

 **REZONING APPLICATION**
HOLYROOD

8310, 8311 93 Avenue

To allow for a mixed use, high density, transit oriented development with underground parking.



RECOMMENDATION AND JUSTIFICATION

Urban Form and Corporate Strategic Development is in SUPPORT of this application because the proposed DC2 provision:

- establishes a major mixed use Transit Oriented redevelopment opportunity along the new Valley Line LRT;
- provides a variety of housing types, commercial opportunities and publicly accessible spaces that integrate with the local community; and
- introduces development of mid-rise infill housing along a major transit corridor.

THE APPLICATION:

This application proposes to rezone the subject site from (DC2) Site Specific Development Control Provision to (DC2) Site Specific Development Control Provision. Bylaw 18178 replaces approved DC2.409 (Bylaw 11279, approved by Council on Jun 17, 1996), which accommodates a medium density residential development across four areas. The currently approved DC2.409 provides an opportunity for the development of a maximum of 460 dwelling units within apartment and/or multi-unit townhouse buildings.

The existing age and building condition on this site has declined, reaching the end of its viable life cycle. At the same time the construction of the Valley Line LRT is proceeding to this location, creating a significant redevelopment opportunity. The previous owner began redevelopment on the far north corner of the site with construction of the Holyrood Boulevard Apartment building but abandoned completion of the overall project. The new owner envisions comprehensively redeveloping the entire site and has proposed a new DC2 zone for a high-density, mixed-use, transit-oriented development to achieve this. The proposal is to develop up to 1,200 residential apartment units within several medium and high-rise buildings. Seven buildings are proposed in total:

- Four medium density residential buildings (up to 6 storeys);
- Two high density mixed use buildings (6 to 18 storeys) at the intersection of 93 Avenue and 85 Street with small-format local commercial development on the ground level which frame the entrance into the site and neighbourhood from the LRT station; and
- One high density residential building (6 to 22 storeys) at the northeast corner of the 85th Street/90 Avenue traffic circle.

All required parking is provided onsite and will primarily be underground.

SITE AND SURROUNDING AREA

The site (approximately 5 hectares) is located in the Holyrood neighbourhood, southeast of Edmonton's downtown. It is located southeast of the Strathearn Heights Apartments and north of the Bonnie Doon Mall along the Valley Line.

The Strathearn Heights Apartments (9 ha) were rezoned in 2013, to accommodate a mixed use transit oriented development, of up to 1,900 units with 9,800 square metres of commercial development, however, redevelopment of this site has not occurred.

The existing Bonnie Doon Mall located to the south, presents a potential redevelopment opportunity in the future, however, no development applications have been made.

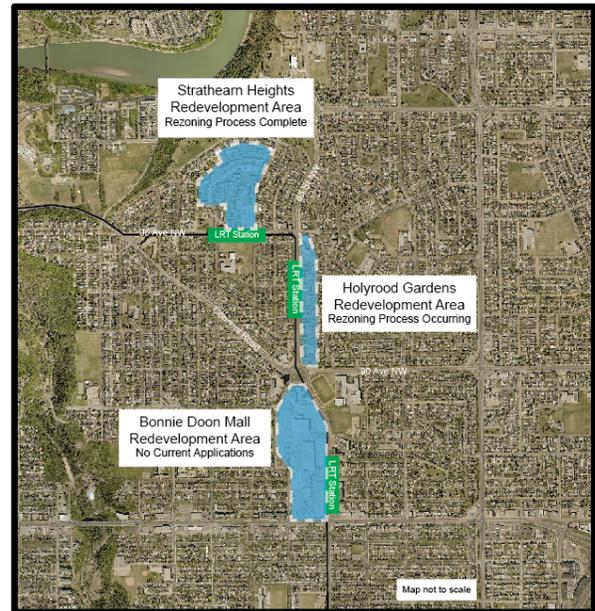
The Holyrood, Strathearn and Bonnie Doon Communities have good access to the river valley, park space, the downtown, the South East business employment areas, and commercial developments near 82 Avenue, local commercial sites, and the Bonnie Doon Mall.

The site is bounded by 85 Street to the west, 90 Avenue to the south, a rear lane, to the east, and 95 Avenue to the north. The far north portion of the site (Area 1) is the Holyrood Boulevard Apartments which consist of two 5-storey apartment buildings which will not be redeveloped as part of the rezoning proposal. The site is adjacent to the planned Valley Line LRT Holyrood stop at the intersection of 85 Street and 93 Avenue.

Surrounding land use includes single and semi-detached homes, low rise and high rise apartment buildings, religious assembly uses, fire/EMS station, public library, Vimy Ridge Academy, the Holyrood Elementary School, L'Ecole Gabirelle Roy, Dermott District Park redevelopment, the Bonnie Doon pool, and the Bonnie Doon Mall.

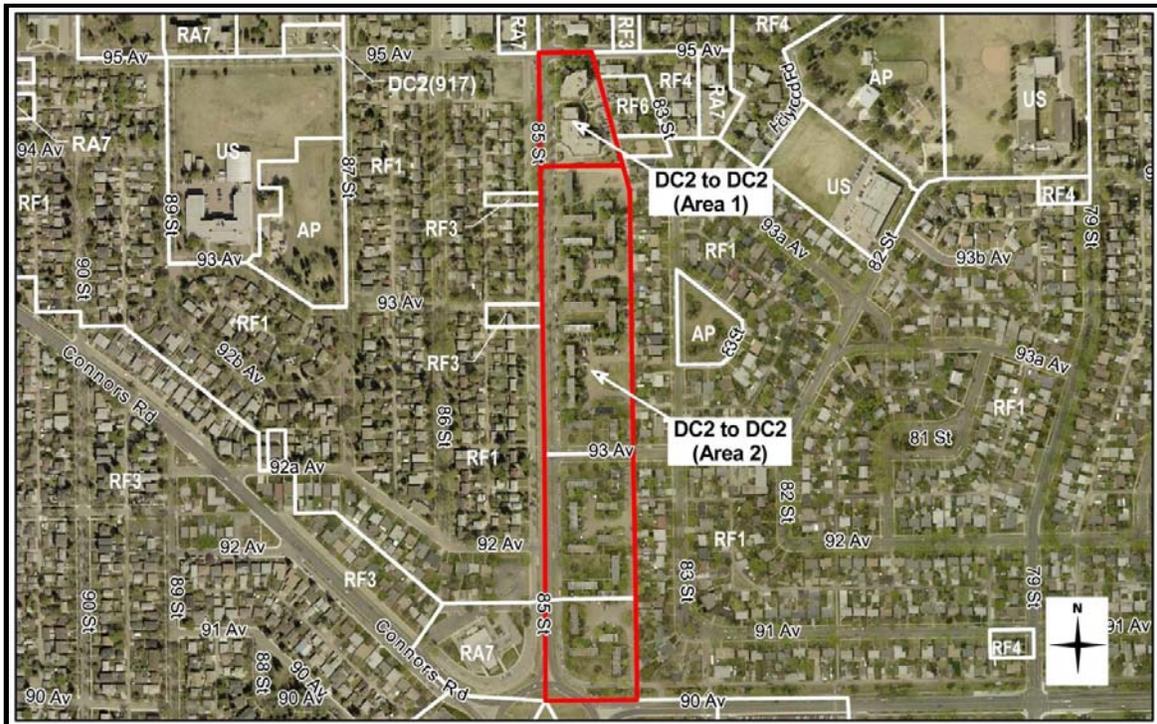
Holyrood is a residential neighbourhood developed during the 1950s that has many features typical of this era. Neighbourhood interior streets are lined with trees and are arranged in a modified grid pattern and incorporate several landscaped street islands. Most streets carry local traffic, with the exception of 95 Avenue and 79 Street which serve as collectors.

The Holyrood neighbourhood is well served with 9.5 hectares of existing parks and open space, including the Holyrood Park. The proposed DC2 Provision would add approximately 1.0 hectare of additional publicly accessible open space (equivalent to 25% open space dedication relative to the total site size).



The majority of the housing stock in the neighbourhood is single-detached housing (approximately 66%) with the remainder made up of low rise apartments.

In the City of Edmonton's 2016 municipal census, Holyrood had a population of 3,419 living in 1,632 dwellings. This is a 36% decrease from its population of 5,391 in 1971.



AERIAL VIEW OF APPLICATION AREA



ZONING ADJACENT TO THE SITE

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	<ul style="list-style-type: none"> ● (DC2.409) Site Specific Development Control Provision 	<ul style="list-style-type: none"> ● Row Housing and one 5 Storey Building
CONTEXT		
North	<ul style="list-style-type: none"> ● (RF3) Small Scale Infill Development Zone ● (RF1) Single Detached Residential Zone ● (RA7) Low Rise Apartment Zone 	<ul style="list-style-type: none"> ● Vacant Lot ● Single Detached Housing ● Apartment Housing
East	<ul style="list-style-type: none"> ● (RF6) Medium Density Multiple Family Zone ● (RF1) Single Detached Residential Zone 	<ul style="list-style-type: none"> ● Semi-Detached Housing ● Single Detached Housing
South	<ul style="list-style-type: none"> ● (RA8) Medium Rise Apartment Zone ● (US) Urban Services Zone ● (AP) Public Parks Zone 	<ul style="list-style-type: none"> ● High-rise (1) and low-rise apartment buildings ● Vacant Lot ● Sports Field
West	<ul style="list-style-type: none"> ● (RF1) Single Detached Residential Zone ● (RF3) Small Scale Infill Development Zone ● (RA7) 	<ul style="list-style-type: none"> ● Single Detached Housing ● Semi-Detached Housing ● Church building



VIEW OF THE SITE LOOKING SOUTH FROM THE 85 STREET SERVICE ROAD AT 93 AVENUE



VIEW OF THE SITE LOOKING NORTH FROM THE 85 STREET SERVICE ROAD AT 93 AVENUE



VIEW OF HOLYROOD BOULEVARD APARTMENTS LOOKING NORTH FROM THE 85 STREET SERVICE ROAD

PLANNING ANALYSIS

The proposed rezoning will facilitate a major mixed use Transit Oriented Development project at a neighbourhood station along the new Valley LRT Line. This site provides a prime redevelopment opportunity that can take advantage of the large, contiguous, parcel of land and premium location adjacent to an LRT line that is currently under construction.

The proposal includes a variety of housing types, diverse commercial opportunities, direct linkages between the existing Holyrood neighbourhood the new LRT station, and a series of publicly accessible open spaces. The proposal also introduces a significant component of a mid-rise housing form along this major transit corridor, which adds needed “missing middle” housing to Edmonton’s infill stock.

Continued development in the city’s core neighbourhoods, including infill redevelopment of underutilized sites, is an established goal in Council approved policy and guideline documents including the Municipal Development Plan. As neighbourhoods transition and evolve to accommodate these objectives, it is important that new development proposals contribute thoughtfully and sensitively to the ongoing growth and change of the surrounding neighbourhood.

This site is particularly well-suited for ongoing, high quality, redevelopment as it is located immediately adjacent to a future LRT station along in an important transit corridor. The careful consideration of this site for its intended uses is comparable with other similarly approved projects such as Strathearn, Century Park and West Block in Glenora.

Transit Oriented Development

The site presents a suitable location to introduce a major mixed use project. The TOD Guidelines designate the Valley Line Holyrood LRT Station Area as a Neighbourhood Station Type. As the Holyrood Gardens site is larger than 1 hectare, the recommended density in the Guidelines call for a minimum of 125 dwellings units per hectare, which this project achieves.

The proposed density and arrangement of 260 dwellings per hectare at this location is supported by an Urban Design Brief report to rationalize the proposed development pattern as well as through a Market Impact Assessment report. The market impact assessment confirms the absorption opportunity for 1200 units at this location relative to other opportunities along the corridor. The Urban Design Brief focuses on design and transition considerations in order to leverage design opportunities minimize impacts to the surrounding area.

In terms of non-residential development on the site, limited ground floor commercial uses are proposed within the two mixed use towers at the intersection of 93 Avenue are in alignment with the Guidelines which prescribe that these uses be located close to the station with direct access to an arterial or collector road.

Other recently approved TOD Neighbourhood Stations include:

- Glenora (Westblock) = 312 units per hectare
- Strathearn (Strathearn Heights Apartments) = 211 units per hectare

The Holyrood TOD rezoning would result in a density of 260 units per hectare which is in alignment with these other sites.



Aerial view facing south towards Bonnie Doon Mall

The development aligns with the TOD Guidelines by:

- Improving pedestrian and bicycle connectivity through the site and to surrounding neighbourhoods;
- Incorporating at-grade private amenity areas and publicly accessible amenity park areas throughout the site;
- Requiring active, articulated, and transparent ground floor frontages throughout the site including retail frontages adjacent to the station;
- Requiring parking to be primarily located underground with opportunities for limited surface parking adjacent to the lane;

- Providing mid-block access ways with a required 10 meter minimum width to break up the larger building blocks and allow for pedestrian and bicycle connections, visual permeability, and pedestrian scaled building footprints;
- Providing a public boulevard consisting of an unobstructed pedestrian throughway, furniture zone, and landscaped yards, along 85th Street and 93rd Avenue to enhance pedestrian safety and comfort and encourage walking as a viable means of transportation; and
- Utilizing setbacks and stepbacks for buildings and towers to provide an effective transition to the existing low-scale residential on the east side of the site.

Variety of Housing Types

The proposal introduces a wider variety of housing types into the Holyrood neighbourhood while providing publicly accessible open spaces that integrate with and complement the local community. The proposed development will replace 160 aging two-storey townhouse units with a combination ground-oriented, mid-rise podium and high-rise tower homes. To ensure diversity of unit types, a defined minimum percentage of the total units located in buildings across this site will include three-bedrooms.

The proposed DC2 Provision generally envisions two types of development. Four of the buildings on the site could be developed up to 6-storeys in height, and L-shaped to frame the private road adjacent to 85 Street NW and the outdoor amenity spaces.

The three remaining buildings are also L-shaped but incorporate a high-rise tower with Stepbacks on top of a 6 storey podium along 85 Street to provide a transition to the adjacent low density housing. First floor units will be accessible directly from ground-level entries, which supports family oriented housing.



Aerial view from the site facing west

Medium-rise buildings

The placement of each “L-shaped” building provides for a visually coherent and clearly defined street wall along 85 Street. Ground floor units facing west will be street-oriented with individual access and defensible private amenity space. A 10 m building setback is provided along the east property line to provide for separation space and a transition to the adjacent low density residential houses.

The built form and urban design regulations will contribute to a pedestrian oriented street. These regulations include requiring these buildings to provide visual definition and articulation

for the portion of buildings at a minimum height of 14.0 m and maximum height of 16.0 m and providing weather protection canopies (or other architectural elements) over entrances.

High-rise towers

The proposed DC2 enables the development of two 18 storey towers with a maximum height of 64 m located at the intersection of 93 Avenue and 85 Street and a 22 storey tower with a maximum height of 78 m located at the intersection of 90 Avenue and 85 Street.

The regulations adequately provide detailed, sensitive control of the siting and design of development that is necessary to preserve and enhance the local context. Administration considers the following impacts when towers are being introduced to sensitive infill areas:

1. Sun access and penetration to surrounding properties and key activity areas;
2. Privacy and overlook into adjacent sites;
3. Massing impact (perception of building “looming” over people on the ground);
4. Transition to surrounding lower scale buildings; and
5. Architectural and urban design excellence for buildings visible from both the immediate area and from greater distances.



Aerial view facing north from Bonnie Doon Mall



Aerial view from the site facing east

Land Use Compatibility

For tall buildings, the Residential Infill Guidelines recommend slender point towers with a maximum floor plate of 750 square metres and a maximum façade length of 36 meters with appropriate separation between multiple towers. These types of design strategies have been demonstrated to be successful in the past and there are several examples of achieving sensitive tower infill development in Edmonton. The proposed development exceeds these Guidelines, however, site design regulations within the DC2 Provision seek to mitigate impacts to adjacent communities.

Above the podium, the building takes the form of a wider mid-rise structure with a narrower high-rise tower extending from it. The shorter portions of the building are oriented towards the

east while the taller portions are oriented towards the west along 85 Street allowing for good sun penetration through the site. The mid tower floor plates for the buildings at the 93

Avenue/85 Street and at 90th Avenue are 1000 square meters and 1200 square metres respectively.

The top floor plate of the 18 storey towers is approximately 855 m² while the 22 storey tower will have a top floor plate of approximately 910 square meters. While this is larger than the recommended 750 m² in the Residential Infill Guidelines, the tapering of these towers will reduce the negative visual or shadow impact, and will maintain an appropriate transition to the surrounding low density neighbourhood. The following table summarizes the proposed tower floor plate sizes.

High-rise Type	18 storey High-rise along 93 Avenue	22 storey High-rise near to 90 Avenue
Height	64 m	78 m
Mid Tower Floor Plate	1000 m ²	1200 m ²
Top Tower Floor Plate	855 m ²	910 m ²

The development, spread out across two large parcels of land, includes appropriate design controls to ensure compatibility and sensitive integration with the surrounding area through the DC2 Provision via setbacks, Stepbacks and architectural treatments such as defined terracing, building sculpting, and orientation. Stepbacks and setbacks have been incorporated in the following manner so that the towers are pushed back from the low density residential area to the east to minimize its impact on the adjacent properties and streets:

The mid-section of the towers are setback from the east by approximately 25 metres, and the top portions setback from the east an additional 8 metres providing adequate separation spaces from the community to the east.

- 10 m podium setback from the east property line;
- 25 m tower setback for the mid-section of the building and an additional 8 m setback for the top section from the east property line to minimize shadowing impacts on the adjacent properties and the park areas;
- The buildings are separated from the west by the 85 Street road right of way, which results in approximately 40 metres of separation space.
- Provision of a 8 storey podium along 85 street;
- Provision of a 6 storey podium east of the towers, to provide a transition to adjacent low density housing;
- Provision of a minimum 2.0 m Stepback above the second storey, to frame the pedestrian realm adjacent to the private road as well as 93 Avenue;
- Provision of an 8.0 m Stepback from the east facades of all towers at the 14th storey; and

- Provision of an 8.0 m Stepback at the 14th storey of the north façade of the 22-storey tower.

Major roadways including 85 Street, 95 Avenue, and 90 Avenue will separate and buffer the site from surrounding residential areas to the west, north, and the south. The placement of towers at the far west portion of the site and the location of park areas across the balance of the site will separate the development from low density residential development to the east. Separation space between the two high-rise towers along 93 Avenue is approximately 35 meters. When analyzing the entire length of 85 Street NW from 90 Avenue to 95 Avenue, it is determined that there is an appropriate amount of separation space between all of the high-rises which will ensure sun access to the properties to the east and west.

Statutory Framework

There is no neighbourhood-specific plan that applies to the subject site. The Holyrood Neighbourhood is identified in *The Way We Grow*, Edmonton's Municipal Development Plan, as an Established Neighbourhood. The proposed rezoning supports the following policies of *The Way We Grow*:

- Policy 3.3.1.1 – Promote Medium and higher density residential and employment growth around LRT stations and transit centres to support and ensure the viability of transit services
- Policy 3.3.1.4 – Encourage commercial, entertainment, institutional and employment uses to be located at LRT Stations
- Policy 3.3.1.8 – Create place making elements such as streetscape, urban parks and public art in TOD and LRT stations, in cooperation with the public and private sectors
- Policy 4.2.1.1 – Support redevelopment and residential infill that contribute to the livability and adaptability of established neighbourhoods.
- Policy 4.2.1.3 – Accompany residential density increases with enhancements to public spaces and the provision of additional open spaces and amenities, if required.
- Policy 4.2.1.7 – Enhance City infrastructure in association with increased density where required.
- Policy 6.2.1.1 – Include retail development as a key component of planned mixed use centres that focus on LRT stations and transit centres.

Public Amenity Contributions

The DC2 Provision proposes to provide the following Public Contributions:

1. Streetscape Improvements
 - upgrading of the alley adjacent to Area 1, between the parkade access and 90 Avenue to a width of 6.0 meters
2. Affordable & Family Oriented Housing
 - a Developer Sponsored Affordable Housing contribution in accordance with City Policy C582;
 - a requirement for at least 3% of Dwellings to be developed as three bedroom Family Oriented Dwellings
3. Community Contributions

- a contribution of \$50,000 each to the Holyrood and Strathearn Community Leagues for off-site public amenity/improvements, \$35,000 to the Holyrood School, and \$15,000 to the South East Edmonton Seniors Association Activity Centre (SEESA) to be contributed over a maximum 3-year period, commencing upon start of construction of a principal building

TECHNICAL REVIEW

TRANSPORTATION ANALYSIS

During the development of the Valley Line LRT route, it was determined that using a portion of the service road along the east side of 85 Street was the preferred option to incorporate the LRT trackway, stop, vehicle travel lanes, and shared use path within the existing road right-of-way without the need to acquire additional property.

Following the construction of the Valley Line LRT, portions of the existing road right-of-way will no longer be required for roadway purposes. The proposed road closure areas will be consolidated with the adjacent property pursuant to an agreement with the adjacent property owners and the City. Administration has worked directly with the previous property owners of the Holyrood Gardens site since 2011 to reach an agreement regarding the service road and a finalized agreement was signed on December 1, 2015.

The existing north/south service road along 85 Street will ultimately be closed to public vehicular access and will be consolidated with the subject parcels. The closure of the south service road along 85 Street between 93 Avenue and 90 Avenue was approved with Bylaw 17939 at the April 12th, 2017 Executive Committee Council Meeting and is scheduled to be closed later this year. Closure of the north service road is scheduled for 2020. Closing the 85 Street service road that separates the Valley Line LRT and the Holyrood Site will create a 6 m space for a dedicated emergency access route and active non-vehicular transportation modes and will serve as a direct link between the Holyrood Stop and the transit oriented development.

Fire Rescue Services (FRS) reviewed the DC2 proposal and had concerns about the accessibility of the site. As a result, the applicant agreed to relocate the parkade exit ramp from the north private road to the interior of the site with egress through the northwest alley to allow for dedicated emergency access on all portions of the private road.

Planning Coordination (Transportation) reviewed the Traffic Impact Assessment (TIA) submitted in support of the proposed rezoning application and accepts the findings of the report.

The proposed development is adjacent to the Holyrood Stop on the Valley Line LRT and well-connected to bus routes to major destinations. The analysis projected vehicular traffic considering proximity to LRT station and bus stops, active modes accommodation through pedestrian corridors and on-street bike routes, and level of accessibility to Downtown and other parts of the city. All these factors are expected to encourage commuters to use alternative modes of transportation.

The full build-out of the development is expected to generate noticeable increases in traffic volumes on 93 Avenue adjacent to the 85th Street intersection. Although the increase in traffic volumes is significant when compared to existing traffic, the total traffic volumes are expected to remain with typical residential volumes thresholds. A traffic signal will also be installed at the intersection of 93 Avenue/85 Street as part of the Valley Line LRT project to maintain acceptable levels of service.

Parking will be provided as per the Zoning Bylaw, and any variance to the parking will require review and approval of a Parking Impact Assessment.

POLICY DEVELOPMENT (URBAN DESIGN)

Administration worked, internally, with City Planning's urban design team to review the DC2 proposal and Urban Design Brief and provide input on the site and building design to ensure that issues and concerns were addressed.

Urban design supports the general purposed of the DC2 rezoning, including the desire to develop a pedestrian friendly, transit oriented development next to the Holyrood LRT Station. Based on feedback received, the applicant made several key changes to the DC2 regulations to address initial urban design concerns from both Administration and the community regarding transition and integration with the surrounding area, including the following:

- Changing the design of parking access ramps to be located entirely within the building;
- Providing fixed spacing with a minimum of 10 m between the buildings to provide for pedestrian "mews" to enhance connectivity and site permeability;
- The built form has been changed to address building massing concerns via setbacks and Stepbacks;
- The applicant has verbally agreed to work with the LRT group to ensure a coordinated and integrated approach to developing the service lane/private road to provide for a shared space which would serve active modes and connect with the east-west bike path on 90 Avenue;
- Cross sections for the public realm along 85 Street and 93 Avenue have been included as an appendix to the DC2; and
- Providing a 1.8 m through zone for the public sidewalks along 85 Street and 93 Avenue to meet the Complete Street Guidelines for Street Oriented Areas

EDMONTON DESIGN COMMITTEE REVIEW

Administration made a request that the applicant submit the development proposal to the Edmonton Design Committee (EDC) for review but the request was declined by the proponent due to project timing.

UTILITIES

Drainage Planning supports the proposed development. A Drainage Servicing Study was reviewed and accepted. It requires onsite stormwater management to control outflow rates to the City's sewer system as well as upgrading to the adjacent sanitary sewer system.

EPCOR Water supports the proposal, and has requirements for the developer to construct additional hydrants on private land due to a deficiency in hydrant spacing adjacent to the development and limitations caused by the LRT alignment on 85th Street.

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

HOUSING AND HOMELESSNESS

This proposal includes the affordable housing requirement per City Policy C582 which allows the developer the option to either provide the City to purchase 5% of units at 85% market value, or at the owner's sole discretion provide cash-in-lieu to be used for affordable housing elsewhere.

PUBLIC ENGAGEMENT

The applicant sent pre-notification letters of the rezoning proposal on October 26, 2016. Two pre-application Open Houses were also held by the applicant on November 9, 2016 and January 19, 2017. City Staff including representatives from Transportation and the LRT group were present to answer questions from the public.

Advance notice of the application was sent out to 2,289 recipients within an expanded notification area on March 17, 2017 and included property owners and Community Leagues in the Holyrood, Strathearn, Idylwyld, Bonnie Doon, and North Millbourne Neighborhoods. The City held an Open House on July 12, 2017 to gather feedback from the public on the proposal. The applicant made several changes to the application based on the feedback that was received. A second open house will be held at the gymnasium of the South East Senior's Association on September 6, 2017 to provide information to the community on the proposed rezoning going forward to the Public Hearing on September 11, 2017.

A detailed summary of the public engagement for the proposal and the input that was received is in the "What We Heard" report in Appendix 2.

Extensive engagement with the Holyrood Community League, and surrounding communities both prior to a formal application was made as well as during the formal review process. In addition to regular correspondence with the Holyrood Development Committee, as the proposal evolved, several in person meetings were held. The following is a summary of meeting with the Holyrood Development Committee:

- *May 17, 2017 (HDC Working Group Meeting #1)*
 - The City presented the development proposal to the committee including the application history, evolution of the proposal (various versions), City considerations for the proposal including the TOD Guidelines, and a review of the City's perspective on various site design components.
 - The HDC presented the City with a various questions on the proposal and the rezoning process.
 - Concerns cited by the HDC included public access to the onsite amenity areas, insufficient access and parking for commercial uses, shortcutting through the neighbourhood, traffic and parking impacts, proposal will

double the population of Holyrood, concerned about infrastructure and sewer capacity.

- *June 14, 2017 (HDC Working Group Meeting #2)*
 - The applicant presented the site vision, answered questions and gathered feedback. City staff was present to provide information about what considerations and issues were arising during the review, answer questions about the rezoning process.
 - Summary regarding review of the transportation impact assessment were provided by the applicant.
 - Concerns cited by the HDC included directing traffic into the interior of the neighbourhood as a major concern, as well as overall number of units being proposed, building heights, and strain on existing drainage infrastructure.

- *July 26, 2017 (HDC Working Group Meeting #3)*
 - The applicant presented the updated site design, answered questions and gathered feedback. City Staff including the Transportation group were on hand to answer questions about the Transportation Impact Assessment review, parking and traffic impacts from the development, and questions about the rezoning process.
 - Concerns cited by the HDC included the short term and long term community engagement plan, the height and density of the development, shadow impacts, traffic and parking impacts, strains on existing infrastructure, and the feeling that the committee's concerns and requested changes appear to have been largely ignored by the proponent.

A detailed timeline of the public engagement can be reviewed by referring to the "Public Involvement Process Diagram" in Appendix 1.

CONCLUSION

Urban Form and Corporate Strategic Development recommends that City Council APPROVE this application.

This project will provide an opportunity for integrated transit oriented development along the Valley Line corridor; provide a variety of housing opportunities and publicly accessible open spaces complementary to the local community; and encourage infill development of the "missing middle" housing in a predominant mid-rise built form.

APPENDICES

- 1 Public Involvement Process Diagram
- 2 "What We Heard" Public Engagement Report
- 3 Existing and Proposed Zones Summary
- 4 Neighbourhood Statistics
- 5 Mark-up of Proposed Amendment
6. Application Summary