

# Administration Report

## Queen Mary Park

Edmonton

### 10540 - 112 Street NW

To allow for a mixed use, high density development and a new public park.



**Recommendation:** That Charter Bylaw 20433 to amend the Zoning Bylaw from the (PU) Public Utility Zone to a (DC1) Direct Development Control Provision and the (AP) Public Parks Zone and Bylaw 20432 to amend the Central McDougall/Queen Mary Park Area Redevelopment Plan be **APPROVED**.

Administration **SUPPORTS** this application because:

- The site is located within the Centre City of The City Plan where there is to be the highest density and mix of land uses, such as the proposed mid and high rise buildings.
- The site has direct access to the future Valley Line LRT and is also well connected to the bus and bicycle network.
- The proposed DC1 Provision ensures that the redevelopment of a large site meets current expectations for urban design, street interface, permeability and tall building design.

## Application Summary

This application was accepted on May 20, 2022, from O2 Planning & Design Inc. on behalf of ATCO Land and Development.

**CHARTER BYLAW 20433** would amend the Zoning Bylaw, as it applies to the subject site, from the (PU) Public Utility Zone to a (DC1) Direct Development Control Provision and the (AP) Public Parks Zone. The land proposed for the DC1 Provision would become a mixed use, high density development consisting of multiple buildings and incorporating a mix of uses with the following characteristics:

- Maximum height: 24 metres (approximately 7 storeys), except for one tower up to a height of 70 metres (approximately 20 storeys)
- Maximum floor area ratio: 3.5 - 5.5
- Uses such as multi-unit housing, breweries, wineries and distilleries, child care services, general retail stores, health services, restaurants and special industrial uses

The land proposed for the AP Zone would become a future public park. This park space would be dedicated to the City through subdivision as an alternate means of satisfying a redevelopment levy for acquiring open space as outlined in the Central McDougall/Queen Mary Park Area Redevelopment Plan.

**BYLAW 20432** would amend requirements for implementation for Precinct D: Business Residential Mixed Use, within the Central McDougall/Queen Mary Park Area Redevelopment Plan. The plan currently limits Precinct D to a floor area ratio of 3.0, a height of 23.0 metres and a density of 300 dwellings per hectare. An additional access to the site from 106 Avenue NW would also be allowed where currently the plan restricts access to sites from lanes or north/south streets. Maps 7 and 12 within the plan would also be amended to reflect the proposed rezoning, if approved.

This proposal aligns with the goals and objectives of The City Plan and the Central McDougall/Queen Mary Park Area Redevelopment Plan by providing for mid and high rise mixed use development in close proximity to downtown and transit.

## Community Insights

Based on the characteristics of this application, the file was brought forward to the public using a broadened approach. This approach was selected because it is a large site at 1.49 hectares and included an amendment to a statutory plan.

The broadened approach included the following techniques:

**Mailed notice of proposed land use changes, July 8, 2022**

- Number of recipients: 167
- Number of responses: 1

**Virtual Public Engagement Session (hosted by applicant), August 30, 2022**

- Number of attendees: 5

**Webpage**

- [edmonton.ca/queenmaryparkplanningapplications](https://edmonton.ca/queenmaryparkplanningapplications)

**Common comments heard throughout the various methods include:**

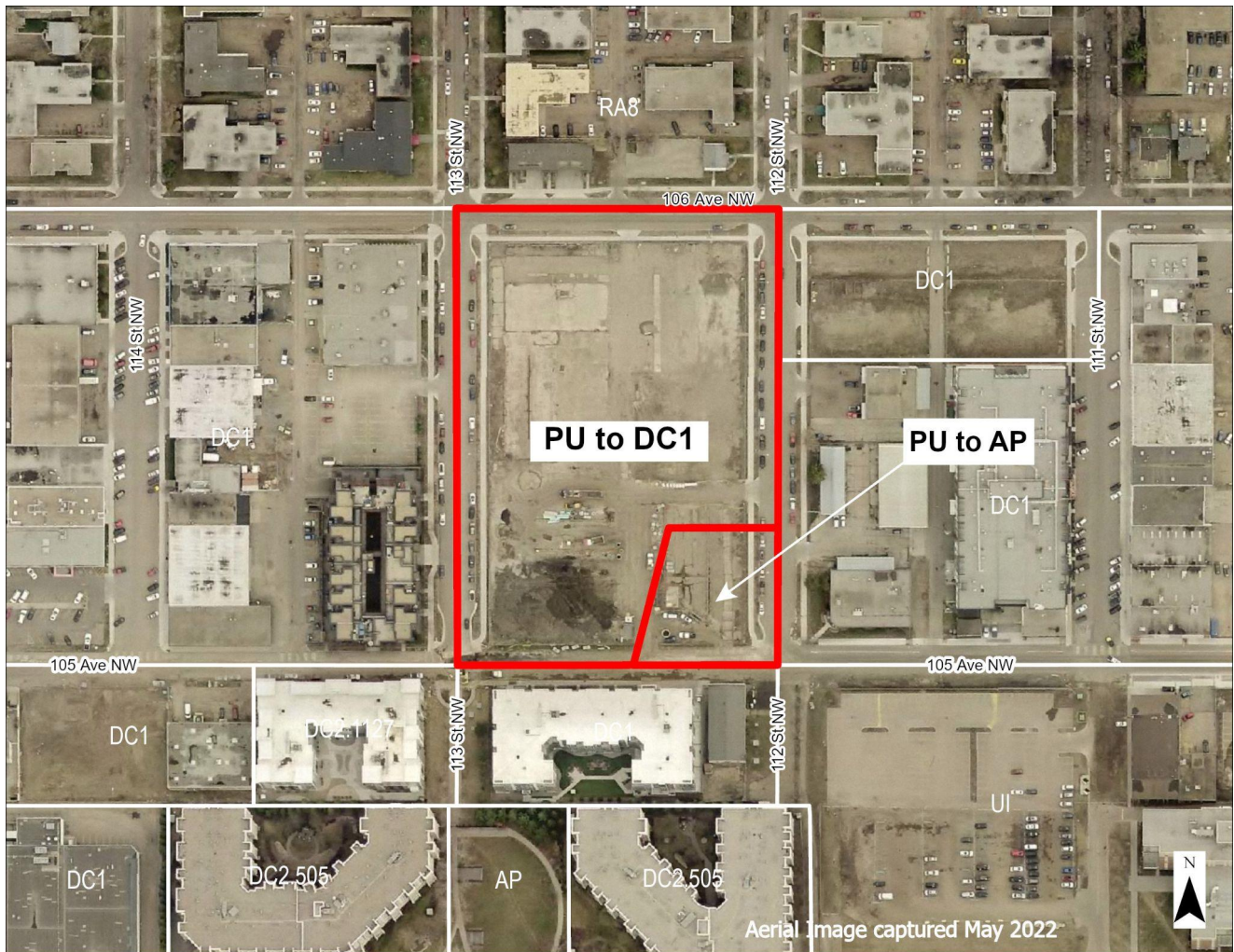
- Parking, access and transportation impacts like more congestion with densification.
- Concerned utility infrastructure may not be sufficient.
- The one tower is too tall. Heights should be limited to current restriction of 6 storeys.
- Access to 105 Avenue NW for existing residents south of the site.
- Park size, design and planning process associated with the ultimate park concept.
- Project timing and future construction.

No formal feedback or position was received from the Queen Mary Park Community League at the time this report was written.

## **Site and Surrounding Area**

The site is approximately 1.49 hectares in area, located in the southern portion of the Queen Mary Park neighbourhood. It has historically been used for industrial purposes, including those associated with the former rail yard to the south. In the 1950's, it was developed as the ATCO North Yard Service Centre, used for office space, storage, maintenance and repairs of natural gas meters, vehicle maintenance and general equipment machinery maintenance. ATCO stopped operating the site in 2010 and the last of the buildings were demolished in 2021.

The site is bounded on all sides by public roads, with 106 Avenue NW to the north being a collector road. Transit is nearby on 104 Avenue NW, 107 Avenue NW, 109 Street NW and 116 Street NW and separated bike lanes are right next to the site along 105 Avenue NW to the south. The site is approximately 220 metres north of the future MacEwan Arts/112 Street LRT Stop on the Valley Line.



Aerial view of application area

	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	(PU) Public Utility Zone	Vacant Land
<b>CONTEXT</b>		
North	(RA8) Medium Rise Apartment Zone	Low rise multi-unit housing
East	DC1 Area 2 - Precinct D DC1 Provision DC1 Area 7 - Precinct D DC1 Provision	Vacant land 1 - 2 storey commercial and industrial buildings
South	DC1 Area 3 - Precinct D DC1 Provision	5 storey multi-unit housing
West	DC1 Area 2 - Precinct D DC1 Provision	6 storey multi-unit housing 1 - 2 storey commercial building





*View of the site looking north from 105 Avenue NW*



*View of the site looking southwest from 112 Street NW*

## **Planning Analysis**

This application proposes a (DC1) Direct Development Control Provision for the redevelopment of this land because there are special environmental concerns that require specific regulation and direction for the Development Permit stage. In addition, the Central McDougall/Queen Mary Park Area Redevelopment Plan directs the use of DC1 Provisions as the main implementation tool for the downtown north edge, including the Area 2 - Precinct D DC1 Provision that exists on several blocks to the east and west of this site. The proposed DC1 Provision is based on the Area 2 - Precinct D DC1 Provision, with some modifications, in order to maintain consistency with surrounding land. A comparison of some key characteristics of the two DC1 Provisions are shown in the table below.

	<b>DC1 (AREA 2 - PRECINCT D)</b> (Zoning on adjacent land)	<b>DC1 (AREA 8 – PRECINCT D)</b> Proposed
<b>Maximum Height</b>	23.0 m	24.0 m, except one tower up to 70.0 m
<b>Maximum Floor Area Ratio</b>	3.0	3.5, except 5.5 for the one tower development.
<b>Maximum Density</b>	300 dwellings/hectare	No Maximum
<b>Commercial Ground Storey Setback</b>	0.0 m - 2.5 m	1.0 m - 2.5 m
<b>Residential Ground Storey Setback</b>	0.0 m - 4.5 m	3.0 m - 4.5 m
<b>Stepbacks</b>	None required	2.0 m for all facades at a height between 8.0 m and 15.0 m
<b>Maximum Tower Floor Plate</b>	No Maximum	850 m <sup>2</sup>

The proposed DC1 Provision also includes regulations for publicly accessible vehicular and active mode connections through the large site, whereas the Area 2 - Precinct D DC1 Provision allows for complete build up of blocks with no such connections.

In general, the proposed DC1 Provision is an improvement on the surrounding Area 2 - Precinct D DC1 Provision and employs higher standards for urban design, street interface, permeability and tall building design that are expected today compared to 2005 when the surrounding DC1 Provision was initially approved.

### **The City Plan**

The site is within the Centre City of The City Plan, which supports high density, mid and high rise buildings, especially close to LRT stations, like this site. The proposed DC1 Provision consists of mostly mid-rise buildings and one high rise building which is appropriate for a large site that has the ability to adequately accommodate a taller tower without unduly negatively impacting surrounding properties.

### **Central McDougall/Queen Mary Park Area Redevelopment Plan (ARP)**

There are two main descriptions used for the planned land use of this site within this plan:

- Map 6 – Queen Mary Park – Overall Plan Concept: “high density, high and medium rise apartments and business uses”. See Appendix 1.
- Map 8 – Downtown North Edge Development Concept: “Business Residential Mixed Use (Precinct D)”

The proposed DC1 Provision conforms with both of these descriptions and therefore also the general plan concept of the ARP.

The purpose of Precinct ‘D’ is “to provide a compatible, diverse mixture of residential, office and commercial land uses at a human scale, with a built form that has a strong relationship to the street and accommodates pedestrian activity along the multi-use trail corridor.” The proposed DC1 Provision generally conforms with this stated purpose, however, the proposed height for the one tower (70 m) and FAR (5.5) do not meet the stated restrictions for this precinct (23 m and 3.0, respectively). The proposed APR Amendment addresses this and the proposed DC1 Provision contains regulations to ensure this purpose is still met, even with bigger buildings.

### **Edmonton Design Committee (EDC)**

This application was reviewed by the EDC on January 17, 2023 and they recommended support of the application. They also included three recommendations to help improve the application:

- To better define form, function and design character of the shared streets and pathways through the site;
- To better reflect urban design principles in the proposed DC1 Provision regulations; and
- Consider embedding future flexibility in the location of the park, including considering the relocation of the park to the southwest corner, and/or the potential increase in the setback along 105 Avenue NW to allow for enhanced pedestrian amenity.

The applicant responded to these suggestions by adding considerably more detail and regulations about the shared streets and pathways. Given that this is a proposed DC1 Provision for a large site, it is difficult to have the zoning be more detailed with regards to urban design principles, however, the proposed DC1 Provision has carried over basic principles and regulations from the Main Streets Overlay to assist with this. Development Permits for new building construction at this site will also be reviewed by the EDC, which Administration has determined is the appropriate time to address detailed urban design principles.

There is no ability to embed future flexibility into the location of the future public park because that land would be zoned (AP) Public Parks Zone and not part of the proposed DC1 Provision. The applicant indicated they will consider a greater setback from 105 Avenue NW at the Development Permit stage but

don't want to commit to one at this point, prior to exploring detailed building design and 105 Avenue NW interface details.

The full letter of support from the EDC is attached as Appendix 2.

## **Public Contributions**

To comply with City Policy C599 - Community Amenity Contributions in Direct Control Provisions, this application is required to provide a total of \$548,572.05 of Public Amenity Contributions. The applicant has chosen to satisfy this requirement through a contribution of this value towards the development of the proposed new public park next to this site.

## **Technical Review**

### **Open Space**

The proposed public park was reviewed with respect to the Central McDougall/Queen Mary Park Area Redevelopment Plan (ARP) and the Downtown Public Places Plan. The need for an additional 0.5 hectares of park space to support future redevelopment is identified in the general area south of 107 Avenue NW and between 109 Street NW and 117 Street NW. The proposed park achieves this goal and provides amenity space to the proposed development and surrounding community.

A Sun/Shadow Analysis (see Appendix 3) and Wind Assessment were reviewed as part of this application, and the park appears to be comfortable for standing and sitting. Although it experiences late afternoon and evening shadow, it will receive morning and afternoon sunlight. A southern park location complements the planned enhancements in the 105 Avenue NW Corridor Study and provides a connected and functionally larger open space.

Administration supports the use of the Community Amenity Contribution for the programming and development of the park space. This aligns with the ARP direction that new park space be provided as a partnership between the City and development industry. A subdivision is required to support the park space becoming publicly owned, which is reflected in the DC1 Provision requiring subdivision before issuance of any Development Permit.

### **Environmental**

Phase 1 and Phase 2 Environmental Site Assessments were submitted and reviewed with this application. They show there are areas of contamination that need to be remediated prior to development. The proposed DC1 Provision includes a regulation to ensure the implementation of a Remedial Action Plan and/or an Environmental Risk Management Plan at the Development Permit stage. The Development



Officer will also have the ability to impose any Development Permit conditions necessary to ensure that the site is suitable for the full range of uses contemplated in the Development Permit application.

## **Transportation**

Administration reviewed a Transportation Impact Assessment (TIA) in support of this application. Based on the analysis, it is expected that the surrounding area's existing and future transportation infrastructure (including the 105 Avenue NW Plaza) will support strong multimodal connectivity.

Access to the site will be provided via shared streets that intersect with 112 Street NW, 113 Street NW, and 106 Avenue NW. These shared streets will be publicly accessible and designed to safely accommodate all modes of travel, with an emphasis on active modes. Vehicle access and speeds will be functionally limited by design elements like textured pavement materials and entry features to clearly indicate that shared streets are primarily designed for people walking, rolling, and cycling.

## **Drainage**

A Drainage Servicing Report (DSR) was reviewed with this application and directs the future sanitary and storm servicing requirements. EPCOR Drainage-owned facilities protected by a utility right-of-way exist within the site and, as per the DSR, need to be removed in order to allow the proposed development to occur. Permanent sanitary and storm servicing requires the construction of offsite sanitary and storm sewers in accordance with the servicing schemes identified in the DSR.

## **EPCOR Water**

There is a deficiency in on-street hydrant spacing adjacent to the property. City of Edmonton Standards requires hydrant spacing of 90 metres for the proposed zoning. At the Development Permit stage, the applicant will be required to construct approximately 324 metres of new water mains and five new hydrants. An Edmonton Fire Rescue Services (EFRS) Fire Protection Engineer may be able to perform an Infill Fire Protection Assessment (IFPA) at the Development Permit stage to potentially alter or lessen on-street fire protection infrastructure upgrades, assuming certain criteria are met.

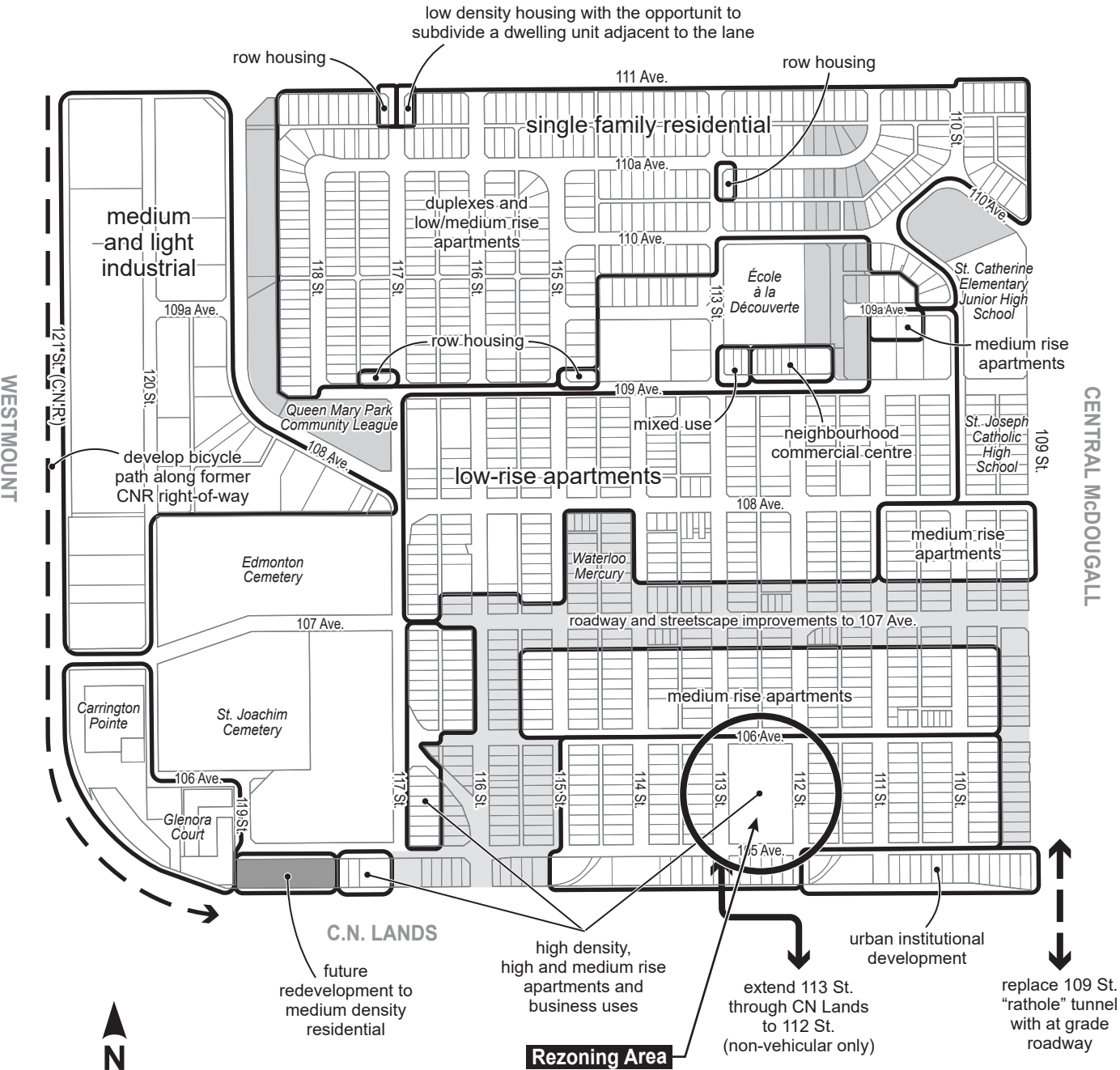
The applicant/owner will be responsible for all costs associated with any infrastructure upgrades required for development.

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

## **Appendices**

- 1 Plan Context Map
- 2 EDC Letter
- 3 Sun/Shadow Analysis
- 4 Application Summary

Map 6 – Queen Mary Park - Overall Plan Concept  
Area Redevelopment Plan  
(as amended)





## EDMONTON ♦ DESIGN ♦ COMMITTEE

January 19, 2023

Kim Petrin, Branch Manager  
Development Services, Urban Planning and Economy  
3rd Floor, 10111 - 104 Avenue NW  
Edmonton, AB T5J 0J4

Dear Ms. Petrin:

Re: **ATCO North Yard (RZ)**  
Vanessa Develter- O2

As determined by the Edmonton Design Committee at the meeting on January 17, 2023, I am pleased to pass on the Committee's recommendation of **support** for the **ATCO North Yard (RZ)** project, submitted by O2.

The Committee supports this project and believes the design intent described by the Applicants is aligned with the principles of urban design. However, the Committee feels the regulations proposed could be further clarified to translate the design intent into the future development. We strongly recommend the Applicant work with administration to further address the following items:

- As the shared street (woonerf) is the primary method of public access into and within the development, regulations to define its form, function and design character are required.
- Proposed urban design principles (e.g. character, essence / sense of place, human scale, pedestrian realm, built-form, etc) for development frontages and exterior pedestrian corridors / amenity spaces should be reflected in the DC1 regulations.
- Consider embedding future flexibility in the location of the park to allow greater connectivity to adjacent open spaces. Consider the relocation of the park to the Southwest corner, and / or the potential increase in the setback along 105 Avenue to allow for enhanced pedestrian amenity.

You will notice that a copy of this letter is also being sent to the Applicant. I hope this will inform your future discussions with the applicant as this project proceeds.

Yours truly,

Janice Mills,  
EDC Chair



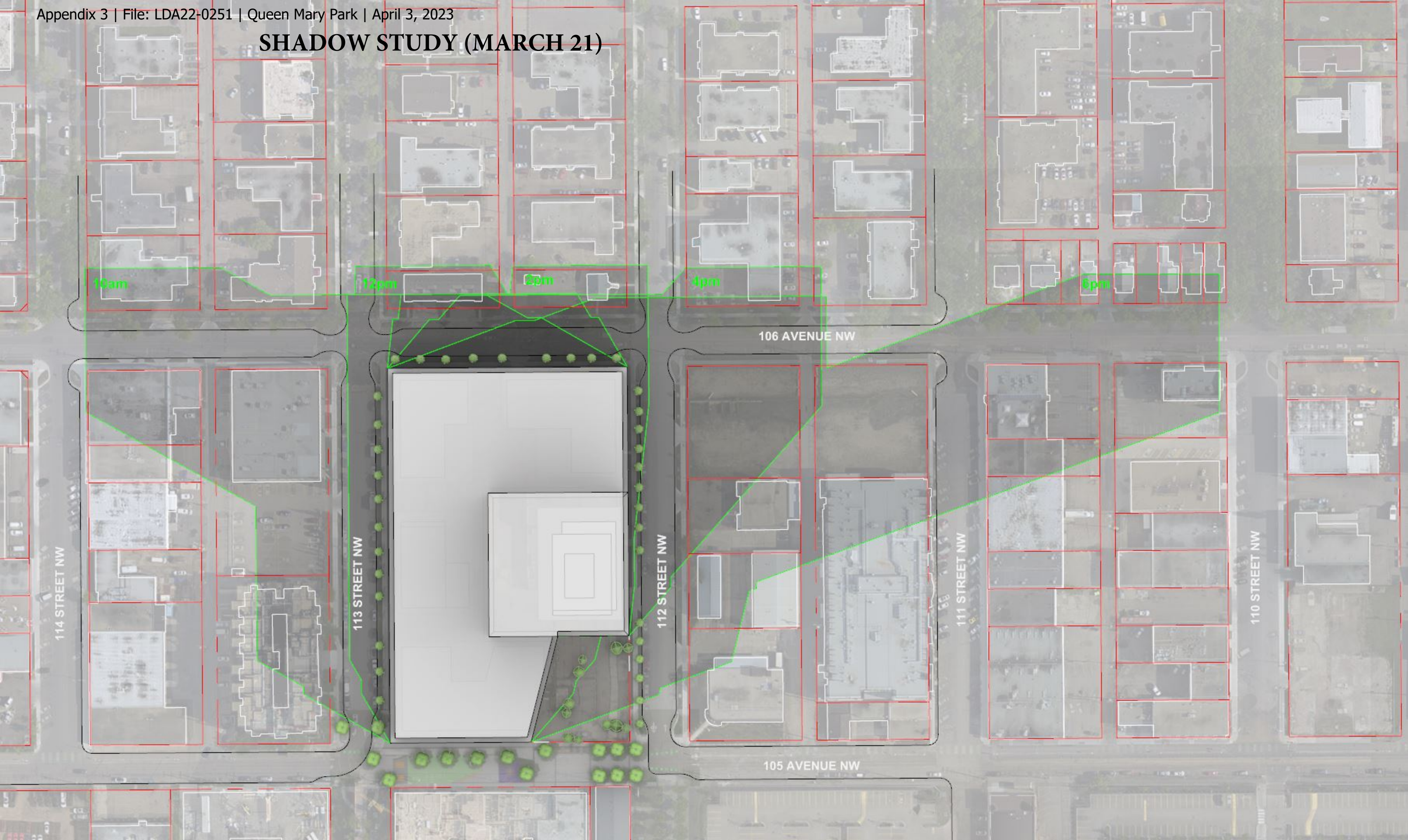
Edmonton Design Committee

JM/ps

- c. Vanessa Develter- O2  
Andrew McLellan- City of Edmonton  
Edmonton Design Committee



SHADOW STUDY (MARCH 21)



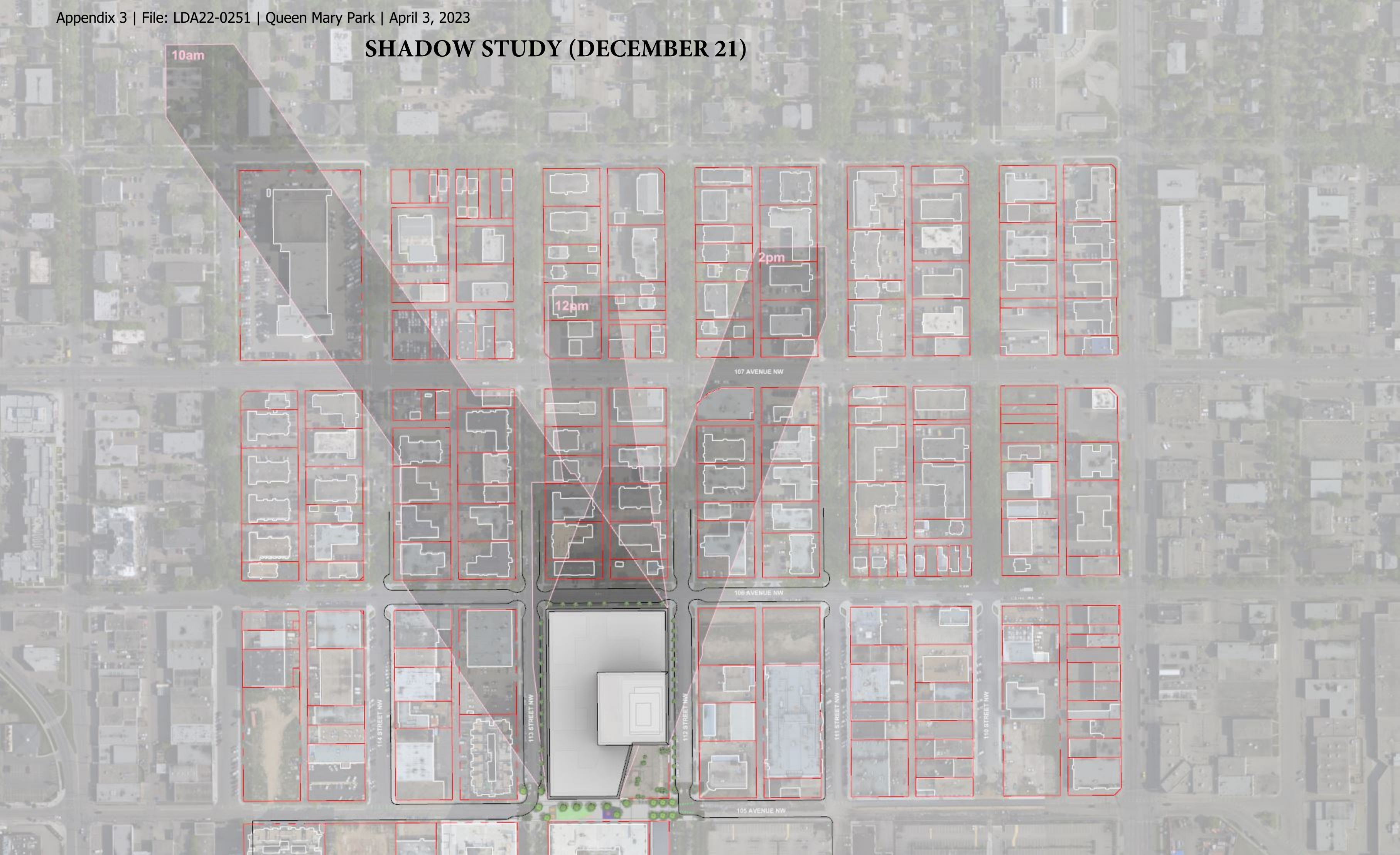


SHADOW STUDY (JUNE 21)





SHADOW STUDY (DECEMBER 21)





## Application Summary

### Information

<b>Application Type:</b>	Plan Amendment, Rezoning
<b>Bylaw/Charter Bylaw:</b>	20432, 20433
<b>Location:</b>	Land bounded by 105 Avenue NW, 106 Avenue NW, 112 Street NW and 113 Street NW.
<b>Address:</b>	10540 - 112 Street NW
<b>Legal Description:</b>	Lot A, Block 12, Plan B4
<b>Site Area:</b>	1.49 ha
<b>Neighbourhood:</b>	Queen Mary Park
<b>Ward:</b>	O-day'min
<b>Notified Community Organizations:</b>	Queen Mary Park Community League North Edge Business Association
<b>Applicant:</b>	O2 Planning & Design Inc.

### Planning Framework

<b>Current Zone:</b>	(PU) Public Utility Zone
<b>Proposed Zones:</b>	(DC1) Direct Development Control Provision (AP) Public Parks Zone
<b>Plan in Effect:</b>	Central McDougall/Queen Mary Park Area Redevelopment Plan
<b>Historic Status:</b>	None

Written By:

Approved By:

Branch:

Section:

Andrew McLellan

Tim Ford

Development Services

Planning Coordination