



# ADMINISTRATION REPORT REZONING, PLAN AMENDMENT INGLEWOOD

## 11315 - 128 Street NW

To allow for a mix of small scale housing.



**Recommendation:** That Bylaw 19720 to amend the West Ingle Area Redevelopment Plan and Charter Bylaw 19721 to amend the zoning from the (US) Urban Services Zone to the (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay be APPROVED.

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

- the land is in private ownership and not needed for open space to serve the community;
- the redevelopment intensity is compatible with surrounding land uses and the same as the zoning for the majority of the neighbourhood; and
- the proposed zoning is in conformance with infill objectives of the West Ingle Area Redevelopment Plan, the Residential Infill Guidelines and The City Plan.

## Report Summary

This land use amendment application was submitted by Stantec Consulting Ltd. on January 20, 2021 on behalf of the landowner, Limak Investments Inc. This application proposes to change the designation of 0.26 hectares of land in Inglewood from the (US) Urban Services Zone to the (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay.

While this land has historically been part of the school yard for the school to the north, it was sold to a private developer in 2019. A previous application for the (RF5) Row Housing Zone on this same site was refused by City Council on June 9, 2020.

The mix of small scale housing that would be allowed by the RF3 Zone with the Overlay is fully compatible with the neighbourhood, being the exact same zoning that applies to almost the entirety of the interior of Inglewood.

The proposed zoning is also in conformance with infill objectives of the West Ingle Area Redevelopment Plan, the Residential Infill Guidelines and The City Plan.

## The Application

1. BYLAW 19720 to amend the West Ingle Area Redevelopment Plan (ARP) to amend the area of application of the US (Urban Services District) in Part III of the plan.

There is currently a reference to "St. Andrew Elementary School at 11342 - 127 Street" as being part of this District. The land to the south of the school building that is proposed for rezoning has traditionally functioned as a portion of the school's open space play area. Since this land is now under different ownership than the school building site, the proposed plan amendment would provide clarity that the former open space site is no longer part of the school site or the Urban Services District within the plan.

2. CHARTER BYLAW 19721 to amend the Zoning Bylaw from the (US) Urban Services Zone to the (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay.

The proposed RF3 Zone would allow for a mix of small scale housing, such as Single Detached Housing, Semi-Detached Housing or a configuration of Multi-unit Housing with up to 17 dwellings and a height of approximately 2.5 storeys (8.9 metres).

The Mature Neighbourhood Overlay would help ensure future development is compatible within the context of existing surrounding buildings and also maintain the pedestrian-oriented design of the streetscape.

On June 9, 2020, an application for the (RF5) Row Housing Zone on this same site was refused by City Council. When the proposed zone is the same, the Zoning Bylaw requires an applicant to wait 12 months from Council's previous refusal before submitting a new application. However, because the proposed zone is now different, this waiting period was not required.

## Site and Surrounding Area

The site is located on the northeast corner of 128 Street NW and 113 Avenue NW and is currently vacant land fenced off from access. The site is predominantly surrounded by single detached housing, with the exception of land to the north which is used as a school and associated open space.

Beyond the site's immediate surroundings, notable amenities include commercial and retail services along 124 Street NW, located three blocks to the east, and the Westmount Shopping Centre, located five blocks to the west. The site also has suitable access to alternative modes of transportation including frequent bus service along 114 Avenue NW, one block to the north, and a separated bike lane located along 127 Street NW, one block to the east.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	(US) Urban Services Zone	Vacant land
<b>CONTEXT</b>		
North	(US) Urban Services Zone	School site
East	(RF3) Small Scale Infill Development Zone	Single Detached Housing/Semi-detached Housing

South	(RF3) Small Scale Infill Development Zone	Single Detached Housing
West	(RF3) Small Scale Infill Development Zone	Single Detached Housing



VIEW OF SITE LOOKING NORTHWEST



VIEW OF SITE LOOKING SOUTHEAST

## Site History and Background

While this land is currently privately owned, it historically functioned as open space associated with the school site to the north. The school and field space were owned and operated by Edmonton Catholic Schools from approximately 1946 until 2015 when they decided to vacate the land and declare it surplus to their school needs. As per the Joint Use Agreement between the City of Edmonton and Edmonton Catholic Schools, the City had the opportunity to purchase the land in January 2018, but negotiations were unsuccessful and the City ultimately opted not to.

Edmonton Catholic Schools subsequently sold the land to two different landowners in 2019. The school building and some of the open space to the south was sold to the Muslim Association of Canada Inc. and is currently operated as the MAC Islamic School. The southern portion, this rezoning site, was sold separately to Limak Investments Inc.

The MAC Islamic School has expressed concerns with regards to the information they were given about the future of this land, believing that they were at one time advised that the City wanted to use the southern land for stormwater and park space for both the school and community's benefit. While a future dry pond has been identified in the area as part of EPCOR's Stormwater Integrated Resource Plan, no location has been decided and location options within the neighbourhood will be further reviewed once the project has been initiated (anticipated for 2027) and an engineering analysis has been completed.

While it is the City's position that this land is not needed as open space for the neighbourhood (see Open Space analysis below), it is recognized that there is a difference between what might be considered needed for open space at a neighbourhood level and what a school might consider needed for open space for the viability and success of their educational goals. The

analysis in this report is based on the current state of the land as private, not being used by the school, and proposed for rezoning.

## Planning Analysis

### LAND USE COMPATIBILITY

The proposed (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay (MNO) is the standard low density residential zoning that applies to the majority of the Inglewood Neighbourhood, including adjacent to this site to the east, west and south.

The regulations within this zoning are intended to apply to development on smaller parcels of land. Certain setbacks based on site depth and other variable factors depending on the nature of nearby development, on a site this large, create awkward site layout requirements. For example, under the current lot size, while it would be possible to build multi-unit housing with up to 17 dwellings, the requirements for setbacks would be very significant, restricting the development envelope to less than half of the length of the frontage along 128 Street NW.

The rezoning site currently comprises 4 typically sized legal lots for this area of approximately 40 metres deep by 15 metres wide. It is therefore more likely that under the proposed zoning, these 4 lots will be redeveloped independently, or there could be further subdivision to create narrower lots of 7.5 metre in width. Across the lane from the site to the east are some newer RF3 style developments that are typical examples of the type of development anticipated for this site, if this rezoning is approved.



TYPICAL NEW RF3 + MNO DEVELOPMENT LOCATED ACROSS THE LANE TO THE EAST OF THE REZONING SITE

Administration sees this proposed zoning as entirely compatible with surrounding sites and the broader area.

## **OPEN SPACE**

The Urban Parks Management Plan identifies a minimum target of 2.0 hectares of parkland per 1000 people for new neighbourhoods. While Inglewood is considered a mature neighbourhood this measure is useful as a benchmark to consider overall provision levels within the neighbourhood. Prior to the site being made surplus, the Inglewood neighbourhood had 2.17 hectares of parkland per 1000 people. Upon becoming surplus, the projected parkland ratio for Inglewood is 2.13 hectares per 1000 people. This figure factors in the anticipated population of the future Camsell Hospital redevelopment as well as the proposed park site within that redevelopment area.

As such, the City of Edmonton has no interest in acquiring this land for park purposes as there is sufficient parkland within the neighbourhood as per current standards and policies, now and in anticipation of future development.

## **RESIDENTIAL INFILL GUIDELINES**

Within neighbourhoods that are predominantly zoned RF3, these guidelines support various forms of small scale infill on corner sites, up to and including fourplexes and row housing (up to 5 dwellings). As described earlier, this is generally what the proposed RF3 Zone would allow at this location. It should be noted that these guidelines do not align with current Zoning Bylaw definitions for different intensities of development, so it is difficult to conclude specifically whether these guidelines are met for this site. As mentioned previously, due to its size, there are many different options for redevelopment. But, considering most of the neighbourhood is RF3 and this rezoning would simply extend this zoning onto another site, it is reasonable to conclude this application meets the intent of these guidelines.

## **WEST INGLE AREA REDEVELOPMENT PLAN**

The West Ingle Area Redevelopment Plan (ARP) is the statutory plan that applies to this site. On Map 2 - Plan Concept West Ingle, the site is designated for "Infill & Small Lot Housing" and Policy 4 for "Infill Housing" states that:

*"Administration will encourage small scale, infill housing which reflects the character of surrounding older homes in those areas of West-Ingle districted for RF3 (Low Density Redevelopment) District Section 140 in the Land Use Bylaw"*

The Policy also makes reference to Map 6 as showing these appropriate sites as being within the "Low Density Redevelopment District - Infill Housing". This site has this designation on the map (See Appendix 1 of this report).

While there are differences between what the RF3 Zone looked like under the obsolete Land Use Bylaw when the ARP was written in 1985 and now, the general intensity of development described is the same. The ARP references single detached houses, side by side duplexes, up/down duplexes, threeplexes and row and apartment housing containing up to 4 units. While definitions and specific regulations in the RF3 Zone may have changed, this is generally what is expected here and what has been built very nearby in recent years within the same zoning.

While this rezoning is considered in conformance with the ARP, there is an associated amendment to clarify the area of application of the US (Urban Services District) in Part III of the plan. There is currently a reference to "St. Andrew Elementary School at 11342 - 127 Street" as being part of this District. While this is not the address subject to this rezoning, the subject land has functioned as a yard for the school and the current US Zoning reflects this. Using specific legal descriptions, the amendment would clarify that this US District does not apply to the lands subject to this rezoning. This amendment is not legally required to facilitate the rezoning but it would provide future clarity of the plan's intent relative to this land.

## **THE CITY PLAN**

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

The City Plan does not provide specific direction for the development intensity of this site, as it is not currently considered within an identified development node or significant corridor. However, it is within walking distance of the District Node at Westmount Shopping Centre and the Primary Corridors of 111 Avenue NW and 124 Street NW. While more intense developments like mid-rise and high-rise buildings might be appropriate closer to the nearby key node and corridors, this site is considered well into the interior of the neighbourhood where smaller scale infill, such as that allowed by the RF3 Zone, is sufficient for contributing to a number of higher level targets within The City Plan, including:

- 50% of net new units added through infill city-wide;
- 600,000 additional residents welcomed into the redeveloping area; and
- 50% of trips are made by transit and active transportation.

## **Technical Review**

### **Transportation**

Due to the small scale development potential of the proposed zone, the development generated traffic is not expected to be significant. The roadways and intersections in the vicinity are currently operating well and have capacity to accommodate the additional trips from the development. Curbside parking is permitted on roadways in the vicinity of the site and no major concerns have been identified at this time. Vehicular access for future development will be from the adjacent lane, in conformance with the Mature Neighborhood Overlay. Site access will be reviewed in detail at the Development Permit stage.

Neighborhood renewal for Inglewood is currently underway and is expected to be completed in 2021. The pedestrian and cyclist experience is expected to improve considerably once the neighborhood renewal is completed.

## Drainage

On-site stormwater management will be required to mitigate the impacts of development that would be allowed under the proposed zone. As a result, redevelopment of this site would not have a significant impact on the existing drainage infrastructure in the area.

## EPCOR Water

The site is currently not serviced with water. New water connections will need to be constructed, at the owner's cost, from either the 200 millimetre water main along 128 Street NW or the 150 millimetre water main along the lane east of 128 Street NW, adjacent to the rezoning site. If the land is developed independently under smaller lots, each lot must be serviced with individual and separate water services provided directly to the lots from the water main.

## Community Engagement

<p><b>ADVANCE NOTICE</b> March 22, 2021</p>	<ul style="list-style-type: none"> <li>● Number of recipients: 28</li> <li>● Number of responses in support: 0</li> <li>● Number of responses with concerns: 7</li> <li>● Common comments included:             <ul style="list-style-type: none"> <li>○ Loss of open space in neighbourhood (x3)</li> <li>○ Too much density happening already with other nearby redevelopment sites (x2)</li> <li>○ Increased traffic and parking impacts (x2)</li> <li>○ Parent parking/safety of nearby school children (x2)</li> <li>○ School does not have enough open space without this land</li> <li>○ School not informed appropriately during previous sales negotiations</li> <li>○ Decrease value of properties in the area</li> <li>○ Concerned nearby residents not notified</li> </ul> </li> </ul>
<p><b>WEBPAGE</b></p>	<ul style="list-style-type: none"> <li>● <a href="http://edmonton.ca/inglewoodplanningapplications">http://edmonton.ca/inglewoodplanningapplications</a></li> </ul>

The MAC Islamic School Parent Council, Administration and Management Board provided a joint letter of opposition to this proposed rezoning. They noted that their school has grown from 56 students in 2012 to over 300 students (plus a wait list) currently and their main concern is that with these numbers, their current lack of open space is detrimental to their students. With a very high level of interest in their educational model, they are "bursting at the seams" and if the rezoning area were redeveloped for residential uses, it would create an inability for them to



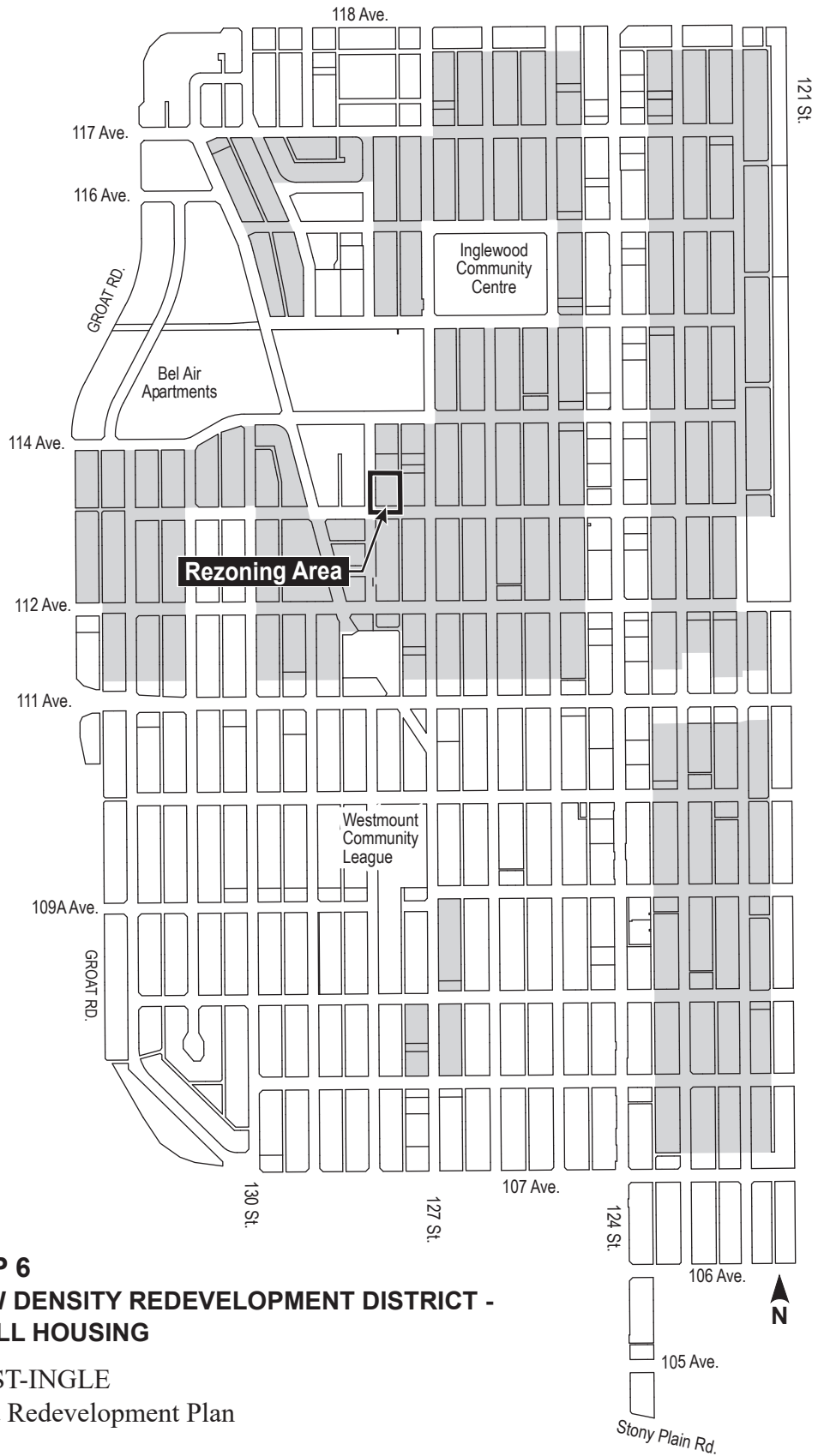
expand, as well as negatively impact their students' learning with a lack of space to play and move. They also believe they were given incorrect information and/or not adequately informed about the future of this land when sales negotiations were taking place between Edmonton Catholic Schools and the City within the framework of the Joint Use Agreement.

## Conclusion

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

## APPENDICES

- 1 Context Plan Map
- 2 Application Summary



**MAP 6**  
**LOW DENSITY REDEVELOPMENT DISTRICT -**  
**INFILL HOUSING**  
**WEST-INGLE**  
Area Redevelopment Plan

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Plan Amendment, Rezoning
Bylaw/Charter Bylaw:	19720, 19721
Location:	Northeast corner of 128 Street NW and 113 Avenue NW
Address:	11315 - 128 Street NW
Legal Description(s):	Lots 17-20, Block 5, Plan RN60
Site Area:	2600.2 m <sup>2</sup>
Neighbourhood:	Inglewood
Notified Community Organization:	Inglewood Community League
Applicant:	Stantec Consulting Ltd.

### PLANNING FRAMEWORK

Current Zone:	(US) Urban Services Zone
Proposed Zone and Overlay:	(RF3) Small Scale Infill Development Zone Mature Neighbourhood Overlay
Plan in Effect:	West Ingle Area Redevelopment Plan
Historic Status:	None

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Branch:	Development Services
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