding formula will only affect those communities who do not currently pay for police. The proposal does not affect the City of Red Deer’s police funding.

Over the past decade, Alberta Justice and Solicitor General have heard that the police costing model needs revision. The current approach has not been adjusted since 2004.

Currently, 291 municipalities do not directly pay for policing through their municipal taxes. These communities account for one-fifth (20%) of Alberta’s population. Under the proposed costing model, these communities would begin paying a percentage of their frontline policing costs.



Stakeholders will have until October 15, 2019, to provide written feedback on the police costing model via an online survey.

### **Discussion:**

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Covering police services cost has resulted in a significant budgetary expense; approximately 22% of the 2019 annual operating budget is attributed to the cost of policing services, while the Provincial Government continues to cover the policing expense in other Alberta municipalities.

By comparison, the provinces of British Columbia, Saskatchewan, Ontario, Quebec, New Brunswick and Nova Scotia require every municipality to pay a portion of its policing cost.

The Government of Alberta is proposing a new costing model that distributes costs based on two factors: equalized assessment and population.

- Equalized assessment will determine the resources to pay. The assessment value will be weighted at 70% to determine part of the base cost distribution.
- The population would account for 30% of the base cost distribution.

In addition to equalized assessment and population, the Government of Alberta will include shadow population and the crime severity index into the funding calculation.

- To receive a maximum 5% subsidy, a shadow population would need to be recognized and officially reported to Municipal Affairs.
- The crime severity index, rural municipal average would be calculated and used as a baseline measure. A community with a higher crime severity index than the baseline would be eligible for a subsidy of 0.05% per index point.

### **Analysis:**

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The proposed calculation will impact communities with a population under 5,000 and who do not pay for their policing. For some communities, this will be a substantial burden. The new model should be phased in over time to limit the impact to these communities.

The proposed model requires all municipalities to contribute to their front line policing but is not equitable for all Albertans. Shadow populations, crime severity index and equalized assessment are not included in the calculation for urban communities' police grants, even though some urban areas have high shadow populations and high crime severity index.



The Government of Alberta has been signaling fiscal restraints as they try to balance the provincial budget. As they review their expenditures, police grants to urban communities could be included, which would have an impact on Red Deer.



## **APPENDIX A – Adopted Tuesday, May 24, 2016**

### **Equalization of Policing Costs**

Whereas many Alberta municipalities have contracted the Royal Canadian Mounted Police (RCMP) for the provision of policing services; and

Whereas police services take up a significant portion of operating dollars in larger municipalities; and

Whereas municipalities over 5000 residents pay significantly more for policing than those under 5000 residents; and

Whereas the unfair policing model creates a gap between those that pay for policing services and those that do not; and

Whereas many municipalities receive grant funding from the Province of Alberta through the Municipal Policing Assistance Grant that does not cover the full cost of an RCMP member; and

Whereas it is to the benefit of all municipalities to increase community safety in their towns and cities by ensuring RCMP members are being funded appropriately by the Province of Alberta.

Now Therefore Be It Resolved That the Alberta Urban Municipalities Association (AUMA) urge the Government of Alberta to develop a more fair and equitable funding strategy to eliminate the operating gap of RCMP services between large municipalities and small municipalities; and

Further Be It Resolved That the Alberta Urban Municipalities Association (AUMA) urge the Government of Alberta to provide municipalities the full cost of an RCMP member to eliminate the shortfall costs per member to be placed on the municipality.

#### **Background:**

Many municipalities have contracted policing services through the Royal Canadian Mounted Police (RCMP). Any municipality with over 5000 residents is responsible for paying for 90% of these policing costs with a 10% subsidization coming from the Province of Alberta. In large municipalities, the required funding to pay for policing services is significant and the burden is often passed onto the tax payer. In contrast, municipalities with less than 5000 residents do not have to pay for their police. This funding model creates a unique and unfair divide between larger municipalities and smaller municipalities.

Furthermore, when the municipality receives funding from the Province of Alberta through the Municipal Policing Assistance Grant, the funding received is not adequate to offset the full costs of the RCMP members. Municipalities must provide additional funding to accommodate these additional officers in order to receive this grant.

# Police Costing Model Engagement

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Backgrounder

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# Introduction

The police costing model has a large impact on the lives of Albertans. In communities and municipalities that help pay for their police services, their tax-payers pay for cost increases. Changes in the costing model guides local budget deliberations and may affect police services.

Over the past decade, stakeholders told Alberta Justice and Solicitor General that the police costing model needs revision. The current approach is 15 years old. It has been adjusted since 2004, but there have been no large-scale changes. But policing has evolved. The costing model needs to address those changes and keep pace with current and future needs. To modernize the cost model, the ministry wants to hear from you as elected and administrative municipal leaders, and from the groups that represent you: the Alberta Urban Municipalities Association and Rural Municipalities Association.

This engagement process will gather your input on how a new police costing model would fit for communities across Alberta. We are counting on you, our partners. You are the experts on the needs of your local communities. With your help, this will be a thorough and effective review, so the new model helps your communities and police services thrive together.

This backgrounder provides context around the police costing model. Please get in touch with the engagement team ([JSG.PSDEngagement@gov.ab.ca](mailto:JSG.PSDEngagement@gov.ab.ca)) if there are any errors, omissions, or aspects that are unclear.

## Guiding Questions for this review:

- What are your thoughts on the province recovering a percentage of frontline policing costs from those currently not paying?
- What aspects of the proposed costing model do you feel would reflect the needs of your community?
- What will not work in the proposed costing model?
- What ability do communities and municipalities have to be agile in their budgets for policing costs?
- What kind of timeline would be ideal for implementation of a new model?
- What impact will a new costing model have on communities?
- What do you anticipate as challenges for implementing the model?
- What impact to addressing rural crime would you anticipate this costing model having?
  - What other impacts might a new cost model have?



The engagement will focus on broad questions about funding for police services to identify the most important factors for communities in a model.

## What is *not* being reviewed?

This review will focus only on the development and implementation of a proposed new cost model. Other issues related to policing costs and the *Police Act* will not specifically be addressed. This includes:

- *Police Act* issues unrelated to policing costs;
- Municipal Policing Assistance Grants (MPAG);
- Police Officer Grants (POG);
- First Nations Policing; and
- Enhanced policing for Metis Settlements.

First Nations Policing and enhance policing for Metis Settlements will not be affected by a new costing model.

## Ways to participate

The review team will host two kick-off meetings. The first one will focus on policing costs and will take place on September 5, 2019. AUMA and RMA will be invited to meet with the ministers of Justice and Solicitor General and Municipal Affairs to discuss the purpose of this engagement and the ways in which stakeholders can participate.

A webinar will share information on a police costing model with elected and administrative leaders from all municipalities on (date). Stakeholders will have until October 15, 2019 to provide written feedback on the police costing model via an online survey.

A second kick-off meeting will focus on costs incurred related to enforcing the legalization of cannabis. AUMA, RMA, and the Metis Settlements General Council will be invited to attend that meeting on September 24, 2019.

The first week of October, a second webinar will provide information on the input being gathered for this engagement to municipal and Metis Settlements leaders (elected and administrative). Municipal and Metis Settlement representatives will then have until November 1, 2019 to provide feedback via an online survey.

A separate backgrounder will be made available to those invited to participate in the cannabis enforcement portion of the engagement. This backgrounder **only** addresses information pertinent to the police costing model.

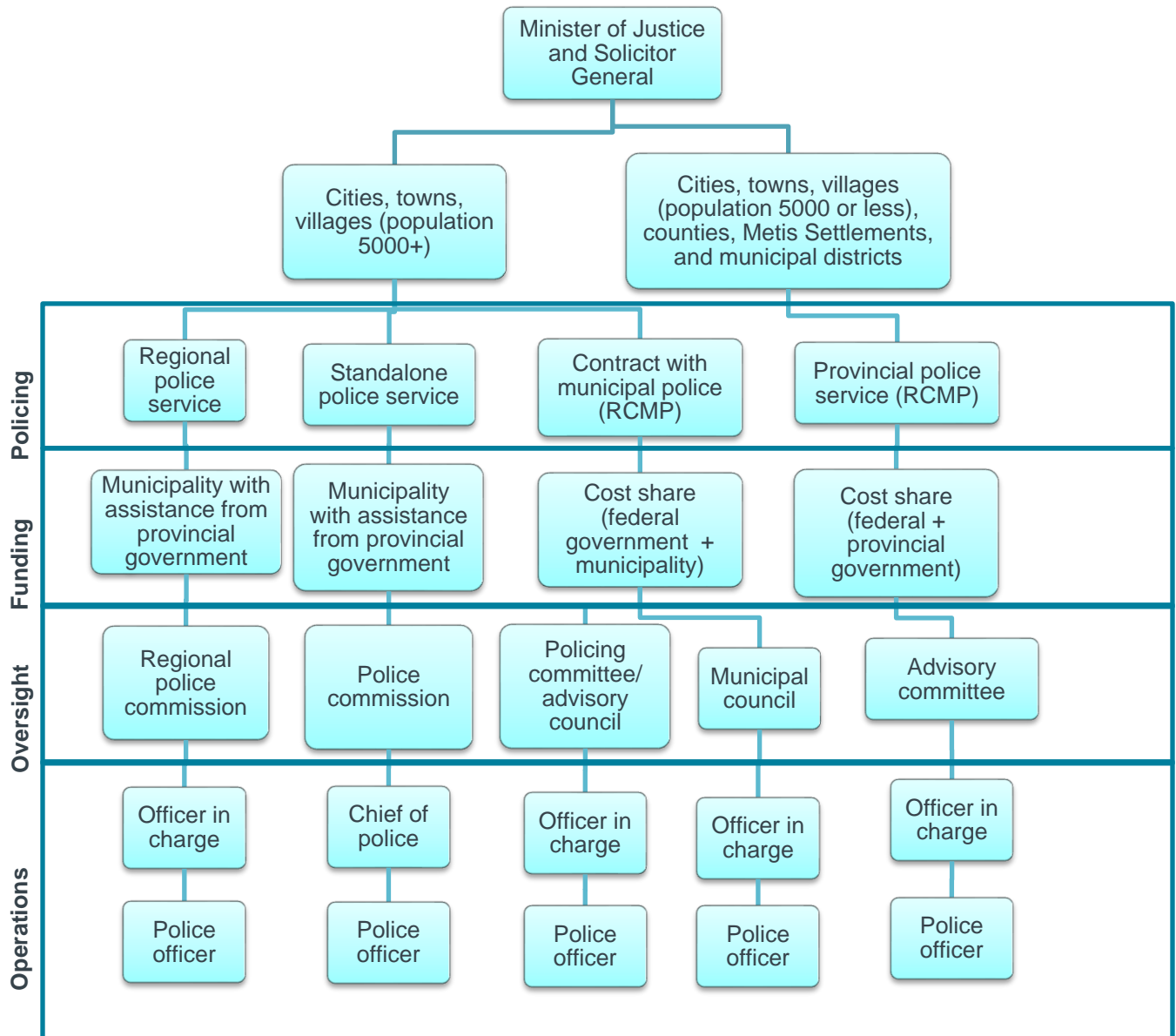
After all information is gathered, stakeholders will be invited to participate in a wrap-up session where the results will be shared. **The date of this wrap-up is still to be determined.**

The engagement team is happy to hear from you at any time. Contact us at **JSG.PSDEngagement@gov.ab.ca.**

# Policing Models

This chart provides an overview of policing in Alberta as outlined in the current *Police Act*.

**Chart 1: Policing Models Flow Chart**



**Provincial policing:** As per the Alberta *Police Act*, under the Provincial Police Service Agreement (PPSA), the province provides policing at no direct cost to all rural municipalities (towns with a population of 5,000 or fewer, Metis Settlements and all municipal districts/counties regardless of population). Alberta contracts the RCMP as its provincial police service.

**Municipal policing:** Urban municipalities with a population greater than 5,000 are responsible for their own policing. They can opt for one of the following options:

- Establish a stand-alone municipal police service.
- Pay the federal government, the Alberta government or another municipality to deliver police services, often under a policing agreement. Most municipalities contract their police services directly from the RCMP through a Municipal Police Service Agreement.
- Two or more municipalities enter into a contract to establish a regional police service.

**First Nations policing:** First Nations are policed by the RCMP provincial police service (PPS) unless another arrangement is made under the *Police Act* of Alberta. The First Nations Policing Program (FNPP) provides First Nations with two other such arrangements in Alberta:

1. Tripartite agreement (e.g. stand-alone police service like Blood Tribe Police)
2. Community tripartite agreement that provides enhanced policing in addition to the core policing provided by the PPS.

**Metis Settlements:** Indigenous Relations funding provides an enhanced level of policing service to each of the eight Metis Settlements, with one RCMP officer dedicated to each location.

# History of Cost Model Engagements

The following provides a brief overview of the previous discussions that have taken place with regards to the police costing model. It is important to address the historical process of reviewing the police costing structure, as it has contributed to the design of the proposed model.

## Discussions and the Law Enforcement Framework

- **2009:** Several engagements were held with AUMA, RMA, and other stakeholders. These discussions were referred to as “Police Funding in Alberta – Continuing the Discussion.” In response, a Policing Task Force was created that consulted with AUMA members through a workshop and survey at the annual AUMA convention. A subsequent survey to all AUMA members asked about policing funding options and special circumstances that affect police resources.
- **2010:** Engagements with the RMA and AUMA on the Law Enforcement Framework raised issues on the flexibility and equity of the costing model. The framework was released the same year and incorporated prior input, but did not include a costing model.
- **2012:** The RMA report “Funding Options for Law Enforcement Services in Alberta”, was received. It proposed six potential options for funding. The ministry completed a review of the report and principles for consideration. RMA’s preferred vision was to maintain the status quo, but identified a Base plus Modifier model as their second choice.
- **2013 to 2017:** The ministry communicated with AUMA and RMA to explore community views on factors to include in a new police-costing model. The ministry put out a request for proposals to develop an analytical tool that would show the effects of the factors being considered, and how each factor impacts municipal policing costs. Due to budget constraints, the request for proposals was cancelled and no contract was awarded.
- **2018:** Police costing was the topic of a letter writing campaign from AUMA members.

## Police Funding and the 2018/2019 *Police Act* Review

- The first phase of the *Police Act* review occurred between June 2018 and March 2019, to gather stakeholder perspectives on topics related to the *Police Act* and Police Service Regulation. Engagement occurred through roundtable discussions, a survey to police officers, a survey to administrative and elected officials from municipalities and Indigenous communities, in-person discussions with Indigenous communities, and written submissions. While the roundtable discussions focused on distinct topics, police funding was often mentioned. Stakeholders emphasized the necessity for a multi-factor police-funding model and policing grants that better reflect the needs of different-sized municipalities.

Written submissions also contained sections on police funding:

RCMP Submission

- RCMP K-Division highlighted the need for consistent commitments for funding and the benefits of multi-year funding agreements.

Rural Municipalities Association Submission

The RMA suggested that much more engagement was needed on funding police services. They wanted several factors to be considered in the development of a funding model:

- Ability to pay – focusing on equating fairness only with equal cost contributions is inappropriate as all municipalities have different needs, ability to pay, and service level expectations;
- Clarify costs of policing – recognize that saying some municipalities do not pay for policing is inaccurate. They contend that all pay, but in different ways.
- MPAG and POG should be considered in evaluating various costing models.
- Costs for policing should be linked to service levels; funding should be directed where it is needed; efficiency, effectiveness, and police-community collaboration should be encouraged; all police-related costs should be recognized; and funds should remain where they are collected.

Alberta Urban Municipalities Association Submission

The AUMA stated that the *Police Act* should specify a new, more equitable police costing model where all municipalities contribute directly to the costs of policing. The new model should consider both the demand for services in a municipality, as well as the municipality's ability to pay. Specifically, the AUMA believes that a costing model should be:

Equitable:

- All Albertans are entitled to receive police services.
- Police should treat all Albertans equitably.
- All Albertans should contribute to the costs of policing.
- Police governance and oversight should be equitable and universal.

Responsive:

- Police must be responsive to the needs of Albertans.
- Police must be responsive to changing legislative and social environments.

- Police should have the flexibility to adjust to regional differences.
- Policing must be appropriately resourced to fulfill its responsibilities.

AUMA's suggested principles for an equitable police costing model are:

- A fair, flexible, and equitable model should be developed that:
  - Ensures the level of provincial funding is sufficient to meet standard levels of service.
  - Requires services beyond the standard level to be funded by the jurisdiction wanting the additional services.
  - Recognizes the unique needs of each municipality.
  - Recognizes the ability of a municipality to pay for services.
- The model should encourage efficiencies by:
  - Using other mechanisms to address municipal capacity issues.
  - Encouraging regional policing models.
- The transition to a new model should:
  - Ensure an adequate impact assessment analysis is completed.
  - Ensure that effective education and engagement mechanisms are available to Alberta's municipalities.
  - Allow for an adequate notice period.
  - Revenues created from the new model should be reinvested in public safety.
  - Ensure any revenue collected from an "everyone pays" model is returned to the municipalities that generated the revenue for the protection of public safety.
  - Ensure fine revenues stay in the municipalities in which they are generated.
  - Paying directly for policing should enable municipalities to participate meaningfully in police oversight, e.g. setting local policing priorities.

# Current Funding for Police Services

## Municipal Policing Assistance Grant

The Municipal Policing Assistance Grant eases the financial burden on towns and cities responsible for their own policing. The funds are for:

- Police operating and administration costs, including manpower costs
- Kit and clothing, equipment, police vehicles, etc.
- Governance- and oversight-related initiatives by police commissions and policing committees. Funding is provided to municipalities based on the following payment formulas:

Population of municipality	Payment thresholds
5,001 to 16,666	\$200,000 base payment + \$8.00 per capita
16,667 to 50,000	\$100,000 base payment + \$14.00 per capita
Over 50,000	\$16.00 per capita

## Police Officer Grant

The Police Officer Grant applies to municipalities that were responsible for their own policing before 2008. Municipalities had added 300 police officers. Each eligible municipality receives \$100,000 per position, per year.

## Distribution of fine revenues

Traffic violations generate most provincial statute fine revenues. Fine revenues are returned to either the province or the municipality whose police service levied the fine.

Under the *Fuel Tax Act*, *Gaming and Liquor Act*, *Tobacco Tax Act* and *Weed Control Act*, revenue from a conviction for an offence that occurred in a city, town, village, municipal district or Metis Settlement or First Nation reserve goes to that community.



## The *Police Act*

Funding provisions are mentioned in the following areas of the *Police Act*:

- Section 4(1) states that municipalities and communities with a population under 5,000 will receive general policing services provided by the provincial police services at no direct cost to the town, village, summer village, municipal district or Metis settlement.
- Section 4(5) states that municipalities and communities with a population over 5,000 will enter into an agreement or establish their own police services in their area.
- Section 5(4) states that when a town, village or summer village attains a population that is greater than 5000, that municipality shall assume responsibility for providing its policing services on April 1 in the 2nd year following the year of the population increase
- Section 6 states that the population for municipalities and communities will be determined in accordance with the *Municipal Government Act*.
- Section 29 (1) states that commissions with the chief of police are able to prepare an annual budget for police services.

# Proposed Costing Model

The following provides a brief overview of the proposed model. This section can be used for reference when completing the survey.

## Communities with Populations under 5,000

Currently 291 municipalities do not directly pay for policing through their municipal taxes. These communities account for one-fifth (20 per cent) of Alberta's population. Under the proposed costing model, these communities would begin paying a percentage of their frontline policing costs. Frontline policing refers to general duty, traffic, and general investigations, which are about 62 per cent of all policing positions. In 2018-2019, the cost of frontline policing was \$232.5 million.

## Cost Distribution

The proposed costing model distributes costs based on two factors: equalized assessment and population. Equalized assessment would look at the annually calculated assessment value for the municipality to determine the relative resources to pay. The assessment value will be weighted at 70 per cent to determine part of the base cost distribution – the costs to a municipality prior to applying the subsidies.

Using the most recent municipal or federal census data, as reported to the Ministry of Municipal Affairs, population would account for 30 per cent of the base cost distribution.

## Cost Modifiers

### *Shadow Population*

These often are workers who generally live and pay property taxes outside of a community or municipality and are not included in local census data on which per capita funding is based. But when in the community they use the same municipal resources and infrastructure as primary residents. A shadow population cost modifier would enable a subsidy for frontline policing. To receive a maximum five per cent subsidy, a shadow population would need to be recognized and officially reported to Municipal Affairs.

### *Crime Severity Index*

This measure analyzes changes in police-reported crime rates across the country, and is tracked and reported to Statistics Canada annually. The index allows the ability to track changes in the volume of police-reported crime each year, in the volume of particular offences, and their relative seriousness. More serious offences have a greater impact on the index, which allows comparisons across municipalities. The crime severity index rural municipal average would be calculated and used as a baseline measure. A community with a higher crime severity index than the baseline would be eligible for a subsidy of 0.05 per cent per index point.

## Examples of the Cost Model

Police Costing Model (PCM) Options						
Weighting	30%	70%		0.05% per Municipal CSI point above average	5%	
Cost Recovery Options - Frontline Policing Costs	Population affected	Total Equalized Assessment	Total Share Policing Cost	CSI Subsidy given	Shadow Population Subsidy given	Revenue Generated
15%	765,780	\$293,162,459,917	\$34,900,000	\$1,015,167	\$203,263	\$33,681,570
30%	765,780	\$293,162,459,917	\$69,800,000	\$2,030,334	\$406,526	\$67,363,141
40%	765,780	\$293,162,459,917	\$93,000,000	\$2,705,172	\$541,646	\$89,753,182
50%	765,780	\$293,162,459,917	\$116,300,000	\$3,382,920	\$677,349	\$112,239,731
60%	765,780	\$293,162,459,917	\$139,500,000	\$4,057,758	\$812,469	\$134,629,772
70%	765,780	\$293,162,459,917	\$162,800,000	\$4,735,506	\$948,172	\$157,116,322

Source:

Alberta Municipal Affairs, Municipal Services Branch, 2018 Official Population List

Alberta Municipal Affairs, Municipal Financial and Statistical Data, 2018 Equalized Assessment

Statistics Canada, Canadian Centre for Justice Statistics, CSI Weighted 2015-17 file

If a 15 per cent cost recovery model is implemented:

- Municipality A would be responsible for \$4,049,067 of policing costs or 0.74 per cent of its municipal property tax (excluding education). This figure would be adjusted for subsidies for CSI (minus \$708,512) and shadow population (minus \$202,453). The total cost recovery would be \$3,138,101 as revenue to the province.
- Municipality B would be responsible for \$277,966 of policing costs or 1.54 per cent of its municipal property tax (excluding education). Municipality B would not qualify for any subsidies. The total cost recovery would be \$277,966 as revenue to the province.

If the cost recovery was maximized to 70 per cent:

- Municipality A would be responsible for \$18,887,911 of policing costs or 3.45 per cent of its municipal property tax (excluding education). This figure would be adjusted for subsidies for CSI (minus \$3,305,036) and shadow population (minus \$944,396). The total cost recovery would be \$14,638,479 as revenue to the province.
- Municipality B would be responsible for \$1,296,642 of policing costs or 7.19 per cent of its municipal property tax (excluding education). Municipality B would not qualify for any subsidies. The total cost recovery would be \$1,296,642 as revenue to the province.

## Jurisdictional Scan

The comparisons below highlight the police costing models in use by provinces that recover the cost of police services. The most current cross-Canada review found that British Columbia (BC), Saskatchewan (SK), Ontario, Quebec, New Brunswick, and Nova Scotia all required every municipality to pay a portion of its policing costs. It is important to note:

- In BC, there is a police tax: municipalities over 5,000 people pay for most of their police costs directly through their municipal taxes. In municipalities under 5,000 people, and in rural areas, the BC government sets tax rates to recover a portion of police costs. These tax rates are based on provincially set tax ratios.
- In SK, the costs of policing are distributed in accordance with a formula prescribed in the regulations among all municipalities and “specified municipalities” (rural and those under 500 population) that receive policing services from the RCMP. This includes municipalities with populations less than 5,000.

## British Columbia

Population cut off for provincial funding for police services	5,000
Provincial contribution share for municipalities below the above population threshold	70%
Provincial support for municipalities that do not receive dedicated funding for police services	Receives all revenues from traffic fines
Amount of traffic fine revenue that municipalities receive	See above

## Saskatchewan

Population cut off for provincial funding for police services	5,000
Provincial contribution share for municipalities below the above population threshold	70%  Cost recovery in Saskatchewan is based on population in the rural municipality. The amount invoiced to rural municipalities increases based on the percentage increase of overall policing costs each year.
Provincial support for municipalities that do not receive dedicated funding for police services	None
Amount of traffic fine revenue that municipalities receive	75% only for municipalities in Saskatchewan with stand-alone independent police services. This does not apply to most cities policed by PPSA.

## Manitoba

<b>Population cut off for provincial funding for police services</b>	<b>3 categories:</b> 750 – 1,499; 1,499 – 5,000; and  Over 5,000
<b>Provincial contribution share for municipalities below the above population threshold</b>	70%  The Province of Manitoba provides per capita grants to municipalities. These grants are not dedicated to policing, but the same population threshold applies to those that receive large grants and pay for policing.
<b>Provincial support for municipalities that do not receive dedicated funding for police services</b>	Per capita grant (similar to the MPAG)
<b>Amount of traffic fine revenue that municipalities receive</b>	30%  If the municipality (in Manitoba) pays for its own policing (stand-alone police service) it is allowed to keep a percentage of provincial fine revenue (estimated at 30%).

## Ontario

<b>Population cut off for provincial funding for police services</b>	<b>No population cut-off</b>
<b>Provincial contribution share for municipalities below the above population threshold</b>	None. There is a sliding scale for rural and small communities: Low of 5% (\$150 < policing costs/household < \$750)  to a  High of 75% (policing costs/household > \$750).
<b>Provincial support for municipalities that do not receive dedicated funding for police services</b>	Receives all revenues from traffic fines.
<b>Amount of traffic fine revenue that municipalities receive</b>	See above.

## Nova Scotia

<b>Population cut off for provincial funding for police services</b>	<b>None</b>
<b>Provincial contribution share for municipalities below the above population threshold</b>	<b>65%</b>
<b>Provincial support for municipalities that do not receive dedicated funding for police services</b>	<b>None.</b>
<b>Amount of traffic fine revenue that municipalities receive</b>	Traffic fine revenue goes to the jurisdiction paying for the officer (either a municipality or the province). The province retains victim surcharges and court costs.



## Quebec

<b>Population cut off for provincial funding for police services</b>	<b>50,000</b>
	<p>Provincial legislation in Quebec defined the level of police services provided to municipalities according to population with benchmarks set at: less than 100,000 (level 1);</p> <p>100 000 to 199,999 (level 2);</p> <p>200,000 to 499,999 (level 3);</p> <p>500,000 to 999 999 (level 4);</p> <p>1 000 000 or more (level 5).</p>
<b>Provincial contribution share for municipalities below the above population threshold</b>	<p>47% + refund</p> <p>The province pays 47% of the amount of basic police service to communities who are policed by the provincial police service. If the contribution of a regional municipality exceeds 80% of its budget, the municipality can receive a refund for the amount over the 80% budget allocation.</p>
<b>Provincial support for municipalities that do not receive dedicated funding for police services</b>	None
<b>Amount of traffic fine revenue that municipalities receive</b>	Revenue goes to provincial revenue fund



## Glossary

The **crime severity index** is a measure that is tracked and reported to Statistics Canada annually. It analyzes changes in police-reported crime rates across the country. The report allows changes to be tracked in the volume of police-reported crime each year, in the volume of particular offences, and in the relative seriousness of offences compared to other offences. More serious offences have a greater impact on the index, which allows comparisons of municipal crime levels.

**Legislation** is a law enacted by a governing body, including both proclaimed acts, amendments and regulations. It does not include agreements or memorandums of understanding. The *Police Act* has associated regulations, which include: the Police Service Regulation and the Exempted Areas Police Service Agreements Regulation.

A **modifier** is an element that can be taken into consideration to adjust the base price of a service. The amount of the modifier is based on the base price of the service.

The **Municipal Policing Assistance Grant** (MPAG) helps municipalities ensure adequate and effective policing and police oversight, implement provincial policing initiatives and enhance policing services. Municipalities with a population over 5,000 that provide their own municipal police services are eligible. The grant is issued each year and no application is required.

A **municipality** is a city, town, village, summer village, specialized municipality or municipal district and includes a Metis Settlement.

**Police commissions** provide oversight of policing to stand-alone police services, and govern municipal police services.

**Police officers** are responsible for enforcing federal, provincial, and municipal laws, protecting life and property, preventing crime, and keeping the peace. They have a broad range of duties and roles, of which law enforcement is a major part. Police officers investigate occurrences of crime, arrest offenders and bring them before the criminal justice system. They also provide a variety of community services including: crime prevention, educational programs, help locating missing persons, dealing with lost property, traffic control, victim assistance and collision investigation.

The **Police Officer Grant** provides annual funding to municipalities that added police officers between 2008 and 2011. It helps cover the cost of policing and promoting safe and secure communities. Each municipality receives \$100,000 per position, per year. Municipalities with a population over 5,000 that provide their own municipal police services are eligible.

A **shadow population** is made up of workers who live outside of a community or municipality. Because they are not included in the population count, they do not contribute to per capita funding calculations. Shadow populations may only be present seasonally (e.g., transient workers), when they use the resources and infrastructure of the community or municipality as if they were primary residents.

# Example Calculation Sheet – Police Cost Model

*Scenario: If province were to distribute 15% of the costs of frontline policing = \$34.9M*

## **BASE MODEL**

$\frac{\text{Muni population}}{\text{Total population}} \times \$34.9\text{M} \times 30\% = \text{Weighted population cost}$

$\frac{\text{Muni equalized assessment}}{\text{Total equalized assessment}} \times \$34.9\text{M} \times 70\% = \text{Weighted equalized assessment cost}$

**Weighted population cost + Weighted equalized assessment cost = TOTAL SHARE POLICING COST**

## **MODIFIERS**

Crime Severity Index (CSI)

$\text{Muni CSI 3 year average} - \text{Total CSI average} = \text{Muni CSI points above average}$

$\text{Muni CSI points above average} \times 0.05\% \text{ (subsidy per muni CSI point > average)} = \text{CSI \% subsidy}$

$\text{CSI \% subsidy} \times \text{TOTAL SHARE POLICING COST} = \text{CSI DOLLAR SUBSIDY}$

Shadow Population

$\frac{\text{Muni shadow population}}{\text{Muni population}} = \text{Shadow pop \% subsidy (max 5\%)}$

$\text{Shadow pop \% subsidy} \times \text{TOTAL SHARE POLICING COST} = \text{SHADOW POP DOLLAR SUBSIDY}$

## **YEARLY COST TO MUNICIPALITY**

**= TOTAL SHARE POLICING COST - CSI DOLLAR SUBSIDY - SHADOW POP DOLLAR SUBSIDY**

**Municipality A: Large specialized municipality**

Weighted population cost	\$493,188	= $\frac{36,072}{765,780} \times 34.9M \times 30\%$
Weighted equalized assessment cost	\$3,555,878	= $\frac{42,670,899,320}{293,162,459,917} \times 34.9M \times 70\%$
<b>TOTAL SHARE POLICING COST</b>	<b>\$4,049,067</b>	= 493,188 + 3,555,878
Muni CSI points above avg	349.96	= 465.21 (muni) – 115.25 (prov)
CSI % subsidy	17.5%	= 349.96 x 0.0005
<b>CSI DOLLAR SUBSIDY</b>	<b>\$708,512*</b>	= 17.5% x 4,049,067 (*rounding difference)
Shadow pop % subsidy	5%	= $\frac{36,678}{36,072} = 1.01$ (max 0.05)
<b>SHADOW POP DOLLAR SUBSIDY</b>	<b>\$202,453</b>	= 5% x 4,049,067
<b><u>YEARLY COST TO MUNICIPALITY</u></b>	<b>\$3,138,102</b>	= 4,049,067 - 708,512 - 202,453

**Municipality B: Mid-sized municipal district**

Weighted population cost	\$107,588	= $\frac{7,869}{765,780} \times 34.9M \times 30\%$
Weighted equalized assessment cost	\$170,378	= $\frac{2,044,554,084}{293,162,459,917} \times 34.9M \times 70\%$
<b>TOTAL SHARE POLICING COST</b>	<b>\$277,966</b>	= 107,588 + 170,378
Muni CSI points above avg	0	= 76.35 (muni) – 115.25 (prov)
CSI % subsidy	0%	= 0 x 0.0005
<b>CSI DOLLAR SUBSIDY</b>	<b>\$0</b>	= 0% x 277,966
Shadow pop % subsidy	0%	= none reported
<b>SHADOW POP DOLLAR SUBSIDY</b>	<b>\$0</b>	= 0% x 277,966
<b><u>YEARLY COST TO MUNICIPALITY</u></b>	<b>\$277,966</b>	= 277,966 - 0 - 0

**Municipality C: Small summer village**

Weighted population cost	\$988	= $\frac{73}{765,780} \times 34.9M \times 30\%$
Weighted equalized assessment cost	\$1,342	= $\frac{16,108,372}{293,162,459,917} \times 34.9M \times 70\%$
<b>TOTAL SHARE POLICING COST</b>	<b>\$2,340</b>	= 988 + 1,342
Muni CSI points above avg	59.30	= 174.55 (muni) – 115.25 (prov)
CSI % subsidy	3%	= 59.30 x 0.0005
<b>CSI DOLLAR SUBSIDY</b>	<b>\$69*</b>	= 3% x 2,340 (*rounding difference)
Shadow pop % subsidy	0%	= none reported
<b>SHADOW POP DOLLAR SUBSIDY</b>	<b>\$0</b>	= 0% x 2,340
<b><u>YEARLY COST TO MUNICIPALITY</u></b>	<b>\$2,271</b>	= 2,340 - 69 - 0

FILE COPY



Council Decision – October 15, 2019

**DATE:** October 17, 2019  
**TO:** Steven Ellingson, Intergovernmental Strategist  
**FROM:** Frieda McDougall, Legislative Services Manager  
**SUBJECT:** Government of Alberta Police Funding Consultation

---

**Reference Report:**

Office of the Mayor and City Manager, dated September 23, 2019

**Resolution:**

At the Tuesday, October 15, 2019 Regular Council Meeting, Council passed the following Resolution:

Resolved that Council of The City of Red Deer having considered the report from the Office of the Mayor and City Manager dated September 23, 2019 re: Government of Alberta Police Funding Consultation hereby supports the Government of Alberta's new direction to require all municipalities to contribute to their policing services, an equitable funding model for all Albertans, which will be phased in over time and to continue to advocate for a fair and balanced funding formula that would be equitable for all communities in Alberta.

**Report back to Council:**

No.

**Comments/Further Action:**

None.

A handwritten signature in blue ink, appearing to read 'F. McDougall'.

Frieda McDougall  
Manager



October 15<sup>th</sup>, 2019

## Off-Site Levy Bylaw Update Proposed Principles

Engineering Services

### Report Summary & Recommendation:

---

As part of the annual off-site levy review, Administration undertook to update The City's current Off-Site Levy Bylaw 3549/2015 to meet the most recent Municipal Government Act (MGA) changes, modernize it, and make it easier to update in the future. This report provides information on the eight principles used in updating our current off-site levy bylaw.

Administration recommends that Council approve the Off-Site Levy Principles presented and directs Administration to bring forward a revised off-site levy bylaw complete with updated rates.

### Proposed Resolution

---

Resolved that Council of The City of Red Deer having considered the report from Engineering Services dated October 15, 2019 re: Off-Site Levy Bylaw Update Proposed Principles hereby approves the Off-Site Levy Principles as follows:

1. Development will pay for development by means of an off-site levy,
2. The City will continue to front end off-site levy infrastructure as approved within the capital budget,
3. Off-site levies will be collected at time of development or subdivision,
4. A multi-basin model based on the benefitting area of the infrastructure, will be used to ensure the rates are equitable to all developers based on degree of benefit,
5. The off-site levy will be transparent,
6. The off-site levy model will be updated annually and reflect changes in construction costs, necessity of infrastructure, interest rates, speed of development and any other factors that may affect the rate,
7. An annual report summarizing the contributions and expenditures to the off-site levy funds will be prepared,
8. Stakeholders will periodically be consulted,

and directs Administration to bring forward a revised off-site levy bylaw complete with updated rates.





## Report Details

### **Background:**

---

Similar to most municipalities in Alberta, off-site levies have been used by The City for over 45 years as a means to ensure that development pays for infrastructure needs generated by the increased growth. Although the MGA sets out the rules and regulations regarding what can be charged and who can be included in off-site levies, it is up to each municipality to create an off-site levy model and bylaw that governs the collection of the fees.

### **Discussion:**

---

Recently the MGA underwent a series of changes, some of which affected the existing City off-site levy bylaw and necessitated a review and update of the model and bylaw. Due to these new requirements, and the length of time since the last substantial review of the current model, a comprehensive update to the off-site levy bylaw was undertaken.

As part of the comprehensive update, the following “Off-Site Levy Principles” are proposed:

1. Development will pay for development by means of an off-site levy.
2. The City will continue to front end off-site levy infrastructure as approved within the capital budget.
3. Off-site levies will be collected at time of development or subdivision.
4. A multi-basin model based on the benefitting area of the infrastructure, will be used to ensure the rates are equitable to all developers based on degree of benefit.
5. The off-site levy will be transparent.
6. The off-site levy model will be updated annually and reflect changes in construction costs, necessity of infrastructure, interest rates, speed of development and any other factors that may affect the rate.
7. An annual report summarizing the contributions and expenditures to the off-site levy funds will be prepared.
8. Stakeholders will periodically be consulted.

### **Analysis:**

---

The City’s existing off-site levy rate, based on one current basin, is \$237,903. Based on the above principles, the proposed weighted-average rate for the nineteen basins will be \$204,816. In comparison, other similarly sized municipalities in Alberta range from \$250,000 to \$350,000. The attached Schedule A references the proposed off-site levy basins and the off-site levy rates. These rates are based on the above principles and will form part of the new off-site levy bylaw.



An important part of the off-site levy process is stakeholder consultation. This consultation with stakeholders was conducted in July and September of 2019.

**Recommendation:**

---

Administration recommends that Council approve the Off-Site Levy Principles presented and directs Administration to bring forward a revised off-site levy bylaw complete with updated rates.

## **Schedule A**

## **Appendix A**

### **Offsite Levy Map and Basins**

October 15, 2019

## **Appendix B**

### **Levy Rates**

Bylaw No. 3631/2019

October 15, 2019

Page 1 of 1

**Levy Rates per Hectare**

Levy Area	Transportation (\$/ha)	Water (\$/ha)	Sanitary (\$/ha)	Storm (\$/ha)	Total (\$/ha)
1	\$ 67,941	\$ 53,959	\$ 49,308	\$ 65,710	\$ 236,915
2	\$ 67,941	\$ 53,959	\$ 49,308	\$ 38,458	\$ 209,663
3	\$ 67,941	\$ 53,951	\$ 84,493	\$ 65,710	\$ 272,096
4	\$ 67,941	\$ 53,951	\$ 84,493	\$ 18,484	\$ 224,869
5	\$ 67,941	\$ 53,951	\$ 7,526	\$ 18,484	\$ 147,903
6	\$ 67,941	\$ 53,951	\$ 4,115	\$ 38,458	\$ 164,466
7	\$ 67,941	\$ 53,956	\$ 56,288	\$ 38,458	\$ 216,643
8	\$ 67,941	\$ 53,956	\$ 84,673	\$ 38,458	\$ 245,027
9	\$ 67,941	\$ 40,347	\$ 5,306	\$ 40,590	\$ 154,185
10	\$ 67,941	\$ 1,215	\$ 4,255	\$ 3,118	\$ 76,529
11	\$ 67,941	\$ 33,529	\$ 1,916	\$ 23,836	\$ 127,221
12	\$ 67,941	\$ 33,529	\$ 31,762	\$ 23,836	\$ 157,068
13	\$ 67,941	\$ 33,529	\$ 26,464	\$ 110,580	\$ 238,514
14	\$ 67,941	\$ 33,529	\$ 1,916	\$ 30,572	\$ 133,958
15	-	-	-	-	-
16	\$ 67,941	\$ 42,828	\$ 4,255	\$ 6,573	\$ 121,596
17	\$ 67,941	\$ 49,140	\$ 26,464	\$ 110,580	\$ 254,125
18	\$ 67,941	\$ 49,140	\$ 77,866	\$ 114,010	\$ 308,956
19	\$ 67,941	\$ 42,828	\$ 77,866	\$ 114,010	\$ 302,644



Council Decision – October 15, 2019

**DATE:** October 17, 2019

**TO:** Konrad Dunbar, Engineering Manager

**FROM:** Frieda McDougall, Legislative Services Manager

**SUBJECT:** Off-Site Levy Bylaw Update Proposed Principles

---

**Resolution:**

At the Tuesday, October 15, 2019 Regular Council Meeting, Council passed the following resolutions:

Resolved that Council of The City of Red Deer having considered the report from Engineering Services dated October 15, 2019 re: Off-Site Levy Bylaw Update Proposed Principles hereby approves the Off-Site Levy Principles as follows:

1. Development will pay for development by means of an off-site levy,
2. The City will continue to front end off-site levy infrastructure as approved within the capital budget,
3. Off-site levies will be collected at time of development or subdivision,
4. A multi-basin model based on the benefitting area of the infrastructure, will be used to ensure the rates are equitable to all developers based on degree of benefit,
5. The off-site levy will be transparent,
6. The off-site levy model will be updated annually and reflect changes in construction costs, necessity of infrastructure, interest rates, speed of development and any other factors that may affect the rate,
7. An annual report summarizing the contributions and expenditures to the off-site levy funds will be prepared,
8. Demonstrated private / public benefit being rationalized through City studies,
9. The City may consider allowing developers to front end on terms and conditions that are acceptable to The City,
10. Stakeholders will periodically be consulted,

and directs Administration to bring forward a revised off-site levy bylaw complete with updated rates.

**Report back to Council:**

Yes.

**Comments/Further Action:**

Administration to bring forward a revised off-site levy bylaw complete with updated rates.



Frieda McDougall  
Manager

c. Director of Development Services





September 26, 2019

## Central Park Water Distribution System Project – Mid-Year Budget Request Bylaw 3561/A-2019

### Consideration of Second and Third Reading

Legislative Services

#### **Report Summary & Recommendation:**

---

##### **Summary:**

The attached report is being brought forward from the Wednesday, September 4, 2019 Mid-Year Budget Review meeting.

##### **Recommendation:**

---

That Council considers second and third readings to Bylaw 3561/A-2019, a bylaw to amend the Central Park Water Distribution System Project budget from \$2,799,850 to \$3,482,050.

##### **Background:**

---

On September 4, 2019 Council considered Bylaw 3561/A-2019, a bylaw to amend the Central Park Water Distribution System Project budget from \$2,799,850 to \$3,482,050.

In accordance with the Municipal Government Act, this bylaw was required to be advertised for two consecutive weeks and allow for a 15 day petition period. Advertisements were placed in the Red Deer Advocate on September 6 and September 13, 2019. No petitions on the bylaw have been received.

#### **Proposed Resolution:**

---

That Bylaw 3561/A-2019 be read a second and third time.



Originally Submitted to the  
September 4, 2019 Mid-Year  
Budget Review Meeting.

September 4, 2019

## Central Park Water Distribution System Project - Mid-Year Budget Request

ENGINEERING SERVICES

### **Report Summary & Recommendation:**

---

The remainder of the Central Park Water Distribution System Project is scheduled to be completed next year (2020). Although the majority of funds for the project (\$2,799,850) were approved in prior year budgets, after completion of detailed design and accounting for inflation, an additional \$682,200 is required to complete this project.

It is recommended that Council

1. Amend the 2019 Capital Budget in the amount of \$682,200 to increase the Central Park Water Distribution System Project budget from \$2,799,850 to \$3,482,050, to be funded by debenture debt, and
2. Subject to advertising, perform first reading of the amendment to Debt Borrowing Bylaw 3561/2015 to increase the borrowing amount by \$682,200.

### **Proposed Resolution**

---

That Bylaw 3561/A-2019, a bylaw to amend the Central Park Water Distribution System Project from \$2,799,850 to \$3,482,050 be read a first time. If first reading is given, this bylaw will be advertised with second and third reading to come back to Council on Tuesday, October 15, 2019.



## Report Details

### Background:

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In 2009 The City of Red Deer annexed the lands North of Hwy 11A, including the subdivision of Central Park. At that time, Central Park had a self-maintained water distribution system which consisted of a cistern, pumps and distribution piping. In 2016, the system began to fail and was no longer able to provide safe and reliable water source to the residents. Due to the health risk, the Province required an alternative to the existing water supply be put into place. As Central Park was now within the jurisdiction of the City of Red Deer, the Central Park Water Distribution Capital Project was initiated.

Council has approved \$2,799,850 (\$1,425,000 from Off-Site Levies and \$1,374,850 from Central Park residents) to design and construct a water trunk main and servicing for the Central Park subdivision. The trunk main was funded through the Off-Site Program and the servicing, to bring the water to the houses, is scheduled for 2020.

### Discussion:

---

The City assessed the situation and determined to proceed with a two-step solution. Phase 1 consisted of construction of the off-site water trunk main line along Township Road 391, from Highway 2A to the subdivision. This line was then used to supply water to the existing Central Park distribution system until a new system could be installed. This first phase was funded by Off-Site Levies.

Phase 2 (2020) is the replacement of the distribution system including installing water mains, valves and services within the subdivision. This would then allow the decommissioning the existing cistern, pumps and distribution piping.

Upon completion of the detailed design for the distribution system (Phase 2) within Central Park, Engineering performed a detailed cost estimate including water main, valves, hydrant services, surface restoration and road restoration. This detailed cost estimate revealed a cost of \$682,200 higher than the already approved budget. Some of this additional cost can be attributed to inflation and the additional surface / road restoration required.

Phase 2 of this project is front ended by The City through debt and then recovered from the residents in Central Park either through their utility rates or a Local Improvement tax.

Upon approval of the amended budget and bylaw, Administration will meet with the residents of Central Park to discuss the next steps including repayment, design requirements, and construction plans.



### **Recommendation:**

---

That Council:

1. Amend the 2019 Capital Budget in the amount of \$682,200 to increase the Central Park Water Distribution System Project budget from \$2,799,850 to \$3,482,050, to be funded by debenture debt, and
2. Subject to advertising, perform first reading of the amendment to Debt Borrowing Bylaw 3561/2015 to increase the borrowing amount by \$682,200.

**BYLAW NO. 3561/A-2019**  
**OF THE CITY OF RED DEER**  
**IN THE PROVINCE OF ALBERTA**  
(the "Municipality")

Being a bylaw to amend Borrowing Bylaw No. 3561/2015 by increasing the borrowing authority by \$682,200 to a total of \$2,057,200.

**WHEREAS:**

- A. In 2015 The City passed Bylaw 3561-2015 to borrow the sum of \$1,222,000 for the purpose of financing the Central Park Servicing (Water) Project.
- B. In 2016 The City passed Amending Bylaw 3561/A-2016 to increase the borrowing authority by \$153,000 to a total of \$1,375,000.
- C. In order to complete the Central Park Servicing (Water) Project, and because of estimated cost increases, the City needs to borrow an additional \$682,200 to a total of \$2,057,200.

**COUNCIL OF THE CITY OF RED DEER ENACTS AS FOLLOWS:**

- I. Preamble paragraphs C, D and F of Bylaw 3561-2015 are deleted and replaced with the following new preamble paragraphs:
  - C. The total cost of the project is estimated to be \$2,057,200 and the Municipality estimates the following funding sources will be applied to the project:

Debentures	<u>\$2,057,200</u>
Total Cost	\$2,057,200
  - D. In order to complete the project it will be necessary for the Municipality to borrow the sum of \$2,057,200, for a period not to exceed 30 years, from the Alberta Capital Finance Authority or another authorized financial institution, by the issuance of debentures and on the terms and conditions referred to in this bylaw.
  - F. The principal amount of the outstanding debt of the Municipality as at the date of signing Amending Bylaw 3561/A-2019 is \$ 283,884,805.23 and no part of the principal or interest is in arrears.
- 2. In paragraph I, the words "ONE MILLION THREE HUNDRED AND SEVENTY-FIVE THOUSAND DOLLARS (\$1,375,000)" are deleted and replaced with the

words “TWO MILLION FIFTY-SEVEN THOUSAND AND TWO HUNDRED DOLLARS (\$2,057,200).

3. This bylaw comes into force on the date it is passed.

READ FIRST TIME IN OPEN COUNCIL this day of 2019.

READ SECOND TIME IN OPEN COUNCIL this day of 2019.

READ THIRD TIME IN OPEN COUNCIL this day of 2019.

AND SIGNED BY THE MAYOR AND CITY CLERK this day of 2019.

---

MAYOR

---

CITY CLERK

FILE COPY



Council Decision – October 15, 2019

**DATE:** October 17, 2019  
**TO:** Konrad Dunbar, Engineering Manager  
**FROM:** Frieda McDougall, Legislative Services Manager  
**SUBJECT:** Central Park Water Distribution System Project Bylaw 3561/A-2019

---

**Reference Report:**

Legislative Services, dated September 26, 2019

**Bylaw Reading:**

At the Tuesday, October 15, 2019 Regular Council Meeting, Council gave second and third reading to the following Bylaw:

**Bylaw 3561/A-2019** (a bylaw to amend the Central Park Water Distribution System Project from \$2,799,850 to \$3,482,050)

**Report back to Council:**

No.

**Comments/Further Action:**

Administration will update the bylaw and distribute in due course.

A handwritten signature in blue ink, appearing to read 'F. McDougall'.

Frieda McDougall  
Manager

- c. Director of Development Services  
Chief Financial Officer  
Corporate Meeting Administrator



September 6, 2019

## Land Use Bylaw Amendment- Redistricting C2A to C4

#500, 6380 50th Avenue, Red Deer

Bylaw 3357/Q-2019

Administration Report

### Report Summary & Recommendation

---

The Planning Department has received an application to amend the Land Use Bylaw to redistrict (rezone) 500, 6380 - 50th Avenue, Red Deer from C2A Commercial (Regional Shopping Centre) District to C4 Commercial (Major Arterial) District. This property is part of the development commonly known as Village Mall.

Administration recommends Council support First Reading of Bylaw 3357/Q-2019 to rezone 500, 6380 - 50th Avenue, Red Deer from C2A Commercial (Regional Shopping Centre) District to C4 Commercial (Major Arterial) District. The proposed bylaw amendment is attached as Appendix A.

### Proposed Resolution

---

That Bylaw 3357/Q-2019 be read a first time. If first reading is given, this bylaw will be advertised for two consecutive weeks with a Public Hearing to be held on Tuesday, November 12, 2019 at 6:00 p.m. in Council Chambers.

### Rationale for Recommendation

---

The applicant has requested this amendment to create greater flexibility in the establishment of future commercial uses on the subject site. No redevelopment is proposed with the application. Refer to Appendix B.

**1. Proposed amendment is in keeping with Municipal Development Plan**

The Municipal Development Plan identifies 67 Street and Gaetz Avenue as primarily arterial commercial with opportunity for intensification.

**2. Proposed amendment is suitable for the location and surrounding area**

Surrounding commercial development is vehicle oriented, developed at relatively low density and serves the city and region. The properties along Gaetz Avenue north of the subject site (i.e. north of 67 Street) are zoned C4.

**3. Existing development aligns with the general purpose of the C4 District**



The general purpose of the C4 District is to facilitate the location of trade and service based on automotive transportation and the automobile traveler, and commercial land uses which are built at low densities, in planned centres, generally to serve the city and the region as a whole. This existing uses at the subject site fit with this general purpose.

## Discussion

---

### Background

The property falls within northeast Red Deer and is located at the southwest corner of 50 Avenue (Gaetz Avenue) and 67 Street (see Appendix C). It is part of a development that is commonly known as Village Mall. The subject site is bordered by two arterial roads and has approximately 225 m of frontage along Gaetz Avenue and 160 m along 67 Street.

The site is currently developed with large-scale commercial uses including a grocery store, a home/goods hardware store, restaurants, a liquor mart, a drug store, as well as other retail shops and services. There is a large at-grade parking area east of the existing commercial. No redevelopment is proposed with the rezoning application. If a new use or redevelopment is pursued in the future, a development permit would be required.

The surrounding area consists of low and medium density residential development and commercial development. C4 Commercial adjacent to low and medium residential is not a unique situation. It can also be found in Glendale, Pines, Normandeau, Oriel Park West, Timberlands North, South Hill, and Bower.

### Historical zoning

Prior to 1980 the property was zoned "Industrial" and in 1980 it was rezoned to "Commercial".

Properties presently zoned C2A Commercial (Regional Shopping Centre) District are listed in Appendix D.

### Analysis

The subject site falls within the boundaries of the *Highland Green Estates Neighbourhood Area Structure Plan (1998 NASP)*. In reviewing the NASP, there were no policies applicable to the subject site.

Therefore, the *Municipal Development Plan (MDP)* is the guiding document for the subject site and the proposed bylaw amendment. The MDP identifies the subject site as commercial with opportunity for intensification in the Generalized Land Use Concept and encourages the location of commercial development along arterial routes. The MDP describes "Arterial Commercial" as *consisting of mainly vehicle oriented commercial uses developed at relatively low density and serving the city and region*.

The Land Use Bylaw states that the purpose of the C4 District is to *facilitate the location of trade and service related to automotive transportation, and the automobile traveler, and other commercial land uses which are built at low densities, in planned centres, generally to serve the city and the region, as a whole*. Currently, C4 commercial is widely dispersed throughout the city; primarily along arterial roadways (see Appendix E). The subject site aligns with the intent of the C4 District and meets the C4 development regulations (see Appendix F).

In comparing the C2A District with the C4 District, all the existing uses on the subject site would be allowed under the C4 District. There are a few land use options under the C2A District that would no longer be available in the C4 District, and there are additional land uses in the C4 District that would become available, should the proposed amendment be approved. A full comparison is available in Appendix F.

The C4 District includes the following additional uses that are not available in the C2A District – in other words, if rezoned the subject property would “gain” the following uses:

- Cannabis Retail Sales
- Billboard Sign
- Drinking Establishment (adult entertainment permitted)
- Funeral Home
- Health and Medical Services
- Hostel
- Warehouse

The C4 District excludes the following uses that are available in the C2A District – in other words, if rezoned the subject property would “lose” the following uses:

- Office in total not to exceed 10% of the gross leasable area of the whole shopping centre.
- Commercial entertainment facility
- Dwelling units above the ground floor
- Home Occupations
- Parking lot
- Show Home or Raffle Home

### **Setback for Cannabis Sales**

If the property was rezoned to the C4 Commercial (Major Arterial) District, the setbacks relative to Cannabis Retail Sales will continue to apply. Refer to Appendix G for the Cannabis Retail Sales setback.

Given the setbacks for “Cannabis Retail Sales” and the location of existing “Cannabis Retail Sales” in the area, a proposed “Cannabis Retail Sales” use on the property would be considered, subject to a development permit application. A possible “Cannabis Retail Sales” use on the subject property would not affect other properties where “Cannabis Retail Sales” could be considered that are not already affected by the existing Cannabis Retail Sales Setback.

### **Setback for Billboard Signs**

If the property was rezoned to the C4 Commercial (Major Arterial) District, the setbacks relative to Billboard Signs will continue to apply. Refer to Appendix G for the Cannabis Retail Sales setback.

Given the setbacks for Billboard Signs and the location of existing “Billboard Signs” in the area, a billboard sign application would not be considered on the subject property. Refer to Appendix H for the Billboard Signs setbacks.

**Traffic Impacts**

Since the proposed rezoning is from one commercial land use district (C2A) to another (C4) with very similar and overlapping land uses, there are no anticipated traffic-related impacts to consider at this time. Individual development permits will be reviewed as applications for specific land uses come forward, including the net-impacts on traffic being generated by the site. If there are any impacts at that time, they would be addressed through the development permit conditions.

**Dialogue**

The proposed amendment was circulated to internal City departments, external agencies, and landowners within 100 m of the subject site. One comment was received (refer to Appendix I) and forwarded to Engineering for consideration and follow up. Engineering will be addressing the landowners concern by installing crosswalks on the west and south side of the intersection.

**Appendices**

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Appendix A – Bylaw 3357/Q-2019

Appendix B – Applicant Letter of Rationale

Appendix C – Context Maps

Appendix D – C2A Commercial Locations throughout Red Deer

Appendix E – C4 Commercial Locations throughout Red Deer

Appendix F – Comparison of C2A and C4 District

Appendix G – Cannabis Retail Sales Setback

Appendix H – Billboard Signs Setbacks

Appendix I – Landowner Comment

## **Appendix A**

*Bylaw 3357/Q-2019 and Schedule "A"*

**BYLAW NO. 3357/Q– 2019**

Being a Bylaw to amend Bylaw No. 3357/2006, the Land Use Bylaw of The City of Red Deer as described herein.

COUNCIL OF THE CITY OF RED DEER, ALBERTA, ENACTS AS FOLLOWS:

Bylaw No. 3357/2006 is hereby amended as follows:

- 1. The land shown in the sketch attached as Schedule A to this Bylaw is redesignated from C2A Commercial (Regional Shopping Centre) District to C4 Commercial (Major Arterial) District.
- 2. The “Land Use District Map L17” contained in “Schedule A” of the Land Use Bylaw is hereby amended in accordance with the Land Use District Map 12/ 2019 attached hereto and forming part of the bylaw.

READ A FIRST TIME IN OPEN COUNCIL this                      day of                      2019.

READ A SECOND TIME IN OPEN COUNCIL this                      day of                      2019.

READ A THIRD TIME IN OPEN COUNCIL this                      day of                      2019.

AND SIGNED BY THE MAYOR AND CITY CLERK this                      day of                      2019.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY CLERK

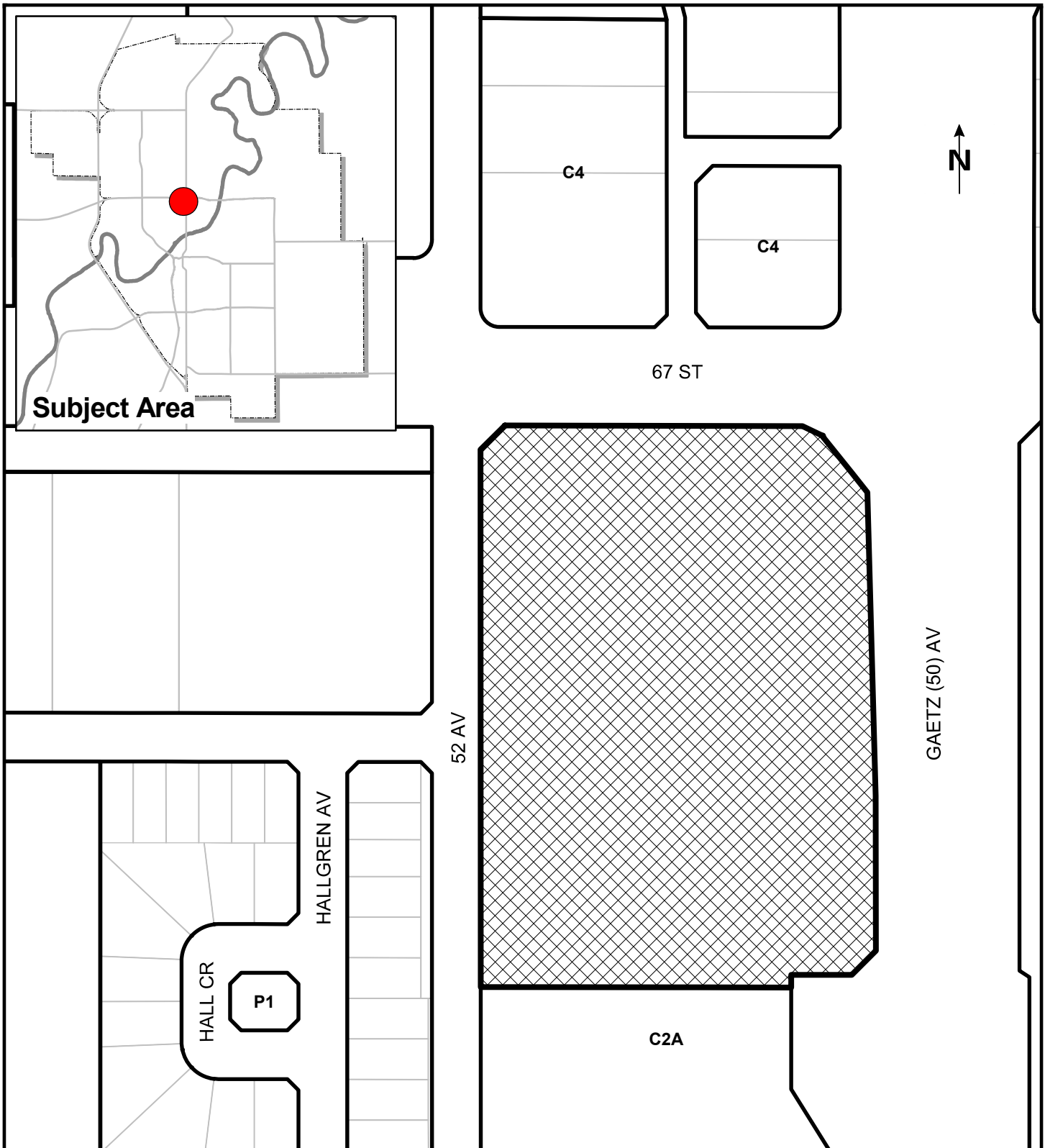


THE CITY OF

**Red Deer**

*Proposed Amendment to Land Use Bylaw 3357/2006*

*Schedule A*



**Change District:**



C2A to C4 - Commercial (Major Arterial)

**Proposed Amendment**

Map: **12 / 2019**

Bylaw: **3357 / Q-2019**

Date: **Jan. 25, 2019**

**Appendix B**

*Applicant Letter of Rationale*

Land Use By-law Amendment Application – Applicant’s Rationale

500, 6380 50<sup>th</sup> Avenue, Red Deer

C2A Regional Shopping Centre to a C4 – Commercial Major Arterial Zone

The applicant is submitting a re-zoning application 500, 6380 50<sup>th</sup> Avenue, Red Deer, to redesignate the subject lands from a C2A (Regional Shopping Centre) to a C4 (Commercial Major Arterial).

The reason for the re-zoning, is to provide the landowner with more flexibility for the establishment of future commercial uses within the subject site.

Site Location and Context

The subject site, Red Deer Village, is legally described as Plan 0226445, Block 1, Lot 1, with a municipal address of 6380 50<sup>th</sup> Avenue in Red Deer, Alberta.

The site is located at the southwest corner of Gaetz Avenue (50<sup>th</sup> Avenue) and 67<sup>th</sup> Street (David Thompson Highway). It has approximately 150 metres of frontage along Gaetz Avenue and 150 m along 67 Street, and a total area of approximately 3.693 ha (9.13 acres). Vehicle access is provided to and from both 50 Avenue and 67 Street.

The site is currently developed with large-scale commercial uses including a grocery store, large-format home goods / hardware store, restaurants a liquor mart, a drug store, as well as other retail shops and services. These uses have a strip-mall or big-box / large-format retail configuration, all having separate exterior entrances from a large surface parking area located on the east side of the site.

The site is currently zoned C2A Regional Shopping Centre, and the application is proposing to re-zone it to C4 Commercial (Major Arterial).

Policy Review

*City of Red Deer Municipal Development Plan (MDP)*

The subject site lies within an area designated ‘Commercial’ and identified as a ‘Corridor Intensification Opportunity’ in the MDP’s Generalized Land Use Concept. The Generalized Land Use Concept also identifies both Gaetz Avenue and 67 Street as arterial roads in the area of the subject site.

Section 12 of the MDP sets out objectives and policies for commercial development, including direction regarding land uses in areas identified as commercial corridors. The MDP’s goal for commercial development is to “support a vibrant and cohesive commercial sector that supports both local residents and the regional market”. The proposed rezoning can continue to contribute to meeting this goal.

Policies relevant to the proposed rezoning are summarized in the table below.

Policy	Text	Conformity of Proposed Rezoning
--------	------	---------------------------------



12.2	<p>The City shall employ a hierarchy of commercial development and places as follows: ...</p> <p>3.Arterial commercial – consisting of mainly vehicle oriented commercial uses developed at relatively low density and serving the city and region; ...</p> <p>The City shall review and update the commercial zones and regulations in the Land Use Bylaw to reflect this hierarchy.</p>	<p>The current rezoning application is consistent with the direction to set out the regulations associated with the hierarchy of commercial zones in the Land Use Bylaw, and is also consistent with the characterization of Arterial commercial development provided in Policy 12.2.</p>
12.3	<p>The City shall direct future major commercial development, in the form of greater downtown commercial, town centres and arterial commercial, to the areas conceptually shown for commercial land uses on the Generalised Land Use Concept map. ...</p>	<p>The proposed arterial commercial zoning is consistent with the intent of the subject site's Commercial designation on the Land Use Concept map.</p>
12.8	<p>The Gaetz Avenue commercial corridor shall be the primary arterial commercial area within the city and the 67 Street commercial corridor shall be a secondary arterial commercial area. In the areas shown on the Generalized Land Use Concept map as a major urban corridor, opportunities for intensification of land use, mixed use development and improvements to make these corridors more pedestrian friendly and transit oriented should be promoted and encouraged.</p>	<p>The proposed arterial commercial zoning is consistent with the characterization of the Gaetz Avenue and 67 Street area as arterial commercial. It can also be compatible with future intensification and mixed use development efforts.</p>

#### *Highland Green Estates Neighbourhood Area Structure Plan*

The subject site is located within the NASP area, along the north-east side. The NASP area is located east of 59<sup>th</sup> / Riverview Avenue to Gaetz Avenue, and from 67<sup>th</sup> Street south to the escarpment area north of 60<sup>th</sup> Street.

The NASP's area is comprised mostly of existing / established residential sites, and the intent of the development of the NASP was to provide a cohesive plan to develop the area's undeveloped parcels (five in total). Since the development of the original NASP, a number of these undeveloped parcels have been developed with medium and high density residential buildings.

The commercial areas located on the east side of the NASP site were existing prior to the NASP being drafted. The NASP does not propose additional commercial developments, nor include any policies or provisions to augment the existing commercial sites, thus the proposed re-zoning of the subject site to C4 – Commercial (Major Arterial) is consistent, and unaffected by the intent and the policies of the NASP.

*City of Red Deer Land Use By-law*

The site is currently zoned C2A – Commercial (Regional Shopping Centre); the general purpose of a Regional Shopping Centre District is to facilitate the development of regional trade centres, which also include services, offices and dwelling units as secondary functions, generally to serve The City and the region, as a whole.

The proposed zoning for the site is C4 – Commercial (Major Arterial); the general purpose of this District is to facilitate the development of the primary location for trade and service related to automotive transportation and the automobile traveller, and other commercial land uses which are built at low densities, in planned centres, generally, to service the city and the region as a whole.

Rationale

Based on a conversation that occurred on November 15, 2018, with a City of Red Deer Senior Planner, it was noted that the Planning Department would be generally supportive of the site being re-zoned from C2A to C4.

The subject site is located in one the City's primary arterial commercial areas as identified by the Municipal Development Plan, and is located at the main intersection of two arterial roads. The main purpose of the C4 zone for arterial commercial uses, thus the proposed zone is compatible with municipal policy.

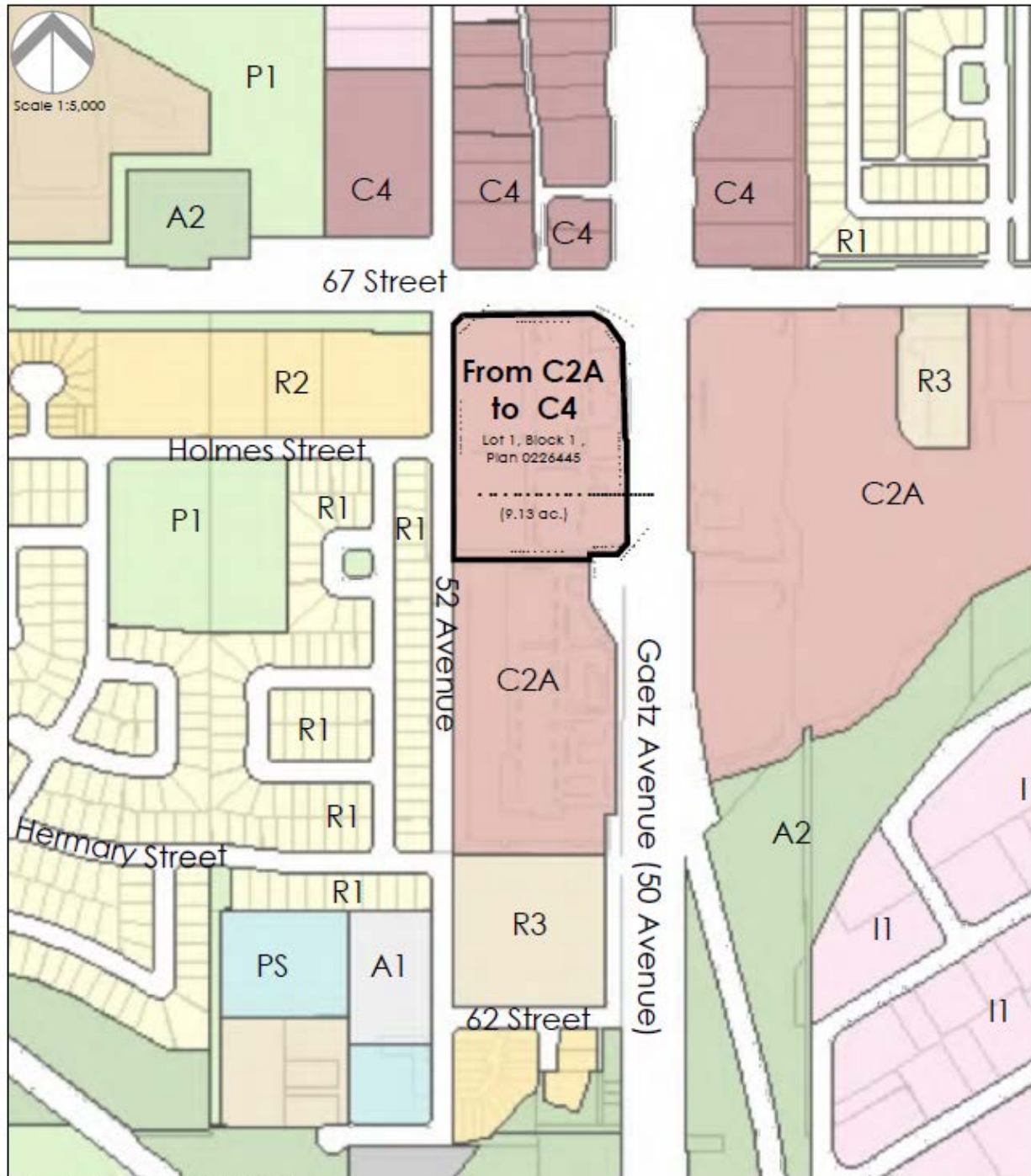
If re-zoned to C4, the subject site would remain compatible with its adjacent land-uses:

Adjacent Land-uses	
North	Zoned C4, Commercial uses such as a Kal Tire & Scotiabank
South	Zoned C2A, Commercial uses such as a Shoppers Drug Mart and various restaurants
East	Zoned C2A, the Parkland Mall
West	Zone R1 and R2, Multi and Single Family Residential

In addition, the current uses within the subject site are generally compatible with the permitted uses and the minimum required of the C4 zone within the LUB.

## **Appendix C**

### *Context Maps*



Map Source: Interactive City Map (Web Map) - The City of Red Deer.  
Please Note: All measurements are approximate and final measurements should be taken from the legal registered plan of subdivision.



From - C2A Commercial Regional Shopping District  
To - C4 Commercial Major Arterial District

Lot 1, Block 1 Plan 022 6445  
Red Deer Alberta  
Proposed Rezoning Plan



**Appendix D**

*C2A Commercial District Locations throughout Red Deer*

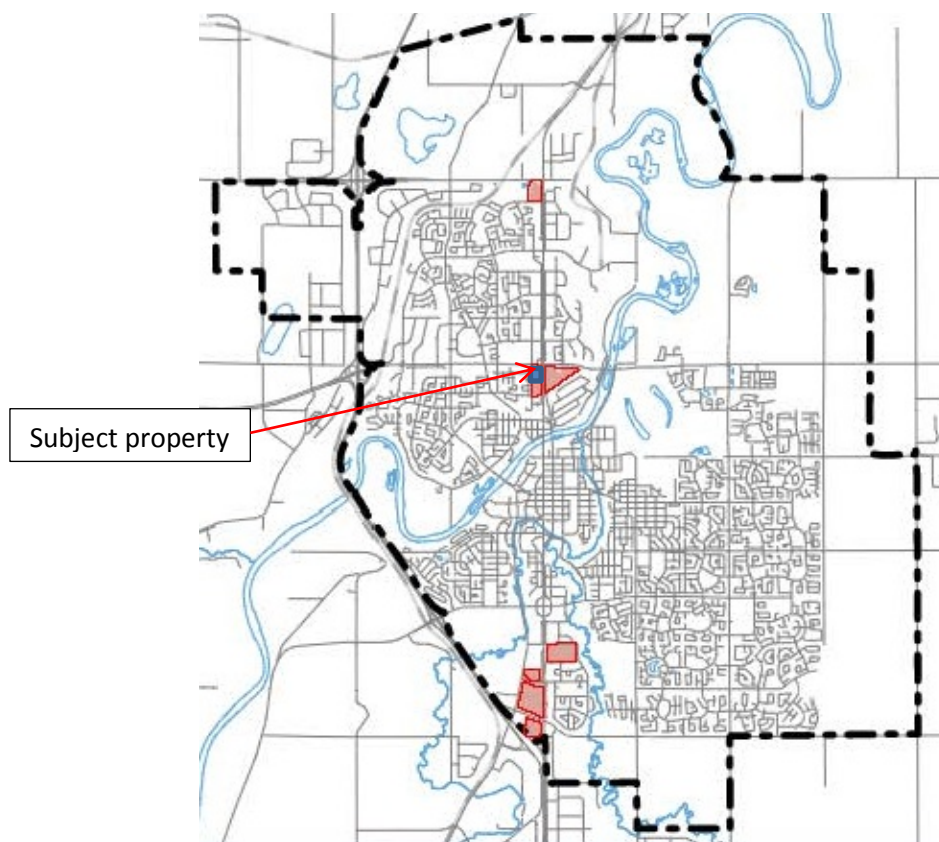


*C2A Commercial District Locations throughout Red Deer***Properties Zoned C2A**

8040 50 AV  
 100 6380 50 AV  
 40 6320 50 AV  
 101 6359 50 AV  
 K35 4900 MOLLY BANISTER DR  
 5250 22 ST  
 10A 5111 22 ST  
 1 5111 22 ST  
 2 5111 22 ST  
 3 5111 22 ST  
 4 5111 22 ST  
 5 5111 22 ST  
 2046 50 AV  
 2010 50 AV  
 102 2030 50 AV  
 221 2004 50 AV  
 1110 5001 19 ST  
 5001 19 ST  
 430 5001 19 ST  
 799 5001 19 ST

**Businesses**

Vacant/undeveloped  
 Canadian Tire, Sobeys, Starbucks, Panago, Sobeys Liquor  
 Shoppers, Marks, TD, Dollarama, A&W, etc.  
 Parkland Mall, Good Life, Winners  
 Bower Mall  
 Michaels, Petland, Ashley, Chapters, Source for Sports, Booster Juice, etc.  
 The Brick, Golf Town, Urban Barn  
 Jiffy Lube  
 Sobeys Liquor  
 Tim Horton's  
 CIBC  
 Sobeys  
 Vacant/undeveloped  
 Walmart  
 Home Depot, Five Guys  
 Second Cup, Jysk, London Drugs, Marks, Pier One, Eastside Marios, Hallmark, etc.  
 Red Deer Carpet One  
 La-Z-boy Furniture  
 Old Navy, Atmosphere, Beaners, TD, Sport Chek, Winners, Best Buy, Bed Bath, etc.  
 Vacant/undeveloped

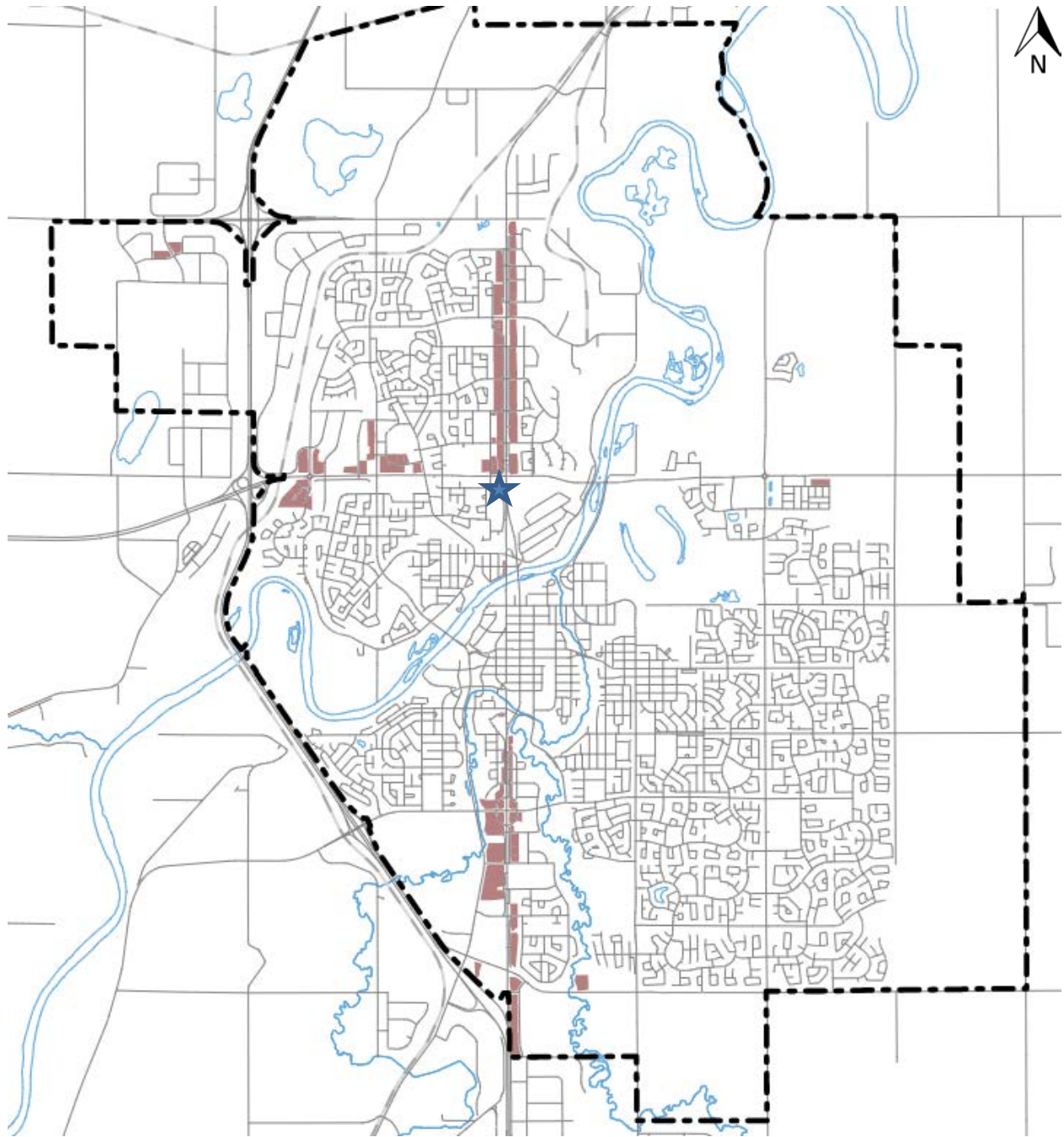


C2A Commercial (Regional Shopping Centre) District locations in Red Deer


**Appendix E**

*C4 Commercial Locations throughout Red Deer*





 C4 District Commercial


 Subject Site

**Appendix F**

*Comparison of C2A and C4 District*

District	General Purpose Statement
C2A	The general purpose of a Regional Shopping Centre District is to facilitate the development of regional trade centres, which also include services, offices and dwelling units as secondary functions, generally to serve The City and the region, as a whole.
C4	The general purpose of this District is to facilitate the development of the primary location for trade and service related to automotive transportation and the automobile traveler, and other commercial land uses which are built at low densities, in planned centres, generally, to serve the city and the region, as a whole.

Permitted Uses	C2A District	C4 District
Building Sign	✓	✓
Commercial Service Facility	✓	✓
Commercial Recreation Facility	x	✓
Freestanding Sign	✓	✓
Merchandise Sales and/or rental excluding Cannabis Retail Sales, all motor vehicles, machinery and fuel.	✓	x
Merchandise Sales excluding Cannabis Retail Sales	x	✓
Office in total not to exceed 10% of the gross leasable area of the whole shopping area.	✓	x
Restaurant	✓	✓
Service and repair of goods traded in C2A (Regional Shopping) District, excluding motor vehicles	✓	x
Service and repair of goods traded in C4 District	x	✓

 Uses that become available if the site is rezoned to C4

 Uses that are no longer available if the site is rezoned to C4

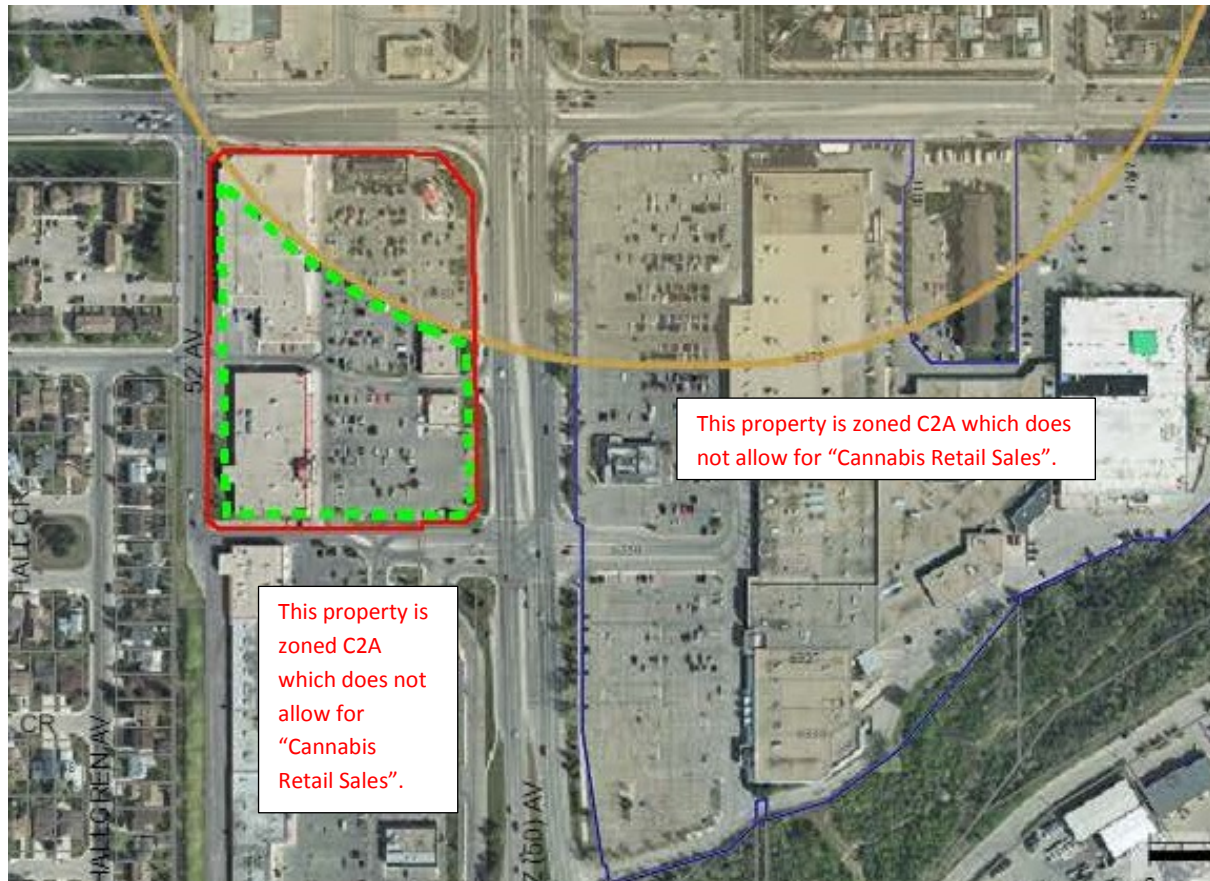
Discretionary Uses	C2A District	C4 District
Above ground storage tanks for motor fuel including propane and used oil.	✓	✓
Accessory Building or Use subject to section 3.5	✓	✓
Billboard Sign	x	✓
Cannabis Retail Sales	x	✓
Commercial Entertainment Facility	✓	x
Commercial Recreation Facility	✓	x
Dangerous Goods Occupancy	✓	✓
Drinking Establishment (adult entertainment prohibited and subject to section 5.7(8).	✓	✓
Drinking Establishment (adult entertainment permitted) and subject to section 5.7(8).	x	✓
Dwelling units above the ground floor	✓	x
Dynamic Fascia Sign	✓	✓
Dynamic Freestanding Sign	✓	✓
Funeral Home	x	✓
Gaming or Gambling Establishment subject to section 5.7(1)(g)	✓	✓
Health and Medical Services	x	✓
Home occupations subject to section 4.7(8).	✓	x
Hotel or motel	✓	✓
Hotel or motel or hostel	x	✓
Motor vehicles sales, service, and repair, including the sale of fuel but excluding agriculture or industrial motor vehicles or machinery.	✓	x
Outdoor Display of Goods	✓	✓
Outdoor Storage	✓	✓
Parking Lot	✓	x
Show Home or Raffle Home	✓	x
Transportation, Communication, or Utility Facility	✓	✓
Warehouse	x	✓

Regulations	C2A District	C4 District
Floor Area	Dwelling Units Minimum – 55.0 m <sup>2</sup> Shopping Centre Maximum – gross leasable floor area shall not exceed one third of site area	One third of site area
Building Height Max.	3 storeys	3 storeys
Front Yard Min.	9.0 m	15.0 m
Side Yard Min.	9.0 m	Nil, when there is a constructed lane 3.8 m on one side when there is no constructed lane 3.0 m when it abuts a street
Rear Yard Min.	9.0 m	3.0 m
Landscaped Area Min.	15% of site area	40% of minimum front yard, however, if it is determined by the Development Authority that landscaping is required elsewhere on the site, then 15 % of the site area may be required to be provided
Parking	Subject to sections 3.1 and 3.2	Subject to section 3.1 and 3.2
Loading Spaces Min.	One opposite each loading door with a minimum of one per building, subject to section 5.7(3).	One opposite each loading door with a minimum of one per building, subject to section 5.7(3)
Site Area Min.	3.0 ha	Minimum 1393 m <sup>2</sup> Maximum 4.0 ha
Frontage	N/A	Minimum 30.0 m


**Appendix G**

*Cannabis Retail Sales Setback*

The yellow shaded semi-circular area in the map below identifies the 300m setback to the nearest existing “Cannabis Retail Sales” location from the subject property. The area outside of the setback (i.e. the green bounded area) is that portion of the subject property that is not affected by the setback, i.e. this would be the portion of the subject property where a “Cannabis Retail Sales” use could possibly be located, through a development permit application process. A possible “Cannabis Retail Sales” use on the subject property would not affect other properties where “Cannabis Retail Sales” could be considered that are not already affected by the existing Cannabis Retail Sales Setback.



 Subject property

 Area of subject property where “Cannabis Retail Sales” could be allowed through a development permit application process.



**Appendix H**

*Billboard Sign Setbacks*



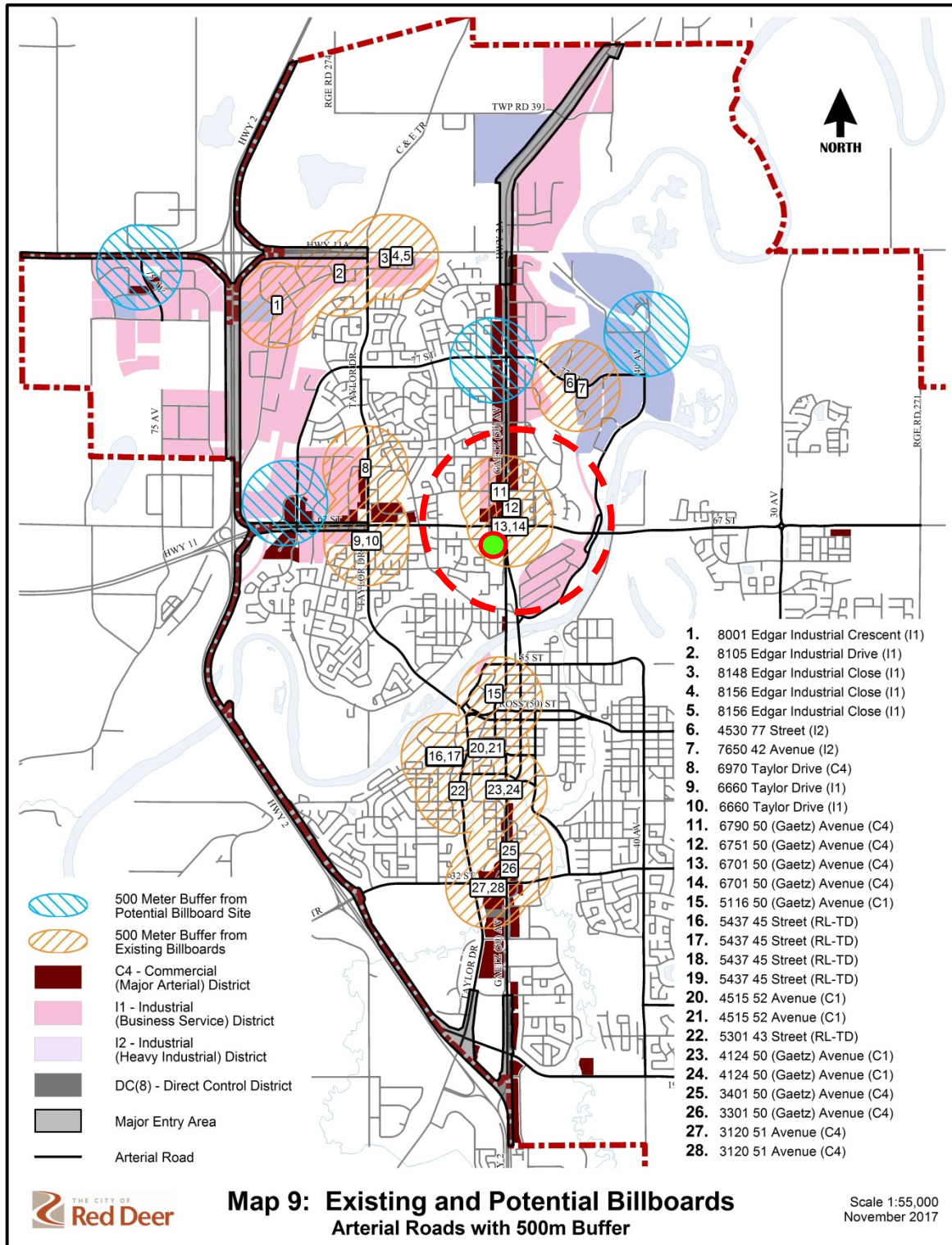


Subject property



500m setback around existing billboard sign

- If the property was rezoned to the C4 District, the setbacks relative to Billboard Signs will continue to apply.
- Billboard Signs, Dynamic Fascia Signs, and Dynamic Freestanding Signs are prohibited within 100.0 m of a Residential District.
- Billboard Signs shall be located a minimum of 500.0 m radius from another Billboard Sign.
- The Development Authority shall not vary the location criteria for Billboard Signs.



Area under consideration



Subject property location

**Appendix I**

*Landowner Comment*



Name: GAVIN Dumont

Mailing Address: \_\_\_\_\_ Postal Code: \_\_\_\_\_

Phone #: \_\_\_\_\_ E-mail Address: \_\_\_\_\_

**General comments regarding the proposed Land Use Bylaw amendment 3357/Q-2019 for #500, 6380 50th Avenue:**

I live on the \_\_\_\_\_ and have noticed  
a huge influx of traffic since the area has been developed and on  
average 1 in 10 vehicles actually stop at the stop sign at  
\_\_\_\_\_ and my only concern is without a crosswalk or stop lights  
there is a huge potential for some kind of accident it would be  
nice if the city would investigate this area for potential risk  
and provide a viable solution. I have lived on this  
since 1995 and have observed many occurrences.

Thank you.

FILE COPY



Council Decision – October 15, 2019

**DATE:** October 17, 2019  
**TO:** Johan Van Der Bank, Senior Planner  
**FROM:** Frieda McDougall, Legislative Services Manager  
**SUBJECT:** Land Use Bylaw 3357/Q-2019 – 500, 6380 50 Avenue – Redistricting C2A to C4

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**Reference Report:**

Administration Report, dated September 6, 2019

**Bylaw Reading:**

At the Tuesday, October 15, 2019 Regular Council Meeting, Council gave first reading to the following Bylaw:

**Bylaw 3357/Q-2019** (an amendment to the Land Use Bylaw to rezone 500, 6380-50 Avenue from C2A Commercial (Regional Shopping Centre) District to C4 Commercial (Major Arterial) District)

**Report back to Council:**

Yes

**Comments/Further Action:**

This bylaw will come back for second and third readings at the Tuesday, November 12, 2019 Council Meeting.

A handwritten signature in blue ink, appearing to read 'F. McDougall'.

Frieda McDougall  
Manager

- c. Director of Planning Services  
Planning Manager  
Corporate Meeting Administrator





October 4, 2019

Bylaw 3357/EE-2019:

Land Use Bylaw Amendment for a Site Exception

“Secondary Suite” as a discretionary use at 312 Lancaster Drive

Planning Services

## Report Summary and Recommendation

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The Planning department received an application for a Land Use Bylaw amendment (Appendix A) for a site exception to add “Secondary Suite” as a discretionary use on a 10.48 m wide, 383.6 m<sup>2</sup> lot that is zoned *R1N – Residential (Narrow Lot) District* (Appendix B). The R1N district does not include secondary suites as either a permitted or discretionary use.

Administration recommends Council defeat First Reading of Bylaw 3357/EE-2019 (Option 1) as this application is premature and not unique.

## Proposed Resolution

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That Council defeat first reading of Bylaw 3357/EE-2019.

## Rationale for Recommendation

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The rationale for Administration’s recommendation of Option 1 is as follows:

### 1. The application is premature.

There is merit in reviewing the criteria under which secondary suites are permitted or not permitted in low density residential districts, however most neighbourhoods have not reached the maximum 15%. Once neighbourhoods have maxed out the number of suites a review would be warranted. Ten years have passed since secondary suites were allowed on a broader scale and the experience and data gained over that time can be reviewed to evaluate if allowing secondary suites in the R1N district is reasonable or not.

**2. The Municipal Development Plan contains policies that support the creation of affordable housing, a mix of housing types, and the efficient use of land (Appendix C).**

A future review would include the applicable portions of the Land Use Bylaw to determine if LUB amendments should be considered to further fulfil these objectives and policies of the MDP.

**3. The application is not unique.**

Site exceptions should have an element of unique characteristics for consideration of an exception. The application is an average R1N lot.

## Discussion

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### Background

On December 14, 2009 Council passed Bylaw 3357/Z-2009 to provide for secondary suites as a use in most residential districts, but not R1N. The administration report for Bylaw 3357/Z-2009, presented to Council at First Reading on November 16, 2009 (Appendix F), recommended that secondary suites not be allowed in the R1N district, citing the following reasons:

- R1N housing is already a higher density form of housing than R1,
- R1N lot widths are minimum 10.5m (significantly narrower than minimum 12m wide R1 lots),
- R1N house footprint is usually smaller than R1 house footprint, thereby resulting in less area available for Secondary Suite development. Many R1N homes only have enough main floor space for 2 bedrooms; main floor inhabitants often require use of a portion of basement for laundry, furnace room, possible extra bedroom, etc.; this leaves limited floor space for a Secondary Suite,
- as no off-street parking is allowed in R1N front yards, all off-street parking and site access is from the lane; as R1N housing is developed in clusters, large portions of rear yards would become over burdened with parking areas; lanes would have increased traffic (noise & dust),
- as many R1N homeowners build detached garages in their rear yard, this further reduces rear yard space available for Secondary Suite parking pad(s), garbage pick-up areas and outdoor amenity space,
- lanes are historically more difficult to maneuver in during winter and wet weather (rutted, compete with garbage trucks, more pressure on City to increase lane plowing), and
- small R1N lot frontage limits availability of resident street parking; many existing R1N streets already face street parking congestion issues (based on complaints).

As a result of the adoption of Bylaw 3357/Z-2009 ten years ago the City now has 1,063 Suites in Detached Dwellings occupied by 1,344 people.

There are approximately 2,500 R1N lots in the city and administration believes requests for site exceptions for secondary suites in R1N areas will continue.

### Analysis

The Municipal Development Plan includes goals and policies that support the provision of a variety of housing types, the provision of affordable housing, and the efficient use of land (Appendix C).

To date the LUB provides for secondary suites, subject to various requirements, as either permitted or discretionary uses in most residential districts (R1, R1C, R1A, R1WS, R2, and R3), and in the C1 commercial and DCD(15) districts. However, new secondary suites are not allowed within the *R1N – Residential (Narrow Lot) District* or the *R1G – Residential (Small Lot) District*, which was created in 2011. There is merit in reviewing the matter to see if the approach presented in 2009 is still valid or if it is reasonable to allow secondary suites, with or without additional criteria, as a use in the R1N district.

The applicant has provided rationale (Appendix D) as to why they believe the subject site, 312 Lancaster Drive in Lonsdale, is suitable for the development of a secondary suite. For context the Lonsdale neighbourhood currently has 9 approved secondary suites out of a possible maximum of 99 units (Appendix E).

Approval of Bylaw 3357/EE-2019 is not recommended as this lot has no unique characteristics that would warrant a site exception in comparison to the majority of other R1N lots. Therefore the proposed site exception is premature without reviewing secondary suites in the R1N district as a whole.

### Dialogue

There has been no dialogue with landowners within 100 metres of the site. If Council chooses Option #2 (i.e. give First Reading to this bylaw) administration will conduct consultation with area landowners.

### Options

1. Defeat Bylaw 3357/EE-2019 as it is premature and the site is not unique.

Administration recommends Option 1 to defeat the application as it is premature and not unique. Site exceptions must meet a test of uniqueness of site characteristics and the application is on an average R1N lot.

2. Give First Reading to Bylaw 3357/EE-2019 if Council believes this application has merit as a stand-alone application.



Administration will review secondary suite and the applicable districts and regulations once the majority of neighbourhoods begin reaching the maximum 15% allowable secondary suites.

## Appendices

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Appendix A – Bylaw 3357 / EE - 2019

Appendix B – Location / Context – 312 Lancaster Drive

Appendix C – Municipal Development Plan – Section 10

Appendix D – Site Exception Rationale Provided by Applicant

Appendix E – Lonsdale - Secondary Suites

Appendix F – November 9, 2009 - Proposed Secondary Suite Regulations Council Report

**Appendix A – Bylaw 3357/EE-2019**

**BYLAW NO. 3357 / EE – 2019**

Being a Bylaw to amend Bylaw No. 3357/2006, the Land Use Bylaw of The City of Red Deer as described herein.

COUNCIL OF THE CITY OF RED DEER, ALBERTA, ENACTS AS FOLLOWS:

Bylaw No. 3357/2006 is hereby amended as follows:

- 1. Section 8.22.1 is amended by ADDING subsection (e)(xiv):  

(xiv) Detached Dwelling and Secondary Suite on  
(1) Lot 6, Block 24, Plan 052 6098 (312 Lancaster Drive).
- 2. The “Land Use District Map R12” contained in “Schedule A” of the Land Use Bylaw is hereby amended in accordance with the Land Use District Map 24 / 2019 attached hereto and forming part of the bylaw.

READ A FIRST TIME IN OPEN COUNCIL this	day of	2019.
READ A SECOND TIME IN OPEN COUNCIL this	day of	2019.
READ A THIRD TIME IN OPEN COUNCIL this	day of	2019.
AND SIGNED BY THE MAYOR AND CITY CLERK this	day of	2019.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY CLERK

*Schedule "A"*

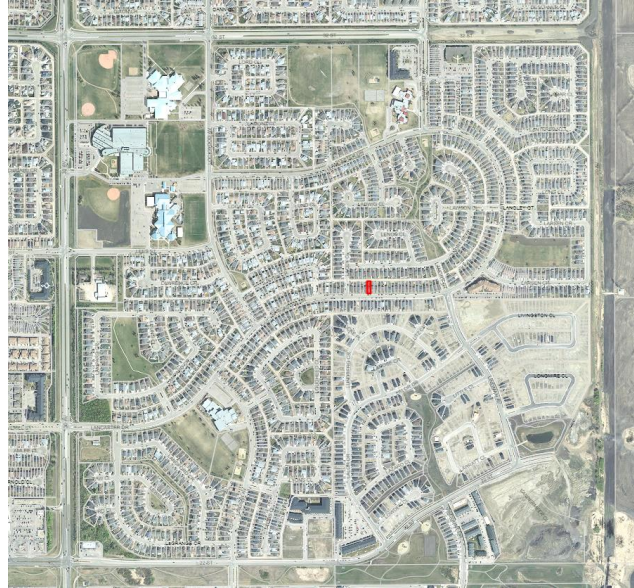


*Proposed Amendment to Land Use Bylaw 3357/2006*

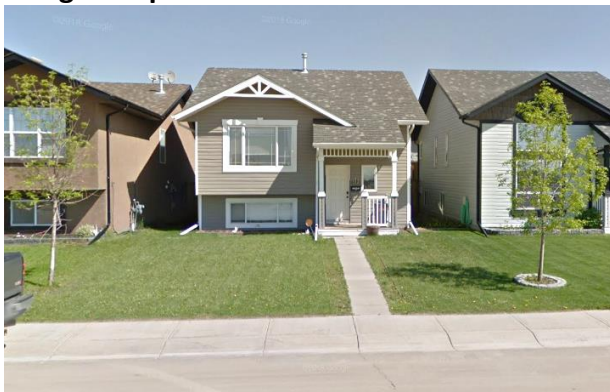


## Appendix B – Location / Context – 312 Lancaster Drive

### Location



### Google Maps



### Land Use Districts



## Appendix C – Municipal Development Plan – Section 10

### 10.0 HOUSING AND NEIGHBOURHOOD DESIGN

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Neighbourhoods are living entities which undergo demographic, social, economic and physical change over time. These changes include such things as altering preferences and needs in housing and changing views on the types of uses that should be within or close to the neighbourhood. Neighbourhoods experience life cycle effects such as population gain, peak and loss. More sustainable neighbourhoods are those that are able to adapt over time, due in large part, to the variety of housing types that are available. The Red Deer Growing Smarter Study suggests several ways to make Red Deer's future neighbourhoods inclusive and more sustainable. It recognizes that strong, well designed and sustainable neighbourhoods are a critical building block in making Red Deer a more sustainable city overall.

**Goals:** To facilitate the creation of inclusive neighbourhoods, containing a range of housing options and related compatible uses, supporting the needs and preferences of a variety of household types and income levels.

<sup>1</sup>To facilitate the design of neighbourhoods that can adapt to global and local trends including an aging demographic, intensifying climate change, economics, local growth projections and traditional neighbourhood lifecycle.

**Objectives:**

- (a) Promote the establishment of neighbourhoods that are designed based on the principles of social, environmental and economic sustainability through implementation of the Red Deer Growing Smarter Study;
- (b) Provide for a mix of housing types to meet a variety of lifestyles, special needs, life cycle demands and market preferences;
- (c) Encourage re-investment and infill in older neighbourhoods;
- (d) Promote the creation of affordable housing and housing for special needs; and
- (e) Promote the efficient utilization of land by achieving increased residential densities
- (f) <sup>2</sup>Encourage neighbourhood design that accommodates a variety of future uses that will allow buildings, public spaces and neighbourhood amenities to be converted, salvaged or reused.

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<sup>1</sup> 3404/A-2013

<sup>2</sup> 3404/A-2013



- (g) <sup>1</sup>To build community resiliency, neighbourhood design should consider climate change adaptation including, but not limited to, the impacts of predicted changes in temperature, precipitation, and increase in the frequency of severe weather events.

**Policies:**

<b>10.1</b>	<b>Neighbourhood Planning Guidelines and Standards</b>	The City shall continue to use the Neighbourhood Planning Guidelines and Standards, as amended from time to time, to provide detailed guidance on the creation of sustainable neighbourhoods. These guidelines and standards shall be reviewed on an ongoing basis in consultation with all stakeholders such as the Canadian Home Builders Association – Central Alberta, and Urban Development Institute – Red Deer Chapter, and school authorities when appropriate.
<sup>2</sup> <b>10.2</b>	<b>Residential Density for New Neighbourhoods</b>	The residential density for new neighbourhoods shall be a minimum of 17.0 dwelling units per net developable hectare. Encourage higher densities to encourage transit oriented development (TOD) at trail, street and arterial nodes, as well as commercial and amenity areas.
<b>10.3</b>	<b>Housing Mix</b>	The City shall continue to require a mix of housing types and forms in all residential neighbourhoods. The Neighbourhood Planning Guidelines and Standards shall provide direction on the mix of housing within new neighbourhoods. This mix shall identify targets for each major type of housing and ways to avoid excessive concentration of any single type of housing.
<b>10.4</b>	<b>Housing Forms</b>	The City shall encourage the creation of a wide variety of housing forms. This may include dwelling units in combination with compatible non-residential uses, live-work units and secondary suites.
<b>10.5</b>	<b>Innovative Housing Forms</b>	The City shall encourage innovative or alternative forms of housing which broaden the range of housing choice, as well as address the issues of affordability consistent with the policies of this Plan.

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<sup>1</sup> 3404/A-2013

<sup>2</sup> 3404/A-2015

- |       |   |   |
|-------|---|---|
| 10.6  | <b>Affordable Housing and Special Needs Housing</b>             | The City shall partner with other orders of government and private, public and non-profit organizations in the creation of affordable housing and special needs housing as described in the Community Housing Plan, as amended from time to time. For this purpose, affordable housing shall be defined as dwelling units that are designed to be both adequate in meeting the size and safety needs of individuals and families, and affordable to households with income at or below Red Deer's median income, without spending more than 30% of their income on housing. |
| 10.7  | <b>Inclusion of Non-residential Land Uses</b>                   | The design of new neighbourhoods shall be encouraged to include compatible non-residential uses, such as local commercial services that serve the needs of area residents, to help create neighbourhood identity and bring basic services closer to residents.  |
| 10.8  | <b>Home Occupations</b>   | The City shall support the development of home occupations and bed and breakfast establishments in residential neighbourhoods as a secondary use of a dwelling unit where compatible with residential uses, and in accordance with City policy.   |
| 10.9  | <b>Infill and Intensification in Established Neighbourhoods</b> | Intensification shall be encouraged in established neighbourhoods through residential and mixed use infill projects where there is adequate capacity in major municipal infrastructure and in accordance with the infill guidelines referred to in Policy 10.10, unless otherwise determined through an approved area structure plan or area redevelopment plan.  |
| 10.10 | <b>Infill Planning Guidelines and Standards</b>                 | The City shall prepare and maintain planning guidelines and standards for infill development with the intent of ensuring that infill development and intensification of established areas occurs in an appropriate manner.  |
| 10.11 | <b>Neighbourhood Resilience</b>                                 | Neighbourhood design considers the full lifecycle of a neighbourhood including consideration of building and public realm and how they will transition based on resident's needs. Neighbourhood design will achieve economic sustainability through innovative design solutions.  |

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<sup>1</sup> 3404/A-2013

## **Appendix D – Site Exception Rationale Provided by Applicant**

To: City Council

Regarding: Support for Application for a bylaw amendment at 312 Lancaster Drive, Red Deer

Thank you for your time and consideration. On behalf of my client, Alexei Samoilov, who is the current owner of the single detached home that is zoned R1N, we would like to bring some important information to Council's attention in support of the prospective bylaw amendment regarding a secondary suite, as well as identifying an opportunity to help meet Council's stated goals.

We respect Council's currently approved bylaws surrounding secondary suites as having the intent of having these suites be recognized as safe, secure, and affordable housing that benefits the community. CHAB (Community Housing Advisory Board) is responsible to advise Council on policy regarding affordable housing, homelessness, and affordability. In addition, CHHIP (Community Housing & Homelessness Integrated Plan) is responsible to advise Council on policy with the overall goal of ensuring a much-needed supply of affordable housing units are built and maintained in the City of Red Deer. Both organizations' stated goals support our application.

### **Secondary Suites**

Currently secondary suites are permitted, upon successful development permits, in R1 Zoned areas. R1N (Narrow) zoned lots are not. This bylaw seems arbitrary, as some R1N lots meet all of the R1 secondary suite requirements such as size and parking. We propose to seek an exception, as well as possibly change R1N secondary suite requirements in a way that benefits the Federal and Provincial Government, the City of Red Deer, Owners, Tenants, and the supply of affordable housing stock. Also included are some current examples and precedents. This proposal and information is based on more than just the specific amendment application for 312 Lancaster Dr - various community benefits are outlined below.

### **Benefits**

#### Federal and Provincial Governments:

- The current federal and provincial governments have both identified, funded, and prioritized affordable housing in the interests of all citizens. Affordable housing contributes to less social disruption, crime, drug use, and leads to better outcomes for society as well as people living on the margins and the working poor.

#### City of Red Deer:

- Approved secondary suites as opposed to "mother-in-law-suites" (generally unapproved and not-inspected spaces available for rent to tenants) offer numerous advantages for the City of Red Deer. Secondary suites increase density, increase property values leading to higher property taxes, protect Red Deer citizens from being taken advantage of due to lack of formal agreements, and increase public safety through inspected units that meet fire code. The current ratio of official secondary suites to unofficial rentable spaces highlights the problem with the current bylaws and the application of them in the interest of CHAB, CHHIP, and the City of Red Deer's stated goals.

#### Owners:

- Approved and legal secondary suites offer numerous advantages over unofficial spaces. Approved secondary suites are safer, can be properly insured, legal arrangements are easier to formalize protecting owners from unsafe/undesirable tenants, and secondary suites add to property value as well as consideration in an owner's personal finances.



Tenants:

- Legal secondary suites protect tenants in many ways. Formalization of contracts, proper tenant insurance, easier application of the landlord and tenant act, less likelihood of tenants being taken advantage of, tenants living in safer inspected spaces that are being properly insured, and consideration of personal finances regarding credit/payment history.

Affordable Housing:

- The stated priority of the City of Red Deer's plan to end homelessness includes consideration of ways to increase affordable housing stock, and the quality thereof. Both CHAB and CHHIP recognize and prioritize the importance of affordable housing in ending homelessness, and the importance of providing policy assistance and advice to government agencies in order to improve outcomes of vulnerable citizens and the working poor. By amending the seemingly arbitrary requirement of secondary suites being banned in R1N's, although they may otherwise meet all other requirements, the City would be increasing affordable housing stock, protecting homeowners and tenants, and encouraging private investment in safe and affordable additional housing units at a minimum cost, thereby leveraging private investment.

Successful Precedents:

- Currently there are multiple addresses in Red Deer, including the Lancaster area specifically, that have been approved for secondary suites despite being zoned R1N's. Listed below are successful secondary suites that in fact possess less favourable specifications than the #312 Lancaster Dr property:

- Current Secondary Suites in Lancaster with R1N Zoning:

- #48 Leonard Cres
- #26 Lanterman Close
- #76, #88, #132, 168, 172, 176 Long Close

- Current Secondary Suites in Vanier Woods with R1N Zoning:

- #36, #40 Vanson Close

#312 Lancaster Dr already possesses the following secondary suite requirements:

- adequate off-street parking
- secondary heat source for the basement
- separate outside entrance into the basement
- fully plumbed and wired basement kitchen and bathroom

We encourage Council to consider changes to the rules surrounding secondary suites in R1N's that meet secondary suite requirements that are inclusive of Council's goals of encouraging affordable housing, legalization of existing suites, and protection of both owners and tenants.

#312 Lancaster Dr can easily be modified to meet secondary suite code specifics and would be an ideal property to renovate into an acceptable secondary suite. The owner has expressed a desire to meet all requirements if given the chance. We thank you for your time and encourage these changes which would benefit all parties involved.

# Community Housing Advisory Board (CHAB)

## Purpose

The purpose of the Community Housing Advisory Board is to act as an advisor to Council on affordable housing, homelessness, services/activities related to the goal of ending homelessness, and funding allocation within the City of Red Deer community.

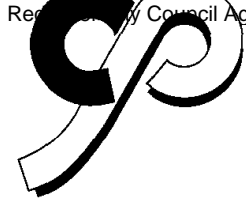
## Committee Outcomes

The Community Housing Advisory Board will:

- a. Act in an advisory role to Council on affordable housing, homelessness housing, services/activities related to the goal of ending homelessness, and funding allocation referred to the Board by Council or administration;
- b. Advise The City of Red Deer in accountability of planning documents and allocation of funding as required by other orders of government in the areas of affordable housing and homelessness;
- c. Upon request, provide input into planning processes to create community planning documents;
- d. Provide input into community priority-setting when necessary;
- e. Provide assistance to agencies, organizations, businesses and individuals in the community who wish to apply for funding as provided by the federal and provincial governments, and other sources, to address homelessness, housing and related support issues in Red Deer;
- f. Act in an advisory role to administration, when administration brings forward issues for consideration on affordable housing, homelessness housing, services/activities related to the goal of ending homelessness that may impact the development implementation or administration of policy;
- g. Provide a mechanism for citizens and groups to present issues and ideas concerning affordable housing or ending homelessness to Council and administration;
- h. Provide input, upon request, into development of EveryOne's Home and other community plans or planning processes;
- i. Review and provide feedback with respect to annual service delivery plans, multi-year plans and other housing related plans as required by other orders of government as a condition of funding;
- j. Provide input in the development of community reports on affordable housing and ending homelessness;
- k. Support the community implementation of strategies included in such plans as EveryOne's Home and other planning documents including City department service plans;
- l. Raise awareness of homelessness and affordable housing issues with the public, community agencies, private sector through various methods (e.g. report cards, public forums, presentations);
- m. Reference current community documents such as community plans, demographic information and identified social-economic trends to establish the priorities and/or set criteria outlined for funding calls and allocations;
- n. Follow the criteria as outlined through the funding source being managed through the City of Red Deer for optimal benefit to residents; and
- o. Evaluate the impact of government policy decisions and advise Council on potential opportunities.

## **Appendix E**

### **November 9, 2009 - Proposed Secondary Suite Regulations Council Report**



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**DATE: November 9, 2009**

**TO: Legislative and Administrative Services Manager**

**FROM: Secondary Suites Steering Committee:**  
**Tony Lindhout, Assistant City Planning Manager**  
**Scott Cameron, Social Planning Manager**  
**Joyce Boon, Development and Licensing Supervisor**  
**Sara Alaric, Strategic Planning Advisor**  
**Russ Pye, Inspections Supervisor**  
**Dale Kelly, Fire Marshal**

**RE: Land Use Bylaw Amendment 3357/Z-2009**  
**Proposed Secondary Suite Regulations**

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City Council at their meeting of April 20, 2009 approved the following resolution:

**“Resolved** that Council of the City of Red Deer after considering the report from the Secondary Suites Steering Committee: Social Planning Manager, City Planning Manager, Development and Licensing Supervisor, Enforcement and Building Supervisor, Land Coordinator and Strategic Planning Advisor, dated April 14, 2009 Re: Secondary Suites Report – with Revisions Following Public Open House, hereby accepts the April 14, 2009 Secondary Suite Steering Committee report as a planning tool for administration to proceed with the following:

- 1) Preparation of the required Land Use Bylaw Amendment (definition, standards and development criteria)
- 2) Fine tune development permit approval process for existing secondary suites, and
- 3) Development of a communications and education strategy for the public.”

City administration has now completed preparation of Land Use Bylaw Amendment 3357/Z-2009 for the purpose of:

- expanding “Secondary Suites” as a use to all city residential neighbourhoods,
- updating Secondary Suite development regulations, and
- facilitating a process for non-approved Secondary Suites (in existence prior to January 1, 2009) by creating a development permit application and inspection process aimed at bringing these units up to current Alberta Fire & Building Codes (Safety Codes Act).

Administration has also prepared a communication strategy for the purpose of keeping citizens and homeowners apprised of proposed new regulations and application processes associated with the development of Secondary Suites.

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**Background/History**

Since 2001, The City has only allowed Secondary Suites to be developed within new neighbourhoods on sites that have been pre-identified in approved residential Neighbourhood Area Structure Plans (NASP). Prior to 2001, The City did allow Secondary Suites in certain residential districts. As part of the City's 2006 Affordable Housing Strategy, it was recommended that the City's Land Use Bylaw be amended to allow the development of Secondary Suites throughout the community in both established and new neighbourhoods. This was on the basis that Secondary Suites can add additional dwelling units within existing housing stocks, add lost population back into older neighbourhoods, is considered a sustainable form of development in that it increases urban densities, utilizes existing municipal infrastructure (streets, utilities, schools, etc.), helps reduce the amount of land required and consumed by new residential developments and in some cases, could be argued that Secondary Suites are a more affordable alternative form of housing.

In 2007 the Province upgraded their fire, building and safety codes with regard to Secondary Suites. The City, through a Secondary Suites Study Steering Committee, has been meeting since early 2008 to guide and direct The City's Secondary Suite land use bylaw amendment process. This has included an initial analysis of Secondary Suites by Western Management Consultants, staff examination of land use bylaw alternatives to expanded development of Secondary Suites and considerable public input in the form of surveys, public meetings and open houses.

**Planning Parameters**

Proposed Land Use Bylaw Amendment 3357/Z-2009 incorporating expanded Secondary Suite uses and updated development regulations is based on the following planning parameters:

1. Recognition that the city has different types of residential neighbourhoods based on age and whether developed in accordance with a Neighbourhood Area Structure Plan.
2. Secondary Suites as a "use" are to be allowed throughout the city in various residential land use districts as well as the C1 (downtown) commercial district. How Secondary Suites are listed as a use (permitted or discretionary) and the related development permit approval process varies based on four different neighbourhood configurations:
  - a) In established (older/mature) residential neighbourhoods with **NO** Neighbourhood Area Structure Plan, **Secondary Suites are proposed to be a "discretionary" use** (includes downtown C1 Commercial District).
  - b) In newer residential neighbourhoods with an existing Neighbourhood Area Structure Plan that contains **pre-identified** Secondary Suite locations:
    - (i) **Secondary Suites will continue to be a "permitted" use at those locations pre-identified for a Secondary Suite, and**

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- (ii) on sites not pre-identified for a Secondary Suite, **Secondary Suites are proposed to be a “discretionary” use.**
  - c) In residential neighbourhoods with an existing Neighbourhood Area Structure Plan that does not pre-identify any Secondary Suite locations, **all Secondary Suites are proposed to be a “discretionary” use.**
  - d) In all residential Neighbourhood Area Structure Plans approved after January 1, 2010:
    - (i) pre-identified Secondary Suite locations will no longer be allowed,
    - (ii) **Secondary Suites are proposed to be a “permitted” use subject to meeting specified location criteria,** and
    - (iii) if any of these location criteria cannot be met, **Secondary Suites would be considered a “discretionary” use.**
3. All “discretionary” use Secondary Suite applications require notification to all landowners within 100 m.
4. The detached dwelling unit typically found in R1 Residential Districts is the best housing form suitable for containing a Secondary Suite. This is on the basis of the larger size (footprint) of a detached dwelling unit and the larger size of lot upon which it is situated in comparison to smaller R1N (narrow) and R1A (semi-detached) lots. It is important to ensure, as best as possible, that enough physical space is available to provide the amenities that all residents (including Secondary Suite residents) would expect from their site (e.g. basic living/yard space, building/site access, off-street parking pads, landscaping, garbage pickup/storage areas, space for accessory buildings, etc.) without compromising overall neighbourhood aesthetics and character.
5. Need to provide detailed Secondary Suite development regulations to ensure that such matters as land use, site location, site criteria, parking, Secondary Suite entrances and floor areas, etc. are addressed.
6. Limit the number of Secondary Suites within all city residential neighbourhoods up to a maximum of 20% of the total number of detached dwelling units within a given named neighbourhood.
- (a) This is double the current 10% maximum number of Secondary Suites lots (of total R1 lots) that are allowed to be pre-identified in existing neighbourhood area structure plans.
  - (b) Allows in established neighbourhoods, with no neighbourhood area structure plan, the creation of new development opportunities for construction of Secondary Suites in up to 20% of the total detached dwelling units in that neighbourhood.
  - (c) Provides a limit and balance to the allowable number of Secondary Suites in a neighbourhood.

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- (d) Allows for a proactive, although limited, approach to implementation of the City's Affordable Housing Strategy.

7. A development application process to deal with non-approved Secondary Suites in existence on January 1, 2009 in all city residential districts including those located in semi-detached dwelling units. Development permit applications must be made to The City prior to January 1, 2012 (2 year time limit from Bylaw approval) otherwise, City could issue a stop order and/or assess offense penalties.

**Proposed Secondary Suite Uses and Development Regulations**

While the City's current Land Use Bylaw already contains Secondary Suite regulations to guide development of "permitted" use Secondary Suites at pre-identified locations within approved neighbourhood area structure plans, additional use provisions and development regulations are necessary as part of expanding the allowance of Secondary Suites into established and mature (older) residential neighbourhoods.

Proposed Land Use Bylaw Amendment 3357/Z-2009 is summarized as follows:

1. A more inclusive Secondary Suite definition - must be a second self-contained dwelling unit within a primary dwelling unit.
2. Allow Secondary Suites as a "permitted" use if in a detached dwelling unit:
  - in a R1 District on a pre-identified Secondary Suite lot in an existing approved Neighbourhood Area Structure Plan (ASP), or
  - in a R1, R1A or R2 District located in a Neighbourhood ASP adopted after January 1, 2010 subject to meeting specified location criteria (e.g. situated on a corner lot, across from PS zoned lands including school sites, across or next to a municipal reserve parcel, lane access), and
  - meets all Secondary Suite development regulations.
3. Allows Secondary Suites as a "discretionary" use if in a detached dwelling unit:
  - in any R1, R1A, R2, R3 and C1 District with no Neighbourhood ASP, or
  - in a Neighbourhood ASP with no pre-identified Secondary Suite locations, or
  - not on a pre-identified lot in a Neighbourhood ASP that pre-identifies Secondary Suite locations, or
  - within a Neighbourhood ASP approved after January 1, 2010 but not in compliance with specified location criteria (e.g. situated on a corner site, across from school site, etc.), and
  - meets all Secondary Suite development regulations.
4. Allows any non-approved Secondary Suite that existed on January 1, 2009 and located in any detached or semi-detached dwelling unit to be considered for approval as a "discretionary" use subject to:
  - submitting a development permit application prior to January 1, 2012,
  - compliance with Safety Codes Act, and

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- meets all Secondary Suite development regulations.
5. All “discretionary” use Secondary Suite applications require notification to all landowners located within 100 m of the boundary of the site.
  6. Only one Secondary Suite allowed per detached dwelling unit and it is not allowed to be located in an accessory building or detached garage.
  7. Secondary Suite development regulations:

Proposed new regulations:

- new Secondary Suites to only be allowed within detached dwelling units located in R1, R1A, R2, R3 and C1 Land Use Districts,
- both a Secondary Suite and a home occupation “permitted office use” may be allowed within a detached dwelling unit; however, a Secondary Suite in combination with any “discretionary home occupation use” will not be allowed in the same detached dwelling unit,
- the floor area of a Secondary Suite must not exceed the total floor area used by the primary dwelling unit,
- penalties for offences (e.g. no valid permit, non-compliance with permit or LUB), and
- the total number of Secondary Suites allowed in an individual neighbourhood not to exceed 20% of the neighbourhood’s total number of detached dwelling units.

Current regulations to be retained:

- a separate entrance door to the Secondary Suite, such entrance shall not be located on any front building elevation facing a public street; notwithstanding this, a single entry door providing access to an enclosed, shared landing area from which both the main dwelling unit and the Secondary Suite take access may be located on any front building elevation facing a public street,
- Secondary Suite with two or fewer bedrooms requires one off-street parking pad,
- Secondary Suite with more than two bedrooms requires two off-street parking pads,
- Secondary Suite parking requirements are in addition to the parking requirement for the primary dwelling,
- parking pad(s) for the Secondary Suite shall be available for the exclusive and unrestricted use of the occupant(s) of the Secondary Suite,
- parking pad(s) for a Secondary Suite:
  - may be located in an attached or detached garage; or
  - may be located in the rear yard, or
  - may be located in the side yard to the rear of the front yard setback,
  - not allowed in tandem with primary residence parking,and
- a Secondary Suite in a dwelling unit may not be converted into a condominium unit or be separately owned from the primary dwelling unit.



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8. Any development permit application for a Secondary Suite that does not comply with the Secondary Suite development regulations or any other LUB requirement (other than use provisions) may be considered for approval as a “discretionary” use by the Municipal Planning Commission provided the proposed Secondary Suite does not interfere with the amenities of the neighbourhood.

**Existing Neighbourhood Area Structure Plans**

Several existing residential Neighbourhood Area Structure Plans (NASPs) will require amendment to bring them in line with proposed Land Use Bylaw Amendment 3357/Z-2009. Existing NASPs that contain pre-identified Secondary Suite locations (allowed as a “permitted” use) would need a statement(s) added to the effect that additional locations for Secondary Suite development may be approved by the Municipal Planning Commission as a “discretionary” use subject to neighbourhood notification (landowners within 100m) and compliance with the Secondary Suite development regulations. The NASP Bylaw amendment will come forward to Council following final approval of proposed Land Use Bylaw Amendment 3357/Z-2009.

**Neighbourhood Planning Guidelines and Standards**

A change to the City's *Neighbourhood Planning Guidelines and Standards* is also required whereby a statement(s) must be added that no longer allows the pre-identification of Secondary Suite locations in new neighbourhood area structure plans. In all future city residential neighbourhoods, Secondary Suites will be considered a “permitted” use if meeting all prescribed location criteria and Secondary Suite development regulations otherwise, Secondary Suites will be considered and processed as a “discretionary” use including neighbourhood notification.

**Public Input**

Significant public consultation and input has occurred throughout the entire Secondary Suite study process. As part of the 2008 Secondary Suite Study produced by Western Management Consultants for The City's Secondary Suites Steering Committee, a web survey was undertaken with over 200 responses, interviews held with stakeholder groups (City departments, Red Deer County, home builders, Urban Development Institute, Red Deer College, Re-Think Red Deer, Chamber of Commerce & utility companies), 2 public open house sessions were held and contact with community associations and residents was undertaken. The majority of public discussions identified parking as the major issue to be addressed; other issues raised included the request for suites to be owner occupied, potential impacts (noise, traffic) related to concentration of Secondary Suites and the need to limit the total number of Secondary Suites in a neighbourhood. In general, and subject to provision of measures to adequately deal with the identified issues, respondents supported the concept of limited Secondary Suite developments within all city neighbourhoods.

The consultant also undertook a “best practices” review of several other Alberta and Canadian municipalities to understand the direction and processes they are utilizing in their approach to development of Secondary Suites. The degree to which Secondary Suites are allowed in other urban centres varies (differing degrees of permitted/discretionary use approaches) however, one

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trend is clear, many municipalities (large and small) are moving in the direction of increasing the opportunities for development of Secondary Suites.

The Secondary Suites Steering Committee, at the request of City Council, held one additional open house in early 2009 for the purpose of gathering additional resident input and to specifically ask citizens for their thoughts on the maximum number of Secondary Suites that should be allowed within individual neighbourhoods. While the Secondary Suites Steering Committee had initially looked at capping the number of Secondary Suites to 25% of the neighbourhood's total number of detached dwelling units, public response at this final open house indicated their preference at capping the number of Secondary Suites in a neighbourhood at 20%.

**Implementation**

It is recommended that a 2 year trial period be undertaken for the implementation of these new Secondary Suite development regulations and permit approval processes. After a two year period the following, among other matters, are proposed to be reviewed:

1. Number of non-approved Secondary Suites legalized.
2. Number of Secondary Suite applications received and processed.
3. Communication strategy with public and landowners.
4. Adequacy of staff resources to deal with Secondary Suite applications.
5. Any issues with the development permit application process.
6. Evaluation of the neighbourhood notification process for "discretionary" use Secondary Suite applications.
7. Review of the proposed 20% neighbourhood cap on the number of Secondary Suites. Have some neighbourhoods reached the 20% threshold? Should this threshold be removed and/or changed?
8. Evaluation of tracking Secondary Suite approvals on The City's Redgis system.
9. Evaluation of Secondary Suite development regulations?
10. Explore if Secondary Suites should be expanded to be allowed in detached garages.
11. Effectiveness of Secondary Suites location criteria (new neighbourhoods).
12. Analyze location/concentration of Secondary Suites.
13. Secondary Suite issues/complaints.
14. Any other matters raised by MPC, Council or administration.

**Planning Analysis**

1. Since completion of the Provincial review of Secondary Suites and related changes to the Safety Codes Act (Fire & Alberta Building Codes) many Alberta urban centres, including The City of Red Deer through its Affordable Housing Strategy and its Secondary Suites Steering Committee, have concluded that Secondary Suites are a viable, achievable and complementary form of housing with clear municipal sustainable advantages.
2. The proposed Secondary Suites LUB amendment significantly expands the number of residential neighbourhoods that will be considered for development of Secondary Suites.

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The current practice of allowing Secondary Suites only on pre-identified sites in the newer NASP neighbourhoods will be replaced with a much broader “use” approach that will allow Secondary Suite development in all city residential neighbourhoods.

3. Site location, land use district and whether located in an old or new neighbourhood are factors that will determine whether a Secondary Suite development permit application would be considered and processed as a “permitted” or “discretionary” use. All “discretionary” use Secondary Suite applications require 100m landowner notification and would need to come before the Municipal Planning Commission for a decision. All Secondary Suite applications will be subject to meeting Secondary Suite development regulations and all will require compliance with the Safety Codes Act (Fire & Alberta Building Codes) as part of obtaining an occupancy permit.
4. An expanded approach to “permitted” Secondary Suite uses. While existing residential neighbourhoods with pre-identified Secondary Suite locations will continue to be allowed as “permitted” uses; this will be expanded in future new residential neighbourhoods whereby pre-identified Secondary Suite locations will be replaced with location criteria (e.g. corner lots, lane access, lots near/across from parks, schools or commercial areas, next to multiple family sites, etc.), facilitating significantly more potential “permitted” use Secondary Suite sites than what is presently allowed. Furthermore, if location criteria cannot be met, additional Secondary Suites locations can be applied for as a “discretionary” use which is not allowed under current regulations.
5. In the city’s older residential neighbourhoods, which were developed primarily as single family detached communities, the proposed allowance of Secondary Suites in existing homes as a “discretionary” use will create additional living units, help re-build dwindling neighbourhood populations (increased densities) and capitalizes on existing neighbourhood infrastructure (roads, utilities and schools). As all “discretionary” use Secondary Suite applications will require neighbourhood notification, the Municipal Planning Commission (Development Authority) will be able to obtain and evaluate public input and consider neighbourhood characteristics. This, combined with evaluating Secondary Suite applications against required development regulations, will help ensure an integrated approach to Secondary Suite developments within established neighbourhoods.
6. Administration believes that the detached dwelling unit is the best form of housing suitable for accommodating a Secondary Suite. This is on the basis of the larger size (footprint) of a detached dwelling unit and the larger size of lot upon which it is situated in comparison to the smaller lot and building footprints of narrow lot (R1N) housing, semi-detached housing units (R1A) and multi-attached dwelling units (R2/R3 townhouses). Administration believes that if new Secondary Suites are allowed in non-detached forms of housing that this would lead to unacceptable quality-of-life compromises and problematic development situations within residential neighbourhoods. Most of this relates to ensuring that enough physical space is available on a site to provide the basic amenities that individual household(s) would expect such as appropriate living & yard space, parking areas, garage, accessory buildings, and garbage/storage pickup areas.

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7. Secondary Suite development in R1N (narrow lot) Residential Districts was not supported by administration based on the following rationale:
- R1N housing is already a higher density form of housing than R1,
  - R1N lot widths are minimum 10.5m (significantly narrower than minimum 12m wide R1 lots),
  - R1N house footprint is usually smaller than R1 house footprint, thereby resulting in less area available for Secondary Suite development. Many R1N homes only have enough main floor space for 2 bedrooms; main floor inhabitants often require use of a portion of basement for laundry, furnace room, possible extra bedroom, etc.; this leaves limited floor space for a Secondary Suite,
  - as no off-street parking is allowed in R1N front yards, all off-street parking and site access is from the lane; as R1N housing is developed in clusters, large portions of rear yards would become over burdened with parking areas; lanes would have increased traffic (noise & dust),
  - as many R1N homeowners build detached garages in their rear yard, this further reduces rear yard space available for Secondary Suite parking pad(s), garbage pick-up areas and outdoor amenity space,
  - lanes are historically more difficult to maneuver in during winter and wet weather (rutted, compete with garbage trucks, more pressure on City to increase lane plowing), and
  - small R1N lot frontage limits availability of resident street parking; many existing R1N streets already face street parking congestion issues (based on complaints).
8. Secondary Suite development in semi-detached dwelling units (R1A) were not supported by administration based on the following rationale:
- many of the items stated for reasons not supporting Secondary Suites on R1N lots also apply to semi-detached lots (increased lane traffic, need for rear parking, small building unit footprints, small yard/living space, semi's are also built in clusters therefore intensifying local parking issues, etc.),
  - while R1A lots do allow front yard driveways and parking, this severely limits any on-street parking for area residents and visitors,
  - minimum R1A lot width is 7.6 m (even narrower than R1N), and
  - allowing Secondary Suites in semi-detached units would effectively create either a tri-plex or a four-plex situation, both of which would fall under a different LUB use definition (multi-attached or multiple family building); from a land use and planning perspective, this clearly is not the form, level or intensity of development and density envisioned for R1A residential districts.
9. In order to deal with and evaluate non-approved Secondary Suites that were in existence on January 1, 2009, the proposal is to deal with these through a proactive development permit application process. The safety of residents in these suites (re: fire and building codes) is of primary concern. The intent is to provide a 2 year time frame (after Bylaw approval) to allow owners of existing non-approved Secondary Suites to come forward and provide opportunity to bring these Secondary Suites up to code. These Secondary Suites will be considered a "discretionary" use and subject to the following development process:

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- a development permit application submitted prior to January 1, 2012,
- site inspection undertaken by Inspections & Licensing and the fire department,
- Secondary Suite evaluated in terms of changes required to comply with the Safety Codes Act,
- applicant must make decision on whether to proceed with required code upgrades,
- Secondary Suite evaluated with regard to Secondary Suite development regulations,
- If applicant wishes to proceed, surrounding landowners (100m) are notified,
- development staff prepares report and recommendation for consideration of the Municipal Planning Commission (MPC), and
- MPC decision is appealable.

The proposed Bylaw amendment sets penalties for Secondary Suites that are in non-conformance with the Land Use Bylaw (permit conditions, regulations, no valid permit).

10. Throughout the Secondary Suites stakeholder and public consultation process, it was suggested a number of times that Secondary Suites should only be allowed in those dwelling units that are occupied by the building owner. In response, the City solicitor has advised that any requirement for a Secondary Suite to be only located in dwelling units occupied by the building owner would not stand up in a court of law if challenged. Accordingly, administration in this Bylaw proposal has excluded any requirement for the primary resident of a dwelling unit, with a Secondary Suite, to be the building owner.
11. City Council requested administration to examine the feasibility of minimum separation criteria between Secondary Suite locations. Administration explored separation criteria such as requiring a minimum separation distance of  $\pm 150$  feet between dwelling units containing Secondary Suites or, to separate Secondary Suites by a minimum of 2 or 3 residential lots. From a land use and planning perspective, there was not enough rationale to preclude adjoining and/or nearby lots from having Secondary Suites.

Administration felt that through the requirements of neighbourhood notification (all discretionary Secondary Suite uses), prescribed development regulations (all Secondary Suites) and pre-determined location criteria (permitted uses in all new neighbourhoods), that the Development Authority (Development Officer or Municipal Planning Commission) would have enough information at hand to make an informed decision on case by case Secondary Suite applications and their potential impact on any new or established neighbourhood.

Furthermore, the location of all approved Secondary Suites will be tracked through the City's Redgis system so development staff will be aware of these in any particular area/neighbourhood. Administration believes it would be unfair, in the case of any "first in" Secondary Suite approval given at a particular location, that any adjoining lot would automatically be precluded (sterilized) the opportunity of having a Secondary Suite especially, if there was no neighbourhood objection. Administration therefore is not proposing any form of Secondary Suite separation criteria in the proposed Bylaw.

12. Administration, sensitive to what some city residents have said at public meetings (re: concentration, noise, parking issues, etc.), has recommended that the total number of

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approved Secondary Suites not exceed 20% of the total number of detached dwelling units within a neighbourhood. Current LUB regulations contain a maximum 10% limitation on the number of lots allowed to be identified (in a NASP) for Secondary Suite development. This 10% limitation was viewed by the Committee as likely being too low to accommodate existing and anticipated Secondary Suite applications in both established and new neighbourhoods.

13. In order to be proactive and implement the Affordable Housing Strategy in a positive manner, administration felt that a proposed 20% limitation was a reasonable balance between the existing 10% LUB limit and any other much higher threshold. City Council directed administration to provide, as information, neighbourhood examples that illustrate the difference in total dwelling unit numbers between a 15% and a 20% neighbourhood cap on Secondary Suites.

Neighbourhood	Maximum Number of Secondary Suites Allowed	
	15% of detached dwelling units	20% of detached dwelling units
West Park (old)	108	144
Bower Place	66	88
Glendale	114	152

Current level of Secondary Suite development activity in selected neighbourhoods:

Neighbourhood	Secondary Suites (SS)		
	Number of pre-identified SS locations as per NASP (permitted uses)	Number of SS locations actually developed with SS unit	Total SS units allowed based on 20% cap
Inglewood West	32	26	<b>73</b>
Inglewood East	16	10	<b>77</b>
Johnstone Crossing	33	28	<b>62</b>
Oriole Park West	20	13	<b>81</b>

Administration believes that in other than one or two possible older city neighbourhood situations (depending on number of non-approved Secondary Suites), potential long term Secondary Suite development will not achieve a level anywhere near the proposed 20% of total detached dwelling unit limitation. It is proposed that the 20% limitation be evaluated after the initial 2 year trial period.

In summary, based on surveys, public meetings and open houses, there is support at the community level for Secondary Suites. Recognizing and opening up Secondary Suite development to all neighbourhoods (established and new) using a combination of Secondary

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Suite “permitted” and “discretionary” use approaches provides a balanced development process and enhanced opportunities for homeowners to create more choices in the range of housing options, some of which could be considered affordable housing. Secondary Suites will create additional living units within city neighbourhoods thereby reducing demands and pressures on new green field developments (urban sprawl) and conforms to community sustainability principles (higher densities, more efficient use of land) advocated in the City’s Municipal Development Plan.

Secondary Suites capitalize on existing neighbourhood infrastructure (streets, utilities, schools, parks, etc.) and the proposed Secondary Suite development regulations provide new housing opportunities in a manner which is compatible and similar with adjoining residential uses. The typical neighbourhood detached dwelling unit, if containing a Secondary Suite, would still retain the curb appearance, function and similar level of activity characteristic of a residential neighbourhood.

**Communication Strategy**

A City communication plan will be developed to keep citizens and staff informed of the proposed changes/process to Secondary Suite development, rules and regulations and to communicate the legislative changes as a result of this initiative. Key messages will include:

- Provide the information and tools necessary to help City officials respond to questions generated by citizens relative to changes to Secondary Suite regulations.
- Make sure the citizens of Red Deer are kept aware of the City’s new approach to development of Secondary Suites, its regulations, development application process, how the changes will affect them and timelines related to adoption of the Bylaw.
- The City of Red Deer wants to ensure our resident safety over everything else. There are Secondary Suites in existence that do not meet fire safety standards and these new regulations will ensure everyone is living in a safe home.
- Affordable housing is a major concern for Red Deer and many communities in Alberta. We must ensure there are affordable options for residents living in, and coming to Red Deer and how Secondary Suites can help to achieve that.
- Secondary Suites are a sustainable option for increased housing stock and The City wants to ensure they are safe, available and accepted by our community.

**Inspections & Licensing Department Process (non-approved Secondary Suites)**

The Inspections & Licensing department has prepared an outline of the development permit application process (attached) to deal with existing non-approved Secondary Suites. This guide would be used as a tool to assist potential applicants in understanding the steps and processes involved.

**Municipal Planning Commission**

The Municipal Planning Commission (MPC) at their meetings of October 5 and 26, 2009 discussed the Secondary Suites proposal (Steering Committee report and draft Land Use Bylaw

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Amendment 3357/Z-2009). MPC did raise the matter of the number of garbage bags allowed for pickup at Secondary Suite locations. It was reported that:

- a) current Secondary Suite locations not known or tracked with regard to garbage pickup,
- b) not aware of any issues with number of garbage bags being picked up at Secondary Suite locations,
- c) the home owner or Secondary Suite occupant would be responsible for purchase of any additional garbage bag tags required to meet garbage unit pickup limitations (current limit is 3 garbage units; over limit requires purchase of tags),
- d) since separate utility metering of Secondary Suites is not currently required, contemplated, or probably even feasible, no additional garbage pickup charges could be applied to the Secondary Suite occupant.

MPC also discussed the potential for utility surcharges on sites containing a Secondary Suite. The Engineering department indicated that current utility usage (power/water/wastewater) is fully captured under the existing practice of single site metering. A separate metering system for Secondary Suites would be expensive to install (both external and inside dwelling) and as Secondary Suites will not necessarily have a separate civic address, billing issues could arise.

Any action required with regard to garbage and utility matters is outside of the proposed Land Use Bylaw amendment. Council could direct that these matters be further evaluated by the respective City departments to determine a future course of action.

MPC at their October 26, 2009 meeting, passed the following motion:

**“Resolved** that the Municipal Planning Commission supports proposed Land Use Bylaw Amendment No. 3357/Z-2009 for Secondary Suites and recommends its approval to City Council.”

**Recommendation:**

That Council proceeds with first reading of Land Use Bylaw Amendment 3357/Z-2009.

*7. Lindhout*

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Tony Lindhout, ACP, MCIP  
Assistant City Planning Manager

attachments - Land Use Bylaw Amendment 3357/Z-2009  
- Inspections & Licensing Process, Non-approved Secondary Suite Discretionary Uses





September 26, 2019

## Land Use Bylaw Amendment – Redistricting Bylaw 3357/X-2019

### Consideration of Second and Third Reading

Legislative Services

#### **Report Summary & Recommendation:**

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##### **Summary:**

The attached report is being brought forward from the Monday, September 16, 2019 City Council meeting.

##### **Recommendation:**

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That Council considers second and third readings to Bylaw 3357/X-2019, an amendment to the Land Use Bylaw to redesignate an area from II – Industrial (Business Service) District to C4 Commercial (Major Arterial) District.

##### **Background:**

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On September 16, 2019 Council considered Bylaw 3357/X-2019, an amendment to the Land Use Bylaw to redesignate an area from II – Industrial (Business Service) District to C4 Commercial (Major Arterial) District.

In accordance with Section 606 of the Municipal Government Act, this Land Use Bylaw Amendment was required to be advertised for two consecutive weeks. An advertisement was placed in the Red Deer Advocate on September 20 and September 27, 2019. A Public Hearing will be held on Monday, September 30, 2019 at 6:00 p.m. during Council's regular meeting.

#### **Proposed Resolution:**

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That Bylaw 3357/X-2019 be read a second and third time.



September 3, 2019

## Bylaw 3357/X-2019:

Originally Submitted to the  
September 16, 2019 Council  
Meeting.

### Amendment to Redesignate an Area from *I1 - Industrial (Business Service) District* to *C4 Commercial (Major Arterial) District*

Administrative Report

## Report Summary and Recommendation

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The Subdivision Officer recently issued a conditional approval of a subdivision application to adjust the boundary between three parcels. The conditionally approved subdivision expands one commercial lot (6900 Taylor Drive) zoned *C4 – Commercial (Major Arterial) District* westward to take in a small portion of two industrial lots (6739 & 6749 – 65 Avenue) zoned *I1 – Industrial (Business Service) District*. Bylaw 3357/X-2019 follows up on this conditionally approved subdivision by adjusting the land use districts to reflect the new conditionally approved boundary.

Administration recommends Council give First Reading to Bylaw 3357/X-2019 (Appendix A).

## Proposed Resolution

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That Bylaw 3357/X-2019 be read a first time. If first reading is given, Bylaw 3357/X-2019 will be advertised for two consecutive weeks with a joint public hearing to be held on October 15, 2019 at 6:00 p.m. in Council Chambers.

## Rationale for Recommendation

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The rationale for Administration's recommendation is as follows:

- 1. The rezoning will align with the recently approved subdivision.** The rezoning will allow for a minor boundary adjustment.
- 2. The proposed rezoning reflects how the small piece of land is already being used.** The subject area is being used as a parking area for the commercial building; the zoning should reflect how the land is being used and follow the new boundary.

## **Discussion**

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### *Background*

The subject area (See Appendix B) was leased to the commercial development several years ago for the development of parking to serve the commercial use. The conditional subdivision has resulted in the leased commercial parking area changing from industrial lands to commercial land ownership.

### *Analysis*

On August 21 2019, a subdivision application was conditionally approved to move the boundary between the two industrial parcels and the commercial parcel approximately 6.8 metres westward so that the parking area that serves the commercial development is located on the same parcel as the commercial development (see Appendix B). Bylaw 3357/X-2019 brings the zoning into conformance with the conditionally approved subdivision.

The Municipal Development Plan identifies the subject area for commercial and industrial uses; there is no Area Structure Plan or Area Redevelopment Plan for this area.

The proposed LUB amendment affects a small narrow piece of land and is essentially administrative in nature as it reflects the current use of the land and the conditionally approved subdivision's new parcel boundary.

### Dialogue

The proposed LUB amendment was referred to twelve landowners within 100 metres of the site. No written comments were received.

The proposal was also referred to relevant city departments and all concerns/comments provided by departments have been reviewed and considered by the Planning Department.

## **Appendices**

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Appendix A – Bylaw 3357 / X - 2019

Appendix B – Location Context

**Appendix A – Bylaw 3357/X-2019**

**BYLAW NO. 3357 / X – 2019**

Being a Bylaw to amend Bylaw No. 3357/2006, the Land Use Bylaw of The City of Red Deer as described herein.

COUNCIL OF THE CITY OF RED DEER, ALBERTA, ENACTS AS FOLLOWS:

Bylaw No. 3357/2006 is hereby amended as follows:

- 1. The land shown in the sketch attached as Schedule A to this Bylaw is redesignated from I1 – Industrial (Business Service) District to C4 – Commercial (Major Arterial) District.
- 2. The “Land Use District Map J18” contained in “Schedule A” of the Land Use Bylaw is hereby amended in accordance with the Land Use District Map 18 / 2019 attached hereto and forming part of the bylaw.

READ A FIRST TIME IN OPEN COUNCIL this                      day of                      2019.

READ A SECOND TIME IN OPEN COUNCIL this                      day of                      2019.

READ A THIRD TIME IN OPEN COUNCIL this                      day of                      2019.

AND SIGNED BY THE MAYOR AND CITY CLERK this                      day of                      2019.

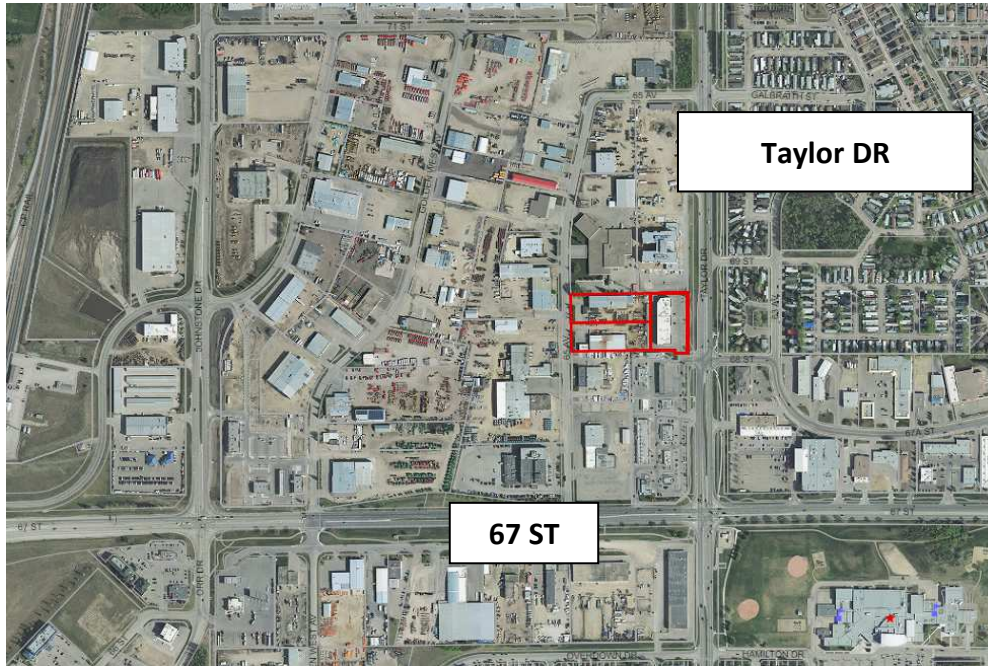
\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY CLERK



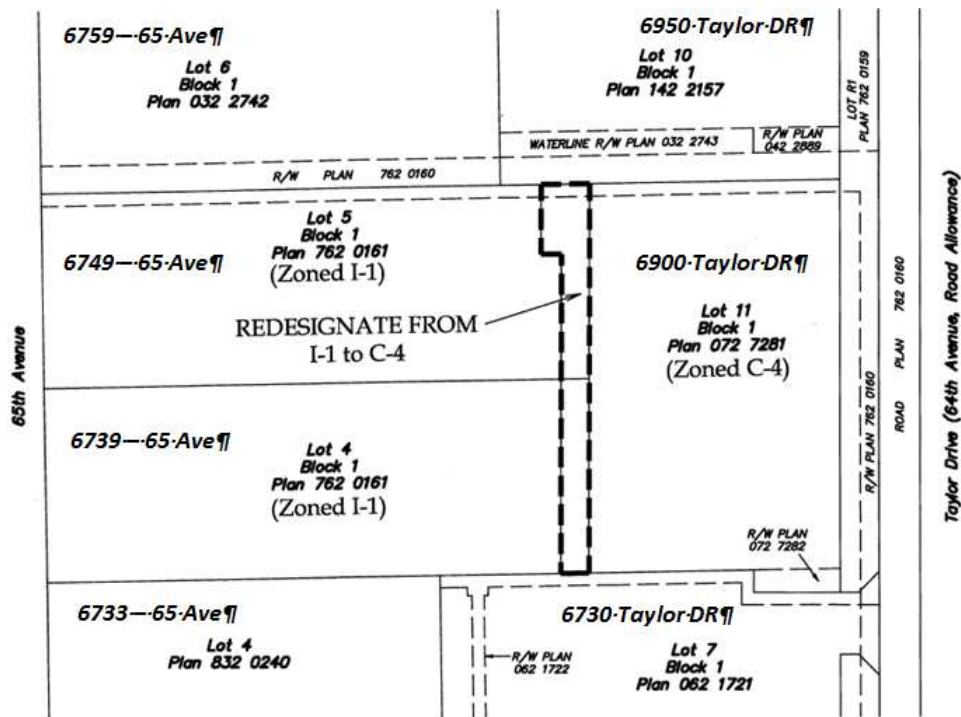
## **Appendix B – Location Context**

**Location**





## Affected Area



## Existing Land Use Districts

