



ADMINISTRATION REPORT **REZONING, PLAN AMENDMENT** STRATHCONA

10171 - Saskatchewan Drive NW

10318 - 83 Avenue NW

8403 - 104 Street NW

To allow for an addition to the Ritchie Mill, a Designated Municipal and Provincial Historic Resource.



Recommendation: That Bylaw 19754 to amend the Strathcona Area Redevelopment Plan and Charter Bylaw 19755 to rezone from the Historical Institutional (DC1) Direct Development Control Provision to two new (DC1) Direct Development Control Provisions be APPROVED.

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

- it contributes to the retention and continued viability of the municipally and provincially designated historic Ritchie Mill;
- the height and massing are designed to be compatible and respect the prominence of the existing historic building; and
- all applicable objectives, policies and intentions from the Strathcona Area Redevelopment Plan and The City Plan related to heritage preservation are met.

Report Summary

This rezoning and plan amendment application was submitted by Situate Inc. on January 7, 2021. This application proposes an addition to the municipally and provincially designated historic Ritchie Mill. The addition would be 17 metres tall, matching the height of the eaves of the north roof of the historic Ritchie Mill and add approximately 570 square metres of commercial floor area to the building, for a new total of approximately 2,820 square metres.

The addition would continue to retain the Ritchie Mill as a municipally and provincially designated historic resource and is designed to be distinguishable from, subordinate to, and compatible with the Ritchie Mill, in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada. All applicable objectives, policies and intentions from the Strathcona Area Redevelopment Plan and The City Plan related to heritage preservation are being met by this application.

The Application

1. BYLAW 19754 is to amend the Strathcona Area Redevelopment Plan to amend Map 5 and remove the Historical Institutional DC1 Provision from the plan.

“Map 5 - Historical DC1 Provisions” shows, among other things, the area of application of the Historical Institutional (DC1) Direct Development Control Provision. Currently the Ritchie Mill site is shown as within this Provision, but the associated rezoning described below would create a stand alone (DC1) Direct Development Control Provision for the Ritchie Mill. Therefore, this map is proposed to no longer show the Ritchie Mill as being part of the Historical Institutional DC1 Provision.

The text of the Historical Institutional (DC1) Direct Development Control Provision is also proposed to be removed from the plan. While it used to be standard practice to include DC1 Provisions within statutory plans, it is now considered more appropriate to simply have these zones exist in the Zoning Bylaw and not be duplicated within a plan. This also makes it easier to amend the zoning in the future, without a need to amend the plan (as long as any future proposed zoning amendment still complies with all policies and objectives of the plan).

2. CHARTER BYLAW 19755 is to amend the Zoning Bylaw from the Historical Institutional (DC1) Direct Development Control Provision to two new (DC1) Direct Development Control Provisions.

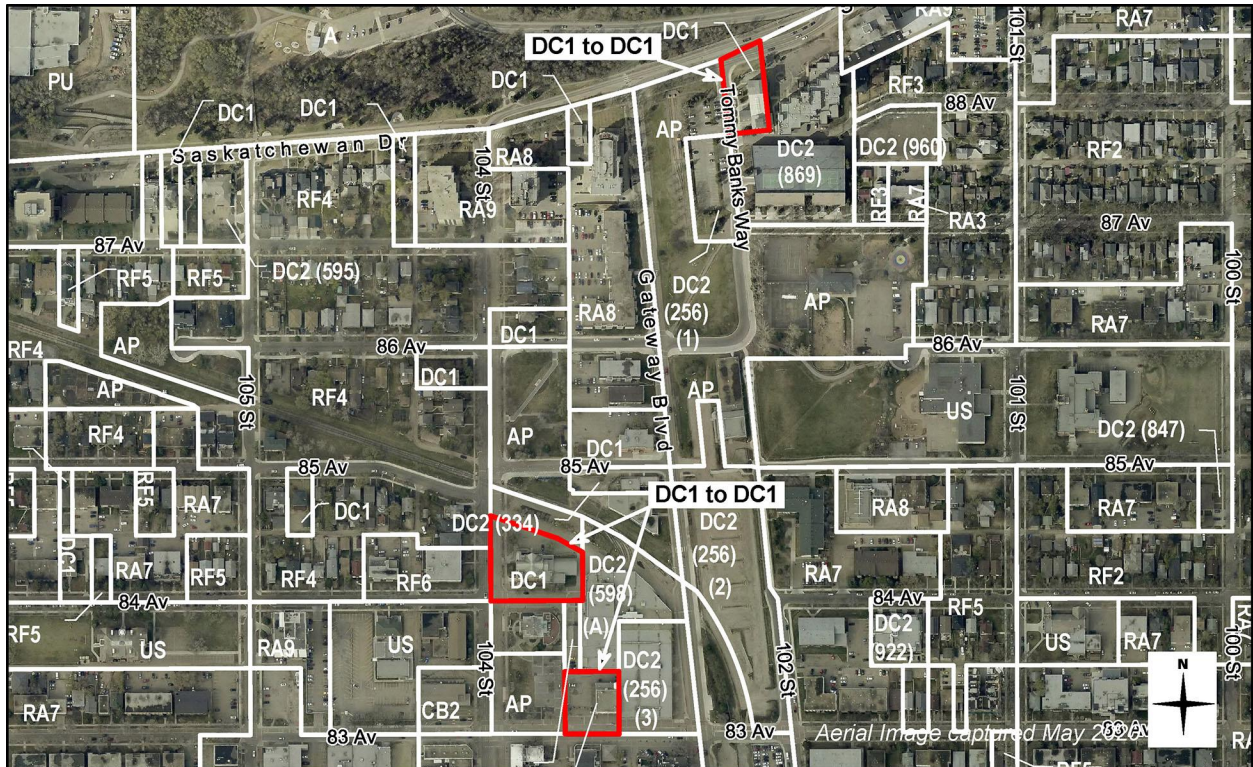
One of the proposed new DC1 Provisions would continue to retain the Ritchie Mill as a municipally and provincially designated historic resource and commercial building, but allow an addition to be built off the north facade of the building. The addition would be 17 metres tall, matching the height of the eaves of the north roof of the historic Ritchie Mill and add approximately 570 square metres of commercial floor area to the building, for a new total of approximately 2,820 square metres.

The existing Historical Institutional DC1 Provision applies to the Ritchie Mill, but also to the nearby Strathcona Firehall #1 and the Knox Evangelical Free Church. In order for

the Ritchie Mill to have its own zoning, the other sites (10318 - 83 Avenue NW and 8403 - 104 Street NW) need to also be rezoned to a new Historical Institutional DC1 Provision that does not include the Ritchie Mill. No changes to the other sites are proposed by this application other than to update Zoning Bylaw references.

Site and Surrounding Area

As seen on the map below, the site highlighted on Saskatchewan Drive NW is the location of the Ritchie Mill while the sites located on 83 Avenue NW and Gateway Boulevard NW are the locations of the Strathcona Firehall #1 and the Knox Evangelical Free Church, respectively.



AERIAL VIEW OF APPLICATION AREA

From this point on, this report will only be speaking to the Ritchie Mill location, which is where the only functional change in land use is proposed.

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	Historical Institutional (DC1) Direct Development Control Provision	Ritchie Mill - Commercial building
CONTEXT		
North	(A) Metropolitan Recreation Zone	Queen Elizabeth Park/North Saskatchewan River Valley
East	(DC2.869) Site Specific Development Control Provision	High Rise Mixed-Use Tower

South	(DC2.869) Site Specific Development Control Provision	Above Ground Parkade associated with High Rise Mixed-Use Tower
West	(AP) Public Parks Zone	End of Steel Park/Surface Parking Lot for the Ritchie Mill



RITCHIE MILL - WEST FACADE



RITCHIE MILL - NORTH FACADE

Planning Analysis

HERITAGE

Constructed in 1892, the Ritchie Mill is the oldest remaining former flour mill in Alberta and it is designated as both a Provincial and Municipal Historic Resource. The Ritchie Mill provides a tangible connection to Alberta's and Edmonton's past and is significant for a variety of reasons including:

- its association with early agricultural and industrial development in Alberta and particularly the early application of steam-powered, steel rollers instead of the traditional stone wheels that became pitted when grinding hard prairie wheat;
- its association with the development of the Edmonton neighbourhood of Strathcona, one of south Edmonton's oldest settled neighbourhoods and once an independent town, dating to the arrival of the Calgary and Edmonton Railway in 1892. The Calgary and Edmonton Railway terminated at the south escarpment of the North Saskatchewan River Valley, a location that became known as 'End of Steel'. The Ritchie Mill was established there in order to take advantage of the rail link and access markets in the southern part of the province;
- its association with Robert Ritchie who arrived in Strathcona in 1892. Within a year, he had built and began operating the flour mill and added elevators in 1895 and 1905.

Ritchie also served in local politics as alderman, school trustee, justice of the peace and in 1906 as Mayor of Strathcona; and

- its role as a prominent landmark on the south edge of the North Saskatchewan River Valley. The Ritchie Mill's distinctive profile was readily visible from Edmonton across the river valley and it acted as a landmark that signified the terminus of the Calgary and Edmonton railway line.

The early industrial architecture of the building is expressed in character-defining elements such as:

- its form, scale and massing;
- its location at 'End of Steel' on the south escarpment of the North Saskatchewan River Valley;
- the configuration of the original 1892-93 three storey rectangular mill building with a regular pattern of fenestration at all floors on both the east and west elevations;
- the configuration of the south four-storey elevator with no windows and a solid appearance on the west elevation as well as a one-storey former unloading and weighing station on the east side;
- the configuration of the north, partial brick-construction, four-storey building;
- the configuration of the west two-storey addition, perpendicular to the original mill building; and
- the various configurations of gable and hip roofs.

The proposed addition generally complies with the Standards and Guidelines for the Conservation of Historic Places in Canada, as it is distinguishable from, subordinate to, and compatible with the Ritchie Mill. However, further information will be required prior to the issuance of a Development Permit in order to ensure the proposed alterations are consistent with all relevant heritage requirements.

Representatives from the provincial Ministry of Culture, Multiculturalism and Status of Women have provided preliminary support for the proposal but formal Ministerial approval will be required prior to the issuance of a Development Permit.

LAND USE COMPATIBILITY

The existing Ritchie Mill building is an entirely commercial building. The list of allowable uses within the existing DC1 Provision is relatively short but with a caveat that "uses consistent with the purpose of this district and where applicable with designation as an historic resource under the Alberta Historical Resources Act" are also allowed. In the proposed DC1 Provision, the list of allowable uses is expanded while removing this stated flexibility. This will provide better assurances on what exactly is allowed here. The uses allowed are all considered compatible with the intent of the zone, the context of the surrounding area and all heritage requirements.

BUILT FORM & DESIGN

When reviewing this application, the primary consideration with regards to the massing of the proposed addition was to make sure it would be distinguishable from, subordinate to, and compatible with the Ritchie Mill, in accordance with the Standards and Guidelines for the

Conservation of Historic Places in Canada. This is demonstrated in three main regulations in the proposed DC1 Provision:

- Restricting the height to at or below the existing eaves of the north roof of the historic Ritchie Mill building;
- Requiring terracing of the building from the west to ensure the view of the main form of the historic Ritchie Mill building from the northwest is maintained; and
- Using a modern material palette for the addition, including a high degree of glazing to minimize the perception of massing and allow the historic building to be seen, at least to some degree, through the addition.

The addition would add approximately 570 square metres of commercial floor area to the building, for a new total of approximately 2,820 square metres. This 25% increase in floor area does not functionally change the overall scale of the building from being a low rise commercial building which is considered compatible with the surrounding area.

STRATHCONA AREA REDEVELOPMENT PLAN

Although this site is located within the Mid/High Rise Apartment area of the Strathcona Area Redevelopment Plan (ARP), it is not reasonable to expect that kind of development on this site where an important historical resource is to be maintained. As such, the applicable objectives and policies within the ARP for this site are limited to those addressing heritage preservation. The ARP contains five objectives for Historic Preservation and Urban Design including promoting the identification, designation and preservation of historic sites by permitting a more flexible range of uses and ensuring new development is harmonious with the traditional forms of existing development. Because of the proposed uses and carefully controlled built form, this application contributes to these objectives.

The ARP also includes four policies for Historic Preservation, three of which are related to supporting new historical designations. As this building is already designated, these are not applicable. The fourth policy requires Alberta Culture, Multiculturalism and Status of Women to be involved in the review of rezoning or permit applications that impact the provincial historic area or provincially designated buildings. This policy has been met with representatives from this Ministry involved in the review and providing preliminary support for the proposal.

THE CITY PLAN

While directing development for Edmonton's next million people, The City Plan also recognizes the importance of preserving Edmonton's history. One of the six Guiding Values of The City Plan is "I want to preserve what matters most" which states an intention that "Edmonton protects and enhances its image and identity through heritage". This application supports this intent as it continues to preserve an important historic resource and the addition has been designed in a manner that considers and respects the character defining elements of the Ritchie Mill.

PUBLIC CONTRIBUTIONS

C582 - Developer Sponsored Affordable Housing

This application is not required to adhere to this policy as it does not contain residential dwellings.

C599 - Community Amenity Contributions

A required contribution for this proposal of \$17,866.56 is required to comply with City Policy C599 Community Amenity contributions in Direct Control Provisions. The proposed DC1 Provision complies with this policy through public realm improvements along Saskatchewan Drive NW/Tommy Banks Way NW.

Technical Review

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

Transportation

Recent improvements through the Strathcona Neighbourhood Renewal project have enhanced the multi-modal access to this site. The proposed rezoning would not result in any changes to site access.

Concept planning for the Saskatchewan Drive Rehabilitation and Shared-Use Path widening is complete, but the project is not currently funded. This project will widen the sidewalk directly abutting the subject site and proposes a cantilevered shared-use path on the north side of Saskatchewan Drive NW across from the site.

Drainage

The proposed zoning change will not significantly impact the sewer and drainage systems in the area. Permanent sanitary and storm sewer services can be provided to the proposed rezoning area through the existing servicing of the subject site.

EPCOR Water & Edmonton Fire Rescue Services

Based on City of Edmonton Standards, EPCOR Water advised that construction of approximately 225 metres of new water mains on Saskatchewan Drive NW and one new hydrant on the east side of Tommy Banks Way NW would be required. Edmonton Fire Rescue Services (EFRS) subsequently reviewed the existing on-street fire protection features and building details as part of an Infill Fire Protection Assessment (IFPA).

By applying the Fire Underwriters Survey Methodology to the proposed redevelopment on this site, it was determined that the nearest hydrants have sufficient residual pressure to jointly supply the required fire flow to fire apparatus staged in proximity to the site. As a result, the existing water infrastructure provides sufficient capacity and availability such that new hydrants would not provide any additional operational benefit to EFRS for this site.

As such, the subject site is functionally compliant with the municipal standards for hydrant spacing and flow capacity and the upgrades to existing municipal on-street fire protection infrastructure outlined by EPCOR Water are not required.

Community Engagement

ADVANCE NOTICE March 11, 2021	<ul style="list-style-type: none">• Number of recipients: 252• Number of responses in support: 0• Number of responses with concerns: 1• Comments included:<ul style="list-style-type: none">o Existing view down Saskatchewan Drive will be obstructed.o The heritage building should not be changed with an addition. The historic building should be left as is.
WEBPAGE	<ul style="list-style-type: none">• edmonton.ca/strathconaplanningapplications

Conclusion

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

APPENDICES

- 1 Application Summary

APPLICATION SUMMARY

The information below is for the Ritchie Mill site only.

INFORMATION

Application Type:	Plan Amendment, Rezoning
Bylaw/Charter Bylaw:	19754, 19755
Location:	Southeast corner of Saskatchewan Drive NW and Tommy Banks Way NW
Address:	10171 - Saskatchewan Drive NW
Legal Description:	Lot 1, Block B, Plan 8022354
Site Area:	1082.7 m ²
Neighbourhood:	Strathcona
Notified Community Organizations:	Strathcona Community League Central Area Council of Community League Old Strathcona Business Association
Applicant:	Situate Inc.

PLANNING FRAMEWORK

Current Zone:	Historical Institutional (DC1) Direct Development Control Provision
Proposed Zone:	(DC1) Direct Development Control Provision
Plan in Effect:	Strathcona Area Redevelopment Plan
Historic Status:	The Ritchie Mill is both a municipal and provincial designated historic resource

Written By:	Andrew McLellan
Approved By:	Tim Ford
Branch:	Development Services
Section:	Planning Coordination