

Detailed Overview of the Main Streets Overlay Project

Walkable main streets play an important role in neighbourhood vibrancy and supporting businesses. The design of buildings along main streets play a major role in the success of these spaces.

Zoning Bylaw 12800 currently has two overlays that are intended to support high quality design along main streets, however the application of these regulations is limited. The existing Pedestrian Commercial Shopping Street Overlay and the Alberta Avenue Pedestrian Commercial Shopping Street Overlay apply to a small portion of the city's commercial main streets. In effect on Whyte Avenue, Alberta Avenue, Chinatown, Fort Road and smaller areas located in Riverdale and McKernan, a large percentage of the city's commercial main streets do not require this higher level of design.

The purpose of the update to the Pedestrian Commercial Shopping Street Overlay was to refine its existing regulations and expand its area of application. The intent was to craft an overlay that ensures buildings on private property create a welcoming environment for pedestrians that complement the adjacent public realm, and apply these regulations to all of the city's existing and emerging pedestrian-oriented main streets. To complete this work, Administration undertook an analysis of existing regulations, identified best practices in other municipalities, and assessed Edmonton's main streets to determine appropriate areas to apply new regulations.

The proposed Main Streets Overlay will replace the existing Pedestrian Commercial Shopping Street Overlay and the Alberta Avenue Pedestrian Commercial Shopping Street Overlay. Following the June 23, 2017, Urban Planning Committee meeting, further changes have been made and are highlighted below. Further refinements to proposed sign regulations have also been made following stakeholder feedback.

Area of Application

The proposed Main Streets Overlay will cover the same area as the Pedestrian Commercial Shopping Street Overlay and Alberta Avenue Pedestrian Commercial Shopping Street Overlay. It will additionally cover other established and emerging main streets, as well as small commercial nodes. The proposed Overlay will also apply with 200 metres of existing and proposed LRT stations and transit centres, and within 50 metres of transit avenues. This aligns with the Transit Oriented Development Guidelines, which encourage pedestrian-oriented commercial uses within proximity to transit.

Front and Flanking Setbacks

In the existing Overlays, development is required to be built to the property line abutting the main street and flanking side streets, with the flexibility for Development Officers to allow a maximum setback of 2.5 m for street-related activities. The spirit of this regulation in encouraging street-oriented development has been maintained, however, a minimum front setback of 1.0 m has been introduced in order to widen the pedestrian realm of the street. The opportunity to build to the property line has been maintained, provided the sidewalk is a minimum of 4.7 m in width.

The proposed regulations do allow buildings above the first storey to be built to the front property line. Since the June 23, 2017, Urban Planning Committee meeting, clarity has been provided that this allowance begins at 4 m in height from grade to ensure second storey projections do not negatively impact the adjacent sidewalks.

Setbacks Abutting Low Density Residential

The minimum rear setback for commercial developments that abut residential properties was initially proposed to be 4.5 m. It was felt by community stakeholders that 4.5 m was not sufficient to allow for potential future alley access. The 4.5 m has subsequently changed to 6.0 m in response to this concern.

Stepbacks

In the existing Overlay, a 4.5 m stepback was required above the second storey for residential development. The draft Overlay presented on June 23 reduced the required stepback from 4.5 m to 3.0 m and increased the height at which the stepback is required from two storeys to four (14.5 m). This was to align with best practice in other major Canadian cities. At the June 23, 2017, Urban Planning Committee meeting, questions were raised regarding the impact this stepback may have on shadowing main streets.

Since June 23, Administration has had further conversations with the Urban Design Group, reviewed other City policies and conducted additional analysis of existing built forms within the city. As a result of this further work, it is proposed to provide a 4.5 m stepback requirement for the main facade, while allowing balconies to a maximum distance of 3 m from the property line. This approach will move the main massing of the building further back, while still allowing opportunities for balconies to overlook and animate the adjacent streets.

Traffic Access and Parking Reductions

Regulations preventing front access have been strengthened. If a site with existing front access is proposed for redevelopment, the site will be required to obtain access from the rear lane and the front access will be removed. As well,

rear parking and loading facilities will require landscaping and an enhanced appearance while uses with drive-through windows will have to perform to a higher standards to prevent the interruption of the pedestrian realm. Any non-accessory parking in a main street area will now be required to be screened from view with street fronting commercial uses.

Existing parking reductions for commercial uses are marginally increased, from 1 parking space per 90.9 square metres to 1 per 100 square metres. Further reductions for eating and drinking establishments are incorporated, aligned with the existing rates in the Whyte Avenue, Jasper Avenue West, and 124 Street areas. Parking requirements for residential uses have been aligned with those provided in Transit Oriented Development areas, and all parking requirements have been moved to Section 54 for simplicity.

Design Regulations

Additional design regulations have been incorporated into the Overlay. These regulations have been pulled from the Transit Oriented Development Guidelines, Main Streets Guidelines and Winter City Guidelines, as well as regulations from the existing Alberta Avenue Pedestrian Commercial Shopping Street Overlay. The intent is to enhance the built form of the private realm along the city's main streets, which in turn will enhance the pedestrian realm. Regulations include encouraging a variety of colours, materials, and building features. Other requirements include a minimum percentage of non-reflective glazing to allow for visual transparency between the interior of storefronts to the street.

Signage

The proposed amendments presented on June 23, 2017, recommended significant changes to freestanding and digital signs in main street and transit areas. Stakeholders expressed concern that these sign changes were being pursued outside of the current digital sign review project. Based on this feedback, proposed changes to freestanding and digital signs have been removed from these amendments and will form part of the digital sign review, anticipated to be brought to Urban Planning Committee in quarter one of 2018. Existing restrictions for freestanding signs in the current Pedestrian Commercial Shopping Street Overlay have been retained, and opportunities for more pedestrian oriented signage, including projecting signs that face adjacent walkways, have been added to the proposed Main Streets Overlay.

Section 819.4 - Additional Development Regulations for Specific Areas

The regulations in this section have been amended to apply to the Overlay as a whole. One regulation in the section pertaining specifically to the redevelopment of the intersection of 109 Street and 82 (Whyte) Avenue has been retained as an area specific regulation to ensure corner cuts for commercial uses are provided.

Section 821 - Alberta Avenue Pedestrian Commercial Shopping Street Overlay
As mentioned above, the Alberta Avenue Pedestrian Commercial Street Shopping Overlay contains a number of regulations that are identical to the existing Pedestrian Commercial Shopping Street Overlay, as well as additional regulations that strive to achieve a more mixed use and well designed street. It is proposed that the Alberta Avenue Pedestrian Commercial Shopping Street Overlay be repealed and its regulations be incorporated into the new Main Streets Overlay. The new Overlay would apply to all areas currently covered by the Alberta Avenue Overlay.

Public Consultation

Extensive consultation was undertaken prior to bringing an initial draft of the overlay to Urban Planning Committee on June 23, 2017, including surveys, open houses, pop up events and workshops with Business Improvement Area Directors. This report, proposed bylaw and attachments were circulated to internal and external stakeholders on June 30, 2017, for a period of three weeks to July 17, 2017. Feedback received has been used to improve the proposed regulations as highlighted above.

Conclusions

The updated Main Streets Overlay will achieve a higher level of design along all main streets and transit areas, encouraging their positive transformation and promoting walkable commercial areas. The proposed Overlay will foster the development of the city's established main streets as ideal locations for commercial activity, business development, tourism, and as vibrant, all seasons, people places.

Mark-up and Rationale of Proposed Changes

		Rationale
Black Font Strikethrough: <u>Underline:</u>	Existing Text in Zoning Bylaw 12800 Proposed deletion from Zoning Bylaw 12800 Proposed addition to Zoning Bylaw 12800	
	<p><u>Section 821 Alberta Avenue Pedestrian Commercial Shopping Street Overlay is deleted in its entirety. Section 819 is deleted and replaced with the following:</u></p>	The two existing overlays are combined into the new Main Street Overlay. The new Overlay applies to all areas where the existing overlays apply, and expands to new areas as well.
	<p><u>819 Main Streets Overlay</u></p>	The new name is easier to use and more accurately reflects the areas of application.

<p>819.1 General Purpose</p> <p><u>The purpose of this Overlay is to encourage and strengthen the pedestrian-oriented character of Edmonton’s main street commercial areas, that are located in proximity to residential and transit-oriented areas, by providing visual interest, transparent storefront displays, and amenities for pedestrians.</u></p>	<p>The purpose statement has been aligned with the City’s Municipal Development Plan (The Way We Grow) to identify and encourage the creation of key pedestrian streets and for new buildings to support pedestrian activity.</p>
<p>819.2 Application</p> <p><u>This Overlay applies to all Commercial Zones within the areas shown on the Appendix to this Overlay, and within 200 m of an existing LRT station or transit centre, or a future LRT station or transit centre with a Council-approved Concept Plan.</u></p>	<p>The Pedestrian Commercial Shopping Street Overlay and the Alberta Avenue Pedestrian Commercial Shopping Street Overlay apply to commercial zones along Whyte Avenue, China Town, Fort Road and Alberta Avenue. The proposed Main Street Overlay expands to all established and emerging main street areas and within 200 m of transit.</p>
<p>819.3 Development Regulations</p> <p><u>1. The maximum Frontage width shall be 11.0 m. Where the width of ground floor commercial Uses exceeds 11.0 m, the front Façade of the building shall be designed to break the appearance into 11.0 m sections or less to the satisfaction of the Development Officer.</u></p>	<p>11.0 m (36 ft wide) maintains evenly spaced frontages while allowing some flexibility to accommodate minor changes in property size or conversions between imperial and metric measurements.</p>
<p><u>2. A Setback of 1.0 m shall be required where a Site Abuts a public roadway, other than a Lane. The 1.0 m Setback shall be paved and visually incorporated into the public Walkway to the satisfaction of the Development Officer in consultation with Integrated Infrastructure Services. The Development Officer may allow this Setback to be increased to a maximum of 2.5 m to accommodate street related activities that contribute to the pedestrian-oriented shopping character of the area. Buildings may project to the front and side property lines above 4.0 m in Height.</u></p>	<p>This provision creates an additional 1.0 m of paved surface directly adjacent to the sidewalk to accommodate pedestrian activity. Additional setbacks up to 2.5 m is permitted to accommodate other activities, like patios or bicycle parking, is allowed. Allowing projections above 4m will allow for greater building articulation on the second storey, additional buildable area, and create pedestrian protection. The projection is only permitted between the second and fourth storeys.</p>

<p><u>3. Notwithstanding 819.3.2, buildings may be built to the property line that Abuts a public roadway other than a Lane, provided the width of the public walkway is a minimum distance of 4.7 m from curb to property line.</u></p>	<p>A provision has been included to allow a zero setback where the adjacent sidewalk already meets the Complete Street Guidelines.</p>
<p><u>4. On all Sites Abutting a Zone that allows Single Detached Housing as a Permitted Use or a Zone that allows for Row Housing as a Permitted Use:</u></p> <ul style="list-style-type: none"> a. <u>The minimum Setback Abutting the residential Zone shall be 6.0 m; and</u> b. <u>Any portion of the Façade facing the Residential Zone that exceeds 8.9 m in Height shall have a Stepback of 1.0 m.</u> 	<p>This regulation applies when there is no lane between a commercial and low density property. The distance of 6.0 m was increased from the previous 4.5 at Urban Planning Committee on June 23, 2017, to allow for possible future laneways.</p>
<p><u>5. Notwithstanding a more restrictive regulation existing in the underlying zone and Section 800.2.2.b, in the CB1 Zone or the CNC Zone where the Site fronts onto an arterial roadway:</u></p> <ul style="list-style-type: none"> a. <u>the maximum Height shall not exceed 14.5 m for flat, mansard and gambrel roofs, or 16.0 m for a roof type with a pitch of 4/12 (18.4 degrees) or greater, in accordance with Section 52; and</u> b. <u>the maximum Floor Area Ratio shall be 3.5.</u> 	<p>This increase in Height will allow for a consistent street wall along the city's main streets in areas where this is a mix of CNC, CB1 and CB2 zones. In addition, the proposed regulation prevents any CNC zone that is not located on an arterial roadway to gain Height in order to maintain the scale of the interior of the neighbourhoods.</p>
<p><u>6. Where a building exceeds 14.5 m in Height, the portion of the building above this Height shall require a minimum Stepback of 4.5 m from the property line facing a public roadway other than a Lane. Platform structures may project up to 1.5 m into the Stepback.</u></p>	<p>The increase in Height aligns with best practices found in other cities and aligns with survey respondents' feedback. Four storeys is the standard Height for a break in the street wall. In response to a motion made at Urban Planning Committee on June 23, 2017, the required stepback has been increased to 4.5 m, based on analysis and the existing requirements in the Pedestrian Commercial Shopping Street Overlay and other areas of the city. Projection up to 3m from the property line is allowed to encourage balconies on these facades.</p>
<p><u>7. All vehicular access shall be from an Abutting Lane. Where there is no Abutting Lane, vehicular access shall be provided from a flanking public roadway. When a Site with existing vehicular access from a public roadway other than a Lane is redeveloped, the existing vehicular access</u></p>	<p>This regulation requires new and future access to be taken from the lane. Where there is existing street access, it will be required to be removed, if a Lane is present.</p>

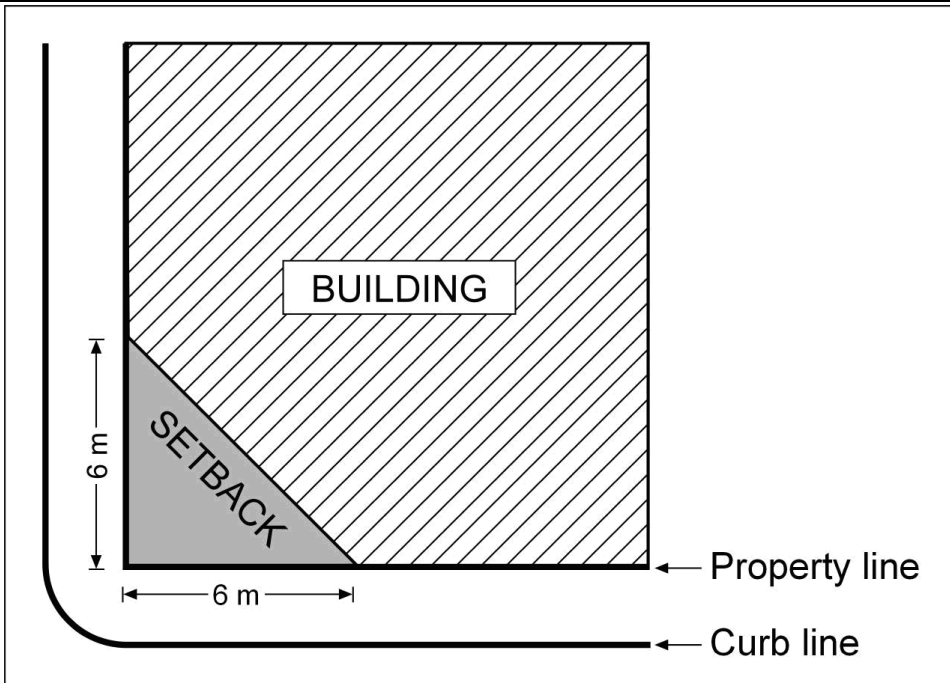
<p><u>shall be closed where an Abutting Lane exists, or relocated to a flanking public roadway where an Abutting Lane does not exist.</u></p>	
<p><u>8. All surface parking and underground parking access shall be located at the rear of the building and be screened from view using methods such as Landscaping, public art, and Crime Prevention Through Environmental Design principles to enhance the appearance, natural surveillance and safety of the Lane.</u></p>	<p>The purpose of this regulation is to create well designed and screened parking areas so that they do not detract from the pedestrian character of the main street.</p>
<p><u>9. Any parking structures shall be screened from view at ground level by street fronting commercial Uses with a minimum depth of 8.0 m from the Lot line Abutting a public roadway other than a Lane.</u></p>	<p>The purpose of this regulation is to encourage commercial development on main streets and to actively discourage development solely for the use of parking.</p>
<p><u>10. Parking, loading and passenger drop-off areas shall be designed to minimize pedestrian-vehicle conflicts.</u></p>	<p>Alberta Avenue Pedestrian Commercial Shopping Street Overlay Regulation carried forward.</p>
<p><u>11. The minimum number of off-street parking spaces required shall be in accordance with Section 54, Schedule 1C.</u></p>	<p>Parking reductions, as proposed in the June 23, 2017, report CR_3820, Expanding Areas Around Transit that Qualify for Parking Reductions, are incorporated into the Overlay area.</p>
<p><u>12. Any development with a drive-through service window shall:</u></p> <ul style="list-style-type: none"> <u>a. form part of a mixed Use building and shall not be located within a freestanding building onto itself;</u> <u>b. be oriented so that the location of the drive-through service windows and queueing lanes are placed at the rear of the building; and</u> <u>c. use Landscaping or other materials to screen and soften the impact of the drive-through service window from Residential Zones and adjacent development.</u> 	<p>The Overlay cannot be used to prohibit drive-through uses. The purpose of this regulation is to prevent drive-through uses from interrupting the pedestrian-oriented nature of the street.</p>
<p><u>13. To improve architectural interest of the principal structure and create a pedestrian-friendly environment for all seasons, design techniques such as entrance features, varied roof design, outdoor seating areas, canopies, or Landscaping shall be incorporated.</u></p>	<p>Design regulation wording has been strengthened.</p>
<p><u>14. Winter design elements such as the use of colour and functional and decorative lighting to enhance the appearance of the building while minimizing light pollution during the winter months shall be incorporated.</u></p>	<p>Winter Design elements have been incorporated into this design regulation to help transform main streets into all season areas.</p>

<p><u>15. All exposed building Façades shall have complementary exterior finishing materials. On Corner Lots, the Façade treatment shall wrap around the side of the building to provide a consistent profile facing both public roadways.</u></p>	<p>Additional design requirements have been incorporated into this regulation to ensure high quality finishes on all visible sides of the building that face onto a public roadway other than a Lane.</p>
<p><u>16. Where a Commercial Use is provided at ground level Abutting a public roadway, other than a Lane, the principal entrance to the unit shall have direct external access to the adjacent public sidewalk. A maximum of two ground floor commercial units may share a common entranceway.</u></p>	<p>This regulation will allow two storefront entrances to locate next to each other and share a common vestibule that will shelter the businesses from colder weather, this aligns with the City's Winter City Design Guidelines.</p>
<p><u>17. Apartment Housing above the ground floor shall have access at ground level that is separate from any Commercial premises other than Hotels. The principal residential entrance shall have direct external access to the adjacent public sidewalk.</u></p>	<p>Minor changes to the original Alberta Avenue Pedestrian Commercial Shopping Street Overlay regulation ensures street-facing access for residential uses along main streets.</p>
<p><u>18. Where a Hotel or Apartment Hotel is to be developed, a maximum Frontage of 11.0 m shall be used for lobbies. The remaining frontage shall be used for Commercial Uses, which may be ancillary to the Hotel.</u></p>	<p>This regulation limits the amount of storefront a Hotel lobby may occupy. It will allow for hotels to place some of their amenities (i.e. gym or restaurant/bar) along the main street. This provides for animation of the street and ensures that empty lobby space is minimized.</p>
<p><u>19. Where a Hotel or Apartment Hotel is to be developed, the maximum building length above 14.5 m shall be no more than 30.0 m and shall have a maximum floor plate area of 900 m².</u></p>	<p>This regulation controls the impact additional Hotel or Apartment Hotel Height may have on a main street. It proposes to limit the size and massing of the tower portion of the building.</p>
<p><u>20. Main building entrances for all Uses shall be designed for universal accessibility. Level changes from the sidewalk to entrances of buildings shall be minimized. Sidewalk furniture and other elements shall be located out of the travel path of entrances to ensure they are not obstacles to building access.</u></p>	<p>Alberta Avenue Pedestrian Commercial Shopping Street Overlay regulation carried forward.</p>
<p><u>21. Each Storey shall have windows on all Façades facing a public roadway.</u></p>	<p>This regulation ensures overlook on all sides of the building and will reduce blank frontages with no windows.</p>

Attachment 2

<p><u>22. Each Façade facing a public roadway other than a Lane shall have a minimum of 70% clear, non-reflective glazing on the exterior of the ground floor to promote pedestrian interaction and safety. Proportion of glazing is calculated as a percent of linear meters at 1.5 m above finished Grade.</u></p>	<p>Regulation has been to ensure a minimum amount of glazing shall be required.</p>
<p><u>23. A maximum of 10% of the first Storey glazing may be covered by Signs. The remainder of the glazing shall remain free from obstruction.</u></p>	<p>New regulation to prevent the required glazing from being obscured by signage or other obstructions</p>
<p><u>24. Landscaping of Sites shall use plant materials that provide colour throughout the year to enhance appearance during the winter months.</u></p>	<p>Alberta Avenue Pedestrian Commercial Shopping Street Overlay regulation carried forward.</p>
<p><u>25. Where feasible, developments should provide for Rooftop Terraces or gardens.</u></p>	<p>Alberta Avenue Pedestrian Commercial Shopping Street Overlay regulation carried forward</p>
<p><u>26. Signs shall complement the pedestrian-oriented commercial environment and shall be provided in accordance with Schedule 59E of this Bylaw, except that:</u></p> <ul style="list-style-type: none"> a. <u>the maximum Height of a Freestanding Sign or Digital Sign shall be 6.0 m.</u> b. <u>Projecting Signs shall be located within 0.6 m of each individual business entrance of the building facing a public roadway other than a lane.</u> c. <u>Notwithstanding Section 59E.2.2.e, one additional projecting sign may be permitted per Site for the purpose of advertising businesses that do not have access at ground level.</u> 	<p>Sign regulations have been amended to ensure that freestanding Signs or Digital Signs will be limited to 6.0 m in height on main streets that did not previously have this requirement. It also ensures that projecting signs shall be limited to one per business with the exception of an additional projecting sign that may be added for each building to advertise all commercial units/businesses within the entire building</p> <p>These additional regulations will ensure that new signage will be pedestrian oriented, rather than focused on advertising to vehicular traffic, and reduce visual clutter.</p>
<p><u>27. A Comprehensive Sign Design Plan, with a focus on pedestrian-oriented signs and promoting building identity, shall be submitted for all new development permits and all exterior alteration permits.</u></p>	<p>Regulation has been strengthened to focus on pedestrian-oriented signage.</p>

<p><u>28. When the Development Officer determines that a Development Permit application does not comply with the regulations contained in this Overlay:</u></p> <ul style="list-style-type: none">a. <u>the Development Officer shall send notice to the municipal address and assessed owners of land wholly or partly located within a distance of 60.0 m of the Site of the proposed development, and the President of each affected Community League and each Business Improvement Area Association operating within the distance described above to outline any requested variances to the Overlay and solicit comments directly related to the proposed variance;</u>b. <u>the Development Officer shall not render a decision on the Development Permit application until 21 days after notice has been mailed, unless the Development Officer receives feedback from all specified recipients; and</u>c. <u>the Development Officer shall consider any comments directly related to the proposed variance when determining whether to approve the Development Permit application in accordance with Section 11.2.</u>	<p>This regulation has been updated to reflect the proposed changes to consultation provisions in six overlays brought forward to the August 28, 2017 Public Hearing.</p>
<p><u>819.4 Additional Development Regulations for Specific Areas</u></p> <ul style="list-style-type: none">1. <u>The following regulations shall apply to development within Commercial Zones at each corner of the intersection of 109 Street and 82 Avenue:</u><ul style="list-style-type: none">a. <u>there shall be a triangular shaped Setback 6.0 m in length Abutting along the property lines that meet at each corner of the intersection of 109 Street and 82 Avenue, as shown in the following illustration:</u>	<p>This regulation has remained unchanged.</p>



59E.1 The following Zones refer to the regulations found in Schedule 59E:

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320 CSC Shopping Centre Zone

819 *Pedestrian Commercial Shopping Street Overlay Main Streets Overlay*

821 *Alberta Avenue Pedestrian Commercial Shopping Street Overlay*

940.6 GVC Griesbach Village Centre Zone

960.5 CSCa Ambleside Shopping Centre Zone

960.6 UVCa Ambleside Urban Village Commercial Zone

The above Zones may also refer to regulations in other Sign Schedules or have additional regulations within the Zone. In case of a conflict between the Zones listed on this Sign Schedule and the Zone regulations, the Zone regulations prevail.”

Housekeeping amendments to ensure conformity with the proposed amendments in Zoning Bylaw 12800