CITY PLANNING REPORT
REZONING & PLAN AMENDMENT
GARNEAU

8603 - 112 Street NW & 11120, 11122, 11124, 11132 - 86 Avenue NW

To allow for high-rise mixed-use development.

RECOMMENDATION AND JUSTIFICATION

City Planning is in SUPPORT of this application because it:

- supports the redevelopment of vacant land and a surface parking lot into a mixed-use transit-oriented development;
- supports the further transition of 112 Street NW into a walkable main street supported by a variety of commercial uses; and
- generally conforms to the land use designation as directed by the Garneau Area Redevelopment Plan.
THE APPLICATION

1. BYLAW 18802 to amend the Garneau Area Redevelopment Plan (ARP) to allow for greater commercial opportunities for the subject site.

The proposed amendment would exclude the site from three policies that serve to limit commercial development along 112 Street NW. In addition, a land use map is also proposed to be amended.

2. CHARTER BYLAW 18803 to amend the Zoning Bylaw from (CO) Commercial Office Zone and (RA9) High Rise Apartment Zone to a (DC2) Site Specific Development Control Provision to allow for a high-rise mixed use development.

The proposed DC2 Provision would allow for the development of two residential towers at the western edge of the Garneau neighborhood. The shorter tower, at a height of 20 storeys, is located adjacent to 112 Street NW, while the taller tower, at a height of 29 storeys, is located mid-block along 86 Avenue NW. The shorter tower sits on top of a 3 storey commercial podium that fronts onto 112 Street NW. Connecting both towers are family-oriented townhouses that front onto 86 Avenue NW. The development also introduces a vehicle/pedestrian connection between 86 Avenue NW and the rear lane. All vehicular parking spaces are provided in an underground parkade.

SITE AND SURROUNDING AREA

The site is currently partially vacant and partially used as a non-accessory surface parking lot. The surrounding area is comprised of a variety of residential towers, commercial services and above-ground parkade structures. Beyond the immediate surrounding area is the University of Alberta campus and a number of health-related institutional buildings, including the University of Alberta Hospital.

The site has excellent connections to amenities. Both an LRT station and Transit Centre are within 400 metres of the site. The area is a significant employment hub, anchored by the University of Alberta campus and Hospital. As a result, there are plenty of commercial and retail services that are available within the immediate area. 82 (Whyte) Avenue NW and the river valley are both within walking distance.
AERIAL VIEW OF APPLICATION AREA

### Existing Zoning

**Subject Site**
- (CO) Commercial Office Zone
- (RA9) High Rise Apartment Zone

**Current Use**
- Surface Parking Lot
- Vacant

### Context

**North**
- (CO) Commercial Office Zone
- (RA9) High Rise Apartment Zone

**East**
- (RA9) High Rise Apartment Zone

**South**
- (CO) Commercial Office Zone
- (RA9) High Rise Apartment Zone

**West**
- (AJ) Alternative Jurisdiction Zone

**Context Details**
- Mixed use development
- 14 Storey Campus Hotel
- High rise mixed use development
- Sir Douglas Bader 14 Storey Apartment
- Newton Place 20 Storey Tower
- 6 Storey Parkade

**Institutional**
- Li Ka Shing Centre for Health Research
PLANNING ANALYSIS

GARNEAU AREA REDEVELOPMENT PLAN (ARP)

The Garneau ARP is in effect for the area and designates the west portion of the site for commercial mixed-use and the east portion for high-rise residential. The current zoning reflects this designation. The proposed DC2 Provision still generally conforms to the land use designation in the ARP, albeit with greater heights, density and a wider range of commercial and retail opportunities along 112 Street NW than what the current zoning allows. A summary of key differences between the current zoning and the proposed zoning are found below:

<table>
<thead>
<tr>
<th>Zoning Comparison Chart</th>
<th>Current: CO Zone</th>
<th>Current: RA9 Zone</th>
<th>Proposed: DC2 Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Max. Height (metres)</td>
<td>40</td>
<td>73</td>
<td>82.5/108</td>
</tr>
<tr>
<td>Max. Dwellings</td>
<td>N/A</td>
<td>182</td>
<td>456</td>
</tr>
<tr>
<td>Max. Floor Plate</td>
<td>N/A</td>
<td>850</td>
<td>820/920</td>
</tr>
<tr>
<td>Max. Floor Area Ratio (FAR)</td>
<td>7.0</td>
<td>5.2</td>
<td>9.0</td>
</tr>
</tbody>
</table>

Where the proposed DC2 provision does not comply with the ARP is in relation to its proposed commercial development along 112 Street NW. The ARP provides direction on limitations to commercial space along 112 Street NW through three policies:

- **(Policy G.5)** the existing commercial strips on 109 Street, Whyte Avenue and 112 Street will not be permitted to expand into adjacent residential areas
- **(Policy 5.2)** lands fronting onto 112 Street to a property depth of approximately 56 metres, will be zoned for commercial office buildings

- **(Policy 5.3)** the commercial components of future mixed-use development will be:
  - personal service shops, professional, financial & office support services
  - limited to the first two storeys of the development
  - individual establishments will be smaller scale
  - not permitted along 111 Street and the avenues

Excluding the subject site from the above policies will result in a greater diversity of commercial and retail services along the east side of 112 Street NW in an area that already provides a mix of commercial and retail services. However, in recognition of Policy 5.2, the DC2 Provision requires that any main entrance to a commercial use along 86 Avenue NW must be located no further than 56 metres from 112 Street NW in an effort to mitigate perceived encroachments of commercial uses into the adjacent residential area.

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

As the site falls within 400 metres of an LRT station and Transit Centre, 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 simply to maintain and strengthen existing campus and/or recreation functions. This station is surrounded by primarily large scale institutional, commercial and residential uses that are comparable in scale to that which is proposed by this DC2 Provision.

**TOWER DESIGN**

Though the Residential Infill Guidelines (RIGs) do not formally apply to this site, they do provide guidance on appropriate high-rise built form where the TOD Guidelines do not.

The design of the towers achieve a high standard of appearance on a site that is highly visible from areas along 112 Street NW and from the busy intersection at 112 Street NW and 87 Avenue NW. The two towers sit comfortably apart at a distance of 30 metres, in line with the suggested tower separation distance in the RIGs. The towers also sit a comfortable distance from the existing adjacent towers, particularly the Campus Tower to the north and the Sir Douglas Bader Tower to the east. The west tower provides a 20 metre separation distance from the Sir Douglas Bader Tower. While the east tower offers less of a separation distance from the adjacent Campus Tower at only 15 metres, the east tower provides an articulated floor plate that requires at least 75% of its facade to recess itself by an additional metre. In both cases, neither the Campus Tower or the Sir Douglas Bader Tower have principle living room windows that face the subject site.

While these proposed towers are taller than some of the existing towers in the vicinity, the extra height allows for a slimmer floor plate than the other nearby towers which are mostly very bulky with long facades. Large floor plates generally create wide shadows that cause longer
periods without sunlight on surrounding land. While these proposed floor plates are still slightly larger than the maximum floor plate suggestions in the RIGs, this is not a major concern given there are no small scale residences nearby. A full sun shadow analysis is found in Appendix 2.

PUBLIC REALM

The TOD Guidelines suggest that, to create a comfortable pedestrian experience, the massing of buildings should be articulated and designed in a manner that defines a comfortable scale for the public realm. In this regard, the proposal generally uses a podium/tower configuration to keep the taller tower portions away from the adjacent streets and allows the podium to define the interface between the adjacent public areas and the building. The development provides a number of design elements that address the building interface with the adjacent public areas, as outlined below.

112 Street NW

The development provides particular consideration to its interface with 112 Street NW by having the western facade of the podium set back at least 4 metres from the property line to provide a wider and more comfortable pedestrian area along 112 Street NW. Beyond this podium, the west tower is stepped back significantly from 112 Street NW at a distance of 11 metres to keep the overall massing of the building away from this key corridor. The entrance to the west tower is also located off 112 Street NW providing building permeability and human activity along this edge. These considerations seek to transform 112 Street NW into a more pedestrian-friendly environment, as envisioned by the Garneau ARP.

86 Avenue NW

Like the 112 Street NW interface, the commercial podium also wraps onto a portion of 86 Avenue NW. This portion of the podium still provides an adequate setback of 2 metres from the property line. The west tower is further stepped back an additional 4 metres, again, keeping the general building mass away from the public realm. However, the prevailing interface along 86 Avenue is a series of townhouses that are located along the podium space between each tower. The townhouses seek to activate the podium space between the towers by providing additional activity, permeability and landscaping to enhance this edge.

The portion of the east tower along 86 Avenue NW does not utilize any sort of podium configuration which was identified as a concern. However, efforts were made to further recess this space within the building to create a larger semi-private open space that acts as a comfortable transition area between the 86 Avenue NW sidewalk and the walkway within the mid-block alley connection. Additionally, the proposed DC2 Provision requires special consideration at the Development Permit stage for potential negative impacts as a result of this lack of podium, such as wind downwash, that could require enhanced mitigation strategies.

Laneway (between 86 Avenue NW and 87 Avenue NW)

As with 112 Street NW and 86 Avenue NW, the majority of the development’s edge along the rear laneway is defined by the podium interface. The entrance to the west tower fronts onto
112 Street NW and is recessed in a manner which partially activates the lane such that the development does not completely turn its back to the lane.

The Main Streets Overlay (MSO)

The MSO currently applies to this site. As such, the DC2 Provision brings forth several key regulations from the Main Streets Overlay which seeks to improve the quality of the public realm through design considerations along the first storey facades that are facing public roadways. This includes providing visual interest through the use of colour, projections or change in building materials. The majority of these first storey facades are to have clear, non-reflective glazing and any kind of signage or other obstructions are significantly limited.

REGIONAL CONSIDERATIONS

As the application proposes to amend the Garneau Area Redevelopment Plan and is less than 800 m from the planned Centre Line LRT, the Edmonton Metropolitan Region Board (EMRB) must review and approve the application before Council can give third reading of the bylaws.

PUBLIC CONTRIBUTIONS

C599 - Community Amenity Contributions
The community amenity contributions contemplated by this DC2 Provision are as follows:

- a minimum of 10 dwellings that have three bedrooms and are family-oriented;
- streetscape improvements along the adjacent portions of 112 Street NW, 86 Avenue NW and the rear lane; and
- opportunities for collaboration with Building Great Neighborhoods for further improvements to 86 Avenue NW as part of the neighborhood renewal process planned for Garneau in 2021/2022.

C582 - Developer Sponsored Affordable Housing
The DC2 Provision provides the opportunity for the City to purchase 5% of the units at 85% of the market rate or the equivalent as cash in lieu in line with this policy.

TECHNICAL REVIEW

PARKING, LOADING AND VEHICULAR ACCESS

The DC2 Provision proposes a new mid-block connection along the east side of the site, between 86 Avenue NW and the existing lane at the rear. This mid-block connection will be privately owned and will accommodate a carriageway and walkway to serve both vehicles and pedestrians.

City Planning is generally unsupportive of additional site access from a street where a lane already exists. However, the DC2 Provision also contemplates reducing the functionality of the intersection between the existing rear lane and 112 Street NW. This will further transform 112
Street NW into a more pedestrian-friendly environment, as envisioned by the Graneau ARP. These reductions in functionality to the existing lane include:

- reducing movements along the west portion of the lane to west bound only; and
- reducing movements at the intersection of the lane and 112 Street NW from all-directions to right-out only.

As such, City Planning is supportive of the proposed new mid-block connection as a trade-off for improvements to the lane connection with 112 Street NW, a more highly used pedestrian corridor.

An Arborist Report was submitted as part of the application and determined that existing boulevard trees are in poor health and likely would not survive redevelopment of the site. As a result, the proposed access off 86 Avenue NW will not have adverse effects to any existing trees and new boulevard trees are required to be replaced with the redevelopment.

PUBLIC ENGAGEMENT

Given the higher number of residents in the area who are not owning their residence (rental, or otherwise), City Planning encouraged the applicant to pursue a “mail drop” through Canada Post that would ensure any mailing address within the general area received notice, not just property owners. City Planning then matched this same notification method and boundary for its notification process.

### PRE-APPLICATION NOTIFICATION
#### & INFORMATION MEETING
June 6 & June 26, 2018

- Number of landowners notified: 70
- Number of residents (by address) notified: 2,951
- Total number of responses: 3

As reported by the applicant:
- Supportive comments included support for a variety of housing types in the neighborhood and improvements to the surrounding streetscape
- Comments of concern include concern for the preservation of the adjacent boulevard trees.

### ADVANCED NOTIFICATION
October 25, 2018

- Number of landowners notified: 70
- Number of residents (by address) notified: 2,951
- Total number of responses: 2
- One phone call and one email were received:
  - The caller provided a statement of non-support, citing general concern
for high-density development for this site.
  o The email that was received was a notable statement of non-support from the University of Alberta. The response is summarized and addressed below.

**PUBLIC MEETING**
January 22, 2019

- Number of attendees: 13
- One comment sheet was filled out and two follow-up emails were received after the meeting
- The comments were largely supportive and a summary can be found with the attached *What We Heard Report* (Appendix 1)

**WEBPAGE**

- edmonton.ca/garneau

On November 22, 2018, a statement of non-support was provided to City Planning from the University of Alberta. The U of A noted concerns over the applicant’s plans to develop and market the west tower as housing geared towards students and the applicant’s lack of experience in developing this type of housing. The U of A noted that lower-year students require immediate access to services such as counselling and sexual assault services.

City Planning responded to the U of A, noting that zoning can regulate the use of land, but it cannot regulate the users of the land in question. The DC2 contemplates a number of uses, notably Apartment Housing, which defines how this type of development is supposed to function, if developed. Beyond the functionality of the land use, who uses that space is managed by the landowner. City Planning also noted that Health Services is a listed use within the DC2 Provision and that counselling opportunities exist through this use, should the landowner decide to pursue them.

**CONCLUSION**

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

**APPENDICES**

1. “What We Heard” Public Engagement Report
2. Sun Shadow Study
3. Application Summary
WHAT WE HEARD REPORT
Garneau Parking Lot Redevelopment Application (LDA18-0563)

PROJECT ADDRESS: 8603 112 Street NW and 11120, 11122, 11124 and 11132 86 Avenue NW

PROJECT DESCRIPTION:
- Amendment to the Garneau Area Redevelopment Plan (ARP)
- Rezoning from (CO) Commercial Office Zone and (RA9) High Rise Apartment Zone to (DC2) Site Specific Development Control Provision Zone to allow for the development of a high density mixed-use development

<table>
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<th>TYPE OF ENGAGEMENT</th>
<th>DATE</th>
<th>RESPONSES/ # OF ATTENDEES</th>
</tr>
</thead>
<tbody>
<tr>
<td>DC2 Pre-Application Notification &amp; Information Meeting (Applicant led)</td>
<td>June 6, 2018 / June 26, 2018</td>
<td>3 comment forms filled out</td>
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<tr>
<td>Advanced Notification (City led)</td>
<td>October 25, 2018</td>
<td>1 phone call and 1 email</td>
</tr>
<tr>
<td>Public Engagement Drop-in (City led)</td>
<td>January 22, 2019</td>
<td>13 attendees</td>
</tr>
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ABOUT THIS REPORT

The information in this report includes responses to the application notification and feedback gathered during and after the January 22, 2019 Public Engagement Drop-in. This report is shared with everyone who has emailed the file planner directly, and all attendees who provided their email address during the event on January 22, 2019. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed rezoning and plan amendment advances to a Public Hearing, this report will be included in the information provided to City Council.
MEETING FORMAT

The meeting format was a station-based open house where attendees were able to view display boards with project information and ask questions of City Staff and the Applicant team. Participants were invited to share their feedback on a “Graffiti wall” by offering general feedback as well as by answering four questions:

- What you like about this application?
- What do you not like about this application?
- What are your thoughts on the proposed site access?
- What would you like Council to know before they make a decision?

In addition to the comment on the “Graffiti wall”, we also received 1 form with written comments and 2 two emails with follow-up comments. The comments & questions we received are summarized by main themes below.

WHAT WE HEARD

The concerns heard were:

- **Communication**: The manner in which the proposed amendments to the Garneau ARP were being circulated from City staff to the Garneau residents and the Community League.
- **Amendments to the ARP**: The manner in which the ARP is proposed to be amended (exemption from applicable policies vs creating new site-specific policies).
- **86th Avenue**: Concern over wind impacts along 86th Avenue.

The comments of support heard were:

- **Student Housing**: the additional student housing that this project will provide is welcome.
- **86th Avenue**: recognizing there is sometimes unease for pedestrians using 86th Avenue at night, this project could provide an opportunity to mitigate this issue through lighting, landscaping and street furniture.
If you have questions about this application, please contact:

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

### INFORMATION

<table>
<thead>
<tr>
<th>Application Type:</th>
<th>Plan Amendment &amp; Rezoning</th>
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<tbody>
<tr>
<td>Bylaw &amp; Charter Bylaw:</td>
<td>18802 &amp; 18803</td>
</tr>
<tr>
<td>Date of Application Acceptance</td>
<td>October 5, 2018</td>
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<tr>
<td>Location:</td>
<td>North of 86 Avenue NW and east of 112 Street NW</td>
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<tr>
<td>Addresses:</td>
<td>8603 - 112 Street NW &amp; 11120, 11122, 11124, 11132 - 86 Avenue NW</td>
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<tr>
<td>Legal Description(s):</td>
<td>Lot 35A, Block 166, Plan 8320109 and Lots 6-14, Block 166, Plan 123A</td>
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<tr>
<td>Site Area:</td>
<td>0.5 hectares</td>
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<td>Neighbourhood:</td>
<td>Garneau</td>
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<td>Notified Community Organizations:</td>
<td>Garneau Community League</td>
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<td>Windsor Park Community League</td>
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<td>Central Area Council of Community Leagues</td>
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<td></td>
<td>Governors of the University of Alberta</td>
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<tr>
<td>Applicant:</td>
<td>Greg McKenzie &amp; Associates</td>
</tr>
</tbody>
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### PLANNING FRAMEWORK

| Current Zones and Overlay:            | (CO) Commercial Office Zone & High Rise Residential Overlay |
|                                      | (RA9) High Rise Apartment Zone & Main Streets Overlay    |
| Proposed Zone:                       | (DC2) Site Specific Development Control Provision        |
| Plans in Effect:                     | Garneau Area Redevelopment Plan                         |
| Historic Status:                     | n/a                                                     |

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