



# ADMINISTRATION REPORT REZONING & PLAN AMENDMENT GARNEAU

## 10757 - 83 Avenue NW

To allow for a 6 storey addition to Douglas Manor, a designated Municipal Historic Resource.



## RECOMMENDATION AND JUSTIFICATION

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

- helps ensure the ongoing use and viability of Douglas Manor, a designated Municipal Historic Resource;
- increases the residential density of the area in a way that is compatible with the surrounding built form and the historic building; and
- supports the use of alternative modes of transportation including transit and bicycles.

## THE APPLICATION

1. BYLAW 19021 to amend the Garneau Area Redevelopment Plan to exempt this site from the current policy maximum height of 4 storeys to allow for 6 storeys.
2. CHARTER BYLAW 19022 to change the zoning of the site from the (RA7) Low Rise Apartment Zone to a (DC1) Direct Development Control Provision.

The purpose of the proposed DC1 Provision is to recognize the designation of Douglas Manor as a Municipal Historic Resource while allowing an addition to the building. The proposed addition would be primarily to the south of the existing structure in the form of a 6-storey residential building with potential commercial uses facing 108 Street at ground level. With the addition, the zoning would allow a total of 57 residential dwellings on the site. No vehicular parking would be provided for the building.

## SITE AND SURROUNDING AREA

This site is within one block of both Whyte Avenue and 109 Street, both Arterial Roads, Transit Avenues and Frequent Bus Routes connecting the University of Alberta educational and healthcare campuses with core neighbourhoods to the south and east. The surrounding built form varies from single detached houses to low rise apartments with high rise apartments also nearby.



AERIAL VIEW OF APPLICATION AREA

	<b>EXISTING ZONING</b>	<b>CURRENT USE</b>
<b>SUBJECT SITE</b>	(RA7) Low Rise Apartment Zone	Low Rise Apartment Housing (Douglas Manor)
<b>CONTEXT</b>		
North	(RA7) Low Rise Apartment Zone	Single Detached Housing
East	(RA7) Low Rise Apartment Zone	Low Rise Apartment Housing
South	(CB2) General Business Zone	Low Scale Commercial
West	(RA7) Low Rise Apartment Zone	Low Scale Commercial & Single Detached Housing



VIEW OF SITE FROM 108 STREET FACING NORTHEAST



VIEW OF SITE FROM 83 AVENUE FACING SOUTH

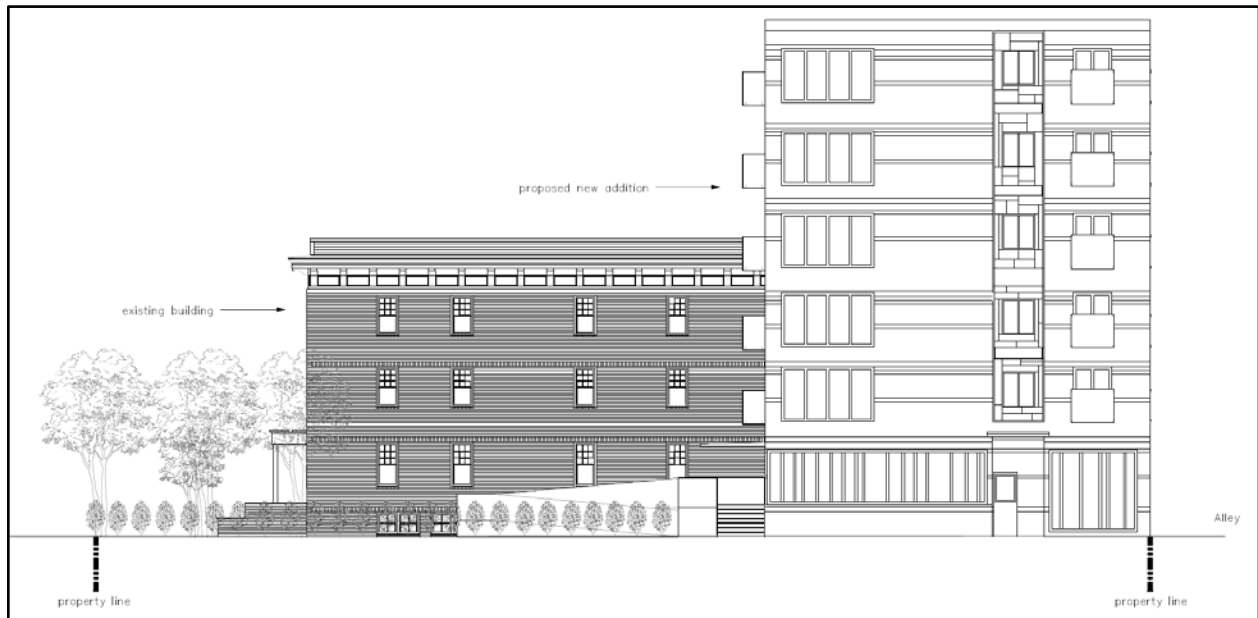
## PLANNING ANALYSIS

### LAND USE COMPATIBILITY

The proposed DC1 Provision introduces a number of commercial use opportunities to this site that are not currently allowed in the existing RA7 Zone. These include General Retail Stores, Government Services, Hotels, Restaurants, Secondhand Stores and Specialty Food Services. These uses are only allowed within the proposed addition to Douglas Manor, ensuring they will be small scale and that the primary use on the site will continue to be residential. It is common to expand opportunities for uses in association with the designation of a municipal historic resource as increased opportunities help ensure the site is active and maintained. All of these uses are also either permitted or discretionary within the (CB2) General Business Zone to the south along Whyte Avenue.

## BUILT FORM ANALYSIS

The existing Douglas Manor is a 3.5 storey building with an approximate height of 11.5 m. The proposed 6 storey addition situates itself primarily to the south with a portion wrapping the southwest corner. 83 Avenue is a residential street with single detached housing across from the site and 108 Street is more commercially focused with no residential uses on this block, other than Douglas Manor. As such, the transition from the 6 storey addition is more important relative to 83 Avenue. The 6 storey portion is required to be 25.0 metres from 83 Avenue meaning it will essentially not be visible from this avenue. On the March and September equinoxes, the shadow will just touch the north side of 83 Avenue, just as the existing Douglas Manor already does, resulting in no significant change in sunlight for the properties to the north.



PROPOSED WEST ELEVATION SHOWING EXISTING HISTORIC BUILDING AND ADDITION

## PLANS IN EFFECT

This site is within Sub Area 2 of the Garneau Area Redevelopment Plan, where the majority of the Sub Area is intended to be for Walk Up Apartments and Stacked Row Housing. The objectives of the Sub Area relative to residential land uses are to maintain an area in the neighbourhood for adult-oriented housing, encourage design innovation in future developments and ensure that future redevelopment is compatible with existing development. To achieve these objectives, there is a policy that currently limits building height to 4 storeys, except when a site is adjacent to an already existing building of 5 storeys or more in which case 5 storeys is allowed.

The proposed amendment to the plan would allow for the height to be increased to 6 storeys on this site only. It is concluded that allowing 6 storeys here in order to ensure the retention and ongoing viability of a Municipal Historic Resource is acceptable and still contributes to achieving the objectives for residential development in the plan. This is due to the specific site



location, the proposed location of the taller portion of the building and the very small floor plate of the addition.

## **HERITAGE**

Douglas Manor is significant for its use as a prominent residential building that has accommodated a variety of owners, occupants, and uses over the course of 104 years, and is associated with the development of the City of Edmonton in the First World War period. It is also valued for its connections to the Catholic Archdiocese of Edmonton, through its use as a seminary, the headquarters of Bishop Emile Legal, and later, as the St. Mary's Home for Boys.

The building is a good example of the Edwardian Style of architecture with simplified classical details such as the pressed metal cornice with wood-clad parapet above. Other significant design elements include the brick cladding, regular fenestration pattern on all four elevations, and an elevated front entrance on 83 Avenue.

Douglas Manor was designated as a Municipal Historic Resource by Bylaw 18939 on September 24, 2019.

## **EDMONTON DESIGN COMMITTEE (EDC)**

Although this is a Direct Control rezoning within their geographic area of review, the Edmonton Design Committee did not review this rezoning application. It was determined by Administration that a rezoning of this nature, where the primary purpose is in response to a historic designation, did not warrant EDC review at this stage. At the Development Permit stage, the application for the addition to the historic building will be reviewed by EDC and will also be required to comply with the General Guidelines for Rehabilitation contained in the Municipal Designation Bylaw for Douglas Manor and the Standards and Guidelines for the Conservation of Historic Places in Canada.

## **PUBLIC CONTRIBUTIONS**

### C582 - Developer Sponsored Affordable Housing

The proposed DC1 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, if units are sold and not rented.

### C599 - Community Amenity Contributions

A contribution for this proposal of \$51,781.89 is required to comply with City Policy C599 Community Amenity contributions in Direct Control Provisions. The proposed application complies with this policy through the preservation of the original Douglas Manor and the commitment associated with the Municipal Designation Bylaw of the owner contributing approximately \$381,000 towards the restoration of the existing historic building.

## TECHNICAL REVIEW

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

### PARKING

A Parking Study was submitted by the applicant and reviewed by the City in support of this application. The study notes that the vast majority of units are intended to be developed as micro-units, which are affordable and tend to have very low demand for vehicular parking. Of the existing 15 tenants, only two use a parking space. Projecting this demand onto the redevelopment would require approximately 8 spaces.

The proposed DC1 Provision does not require any on site vehicular parking spaces for the proposed 57 units. The current 6 surface spaces accessed off the lane are to be displaced by the proposed addition and due to the limited floor plate of the addition and the desire to protect Douglas Manor, it is not practical to excavate and provide vehicular parking spaces underground.

The study suggests that prospective tenants will make the decisions as to whether or not the lack of a dedicated off-street parking space is appropriate for them. On-street parking in the area is relatively limited and well-utilized due to on-street parking typically being limited to one side of the street, the 83 Avenue bike lanes (which removed parking entirely from the adjacent blocks), and the medium density nature of the area. The study finds that while there is capacity to absorb any minor demand generated by the development, the limited supply will further discourage prospective tenants that own or need a vehicle, from choosing this development.

Further to this, the development provides an exceptionally high level of bicycle parking by requiring a bicycle rack in every unit, as well as 12 secure communal indoor bicycle parking spaces and 6 visitor bicycle parking spaces outside. The study also notes a number of locational attributes in the area that will contribute to the development's viability as 'car-free', such as:

- The site is well-served by transit as both Whyte Avenue and 109 Street are designated Transit Avenues with 13 bus stops within an approximate 400 metre radius;
- There is a two-way bicycle track along 83 Avenue abutting the site as well as along 106 Street two blocks away, assigned on-street bike routes on 80, 81, 84 and 85 Avenues and a northbound bus/taxi/bike lane on 109 Street; and
- The site lies within the Pogo car share area and the Electric Scooter sharing area, allowing residents and visitors of the area to enjoy convenient access to these shared fleets.

## PUBLIC ENGAGEMENT

<b>ADVANCE NOTICE</b> March 25, 2019	<ul style="list-style-type: none"><li>● Number of recipients: 243</li><li>● Number of responses: 5</li><li>● Number of responses in support: 0</li><li>● Number of responses with concerns: 5</li><li>● Common comments included:<ul style="list-style-type: none"><li>○ Height change from 4 to 6 storeys not in character with the area</li><li>○ Concerns about the building having no vehicular parking and what that would do to the street parking and parking congestion in the area.</li></ul></li></ul>
<b>WEBPAGE</b>	<ul style="list-style-type: none"><li>● <a href="https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/garneau-planning-applications.aspx">https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/garneau-planning-applications.aspx</a></li></ul>

## CONCLUSION

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

## APPENDICES

- 1 Application Summary

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Plan Amendment, Rezoning
Bylaw/Charter Bylaw:	19021, 19022
Location:	Southeast corner of 83 Avenue NW & 108 Street NW
Address:	10757 - 83 Avenue NW
Legal Description:	Lots 19-20, Block 132, Plan RN4
Site Area:	812 m <sup>2</sup>
Neighbourhood:	Garneau
Notified Community Organizations:	Garneau Community League Queen Alexandra Community League Central Area Council of Community Leagues
Applicant:	ROIS Investments

### PLANNING FRAMEWORK

Current Zone and Overlay:	(RA7) Low Rise Apartment Zone
Proposed Zone:	(DC1) Direct Development Control Provision
Plan in Effect:	Garneau Area Redevelopment Plan
Historic Status:	Douglas Manor is a Designated Municipal Historic Resource (Bylaw 18939 - Approved September 24, 2019)

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Branch:	Development Services
Section:	Planning Coordination