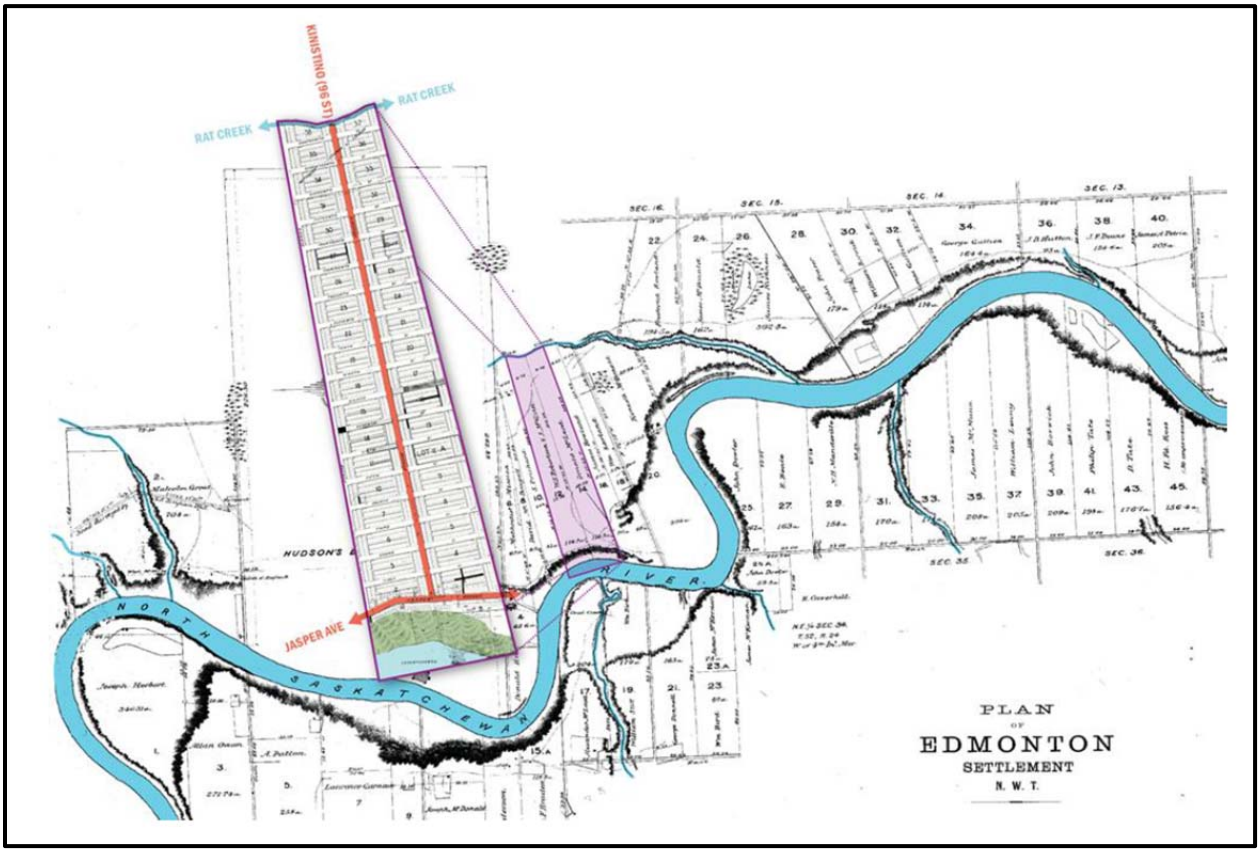
PLAN AMENDMENT AND REZONING APPLICATION

McCauley

Between 106 Avenue NW and 111 Avenue NW along 96 Street NW

To establish Church Street as a historical and cultural destination



RECOMMENDATION AND JUSTIFICATION

Sustainable Development is in SUPPORT of this application because it will:

- encourage the preservation of the area's unique collection of 12 culturally, historically and architecturally significant church buildings; and
- ensure future development is designed in a manner that is sensitively integrated with the existing low-density, fine grained residential character of the neighbourhood and contributes to enhancing the unique visual identity of Church Street.

THE APPLICATION

1. BYLAW 17917 to amend the Boyle Street/McCauley Area Redevelopment Plan to further promote urban design and heritage preservation along Church Street. Applicable maps are to be updated and the new (DC1) Direct Development Control Provision would be inserted into the plan.

2. BYLAW 17918 to amend the Zoning Bylaw to a (DC1) Direct Development Control Provision that allows the same scale, intensity and type of development as the existing zoning but encourages the preservation and enhancement of the unique visual identity and special character of Church Street.

BACKGROUND

In 2011, a heritage inventory of McCauley was completed by an external heritage consultant and Church Street was identified as a potential heritage area. At the February 22, 2012 Executive Committee, the following direction from Committee was given:

> *The area of 96 Street, often referred to as "Church Street," has great significance in our city. Could Administration look into the following:*
>
> *1. Supply a history of 96 Street from 105 Avenue to 111 Avenue.*
> *2. Has this street received any historical designation?*
> *3. Can this area be designated historical?*
> *4. Can Administration bring forward suggestions as to how the City can utilize the historical significance of the area as a tool for revitalizing this street?*

After receiving a report from Sustainable Development responding to the above, the following motion was passed at the July 11, 2012 Executive Committee meeting:

> *That Administration provide a report to Executive Committee with a plan for the preservation of the special nature of Church Street (96 Street before 105 Avenue and 111 Avenue), including:*
>
> *a. Recommendations for the designation of the Street as a historical resource, including streetscaping and historical identifications*
> *b. Recommendations on how the City can support and illustrate the special nature of the Street*
> *c. Costs to implement, costs if not implemented, the plan and source of funding*
> *d. A time line for the actions*
> *e. How this could be integrated with the 96 Street armature.*

After receiving a report from Sustainable Development responding to the above, the following motion was passed at the April 29, 2013 Executive Committee meeting:

> *1. That Administration undertake the short-term actions as set out in the April 29, 2013, Sustainable Development report 2013SPE009, with the exception of the DC1 designation, as soon as practical.*
> *2. That Administration bring a report back to Committee on:*
> *a. the implications of the application of a DC1 (Direct Control Provision), and*
> *b. clarifying the issue of establishing marked and signed on-street bike route in the area, without reduction of parking opportunities.*
> *3. That Administration prepare a memo for all Members of Council that will outline all of the actions in Attachment 2 of the April 29, 2013, Sustainable Development report 2013SPE009, with a description of the program to be used, and the timeline for implementation.*

A report from Sustainable Development responding to the above was provided on August 19, 2013 and was received for information with no further motions.

Subsequent public engagement exercises identified zoning changes as one option for preserving and enhancing the distinct character of the area. In 2014, a public workshop and design charrette provided support for the direction of a future rezoning which ultimately led to the initiation of this application.

SITE AND SURROUNDING AREA

Church Street (96 Street NW) is generally located between 106A Avenue and 111 Avenue and is a primarily residential area with a large number of existing church buildings located on highly visible corner lots. Some are still actively operating as such and some are in the process of being converted to other uses. The area is one of the earliest settled parts of Edmonton, and has played an important role in the cultural and religious life of Edmonton for over a century. Church Street has long been valued by the community of McCauley for its unique character. The current zoning is primarily a mixture of low and medium density residential zones and the area is surrounded by much of the same interspersed with limited commercial and institutional uses.

AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USES
SUBJECT SITE	• (CB1) Low Intensity Business Zone • (DC1) Direct Development Control Provision • (RF6) Medium Density Multiple Family Zone • (RA7) Low Rise Apartment Zone • (US) Urban Services Zone	• Various low and medium density residential uses • Limited commercial sites • Urban services, community and educational uses
CONTEXT		
North	• (CB1) Low Intensity Business Zone	• 111 Avenue/Norwood Boulevard Commercial corridor
East	• (RA7) Low Rise Apartment Zone • (DC1) Direct Development Control Provision • (RF6) Medium Density Multiple Family Zone • (US) Urban Services Zone • (DC2.648) Site Specific Development Control Provision • (AP) Public Parks Zone • (RA8) Medium Rise Apartment Zone	• Various low and medium density residential uses • Limited commercial sites • Urban services, community and educational uses
South	• (RA7) Low Rise Apartment Zone • (RA8) Medium Rise Apartment Zone	• Single Detached House • Low Rise Apartments
West	• (RA7) Low Rise Apartment Zone • (DC1) Direct Development Control Provision • (RF6) Medium Density Multiple Family Zone • (US) Urban Services Zone • (DC2.648) Site Specific Development Control Provision • (AP) Public Parks Zone	• Various low and medium density residential uses • Limited commercial sites • Urban services, community and educational uses

HOLY TRINITY CANADIAN ORTHODOX CHURCH

SACRED HEART OF THE FIRST PEOPLES CHURCH

PLANNING ANALYSIS

LAND USE COMPATIBILITY

The proposed DC1 Provision is divided into 3 Sub Areas:

- Low Density Residential Area
- Medium Density Residential Area
- Neighbourhood Church Area

This application is not intended to significantly alter the already existing land uses and development permissions within the various existing zones. For example, sites that are currently zoned (RF6) Medium Density Multiple Family Zone or (RA7) Low Rise Apartment Zone will become part of the Medium Density Residential Area and retain similar development rights while still being subject the Medium Density Residential Area. Those sites currently zoned for low density residential (mostly within the existing DC1 Provisions) will become part of the Low Density Residential Area. The Neighbourhood Church Area applies to the 12 church buildings of significance in the corridor and is designed to allow for a wide variety of compatible uses to encourage the ongoing occupation, reuse, and maintenance of these buildings. The map below shows the rezoning area divided into the 3 Sub Areas.

Rezoning Boundary & Sub Areas

Low Density Residential Zone
Medium Density Residential Zone
Neighbourhood Church Zone

The proposed DC1 Provision includes additional urban design regulations for the entire area and for each Sub Area specifically to guide the nature of future development and ensure it is compatible with the 12 church buildings and the area. These regulations are intended to encourage contemporary design which incorporates some of the architectural features and materials common to residential development in the neighbourhood. They include emphasizing the use of traditional materials, featuring pitched roof design and emphasizing principle entrances. These kind of design principles are not uncommon and are not anticipated to create any undue hardship to adhere to for land owners and developers.

PLANS IN EFFECT

The Boyle Street/McCauley Area Redevelopment Plan includes several objectives and initiatives that are met by this application, including:

- Identify and promote urban design opportunities for special residential and commercial character areas, and the linkages between them;
- Develop and enhance unique visual identities for the area;
- Promote the preservation and rehabilitation of historic and heritage sites and areas;
- Consider the application of direct control land use designations or the creation of new special land use districts to promote the preservation of historic and heritage sites in Boyle Street and McCauley; and
- Encourage the adaptive reuse of heritage buildings, with the retention where possible of any pre-existing residential component.

This application amends the plan to establish Church Street as a historical and cultural destination and create the following additional set of initiatives specific to the street:

- Develop a public realm improvement strategy for Church Street to promote and guide long-term investment in the public realm;
- Develop an interpretive program which communicates the history of Church Street as an important testament o early diversity and multiculturalism in Edmonton; and
- Support community-led efforts to program the street though festivals and events.

HERITAGE

McCauley was one of the earliest developed parts of Edmonton and where many immigrant communities chose to settle upon first arriving in the city. As distinct immigrant communities established themselves in the district, many built a church to act as the center of their religious, cultural and social life. The result was an unusually high concentration of churches throughout McCauley and on 96 Street NW in particular, to the extent that the street became popularly known as Church Street. Church Street has played an important role in the cultural and religious life of Edmontonians for over a century and continues to be valued for its association with early diversity and multiculturalism in the City. Church Street‘s unique collection of historic churches remain a defining element of the streetscape that contribute to a distinctive identity.

While the 12 churches are all listed on the Inventory of Historic Resources in Edmonton, none are currently municipally designated. The proposed DC1 Provision allows for additional compatible uses on these sites but only within the existing buildings. If one of these buildings

is demolished, the list of allowable uses would be reduced to those within the abutting low or medium density Sub Area. It is hoped that this may make the buildings more attractive for occupancy, retention, and adaptive reuse and assist the City to successfully work with land owners to encourage designation.

EDMONTON DESIGN COMMITTEE (EDC)

On May 16, 2017, this application was reviewed by the Edmonton Design Committee (EDC). The committee provided a recommendation of non-support citing concerns related to the proposed DC1 Provision limiting density and being at odds with higher level planning documents that envision a higher density, walkable, mixed use and vibrant central core. The committee also felt that the proposed zoning was too prescriptive and that zoning, in general, should have a limited role in preserving the built heritage of the area.

It is important to note that it is not within the scope of this application to address potential changes in development rights or density. This application is designed to maintain existing development rights but to ensure that future development is sensitive and compatible with this unique area. The majority of the regulations within the DC1 Provision are similar to those found in the current underlying standard zones with some additional, but flexible, regulations related to materials and architectural features. The proposed zoning also increases the potential uses for the existing church buildings, encouraging them to be continually occupied and maintained in the future.

TECHNICAL REVIEW

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

Review of the application area by EPCOR Water, ATCO gas and Drainage Services has determined that there are some areas with deficiencies in infrastructure from what would be required for new development to the maximum level allowed within both the current and future zoning. It is likely that future development will be responsible for upgrades, depending on the nature of the proposal, in order to meet City standards for servicing.

PARKING AND VEHICULAR ACCESS

Parking is proposed to be in accordance with the Transit Oriented Development (TOD) requirements of the Zoning Bylaw. Where lanes exist, parking on site must be accessed from the lane and all surface parking is required to be to the rear of buildings.
A parking study was completed to assess the existing parking utilization and review potential parking demand associated with the proposed rezoning along the 96 Street NW corridor. The study identifies ample on-street parking available along 96 Street NW, as well as on the immediately adjacent side streets, to support additional development and accommodate visitor parking for low density residential zones. Also, 95 Street NW is a Transit Avenue, which provides opportunities for alternative modes of transportation, thus reducing parking demand in the area.

PUBLIC ENGAGEMENT

PRE-APPLICATION

Between 2012 and 2015, two workshops and two public open houses were held by Sustainable Development staff to engage the community about the future of Church Street. In addition to discussing land use and zoning, this engagement included a broad range of topics, including: programing, transportation and streetscape improvements, and social issues. This engagement provided direction for the rezoning application and the nature of the proposed DC1 Provision. Appendix 1 to this report contains excerpts from the engagement summary that are related to land use and zoning. Appendix 2 to this report is a What We Heard Report from the public open house on November 2, 2016 specifically dealing with this application.

PRE-APPLICATION October 10, 2012 April 3, 2013 February 12, 2014 April 5, 2015	• Two workshops and two public open houses were held. • Approximately 40 people attended each event to provide input. • The top 5 aspects that participants felt were important included: o Heritage interpretation o Policing o Public washrooms o Community venture o Heritage Inventory
ADVANCE NOTICE September 20, 2016	• Number of recipients: 530 • No responses received: 1 • Common comments included: o Do not believe the street warrants heritage consideration
PUBLIC MEETING November 2, 2016	• Number of attendees: 27 • Number of feedback forms returned: 5 • Common comments included: o Want to maintain existing character of the street o Parking is a concern o Do not want high rises o Want proper lighting and heritage signage

The McCauley Community League provided a letter of support on May 2, 2017 stating that the adoption of the proposed DC1 rezoning for Church Street is in the best long term interests of the neighbourhood, and more broadly, the city.

CONCLUSION

Sustainable Development recommends that City Council APPROVE this application.

APPENDICES

1 Pre-Application Engagement Results
2 “What We Heard” Public Engagement Report
3 Application Summary

Pre-Application Engagement Results

4. COMMUNITY RESPONSES

The following are more detailed discussions about the various recommendations and options to provide some context and basis for bringing the recommendations forward. These were developed by the stakeholders and were brought forward on the basis that if resources were available they could one day be implemented. It is realized some may not be feasible or are dependant upon the success of other factors in order to occur or be an option. However, they represent a series of goals to work toward that will in the long-term help make 96 Street a destination in its own right, at the community and city wide level.

4A. REGULATORY OPTIONS

The area has witnessed very little development over the decades, and in order to make real changes around the churches, there needs to be changes to the regulatory process. This will help guide development in a specific manner to enhance and promote the area's character and keep the churches as the focal features on the street. It will also enable other uses to be brought forward, which are currently restricted.

4A.1 Heritage/Character Area - Regulatory Options

There was strong support for guidelines or regulations to preserve and maintain the character of this street. While everyone agreed the character was important, there was some caution expressed that new guidelines/regulations should not hinder future development opportunities.

There is recognition that developing actual detailed architectural guidelines may be more complex due to the significant variety of building styles. Therefore, guidelines and regulations would support the function and character of the neighborhood, by dealing with scale, form, setbacks, heights, access, servicing, front yard treatment, materials, etc. to ensure that the churches dominate with low-rise development in-between. Guidelines and regulations would also ensure that the churches' unique character is maintained and developed and that older stock is maintained by allowing flexibility in uses within them.

Another detailed urban design brief is required to ensure developments are pedestrian-friendly and compatible in scale and function, and work to a long-term vision of what the street could be. This plan serves as a visual reference to an ideal sought, but not necessarily one set in stone.

Another advantage of a distinct area is it enables focused investment and initiatives into a targeted boundary.

Various options were considered that would enable some guidelines or regulations to be legislated.

1. **Rezone the whole area DC1,** with design guidelines and sub-categories focusing on specific uses (residential, institutional, commercial etc). Covers whole area.
2. **Rezone each church only to enable greater flexibility and some design guidelines.** This is more costly (each being a separate zoning) and does not capture buildings in-between.
3. **Amending the ARP to write policy and guidelines for development that falls within Church Street.** This has limited effectiveness as current zoning takes precedence typically over the plan. Options one and two would still require a plan amendment.
4. **Develop an overlay.** This would enable some control over forms but not on actual uses. It is also observed that actual zoning tends to trump overlays if a standard zoning is applied.

It is felt that option one would be the most effective and easiest to implement and regulate. Complementing this would be an urban design brief to guide future infill and streetscape options.

PROJECT	ITEM	DESCRIPTION	Time
Planning process	Rezone to DC1	Develop a DC1 zoning category to accommodate appropriate institutional, residential and commercial uses while protecting and enhancing the area's character.	S

4A.2 Boundary - Regulatory Options

While it is recognized that there are numerous churches in the vicinity, the emphasis should be on 96 Street itself, and any promotional activities and historic interpretation and programming can extend beyond the street.

The logical boundary would be the core area that contains the churches, running from 106 Avenue to 111 Avenue, with a small spur on 109 Avenue to capture a church. Inclusion of St. Josaphats was debated, but as this building primarily addresses 97 Street and is already protected (Provincial Historic Resource) it was felt it should not be within the zoning boundary. This study also excludes the school site. St. Josaphats, along with all those outside of the zoning boundary, would be encouraged to be part of any Church Street promotions and events.

PROJECT	ITEM	DESCRIPTION	Time
Boundary	Suggested Regulated Heritage Character boundary	106 Avenue to 111 Avenue with the boundary running up the lanes behind the buildings either side of 96 Street. Also includes a small portion west of 109 Avenue to include the Cornerstone Church of God.	S

4A.3 Links - Regulatory Options

While it is recognized that the many other religious buildings that exist in the area could be drawn into the bigger picture of making Church Street a destination, it is not felt that they need to be rezoned in any manner. They should be included in other promotional and design opportunities outside of the policy framework. Ideally, some would be included in the interpretive walks/programs and any plaques or unifying design elements based around this activity. This is also dealt with in the Promotions section under Historic Interpretation.

There may be opportunities to also provide way-finding measures or markers at key intersections that link China Town and Little Italy to Church Street. Smaller plaques or markers may indicate that Church Street or the BRZ is down the avenue.

The zoning boundary may differ slightly from the area that may be subject to long-term physical improvements. The blocks between 103A and 106 Avenues that link the Armature and Church Street contain no churches, but visually need to be integrated and connected. Design consideration needs to be given to these blocks to ensure they link to each other in a complementary manner.

The suggested option is to extend Church Street's street furniture and landscaping language to the LRT tracks. The street furniture would continue to 103A Avenue, while the landscaping treatment would be similar to that on 104 Avenue (an extension of the Armature's texture/colour).

Markers for Church Street should be placed at key intersections and the north and south boundaries (111, 107A and 106 Avenues). More could be placed at 103A Avenue or the LRT tracks to provide a link to the Armature if warranted. In the short-term, basic markers will be placed at 111, 107A and 106 Avenues; these may be flag poles with banners, etc. to identify that people are passing or entering Church Street. More comprehensive designs will be developed as part of the long-term vision and streetscaping.

PROJECT	ITEM	DESCRIPTION	Time
Possible extensions linking to the boundary	Linkages and nodes	Show Church Street with links to surrounding churches – likely connected by interpretation or signage as part of promoting, activities, heritage buildings and interpretive tours.	S & M

4A.4 Armature Connection - Regulatory Options

There is a requirement to ensure that any work done to Church Street in the future ties into or coordinates with the Armature development south of 103A Avenue. The two areas will be distinct, but there are a few blocks between the two areas that don't fit into either character. There is a need to develop the appropriate street language of what should be done and ensure the appropriate departments have a clear understanding of the desired final vision. This will ensure any new infrastructure or improvements are coordinated appropriately.

It is anticipated the DC1 boundary will end at 106 Avenue, but the streetscape, if ever implemented, would connect to the LRT crossing point or 103A Avenue. Arguably Church Street's street furniture would go to 103A Avenue but the surface treatment would go only as far as the LRT crossing point. The surface treatment from the LRT crossing to 103A Avenue would match 104 Avenues and the Armatures in texture and colour.

PROJECT	ITEM	DESCRIPTION	Time
Armature	Determine where Church Street's streetscape character ends	i. Church Street Heritage Area to end at 106 Avenue, but any streetscape improvements need to extend south to the LRT boundary with crosswalk or 103A Avenue.	S
		ii. Explore feasibility to extend Armature streetscaping elements north the LRT boundary line.	S – L
		iii. Design markers at intersection to denote where the two distinct districts begin.	S - M

4A.5 Heritage Buildings - Regulatory Options

The churches are the obvious draw to the street, and as such need to be recognized as significant to the area's character. The most effective tool is to add those that have historical significance to the Inventory of Historic Resources in Edmonton. While this does not protect them, it enables the City to offer incentives to help restore the buildings and ensures that the City can get involved if any are under threat of demolition or development pressure.

All the churches have since been reviewed by the Edmonton Historical Board's Historic Resources Review Panel and it has been recommended that all of the churches be added to the Inventory. These are currently being reviewed by administration.

Only the Sacred Heart Church is legally protected by the Province and St. Stephen's is under consideration by the City.

While it is hoped that most of the buildings over time will become 'designated' (get legal protection) and get restored, there is strong recognition for the need to be flexible in terms of future changes and uses to ensure that they remain viable.

Between the churches are also other notable historic buildings that relate to early residential and commercial ventures that make up the street. These should be brought forward for review and hopefully eventual restoration.

These buildings are being researched and will be brought forward for consideration by the Edmonton Historical Board and City administration to be placed on the Inventory of Historic Resources in Edmonton.

PROJECT	ITEM	DESCRIPTION	Time
Heritage buildings	Heritage inventory	Bring all churches and notable structures forward for review for consideration to be added to the Inventory of Historic Resources in Edmonton. Enables resources to access restoration funds and incentives.	S

4E. COMMERCIAL OPPORTUNITES – COMMUNITY FEEDBACK

It was recognized that if Church Street were to succeed, the buildings alone would not make the place a draw. People would visit and then have no reason to stay or linger and would be unlikely to come back. There are two major commercial districts next door and linking the two by creating an attractive corridor to transit through and stay would be beneficial to creating a bigger Edmonton destination. It was recognized that any opportunities should complement the neighbouring business communities and not necessarily compete with them, though some cross-over could be likely.

4E.1 Coffee Shops/Cafes – Commercial Opportunities

Most stakeholders recognized the need to allow limited commercial uses within Church Street that could draw people in or at least provide services alongside the churches. While there was concern not to compete with the BRZ, it was felt some overlapping services would actually be a bigger draw and benefit the overall area by adding more choice and variety. There is unlikely to be much of a demand initially and stakeholders talked of a community based model, such as the Carrot Café on 118 Avenue, which got public seed money to start up. The community should also determine what other commercial activities they would accommodate or encourage.

Initial focus would be to see if existing or original commercial buildings could be used, but this depends upon ownership. There may be some opportunities with the churches to open up or convert/redevelop existing buildings in the long-run.

PROJECT	ITEM	DESCRIPTION	Time
Coffee shops/cafes	Community venture	Help develop a hub or small community destination to get people to stay and linger. Ideally reuse original remaining commercial buildings (some are now residential). The Carrot Cafe on 118 Avenue could be a model to follow.	M

4E.2 Artist/Craft Studios – Commercial Opportunities

Stakeholders felt that the affordability of the area might make it suitable for artists or artisans to develop studio space. Currently the zoning is residential, which would allow for some home-based businesses. There was some desire to make this case stronger to allow units to be converted to studios and shops outside of home-based establishments.

The reality of encouraging artists to live and work may be harder than the opportunity to convert units for rentable studio and display space.

PROJECT	ITEM	DESCRIPTION	Time
Artist/craft studios	Allow the conversion of old houses into work/live studios	i. Allow conversions into rented studio spaces rather than residential.	M
		ii. Develop community gallery space(s)	M

4E.3 Theatre Space – Commercial Opportunities

The biggest asset on the street is the space that the churches afford. They are all capable of holding large numbers of people and most have facilities to cater for them. They may not be set up for specific initiatives that may develop, but they can and should be assisted in proving relevant upgrades to accommodate new functions, if the overall area and street as a whole will benefit.

The two big areas of discussion that came up were the opportunities to work with the churches to open their spaces to theatre or musical events, whether on an individual or collective basis.

There is a need for dialogue with relevant performance groups and willing churches to see what would be required to accommodate new uses, such as access issues, toilets, power, staging, storage, etc.

There was also discussion on how to get the various congregations to work collectively so resources could be shared or events are coordinated together. This may require an initial investment in a coordinating body to help facilitate or connect any discussions between various potential partners or groups.

PROJECT	ITEM	DESCRIPTION	Time
Theatre space	Use the churches as unique performing arts venues	i. Work with willing churches to identify requirements for opening up space for alternative uses (e.g. accessibility, power, washrooms, etc).	S
		ii. Promote existing church/religious congregations and services individually and collectively with broader arts groups.	S

4E.4 Church Conversions – Commercial Opportunities

Currently the majority of the churches retain their religious functions and the desire is to see them all retain their religious functions. However, there is a realistic chance that some may not, as witnessed by the Mustard Seed and St. Stephen's Churches. The key objective would be to retain the buildings by allowing suitable alternative functions to keep them viable. This will ensure they retain a use and ultimately may find another religious user or one that will allow some public access over time. This assessment should be addressed in any rezoning process.

Two churches currently have non-religious functions – an architect's office and a social agency.

PROJECT	ITEM	DESCRIPTION	Time
Church conversion	Adaptive re-use of churches	Explore acceptable alternative uses for churches no longer hosting a religious use. Preference should be given to retaining them for a faith-based use as a priority.	S

4E.5 Business Revitalization Zones – Commercial Opportunities

China Town and Little Italy are distinct attractions in their own right. While they are extremely close there does not appear to be much walking traffic between the two. Church Street sits between them and offers a significant opportunity to draw people in and through the area. The need to make Church Street part of both commercial districts' attraction should be viewed as important. To draw people through there needs to be some attractions and services or, at minimum, an awareness that services are available a couple blocks away.

Relationships need to be developed with the BRZ communities and the churches to link activities and promotional materials. Work also needs to be done to convince the BRZs that limited commercial use on Church Street would be beneficial, rather than be seen as competition, by creating a bigger attraction for Edmontonians to visit this area.

PROJECT	ITEM	DESCRIPTION	Time
BRZ connections	Work with the surrounding BRZ to develop cross-marketing and promotional events	Develop suitable way-finding signage to link all distinct areas together. Encourage support for limited commercial and professional services opportunities, especially those that could bring more people into the collective neighbourhood.	S

4G. INCENTIVES – COMMUNITY FEEDBACK

There were a lot of creative ideas and recommendations on what could make a better place. However, a lot are dependant upon funding sources and community involvement. Some should be explored to see if they are feasible, especially those requiring a lot of buy-in from multiple stakeholders.

Certain ideas will require some public input, whether financial or technical support, to get established. Some projects based around the public realm will need investment, likely beyond the individual properties' capabilities, but ones that have bigger intangible benefits. For example, restoring or lighting churches adds to the Street's character, though the benefits would be seen by more visitors to the area using surrounding services.

Some incentives may be needed to kick start programs to get them to a self-supporting or eventual profitable level. Many of Edmonton's biggest draws, such as the Fringe Theatre Festival, started small and benefited from assistance at their inceptions. Now they are major draws. It is acknowledged that most of the recommendations will take some time to develop, but all focus will be on developing the character of the Street and an active public realm.

4G.1 Heritage Grants – Churches – Incentives

The principle attraction and value of the area is the churches and the desire is to maintain and enhance them over the long-term. They range in age and character and will likely be altered over time to suit their congregation's requirements or changing circumstances. However, maintaining the distinct street identity is viewed as important and encouraging the churches to commit to this is desirable. Maintaining these structures or repairing them can be expensive, especially if the buildings are to maintain some of their unique architectural features.

The churches have been added to the Inventory of Historic Resources in Edmonton and are therefore eligible for heritage incentives for restoration work. This is dependant upon the willingness of the individual churches. The very nature of church design means it is likely that any restoration work will be significant and larger grants may be required. The Heritage Resource Management Program potentially offers up to 50% of restoration costs, but this may still be insufficient for some of the congregations.

There may be a need to set up a separate fund for churches in the area to access out of scope of the Historic Resources Management Program's reserve fund. This would require a detailed study of the needs of all the churches and associated costs, and a possible report to Council for a potential fund to access. Any access to such funds would be conditional on some form of legal commitment to protect the buildings.

PROJECT	ITEM	DESCRIPTION	Time
Heritage grants	Restore and protect churches	i. Provide incentives to restore and protect churches through the Historic Resources Management Program.	M
		ii Explore developing various incentives for churches outside of the Heritage Reserve Fund for essential maintenance or upgrades to accommodate new uses.	L

Top 10 recommendation

4G.2 Heritage Grants – Non-Church Resources – Incentives

96 Street has other notable structures on it that reflect its original settlement pattern, including some older residential units and a few original commercial properties. Most have been modified in some manner but their historic value and integrity is still notable and worth highlighting and possibly restoring over time. These buildings will be brought forward to be added to the Inventory of Historic Resources in Edmonton. Should they be added, they will be eligible for incentives to assist in any future restoration work.

PROJECT	ITEM	DESCRIPTION	Time
Heritage grants	Protect notable structures	Provide incentives to restore and protect notable structures that are not churches. These must be on the Inventory first.	M

4G.3 Heritage Restoration Initiative – Incentives

It is recognized that some of the churches may not have significant funds to do some of the restoration work and that alternative funding or labour sources need to be explored.

One option looked at was setting up a non-profit organization in partnership with the building and development trades, where time and labour is volunteered in exchange for relevant restoration experience. There would be a need for trade school or professional association input as well to provide expertise and standards.

This would require a base level of funding to coordinate interested parties. The work would be based around work on an individual church and upon completion move to another one. This potentially could expand over time to resources outside of the heritage area to other significant structures owned by non-profit organizations or schools. This is a long-term initiative and would require significant input and commitment by all levels of industry.

PROJECT	ITEM	DESCRIPTION	Time
Non-profit heritage building program	Restore churches through volunteers and agencies	Explore opportunities to develop a long-term program where volunteers / agencies / businesses in the building trades can provide skill sets, materials and training while working on restoration projects. Ideally this could be tied to a trades training facility and to enable trades to gain restoration experience.	L

Improvement Grants

Many ideas on how the area could be improved physically were suggested. Many were aimed at making an immediate impact to clean up the area, while others focused on long-term coordinated attempt to develop design elements or features unique to 96 Street.

These would require private property and participation. Some could work with limited participation and others would work best if the majority of stakeholders got involved, which may be more difficult.

4G.4 Paint/Clean Buildings – Incentives

One recommendation is to encourage those properties that can be painted to get a fresh coat of paint in order to make an immediate impact on visible investment occurring on the street. This may be an opportunity to partner up with a local paint company for sponsorship where paint is given at a reduced rate in exchange for publicity. This could be coordinated by the City or local community.

PROJECT	ITEM	DESCRIPTION	Time
Improvement grants	Paint/clean buildings	Develop and provide incentives to paint/clean buildings along the street in partnership with a paint company, etc.	M

4G.5 Yard Improvements – Incentives

Most of the properties on 96 Street are residential with front yards. These vary in their degree of landscaping and upkeep. One of the longer-term visions is to work with owners to convince them to develop uniform landscaping along the length of the street. This could be in the form of hard landscaping such as a standard fence/railing/hedge or to soft landscaping where certain planting is encouraged. Realistically, this will be a difficult recommendation to implement over time as people's tastes and desires will differ.

There may be an opportunity to partner up with a landscape company or supplier (hard or soft).

PROJECT	ITEM	DESCRIPTION	Time
Improvement grants	Partnerships to support front yard improvements	Develop and provide incentives and partnerships to support front yard improvements, including planting and a selection of fence/railing types.	M

4G.6 Façade Improvement Program – Incentives

The City's Façade Improvement Program only applies to those areas that are Business Revitalization Zones, and provides funds to assist property owners in upgrading their frontages to make them more attractive. There are few commercial buildings on 96 Street, but they would benefit from some improvements. They currently are not eligible for any funds. There is also the long-term desire to allow other commercial units in the area, and this may means the conversion of an existing structure. At this stage they would benefit from any assistance if extended. These opportunities need to be brought to the Façade Improvement Program to see if there may ever be exceptions.

PROJECT	ITEM	DESCRIPTION	Time
Improvement grants	Façade and development improvements	Extend limited façade and development improvements to remaining and potential commercial properties on the street.	M

Theatre and Performing Arts Grants

One of the most desirable outcomes is the possibility of the churches becoming major hubs of activity, around both their religious functions and possibly other community events. It is also hoped that other non-religious structures could be included as well, by either converting existing structures or building new ones over time. There is a strong desire to encourage the artistic community.

4G.7 Accommodate Arts/Music or Cultural Events – Incentives

The key focus is to work with churches, which typically have the space for larger gatherings, to determine which ones may be willing to open up their buildings to alternative uses. A coordinating body or group may be needed to work with arts groups to determine if there is a demand or desire for additional space, and if there is, what infrastructure is typically required. Willing churches could be approached to see if they would host/partner up with events and associated costs determined.

Grant sources could then be explored to assist in any necessary upgrades, if required. It should be noted that the events could be based on non-profit or for-profit models.

Ideally major events could be developed over time, where the majority of the churches on the Street and surrounding area participate. The idea is to create some basic programming to see if any develop successfully over time.

PROJECT	ITEM	DESCRIPTION	Time
Theatre and performing arts grants	Accommodate arts/music or cultural events	Explore what upgrades and incentives would be required to accommodate arts/music or cultural events on a regular basis with those churches willing to participate.	M
	Coordinator for arts program	Provide funds to have a coordinator to promote art, theater etc. in the area with churches, community and BRZ.	M

Top 10 recommendation

4G.8 Studio Space – Incentives

Many participants hoped that the Street and area could develop a strong artesian community. The reality of encouraging people to move home is more difficult and may prove to be harder than hoped. While affordable house prices may help, it is unlikely that artist residential quarters will truly develop. Efforts may be better focused working with established arts groups, such as Arts Habitat and the Works, who work with artists and artisans on what is desirable and where. There may be greater opportunities to convert units into studio space to work and exhibit their wares. This could mean converting smaller residential units or developing new ones.

PROJECT	ITEM	DESCRIPTION	Time
Theatre and performing arts Grants	Encourage studio and shared artistic space	Work with arts groups to determine demand and opportunity for live work or studio space for artists/ craftsmen in the neighbourhood.	M

4G.9 Public Art – Incentives

There was a strong desire to encourage public art in the area and onto Church Street. There was no theme or specific recommendations as to the actual form it would take, though some suggestions were made that it should be based around spiritual or church related themes. An inventory of potential sites should be done in conjunction with the Public Art in Public Places Program to determine what opportunities exist along the Street. Potential grants or funding sources could be explored at the same time.

PROJECT	ITEM	DESCRIPTION	Time
Theatre and performing arts grants	Programs to promote public art	Explore what programs or incentives may be available to promote public art in the area.	M

4G.10 Social Grants – Incentives

While there is a strong desire for more commercial or business related units in the area, the economic viability may be uncertain. A market analysis of the area may assist to determine the demand potential for certain uses. There may also be an opportunity to stimulate certain uses by providing incentives or grants to help establish them. The Carrot Café on 118 Avenue benefited from grants and City backing initially to get it to a self-sustaining model.

This could potentially cause some concern with any adjourning businesses in nearby areas that may view this as unfair competition. A good rational will need to be developed to justify any grants and the benefit to the street and surrounding area. This recommendation does have strong community support.

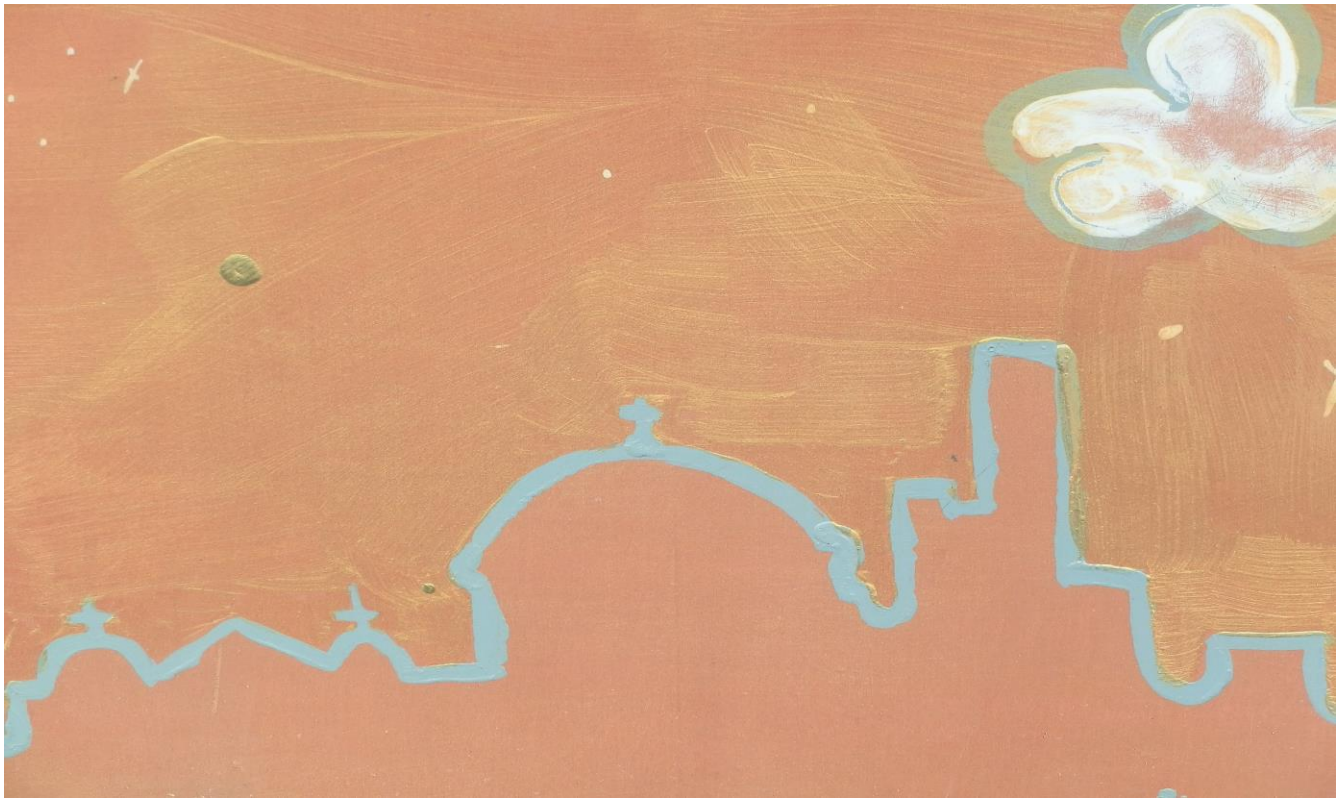
PROJECT	ITEM	DESCRIPTION	Time
Social grants	Start ups	Provide incentives to startups that the community may identify as needed or desirable (community-run cafe, arts groups, space).	M

Top 10 Recommendation

Top Five Listed Priorities as chosen by the residents:

1. **Heritage Interpretation:** Develop walking and self-guided tours for the area with interpretive plaques focusing on churches and community stories tied to Church Street. Link to surrounding churches as well.
2. **Policing:** More visible police presence on foot and/or bike. Accommodate the need for gathering spots for those using social services and explore ways to appropriately police them.
3. **Washroom:** Explore feasibility of installing public washrooms on the Street. This idea is already being explored by the McCauley Community League Strategy. This may also mean looking at options to partner with existing structures/services along the Street.
4. **Community Venture:** Help develop a hub or small community destination to get people to stay and linger. Ideally, reuse original remaining commercial buildings (some are now residential). The Carrot Café on 118 Avenue could be a model to follow.
5. **Heritage Inventory:** Bring all churches and notable structures forward for review and consideration to be added to the Inventory of Historic Resources in Edmonton. This will enable them to access restoration funds and incentives.
6. **Festivals:** Use the street and churches as the venue for possible festivals or celebrations tied to the community and religious groups along the street. For example, develop Christmas or Easter festivals. Explore how to encourage and develop grassroots events

(5 and 6 had equal votes)



Uses

- All groups agreed small scale residential and commercial uses are most appropriate
- Low-density housing forms ranging from single detached dwellings to duplexes and semi-detached dwellings were considered most suitable.
- Some groups felt medium-density housing forms and low-rise apartments were acceptable, but if permitted they should be sited in a manner which is sensitive to churches and neighboring residential developments of a lower density.
- Home based businesses and bed and breakfasts are considered appropriate but rooming houses should be discouraged.
- Smaller scale housing types may be located closer to the street with reduced front yard setbacks.
- Specific commercial uses that were deemed appropriate were coffee shops, office spaces, cultural uses (theatre, gallery) and personal services.
- Commercial uses should be 'family oriented' - no liquor stores, pawn shops, payday loans, "sex-related outlets".
- Commercial uses should not be car oriented or have late business hours.
- Commercial uses are most appropriately situated on corners and should generally be of a small scale to preserve the 'fine grain' character of the community.
- The intersections of 107A Ave / 96 Street and 111 Ave / 96 Street were specifically identified as appropriate locations for commercial uses.
- Parking lots which front onto the street are not appropriate and should be discouraged.
- Alternative uses should be considered for churches without a religious function, but ideally these uses would provide some form of public access and would preserve the architectural features of the existing building interior and exterior.
- Specific uses which were deemed appropriate for adaptive reuse of churches included theatres, educational uses and art studios.
- Congregations should retain the right to alter the exterior form of their churches, particularly where the work is necessary, or it positively contributes to the character of the structure
- Heritage buildings should enjoy a greater range of uses to support their retention

Form

- There was some disagreement in regards to height. Some groups felt strongly that height should be restricted to 2.5 stories, while others felt that developments of up to 4 stories would be acceptable especially if concentrated at intersections like 96 Street/111 Avenue and 96 Street/107A Avenue (gateway sites) and they were not sited adjacent a church.
- Amongst the groups that felt that up to 4 stories was acceptable, there was some disagreement in regards to step back. Some groups felt a step back after three stories

would be appropriate while others felt the resulting architectural form might be aesthetically unappealing.

- There was agreement that new cultural/spiritual uses should be allowed greater heights while continuing to be sensitive to site context and the character of the area.
- Some groups felt that conditions concerning the front setback are more important than restricting heights in regards to maintaining the visibility of the churches, but this setback could be reduced to 3m especially for low-density residential uses.
- It is not necessary to have increased side yard setbacks adjacent to churches. 3 m is sufficient in most cases.
- In terms of styling, there is not enough of any single type to prescribe one form – the street is characterized by its diversity. This diversity of architectural styles is representative of waves of immigration and development and is valued by the community.
- Maintaining the 'fine grain' character of the neighborhood should be the focus of conditions related to form in the DC1.

Streetscape

- Most groups approved of a dedicated cultural node delineated by streetscape improvements, located between 107A and 108 Avenues.
- One group suggested that rather than a single dedicated location, simply making it easier for congregations to close the street in front of their church, where they have access to facilities would be more appropriate.
- Improved street lighting particularly for the pedestrian realm was an issue identified by all groups.
- Gateway features should be located at 106, 107a and 111 Avenues. In terms of form, it was suggested they should be easily distinguished from those of Chinatown and Little Italy and to support this objective pillars are a better option than arched features.
- Hardscaping treatments for sidewalks were not considered necessary; the focus should be on improving the condition of existing sidewalks with perhaps some modest decorative elements in front of churches.
- Strained relations between the neighborhood's property owners and homeless population have resulted in complexities in regards to improving the existing bulb-outs. Improved landscaping in the bulb-outs is desired, but vegetation must either be low enough or have a high enough canopy, that people can't hide or shelter there. More street furniture would be appreciated, but not if it provided a place for the homeless to congregate. Raised bed planters were rejected, presumably for the same reason. The only clear consensus in relation to the bulb-outs is that improvements must be carefully considered and well designed.
- Most groups felt traffic calming measures would benefit the street. Suggestions included a tree-lined median throughout the length of the street and raised intersections with distinctive paving to emphasize pedestrian crossings. One group suggested that while improving pedestrian crossings is necessary, simply repainting the existing sidewalks is sufficient.

- General sentiment in relations to streetscape improvements seems to be, keep aesthetic improvements modest, and focus on function (banners, hanging baskets, lighting, trash cans, public restrooms).

General Comments

- Social programming/initiatives (festivals, fairs, heritage interpretation) are equally important to form, streetscape improvement etc. when it comes to revitalizing the neighbourhood.
- With the current social conditions (crime, prostitution, homelessness etc) streetscape improvements may not be a productive exercise.
- Enhanced services including policing, snow removal and maintenance would go a long way towards improving the street.

‘WHAT WE HEARD’ REPORT

Church Street Open House

LDA16-0225

PROJECT ADDRESSES:	Portions of 96 Street NW, between 106 & 111 Avenue NW
PROJECT DESCRIPTION:	• Amendment to the Boyle Street/McCauley Area Redevelopment Plan (ARP) • Rezoning from (DC1) Direct Development Control Provision, (US) Urban Services Zone, (CB1) Low Intensity Business Zone, (RF6) Medium Density Multiple Family Zone and (RA7) Low Rise Apartment Zone to (DC1) Direct Development Control Provision to preserve the areas unique collection of 12 culturally, historically and architecturally significant churches, while providing the opportunity for low and medium density housing and limited commercial uses.
EVENT TYPE:	Open House
MEETING DATE:	November 2, 2016
NUMBER OF ATTENDEES:	27 (does not include media, City staff or applicants in attendance)

ABOUT THIS REPORT

The information in this report includes feedback gathered during the November 2, 2016 Open House. This report is shared with all attendees who provided their email address during the event. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed rezoning and plan amendment advances to Public Hearing, these comments will be summarized in the Report to Council.

MEETING FORMAT

The meeting format was an open house where attendees were able to view display boards with project information and ask questions of City Staff and the applicant. Participants were invited to share their feedback on a “Graffiti wall” by offering general feedback as well as by answering the questions:

- What opportunities are associated with this application?
- What challenges are associated with this application?

We also received 12 feedback forms, 5 of which had written comments giving feedback on the proposal. The comments & feedback we received are summarized by main themes below.

WHAT WE HEARD

What Opportunities does this application present?

- Ensures streetscape (landscaping & furniture & history story boards) good lighting and cohesive heritage signage.
- Must maintain the existing character & street scape especially the heights (i.e. no towers or high rises), make sure it's People friendly, walkable community
- Like the scale of sketch shown and noted as compact commercial (with residential above) that does not exceed 31/2 Stories)
- Maintain current church status.

What Challenges does this application present?

- Disagree with zoning any medium density between 108 and 109 Avenue. Putting 4 storey buildings between the churches is against the intent of the rezoning to preserve the stature of the churches
- Parking problem a concern
- High rises are a great concern.

Other Comments

- Good plan, good overall direction

ANSWERS TO QUESTIONS

Please explain if parking is being affected/changed by this.

- Development within the current zones are required to comply with the standard Zoning Bylaw requirements for parking. Development within the proposed DC1 Provision would need to comply with the reduced Transit Oriented Development (TOD) Zoning Bylaw requirements for parking. This reduction only applies to residential developments and not commercial developments. Below is a table that summarizes the number of vehicular parking spaces required and the difference from the current to the proposed.

	Standard Requirements	TOD minimum	TOD maximum
Bed Sitting Room	1	0.7	1
Bachelor Suite	1	0.7	1
1 Bedroom Dwelling	1	0.8	1
2 Bedroom Dwelling	1.5	1	1.5
3 or more Bedroom Dwelling	1.7	1.25	1.75
Visitor Parking	1 per 7 Dwellings	1 per 7 Dwellings	N/A

If you have questions about this application please contact:
Andrew McLellan, Planner
780-496-2939
andrew.mclellan@edmonton.ca

APPLICATION SUMMARY

INFORMATION

Application Type:	Plan Amendment, Rezoning
Bylaw(s):	17917, 17918
Location:	Between 106 Avenue NW and 111 Avenue NW along 96 Street NW
Address(es):	Multiple
Legal Description(s):	Multiple
Site Area:	7 Hectares (approximately)
Neighbourhood:	McCauley
Ward - Councillor:	6 - Scott McKeen
Notified Community Organization(s):	McCauley Community League, Chinatown and Area Business Revitalization Zone
Applicant:	City of Edmonton

PLANNING FRAMEWORK

Current Zone(s) and Overlay(s):	(CB1) Low Intensity Business Zone, (DC1) Direct Development Control Provision, (RF6) Medium Density Multiple Family Zone, (RA7) Low Rise Apartment Zone, (US) Urban Services Zone, Pedestrian Commercial Shopping Street Overlay, Medium Scale Residential Infill Overlay
Proposed Zone(s) and Overlay(s):	(DC1) Direct Development Control Provision
Plan(s) in Effect:	Boyle Street/McCauley Area Redevelopment Plan
Historic Status:	12 buildings on the Inventory of Historic Resources in Edmonton (none designated)

Written By:	Andrew McLellan
Approved By:	Tim Ford
Department:	Sustainable Development
Section:	Planning Coordination