

Groat Estate Implementation Plan

Office Consolidation, October 2012

Prepared by:

*Current Planning Branch
Sustainable Development
City of Edmonton*

The Groat Estate Implementation Plan was approved by resolution by Council in October 1977. In November 2011, this document was consolidated by virtue of the incorporation of the following amendments:

October 14, 1977	Approved by Resolution (to adopt the Groat Estate Implementation Plan)
January 25, 1983	Approved by Resolution (to amend Map 7: Proposed Land Use Controls)
April 22, 1986	Approved by Resolution (to amend Map 7: Proposed Land Use Controls)
October 13, 1987	Approved by Resolution (to amend Map 7: Proposed Land Use Controls)
June 28, 1988	Approved by Resolution (to amend Map 7: Proposed Land Use Controls)
September 13, 1988	Approved by Resolution (to add Section 4a in Chapter II Land Use and replacing Map 7: Proposed Land Use Controls)
August 17, 1992	Approved by Resolution (to add Section 4a in Chapter II Land Use and replacing Map 7: Proposed Land Use Controls)
September 14, 2011	Approved by Resolution (to amend the text, revise Map 7 and Figure 4a, and add Figure 4b, to allow for a comprehensive mixed-use site redevelopment)
October 1, 2012	Approved by Resolution (to amend the text and revise Map 7, to allow for the development of a commercial office within an existing single-detached dwelling)

Editor's Note:

This is an office consolidation edition of the Groat Estate Implementation Plan, as approved by City Council on October 14, 1977. This edition contains all subsequent amendments and additions to the Groat Estate Implementation Plan. For the sake of clarity, new maps and a standardized format were utilized in this Plan. All names of City departments have been standardized to reflect their present titles. Furthermore, all reasonable attempts were made to accurately reflect the original document and amendments. In case of uncertainty, the reader is advised to consult the original document, available at the office of the City Clerk.

City of Edmonton
Sustainable Development

STATEMENT OF CITY COUNCIL ACTION

At its meeting of October 14, 1977 City Council took the following actions in approving the Groat Estate Implementation Plan:

1. Passed Bylaw 5184 which amended Bylaw 3279, The General Plan Bylaw, in accordance with plan recommendations.
2. Passed Resolution No. DCR1-324 which amended the Land Use Classification Guide under the Development Control Bylaw 4949 in accordance with plan recommendations with the following exceptions.
 - a) Lot A, Block 51, Plan 4287 H.W. was left classified C-2A providing that an agreement was obtained with the property owner that restricted the use of the property to a neighbourhood retail store.
 - b) Lot 1, Block 40, Plan XXII B be reclassified from R-5 to C-2A instead of to C-1.
3. Passed Bylaw 5156 which amended Bylaw 2135, the Zoning Bylaw for the City of Edmonton in accordance with plan recommendations with the following exception:
 - a) Lots 7A to 9 inclusive, in Block 51, Plan 4677 H.W. Lots 7 to 8A inclusive in Block 52, Plan 4677 H.W. Lots 8 to 8C inclusive in Block 53, Plan 5468 H.W. Lots 7B to 7E inclusive in Block 54, Plan 5468 H.W. be zoned RC-1 instead of R-1.
4. Carried the following motion:

"That the implementation Plan be adopted".

(The text and maps of this Plan have been amended to reflect the changes made by City Council as outlined in 2 and 3 above).

GROAT ESTATE: IMPLEMENTATION PLAN

*Sustainable Development
City of Edmonton*

Amended by Editor

EXECUTIVE SUMMARY

The Groat Estate Implementation Plan proposes amendments to the existing land use controls in Groat Estate in accordance with City Council's instruction of March 23, 1976 that an approach of conservation be adopted in principle as a guide to the future of Groat Estate. In addition to dealing with the issue of land use, this implementation plan also examines issues related to transportation, municipal services, parks and recreation housing condition and historic preservation. Chapter VIII, "Implementation," presents the Estimated Budget and Implementation Schedule.

A. LAND USE

An approach of. conservation for Groat Estate implies two objectives for the area:

- (1) to retain and enhance the low density residential component.
- (2) to reinforce the low density commercial nature of the 124 Street commercial strip.

The changes in the land use controls for Groat Estate as indicated on Map 7 (Page 2.10) have been proposed to fulfill these objectives. It is also proposed that Development Control be retained wherever it has been applied in Groat Estate so that the additional control and discretion it permits can be used to better ensure the blending of commercial and medium density residential uses into the surrounding low density residential area with as few negative impacts as possible.

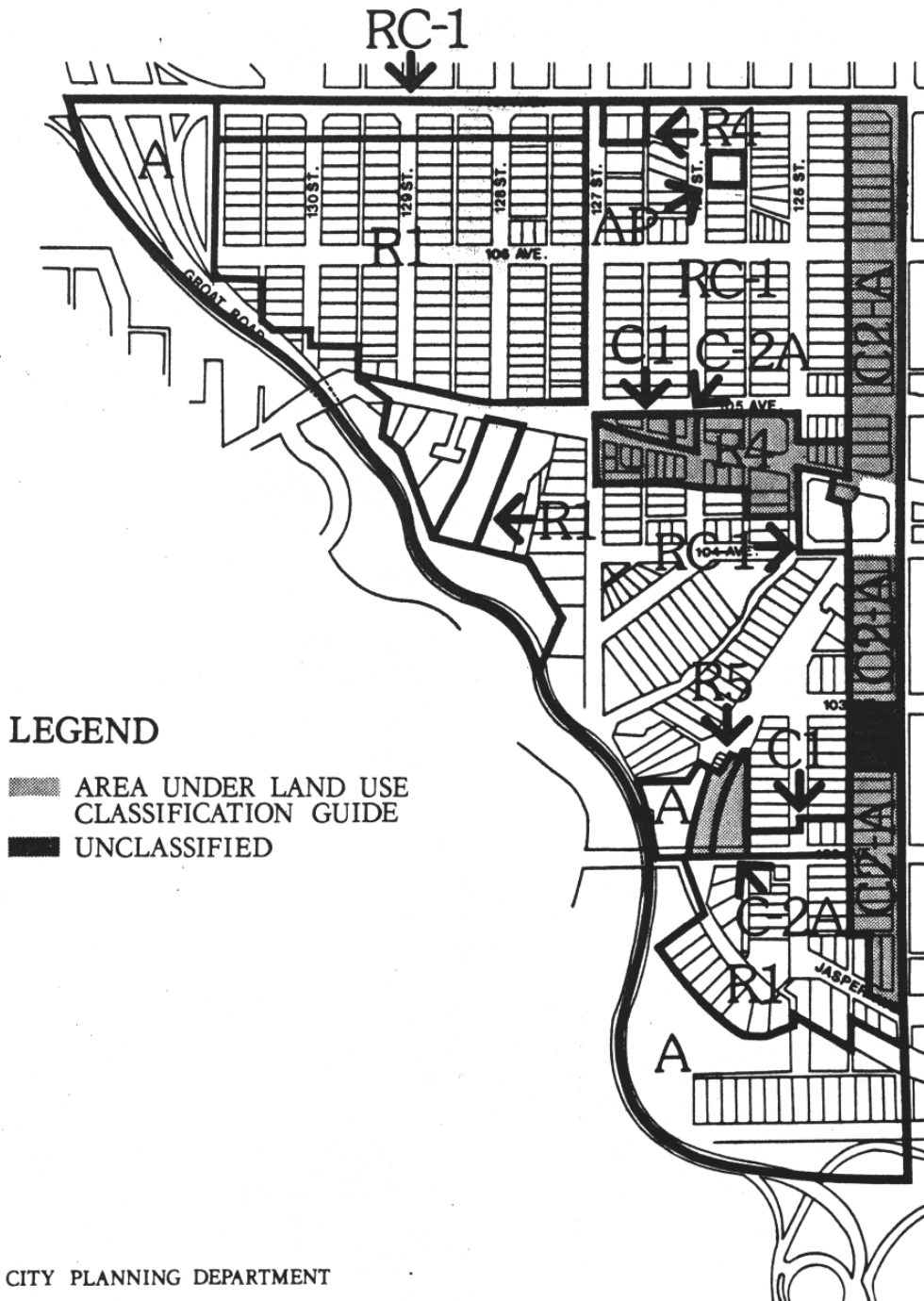
The recommendations relating to land use are:

1. It is recommended that the Land Use Controls as set out in Map 7, "Proposed Land Use Controls," be adopted and the Zoning Bylaw and Land Use Classification Guide amended accordingly.
2. It is recommended that Section 9, "Amendments," of the Zoning Bylaw be amended to require that in an area for which a community plan is in effect, any changes in land use controls must be considered and justified within the context of the plan and its objectives.
3. It is recommended that the Groat Estate Residents' Association be advised of development applications within Groat Estate and be given the opportunity to comment on them.
4. It is recommended that the area indicated on Map 8, "Environmental Control," be included under the River Valley Control District of the River Valley Development Control Bylaw.

GROAT ESTATE PROPOSED LAND USE CONTROLS



MAP



CITY PLANNING DEPARTMENT

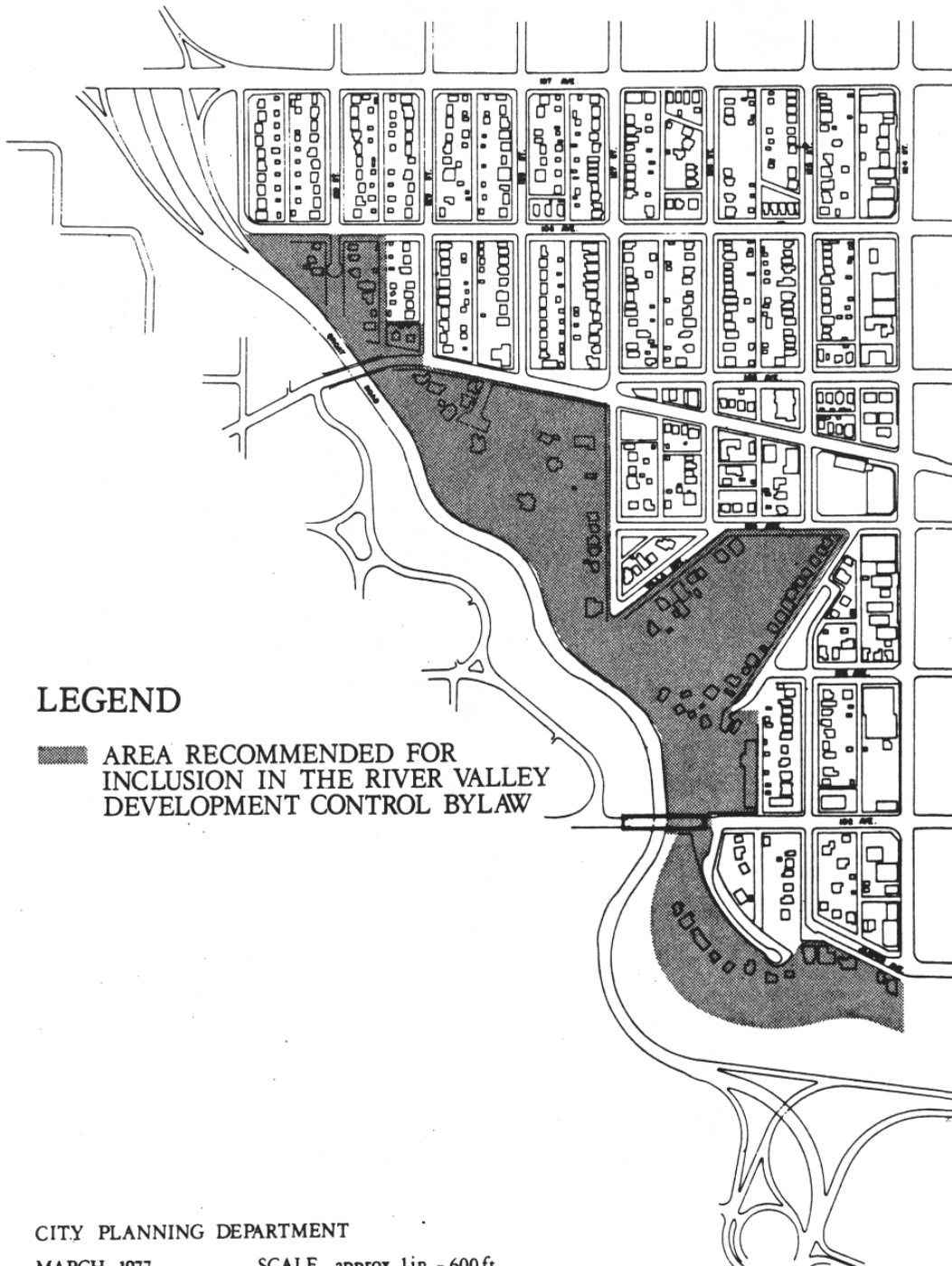
MARCH 1977

SCALE approx. 1 in. = 600 ft.

GROAT ESTATE ENVIRONMENTAL CONTROL



MAP 8



LEGEND

■ AREA RECOMMENDED FOR
INCLUSION IN THE RIVER VALLEY
DEVELOPMENT CONTROL BYLAW

CITY PLANNING DEPARTMENT

MARCH 1977

SCALE approx. 1 in. = 600 ft.

5. It is recommended that the following amendments to the City of Edmonton General Plan be made:

- (a) Chapter V, Dwg. 1, "Residential Density by Area", such that Groat Estate is excluded from the areas designated as "medium density - up to 150 persons per acre" and "high density - up to 300 persons per acre" and included in the designation of "low density - predominantly single family residential - up to 40 persons per acre."
- (b) Chapter X, Diag. 1, "the Central Area" such that the portion of Groat Estate south of Stony Plain Road is deleted from the designations of "the Central Area" and "Central Area Expansion."
- (c) Chapter X, Diag. 2, "Central Area Functional Uses," such that the portion of Groat Estate south of Stony Plain Road is deleted from the designation of "Central Residential Reserve."
- (d) Page 10.1, last sentence should be amended to read, "...and 124 Street to the west)."

B. TRANSPORTATION

The following traffic problems have been identified by the residents of Groat Estate:

- (1) High traffic volumes along arterial streets.
- (2) Non-local traffic using residential streets to avoid busy intersections.
- (3) Noise and air pollution caused by traffic.
- (4) Non-resident parking on residential streets. The

recommendations relating to these traffic problems are:

- 1. It is recommended that any proposed widenings of an arterial roadway in Groat Estate be critically examined in light of the objective of an approach of conservation for Groat Estate and that alternative methods of meeting transportation needs be stressed.
- 2. It is recommended that *Transportation Services*, in consultation with *Sustainable Development*, *Community Services*, and the Groat Estate Residents' Association develop a plan of roadway modifications for the purpose of reducing non-local through traffic on residential streets. Amended by Editor
- 3. It is recommended that the additional criterion of minimization of traffic noise inside new buildings be used to evaluate proposals for residential redevelopment along major arterials in Groat Estate.
- 4. It is recommended that *Transportation Services*, in consultation with *Sustainable Development and Community Services*, assess the feasibility of a vehicle noise abatement program. Amended by Editor

5. It is recommended that parking standards for commercial development as set out in the Zoning Bylaw not be relaxed in Groat Estate without critical evaluation in light of the existing parking problem along 124 Street.
6. It is recommended that the roadways indicated on Map 10, "Proposed Parking Controls," be signed to restrict parking to two-hour intervals in the daytime.

C. MUNICIPAL SERVICES

The existing utility systems for water, sewer, power, and telephones within Groat Estate are adequate for the current level of development and for a level of development in conformity with the land use controls recommended in this plan. No utility improvements are recommended as part of this implementation plan. Should residents of the area desire local improvements such as lane paving or lane lighting, they should be implemented through the established city policy of petitioning and payment of costs as a local improvement charge.

D. PARKS AND RECREATION

According to the neighbourhood park standard of 1.5 acres (*0.6 hectares*) per thousand population contained in the Parks and Recreation Master Plan, 1970-1980, Groat Estate should have a minimum of 3.0 acres (*1.2 hectares*) of parkland. Groat Estate contains only one small playground of 0.51 acres (*0.2 hectares*). Based on the needs and priorities established for the four subareas of Groat Estate, park improvements have been recommended.

Amended by Editor

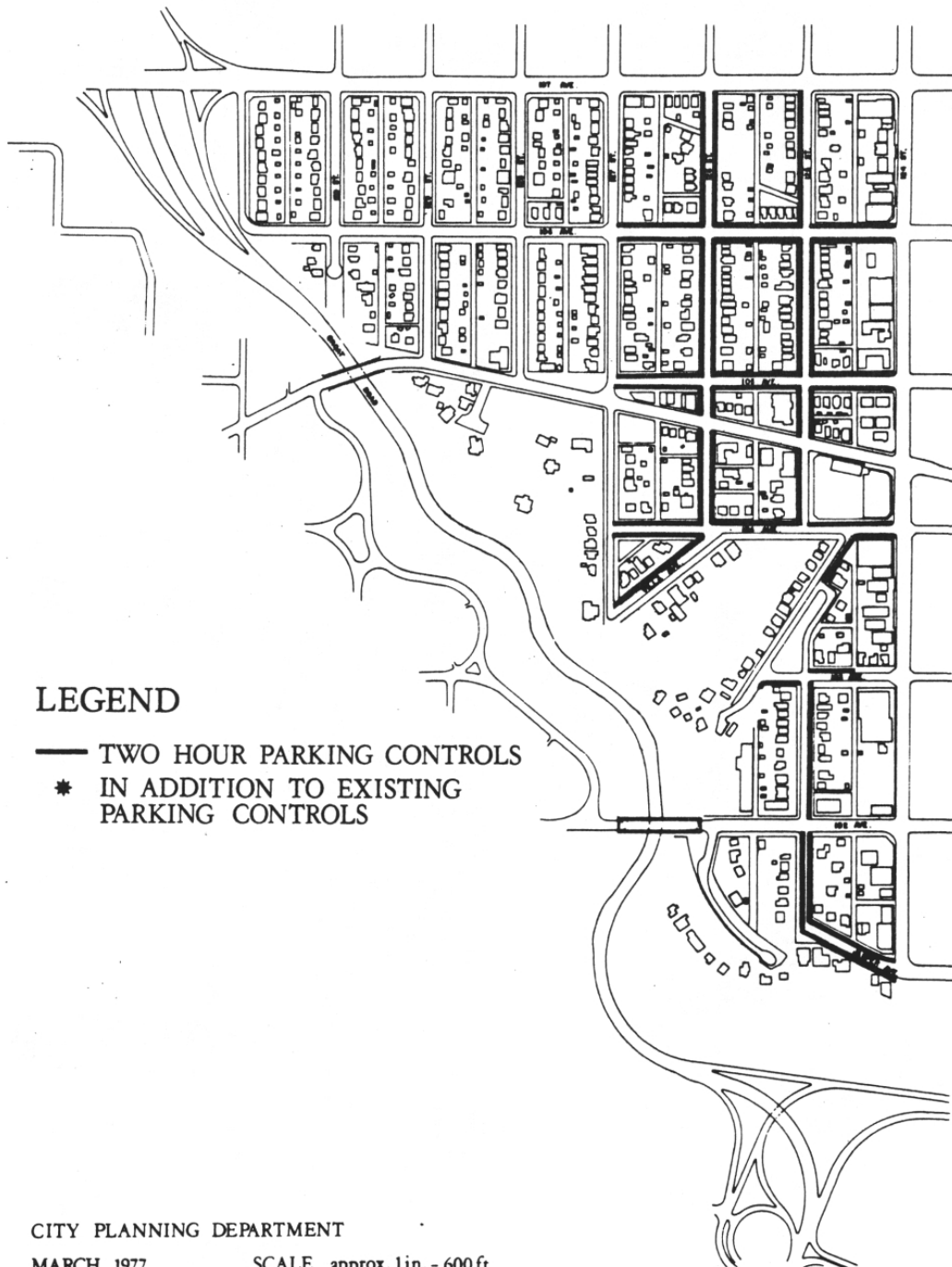
The recommendations relating to parks and recreation are:

1. It is recommended that the park located at 126 Street and 106 Avenue be enlarged by the acquisition of a minimum of three adjacent residential properties and be redesigned.
2. It is recommended that the playground at 126 Street and 106 Avenue be provided with a summer playground supervisor, subject to review of need by *Community Services*.
3. It is recommended that *Community Services* in consultation with the Groat Estate Residents' Association develop the open spaces located at Wadhurst Road and at 127 Street and 104 Avenue with benches, plantings, and limited play equipment.
4. It is recommended that all of Groat Estate be wholly included in one Parks and Recreation District.

Amended by Editor

GROAT ESTATE PROPOSED PARKING CONTROLS *

MAP 10



E. HOUSING CONDITION

In a housing survey undertaken by *Sustainable Development* in February, 1976, about 28% of the housing in Groat Estate was assessed as being in good condition, about 56% as fair and about 16% as poor. While the improvement of housing condition is desired, there is concern that it may cause the displacement of some current residents. Therefore, two objectives are proposed:

Amended by Editor

- (1) the improvement of the condition of housing in Groat Estate.
- (2) the provision of moderately priced housing so that Groat Estate continues to provide accommodation for tenants, senior citizens, low income people and families.

The recommendations relating to housing condition are:

1. It is recommended that the Minimum Property Standards Bylaw #4087 and the Nuisance Bylaw #4118 be enforced as necessary to ensure the protection and maintenance of housing in Groat Estate upon the approval of this implementation document.
2. It is recommended that *Sustainable Development* provide such consultative services as necessary to expedite the implementation of senior citizen and co-operative housing.

Amended by Editor

F. HISTORIC PRESERVATION

The Groat Estate Residents' Association has identified several structures in Groat Estate as significant older buildings. Their evaluations will be forwarded to the Alberta *Ministry of Culture and Community Services* together with a request that the community of Groat Estate be surveyed for historical structures with particular attention given to evaluating the structures identified by the residents. Those structures that are evaluated as being suitable for preservation may be designated by the Province as either registered or classified heritage sites under the Alberta Historical Resources Act.

Amended by Editor

G. IMPLEMENTATION

The recommendations relating to implementation are:

1. It is recommended that the Groat Estate Residents' Association, so long as it is a society in good standing under the Societies Act of Alberta, and holds public election of executives and public meetings, be advised and consulted concerning the finalization of detailed improvement plans.
2. It is recommended that the Implementation Schedule and Budget outlined in Table 2 be approved and the implementation of all capital improvements be undertaken by the Administration commencing in 1977 according to this Implementation Schedule.

TABLE OF CONTENTS

Amended by Editor

	LIST OF MAPS LIST	
	OF FIGURES LIST	
	OF TABLES	
I	INTRODUCTION	1
	1. Statement of Purpose	1
	2. The Neighbourhood	2
	3. The People	6
	4. History of the Plan	9
II	LAND USE	13
	1. Land Abutting 107 Avenue	13
	2. Land Abutting Stony Plain Road	15
	3. Land Abutting 124 Street	16
	4. Land Abutting 102 Avenue	18
	4a. High Street, South of 102 Avenue	19
	4b. Clifton Place, South of 102 Avenue	20
	5. Low Density Residential Component	23
	6. Retention of Development Control	27
	7. Environmental Control	28
	8. Amendments to the General Plan	30
	SUMMARY OF RECOMMENDATIONS	30
III	TRANSPORTATION	32
	1. Arterial Traffic	32
	2. Non Local Traffic on Residential Streets	33
	3. Noise	33
	4. Parking	34
	SUMMARY OF RECOMMENDATIONS	38
IV	MUNICIPAL SERVICES	39
V	PARKS AND RECREATION	40
	1. Needs and Priorities	40
	2. Proposed Improvements in Subarea 3	42
	3. Proposed Improvements in Subarea 4	43
	4. Proposed Improvements in Subarea 1 and 2	44
	5. Changes to Parks and Recreation District Boundaries	44
	SUMMARY OF RECOMMENDATIONS	44

VI	HOUSING CONDITION	46
1.	Areas of Concern	46
2.	Housing Objectives	46
3.	The Improvement of Housing Condition	49
4.	Provision of Housing	49
	SUMMARY OF RECOMMENDATIONS	51
VII	HISTORIC PRESERVATION	52
VIII	IMPLEMENTATION	53
1.	Approval of the Groat Estate Implementation Plan	53
2.	Citizen Participation In Implementation	53
3.	Costs and Time Frame	53
	SUMMARY OF RECOMMENDATIONS	54

LIST OF MAPS

Amended by Editor

<u>Map</u>	<u>Title</u>	<u>Page</u>
1	Location	4
2	Existing Land Use	5
3	Existing Land Use Controls	7
4	Subareas	8
5	Approved Land Use Concept	11
6	Proposed Changes in Land Use Control	14
7	Proposed Land Use Concept	26
8	Environmental Control	29
9	Existing Parking Controls	36
10	Proposed Parking Controls	37
11	Parks and Open Space	41
12	Housing Condition	47

LIST OF FIGURES

Amended by Editor

<u>Figures</u>	<u>Title</u>	<u>Page</u>
1	Land Abutting 107 Avenue	13
2	Land Abutting Stony Plain Road	16
3	Land Abutting 124 Street	17
4	Land Abutting 102 Avenue	18
4a	High Street South of 102 Avenue	19
4b	Clifton Place South of 102 Avenue	20
4b (2)	Illustrative Site Plan	21
4b (3)	Conceptual Photomontage	22
5	Low Density Residential Component	24
6	Area Suitable for Infill Redevelopment	24
7	Area Under Development Control	27
8	Open Space	44

TABLES

Amended by Editor

<u>Tables</u>	<u>Title</u>	<u>Page</u>
1	Distribution of Pre-school and Elementary Children	42
2	Estimated Capital and Operating Budget	55

CHAPTER I - INTRODUCTION

1. STATEMENT OF PURPOSE

The Groat Estate Implementation Plan has been prepared in response to City Council's instruction on March 23, 1976 that a future of conservation be adopted for Groat Estate.

The purposes of this implementation plan are:

1. to present the policies and plans recommended to ensure the conservation of Groat Estate.
2. to outline the costs and time frame required to implement the plan recommendations.
3. to gain City Council's approval of the Groat Estate Implementation Plan and the financial commitment necessary to implement the recommendations.

A Plan For Groat Estate, prepared by the Groat Estate Residents' Association forms a very significant basis for this implementation plan. The residents' plan provided basic demographic data, a survey of community values, identification of the basic issues in Groat Estate, and possible solutions to identified problems. The Groat Estate Implementation Plan prepared by *Sustainable Development* builds upon the work of the residents by refining their plan recommendations in light of civic policies and constraints.

Amended by Editor

An approach of conservation for Groat Estate implies two objectives:

1. to retain and enhance the low-density residential component.
2. to reinforce the low-density commercial nature of the 124 Street commercial strip.

In meeting these objectives, issues related to land use, transportation, municipal services, parks and recreation, housing condition and historic preservation have been examined. Each of these areas is discussed in a separate chapter in the plan which outlines the concerns and the recommended policies and plans for neighbourhood conservation and improvement projects. The last chapter outlines the projected costs, timing, and process for plan implementation.

The remainder of this chapter provides background information about "the Neighbourhood," "the People," and "the History of the Plan."

2. THE NEIGHBOURHOOD

Groat Estate is a community of approximately 1,900 people (1975 Civic Census) and is approximately 130 acres (52.6 *hectares*) in area. As shown on Map 1, "Location," Groat Estate is bounded by arterial roadways on the west (Groat Road), on the north (107 Avenue), and on the east (124 Street). Natural wooded areas, the North Saskatchewan River Valley, and Groat Ravine form the south boundary. Two other arterial roadways, Stony Plain Road and 102 Avenue, pass through the community. Groat Estate is west of the downtown and the residential high-rise area of Oliver, and across the river from the University of Alberta. Approximately 90% of Groat Estate is developed for residential use in the form of single family homes, converted houses or walk-up apartments. Commercial uses occupy the remaining 10% of the area and they are concentrated in strip commercial development on 124 Street.

Groat Estate is one of the City's oldest residential districts. Several large estates

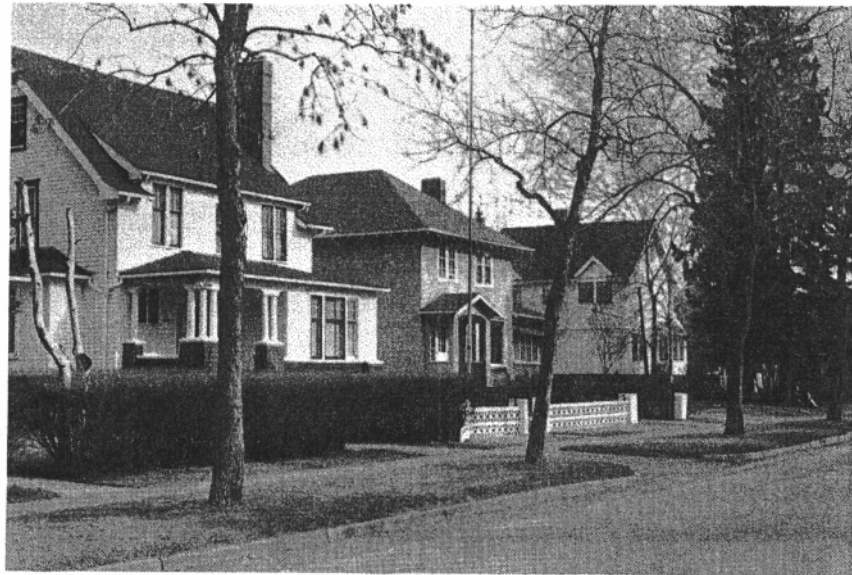


dating from the original development of the area and many dwellings of turn of the century domestic architecture (1900-1915) can be found in the area. Most of the housing in Groat Estate is more modest than the estate mansions overlooking Groat Road, but it is varied in architectural style and generally provides sound accommodation.

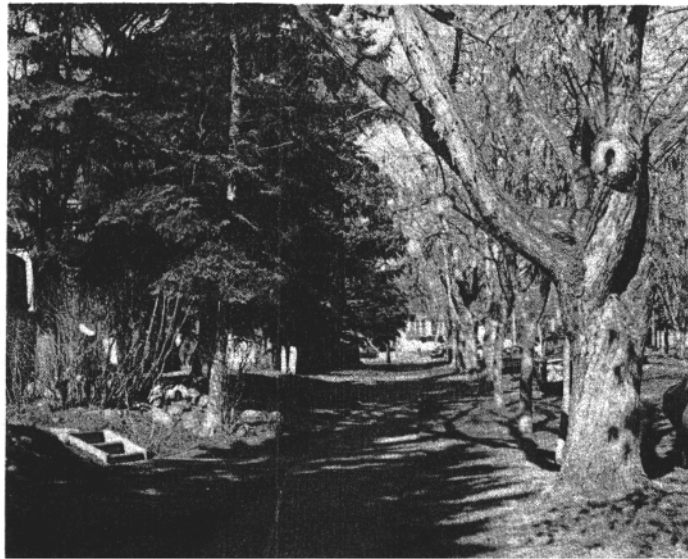
Vegetation forms a dominant characteristic in Groat Estate. The treelined walks and streets are a valuable aesthetic contribution to the whole community.

There are few community facilities in Groat Estate. The only developed and equipped playground is located on 126 Street between 106 and 107 Avenues. There are no schools in the area and the only church, Salem Baptist Church, is located at 128 Street and Stony Plain Road. Map 2, "Existing Land Use," shows the pattern of land use and the distribution of community facilities.

Housing in Groat Estate:
Architecturally varied and
generally sound .
accommodation.



Tree lined walks and streets in Groat
Estate .



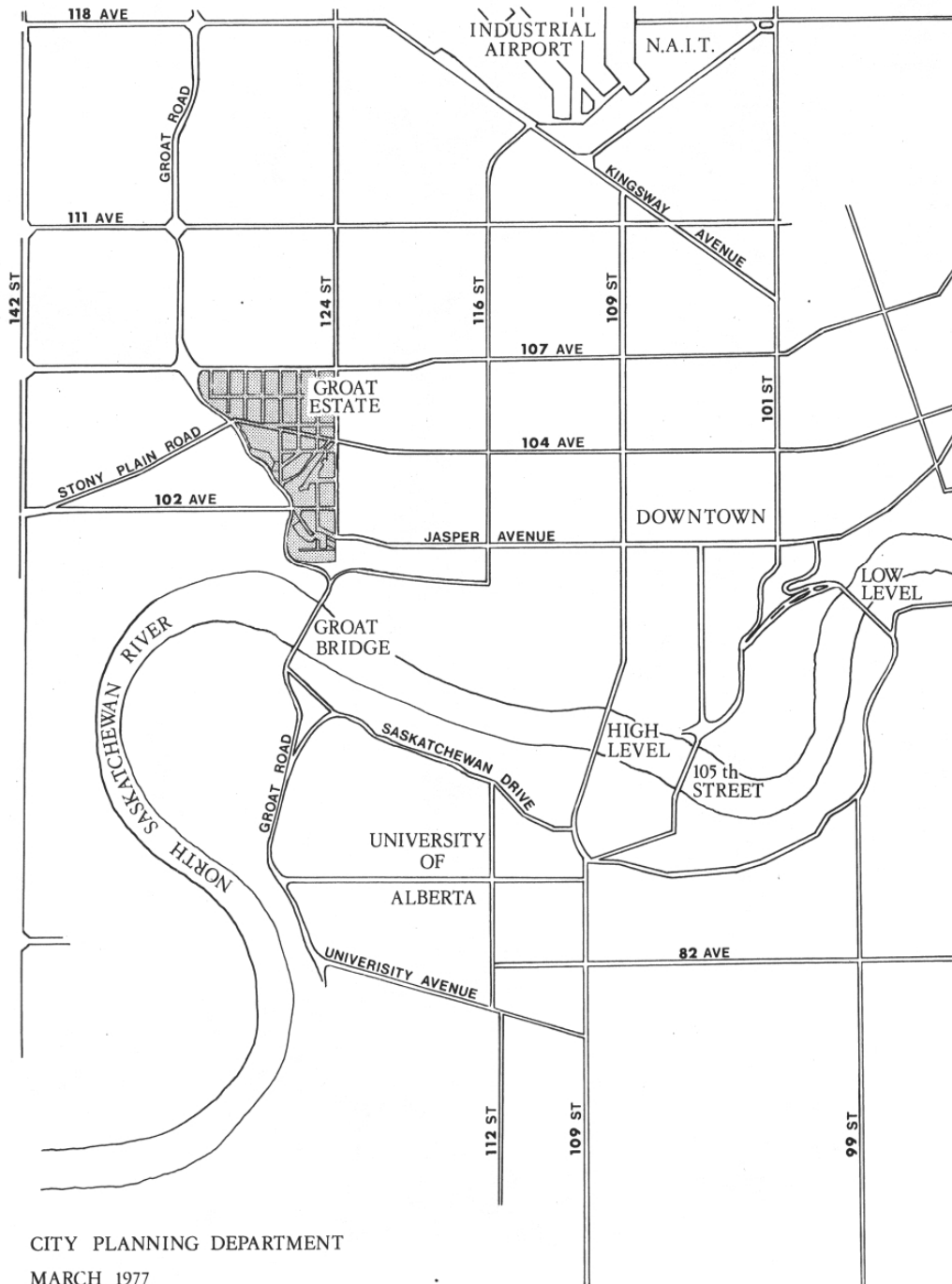
Commercial strip
development on 124
Street - a mixture
of retail, residential and office
uses.



GROAT ESTATE LOCATION

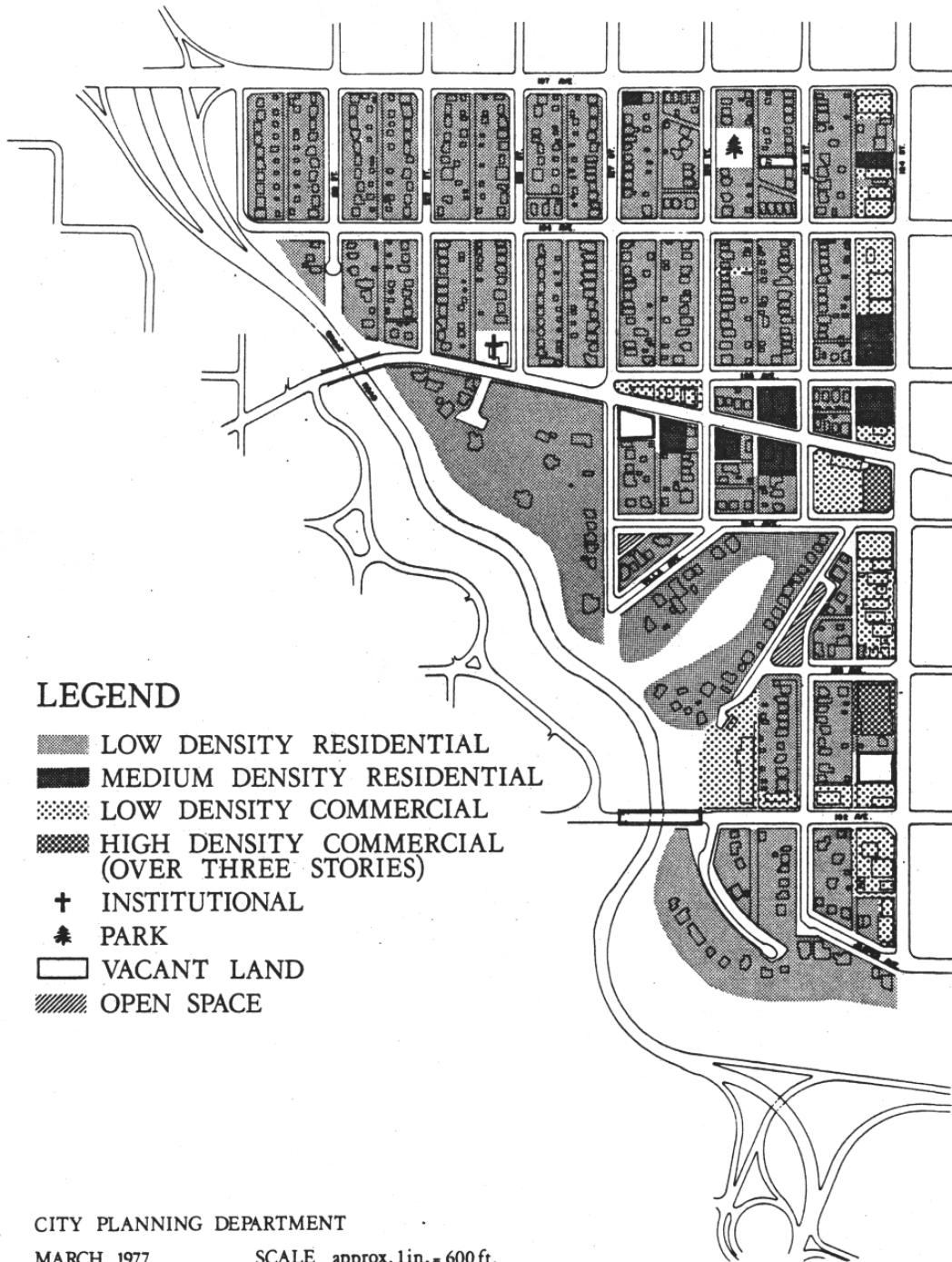


MAP 1



GROAT ESTATE EXISTING LAND USE

MAP 2



Groat Estate, like other inner-city residential areas, is subject to pressure for redevelopment because of its location in close proximity to the city centre. Several large redevelopment projects have occurred along 124 Street and a number of rezonings and new development have been proposed for the area. Most of Groat Estate is currently zoned for low-density residential land use (R-1 and RC-1).



The Guardian Building

However, along the major arterials, medium density residential use (R-4 and R-5) and commercial land uses (C-1, C-2A, and C-3) are permitted. Map 3 shows the "Existing Land Use Controls."

3. THE PEOPLE

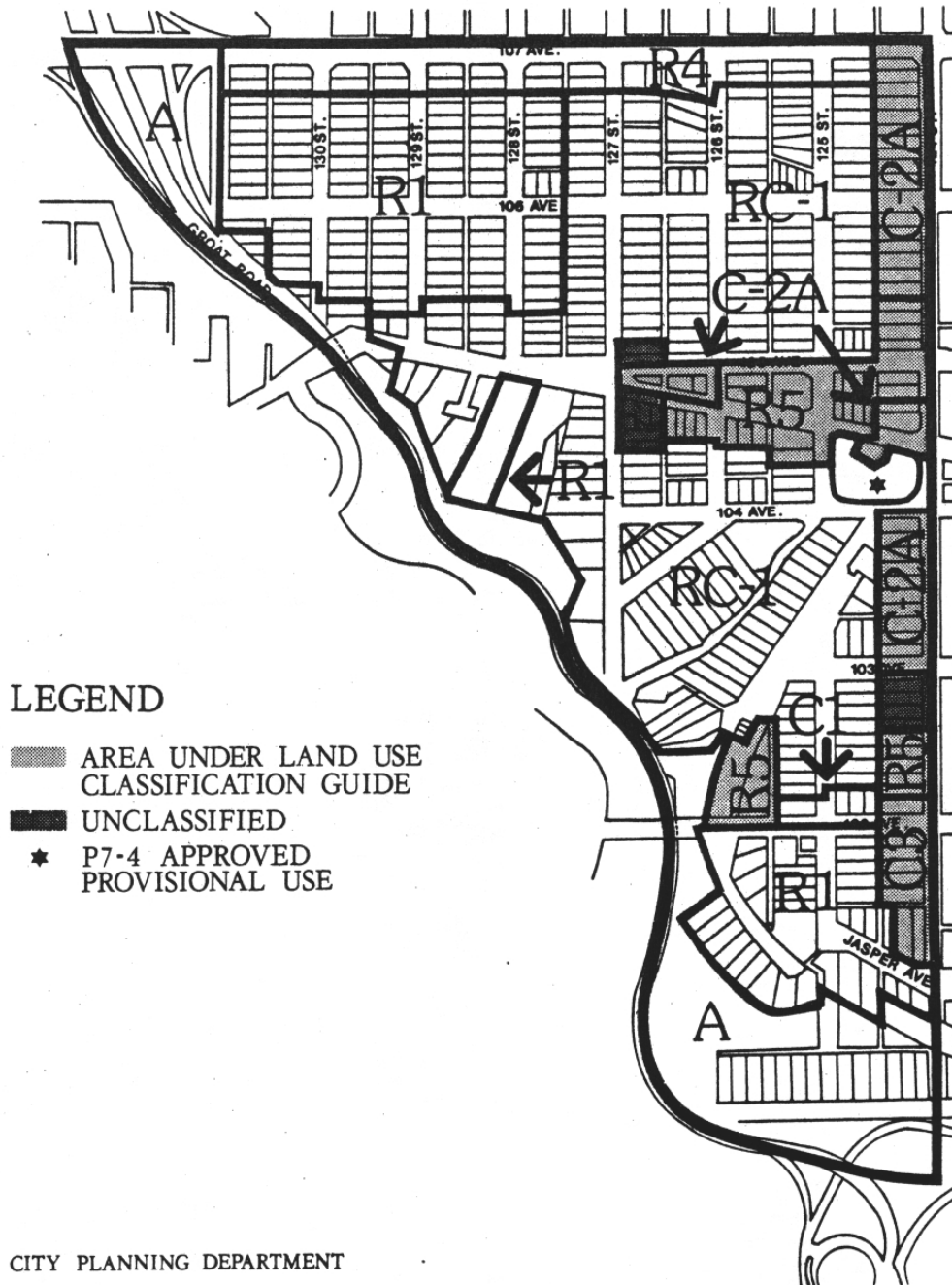
Because 1971 Federal Census data is outdated, the Groat Estate Residents' Association collected demographic information in 1975 as part of the Residents and Property Owners Survey they conducted. As the response rates were high (90% for resident owners, 85% for tenants), the demographic information collected is fairly accurate and capable of giving a more up-to-date description of Groat Estate than 1971 Federal Census data.

About 60% of the households in Groat Estate are married couples and about half of these have children. About 25% of the households are single person households. About 50% of the heads of households are between 22 and 44 years of age. The reported annual income was \$14,500 or less for about 56% of the households. About 65% of the dwelling units are owner occupied.

When the community is considered as a whole, it appears as a fairly stable area. However, when Groat Estate is broken down into smaller areas using the arterial roadways as boundaries as shown in Map 4, "Subareas," some important differences become apparent.

GROAT ESTATE EXISTING LAND USE CONTROLS

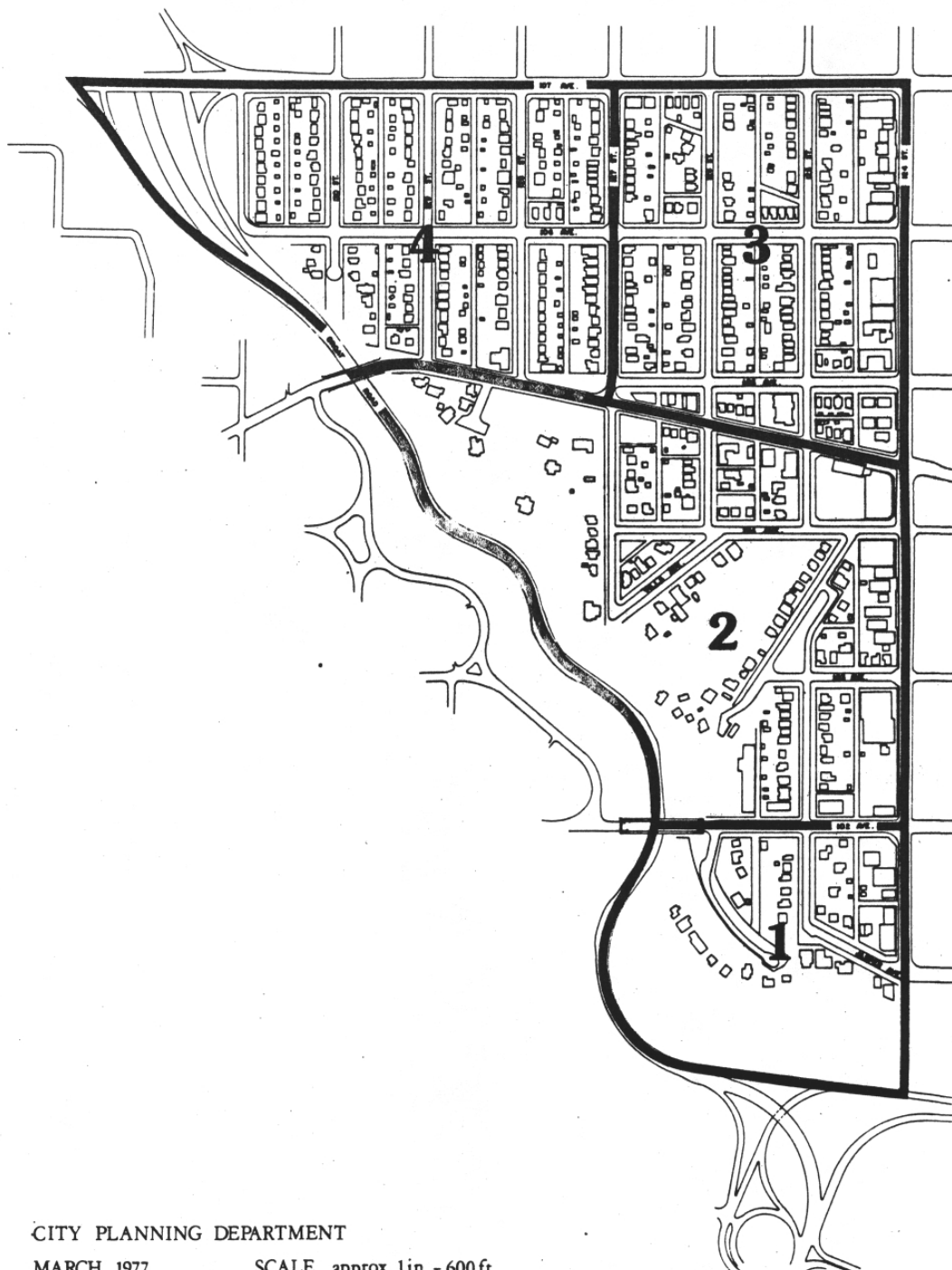
MAP 3



GROAT ESTATE SUBAREAS



MAP 4



CITY PLANNING DEPARTMENT

MARCH 1977

SCALE approx. 1 in. = 600 ft.

In Subarea 1, about 75% of the households are married couples and over two-thirds do not have children. More than 40% of the households re-ported an annual income of \$25,000 or more compared with 15% for all of Groat Estate. Surprisingly, over 50% of the properties were tenant occupied.

Subarea 2 is quite similar in population characteristics to Groat Estate as a whole. About 50% of the households are married couples and about half of these have children. However, 32% of the households were single person households compared with 25% overall. About 50% of heads of households were between 22 and 44 years of age, slightly above the percentage for the area as a whole. The reported annual income and percentage of owner-occupied properties are much the same as for Groat Estate as a whole.

In Subarea 3 about 65% of the households are married couples, about the same as for the area as a whole. However, nearly 60% of these couples have children which is slightly higher than for the total area. The range of the age of the heads of households was about the same as for Groat Estate as a whole, while income is slightly lower. Only about 50% of the properties are owner-occupied.

In Subarea 4, about 70% of the households are married couples and about half of these have children. Only 32% of the heads of households are between 22 and 44 years of age. Two-thirds are over 44 years of age compared with about 45% overall. 58% of the households reported incomes of \$14,500 or less which is slightly higher than overall. However, 84% of the properties were owner-occupied.

4. HISTORY OF THE PLAN

Early in 1975, a series of rezonings and development proposals for the Groat Estate area sparked the formation of a resident group which asked City Council for a plan for their area. On May 15, 1975, City Council approved the following recommendations which instructed *Sustainable Development* to assist the Residents' Group in preparing a plan for Groat Estate and also established a policy of tabling rezonings and reclassifications in Groat Estate until the completion of the plan:

Amended by Editor

"That Council be advised that in light of existing priorities, *Sustainable Development* does not possess the staff or resources to fully conduct their plan and development scheme for the area; however,

Amended by Editor

"That *Sustainable Development* in accordance with the concept contained in the Neighbourhood Improvement Study, provide the residents with liaison with the administration and technical assistance on a limited basis.

Amended by Editor

"That Council refer the petition and proposal to *Sustainable Development* for action in accordance with Recommendation 2 above. Amended by Editor

"That Council as a matter of policy table any rezonings or reclassification applications for the Groat Estate area until the completion of a plan as per Recommendations 1 to 3 above."

The Groat Estate Residents' Association then hired a planner, formed a number of committees, administered residential and commercial surveys, and conducted public meetings and workshops. All residents and property owners were invited to attend these sessions. A special interest group composed of major development-interests in Groat Estate, was given formal status in the plan process by the Municipal Planning Commission in approving the Terms of Reference for the Groat Estate Plan. A Planning Liaison Group made up of a *Sustainable Development* representative and the two planners from the Groat Estate Residents' Association and the Owners Group was formed to allow the viewpoints of both parties to be fully expressed. Amended by Editor

In October, 1975 a preliminary plan document was submitted to *Sustainable Development* by the Groat Estate Residents' Association and an alter-native land use plan was submitted by the Owners' Group. Both plans were circulated for review within the civic administration and based on the comments received, the Groat Estate Residents' Association prepared and submitted to *Sustainable Development* their final plan, A Plan for Groat Estate. The plans from the Owners' Group and the Groat Estate Residents' Association were presented to the Municipal Planning Commission and were referred back to *Sustainable Development* for study and recommendation. *Sustainable Development* then prepared land use recommendations based on those recommendations contained in the Groat Estate Residents' Association submission, the Owners' Group submission and on information received from various civic departments. City Council at their meeting of March 23, 1976, approved the following recommendations: Amended by Editor

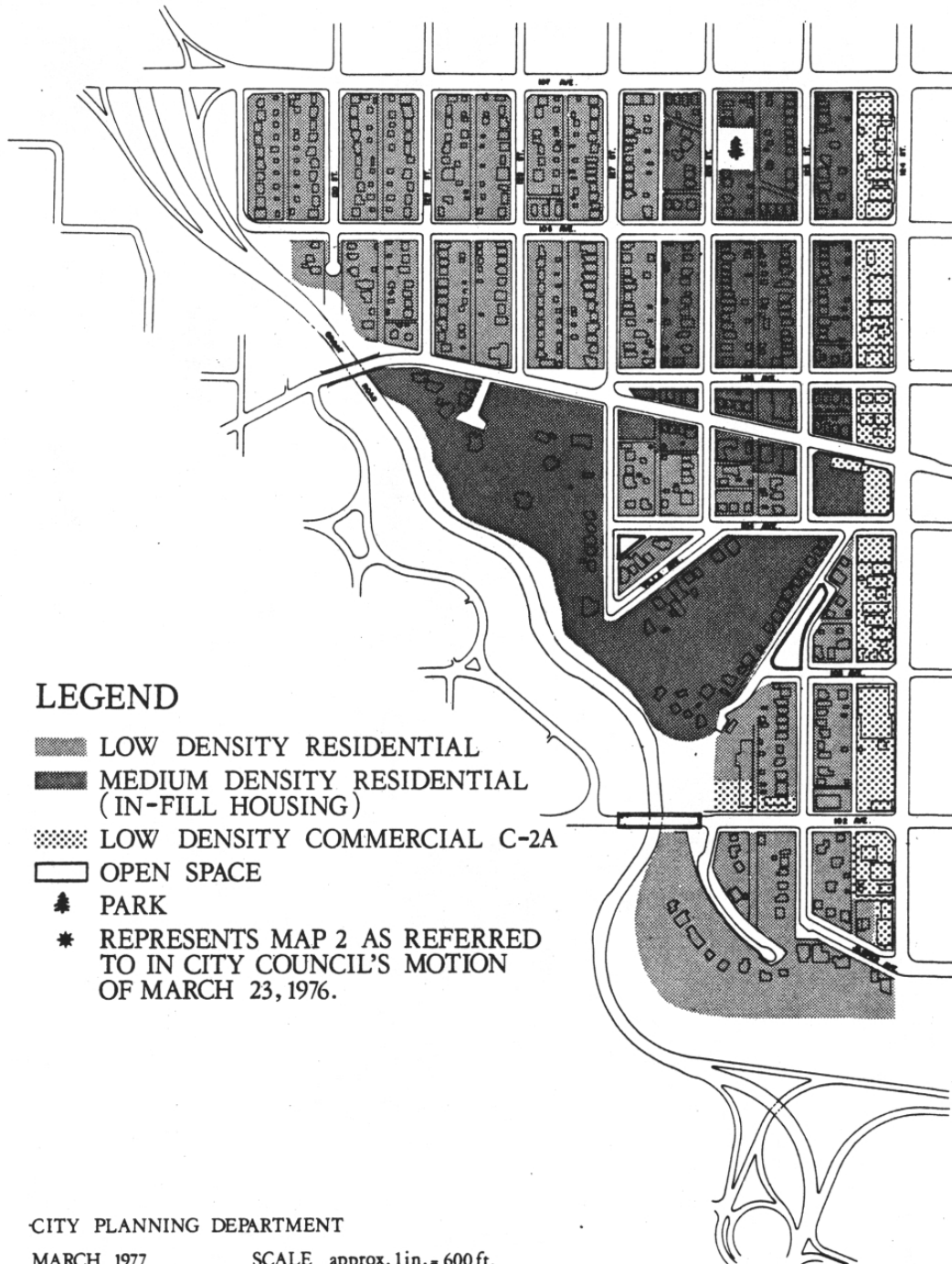
"That an approach of conservation be adopted in principle as a guide to the future of Groat Estate as indicated on Map 2 (Groat Estate Residents' Association Plan). (Please refer to Map 5, "Approved Land Use Concept. ")

"That Council accept the recommendation that the City Administration will not consider or accept any rezoning applications in the Groat Estate Area until the General Plan and Transportation Plan are revised and completed.

"That the recommendation on Alternative 1 (an approach of conservation) be referred to *Sustainable Development* for implementation of the motion as passed by Council." Amended by Editor

GROAT ESTATE APPROVED LAND USE CONCEPT *

MAP 5



Following the motion of referral on March 23, 1976, *Sustainable Development* reviewed the recommendations contained in A Plan For Groat Estate with respect to:

Amended by Editor

1. their feasibility.
2. their relationship to established civic policies.
3. their contribution to the approved goal of conservation of Groat Estate.

A series of meetings were held by *Sustainable Development* with the residents and various civic departments on the process of plan implementation. While the recommendations contained in the residents' plan were used as the basis for this implementation plan, some of them had to be deleted or modified in order that the final recommendations would be implementable within the constraints of existing civic policies.

Amended by Editor

CHAPTER II - LAND USE

The residents of Groat Estate asked that a plan be prepared for their area primarily as the result of pressures for land use change and the approval of three high-rise commercial buildings along 124 Street. The effects of the high-rise buildings in terms of parking, truck servicing and reducing the privacy of adjacent residential units were perceived by the residents as decreasing the desirability of the area for residential use. Uncertainty about the future of the area tended to encourage an attitude of speculation and discourage property maintenance, further affecting the desirability of the area.

One of the most important objectives of this plan is to promote the conservation of Groat Estate and to reduce the uncertainty about the future of the area. This requires that the land use controls confirm the continuation of the single family residential component and reinforce the low-density strip commercial nature of 124 Street. Consequently, a number of amendments have been proposed to the existing land use controls. As shown in Map 6, "Proposed Changes in Land Use Controls," the majority of these changes occur along the arterial roadways of 124 Street, 107 Avenue, 102 Avenue, and Stony Plain Road.

The land use changes along each of the four arterials are discussed individually, followed by a discussion of the low density residential component of Groat Estate. In the next two sections, the use of development control in Groat Estate to implement land use objectives and environmental controls are discussed. The last section sets out the amendments to the City of Edmonton General Plan that are required to ensure its conformity with an approach of conservation in Groat Estate.

1. LAND ABUTTING 107 AVENUE

Although the south side of 107 Avenue has been zoned for medium density residential use (R-4) since 1962, only two small walk-up apartments have been developed in this area. The remainder of the single family homes have not been redeveloped and their condition is generally fair to good. The development of walk-up apartments along 107 Avenue could negatively affect the stability of adjacent housing to the south. To protect the low-density residential character of the area to the south of 107 Avenue, and to retain the existing housing stock, it is recommended that the property along 107 Avenue be rezoned to RC-1 with the exception of two lots at 127 Street already developed to R-4. *Conversion of Single Detached Dwellings to Professional, Financial and Office Support Services will be supported at the southeast corner of 131 Street NW and 107 Avenue NW on Lot 8A, Block 51, Plan 4677HW provided that the residential character of the building is maintained.*

Resolution
October 1, 2012

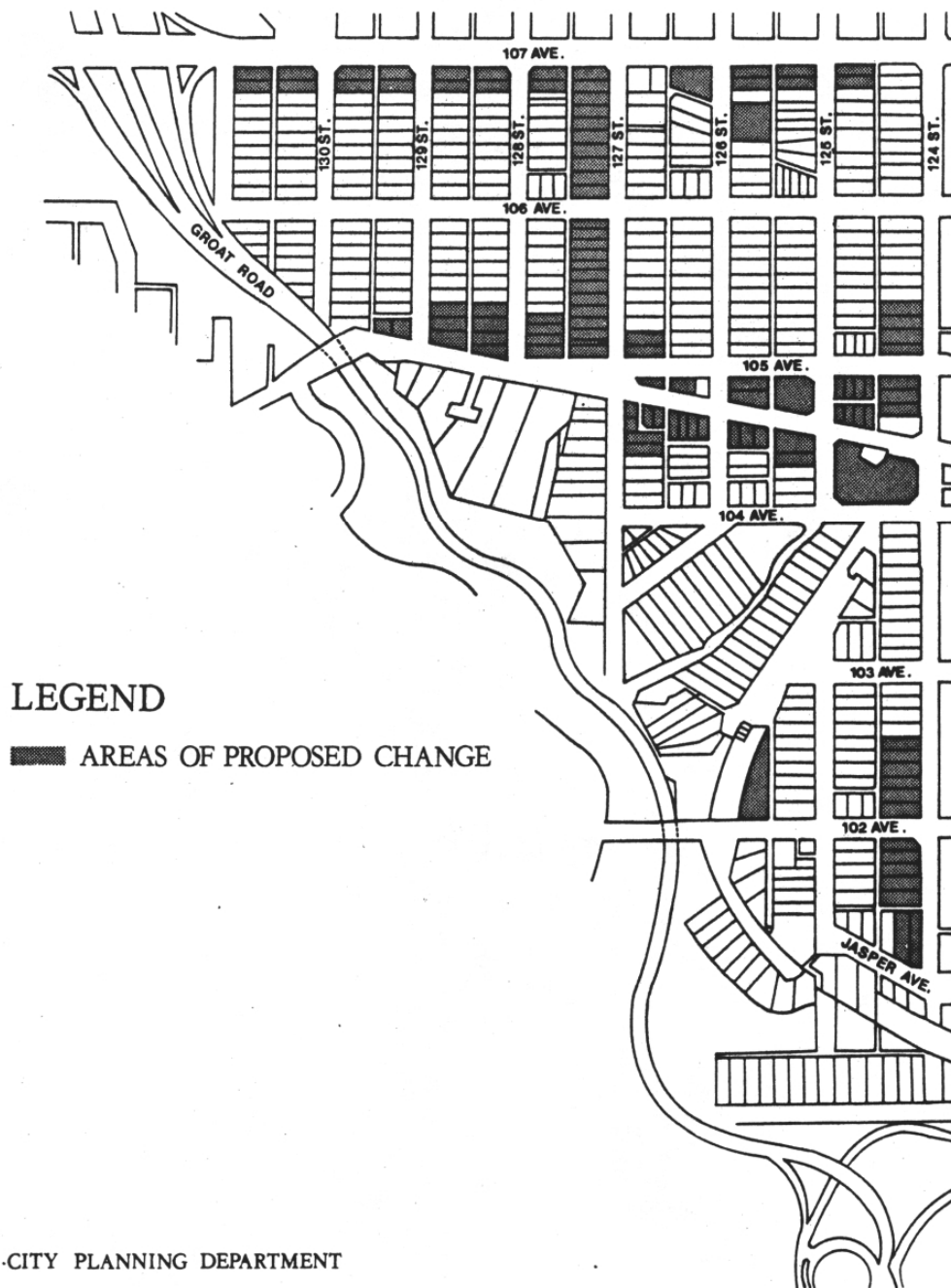
FIGURE 1



GROAT ESTATE CHANGES IN LAND USE CONTROLS

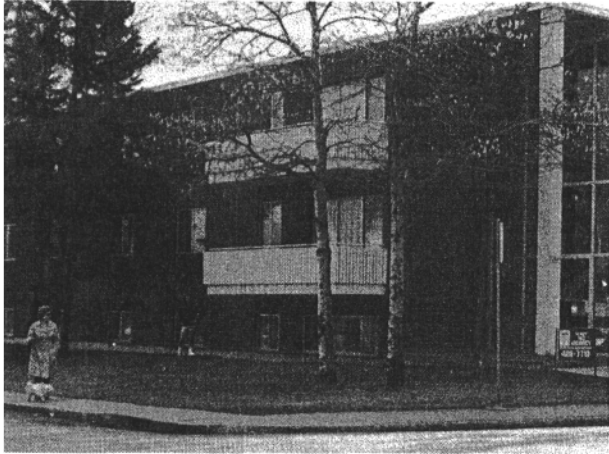
PROPOSED

MAP 6



2. LAND ABUTTING STONY PLAIN ROAD

Stony Plain Road from the lane west of 124 Street to 127 Street is classified as medium density residential (R-5) with a small section of low density commercial (C-2A) at 127 Street. Several walk-up apartments have been built in this area. Although medium density residential use is considered acceptable for this area, the permitted height under R-5



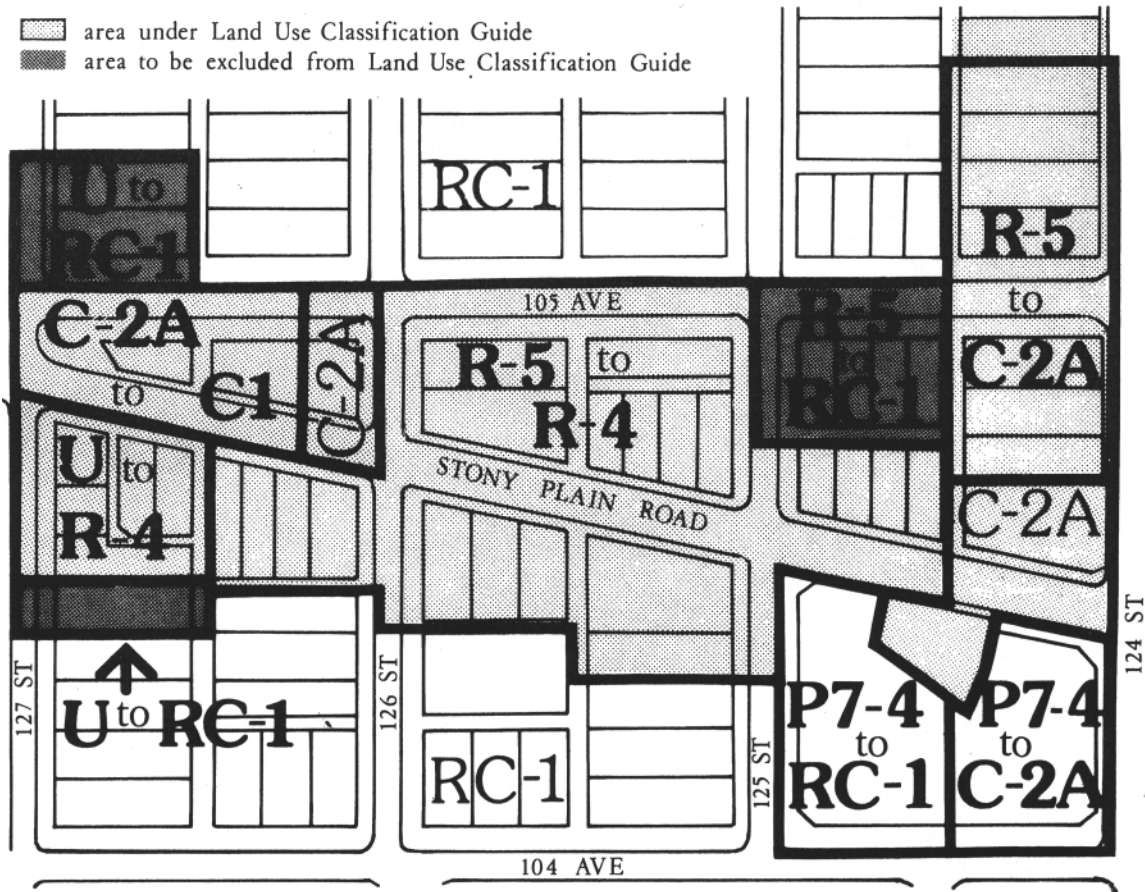
designation is 75 feet and this is considered excessive for the area. The more moderate height and density guidelines of R-4 are considered more appropriate and is recommended that this area be reclassified to R-4. Because of the high traffic volume on Stony Plain Road, special considerations should be given to access and construction materials in reviewing future development proposals. For medium density residential developments, traffic should exit from the site onto side streets where

possible instead of directly onto Stony Plain Road. The siting of residential buildings should be to the rear of the lot or oriented to side streets, and construction materials providing sound-proofing should be used where possible to minimize the impact of roadway noise.



At Stony Plain Road and 127 Street, there is a gas station and a small two storey building containing a grocery store. While these particular commercial uses are acceptable, not all the uses permitted under the C-2A classification would be appropriate at this location. It is therefore recommended that this area be reclassified from C-2A to C-1. C-1 is more restrictive as to use, height, and density and provides for more control over the appearance of the development. While low density commercial development in accordance with C-1 regulations would be acceptable at this location in the long term, medium density residential uses in accordance with R-4 regulations would also be appropriate. If the site is considered for redevelopment to medium density residential uses, the feasibility of closing a portion of 105 Avenue should be examined to improve the intersection at 127 Street and Stony Plain Road, and to provide a more developable parcel.

FIGURE 2



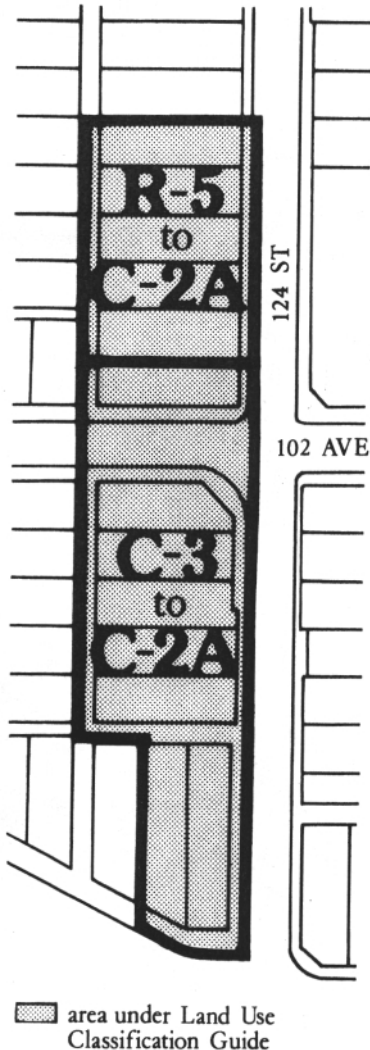
3. LAND ABUTTING 124 STREET

Development along 124 Street is low density commercial composed primarily of two and three storey buildings accommodating service and retail businesses. However, two high-rise office towers have been built under special land use controls on the west side of 124 Street: Parkington Plaza and the Guardian Building. The Guardian Building development was permitted by an unclassified designation under the Land Use Classification Guide. Parkington Plaza was permitted by Provisional Approval under Section 107 of the Planning Act (1963). City Council granted approval for the development of a residential and commercial complex and designated this site "P7-4 Provisional Approval" on January 26, 1968. While the commercial structure was completed, the residential component of the complex was never started.

Provisional Approval expires twelve months after the date of approval by City Council and since no start was made on the residential component, the approval for it is no longer considered valid. The balance of the site that was to be developed as residential is used for surface parking for the commercial structure. Provisional Approval did not alter land use

controls in effect and the Parkington Plaza site is primarily zoned RC-1 with smaller portions classified as C-2A and R-5.

FIGURE 3

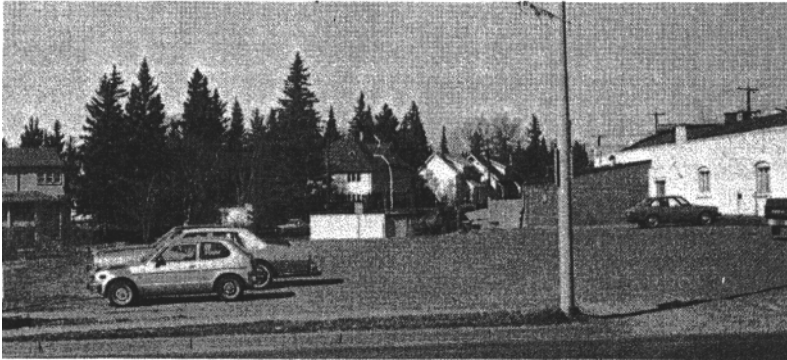


124 Street has been identified as a low density commercial strip and more intense commercial development is not appropriate. It is recommended that the west side of 124 Street should be classified as C-2A. This requires reclassification of land currently designated R-5 and C-3. Medium density residential use (R-5) is not considered appropriate along 124 Street and although C-3 is a low density commercial designation, it does permit some uses that are not considered appropriate at this location such as trailer sales and car lots.

The two high-rise office buildings already constructed along 124 Street do not conform to C-2A guidelines. The Guardian Building would become non-conforming if reclassified to C-2A so its Unclassified designation should be retained. Parkington Plaza was permitted by an Approved Provisional Use and therefore will not be made non-conforming by a change in land use controls. It is recommended that the portion of the lot that the building is located on be zoned C-2A to reflect its commercial nature. The balance of the lot is used for at grade parking and is zoned RC-1 for the most part. The RC-1 zoning should be retained and a small portion of the lot currently classified R-5 should be zoned to RC-1. The RC-1 designation would permit the parking lot to continue as a special permitted use but would require a rezoning by City Council to permit commercial or medium density development.

4. LAND ABUTTING 102 AVENUE

Most of the land abutting 102 Avenue is developed in accordance with the existing land use controls. The south side is single family residential and the north side contains low density commercial uses. However, a portion of it is classified for medium density residential use (R-5). This scale of residential development is considered inappropriate at this location. The site is currently used for low density commercial and this is considered an appropriate use. It is suggested that Lot 1, Block 40, currently used for low density commercial, be reclassified from R-5 to C-2A to make the existing commercial use conforming.



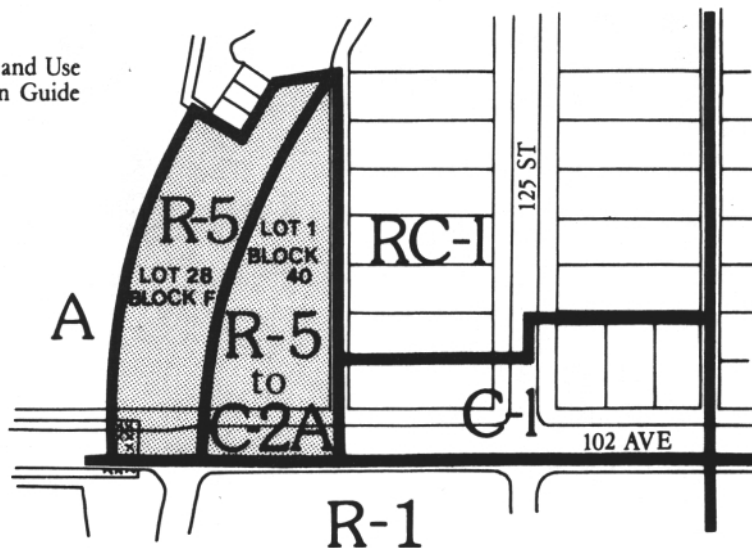
City-owned land on 102 Avenue

The remaining land that is classified R-5 (Lot 28, Block F) is city owned and currently is being used for parking by the adjacent commercial enterprise. *Community Services* has discussed development of the city owned land as a passive park seating area overlooking Groat Ravine and the lot currently forms part of a designated bike route. Passive park development of this land would be acceptable.

Amended by Editor

FIGURE 4

area under Land Use Classification Guide



However, the residents' plan recommended that a replot of these two lots be undertaken to permit commercial redevelopment along 102 Avenue and to provide a buffer of city-owned land between this use and the residential area to the north. The feasibility and desirability of a replot should be considered in conjunction with proposals to redevelop Lot 1, Block 40. At that time, bank stability should be tested for any limitations or restrictions it may impose on redevelopment. A setback from the top of the bank to maintain public access into the river valley system should also be included as part of the replot.

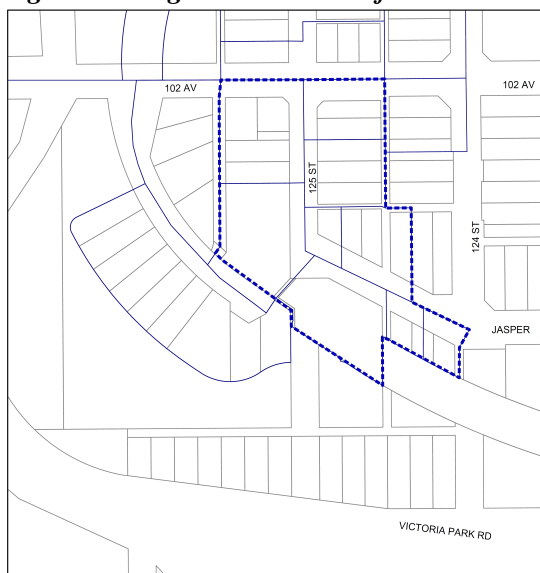
The land use control for the city-owned lot should not be changed until the future use has been established.

4a. HIGH STREET, SOUTH OF 102 AVENUE

Resolution
September 14, 2011

This Section applies to lands outlined in Figure 4a below:

Figure 4a: High Street South of 102 Avenue



Resolution
September 14, 2011

The Groat Estate Implementation Plan (GEIP), adopted by City Council in October 1977, identified lands outlined in Figure 4a as appropriate for single family residential development. The lands were districted R-1, and later RF1, consistent with the Plan.

Resolution
August 17, 1992

However, between 1984 and 1988, City Council approved a series of rezonings from residential to site specific commercial (via the DC2 District) on lands in this area, just south of 102 Avenue along 125 Street. Commercial development known as “High Street” have been approved on these sites on three occasions. Furthermore, Council rezoned to DC2 a single lot located at the northeast corner of 125 Street and Jasper Avenue to allow for conversion of the dwelling to professional offices or limited retail use. The Groat Estate Plan has been amended on four occasions (Map 7 only) to reflect these rezonings.

As a result of these City Council decisions and a declining RF1 single family environment as a result of increased traffic, on-street parking problems and other commercial land use impacts, an amendment to the Plan’s policies is appropriate for this area.

Lands along 125 Street south of the High Street projects, are considered appropriate for redevelopment to medium density residential, given the proximity to downtown and the declining single family environment.

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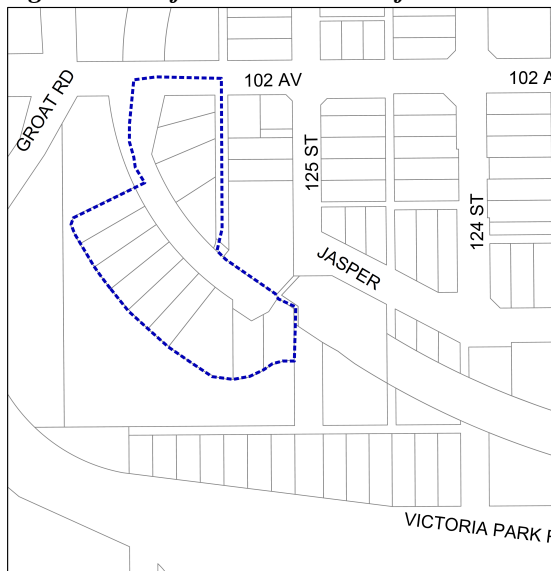
Resolution
September 14, 2011

The Plan also recognizes that there may be need and opportunity to re-use the existing structures within this area for purposes other than single family homes prior to the opportunity to develop apartment housing arises. This Plan therefore recommends that any consideration for re-use of existing buildings be implemented through Direct Control provisions which would be sensitive to any negative impacts such as traffic and parking, and would be significantly limited in terms of use and character change provisions such that the overall character of the area remains residential. Unrestricted commercial opportunities should not move further south or west than the existing High Street projects.

4b. CLIFTON PLACE, SOUTH OF 102 AVENUE

Resolution
September 14, 2011

Figure 4b: Clifton Place South of 102 Avenue



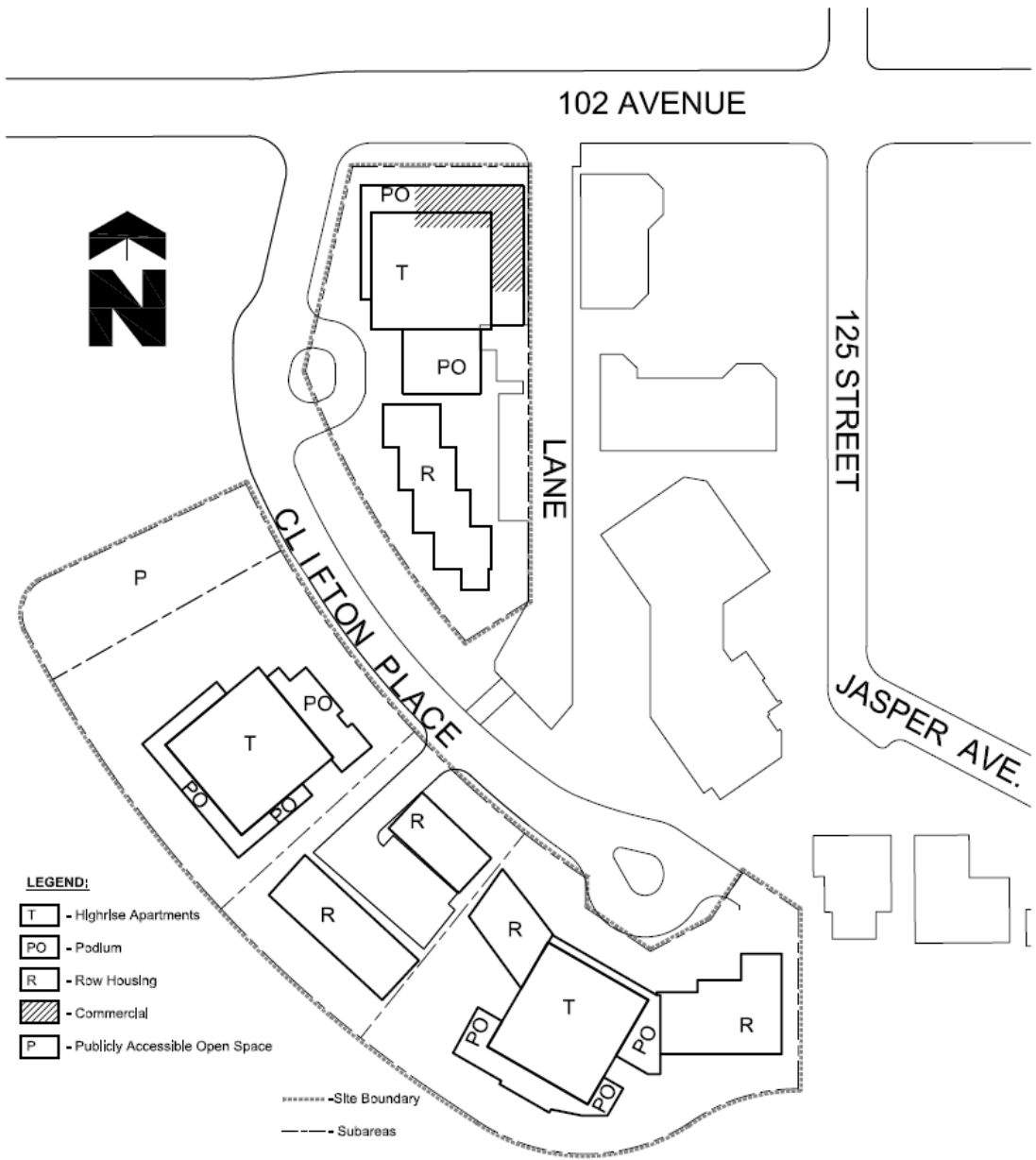
Resolution
September 14, 2011

4.1 Vision

A mixed use development sensitive to the existing neighbourhood that takes advantage of its unique form and sheltered location to foster the creation of an urban village within the Groat Estate Neighbourhood. The development concept for the site is illustrated below in Figure 2 – Illustrative Site Plan, and Figure 3 – Conceptual Photomontage.

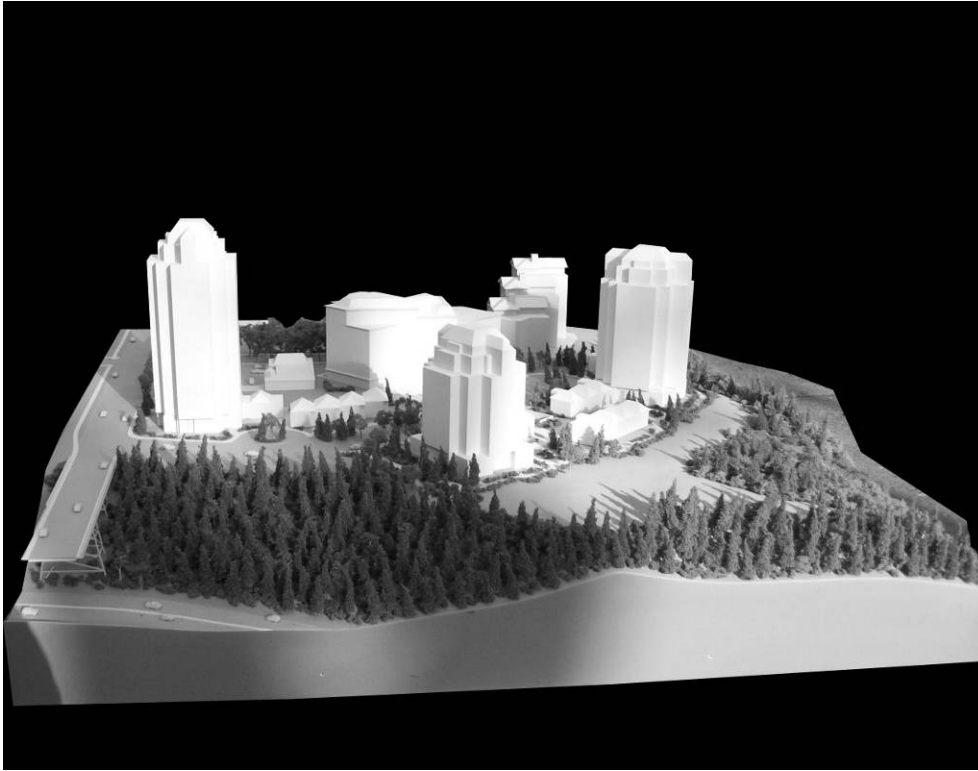
Resolution
September 14, 2011

Figure 2 – Illustrative Site Plan



NOTE: This site plan is for illustrative purposes only. Specific requirements and details will be established through zoning and development approvals.

Figure 3 – Conceptual Photomontage



NOTE: This photomontage is for illustrative purposes only. Specific elements of height and massing will be established through zoning and development approvals.

4.2 Site Planning and Design

Commercial land use components should be determined based on compatibility of neighbourhood oriented commercial uses and residential uses, both existing in surrounding developments and proposed in the site, and should be located on the corner of 102 Ave and Clifton Place to take full advantage of the that commercial shopping street. Higher density residential land use components are sensitive to surrounding developments and may include a limited number of high-rise towers to a maximum of 25 storeys having regards to the small scale infill components as transitional elements to surrounding developments.

4.3 Built Form

Buildings are to be sited and designed to have their major entries and as many individual dwelling unit entries as possible fronting onto Clifton Place, the River Valley, and major pathways and major open spaces. In addition, placement of structures should be organized to optimize sunlight to other buildings on the site and in the adjacent neighbourhood, and to public open spaces including streets. Furthermore, the placement of buildings should ensure adequate spacing to maximize livability, privacy and provide views through the site. Providing adequate separation spaces between high-rise towers will ensure privacy of residents, provide outlook through the site and protect significant views to Downtown and the River Valley. High-rise towers siting and massing should be designed to prevent the creation of adverse wind conditions on streets and public open space.

4.4 Landscape and Streetscape Design

Streetscape design should also consider the need to accommodate families with children, including common parks/activity areas and open space suitable for and readily accessible by children, semi-private and private outdoor spaces and indoor and outdoor amenities that meet the recreational and social needs of residents. Building upon the site design, streetscape design should take advantage of high-rise building forms to allow for more ground level open space and creating an attractive pedestrian and living environment that reduces pedestrian / vehicle conflicts by housing the majority of parking underground.

High landscape standards in Clifton Place should consider details of pavement materials, exterior lighting, sizes and species of new tree plantings, off-site landscaping adjacent to the Site, and other landscape elements as applicable, giving consideration to the use of drought tolerant plants and providing documentation of how water consumption has been minimized through features such as, but not limited to, the use of high efficiency irrigation systems and xeriscaping. In addition, the development concept should provide open spaces for the enjoyment of residents of the development and the surrounding neighbourhoods, safe and attractive pedestrian linkages throughout the site, as well as connectivity with adjacent neighbourhoods and existing transit.

4.5 Architectural Control

As part of the architectural control, buildings should employ durable, quality materials complimentary to those found within the neighbourhood, and promote high quality development through a combination of architectural treatment, design details, materials and landscaping of pedestrian areas and open spaces. Furthermore, universally accessible design should be considered in the architecture of buildings and the design of open spaces where economically and physically feasible. Development should be designed to be accessible to persons in wheelchairs, motorized scooters, strollers and persons with special needs.

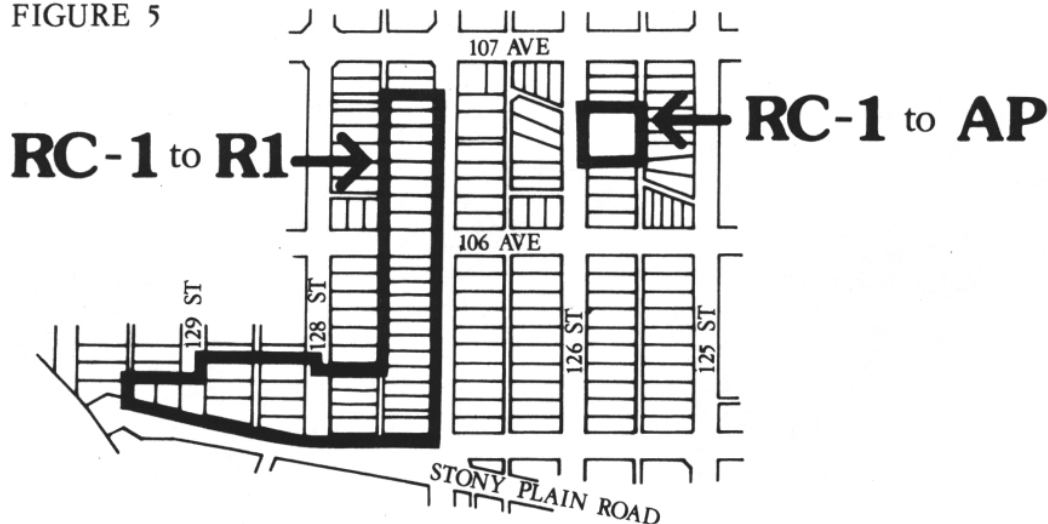
4.6 Sustainability

Sustainable development principles should be employed in the planning, design, construction, and management of the development. The incorporation of features such as recycling facilities, water saving strategies, low-water landscaping, energy-efficient lighting, green roofs and other devices should be considered where economically and physically feasible in building and site designs to reduce the consumption of energy and materials.

5. LOW DENSITY RESIDENTIAL COMPONENT

The predominant form of housing in Groat Estate is the single family dwelling. The south and northwest corners are zoned R-1 and the remainder is zoned RC-1. These two districts basically permit the development of single family homes, although RC-1 does permit the conversion of housing into suites, the construction of duplexes and the construction of four-plexes depending on site characteristics.

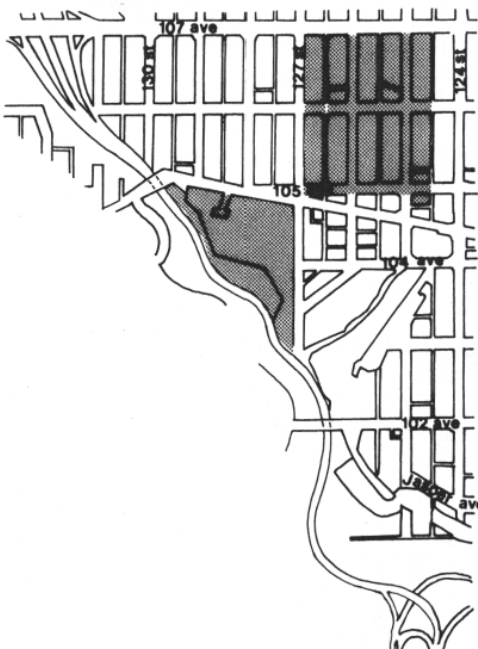
FIGURE 5



These districts are considered generally appropriate for the residential component of Groat Estate, with two exceptions. The playground on 126 Street between 106 and 107 Avenues is currently zoned RC-1. It is recommended that it be rezoned for public park (AP) in accordance with its use. The properties on the west side of 127 Street between Stony Plain Road and 107 Avenue and on the north side of Stony Plain Road between Groat Road and 127 Street are zoned RC-1. Because of the average lot size in this area, duplex redevelopment would be possible on a single lot in many cases. Housing condition is generally fair to good and extensive redevelopment is not desired. Therefore, to encourage the retention of the existing structure and the overall single family character of this portion of Groat Estate, it is recommended that these properties be rezoned from RC-1 to R-1.

It is recognized that some of the housing stock in Groat Estate is more suited to redevelopment than rehabilitation because of its age and condition. As discussed in Chapter V, "Housing Condition," housing in poor condition seems to be concentrated in the northeast corner (Sub-area 3). Additionally, there are some large lots south of Stony Plain Road and west of 127 Street that could be developed to contain more than one dwelling unit. Redevelopment in these areas (see Figure 6) should occur at the same scale, height, and density as the surrounding houses, and therefore, it is proposed that the existing R-1 and RC-1 zoning be maintained.

FIGURE 6 AREA SUITABLE FOR INFILL REDEVELOPMENT



As discussed later in Chapter V, "Housing Condition," it is desirable that low and moderately priced housing be encouraged in Groat Estate.

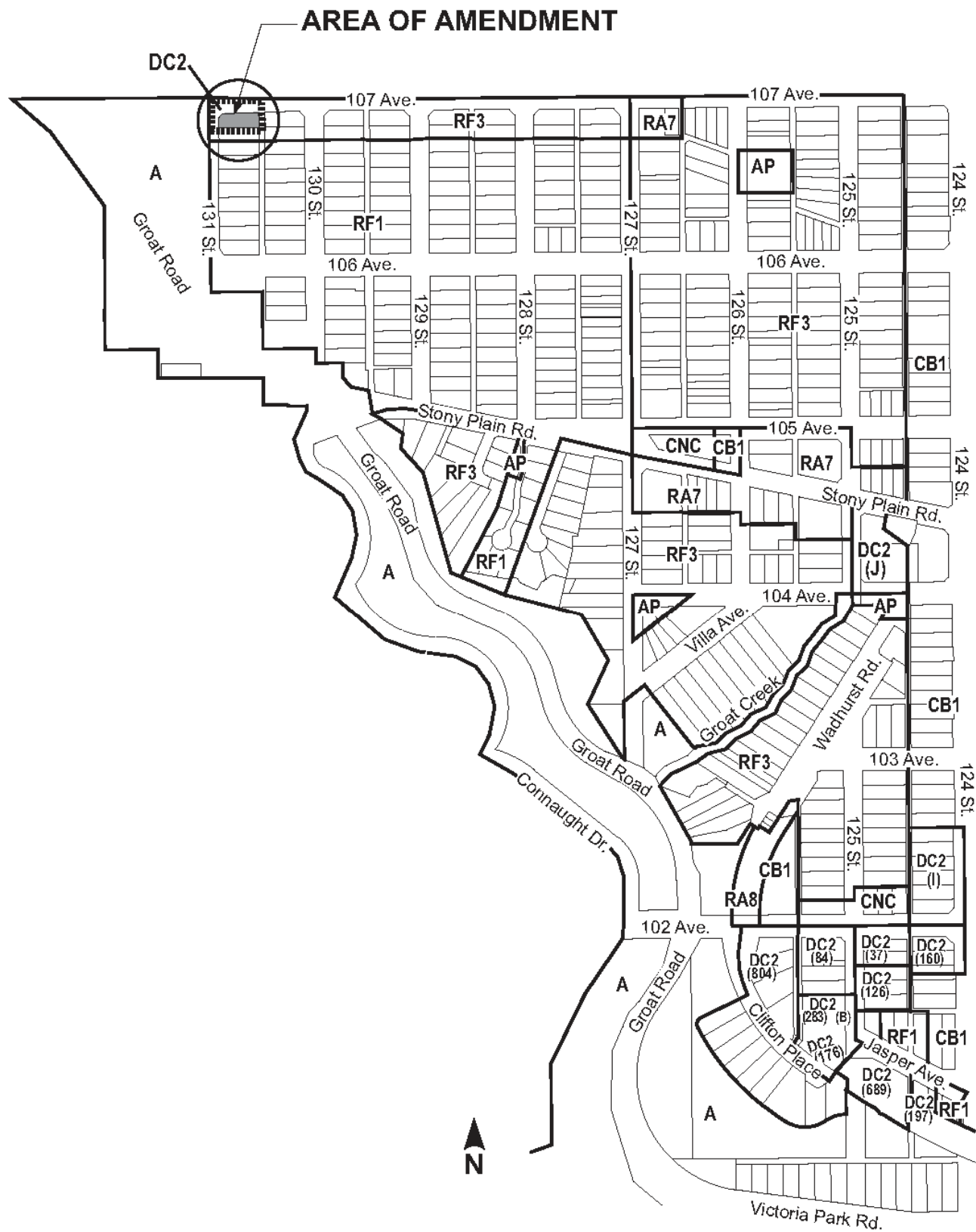
Increasing the density of development reduces the per unit land cost and should result in a lower total cost per unit. While redevelopment in accordance with RC-1 guidelines is preferred, rezoning to permit higher density residential development on an infill basis will be considered to accommodate the objective of providing moderately priced housing. The support of any rezoning to permit a higher density residential infill project would depend on

the extent to which the proposed project fulfills this objective and therefore a rezoning application should be evaluated in conjunction with a specific development proposal. The following additional criteria would also be used in assessing a development proposal:

1. The housing on the proposed site should be housing in poor condition not suitable for rehabilitation.
2. The project should be designed to blend into the surrounding community as much as possible. This would entail maintaining similar setbacks, height, and roof lines. Mature vegetation on the site should also be retained.

Map 7, "Proposed Land Use *Concept*," shows the overall pattern of zoning and development control that is recommended for Groat Estate. The proposed changes in land use controls discussed in the previous sections are intended to confirm the objective of conservation of Groat Estate. Under the proposed land use controls, some of the existing buildings will become non-conforming. However, in many cases, these buildings do not conform to the existing controls as a result of variances granted by the Development Appeal Board. Routine maintenance of non-conforming buildings and any structural alteration necessary for maintenance should not be restricted. The effect of any rebuilding, enlarging, or change of use should be evaluated within the context of the plan. In addition, any changes to these land use controls in Groat Estate should be considered within the context of this implementation plan and its objectives to ensure that any such change is not in conflict with an approach of conservation for the area. It is recommended that Section 9, "Amendments," of the Zoning Bylaw be amended to require that in an area for which a community plan is in effect, such as this implementation plan, any changes in land use controls must be considered and justified within the context of the plan and its objectives.

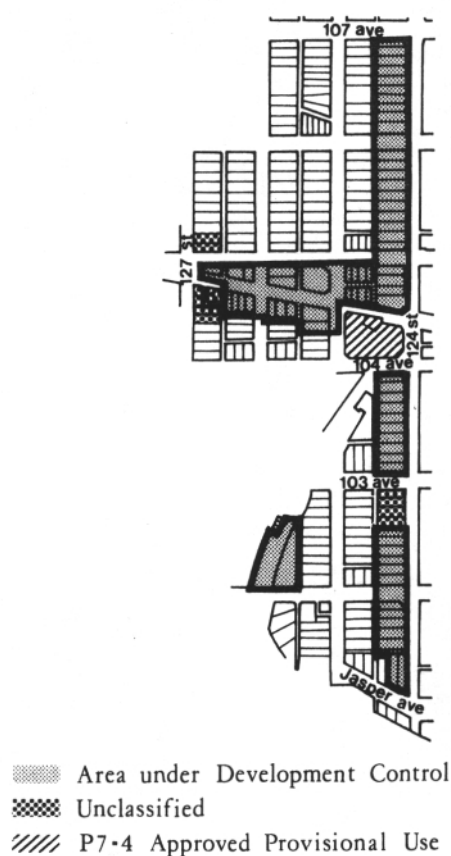
Amended by Editor



6. RETENTION OF DEVELOPMENT CONTROL

The City of Edmonton currently uses two basic mechanisms to regulate land use: zoning and development control. Both mechanisms are currently in use in Groat Estate. The major differences between the two mechanisms lie in the areas of control and discretion given to the Development Officer and the appeal procedures. Development Control in the form of the Land Use Classification Guide gives the Development Officer more control and discretion in approving the uses and building form than does the Zoning Bylaw. As a consequence, there are also broader rights of appeal to counter-balance this discretion.

FIGURE 7 AREA UNDER DEVELOPMENT CONTROL



The Land Use Classification Guide adopted by City Council in November, 1964 was applied to areas of the city which required more sensitive consideration than permitted by the rather inflexible Zoning Bylaw. Portions of Groat Estate along 124 Street, 102 Avenue, and Stony Plain Road are under Development Control. There are also three sites in Groat Estate which are Unclassified under the Land Use Classification Guide which means that they have been approved for a development that does not fall into any specific category under Development Control.

Although a comprehensive community plan has been prepared for Groat Estate and a detailed land use plan has been established, zoning is still not sufficient to regulate land use. The additional control and discretion of Development Control is needed to ensure the blending of commercial and medium density residential uses into the surrounding low density residential area with as few negative impacts as possible. It is suggested that development control be retained as the mechanism to control land use wherever it exists in Groat Estate with the exception of seven lots which are under development control and which are to be zoned RC-1 (as indicated in Figure 2).

As part of reviewing proposals for land under development control, it is recommended that the Groat Estate Residents' Association be advised of such applications and be given the opportunity to comment on them. It is desirable to obtain the opinions, concerns, and detailed local information from residents about the effect of development proposals on their area. This additional information, together with the developer's application and the input of the civic administration, will be taken into account by the Development Officer and the Development Appeal Board in making their decisions.

7. ENVIRONMENTAL CONTROL

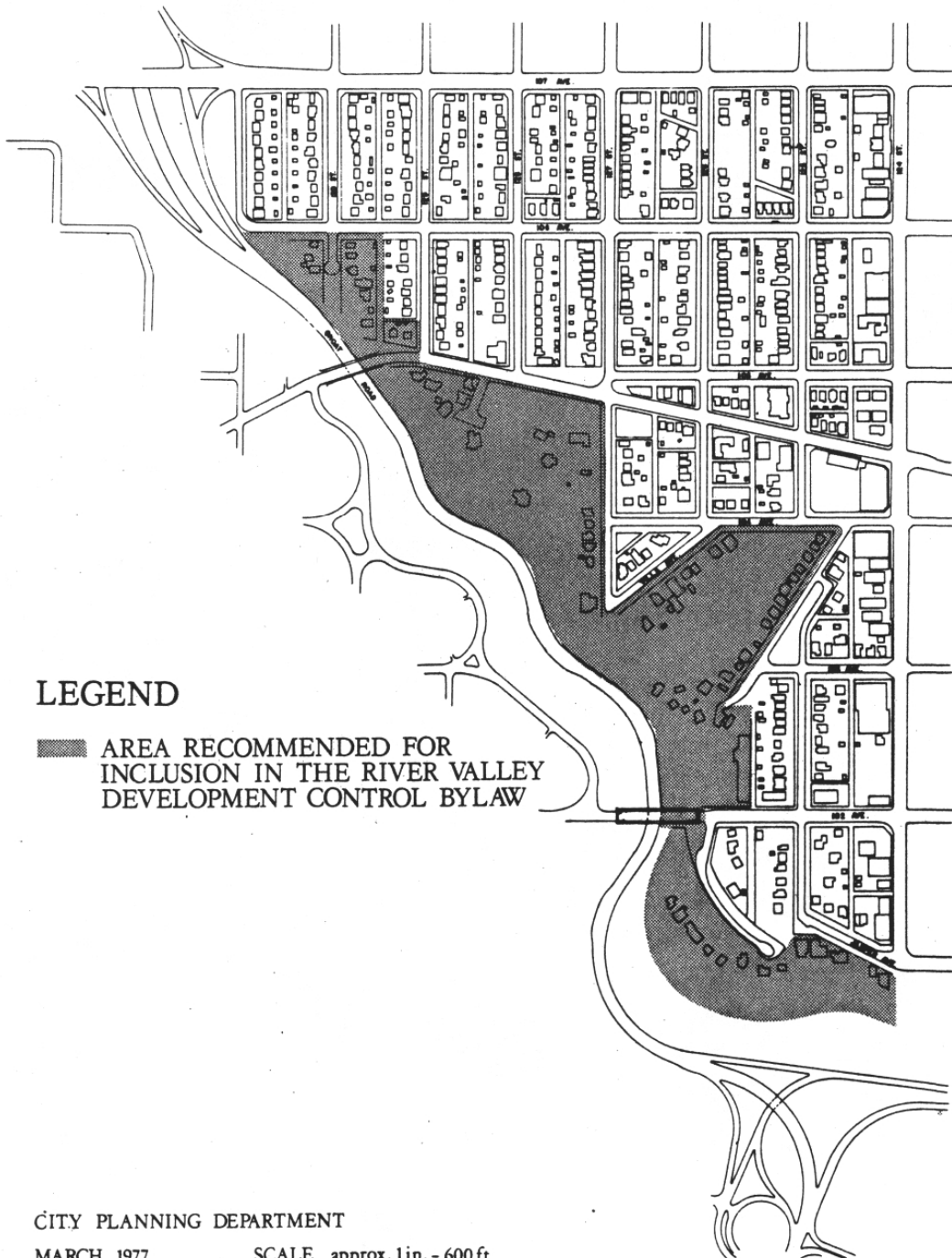
On July 15, 1975, City Council, in ratifying the directive of the River Valley Study, reaffirmed the policies of acquiring land in the river valley and ravine system for public park purposes, and protecting the river valley and ravines as a natural environment. To implement these policies, a document entitled, the North Saskatchewan River Valley Control Bylaw, is being prepared by *Sustainable Development*. It will set out and prioritize the acquisition of areas for public parks. Additionally, it proposes that areas in close proximity to the river valley and ravine system be placed under development control. Under this bylaw, an environmental impact statement may be required to be submitted as part of any development application within such development control areas. Detrimental environmental impacts would be grounds for rejecting or requiring modifications of a development application.

Amended by Editor

In order to protect the quality of the river valley and develop access into it, portions of Groat Estate as outlined in Map 8, "Environmental Control," should be included under the River Valley Control District of the North Saskatchewan River Valley Control Bylaw.

GROAT ESTATE ENVIRONMENTAL CONTROL

MAP 8



LEGEND

■ AREA RECOMMENDED FOR
INCLUSION IN THE RIVER VALLEY
DEVELOPMENT CONTROL BYLAW

CITY PLANNING DEPARTMENT

MARCH 1977

SCALE approx. 1 in. = 600 ft.

8. AMENDMENTS TO THE GENERAL PLAN

Amendments should be made to the City of Edmonton General Plan to reflect the approach of conservation of Groat Estate approved in principle by City Council on March 23, 1976. It is recommended that the following amendments to the General Plan be made:

1. Chapter V, Dwg. 1, "Residential Density by Area," such that Groat Estate is excluded from the areas designated as "medium density - up to 150 persons per acre" and "high density - up to 300 persons per acre" and included in the designation of "low density - predominantly single family residential - up to 40 persons per acre."
2. Chapter X, Diag. 1, "the Central Area," such that the portion of Groat Estate south of Stony Plain Road is deleted from the designations of "the Central Area" and "Central Area Expansion."
3. Chapter X, Diag. 2, "Central Area Functional Uses," such that the portion of Groat Estate south of Stony Plain Road is deleted from the designation of "Central Residential Reserve."
4. Page 10.1, last sentence should be amended to read, "...and 124 Street to the west)."

SUMMARY OF RECOMMENDATIONS

1. It is recommended that the Land Use Controls as set out in Map 7, "Proposed Land Use Controls," be adopted and the Zoning Bylaw and Land Use Classification Guide amended accordingly.
2. It is recommended that Section 9, "Amendments," of the Zoning Bylaw be amended to require that in an area for which a community plan is in effect, any changes in land use controls must be considered and justified within the context of the plan and its objectives.
3. It is recommended that the Groat Estate Residents' Association be advised of development applications within Groat Estate and be given the opportunity to comment on them.
4. It is recommended that the area indicated on Map 8, "Environmental Control," be included under the River Valley Control District of the River Valley Development Control Bylaw.
5. It is recommended that the following amendments to the City of Edmonton General Plan be made:
 - (a) Chapter V, Dwg. 1, "Residential Density by Area", such that Groat Estate is excluded from the areas designated as "medium density.- up to 150 persons per acre" and "high density - up to 300 persons per acre" and included in the designation of "low density - predominantly single family residential - up to 40 persons per acre."
 - (b) Chapter X, Diag. 1, "the Central Area" such that the portion of Groat

Estate south of Stony Plain Road is deleted from the designations of "the Central Area" and "Central Area Expansion."

- (c) Chapter X, Diag. 2, "Central Area Functional Uses," such that the portion of Groat Estate south of Stony Plain Road is deleted from the designation of "Central Residential Reserve."
- (d) Page 10.1, last sentence should be amended to read, "...and 124 Street to the west)."

CHAPTER III - TRANSPORTATION

The following traffic problems have been identified by the residents of Groat Estate:

1. High traffic volumes along arterial streets.
2. Non-local traffic using residential streets to avoid busy intersections.
3. Noise and air pollution caused by traffic.
4. Non-resident parking on residential streets.

These problems are not unique to Groat Estate but are experienced by many inner-city communities. Because they are related to the regional traffic flows and to city-wide traffic policies, they cannot be solved in Groat Estate in isolation from other communities. To effectively deal with these traffic problems, the solutions must be part of city wide policies and thus will be relatively long-term. However, as discussed in the following sections, some steps can be taken immediately as part of a community plan to alleviate the traffic problems to some extent.

1. ARTERIAL TRAFFIC

Stony Plain Road, 102 Avenue, and 107 Avenue are major arterials serving the west end of Edmonton. The average annual weekday traffic volumes (1974 figures) on these roadways in Groat Estate are 10,900, 19,100, and 21,700 vehicles respectively. There are plans for widening 124 Street by five feet on each side and Stony Plain Road by ten feet on each side. Left turn bays and bus layover bays to improve traffic movement on the arterial roadways have also been discussed. Any substantial widening of the arterial roadways in addition to those outlined would be detrimental to the residential environment of Groat Estate. Such a widening would most likely involve property acquisition and would increase the volume of traffic passing through the community. However, the possibility that arterial roadways in Groat Estate may have to be widened to meet transportation needs of west and southwest Edmonton cannot be eliminated.

Transportation Services has indicated that if the McKinnon Ravine proposal is not proceeded with, other arterial improvements including widenings in Groat Estate may be necessary. Any proposed widening should be examined very critically in light of the objective of an approach of conservation for Groat Estate. Alternative methods of meeting transportation needs, such as express bus lanes, alternating lanes, or mass public transit, should be stressed instead of a roadway solution. Should an arterial widening in Groat Estate be required, buffering should be provided to minimize the impacts of the increased traffic.

Amended by Editor

2. NON-LOCAL TRAFFIC ON RESIDENTIAL STREETS

The arterial streets passing through Groat Estate are heavily used, particularly during rush hour. Because of the grid street pattern, some through traffic is able to use residential streets to bypass arterial intersections. The Groat Estate Residents' Association proposed that a pattern of medians, forced turns, and road closures be used as a means of discouraging traffic from filtering onto residential streets. While this approach is supported, a specific plan of roadway modifications has not been identified.

It is proposed that a traffic study be undertaken during the implementation stage to determine where non-local traffic is excessive and to identify potential solutions. The preparation of a plan of roadway modifications for Groat Estate will primarily be the responsibility of the Traffic Operations Section of *Transportation Services*. However, the plan should be developed in consultation with *Sustainable Development, Community Services*, the Transportation Planning Branch and the Groat Estate Residents' Association. The proposed plan of roadway modifications will be implemented for an experimental period during which traffic in Groat Estate will be monitored. At the end of the experimental period, the acceptability and effectiveness of the plan of roadway modifications will be assessed, and a final roadway modification plan will be prepared and installed on a permanent basis.

Amended by Editor

3. NOISE

Residential development in Groat Estate near the arterial roadways is negatively affected by noise and exhaust pollution. While it is difficult to eliminate the problem, steps can be taken to minimize it. In developing new residential units on land abutting the arterial roadways, special attention should be paid to design to reduce the susceptibility of the new housing units to noise and air pollution. Such design consideration is particularly important for medium density residential developments along Stony Plain Road because of the number of units involved. For this area, the following criteria should be adopted as guidelines and implemented through Development Control:

1. Design and Construction Material: In the design of the buildings, care should be taken to place bedrooms away from the arterial side of the building. The shape of the building should promote noise attenuation and reduce the potential for reverberation. Sound deadening material and double-paned glass should be used to minimize noise transmission into residential units.
2. Siting: Buildings should be set back as far as possible from Stony Plain Road.
3. Landscaping: Landscaping should be used to screen the residential units from the roadway and parking areas.

These guidelines are intended to ensure that new dwelling units are protected to some extent against noise and air pollution from arterial roadways.

Reducing the impact of arterial roadways on existing development is more difficult. Residents have requested experimental noise buffering along 102 Avenue and 107 Avenue to deal with the existing noise problem. The loss of housing necessary to install buffering in Groat Estate would be high in comparison to the number of remaining structures that would be buffered. Consequently, buffering appears to be an unrealistic solution to alleviate traffic noise problems in Groat Estate. Reducing the noise level generated along arterial roadways through a vehicle noise abatement program could provide a means of relieving traffic impacts through-out the central city. It is suggested that an investigation into a vehicle noise abatement program be undertaken by the Transportation Planning Branch in consultation with *Sustainable Development, Community Services*, and the Groat Estate Residents' Association. Any solutions developed for Groat Estate should have general applicability for other inner-city residential areas.

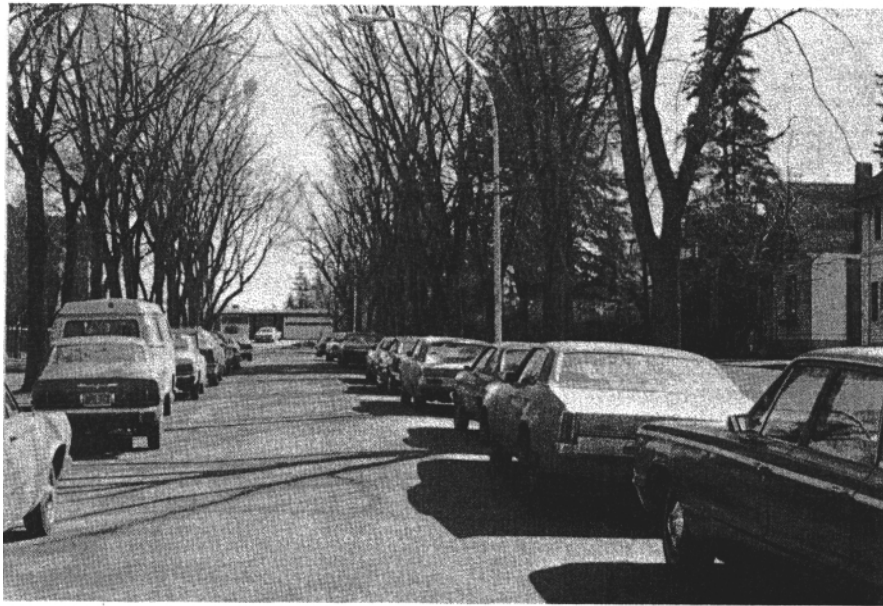
Amended by Editor

4. PARKING

A further area of concern expressed by residents is non-resident parking on residential streets in Groat Estate for several blocks west of 124 Street. Residents and their visitors have difficulty finding on-street parking during the day and frequently during the evening. The parking problem has several components:

1. The daytime parking problem is mainly caused by employees of businesses along 102 Avenue and 124 Street who park their cars on residential streets during working hours.
2. Customers of businesses also park on residential streets. The commercial nature of 124 Street requires a certain amount of short-term parking for its customers. While there is metered parking on 124 Street, it is insufficient to meet the demand and so some of this parking spills over into the residential area of Groat Estate. To restrict short-term customer parking on adjacent residential streets would be detrimental to businesses in the area.
3. Residents of the area, especially those from converted dwellings or apartment buildings who do not have or are unwilling to pay for off street parking, contribute to the parking problem to some extent.

Map 9 shows the "Existing Parking Controls," in Groat Estate. These controls are primarily designed to regulate parking for the purposes of efficient traffic flow and have little effect on the previously described parking problem.



Parking on 125 Street south of 102 Avenue

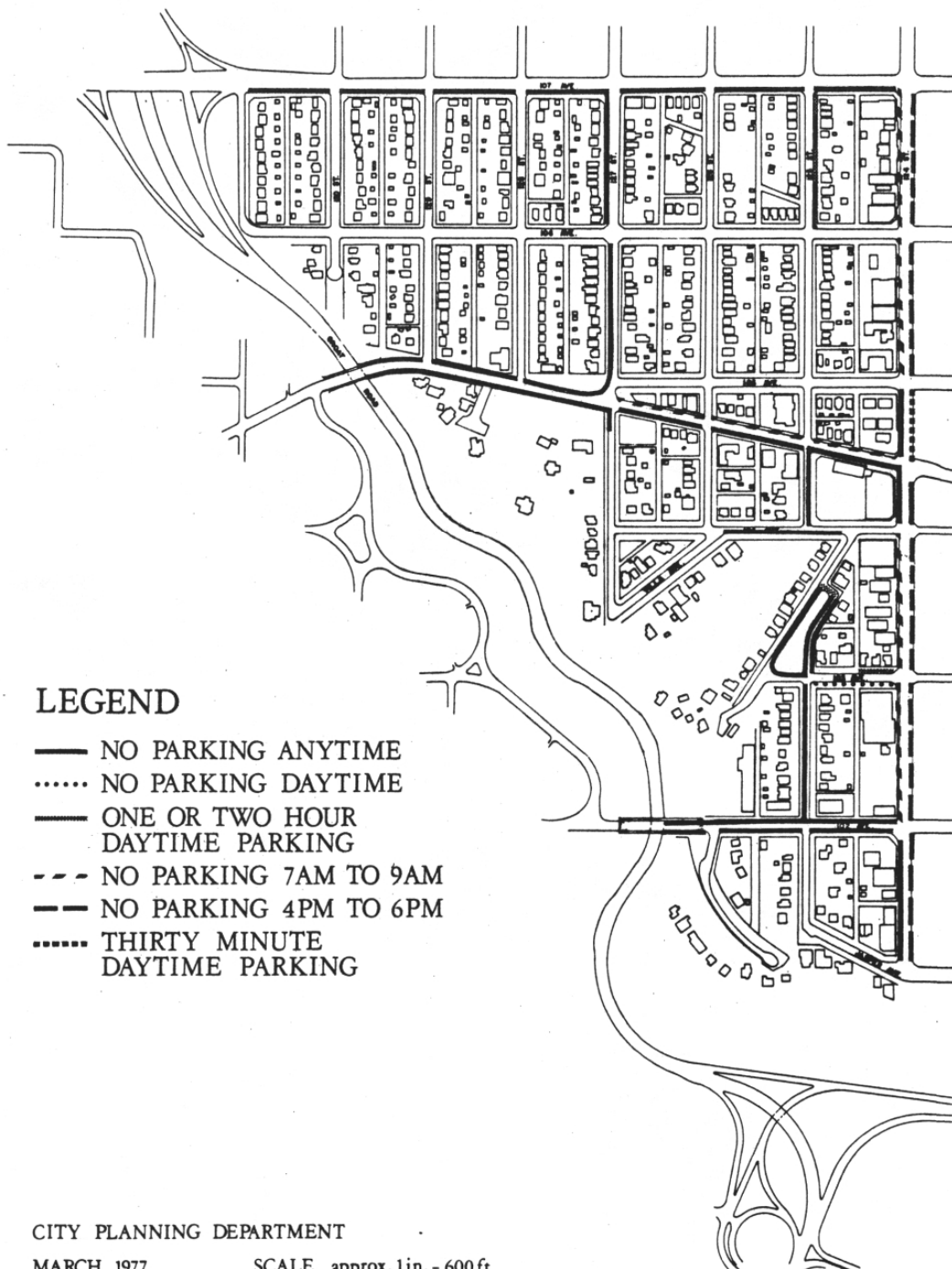
The solution to the parking problem in Groat Estate requires that the availability of on-street parking for all day parking be restricted without unduly affecting the residents or the commercial uses along 124 Street. To achieve this, two main approaches are recommended. First, as a general rule, the off-street parking standards for new commercial development as set out in the Zoning Bylaw should not be relaxed. While compromises may be necessary, any relaxation in the parking standards should be critically evaluated in light of the existing parking problem along 124 Street. Second, parking on residential side streets adjacent to 124 Street should be restricted to two-hour intervals in the daytime as shown in Map 10, "Proposed Parking Controls," to deter all day parking. The two-hour interval parking restrictions should decrease employee parking on residential streets and hopefully encourage some employees to use public transit as an alternative. Customers of the businesses along 124 Street will still be able to park on the side streets on a short-term basis. Visitors to the residential areas would still be able to park for two hours during the day and parking will not be restricted in the evening.

Two hour parking restrictions are not proposed for the northwest side of Wadhurst Road or the southeast side of Villa Avenue because a number of properties in these areas back onto Groat Creek Ravine, and do not have lane or street access onto their property to develop off-street parking. When other residential streets in Groat Estate are restricted to two-hour parking, there may be increased pressure for non-resident parking in these two unrestricted areas.

GROAT ESTATE EXISTING PARKING CONTROLS

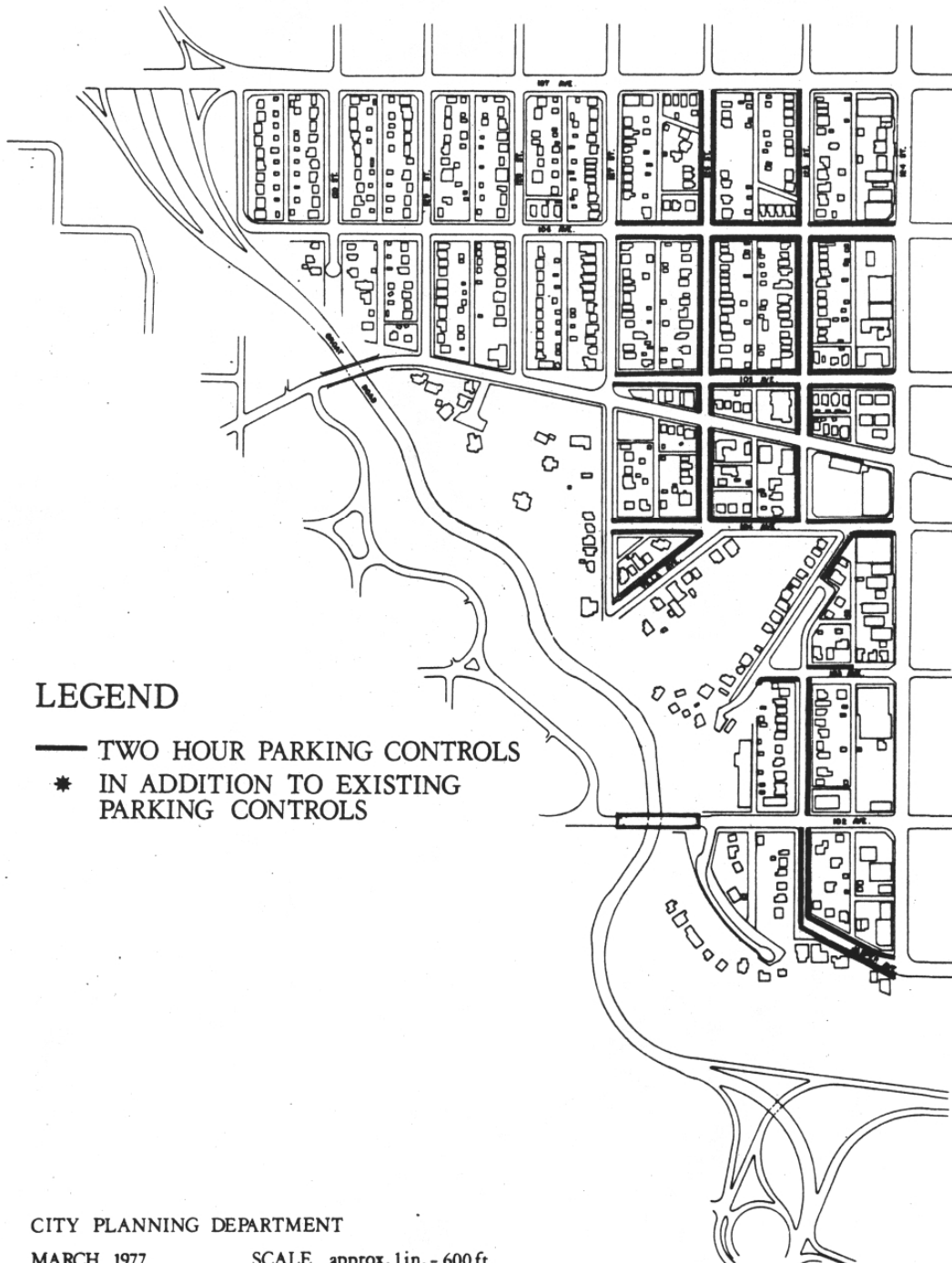


MAP 9



GROAT ESTATE PROPOSED PARKING CONTROLS *

MAP 1



The effectiveness of the parking controls to deter non-resident parking will be monitored during the implementation stage. If problems develop, alternative solutions may have to be evaluated. One such alternative is the residents' suggestion that a resident sticker plan similar to the one in effect around the Stadium be applied to Groat Estate. This alternative is not being recommended at this time because of the administrative and enforcement costs and the precedent setting nature of a 'sticker plan which would require daily enforcement.

SUMMARY OF RECOMMENDATIONS

1. It is recommended that any proposed widenings of an arterial roadway in Groat Estate be critically examined in light of the objective of an approach of conservation for Groat Estate and that alternative methods of meeting transportation needs be stressed.
2. It is recommended that *Transportation Services*, in consultation with *Sustainable Development*, *Community Services*, and the Groat Estate Residents' Association develop a plan of roadway modifications for the purpose of reducing non-local through traffic on residential streets. Amended by Editor
3. It is recommended that the additional criterion of minimization of traffic noise inside new buildings be used to evaluate proposals for residential redevelopment along major arterials in Groat Estate.
4. It is recommended that the Transportation Planning Branch in consultation with *Sustainable Development and Community Services* assess the feasibility of a vehicle noise abatement program. Amended by Editor
5. It is recommended that parking standards for commercial development as set out in the Zoning Bylaw not be relaxed in Groat Estate without critical evaluation in light of the existing parking problem along 124 Street.
6. It is recommended that the roadways indicated on Map 10, "Proposed Parking Controls," be signed to restrict parking to two-hour intervals in the daytime.

CHAPTER IV - MUNICIPAL SERVICES

The existing utility systems for water, sewer, power, and telephones within Groat Estate are adequate for the current level of development and for a level of development in conformity with the land use controls recommended in this plan. Upgrading of the sewer system involving partial separation of the combined sewer system was completed in 1976. Part of the water system which is privately owned in the area south of Stony Plain Road between 127 Street and 129 Street is deficient in meeting fire flow requirements but minor upgradings to correct this will be undertaken in 1977.

No utility improvements are recommended as part of this implementation plan. Should residents of the area desire local improvements such as lane paving or lane lighting, they should be implemented through the established city policy of petitioning and payment of costs as a local improvement charge.

CHAPTER V - PARKS AND RECREATION

Groat Estate, like most inner-city communities, is deficient in park-land. According to the neighbourhood park standard of 1.5 acres (*0.6 hectares*) per thousand population contained in the Parks and Recreation Master Plan, 1970-1980, Groat Estate should have a minimum of 3.0 acres (*1.2 hectares*) of parkland. Groat Estate does not contain any school grounds and has only one small park of 0.51 acres (*0.2 hectares*) in the northeast corner of the community. Additionally, there are two small grassed areas not classified as parks, one located at 104 Avenue and 127 Street and another at Wadhurst Road.

Amended by Editor

These contain no recreation equipment, but a snowbank rink is constructed in the winter on the open space at Wadhurst Road. The proximity of the river valley and the treed boulevards throughout the community offer visual relief and to some extent mitigate the lack of parks.



Open space at Wadhurst Road looking north.

Map 11, "Parks and Open Space," shows the location of Groat Estate's recreational facilities and their relationship to school grounds and recreation facilities in adjacent communities. The Oliver Community League between 118 and 119 Streets and 103 and 104 Avenues, contains an outdoor swimming pool, an arena, a Community League hall, and a small playground. Coronation Park at 111 Avenue and Groat Road contains an arena, an indoor swimming pool and tennis courts. Victoria Park contains a municipal golf course and a small picnic area.

1. NEEDS AND PRIORITIES

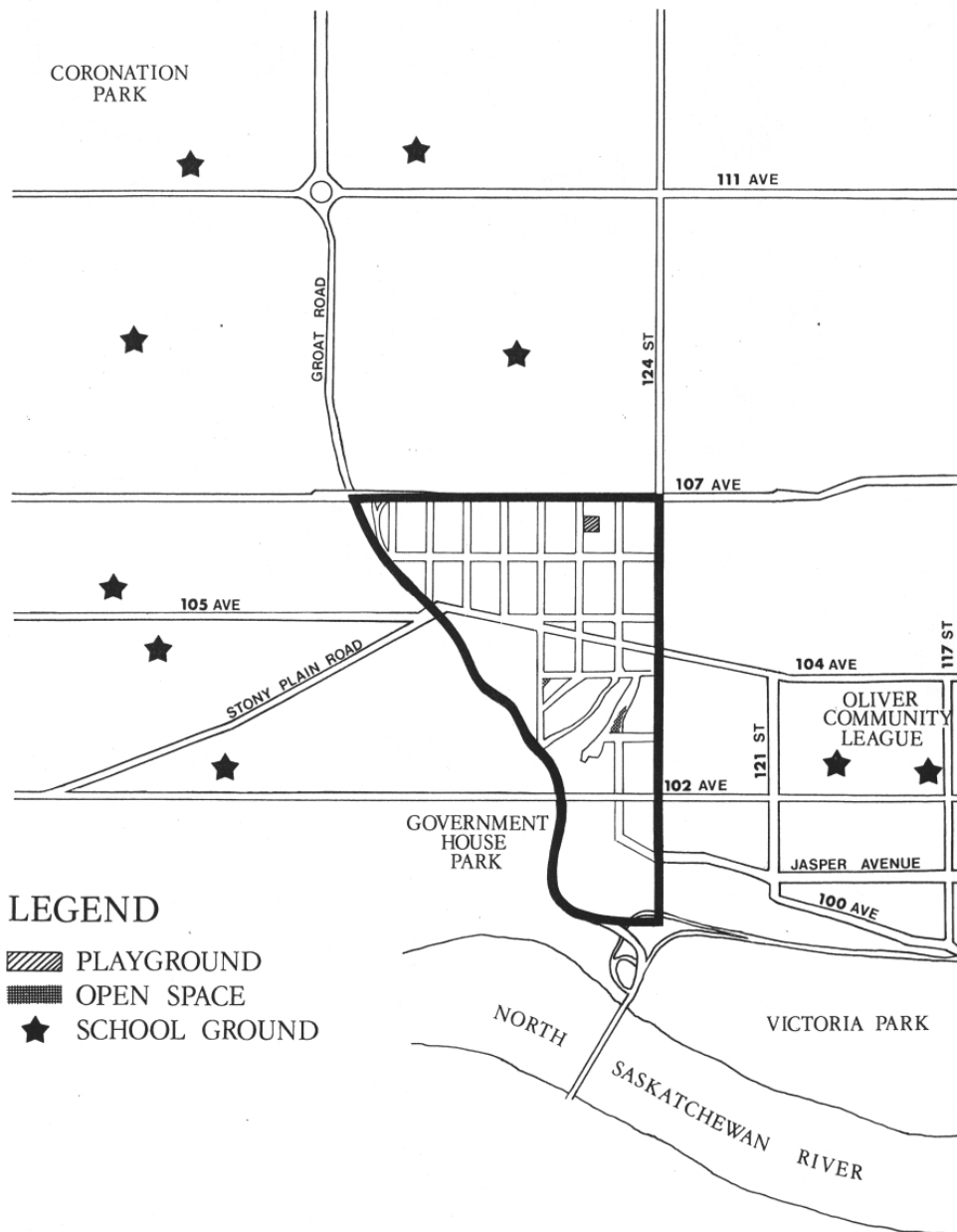
The high cost of land in Groat Estate makes it unlikely that the standard of 3.0 acres (*1.2 hectares*) of parkland will be met. The limited resources available for parkland acquisition in Groat Estate should be used first to meet the most crucial recreation needs. Although all age groups benefit from easy access to recreation facilities, older children and adults can more easily travel outside the community to use recreation facilities elsewhere.

Amended by Editor

GROAT ESTATE PARKS AND OPEN SPACE



MAP 11



CITY PLANNING DEPARTMENT
MARCH 1977

Young children up to 12 years old are usually limited in the distance they can go to use recreation facilities and it is therefore important to meet their recreation needs within the community.

The following table shows the distribution of pre-school and elementary children in Groat Estate according to subareas (See Map 4 for boundaries). Future park development will be given priority in subareas with the highest concentration of children up to 12 years of age.

Table 1

Distribution of Pre-School and Elementary Children'

Subarea	Elementary	Pre-School	Total
1	1	6	7
2	17	27	44
3	84	81	165
4	34	24	58

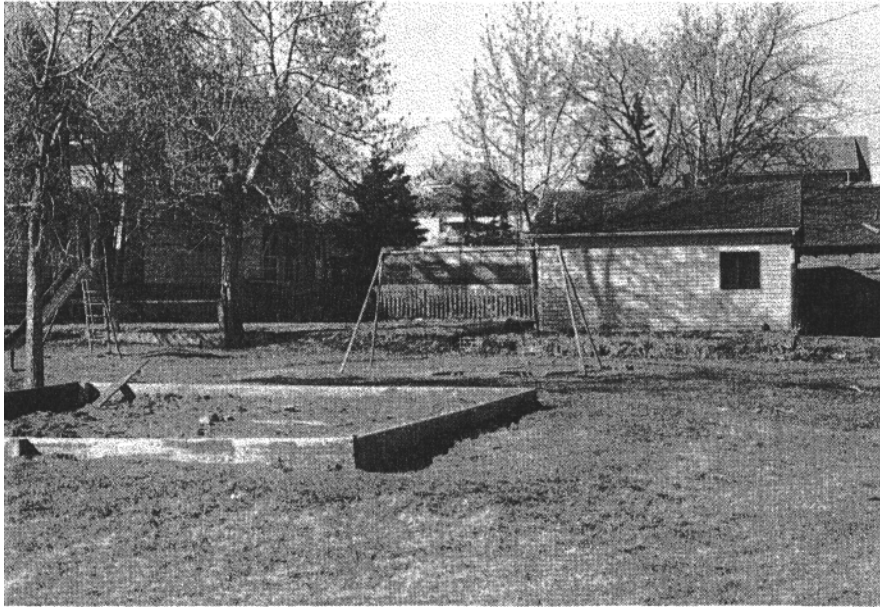
Source: 1976 Census

On the basis of distribution of children, Subarea 3 has the highest priority for park development, followed by Subarea 4. Subareas 1 and 2 south of Stony Plain Road, contain considerably fewer children. The following sections outline the recommended improvements that should be undertaken in light of these needs and priorities.

2. PROPOSED IMPROVEMENTS IN SUBAREA 3

Subarea 3 contains the most children and the only playground in Groat Estate. It is small, poorly equipped and poorly maintained.





It is recommended that as a first priority, the playground on 126 Street between 106 and 107 Avenues be doubled in size by the acquisition of three or four adjacent residential lots, either to the north, south, or across the lane. The direction of expansion will be determined by the cost of the properties at the time of acquisition and the ease of acquisition. The playground should be redesigned specifically for the recreation needs of children up to 12 years of age.

The residents have indicated a desire for the allocation of a *Community Services* playground supervisor to this playground. In the past, the lack of an equipment shed on the playground and a limited number of supervisors have meant that this playground was not supervised during the summer months as are other playgrounds. Since supervision can increase the recreational opportunity of a playground and compensate, to some extent, for parkland deficiencies, it is recommended that a summer playground supervisor be assigned to the playground in Groat Estate, subject to review of need by *Community Services*.

Amended by Editor

3. PROPOSED IMPROVEMENTS IN SUBAREA 4

Sub-area 4, which has the next highest number of children has no parks or open space. While it would be desirable to develop a tot lot within this area, it is proposed only as a long-term objective for the following reasons:

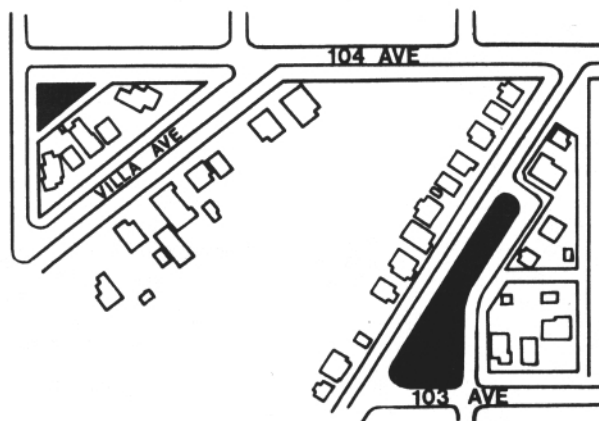
- (1) Housing condition in the area is generally good and the loss of housing required to permit the development of the tot lot is not supported at this time.
- (2) There is a smaller number of children within this area in comparison to Sub-area 3 and therefore the costs of land acquisition and development for a tot lot is more difficult to justify.
- (3) The recreational needs of this area can be met, to some extent, by the playground located 126 Street and 106 Avenue and at the Westglen School and Park Site located outside the community at 129 Street and 109 Avenue.

Sub-area 4 should be monitored for the opportunity to provide a tot lot that would not require the removal of good housing and where the cost of acquiring the land is lower. In particular, any road closures that may result in Sub-area 4 from the plan of roadway modifications should be evaluated for their potential to provide some recreational benefits.

4. PROPOSED IMPROVEMENTS IN SUBAREAS 1 AND 2

Parkland acquisition for the two sub-areas south of Stony Plain Road is not recommended because of the small number of children and the high cost of the land. However, the two open spaces shown in Figure 8 should be used to their maximum recreational potential. The residents of the area have indicated a desire to have benches, sandboxes, and such other recreational equipment as is appropriate placed on these two sites to make them more usable. Additional planting of mature trees on Wadhurst Park to provide shade and improve its appearance are also desirable.

FIGURE 8
 ■ OPEN SPACE



5. CHANGES TO THE PARKS AND RECREATION DISTRICT BOUNDARIES

Currently, Groat Estate is divided between two *Community Services* Recreational Districts. The West District covers the portion north of Stony Plain Road and the Central District covers the portion to the south. In order to deal with Groat Estate's recreation needs in a comprehensive way and to facilitate implementation, the community should be wholly within one District.

Amended by Editor

SUMMARY OF RECOMMENDATIONS

1. It is recommended that the park located at 126 Street and 106 Avenue be enlarged by the acquisition of a minimum of three adjacent residential properties and be redesigned.
2. It is recommended that the playground at 126 Street and 106 Avenue be provided with a summer playground supervisor, subject to the review of need by *Community Services*.

Amended by Editor

3. It is recommended that the *Community Services* in consultation with the Groat Estate Residents' Association develop the open spaces located at Wadhurst Road and at 127 Street and 104 Avenue with benches, plantings, and limited play equipment.
4. It is recommended that all of Groat Estate be wholly included in one Parks and Recreation District.

CHAPTER VI - HOUSING CONDITION

Map 12, "Housing Condition," shows the condition of all residential structures in Groat Estate as evaluated in a windshield survey done by *Sustainable Development* in February, 1976. About 28% of the housing was assessed as being in good condition, about 56% as fair and about 16% as poor. As can be seen in Map 12, most of the housing in poor condition is concentrated in Subarea 3. Housing south of Stony Plain Road is generally in good and fair condition.

Amended by Editor

1. AREAS OF CONCERN

There is evidence of rehabilitation of houses in Groat Estate and some examples of small-scale, infill redevelopment. Despite these signs of housing renewal, the residents of Groat Estate have expressed concern about the lack of maintenance and deteriorating condition of housing. Two existing bylaws, the Minimum Property Standards Bylaw, #4087, and the Nuisance Bylaw, #4118, legally require the maintenance of property in good and slightly repair. However, the enforcement of these bylaws is limited by the availability of inspection and enforcement staff.

The residents have also expressed concern that the improvement of housing condition will likely adversely affect some current user groups, and concern was expressed particularly with respect to the following:

1. Low income tenants may be forced out by increased rents because landlords who invest more capital in their buildings for rehabilitation purposes may be justified in seeking additional rents.
2. Lower income property owners may experience financial hardship if required to repair their property since there are no grants or low interest loans that currently can be applied in Groat Estate to assist in the rehabilitation of housing.
3. Improving the housing condition and neighbourhood stability of Groat Estate may have the effect of making the area attractive to higher income groups than those currently in Groat Estate. As these income groups are better able to compete for the use of the property, low-income groups may be displaced.

2. HOUSING OBJECTIVES

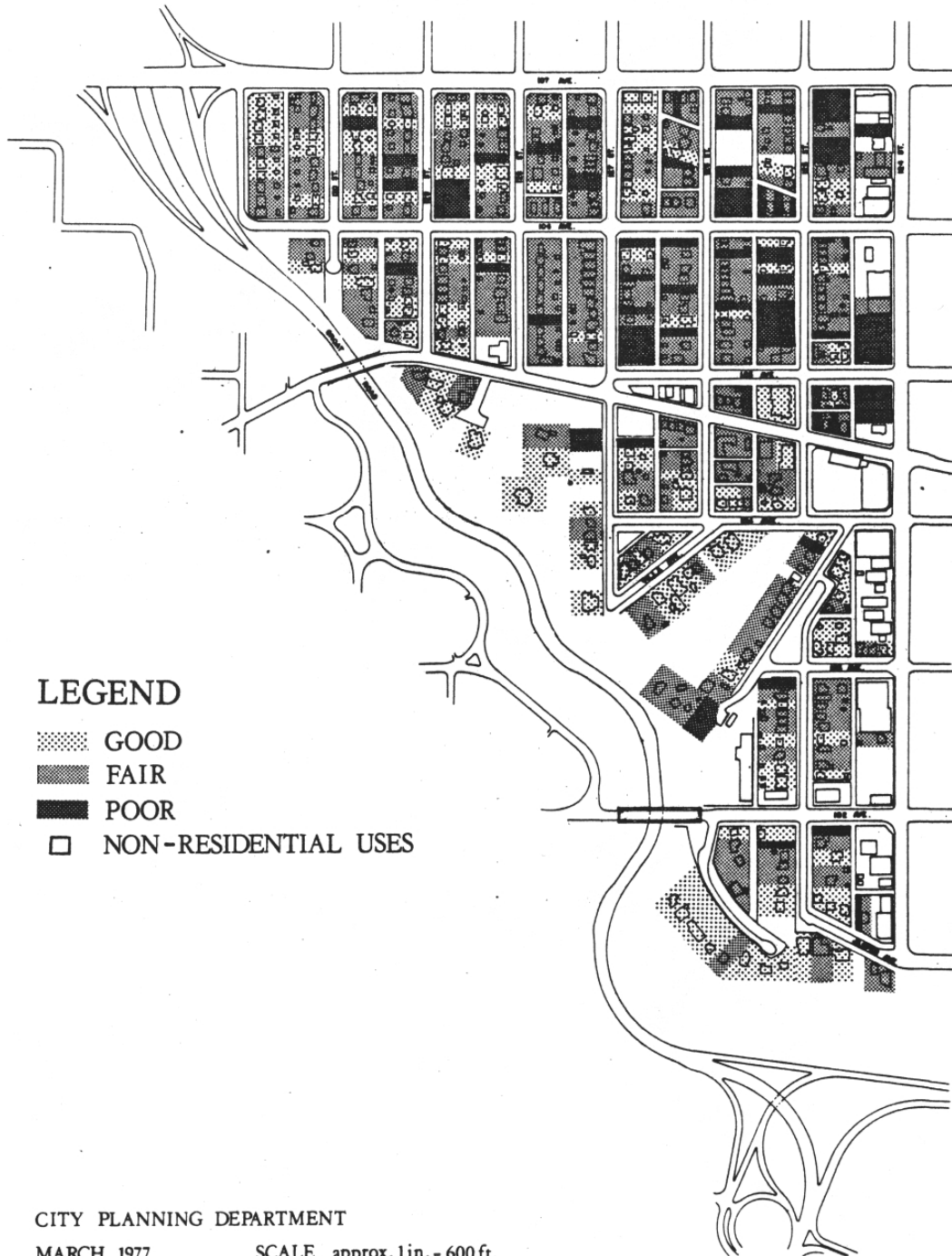
In relation to these concerns, two main objectives are proposed for housing:

1. the improvement of the condition of housing in Groat Estate.
2. the provision of moderately priced housing so that Groat Estate continues to provide accommodation for tenants, senior citizens, low income people, and families.

GROAT ESTATE HOUSING CONDITION



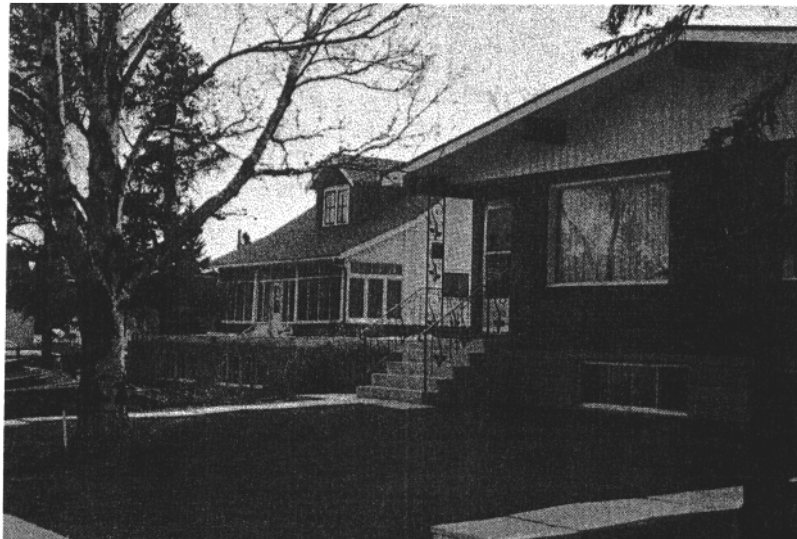
MAP 1



...evidence of rehabilitation...



Small scale,
infill redevelopment.



Deteriorated housing in
Subarea 3.



3. THE IMPROVEMENT OF HOUSING CONDITION

The improvement of housing condition in Groat Estate has three components:

1. to protect and conserve existing housing which is in good condition,
2. to encourage rehabilitation of housing,
3. to replace badly deteriorated housing with new housing.

While age, original construction material, and quality of construction have a bearing on housing condition, routine maintenance is also a very important factor. Uncertainty about the future of the low density residential component has resulted in the postponement of renovating and repairing some housing in Groat Estate.

It is hoped that the completion and implementation of a community plan for Groat Estate will improve confidence in the area and result in increased rehabilitation in the area. However, there may be cases where property owners do-not undertake necessary repairs. A poorly maintained house can discourage adjacent property owners from maintaining their houses. Therefore, in order to protect good adjacent housing and encourage property maintenance, the Minimum Property Standards Bylaw should be enforced as necessary to ensure the improvement of poorly maintained houses and to prevent an accelerated deterioration of housing.

Some of the housing in Groat Estate is in such poor condition that it is not suitable for rehabilitation and should be redeveloped. While most of this redevelopment will be undertaken through private market initiative, some should be developed as social housing, as discussed in the following section.

4. PROVISION OF HOUSING

If the current mix of user groups is to be kept in Groat Estate, housing will have to be developed to accommodate those displaced by redevelopment, increased rents or sale of tenant occupied housing for owner occupancy. In particular, lower income groups may need assistance if they are to remain in Groat Estate. While the housing industry may provide some housing in Groat Estate for those groups that are displaced, there is also a need for the development of social housing for those groups not accommodated.

While the development of social housing is an important objective it is not easily accomplished. In light of the objectives for land use in Groat Estate outlined in Chapter II, the development of social housing in this community has the following constraints:

1. Social housing is conventionally developed at higher densities in larger projects than is considered appropriate for most of Groat Estate. Social housing should be developed as small scale infill redevelopment. The current senior government guidelines for funding social housing make it difficult to develop social housing of this scale in Groat Estate because of the high cost of land.
2. There is little park space and no schools within the community which may make Groat Estate less desirable for social housing for families.
3. There are heavy demands already made on the available on-street parking.

Additional on-street parking demand resulting from redevelopment would increase this parking problem.

Basically, social housing could be provided as family public housing, senior citizen housing or non-profit co-operative housing. The suitability of each of these for Groat Estate varies:

1. Public Housing for Families

Of the user groups displaced, low income families will likely be the most difficult to keep in the community. The development of public housing for families in Groat Estate may not be feasible. First, because redevelopment should occur as infill, the project size will have to remain small and this may result in too high a land cost per unit. Second, public housing for families usually has a relatively high number of children per unit. There is little park space and no schools within the community to meet the needs of the children from such housing. These concerns would have to be carefully dealt with before the decision to develop social housing for families in Groat Estate is made.

2. Senior Citizen Housing

Groat Estate is a good location for social housing for senior citizens which can be developed on a smaller project basis. Because of its proximity to the downtown, the commercial strip development on 124 Street, and bus service along 124 Street and 102 Avenue, Groat Estate offers several advantages to senior citizens. According to the survey conducted by the residents in 1975, 17% of the heads of household in Groat Estate were 65 years of age or over. This indicates that there are residents in Groat Estate who are potential users of senior citizen housing.

The Groat Estate Residents' Association has formed the Groat Estate Housing Corporation Limited for the purpose of developing low-cost, non-profit housing for user groups that may potentially be displaced from Groat Estate. The Corporation has indicated its willingness to function as a management group for a senior housing project. The Groat Estate Housing Corporation Limited and the Alberta Housing Corporation have been working to identify and acquire a site in Groat Estate for the development of senior citizen housing.

3. Co-operative Housing

Co-operatives can provide accommodation for single persons, families and senior citizens and this housing mix is desirable for Groat Estate. The Groat Estate Housing Corporation Limited has undertaken some initial site identification and has received \$10,000.00 from Central Mortgage and Housing Corporation to option properties and is interested in both infill redevelopment and rehabilitating existing structures.

While senior citizen housing and co-operative housing are primarily negotiated between a resident housing group and the Alberta Housing Corporation, *Sustainable Development* can provide assistance in terms of site identification and should be involved in discussion regarding the form of the project. It is likely that a change in land use controls may be required to permit the development of any such social housing project. It is recommended that *Sustainable Development* provide such consultative services as necessary to expedite the implementation of senior citizen and co-operative housing.

Amended by Editor

SUMMARY OF RECOMMENDATIONS

1. It is recommended that the Minimum Property Standards Bylaw #4087 and the Nuisance Bylaw #4118 be enforced as necessary to ensure the protection and maintenance of housing in Groat Estate upon the approval of this implementation document.
2. It is recommended that *Sustainable Development* provide such consultative services as necessary to expedite the implementation of senior citizen and co-operative housing.

Amended by Editor

CHAPTER VII - HISTORIC PRESERVATION

The development of Groat Estate dates back to the turn of the century. Its history includes many events and people of importance to the growth of Edmonton. Part of the unique quality of Groat Estate is the older homes from this period blended into the later residential development that surrounds them. Structures of historical and architectural distinction should be preserved to reflect the culture of different periods, to provide continuity with the past and to add to the individual character of Edmonton. (Historic structures are those associated with important events, people, institutions or public history. Structures of architectural distinction are those that are either outstanding in design, good examples of a particular style or period, or a notable work of a distinguished architect.)

The Groat Estate Residents' Association has identified several structures in Groat Estate as significant older buildings. Their evaluations will be forwarded to the Alberta *Ministry of Culture and Community Services* together with a request that the community of Groat Estate be surveyed for historical structures with particular attention given to evaluating the structures identified by the residents. Those structures that are evaluated as being suitable for preservation may be designated by the Province as either registered or classified heritage sites under the Alberta Historical Resources Act.

Amended by Editor

Designation as a heritage site requires the property owner to serve notice of his intent to alter or demolish a structure, and the Province may purchase the property in order to ensure its preservation. Additionally, some Provincial funding is available for the renovation of historically designated structures in the form of a grant for half of the cost of the renovation, with the property owner being responsible for the other half.

CHAPTER VIII - IMPLEMENTATION

An important part of the planning process is the actual implementation of planning solutions and capital improvements. This chapter outlines the role of citizen participation and the approximate costs and time frames for the implementation of the Groat Estate Implementation Plan.

1. APPROVAL OF THE GROAT ESTATE IMPLEMENTATION PLAN

Approval of the plan by City Council is sought to indicate support for the plan recommendations and to provide the administration with the authority to undertake implementation of them. In accordance with the Older Neighbourhoods Study, *Sustainable Development* will assume the role of co-ordinator for the implementation of the plan. Also in accordance with Older Neighbourhoods Study, the funds required for the implementation of this plan are to be included in the existing Departmental budgets.

Amended by Editor

2. CITIZEN PARTICIPATION IN IMPLEMENTATION

Resident review of such things as development proposals, roadway modification plans, and park location and development is viewed as an important part of implementation. In Groat Estate the citizens have formed an ongoing organization, the Groat Estate Residents' Association, to provide *Sustainable Development* with information and community perspectives during the planning stage, and have expressed an interest in being involved in the implementation stage of the plan. A commitment to involve the community in implementation should be made, and the Groat Estate Residents' Association should be given status as the recognized contact group in Groat Estate. Therefore, it is recommended that the Groat Estate Residents' Association, so long as it is a society in good standing under the Societies Act of Alberta, and holds public election of executives and public meetings, be advised and consulted concerning the finalization of detailed improvement plans.

Amended by Editor

3. COSTS AND TIME FRAME

Because detailed improvement plans will not be prepared until the implementation stage, it is difficult to establish exact costs and time frames for inclusion in this plan. However, approximate costs and timing for the Groat Estate Implementation Plan based on experience with similar projects in Neighbourhood Improvement Program areas are outlined in Table 2, "Estimated Capital and Operating Budget." Only maximum approximate costs can be provided for the implementation of a plan of roadway modifications until such time as the traffic study for Groat Estate has been completed. Once the elements of the plan of roadway modifications are known, the costs can be determined and forwarded to City Council for approval as part of the normal civic budgetary process.

SUMMARY OF RECOMMENDATIONS

1. It is recommended that the Groat Estate Residents' Association, so long as it is a society in good standing under the Societies Act of Alberta, and holds public election of executives and public meetings, be advised and consulted concerning the finalization of detailed improvement plans.
2. It is recommended that the Implementation Schedule and Budget outlined in Table 2 be approved and the implementation of all capital improvements be undertaken by the Administration commencing in 1977 according to this Implementation Schedule.

TABLE 2

ESTIMATED CAPITAL AND OPERATING BUDGET ¹ THE GROAT ESTATE IMPLEMENTATION PLAN

Program Element	Total Cost	Study And Operating Costs	Departmental Responsibility
1. TRANSPORTATION			
a) Installation of two hour parking signs: A Maximum of 100 signs @ \$45.	4,500		Engineering
b) Plan of Roadway Modifications		5,000	
i) Undertake traffic study			
ii) Install modifications on a temporary basis.	60,000		
iii) Evaluate effectiveness and install modifications on a permanent basis.	180,000		Engineering
2. PARKS AND RECREATION			
a) Playground	240,000		Parks & Recreation
i) Acquisition of additional land: A Maximum of 4 lots \$60,000.			
ii) Redesign of the playground and installation of the equipment and plantings.	60,000		
iii) Annual Cost of Maintenance for the playground and a summer playground supervisor.		15,000/yr.	Parks & Recreation
b) Improvement of two open spaces.	5,000		
SUB-TOTAL	549,500	20,000	
TOTAL BUDGET		\$569,500	

1. Subject to the inclusion of costs in the appropriate Departmental Budgets and their approval by City Council.
2. Represents a gross maximum estimate based on the costs of roadway modifications in Canora.