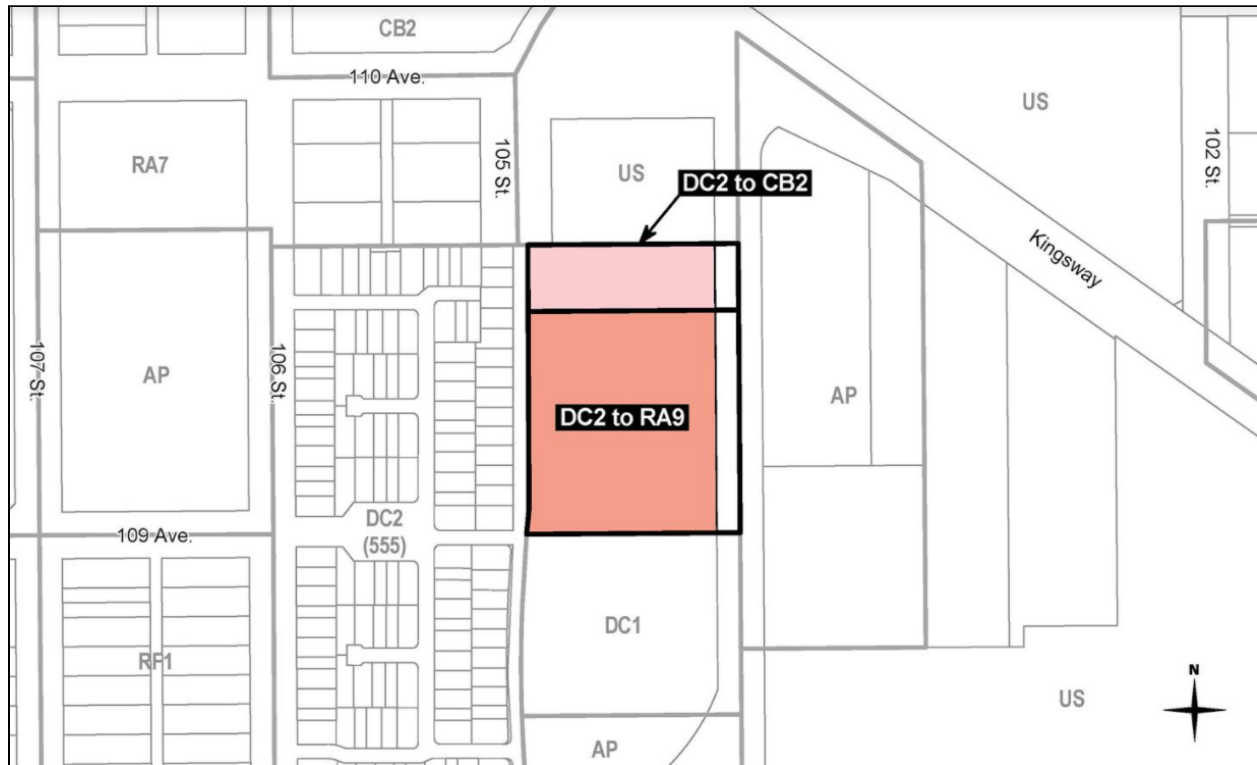




## ADMINISTRATION REPORT **REZONING** CENTRAL MCDOUGALL

### 10911 - 105 STREET NW



**Recommendation:** That Charter Bylaw 19675 to amend the Zoning Bylaw from (DC2.1098) Site Specific Development Control Provision to (CB2) General Business Zone and (RA9) High Rise Apartment Zone be APPROVED.

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

- allows for a mix commercial and high-rise residential at the edge of a neighborhood and in close proximity to transit;
- is in alignment with the City Plan which designates the area as Major Node which supports a mix of uses, including high-rise and mid-rise buildings; and
- is generally compatible with surrounding development.

## Report Summary

This land use amendment application was submitted by Situate Inc. on December 3, 2020 on behalf of the Polish Heritage Society of Edmonton. This application proposes to change the zoning of a parcel of land from a (DC2) Site Specific Development Control Provision to (CB2) General Business Zone and (RA9) High Rise Apartment Zone.

The proposed CB2 Zone will allow for a wide range of commercial uses with the opportunity for residential uses as well. As this Zone is applied only to the northern portion of the subject site, it is appropriately located as far from the existing adjacent residential uses as possible, and closer to the major roadway (Kingsway Avenue NW) where it maintains good visibility and accessibility.

The proposed RA9 Zone allows for high rise residential development with limited commercial opportunities at the ground level. As this Zone is applied to the majority of the subject site, it introduces significant residential development opportunities that could yield up to two high-rise towers. Though this site is in close proximity to existing single detached housing (along the site's western boundary), shadow impacts from these taller buildings will largely be felt by non-residential properties to the north and east.

This application is supported by the City Plan which designates this area as a Major Node. A major node is a large-scale urban centre that serves multiple districts and is typically anchored by public institutions and significant employment centres. Major nodes capitalize on excellent transit access and support higher density development and a wide mixture of land uses. Typical building types in Major Node's are high-rise and mid-rise development.

## The Application

**CHARTER BYLAW 19675** to amend the Zoning Bylaw from (DC2) Site Specific Development Control Provision to (CB2) General Business Zone and (RA9) High Rise Apartment Zone.

The proposed CB2 Zone will be applied to the northern portion of this site, while the proposed RA9 Zone will be applied to the rest of the site. Key development characteristics of each zone are as follows:

### CB2 Zone:

- a maximum height of 16.0 m (approximately 4 storeys);
- a maximum Floor Area Ratio of 3.5; and
- No maximum density for residential uses, if pursued.

The applicant's stated intent for this zone is to develop a Polish Cultural Heritage Centre as a principal use with complimentary secondary uses such as a restaurant, dance studio, library, museum, offices, and classrooms.

RA9 Zone:

- A maximum height of 69.0 m (approximately 20 to 23 storeys);
- A maximum floor area ratio of 4.3; and
- Up to 622 residential dwellings.

The applicant's stated intent for the RA9 Zone is to allow the landowner the option to pursue a multi-unit residential building in the future.

## **Site and Surrounding Area**

The 1.47 hectare site is located within the northern edge of the Central McDougall neighbourhood, along 105 Street NW and south of Kingsway Avenue NW. Surrounding the site is a townhouse complex to the west, the Prince of Wales Armory building to the south, the Polish Hall to north and the school field space to the east (associated with the Victoria High School and Centre for Education buildings).

Beyond the immediate surroundings, there are two significant employment anchors to the north and northwest: the Royal Alexandra Hospital and Kingsway Mall.

The site has good access to alternative modes of transportation, with an LRT stop and Transit Centre located within 200 metres of this site and a bike route that runs along the east side of the site.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	(DC2.1098) Site Specific Control Provision	Non-Accessory Parking Lot
<b>CONTEXT</b>		
North	(US) Urban Services Zone	Polish Hall
East	(AP) Public Parks Zone	School Field Space
South	(DC1) Direct Development Control Provision	Prince of Wales Armory
West	(DC2.555) Site Specific Control Provision	Town housing complex



VIEW OF THE SITE FROM 105 STREET NW, LOOKING SOUTHEAST

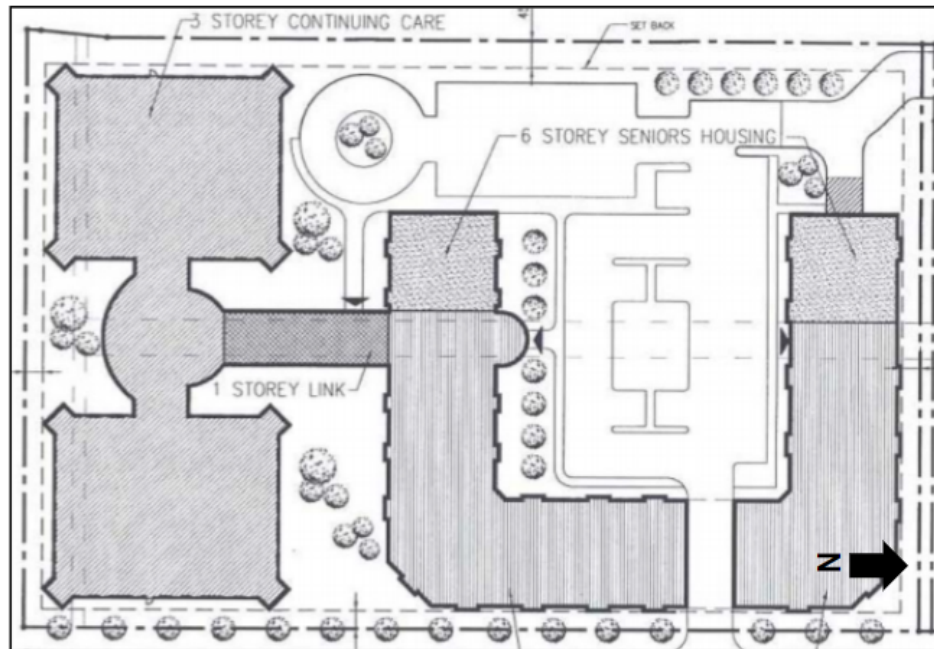


VIEW THROUGH THE SITE, LOOKING SOUTH

## Planning Analysis

The site is currently zoned DC2.1098, the purpose of which is to allow for non-accessory parking on a temporary basis (expiring in 2025). Additionally, the current zoning also allows for medium density housing with community oriented services. The site is currently operating as a surface parking lot used for non-accessory parking. Should the proposed rezoning be approved and the development of this site occur in phases, the remaining non-accessory parking would be subject to the rules of the Zoning Bylaw.





SITE PLAN FOR DC2.1098 SHOWING THE APPROVED MULTI-UNIT HOUSING CONFIGURATION

There are two new zones proposed for this site: the (RA9) High Rise Apartment Zone and the (CB2) General Business Zone. The CB2 Zone, which applies to the northern portion of this site, allows for commercial business development at locations with good visibility and accessibility to major public roadways. The RA9 Zone, which will apply to the majority of this site, allows for high rise residential buildings that contain active residential or non-residential frontages at ground level. There is currently an associated subdivision application under review by the City which separates a portion of the CB2 Zone area from the rest of the RA9 Zone area.

Because this application proposes standard zoning, there are no building details (site plan / building elevations) unlike the existing DC2 Provision. Instead each proposed zone offers a variety of development regulations that can be pursued by the landowner in a number of different scenarios. Below is an analysis of each proposed zone based on the maximum building intensity that could be developed in each area, including the list of uses permitted within each zone.

## PROPOSED CB2 ZONE

The proposed CB2 Zone will allow for a wide range of commercial uses with the opportunity for residential uses as well. The CB2 Zone is intended to be applied to land that has good visibility and accessibility to major roadways. Additionally, the Main Streets Overlay (MSO) will also apply, which seeks to strengthen the pedestrian-oriented character of Edmonton's main street commercial areas that are located in proximity to transit-oriented areas through visual interest. A comparison between the current DC2 Provision and the proposed CB2 Zone is provided in the table below.

	<b>DC2.1098 Provision</b> <i>Current</i>	<b>CB2 Zone &amp; MSO</b> <i>Proposed</i>
<b>Principal Building</b>	Mid-rise residential with limited commercial uses	Commercial uses with residential opportunities
<b>Height</b>	30.0 m	16.0 m <sup>1</sup>
<b>Floor Area Ratio</b>	3.5	3.5
<b>Density</b>	220	n/a
<b>Setbacks</b>		
North	3.0 m	1.0 m
South	3.0 m	4.5 m
East	3.0 m	1.0 m
West	4.5 m	6.0 m
Notes:  <sup>1</sup> Height can be increased up to 30 metres, for the Hotel and Hotel Apartments uses only. <sup>2</sup> West setback can be reduced to 3.0 if the building is 12 m in height or less.		

As shown on the table above, the proposed CB2 Zone allows for a less intense building form, as the maximum height decreases from 30 metres to 16.0 metres. The maximum height of 16 metres allowed by the proposed CB2 Zone is suitable given its location along the northern portion of the subject site, as most of the impacts of the additional height will be felt by the adjacent site to the north (Polish Hall) which is not used for residential purposes.

Though the existing DC2 Provision does allow for limited commercial uses, the proposed CB2 Zone will introduce a much wider range of commercial uses. Such uses include Bars and Neighborhood Pubs, General Retail Stores, Professional, Financial and Office Support Services and Veterinary Services, among others. However, because of the relatively small area of this CB2 Zone, more intense commercial uses allowable by the CB2 Zone will likely be precluded from developing at this location, such as Warehouse Sales and Recycling Depots.

In any case, the CB2 Zone is suitable for its location given its good visibility and accessibility to a major roadway (Kingsway Avenue NW), relatively small site size and negligible anticipated impacts on the adjacent low-density housing to the west.

## PROPOSED RA9 ZONE

Though similar in nature to the existing DC2 Provision with a primary focus on residential development with limited commercial opportunities at ground level, the proposed RA9 Zone introduces significantly more development intensity through its form, height and density, as shown on the table below.

	<b>DC2.1098 Provision</b> <i>Current</i>	<b>RA9 Zone</b> <i>Proposed</i>
<b>Principal Building</b>	Mid-rise residential with limited commercial uses	High-rise residential with limited commercial opportunities
<b>Height</b>	30.0 m	60.0 m <sup>1</sup>
<b>Floor Area Ratio</b>	3.5	4.3 <sup>2</sup>
<b>Density</b>	220	622 (based on 550 units/ha) <sup>3</sup>
<b>Setbacks</b>		
North	3.0 m	6.0 m <sup>4</sup>
South	3.0 m	7.5 m <sup>4</sup>
East	3.0 m	7.5 m <sup>4</sup>
West	4.5 m	7.5 m <sup>4</sup>
<b>Notes:</b>  <sup>1</sup> can increase to 69.0 m if the storey height in at least 75 percent of dwellings is greater than 3.4 m <sup>2</sup> can increase to 5.2 if seven percent of the dwellings are at least 115 m <sup>2</sup> in size and these larger dwellings have at least 3 bedrooms and are located below the 10th storey of a building. <sup>3</sup> can increase up to 585 units/ha if common amenity area totalling a size of at least 2.5 m <sup>2</sup> per dwelling is provided above normal amenity area requirements. <sup>4</sup> The setbacks refer to the portion of the building over 15 m in height		

Based on the size of this site and key development regulations indicated above, this site could potentially accommodate up to two high-rise towers. As this application is using standard zoning, the configuration of these towers, and other site design considerations, are not known at this time. However, several development scenarios have been put together, indicating the shadow impacts from these potential taller buildings on surrounding land. These scenarios can be reviewed in full detail in Appendix 1.

In scenarios 1 and 2, where towers are located centrally or at the furthest extent east, much of the land that is impacted by shadow is land to the northwest and east, which is primarily used for non-residential purposes which is an ideal place for a shadow to land, given that there are negligible impacts to amenity space. However, as indicated by these sun shadow studies, there will be shadow impacts on the adjacent town housing complex to the west in the mornings, typically during the spring equinox.

Scenario 3 is meant to demonstrate a “worst case scenario” whereby a tower is placed in the southwest corner of this site which would put the tower as close as possible to the low density housing to the west, which produces the most impactful shadow. Even in this scenario, the shadow impacts on the residential land remain largely unaffected during the summer months after the late morning.



With impacts from taller residential towers in mind, the RA9 Zone does have specific regulations that are meant reduce negative impacts on surrounding land, which are as follows:

- Towers must be separated by a minimum of 20 metres, to improve sunlight penetration and reduce the overall bulk of development;
- a maximum tower floor plate size of 850 m<sup>2</sup>; and
- The shape, Floor Plate size, location and orientation of Towers on the Site shall reduce shadow impacts and mitigate impacts that affect sunlight penetration on nearby properties. In all cases, the length of any one Façade elevation above the sixth Storey shall not exceed 45.0 m.

In general, this site represents a suitable location for the proposed RA9 Zone in recognition of the following considerations:

- it is generally located at the edge of the neighborhood, across from a significant institutional and employment area (anchored by the Royal Alex Hospital and Kingsway Mall);
- the surrounding context is mostly non-residential land where shadow impacts will be felt most significantly;
- the shadow impacts that are anticipated to occur on the existing low-density residential land to the west will be felt mostly in the mornings during the equinoxes; and
- it is in close proximity to an LRT station, Transit Centre and a major roadway (Kingsway Avenue NW), all which help alleviate impacts to the surrounding roadways.

## **CITY PLAN**

Edmonton's Municipal Development Plan, the City Plan, is a high level policy document describing the strategic goals, values and intentions that direct how Edmonton will grow from 1 million to 2 million people over the next several decades. One key piece of this plan is to accommodate all of this future growth within Edmonton's existing boundaries, with no further annexations or expansions. To do this, 50% of all new residential units are intended to be created at infill locations, focusing on key nodes and corridors.

Within the City Plan, this site is identified as being within a Major Node. Major Node's are defined by their proximity to large-scale urban centers that are typically anchored by public institutions and significant employment centres. Major nodes capitalize on excellent transit access and support higher density development and a wide mixture of land uses. They provide a unique identity relative to the rest of the city and include significant destinations like hospitals and post-secondary institutions. Typical building types within Major Nodes are high-rise and mid-rise buildings which this proposed rezoning will accommodate.

## **TRANSIT ORIENTED DEVELOPMENT (TOD) GUIDELINES**

As the site falls within 400 metres of the Kingsway / Royal Alex LRT station, the TOD Guidelines apply which identify the immediate area as an Institution/Recreation Station Area. The guidelines recognize that each Institution/Recreation Station Area has its own unique needs and

therefore, no detailed guidelines for development in these areas are provided. Instead, the direction is to maintain and strengthen institutional functions of the area.

This institutional nature of the surrounding area will be strengthened by this rezoning application by appropriately locating additional density at a location that can conveniently take advantage of the area's access to institutional services, employment and public transit.

For sites that are 1.0 ha or larger, the minimum density for residential development suggested by the TOD guidelines is 125 dwelling units per hectare. Future development on the southern portion of the site under RA9 zone will provide a high density development (up to 550 dwelling units per hectare) to support further ridership for nearby public transit.

### **CENTRAL McDOUGALL/QUEEN MARY PARK AREA REDEVELOPMENT PLAN (ARP)**

The Central McDougall/Queen Mary Park Area Redevelopment Plan (ARP) is in effect for this area and designates the site for a "Polish Cultural Centre, church, seniors housing". This application is in general conformance with this designation as these types of development can occur on this site under the proposed zones, among other development scenarios.

## **Technical Review**

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

## **Community Engagement**

<b>ADVANCE NOTICE</b> December 3, 2020	<ul style="list-style-type: none"><li>• Number of recipients: 168</li><li>• One response received with concerns regarding parking for the proposed RA9 site.</li></ul>
<b>WEBPAGE</b>	<a href="https://edmonton.ca/centralmcdougallplanningapplication">edmonton.ca/centralmcdougallplanningapplication</a> <a href="#">s</a>

## **Conclusion**

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

## **APPENDICES**

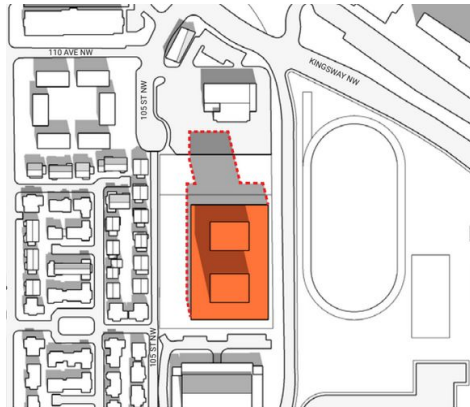
- 1 Sun/Shadow Analysis
- 2 Application Summary

## SUN SHADOW ANALYSIS Scenario 1 - Towers Constructed Centrally

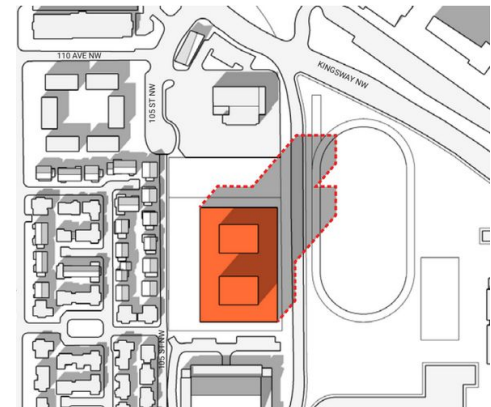
### EQUINOXES - March & September



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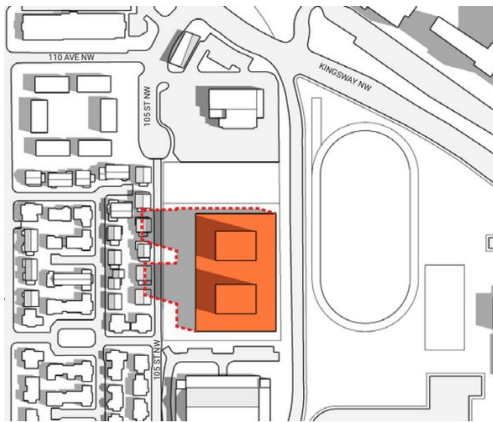


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### SUMMER SOLSTICE - June

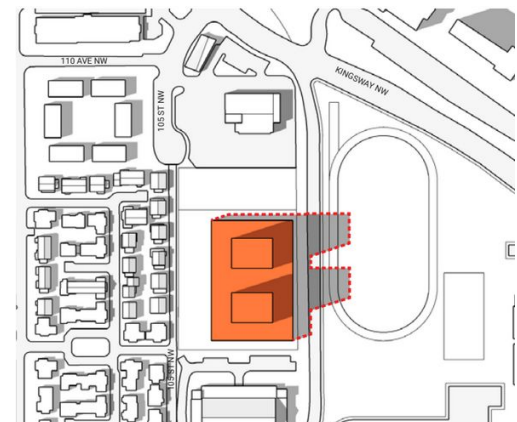


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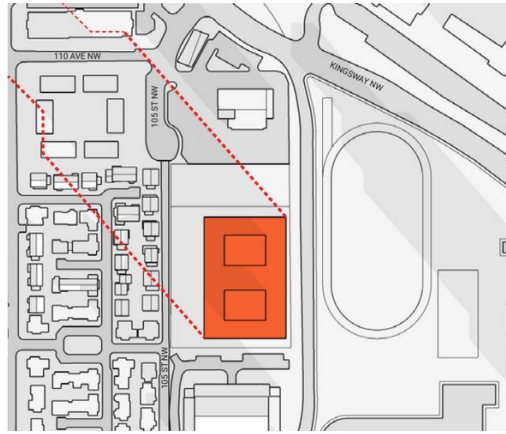


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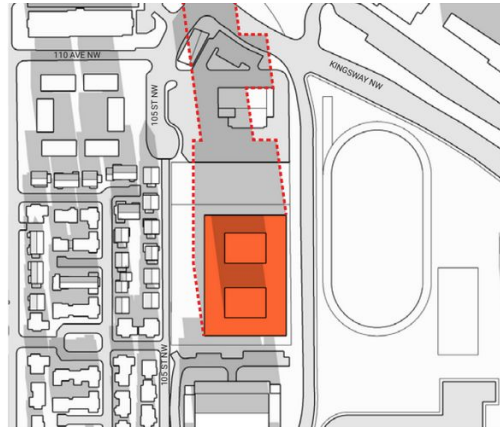


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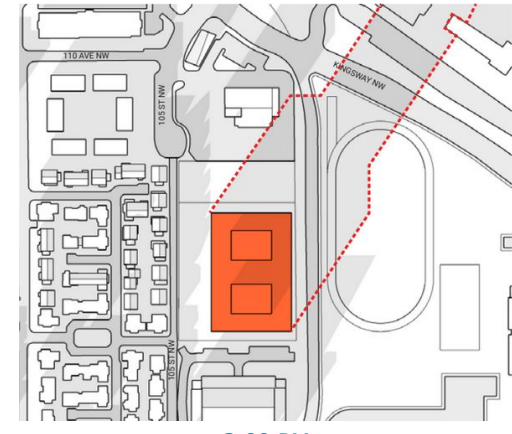
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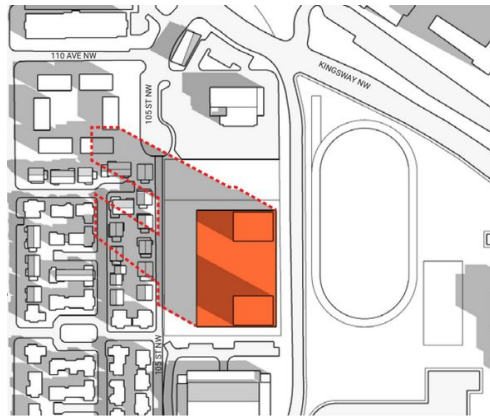
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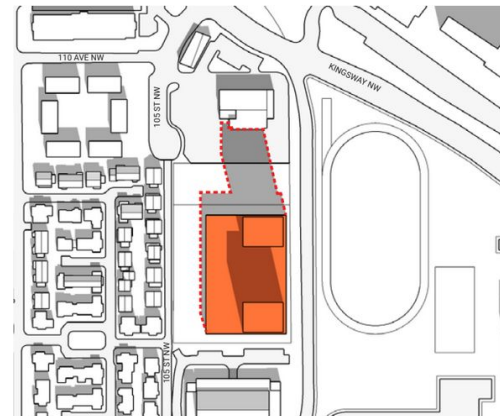
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## Scenario 2 - Towers Constructed to East Lot Line

### EQUINOXES - March & September



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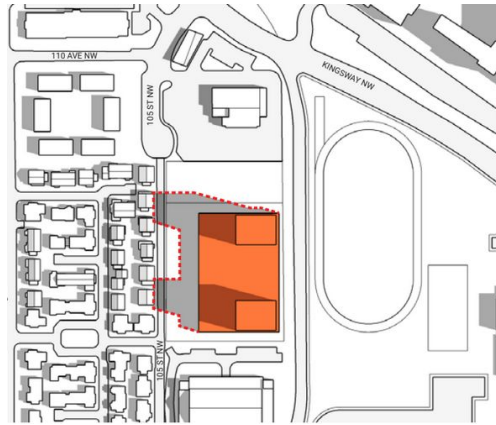


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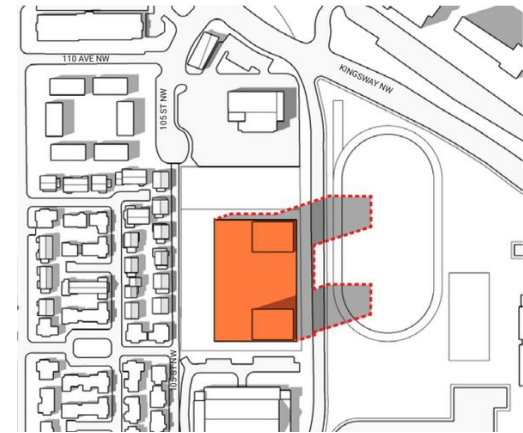
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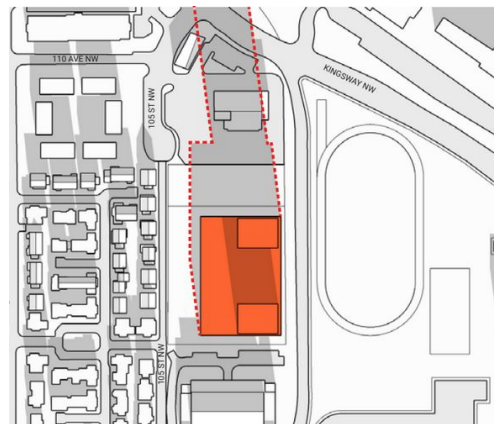


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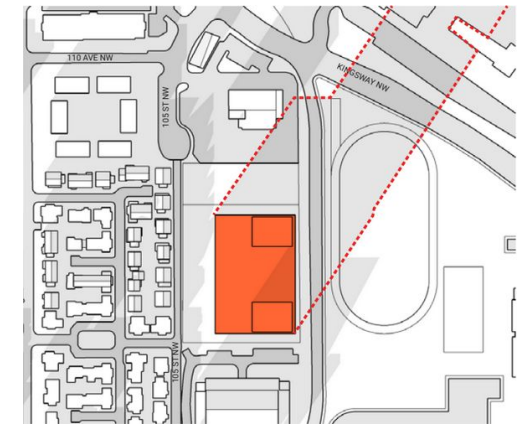
## WINTER SOLSTICE - December



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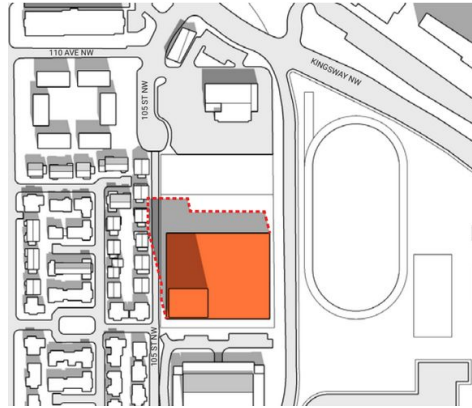


## Scenario 3 - Tower Constructed to West Lot Line

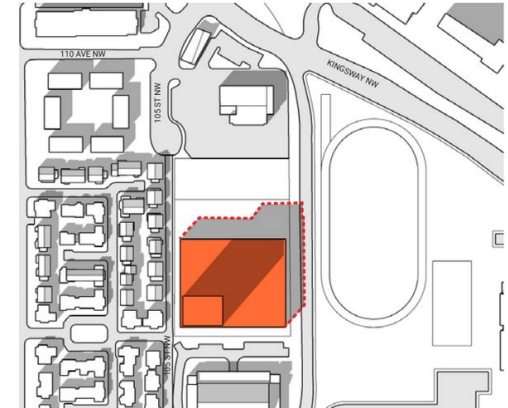
### EQUINOXES - March & September



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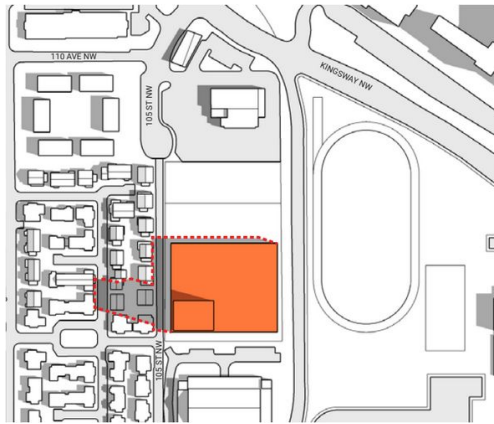


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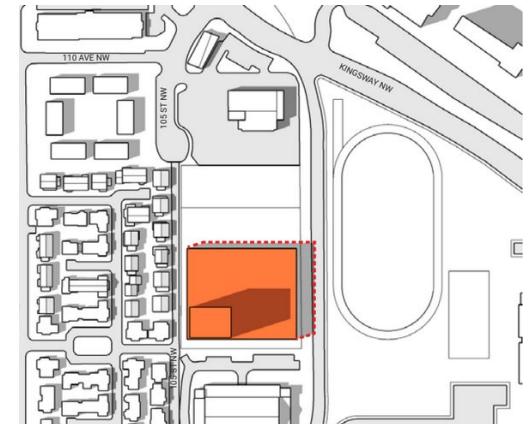
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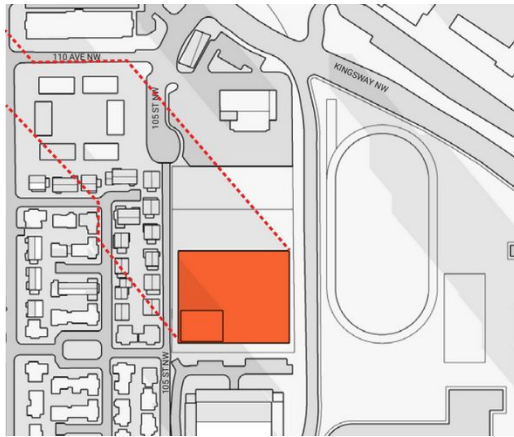
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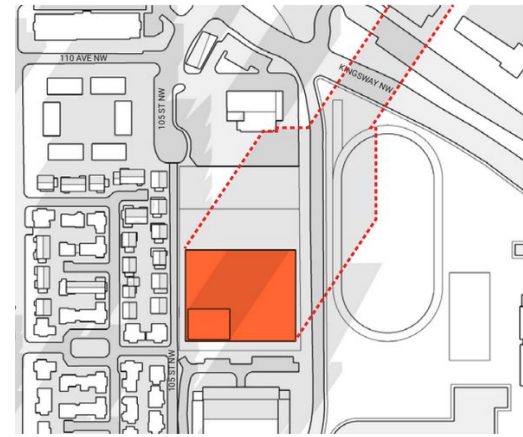
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## APPLICATION SUMMARY

### INFORMATION

Application Type:	Rezoning
Charter Bylaw:	19675
Location:	South 110 Avenue NW and east of 105 Street NW
Address:	10911 - 105 Street NW
Legal Description:	Lot 6, Block 4D, Plan 9826358
Site Area:	14,702.142 m <sup>2</sup>
Neighbourhood:	Central McDougall
Notified Community Organization(s):	Central McDougall Community League
Applicant:	Situate Inc.

### PLANNING FRAMEWORK

Current Zone:	(DC2) Site Specific Development Control Provision
Proposed Zones and Overlay:	(CB2) General Business Zone & (MSO) Main Streets Overlay (RA9) High Rise Apartment Zone
Plan in Effect:	Central McDougall / Queen Mary Park Area Redevelopment Plan
Historic Status:	None

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