



ADMINISTRATION REPORT **REZONING & PLAN AMENDMENT** BOYLE STREET

10434 & 10438 - 91 Street NW

To allow for a 6-storey multi-unit building.



RECOMMENDATION AND JUSTIFICATION

Administration is in **SUPPORT** of this application because it:

- increases residential density on a site close to the Downtown near the future Frequent Transit Network;
- implements an innovative program for residents without access to traditional parking stalls with subsidized transit passes for residents; and
- is compatible with its surrounding context between land zoned for high-rise development and low-rise development.

THE APPLICATION

1. BYLAW 19305 to amend the Boyle Street / McCauley Area Redevelopment Plan to amend a land use map to reflect the proposed rezoning and redesignate the site as being appropriate for a 6 storey apartment building.
2. CHARTER BYLAW 19306 to amend the Zoning Bylaw to rezone the site from the (RA7) Low Rise Apartment Zone to a (DC2) Site Specific Development Control Provision to allow for the development of a 6-storey apartment building.

In January of 2019, an application was submitted to rezone the site to a DC2 Provision that would allow for a 6-storey apartment building with a significant reduction in on-site parking. With a maximum density of 75 dwellings, the DC2 Provision proposed a total of 5 on-site parking stalls. In place of traditional parking stalls Administration worked with the applicant to develop alternative transportation measures to support active modes of transportation through the DC2 such as a transit pass program, dedicated car-share stalls, and additional bicycle parking. City staff held a public engagement drop-in session in December 2019 to obtain feedback from the surrounding landowners on the proposal. Following the engagement session, Administration received a notable volume of comments from surrounding landowners with concerns over the lack of the traditional parking.

Following these concerns, the applicant revised their application to require a minimum of 42 on-site parking stalls. While a substantial increase from the original proposal, this still represents a significant decrease in stalls that would otherwise be required as per the standards of the Zoning Bylaw for this type of development. As a result, a transit pass program is still required by the DC2 Provision to help mitigate impacts from the reduction in on-site parking. The details of the transit pass program can be found under the Technical Review section of this report.

Other key characteristics of the DC2 Provision include:

- **Max. Height:** 18 meters (6 storeys)
- **Max. Floor Area Ratio:** 3.5
- **Max. Density:** 75 units
- **Vehicular Access:** form the rear lane

SITE AND SURROUNDING AREA

The site is located on 91 Street NW, a dead-end street north of Jasper Avenue, and is currently occupied by two single detached houses. One of these houses, the West Residence, is on the Inventory of Historic Resources. Details on this building as it relates to the application are in the Planning Analysis section of this report.

The site is surrounded by residential development in a variety of built forms. To the west and north of the site are low rise apartment buildings. To the east, the site is adjacent to a row house-style building and a high rise apartment building.

Notable amenities in the immediate area include commercial and retail services along Jasper Avenue, as well as access to the ravine system and shared use path network. The site also has suitable access to alternative modes of transportation including frequent bus service along Jasper Avenue and 95 Street NW.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(RA7) Low Rise Apartment Zone	Two single detached houses
CONTEXT		
North	(RA7) Low Rise Apartment Zone	4 storey apartment building
West	(RF1) Single Detached Residential Zone	3 storey apartment building
South	(RA7) Low Rise Apartment Zone	Single detached housing
East	(RA9) High Rise Apartment Zone	2 and a half storey row housing 21 storey apartment tower 11 storey apartment tower



VIEW OF THE SITE LOOKING NORTH FROM 91 STREET NW



VIEW OF THE SITE LOOKING SOUTHEAST FROM THE REAR LANE

PLANNING ANALYSIS

LAND USE COMPATIBILITY

The site is currently zoned (RA7) Low Rise Apartment Housing which allows for the development of an apartment housing up to 4 storeys with limited commercial opportunities at ground level. This application proposed to rezone the property to a DC2 Provision is to allow for a strictly residential building (up to 6 storeys). A comparison between the current and proposed

zones is provided below. As indicated by the chart below, the DC2 Provision results in the increase in allowable height and Floor Area Ratio (FAR).

REGULATION	RA7 Zone (Current Zoning)	RA8 Zone (Comparable Zoning)	Proposed DC2 Provision
Minimum Density	45 dwellings/ha	75 Dwellings/ha	N/A
Maximum Density	N/A	N/A	75 Dwellings/ha
Max. Height (metres)	14.5 - 16.0	23.0	18.0
Floor Area Ratio (FAR)	2.3	3.0 - 3.3	3.5
Setbacks: North - Lane East - RA9 Site South - 91 Ave West - Lane	7.5 m 3.0 m 4.5 m 3.0 m	7.5 m 3.0 m 4.5 m 3.0 m	3.0 m 4.5 m 1.0 m 1.5 m

The impacts produced by the additional height and FAR permissions allowed under the proposed DC2 Provision are mitigated in large part due to the site context. The site is surrounded on three of its four sides by road right-of-way: 91 Street NW to the south and lanes to the west and north. These roadways act as buffers that help to mitigate the impacts of additional height and site coverage between this site and the existing surrounding development. The remaining eastern edge of the site shares a property line with an RA9 site where two towers and a row house are currently located.

The primary focus of concern is along this eastern edge due to the existing residential development. The proposed building will produce shadow and overlook towards this existing building as shown in Appendix 1. These shadows will occur during the afternoon and evenings throughout the majority of the year. Though not ideal, it is important to note that similar shadow impacts will also be produced by a building that could be built under the current RA7 Zone with a maximum height of 16.0 metres which is also illustrated by the shadow study.

To mitigate the shadow and overlook impacts to the property to the east, the DC2 Provision requires the building be set back a minimum of 4.5 metres from the eastern property line which keeps the building further away from the adjacent building's amenity areas. Roof-top amenity area is limited to the southern portion of the building and must be stepped back a minimum of 1 metre from the building's east facade to further reduce overlook from the eastern property.

BOYLE STREET / McCAULEY AREA REDEVELOPMENT PLAN

This site is located within the Jasper Avenue East Apartment Housing Sub-Area (Sub-Area 7) of the Boyle Street McCauley Area Redevelopment Plan (ARP). The policies of this sub-area

envision future redevelopment of this area with apartment housing from low to high rise apartments.

While this application generally conforms with the policies of this sub-area, the ARP designates this site as being appropriate for *Low Rise Apartments (up to 4 storeys)* on the Generalized Land Use Concept (Map 16 of the ARP). As such, an amendment to a land use map is required to re-designate this site as being appropriate for *Apartment Housing (up to six storeys)*.

HERITAGE

One of the houses currently located on this site, the West Residence, is registered on the Inventory of Historic Resources. It was built around 1906 and is historically significant for its Queen Anne style of architecture as well as the legacy of its builder, William R. West. A Condition Assessment was submitted by the applicant and reviewed by Administration prior to review of this application. The Executive Summary of the Condition Assessment Report for the West Residence is included in Appendix 2.

As a result of serious degradation of the building and costs associated with remediating the building up to a habitable standard, the Condition Assessment concluded that the building should be demolished.

EDMONTON DESIGN COMMITTEE

The Edmonton Design Committee (EDC) reviewed this application on September 4, 2019 and provided support with the following condition in relation to the text of the DC2 Provision:

- Clarification regarding the prominence and pedestrian scale of the proposed front entrance;
- All landscape edges, private/public transitions and screening on all sides of the building needs to be consistent;
- Clarify the purpose of the public or private access of the east walkway;
- Clearly identify, in text, how the development will respond to the historic nature of the site through the use of adaptive reuse of materials (eg. doors, landscaping, exterior materials); and
- Clearly identify a strategy for the provision of barrier free access to enter the building.

Additional clarification has been provided in addition to modifications to the DC2 Provision to address EDC's conditions.

The formal response letter from the Edmonton Design Committee is found in Appendix 3 to this report.

PUBLIC CONTRIBUTIONS

C582 - Developer Sponsored Affordable Housing

The proposed DC2 Provision provides the option for the City to purchase 5% of any proposed residential dwellings at 85% of the market price or receive an equivalent cash in lieu contribution.

C599 - Community Amenity Contributions

A required contribution for this proposal of \$61,313 is required to comply with City Policy C599 Community Amenity contributions in Direct Control Provisions. The proposed application complies with this policy through the provision of of at least two family oriented dwellings with the following characteristics:

- 3 or more bedrooms
- located below the third storey of the building;
- access to enhanced bulk storage; and
- direct access to a larger private amenity area in the form of a balcony or patio.

TECHNICAL REVIEW

PARKING AND TRANSIT PASS PROGRAM

The DC2 Provision proposes approximately a 46 percent reduction in on-site vehicle parking. To mitigate impacts from this reduction and to promote the use of alternative modes of transportation for residents, the DC2 Provision requires that the landowner implement a program that would provide subsidized transit passes for each dwelling that does not have access to a parking stall. Transit passes are to be offered at a reduced rate of at least 50% of the purchase price for a minimum of at least 3 years.

This program complements the development’s close proximity to Jasper Avenue and 95 Street NW, both identified as routes which make up the future Frequent Transit Network which will provide bus service every 15 minutes for 7 days a week.

Other notable requirements of the DC2 Provision include at least parking stalls dedicated for a car share program and additional bicycle parking.

PUBLIC ENGAGEMENT

<p>PRE-APPLICATION NOTICE December 4, 2018</p>	<ul style="list-style-type: none"> ● Number of recipients: 363 <p><u>As reported by the applicant:</u></p> <ul style="list-style-type: none"> ● Number of responses requesting more information: 3
<p>ADVANCE NOTICE November 21, 2019</p>	<ul style="list-style-type: none"> ● Number of recipients: 363 ● Number of responses with concerns: 4 ● Concerns included: <ul style="list-style-type: none"> ○ increased height, ○ traffic, parking and congestion
<p>PUBLIC ENGAGEMENT DROP-IN December 10, 2019</p>	<ul style="list-style-type: none"> ● Number of attendees: 21 ● Number of feedback received: 4

	<ul style="list-style-type: none">• Correspondence received after the public engagement event with concerns: 14 emails and 1 phone call <p>A summary of comments received at the public engagement event, and correspondence received following the event, can be found in the What We Heard Report attached as Appendix 4 to this report</p>
WEBPAGE	edmonton.ca/boylestreet

Following the public engagement session of December 10, 2019, Administration received a notable number of emails from concerned residents in the area. The primary concern was around the significant reduction in on-site parking. Concerns noted from area residents included negative impacts on on-street parking, traffic congestion and safety concerns for pedestrians.

To address these concerns, the applicant revised their application to increase the number of on-site parking stalls from 5 to 42.

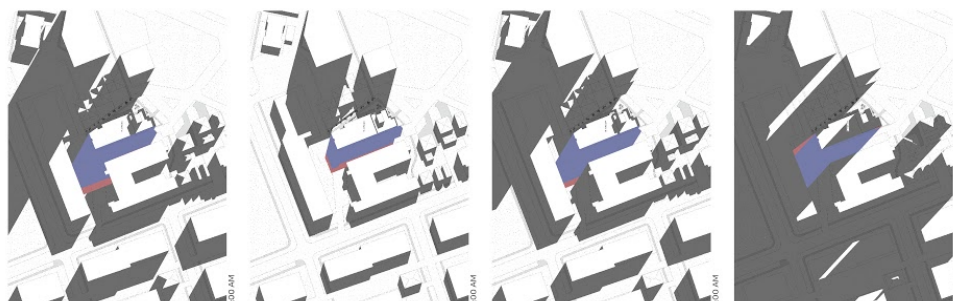
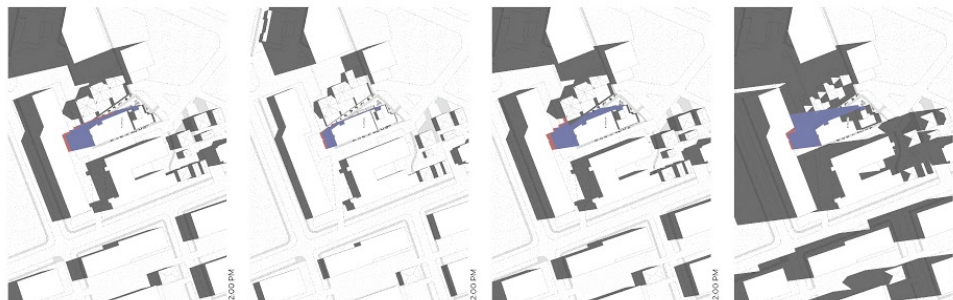
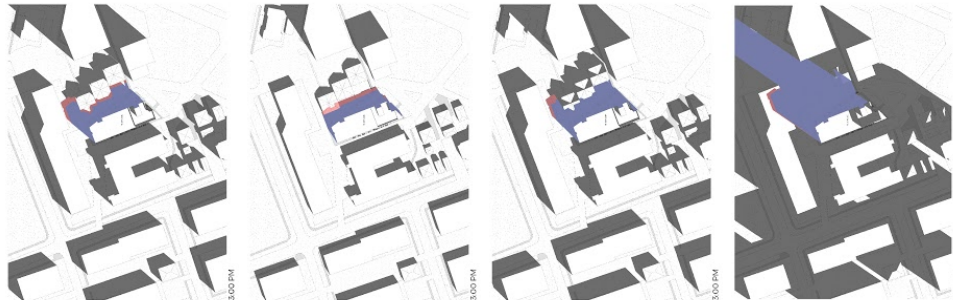
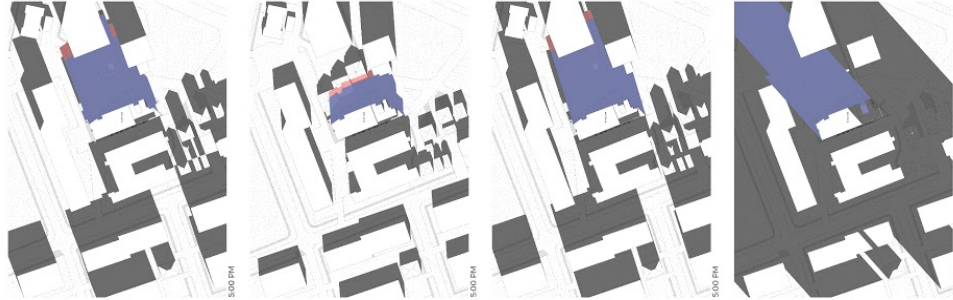
CONCLUSION

Administration recommends that City Council **APPROVE** this application.

APPENDICES

- 1 Shadow Study
- 2 Condition Assessment - West Residence
- 3 Edmonton Design Committee Letter
- 4 "What We Heard" Public Engagement Report
- 5 Application Summary

SUN SHADOW STUDY & COMPARISON TO EXISTING ZONING



Spring

Summer

Fall

Winter



1662437 Alberta Ltd.

WEST RESIDENCE CONDITION ASSESSMENT

RIVER LOT 20, 10434 91 STREET NW, EDMONTON

FEBRUARY 2020 - FINAL



EXECUTIVE SUMMARY

This report has been prepared for 1662437 Alberta Ltd. (the Client) at the request of the City of Edmonton, to describe the existing condition of the West Residence on River Lot 20, which is on the City of Edmonton's and Inventory of Historic Resources. The purpose of the Condition Assessment is to provide a record of existing conditions of the building to inform Council's decision in relation to the rezoning of the property. This report will form part of the documentation that is submitted for the City Council meeting, slated for April 2020.

The condition assessment describes the existing condition of the building, as examined by Next Architecture, Chernenko Engineering (Structural), AES Engineering (Electrical), and Switch Engineering (Mechanical) in October of 2019. The assessment reviews the building by its constituent parts and identifies their condition based on an overall rating of Excellent, Good, Satisfactory, Poor and Unacceptable.

The West Residence was constructed in 1906 and is currently owned by the Client and being used as a rental property with four low income suites. The building comprises a basement (not actively occupied), a main floor with two suites and a second floor with two suites. Various additions have been added to the building over time, including a second floor balcony on the east, basement and main floor lean-to on the north, and basement access stair enclosure at grade on the east.

In general, the building is in Poor to Unacceptable condition. The foundation of the building is compromised due to soil pressures and settlement, resulting in cracking and water ingress as well as bowing of the foundation walls. The foundation deterioration is the cause of most of the poor conditions seen throughout the remainder of the building. The exterior brick walls are cracking and losing mortar, the porch and various additions are sagging and leaning, and interior wall and ceiling finishes are cracked, mottled, and delaminating. Mechanically, both the HVAC and the plumbing systems are performing at 25% efficiency as the systems are fairly old. The electrical service also needs to be updated, various lighting issues addressed, and the power system upgraded to meet safety requirements.

Based on these conditions observed on site, both the consultant team and the Client believe that integration of the building into the new construction would prove very costly as the existing building is deteriorating beyond repair. As the building currently stands, there are also a number of life safety and health concerns apart from the above noted conditions.

A very high level Rough Order of Magnitude (ROM) cost estimate was prepared by the consultant team for remediation of the building, to the tune of \$1,077,000. This amount does not fully capture conditions that were not visible in the wall, floor, and roof assemblies. The ROM cost estimate can vary up to -25% to +75%.

Based on the high value of work to be completed at a minimum to stabilize and repair the building to an acceptable condition, the consultant team recommends that the building be demolished.

At this stage, the project proposal will be going before City Council to gain approval in relation to the proposed rezoning. Following this, the proposal to demolish the building and construct the new development will need to be approved by the Development Authority. The project will proceed into Design Development once approvals are received and a consulting team and Construction Manager (if desired) will be appointed to the project. Geotechnical and hazardous materials surveys will need to be prepared to support the structural design of the new building and the existing building demolition respectively.

The building can be demolished once the hazardous materials procedures and demolition package are reviewed and approved by the City and a demolition permit issued. In tandem, the Client will prepare designs for the new building and submit for Development Permit.

Note that at this time there are currently no detailed records or drawings available for the West Residence building. Should the City of Edmonton desire, Next can laser scan the building for the City and prepare a full drawn record of the building (above and beyond the elevations required for the DP application) to APT Low Level Recording standards for posterity.



EDMONTON ♦ DESIGN ♦ COMMITTEE

September 4, 2019

Mr. Peter Ohm, Chief Planner
City Planning, Urban Form and Corporate Strategic Development
7th Floor, 10111 - 104 Avenue NW
Edmonton, AB T5J 0J4

Dear Mr. Ohm:

Re: **RL20 Affordable Housing (Rezoning)**
Victoria Mantha-Blythe - Next+ Architecture

As determined by the Edmonton Design Committee at the meeting on September 3, 2019, I am pleased to pass on the Committee's recommendation of support with conditions for the RL20 Affordable Housing submitted by Next+ Architecture.

The Applicants need to provide an improved set of documents which ensure that the text, the appendices and the drawings all provide consistency throughout - our specific concerns include the following:

- **Clarification regarding the prominence and pedestrian scale of the proposed front entrance;**
- **All landscape edges, private/public transitions and screening on all sides of the building needs to be consistent;**
- **Clarify the purpose of the public or private access of the east walkway;**
- **Clearly identify, in text, how the development will respond to the historic nature of the site through the use of adaptive reuse of materials (eg. doors, landscaping, exterior materials); and**
- **Clearly identify a strategy for the provision of barrier free access to enter the building.**

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,

Edmonton Design Committee

A handwritten signature in black ink, appearing to read "Wes Sims", followed by a period.

Wes Sims
Architect AAA
EDC Chair

WS/ps

- c. Victoria Mantha-Blythe - Next+ Architecture
- Stuart Carlyle - City of Edmonton
- Travis Pawluk - City of Edmonton
- Edmonton Design Committee

WHAT WE HEARD REPORT

Public Engagement Session Feedback Summary LDA19-0005 - Boyle Street

PROJECT ADDRESS: 10434 and 10438 - 91 Street NW

PROJECT DESCRIPTION: Rezoning from (RA7) Low-Rise Apartment Zone to a (DC2) Site Specific Development Control Provision to allow for a mid-rise residential building. In place of traditional parking stalls, the proposal offers alternative transportation measures to support active modes of transportation for future residences.

PROJECT WEBSITE: https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/river-lot-20-multi-unit-housing.aspx

TYPE OF ENGAGEMENT	DATE	# OF ATTENDEES / FEEDBACK TYPE
Public Engagement Drop-in (City-led)	December 10, 2019	21 attendees 4 sticky notes with feedback **Following the Public Engagement Drop-in event, 14 emails and 1 phone call were received with additional feedback

ABOUT THIS REPORT

The information in this report includes feedback gathered during the December 10, 2019 public engagement drop-in session. This report is shared with everyone who has emailed the file planner directly, and all attendees who provided their email address or mailing address during the event. This summary will also be shared with the applicant and the Ward Councillor.

If/when the proposed rezoning and plan amendment advances to Public Hearing, this report will be included in the information provided to City Council for their consideration.

MEETING FORMAT

The meeting format was a drop-in engagement session where attendees were able to view display boards with project information. Participants were encouraged to ask questions of City staff, the applicant, and the developer. Participants were invited to share their feedback on a “Graffiti wall” by offering responses to the following questions:

- What do you like about this application?
- What do you not like about this application?

A total of 4 sticky notes with feedback were received on the “Graffiti Wall”.

Additional written feedback forms were also made available for attendees to provide more comprehensive feedback relating to the application. No forms with feedback were received. Following the engagement session, 1 phone call and 14 emails were received providing additional feedback.

The comments & questions that were received are summarized and sorted by main themes below.

WHAT WE HEARD

The concerns heard were:

Lack of Traditional Parking Stalls

- This will reduce the availability of on-street parking as overnight visitors will have no other option but park on the street
- On-site parking availability is necessary for people with disabilities, the elderly and families with children
- Biking as an alternative to driving is not a year-round option, especially during the winter months

- Edmonton's transit system is not evolved enough where it can viably replace the private automobile as a means of getting around conveniently
- If on-street parking increases as a result of this, the city's ability to clear snow in the winter months will be impacted
- On-street parking is already at a premium during events at Commonwealth Stadium and Roger's Place
- Amenities, such as a grocery store, are not within walking distance of this site.
- Adjacent residential buildings are already experiencing issues with non-visitors parking in designated visitor parking stalls
- Without providing traditional on-site parking stalls, the applicant is passing the cost of parking on to the City and the neighborhood who will be dealing with the impacts of this for years to come
- Further congestion of on-street parking will have safety implications for pedestrians, particularly for young children who attend the St. Teresa of Calcutta Elementary School located one block north of this site
- The closest LRT stop is approximately 1 to 1.2 km away (13-15 minutes by foot) which cannot be considered 'walking distance'
- The alternative transportation measures to support active modes of transportation proposed by this development will not mitigate the impacts created by having no traditional parking stalls
- Illegal parking will likely occur in the adjacent alleys
- Unclear what will happen after 3 years when there is longer an obligation to provide transit passes to residents of the building
- Dedicated bike lanes are not close enough to the site

Proposed Height

- Views from the surrounding residential buildings will be impacted by additional height
- Sunlight will be blocked, particularly for townhouse building to the northeast of this site
- A building on this site should be no taller than 2 or 3 storeys

West Residence

- The West Residence is of significant historical value and listed on the Inventory of Historic Resources in Edmonton. Efforts should be made to preserve it
- It is one of the few remaining examples of Queen Anne houses in the city

Other

- Surrounding property values will be negatively affected if the development is allowed to proceed
- This development is likely to provide below-market housing which will impact the area's desirability
- It should be recognized the neighborhood already carries its fair share of below-market housing
- There are better locations throughout the city to accommodate this type of development
- This is not a suitable location for additional density
- The review of this application should be delayed until the City's review of the area's Residential Parking Program is completed
- The City should be supporting development in this area that is family-oriented - as directed by the Boyle Street / McCauley Area Redevelopment Plan

ANSWERS TO QUESTIONS

1. How will the feedback from this event be used?
 - Feedback collected from public engagement events are used for three main purposes:
 - to inform conversations with the applicant about making revisions to the application to address concerns raised;
 - to collect local insight and ensure that the City's planning analysis considers all applicable factors; and

- to inform Council on the feedback received so they have an understanding of the opinions of residents prior to making a decision on the application.

2. Will there be below-market housing?

- This is generally not something that is considered through zoning and is left up to the landowner to determine. However, the DC2 Provision is required to comply with City Policy C582 (Developer Sponsored Affordable Housing) which provides the option for the City to purchase 5% of any proposed residential dwellings at 85% of the market price or receive an equivalent cash in lieu contribution.

3. Will there be kitchens?

- Yes, each unit will be required to include a kitchen. Though the interior of buildings are not generally contemplated through direct control zoning, the definition of "Dwelling" in the Zoning Bylaw (which applies to this proposed building) states that a dwelling shall be: *"a self contained unit comprised of... a principal kitchen for food preparation, cooking, and serving..."*. As the development proposes up to 75 dwellings, each of those dwellings will need to provide its own kitchen area. To this end, detailed floor plans are not required at this stage, and will be submitted at the Development Permit stage for review by a Development Officer who will ensure that each unit functions as per the definition of Dwelling. The floor plans shown to-date are conceptual at this point in time.

If you have questions about this application please contact:

Stuart Carlyle, Planner
780-496-6068
stuart.carlyle@edmonton.ca

APPLICATION SUMMARY

INFORMATION

Application Type:	Plan Amendment & Rezoning
Bylaw & Charter Bylaw:	19305 & 19306
Location:	along 91 Street NW, north of Jasper Avenue
Addresses:	10434 & 10438 - 91 Street NW
Legal Descriptions:	Lots 3A & 4A, Block 1A, Plan 1297MC
Site Area:	1,635 m ²
Neighbourhood:	Boyle Street
Notified Community Organizations:	Boyle Street Community League
Applicant:	Next Architecture

PLANNING FRAMEWORK

Current Zone:	(RA7) Low Rise Apartment Zone
Proposed Zone:	(DC2) Site Specific Development Control Provision
Plan in Effect:	Boyle Street / McCauley Area Redevelopment Plan
Historic Status:	Inventory of Historic Resources - West Residence

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