

# Belgravia McKernan Area Redevelopment Plan Neighbourhood Infill Community Consultation

## Recommendation:

That the November 12, 2014, Sustainable Development report CR\_1428, be received for information.

## Report Summary

This report provides information regarding consultation held with Belgravia and McKernan communities to clarify understanding of policy related to potential rezonings from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3) to facilitate small scale neighbourhood infill within 400 metres of the McKernan/Belgravia LRT station.

## Previous Council/Committee Action

At the November 12, 2014, Executive Committee meeting, the following motion was passed:

That the November 12, 2014, Sustainable Development report CR\_1428 be referred back to Administration to schedule this item, in consultation with the Agenda Review Committee, at a future Executive Committee meeting, and that this item be made time specific.

The following requests to speak were also approved:

D. Grimble; P. Lightfoot; S. Kamp (on behalf of K. Taft); R. de Chazel (on behalf of J. Boman); D. Gillespie; N. Krogman, Belgravia Community League.

At the June 9, 2014, City Council Public Hearing, the following motion was passed:

That Administration consult with the Belgravia and McKernan communities to clarify the understanding of section 4.4.6 of the Belgravia McKernan Area Redevelopment Plan regarding neighbourhood infill, including when RF1 to RF3 should be considered and provide a report to Committee on the results of the consultation.

At the September 10, 2014, City Council meeting, the following motion was passed:

That Administration include in the Sustainable Development report CR\_1428, on the work currently being done on the McKernan-Belgravia Station Area Redevelopment Plan, an examination of the traffic impacts of the cumulative effect of the proposed density increases from the RA7, UCRH (Urban Character Row Housing) and RF6 zones on 71 Avenue.

## Report

At the June 9, 2014, City Council Public Hearing, Administration was directed to consult with both Belgravia and McKernan communities to clarify understanding of Policy

Section 4.4.6 of the *McKernan-Belgravia Station Area Redevelopment Plan* (the Plan) and how it relates to potential rezoning from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3) for properties within 400 metres of the LRT station.

### **Background**

The *McKernan-Belgravia Station Area Redevelopment Plan* was approved by City Council July 2, 2013, and encompasses all of the Belgravia neighbourhood and the McKernan neighbourhood with the exception of properties along 109 Street. The majority of development within these two mature neighbourhoods is within walking distance of LRT and is currently low density residential comprised of single-family housing built between 1946 and 1960. Properties west of 114 Street within 400 metres of the McKernan/Belgravia LRT Station are generally zoned Single Detached Residential Zone (RF1), with limited Small Scale Infill Development (RF3) and Low Rise Apartment Zone (RA7) along 76 Avenue. East of 114 Street is primarily zoned a mix of both Single Detached Residential Zone (RF1) and Small Scale Infill Development (RF3). All are subject to the Mature Neighbourhood Overlay.

The purpose of the Plan is to provide a clear vision and framework for future development within McKernan and Belgravia over the next 25 years. Its goal is to enhance and strengthen the local character of these neighbourhoods while capitalizing on the presence of the McKernan/Belgravia LRT station through transit oriented development and encouraging infill development. Transit oriented development is urban development that is planned and integrated with an LRT station at its core surrounded by housing, shopping, and employment concentrated along a network of walkable and bikeable streets.

The *McKernan-Belgravia Station Area Redevelopment Plan* was prepared with community input that was used to identify areas suitable for long-term incremental change as well as shape the vision, design principles, and policies of the Plan. As a result, the Plan accommodates transit oriented development by focusing more intensive residential development on the periphery of the neighbourhoods, along major arterial and collector roads, and close to the LRT station. The Plan also seeks to ensure infill redevelopment is compatible with the scale of existing single family dwellings internal to each of the neighbourhoods in order to maintain the fundamental character of these areas.

### **Clarification of Area Redevelopment Plan Section 4.4.6**

Neighbourhood infill forms a key component of the development concept. It is identified as one of six land use precincts used to achieve the vision and principles of the Plan, identify development opportunities, and regulate built form. The Neighbourhood Infill precinct helps ensure new development is in keeping with the existing neighbourhood character as it relates to height, building types, relationship to pedestrians and building design, materials, scale, style, and environmental sustainability.

Under Section 4.4.6 of the Plan, the Neighbourhood Infill precinct recognizes opportunities to support modest intensification or density through small scale neighbourhood infill internal to McKernan and Belgravia. This includes garden/garage suites, duplexes, semi-detached dwellings, and row housing and apartment housing up to four dwellings per site. Neighbourhood infill development should be compatible with the scale of existing single family dwellings up to two and one half storeys.

Policy 4 of this section allows properties located within 400 metres of the existing LRT Station to be considered for rezoning from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3), subject to appropriate community consultation. The purpose of this policy is to create increased opportunity for infill within walking distance of the McKernan/Belgravia LRT station as well as encourage early community consultation in the rezoning process.

Administration met with community league representatives to clarify understanding of Section 4.4.6 and outlined the following:

### Consideration of Rezoning Properties Near the LRT Station from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3)

The timing, frequency and feasibility of rezoning proposals from RF1 (Single Detached Residential Zone) to RF3 (Small Scale Infill Development Zone) within 400m of LRT will be dependent on a number of factors including:

- market demand
- land owner preference
- land ownership patterns
- property consolidation
- available servicing
- technical requirements, and
- economic feasibility.

For these reasons, infill redevelopment is expected to occur incrementally, take many years, and may not necessarily achieve full build-out.

Section 24 of Zoning Bylaw 12800 requires Administration to give due consideration to any rezoning application. Small scale infill and development is consistent with the vision and intent of the plan. As transit oriented development is generally supported through the City's vision, Municipal Development Plan, and Transportation Master Plan, Administration is inclined to support Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3) rezoning applications within 400 meters of the McKernan-Belgravia LRT Station, subject to technical review and public input.

### Consultation and the Rezoning Process

In addition to the City of Edmonton's formal Land Development Application process, the *McKernan-Belgravia Station Area Redevelopment Plan* provides the community additional opportunity for consultation (i.e. pre-consultation) when a property is being considered for rezoning from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3) within 400 meters of LRT. Under Section 4.4.6, Policy 4 of the Plan, when a landowner or developer makes an inquiry about rezoning their property from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3), Administration informs them that it is a requirement that the applicant contact adjacent property owners and the Community League to discuss their proposal in advance of submission of the application, and provide a summary of that consultation with the rezoning application documents. This provides communities an early opportunity to learn more about and discuss the development proposal, ask questions, and identify concerns, issues, and potential solutions with the applicant. For applicants, it provides additional opportunity to discuss their project, how it meets the intent and policies of the Plan, answer residents' questions directly, and consider preliminary community feedback prior to finalizing their submission.

This pre-consultation provides an opportunity for the applicant and Community League to consider meeting and discussing a potential rezoning application, share information, increase community awareness, and identify potential concerns, issues, and solutions in advance of formal application submission. Following this stage, a landowner or developer may decide to submit a formal Land Development Application to rezone their property from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3).

Once submitted, the Land Development Application for rezoning is formally processed by the City of Edmonton, which includes the following aspects:

- An advance notice of the rezoning application, mailed to surrounding property owners, applicable Community League and Business Revitalization Zone Association, and the Ward Councillor
- Technical review of the application's conformance with the Plan and other applicable City policies and guidelines
- Circulation to civic departments and utility agencies for technical review including servicing requirements
- Appropriate level of public consultation is determined for each application depending on complexity
- Administration prepares the proposed rezoning bylaw and City Council report on the proposed application with a recommendation of support or non-support
- The Council report includes a summary of public input received on the rezoning application, and
- A City Council Public Hearing is held to consider the rezoning application where members of the public may present their views on the application and a decision is made by City Council.

Standard rezoning applications take an estimated three months to process while more complex or involved applications can take longer. If the rezoning application is approved by City Council, an applicant may then apply for a development permit and building permit to undertake new construction. If the rezoning application is defeated by City Council, an applicant cannot apply to rezone the same property for the same intended proposed development for one year.

### Development Permit Process

Administration advised the community representatives that details regarding site and building design are often prepared and submitted at the development permit stage and therefore may not be available at time of rezoning for community information. The rezoning process is separate from the development permit process. Zoning controls the use and development of land. It specifies different permitted and discretionary use opportunities and development regulations for a particular property. The development permit process is different in that it is used to review and ensure that any new development specifically being proposed meets the zoning regulations of the property in terms of use class, lot dimensions setbacks, lot area, etc.

A development permit is both necessary and important as it provides written approval from the City that the proposed site development plan(s) is/are in accordance with Zoning Bylaw 12800 regulations. Review and decision-making time length depends upon complexity of the application and City work volumes. Once a valid development permit is obtained, an applicant can then apply for a building permit to construct the building or structure, or to apply for a business licence.

### **Cumulative Development and Traffic Impact Along 71 Avenue**

It is acknowledged that the Belgravia neighbourhood already experiences traffic congestion. This was noted in Section 2.3.4 of the approved *McKernan-Belgravia Station Area Redevelopment Plan* and in the original *McKernan Belgravia Station Area Redevelopment Plan Transportation Overview* prepared by Bunt & Associates in 2013 (see excerpt in Attachment 1).

As directed, Administration performed a localized analysis to further examine the traffic impacts of the cumulative density increases of potential row housing and apartment development along 71 Avenue; this analysis is a supplement to the original transportation overview conducted to inform preparation of the Plan.

The localized analysis assumed that all lots fronting 71 Avenue between 114 Street and 116 Street will be redeveloped to the maximum density anticipated in the Plan over a period of 25 years. This assumes approximately 154 units (gross) in this portion of the plan area. The actual redevelopment density will likely be lower than this given the range of factors that typically affect redevelopment within mature neighbourhoods (e.g. land owner preference to redevelop, developer land assembly, and consolidation, etc.).

Due to the proximity of the Belgravia neighbourhood to transit, education, and employment land uses, 25 percent of commuter trips in 2012 to and from the neighbourhood were accomplished through transit, walking, or cycling. This compares to around five to ten percent of transit, walking, or cycling commuter trips in more suburban areas. The Plan is designed to grow this existing mode split through transit oriented design and development. The localized analysis, however, does not account for any increase in mode split to transit or active modes beyond what was recorded in 2012. Given the location of the plan area, it is anticipated that use of public transit and active transportation will continue to increase beyond current levels as the area redevelops. For these reasons, this localized analysis may overestimate the anticipated vehicular traffic impacts associated with the 71 Avenue portion of the Plan.

The assumed increase in density along 71 Avenue is anticipated to result in approximately 20-40 additional vehicles along 76 Avenue at 114 Street in both the AM and PM peak hours. Throughout the 25 year implementation period, the increase in traffic volumes is anticipated to be in the order of 1.3 percent per year on 115 Street and 0.5 percent per year on 76 Avenue. The resulting increase in traffic is not expected to exceed the capacity on the routes used to access the 71 Avenue area of the Belgravia neighbourhood.

Although the localized analysis does anticipate increases in vehicular traffic, these increases are not expected to have a significant impact on roadway operations within the neighbourhood. Historical counts indicate that volumes on 76 Avenue have decreased from around 5300 vehicles per day in 2008 to in the order of 3800 vehicles per day in 2013. In conjunction with traffic impacts, redevelopment activities will need to be coordinated with the Neighbourhood Renewal Program as both Belgravia and McKernan neighbourhoods are scheduled for reconstruction starting in 2017."

### **Conclusion**

Discussion with the two communities has resulted in greater understanding of Section 4.4.6 of the *McKernan-Belgravia Station Area Redevelopment Plan* and when Single Detached Residential (RF1) to Small Scale Infill Development Zone (RF3) rezonings are considered; however, Belgravia Community League representatives remain dissatisfied with the current rezoning consultation process and would like a more collaborative, community-led planning process for amending the Plan or dealing with future rezonings in Belgravia.

An alternative rezoning process would require further consideration of implications related to city-wide application, development industry and City Council service expectations, additional city resourcing, existing initiatives, and legislative framework. Administration does not recommend amendment of the *McKernan-Belgravia Station Area Redevelopment Plan* at this time and remains committed to ongoing implementation of the vision and objectives of the Plan and other City policies and guidelines.

### Policy

- *The Way We Grow*, Edmonton's Municipal Development Plan
- *The Way We Move*, Edmonton's Transportation Master Plan

### Corporate Outcomes

- Edmonton is attractive and compact
- The City of Edmonton has sustainable and accessible infrastructure
- Edmonton is an environmentally sustainable and resilient city
- Edmontonians use public transit and active modes of transportation

### Public Consultation

Discussions were held with McKernan and Belgravia community league representatives on July 10, 2014, and October 8, 2014, to clarify understanding of Section 4.4.6 of the *McKernan-Belgravia Station Area Redevelopment Plan*. This included potential rezoning of properties within approximately 400 metres of LRT from Single Detached Residential Zone (RF1) to Small Scale Infill Development Zone (RF3) subject to appropriate consultation. Further clarity of Section 4.4.6 and Policy 4 of the Plan was achieved through discussion of the Plan and existing planning processes.

Additionally, Administration plans to host a broader community education information session in November 2014, to provide further community education of planning processes and engagement opportunities.

### Attachment

1. Excerpt from McKernan Belgravia Station Area Redevelopment Plan Transportation Overview

### Others Reviewing this Report

- D. Wandzura, General Manager, Transportation Services