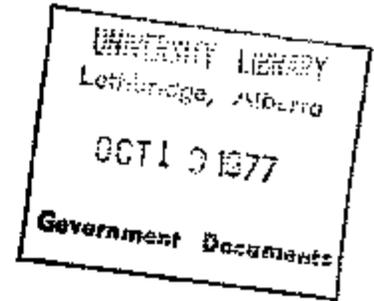


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Oldman River
Regional Planning
Commission

ATTACHMENT 'B'



GENERAL PLAN REVIEW CITY INVOLVEMENT IN LAND DEVELOPMENT

for the

CITY of LETHBRIDGE

OLDMAN RIVER REGIONAL PLANNING COMMISSION

September 1977

GOVDC
CA3 AL OMR 15 L4752 1977
Oldman River Regional
Planning Commission
General plan review : city
involvement in land
development for the City of
Lethbridge. --

SUMMARY and RECOMMENDATIONS

A. SUMMARY

I. CITY INVOLVEMENT IN LAND DEVELOPMENT

Since 1968, the City has increased its involvement in the physical development of Lethbridge. The areas of involvement are mainly the following:

1. land banking and land ownership,
2. development of City-owned land for urban use,
3. the control of land use and development of both public and private land in the City through zoning and development control.

One of the results of this City involvement has been the servicing, development, and sale of residential parcels in Varsity Heights, the first village in the West Lethbridge development.

II. RE-AFFIRMATION OF LAND DEVELOPMENT POLICY

In May of 1976, City Council passed a resolution "re-affirming its policy that it is, and intends to continue to be, in the land development business." This is interpreted to include all three areas of involvement listed above.

III. LAND BANKING

Land banking is the assembly and accumulation of large areas of land, and the holding of these areas for a period of time:

1. so that land can be converted from raw land to serviced lots for development, in an efficient and systematic manner and according to market demand,
2. to encourage the integrated layout and subdivision of sizeable tracts of land in one continuous operation - a task which is difficult to achieve by piecemeal development.

IV. REASONS FOR CITY LAND BANKING

Other than providing a supply of serviced land for development, land banking in the City has enabled the City Council to attempt to achieve the following:

1. to more directly influence development of land so as to achieve City policies in the development of the City as a whole - for example, West Lethbridge;
2. to have more direct influence in producing an attractive and efficient living environment through land ownership and development, achieved by:

- (a) neighbourhood and subdivision design,
 - (b) influencing the types of development through conditions of sale;
3. to provide competition to private developers and to keep the price of lots down;
 4. to retain, for the public, the "incremental value" of land.

V. INCREMENTAL VALUE OF LAND

"Incremental Value" is the difference between the purchase price of raw land, and the price of the same land sold as lots or parcels after deducting the costs of servicing, subdivision design, holding costs, etc.

VI. AMOUNT OF LAND REQUIRED FOR CITY LAND BANKING

At the present time the City has an inventory of 640 acres of land under City ownership, and 1,100 acres banked with Alberta Housing Corporation for residential purposes. Land can be banked by a municipality with the Alberta Housing Corporation until it is required for development, thus easing the cash flow situation of the municipality. The present City land bank will be depleted at a steady rate as a result of selling land for urban development. In order for the City to maintain a continuous presence in the development field, for the purpose of influencing land prices, it will be necessary to replace the land that is sold.

Guidelines should be established as to how much land should be reserved in the land bank, and should have regard to the influence the City wishes to have in land development. Since 1974, approximately 52% of all land developed for residential purposes has been City owned. It is estimated that in Lethbridge, at a projected population growth rate of approximately 3% per year, there is approximately a 15-year supply of City-owned land if an average of 50% of all land to be developed for residential purposes is provided by the City.

VII. LAND DEVELOPMENT PROCESS

The land development process consists of transforming agricultural or "raw" land to building lots. A similar process is required for both privately- and publicly-owned land.

In order to minimize the cost of the land development process and to achieve a high quality development and living environment, it is necessary to establish objectives and policies. In addition, rules of procedure, designed to keep the time involved in the land development process, and costs to a minimum, should be implemented.

In the City of Lethbridge, different aspects of land development are handled by the Council and staff of the various departments, and the design

aspects have largely been handled by the staff of the Oldman River Regional Planning Commission. While the results achieved so far have been admirable, particularly the undertaking of virtually a new community in West Lethbridge, there are times when proper co-ordination falters and sequence of required actions do not follow a sufficiently tight schedule. Some lessons may be learned from other examples, particularly the private sector.

The land development process consists of the following stages:

- a) Subdivision Design and Registration
- b) Servicing Procedures
- c) Land Sales
- d) Site Development.

a) Subdivision Design and Registration

In Lethbridge, the subdivision design process may be divided into three phases:

- (i) Concept Plan
- (ii) Outline Plan
- (iii) Subdivision Plan.

“Subdivision registration” is a term used to describe the legal procedure required under the Subdivision and Transfer Regulation, to have a tentative subdivision plan and subdivision documents approved, and eventually registered as streets and lots.

b) Servicing Procedures

In past years, the City used to carry out engineering servicing of both City- and privately-owned land prior to sales and development. The current trend is for the developers, especially the larger ones, to undertake the servicing of their own land.

c) Land Sales

Land sales policies may be used to influence land development so as to achieve City policies and to produce an attractive and efficient living environment by having regard to the following objectives:

- (i) to provide satisfactory monetary returns to the City,
- (ii) to encourage a high quality of development and environment on the land sold, by conditions of sale,
- (iii) to subsidize the land component in the provision of certain social needs, e.g. low-income housing,
- (iv) to prevent further subdivision and speculation in land sold by the City to developers.

- (v) to ensure consistent and equitable land sales practices.

In order to attain some of the above objectives, the following devices may be used:

- (i) Agreements for Sale
- (ii) Restrictive Covenants
- (iii) Proposal Calls.

d) Site Development

Site development involves the carrying out of the design and construction of buildings, and other improvements on a site, in a systematic manner.

Site development should have regard to the following:

- (i) introduction of aesthetic and architectural control into the process,
- (ii) implementation and enforcement of conditions of approval,
- (iii) dissemination of information to the public,
- (iv) municipal work done in conjunction with building development.

VIII. SUBDIVISION DESIGN AND CONTROL

The City may influence design and the living environment in the following ways:

1. Through land ownership it may promote a high standard of subdivision design and intermixture of housing types; through sales policies it may influence the design and type of buildings, particularly multi-family type.
2. Through provision of:
 - (i) attractive environmental features such as public benches, bus shelters, street lighting standards, street signs,
 - (ii) attractive landscaping of boulevards, green strips, parks and other public spaces,
 - (iii) adequate and well designed community buildings and facilities.
3. Through regulatory methods, such as zoning and development control by-laws.

Balanced Neighbourhoods

Over the last few years there has been a considerable rise in the number of multi-family dwellings constructed, both in Lethbridge as well as in other communities in Canada. For example, from 1960 to 1965, approximately 93% of all new residential construction in Lethbridge was single-family housing, whereas the average since 1974 is around 50%. The main reason for the increase in the number of multi-family dwellings is largely due to the rise in cost of land and buildings, and to the increase in demand for rental accommodation.

Due to the increase in multi-family dwellings, and the change-over from the grid system, new neighbourhoods are visually different from older neighbourhoods, and not always easily accepted by City residents, particularly older people. Although ways may be found to build cheaper single-family houses designed to fit smaller lots, it would appear that at least 50% of all dwelling units built in the future will be other than single-family dwellings. Two opposite methods of locating new development are:

1. To rigidly segregate multi-family houses from single family, and further break down the multi-family development by similar types, e.g. duplex, row houses, apartment.
2. To mix all housing types, both multi-family and single-family, indiscriminately.

It is felt that neither of the extremes is the correct solution. In West Lethbridge a variety of housing types has been provided in the first village. An effort has been made to integrate two-family dwellings and some mobile homes with single-family dwellings. Multi-family dwellings, such as townhouses and apartments, have been restricted to small groupings rather than segregated into large areas. It is felt that, if sensitively handled, this approach can provide a satisfactory environment both from a visual and a social point of view, and create a balanced neighbourhood.

B. RECOMMENDATIONS

CITY LAND BANKING

1. THAT the City, in co-operation with the Alberta Housing Corporation, continue its policy of land banking to provide a regular supply of serviced land for both residential and industrial development. Such a policy should take into account the time lag between land acquisition and development, and the pressure which apparent demand may have on raw land prices.
2. THAT the City provide sufficient land for development each year and retain an adequate reserve of land in order to have an influence on land development.

A suggested guideline for the City to follow in the future is:

- a) to commit an annual supply of 25% to 50% of all land to be developed for residential purposes, and a higher percentage for industrial land, and
- b) at all times to have at least a 10-year supply of land in reserve.

3. THAT the City retain for the public, the "incremental value" of land sold by the City for development, and that ways and priorities be established for the use of the accrued benefit (profit).

It is suggested that the following ways be considered:

- a) to sell land at a price lower than the current market value, thus reducing the housing cost for the ultimate home buyer;
- b) to create a better living environment for the residents of new subdivisions by the provision of amenities and facilities, including parks, open spaces and community buildings, at a standard greater than that normally provided by private developers;
- c) to subsidize the land component in the provision of certain social needs (i.e. senior citizen housing, public housing);
- d) to allocate a portion of the accrued benefit to a "land holding and development account", such that the business of land banking and development in the City is self-sustaining.

LAND DEVELOPMENT

4. THAT consideration be given to better co-ordinating and streamlining the land development process consisting of:
 - a) Subdivision Design and Registration
 - b) Servicing Procedures
 - c) Land Sales
 - d) Site Development.
5. THAT it be the City's responsibility to have concept plans prepared delineating in broad terms, major land use classes, a system of arterial roads, and residential villages, for all major expansion areas scheduled for future development.
6. THAT, from the information contained in concept plans, a series of outline plans for smaller areas be prepared for all City land, and where possible, for private land, early in the development process, in order to facilitate the preparation of more detailed plans (such as subdivision plans) and to allow for sufficient lead time in the plan approval process. These outline plans can be treated either as official plans or only as guidelines when dealing with the subdivision of privately-owned land.
7. THAT the possibility of dividing large subdivisions into 20 to 30-acre sections, for the purpose of phasing work activities done by City work crews, be explored.
8. THAT City operating departments formally review existing servicing standards in the context of innovative engineering practices and planning concepts in order to reduce the amount of land required for servicing.
9. THAT the City control development of City-owned land through land sales by such legal devices as agreements for sale, restrictive covenants, and proposal calls.

in order to achieve City land development policies and to produce an attractive and efficient living environment. These legal devices should be in addition to normal regulatory controls, such as Zoning and Development Control By-laws.

10. THAT sales agreements prepared by the City be more site specific - that is, the terms and conditions should reflect the location, topography, sensitivity of a site, as well as the desirable use, height, aesthetics, structure, etc., of a building to be placed on the site.
11. THAT, in addition to the existing clauses contained in the standard form of sales agreements, each sales document shall, if considered necessary, contain a "restrictive building covenant" section established on sound planning principles, and specifying particular requirements and restrictions peculiar to a site.
12. THAT the City continue with the practice of preparing proposal calls for the development of commercial and multi-family sites in order to obtain better designed and higher quality buildings and projects.
13. THAT, in regard to land sold by the City for industrial purposes, and where the purchaser wishes to further subdivide the land, the City retain the option to purchase any undeveloped parcels of land, to be created by the subdivision, at the original sale price adjusted according to the cost of living index or some other similar device to take the inflationary factor into account.
14. THAT consideration be given to re-structuring the City administrative organization and obtaining additional expertise in order to carry out land sales policies in a satisfactory manner, having regard to land marketing and management considerations, and the need to produce an attractive and efficient living environment.
15. THAT consideration on site development be given to the following:
 - a) devising a system of occupancy permits, or imposing performance bonds or other means of guarantees considered satisfactory to the City in order to effectively implement and enforce development standards and conditions of approval,
 - b) establishing formal procedures for the dissemination of relevant information to the public, so that they are fully aware of the intent of City development standards and policies.

SUBDIVISION DESIGN AND CONTROL

16. THAT the City encourage a high standard of design and living environment for both private- and City-residential development.

17. THAT development of new residential areas be in the form of balanced neighbourhoods containing a full range of housing types, both single and multi-family; and both owner occupied and rental.
18. THAT the "Village" approach to residential development be continued, and that multi-family developments, such as townhouses and apartments, be restricted to small groupings rather than segregated into large areas.
19. THAT efforts be made to encourage high visual standards in single-family developments to ensure that it is pleasing in appearance and in grouping.
20. THAT efforts be made to blend in multi-family with other developments, and to reduce the impact on the neighbourhood, particularly on single-family residential, and that the following criteria be applied:
 - a) scale of the building in relation to adjoining buildings and spaces,
 - b) appearance - building materials, colour, and design,
 - c) landscaping - should be carried out as early as possible,
 - d) off-street parking - adequate provision should be made so as to minimize the need for on-street parking,
 - e) screening of storage and parking areas - so that they are not readily visible from the street and adjoining residences.
21. THAT the proposal-call method be used to promote a high standard of multi-family development on City land.
22. THAT attention be given to the siting and design of street furniture, in order to contribute visually to the neighbourhood.
23. THAT landscaping be promoted in the development of a neighbourhood, and that a co-ordinated program be implemented to ensure that development of open space and landscaping occurs at the same time, or shortly after residential, industrial, and other construction.
24. THAT the City study the methods being used by certain private developers in co-ordinating and controlling the development of a subdivision, particularly the use of architectural specialists for co-ordination and control of development by individual builders.

GENERAL PLAN REVIEW

CITY INVOLVEMENT IN LAND DEVELOPMENT

for the

CITY of LETHBRIDGE

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I.

INTRODUCTION



I. INTRODUCTION

The involvement of the City in land development, together with policies on the direction of growth, are key issues in the General Plan Review. The report on "Direction of Growth Policies" is already before City Council. The present report outlines the different aspects of land development in which the City has been involved to date, and attempts to reach certain policy recommendations for consideration by City Council. Some of the recommendations go beyond the usual confines of a General Plan, but are required for the in-depth, comprehensive review and assessment of the land-development process. Not all of the recommendations will be included in the General Plan Review.

The City has been more involved in land development since 1968. Section II briefly describes the evolution of this City involvement, and its commitments for future years.

Section III explains the reasons and objectives for land banking, such as the achievement of City policies in urban development, the production of attractive and efficient living environments, the provision of competition to developers, and the retention of the incremental value of land for the public. This section also looks at the ways in which the incremental value can be utilized, the amount of land required for City land banking, and the probable effect of private land holdings on City land banking in the future.

Section IV discusses the various aspects of land development, including subdivision design and registration, servicing procedures, land sales, and site development. Ways and means of achieving good results in subdivision design, efficiency in municipal servicing, and proper control of building development through land ownership, are also discussed.

Section V describes different design concepts, mix of housing types, and architectural control by both the public and private sector.

Section VI outlines the conclusions derived from previous sections.

II.
**CITY INVOLVEMENT
IN URBAN LAND
DEVELOPMENT**



II. CITY INVOLVEMENT IN URBAN LAND DEVELOPMENT

The City of Lethbridge has, for a period of years, been involved in various aspects of land development. Prior to 1968, the City came into possession of parcels of land in the City, often through tax recovery. The City also carried out the servicing of all development land within the City limits, and initiated the coordination of subdivision designs for private and City-owned land. One reason for this subdivision design function was the fragmented ownership of private land and the number of small parcels involved.

A. West Lethbridge Land Purchase

In 1968, the City decided to expand its boundaries to the west of the river. This decision was consistent with the policy of balanced growth adopted by City Council. In the same year, the City commenced a program of land acquisition in West Lethbridge. The purchase of agricultural land for eventual development enables the City to:

1. provide serviced land in competition with private developers;
2. allocate serviced lots to individual home buyers, a service not always provided by private developers;
3. achieve a high quality of residential subdivision design in order to create better living environments for the residents of the City.

B. Further City Involvement

Since 1968, the City has increased its involvement in the physical development of Lethbridge. The areas of involvement are mainly the following:

1. land banking and land ownership;
2. development of City-owned land for urban use;
3. the control of land use and development of both public and private land in the City through zoning and development control.

One of the results of this City involvement has been the servicing, development, and sale of residential parcels in Varsity Heights, the first village in the West Lethbridge development.

C. Re-affirmation of Policy

In May of 1976, City Council passed a resolution "re-affirming its policy that it is, and intends to continue to be, in the land development business". This is interpreted to include all three areas of involvement listed above.

III.

LAND BANKING AND LAND OWNERSHIP



III. LAND BANKING AND LAND OWNERSHIP

Land banking is the assembly and accumulation of large areas of land, and the holding of these areas for a period of time:

1. so that land can be converted from raw land to serviced lots for development, in an efficient and systematic manner and according to market demand; and
2. to encourage the integrated layout and subdivision of sizeable tracts of land in one continuous operation — a task which is difficult to achieve by piecemeal development.

A. Reasons for City Land Banking

Other than providing a supply of serviced land for development, land banking in the City has enabled the City Council to attempt to achieve the following:

1. to more directly influence development of land so as to achieve City policies in the development of the City as a whole — for example, West Lethbridge;
2. to have more direct influence in producing an attractive and efficient living environment through land ownership and development, achieved by:
 - (a) neighbourhood and subdivision design,
 - (b) influencing the types of development through conditions of sale;
3. to provide competition to private developers and to keep the price of lots down;
4. to retain, for the public, the "incremental value" of land (a term used in the development field, and further explained below).

B. Incremental Value of Land

"Incremental Value" is the difference between the purchase price of raw land, and the price of the same land sold as lots or parcels after deducting the costs of servicing, subdivision design, holding costs, etc.

Each parcel of land occupies a unique physical relationship with every other parcel of land. A parcel of urban land commands a unique price, depending on its location, zoning, intensity of use, and the general pattern of land use.

City decisions and actions directly affect the price (and potential profit) of both private and public land. Some of these decisions are:

1. the installation and construction of utilities, roadworks, and various other facilities, and investments by public and corporate bodies;
2. General Plan policies and the rezoning designation of the land and other regulatory measures contained in a Zoning Development Control By-law;
3. approval of applications for development and subdivision.

Depending on whether the land is originally in public ownership or in private ownership, the incremental value of the land (or profit) will accrue to the public sector or the private sector. It can therefore be deduced that a community will reap the full benefits of certain planning actions or decisions only if the developable land is originally in public ownership.

C. The Utilization of "Incremental Value"

As stated earlier, one objective of City land banking is the retention, for the public, of the incremental value of land. This accrued benefit (or profit) can be utilized by the City in one or more of the following ways:

1. to sell serviced land at a price lower than the current market value, thus reducing the housing cost for the ultimate home buyer;
2. to create a better living environment for the residents of new subdivisions by the provision of amenities and facilities, including parks, open spaces and community buildings, at a standard greater than that normally provided by private developers;
3. to subsidize the land component in the provision of certain social needs — for example, senior citizen housing, public housing;
4. to generate additional revenue by means of short-term investment of the 'profit', or alternatively, to reduce general taxation by crediting the 'profit' to General Revenue;
5. to allocate the accrued benefit to a "land holding and development account", such that the business of land development in the City will be self-sustaining.

D. The Amount of Land Required for City Land Banking

At the present time the City has an inventory of 640 acres of land under City ownership, and 1,100 acres banked with Alberta Housing Corporation for residential purposes. Land can be banked by a municipality with the Alberta Housing Corporation until it is required for development, thus easing the cash flow situation of the municipality. The present City land bank will be depleted at a steady rate as a result of selling land for urban development. In order for the City to maintain a continuous presence in the development field, for the purpose of influencing land prices, it will be necessary to replace the land that is sold.

Guidelines should be established as to how much land should be reserved in the land bank, and should have regard to the influence the City wishes to have in land development. Since 1974 approximately 52% of all land developed for residential purposes has been City-owned. It is estimated that in Lethbridge, at a projected population growth rate of approximately 3% per year, there is approximately a 15-year supply of City-owned land if an average of 50% of all land to be developed for residential purposes is provided by the City.

A useful guideline for the future would be for the City to agree to commit an annual supply of 25% to 50% of all land to be developed for residential purposes, and at all times to have at least a 10-year supply of land in reserve.

E. Industrial Land

At the present time, the emphasis has been on the supply of residential land. This is partly due to the fact that developers are more competitive in residential development, and that the City has sufficient industrial land-holding to satisfy the immediate needs for industrial land. In the future, it is likely that the City will have to relate the sale and pricing of industrial land more closely with the private market, once areas of privately-owned land, such as the "Hill" property, are on stream.

It is considered that the City should continue to be the major developer of industrial land. The sale of land can be used as an effective method in determining how the industrial parks develop, both in terms of industrial types and aesthetics. In addition, this can be a method of growth management.

F. Looking Into the Future

The current trend is for large developers to acquire an interest in agricultural land immediately outside the areas scheduled for development. This may have the effect of reducing the extent of the City's presence in land development at some future development period. In order for the City to maintain its influence on land pricing, it will need to provide a continual supply of land for development. To do this, it may be necessary, in the future, to trade City-owned land for some privately-owned land as part and parcel of a development agreement.

RECOMMENDATIONS:

1. THAT the City, in cooperation with the Alberta Housing Corporation, continue its policy of land banking to provide a regular supply of serviced land for both residential and industrial development. Such a policy should take into account the time lag between land acquisition and development, and the pressure which apparent demand may have on raw land prices.
2. THAT the City provide sufficient land for development each year and retain an adequate reserve of land in order to have an influence on land development.

A suggested guideline for the City to follow in the future is:

- a) to commit an annual supply of 25% to 50% of all land to be developed for residential purposes, and a higher percentage for industrial land, and
- b) at all times to have at least a 10-year supply of land in reserve.

3. **THAT the City retain for the public, the "incremental value" of land sold by the City for development, and that ways and priorities be established for the use of the accrued benefit (profit).**

It is suggested that the following ways be considered:

- a) **to sell land at a price lower than the current market value, thus reducing the housing cost for the ultimate home buyer;**
- b) **to create a better living environment for the residents of new subdivisions by the provision of amenities and facilities, including parks, open spaces and community buildings, at a standard greater than that normally provided by private developers;**
- c) **to subsidize the land component in the provision of certain social needs (i.e. senior citizen housing, public housing);**
- d) **to allocate a portion of the accrued benefit to a "land holding and development account", such that the business of land banking and development in the City is self-sustaining.**

IV. LAND DEVELOPMENT PROCESS



IV. LAND DEVELOPMENT PROCESS

The land development process consists of transforming agricultural or "raw" land to building lots. A similar process is required for both privately- and publicly-owned land.

In order to minimize the cost of the land development process and to achieve a high quality development and living environment, it is necessary to establish objectives and policies. In addition, rules of procedure, designed to keep the time involved in the land development process, and costs to a minimum, should be implemented.

Land development by a municipality is an onerous task at the best of times, since the interest of the private sector does not always coincide with the responsibilities of the public sector. It can also become a very controversial and political issue, since the municipality has from time to time to be answerable and accountable for its actions. Some jurisdictions attempt to insulate land development from politics by delegating the authority to semi-autonomous bodies such as land development corporations; others try to manage the projects in a business-like manner by structuring specialized task-force or project teams within the civic administration to tackle the rather complicated problem of land development.

In the City of Lethbridge, different aspects of land development are handled by the Council and staff of the various departments, and the design aspects have largely been handled by the staff of the Oldman River Regional Planning Commission. While the results achieved so far have been admirable, particularly the undertaking of virtually a new community in West Lethbridge, there are times when proper coordination falters and sequence of required actions do not follow a sufficiently tight schedule. Some lessons may be learned from other examples, particularly the private sector.

These are discussed in the analysis of the land development process under the following headings:

- A. Subdivision Design and Registration
- B. Servicing Procedures
- C. Land Sales
- D. Site Development

A. Subdivision Design and Registration

1. Subdivision Design

In Lethbridge, the subdivision design process may be divided into three phases:

- (a) Concept Plan
- (b) Outline Plan
- (c) Subdivision Plan.

In order that a new area of the City be developed in an orderly manner to provide a satisfactory living environment, it is necessary for comprehensive

planning to take place over as wide an area as possible. Without comprehensive planning, piece-meal development will take place which will result in higher costs and a less satisfactory overall design.

Comprehensive planning can be achieved by means of a concept plan which establishes the major road and land-use system, and divides the area into a series of neighbourhoods; and by means of outline plans which establish road and land-use patterns in more detail for each neighbourhood, or combination of neighbourhoods. Subdivision plans, showing detailed land uses, all streets, lots and parcels, are then prepared for all, or part of a neighbourhood. The degree of detail, and the amount of information on a drawing increases as the subdivision design process progresses from concept to subdivision. The West Lethbridge example should illustrate the various stages clearly:

(a) West Lethbridge Concept Plan

This is a drawing at a scale of 2 inches to 1 mile, covering the "West Lethbridge Peninsula". It evolved from the West Lethbridge Urbanization Report; the drawing delineating in broad terms the series of villages proposed, major land use classes, and a system of arterial roads. The original concept plan was prepared in 1969, and was revised in 1973.

(b) Village Outline Plan

The Village II Community Plan is the most current in this series. The plan indicates the distribution of the various types of residential densities, estimated overall population size, facilities such as schools, churches, parks and shopping centres, and major and minor collector streets. In addition, more detailed outline plans were prepared for the different ownerships of land within the Village. Part of the land is City owned, and part is privately owned.

(c) Subdivision Plan

A subdivision design is usually drawn to a scale of 200 feet to 1 inch, and shows all the detailed land uses, individual parcels, types of residential development, and major and minor streets. The design is forwarded to the land surveyor for the preparation of a tentative plan of subdivision. A final plan of subdivision, showing lot boundaries and measurements as surveyed, is then prepared on liners for submission of registration as streets and lots.

2. Subdivision Registration

"Subdivision registration" is a term used to describe the legal procedure required under the Subdivision and Transfer Regulation, to have a tentative subdivision plan and subdivision documents approved, and eventually

registered as streets and lots. Briefly speaking, the steps required in such a procedure are the following:

- (a) The applicant is required to submit an application to the subdivision approving authority, enclosing all relevant information required by the Provincial Subdivision and Transfer Regulation.
- (b) The approving authority may request further information where necessary, and is required to obtain comments from departments and utility agencies within a prescribed period, and to decide on the application.
- (c) Based on the tentative plan, the applicant is required to submit a final plan of subdivision for endorsement by the approving authority.
- (d) After endorsing the plan of subdivision, the approving authority forwards the plan to the Provincial Planning Director for signature, who sends it to the Director of Surveys for checking and signature, and he in turn sends it to Land Titles Office for registration. Titles for the new parcels of land are then issued by the Land Titles Office.

COMMENTS:

Where an area is pre-planned and has all necessary drawings pre-approved by the City (such as in the Lakeview area), the subdivision phase of the development process shows up as a negligible portion of time required of the private developer in the whole process. Where a developer has to go through the subdivision design stage (such as the Amex case in Village II), the process can be much more time-consuming for the private developer, although the total time required for design and subdivision processing may not be that different in either case. Complaints commonly voiced by developers are delays and red tape. In fact, the City has to go through the same procedure as the private developer, and spend about the same amount of time to have a subdivision plan adopted.

The design approval and registration process for Stage IX of Village I in West Lethbridge, as shown in Appendix I, illustrates the steps and time involved, commencing with the design of a subdivision to its final registration. The design referral and subdivision approval process for Stage IX took approximately 8 months, and the registration process took approximately 10 months. As a comparison, the time taken for processing various stages of West Lethbridge are as follows:

	PHASE I Design Referral and Approval	PHASE II Registration
Stage VII	9 months	10 months
Stage VIII	20 months	5 months
Stage IX	8 months	10 months
Stage X	10 months	5 months
Stage XI	— complete information unavailable design prepared privately	6 months

An analysis of the process in Stage IX, Appendix I, shows that the time spent on the actual design and approval was relatively short. The referral process was the most time consuming. Improvement may be effected by streamlining the operation. The registration process seems to be unduly lengthy. Plan registration may sometimes be delayed because of the existence of encumbrances or other charges on a piece of land. In order to streamline the process, and to have parcels for sale at the shortest time possible, it is essential that preparatory work for the various aspects of the subdivision process is done well ahead of time. Negotiations with Irrigation Districts on water rights, and obtaining title to the land from the Alberta Housing Corporation, for example, are areas which could be more time consuming than sometimes envisaged. A case in point is the registration of the Stage IX plan of subdivision. As indicated in Appendix I, it took approximately ten months to have that particular plan registered.

RECOMMENDATIONS:

1. THAT it be the City's responsibility to have concept plans prepared delineating in broad terms, major land use classes, a system of arterial roads, and residential villages, for all major expansion areas scheduled for future development.
2. THAT, from the information contained in concept plans, a series of outline plans for smaller areas be prepared for all City land, and where possible, for private land, early in the development process, in order to facilitate the preparation of more detailed plans (such as subdivision plans) and to allow for sufficient lead time in the plan approval process. These outline plans can be treated either as official plans or only as guidelines when dealing with the subdivision of privately-owned land.
3. THAT an attempt be made to streamline and to shorten the processing time for a subdivision from commencement of the initial design to its final registration.

B. Servicing Procedures

1. Time Required for Servicing

In past years, the City used to carry out engineering servicing of both City- and privately-owned land prior to sales and development. The current trend is for the developers, especially the larger ones, to undertake the servicing of their own land. One comment often expressed by developers is the length of time required by the City to service a subdivision. Many developers feel that they can carry out servicing faster than the City due to:

- the more integrated structure and organization of a private concern as compared with the departmental structure of the City where different departments provide different services, and
- the fact that private developers usually service smaller parcels than the City.

The table in Appendix II compares the servicing of a City subdivision with a private subdivision in West Lethbridge. It appears that the size of the parcel to be serviced at each stage, and the number of work crews employed, have a direct bearing on the total amount of time required to complete the servicing. Parcels of 25 to 30 acres, as were serviced in Stage XI by private developers, apparently are more easy to handle than much larger parcels. This is especially so if work crews will not commence work in an area until the crew for another phase of the servicing work has completed its work, backfilled the land, and left the area, as is the practice in City developments. For example, the crew on electrical servicing will commence work only if the crew installing sewer and water services has completed the work for the area. A large parcel will only increase the time lapse between commencement and completion of work among crews working on different aspects of municipal servicing.

2. Servicing Standards

Another question often raised is the standard of servicing required by the City. It has been suggested by developers that engineering and servicing standards are so high that they are contributing factors for the high cost of housing. They feel that excessive land is being provided for streets and lanes based on servicing standards rather than transportation requirements.

The following quotations are from the report *A New Approach to Engineering and Planning for Land Development*, prepared by Paul Thiel Associates Limited, Bramalea, Ontario, in May 1975. As engineering consultants they feel:

"Current municipal standards are frequently restrictive, confusing, and conflicting, and not receptive to technological advances." (p. 3)

"In setting criteria, the municipal engineer should consider the merits of a performance type of criteria as opposed to a specification type of standard. This approach will require a greater degree of consideration by both private engineers in design and municipal engineers in review, but the greater flexibility and the opportunity to innovate and to use new materials and methods will result in benefits to the community which will far outweigh the extra effort required." (p. 8)

"Administration and control of new housing development necessitated adoption of municipal street construction standards and specifications . . . Little research has been carried out to update and refine these street standards, in spite of the fact that residential streets make up the majority of the mileage in the urban street network. We are now being afforded an opportunity to re-assess residential street design standards. New emerging planning concepts such as Comprehensively Planned Developments, focus attention on open spaces including streetscapes as a significant factor in today's environmental awareness. The development of C.P.D.'s will necessitate satisfactory performance of our residential streets." (p. 29)

"24-foot wide pavements are suitable for minor local streets, and 20-foot wide pavements are suitable for short cul-de-sacs. Even narrower pavements may be appropriate under special conditions, such as difficult terrain, or where it is desirable to avoid the destruction of natural features, or for one-way streets." (p. 35)

"It is obvious that greater land utilization is available if we do not blindly use standards that apply to many variables. Particularly with Comprehensively Planned Developments as described later on, the flexible approach described above becomes the obvious choice. With the present process of mapping and tracing of underground services, the need for rigid standard locations are no longer as valid as it might have been in the past. Following a visit to Europe by a special task force to study road allowances, Mr. Earl Treen, representing Ontario Hydro, wrote the following:

"As a final conclusion, we wish to point out that the social impact on the population is probably the most important of all considerations to be made. If the narrower streets will permit the developer to provide more families with a single-dwelling unit at a little extra cost to the utilities, and permit more families to enjoy the future advantages of their own home, the overall social benefit to the whole community will be a large reward for the little extra cost we may have to pay now." (p. 41)

It is apparent that there is ample room for improvement and negotiation in the area of servicing standards and requirements. The City should not lose sight of the possibility to lead other municipalities in this area in achieving cost savings in this important aspect of land development. Width of street right-of-ways, for example, has constantly been a contentious

problem. Some consulting engineers claim that there will be substantial savings in land if the right-of-way widths are related more to traffic requirements rather than to traditional water and sewer servicing standards. There is increasing evidence of a number of innovative designs requiring less land for provision of services throughout North America.

RECOMMENDATIONS:

1. THAT the City administration explore the possibility of streamlining and co-ordinating the various phases of municipal servicing with a view to reducing the amount of time required to complete the servicing of a new area.
2. THAT the possibility of dividing large subdivisions into 20 to 30-acre sections, for the purpose of phasing work activities done by City work crews, be explored.
3. THAT City operating departments formally review existing servicing standards in the context of innovative engineering practices and planning concepts in order to reduce the amount of land required for servicing.

C. Land Sales

Land sales policies may be used to influence land development so as to achieve City policies and to produce an attractive and efficient living environment by having regard to the following objectives:

1. to provide satisfactory monetary returns to the City,
2. to encourage a high quality of development and environment on the land sold, by conditions of sale,
3. to subsidize the land component in the provision of certain social needs, e.g. low-income housing,
4. to prevent further subdivision and speculation in land sold by the City to developers,
5. to ensure consistent and equitable land sales practices.

In order to attain some of the above objectives, the following devices may be used:

1. Agreements for Sale
2. Restrictive Covenants
3. Proposal Calls.

Agreements for Sale and Restrictive Covenants

These two devices are increasingly being used in the private sector by developers in order to control and co-ordinate development where construction is being carried out by different builders.

The sale of City property that has been approved by a general resolution of City Council is usually carried out through standard option to purchase, or through sales agreements. If the property is not covered by a general resolution of Council, the present procedure is that the purchaser will be required to obtain all necessary development approvals required under the Zoning or Development Control By-laws, before a recommendation is made to City Council to approve the sale of the property. A revised form of sales agreement may then need to be prepared and submitted to City Council for approval.

The practice of selling land according to an approved development proposal is a sound one, provided that drastic departures from the original proposal are not permitted later on in the process.

By means of agreements for sale and restrictive covenants, it is possible to exercise more control over the type of development, and to require higher standards than by regulatory controls such as Zoning and Development Control By-laws, and by Subdivision Regulations if the City wishes, in order to realize its objectives. As a separate document is prepared for the sale of each parcel of land, the conditions and restrictions to be included in the agreement can be varied, where appropriate, to that particular parcel. Restrictive covenants are registered against the title of the land sold.

Conditions and restrictions covered by agreements for sale and restrictive covenants could include the following:

- a) the type and design of structure to be placed on the site,
- b) the type of land use specifically allowed or not allowed,
- c) the minimum percentage of site coverage,
- d) the minimum/maximum height of a building.

The above conditions can be more specific than allowed by Zoning and Development Controls, but should be based on planning, aesthetics, townscape, municipal servicing, and other technical grounds.

Proposal Calls

A further land sales device to ensure development of a high standard is the proposal call. Somewhat similar to development scheme by-laws, which apply only to larger areas of the City, proposal calls, when properly prepared for specific sites, should generally result in projects which are more conscious of architectural considerations, market demand, townscape, and general environmental issues. In other words, the method of inviting private developers to submit proposals for the design and development of projects, such as commercial centres or apartment buildings, will create more competition among developers, and provide the City with an opportunity to select the best proposal submitted, based on overall design excellence and adherence to requirements specified in the proposal call document.

In practice, the City has in the last two years adopted this method of issuing invitations to developers to submit design proposals for various sites on the west side. These are mainly for multi-family parcels and the commercial site in Stage VI. This method does not, however, appear to have been used in recent transactions in West Lethbridge. As an indication of the procedure that should be adopted in assessing a proposal submitted, a brief description of the time table for reviewing the commercial centre in Stage VI is attached as Appendix III at the end of this report.

Implementation of Land Sales Policies

To implement land sales policies by means of sales agreements, restrictive covenants, and proposal calls, expertise is required in all aspects of land development, including property management and marketing, legal matters, land-use planning, and architectural control. The private sector is increasingly making use of this type of expertise in land development.

An administrative framework for carrying out all the related duties and responsibilities would be a pre-requisite for adopting such an approach to land development. Some re-structuring of the City administrative organization, and obtaining of additional expertise, either through extra staff or consultants, may be required.

Industrial Land Sales

Industrial land occasionally is subject to further subdivision some time after initial development has taken place. The reason given is that the land being subdivided out is surplus for the operation of the business. As a result, the City has, in regard to City-owned land, adopted the policy of requiring the subdivider to allow the City to exercise an option to purchase any undeveloped parcels of land created by the subdivision, at the original sale price, any time within five years from the date of the original purchase.

It is suggested that consideration be given to extending this time period beyond five years, and that the option to purchase be registered against the title. The original sales price should be adjusted to take the inflationary factor into account.

RECOMMENDATIONS:

1. THAT the City control development of City-owned land through land sales by such legal devices as agreements for sale, restrictive covenants, and proposal calls, in order to achieve City land development policies and to produce an attractive and efficient living environment. These legal devices should be in addition to normal regulatory controls, such as Zoning and Development Control By-laws.

2. THAT sales agreements prepared by the City be more site specific - that is, the terms and conditions should reflect the location, topography, sensitivity of a site, as well as the desirable use, height, aesthetics, structure, etc., of a building to be placed on the site.
3. THAT, in addition to the existing clauses contained in the standard form of sales agreements, each sales document shall, if considered necessary, contain a "restrictive building covenant" section established on sound planning principles, and specifying particular requirements and restrictions peculiar to a site.
4. THAT the City continue with the practice of preparing proposal calls for the development of commercial and multi-family sites in order to obtain better designed and higher quality buildings and projects.
5. THAT, in regard to land sold by the City for industrial purposes, and where the purchaser wishes to further subdivide the land, the City retain the option to purchase any undeveloped parcels of land, to be created by the subdivision, at the original sale price adjusted according to the cost of living index or some other similar device to take the inflationary factor into account.
6. THAT consideration be given to re-structuring the City administrative organization and obtaining additional expertise in order to carry out land sales policies in a satisfactory manner, having regard to land marketing and management considerations, and the need to produce an attractive and efficient living environment.

D. Site Development

Site development, that part of the development process coming after municipal servicing and land sales, involves the design and construction of buildings or other improvements on a site in a systematic manner, in order to put the piece of land to its proper use. Main points to be considered under this section are:

1. introduction of aesthetic and architectural control into the process,
2. implementation and enforcement of conditions of approval,
3. dissemination of information to the public,
4. municipal work done in conjunction with building development.

1. Introduction of Aesthetic and Architectural Control

As discussed in more detail in Part V, some developers in the private sector are implementing a co-ordinated system of aesthetic and architectural input and control into the development process. Housing design, streetscape, exterior finishes, and landscaping are only some of the considerations given to individual projects, sometimes involving a number of builders. When applied to the public sector, this system of architectural control has not always been successful, since the concept is fairly new to most people, and the entire issue can become very political.

In order to ensure a superior living environment, an environment which takes aesthetics into consideration, it may be necessary to make use of the expertise of outside agencies and consultants, or hire specially qualified staff. This will be further discussed in the section on architectural design.

2. Implementation and Enforcement of Conditions of Approval

The current practice in dealing with development applications is to approve certain developments subject to a series of conditions. These conditions may include clauses on landscaping, fencing requirements, or exterior finishes. These are sometimes considered by builders to be incidental to the development, and the conditions are consequently not fully satisfied. Home owners, who subsequently purchase the dwellings, are not always aware of the conditions.

In order to have conditions of approval fully met, so as to produce the desired result in development, it may be necessary to devise a system of occupancy permits, or to impose performance bonds or other means of guarantees considered satisfactory to the City.

3. Dissemination of Information to the Public

Certain decisions made in the process of subdivision design or development approval may affect more than one property owner in an area. The following are two examples of these decisions:

1. location of multi-family sites, commercial or other uses, in a residential neighbourhood,
2. requirements for walkway easements or utility easements.

Developers or home buyers sometimes claim that they have no prior knowledge of these decisions or requirements. They either object vehemently to the use of adjoining parcels for particular purposes, or fail to comply with necessary requirements or conditions of approval.

In order to rectify the situation, it may be necessary to establish formal procedures for the dissemination of relevant information to the public.

4. Municipal Work Done in Conjunction with Building Development

Certain municipal work, such as the paving of streets or the landscaping of parks, is not carried out until building construction has been completed. There are legitimate reasons for scheduling municipal work in this manner, and usually the new residents are satisfied with the services and facilities provided.

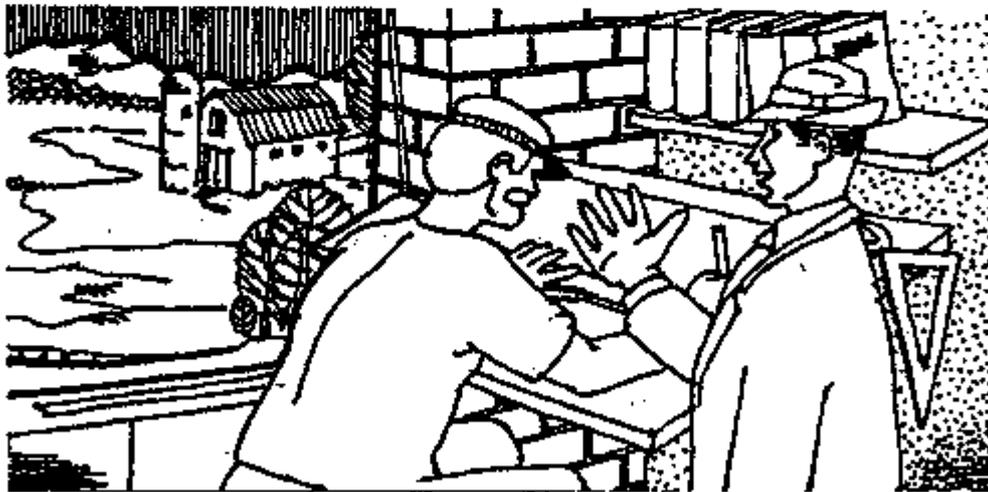
However, the landscaping of park areas and boulevards is often not carried out until some time after building construction in a new subdivision has been completed. This not only elicits complaints from residents, but also leaves an important part of the total development process unfulfilled. It is suggested that capital works programs should take into account the timing and funding of projects such as the planting of trees in boulevards or public parks, the paving of streets, etc.

LAND DEVELOPMENT PROCESS – GENERAL RECOMMENDATION

THAT consideration be given to better co-ordinating and streamlining the land development process consisting of:

- Subdivision Design and Registration
- Servicing Procedures
- Land Sales
- Site Development.

V.
SUBDIVISION DESIGN
AND CONTROL



V. SUBDIVISION DESIGN AND CONTROL

An outcome of the land development process is the provision of residential land for the growing population. This process should be people-oriented, and the land provided should reflect sound principles and elements of design for creating pleasing living environments and safe residential neighbourhoods.

The City may influence design and the living environment in the following ways:

1. Through land ownership it may promote a high standard of subdivision design and intermixture of housing types; through sales policies it may influence the design and type of buildings, particularly multi-family type.
2. Through provision of:
 - attractive environmental features such as public benches, bus shelters, street lighting standards, street signs,
 - attractive landscaping of boulevards, green strips, parks and other public spaces,
 - adequate and well designed community buildings and facilities.
3. Through regulatory methods, such as zoning and development control by-laws.

This section of the report attempts to describe different design considerations, including balanced neighbourhoods and other environmental features.

A. Concepts in Subdivision Design

Recent concepts in subdivision design, employing techniques such as comprehensively planned development, planned unit development, and cluster plans, are a far cry from the days of the grid pattern of streets. These current concepts are considered by planning practitioners as more practical and more relevant in this motor-car age. A comparison of the two different systems can be summarized as follows:

	Conventional Gridiron Plan	Comprehensive Development Plan
Streets and Lanes	No differentiation made between streets as to their function Close to 40% of the land used for roads and lanes Abundance of cross-intersections not conducive to traffic safety or convenience	Hierarchy of streets established according to function No more than 30% of the land used for this purpose Separation of local and through-traffic, and introduction of T-intersections reduce traffic hazards
Topography	Topography of site completely ignored	Streets and physical design sympathetic to land form and special features

Community Facilities	Facilities, such as churches and schools, indiscriminately dispersed in the neighbourhood	Facilities grouped in convenient accessible spots attractively sited
Streetscape	Miles of straight streets and uniform building set-backs produce monotony in the townscape	Streets conforming to contours, and varied building set-backs create interesting, attractive neighbourhoods
Parks and Open Spaces	Generally surrounded on four sides by streets. Expensive and under-utilized.	Less exposed to vehicular traffic. Safer, more economical, and more popular.
Street Numbering and Naming	Easy to number and to locate addresses	Conventional numbering system cannot be applied. Names normally used. Addresses not always easily located.

Whatever name is used for a comprehensive development plan, one objective common to all of these is the desire to achieve "livability" in a neighbourhood or subdivision. Quite often, more public open space is provided in exchange for a higher overall density. The open space system is also used to achieve smaller groupings or clusters of dwellings with different densities and housing characteristics.

This type of approach to subdivision design is not always accepted by residents accustomed to the conventional gridiron pattern with street numbering. As an example of the resistance to change, the West Lethbridge village concept was not readily accepted by the local builders. Even then, the open space and walkway system was abandoned in favour of the more conventional road-and-lane system in the recent stages of development. Ironically, local developers have recently come in with proposals showing open spaces linked by walkways, and not by lanes. They felt that it would provide a more attractive design and be a sales feature. This "sales feature", particularly where landscaping has been carried out early, has been proven in many developments across North America with correspondingly high resale values.

B. Balanced Neighbourhoods

A usual characteristic of a new residential neighbourhood is the lower average age of the heads of households. These households usually consist of young families without children, or with children of pre-school or elementary-school age. This homogeneity in the age structure is often transformed into land-use problems for the physical planner, and into social problems for the social planner. The large number of children reaching elementary school at about the same time, means the provision of additional school places, and the discarding of these at a later date; most households going through the same phase of the life-cycle means a lack of contact and communication with other

age groups. Until recently, this phenomenon was usually reinforced by the fact that housing accommodation in new areas consisted of predominantly single-family dwellings. The trend to a greater variety of housing types, with the advent of more rental and multi-family types, may ensure a more balanced neighbourhood, and better use of facilities, such as schools, over a longer period of time.

Until recently, North American cities such as Lethbridge, were predominantly single family. In the period 1960-1965, approximately 93% of all new residential construction in Lethbridge was single-family housing. Over the last few years there has been a considerable rise in the number of multi-family dwellings constructed, both in Lethbridge as well as in other communities in Canada. For example, in 1976, over 60% of all dwellings constructed in Lethbridge were multi-family; the average over the last three years is around 50%. At the present time, approximately 43% of dwelling units in Village I (Varsity Village), West Lethbridge, are multi-family. The main reason for the increase in the number of multi-family dwellings is largely due to the rise in cost of land and buildings, and to the increase in demand for rental accommodation.

Due to the increase in multi-family dwellings, and the change-over from the grid system, new neighbourhoods are visually different from older neighbourhoods, and not always easily accepted by City residents, particularly older people. Although ways may be found to build cheaper single-family houses designed to fit smaller lots, it would appear that at least 50% of all dwelling units built in the future will be other than single-family dwellings. Two opposite methods of locating new development are:

1. To rigidly segregate multi-family houses from single family, and further break down the multi-family development by similar types, e.g. duplex, row houses, apartment.
2. To mix all housing types, both multi-family and single-family, indiscriminately.

It is felt that neither of the extremes is the correct solution. In West Lethbridge a variety of housing types has been provided in the first village. An effort has been made to integrate two-family dwellings and some mobile homes with single-family dwellings. Multi-family dwellings, such as townhouses and apartments, have been restricted to small groupings rather than segregated into large areas. It is felt that, if sensitively handled, this approach can provide a satisfactory environment both from a visual and a social point of view.

If multi-family dwellings are concentrated in overlarge areas, an unbalanced neighbourhood results, and a social stigma is attached to the area. The objective should be to produce a balanced neighbourhood providing for a variety of housing types for people of different age groups, and preferably from different walks of life. This means the provision of accommodation for one and two persons, as well as for families with children. It means rental, as well as owner-occupied accommodation, and the provision of special accommodation such as subsidized housing for senior citizens.

Restricting multi-family developments to small groups distributed throughout the village or neighbourhood does not mean indiscriminate mixing with single family housing types. Special attention must be paid to the siting, type, density, height and location of multi-family development in such a way that they blend in and are not visually and functionally detrimental to the neighbourhood. This can be accomplished by comprehensive siting plans clearly setting out location, and guidelines as to types, design, and landscaping standards. A good rapport with the public is required, as well as stringent implementation of the policies and standards. Both the developers and prospective residents should be made fully aware of the intent of the policies and standards.

In West Lethbridge many innovative ideas were proposed and most were carried out, although in some cases there were problems in acceptance and implementation, e.g. building material, colours, and fence requirements. The emphasis was largely placed on the single-family section. It is felt that, while this is important and every effort should be made to encourage high standards of single-family development which is pleasing in appearance and grouping, more emphasis should be placed on multi-family development having regard to the following:

1. Scale of the building in relation to adjoining buildings and spaces,
2. Appearance - building materials, colour, and design,
3. Landscaping - should be carried out as early as possible,
4. Off-street Parking - adequate provision should be made so as to minimize the need for on-street parking,
5. Screening of storage and parking areas - so that they are not readily visible from the street and adjoining residences.

The objective should be to reduce the visual impact of multi-family developments by blending in with other residential developments. When properly located and designed, multi-family development can add variety and interest to a neighbourhood, and contribute to its appearance. Small scale multi-family developments, such as duplexes, can blend in with single-family houses, and be intermixed provided attention is given to design.

As mentioned in Part IV, one method of achieving a high standard of multi-family development would be through land sales and exercising the proposal-call method in a positive manner to influence good design.

The siting of other land uses, such as shops, schools, community facilities, churches, and parks, are important in producing a functional and balanced neighbourhood. This has been attempted in the village plan in West Lethbridge.

C. Environmental Features

1. Street Furniture

The following features are usually required in a neighbourhood. If properly sited and designed, they can contribute visually to, rather than detract from a neighbourhood.

- a) public benches,
- b) bus, and other shelters,
- c) telephone booths,
- d) mail boxes,
- e) street lighting standards,
- f) street signs, and other identification signs,
- g) fire hydrants.

Care should be given to the location and design of other features, such as garbage containers and transformers, which are visible from the street or from a public space.

2. Landscaping

Landscaping is very important in a new neighbourhood from a visual viewpoint. It has both a maturing and a cohesive effect on a neighbourhood; it softens the hard lines of buildings and links them together, in addition to screening unsightly areas such as storage and off-street parking. A co-ordinated program to ensure that the development of open space and landscaping occurs at the same time, or shortly after residential, industrial, or other construction, is extremely important to the residents, as well as from an environmental point of view.

Locating housing in a "green setting" has been the determining factor behind the subdivision design prepared for the early stages of the West Lethbridge development. The walkways and incidental parks, weaving through residential areas and leading to major parks and open spaces, are essential parts of an overall park system for the area bounded by Columbia and McGill Boulevards, and between University Drive and McMaster Boulevard. Housing construction commenced late in 1973 and continued until the end of 1975 when most of the parcels were built upon.

The original objective was to have the area, particularly the incidental parks, landscaped complete with mature trees and playground equipment by the time the residential dwellings were ready for occupation. By adhering to such a time schedule, it would have enabled the City early in the development of West Lethbridge to illustrate to potential home buyers in a reasonably conclusive manner the main differences between the comprehensive approach in

subdivision design adopted for West Lethbridge and the more conventional gridiron approach. Unfortunately, the landscaping was not started until recently, and will not be completed for some time to come. Until the community buildings, schools, and shopping facilities are in place, the walkway concept cannot be assessed for its suitability and acceptability in Lethbridge. Until the landscaping for the walkways and incidental parks and playgrounds is complete, the development phase for the early stages of Village 1 is still in progress.

There are a number of examples in private enterprise of landscaping being carried out early in the development process. For example, in the Park Meadows subdivision in North Lethbridge, the 5.5-acre park lying south of Honeysuckle Road and east of 23rd Street North, was completely landscaped with berming, tree-planting, ground cover, etc., at about the same time as the residential dwellings were completed. Some private developers have realized the importance of landscaping, and that it is a sales feature which contributes to the success of the land development operation.

D. Architectural Design and Control

This relates to the control of design features, such as the exterior elevation and finish of buildings, the location and material used for fences, landscaping, grouping or clustering of buildings, streetscape and street furniture, etc. Architectural control, as exercised by the public sector, has not always been successful, since current plan-approval procedures do not readily permit the enforcement of proper design controls. An attempt was made by the City through Comprehensive Siting Plans and design standards, but was found to be difficult to implement and enforce. For the system to be successful, there must be a good rapport with the public and the developers, both at the outset of the development of a new area, and as building construction in the neighbourhood proceeds.

In West Lethbridge, control was exercised through the regulatory methods of the Development Control By-law.

When planning for West Lethbridge was taking place in 1971, there were few examples of successful design controls both in the public and private sectors, and many of the design proposals for West Lethbridge were innovative. In the last few years, land developers in the private sector are becoming aware of the advantages to be gained by co-ordinating and controlling the design of buildings and the development of a subdivision. An increasing number of developers are employing architects specializing in the field of co-ordinating development. Implementation and enforcement is carried out through conditions of sale. This approach may be worthy of consideration by the City.

Appendix IV contains extracts from a brochure prepared for a Calgary developer in order to co-ordinate and control the development of a subdivision by different builders. As can be seen in the text, control is exercised over the following items, among others:

1. housing design,
2. materials to be used,
3. streetscape,
4. fences and screen walls,
5. landscaping.

Reasons given for enforcing architectural controls in new subdivisions developed by the private sector, include the following:

1. enhancing the visual appearance and living environment of the area,
2. safeguarding the resale value of the properties,
3. remaining competitive in the development field,
4. enhancing the corporate image.

Implementation of Architectural Control and Design

For implementation to be effective, developers and the public must be made fully aware of the intent and purpose of design standards and requirements, and consistent methods of enforcement must be applied.

RECOMMENDATIONS:

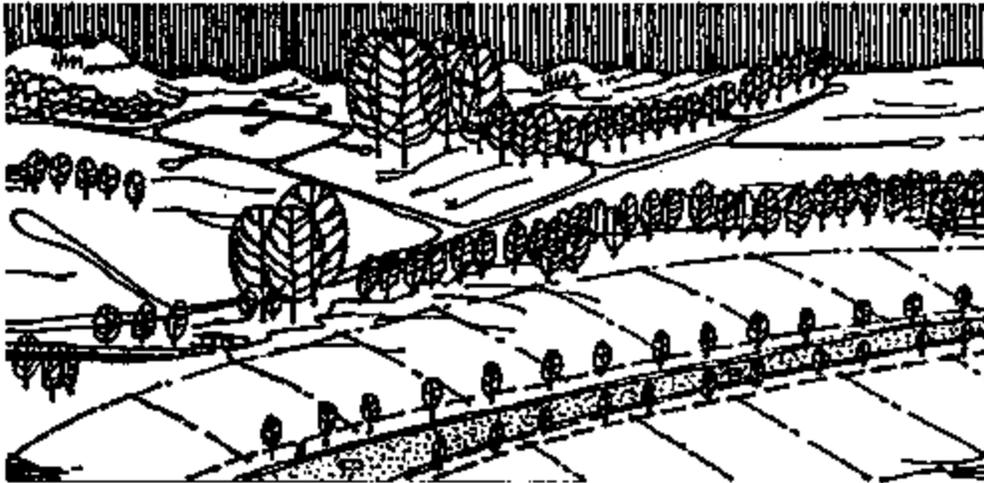
1. THAT the City encourage a high standard of design and living environment for both private- and City-residential development.
2. THAT development of new residential areas be in the form of balanced neighbourhoods containing a full range of housing types, both single and multi-family; and both owner occupied and rental.
3. THAT the "Village" approach to residential development be continued, and that multi-family developments, such as townhouses and apartments, be restricted to small groupings rather than segregated into large areas.
4. THAT efforts be made to encourage high visual standards in single-family developments to ensure that it is pleasing in appearance and in grouping.
5. THAT efforts be made to blend in multi-family with other developments, and to reduce the impact on the neighbourhood, particularly on single-family residential, and that the following criteria be applied:

- scale of the building in relation to adjoining buildings and spaces,
 - appearance - building materials, colour, and design,
 - landscaping - should be carried out as early as possible,
 - off-street parking - adequate provision should be made so as to minimize the need for on-street parking.
 - screening of storage and parking areas - so that they are not readily visible from the street and adjoining residences.
6. THAT the proposal-call method be used to promote a high standard of multi-family development on City land.
 7. THAT attention be given to the siting and design of street furniture, in order to contribute visually to the neighbourhood.
 8. THAT landscaping be promoted in the development of a neighbourhood, and that a co-ordinated program be implemented to ensure that development of open space and landscaping occurs at the same time, or shortly after residential, industrial, and other construction.
 9. THAT the City study the methods being used by certain private developers in co-ordinating and controlling the development of a subdivision, particularly the use of architectural specialists for co-ordination and control of development by individual builders.

NOTE:

Additional comments and policies on design and appearance will be included in the Industrial and residential sections of the General Plan Review.

VI. CONCLUSION



VI. CONCLUSION

City Council has re-affirmed its policy of continuing in the land development business. Judging from the amount of serviced land provided by the City in the last few years, as a ratio of the total amount of land actually developed, it is apparent that the City has asserted a strong influence on various aspects of land development.

In the area of land banking and ownership, the City currently has sufficient holdings equivalent to approximately another fifteen year's supply, assuming a 50% presence. Perhaps this degree of participation could be reviewed from time to time by City Council, taking into consideration such broader issues as the general economic outlook, current rate of population growth, the residential land market, and the availability of mortgage money. The over-riding objective, of course, is to effectively influence the rate of development and the price of land. In future years it may be necessary for the City to have a closer working relationship with the private sector in order to enable the City to develop appropriate areas of land at the right time and in the right location.

In the area of land development, four different procedures have been discussed in the report. These are: a) subdivision design and registration, b) servicing procedures, c) land sales, and d) site development. Large private developers usually have an integrated organization for land development, and some cities have separate departments or project teams for land development. Lethbridge has made use of its existing departmental structure, and in this regard has done a commendable job of putting a large number of residential parcels for development on stream. However, in order to compete with the private sector on equal terms, some streamlining of servicing procedures and better co-ordination at every stage of development may be necessary. Innovative ideas in servicing, and more positive methods of achieving development control, should not be overlooked in the process. More expertise in selected fields of land development may be required either by addition to the staff, or by acquiring the services of private consultants.

Design concepts and environmental considerations are areas requiring salesmanship and much convincing. The village system of approach towards residential development has proven to be satisfactory in other jurisdictions, and there is no reason why it should be less successful in the Lethbridge case. The trend towards more multi-family structures is well established, and not likely to reverse. More attention should, therefore, be paid to not only the location and grouping of multi-family sites, but also to the design and massing of the structures. Details, such as street furniture and landscaping, will also be positive elements in achieving pleasing streetscapes and providing proper transition between land uses and housing types.

The climate is right, and the opportunity exists for making another step forward in pursuing the goal of improving the urban environment through the type of land development processes and policies outlined in this report. With dedication and conscious effort on the part of City Council and the administration, the objectives can be obtained, and concrete results achieved within the next planning period.

A P P E N D I C E S

- I. Timing of West Lethbridge — Stage IX
 Design Approval and Registration**

- II. Comparison of Servicing by Private and Public Sectors**

- III. West Lethbridge — Stage VI
 Time-Table for Proposal Call for Commercial Development**

- IV. Examples of Architectural Control by Private Sector**

**TIMING OF WEST LETHBRIDGE – STAGE IX
DESIGN APPROVAL AND REGISTRATION**

- | | |
|--|--|
| INITIAL DESIGN | <ul style="list-style-type: none"> — November 1975 - Site inspection and commencement of subdivision design by Oldman River Regional Planning Commission staff — December 2, 1975 - Initial Subdivision design (Plan 1.A.218) forwarded to City Administration for comments |
| COMMENT STAGE | <ul style="list-style-type: none"> — December 8, 1975 - Meeting of West Lethbridge Administration Team to discuss Stage IX plan — December 8-15, 1975 - Comments received from City Departments |
| REVISED PLAN STAGE | <ul style="list-style-type: none"> — January 7, 1976 - Revised Subdivision Plan forwarded to the City Departments and Utility Agencies — January 12, 1976 - Comments received from Alberta Government Telephones — January 13, 1976 - Comments received from Gas Company — January 14-23, 1976 - Comments received from City Departments — January 16, 1976 - Sketch forwarded to Utilities Director and Community Services Director, re: 30' easement requested by Engineering Director — January 23, 1976 - Memo from Utilities Department, re: easements — January 26, 1976 - Memo to Community Services Department, re: Utilities memo of January 23, 1976 — February 5, 1976 - Memo from Community Services Department confirming Utility Easements |
| FINAL DESIGN AND PRELIMINARY APPROVAL STAGE | <ul style="list-style-type: none"> — February 5, 1976 - Memo to City Departments together with final design drawing — February 5, 1976 - Memo to Land Sales Committee, re: status of design drawings — February 5, 1976 - Memo to Municipal Planning Commission, re: adoption of design drawing — February 18, 1976 - Memo from Secretary of the Municipal Planning Commission, re: approval of design — February 19, 1976 - Memo to City Council requesting authorization to proceed with plan registration — February 23, 1976 - Resolution of City Council authorizing plan registration |

**APPLICATION
FOR SUBDIVISION**

- March 10, 1976 - Subdivision application by Brown, Okamura and Associates (Tentative Plan) received by O.R.R.P.C.
- March 11, 1976 - Memo to Municipal Planning Commission on subdivision application
- March 17, 1976 - Subdivision Application 76-0-96 recommended for approval by Municipal Planning Commission
- March 18, 1976 - Tentative approval of Subdivision Application by O.R.R.P.C.
- May 31, 1976 - Final linen from Surveyor received by O.R.R.P.C. (street names unavailable until this time)
- June 2, 1976 - Submission to the City for signatures
- June 21, 1976 - Returned from City Hall with signatures
- June 23, 1976 - Returned to Surveyor for a change on Reserve designation
- June 24, 1976 - Endorsed by Executive Director, O.R.R.P.C.

REGISTRATION

- June 29, 1976 - Plan received by Provincial Planning Director, Alberta Municipal Affairs, for commencement of registration process*
- May 4, 1977 - Plan registered in Land Titles Office

* During the registration process, the Plan was forwarded from the Provincial Planning Director, Alberta Municipal Affairs, to the Director of Surveys, and then to the Land Titles Office in Calgary.

	WEST LETHBRIDGE — STAGE XI (Private Subdivision)		WEST LETHBRIDGE — STAGE IX (City Subdivision)	
	PHASE I	PHASE II	PHASE I	PHASE II
Size of parcel serviced	24 acres	28 acres	55 acres	13 acres
Time required to install water and sewer services	45 days	60 days	130 days	40 days
Number of crews employed	2	1½	3	1
Housing Construction (July 1977)	1 completed (show home)	N/A (not applicable)	1 completed	N/A (not applicable)
	3 painting stage (drywalling and exterior completed)		—	
	1 drywall stage		—	
	4 framing stage		5 framing stage	
	10 basement complete		3 basement stage	
	19 — Total under construction		9 — Total under construction	
Date: Subdivision Plan forwarded to Province	Nov. 19, 1976	N/A	June 28, 1976	N/A
Date: Subdivision Plan registered	May 10, 1977 (6 months)	N/A	May 4, 1977 (10 months)	N/A

NOTE: The following factors have not been included in the compilation of the table:

1. Number of hours worked per day (e.g. overtime),
2. Incentive for completion before schedule,
3. Soil characteristics,
4. Number of persons in work crew.

**WEST LETHBRIDGE – STAGE VI
PROPOSAL CALL FOR COMMERCIAL DEVELOPMENT**

- | | |
|-------------------|---|
| May 6, 1975 | — Meeting of West Lethbridge Project Team to discuss preliminary subdivision proposal prepared by the Oldman River Regional Planning Commission |
| May 13, 1975 | — Meeting of West Lethbridge Project Team — adopted alternate 'D' for the subdivision of Stage VI |
| July 18, 1975 | — Draft Proposal Call prepared by O.R.R.P.C. and discussed with City Solicitor |
| July 29, 1975 | — Draft Sales Agreement prepared by City Solicitor |
| August 25, 1975 | — Proposal calls sent out by Director of Business Development |
| October 15, 1975 | — Closing date for receiving proposal calls |
| October 24, 1975 | — Meeting with developers to discuss proposals submitted |
| November 3, 1975 | — Meeting of West Lethbridge Project Team to receive report from O.R.R.P.C. re: submissions received from four developers |
| November 7, 1975 | — Recommendation by Director of Business Development to Land Sales Committee re: proposals |
| November 12, 1975 | — Land Sales Committee considered proposal prior to submission to City Council |
| November 17, 1975 | — City Council approved sale of commercial site to successful proponent |
| June 11, 1976 | — Comprehensive Siting Plan for Stage VI prepared by O.R.R.P.C. |
| July 7, 1976 | — Application for development received by Municipal Planning Commission |
| July 28, 1976 | — M.P.C. approved development proposal |
| November 10, 1976 | — Building Permit for commercial structure issued |
| April 14, 1977 | — First business (bank) opened |

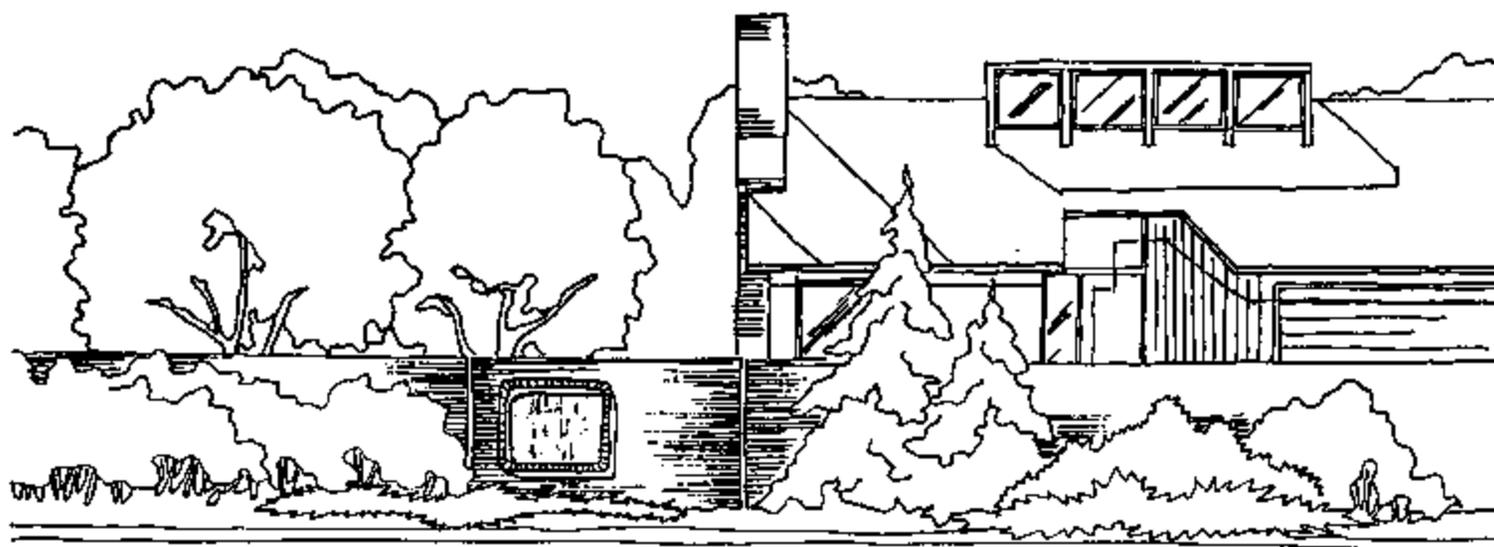
EXAMPLES OF ARCHITECTURAL CONTROL BY PRIVATE SECTOR

The following pages are taken from a brochure prepared by B. Pendergast, architect, for Abbey Glen Property Corporation, in the development of Silver Springs Grove in Calgary.

It was used for the co-ordination of development by different builders.

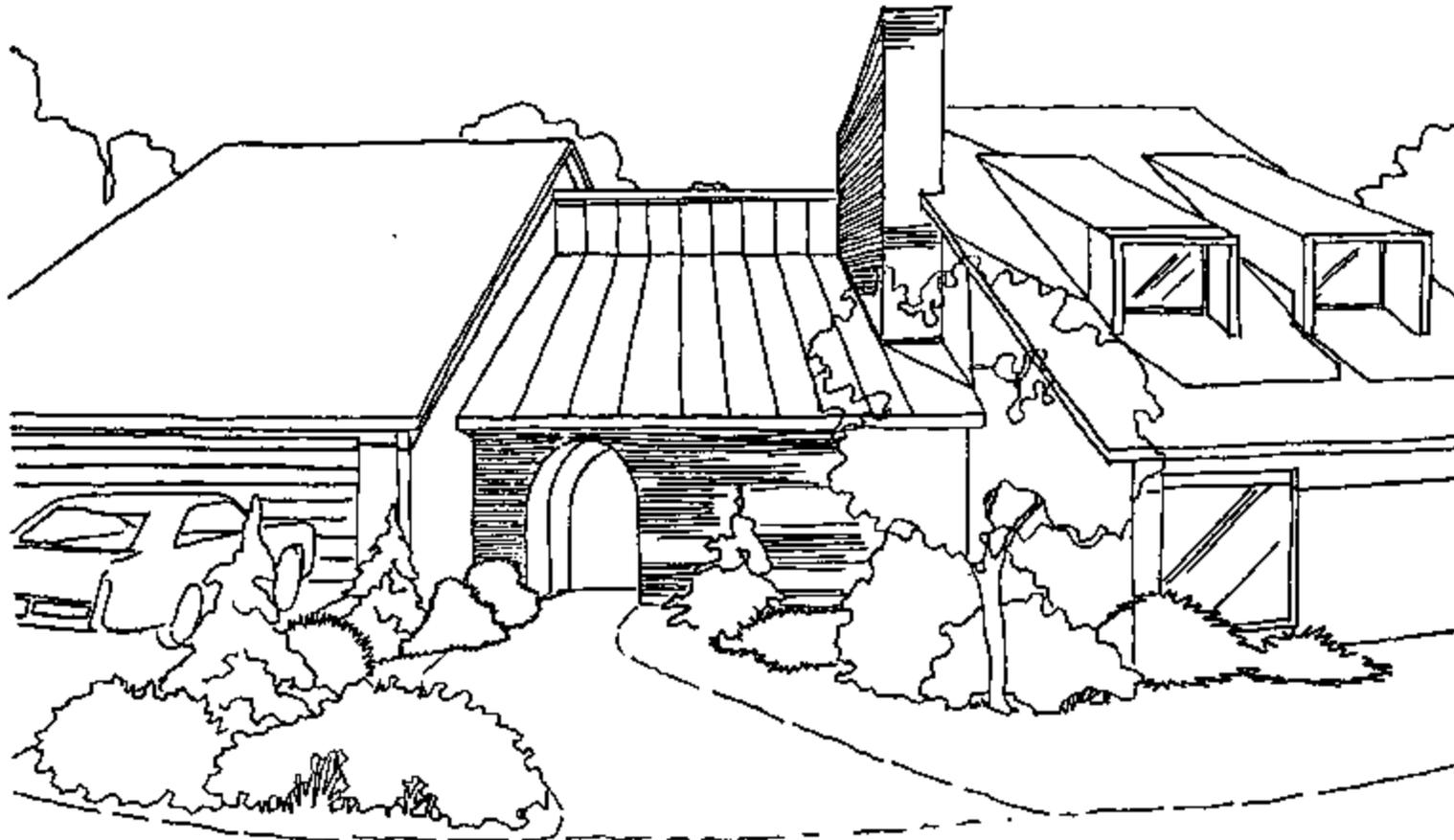
HOMES ARE TO BE DESIGNED BY REGISTERED ARCHITECTS OR EXPERIENCED HOUSE DESIGNERS;
HOMES ARE TO INCORPORATE A HIGH QUALITY OF LAYOUT AND FINISH, AND SHOULD RELATE
TO THE NEEDS OF INDIVIDUAL FAMILIES.

THE OBJECTIVE IS TO DEVELOP A WELL-PLANNED DESIGN--NOT ONE WHICH MERELY OFFERS EXCESSIVE SPACE AND AN OVERBEARING FACADE.



HOUSE DESIGNS ARE TO EXPLORE A VARIETY OF LAYOUTS IN A THREE-DIMENSIONAL MANNER, SO INDOOR AND OUTDOOR SPACES ARE THOROUGHLY INTEGRATED. CONSIDERATION SHOULD ALSO BE GIVEN TO SHELTERING PATIO/COURTYARD/DECK AREAS, AS WELL AS TO TAKING FULL ADVANTAGE OF CALGARY'S CLIMATE.

NATURAL MATERIALS--SUCH AS BRICK AND TIMBER--ARE TO BE USED THROUGHOUT THE SUB-DIVISION, TO LESSEN THE IMPACT OF MAN-MADE OBJECTS AND TO HELP THESE BLEND WITH THE SURROUNDINGS.



TRADITIONAL AND MODERN FORMS, COMBINED WITH THE USE OF NATURAL MATERIALS, ARE TO BE USED IN A MANNER CONDUCTIVE TO ACHIEVING INDIVIDUALITY (THROUGH IMAGINATIVE MANIPULATION OF INTERIOR AND EXTERIOR SPACES).

NOTE: MOCK PERIOD STYLES (EG. "TUDOR", "GEORGIAN", "ANTE BELLUM", AND "SPANISH", ETC.) WILL NOT BE PERMITTED.

THE STREET

THE MAIN CONCERN IN THE STREET ELEVATION IS TO BLEND BUILDINGS WITH LANDSCAPING.

IN A RESIDENTIAL DEVELOPMENT, VISUAL INTEREST IS CREATED MORE BY AN ARRANGEMENT OF RELATED HOUSE TYPES/SHAPES THAN BY SHEER VARIETY OF TYPES; SHARP CONTRASTS IN SIZE OR SHAPE, COLOURS, OR MATERIALS, CREATE DISHARMONY.

SUCH CONTRASTS SHOULD BE CAREFULLY AVOIDED, IN ORDER TO MAINTAIN THE VISUAL QUALITY OF THE STREET.

BUILDERS, THEREFORE, ARE TO CONSIDER THE FOLLOWING WHEN DEVELOPING HOUSE DESIGNS:

THE HOUSE SHOULD BE COMPATIBLE IN TERMS OF DESIGN, CONTROL, THE LOT CHOSEN, ADJACENT HOMES, ETC.;

SIMILAR ROOF STYLES/PITCHES HELP TO COORDINATE RELATIONSHIPS BETWEEN VARIOUS BUILDINGS;

MONOTONY RESULTS FROM EXTENSIVE USE OF THE SAME HOUSE TYPE, ESPECIALLY IN ADJACENT SITUATIONS;

RESOLVING DIFFICULT VISUAL RELATIONSHIPS IS NOT ALWAYS POSSIBLE BY APPLYING SPECIFIC RULES.

FENCING/SCREEN WALLS

PERIMETER FENCING WILL BE PROVIDED BY ABBEY GLEN PROPERTY CORPORATION, AS SHOWN ON THE LAYOUT DRAWING.

INDIVIDUAL HOUSE FENCING THROUGHOUT THE DEVELOPMENT SHOULD FOLLOW THE PRINCIPLES OF UNIFIED APPEARANCE AND CONSIDERATION OF ADJOINING HOUSES (SEE DRAWING NEXT PAGE).

NOTE: PROPER PROVISION MUST BE MADE FOR STORAGE AND EASY COLLECTION OF GARBAGE, WITHIN THE DESIGN OF THE OUTER FENCE OR SCREEN WALL.

RETAINING WALLS

FOR SIDE YARDS AND IN THE CASE OF UNDER-DRIVE GARAGES, A MAXIMUM SLOPE OF 1:3 (A 33.3% GRADE) IS PERMITTED.

SHOULD THE BUILDER NOT BE ABLE TO MAINTAIN THIS GRADIENT, HE WILL BE RESPONSIBLE FOR CONSTRUCTING A BRICK-FACED RETAINING WALL.

A WIDER SIDE YARD, OR THE CONTINUATION OF THE SIDE YARD SLOPE FURTHER ACROSS THE LOT, MAY CORRECT SOME GRADE PROBLEMS.

WHERE A RETAINING WALL EXCEEDS THREE (3) FEET IN HEIGHT (FROM FINISHED GROUND LEVEL TO FINISHED GROUND LEVEL), EITHER WEEPING TILE IS TO BE USED ALONG THE ENTIRE LENGTH OF THE RETAINING WALL, OR, PROVISION FOR DISTRIBUTION OF WATER AT SIX (6) FOOT INTERVALS MUST BE INCORPORATED IN THE CONSTRUCTION OF THE RETAINING WALL.

A PLANNED PROGRAM OF INDIVIDUAL AND OVERALL LANDSCAPING IS BEING CARRIED OUT BY ABBEY GLEN PROPERTY CORPORATION BASED ON DESIGNS BY BUTLER KREBES AND ASSOCIATES: LANDSCAPE ARCHITECTS.

ARCHITECTS, HOUSE DESIGNERS AND BUILDERS ARE TO WORK CLOSELY WITH BUTLER KREBES IN ALL STAGES OF DESIGN, TO FULLY INTEGRATE BUILDINGS AND SURROUNDING LANDSCAPE.

EXTENSIVE LANDSCAPING WITH MATURE TREES AND SHRUBS IS PLANNED THROUGHOUT THE DEVELOPMENT; A BERMED PARK AREA, WITH GAZEBO AND BARBECUE PITS, RECREATION AND PLAY AREAS, WILL BE CENTRALLY LOCATED.

LANDSCAPING OF THE PARK AND ENTRY AREAS WILL BE CARRIED OUT BEFORE HOUSE CONSTRUCTION COMMENCES BY ABBEY GLEN PROPERTY CORPORATION.

AN UNDERGROUND SPRINKLER SYSTEM WILL BE INSTALLED BY ABBEY GLEN PROPERTY CORPORATION IN THE PARK AREA. THE WATER LINES AND THEIR CONNECTIONS TO EACH LOT HAVE BEEN ADEQUATELY SIZED FOR AN UNDERGROUND SPRINKLER SYSTEM SHOULD ANY BUILDER WISH TO INSTALL IT.

EACH LOT IS TO BE LANDSCAPED ACCORDING TO A LANDSCAPE PLAN PREPARED FOR EACH INDIVIDUAL LOT ONCE PLANS FOR THE HOME ARE APPROVED, IN ORDER TO COORDINATE EACH SITE'S LANDSCAPE DEVELOPMENT WITH ITS RESPECTIVE HOUSE.

ABBAY GLEN PROPERTY CORPORATION, UNTIL OCTOBER 1ST, 1976, WILL INSTALL THE FOLLOWING MATERIALS ON EACH LOT:

- 3 EVERGREEN TREES (10-12' HGT.)
- 2 DECIDUOUS TREES (3½-4" CAL.)
- 2 DECIDUOUS ORNAMENTAL TREES (2-2½" CAL.)
- 15 DECIDUOUS SHRUBS (24-30" HGT.)

(ALL SPECIES SELECTED TO BE HARDY TO THIS LOCALE.)

FINISHING MATERIAL CONTROLS ARE AN ESSENTIAL ELEMENT OF COORDINATED DESIGN. EMPHASIS WILL BE PLACED ON THE USE OF NATURAL MATERIALS, SUCH AS BRICK AND TIMBER, AND THE USE OF EARTHTONE COLOURS.

BELOW IS A TABLE OF COLOURS AND MATERIALS WHICH ARE ACCEPTABLE IN SILVER SPRINGS GROVE:

ROOF:	CONCRETE OR CLAY TILES CEDAR SHAKES	BROWNS, GREYS, TERRA COTTA COLOURS NATURAL
SIDING:	CEDAR BOARDING OR SIMILAR	OLYMPIC SOLID STAINS: CALIFORNIA RUSTIC, RUSSET MAHOGANY, CHAMOIS, BEIGE, GREY, COCOA, NEW BARK, OLIVE BRANCH, HARVEST GOLD, CURRY, GREEN GOLD, ANTIQUE BRASS, BUTTERNUT, SAGE, BRONZE, BAY- BERRY, AVOCADO, CAPE COD GREY, BEACHWOOD, AND HERITAGE BLUE. OLYMPIC SEMI-TRANSPARENT STAINS: 700, 704, 705, 707, 708, 709, 710, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 900, 901, 902, 904, 906, 908, 909, 911, 914, 916, 917, and 918.
TRIM: (DOORS/WINDOWS)		SAME AS FOR SIDING.
BRICK:		MEDICINE HAT - BROWN TONES ESTIVAN - BROWN TONES
STONE:		TO BE APPROVED BY ARCHITECT.

SAMPLES ARE AVAILABLE AT BARRY PENDERGAST'S OFFICE.

