

**ATTACHMENT 2  
BYLAW 17251  
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FILE: LDA14-0557  
OLIVER  
WESTMOUNT**

<b>DESCRIPTION:</b>	ADOPTION OF THE 104 AVENUE CORRIDOR AREA REDEVELOPMENT PLAN  AMENDMENT TO THE OLIVER AREA REDEVELOPMENT PLAN  AMENDMENT TO THE WEST INGLE AREA REDEVELOPMENT PLAN
<b>LOCATION:</b>	Generally bounded by 111 Street NW on the east, 123 Street NW on the west, and one block north and south of 104 Avenue NW.
<b>LEGAL DESCRIPTION:</b>	Multiple Addresses
<b>APPLICANT:</b>	Sustainable Development
<b>OWNERS:</b>	Multiple Owners
<b>ACCEPTANCE OF APPLICATION:</b>	December 8, 2014
<b>EXISTING DEVELOPMENT:</b>	A variety including: commercial; institutional; light industrial/manufacturing; low, medium and high density residential; and park uses.
<b>SUSTAINABLE DEVELOPMENT'S RECOMMENDATION:</b>	<hr/> <p>That Bylaw 17251 to adopt the 104 Avenue Corridor Area Redevelopment Plan be APPROVED.</p> <p>That Bylaw 17252 to amend the Oliver Area Redevelopment Plan be APPROVED.</p> <p>That Bylaw 17253 to amend the West Ingle Area Redevelopment Plan be APPROVED.</p>

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## **BACKGROUND**

The City of Edmonton is planning for a more sustainable future by encouraging transit-oriented development around existing and future LRT stations. Plans for a city-wide LRT network have been created based on LRT's potential to influence development patterns and economic opportunities. Planning has begun for areas around some of these stations to realize the efficiencies and transformational potential of integrating transportation infrastructure and land use.

At the August 26, 2013, City Council Public Hearing, the following motion was passed:  
That Administration undertake a station area land use study for the planned LRT station along 104 Avenue and Oliver and work with the landowners to bring forward zoning that will facilitate long term development that meets the plans objectives.

Following Council's direction and upon review of current policies, Administration determined that an Area Redevelopment Plan was needed to properly address the planning issues and provide sound policy direction to guide future rezoning and development around planned LRT stations along 104 Avenue in Oliver.

In March of 2014, Administration initiated the project with the hiring of an expert consultant team and establishment of an internal stakeholder committee to assist in the preparation of an Area Redevelopment Plan for the 104 Avenue Corridor, between 111 Street NW and 123 Street NW, encompassing three future Valley Line LRT stations. The project publicly launched in June of 2014.

The 104 Avenue Corridor Area Redevelopment Plan provides a holistic vision and framework of policies and initiatives for the transformation and integration of the 104 Avenue Corridor into a transit supportive, sustainable community. Preparation and development of the ARP involved the community, property owners, key stakeholders, and advice from planning experts. The resulting policy framework provides direction to manage the area's redevelopment and ensure improvements to the following:

- mobility network
- public realm
- land use
- built form

## **DISCUSSION**

### **1. The Application**

This application contains three components:

Bylaw 17251 proposes to adopt the 104 Avenue Corridor Area Redevelopment Plan (ARP). The purpose of the 104 Avenue Corridor ARP is to establish a clear collective vision, with principles and policy directions to guide public and private redevelopments in response to market pressures. By ensuring the mobility network, land use, built form, and public realm improvements strengthen the area's economic sustainability, the ARP will contribute to the Corridor's evolution into a vibrant, high density, mixed-use district based on TOD principles, community input and history. The ARP also proposes the inclusion of the (DC1) Direct Development Control Provisions (Area 1, 4 and 5) of the Oliver ARP to ensure the in-term consistency of the existing zoning.

Bylaw 17252 proposes to amend the Oliver ARP to remove the applicable area (north of 103 Avenue, between 111 Street and the lane west of 123 Street) and update relevant maps and policy to conform with the adoption of the 104 Avenue Corridor ARP.

Bylaw 17253 proposes to amend the West Ingle ARP to remove the applicable area (south of 106 Avenue, between 121 Street and the lane west of 123 Street) and update relevant maps and policy to conform with the adoption of the 104 Avenue Corridor ARP.

### **2. Site and Surrounding Area**

The area incorporates several City blocks directly north and south of 104 Avenue, between 111 Street and the lane west of 123 Street in the Oliver Neighborhood. It also includes the eastern portion of the Westmount neighborhood south of 106 Avenue and west of 121 Street. The Corridor is approximately 58 hectares and is of sufficient size to accommodate transit-oriented development associated with the three future Valley Line LRT stations located at 112, 116, and 120 Street NW.

Carved out of portions of adjacent neighborhoods, the 104 Avenue Corridor is influenced by the surrounding neighborhoods' population and its growing demand for services within the area. Over 45,000 people live in the neighborhoods immediately surrounding the Corridor, with tens of thousands using 104 Avenue and its connecting road network to commute to and from other communities within the City and Capital Region.

On the Corridor's eastern boundary, MacEwan University, a growing urban campus brings thousands of students and staff to the area each day. Adjacent to the northern boundary is the North Edge, a former light industrial area within Queen Mary Park

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currently transitioning into an area of high density residential and employment uses. To the west is 124 Street, a popular tourist attraction and shopping street featuring an assortment of retail including restaurants, cafes, boutiques, and art galleries. Oliver to the south, is the city's densest residential neighborhood and is home to a diverse demographic. All of these adjacent communities make use of the commercial areas and services within the 104 Avenue Corridor.

## **ANALYSIS**

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

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

This application is in accordance with The Way We Grow policies, including:

- preparing transit oriented development (TOD) plans around future LRT stations;
- encouraging a greater portion of housing unit growth to locate in mature neighbourhoods and LRT stations where infrastructure capacity and services support redevelopment;
- promoting medium and higher density residential and employment growth around LRT stations to support the viability of transit service;
- accompanying residential density increases with enhancements to public spaces and the provision of additional open spaces and amenities;
- designing density, land uses and buildings to benefit from local transit service by minimizing walking distances and by providing safe and comfortable pedestrian streetscapes and high quality transit amenities.
- ensuring active transportation opportunities are included in plans and development proposals;
- designing streets, sidewalks and boulevards to provide safe, accessible, attractive, interesting and comfortable spaces for pedestrians, cyclists, and transit; and
- involving residents in pre-consultation and planning processes.

#### **b) City of Edmonton Transportation Master Plan – The Way We Move**

This application is in accordance with The Way We Move strategic directions to achieve the following:

- Integration of transportation and land use - an integrated approach to land use and transportation planning to support the creation of an efficient, sustainable, compact and vibrant city that maximizes the effectiveness of its investment in transportation infrastructure; and
- Enhancing the use of public transportation and active transportation modes - public transportation and active transportation modes are the preferred choice for

- more people making it possible for the transportation system to move more people more efficiently in fewer vehicles.

### **c) Transit Oriented Development Guidelines**

The 104 Avenue Corridor ARP was developed within the framework of the Transit Oriented Development (TOD) Guidelines which identify these three station areas as enhanced neighbourhood stations and as appropriate locations for higher density residential and commercial development. Both the TOD Guidelines and the 104 Avenue Corridor ARP encourage and support planning in advance to integrate transit and land use. The ARP provides direction for the implementation of design policies that align with the TOD Guidelines for land uses, building and site design, public realm, urban design and CPTED principles.

### **d) Winter City Strategy**

The Winter City Strategy provides a holistic approach to transform Edmonton into a more inviting, vibrant and prosperous place throughout the winter months. The document puts forward 10 social, cultural and economic strategies to improve quality of life in the City during winter. The 104 Avenue Corridor ARP was written through a winter lens and considers winter design outcomes in its policies for the mobility network, built form, and the public realm.

## **2. Civic Departments and Utility Agencies**

A Mobility Assessment was submitted in support of the ARP, which was accepted as satisfactory by Transportation Services.

A Municipal Servicing Study was completed to survey the existing sub-surface infrastructure. EPCOR Water and Financial Services (Drainage) have reviewed the report.

It is anticipated that a number of local watermain will require replacement due to deterioration from old age, outmoded technologies, and inadequate capacity to meet current fire flow requirements. The exact nature of these upgrades will be dependent on site specific development and determined at conceptual and preliminary engineering design stages. Land owners will be responsible for all costs associated with providing City standards of water supply including any changes to the existing water infrastructure prior to any redevelopment.

The 104 Avenue Corridor and surrounding neighbourhoods are primarily serviced by combined sewers, which often present overflow issues during major rain events. To

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address this issue and the general aging of the infrastructure, sewer separation is proposed. New development is required to provide separate waste water and stormwater facilities to the property line. This will allow an ease of connection when the neighbourhood combined sewer system is rehabilitated. There is no timeline for this rehabilitation. This new system will be supported by site-specific and district-wide low impact development approaches that require all developments to reduce run-off by providing on-lot stormwater storage or a combination of this with other stormwater management options such as green roofs, cisterns, over-sized storm pipes, and roof-top storage.

All comments from other affected Civic Departments and utility agencies have been addressed and there are no outstanding concerns regarding this proposal.

### **3. Edmonton Design Committee**

On February 3, 2015, The Edmonton Design Committee recommended support with conditions for the 104 Avenue Corridor Area Redevelopment Plan. All conditions have been incorporated into the proposed ARP.

### **4. Stakeholder Consultation**

Public consultation was incorporated into each phase of the 104 Avenue Corridor ARP's preparation. City of Edmonton Civic Departments and utility agencies were regularly consulted as technical experts during the development of the Plan. A robust consultation process was employed to engage with both the broader public and with key stakeholders.

Public engagement included:

- Three public open house workshops held with accompanying workbooks and online surveys.
  1. June 23, 2014. The purpose was to introduce the Corridor ARP project, outline the planning process, explain the benefits of Transit Oriented Development, and identify major issues and suggestions for change with the community. Approximately 85 people attended.
  2. September 17, 2014. The purpose was to share the results of the mobility network, market and infrastructure analysis and gather input, feedback, and direction to amend the set of guiding principles and set the preferred concept for future development. Approximately 70 people attended.
  3. February 2, 2015. The purpose was to present the draft ARP and gather feedback and input on the draft policies to effect changes. Approximately 75 people attended. Of the people in attendance and those that filled out the workbook and online survey, over 70% supported the major directions of the ARP.

- Three focused meetings with Community League (Oliver, Westmount, Queen Mary Park, Downtown) and Business Revitalization Zone (124 Street and North Edge) representatives.
- Meetings with MacEwan University representatives and presentation to its Campus Planning Commission.
- Ongoing meetings with major land owners.
- Over 35,000 notifications and flyers disseminated notifying surrounding neighbourhood of public meetings.
- Project website (over 4,500 unique page views) and social media notices.
- e-newsletter updates with over 100 subscribers.

Throughout the engagement, common comments included:

- support for new north-south connectivity and east-west greenway;
- support the focus on pedestrian safety, pedestrian crossings at key intersections and the LRT station hubs;
- identification of a lack of park spaces and request for a diversity of public spaces;
- recommendation for enhanced streetscaping along 104 Avenue and maintaining the character and street canopy throughout Oliver, new streets and developments;
- support of mixed uses, housing diversity and increased densities; and
- expression of concern over LRT crossings, reduction in vehicle capacity, and transition to lower scale developments.

Most of the concerns and suggestions for improvements have been addressed in the ARP. Concerns over the reduction of the vehicle capacity of 104 Avenue due to the approved Valley Line LRT alignment have been balanced with greater active transportation infrastructure and public realm improvements. Recommendations include: enhanced pedestrian experience along 104 Avenue, increase in bicycle connectivity, extension of the fine grained street network throughout the plan area, enhanced streetscaping, and pedestrian priority areas around LRT stations.

At the time of writing this report, letters from the 124 Street Business Revitalization Zone (May 18, 2015), Downtown Edmonton Community League (April 6, 2015), MacEwan University (March 31, 2015) were received outlining their support for the 104 Avenue Corridor ARP policies, its process, and engagement.

## **5. Implementation**

The Area Redevelopment Plan establishes a purposeful and focused implementation strategy towards the achievement of the vision. The strategy aims to improve

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connectivity, create a compact mixed-use destination, and enhance the area's public realm in support of walkability and transit use by proposing:

- Necessary Zoning Bylaw 12800 amendments.
- Aligning and guiding City, industry, and stakeholder action.
- Leveraging planned public investment.
- Assisting redevelopment and private investment opportunities.
- Monitoring the progress towards achieving the vision and objectives.

A series of key projects have been outlined to implement the ARP in section 5.0 of the ARP and in Attachment 2c of this report. Currently, funding for these projects does not exist. The priority and funding strategy for these projects will be further developed under the City's capital and operational budget process and in alignment with other corporate objectives.

## **JUSTIFICATION**

The Sustainable Development recommends that Bylaws 17251, 17252, and 17253 be APPROVED on the basis that the proposed plan:

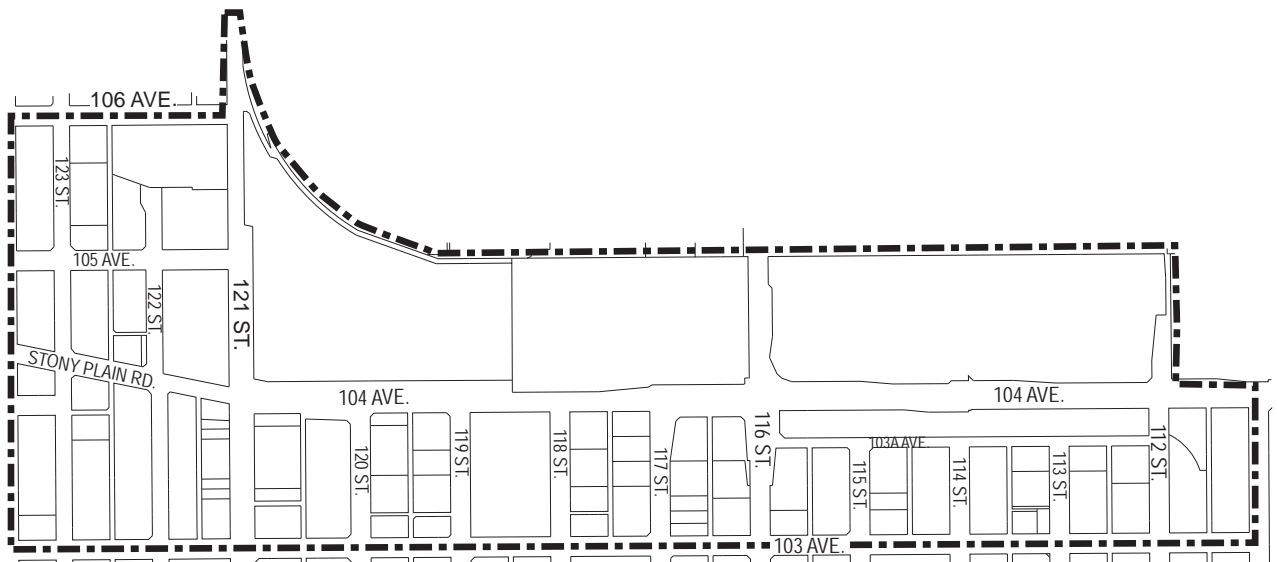
- Strongly aligns with city policy including the Municipal Development Plan (The Way We Grow), Transportation Master Plan (The Way We Move), and Transit Oriented Development Guidelines;
- Establishes a comprehensive vision and set of principles in support of transit-oriented development throughout the 104 Corridor;
- Respects the unique characteristics of the surrounding neighbourhoods while accommodating appropriate mixed use development over the long-term in support of greater housing choice, active transportation, transit ridership, urban design and community livability; and
- Meets the technical requirements of civic departments and utility agencies.

## **ATTACHMENTS**

- 2a Proposed 104 Avenue Corridor Area Redevelopment Plan – Bylaw 17251
- 2b 104 Avenue Corridor Executive Summary
- 2c Summary of key 104 Avenue Corridor Area Redevelopment Plan Administration-led Implementation Initiatives

Written by: Travis Pawlyk  
Approved by: Cathy Raftis  
Sustainable Development  
June 22, 2015





**BYLAW 17251**  
**104 AVENUE CORRIDOR**  
Area Redevelopment Plan

### 104 Avenue Corridor Area Redevelopment Plan Executive Summary

#### VISION

*As a gateway to Downtown, the 104 Avenue Corridor will evolve over the next 25 years towards a compact, well designed built environment incorporating a mix of uses in support of transit oriented development.*

#### INTRODUCTION

The City of Edmonton is planning for a more sustainable future by encouraging transit oriented development around existing and future LRT stations. Plans for a city-wide LRT network have been created based on LRT's potential to influence development patterns and economic opportunities. Planning has begun for areas around some of these stations to realize the efficiencies and transformational potential of integrating transportation infrastructure and land use.

#### THE IMPORTANCE OF 104 AVENUE

In March 2014, at the direction of City Council, Administration initiated planning for the 104 Avenue corridor to capture the growth potential along the future west leg of the Valley LRT Line. The Plan area is approximately 58 hectares and consists of the length of 104 Avenue generally bounded by 111 Street to the east and 123 Street to the west. Three future LRT stations located along 104 Avenue are planned at 112, 116, and 120 Streets. This high frequency of stations provide an opportunity for higher density residential, street oriented commercial retail, employment, urban parks and an urban street grid supportive of improved pedestrian and bicycle connectivity within the plan area and to the surrounding neighbourhoods of Oliver, Queen Mary Park, Westmount, and Downtown.

#### CHALLENGES

Given the industrial activities of the past, the current and future use of 104 Avenue as a high capacity transportation route, and the resulting built environment, the 104 Avenue corridor has evolved over time in a manner that presents major challenges including:

- 104 Avenue has become a barrier to north-south connectivity;
- Inadequate pedestrian and bicycle infrastructure;
- A lack of accessible and useable public realm amenities;
- Large format suburban style commercial development;
- A lack of diversity in housing choices;
- Aging and inadequate infrastructure; and
- Insufficient standard zoning regulations to support transit oriented development.

#### THE CORRIDOR PLAN

The preparation of the 104 Avenue Area Redevelopment Plan was carried out by Administration with the assistance of a consultant team, a cross departmental internal stakeholder committee, and an inclusive and robust public consultation process that drove the creation of the vision, guiding principles, and set of implementable policies.

The Plan goals and objectives align with the City's broader plans and policies articulated in *The Way Ahead*, *The Way We Grow*, *The Way We Move*, and *C565 Transit Oriented Development* which envision a denser, more sustainable livable city where people walk, cycle and use transit more.

The 104 Avenue Corridor Area Redevelopment Plan will transform the plan area from an auto-oriented suburban commuter gateway to downtown Edmonton, into a well-designed high density urban corridor that is accessible, compact, pedestrian friendly and offers a mix of uses. Leveraging public investment, the Plan directs the building of strategic partnerships to evolve the corridor and surrounding area into a sustainable community complete with destinations enjoyed by residents and visitors alike.

### POLICY PILLARS

Policies contained within the Area Redevelopment Plan are organized into four main groups: **mobility**, **public realm**, **land use**, and **built form**. By simultaneously building and working in concert with one another, these policies generate a system of interventions that advance the 104 Avenue Corridor towards a series of thoughtfully designed station hubs with intense activity connected by high quality public amenities.

*Mobility* – An improved mobility network is provided increasing the connectivity, convenience, and comfort along and across the Corridor to help support a modal shift and redevelopment. The policies within this section establish a priority on pedestrian and bicycle travel while recognizing the importance of vehicle travel and parking to support the area's economic health.

*Public Realm* – A high quality public realm designed to offer a range of experiences and improvements contributes to the identity and livability of the neighbourhood. Parks and open spaces within the Corridor are linked together and are designed to respond to the surrounding uses. The streets and lanes are opportunities for enhanced linear open space, continuing the distinct boulevard and tree canopy of Oliver, while 104 Avenue becomes a walkable urban avenue with expanded pedestrian priority areas within the station hubs.

*Land use* – Supporting vital commercial and office uses and nearby institutions with increased opportunities for a diverse range of residential development, the Corridor develops into a true mixed-use community. The 104 Avenue Corridor land use strategy is designed to accommodate the expected growth in population while guiding the transition of the Corridor into an urban, liveable and transit-supportive neighbourhood.

*Built-form* – An urban environment that is comfortable, inviting, walkable, livable and memorable is created through the focus on design and how buildings interact with the public realm and one another. Development height is concentrated along 104 Avenue and in particular within the station hubs, while sensitively transitioning to the surrounding neighbourhoods providing opportunities for infill development.

### IMPLEMENTATION

The 104 Avenue Corridor ARP will take place over a long period of time depending on funding, LRT construction and market driven development. The implementation plan will transition the corridor towards the ultimate vision, building upon the unique context of the plan area, community aspirations, market realities, and development of strategic partnerships to provide adequate mechanisms and leveraging of public investment to assist redevelopment.

### POTENTIAL TURNED INTO REALITY - THE 104 AVENUE CORRIDOR 2040

- Three distinct station hubs offer destinations that are activated by at-grade uses, intense development above, and high quality pedestrian priority areas;
- North-south streets are connected to provide better access to 104 Avenue, extend the street grid to create smaller development parcels, and stitch together the neighbourhoods of Oliver, Queen Mary Park, and Westmount;
- An east-west greenway improves connectivity and provides a unique experience for pedestrians and cyclists;
- LRT stations are connected to the City wide bicycle network;
- New and refreshed open spaces provide gathering places for the community;
- Enhanced streetscaping creates a positive pedestrian experience in the Corridor;
- Both horizontal and vertical mixed-use is development along and north of 104 Avenue;
- Retail commercial continues to serve the neighbourhood but in a more urban format;
- New housing provides for a broad socio-economic demographic; and
- Infill south of 104 Avenue compliments existing development.

## **Summary of key 104 Avenue Corridor Area Redevelopment Plan *Administration-led* Implementation Initiatives**

\*A full list of implementation items can be found in Section 5.0 of the 104 Avenue Corridor ARP.

### **Immediate timeframe**

1. Memorandum of Understanding (MOU) – Sustainable Development and Transportation Services
  - Cross departmental coordination and communication to ensure key ARP policies form part of future review of detailed design engineering of LRT within the Corridor.

### **Short / Medium timeframe**

2. Corridor Rezoning
  - Administration to undertake zoning analysis and rezoning of all properties in the Corridor to reflect ARP policies. Zoning is outlined in Section 5.2 Zoning Strategy of the ARP and will include:
    - general intent of each zone
    - special characteristics that reflect the distinctive features of each area
  - Where not acquired through other means, the zones must demonstrate:
    - provision of new road connection and design standards including pedestrian boulevard;
    - provision of new active transportation, greenway and design standard; and
    - provision of open space and design standards.
3. Capital and Supplementary Budget items
  - Opportunity exists to leverage enhanced streetscaping (street trees) coordinated with Neighbourhood Renewal Program (2015-2017) in the Westmount portion of the ARP (north of 104 Avenue, west and including 121 Street).
  - Purchase of lands north of the Plan area for future 114 Street connection to 105 Avenue.
  - Opportunity for additional Pedestrian Priority Areas around LRT stations to be coordinated during LRT design and construction.
4. Fund LRT Extension
  - If funding cannot be secured for entire Phase Two of the Valley line, explore line extension up to 120 Street.