

Strathcona County

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CENTRE IN THE PARK BUSINESS PLAN



Strathcona County

CENTRE IN THE PARK BUSINESS PLAN

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CENTRE IN THE PARK BUSINESS PLAN

I. Introduction

Purpose

The purpose of the Business Plan is to articulate the concept, objectives, and implementation strategy for the development of County owned land in the Centre in the Park .

The key components of the Business Plan include:

- The Urban Concept for the development of the County owned lands in the core of the Centre in the Park
- The development strategy for the planning, servicing , marketing, and financing of the project
- The implementation plan and schedule for the servicing and marketing of the first stage.

The Opportunity

The core of the Centre in the Park involves approximately 20 acres of undeveloped property owned and controlled by Strathcona County. These lands provide the County with the unique opportunity to guide and manage the development of this valuable real estate commensurate with community objectives and desires.

The Context

Centre in the Park found its beginnings in 1990, with a Public Consultation and Planning Initiative culminating in the adoption of the Centre in the Park Area Redevelopment Plan Bylaw 80-90. (Figure 1)

The plan area of the Centre in the Park incorporates major retail commercial, civic government, public services, institutional, indoor and outdoor recreational, parkland and residential areas.

A significant portion of the Centre in the Park has been developed since 1990, including developments by both the private and public sectors. These include the expansion of Sherwood Park mall, development of Festival Place and related infrastructure including Festival Way, Broadmoor Lake and park, and related facilities.

The Project

The Urban design concept proposed is an integrated mixed use development incorporating residential, retail commercial, hotel, office municipal and cultural facilities designed to create a community identity and expanding opportunities for year round activities in the heart of the Centre in the Park.

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I. Introduction (cont'd)

The focus will be a public Town Square framed by active building frontages, and open space linkages with Festival Place, County Hall, and the retail commercial section. The result will be an urban village with a “mainstreet” feel for people to live, work, and play in.

The Challenges

The town centre square and radial pathways are essential to achieving a pedestrian orientated people place and achievement of the Centre in the Park concept. The required investment will be funded by a combination of grants and serviced land sales.

The Centre in the Park urban design development concept and parking strategy requires a development and marketing strategy carefully balanced between maximizing financial returns and absorption in the short term with achieving an integrated comprehensive “mainstreet” orientated development over the long term. It will require managing market forces, which are short term and cyclical in nature to the benefit of the long term image and purpose of the development.

The servicing strategy provides for significant investment in underground services and infrastructure by the County. According to market analysis by the consultants involved in this project, fully serviced lands will command higher market values and faster absorption rates, and provide full recovery of this investment.

Report Contents

The contents of this report include the following basic components:

- The project vision and objectives;
- The land use and urban design concept for the core lands;
- The development strategy in regards to planning, staging, servicing and implementation schedule;
- Market analysis and strategy in regard to staging, proposal call, process, and business relationships;
- The financial strategy and project organization to manage and implement the project.

Consulting Design Team

Consultants engaged for the development of the Urban Design, Development, and Market Strategies include:

- Urban Design and Planning – The Cohos Evamy Partners
- Development and Servicing – The Stantec Group
- Marketing Analysis and Strategy – Avison Young Commercial Real Estate

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II. Executive Summary

The project involves the development and marketing of approximately 20 acres of County owned land located in the core of the Centre in the Park:

The project will be an innovative, mixed-use development integrating public and private investment. It will be a community focal point with a sense of identity where people can live, work and participate in community activities. It will be active at all times of the day and seasons of the year.

The development and marketing program, as detailed in the Business Plan, can be summarized as follows:

The Urban Design Concept identifies land uses, development principles, and servicing / transportation / parking considerations. The development projections, shown on Figure 4, include:

Multi-Family Residential		470 units
Retail Commercial	117,000 sq.ft.	
Commercial Office	41,000 sq.ft.	
Apartment Hotel		110 units
Municipal Office	56,000 sq.ft.	
Library / Cultural facilities	73,000 sq.ft.	
TOTAL	287,000 sq.ft.	580 units

The estimated investment value of the residential, commercial, and hotel / office components (not including potential Municipal facilities) will be in the range of \$75 million to \$100 million by private sector developers.

Estimated Municipal Property Tax revenues would be over \$500,000 per annum, which is well in excess of estimated annual infrastructure operating and maintenance costs.

The Development Strategy defines the staging, servicing and scheduling of the first stage of development.

The County owns or controls the 20 acre site, and will subdivide, district, service, and market fully serviced residential and commercial lots to private sector developers. The civic centre parcel will be retained by the County for development of Municipal and cultural facilities.

Total estimated servicing costs of \$6,900,000 plus the unserviced value of the land will be fully recovered through land sales and servicing grants.

The first stage is scheduled to commence in 2003. The estimated project timeframe is 5 – 7 years to full build out.

The Marketing Strategy defines the regulatory framework, development guidelines, and marketing and sales process involved in achieving partnership agreements for the development of the individual residential and commercial parcels.

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BUSINESS PLAN**

II. Executive Summary (cont'd)

The regulatory framework will include the subdivision, road closures, statutory planning and zoning, and plan regulation components which will require Council approved and statutory public hearings. This process provides the opportunities for public information and consultation, which will take place in early 2003.

The Development Guidelines, which are detailed in Appendix 1 attached to the Business Plan, identify the architectural and common elements such as building form, landscaping, street scapes which knit the project together in a common urban theme. These guidelines will form a part of the contracted obligations related to the specific sales and partnership agreements for each development site.

The Financial Strategy details the development costs of subdividing, planning, and servicing the project together with cash flow projections and funding recommendations. Capital funding requests of \$3.328 million and Borrowing Bylaw of \$2.449 million to provide for interim financing requirements are included in the proposed 2003 budget before Council.

The Organizational Strategy proposed to manage and steer the project are detailed in the Business Plan. The leadership and direction to implement Council's policies and decisions will be provided by a Project Team consisting of five members:

- R.J. Powell – Deputy Commissioner
- R. Koop – Project Manager
- B. Horton – Manager, Engineering & Environmental Planning
- P. Vana – Manager, Planning & Development Services
- D. Townsley – Coordinator, Central Supply & Services
- G. Gabinet – Manager, Economic Development & Tourism

Day to day management of the project will be under the direction of the Project Manager.

Council will be kept apprised of progress on Centre in the Park implementation on a regular basis through quarterly update reports and the ratification of private sector development proposals for specific parcels.

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III. Centre in the Park Vision and Objectives

Vision

The vision for the development is to create a centre for Strathcona County within the heart of Sherwood Park.

The project will be an innovative, mixed-use development integrating public and private investment. It will be a community focal point with a sense of identity where people can live, work and participate in community activities. It will be active at all times of the day and seasons of the year.

Goals

The 1990 Area Redevelopment Plan provides guidelines and principles for the overall Centre in the Park development. The vision and development concept for the core area as described herein conforms to these goals, summarized as follows:

A town centre that:

- is a centre of activity providing an identity for the community and a statement about the quality of life in Strathcona County;
- is a uniquely designed area that is the focus of recreational, cultural, governmental and business activities;
- is a mixed-use area where people live and work, that is active day and night, vibrant, people orientated and family focused;
- is pedestrian friendly, yet convenient for vehicle access and parking;
- encourages year round enjoyment and utilization of the site by acknowledging the diversity of the climate.

Business Objectives for the Centre in the Park

Council has identified a number of Business Objectives for the development of the County land in the central core of the Centre in the Park as follows:

- ***“Ensure appropriate implementation and long term maintenance / viability of the Centre in the Park vision”***
The proposed development concept is faithful to the overall Centre in the Park goals and vision, and considers long-term operational implications in the financial strategy
- ***“Market viability and financial feasibility of development”***
The market and financial analysis indicate that the development is viable and will result in a positive cash position upon completion.
- ***“Fair market value compensation for municipal investment”***
The financial projections are for a cost recovery which is greater than the appraised value of the undeveloped land.

**CENTRE IN THE PARK
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III. Centre in the Park Vision and Objectives (cont'd)

- ***“Ongoing return on municipal equity / investment”***
Annual municipal property tax revenues (approximately \$513,000 per year) are projected to be in excess of operating and maintenance costs of infrastructure, open space, and amenities involved.

- ***“Obtain public spaces and amenities addressing ownership, operation and maintenance issues”***
Ownership of public roads, pedestrian square, and open space facilities will be retained by the County. Capital costs of these facilities will be recovered through a combination of land sales and grants.

Further analysis of operation and net costs of public spaces and amenities will be part of the detailed design exercise and consideration then be given to a special tax assessment to recover any special programming and operational costs of the open space system.

- ***“Ensure development works from public perspective”***
The preliminary engineering design has fully addressed servicing – transportation requirements and has involved affected County Departments throughout.

- ***“Provision for existing and future municipal office space and parking growth as well as synergy / resolution of other institutional needs”***
Development strategy and staging of development provides for retention of the municipal precinct for future municipal needs. In this regard analysis with respect to future municipal needs, including analysis to establish cultural needs are underway. It is anticipated that these findings will form the basis for future municipal precinct design.

The first stage of servicing and development incorporates installation of interim parking and services as necessary for the ongoing functioning of County Hall and the related Annex Building.

- ***“Encourage development / redevelopment of adjacent lands with potential”***
Servicing and development of the core lands take into account and are designed to support further development and / or redevelopment of adjacent lands. Direct communication and discussion with adjacent landowners will take place during the detailed design stage to assure that objectives and potential reinvestment by owners is enhanced. A Concept Plan for potential redevelopment of lands on the east side of Sherwood Drive is being prepared.

- ***“Minimize municipal risk / liability”***
The Business Plan and Financial Strategy are designed to minimize financial risk by integrating the timing of private development with servicing of the site to assure that land acquisition proceeds in conjunction with servicing expenditures.

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IV. Urban Design Concept

i. Area Context (Figure 2)

Situated in the center of Sherwood Park, Centre in the Park is strategically located amid Municipal, Commercial, Institutional and recreational precincts that surround the site. The site is an opportunity to develop a distinctive urban sense of place and community focal point where the people of Sherwood Park and the County can live, work and participate in a number of community oriented activities.

The key features of this site include:

- Vacant site with the exception of County Hall, Annex and the Post Office.
- Site area is approximately 20 acres.
- Relatively flat site with minimal site constraints
- Site is bounded by Sherwood Drive and Festival Way Loop road allowing ease of access to the residents of Strathcona County.
- Located at the intersection of major arterial routes through the community.
- Well served by public transit service from Sherwood Drive.
- Adjacent to the Heritage Parkway Trail
- Institutional uses on the opposite sides of Festival Way.
- Commercial/retail uses on the eastern edge of Sherwood Drive.
- Immediately adjacent to Festival Place and in close proximity to a number of Recreational Facilities.

ii. Development Principles (Figures 3, 4, & 5)

The design for the Centre in the Park is based on a number of principles to support and enhance the vision of developing a focus within the community, which provides a sense of identity, a distinct urban sense of place and a community focal point. The intent is to create an identity, which does not impose an artificial theme but one that establishes a sense of place and an opportunity for community interaction.

Principles

A Focus on a Town Square

- A people place framed by active building frontages.
- Place for public celebrations.
- Contemporary expression of enduring themes that reflect Strathcona County through public art, fountains, monuments, etc.

A Multi-use Town Centre

- Diverse mixture of land uses and people-oriented activities, including Residential, Commercial, Cultural and Civic facilities.
- Mixed uses within buildings with entrances on the street.

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IV. Urban Design Concept (cont'd)

An Urban Sense of Place

- Urban Densities – 2 and 3 storey retail/office and up to 5 stories residential.
- Build-to lines to create street edges
- Pedestrian friendly environment – barrier free design.
- Strong architectural elements
- Integrated Landscaping

Community Interface

- Character of Sherwood Drive altered by outward-facing development and changes to traffic and parking.
- Build- to lines to the edges of the property and landscaping enhances the interface with adjacent development.

Public Amenities/Joint Use Facilities

- Create opportunities and develop synergies of facilities and programs including the Town Square, the Museum, Library, Farmers Market, etc. along pathways and streets.

Visibility

- Sense of Arrival – a destination oriented to Sherwood Drive.
- Axial Relationships – Recognize existing and potential axial relationships of places and buildings within and adjacent to the Town Centre.
- Gateway features to introduce the Town Centre.

Integrated Vehicular Circulation and Parking

- Sufficient yet unobtrusive parking integrated into the development.
- Easy access to and traffic calming measures to accommodate pedestrians, cyclists and drivers, including the elderly and handicapped.
- Roadway systems and parking areas designed above basic functional requirements.
- Transit-friendly environment.

Walking/Cycling Network

- Internal pedestrian and cycling paths and sidewalks, including east-west pedestrian parkway spine.
- Link to Heritage Parkway Trail

Landscaped Outdoor Spaces

- Public spaces designed to facilitate interaction among people.
- Integrated urban landscaping to help create memorable and comfortable outdoor spaces and a sense of cohesion throughout the development.
- Attention to street furniture and signage.

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IV. Urban Design Concept (cont'd)

Design Guidelines

- Appended to this Business Plan are Design Guidelines outlining, in greater detail, the development and design framework for the Centre in the Park.

iii. Traffic Circulation and Transit Services (Figures 5 and 6)

The transportation analysis and recommendations provided by Stantec Engineering are designed to facilitate these proposed planning concepts and development principles. The internal site design:

- provides for compact “tri-axial” roads for internal circulation and street parking. The design is carefully integrated with the town square and open space facilities, and will include calming measures (such as surface treatment bulbs, etc.) to accommodate pedestrians, cyclists and drivers. Bus and truck traffic will be restricted;
- provides for three primary access points, located on Festival Way North, Festival Way South, and Sherwood Drive;
- proposes that the existing Brentwood Blvd. through the site is to be closed.

Festival Way

An important component of the design concept for Centre in the Park involves changing the design of Festival Way to provide on-street parking and create a “mainstreet” feeling on this street. The concept plan design for Festival Way includes:

- changing Festival Way to one-way counter clockwise from West of Brentwood Blvd. to the new south entrance into the new development;
- providing angle parking on the inner curb, parallel parking on the outer curb, with one travel lane;
- outer curb parking limited to off-peak times to allow outer lane to be utilized for school busses, outflow from Festival Place events, etc.

Transit Service

The existing transit routes along Sherwood Drive will be maintained. Also, the transit service on the portion of Brentwood Blvd. to be closed will be replaced with additional transit service counter-clockwise along Festival Way. In this way, the entire Centre in the Park will be served by transit routes.

Alterations to school bus loading and unloading zones have been discussed with school authorities. Proposed locations for Strathcona Transit and school bus loading / unloading zones are noted on Figure 6. The transit zone near County Hall on Sherwood Drive would be relocated to the north, and could be integrated with a proposed arcade defining the west edge of the Sherwood Drive streetscape.

The transit service described above will accommodate residential commuter needs for the Centre in the Park, as well as providing public transit access to / from the Centre in the Park for those inclined to travel by bus for shopping and other non-commuter purposes.

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IV. Urban Design Concept (cont'd)

Sherwood Drive

Together with the Centre in the Park development, the number and configuration of accesses to Sherwood Drive will be improved through consolidation and relocation (e.g. County Hall access), redesign (e.g. Turbo access moved north and geometrically improved). Signal improvement and changes to accommodate the Centre in the Park traffic and access points will be undertaken.

Major entrance features will be incorporated on Sherwood Drive to announce “arrival” to the Centre in the Park.

Changing the role and function of Sherwood Drive somewhat in order to create a “mainstreet” feeling on this street is an important design concept for the Centre in the Park. Adding some parallel parking along the curb lanes by adding corner “bulbs” and streetscaping would make crossing Sherwood Park Drive more pedestrian friendly and provide an indication to drivers that they have arrived in the Centre in the Park.

Since this design will have the impact of slowing down traffic on Sherwood Drive, more detailed analysis involving traffic impact will be carried out during the design stage and initially parallel parking on Sherwood Drive would only be added on a temporary basis. Traffic impact will be carefully monitored during the first stage of development. The parallel parking along Sherwood Park Drive would only be continued if traffic impact is acceptable.

iv. Parking Strategy

Principles

The parking strategy for the Centre in the Park was developed to complement and support the overall urban design concept. Rather than prescribing minimum numbers of parking stalls, the parking strategy starts with the design concept and describes how parking can be accommodated within the parameters of the design concept. Key starting principles for the urban design are listed below.

- Centre in the Park should provide parking based on its urban context, balancing the successful sale or leasing of space with land uses contributing to the overall design concept.
- Surface parking is to be minimized to support the urban design concept, i.e. avoid major expanses of paved parking lots.
- Residential land uses will be required to provide underground (“below-grade”) parking for building residents, similar to current market trends in suburban multi-family buildings.
- Commercial / retail / office / institutional parking will be provided using a combination of above-grade, at-grade, and below-grade parking spaces.

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IV. Urban Design Concept (cont'd)

Shared Parking

“Shared Parking” is often regarded as a panacea for parking shortages in multi-use developments. In the case of the Centre in the Park, shared parking has potential to enhance the success of the design concept, but is not a key solution for peak periods of parking demand.

For example, offices and retail land uses compete for parking stalls at 3 PM on weekdays and thus office stalls cannot accommodate shortfalls in retail parking. However, office stalls are generally unoccupied during weekend hours and thus may enhance parking supply for retail on weekends.

Synergy

“Synergy” among Centre in the Park facilities will result in some multi-purpose trips with no increase in required parking. Some examples are provided below.

- One parking stall may accommodate a trip to County Hall plus a retail shop or commercial office.
- Students travelling to adjacent high schools by car, bus, bike, or foot, and do not require a parking stall to visit retail shops or restaurants.
- A cafe across from Festival Place requires no additional parking to accommodate event patrons who visit the café after an event.
- A small dry cleaner or shop below residential requires no parking to accommodate customers from above.

Festival Way Boundary

Festival Way forms an effective division between provision and management of parking for the Centre in the Park (‘inside’ Festival Way) versus the numerous existing land uses ‘outside’ Festival Way. The parking strategy is based on addressing new development ‘inside’ Festival Way separately from existing development around the edges.

Festival Place Parking Lot

A portion of the Festival Place parking lot is currently used by Salisbury Composite High School during daytime school hours, and there is a written agreement establishing this shared use. The Festival Place lot also serves the adjacent park / lake / arena area during recreation hours (evenings, weekends). The lot is currently used for a Farmer’s Market on Wednesday afternoons, and may continue as a venue for part of the market as part of the Centre in the Park.

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IV. Urban Design Concept (cont'd)

Schools and Other Neighbours

Other neighbours of the Centre in the Park development include two high schools (Archbishop Jordan to the north, and Salisbury Composite to the west), a church, a nursing home, and the Catholic School Board administration offices.

The two schools are currently not over-supplied with parking. Over time, potential school enrolment increases may add parking demand. As such, the schools are not in a position to share their parking supply with the Centre in the Park during peak periods (e.g. weekday PM). The parking strategy is based on the premise that the schools should expect to accommodate parking demand from their future growth within their current site boundaries. This is necessary because the Centre in the Park will have little or no spare parking capacity itself.

The church, nursing home, and school administration building are also not over-supplied with parking. There could be some potential shared parking, but the location of the parking and the times when it is unused are not necessarily appropriate to support the Centre in the Park.

Inside Festival Way

Based on the current development concept of land uses and parking supplies, the total parking demand and supply is summarized as follows.

- Total Parking Demand = 1,846 stalls
(adjusted for estimated synergy effects)
- Total Parking Supply = 1,835 stalls

Tables 1 and 2 illustrate the distribution of parking supply and demand. Additional detail on the allocation of parking demand and supply across the Centre in the Park development are provided below.

Residential Land Uses

Resident parking amounts to approximately 645 stalls supplied in underground parkades below multi-family buildings.

Visitor parking is supplied at a rate of approximately 1 stall per 10 dwelling units, yielding about 45 stalls, supplied in the form of angle parking on Festival Way.

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V. Urban Design Concept (cont'd)

Retail / Commercial Office Land Uses

The retail / commercial office land uses in the Centre in the Park are allocated 503 stalls. This is based on 3.5 stalls per 100 m² for retail (somewhat less than typical market supply, but greater than in the zoning bylaw), and 3.2 stalls per 100 m² for offices (close to typical market supply). There is no specific parking allocated for a small pocket of retail along the east/west pedestrian corridor.

Nearby surface parking accommodates about 70% of the retail/office stalls. The remainder of the retail/office parking supply would be underground stalls, and would typically be assigned for staff parking.

Hotel Land Use

The hotel will be expected to supply all of its 110 stalls in underground parking.

Library /Cultural Land Uses

The library / cultural land uses in the Centre in the Park are allocated 197 stalls. The initial calculation for this parking supply was based on the Strathcona County Bylaw rate of 3.6 per 100 m², decreased by an arbitrary 20% to account for “synergy” of walk-in trips from adjacent land uses and shared parking.

County Hall (Existing + New Building) land uses

The parking allocation for the existing and new County Hall buildings was calculated at 346 stalls, based on the same parking rate used for the commercial office land uses in the north-east cell of the Centre in the Park.

Geographically, the County Hall parking is allocated as follows.

- 60% in underground / above-grade parkades.
- 20% nearby surface parking.
- 20% remote on-street stalls.

The parking strategy is based on the parking supply available for municipal facilities being determined over time, with flexibility to allow marketing of sufficient parking for retail/commercial uses as a top priority.

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IV. Urban Design Concept (cont'd) Festival Way On-Street Parking

There are a total of 150 on-street stalls on Festival Way. The parking strategy allocates these stalls as available for use as follows:

- residential visitors;
- County facility users;
- commercial/retail operators along pedestrian corridor;
- Festival Place loading/unloading, plus patron parking during evening/weekend events; and
- some curb frontage required for transit buses serving schools (twice a day for short periods).

The parking strategy identifies the need to prevent student and excessive staff parking on Festival Way.

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IV. Urban Design Concept (cont'd)

Table 1
Parking Demand

DEVELOPMENT TYPE	PARKING STALLS	
	Rate	Stalls
Residential	say 350 x 2 bdrm. units @ 1.5 / unit	525
	say 120 x 1 bdrm. units @ 1.0 / unit	120
Residential visitors	470 units @ 1 / 10.4 units	45
TOTAL RESIDENTIAL		690
Retail excluding 300 m ² at west end 1)	10,850 m ² @ 3.5 / 100 m ²	380
Commercial office 2)	3,850 m ² @ 3.2 / 100 m ²	123
Hotel	110 units @ 1 / unit	110
Municipal office (proposed – net of existing Annex) 2)	4,000 m ² @ 3.2 / 100 m ²	128
Municipal office (existing) 2)	6,800 m ² @ 3.2 / 100 m ²	218
Library / Museum (after 20% reduction for 'synergy')	6,800 m ² @ 2.9 / 100 m ²	197
TOTAL NON-RESIDENTIAL		1,156
TOTAL DEVELOPMENT		1,846

- 1) Commercial Retail parking standards assumed at 3.5 / 100 m² (3.25 / 1,000 sq. ft.)
- 2) Commercial office parking standards applied to all offices at 3.2 / 100 m² (3.0 / 1,000 sq. ft.).
- 3) The parking ratio for the Municipal Offices, Library and Museum will be established when the Civic precinct is developed.

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IV. Urban Design Concept (cont'd)

Table 2

Parking Supply

RESIDENTIAL

On-site structured / underground (Residents)	645
On-street (angled parking on Festival Way)	45
Total Residential	690

NON-RESIDENTIAL

On-site surface (61 + 144 + 86)	291
On-site underground (one level beneath civic buildings)	454
Hotel underground	110
On-site structured (51 x 2 levels west of new County offices)	102
On-street within the site (potential for additional parking structure)	61
Additional off-site along Festival Way	105
Off-site along Sherwood Drive (west side)	33
Total Non-residential	1,156
Total Development	1,846

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IV. Urban Design Concept (cont'd)

v. Utility Servicing Requirements

Storm

The overall site is located within the Broadmoor Lake storm system. Minor storm flows will be directed via pipes to the existing 1050 mm. storm sewer located northwest of this site, on the north side of Festival Way.

Grading of this site must ensure that major flows are directed via surface, to the west, where it will cross through the Festival Place parking lot to Broadmoor Lake (similar to the existing major flow route for Festival Way).

Sanitary

Sanitary flows from this site will be directed to the existing pipe system within Festival Way north of this site. As this area is within the west Broadmoor Sanitary system, current capacity will be confirmed with detailed design.

There are three existing sanitary sewers, which convey flows from other areas of Sherwood Park. It is currently proposed that the larger, deep sewer running north-south be maintained in its current alignment, while the other two sewers would be relocated to accommodate the proposed development.

Water

This site will obtain water servicing and looping from existing mains to the north, west, and south. Existing mains running through this site will be realigned to accommodate the proposed development. However, these mains will be realigned through the new development to provide services to new parcels where possible.

Shallow Utilities

Gas, power, and communications for the proposed development are easily provided from existing services adjacent to the site. Existing utilities within the site will be relocated.

vi. Parcel Plan and Phasing (Figure 7)

The guiding principal for the development of the Town Centre concept is to build from the center outwards, i.e. to establish the character of the Town Square as early as possible and to provide support for it in adjacent development.

Parcel Plan

In support of a mixed-use development the land is divided into the following areas:

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IV. Urban Design Concept (cont'd)

- Residential Precinct. – Lots 3 & 4 – The purpose of this precinct is to provide for medium and high density urban multiple dwellings in the form of apartment housing. The precinct includes an integrated linear public open space and walkway with a minor commercial component located to the western end of the development.
- Mixed Use Precinct - Lots 2 & 5 – The purpose of this precinct is to provide for a range of commercial and multiple unit housing. Development in this precinct provides a transition from the residential precinct and the commercial and civic precinct. This area includes the Town Square and the public pathway connecting to the residential Area I.
- Commercial Precinct – Lot 1 – The intent of this precinct is to provide a range of commercial uses that service Sherwood Park and the surrounding areas. The precinct includes a pedestrian linkage between the northern Festival Way/Sherwood Drive intersection and the Town Square.
- Civic Centre Precinct – Lot 6 – The precinct accommodates municipal government offices, a library, a museum, an art gallery and other public facilities. Also included are secondary commercial uses and a Civic Plaza, which provides an open space promenade between the Town Square and County Hall.

The public spaces, to be developed by the County, include the Town Square, the roadways and sidewalks, the east/west linear pathway and the promenade which extends from the Town Square to the County Hall. These areas define the edges and interface between the development precincts and establish the character of the public spaces.

Phasing

The phasing strategy for the development focuses on establishing a significant presence on the site at the outset, with complementary uses that reinforce the mixed-use nature of the development as the lands are phased in. Site services are staged sequentially to complement the build out of the development, thus eliminating the need to provide utility infrastructure to the entire site at the time of Phase I development.

The phasing strategy is as follows:

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IV. Urban Design Concept (cont'd)

Phase 1

- Cell 1 Commercial Precinct
- Cell 2 Mixed Use Precinct
- Cell 3 Residential Precinct

Phase 2

- Cell 4 Residential Precinct

Phase 3

- Cell 5 Mixed Use Precinct
- Cell 6 Civic Centre Precinct

vii. Sustainable Development Opportunities

The Centre in the Park project design will fully explore and recommend implementation of sustainable development opportunities for the “greening” of the Centre in the Park as part of the detailed design stage of the project. Financial incentives (such as FCM’s green Funds program) will be explored with respect to application to the Centre in the Park project.

The key to sustainable design is to create site planning, infrastructure, and building projects that are energy efficient, conserve energy and water, and provide healthier environments in which to live, work and play.

A sample of sustainable (green) considerations which will be explored include:

Sustainable Sites

- erosion & sedimentation control through good practice during construction (excavating, site grading, etc.) in preventing water and wind erosion
- alternative transportation - access to public transit
- stormwater management - keep water on site and irrigate landscape with stormwater
- landscape & exterior design to reduce heat islands – trees, high albedo materials, shade buildings thus saving cooling costs
- light pollution reduction – direct beam illumination

**CENTRE IN THE PARK
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IV. Urban Design Concept (cont'd)

Centralized Heating / Cogeneration

- centralized heating potential for Centre in the Park buildings (new and existing)
- Preliminary review suggests there is considerable potential for centralized heating and cooling and to a lesser extent power cogeneration for the Centre in the Park lands and possibly existing surrounding development such as the two high schools, Festival / Care, FireHall #1, the Kinsmen Leisure Centre in the Park and the Arena / Shell / RPC Office Complex. The central plant for such a system would potentially be part of the civic centre development on Parcel 6. In the mean time, the Project Team are examining the possibility of securing conduit access between the parcels during their development to facilitate and retrofitting such a system to private developments later.

Water Efficiency

- water efficient landscaping – drip irrigation or no sprinkler system
Water use reduction – low flow fixtures

Energy & Atmosphere

- fundamental buildings systems commissioning
- minimum energy performance – ASHRAE standards
- CFC reduction in HVAC equipment

Materials & Resources

- storage & collection of recyclables
- construction waste management – rather than throw everything in the local landfill, divert it to recycling facilities

Indoor Air Quality

- minimum IAQ performance and construction IAQ management plan
environmental tobacco smoke control.

viii. Adjacent Development – Issues and Potential

Existing and proposed developments adjacent to the County land offer both constraints and opportunities. Consultation with these stakeholders during the plan approval and design process will take place to assure that opportunities are facilitated by the Centre in the Park development.

Adjacent developments include:

- Salisbury Composite High School – Elk Island Administration has been consulted in regard to traffic, bussing (both public and school busses), and parking. Further consultation will take place during the design stage.
- Sherwood Park Separate School Administration has been consulted in regard to traffic, bussing (both public and school bussing), parking, as well as the Separate School Board administration building needs.

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IV. Urban Design Concept (cont'd)

- Sherwood Park Mall – discussions regarding the synergization of entrance features and common opportunities will take place during design stage;
- Sherwood Drive Commercial Strip and Franklin's Inn have strong potential in regard to benefiting from the Centre in the Park development. Discussions during the design stage will focus on the synergizing opportunities, particularly the consideration of a concept plan for potential redevelopment.
- Seventh Day Adventist Church and Nursing Home – discussion will take place during the design stage to confirm access and parking;
- Festival Place – discussions to confirm access, and parking and programming synergization will take place during the design stage.

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V. Market Analysis and Strategy

Market and Development Estimates

Market analysis conducted by Avison Young validated the marketing feasibility of the Development Concept.

Residential Development (± 400 Units)

The site is ideally located for multi-family residential development.

Site will be attractive for the three main target multi-markets identified in Sherwood Park: younger couples purchasing who are unable to afford single family, empty nesters purchasing, and couples and singles without families.

In spite of the fact Sherwood Park is very much an automobile community any trend toward a more pedestrian lifestyle will occur at this site because of the central location and the proximity to amenities, shopping, and some employment.

The Sherwood Park residential market is currently very strong, and could easily absorb 100 units plus per year. Build-out time would be 3 – 5 years.

Retail and Office

The market would support an estimated 60,000 to 90,000 sq. ft. of retail, especially in niche areas like financial services, medical, lifestyle, learning, and speciality food.

Demand for commercial office space 20,000 – 45,000 sq.ft.

Apartment hotel of up to 70 units may be supported on the site.

Retail and Office Development Issues

The development concept and parking strategy needs to be carefully balanced between integrating comprehensive, “mainstreet” oriented development with maximizing financial returns and absorption. It will require managing market forces, which are short-term and cyclical in nature to the benefit of the long-term image and purpose of the development.

**CENTRE IN THE PARK
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V. Market Analysis and Strategy (cont'd)

Civic / cultural space estimates

In addition to taking account of the market, the Development Concept is expected to protect options in the civic center block for:

- 56,000 sq. ft. of additional administrative office space
- 56,000 sq. ft for a library / art gallery
- 21,000 sq. ft for a museum and cultural facilities
- Some public meeting space

SUMMARY OF DEVELOPMENT SPACE ESTIMATES

DEVELOPMENT TYPE	POTENTIAL BUILDING SPACE	
	Sq. Ft.	Units
Residential (multifamily plus mixed use)		470 units
Retail (commercial and mixed use)	117,000 sq. ft.	
Commercial office	41,000 sq. ft.	
Apartment		110 units
Municipal office	56,000 sq. ft.	
Library / cultural	73,000 sq. ft.	
TOTALS	287,000 sq. ft.	580 units

CENTRE IN THE PARK BUSINESS PLAN

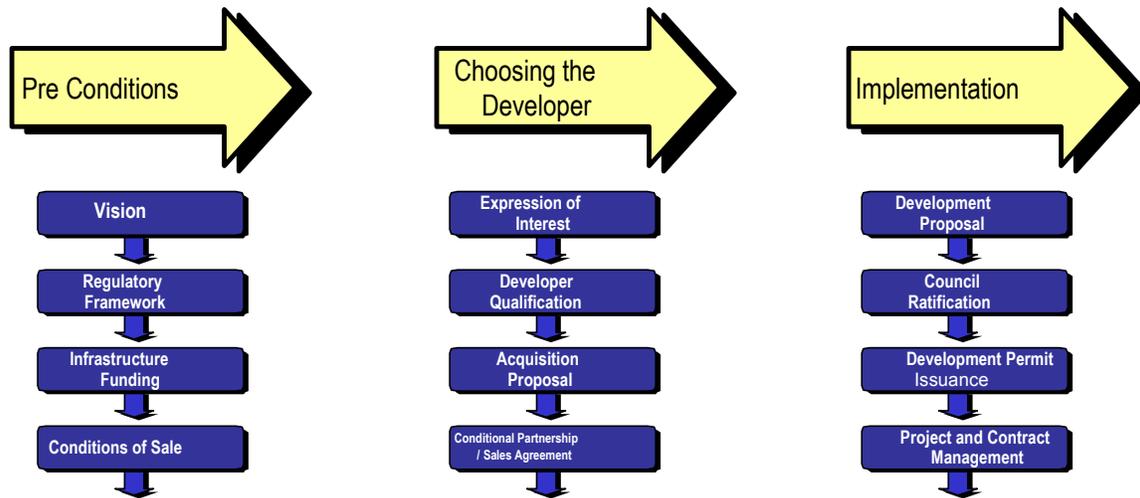
V. Market Analysis and Strategy (cont'd)

ii. Marketing Strategy and Partnership / Sales Agreements)

Strathcona County will market the fully serviced parcels (Lots 1 to 5) to developers on an individual lot-by-lot basis, utilizing a competitive site developer selection process. This process involves three distinct steps:

- Step 1 – establish preconditions
- Step 2 – choosing partners
- Step 3 – implementation

Town Centre Marketing Strategy and Partnership / Sales Agreements



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V. Market Analysis and Strategy (cont'd)

Promoting the Vision

The Centre in the Park can and will be different and special, and requires more of a developer / partner than the normal market place. This demands clear and distinct communication and a sales framework, which clearly identifies the vision, economic opportunities and development requirements.

The Regulatory Framework

The regulatory framework consists of two basic components. The first is the Direct Control Districting Bylaw and Regulations for the Town Centre in the Park. This becomes the regulatory framework that is integral to the Vision and becomes a statutory governing document.

The second component is the Design Guidelines, which are drafted to promote the vision and development concept. These guidelines are drafted not only to protect the essence of the Urban Design Concept, but also permit innovation and flexibility within the defined guidelines. This document is an integral part of the “package” the County will utilize in selling and promoting the project.

Infrastructure Funding

The individual lots in the Town Centre will be fully serviced by the County with costs recoverable from land sales. This will reduce the developer’s financial risk and result in stronger partnership relationships required to achieve the County’s development strategy.

As the site is pushing retail amenities beyond the suburban norm, adequate parking supply may be perceived as an issue. It will be necessary for the County to make clear the intended urban context as well as mainstreet parking and parking on adjacent sites which is available to supplement onsite parking in the development itself.

Conditions of Sale

The sale of residential parcels is expected to be relatively straightforward given the strong residential market. The Sales Agreement will acknowledge typical terms with the Regulatory Framework attached as contracted terms of the sale.

The sale of retail commercial land typically requires more flexibility. Takedown terms may allow the partner to take down portions of the land in stages rather than as one parcel, with a maximum period specified for full take down. Again, the regulatory framework will form part of the contractual conditions of sale.

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V. Market Analysis and Strategy (cont'd)

Expression of Interest

The County will invite “expressions of interest” in becoming a potential development partner in the achievement of the Centre in the Park vision. The invitation will clearly indicate the vision, development strategy, and regulatory framework. The method of evaluating qualifications will be specified.

Expression of Interest will be in writing on a form supplied by the County responding to questions related to:

- a) track record / experience in successfully developing similar multi-family residential, commercial / retail / office or mixed use projects
- b) experience in developing “unique” solutions in traditional markets
- c) key personnel
- d) financial capability
- e) experience with partnerships
- f) references

Developer Qualifications

The Project Team will review “expressions of interest” and identify those developers that in its opinion are adequately qualified to make acquisition proposals for specific sites. If necessary, interviews may be conducted to obtain more information.

Acquisition Proposals

Qualified developers, as of a specified date, will be invited to submit an acquisition proposal on a form supplied by the municipality. The questions will require the developer to commit to financial, design and other requirements specified in the submission package for each site. The submission will allow for alternatives to be submitted by the developer. The process is intended to be a competitive one where more than one proposal is submitted for a particular site. The successful proposal bid will become a defacto “conditional offer to purchase”.

Proposals will be evaluated by the Project Team based upon specified criteria, and recommended for approval to the County’s Executive Team.

Conditional Partnership / Sales Agreement

The successful applicant will receive an accepted conditional sales agreement which will specify all of the terms and conditions pertaining to the sale and development partnership. Principal conditions will include County Council ratification of development proposed for a site prior to transfer of title and a development performance requirement whereby development must proceed in

**CENTRE IN THE PARK
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accordance with the development proposal by specific dates subject to potential title reversion back to the County.

V. Market Analysis and Strategy (cont'd)

Development Proposal

The site purchaser / development partner will be asked to prepare a development proposal for the site (detail sufficient to be the basis for issuance of a development permit) which will be reviewed by the Project Team and County development staff for adherence to the Town Centre vision, acquisition proposal and zoning. If the design is acceptable, the Project Team would recommend to the Executive Team which would in turn seek Council ratification of its acceptability.

If the development design is not acceptable, the Project Team would negotiate revisions.

In the event of a negotiation impasse, the Executive Team of the County would mediate and Council would be the final arbiter. If a development proposal is refused for adequate cause such as not conforming to the accepted development proposal / bid, the developer selection could be rescinded and new acquisition proposals invited or negotiated.

Council Ratification

Strathcona County Council must ratify the acceptability of each development proposal as the vending partner prior to the transfer of title to the parcel in question and the issuance of a Development Permit.

Development Permit Issuance

The Development Officer may issue a development permit for the proposed development once Council has ratified its acceptability provided it meets the requirements of the Land Use Bylaw.

Project Contract Management

The purchasing development partner(s) will manage the construction and marketing of their own development.

The Centre in the Park project manager will help coordinate any interface issues with adjacent developments in the municipality and will monitor construction progress to ensure it is in accordance with the sales / partnership agreement and accepted development proposal.

CENTRE IN THE PARK BUSINESS PLAN

VI. Development Strategy

Stage 1 Development and Servicing

The County owns or controls the 20 acre site in the core of the Centre in the Park, and will subdivide, zone, service, and market fully services residential and commercial lots to private sector developers. The civic centre parcel will be retained by the County for future development of municipal offices, library, and cultural facilities.

Acquisition of the Post Office site is being consummated with Canada Post in order to achieve County ownership and control of the site by early 2003.

Subdivision and road closures required are depicted on Figure 8. The process will be carried out by consultants and completed as a component of the design process.

Services which will be designed and constructed by the County for Stage 1 of the development are depicted on Figure 9. These will include:

- site preparation, including tree removal, demolition of existing buildings, removal of existing facilities and discontinued roads and parking lots, stripping and site grading;
- relocation of parking facilities and accesses;
- construction of underground utilities;
- construction of changes to Festival Way and Sherwood Drive;
- construction of internal roads shown on Figure 9

A portion of the existing parking facilities located south of the post office building and the eastern access to the County Hall will be relocated as depicted on Figure 9. Details of the relocated County Hall access will be determined during the design stage of Phase I services. The relocated parking will be added to the north side of the existing County Hall parking lot, and will provide the full compliment of staff and public parking presently required.

The Town Centre Square, Sherwood Drive gateway and identification/signage features, and related pedestrian linkages are considered essential to achieving a pedestrian orientated people place and achievement of the Centre in the Park concept. Anticipated timing of the amenities to be constructed with Phase I are:

Sherwood Drive gateway/identification/signage features will be constructed together with construction of new access points and improvements of Sherwood Drive, in the 2003 construction season;

Town Square and related facilities will be constructed in 2004 commensurate with completion and opening of the first stage of private development;

Pedestrian linkages and landscaping will be scheduled to coincide with development of contiguous sites, likely in early 2004.

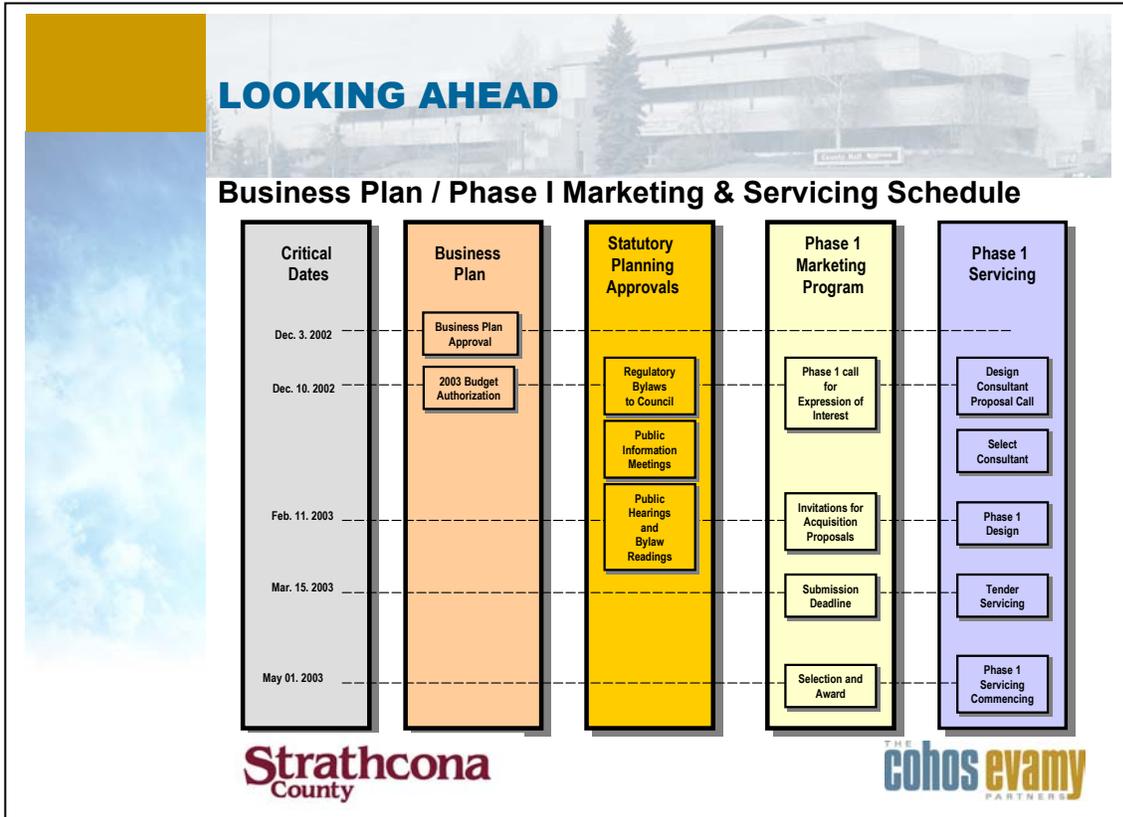
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VI. Development Strategy (cont'd)

Design and construction supervision will be provided by qualified consultants, to be selected pursuant to County policies governing selection of consultants. The selection process will proceed immediately.

The Phase I marketing and servicing schedule is depicted on the following table

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CENTRE IN THE PARK BUSINESS PLAN

VII. Financial Strategy

Projected Capital Costs

The projected costs include the full costs of planning, subdivision, servicing, and overhead/administration to fully service six lots in the Town Centre. Lots 1 – 5 will be developed by private sector developers through a proposal call process and Lot 6 will be retained by the County for the purpose of developing a “civic centre”.

It is anticipated that full development will occur over a five year period, commencing in 2003.

Projected Capital Funding

Funding will be derived from three sources:

- Land sales projected over five years commencing with sales of Lots 1, 2 and 3 in 2003 and 2004. Sales values are based on projected 2003 market values for fully serviced land.
- ICAP grant funding, which has been fully approved.
- Major recreation facility contributions will be utilized for the development of the Town Square and related open space facilities.

Cash Flow Projection & Proforma

Cash flow projections are based on a five to seven year development time frame.

Operational Considerations

- Annual municipal property tax revenues (approx. \$500,000) projected to be in excess of annual servicing costs (preliminary estimate = approx. 50%); option to use annual net operating revenue as a contribution to the future development of Lot 5 (civic block)
- Further analysis of operation and net costs of public spaces and amenities will be part of the detailed design exercise and consideration then be given to a special tax assessment to recover any special programming and operational costs of the open space system.

Intangible Benefits

- Lot 6 is fully serviced as a result of the servicing of Lots 1 – 5 (private development)
- Potential additional commercial land sales or tenant revenue for Lot 6 are presently not included in the estimates
- Additional parking on Festival Way at the west end of the development provides a benefit to Festival Place

CENTRE IN THE PARK BUSINESS PLAN

VII. Financial Strategy	Table 1
Centre in the Park	
Projected Project Capital Costs / County Cost Recovery	
	Estimates
<u>Projected Capital Costs:</u>	
* post office site (purchase & demolition)	765,
* site servicing (roads & utilities typical of private sector development)	3,183,
* special civic amenities (entrance towers, central square features, street lights, signage, furniture)	1,400,
* professional fees & charges (external consulting, legal)	795,
* contingency & interim maintenance	475,
* project management & marketing	300,
Projected Project Capital Costs	6,918,
<u>Projected Project Funding:</u>	
* land sales	8,280,
* external grants (ICAP)	2,000,
* per unit levy in lieu of the Major Recreation Facility Contribution	400,
Projected Project Funding	10,680,
Projected Net Cost Recovery	3,762,
<u>Projected County Cost Recovery:</u>	
Land costs @ \$5.50 per foot (equivalent to market value of consolidated greenfield site)	3,402,
Estimated interest cost of external interim financing (see note 1); interest cost funded from internal reserves	219,
Target County cost recovery	3,621,
Less: projected net cost recovery (see note 2)	3,762,

**CENTRE IN THE PARK
BUSINESS PLAN**

VII. Financial Strategy

Table 2

**Centre in the Park
Financial Plan - Projected Cash Flow Summary
('000 \$)**

	-1	-2	-3	-4	-5	-6	-7
	Project Cash Flow Requirements						
Year	Project Costs	Proceeds on Net Land Sales	Net Cash Flow Requirements	External Grants /	External Borrowing (Repayment)	Internal Reserves (To) From	Net Cost to County Ratepayers
2002	0	0	0	0	0	0	0
2003	-3,984	261	-3,723	1,200	2,449	74	0
2004	-1,354	2,136	782	350	-1,241	109	0
2005	-929	2,783	1,854	350	-1,208	-996	0
2006	-720	2,308	1,588	250	0	-1,838	0
2007	-150	118	-32	250	0	-218	0
2008	0	674	674	0	0	-674	0
2009	0	0	0	0	0	0	0
	-7,137	8,280	1,143	2,400	0	-3,543	0

CENTRE IN THE PARK BUSINESS PLAN

VIII. Project Organization

Organizational Strategy

The project will be managed by a Project Team with clear responsibilities and accountability to meet County project objectives. In this regard:

- Development and marketing must be carefully balanced between maximizing financial returns and absorption in the short-term versus achieving and integrated, comprehensive development over the long haul. It will require managing market forces, which are short-term and cyclical in nature, to the benefit of the long-term image and purpose of the development.
- The project strategy is complex and requires integrated, interdepartmental input – numerous County departments must be intimately involved for the project to successfully achieve its objectives.
- Implementation of the Business plan will be the responsibility of a Project Team, headed by a Project Manager. The duration of this team will be limited to the time required to develop and market the lands.

Project Team

The Project Team consists of five members:

- R.J. Powell – Deputy Commissioner
- R. Koop – Project Manager
- B. Horton – Manager, Engineering & Environmental Planning
- P. Vana – Manager, Planning & Development Services
- D. Townsley – Coordinator, Central Supply & Services
- G. Gabinet – Economic Development & Tourism

The purpose of the Project Team is to monitor the project and provide directions to the Project Manager on a regular basis. In addition, the Project Team will be responsible for the following:

- Will be the adjudication body which will adjudicate and recommend proposals received according to the process which will be established for each individual proposal call
- Review and recommendations regarding design guidelines and sales contracts to be applied to each site
- Review terms of reference for consulting services, consider proposals and recommended awards
- Review and approve marketing / sales materials
- Provide project monitoring and direction to the Project Manager on a regular basis

**CENTRE IN THE PARK
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VIII. Project Organization (cont'd)

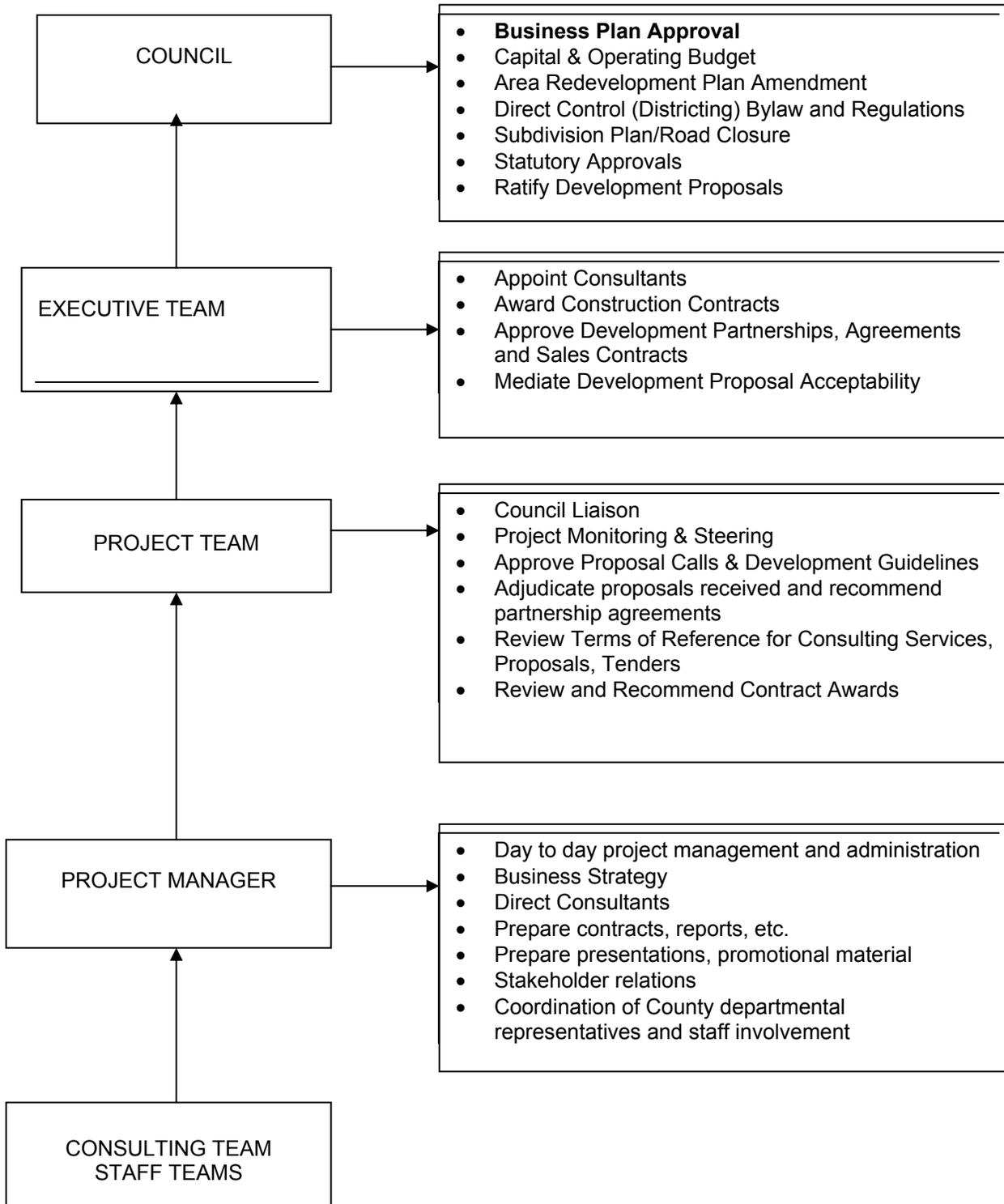
Project Manager

The Project Manager reports to the Project Team, and is responsible for the fulfillment of the following:

- i) To develop and implement a detailed strategy so as to achieve the purpose and objectives for the project. It is important that this strategy is project rather than departmentally orientated.
- ii) To articulate the multiple goals of the various project constituents in a way that clearly establishes the various relationships involved.
 - The Goals and Interests of the various customers and participants vary significantly.
 - The Project Strategy must take into account these various interests, the trade-offs involved, and establish the appropriate responses.
- iii) To organize and implement where necessary the activities, tasks, and input required of the various Departments, Consultants, and Staff in order to achieve the project objectives and implement strategy.
 - For a project of this magnitude, a large number of County staff and external consultants will be involved in the various activities and tasks ranging from technical, appraisal, and legal to sales policies, marketing and development.
 - Coordination of objectives, activities, and timing is necessary on a continuous basis.

CENTRE IN THE PARK BUSINESS PLAN

PROJECT ORGANIZATION



CENTRE IN THE PARK BUSINESS PLAN

IX. Communication Strategy

Opportunity

Community Consultation 2002 results identify that there is a groundswell of support for the development of the Town Centre in Sherwood Park that serves as a focus point for shopping and community activity, and the relocation and expansion of the County library.

Communication Objectives

- To announce the project;
- To communicate the vision, concept, and features of the Centre in the Park development, and to show that the concept is true to the Centre in the Park goals and objectives;
- To collaborate with adjacent landowners, business, and stakeholders in order to maximize joint opportunities;
- To apprise the business, investment, and development community of the project opportunities;
- To assure a transparent, open process.

Audiences

- Neighbours (surrounding land owners, businesses, residents);
- County residents;
- County businesses and service organizations;
- Media;
- County Council;
- County staff;
- Developers and investors;
- Development and construction industry;
- Professional organization (such as ARPC);

Process

- Define events / opportunities / for announcements and presentations;
- Press releases and media discussions;
- Information meetings regarding regulatory bylaws;
- Internet;
- Staff sessions / frontline;
- Presentation to interested groups;
- Develop logo / letterhead.

Further detailed design will identify key target times, events, and schedule.