

**ATTACHMENT 2  
BYLAW 17620  
BYLAW 17621  
FILE: LDA15-0262  
QUEEN ALEXANDRA**

**DESCRIPTION:** AMENDMENT TO THE STRATHCONA AREA  
REDEVELOPMENT PLAN

ZONING BYLAW AMENDMENT from (CB2) General Business  
Zone to (DC2) Site Specific Development Control Provision;  
Queen Alexandra

**LOCATION:** 10506, 10512, 10514 and 10516 – 81 Avenue NW

**LEGAL  
DESCRIPTIONS:** Lots 32-36, Block 63, Plan I

**APPLICANT:** Stantec Planning  
10160 – 112 Street NW  
Edmonton, AB T5K 2L6

**OWNERS:** 105 Strathcona Gp Ltd.  
8730 - 119 Street NW  
Edmonton, AB T6G 1W8

**ACCEPTANCE OF  
APPLICATIONS:** June 2, 2015

**EXISTING  
DEVELOPMENT:** Indoor Participant Recreation Service (Sugar Swing Dance Club)  
within a building on the Inventory of Historic Resources in  
Edmonton (Strathcona Presbyterian Church), Non-accessory  
Parking and a Single Detached House.

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**SUSTAINABLE  
DEVELOPMENT'S  
RECOMMENDATION:** That Bylaw 17620 to amend the Strathcona Area Redevelopment  
Plan be **REFUSED**.

That Bylaw 17621 to amend the Zoning Bylaw from (CB2)  
General Business Zone to (DC2) Site Specific Development  
Control Provision be **REFUSED**.

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**DISCUSSION**

**1. The Application**

This report concerns two related Bylaws for the subject area located in the Queen Alexandra neighbourhood.

The first component, Bylaw 17620, proposes to amend the Strathcona Area Redevelopment Plan (ARP). The proposed amendment would change policies and objectives related to residential and commercial development, historic preservation and urban design for this specific site only.

The second component, Bylaw 17621, proposes to amend the Zoning Bylaw from (CB2) General Business Zone to a (DC2) Site Specific Development Control Provision. The proposed DC2 Provision provides the opportunity for a mixed use development with commercial and high density residential uses that contributes to an active and inviting pedestrian oriented streetscape. The development could be a maximum of 55 metres in height (approximately 16 storeys) containing up to 209 residential dwellings.

**2. Site and Surrounding Area**

The 0.2 hectare site is located on the northwest corner of 105 Street NW and 81 Avenue NW in the Queen Alexandra neighbourhood. The site is zoned (CB2) General Business Zone including regulation by the Pedestrian Commercial Shopping Street Overlay.

Abutting the site, to the west, is a Single Detached House within the (CB2) General Business Zone. This abutting site is part of a larger area subject to a separate rezoning and plan amendment application (LDA15-0648).

Across the rear lane, to the north, are Restaurant and Bar and Neighbourhood Pubs Uses within the (CB2) General Business Zone including within the Strathcona Public Building (South Side Post Office), a building on the Inventory of Historic Resources in Edmonton and a designated Provincial Historic Resource.

Across 105 Street NW, to the east, is a Bars and Neighbourhood Pubs use within the (CB2) General Business Zone.

Across 81 Avenue NW, to the south, are Restaurant, Bar and Neighbourhood Pubs and other commercial uses within the (CB2) General Business Zone including within the Strathcona Garage, a building on the Inventory of Historic Resources in Edmonton.

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*Figure 1: View of site looking west from 105 Street NW*



*Figure 2: View of site looking north from 81 Avenue NW*

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*Figure 3: View of site looking southeast from rear lane*



*Figure 4: View of site looking southwest from rear lane*

## **ANALYSIS**

### **1. Compliance with Approved Plans**

#### *City of Edmonton Municipal Development Plan – The Way We Grow*

This application is in accordance with *The Way We Grow* policies regarding mixed use high density infill in mature neighbourhoods, including to:

- encourage a minimum of 25 percent of city-wide housing unit growth to locate in the Downtown and mature neighbourhoods and around LRT stations and transit centres where infrastructure capacity supports redevelopment (Policy 3.1.1.2);
- ensure a combination of single family and multi-family housing development potential is available for the next 30 years (Policy 3.2.1.1);
- ensure there is sufficient land available to sustain economic opportunities (Policy 3.2.1.2);
- optimize the use of existing infrastructure in established neighbourhoods (Policy 4.2.1.6);
- provide a broad and varied housing choice, incorporating housing for various demographic and income groups in all neighbourhoods (Policy 4.4.1.1).
- encourage new buildings adjacent to pedestrian streets to support pedestrian activity by providing visual interest, transparent storefront displays, pedestrian amenities and connections to interior spaces (Policy 5.6.1.1); and
- encourage new development to locate and organize vehicle parking, vehicle access, service areas and utilities to minimize their impact on the property and surrounding properties (Policy 5.6.1.2).

This application is not in accordance with *The Way We Grow* policies regarding mixed use high density infill in mature neighbourhoods, including to:

- promote residential and employment growth that is sensitive to existing development along transit avenues (Policy 3.3.1.2) - The proposed DC2 Provision is not considered sufficiently sensitive to existing development to be in accordance with this policy;
- support redevelopment and residential infill that contribute to the livability and adaptability of established neighbourhoods and which are sensitive to existing development (Policies 3.5.1.1, 3.5.2.1 & 4.2.1.1) - The proposed DC2 Provision is

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not considered sufficiently sensitive to existing development to be in accordance with these policies; and

- address the compatibility of land use within the neighbourhood in the review of all development proposals (Policy 4.2.1.8) - The proposed DC2 Provision does not address land use compatibility issues sufficiently to be in accordance with this policy.

Strathcona Area Redevelopment Plan (ARP)

This application proposes to amend a total of five objectives or policies related to residential and commercial development, historic preservation and urban design that are within the Strathcona ARP. These are:

- Chapter 2, Residential Objective 6: “Require apartment development to be sensitive in scale with existing development and to retain the character and pattern of adjoining low density development”;
- Chapter 2, Commercial Objective 2: “Maintain the existing low scale of built forms in the commercial area, and provide a transition of heights and densities abutting residential areas”;
- Chapter 2, Historic Preservation and Urban Design Objective 2 – “Encourage the architectural and urban design elements of major new development to be harmonious with the traditional forms of existing development, by reflecting the basic proportions, materials, mass and height of existing structures”;
- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 2 (Whyte Avenue General): “Intensification or growth of businesses is encouraged within the Whyte Avenue Commercial Area provided building height is compatible with the low rise characteristic of the commercial area and with the surrounding residential development”; and
- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 4.a (Whyte Avenue General): “New developments and renovations will respect, complement and be compatible with the surrounding architectural and site development styles of the immediate area by limiting maximum building height to 4 storeys”.

Collectively, these policies and objectives are designed to encourage the intensification and growth of businesses and residential opportunities under certain conditions. The ARP is clear that all new development should be compatible and create sensitive transitions to the surrounding area, respect the character and pattern of nearby low density development and be harmonious with the historical proportions, materials, mass

and height of existing structures. While the proposed DC2 Provision provides the opportunity for both residential and commercial development, the characteristics of the development do not meet the conditions necessary to be supported by these ARP policies and objectives and the amendments are designed to except this particular site from the application of them.

An analysis of the proposed DC2 Provision indicates that it is supportive of the following policies and objectives of the ARP:

- Chapter 2, Whyte Avenue Commercial Objective 1: “Promote diversity, uniqueness and a full range of businesses and services for all residents and visitors to the area, while maintaining the compatible and balanced mix of businesses currently existing in the Whyte Avenue Commercial Area”;
- Chapter 2, Whyte Avenue Commercial Objective 2: “Maintain and enforce the comprehensive shopping function of Whyte Avenue by maintaining pedestrian oriented retail shopping in the core area and emphasizing retail uses at ground level”;
- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 4.b (Whyte Avenue General): “Providing building frontage widths consistent with small individual shops (approximately 10 m) or incorporating façade treatments reflecting this appearance”;
- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 1 (Whyte Avenue Commercial): “Commercial development will include a broad range of retail, general commercial, entertainment, professional, financial and limited industrial businesses and services to serve both the neighbourhood and the larger trade area”;
- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 2 (Whyte Avenue Commercial): “Retail uses will be encouraged to develop at street level”;
- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 1 (Whyte Avenue Residential): “Non-family residential uses will be allowed only on the upper storeys of buildings to ensure an uninterrupted retail and service environment at street level”; and

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- Chapter 3, Section – Whyte Avenue Commercial Area, Policy 1 (Whyte Avenue Parking): “In recognition of the pedestrian nature of the area, the desirability of retaining existing structures throughout the area, and the availability of a significant amount public parking and adequate transit service in the area, parking requirements are reduced so as not to prevent the development of new commercial and service uses in this built inner city commercial area”.

While the analysis indicates that there are a greater number of policies and objectives which are supported by this DC2 Provision than not, it should be noted that all of the ones in support could also be supported by a built form that more effectively adheres to those policies and objectives not supported by this DC2 Provision. None of the policies or objectives of the ARP supported by this DC2 Provision requires the intensity of development proposed in order to be in support. Therefore, it is concluded that the proposed DC2 Provision is, overall, not in support of the intent behind the policies and objectives of the ARP.

Residential Infill Guidelines (RIG)

The proposed DC2 Provision has a maximum height of 55.0 m (approximately 16 storeys) so this application has been evaluated relative to the RIG chapter for High Rise Apartments. The proposed DC2 Provision meets the following guidelines:

- High Rise Residential Buildings should locate in the City’s key activity centres, including areas adjacent to LRT Stations – the subject site is within 400 m of a designated Transit Avenue and at the core of a major, pedestrian oriented commercial shopping area;
- High Rise apartments should have direct access to an arterial or collector road or a road with the demonstrated capacity to accommodate the development without undue impact on adjacent areas – A Traffic and Parking Impact Assessment determined that the use of the existing road network by the proposed development would have undue impact on the adjacent areas;
- Any surface visitor parking areas provided for High Rise buildings should be developed at the side or rear of the building – the surface parking is located to the rear of the building;
- High Rise residential towers should be constructed on a podium base that creates a human scale street wall – the regulations of the DC2 Provision requires a podium between 7.0 and 11.5 metres and various Stepbacks on the facades which creates a reasonable human scale street wall;



- A sun/shadow analysis should be prepared, including analyses of shade impacts for the spring and fall Equinoxes and the winter Solstice – a sun/shadow analysis was prepared and submitted as part of the review of the rezoning application;
- The building should front a street – the building fronts 81 Avenue NW and 105 Street NW;
- All parking should be accessed from the adjacent lane – all parking and loading is proposed for adjacent to the lane to the north of the site;
- Resident parking should be provided on site in either underground or above ground parking structures – the proposed DC2 Provision requires residential parking to be underground.
- Any surface visitor parking areas provided for High Rise buildings should be clustered into smaller parking lots and divided with landscaping (including trees) – less than 5 visitor parking spaces are proposed at surface level with the remainder underground;
- Any surface visitor parking areas provided for High Rise buildings should not impact the street or outdoor amenity areas – the proposed visitor parking areas are either underground or accessed from the rear lane and do not impact the street or outdoor amenity areas;
- Retail/commercial uses should be developed on the ground floor of buildings which front onto a commercial shopping street – commercial uses are proposed at ground level and regulations are designed to encourage a pedestrian oriented commercial street;
- Common, outdoor amenity space should be provided on site – the DC2 Provision provides multiple locations for common, rooftop, outdoor amenity space; and
- The site should be landscaped in accordance with an approved Landscape Plan which provides for a high standard of landscaping on the site – the DC2 Provision contains a conceptual Landscape Plan and requires the submission of a detailed Landscape Plan at the Development Permit stage.

The proposed DC2 Provision does not meet the following guidelines:

- The maximum height of High Rise buildings on specific sites should be determined using the Large Site Infill Guidelines – to limit undue over-shadowing of adjacent properties, the Large Site Infill Guidelines stipulate that the height of buildings on the infill site should be limited to an angle between 35 and 45

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degrees measured from the property line of adjacent sites, depending on which direction the transition is relative to the predominant location of the sun at this latitude. A Sun Shadow Impact Study was submitted and reviewed and it determined that this guideline is not being met. The location and size of this site within a tight knit settlement pattern means that even a four storey building (already allowed by the existing zoning) would not meet this guideline. Further details are discussed in the Land Use Compatibility, Transitions and Shadowing section of this report;

- High Rise residential towers should be designed as slender point towers with small floorplates to protect views and maximize access to sunlight for surrounding development, significant shaping to break down the scale of the tower, a distinctive expression of a base, middle, and top to better respond to the context of views to and from the tower and with floorplates generally no larger than 750 m<sup>2</sup> – the DC2 Provision proposes large Floor Plates, ranging from 1140 m<sup>2</sup> in the mid tower portion and 860 m<sup>2</sup> in the upper tower portion. As such, the proposed tower is not considered a slender point tower; and
- The width of a High Rise residential tower should not exceed 36 metres – there are no regulations within the DC2 Provision that specifically restrict the width of the tower. The Site is approximately 50 m wide and the tower, at its widest point, would be approximately 40 m wide.

It is concluded that the proposed DC2 Provision meets many finer details of building and site design, access and orientation but does not meet the broader, foundational guidelines regarding height, shape (floor plate and width) and massing.

## **2. Land Use Compatibility, Transitions and Shadowing**

The proposed residential and commercial uses are compatible with the surrounding residential and commercial developments which contain similar uses such as apartment housing, retail stores and offices within the blocks nearby. The majority of commercial uses proposed are intended to serve the needs of the immediate community and are only allowed within the podium of the building, not within the tower portion.

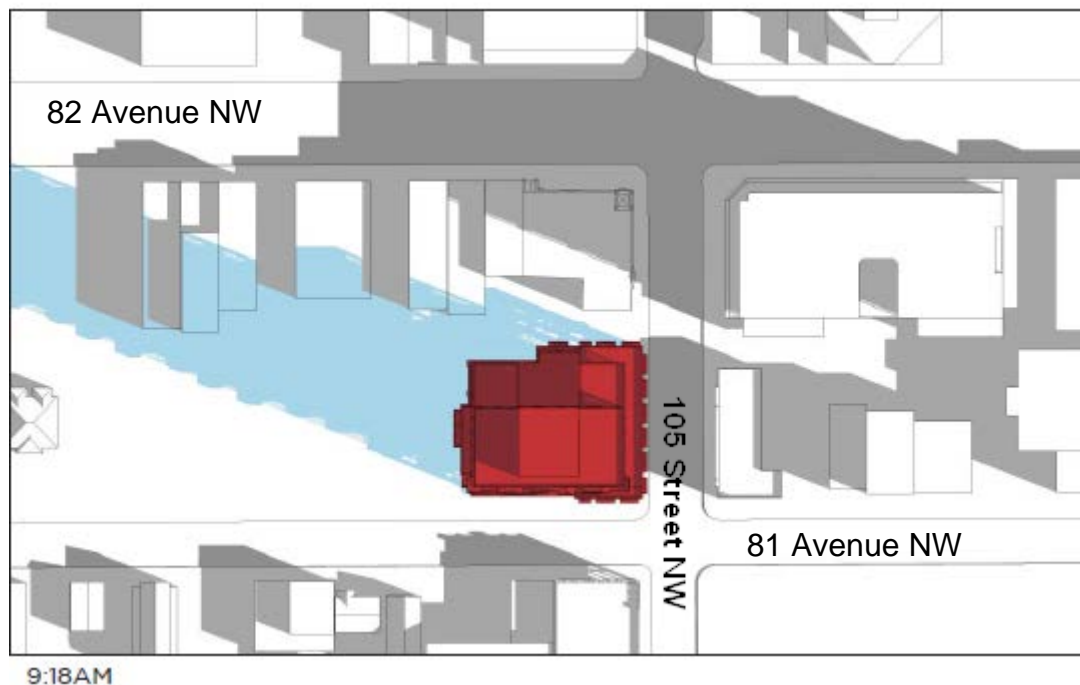
A Sun Shadow Study was submitted and reviewed by Sustainable Development. Focusing on the spring and fall equinoxes (March 21 and September 21), the following observations have been made:

- No portion of the shadow resulting from the proposed building extends further north than the mid-point of 82 Avenue NW and the pedestrian public realm on the north side of 82 Avenue NW does not experience any shadowing as a result of this development. On December 21, the majority of shadow resulting from the proposed building are on areas of the pedestrian public realm on both sides of 82

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- Avenue NW that are already in shadow from the existing buildings on the south side of 82 Avenue NW;
- Properties to the west along 81 Avenue NW as far as 70 metres away will begin to experience shadowing as a result of this development in the early morning with the shadowing reducing throughout the day and ending by early afternoon. In the opposite direction to the east, this same degree of shadowing impact will be felt starting in the early afternoon and increasing until sunset;
- The pedestrian realm on both sides of 105 Street NW will begin to experience shadowing as a result of this development beginning in the early afternoon and continuing until sunset, with the shadow moving south along this corridor; and
- Rear outdoor patio areas for restaurants and bars along 82 Avenue NW will be impacted by the sun shadow at various times throughout the day depending on where they are on the block as the shadow moves west to east.

The below figures are from the Sun Shadow Study submitted for this application that show shadows on March 21 at the indicated times.

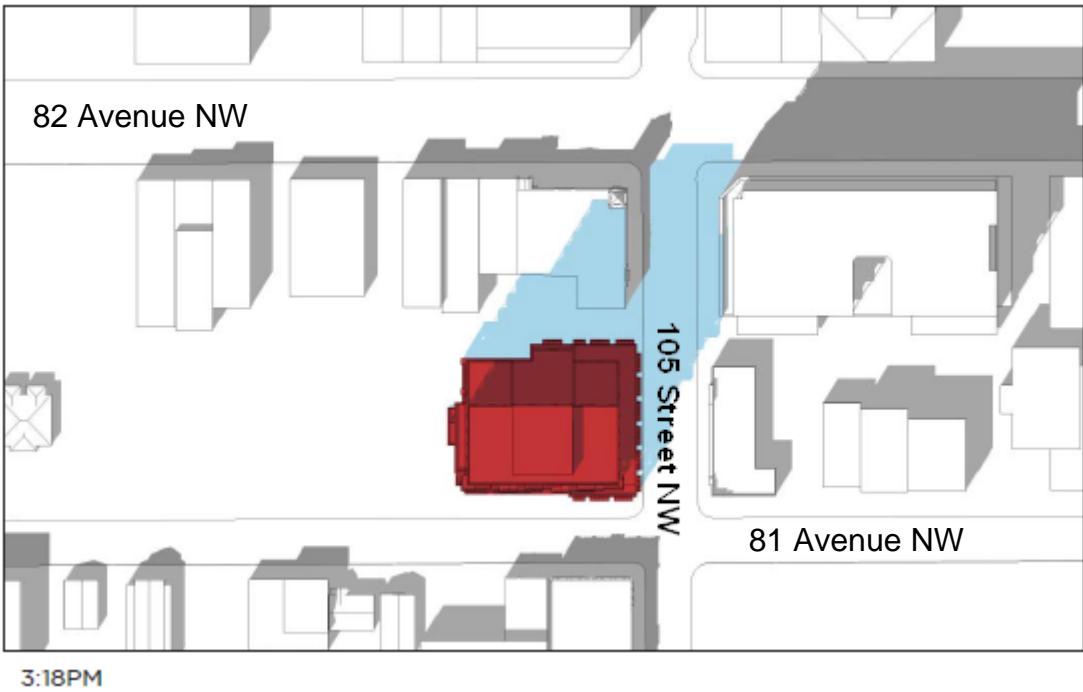


*Figure 5: Sun shadow of proposed development on March 21 at 9:18AM*

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*Figure 6: Sun shadow of proposed development on March 21 at 12:18PM*



*Figure 7: Sun shadow of proposed development on March 21 at 3:18PM*

The proposed DC2 Provision would create the opportunity for a building that does very little to address the transition to the west where there is an abutting Single Detached House within the (CB2) General Business Zone. This abutting zone allows development up to four storeys with buildings able to be built to the shared property line. There is a total distance of 4.5 metres between this shared property line and the portion of the proposed building that is approximately 16 storeys in height. The podium façade towards the west is approximately 2 metres from this shared property line and includes residential entrances. The width of the façade of the proposed building facing west is approximately 30 metres up to the 8<sup>th</sup> storey and 20 metres above the 8<sup>th</sup> storey. This façade has the potential for many windows and balconies that could create privacy and overlook concerns.

While it is noted that the abutting site is subject to a separate rezoning application currently also being processed by Sustainable Development (LDA15-0648) that, if approved, would likely lead to the demolition of the structure and development of a different nature than that regulated by the (CB2) General Business Zone, this application is in the very early stages of processing by Sustainable Development and it cannot be assumed that Council will approve a new zone for that site in the future. If both zones were to be approved, it is noted that this proposed DC2 Provision does not contain regulations that address certain relationships between the two sites such as tower separation which, in the downtown context, is expected to be 25 metres. As such, the approval of this DC2 Provision has impacts on characteristics of the rezoning site to the west.

The transition between the proposed building and the public realm and development to the west is more sensitive than to the east. The tower portion of the building is stepped back from the podium by a minimum of 4.5 metres along the entire length of the building creating a human scale street wall that protects the pedestrian public realm. Development to the east is separated from the subject site by 105 Street NW which is approximately 20 metres in width. The widths of the building above the podium facing east are the same as those facing west but there is less concern regarding privacy and overlook due to the separation caused by 105 Street NW.

The transition between the proposed building and development to the north is determined to be adequately addressed. The DC2 Provision proposes the main height of the building to be located on the south side of the site where the most shadowing, massing and overlook will be on the remainder of the subject site, the lane to the north and the rooftops of the buildings to the north of the lane. Stepbacks away from the north further reduce these impacts. As mentioned previously, the shape of the proposed building is designed to reduce the shadow impacts on 82 Avenue NW, however, it should be noted that existing or potential rear outdoor patio areas for restaurants and bars along 82 Avenue NW will be impacted by the sun shadow and massing of the proposed building. In addition, with the parcel to the north containing the historic South Side Post Office, there is a potential to obscure sight lines to, and the background behind, this designated heritage building from certain perspectives.

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The transition between the proposed building and the public realm and development to the south has both positive characteristics and those that cause concern. There are no shadow impacts to cause concern as the building is located to the north of this area, however, the setbacks, stepbacks and articulation from the building are minimal and result in a significant massing effect. The entire length of the public realm adjacent to the site along 81 Avenue NW is within 0 and 3.0 metres of a building façade that is a full 16 storeys in height and 40 metres wide. In addition, balconies could project over areas where pedestrians might be walking which create safety concerns along with the massing impacts.

Overall, the site and building design proposed by the DC2 Provision creates a building that is an overdevelopment of a constrained parcel within a mature neighbourhood and is not adhering to the typical scale of buildings in the area. There are two other towers in the immediate area that are of a similar scale but have a built form that results in fewer negative impacts of height, shadowing and massing. The first is the hotel development on the north side of 82 Avenue NW between 104 Street NW and 105 Street NW and the second is the residential tower on the southeast corner of 105 Street NW and 84 Avenue NW. A comparison of the proposed building with these two nearby existing buildings is below:

<b>Table 1: Nearby Tower Comparison</b>			
	<b>Proposed DC2</b>	<b>Existing Hotel Tower</b>	<b>Existing Residential Tower</b>
<b>Height</b>	55 m (16 storeys)	30 m (8 storeys)	36 m (14 storeys)
<b>Floor Plate</b>	860 m <sup>2</sup> to 1140 m <sup>2</sup>	667 m <sup>2</sup>	686 m <sup>2</sup>
<b>Setbacks from public realm</b>	From 105 St: 0.0 m  From 81 Ave: 0.0 – 3.0 m (varies along façade)	From 82 Ave: 0.0 m	From 105 St: 9.0 m  From 84 Ave: 6.0 m
<b>Stepbacks from public realm</b>	From 105 St: 4.5 m  From 81 Ave: 0.2 – 3.0 m (varies along façade)	From 82 Ave: 0.0 – 12.0 m (square building at 45 degree angle to avenue)	None

The above comparison is not intended to indicate that either the existing hotel tower or existing residential tower are appropriate developments for the area and are not in themselves overdevelopment of a site. Both were approved and constructed prior to the adoption of the current Strathcona Area Redevelopment Plan. As noted previously in this report, there are several policies that are in the ARP that deal with restricting height in response to these earlier buildings being constructed. The comparison illustrates that the

proposed DC2 Provision provides the opportunity for development that exceeds existing towers within the general area.

The combination of the lack of Setbacks and Stepbacks in appropriate location, large floor plate, lack of building articulation along lengthy facades and height make the proposed development incompatible with the surrounding lower density area. There is no attempt to create a slender point tower as suggested by the Residential Infill Guidelines and demonstrated in other pedestrian oriented areas with high density towers such as the Downtown (HA) Heritage Area Zone. In the HA Zone, towers are subject to a minimum setback of 4.5 metres from the street wall and floor plates are limited to 900 m<sup>2</sup> with the floor plate of the top four storeys being further reduced by 10% to 15%. The area surrounding the subject site is not within an area where there is an abundance of other towers (as there is downtown) and therefore, it is reasonable to expect a greater commitment to articulation and sensitivity in building design from what is found downtown, not less.

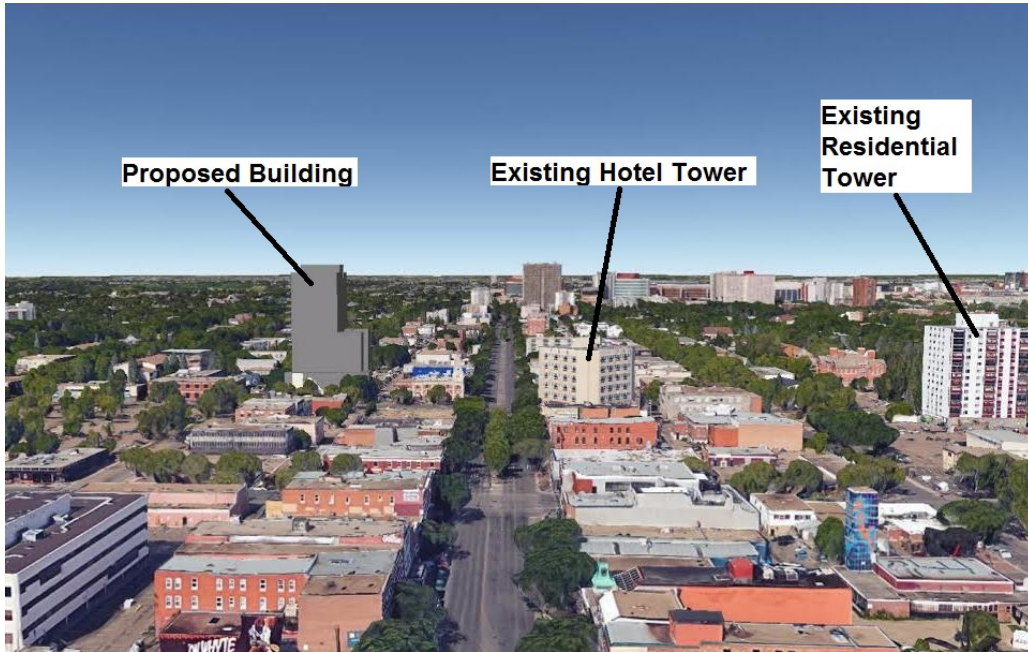
Although the proposal is considered overdevelopment, there are characteristics that help make the building more compatible with the surrounding built form and uses including:

- enhancing the lane to the north of the site to animate it and encourage an active pedestrian environment in line with the pedestrian oriented character of the area;
- having specific signage regulations that will ensure it is sensitive to the scale of the area and the pedestrian realm;
- incorporating all waste collection areas within the building to keep away from the lane and further encourage pedestrian activity; and
- designing the building with a podium and tower configuration that maintains a sense of pedestrian scale at the podium level, though as noted elsewhere in this report, some setbacks from the podium to the tower are minimal.

The below figures show a rendering of the building situated within the context of the area. The model of the proposed building is for massing purposes only and is not meant to be an exact, detailed depiction of the building proposed.



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*Figure 8: View looking west along 82 Avenue NW*



*Figure 9: View looking north along 105 Street NW*





*Figure 10: View looking east along 82 Avenue NW*



*Figure 11: View looking southwest*

### **3. Public Amenity Contributions**

This application meets the requirements for City Policy C582 to be implemented which requires the inclusion of a developer sponsored affordable housing contribution within the DC2 Provision or else the provision of a comparable public benefit. The applicant has chosen not to provide inclusionary affordable housing in the structure of Policy C582,

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but is instead committing to providing 10% of the dwellings to be assigned to, used or operated by Habitat for Humanity Edmonton or other affordable housing organization/charity/society. With a proposed maximum of 209 dwellings, this would be 21 dwellings designated for this type of occupancy. In order to qualify for occupancy of these units, Habitat for Humanity Edmonton requires families to have children under the age of 18 living at home. Therefore, this contribution within the proposed DC2 Provision could be considered as being both a contribution for affordable housing as well as housing for families.

The proposed DC2 Provision requires the owner/developer to provide \$6.95/m<sup>2</sup> of Floor Area up to a maximum total of \$105,000.00 toward the acquisition of public art. This public art is to be located either on site or within the public realm around the site.

The proposed DC2 Provision requires off-site improvements in the public realm around the site in addition to those required to serve the development. These contributions include:

- the provision of sidewalk and paving materials within the portions of the road right-of-way directly adjacent to the site;
- planting of boulevard trees on 81 Avenue NW within portions of the road right-of-way directly adjacent to the site; and
- enhancement of the paving materials of the lane to the north of the site to create a more pedestrian friendly lane experience.

The proposed DC2 Provision requires future development to be designed to meet the requirements of the Green Building Rating System LEED™, Canada NC 1.0, 2009, as amended, to achieve a minimum LEED Silver standard. These sustainability construction targets and operational practices will ensure that the building contributes to the environmental sustainability of the neighbourhood.

#### **4. Heritage**

##### Strathcona Presbyterian Church

The subject site contains the Strathcona Presbyterian Church, a building on the Inventory of Historic Resources in Edmonton. The Statement of Significance for inclusion on the inventory states that the structure is significant for its association with religious development in Edmonton, its Gothic Revival style, and its association with World War II. Construction began in 1938 but was not completed until 1949 due to delays associated with the war and a deficiency of materials, capital and labour.

The Historic Resource Management Plan, Policy 12 states that “the City will place a high priority on preventing the demolition of historic resources and any inappropriate

alterations.” The City of Edmonton Heritage Officer inspected the existing structure and noted that some of the character defining elements that warranted inclusion on the inventory have been compromised, including the replacement of the three pointed arch stained glass windows with simple glass.

Since the building is not designated, there are currently no regulations preventing demolition, regardless of whether the proposed DC2 Provision is approved or not. However, the proposed DC2 Provision would provide increased development rights that would likely increase the chances that the owner will seek demolition of the existing building.

Overall, Sustainable Development has determined that, despite some heritage character being compromised, there is still a preference to see the existing building retained and the proposed DC2 Provision would decrease the chances of this. Since the site is within the Old Strathcona Provincial Historic Area, the status of the building was discussed with the Province, who have confirmed that the existing building on site is considered a contributing resource to the heritage values of the area.

#### Old Strathcona Provincial Historic Area

The subject site is located within the Old Strathcona Provincial Historic Area. The Establishment Regulation for this historic area does not include any specific goals, objectives or regulations, however, the Alberta Register of Historic Places identifies a number of Character-Defining Elements, including the following which are applicable to the immediate area and relevant to the nature of the proposed DC2 Provision:

- the predominance of brick structures dating from between 1902 and 1914;
- the predominance of commercial businesses along Whyte Avenue between Gateway Boulevard and 105 Street;
- the scale of the buildings, with the vast majority being three storeys in height or less;
- buildings in commercial area built to the property line;
- sight lines to significant contributing resource elements, including South Side Post Office clock tower and painted signs on commercial buildings;
- use of traditional materials, including painted wood, red and orange brick, and cast stone;

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- general design of commercial buildings, including recessed entries, windowed storefront level, sign band area, and upper floors with balanced fenestration; pedestrian scale to signage;
- the strong classical architectural influence evident in the South Side Post Office, the Strathcona Public Library, the Douglas Block, the Gainers Block, and the Princess Theatre;

The Proposed DC2 Provision includes regulations that help ensure certain character defining elements of the area are respected, including:

- requiring the podium of the building to emphasize traditional materials such as brick and stone;
- providing significant opportunity to continue the predominance of commercial businesses in the area;
- requiring the podium of the building to be built to the property lines;
- requiring the podium of the building to include traditional windowed storefronts, sign bands, upper storey fenestration patterns and pedestrian oriented signage; and
- requiring the podium of the building to recognize and be sympathetic to the architectural design of the South Side Post Office.

The Proposed DC2 Provision has certain characteristics that could have a negative impact on some character defining elements of the area, including:

- not adhering to the typical scale of buildings in the area by proposing a building of approximately sixteen storeys where the vast majority are three storeys in height or less; and
- obscuring sight lines to, and the background behind, the South Side Post Office clock tower when viewed from certain perspectives.

The Province has advised that the proposed height of the DC2 Provision is a concern and has the potential to adversely affect the neighbouring historic and designated buildings.

Heritage Sensitive Design

The proposed DC2 Provision includes regulations that are designed to integrate the podium of the building facing 105 Street NW with the surrounding heritage character while the remaining tower is modern in design. These regulations include addressing:

- window locations and patterns along the façade;
- signage;
- respecting the horizontal features of adjacent buildings;
- use of traditional materials such as brick and stone; and
- use of traditional detailing such as a stone cornice and stone window heads and sills.

As mentioned earlier in this report, this site is situated between two historically significant buildings to the north and south that are reflective of the traditional Edwardian architecture of the area and within the designated Provincial Historic Area. As such, it is important that the architectural detailing of the podium of the new building proposed within the DC2 Provision, especially facing 105 Street NW, be compatible, sensitive to, and help to link these two historic buildings together along the street.

An analysis of the proposed DC2 Provision with respect to achieving this aim shows that while it is addressed, neither the regulations nor appendices provide sufficient design detailing or assurances that this integration will be achieved at the Development Permit stage. Regulations that would help to better achieve this aim and are found within the nearby Historical Commercial Direct Development Control Provision (DC1) that applies to the historic, commercial core in the area but are missing within the proposed DC2 Provision include:

- restricting the use of glass as a predominant material;
- requiring colour schemes to be subdued and appropriate to the era of the area's historic buildings;
- requiring major vertical elements along facades at approximately 10 metre intervals;
- requiring traditional types and dimensions of upper storey windows within the podium; and
- requiring traditional storefront features such as recessed entries, transom glazing and large display windows.

The proposed DC2 Provision does include an appendix that shows the 105 Street NW podium façade in detail, the design of which does appear to reflect some of the above features to varying degrees. However, the actual regulations of the zone only requires the future development to be in “general conformance” with this appendix which allows for a

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level of subjectivity and flexibility at the Development Permit stage that cannot be considered to provide assurance through zoning that this podium will adequately integrate with the heritage character of the area.

**5. Parking, Loading and Vehicular Access**

A Traffic and Parking Impact Assessment was submitted by the applicant and supported by Sustainable Transportation. The report concluded that:

“the adjacent roadway network should be capable of providing safe and convenient access for vehicles associated with the development project...the relative location of the development project to existing and future residential development activity, retail and commercial areas, employment opportunities and transit will continue to allow for transit and walk trip opportunities, which should reduce the reliability on the automobile as the primary means of transportation.”

All vehicular access is to be from the abutting lane to the north of the site. The DC2 Provision limits the total floor area for non-residential uses to 1930 m<sup>2</sup> and allows for 209 residential dwellings. The number of vehicular accessory parking spaces shall be a minimum of 199 and a maximum of 237 with at least 28 spaces being designated for non-residential uses or live work units and visitor parking. While the exact number of bedrooms of each dwelling is not known at this time, the Traffic and Parking Impact Assessment assumed approximately 136 studio, 22 one-bedroom, 24 two-bedroom, 13 three-bedroom, 14 four-bedroom units and 30 visitor parking spaces. The exact type of commercial uses are also not known at this time but there is a restriction in the proposed DC2 Provision on the total amount of non-residential floor area which results in an estimate of 48 spaces for commercial uses. At this site, it is estimated that the Zoning Bylaw would normally require between 201 and 272 residential spaces and 48 commercial spaces.

Recognizing that the Zoning Bylaw requirements are city wide and cannot be site specific, the Traffic and Parking Impact Study has indicated that the amount of accessory vehicular parking proposed by the DC2 Provision is adequate for the proposed development at this site.

In determining the acceptable level of parking for the site, the study also took into account that there is a requirement within the proposed DC2 Provision for non-residential vehicular parking and residential visitor vehicular parking to share parking spaces through an owner-operated parking management program. Further, bicycle parking is required to be provided in excess of what would normally be required by the Zoning Bylaw with a total of 157 bicycle parking spaces required within the development when only 13 to 16 would normally be required by the Zoning Bylaw.

The proposed DC2 Provision requires one loading space to be provided on site where it is estimated (depends on exact commercial uses) that the Zoning Bylaw would normally require 2.

Sustainable Transportation is supportive of the above arrangement of vehicular, bicycle and loading facilities.

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

This application was reviewed by the EDC on December 8, 2015. The EDC provided a recommendation of non-support. The concerns of the EDC included, but were not limited to:

- The aesthetic and design response of the massing and height of the building, including the “historical lens”, is not sympathetic with the context of the adjacent properties and the Old Strathcona area in general;
- The functionality of the rooftop open space is severely limited by the lack of solar exposure;
- Specific commitment to contributions such as laneway upgrades, streetscape improvements;
- Structural art in the form of hard and soft landscaping is not an acceptable alternative to public art; and
- Inconsistency between the DC2 Text and Appendices.

After EDC review, the applicant made revisions to the proposed DC2 Provision that responded to these concerns, including:

- reducing the prominence of the “historical lens” on the top of the building;
- adding specific commitments for laneway and streetscape improvements (as well as other public amenity contributions);
- providing a more formal public art contribution; and
- fixing inconsistencies between the DC2 Provision text and appendices.

Though the above revisions were made, the applicant chose to not return to the EDC to determine if the recommendation of the committee would change based on the revisions.

**7. Environmental Review**

A Phase I Environmental Site Assessment and a Phase II Environmental Site Assessment were submitted and reviewed for this application. All potential environmental concerns or considerations have been adequately addressed and there is a regulation within the text of the DC2 Provision that will require additional review to take place if required by the Development Officer when considering a Development Permit application.

**8. Civic Departments and Utility Agencies**

Drainage Services, EPCOR Distribution & Transmission, ATCO Gas and EPCOR Water Services expressed no concerns regarding this application but all advised that any requirement for modification, relocation, and/or removal of existing facilities will be at the land owner/developer's expense, and would be dealt with at the development permit stage.

Comments from other Civic Departments and utility agencies have been addressed.

**9. Whyte Avenue Corridor Study**

On February 2, 2016, Executive Committee accepted a report from Sustainable Development that has led to a focused Whyte Avenue Corridor Study being undertaken which could lead to limited proposed amendments to the Strathcona Area Redevelopment Plan. The planning work will include public consultation, technical studies and a review of current boundaries related to policies for development in the area that may provide different direction in the future for development proposals similar to this application than what is being used for analysis at this time.

**10. Surrounding Property Owners' Concerns**

On April 13, 2015, the applicant sent pre-application notification letters to surrounding property owners as well as the presidents of the Central Area Council of Community Area Council, Queen Alexandra Community League, Strathcona Centre Community League and Old Strathcona Business Revitalization Zone Association. The applicant reported receiving one response to this notification that expressed concerns related to height, impact on the character of the neighbourhood and types of proposed uses.

On May 14, 2015, the applicant held an Open House which they reported to be attended by 42 people. The applicant had feedback forms filled out by willing participants and reported that the main themes of comments received were related to height, uses and the impact on the character of the area. The least common comments were related to loss of trees, the loss of an historic building and increased traffic.

On June 23, 2015, Sustainable Development sent an advanced notice to surrounding property owners as well as the Presidents of the Central Area Council of Community



Area Council, Queen Alexandra Community League, Strathcona Centre Community League and Old Strathcona Business Revitalization Zone Association. Four responses were received to this notification, all of which were not in support of the proposed rezoning. Main concerns expressed were related to height, the impact on the character of the area and the impact on the heritage value of the area.

On September 30, 2015, Sustainable Development held a Public Meeting regarding this application. This meeting was attended by 27 people, 13 of whom completed questionnaire and feedback forms. Feedback received on these forms expressed the following concerns:

- Impact on, and purpose of, the Provincial Historic Area with the belief conveyed that a broader conversation needs to occur first regarding the heritage value of the area before rezoning applications of this nature are considered;
- The approval of this rezoning would set a precedent for more similar applications that are not in line with the Strathcona Area Redevelopment Plan. Why have a plan if it is not followed?;
- The height of the building is too tall, no matter how you design it or adjust it to address other concerns;
- Parking is already a problem in this area and this would make it worse;
- The ARP needs to be followed as it was designed to protect the heritage character of the area and specifically to prevent more tall buildings like Heritage House (105 Street NW and 84 Avenue NW); and
- Opinion that the height and density proposed was too much for the neighbourhood context.

Sustainable Development staff also noted the following discussion items and themes from the meeting in addition to those that were raised through the feedback forms:

- Impact of increased traffic – some participants felt that traffic in the area was already congested and this would make it worse;
- Transition to surrounding built form – some participants felt that the building needed to be shorter but could still be taller than four storeys; and
- Sun shadow and massing – some participants felt the building would have a negative impact on 82 Avenue NW by shadowing it.

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Following the public meeting, the applicant made some adjustments to address the concerns raised including lowering the height of the building (originally proposed at 20 storeys and lowered to 16) and creating a setback in the built form to reduce shadow impacts on 82 Avenue NW. A Traffic and Parking Impact Assessment was prepared to help determine potential impacts in these areas.

Due to the scale of development proposed by this DC2 Provision, it should be noted that Sustainable Development has not received any formal correspondence indicating a position or providing feedback on this application from immediately adjacent land owners.

The Queen Alexandra Community League has formally expressed opposition to this rezoning application expressing concerns related to the impact of the height on the character of the neighbourhood, including on sightlines and prominence of the existing heritage building on site and the adjacent heritage buildings. They also expressed concern over increased traffic, the loss of mature trees on site and the opinion that approval of this scale of development could set a precedent for future similar development.

## **JUSTIFICATION**

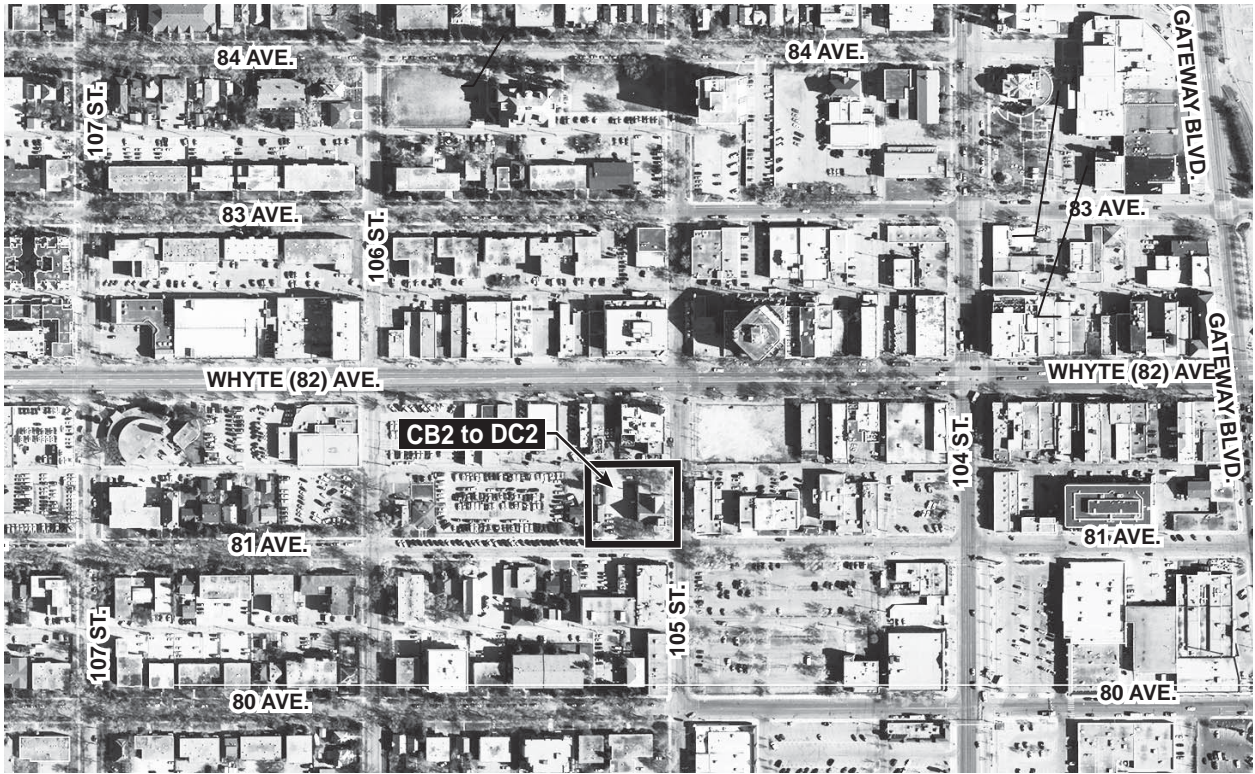
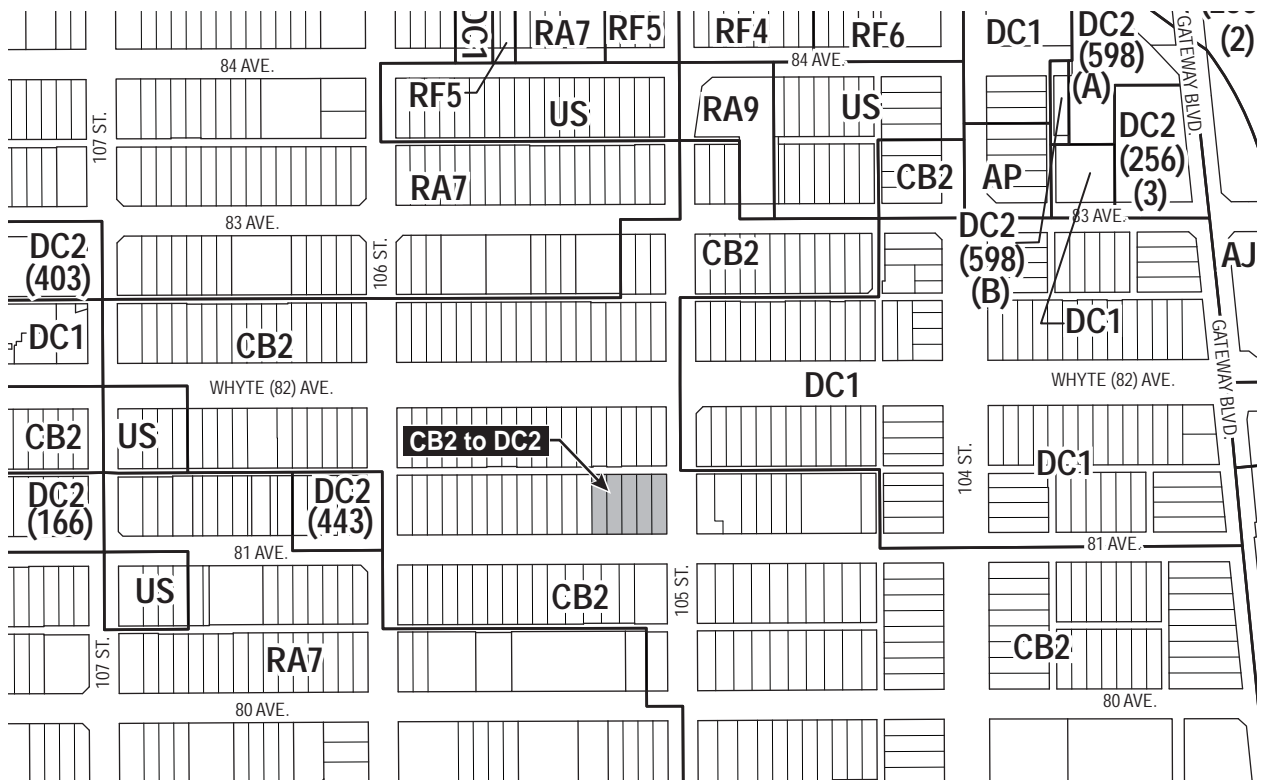
Sustainable Development recommends that Bylaws 17620 and 17621 be REFUSED as the application:

- does not align with the policies and intent of the Strathcona Area Redevelopment Plan;
- does not sufficiently meet the policies and objectives of various other Council approved plans and guidelines;
- would facilitate the demolition of a building on the inventory of historic resources in Edmonton and diminish the heritage value of a designated Provincial Historic Area; and
- will result in the overdevelopment of a constrained parcel within a mature neighbourhood in a manner that does not adequately address basic infill concerns for high rise development.

## **ATTACHMENTS**

2a Maps

Written by: Andrew McLellan  
Approved by: Tim Ford  
Sustainable Development  
April 18, 2016



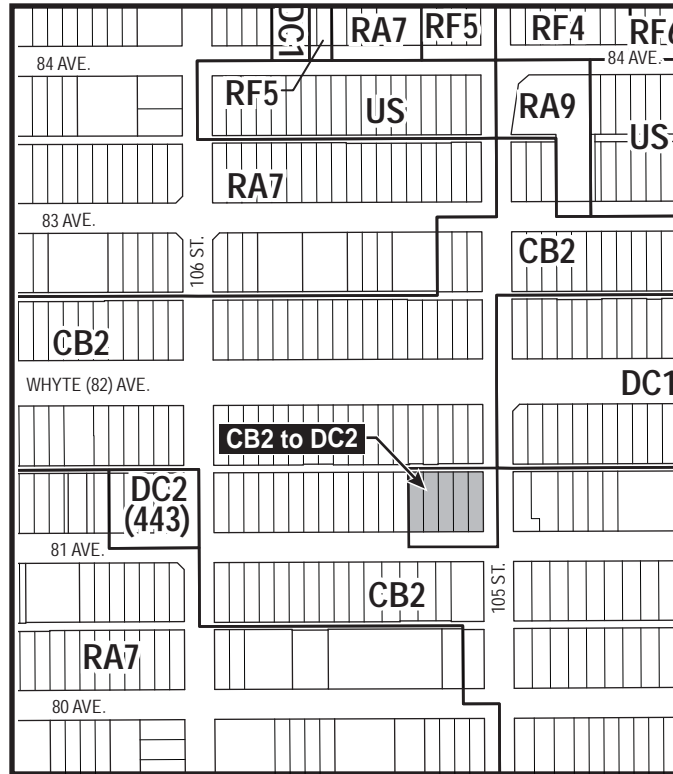
## SURROUNDING LAND USE ZONES



FILE: LDA15-0262  
 DATE: April 18, 2016  
 BYLAW 17621

### QUEEN ALEXANDRA, BYLAW 17621

Location: 10506, 10512, 10514 and 10516 – 81 Avenue NW



Proposed Rezoning from

 **CB2 to DC2**



The purpose of proposed Bylaw 17621 is to change the Zoning Bylaw from (CB2) General Business Zone to (DC2) Site Specific Development Control Provision; Lots 32-36, Block 63, Plan I, as shown on the attached sketch. The proposed DC2 Provision provides the opportunity for a mixed use development with commercial and high density residential uses that contributes to an active and inviting pedestrian oriented streetscape. The development could be a maximum of 55 metres in height (approximately 16 storeys) containing up to 209 residential dwellings. This proposed rezoning is accompanied by an associated proposed amendment to the Strathcona Area Redevelopment Plan (Bylaw 17620). Sustainable Development does not support this proposed bylaw.

## PROPOSED REZONING

FILE: LDA15-0262  
DATE: April 18, 2016