

 **PLAN AMENDMENT AND REZONING
APPLICATION**
OLIVER

12019A – 102 AVENUE NW

12019 – 102 AVENUE NW (PORTION)

To allow for repurposing of the West End Telephone Exchange Building for a limited range of commercial uses and preservation of historical elements of the building.



RECOMMENDATION AND JUSTIFICATION

Sustainable Development is in SUPPORT of this application because:

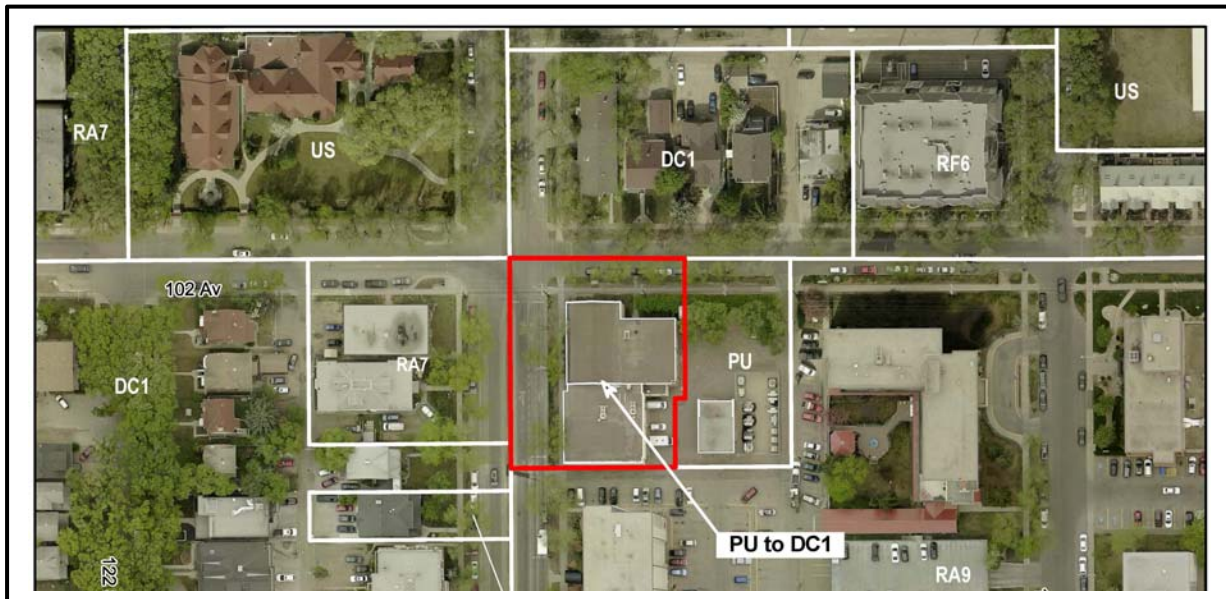
- It provides opportunity for the reuse of a building that is of historical significance;
- Is surrounded by a residential density that could support the proposed commercial uses in one of the highest density neighbourhoods of the city; and
- Is located within a highly walkable neighbourhood that is within close proximity to alternative modes of transportation.

THE APPLICATION

1. BYLAW 18085 to amend the Oliver Area Structure Plan (ASP) to update Map 10 –Sub Area 4 – Zoning, add DC1 (Area 15) regulations, and policy to support repurposing the West End Telephone Exchange Building for commercial uses.
2. BYLAW 18086 to amend the Zoning Bylaw to allow the opportunity for repurposing of the West End Telephone Exchange Building for a limited range of commercial uses and preservation of historical elements of the building.

SITE AND SURROUNDING AREA

The site is 0.11 ha, upon which is a building known as the West End Telephone Exchange.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(PU) Public Utility Zone	Vacant public utility building: <i>West End Telephone Exchange Building</i>
CONTEXT		
North, across 102 Avenue NW	(DC1) Direct Development Control Provision	Single detached residential to commercial conversion: <i>Whole Health Centre, Tooth Works Dentistry, Hall & Van Campenhout</i>
East	(PU) Public Utility Zone	EPCOR sub-station
South, across a Lane	(RA9) High Rise Apartment Zone	14 Storey Apartment House, <i>Signature Place</i>
West, across 121 Street NW	(RA7) Low Rise Apartment Zone	2 ½ Storey Apartment Houses



VIEW OF SITE FROM 121 STREET NW



VIEW OF SITE FROM 102 AVENUE NW



AERIAL VIEW OF SITE LOOKING SOUTH

PLANNING ANALYSIS

PLANS IN EFFECT

The site is located within Sub Area 4 of the Oliver Area Redevelopment Plan. Land use policy within Sub Area 4 indicates that redevelopment of properties not fronting on Jasper Avenue shall be for high density residential uses contained in medium to high rise built forms that may contain a limited amount of commercial opportunities at grade. The exception to this policy is that there is support for the retention of older housing stock for reuse as multi-unit residential or commercial and office conversion. The proposed amendment includes this site as an exception to allow reuse of a historically significant building for a limited range of commercial uses.

To support the proposed rezoning, a plan amendment is required as follows:

- identify the site as DC1 (Area 15) on Map 10 – Sub Area 4 – Zoning;
- add the DC1 (Area 15) regulations to the ARP; and
- add policy to support repurposing the West End Telephone Exchange Building for commercial uses, as outlined in Bylaw 18085.

LAND USE COMPATIBILITY

Given the site is occupied by a building on the City's Inventory of Historic Resources, and historic designation is being pursued, the proposed plan amendment supports retention of the historic building and the repurposing of it for office and commercial opportunities. The property is one block north of Jasper Avenue, is south of residential buildings that have been repurposed for commercial uses, and is surrounded by medium to high density residential that could provide support to the proposed commercial uses.

The commercial uses of the DC1 Provision represent a limited list that includes nine permitted uses and six discretionary uses from the (CB2) General Business Zone. The applicant has been advised that given the context of the abutting EPCOR Substation, a Child Care Services Use is not possible as per Section 80.2.b of the Zoning Bylaw. The applicant wishes to include the potential for this use as they were advised that the adjacent facility will be likely terminating in the next few years. A Development Permit would not be approved by the Development Authority unless the substation is decommissioned.

HERITAGE

The West End Telephone Exchange Building was identified for addition to the Inventory of Historic Resources in Edmonton in 1993. A recommendation for a Notice of Intention to Designate was passed at the April 11, 2017 Council meeting. The east and south portions of the building encroach onto abutting lands. A subdivision to deal with the encroachment to the east, on EPCOR land has been approved. As such, the subdivision, consolidation and sale of land form a necessary part of this project. At the time this report was written the subdivision was approved and a sales agreement was drafted between the proponent and EPCOR. The City had been advised that the sale between the proponent and EPCOR was expected to be completed by the time of the Public Hearing; however, we have been advised that the Alberta Utilities Commission (AUC) must approve the sale and that has not yet taken place.

Given the new information, regulation 4(h) of the DC1 Provision is being updated to include an option for an Encroachment Agreement as an alternative to consolidation. A proposed Heritage Designation, Bylaw 18012, will be considered by Council if consolidation of the portion of the subdivided area is finalized. Alternatively, if the Encroachment Agreement option is pursued, the applicant can proceed with development in accordance with the DC1 Provision. See Appendix 1 for further heritage information. Additionally, regulation 4(d) has been reworded to allow either option to occur.

The DC1 Provision allows for the sympathetic alteration of the ground floor of the West End Telephone Exchange Building including the conversion of some windows to entrances, where alterations provide the opportunity to open the building to the street. Regulations to retain and protect the historic character defining elements are included in the Provision.

EXISTING BUILDING ENCROACHMENT

The existing building encroaches onto the EPCOR property to the east (Lot 18) and into the lane (Road Plan 172 1450) to the south. Subdivision approval for a portion of the lot to the east that includes the building encroachment area and a 1.5 m setback was approved by the Subdivision Authority on May 11, 2017. The DC1 Provision will apply to Lots 16 and 17, Block 20, Plan 442AJ and the 0.0067 ha portion of Lot 18. An Encroachment Agreement or consolidation is

required prior to the issuance of a development permit under the proposed DC1 Provision. EPCOR Power, owner of the adjacent property has provided a letter of support for the proposed rezoning. An Encroachment Agreement for the portion of the building within the lane is also a requirement of the DC1 Provision prior to the issuance of a development permit. Transportation supports the provision of the encroachment agreement.

EDMONTON DESIGN COMMITTEE (EDC)

EDC reviewed the proposed DC1 regulations, and associated draft development permit application drawings, on April 4, 2017 and provided support for the project with the condition that a comprehensive signage plan and schedule regulation be included. The proposed DC1 identifies the use of Schedule 59E, with some exceptions that are intended to address both the context and vision for the site. A comprehensive sign design plan is required prior to the issuance of a Development Permit, subject to the satisfaction of the Development Officer in consultation with the Heritage Officer.

TECHNICAL REVIEW

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

PARKING, LOADING AND VEHICULAR ACCESS

Transportation Planning and Engineering supports the justification provided by the applicant for a zero parking provision, which included the following rationale:

- Repurposing of the existing building limits the space available for parking on the site;
- The site is located within a highly walkable neighbourhood and is within close proximity to alternative modes of transportation, including frequent transit on Jasper Avenue, 124 Street and 104 Avenue, and future bike lane on 102 Avenue;
- There are opportunities to lease parking stalls from adjacent parking lots that are within 100-200 m of the site; and
- Availability of on-street parking immediately adjacent to and within walking distance of the site.

102 Avenue NW is a major bike route with construction expected to commence in 2017. As part of the implementation of the bike route, 102 Avenue NW between 121 Street NW and 111 Street NW will be converted to one-way eastbound for vehicles with a two-way cycle track on the north side of the roadway.

Vehicular access to the site is restricted to the lane. Notwithstanding that there is no requirement for parking, the Site Plan appended to the DC1 Provision identifies a minimal opportunity for parking and would require an access easement in order to utilize the space for parking. A loading space is required for the development and also requires an access easement which is identified as a requirement of development permit approval.

PUBLIC ENGAGEMENT

APPLICANT PRE-CONSULTATION August 11, 2016	<ul style="list-style-type: none">• Number of recipients: 289• Number of responses with concerns: 2• Concern: lack of parking
ADVANCE NOTICE October 11, 2016	<ul style="list-style-type: none">• Number of recipients: 289• No responses received• Reached out to Community League by phone and they indicated no comments or concerns had been received and indicated support for the project.
2nd NOTICE (revised boundary) May 2, 2017	<ul style="list-style-type: none">• Number of recipients: 287• Notice identified revision to the DC1 boundary and that based on no feedback from initial notice, no Public Meeting would be held.• No responses received
PUBLIC MEETING	<ul style="list-style-type: none">• Not held

CONCLUSION

Sustainable Development recommends that City Council APPROVE this application.

APPENDICES

- 1 Heritage Planner's Statement of Significance
- 2 Application Summary

HERITAGE PLANNER'S STATEMENT OF SIGNIFICANCE

Attachment 4

Heritage Planner's Statement of Significance

Description of Historic Place:

The West End Telephone Exchange building is an Edwardian-era, two-storey, masonry structure located in Oliver.

Heritage Value:

Constructed in 1912, The West End Telephone Exchange is significant for its architecture and associations with the development of Edmonton's public telephone utility and prominent Edmonton architect Allan Merrick Jeffers.

The West End Telephone Exchange is significant for its Edwardian style architecture as expressed through its modest ornamentation and strong symmetry.

The West End Telephone Exchange is significant for its association with development of Edmonton's municipally owned telephone utility. Edmonton was an early adopter of telephone technology. In 1881, Alex Taylor began Edmonton's first telephone service and operated it privately until 1905 when it was purchased by the City of Edmonton with the intention to operate it as a public utility. Edmonton experienced rapid growth in the period prior to World War One and in order to provide adequate telephone service to its citizens, two new telephone exchanges were constructed in 1912; the North End Exchange in Spruce Avenue and the West End Telephone Exchange in Oliver. These exchanges housed some of the first automatic switching stations in Canada, a major technological advancement relative to the standard manual switching systems.

The West End Telephone Exchange is also significant for its association with prominent Alberta Architect Allan Merrick Jeffers. Jeffers, who designed the building, served as Alberta's Provincial Architect from 1907 to 1912 and as Edmonton's City Architect from 1912 to 1914. Jeffers designed a number of significant building throughout Alberta, including the Legislature, Athabasca Hall at the University of Alberta and Government House.

Character Defining Elements

The Edwardian style architecture of the West end Telephone Exchange is expressed in character defining elements such as:

Page 1 of 2

Report: CR_4498

- prominent corner location and minimal setback;
- form, scale and massing;
- overall symmetry of the building;
- distinctive raised parapet at the north gable;
- distinctive multi-paned semicircular attic window;
- horizontal masonry banding;
- the pattern, style and construction of all windows;
- cast concrete parapet cap, sills, keystones and door surround and lintel inscribed with the words 'Telephone Exchange'.

Page 2 of 2

Report: CR_4498

APPLICATION SUMMARY

INFORMATION

Application Type:	Plan Amendment, Rezoning
Bylaw(s):	18085, 18086
Location:	South of 102 Avenue NW and east of 121 Street NW
Address(es):	12019A – 102 Avenue NW and a portion of 12019 – 102 Avenue NW
Legal Description(s):	Lots 16-17, Block 20, Plan 4423AJ and a portion of Lot 18, Block 20, Plan 4423AJ
Site Area:	0.11 ha
Neighbourhood:	Oliver
Ward - Councillor:	6 – Scott McKeen
Notified Community Organization(s):	President, Oliver Community League President, 124 Street and Area Business Revitalization Zone
Applicant:	Beljan Development

PLANNING FRAMEWORK

Current Zone(s) and Overlay(s):	(PU) Public Utility Zone
Proposed Zone(s) and Overlay(s):	(DC1) Direct Development Control Provision
Plan(s) in Effect:	Oliver Area Redevelopment Plan
Historic Status:	Historic designation proposed under pending Bylaw 18012

Written By:	Cyndie Prpich
Approved By:	Tim Ford
Department:	Sustainable Development
Section:	Planning Coordination