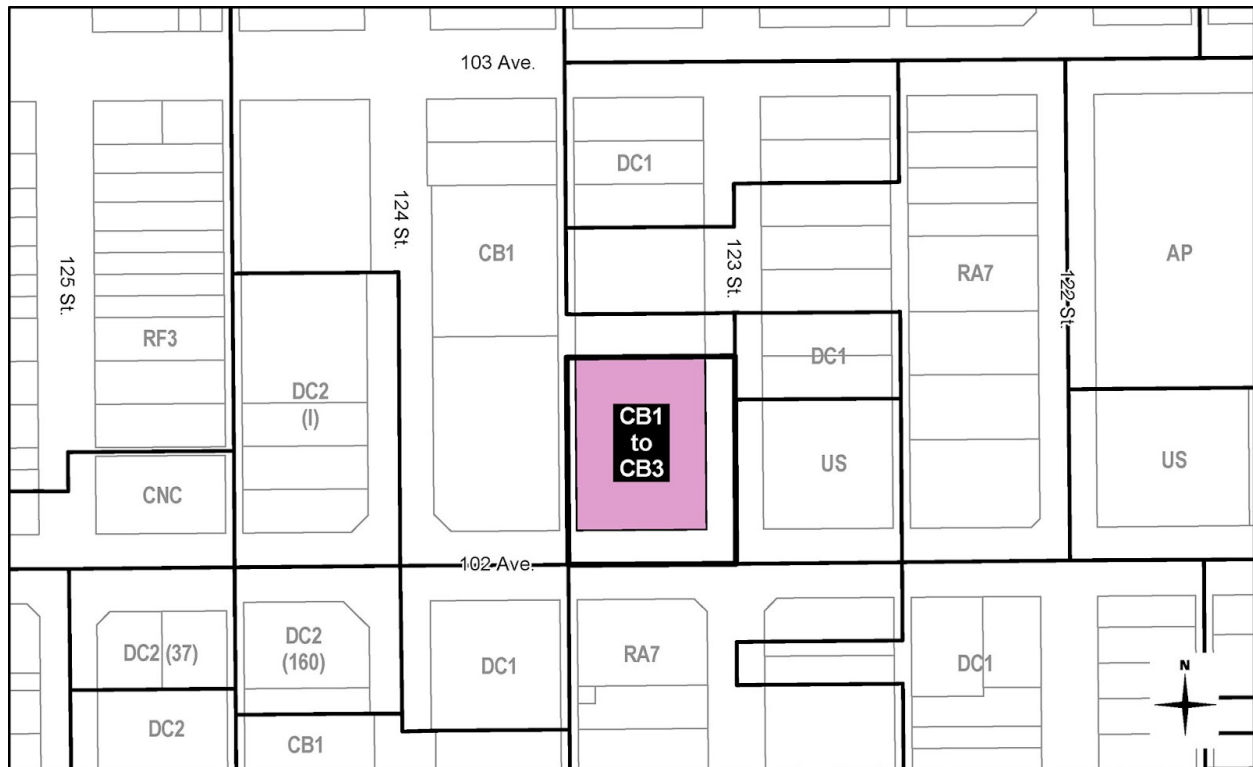




ADMINISTRATION REPORT REZONING, PLAN AMENDMENT Oliver

10204 - 123 STREET NW

To allow for a mixed-use, multi-unit housing building with ground floor commercial uses.



Recommendation: That Charter Bylaw 19829 to amend the Zoning Bylaw from (CB1) Low Intensity Business Zone to (CB3) Commercial Mixed Business Zone, and Bylaw 19828 to amend the Oliver Area Redevelopment Plan be APPROVED.

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

- the site is appropriately located and meets the general purpose of the proposed zoning by providing opportunity greater density near high capacity transportation corridors that offer good accessibility; and
- the proposed zone allows for the conversion of a surface parking lot that complies with the desired intensity of development for the Centre City as directed by the City Plan.

Report Summary

This application was submitted by Stantec Consulting Ltd. on April 26, 2021 on behalf of EDGAR Development.

The purpose of the proposed (CB3) Commercial Mixed Business Zone is to allow redevelopment of a surface vehicular parking lot. The proposed CB3 Zone would allow for a maximum building height of 45 metres (approximately 13 storeys) intended for a mix of medium intensity commercial uses as well as opportunities for residential developments. The current intent of the applicant is to allow for a Multi-Unit Housing development of up to 21 metres (approximately 7 storeys) with ground-level commercial uses fronting 102 Avenue and 123 Street.

This application conforms with the policies of the Oliver Area Redevelopment Plan (ARP) which allows for redevelopment of this site for apartment developments except that the CB3 zone would allow a building height greater than what is stipulated by the low rise apartment built form. An associated amendment to the Oliver ARP is proposed to facilitate this rezoning and increase the permitted height at this location.

The Application

1. BYLAW 19828 to amend the Oliver Area Redevelopment Plan (ARP) to allow for an increased height maximum for this site within Sub Area 1 of the ARP.
2. CHARTER BYLAW 19829 to amend the Zoning Bylaw from (CB1) Low Intensity Business Zone to (CB3) Commercial Mixed Business Zone.

The current intent of the applicant is to allow for a 160 unit Multi-Unit Housing development of up to 21 metres (approximately 7 storeys) with ground-level commercial uses fronting 102 Avenue and 123 Street.

Site and Surrounding Area

The 0.28 hectare (2,785.6 m²) site is located on the northwest corner of 102 Avenue and 123 Street in the western portion of the Oliver neighbourhood. The site is currently occupied by a surface vehicular parking lot. Located north of 102 Avenue and half a block east from the 124 Street commercial and transit corridor, the site is subject to the Main Streets Overlay as designated by the Edmonton Zoning Bylaw. 102 Avenue functions as a gateway to downtown connecting from the west, across Groat road. This roadway has become particularly important and well used by both pedestrians as well as cyclists using the dedicated bicycle lanes on the north edge of this roadway.

Further north approximately 350 m walking distance from the site is the future 124 Street Street LRT stop on the Valley Line West LRT. Other forms of transportation that serve the site and area include high frequency bus services along 104 Avenue to the north, and Jasper Avenue to the south located less than 350 metres and 200 metres from the site respectively.

The immediate area includes built forms of converted single detached houses used for low intensity commercial purposes, low rise apartments along both 123 Street and 102 Avenue, and a high rise building to the southwest of the subject site, fronting along 124 Street and other

commercial uses along the same corridor. Directly east across 123 Street is the Robertson-Wesley United Church built in 1914 and is designated a Municipal Historic Resource. This religious assembly is considered by many to be a landmark structure as one enters the Oliver neighborhood from the west towards the downtown core.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(CB1) Low Intensity Business Zone	Surface Parking Lot
CONTEXT		
North	(CB1) Low Intensity Business Zone	Surface Parking Lot
East	(US) Urban Services Zone	Religious Assembly
South	(RA7) Low Rise Apartment Zone	Multi-unit Housing (low rise apartment)
West	(CB1) Low Intensity Business Zone	Single Storey commercial use building (indoor participant recreation services)



VIEW OF THE SITE LOOKING NORTHWEST FROM 102 AVENUE NW AND 123 STREET NW



VIEW OF THE SITE LOOKING NORTH FROM 102 AVENUE NW

Planning Analysis

LAND USE COMPATIBILITY

The subject site is fronting onto 102 Avenue and is located half a block east of 124 Street. A high rise mixed-use/residential building is constructed to the south across 102 Avenue and fronts 124 Street. The site is also in close proximity to RA7 Low Rise Apartment zoning where mixed use residential with the opportunities for ground level commercial uses are allowed. Other CB3 zoned properties are located nearby along Jasper Avenue between 123 Street and 121 Street.

Although the application for rezoning would allow for a building up to the 45 metres in height under the CB3 zone, the proposed development as presented to administration during a pre-application meeting held in March 2021 and a subsequent pre-application meeting for Development Permit held in June 2021 indicated specific design details to accomplish the owner's desired redevelopment for a mid rise mixed-use development.

The following rendering provided by the applicant depicts a 7 storey approximately, 21 metre high building with residential units above ground floor commercial on 102 Avenue. The applicant intends on developing the subject site with an internal ground floor courtyard, surrounded by commercial uses. The commercial uses would also extend onto 123 Street to the east. This design uses pedestrian activation techniques to allow further extension of the pedestrian-friendly 124 Street towards 102 Avenue and 123 Street as sought by the Main Streets Overlay. The proposed internal courtyard provides a mix of functionality and provides an opportunity for interaction between the residential and commercial components. This proposed CB3 zone will allow a built form that is fitting for the area and consistent with other developments that front onto 124 Street and Jasper Avenue, and other properties within this portion of the Oliver neighbourhood.



ARTIST RENDERING OF PROPOSED MID-RISE MIXED USE BUILDING

Relationship with the Robertson-Wesley United Church

Based on the landmark importance of the Robertson-Wesley United Church for those traveling eastbound along 102 Avenue, careful consideration was given towards the intended design of the proposed mid rise building while ensuring proper street-related activation was accomplished to meet the intent of the Main Streets Overlay. As part of the early discussions of applying the CB3 zoning and Main Streets Overlay requirements for setbacks along 102 Avenue, the placement of the proposed building and its architectural projections was taken into consideration to ensure the views from the west towards the church site are retained as much as possible. To do this, the applicant proposed a slightly greater south setback of 4 metres along 102 Avenue which would allow for retained views of the Church and better align with the remaining blockface to the west where the existing commercial building sits, approximately 3.75m from 102 Avenue. This increased setback to 4 metres will require a variance to the Main Streets Overlay which seeks a maximum building setback of 2.5 metres as shown in the comparison table below. Administration is in support of the variance request which is still subject to notices of appeal at the time of development permit review. Further, registration of a Restrictive Covenant benefiting the City of Edmonton, for the purposes of street activation and view protection has been negotiated and provided as part of the rezoning process to ensure the 4.0m building setback requirements. Architectural features such as balconies, canopies and ground level patios are outlined in the Restrictive Covenant, and will ensure a balance between supporting a pedestrian friendly streetscape while protecting views of the Robertson-Wesley United Church. A viewshed analysis was completed and is attached as Appendix 1 to this report. This analysis shows the building's 4 metre setback with projections along 102 Avenue and the majority of retained views of the church for travelers heading eastbound.

	CB1 Zone <i>Current</i>	CB3 <i>Proposed Zone</i>	Proposed Development*
Maximum Height	12.0 m	36.0 - 45.0 m	21 m
Maximum Floor Area Ratio (FAR)	2.0	4.0 (for Commercial Use Buildings) 7.0 (Mixed Use Buildings)	4.3 (Mixed Use Building)
Maximum Density	No maximum	No maximum	160 Dwellings
Setbacks			
North	0.0 m	0.0 m	3.0 m
West	0.0 m	0.0 m	3.0 m
South	1.0 - 2.5 m 4.5 m above 15.5 m	1.0 - 2.5 m 4.5 m above 15.5 m	4.0 m
East	1.2 m 3.0 m above 10.0 m	1.0 - 2.5 m 4.5 m above 15.5 m	2.5 m
<i>*As presented to Administration during a Development Permit Pre-Application Meeting held June 2, 2021</i>			

Sun-Shadow Impacts to surrounding areas

As part of this application, a sun-shadow impact assessment was received and appended to this report. The impact assessment depicts the maximum height allowed under the CB3 in comparison with the proposed 21 metre heights for the intended mid rise redevelopment (See Appendix 2). The analysis indicates slightly less impacts than those represented by the high rise building on the southeast corner of 124 Street and 102 Avenue approved for 85 metres in height. Based on the intended design for a 21 metre tall building, shadow impacts are expected to be less impactful and similar to the other low rise buildings found in the immediate area.

Any future development on the subject site zoned CB3 with a building height greater than 20 metre or 6 storeys would be required to address massing by providing building articulation. Additional details on shadow impacts are expected to be reviewed at the time of development permit application.

PLANS IN EFFECT

The City Plan

Within the City Plan, Oliver is located within the Centre City of Edmonton which serves as Edmonton's distinct cultural, economic, institutional and mobility hub with highest density and mix of land uses. The desired minimum residential density sought within the Centre City is 450 people per hectare which aligns well with the proposed density of 571 dwellings units per hectare for this specific site. The Centre City is also meant to accommodate mid rise buildings and high rise buildings with urban design elements that contribute towards a welcoming and attractive atmosphere that connects with other buildings, streets, local areas and makes use of available transit and cycling infrastructure found within the vicinity. Located on abutting 102 Avenue with dedicated bicycle lanes and within walking distance to ample transit opportunities, this site is seen as ideal for higher density redevelopment under either the mid rise or high rise proposal at this location.

Oliver Area Redevelopment Plan (ARP)

This site is located within the western area of Oliver, designated within Sub Area 1 of the ARP.

While the ARP policies for land use seek redevelopment of underutilized lots, the Plan limits the structures to low rise apartments under the supported built forms for Sub Area 1. The policies do allow increased intensity, up to mid and high-rise buildings, in this sub area, when directly adjacent to Jasper Avenue between 121 Street and 123 Street. This is where other CB3 zoned properties are found. The proposed ARP amendment associated with this rezoning would exempt this site from the maximum 4 storey built form typical of low rise apartments.

Residential Infill Guidelines

Although a mid rise redevelopment is intended for this site, the proposed CB3 zone provides the opportunity for high rise residential development as part of a mixed-use development, therefore the application was analysed for conformance to the Residential Infill Guidelines. The application generally meets the following guidelines for High Rise Apartments:

1. To require retail/commercial uses at street level within new development along a pedestrian oriented shopping street or a Transit Avenue;
2. To require a minimum of 60% ground floor commercial façade to have transparent storefront;
3. To provide an appropriate site interface to mitigate any negative impact to the neighbouring properties;
4. To require architectural features such as entrance features, canopies and features that lend visual interest and create a human scale where the site is part of a pedestrian oriented shopping street or a Transit Avenue; and
5. To have vehicular access/parking off the adjacent lane.

The Residential Infill Guidelines for High Rise Apartments that are not met with this proposed redevelopment, include:

1. The requirement that podium face be divided into segments and articulated to reduce the perceived building mass and create a pedestrian friendly environment; and
2. The recommended site size for high rise infill development is 3 to 5 ha. The subject site is 0.28 hectares and is slightly larger than the high rise building across 102 Avenue to the southwest, measuring 0.21 hectares.

As the intent of the application is to allow for a mid-rise building, administration finds that the increased height is balanced by the provision for ground floor commercial uses, contributing to the pedestrian realm and meeting the intentions of the Main Streets Overlay. A podium in this context is deemed unnecessary for a mid-rise proposal.

Transit Oriented Development Guidelines

This site is located within 400 metres of the Valley Line West 124 Street LRT stop which will be constructed at the corner of 124 Street and 104 Avenue. This stop, as identified by the TOD Guidelines, is an Enhanced Neighbourhood Station which seeks to ensure proposed developments include high architectural quality with residential housing as the predominant use, in conjunction with market-supportable commercial activities. The TOD guidelines suggest that a minimum of 225 dwelling units per hectare should be realized on sites greater than 0.25 hectares. The proposed development of 160 units for this site translates to a density of approximately 570 dwellings units per hectare for this specific development.

Technical Review

Transportation

A Transportation Mobility Assessment was received and reviewed as part of this application. Given the site's location in the densely populated Oliver neighbourhood with excellent access to transit and bike infrastructure, Transportation Planning recommends that the owners explore opportunities to develop the site with a greater emphasis on integrating active modes. This could include activating the alley through an intuitive 'Shared Street design' by resurfacing the lane with textured materials, allocating additional pedestrian sidewalk space, tactile warning strips, enhanced lighting, street furniture, and shared street signage. Such a design could integrate with the developer's proposed pedestrian courtyard and provide greater opportunities for commercial units to open onto the lane. It is highly recommended that these strategies be implemented and other methods be considered with any future development applications.

These include:

- a. Subsidized transit passes for tenants
- b. Providing real-time transportation and transit information on-site
- c. Increased bike parking, including secure public bike parking
- d. Provision of bicycle maintenance and wash facilities
- e. Bike and car share programs
- f. Parking pricing, unbundled parking, and electric vehicle charging stations

With the redevelopment of the site, vehicular access will be from the rear lane and the resurfacing of the lane is expected as a condition of future review at the development permit stage.

Drainage

A Drainage Servicing Report was reviewed by Administration with this application. On-site stormwater management will be required to mitigate the impacts of development that would be allowed under the proposed zone. Further details of the required on-site stormwater management will be reviewed at the Development Permit stage, but the existing drainage infrastructure in the area will be sufficient to accommodate development allowed under the proposed zone.

EPCOR Water

There is currently no water servicing entering the subject site therefore future water services must be provided off an existing 150mm water main on the lane west of the site or tied into new water mains to be constructed along 102 Avenue or 123 Street. Since no existing water services are currently installed, the applicants are advised that a review of the total on-site water demands and capacity shall be reviewed by a qualified engineer to determine the size of service required and ensure adequate water supply is available for the proposed redevelopment.

A deficiency in on-street fire protection adjacent to the property was also identified by EPCOR Water. City of Edmonton Standards require hydrant spacing of 90 metres for the proposed zoning. Hydrant spacing in the area is approximately 107 metres on 102 Avenue and there are no hydrants on adjacent 123 Street. The owner/developer will be required to construct approximately 285 metres of new water mains along 102 Avenue and 123 Street, and install one new hydrant on 123 Street at their expense.

The owners have requested Edmonton Fire Rescue Services (EFRS) to perform an Infill Fire Protection Assessment (IFPA) which will be applied for the development permit stage to potentially alter or lessen on-street fire protection infrastructure upgrades, assuming certain criteria are met. At the time this report was written, the IFPA assessment had not yet been concluded.

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

Community Engagement

<p>ADVANCE NOTICE June 16, 2021</p>	<ul style="list-style-type: none"> ● Number of recipients: 17 ● Number of responses in support: 0 ● Number of responses with concerns: 1 ● Common comments included: the loss of parking used by neighbouring property owners and patrons.
<p>WEBPAGE</p>	<ul style="list-style-type: none"> ● https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/oliver-planning-applications

No formal feedback or position was received from either the Oliver Community League, or the 124 Street and Area Business Improvement Area at the time this report was written.

Conclusion

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

APPENDICES

- 1 Viewshed Analysis of the Robertson-Welsey Church
- 2 Sun-Shadow Impact Analysis
- 3 Application Summary

Viewshed Analysis of Robertson-Wesley United Church



VIEW FROM SOUTHWEST CORNER OF 124 STREET/102 AVENUE INTERSECTION LOOKING EAST
(SOUTH SIDEWALK OF 102 AVENUE)



VIEW FROM SOUTHWEST CORNER OF 124 STREET/102 AVENUE INTERSECTION LOOKING EAST
(VEHICULAR LANES)

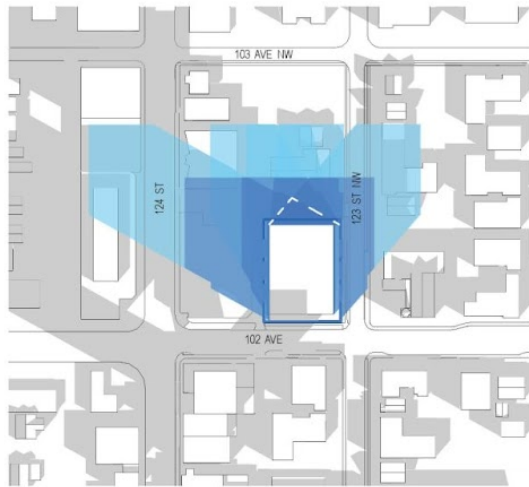


VIEW FROM SOUTHWEST CORNER OF 124 STREET/102 AVENUE INTERSECTION LOOKING EAST
(BICYCLE LANES)

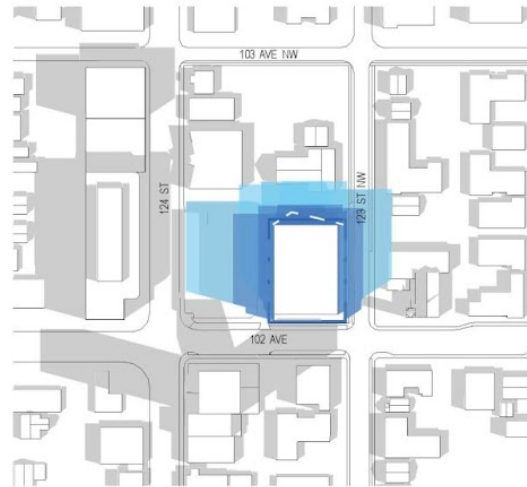


VIEW FROM SOUTHWEST CORNER OF 124 STREET/102 AVENUE INTERSECTION LOOKING EAST
(NORTH SIDEWALK OF 102 AVENUE)

Sun-Shadow Impact Assessment





March 21



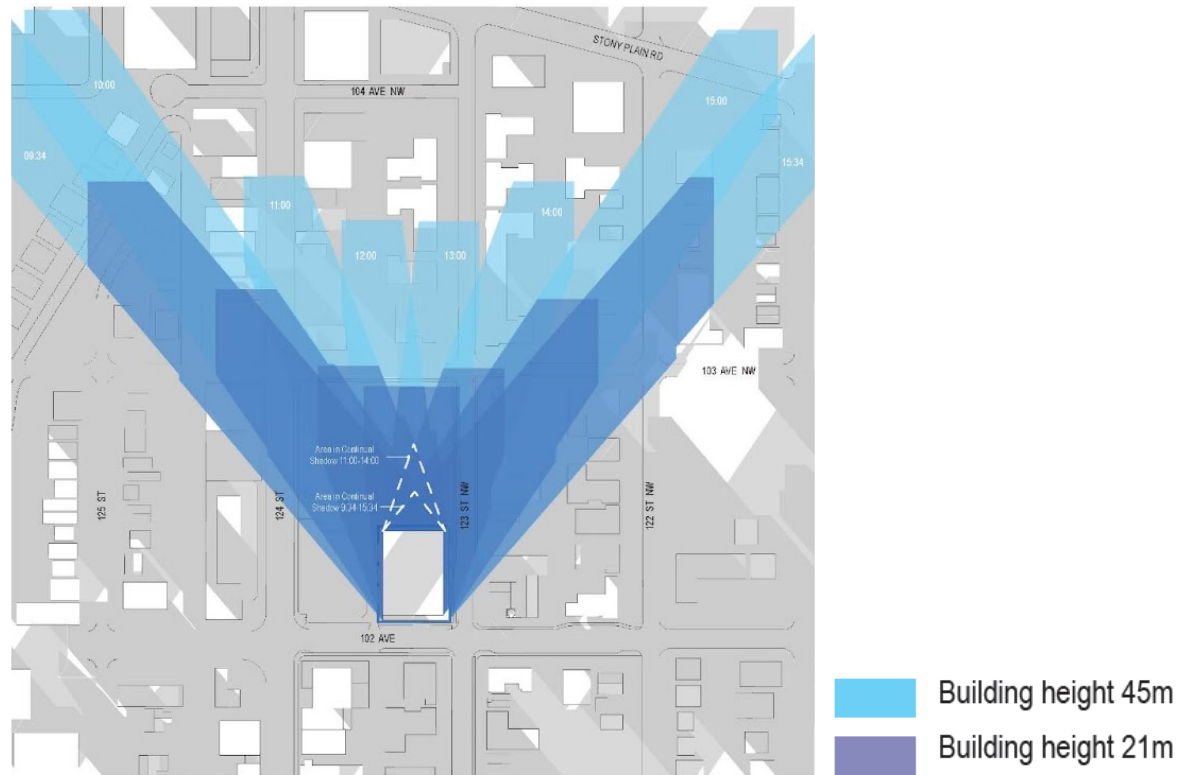
June 21



September 21

-  Building height 45m
-  Building height 21m

Dashed area which is subject to shadow at any time during the permit from 09:34 to 15:34 MST



December 21

- Smaller dashed triangular area which is subject to shadow at any time during the period from 09:34 to 15:34 MST
- Larger dashed triangular area which is subject to shadow at any time during the period from 11:00 to 14:00 MST

APPLICATION SUMMARY

INFORMATION

Application Type:	Plan Amendment & Rezoning
Bylaw & Charter Bylaw:	19828 & 19829
Location:	Northwest corner 102 Avenue NW and 123 Street NW
Address:	10204 - 123 Street NW
Legal Descriptions:	Lots 11-14, Block 20, Plan RN22
Site Area:	2,785.6 m ²
Neighbourhood:	Oliver
Notified Community Organizations:	Oliver Community League and the 124 Street and Area Business Improvement Area.
Applicant:	Stantec Consulting Ltd.

PLANNING FRAMEWORK

Current Zone and Overlay:	(CB1) Low Intensity Business Zone and Main Streets Overlay
Proposed Zone and Overlay:	(CB3) Commercial Mixed Business Zone and Main Streets Overlay
Plan in Effect:	Oliver Area Redevelopment Plan
Historic Status:	None

Written By:
Approved By:
Branch:
Section:

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Development Services
Planning Coordination