

## 10139 - 116 Street NW

To allow for the adaptive re-use of the historic Balfour Manor.



**Recommendation:** That Charter Bylaw 20538 to amend the Zoning Bylaw from the (RA9) High Rise Apartment Zone to a (DC1) Direct Development Control Provision and Bylaw 20537 to amend the Oliver Area Redevelopment Plan be **APPROVED**.

Administration **SUPPORTS** this application because it:

- Allows for the adaptive repurposing of the historic building in a way that does not diminish its historic integrity
- Conforms to the Oliver Area Redevelopment Plan which supports to the conversion and retention of older housing stock
- Conforms to The City Plan by preserving and enhancing a historical resource in a manner that is compatible with its surrounding context

## Application Summary

**CHARTER BYLAW 20538** would amend the Zoning Bylaw, as it applies to the subject site, from the (RA9) High Rise Apartment Zone to a (DC1) Direct Development Control Provision for the purpose of accommodating the adaptive re-use of the Balfour Manor (Municipal Historic Resource) by allowing for a mix of uses, including an addition at ground-level.

**BYLAW 20537** proposes to amend the Oliver Area Redevelopment Plan to change a land use map (map 10) to reflect the proposed rezoning.

This application was accepted on March 9, 2023, from Studio North on behalf of Khulu Holdings Ltd.

This proposal aligns with the goals and policies of The City Plan which designates this site as being within the Centre City: Edmonton's distinct cultural, economic, institutional and mobility hub with the highest density and mix of uses. Additionally, the proposal also aligns with the Oliver Area Redevelopment Plan which aims to promote the existing character and walkability of the area, while supporting the adaptive re-use of older housing stock.

## Community Insights

Based on the characteristics of this application the file was brought forward to the public using a basic approach. This approach was selected because the application aligns with the goals and objectives of both the City Plan and Oliver ARP and proposes changes which are not deemed to be impactful to surrounding properties.

The basic approach included the following techniques:

### **Mailed notice of proposed land use changes, March 15, 2023**

- Number of recipients: 304
- Number of responses with concerns: 8

### **Webpage**

- [edmonton.ca/planningapplications](http://edmonton.ca/planningapplications)

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

- Concerns that users of the subject site are using the adjacent property to the south (The Berkeley apartment building) for loading purposes.
- Noise will be generated from construction crews, disturbing the peace and enjoyment of surrounding residential properties.
- The absence of a formalised on-site drainage system has resulted in water and ice pooling in the rear lane.
- The proposal will facilitate the removal of below-market rental units and displace the current residents.

- The conversion of the building for commercial purposes will not be financially viable and may fail.

In addition to the above, City staff also provided a presentation to Oliver Civics Committee and answered questions regarding the proposed DC1 Provision. An issue was raised with respect to the tenants currently living in the Balfour Manor and whether this rezoning application could displace them. City staff explained that residential uses, namely the 'multi-unit housing' use, which the building is currently operating as, remains an opportunity in the proposed DC1 Provision and that the City's jurisdiction in reviewing the rezoning application is to determine whether the proposed zone is compatible relative to its surrounding uses, policy context and infrastructure capacity. The City does not control land tenure and the property owner's obligations to the current tenants of the building is regulated through Provincial legislation (the Residential Tenancies Act).

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

## **Site and Surrounding Area**

The subject site is approximately 695 square metres in area, located along the east side of 116 Street NW, north of Jasper Avenue NW, within the interior of the Oliver neighbourhood. The site contains the Balfour Manor, a Municipal Historic Resource, which is currently being used for residential purposes; accommodating a total of 10 dwellings. In addition to its historical significance, the smaller size of the site and the scale of the Balfour Manor (3 storeys) are particularly unique given the surrounding context is mainly characterised by much larger buildings consisting of mid and high rise apartments.

The site is well connected to mass transit and active transportation, with Jasper Avenue NW and 116 Street NW serving as rapid and local bus routes, respectively, and 102 Avenue serving as a separated bike lane. Further north, along 104 Avenue, is the future Valley Line West LRT route, with The Yards/116 Street stop being located approximately 475 metres from this site. Commercial and retail amenities are also available along Jasper Avenue and 104 Avenue, within walking distance from this site.



Aerial view of application area

|                     | EXISTING ZONING                | CURRENT USE                         |
|---------------------|--------------------------------|-------------------------------------|
| <b>SUBJECT SITE</b> | (RA9) High Rise Apartment Zone | Balfour Manor<br>(3 storeys)        |
| <b>CONTEXT</b>      |                                |                                     |
| North               | (RA9) High Rise Apartment Zone | High rise apartment<br>(17 storeys) |
| East                | (RA9) High Rise Apartment Zone | Mid rise apartment<br>(7 storeys)   |
| South               | (RA9) High Rise Apartment Zone | High rise apartment<br>(12 storeys) |
| West                | (RA9) High Rise Apartment Zone | Low rise apartment<br>(4 storeys)   |



*View of the Balfour Manor looking southeast from 116 Street NW*

## **Planning Analysis**

### **The City Plan**

The City Plan identifies key areas within the city in a Nodes and Corridors system where population, business and employment growth are to be focused. The subject site is designated as being within the Centre City, Edmonton's distinct cultural, economic, institutional and mobility hub with the highest density and mix of uses. Development within the Centre City is intended to contribute to an attractive urban environment that builds on authentic cultural and historical spaces and buildings. With the proposed DC1 Provision accommodating the adaptive re-use of a historic building through a variety of uses, including improvements to the site's interface with the public realm along 116 Street NW, the proposal will support the continued development of the Centre City as unique and well-designed area supporting a broad mix of uses.

The City Plan also aims to promote Edmonton's history and encourage a sense of local identity through the preservation of heritage. This application supports this objective through the continued preservation of the Balfour Manor and the variety of uses proposed by the DC1 Provision, including an addition at ground-level that is sympathetic to the building's historic character.

### The Oliver Area Redevelopment Plan (ARP)

The Oliver ARP is in effect for this area. The subject site is identified as being within Sub Area 4, the applicable policies of which are mainly oriented towards the development of high density residential uses. However, the ARP also recognizes the importance of retaining the area's older housing, where viable, through conversions for commercial purposes. This application aligns well with this objective, by allowing for the continued use of the Balfour Manor through a wide range of uses, many of which are for commercial purposes. One map (map 10) will need to be amended to reflect the proposed rezoning from the RA9 Zone to a DC1 Provision.

### Land Use Compatibility

The general purpose of the current RA9 Zone is to allow for high rise residential development with limited commercial opportunities. The proposed DC1 Provision is a more appropriate zone for this site, as it aligns with Bylaw 13979 which designates the Balfour Manor as a Municipal Historic Resource. As such, the DC1 Provision reflects the specific site conditions of the Balfour Manor (i.e. maximum height and setbacks), while allowing for a sympathetic ground-level addition and a mix of commercial and residential uses to support the long term viability of the historic building.



West-facing elevation, including minor alterations to the historic facade and an addition

The addition to the building and the variety of uses being sought through the proposed DC1 Provision are common in scenarios which aim to support the adaptive re-use of a historical building by expanding usable floor space and allowing for land use flexibility. Proposed residential uses include multi-unit housing and supportive housing and commercial uses include bars and neighbourhood pubs, restaurants, specialty food services (i.e. coffee shop) and professional, financial, and office support services, among others. These uses are either carried forward from the existing RA9 Zone or are uses that are found within the Zoning Bylaw's standardised zone for low Intensity commercial development (the CB1 Zone). These uses are considered to be low impact in nature, which means they do not create disruptions to surrounding properties such as excess light, noise, sound or odours, and are therefore generally considered compatible within a residential context.

## **Heritage**

Balfour Manor is a designated Municipal Historic Resource under Bylaw 13979, approved by City Council on July 19, 2005. The proposed ground-level addition, including some minor alterations to the historic facades, have been reviewed relative to the "Standards and Guidelines for the Conservation of Historic Places in Canada" which are intended to guide decision making in relation to the restoration of, and alterations to historic resources.

The minor alterations are acceptable and the ground-level addition is deemed to be complementary to, but distinguishable from, to the historic Balfour Manor through appropriate use of colour, materials and scale and overall design. This is an acceptable approach to distinguishing between an original historic structure and new intervention. The proposed alterations and addition will allow for the adaptive repurposing of the historic building in a way that does not diminish its historic integrity.

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

This application was presented to the EDC on May 16, 2023. The EDC provided a position of support for the application, with the recommendation that bicycle parking be provided in the front of the building, to complement the site's close proximity to the 102 Avenue bike lane. The DC1 Provision was subsequently revised to include bike parking, as per the EDC's recommendation.

## **Technical Review**

### **Transportation**

Vehicular access to the site will be from the rear alley in order to conform with the Zoning Bylaw regulations.

## **Drainage**

The proposed zoning change will not significantly impact the sewer and drainage systems in the area. Low Impact Development (LID) is recommended for the development allowed under the proposed zone. Details of any proposed LID would be reviewed at the Development Permit stage.

## **EPCOR Water**

No upgrades to the surrounding water infrastructure network were identified through the review of this application.

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

## **Appendices**

- 1 EDC Letter
- 2 Application Summary



**EDMONTON ♦ DESIGN ♦ COMMITTEE**

May 18, 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: **Balfour Manor (RZ)**  
**Hayden Pattullo- Studio North**

As determined by the Edmonton Design Committee at the meeting on May 16, 2023, I am pleased to pass on the Committee's recommendation of **support** for the **Balfour Manor** project, submitted by Studio North.

The Committee welcomes this proposed development, and in the interest of ensuring a high standard of urban design recommends the Applicant:

- Identify and prioritize bicycle parking given the proximity to the 102 Ave Bike Lane, incorporating at the front of the building if possible.

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. Hayden Pattullo- Studio North  
Stuart Carlyle- City of Edmonton  
Claire St Aubin- City of Edmonton

## Application Summary

### Information

|   |  |
|---|--|
| <b>Application Type:</b>                | Plan Amendment & Rezoning                      |
| <b>Bylaw &amp; Charter Bylaw:</b>       | 20537 & 20538                                  |
| <b>Location:</b>                        | North of Jasper Avenue NW, along 116 Street NW |
| <b>Address:</b>                         | 10139 - 116 Street NW                          |
| <b>Legal Descriptions:</b>              | Lot 86, Block 15, Plan B3                      |
| <b>Site Area:</b>                       | 695 m2   |
| <b>Neighbourhood:</b>                   | Oliver   |
| <b>Ward:</b>                            | O-day'min                                      |
| <b>Notified Community Organization:</b> | Oliver Community League                        |
| <b>Applicant:</b>                       | Studio North                                   |

### Planning Framework

|                         |   |
|-------------------------|---|
| <b>Current Zones:</b>   | (RA9) High Rise Apartment Zone  |
| <b>Proposed Zones:</b>  | (DC1) Direct Development Control Provision                                |
| <b>Plan in Effect:</b>  | Oliver Area Redevelopment Plan  |
| <b>Historic Status:</b> | Balfour Manor<br>(Municipal Historic Resource, designated by Bylaw 13979) |

Written By: Stuart Carlyle  
Approved By: Tim Ford  
Branch: Development Services  
Section: Planning Coordination