



AREA REDEVELOPMENT PLAN

THE WAY WE GROW

Office Consolidation
June 2014



Submitted to the
City of Edmonton
Planning & Development Department

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The Quarters Downtown Area Redevelopment Plan

Office Consolidation June 2014

Prepared by:

*Current Planning Branch
Sustainable Development
City of Edmonton*

Bylaw 15037 was adopted by Council in April 2009. In June 2014, this document was consolidated by virtue of the incorporation of the following bylaws:

Bylaw 15037 **Approved April 15, 2009** (To adopt the Quarters Downtown Area Redevelopment Plan)

Bylaw 15496 **Approved July 19, 2010** (To divide the Armature Area into three sub areas and change the maximum height and FAR of sub area 1 and 2)

Bylaw 16848 **Approved June 24, 2014** (To update the text on the current land situation and land requirements within The Quarters)

Editor's Note:

This is an office consolidation edition for the Quarters Area Redevelopment Plan, as approved by City Council on April 15, 2009. For the sake of clarity a standardized format was utilized in this Plan. Private owner's names have been removed in accordance with the Freedom of Information and Protection of Privacy Act. All text changes are noted in the right margin and are italicized where applicable. Furthermore, all reasonable attempts were made to accurately reflect the original Bylaw.

This office consolidation is intended for convenience only. In case of uncertainty, the reader is advised to consult the original Bylaws, available at the Office of the City Clerk.

City of Edmonton
Sustainable Development

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1.0 INTRODUCTION

1.1 Purpose

The Quarters Area Redevelopment Plan (ARP) provides a planning framework to guide development and revitalization in The Quarters consistent with the Council approved vision and guiding principles.

Revitalization of The Quarters – formerly known as Downtown East – began with a community visioning process in 2006. It resulted in a Vision, Guiding Principles, and Physical Framework for the area as well as recommendations for immediate actions to kick-start the revitalization. These items were summarized in a document titled, "Downtown East Project: Creating A Vision, August 24, 2006," hereafter referred to as "The Vision," which was approved by City Council on September 26, 2006.

Acting on the recommendations in The Vision, The Quarters ARP establishes districts of special character, fosters sustainable development within the ARP area, and recommends specific policies and regulatory actions to achieve the revitalization objectives of The Quarters. It provides a basis for amendments to the Zoning Bylaw and has been prepared and adopted in accordance with Sections 634 and 635 of Alberta's Municipal Government Act.

It is anticipated that once The Quarters is fully developed and built out it could accommodate a population of approximately 18,000 to 20,000 people.

1.2 Plan Format and Document Linkages

The Quarters Downtown Area Redevelopment Plan is part of a family of documents that includes The Quarters Statutory Plan Overlay (SPO), the Direct Development Control Provisions for individual precincts within The Quarters Downtown area, and The Quarters Downtown Urban Design Plan. The Statutory Plan Overlay provides overarching regulations for all The Quarters Downtown precincts and provides direction on topics such as the sustainable development checklist/ incentive zoning/ parking/ loading and unloading/ built form. Direct Development Control Provisions (DC1's) exist, for each of the five precincts and provides a minimum of regulatory control. They are meant to work with the SPO and the Urban Design Plan document. The Quarters Downtown Urban Design Plan provides policy advice and direction on development built form, height, FAR, setbacks and stepbacks etc. by precinct. It is meant to guide redevelopment but also offers flexibility to spur creativity and innovation. The Quarters Urban Design Plan and a number of Technical Studies were prepared to inform The Quarters ARP, but are not part of The Quarters ARP Bylaw to be adopted by Council. The Quarters Urban Design Plan will be approved by Council Resolution.

The Quarters Downtown Area Redevelopment Plan provides policy and objectives for The Quarters in the following areas: transportation and parking, parks and open space, access, circulation and parking, development concept and implementation. Together these documents help shape a sustainable, exciting and vibrant future for this unique inner-city community and provide the legislative framework to guide decisions of the Development Officer in development approvals.

1.3 Planning Area

The Quarters ARP area is bounded by 103A Avenue to the north, 92 Street to the east, 97 Street to the west and Jasper Avenue/101 Avenue to the south and encompasses 18 blocks or approximately 43 hectares (106 acres of land.) Figure 1 – Quarters ARP Area, below, shows the boundary of The Quarters ARP area. To the west of The Quarters is the downtown Arts District and the Civic Centre. To the south is the North Saskatchewan River Valley. To the east is the Riverdale neighbourhood and to the north is the McCauley neighbourhood.

1.4 Compliance with Plan Edmonton

The Quarters ARP is consistent with the policy directions contained in Plan Edmonton, 1998 Bylaw No. 11777. Relevant policies include:

Mixed Use: "Encourage flexibility in developing attractive and functional residential neighborhoods in business areas" (Strategy 1.7.3).

Land Use: "Place high priority on the effective and efficient use of land" (Strategy 1.1.12);

Neighborhood Redevelopment: "Encourage rehabilitation, redevelopment and infilling to increase the amount of quality housing in mature neighborhoods" (Strategy 1.5.2);

Transit-Oriented Development: "Promote intensification of development around transportation corridors and employment areas" (Strategy 1.3.4);

Commercial Area Improvement: "Maintain and improve older commercial and industrial areas while mitigating the negative impacts on adjacent neighborhoods" (Strategy 1.5.4)

1.5 Compliance with Smart Choices

The Quarters ARP embodies Smart Choices principles related to Neighbourhood Reinvestment, Residential Infill, Walkability, Urban Design and Redevelopment of Older Commercial Lands.

1.6 Compliance with Draft Strategic Plans

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June 24, 2014

The Quarters Downtown Area Redevelopment Plan is in compliance with the Transportation Master Plan and The Way We Grow Municipal Development Plan principles related to denser urban form, transit orientation, healthy livable communities, urban design and economic and cultural prosperity.

1.7 Community and Stakeholder Consultation

Beginning with the visioning process in 2006, community and stakeholder consultation has been consistent throughout the planning process in the form of workshops, open houses, public meetings, and an advisory committee.

The Quarters Advisory Committee is comprised of city leaders and managers, developers with expertise in the area, and community homeowners and business owners. The Advisory Committee continues to provide input and oversight throughout the planning process.

2.0 VISION AND GUIDING PRINCIPLES

The visioning process resulted in a narrative Vision statement, Guiding Principles and a Physical Framework for The Quarters, which was approved by City Council on September 26, 2006. These elements work together to describe the desired revitalization of the area and provide the foundation, or starting point, for The Quarters ARP and supporting Urban Design Plan.

2.1 Vision for The Quarters

City Council approved the following Vision for The Quarters on Tuesday September 26, 2006:

The Quarters (Downtown East) will be a vibrant, healthy community comprised of five distinct areas, each with its own character, activities, and feel, structured around a unique linear park system running through the neighbourhood that provides a defining element for the community. The neighbourhood is well connected to the downtown core and river valley, yet has a distinct image that identifies it as a unique place in the city. Streets are improved with limited through traffic, making the streets safe and inviting for pedestrians and bicyclists. Large city blocks are broken into smaller, more inviting and walkable pieces. Activity abounds. There is a mix of parks, shops, employment, services, and housing. There is a diversity of ages, incomes, and cultures. Open space is surrounded by businesses and housing, creating a safe and inviting amenity year round. The Quarters is a place where community is important and pride and investment in the neighbourhood is evident.

2.2 Guiding Principles

The guiding principles are themes that were emphasized by the public throughout the visioning process. Initially developed after the discussions at the first public meeting of area specific issues, the principles evolved into statements about the preferred future of the area.

Principle #1: Incorporate sustainable neighbourhood design principles in The Quarters.

A mix of land uses and enhanced pedestrian and transit linkages will reduce dependence on private automobiles.

A diversity of housing types will be provided to accommodate a range of household types, ages and incomes.

Incentive zoning will encourage green initiatives and support the provision of affordable housing in The Quarter.

Principle #2: Use the form of architecture and open spaces to create a distinctive image for The Quarters.

Architecture and open spaces will create a distinctive image for the neighbourhood.

Views to the River Valley will be maintained.

Building features will provide shelter from the weather.

Density of structures and units will be appropriate for each of five character areas.

Principle #3: Improve circulation in and around The Quarters by strengthening connections to downtown, the River Valley and adjacent neighbourhoods, and creating a variety of street types for the safe movement of pedestrians, cyclists, and vehicles.

Reduced parking standards and Transportation Demand Management techniques will be used to reduce private car trips.

Connections to Downtown, River Valley, adjacent neighbourhoods and within ARP area will be improved.

A variety of street types create safe pedestrian, bicycle, vehicular movement.

Principle #4: Provide open space in the form of parks and plazas that will be physically accessible and useable throughout the year.

Parks and plazas will be visually and physically accessible throughout the year.

Open spaces will be surrounded by activity to create a lively and safe environment.

Principle #5: Develop a strong community composed of a diversity of people and uses, and is respectful and safe.

A diversity of people and uses will make up the neighbourhood.

Activities, retail, and services will be plentiful and convenient.

There will be a respect for the cultural heritage and special needs populations.

Principle #6: Invest economically in The Quarters, developing public amenities and a variety of housing types and styles.

Investment in public amenities will continue.

There will be a diversity of housing types and styles to provide ownership opportunities.

New development and redevelopment will be viable and prosperous as the ARP area is revitalized.

Principle #7: Take advantage of the assets of The Quarters.

Connections to Downtown and the River Valley will be enhanced.

Heritage buildings will be encouraged to be protected and well maintained.

Residents will encourage a lively and safe environment in the ARP area.

3.0 DEVELOPMENT CONCEPT

The following objectives and policies evolve the Vision into implementable actions. The Urban Design Plan provides more detail on the urban design intent and public improvements for each Quarter. The policies described are implemented through The Quarters Statutory Plan Overlay and Direct Development Control Provisions within the Edmonton Zoning Bylaw.

Objectives

Create five unique precincts, or districts of special character. These precincts consist of the Civic Quarter, the Heritage Quarter, the Armature, the McCauley Quarter, and the Five Corners Quarter. Generalized land uses and ranges for Floor Area Ratios and building heights are illustrated in Figure 2.

Encourage great architecture in the development of a mixed use, higher density area to provide a range of housing choice, active retail frontages, office and institutional uses, and live-work opportunities.

Provide for an enhanced open space network focused on the Armature, the central green corridor along 96 Street.

Promote sustainable development and reduce dependence on the private automobile.

Create a vibrant, safe and attractive environment for residents and visitors.

Policies

1. The land uses, built form criteria, floor area ratios (FAR) and building heights described for each precinct and identified in Figure 2 will be implemented through amendments to the City of Edmonton Land Use Bylaw 12800.
2. Implement an Incentive Zoning system through The Quarters Statutory Plan Overlay to promote great architecture, mixed uses, high density and sustainable development in The Quarters.
3. *Create the Armature and recognize industry acknowledged design criteria and principles to guide the future development in The Quarters (ie. Crime Prevention Through Environmental Design (CPTED), ASHRA American Society of Heating, Refrigerating and Air-Conditioning Engineers etc.)*
4. Utilize The Quarters Sustainable Development Standard Checklist as a means to promote sustainable development and to reduce dependency on the automobile.
5. Use The Quarters Vision document, Urban Design Plan, Statutory Plan Overlay and Direct Development Control Provisions to create a safe attractive environment for residents and visitors.
6. Enable an Approving Authority to fast track development permits issued for projects within The Quarters.
7. Develop an expedited approval process that will include increased discretionary authority for the Development Officer as a pilot project for The Quarters.

Bylaw 16848
Approved
June 24, 2014

4.0 ACCESS, CIRCULATION AND PARKING

As part of making The Quarters a sustainable neighbourhood special attention has been given to coordinated management of vehicular access, transit, cycling, and parking systems in order to ensure land use and development patterns are compact, integrated and pedestrian friendly.

Figure 3 - establishes the proposed transportation network for The Quarters. The Urban Design Plan contains more details as to how this can be achieved.

Objectives

Provide a roadway hierarchy that is consistent with Edmonton's Transportation Plan.

Encourage the use of public transit including buses and LRT and utilize Transportation Demand Management (TDM) to reduce private automobile dependence.

Enhance walkability by promoting higher density, mixed use development, with active street fronts and streetscape improvements that create safe and clean pedestrian environments.

Create a mid-block pedestrian connection.

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Policies

1. Maintain the arterial roadway systems to route traffic around the periphery of The Quarters rather than through it.
2. Allow for a system of collector streets for circulation within The Quarters.
3. Utilize design standards and proposed streetscape improvements described in the Urban Design Plan.
4. Provide for reduced parking standards.
5. Maximize opportunities for short-term on Street parking. Support an LRT route which will have the least impact in The Quarters while providing for optimum use by the residents.
6. Promote walkability through rescaling the grid to create the mid-block pedestrian street to ensure north-south public access, by obtaining lands for walkways, mews, plazas and courtyard development.
7. Documentation showing proof of consultation with the Planning and Development Department regarding City acquisition of the mid-block, north-south pedestrian street at least 90 days prior to the submission of a Development Permit Application shall be submitted concurrent with a Development Permit Application for sites mid-block between 96 and 97 Streets in accordance with Section 860 of the Zoning Bylaw and The Quarters Downtown Urban Design Plan.

Further study is required for 103 Avenue between 96 Street to 97 Street to determine final road right-of-way configuration and/or possible road closure as per Section 5. 2 The Quarters Urban Design Plan - Civic Quarter.

5.0 PARKS AND PUBLIC SPACES

Parks and public spaces provide opportunities for human interaction and enjoyment, contributing to the social sustainability of The Quarters. Public gathering places like the proposed Armature can provide a focal point and a distinctive sense of place to the neighbourhood. They have also proven to be powerful catalysts for private investment and redevelopment.

The Quarters most successful places will be its streets, the public realm between its buildings. Streetscape improvements including “rescaling the grid” will enhance the walkability of The Quarters and enhance connectivity with the river valley and downtown. More detailed information regarding the design concept for parks and public spaces within The Quarters ARP area is provided in the Urban Design Plan.

Figure 4 – illustrates the design concept for linked parks and open spaces within The Quarters ARP area.

Objectives

Make the Armature a focal point for The Quarters and a year-round gathering place.

Improve connectivity to open spaces within The Quarters and to the river valley park system.

Rescale the grid through the creation of publicly accessible walkways, mews, plazas, and courtyards through new development.

Policies

1. Design, develop and program the Armature to be the year-round focal point for The Quarters.
2. Undertake streetscape improvements to create pedestrian friendly streets in The Quarters. These improvements are described in greater detail in the Urban Design Plan.
3. Through the incentive zoning system, encourage developers to provide publicly accessible open space.
4. Use environmentally sustainable landscape design practices in private and public open spaces.
5. Ensure publicly accessible open spaces are designed, maintained, managed and programmed to make them vibrant, safe and clean.
6. *Enhance the connectivity of parks and open spaces through The Quarters. Lands throughout The Quarters will be considered for acquisition by the City.*

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6.0 URBAN DESIGN PLAN

Consistent with the Vision, new development in The Quarters should be distinctive and enhance the overall quality and livability of The Quarters. The Urban Design Plan describes the overall look and feel of each precinct within The Quarters, including such items as promoting active commercial and residential streetscapes, setbacks and build-to lines, microclimatic considerations, architectural treatments, location and treatments of parking, landscaping, and signage.

To achieve the distinctive, high-quality environment desired requires an approach that rewards good design and innovation through Floor Area Ratio (FAR) and building height bonuses at the Development Permit stage. FAR and height are viewed as valuable commodities that can be used to achieve additional green initiatives, public art, publicly accessible open space, and affordable housing through this Incentive Zoning approach.

Implementation of this Area Redevelopment Plan is achieved through the adherence to the concepts outlined in the Urban Design Plan and the regulatory framework provided by the Statutory Plan Overlay and through the Direct Development Control Provisions.

7.0 IMPLEMENTATION

7.1 Staging

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To provide a catalyst for development in the Quarters, strategic land acquisition may be required to carry out the Quarters ARP, whether undertaken by the City alone or in conjunction with others. Current uses may be allowed to continue until such a time as the lands are required to implement the vision of this ARP. Staging of development within the Quarters ARP area will depend upon a number of factors, including market forces, market demand, efficient sequencing of infrastructure and roadways, and timing of private and public development. Public investment to facilitate improvements in municipal infrastructure is required. As there currently exists a considerable amount of interest in high-rise development with river valley views, development is likely to proceed from south to north.

7.2 Amendments to Existing Area Redevelopment Plans

The *Boyle Street McCauley ARP Bylaw 10704* is amended to remove lands within The Quarters Downtown Area Redevelopment Plan.

7.3 Amendments to the Edmonton Zoning Bylaw 12800

The Edmonton Zoning Bylaw has been amended to achieve three outcomes.

Firstly, using the Direct Control provisions in *Section 641 of the Municipal Government Act*, Council will broaden the discretionary authority of the Development Officer/General Manager of Planning and Development.

Secondly, consistent with the Vision, Council is interested in seeing high quality, distinctive new development in The Quarters. This development will incorporate 'green initiatives' through public and private development. The Quarters ARP, the Urban Design Plan, and amendments to the Zoning Bylaw will use Incentive Zoning whereby additional height and FAR over and above established base levels will be allowed in return for providing or funding a number of green initiatives, affordable housing, public art and additional publicly accessible spaces.

Lastly, to encourage more environmentally friendly modes of transportation such as public transit, walking or cycling as well as reduce the cost of housing to make it more affordable, parking standards have been reduced.

7.4 Public Improvements

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Land will be acquired to facilitate development of important municipal improvements including, but not limited to: rescaling the grid; the Armature; 95 Street road allowance; Five Corners arcade road allowance; and parks. These acquisitions will be consistent with this ARP and the design concepts outlined in the Quarters Urban Design Plan.

Land will be acquired to facilitate development of important municipal improvements including, but not limited to: rescaling the grid; the Armature; 95 Street road allowance; Five Corners arcade roadway allowance; parks identified in the Plan; and other parkland on an opportunity basis. These acquisitions will be consistent with this ARP and The Quarters Urban Design Plan.

7.5 Community Revitalization Levy

Pursuant to *Section 381 of the Municipal Government Act* the Community Revitalization Levy Regulation provides one of the funding mechanisms to achieve the economic, social, and environmental development objectives. Similar to the Tax Incremental Funding (TIF) used widely throughout the United States, the Community Revitalization Levy (CRL) will provide a funding mechanism to implement The Quarters Area Redevelopment Plan. The CRL provides an opportunity to separate increased property tax revenues into a fund that can be used among other things to pay for the needed upgrades to municipal services, streetscape, parks and open space improvements that will act as catalysts for private development.

7.6 Monitoring and Updating the Plan

A review and report to Council will be undertaken on the progress of this Plan every five years.

Such a report is to include:

- overall performance of plan in meeting intended objectives;
- financial overview accounting for City investment and return on investment per year and to date;
- changes to area population of social demographic;
- changes in criminal statistics; and
- housing stock inventory changes per year to date.”

7.7 Plan Amendments

If amendments in The Quarters ARP are initiated they will be undertaken in accordance with procedures outlined within the Municipal Government Act. In all but exceptional circumstances, amendments shall be consistent with the Vision, guiding principles, and objectives of the ARP. The proponent of an amendment will be required to submit a formal request for the proposed amendment, along with technical information on how it conforms with the ARP's vision, guiding principles, and objectives, or why it cannot.

7.8 Lands Where Existing Zoning Remains

Designated Historic Resources - There are currently seven buildings designated by bylaw as Municipal Historic Resources under the Historical Resources Act of Alberta. These designating bylaws take precedence over any new direct development control provisions being implemented through The Quarters.

Lands Zoned AJ (Alternate Jurisdiction Zone) - The RCMP Barracks located at 95A Street and 101 Ave. are controlled by the Federal Government and are not affected by this Plan.

ValleyView Mixed Use Direct Development Control Provision - The ValleyView Mixed Use Development will not be impacted by this plan due to Council's recent approval of the zoning of their lands on April 14, 2008. Further to this decision, the adjoining St. Barbara's Cathedral lands located at 10105-96 Street were part of Council's deliberations affecting the ValleyView project and the owners have requested to have their existing zoning remain unaltered.

Lands zoned US (Urban Services Zone) A (Metropolitan Recreation Zone) and AP (Public Parks Zone), will remain unaltered.

Lands zoned DC1 (Area 11) located north of 101 Ave. and east *and west* of 96 Street.

7.9 RCMP Barracks

The relocation and redevelopment of the RCMP barracks will be encouraged in order to help introduce new uses into the area which will enhance the safety and security of the neighbourhood.

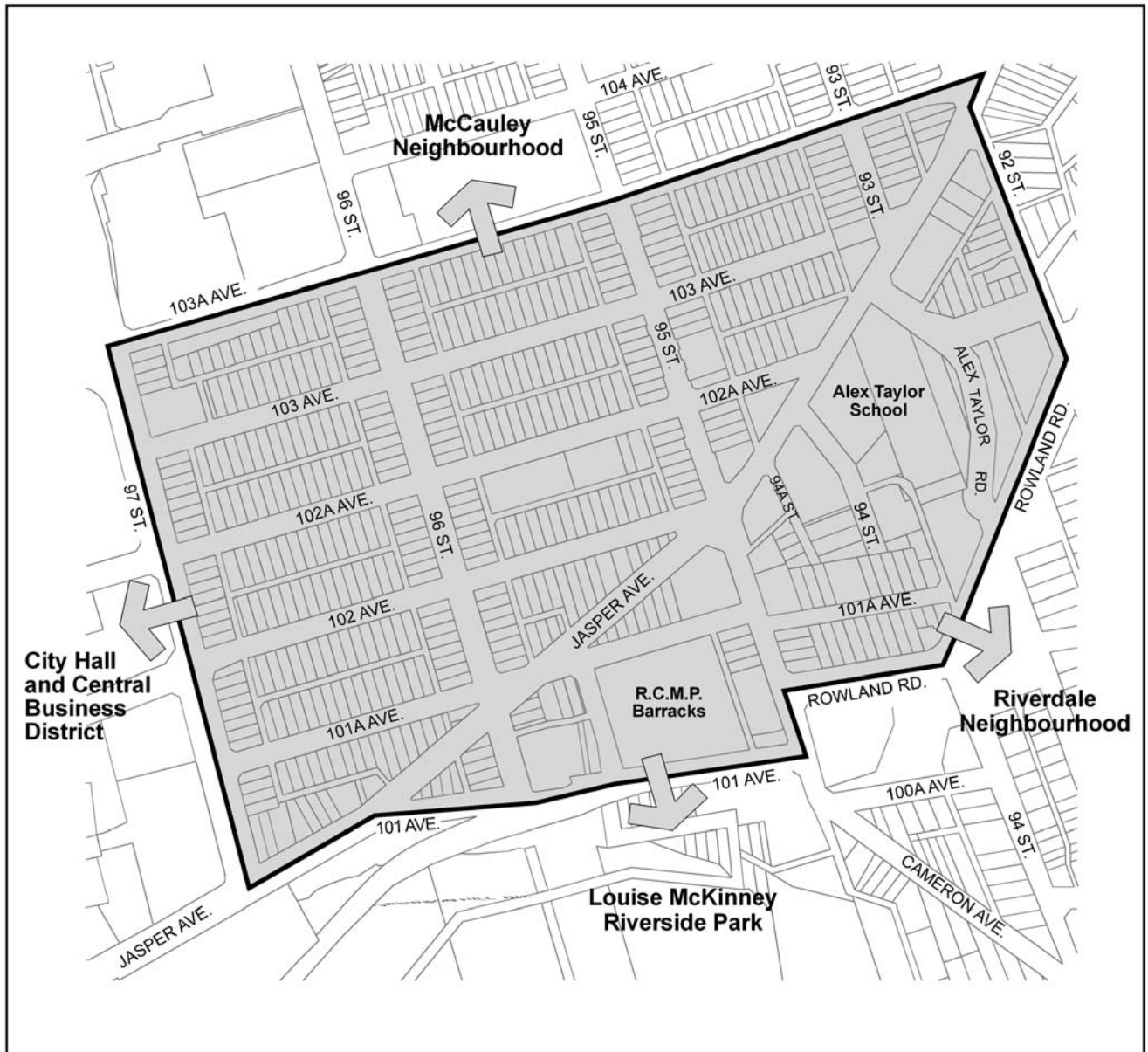


Figure I - The Quarters Downtown ARP Area and Context Map

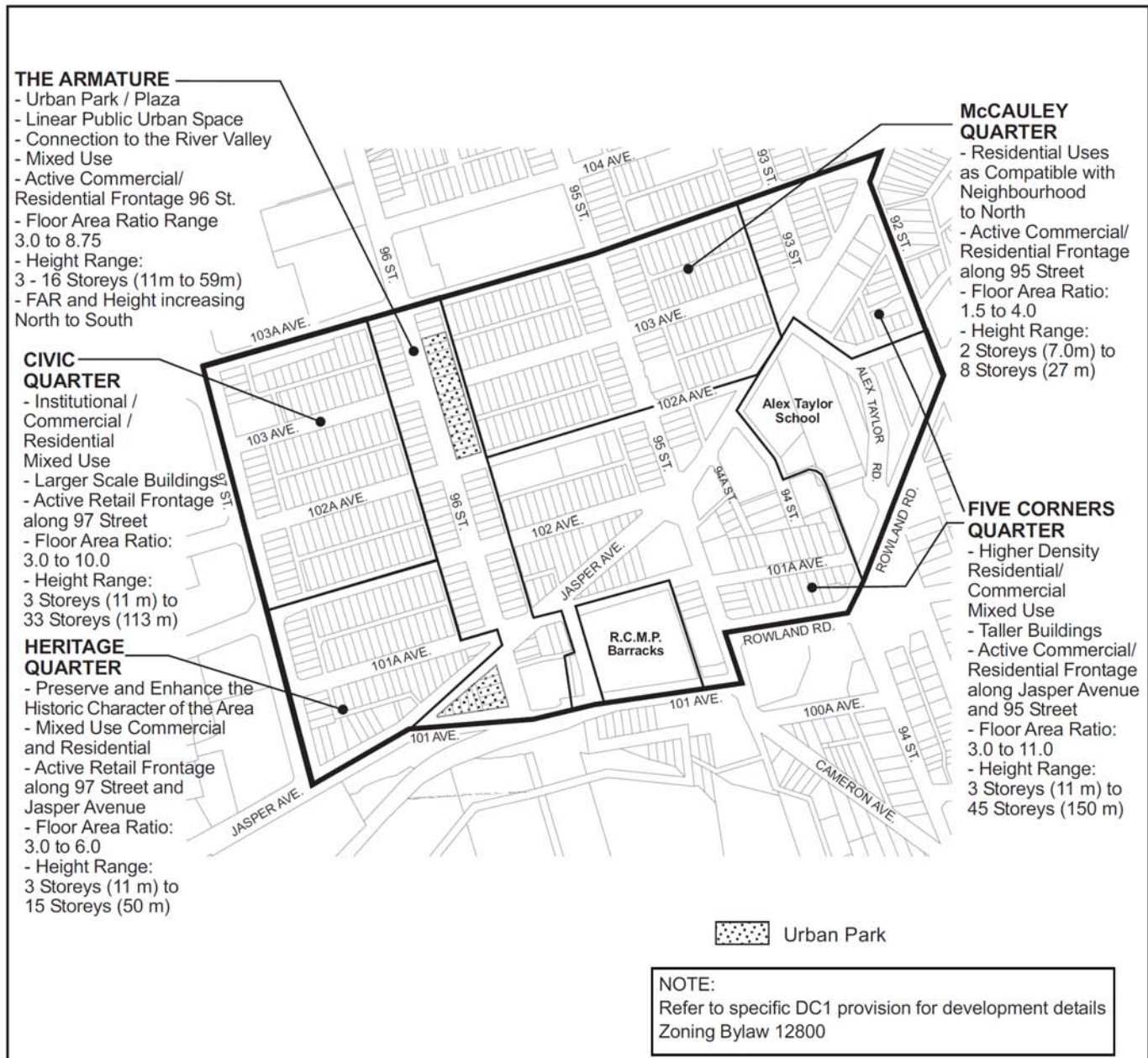


Figure 2 - The Quarters Downtown, Districts of Special Character

(Bylaw 16848 Approved June 24, 2014)

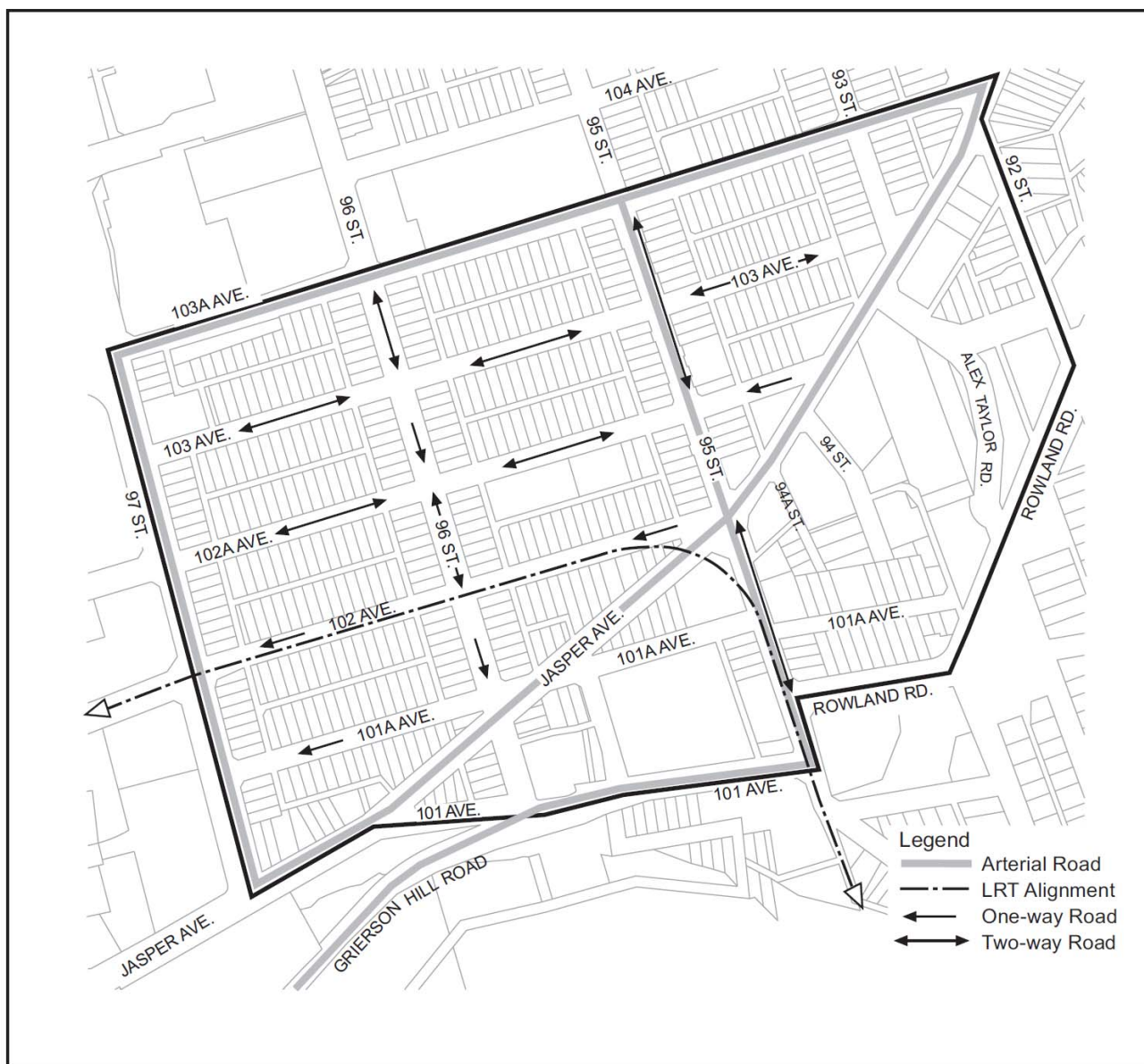


Figure 3 - Transportation

(Bylaw 16848 Approved June 24, 2014)

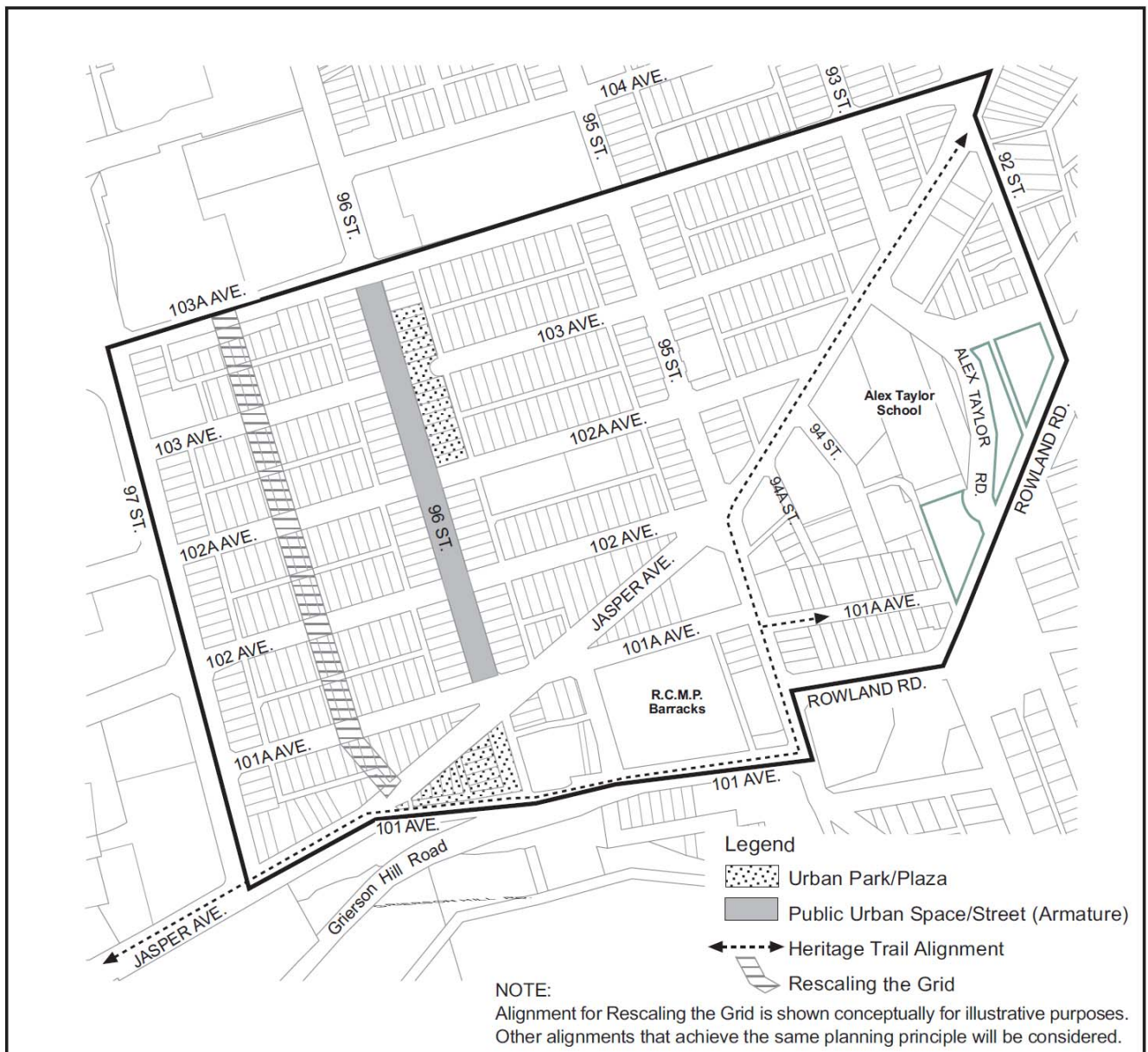


Figure 4 - Parks and Public Spaces

(Bylaw 16848 Approved June 24, 2014)