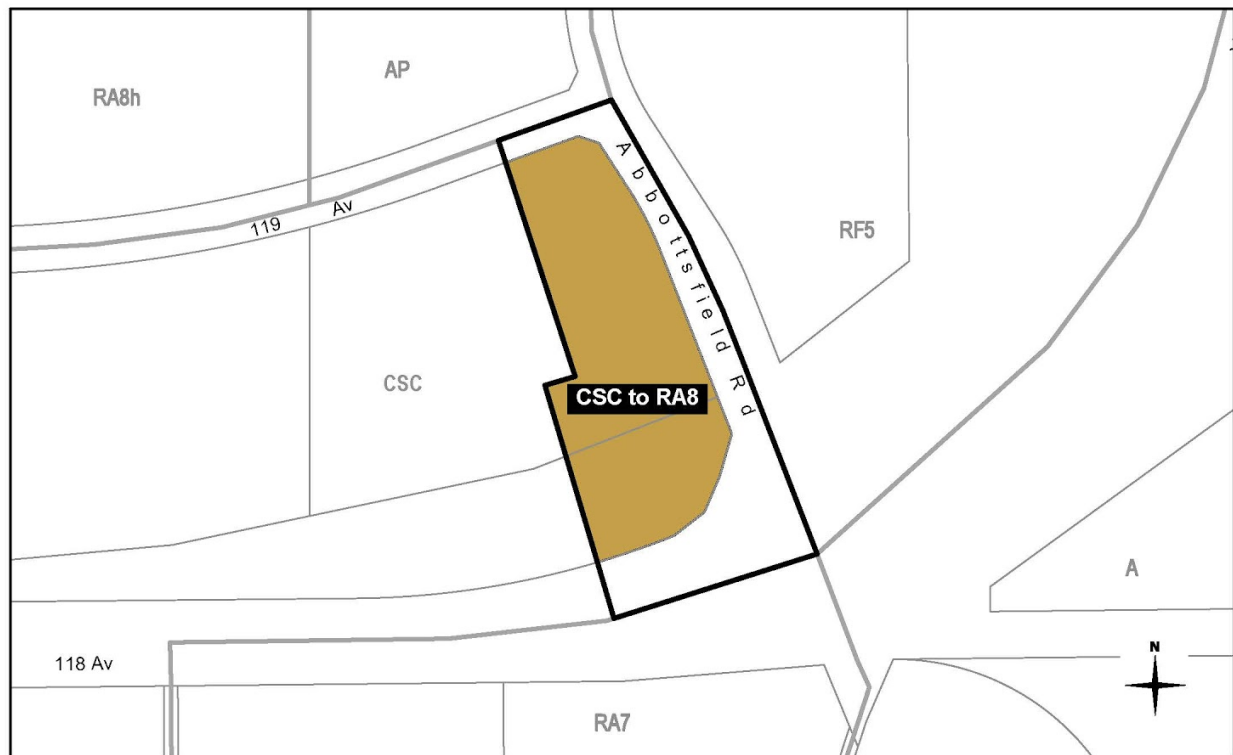




CITY PLANNING REPORT **REZONING, PLAN AMENDMENT** ABBOTTSFIELD

Portions of 3010 and 3210 - 118 Avenue NW

To allow for Medium Rise Apartments.



RECOMMENDATION AND JUSTIFICATION

City Planning is in **SUPPORT** of this application because it:

- provides for the re-use and repurposing of a site which has been vacated by shopping centre tenants;
- meets the Transit Oriented Development Guidelines and the Residential Infill Guidelines; and
- creates an opportunity for new and increased housing choices in the neighbourhood.

THE APPLICATION

1. RESOLUTION to amend the Abbotsfield-Rundle Heights Community Development Plan (CDP) to allow for the development of residential apartments at this location.
2. CHARTER BYLAW 18616 to amend the Zoning Bylaw from (CSC) Shopping Centre Zone to (RA8) Medium Rise Apartment Zone.

The proposed amendment to the CDP would change the designation of the affected area from "Commercial" to "Apartment".

Charter Bylaw 18616 would change the zoning for the affected area from CSC to RA8. This would enable the development of residential apartment buildings up to six storeys in height, or other forms including Row Housing and Stacked Row Housing.

Concurrent with these proposals, a subdivision application (LDA18-0320) has been submitted to separate this area from the parent parcel which contains the existing shopping centre.

SITE AND SURROUNDING AREA



AERIAL VIEW OF APPLICATION AREA

| | EXISTING ZONING | CURRENT USE |
|---------------------|---|--|
| SUBJECT SITE | (CSC) Shopping Centre Zone | Parking Lot, vacant land |
| CONTEXT | | |
| North | (RA8h) Medium Rise Apartment Zone (AP) Public Parks Zone | Apartment Buildings Abbotsfield Recreation Centre (ARC) Abbotsfield Park |
| East | (RF5) Row Housing Zone | Row Housing |
| South | (A) Metropolitan Recreation Zone (RA7) Low Rise Apartment Zone | Rundle Park Apartment Buildings Row Housing |
| West | (CSC) Shopping Centre Zone | Riverview Crossing (formerly Abbotsfield Mall) |



VIEW OF THE SITE FACING NORTH



VIEW OF THE SITE FACING SOUTH

PLANNING ANALYSIS

LAND USE COMPATIBILITY

The proposal to rezone a portion of the shopping centre site to (RA8) Medium Rise Apartment Zone would provide for development which is compatible with existing development and possible future development in the Abbotsfield neighbourhood.

This site is slightly under one hectare in size (0.99 Ha), which is of a sufficient size to ensure that setbacks and separation as detailed in the RA8 Zone will be accommodated.

The RA8 Zone provides for density permissions up to 224 dwelling units per hectare (du/ha), which would allow for up to 222 residential units on this site. Provisions exist in the Zone to allow for up to 249 du/hectare, if additional Amenity Area is provided which would increase the maximum number of units to 247.

Abbotsfield's population has declined since 1993 when it stood at 2,170 people. The population has been stable since 2008, changing by less than 20 people from then, to the 2016 population total of 1,907. Overall, this represents a -12% decline from peak population in 1993. This application would provide the opportunity for a modest increase in population in the neighbourhood which would support local businesses, schools, and amenities.

The subject site is relatively isolated from existing development within this mature neighbourhood. To the south it is bounded by 118 Avenue NW, a major high-volume arterial road. To the east, Abbotsfield Road is a Collector Road, as is the segment of 119 Avenue NW bordering the north of the site. Presently, the west of the site is the internal drive aisle for the Riverview Crossing shopping centre and the mall building itself. Each of the public roads noted have generous rights-of-way, providing good separation from any new development, as well as good street access for new residential development. The site is also adjacent to the Abbotsfield Transit Centre. The presence of significant commercial space in the shopping centre site, and further west, provides a number of local services and amenities within walking distance for this future residential development.

This area of Abbotsfield hosts a diversity of residential built forms and housing typologies. Low-density, single- and semi-detached residential areas are located to the west and north-west of the shopping centre site, across 34 Street NW. Closer to this site, residential development transitions to five-storey apartments to the north, and row housing is located around the other edges. If developed, residential development on this site could be up to approximately 6 storeys (23.0 m), while the remainder of the shopping centre site could be developed under the CSC Zone to 16.0 m (approximately four storeys). As such, this application is in scale and compatible with surrounding development.

PLAN IN EFFECT

Abbotsfield-Rundle Heights Community Development Plan (1996)

This non-statutory plan provides description of existing development in the Abbotsfield and surrounding neighbourhoods at the time of the Community Development Plan's (CDP) inception, with limited forward guidance regarding specific commercial areas on 118 Avenue and 112 Avenue. No forward guidance is provided for the shopping centre site. Two maps within the document contain generalized land use descriptions for the site.

The CDP identifies general land use "Goals" for the area:

1. To minimize land use conflicts;
2. To enhance the "small town" character; and
3. To encourage a mix of appropriate residential and commercial uses.

The plan speaks to discouraging new residential medium density development, in favour of encouraging low-density residential. However, it is concluded that this should not be strictly adhered to for this site for the following reasons:

1. The context of this particular site is isolated away from the existing medium density and low density development which minimizes possible or perceived land use conflicts;
2. It does not appear that the CDP contemplated any kind of transition of this major commercial site, Riverview Crossing (formerly Abbotsfield Mall);
3. More recently approved guideline documents - the Transit Oriented Development Guidelines, and Residential Infill Guidelines - are clearly supportive of this kind of development, as described in the next section;
4. The more general objectives of the CDP are still met.

The plan amendments proposed are to descriptive maps, being the “Abbotsfield Existing Land Use Map”, from “Commercial” to “Apartment”, and the “Abbotsfield Land Use Zone” map reflecting the zone change, from CSC to RA8.

APPLICABLE GUIDELINES

Transit Oriented Development (TOD) Guidelines

The Abbotsfield Transit Centre is approximately 50 m from the rezoning site and provides a transfer/destination point for six bus routes. The TOD Guidelines apply to this site due to its proximity within 400 metres of the Transit Centre.

The Abbotsfield Transit Centre is designated as a Neighbourhood Area Type as per the TOD Guidelines. Infill is identified as an appropriate form of development within this Neighbourhood Area Type, and the recommended uses within the Neighbourhood Area Type include two storey townhomes, duplex housing, and four storey apartments along arterial and collector roads. Neighbourhood-serving retail is also appropriate.

The Guidelines recommend that minimum densities of 125 du/ha be required on these sites, if the site is one hectare or greater in size. As this site is 0.99 ha, it is considered to fulfill the intent of this guidance, and therefore the densities permissible under the RA8 Zone are suitable. With the RA8 allowing for up to six storeys of development, this is a deviation from the recommended four storeys maximum, but will likely be necessary to achieve the RA8 densities given that the RA8 Zone restricts site coverage to 50%. As described in the next section, perceived impacts from heights which are permissible under the RA8 Zone are minimized by the site's separation from the surrounding residential areas.

Ultimately, the transition of this site from vacant commercial parking lot to medium density residential, with opportunity for ancillary local retail, is well supported by the transit access provided by the Transit Centre. Likewise, the development potential under the RA8 Zone would support transit use and ridership at this Transit Centre. In both ways the intent of the TOD Guidelines are supported.

Residential Infill Guidelines (RIGs)

In conjunction with the assessment under the TOD Guidelines, this site was tested against the Residential Infill Guidelines. Section G1: Mid Rise Apartments is the set of guidelines used to assess this application, recognizing that a variety of medium-density built forms are possible under RA8, with six storey apartments being the maximum size of development.

Suitable locations for Mid Rise Apartments are identified as including existing regional, or community-level shopping centres, which this site is. Other locational criteria specified include being adjacent to collector or arterial roads, or road networks with the demonstrated capacity to accommodate the proposed development. This site is bordered by one arterial and two collector roads, and the road network has been analyzed to determine that it does have capacity to accommodate the possible traffic generation.

The angular plane impacts to neighbouring properties meets expectations set by the RIGs. To the south across 118 Avenue, an angle of 28 degrees would be achieved (under the 45 degrees

recommended). To the east, an angle of 33 degrees would be achieved, under the suggested 35 degree angle. There is no residential development immediately north, however the angle achieved would be 43 degrees. To the existing shopping mall building to the west, the angle would be approximately 50 degrees. Given that the most sensitive interfaces are those with established residential development, this test demonstrates no concerns over the performance of the RA8 Zone on this site under the RIGs.

TECHNICAL REVIEW

All comments from affected City Departments and utility agencies have been addressed.

PUBLIC ENGAGEMENT

| | |
|---|--|
| ADVANCE NOTICE June 20, 2018 | <ul style="list-style-type: none"> • Number of recipients: 857 property owners, as well as delivered to all addresses within approximately 400m of the mall property. • Nine responses were received (a response rate of 1%). • Number of responses in support: 3 (0.35%) • Comments included: <ul style="list-style-type: none"> ◦ Rezoning for more residential would be positive ◦ Would be ok with residential rezoning if it helps keep the mall ◦ More people and families are needed in the area, and this would prevent more schools from closing ◦ In favour of the parking lot becoming apartments. • Number of responses with concerns: 4 (0.47%) • Comments included: <ul style="list-style-type: none"> ◦ Six storeys could be too high, but four storeys would be ok. ◦ There is not enough parking for residents. ◦ This would detract from the park area. ◦ Don't want more high-density, low-rent. ◦ Concerned about overcrowding services. ◦ Don't like the type of people who live in apartments. • Number of responses asking for information only: 2 |
| PUBLIC MEETING September 18, 2018 | <ul style="list-style-type: none"> • Number of attendees: 41 • Number of feedback forms in support: 2 • Number of feedback forms with concerns: 1 • See "What We Heard Report" for details of these forms and other written comments received. |
| WEBPAGE | <ul style="list-style-type: none"> • edmonton.ca/Abbotsfield |

The "What We Heard Report" from the Public Meeting is attached as Appendix 1 to this report.

CONCLUSION

City Planning recommends that City Council **APPROVE** this application.

APPENDICES

- 1 "What We Heard" Public Engagement Report
- 2 Application Summary

WHAT WE HEARD REPORT

Abbotsfield Mall/Riverview Crossing Rezoning and Plan Amendment Application (LDA18-0296)

PROJECT ADDRESS: 3010 - 118 AVENUE NW
3210 - 118 AVENUE NW

PROJECT DESCRIPTION:

- Rezone portions of two lots from (CSC) Shopping Centre Zone to (RA8) Medium Rise Apartment Zone
- Amendment to the Abbotsfield Rundle Heights Community Development Plan (CDP)

Event Type: Open House

Meeting Date: September 18, 2018

Number of Attendees: 41

ABOUT THIS REPORT

The information in this report includes responses to the application notification and feedback gathered during and after the September 18, 2018 open house. This report is shared with everyone who has emailed the file planner directly, and all attendees who provided their email or mailing addresses during the event on September 18, 2018. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed Rezoning and Plan Amendment advances to Public Hearing, this report will be included in the information provided to City Council.

MEETING FORMAT

The meeting format was a station-based open house where attendees were able to view display boards with project information and ask questions of City Staff and the applicant. Participants were invited to share their feedback on a “graffiti wall” and on written comment sheets by offering general comments in response to these two questions:

- What do you LIKE about this proposal?
- What do you NOT LIKE about this proposal?

Applicants were also able to submit either written or electronic feedback forms. The comments and questions we received are summarized by main themes below, and the comments are provided as we received them.

Planning Coordination
CITY PLANNING



WHAT WE HEARD

Socio-economic Neighbourhood Impacts

- I think the project is a good idea for this area if it is targeted at the right population group. Based on much feedback that I have listened to -> seniors housing would be the most welcomed in the area.
- If there is senior low income housing this would truly benefit the mall's income. There are a lot of seniors living and residing around the Abbottsfield Mall.
- Again I stress Seniors in this area are frequently struggling and are the major shoppers in the area.
- The seniors have been in this area, worked in this area and even developed this area. They deserve a place of convenience.
- Canada needs more immigrants, US is strong because it has greater numbers. It is inevitable. We should make it 8 storey high or more.
- It is a very good idea. We need people here. We need density. We have to fill up this huge vacancy. This community is depressed. We need this multi storey development to breathe life into it. We need people.
- A great opportunity to revitalize the community. Seniors have asked for transitional housing - rental units will provide them this option.
- The only use for this location I would support is for seniors age in place/assisted living - a needed resource - we do not need more families/low rent options.
- Too much risk. *(respondent did not clarify this)*

Density

- Increased density in an already too dense neighbourhood.
- This neighbourhood's resources are already maxed out.
- There are too many apartments, condo, + multi family units in this area, there are many vacancies, and high crime already. There is no need for more.
- Too many people crowded into an already overdeveloped area. Would this fly in Rio Terrace? This is another example of poorly planned infill.

Built Form

- I am hoping for a lower rise building, so it will not block the view of the beautiful River Valley.
- I am hoping the most beautiful trees are not all removed as they affect our ecosystem and nature in this area.
- I am hoping for a building that is low rise and does not affect the view of the valley.
- What do I not like about this? It blocks the River Valley View! Hence: Riverview crossing? NEW NAME.

Land Use

- Seniors housing and new businesses would be an asset to the community.
- Like that redevelopment of the area is planned.
- I like the idea of seeing something appealing to the area.
- Possibly seniors housing would be the only O.K. option.
- Don't need another Alexander Plaza.
- Turn area into green houses and hiking area.
- It appears Beverly is yet again the dumping ground for low income rental units.
 - Is this necessary? We already have plenty of subsidized rental units.
 - Losing tenants in the mall, is this a way for the developer to recoup their losses?
- This will Not revitalize any economically challenged neighbourhood.
 - It is not residential, but commercial that is needed, the inability of the mall to attract new tenants makes it obvious that their strategies are not working. Try again!
- Why more housing in this area? We need more businesses not more density from housing.

Traffic and Transportation

- Don't see much room for parking.
- A concern is parking and bringing in too many more people in an already crowded neighbourhood.

Open House and Consultation

- Thank you for this meeting.
- Good Information, Hope to see something real good come out of this.

ANSWERS TO QUESTIONS

Will this be low income housing, or rental housing?

- The land is private property, and any residential development will be a private development. The City does not have the authority to regulate tenure- that is, whether residences are rented or owner-occupied, nor the price for those units in a private development. It is up to the landowner to decide on what they will develop and for whom.

Can you take into consideration seniors' low-income housing?

- As above, the City cannot regulate private landowner decisions. The owners could choose to develop seniors' housing, or other types. The City does not have any plans to participate in developing seniors' housing on this site.

Will there be another meeting prior to this development?

- No further public engagement is currently planned.

Will this affect the value of my home?

- City Planning does not evaluate this as a land use consideration. Property values are complex and depend on many different factors, markets, and buyer/seller preferences.

How will this affect the bus transit stops that already exist?

- The Abbottsfield Transit Centre will continue to operate. It has just been recently upgraded. Bus routes may be changing as part of the Bus Network Redesign in 2019, but the Transit Centre is planned to remain in operation.

If you have questions about this application please contact:

Sean Lee, Planner

780-496-6121

sean.lee@edmonton.ca

Planning Coordination
CITY PLANNING



APPLICATION SUMMARY

INFORMATION

| | |
|-----------------------------------|---|
| Application Type: | Plan Amendment, Rezoning |
| Charter Bylaw: | 18616 and Resolution |
| Location: | North of 118 Avenue NW and east of Abbotsfield Road NW |
| Addresses: | Portions of: 3010 - 118 Avenue NW 3210 - 118 Avenue NW |
| Legal Descriptions: | Portions of: Lot 3, Block 12, Plan 8820078 Lot 1, Block 12, Plan 5624RS |
| Site Area: | 0.99 Hectares |
| Neighbourhood: | Abbotsfield |
| Ward - Councillor: | 7 - Tony Caterina |
| Notified Community Organizations: | Beverly Heights Community League, Beacon Heights Community League, Edmonton Federation of Community Leagues, Beverly Business Revitalization Zone |
| Applicant: | Nick Pryce, V3 Canada |

PLANNING FRAMEWORK

| | |
|----------------------------|---|
| Current Zone and Overlay: | (CSC) Shopping Centre Zone Main Streets Overlay Secondhand Stores And Pawn Stores Overlay |
| Proposed Zone and Overlay: | (RA8) Medium Rise Apartment Zone |
| Plans in Effect: | Abbotsfield Rundle Heights Community Development Plan |
| Historic Status: | None |

Written By:
Approved By:
Branch:
Section:

Sean Lee
Tim Ford
City Planning
Planning Coordination