Edmonton ADMINISTRATION REPORT REZONING, PLAN AMENDMENTS BELVEDERE

404 Belvedere Gate NW and 504, 560 & 580 Belvedere Way NW

To allow for low and medium rise apartments on portions of the Station Pointe Lands.



RECOMMENDATION AND JUSTIFICATION

Administration is in **SUPPORT** of this application because:

- it encourages the redevelopment of a large area of vacant land in a mature neighbourhood;
- the existing Direct Control Provisions require higher intensity development than is feasible at this location at this time;
- the proposed zoning provides flexibility for development while maintaining an appropriate level of density for the location; and
- there has been considerable City investment in public realm and infrastructure improvements to support the development of these vacant parcels.

THE APPLICATION

- 1. **Resolution** to amend the Fort Road Old Town Master Plan to revise the text throughout from 'high density residential' to 'medium to high density residential' for the area of the proposed rezoning. The proposed amendment will revise Map 6: Overall Concept Map to align it with the work that has been completed in the area, and will remove Map 7: Old Town Master Plan Concept and Map 9: Old Town Area Land Use Concept. These land use concepts have changed since they were originally developed, and no longer match the possible development for the area. The information provided in these concept maps are maintained through text descriptions, which will be updated to match this application.
- 2. **BYLAW 19251** to amend the Belvedere Station Area Redevelopment Plan to revise Figure 12 to show 'medium to high density residential' instead of 'high density' and to update subsequent figures to remove the 'boundary of amendment' which outlines a previous amendment. Additionally it is proposed to remove Section 6: Land Use Regulations and Guidelines, which contains outdated descriptions of standard zoning and is no longer up applicable.
- 3. **CHARTER BYLAW 19262** to amend the Zoning Bylaw from (DC1) Direct Development Control Provision (Belvedere Areas A, B, D & E) to (RA7) Low Rise Apartment Zone (Areas B, D & E) and (RA8) Medium Rise Apartment Zone (Area A). The proposed zones will allow the development of low and medium rise multi-unit housing in a more flexible format than the existing DC1 provisions. Additionally, some commercial uses would be allowed on the ground floor where associated with residential units.



AERIAL VIEW OF APPLICATION AREA

SITE AND SURROUNDING AREA

The subject site is within the Belvedere neighbourhood within the area known as Station Pointe. Station Pointe is divided into Areas A through G. Areas A, B, D & E are part of this application and are currently vacant. The work on the public lands within Station Pointe is complete, including roadways, sidewalks and public plazas, as well as servicing infrastructure and a safety wall to provide a buffer from the CN rail tracks.

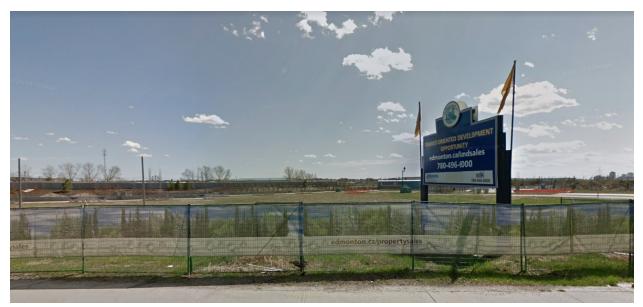
The application area is located on a portion of land that is separated from the broader neighbourhood of Belvedere to the northwest by Fort Road NW, a 6-lane separated arterial road and by the CN rail tracks that run along the southeast side of the site. The Belvedere Transit and LRT Station is located directly to the northeast. There is a small area of auto-oriented commercial development to the southwest, which is separated by the CN rail from an industrial area and the Kathleen Andrews Transit Garage.

Of the portion of Station Pointe on the southeast side of Fort Road NW, only Area C has begun development. Development on this site was started by a private developer; however, the building on the site has not yet been completed and is currently vacant. Areas F and G are located on the northwest side of Fort Road NW and are not affected by this application. These properties have a mix of both vacant and operational small scale commercial development.



AERIAL VIEW OF SURROUNDING AREA

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(DC1) Direct Development Control	Vacant
	Provision (Areas A, B, D & E)	
CONTEXT		
Within Area	(DC1) Direct Development Control	Unfinished five-Storey mixed use
	Provision (Area C)	building
	(AP) Public Parks Zone	Public plazas and walkways
Northwest	(DC1) Direct Development Control	Small scale pedestrian and
	Provision (Areas F, G)	auto-oriented commercial
Northeast	(CO) Commercial Office Zone	Belvedere Transit Centre
Southwest	(IB) Industrial Business Zone	Small scale auto-oriented commercial
	(IH) Heavy Industrial Zone	CN Rail tracks
Southeast	(PU) Public Utility Zone	CN Rail and LRT tracks



LOOKING SOUTH AT AREA A



LOOKING SOUTH AT AREAS B & C AND PATRICK DWYER SQUARE

LOOKING SOUTHWEST AT AREA E

HISTORY OF SITE

Fort Road has a rich history dating back to the 1900's when it was a main wagon trail to Fort Saskatchewan. Over the next hundred years, the area went through a period of growth and then decline, ultimately resulting in several small business closures after the two large meat packing plants closed down in the 1980s and 1990s. There were efforts to revitalize the area, including the adoption of the Belvedere Station Area Redevelopment Plan (ARP) in 1980. While some momentum was gained, there were still many vacant businesses and lands on the southeast side of Fort Road between 66 Street NW and 129 Avenue NW in 2000.

The Fort Road Old Town Master Plan was approved in 2002, with the goals of revitalizing the historic Fort Road, accommodating an increase in vehicular traffic, enhancing commercial activity, adding high-density residential housing and increasing LRT ridership. In 2007, as part of the implementation of the master plan and in consultation with the community, Administration completed the Fort Road Urban Design Plan, amendments to the Belvedere Station Area Redevelopment Plan and the rezoning of seven areas along Fort Road to Direct Development Control Provisions (DC1).

The Belvedere Community Revitalization Levy Area Plan (Bylaw 15932) was approved in 2012 and has funded the City's redevelopment of the Station Pointe area, including purchasing older quasi-industrial properties, completing significant environmental remediation, installing new power, water and drainage lines and building new streetscapes.

By 2018, only Area C had begun development. The surrounding lands remained vacant with minimal interest in development of the sites. On January 23, 2018, City Council made a motion to explore the barriers to and opportunities for encouraging development at Station Pointe.

As a response to the Council motion, Administration determined the primary barrier to development was that the current DC1 provisions are too prescriptive. This was reported back to City Council on June 18, 2018 (CR_5614). Following this, a market study was completed to determine the most productive and saleable residential and/or commercial development within the Station Pointe area. The study focused on Areas A, B, D & E, as these parcels are currently city- owned and vacant. The results of this study indicated that the most suitable uses for the area would be stacked townhouses or small scale apartments due to the flexibility in phasing of development, lower price points, and possibility for flexibility in parking. It was indicated that low-rise apartment development is feasible if there is an allowance for surface parking.

The study also analyzed commercial options and concluded that the feasibility of suburban office development is limited, as vacancy rates of existing spaces are currently at all-time highs in Edmonton, limiting further development of this type of product. The study indicated that retail market space is also highly oversupplied for the demand that could be generated by this area. New retail space will be added with the completion of the development on Area C and there is existing underused retail space with potential for redevelopment on the northside of Fort Road.

In response to these findings, it was determined that the most suitable zone for the vacant lands would be the (RA7) Low Rise Apartment Zone and as such, a rezoning application was

initiated. The application was later revised to include the (RA8) Medium Rise Apartment Zone for Area A, as it is closest to the Belvedere Transit Centre and would allow for slightly higher intensity development.

2002 FORT ROAD OLD TOWN MASTER PLAN

+ revitalizing historic Fort Road

- + accommodating increased traffic
- + enhancing commercial activity
- + adding high-density residential housing
- + increasing LRT ridership

2007 – 2012 SUBDIVISION CONSTRUCTION

+ construction of subdivison based on the Fort Road Urban Design Plan

2007 ZONING

+ Belvedere Area Redevelopment Plan amended + Fort Road Urban Design Plan approved + Station Pointe areas rezoned to DC1 (Direct Development Control)

2012 READY FOR DEVELOPMENT

+Community Revitalization Levy Plan approved

2013 – 2018 DEVELOPMENT AREA C

+ Construction begins on 2 of the 5 buildings proposed for Station Pointe Village in Area C

2018 COUNCIL MOTION

Administration responds to a council motion about exploring the barriers to and opportunities for encouraging development at Station Pointe

PLANNING ANALYSIS

LAND USE COMPATIBILITY

The proposed rezoning would allow for the development of vacant land under standard zoning. The existing DC1 provisions are very prescriptive and ambitious, as they were developed during a more prosperous economic time with intentions for this area to be a pilot project for a high density transit oriented urban village. While the intention for a transit oriented urban village is not being revised, there is a proposed decrease in the level of intensity of development, allowing a more flexible set of zones.

One of the main components that acts as a barrier to development under the current DC1 provisions is the requirement for towers in each of the subject Areas. This limits the ability to provide smaller scale development, which is more feasible in the current economic climate. Some of the other barriers to development under the current provisions include the specificity about where commercial/residential development shall be provided, the requirement for public art contributions, requirement for residential parking to be provided underground and specifics regarding sustainable design.

The development of this type of product is currently seen in the downtown/core context, where there are amenities within walking distance and nearby employment nodes. The subject lands have a different context, as there is a main 6-lane arterial road on one side and a CN rail line on the other. There are minimal amenities and limited employment opportunities within walking distance. The area does, however, benefit from the close proximity of the Belvedere Transit Centre, which is why medium density is being proposed in Area A.

	Current: DC1 Provision Areas A/B/D/E	Proposed: RA7 Zone Areas B/D/E	Proposed: RA8 Area A
Max. Height (metres)	A: 18.0 m + 2 towers, 58 m B: 12.0 m + tower(s), 65 m D: 18.0 m + tower, 58 m E: 18.0 m + tower, 52 m	Flat roof: 14.5 m Pitched roof: 16.0 m	23.0 m
Max. Floor Area Ratio	A: 4.9 B: 3.2 D: 2.5 E: 2.6	2.3	3.0
Minimum Density (# of Dwellings/ha)	-	45	75
Maximum Density (# of Dwellings/ha)	A: 200 B: 220 D: 250 E: 370	-	-

The RA7 and RA8 Zones are suitable for providing a mix of medium density residential with the opportunity for commercial development at ground level. The allowable commercial uses are smaller scale, as they are intended to serve the local residents. The parcel that is located closest to the Belvedere Transit Centre (Area A), is proposed to be rezoned to the Medium Rise Apartment Zone (RA8) to accommodate higher density development closer to the LRT. Additionally, the Main Streets Overlay applies to both Areas A and B, affecting the RA7 and RA8 Zones when commercial uses are part of the development by encouraging a more pedestrian oriented focus through decreased front setbacks.

PLANS IN EFFECT

Belvedere Station Area Redevelopment Plan (ARP)

The Belvedere Station ARP provides general guidance on the development of the Belvedere neighbourhood. It was amended in 2007 in order to incorporate the Fort Road Old Town Master Plan which identified the Station Pointe lands as an urban village with medium to high density residential uses. The proposed Zones for this area align with the intent of the ARP by encouraging the provision of additional family housing and the development of an urban village which includes the integration of residential and commercial development, parks and open space and the Belvedere LRT Station. The proposed RA7 and RA8 Zones allow for the development of medium to high density residential development with the opportunity for commercial at ground level.

Fort Road Old Town Master Plan

The Master Plan was designed to assist and encourage the redevelopment of the Old Town along Fort Road. The plan provides a concept for the redevelopment of the area through the widening of Fort Road, the development of high-density residential development, new commercial development, improvement of the pedestrian orientation along Fort Road and a network of pedestrian walkways. This plan for redevelopment was further expanded through the Implementation Report and Urban Design Plan as described below. The plan provided an ambitious goal for the area with regard to high density development and prescriptive land uses. The concept is generally still possible under the proposed RA7 and RA8 Zones, albeit in a less prescriptive and possibly less dense way. The possibility of developing an urban village near the Belvedere LRT Station is still possible, but with the revised zones it will be up to developers to provide high quality design in order to take advantage of the upgrades completed in the area.

Fort Road Old Town Master Plan Implementation Report

The Implementation Report provides guidance on the implementation of the Master Plan, including the accommodation of future traffic increases on Fort Road and revitalizing the historic Fort Road Old Town. As a result of this plan, Fort Road was widened, the Station Pointe lands were subdivided, serviced (utilities, roadways, sidewalks, multi-use trails, etc), remediated, a berm separation from the CN Rail was built and Area C began development. The intent of the plan was that the ultimate build out of this area would be completed, or at least in progress by 2010. As such, the land development portion of the implementation plan that is possible from the City side has been completed. The actual development of Areas A, B, D & E are the only portion of the plan that is outstanding.

Fort Road Urban Design Plan

The Design Plan builds on the Implementation Plan and provides some more specific direction to encourage the development of the urban village. This document is not statutory, however, it

is referenced in the Belvedere Station ARP and the DC1 Provisions for the area. By rezoning these portions of land, the urban design plan will have less weight in decision making for the allowable future development on the parcels subject to this application. The guidance provided in the plan could provide assistance to a Development Officer when making a decision on a requested variance to the regulations in the proposed RA7 and RA8 Zones. Similar to the Implementation Plan, the Design Plan anticipated a completion of build out in 2010. The portions of the development that were possible on the public lands, including the streetscape, parks and open space improvements, have been completed according to the specifics of the Design Plan.

RESIDENTIAL INFILL GUIDELINES

The Residential Infill Guidelines (RIGs) identify the proposed rezoning area to be suitable for the proposed RA7 and RA8 Zones. Generally, the Station Pointe lands meet the requirements within the RIGs for both low and medium rise apartments. The locations identified as suitable for low-rise apartments are: corner sites at the edge of a neighbourhood along an arterial road; along high frequency transit corridors; along the full length of an old commercial strip; or on large sites. The locations suitable for medium-rise apartments are: in the City's key activity centres, such as adjacent to LRT Stations; on sites with direct access to an arterial road; or isolated from small scale residential by existing commercial or medium/large scale residential development. These sites meet all the requirements for infill development of this scale.

TRANSIT ORIENTED DEVELOPMENT GUIDELINES

The Transit Oriented Development (TOD) guidelines identify the Belvedere Station as an Employment Centre. The intent of this designation is to encourage urban setting characteristics in suburban areas and to ensure that development is of an appropriate density, scale and form. This means that residential development is encouraged to be of a higher density and employment/commercial development is not auto-oriented and should have a minimum 1.0 Floor Area Ratio (FAR).

The guidelines set the expectation that residential development on any site within 200 metres and any site larger than 0.25 hectares within 400 metres of the LRT Stop would be developed with a minimum density of 225 dwelling units per hectare (du/ha). A little over half of Area B and all of Area A is located within the 400 metre radius. The current DC1 provisions would exceed the minimum densities (as shown in the table above), but the proposed RA7 and RA8 Zones would allow more flexibility, with minimum densities of 45 du/ha and 75 du/ha, respectively. It is important to note that while these numbers are a minimum requirement, the actual build out is typically higher and there are no maximum densities in the RA7 and RA8 Zones.

Furthermore, there is the expectation in the TOD Guidelines that not more than 30% of the area within 400 metres be developed for residential. The current DC1 requires some commercial development at ground level; however, the majority development is still intended for residential. The rezoning proposes a similar balance of use classes, however, the commercial development is optional within the RA7 and RA8 Zones.

TECHNICAL REVIEW

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

PUBLIC ENGAGEMENT

PRE-APPLICATION NOTICE May 22, 2019	Number of recipients: 8,162
PRE-APPLICATION PUBLIC MEETING May 30, 2019	 Number of attendees: 31 Feedback summarized below and in Appendix 1
ADVANCE NOTICE October 16, 2019 PUBLIC MEETING NOTICES January 15, 2020	 Number of recipients: 134 No responses Number of recipients: 485
PUBLIC MEETING January 29, 2020	 Number of attendees: 77 Feedback summarized below and in Appendix 2
WEBPAGES	edmonton.ca/stationpointeedmonton.ca/belvedere

The responses received during the public engagement sessions were varied in support and non-support of the application. Generally speaking, there is consensus that these vacant parcels should be developed. There is some concern that the standard zones that are proposed are not going to result in the type of development that the community is hoping for with regards to a mix of residential and commercial. The existing DC1 provides a clear mix of uses, but the proposed zones could possibly only be residential (even though commercial is allowable, just not required). In addition, there were several comments received indicating the desire to restrict the development of affordable housing in the area. It was explained, however, that zoning does not regulate who lives where. Another main comment that was heard is the desire for some larger commercial amenities, such as a grocery store. However, in no cases (existing provisions or proposed zones) are larger format stores contemplated for this area. Smaller retail formats and amenities are possible within the proposed zones.

Additionally there were a lot of comments received that indicated the positive impact this rezoning could have on the area. It was heard that lower density housing forms are acceptable if that is what is needed for development to be successful at Station Pointe. Encouraging multi-unit housing development options on these parcels will help revitalize the area and take advantage of the close proximity to the LRT Station.

CONCLUSION

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

APPENDICES

- 1 Pre-application "What We Heard" Report (May 30, 2019 Engagement Session)
- 2 "What We Heard" Report (January 29, 2020 Engagement Session)
- 3 Market Study Executive Summary
- 4 Application Summary

What We Heard Report: Station Pointe Rezoning

Project Background

Project Timeline

The City is exploring changing Station Pointe's zoning from Direct Control (DC1) to the standard zone of Low Rise Aparment housing (RA7) to encourage development. This would mean moving away from requiring high density or tower apartments, and moving towards lower density housing such as townhomes and low rise apartments.



In this stage, the City is engaging the community and stakeholders on the opportunities and challenges of rezoning **Station Pointe** from the current **Direct Control (DC1)** zone to the standard **Low-Rise Apartment Housing** (RA7) zone.

The City will analyze the information gathered and use it to inform a rezoning application and report to council.



What Was Done: Stage 2

In Stage 2 of the project, the City had conversations with stakeholders, attended a workshop put on by the Balwin and Belvedere Neighborhood Revitalization groups, and held a drop-in engagement session.

ΑCTIVITY	TIMELINE
Outreach	
+ Stakeholder Conversations	April – June 2019
+ Revitalization Workshop	May 4, 2019
Engagement	
+ Drop-In Engagement Session	

Through these sessions, and through several meetings and conversations, the City engaged a variety of internal and external stakeholders and community members:

City of Edmonton

City Councillors

City Operations

+ Yellow Head Trail Expansion Team

Communications and Engagement

Urban Form and Corporate Strategic Development

- + City Planning
- + Economic and Environmental Sustainability
- + Neighborhood Revitalization
- + Real Estate and Housing

External Stakeholders

Fort Road Business Association Urban Land Institute Urban Development Institute Real Estate Advisory Committee Canada Home Builders Association Infill Development in Edmonton Association Community Stakeholders

- + Belvedere Community League
- + Balwin Community League

General Public

Balwin and Belvedere residents Surrounding community residents

Engagement Summary

A drop-in engagement session was held to gather information about the opportunities and challenges of rezoning Station Pointe from it's current DC1 (Direct Control) zoning to the standard RA7 (Low Rise Apartment) zone. City staff also attended an workshop put on by the Balwin & Belvedere Neighborhood Revitalization group.

Participants were shown a series of boards outlining the background of Station Pointe, reasons for changing Station Pointe's zoning, a comparison of the development that would occur under both the current DC1 (Direct Control) and proposed RA7 (Low Rise Apartment Housing) zones, and the factors that Administration is considering in deciding to change the zoning*. They were invited to share their feedback on the proposed zoning changes. This feedback will be used to inform a rezoning application and council report.

Invitations to the drop-in engagement session were posted on various social media platforms, advertised in newspapers, and mailed to 1000+ community residents.



凸凸 I am in favor of the RA7 if it means that this is what it takes to get this site completed. I want RA7 units that look attractive resulting in increased sales ∇ and vibrancy in the area. Lets get this done!

- Community Member



* see Appendix A for the engagement session content

Results and Findings

All of the community members and stakeholder groups provided us with critical feedback, with many choosing to take the opportunity to have openended conversations with the project team. We recorded over 50 comments about the opportunites and challenges of rezoning Station Pointe, and had over 40 conversations with community members.

Density

+ neutral about lowering density

Most people seemed neutral to lower density in Station Pointe – they preffered development of any kind.

+ transit oriented development

Some community members expressed concerns that lowering the density did not align with Transit Oriented Development guidelines, and previous plans for Station Pointe.

Development

- + prioritizing development We heard that people would prefer to see the site developed, regardless of the density.
- + commercial uses

Most people indicated that they did not want to see commercial uses removed from the zoning, however the "general retail" use in the RA7 zone seemed to be adequate.

+ We heard from the Business Improvement Area board that Station Pointe Lands provide an opportunity to test how to accommodate flexibility in regulatory system and that the area started as a commercial area and maybe should go back to commercial

+ food desert

Some people indicated that there was a need for amenities such as a grocery store in the area.

Parking

+ ensure adequate supply

We heard that community members wanted to ensure that parking was included on site, to prevent competition for on-street parking within the existing neighbourhoods.

Housing tenure

+ tenancy vs. owner-occupancy

Some people expressed a concern that rezoning to a Low Rise Apartment zone would encourage rental units, as opposed to home ownership.

Beautification

+ development will help clean up the area

We heard that people wanted to see development on the site sooner rather than later, so that the area will look nicer. Development was seen as a catalyst for cleaner streets and adjacent neighbourhoods.

GG This will hopefully reduce the garbage and graffiti from continuing to accumulate.

- Community Member



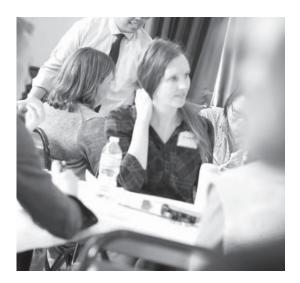
Contextual

+ social challenges

We heard that many people felt the negative impacts of social challenges in some of the surrounding communities were affecting the development of Station Pointe.

+ how we got here

Many people had questions and comments about how we got to this point – and why the City built Station Pointe in the first place.



Glad there will be commercial space. Would help ecourage people to live in Belvedere.

- Community Member

Out of Scope

The following feedback was out of scope for this project, however was forwarded to the appropriate team.

+ affordable housing

Many people let us know that they were against affordable housing in the area – however, zoning does not regulate based on income level or rental prices.

+ 66 street

We heard that some people were concerned there was not access from 66 street onto Station Pointe – they saw this as another barrier to development.

+ yellow head trail expansion

Many people chose to let us know their thoughts on the Yellow Head Trail Expansion project, and how the project interfaced with 66th street and the adjacent communities.

+ traffic

We heard that people were concerned about traffic circulation in the Belvedere area in general.

As a Result, What Has Changed?

The level of interest exceeded expectations, and we heard clearly that the success of Station Pointe is important to the community and stakeholders. The project team will draft a rezoning application and report to council that takes into account the community's concerns about commerical uses, parking requirements, and prioritizing development.

All of the feedback received in Stage 2 was reviewed by the project team. Based on this feedback, the following will be incorporated into the rezoning application and report to Council:

- + **Development over density**: lower density is alright, if that's what it takes for development to be successful at Station Pointe.
- Amenities: the community feels that commercial amenity space is needed
 options such as a food store were important.
- + **TOD**: while the community felt that Station Pointe was disconnected from the Belvedere LRT station, they also saw the station as an asset – the rezoning application should take into account Station Pointe's proximity to transit.
- + Revitalization: the rezoning application and report to Council should align with neighborhood revitalization efforts in the adjacent Balwin and Belvedere communities to address some of the social challenges of the area.
- + **Transparency**: the community has concerns about affordable housing in the area. The rezoning application and report should be transparent about the role of zoning and the City's direction with respect to affordable housing.



This is still a Transit Oriented Development opportunity. – External Stakeholder



Would like to see commercial uses – things that were at this location before Fort Road was expanded. – Community Member

What's Next

The City will use the feedback gathered from the engagement sessions held, and draft a rezoning application and report to Council.

ΑCTIVITY	TIMELINE				
Engagement (Stage 2)					
+ Stakeholder Conversations	April – June 2019				
+ 2 Drop-In Engagement Sessions	May 2019				
+ What We Heard Report	July 2019				
Analyze (Stage 3+4)					
+ Analyze Data	July 2019				
 Draft Rezoning Application and Council Report 	July – August 2019				
Council Report (Stage 5)					
+ Rezoning Application and Report to Council	Fall 2019				



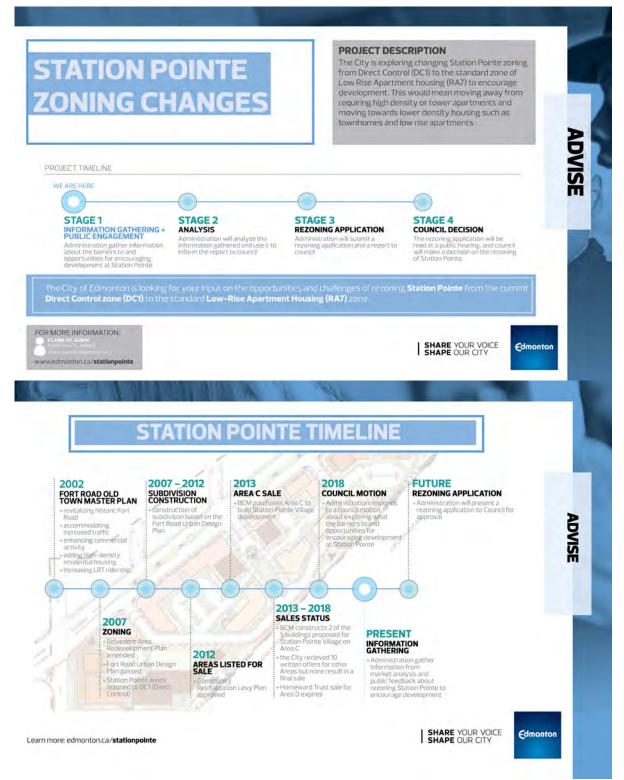
FOR MORE INFORMATION

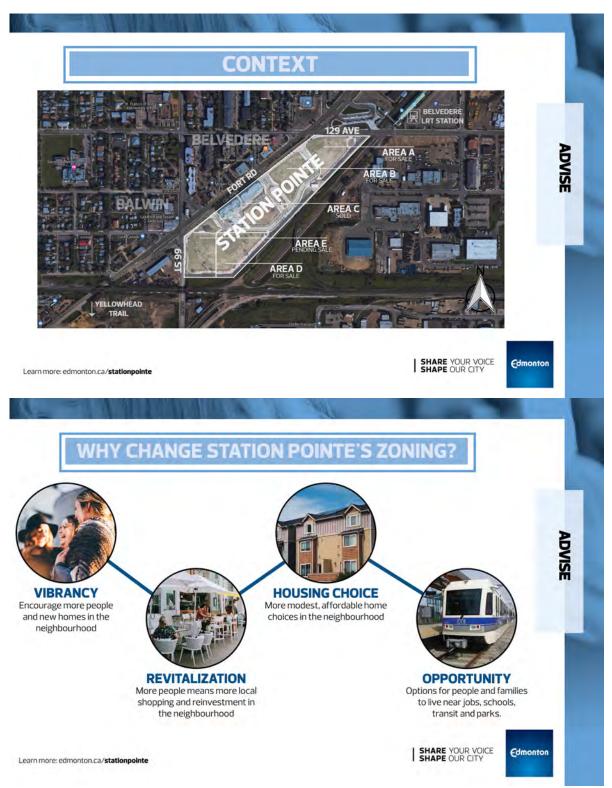
Claire St. Aubin, Principal Planner Telephone: 780–944–0127 Email: claire.staubin@edmonton.ca

Edmonton Tower, 10111–104 Avenue NW, Edmonton AB T5J 0J4

Please visit edmonton.ca/stationpointe

Appendix A: Station Pointe Rezoning Engagement Content







WHAT WE HEARD REPORT Station Pointe Rezoning (LDA19-0390)

PROJECT ADDRESS: 404 Belvedere Gate NW; 580, 504, & 560 - Belvedere Way NW **PROJECT DESCRIPTION:**

There is a proposed rezoning from (DC1) Direct Development Control Provision to (RA7) Low Rise Apartment Zone and (RA8) Medium Rise Apartment Zone.

The existing DC1 requires high density residential and mixed use development with requirements for towers and specific locations for residential and commercial development, along with other requirements.

The proposed rezoning would allow for more flexible development options at Station Pointe. This change in zoning would allow lower density development in the form of townhomes and low and medium rise apartments with permitted ground level commercial.

It is important to note that Zoning does not regulate the user group for any parcel of land. Zoning regulates the use and type of development that can be built on a site (i.e. house, townhouse, apartment, etc).

The land subject to this rezoning application is currently owned by the City of Edmonton, however, the City is not planning to develop the land. Rather, the land is intended to be sold for development. Standard zoning is proposed to reduce the specificity associated with the Direct Development Control Provisions, thus making it easier/more likely to develop.

Administration's role is to provide Council with a recommendation. The decision to approve/refuse the rezoning application is made by City Council at Public Hearing. This does not preclude the potential for a future application to rezone, should a developer have a vision for something different.

TYPE OF ENGAGEMENT	DATE	RESPONSES/ # OF ATTENDEES
Pre-application Public Engagement Session (hosted by Applicant/City of Edmonton Urban Renewal)	May 30, 2019	Attendees and responses are compiled in a separate <u>What We Heard Report</u> (https://www.edmonton.ca/business_eco nomy/documents/PDF/StationPointe_Zo ningReview_WhatWeHeard_Report.pdf)
Advanced Notification (to inform that an application for rezoning has been received and request feedback)	Mailed October 4, 2019	134 recipients; no responses
Public Engagement Session (hosted by Reviewers/City of Edmonton Planning Coordination)	January 29, 2020	485 recipients; 77 attended



ABOUT THIS REPORT

The information in this report includes feedback gathered during and immediately following the January 29, 2020 public engagement session. This report is shared with everyone who has emailed the file planner directly, and all attendees who provided their email or mailing address during the event on January 29, 2020. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed rezoning advances to Public Hearing this report will be included in the information provided to City Council. Feedback received prior to this event is not included in this report, and will be summarized separately for City Council.

MEETING FORMAT

The meeting format was a drop-in engagement session where attendees were able to view display boards with project information and ask questions of City staff from different departments.

Written feedback forms were made available for attendees to provide comprehensive feedback relating to the application. **26 forms** with feedback were received during and immediately following the event.

Participants were also invited to share their feedback on a "Graffiti wall" by offering general feedback. **60 sticky notes** were received answering the following questions:

- What do you like about the proposal?
- What do you not like about the proposal?

The comments & questions that were received are summarized by main themes below. The frequency of similar comments made by participants are recorded in brackets following that comment.

WHAT WE HEARD

Uses

- Community does not support low income housing/rentals & feels they have been more than accommodating (16)
- Residents desire multi-use development (9)
- Community supports implementation of amenities and services (for families and seniors) (7)
- Rejection of more cannabis retail, liquor stores, and pawn shops in the area (would like to see council set limits on amount of these uses allowed in one area)(5)
- Supports the presence of more families and family oriented services (5)
- Supports affordable senior housing and long term care (4)
- Extreme dissatisfaction with needle facilities located near elementary schools

Site

- Residents feel there are absolutely no benefits to this project (8)
- Use of the empty lot will make the area more vibrant (4)
- Presence of a development on the empty lot will aid in better use of the neighborhood (2)
- Supports 4 stories or less for the development
- Provides housing for a growing population



• Supports the attempt to spark market interest on the land via rezoning

Area

- Strongly advocates for the presence of businesses in area instead of implementation of low income housing (grocery store, rec center, hair salon, family oriented) (17)
- Proximity of transit could bring in a younger population and younger families to the area (4)
- Housing by the CN tracks is very undesirable to residents and developers (4)
- Desires more parking space (surface parking) (3)
- Desires more park space in the area (2)
- Attraction of young lively families to the community (2)
- Has the potential to spur completion of unfinished projects in the area

Social

- Frustration that area is turning into a slum (or ghetto) and is used as a dumping ground (4)
- Concerns of criminal activity and feeling safe in the neighborhood (5)
- Concerns that there will be a higher presence of transient folk (3)
- Concerns of deteriorating building facades and effect on social atmosphere (2)
- The City is stunting growth and potential of Belvedere via placement of low income residents
- Concerns of prosperity of project due to the housing market

City Policies

- Concern that the presence of DC1's will deter business and stunt revitalization
- Buildings should be set back from sidewalks to allow for green space

Communication & Engagement

- Poor communication of rezoning and information from the City to the community (10)
- Notifications should have been sent to all of Belvedere as everyone is affected by the rezoning (8)
- Community feels Belvedere has not been prioritized and has fell behind other city projects (6)
- A walkabout forum is a poor forum used to present this information and community feels the decision of rezoning was already made before the engagement session (6)

Other

- Municipality is inappropriately providing a healthcare service that should be left to the Provincial Government (4)
- Frustration with timeline of the project, it has been an ongoing process for 20 years (4)
- Concerns the project will lower the existing residents property value (4)
- Frustration with misinformation given to residents as a notice in mail (not from the City of Edmonton) that seemed to fuel the fire and make residents more concerned of the rezoning (3)
- Non existing/ inadequate evacuation routes considering area and population (2)
- Inappropriate railway buffer zone

ANSWERS TO SPECIFIC QUESTIONS WRITTEN ON FEEDBACK FORMS

1. What kind of control is there to ensure the amount of low income housing is not increased? What percentage of low income housing will make up Belvedere?

Zoning governs the kinds buildings allowed on a site (eg. house, townhouse, apartment, etc) but does not have bearing on who can live in a development, whether the homes are rented or owned, or how much they cost.



The City of Edmonton has Neighbourhood level statistics based on the Federal Census from 2016. Further details regarding this information can be found by selecting the neighbourhood name and navigating across the tabs at the top for different information categories at the <u>Neighbourhood</u> <u>Profile Website</u>.

(https://public.tableau.com/profile/city.of.edmonton#!/vizhome/NeighbourhoodProfiles_FederalC ensus2016/PopulationbyAgeandGender)

- Apart from developing the space, how will it contribute to revitalization of the area? The rezoning will govern the type of development possible on the land. Improvements to the public realm have been completed as part of the work to revitalize the area. Additionally, unrelated to this application, the <u>Balwin & Belvedere Revitalization Strategy</u> is at work in the neighbourhood. (https://www.edmonton.ca/projects_plans/communities_neighbourhoods/balwin-belvedere.aspx)
- 3. Is the remediation of this property already dealt with? Are residential homes planned for the area previously remediated?

Environmental remediation has been completed for this area, and the land is cleared for residential development.

4. Will there be more police presence and support in Belvedere?

This application is to rezone a portion of land, and zoning governs the the kinds buildings allowed on a site (eg. house, townhouse, apartment, etc). Police presence is determined by the Edmonton Police Service, and is not determined by land use zoning. To report crimes in your area, please contact the Edmonton Police directly. https://www.edmontonpolice.ca/ContactEPS/ReportACrime

Additionally, support is being provided to the Belvedere and Balwin communities through the Neighbourhood Revitalization Program, which was approved by City Council in June 2018. This program is completely separate from this rezoning process, and led by the City of Edmonton Neighbourhood Services Section. It uses a place-based, asset-based community development approach to advance its vision of empowering and engaging citizens to foster a connected, inclusive and livable city.

In this approach, community members take a prominent role in identifying the strengths of their neighbourhoods. These strengths are supported and leveraged, so that the community can build on what's already working to achieve more success. Members of a community have powerful and crucial roles to play in revitalizing neighbourhoods. As the people who live, work and play in these areas each day, community members have unique perspectives about what the future of their neighbourhoods could look like and what can be done to help make this happen.

Recognizing this, Neighbourhood Services staff work collaboratively with local residents, property owners, business owners and operators, non-profit organizations and others to help them leverage local strengths and opportunities. For more information visit:

https://www.edmonton.ca/projects_plans/communities_neighbourhoods/balwin-belvedere.aspx



5. What schools and support will be allocated to the area?

The application for rezoning proposes to change the kinds of buildings allowed on a site (eg. house, townhouse, apartment, etc). The uses listed in the proposed zones do not include schools. The decisions for the allocation of schools are made at the provincial level.

6. What kind of commercial space will be allowed?

Both the RA7 and RA8 Zones allow for commercial on the ground floor when associated with residential above. These uses include: Child Care Services; Convenience Retail Stores; General Retail Stores; Health Services; Professional, Financial and Support Services; and Specialty Food Services. Additional commercial uses are discretionary: Business Support Services; Personal Service Shops; Religious Assembly; Restaurants; and Special Event.

If you have questions about this application please contact: Heather Vander Hoek, Planner 780-423-7495 heather.vanderhoek@edmonton.ca



Station Pointe Market Study

City of Edmonton

Independent Real Estate Intelligence

EXECUTIVE SUMMARY



Prepared for:

City of Edmonton

Prepared by:

Altus Group Economic Consulting

2020 - 4th Street SW, Suite 310 Calgary, Alberta, T2S 1W3 Phone: (403) 508-7770 Fax: (403) 228-1020 www.altusgroup.com

January 2019

Table of Contents

1.1 Introduction	2
1.2 Site Location and Context	2
1.2.1 Employment Uses	2
1.2.2 Fort Road	3
1.2.3 Belvedere LRT Station	3
1.2.4 Street-Front Retail Uses	3
1.2.5 Railway Lines	3
1.2.6 Zoning	4
1.3 Demographic Analysis	7
1.4 Current Market Conditions	8
1.5 Residential Feasibility	9
1.6 Residential Product Recommendation	11
1.6.1 Stacked Townhouse/Apartment	11
1.6.2 Low-Rise Apartment	11
1.7 Commercial Market Feasibility	12
1.7.1 Office Market Feasibility	12
1.7.2 Retail Market Feasibility	12

1.1 INTRODUCTION

Altus Group was commissioned by the City of Edmonton in late 2018 to conduct a market study focusing primarily on the remaining Station Pointe Parcels – referred to as areas A, B, D and E. The objective of the market study was to determine the most productive and saleable development alternatives for these parcels and to inform future planning and sales processes.

The sub-sections that follow in this document serve as a summary of the findings of the market study.

1.2 SITE LOCATION AND CONTEXT

The subject lands consist of four parcels (A, B, D & E) that are located directly adjacent to Fort Road, east of 66 Street NW and south of 129 Avenue NW. On its eastern border the subject lands are bounded by both the CP railway line and the Edmonton Light Rail Transit (LRT) line.

The area surrounding the subject lands is characterised by industrial uses east and southeast of the site and by commercial uses along Fort Road north and northeast of the site – big-box retail stores with street fronting surface parking lots for the most part. Immediately across the road from the subject site is a variety of old low-quality street-fronting retail stores with limited parking that offer mainly food/personal services, health care products and financial services. West of the site are several established residential communities (Balwin, Belvedere and Delwood) that are single-family oriented for the most part and were largely developed pre-1980.

The subject lands are also characterised and impacted by the following locational factors:

1.2.1 Employment Uses

Proximity of employment is a key driver of multi-family housing demand – especially rental housing demand – however, in this particular case the proximity of employment uses has both positive and negative effects. The majority of local employment is concentrated in nearby industrial areas, which drives demand for nearby housing but also negatively impacts the desirability of the area and the associated potential for multi-residential development. In addition to the industrial uses nearby, the area is further characterised by the nature of the large-scale commercial uses along Fort Road – including for instance auto-body and repair workshops, auto parts

and service dealerships, glass installation and upholstery stores, payday lending stores, self-storage facilities and a casino.

1.2.2 Fort Road

The subject site is accessible exclusively via Fort Road, which is an arterial road that carries around 32,000 vehicles per day past the subject site. While this offers very good exposure to prospective on-site development, it also affects the development typologies that can be feasibly supported. Street oriented retail, for instance, is typically better suited to locations that front onto roads that carry slow-moving traffic through areas with high residential/commercial densities and large volumes of pedestrian traffic. The more typical retail format along urban arterials include community and regional shopping centres and big-box stores with easily accessible surface parking lots.

1.2.3 Belvedere LRT Station

The Belvedere LRT station offers the subject site distinction from both suburban multi-family development sites and from in-fill development sites in established areas throughout the inner-city. It means that the site connects well with locations along the line (and the wider LRT system) including Downtown, NAIT, University of Alberta, MacEwan University, etc.

It is worth pointing out that parcels A and B both have easy access to the LRT station while parcels D and E are roughly 750 metres away – a distance that is only just within the typical TOD range. This slightly longer distance might deter those prospective residents that place a high premium on proximity to transit.

1.2.4 Street-Front Retail Uses

The majority of uses directly across the road from the subject site are streetfronting retail uses that are for the most part vacant and/or dilapidated. This long-term vacancy and lack of re-investment into existing facilities have created an unappealing street-scape that is affecting the desirability of the area.

1.2.5 Railway Lines

The existing CN railway lines that border the site on its southern and eastern edges very likely have a negative effect on the prospect of the location as a

residential destination, from both a noise and sight pollution perspective. Equally importantly, the railway line affects movement patterns – especially in an east-west direction – and therefore restricts the potential of the subject site to capture retail spending from neighbourhoods and employment areas east of the line. This potential consumer market is much more likely to remain on the eastern side of the rail-line and to travel north on 50th Street NW toward Clareview Town Centre to conduct any retail purchases.

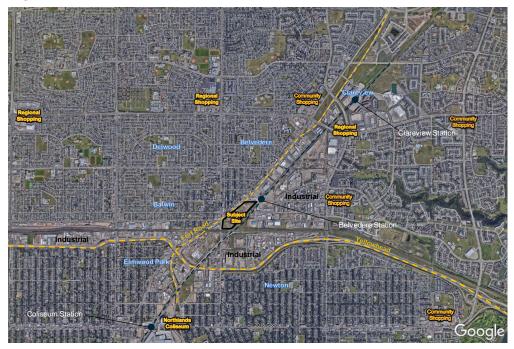
1.2.6 Zoning

The Direct Control District that currently governs development at the subject site makes specific distinction between the various parcels but overall aims to accommodate a large scale, comprehensive, transit-oriented high density residential mixed use development that creates a liveable "urban-village" environment and that introduces a diversity of housing types within walking distance to the Belvedere LRT Station. A number of key zoning considerations intended to guide the character of development for each parcel are as follows:

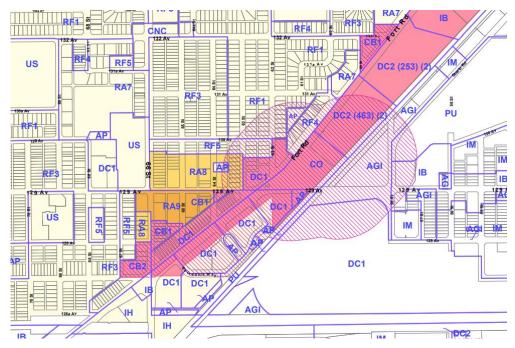
- Parcel A (8,774.76sqm/0.877ha)
 - Commercial uses will be developed on the ground floor,
 - o The maximum Floor Area Ratio (FAR) shall be 4.9,
 - o The maximum Density shall be 370 Dwellings/ha.
- Parcel B (8,837.63sqm/0.884ha)
 - o Commercial uses will be developed on the ground floor,
 - The maximum Floor Area Ratio (FAR) shall be 3.2,
 - The maximum Density shall be 250 Dwellings/ha.
- Parcel D (9,806.86sqm/0.981ha)
 - o The maximum Floor Area Ratio (FAR) shall be 2.5,
 - The maximum Density shall be 220 Dwellings/ha.
- Parcel E (10,774.65sqm/1.077ha)
 - Assumed to be similar to Parcel D (not specified in the Zoning Bylaw)

The figures on the following page illustrate the contextual location of the site relative to some of the main regional spatial attributes, while the figure thereafter illustrates some of the salient locational factors in the immediate surroundings.

Regional Location and Context



Source: Google Earth, Altus Group Economic Consulting, 2018



Location and Context

Source: City of Edmonton, Altus Group Economic Consulting, 2018

Location and Context – Subject Site



Source: Google Earth, Altus Group Economic Consulting, 2018

In summary, the location of the subject lands as a residential destination can be concluded to be quite challenging. While it benefits from significant employment nodes close by and from easy access to the LRT, it is negatively impacted by the adjacent railway lines and industrial areas, dilapidated street-front retail across Fort Road, undesirable sidewalks and streetscapes, the nature of much of the commercial uses along Fort Road and by limited pedestrian activity.

The character of Fort Road as an urban arterial (carrying large volumes of traffic at relatively high speeds) also negatively impacts the potential for street-fronting retail at the site. This retail format typically requires substantial pedestrian traffic, slow-moving vehicle traffic with on-street parking and/or high on-site residential/office densities – none of which currently applies.

1.3 DEMOGRAPHIC ANALYSIS

The age profile of the local population (in established communities surrounding the subject site) is indicative of an area that has experienced very limited new housing construction recently and very little influx of first-time home buyers and starter families. This is evident in the under-representation of 30-40 year-olds and 0-14 year-olds. At the same time, a large share of the local population is in age brackets 50-60 and 70 and over, the bulk of whom likely moved into the area when these communities originally developed – largely during 1960-1980.

In fact, only 8.7% of existing dwellings in this area have been constructed post-2001. Across the CMA the share of housing product built post-2001 is considerably higher at 33.1%.

Another noticeable difference between the local population and the rest of Edmonton is that the local population consist of more rental households, more households in apartments and substantially fewer households in townhomes (3.3%) than the CMA (8.7%).

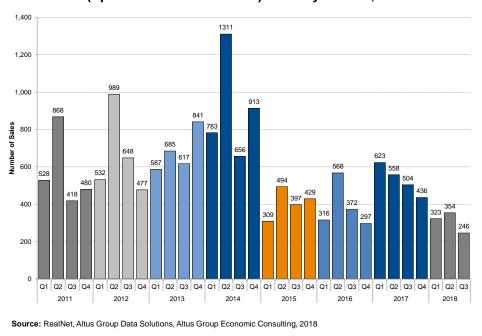
The local population also has a much larger share of its households (45%) earning incomes of under \$60,000 compared to the CMA overall (34%) – a level of income much more associated with retiree and renter households. At the same time the local population has a much smaller share (16%) compared to the CMA (21%) of its households earning incomes that is typical of first-time home buyers (\$70,000 - \$99,999).

These metrics reaffirm the need for modern multi-family housing targeted primarily to renters and low-middle income buyers.

1.4 CURRENT MARKET CONDITIONS

The provincial economy has experienced a noticeable slowdown during 2018, in context of a relatively strong recovery during 2017. The muted economic conditions (and associated perceptions) have affected the housing market – especially the ownership market – where consumers tend to be more discerning about housing choices. New condominium sales across Edmonton have been noticeably slow during 2018 and are expected to remain under pressure during 2019. This has meant that overall average prices have decreased somewhat and that projects in fringe locations (or projects without distinguishing features) have particularly struggled.

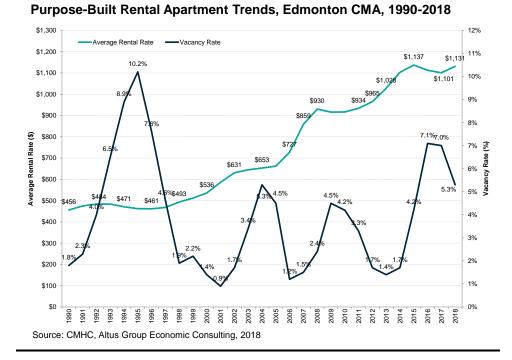
The expanded stress test, which came into effect in January 2018, in addition to higher interest rates and slow employment and income growth will continue to affect market sentiment in the short term – likely causing buyers to rent instead and/or to postpone purchases to save for a larger down-payment (and therefore a smaller mortgage).



New Condo (Apartment and Townhome) Sales by Quarter, Edmonton

The rental market on the other hand has performed relatively well into 2018 with the vacancy rate decreasing significantly (from 7.0% in 2017 to 5.3% in

2018) and the average rental rate increasing for the first time since 2015 – by 2.7% annually.



Nonetheless, with substantial inventory in the development pipeline and an expectation of slower job growth throughout 2019 it is expected that rental vacancy rates will decrease at a moderate pace in the next few years and that rental rates will grow at a slower rate than the average over the past decade.

1.5 **Residential Feasibility**

From our site-specific demand projection, it is expected that the subject lands have the potential to support a maximum absorption of around 80 multifamily units per year during 2020-2026 – assuming that both rental and ownership product are developed concurrently.

Annual Housing Demand, Subject Site									
		2020	2021	2022	2023	2024	2025	2026	Total
Apartment	Ownership	25	26	26	26	26	26	26	183
Apartment	Rental	33	31	31	31	31	31	31	219
Townhouse	Ownership	15	14	14	14	14	14	14	98
Townhouse	Rental	9	6	6	6	6	6	6	47
Annual Total		82	78	78	78	78	78	78	548
Aggregate Tota	I	82	160	237	315	392	470	548	
Source: Altus Grou	up Economic Consultin	g, 2018							

This means that large-scale projects (of approximately 150 units or more) will be very challenging to develop – especially for ownership (condominium) product which typically relies on bulk sales to start construction. It is also unlikely that development of rental and condominium product will occur concurrently throughout the entire 2020-2026 period – and hence, development timeframes to full build-out of the subject lands are likely to extend beyond 2026.

To mitigate these challenges and to achieve financial feasibility from a project cost and revenue perspective, the following strategic recommendations could be considered:

- Plan for lower densities The higher-density goals of a typical transit-oriented development is harder to achieve in suboptimal locations with lower than average revenue potential. Hence it becomes necessary to allow built-forms that are more affordable (to build and sell/lease) despite the loss of densities associated when moving from mid-rise to low-rise, or mid-rise to townhouse product typologies.
- A phased approach The most feasible type of multi-family development would be one that allows for phasing within individual parcels, likely across several smaller-scale buildings as opposed to one or a few large format buildings. In such a way each site could develop and add density over time without having to absorb too many units at once. This approach is achievable in 8-plex, 12-plex or 14-plex buildings typologies that offer apartment or townhouse (typically stacked townhouse) product or a combination of the two.
- A product type that allows for financial feasibility Another key success factor would be to plan for project economic/ financial feasibility by recognising that the location is likely to support lower than average prices and rents and to subsequently provide the appropriate product for this market. This means that it would be necessary to plan for product types that are less costly to build potentially considering the following aspects:
 - Allowing the option of surface parking and relaxing requirements on underground parking,
 - o Relaxing (reducing) parking requirements in general,

- Limiting commercial requirements but allowing it as an option (unless additional parking – likely at surface - is ensured),
- Reducing architectural and design requirements (or simply being more flexible), and
- Reducing requirements for common areas or building amenities etc.

1.6 RESIDENTIAL PRODUCT RECOMMENDATION

1.6.1 Stacked Townhouse/Apartment

The product type that is best suited to the subject site from a market perspective is a stacked apartment¹ or townhouse format (6 to 16-plex buildings) that allows for multiple phases, multiple tenure types, low entry price points and flexibility in site layout and design. Surface parking is typically provided (as opposed to garage/underground) but can be integrated flexibly into various parts of the site to allow for a more visually appealing overall design as opposed to a single surface parking lot.

1.6.2 Low-Rise Apartment

The slightly limited extent of annual apartment demand makes this built form – which typically consist of four storey buildings of approximately 70-100 units - slightly more challenging to develop at the subject location than smaller-scale stacked product – especially for ownership product. This builtform would likely only be feasible with either surface parking or a maximum of one level of underground parking provided (going deeper underground becomes increasingly costly). Even in a scenario where underground parking is provided, surface parking might still be required if commercial spaces remain a zoning requirement.

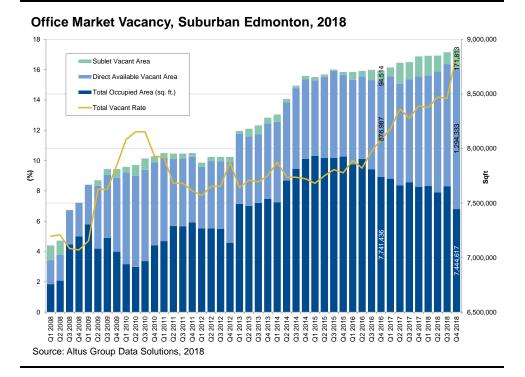
Nonetheless, where surface parking (or one level of underground parking) could form part of the project design, this type of low-rise product could be brought to market at prices/rents that would allow for the necessary absorption to ensure feasibility.

¹ Stacked product is often technically defined as townhouses, but its typical attributes makes it more similar to apartments.

1.7 COMMERCIAL MARKET FEASIBILITY

1.7.1 Office Market Feasibility

The suburban office market is currently experiencing substantial pressures from an availability and vacancy perspective. In fact, as of the end of 2018 availability is at an all-time high (1.6 million sqft) and vacancy rates have increased from 9.5% at mid-2016 to 17% currently.



While the site benefits from several regional advantages (proximity to LRT, central inner-city location, few nearby competitors etc.) it is unlikely that office development will occur at the subject lands in the near-term. In fact, until availability and vacancy rates decrease significantly we expect non-niche suburban office feasibility to remain limited across the city.

1.7.2 Retail Market Feasibility

The subject site has the potential to support approximately 19,000sqft of retail Gross Leasable Area (GLA) by 2026 from the regular spending of the local population (within walking distance of the site and inclusive of the future onsite population). It would also support a substantial additional amount of retail GLA from a wider trade area via the transient vehicle traffic market if on-site parking is available. The key challenge, however, for this location, is that the provision of underground parking on site will in most cases prove too costly for most developers to make mixed-use projects feasible (since the revenue potential of the subject site is lower than other inner-city locations). This challenge will apply in particular to condominium developers who typically require bulk sales before commencing with construction.

As a result, unless retail parking is provided on-site, the extent of retail GLA will remain limited. In fact, since approximately 45,000sqft of retail GLA exists across Fort Road, and another 22,000sqft of retail GLA is under construction on Parcel C, the retail market is likely to remain over supplied (too many facilities for all to be successful).

APPLICATION SUMMARY

INFORMATION

Application Type:	Plan Amendments, Rezoning		
Bylaw/Charter Bylaw:	Resolution/19251/19262		
Location:	Southeast of Fort Road between 66 Street NW and 129 Avenue NW		
Addresses:	404 Belvedere Gate NW 504, 560 & 580 Belvedere Way NW		
Legal Descriptions:	Lot 1, Block 2, Plan 0924862 Lots 1, 10 & 11, Block 1, Plan 0924862		
Site Area:	3.8 ha		
Neighbourhood:	Belvedere		
Notified Community Organizations:	Balwin Community League Belvedere Community League Hairsine Community League Edmonton North District Council of Community Leagues Fort Road and Area Business Improvement Area		
Applicant:	City of Edmonton		

PLANNING FRAMEWORK

Current Zone:	(DC1) Direct Development Control Provision	
Proposed Zones:	(RA7) Low Rise Apartment Zone	
	(RA8) Medium Rise Apartment Zone	
Plans in Effect:	Belvedere Area Redevelopment Plan	
	Fort Road Old Town Master Plan	
	Fort Road Old Town Master Plan Implementation Report	
Historic Status:	None	

Written By: Approved By: Branch: Section: Heather Vander Hoek Tim Ford Development Services Planning Coordination