

West Rosedale Council Working Session

April 14, 2015



SUSTAINABLE DEVELOPMENT, URBAN PLANNING AND ENVIRONMENT April 14, 2015

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West Rosedale - Challenges

- Incomplete community – east Rosedale waiting for West Rosedale to catch up
- Vacant / Underutilized Land
- Deficient Infrastructure
- Busy Roads / Large Scale Existing Utility and Recreation uses
- Archeological and Cultural Remains
- Provincial Interest in West Rosedale
- Stakeholder Expectations
- Cost of City Building
- Governance

West Rossdale - Potential (Why We Care)

- Heart of the River Valley
- Celebrate History and Culture
- Gateway to Downtown
- Compliment to the Legislature Building / Grounds
- Complete Connected Urban Village in the Valley
- Touch the Water

Workshop Overview

- Previous Council Direction
- Agenda / Workshop Structure
- Workshop Purpose
- January 20, 2015 Reports on West Rosedale and The Future of Baseball in Edmonton

Previous Committee / Council Direction

- July 8 , 2014, Administration to report on various matters related to development in Rosedale.
- January 20th, 2015, referred Sustainable Development report CR_1521 and Community Services report CR_1523 to Administration to be considered at future date.

Previous Committee / Council Direction

- January 27, 2015:
 - Convene working session on April 14 to review options for West Rossdale redevelopment and the Rossdale Ballpark site.
 - Advance reports CR_1521 and CR_1523 to the April 14 working session
 - Administration work with Canal proponents to report on financial scenarios including the Canal and various other elements associated with the redevelopment of West Rossdale

Workshop Structure

- Review
 - River Crossing Vision
 - Sort “Moving” Parts
 - Hard Truths and Questions
 - Financial Scenarios
 - Next Steps

Workshop Purpose

- Vision sets the bar
- Understand status of moving parts
- Hard Truths / Questions stimulate discussion
- Understand Impact of “could do” moving parts on West Rosedale financial performance / City Building Outcomes
- Consider where on continuum to invest – how close to the “tipping point”?
- Decision on Next Steps

Sustainable Development Report CR_1521

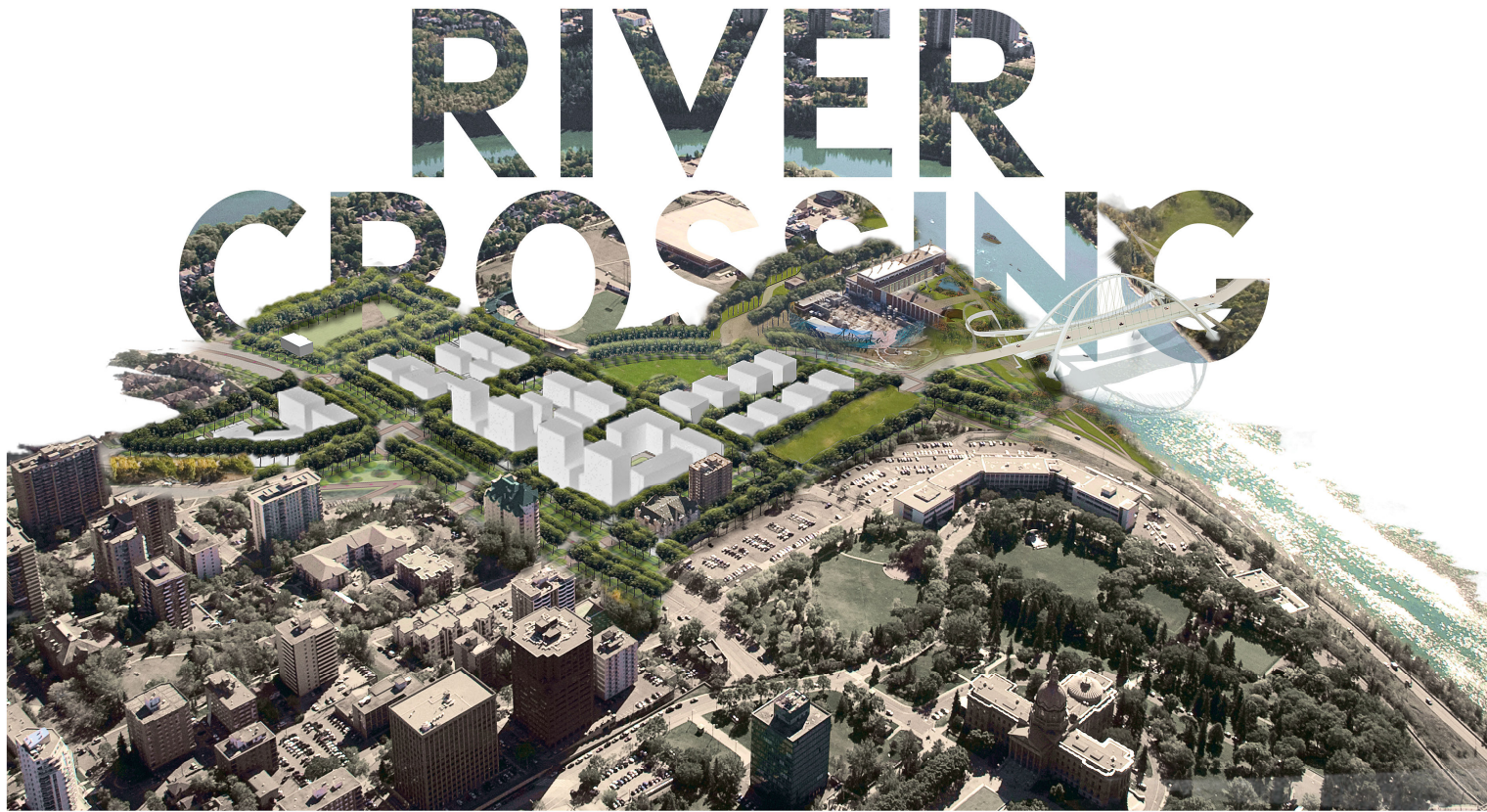
- Range/impact of potential changes to West Rossdale Urban Design Plan on financial performance
- West Rossdale redevelopment – challenges to cost recovery model
- Position of Province on lands west of 105 Street
- Preliminary information on Canal proposal
- Opportunities to celebrate history and culture
- Potential of Power Generating Station and Pump Houses as commercial activity nodes
- Attached KRP report on financial analysis

Community Services Report CR_1523

- Rossdale Ballpark – Background Information
- Facility Lease and Condition
- State of Baseball In Edmonton

Desired Outcome/Decisions

- Endorse River Crossing Vision as a transformative project
- Develop a Business Case to support public investment in West Rosedale required to achieve River Crossing Vision

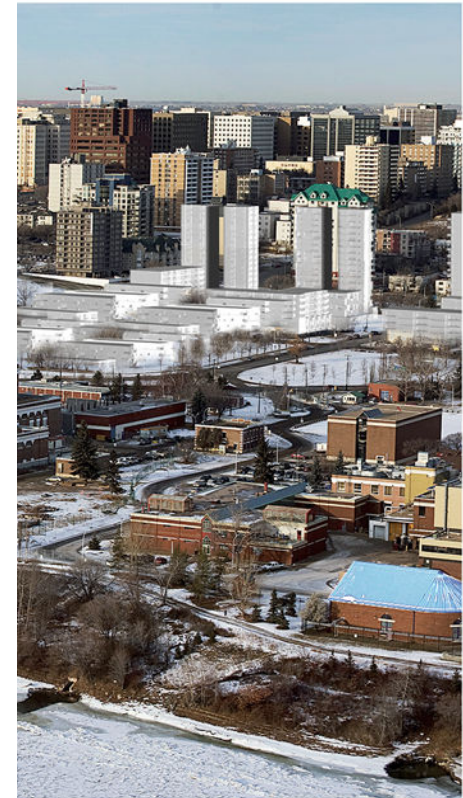


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River Crossing Vision

- *A place that connects the city*
- *A place to cherish*
- *A place of convergence*
- *A place of community*
- *A place that communicates*



River Crossing Vision



A Place of Connection

Linking people from both side of the North Saskatchewan, and connecting vibrant and attractive communities to bustling commercial centres. River Crossing is a bridge between the orderly sidewalks of Rossdale and the wild valley trails that run east and west as far as you wish to explore. River Crossing weaves our city together. It joins the river to the city, neighbourhoods to each other, and is the premier gateway into Edmonton's downtown. It allows people to move in different ways to expect and unexpected destinations.

River Crossing Vision



A Place of Convergence

Where the distinct elements that make our city unique come together in one place. People travel from far and wide to enjoy music and shows, sports and recreation, local shops, savory restaurants, and touch the water's edge. It invites us to come together in inspiring public spaces to express a relationship with our landscape, culture and community as we build new futures together in a place that is rooted in our past.

River Crossing Vision

A Place to Cherish

That's been at the heart of trade, travel, kinship, spirituality, community, and culture for thousands of years. History here is long, layered, and deep. River Crossing is where we can share our stories. It is where we can walk along the paths etched into the river bank by 8,000 years of footsteps, reflect upon the adjacent legislature grounds and look up toward the two small towns that merged to become our city to the bend in the river, and helps us celebrate where we come from.



River Crossing Vision



A Place of Community

That welcomes thousands of residents and newcomers who will find their homes, raise their families, and join the existing neighbourhood at Rossdale. River Crossing is a vibrant and diverse community nestled between nature and the urban beat of our city's downtown. It will be a highly livable, walkable, and sustainable community that will invite neighbours to connect in ways that are intimate and authentic.

River Crossing Vision

A Place that Communicates

Who we are, where we've been, and what we are becoming as one of Canada's fastest growing and most dynamic cities. This is River Crossing. Our past. Our opportunity. Our future.

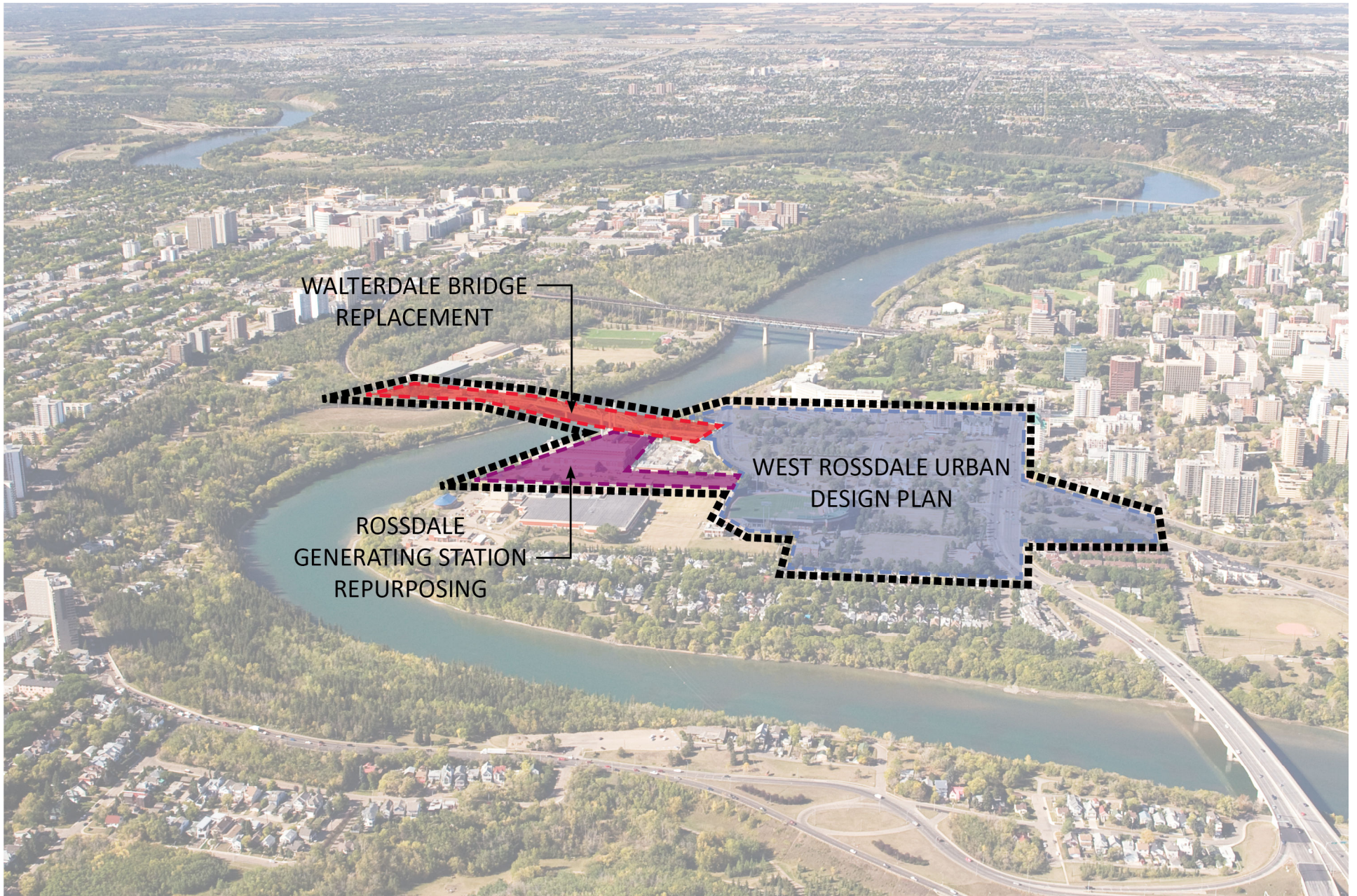


River Crossing Vision



- Walterdale Bridge
- EPCOR plant repurposing
- Touch the Water promenade
- West Rosedale Urban Design Plan

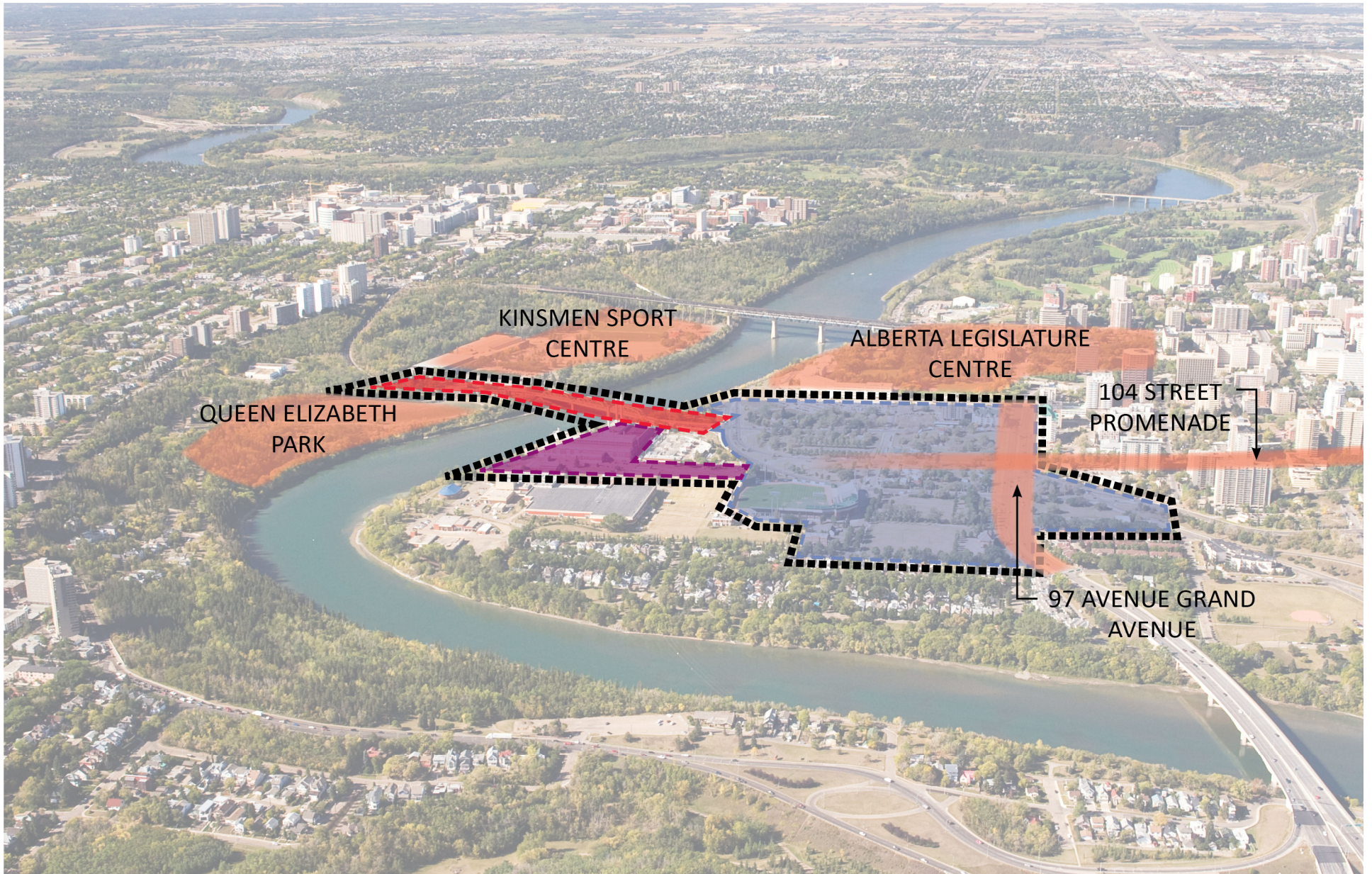
The River Crossing – The core projects



The River Crossing – Core projects

- Queen Elizabeth Park
- Alberta Legislature Master Plan
- Kinsmen Sport Centre Master Plan

The complementary projects



The River Crossing – Complementary Projects

WALTERDALE BRIDGE REPLACEMENT

Functional Signature

Attractive entrance to Downtown

Enhance the public realm and pedestrian amenity



ROSSDALE GENERATING STATION and PUMP HOUSES

Recognize History and Heritage
Celebrate Arts and Culture
City-wide Urban Magnet



TOUCH THE WATER PROMENADE

Place maker
Connects to history
Connects to the water
Connects to the Downtown



WEST ROSSDALE URBAN DESIGN PLAN

Urban Village

Threshold Population

96 Avenue Mixed-Use Retail

Pedestrian Friendly Development



WEST ROSSDALE NEIGHBORHOOD

- an isolated neighbourhood with limited ability to connect to surrounding urban area and potential public amenities
- limited access to river and valley
- limited ability to absorb cost of required infrastructure upgrades including deep utilities, regional streetscape and roadways
- limited ability to absorb parking associated with adjacent city-wide public facilities
- lesser market potential without enhanced public amenities and access to river valley
- possible 104 Street promenade from the downtown has no south destination within neighbourhood itself

AS **INDIVIDUAL** PROJECTS

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WALTERDALE BRIDGE REPLACEMENT

- connections to pedestrian network and river valley trail system are outside project scope
- north bank landing has limited ability for place making – need connection to promenade
- limited ability to address neighbourhood and Generating Station site access and pedestrian network
- limited ability to create excitement and support within the broader community without being tied into the vision for the north and south banks
- iconic structure that needs a sense of arrival upon landing on the north bank.

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ROSSDALE GENERATING STATION

- needs critical mass in adjacent neighbourhoods, especially West Rosedale to support daily activity and financial sustainability
- limited parking on site to support a city-wide destination
- limited pedestrian connections to surrounding neighbourhoods without West Rosedale neighbourhood improvements
- limited vehicular access/front door without regional road improvement
- opportunities to provide views and access from the new bridge and promenade requires design coordination

AS **INDIVIDUAL** PROJECTS

TOUCH THE WATER PROMENADE

- ties the new bridge to the EPCOR site and Generating Station
- creates opportunity to connect to trails west of new bridge
- bolstered by possible programming on EPCOR site and in heritage structures
- needs parking opportunities possible on EPCOR site
- needs pedestrian connection through EPCOR site and from trails east of Pump Houses

AS **INDIVIDUAL** PROJECTS

- A **LEGACY PROJECT** with the potential to be **TRANSFORMATIVE**, to Rosedale, to Downtown, to the river valley, to the City
- **TOUCH THE WATER**, connecting the heart of our City to the water
- A model for **COLLABORATIVE, INTEGRATED CITY BUILDING**
- The greater, shared vision builds **CITY-WIDE EXCITEMENT & SUPPORT** for all projects
- Construction activity creates **POSITIVE ECONOMIC IMPACT and ENHANCED TAX BASE**
- Model of **SUSTAINABLE DEVELOPMENT** by increasing site and infrastructure utilization
- No one project can financially support all that needs to be done.
- Promote and enhance connectivity – **BETTER COORDINATION** of circulation patterns, traffic and pedestrian flow
- A **COMPLETE NEIGHBOURHOOD**
- **CRITICAL MASS**, people 24/7 is sustainable, walkable, and safe
- Enhanced public realm **AMENITY**
- An **INSPIRING** entrance to our Downtown, a source of **PRIDE** for all Edmontonians
- Together, the Bridge, the Neighbourhood and the Generating Station and the Promenade are **GREATER THAN THE SUM OF THEIR INDIVIDUAL PARTS**

AS **INTEGRATED** PROJECTS



West Rossdale Moving Parts

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Rossdale Moving Parts

Doing

- Walterdale Bridge – under construction
- Touch the Water Promenade – RFP for conceptual design issued
- Mechanized Access – report due later this Quarter
- Rossdale Fire Station 21 – budget to reactivate approved
- Queen Elizabeth Park Master Plan implementation - approved
- Kinsmen Sports Centre Master Plan Implementation - approved
- Rossdale Community Consultation – ongoing
- Aboriginal Interests and Consultation –ongoing (embedded in Touch the Water Promenade / Historic Interpretive Plan)

Rossdale Moving Parts

Will Do

- Telus Field (Request for Proposals)
- Comprehensive Heritage Interpretive Plan
- Friends of the Rossdale Generating Station

Will Do (After Completion of Business Case)

- Roadways and Public Realm Improvements
- Governance (Municipal Development Corporation)

Rossdale Moving Parts

Could Do (More Information Needed)

- Rossdale Generating Station and Pump Houses
- Donald Ross School Site – include in developable area?
- Rossdale Canal Proposal – include as core project?
- Urban Design Plan (DC1) – potential amendments?
- Land West of 105 St – sell to Province or keep as developable area?
- Private Lands – purchase remaining private holdings?



Development / Financial Scenarios

Hard Truths

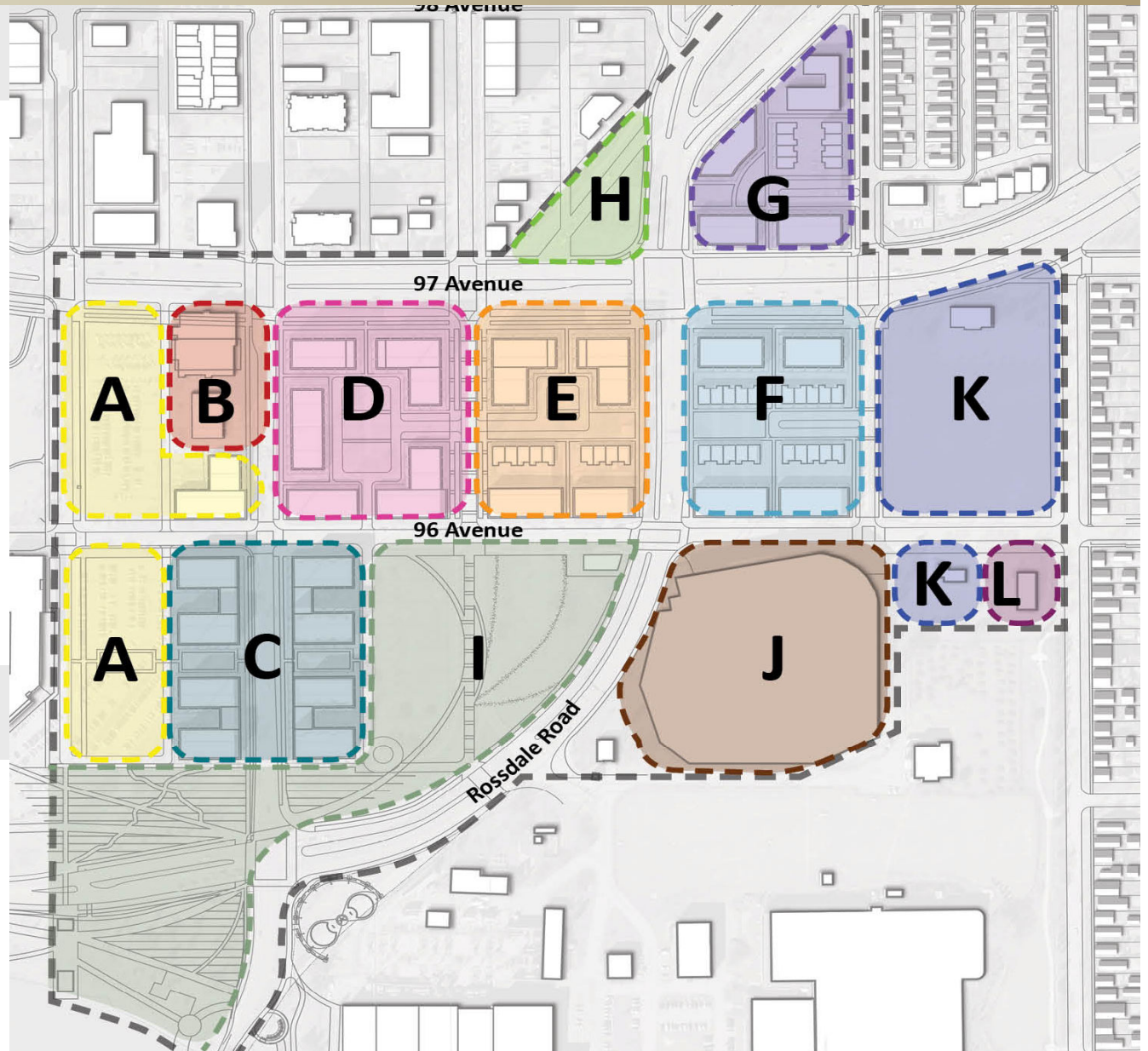
- *The redevelopment of West Rossdale as guided by the Urban Design Plan and regulated by the Direct Control Provision will not generate sufficient revenue to cover the public investment necessary for the Neighbourhood, nor the City scale improvements.*
- *Cost recovery in West Rossdale could mean substantial increases in dwelling densities, developable area and building massing and/or a reduction in public realm components.*
- *The market (developers, builders and consumers) will not be interested in this utility deficient and traffic challenged area without significant up-front City investment.*
- *Creating a complete community in Rossdale and maintaining substantial surface parking for Telus Field are not compatible.*
- *Maintaining parking for Telus Field **and** a future program at the Generating Station / Pump Houses is a substantial challenge*
- *Edmonton will not attract a higher level of professional baseball for the foreseeable future.*
- *There is currently no funding available to develop West Rossdale as Council has already set its funding priorities for the 2015-2018 capital budget.*

Hard Questions

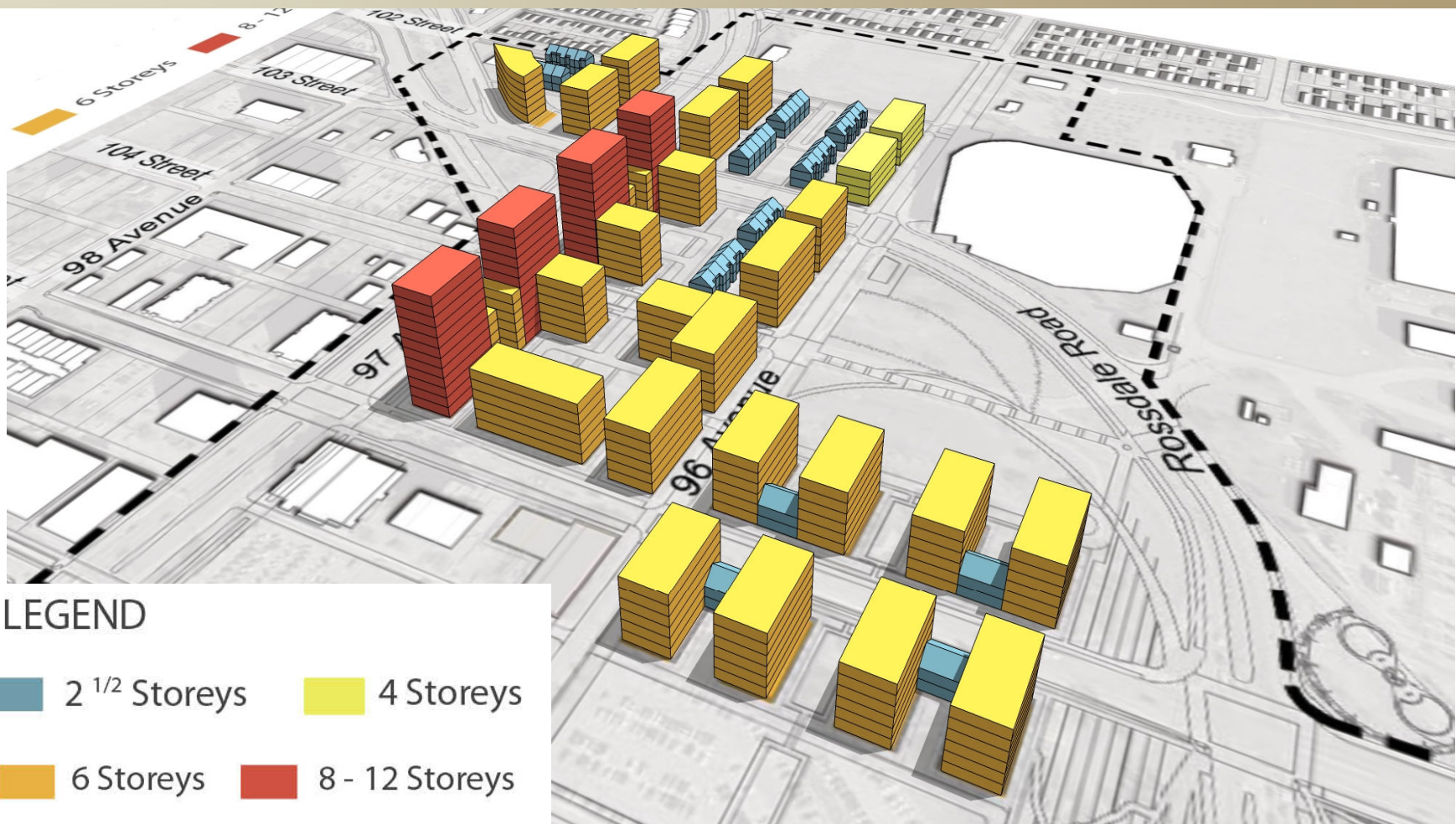
- *Should the City invest in West Rossdale, or sell its holdings straight to the market?*
- *Does City Council want to bias the financial performance of West Rossdale towards a city building outcome, or towards cost recovery of City investment?*
- *Should the development concept offset public investment to the greatest extent possible at the Neighbourhood and City Scale, but not to the extent that public investment is below the “tipping point” and/or revenue would drive inappropriate built forms?*
- *Does City Council want to amend the Urban Design Plan with its consequent consultation?*
- *Should the City incur the additional time and cost to acquire the remaining private land in West Rossdale*
- *Should neighbourhood scale open space be included in the development concept?*
- *Should the height of development decrease southward to the river and eastward toward East Rossdale?*
- *Should views to the Legislature from 105 Street and 97 Avenue be maintained?*
- *Does City Council want to fund the planning and design work during 2015-18 to be ready for Capital funding/expenditures in 2019-22?*

Urban Design Plan - Land Use Precincts

- A** Government of Alberta Lands
- B** High Rise
- C** Mid Rise
- D** Mid to High Rise
- E** Low to High Rise
- F** Mid to Low Rise
- G** Mid Rise
- H** Urban Park
- I** River Edge - Interpretative Park
- J** Telus Field
- K** Community Cultural
- L** Ross Flats



Urban Design Plan - Building Massing



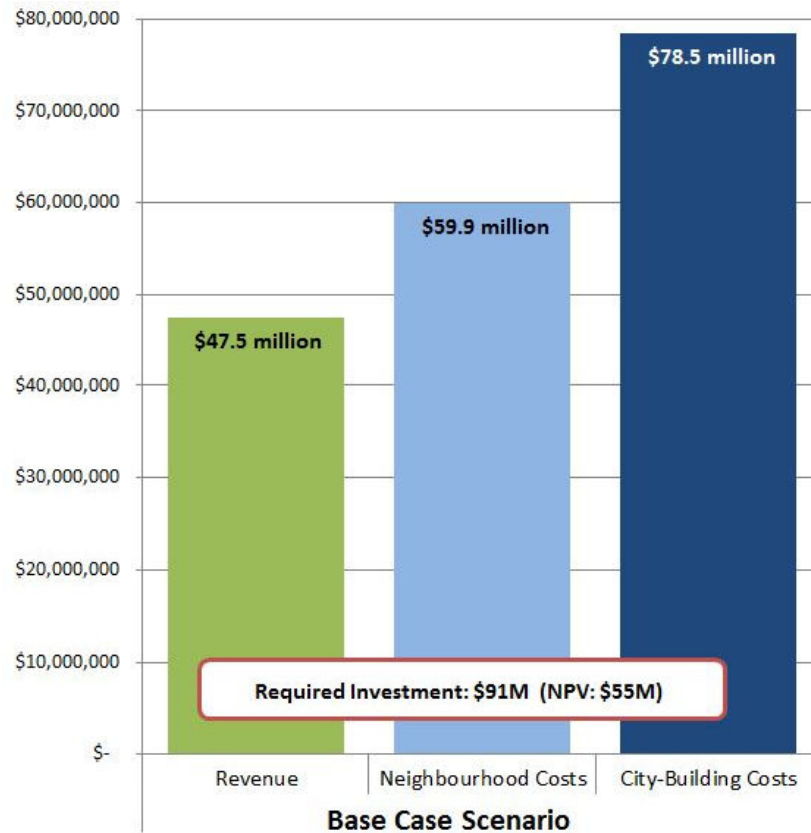
Urban Design Plan Built Form



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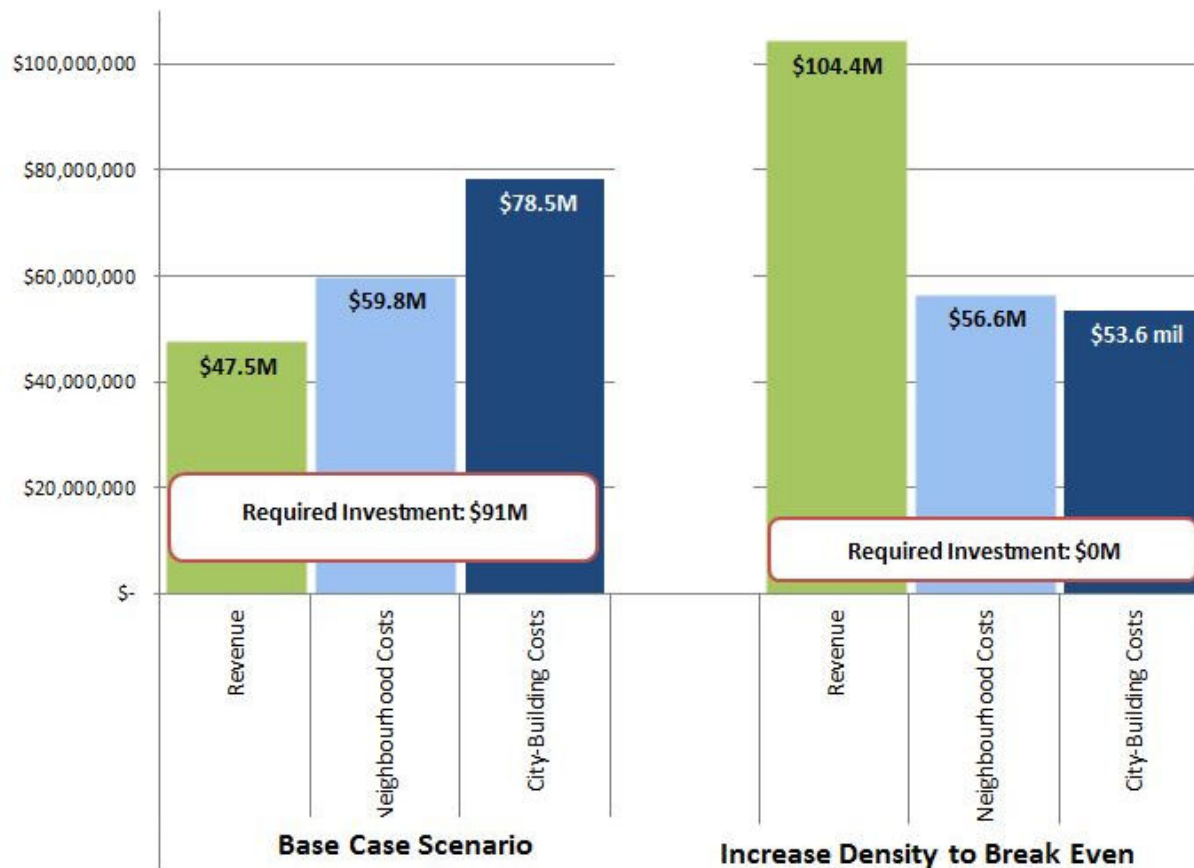
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Urban Design Plan – Base Case Financial Performance



Base Case - versus - Break Even Scenario

(Double Density - 500 du/ha)



Double Density Built Form (500 du/ha)



Base Case plus Telus Field



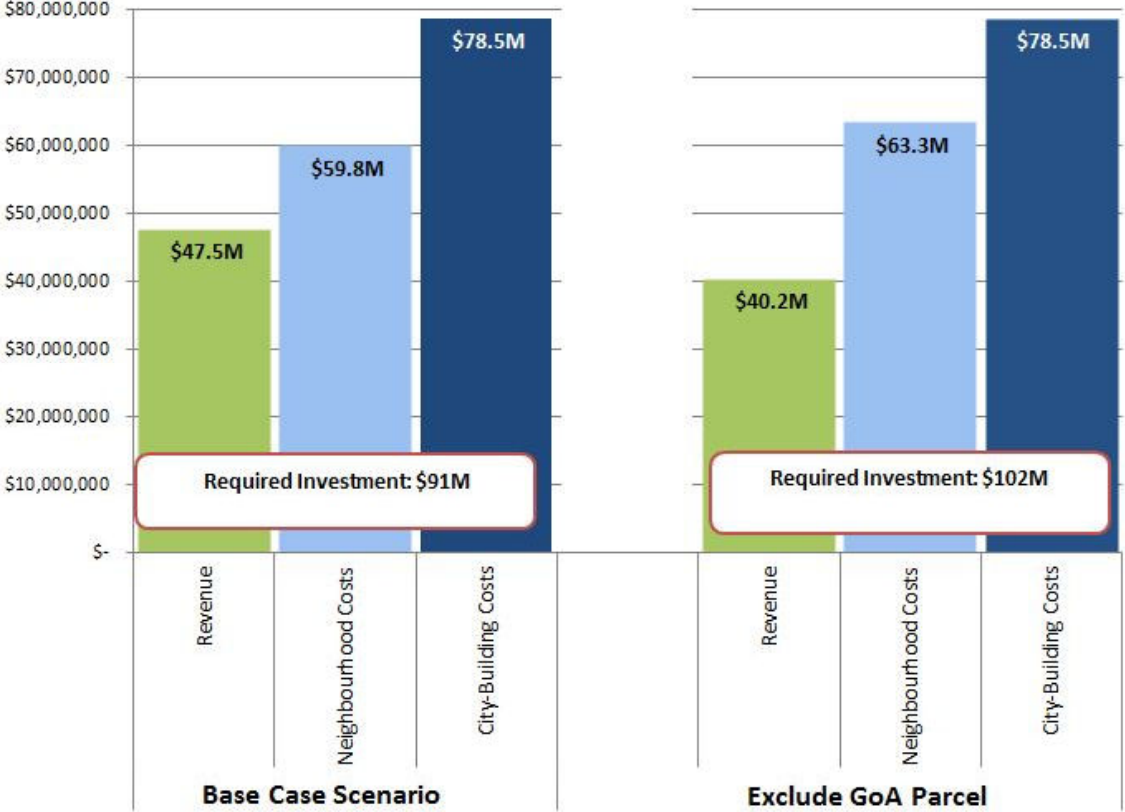
Urban Design Plan plus Telus Field Built Form



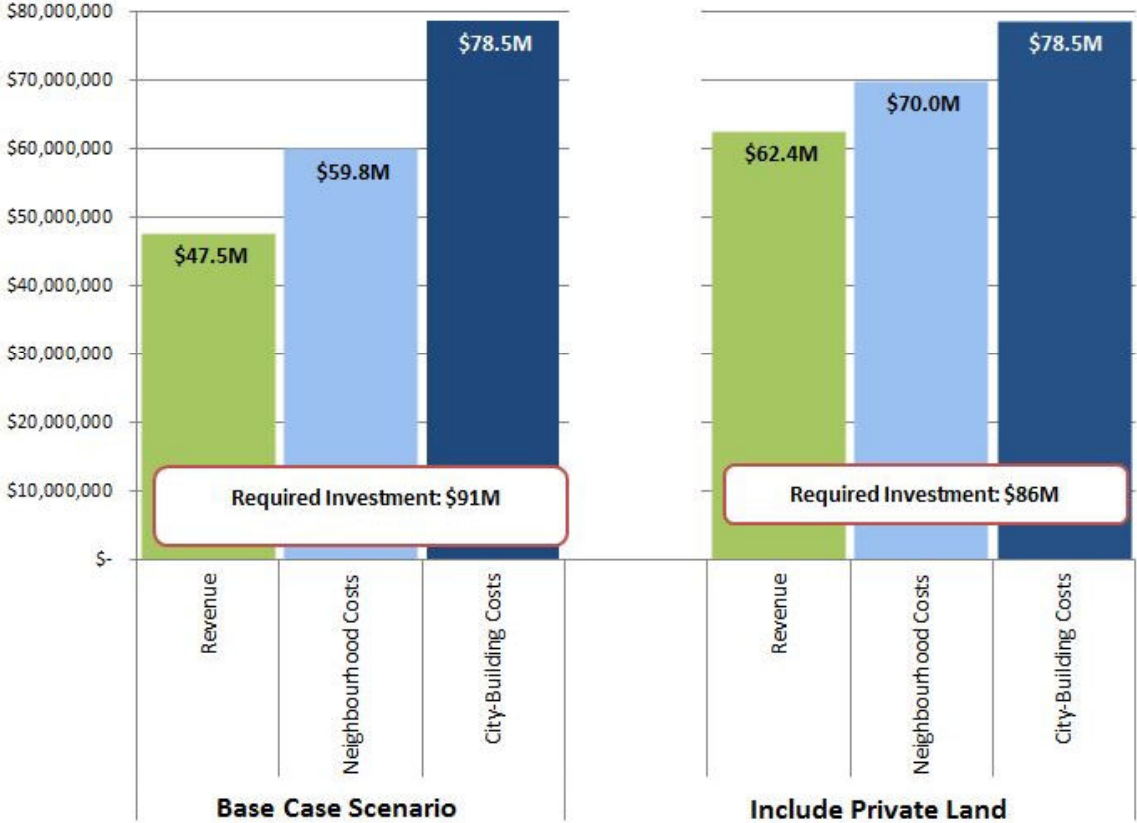
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Base Case minus Lands West of 105 Street



Base Case plus COE Private Lands Purchase

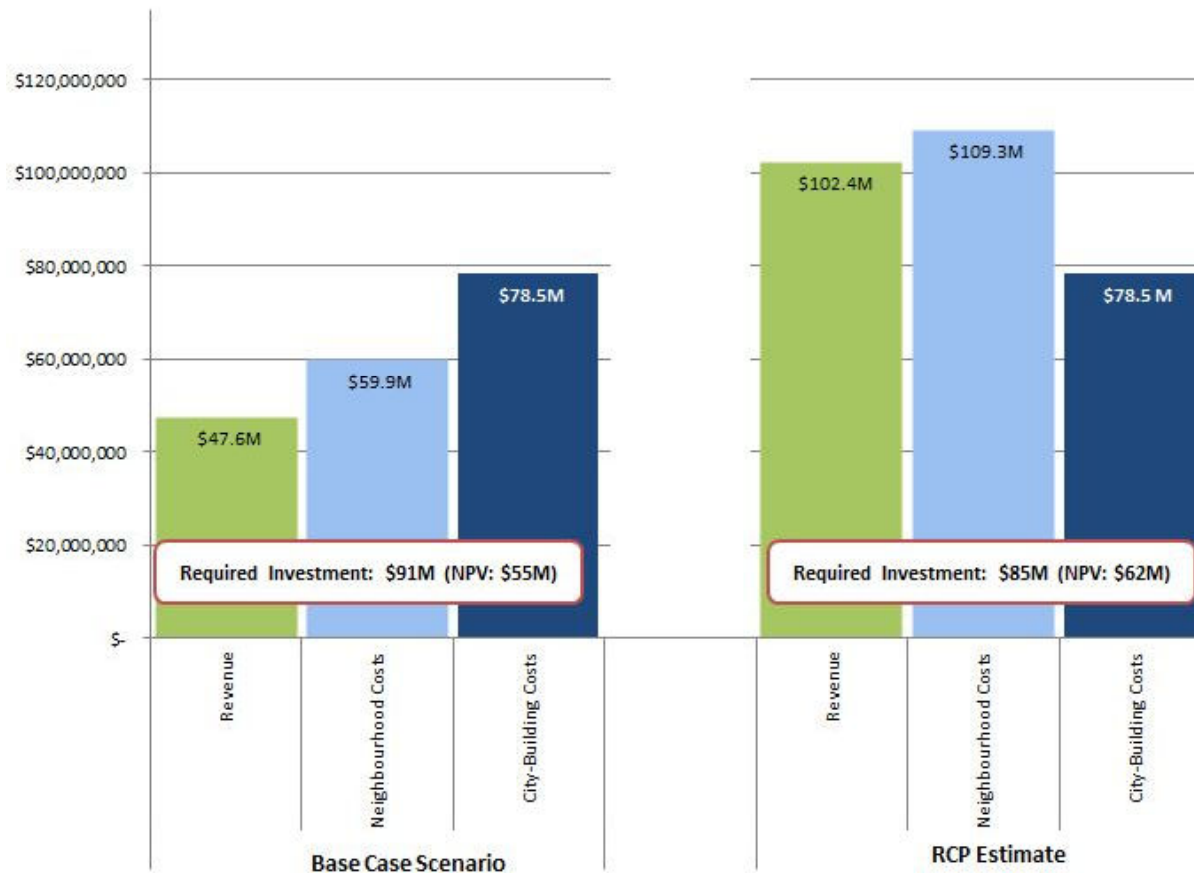


Base Case plus Canal Scenario



Base Case versus Modified Canal Scenario

(new information)



Base Case versus Modified Canal Scenario

Assumptions

Base Case Revenues

- Gross Area 22.5 hectares / Developable Area 5.3 hectares
- 1206 Dwellings Units (approved Urban Design Plan)
- Gross Density 53.6 du/ha / Net Density 227.5 du/ha
- \$39,000 (average) per door estimated revenue
- \$3.9 million per 100 units

Significant Base Case Costs

- City scale infrastructure \$78 million (including \$27 M in interest costs)
- Neighbourhood infrastructure (utilities, roads and soft costs)

Tax Revenues

- \$40 million over 20 years
- \$3.9 million / year at full build out (year 20)

Modified Canal Scenario Revenues

- Gross Area 22.5 hectares / Developable Area 5.3 hectares
- 1461 Dwelling Units (based on current CoE land ownership)
- Gross Density 65 du/ha / Net Density 276 du/ha
- \$55,000 (average) per door estimated revenue
- \$5.5 million per 100 units

Significant Modified Canal Scenario Costs

- Canal Capital cost and interest costs

Double Density plus Telus Field + Donald Ross School Site Built Form



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Business Case and Next Steps

The Need for a Business Case and Advisory Committee

- The analysis for the development scenarios was conducted at a high level. Administration recommends that a Business Case be advanced to thoroughly articulate how a balance between public investment and city building outcomes can be achieved.
- Attachment 5 of the report outlines the proposed purpose, role, composition and operating timeline for an Administrative Advisory committee.

Telus Field

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Potential Next Steps

- Spring / Summer 2015 – information session with baseball community / stakeholders
- Fall / Winter 2015 – issue RFP for Spring 2016 operation
- Consider public sector comparator

Potential Directions

- Retain the facility - 5 to 10 year commitment
- New model for operating the facility to increase use
 - Western Major Baseball
 - Midget Triple A
 - Community ball / special events
- Operational: break-even / cost neutral
- Building rehabilitation: City responsibility

Summary Next Steps

- Develop a final Terms of Reference for the Advisory Committee including its membership, role and scope of work.
- Develop a Terms of Reference for a detailed Business Case for the redevelopment of West Rossdale.
- Prepare a Request for Proposals for a five year interim use for Telus Field.
- Prepare a Comprehensive Interpretive Heritage Plan.

Questions

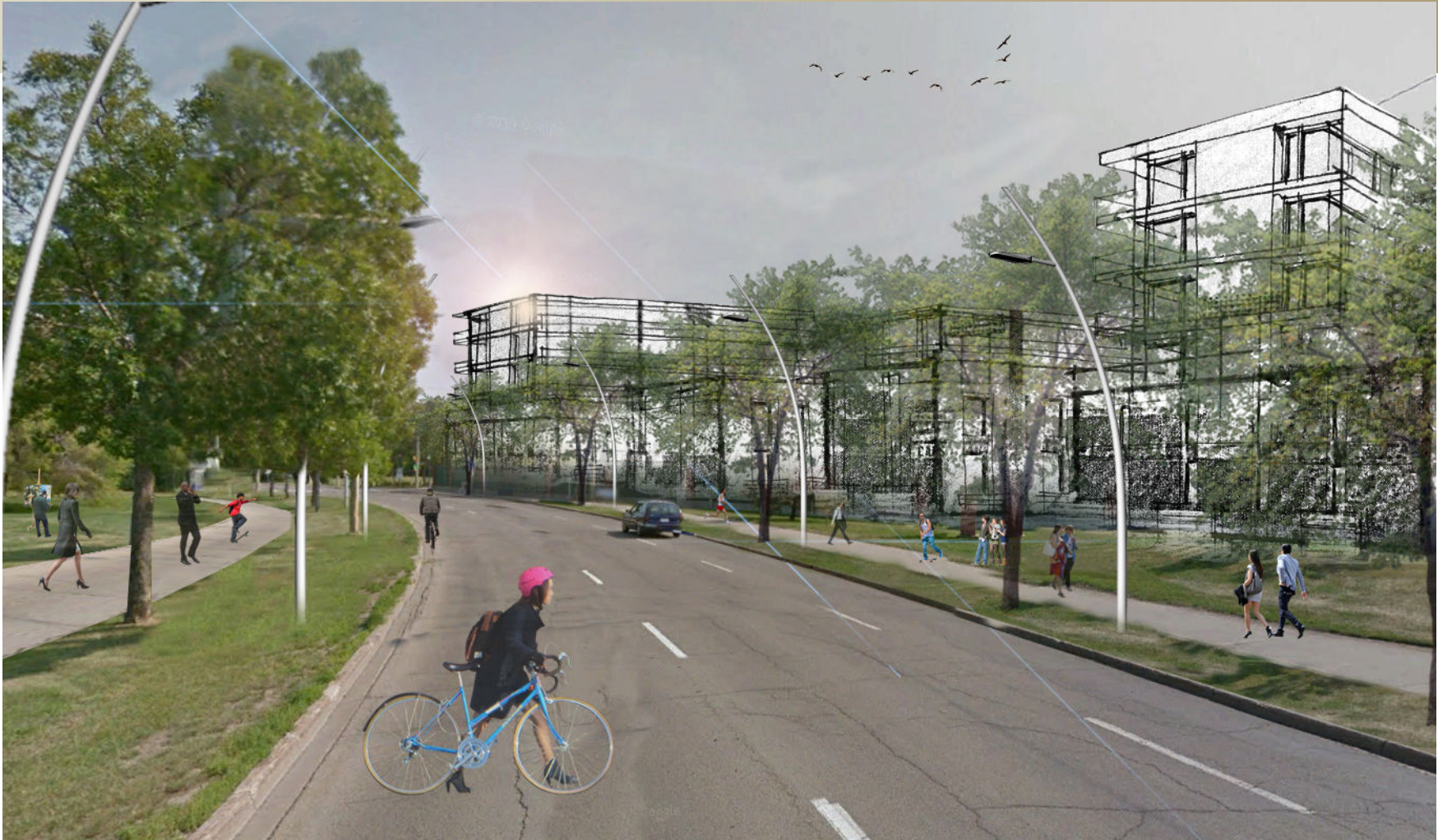
Urban Design Plan plus Donald Ross School Site Built Form



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Urban Design Plan – Public Realm Standard (Rosssdale Road looking North – Telus Field)



Urban Design Plan – Public Realm Standard (105 Street Looking North at 96 Avenue)



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