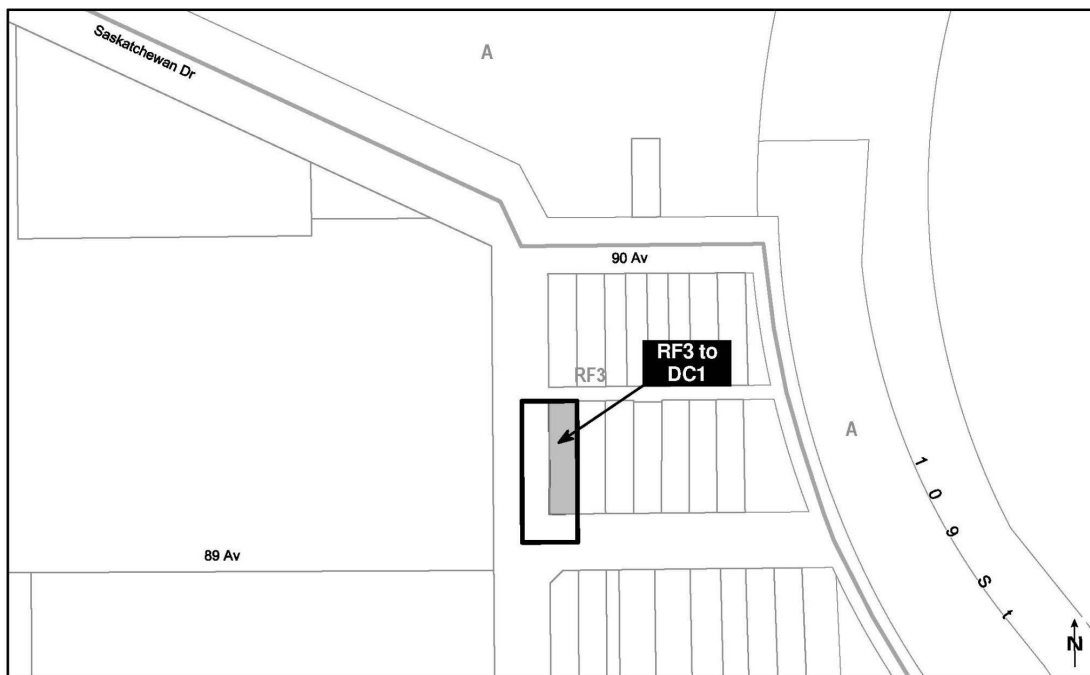




ADMINISTRATION REPORT **REZONING, PLAN AMENDMENT** GARNEAU

10958 - 89 Avenue NW

To preserve the Cecil Burgess Residence as a Designated Municipal Historic Resource while allowing for a Garden Suite with limited Accessory Non-Residential Uses at the rear of the Site



Recommendation: That Bylaw 19788 to amend the Garneau Area Redevelopment Plan and Charter Bylaw 19789 to amend the zoning from the (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay to a (DC1) Direct Development Control Provision be **APPROVED**.

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

- it helps encourage the ongoing use and viability of the historic Cecil Burgess Residence;
- the proposed new garden suite with non-residential uses is small scale and therefore not anticipated to create problematic off site impacts on surrounding properties; and
- the proposal conforms with policies of the Garneau Area Redevelopment Plan, The City Plan and the Standards & Guidelines for the Conservation of Historic Places in Canada.

Report Summary

This land use amendment application was submitted by Kevin Cooper and Rachel Lee on September 25, 2020. This application proposes to change the designation of one lot from the (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay to a (DC1) Direct Development Control Provision. The proposed DC1 Provision would allow for the continued preservation of the Cecil Burgess Residence as a Municipal Historic Resource while also accommodating a new Garden Suite at the rear of the site with a small accessory commercial space.

The proposed new garden suite containing some non-residential uses is small scale and will be distinguishable from, subordinate to, and compatible with the historic residence in conformance with the Standards & Guidelines for the Conservation of Historic Places in Canada.

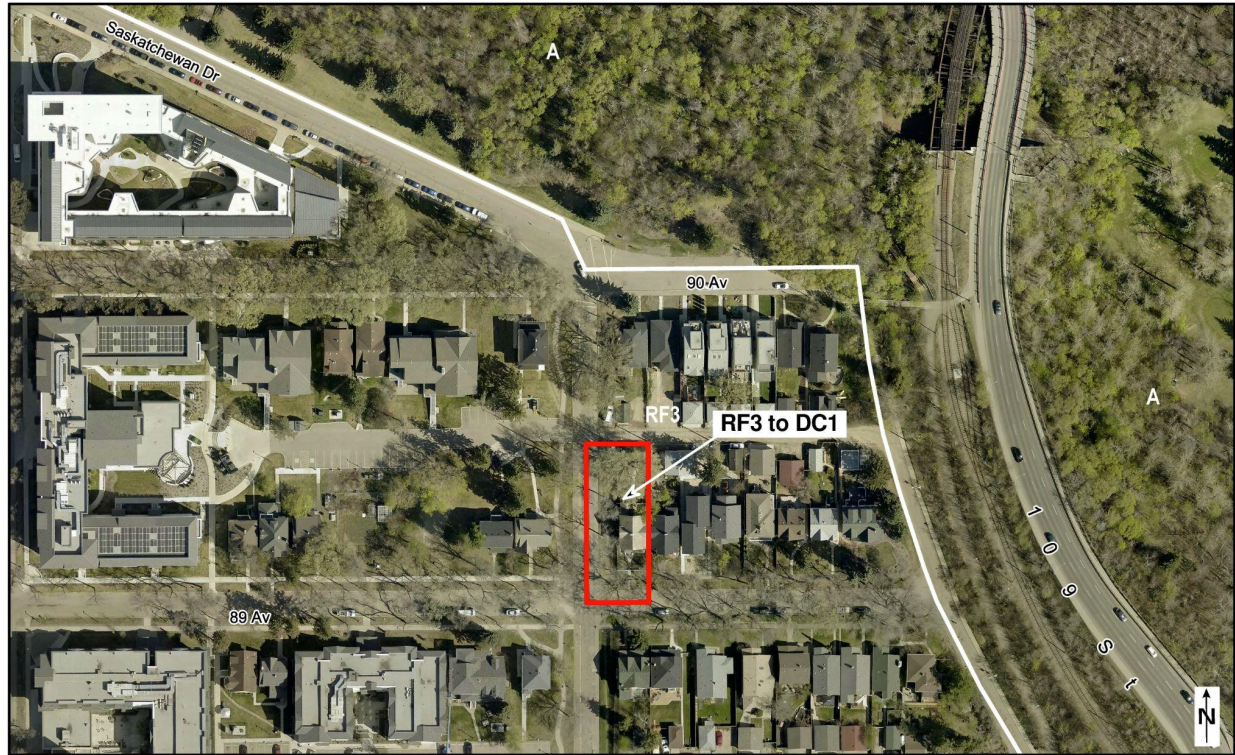
This proposal is in alignment with the applicable policies and directions of both the Garneau Area Redevelopment Plan and The City Plan with regards the type of development and heritage preservation.

The Application

1. BYLAW 19788 to amend the Garneau Area Redevelopment Plan to reflect the zoning change proposed by Charter Bylaw 19789 on one map (Schedule Q - Proposed Zoning).
2. CHARTER BYLAW 19789 to amend the Zoning Bylaw from the (RF3) Small Scale Infill Development Zone with the Mature Neighbourhood Overlay to a (DC1) Direct Development Control Provision. The proposed DC1 Provision would allow for the continued preservation of the Cecil Burgess Residence as a Municipal Historic Resource while also accommodating a new Garden Suite at the rear of the site with a small accessory commercial space.

Site and Surrounding Area

This site is well connected to bike lanes on 88 Avenue NW and 110 Street NW as well as transit service on 109 Street NW and Walterdale Hill NW.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(RF3) Small Scale Infill Development Zone	Single Detached House (Cecil Burgess Residence)
CONTEXT		
North	(RF3) Small Scale Infill Development Zone	Single Detached House
East	(RF3) Small Scale Infill Development Zone	Single Detached House
South	(RF3) Small Scale Infill Development Zone	Single Detached House
West	(RF3) Small Scale Infill Development Zone	Fraternity and Sorority Housing



VIEW OF SITE LOOKING NORTHEAST



VIEW OF SITE LOOKING SOUTHEAST

Planning Analysis

LAND USE COMPATIBILITY

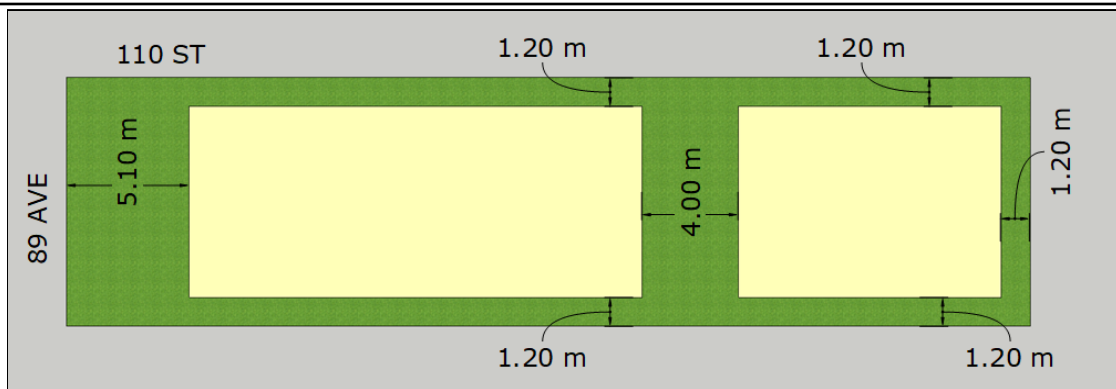
The proposed change in zoning does not significantly impact the development intensity on this site. Because the existing building is a designated historic resource, maximum redevelopment under the existing RF3 Zone to something like a row house is not possible. For the most part, both zones allow the same thing - a house and a garden suite. The proposed DC1 Provision has modified regulations to reflect the actual location and size of the historic building and also to allow for a slightly larger garden suite than what would normally be required in a low density residential zone. The garden suite could be 1 metre taller, be 0.6 m closer to the interior shared lot line and have more floor area than a garden suite in a standard zone. A full comparison of the allowable building form in the current and proposed zones is in the table below.

	RF3 + MNO <i>Current</i>	DC1 <i>Proposed</i>
Principal Building	Single Detached Housing	Single Detached Housing
Height	8.9 m	8.9 m
South (Front) Setback	5.1 m	6.0 m
East (Interior Side) Setback	1.2 m	0.8 m
West (Flanking Side) Setback	1.2 m	1.2 m
North (Rear) Setback	16.1 m	18.0 m

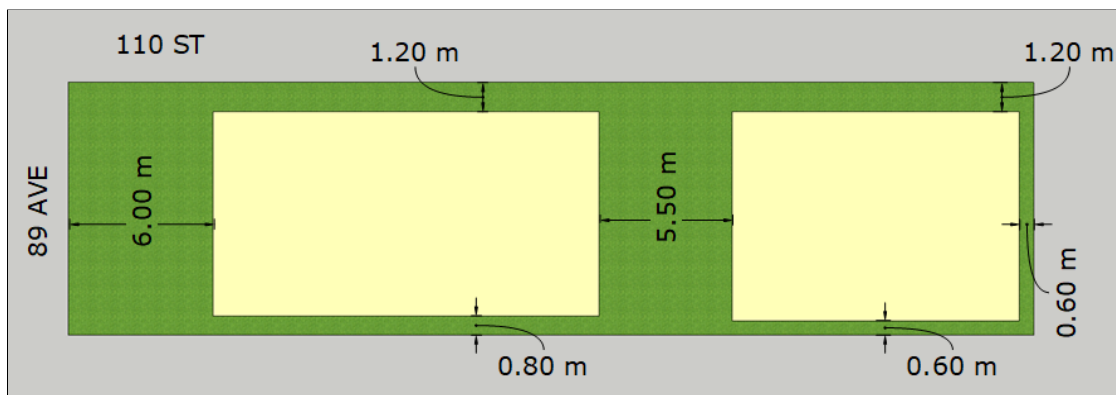
Maximum No. Dwelling Units	1 Principal Dwelling 1 Secondary Suite 1 Garden Suite	1 Principal Dwelling ¹ 1 Secondary Suite ¹ 1 Garden Suite ¹
Accessory Building	Garden Suite	Garden Suite + Commercial
Height	6.5 m	7.5 m
East (Interior Side) Setback	1.2 m	0.6 m
West (Flanking Side) Setback	1.2 m	1.2 m
North (Rear) Setback	0.6 - 1.2 m	0.6 - 1.2 m
Floor Area	130 m ²	156 m ²

Notes:

¹ No density maximum in the zone, but preservation of the historic house effectively limits development to this.



POTENTIAL CURRENT RF3 DEVELOPMENT SITE PLAN



POTENTIAL PROPOSED DC1 DEVELOPMENT SITE PLAN

In terms of uses, the proposed DC1 Provision allows for more non-residential uses than the current RF3 Zone. These new allowable uses, which would only be allowed in the proposed Garden Suite, are:

- Convenience Retail Stores;
- Creation and Production Establishments;
- General Retail Stores;
- Professional, Financial, and Office Support Services; and
- Specialty Food Services.

In addition, there are some uses that are discretionary in the existing RF3 Zone but become permitted in the proposed DC1 Provision. These are:

- Child Care Services;
- Lodging Houses;
- Major Home Based Business;
- Special Event; and
- Urban Outdoors Farms.

The above uses could be located in either the historic house or the proposed new garden suite.

It is very common for DC1 Provisions associated with the designation of historic residences to have a wider variety of allowable residential and non-residential uses as a means of encouraging the ongoing viability of the site, which in turn increases the likelihood of occupation and care of the historic building. Due to the small scale of both the existing house and the proposed new garden suite, it is not anticipated that any of the uses proposed by the DC1 Provision will have the ability to create problematic off site impacts on surrounding properties.

THE CITY PLAN

In The City Plan, the University-Garneau area is identified as one of six Major Nodes strategically located across the city. While there are no specific boundaries identified for these Major Nodes, they are considered to be up to 2 kilometres across. This site, being just 1-2 blocks from the University of Alberta is considered within this Major Node. While Major Nodes are intended to handle larger mid-rise and high rise buildings, The City Plan also recognizes the importance of preserving Edmonton's history. One of the six Guiding Values of The City Plan is "I want to preserve what matters most" which states an intention that "Edmonton protects and enhances its image and identity through heritage". This application supports this intent as it continues to preserve an important historic resource and the new garden suite considers and respects the character defining elements of the Cecil Burgess Residence (see Heritage section later in this report).

GARNEAU AREA REDEVELOPMENT PLAN

This site is located within Sub Area 1 of the Garneau Area Redevelopment Plan (ARP). This sub area represents the historical image of Garneau with large older homes and tree lined streets and consequently it has been the subject of preservation efforts by the community. It

designates this site for Low Density Residential which is described as single detached, semi-detached, duplex, row and apartment housing containing not more than 4 dwellings. The proposed DC1 Provision will allow for up to 3 dwellings in a manner that preserves the historical older home and therefore complies with the purpose and objectives of this sub area.

The proposed non-residential uses are small-scale and accessory to the residential development (which is common in many residential zones) and it is Administration's opinion that this does not change the description of the development as being low density residential.

HERITAGE

Built in 1912, the Cecil Burgess Residence is significant for its architecture and its association with a number of significant former residents, including the Michelet Family, Dr. Percival Sydney Warren and Cecil Burgess.

The Michelet family were the house's first residents. They were French immigrants, and in 1905 two of the adult children, Alex and Magali, founded Edmonton's first French language weekly, *Le courier de l'ouest*. The newspaper ran until 1916 and for a time was the only French language newspaper in Western Canada. It was circulated throughout Canada connecting Edmonton's Francophone community with Francophone communities across the country.

Dr. Percival Sydney Warren, who lived in the house from 1926 until 1940 was a renowned geologist and founding member of the University of Alberta's Geology Department. His research contributed to the foundations of the science of stratigraphy, upon which most oil exploration in Alberta was based.

Cecil Burgess was an architect and teacher who became the University of Alberta resident architect in 1913 and designed many early campus buildings. He purchased this house in 1942. While University architect, he designed Pembina Hall, a student residence, and the staff houses on campus circle. He was perhaps best known for his town planning work and his promotion of the 'Town Beautiful' movement in Alberta.

The Cecil Burgess Residence is also significant because of its architecture which is an excellent vernacular example of the Craftsman Style, a North American adaptation of the British Arts and Crafts style. The Craftsman-style architecture of the Cecil Burgess Residence is expressed in character-defining elements such as:

- front and rear gable roof configuration with side dormer and central brick chimney;
- distinctive triangular eave brackets in the front and rear gables and the west side dormer roof;
- front hipped-roof open verandah with solid handrails;
- variety of wood double-hung windows on both floors with one-over-one sashes and tall bottom sash configuration;
- symmetrical arrangement of upper floor main windows and corner 'eye' windows in the front façade;
- upper level cedar shingle cladding with bottom outward bevel and lower level cedar bevel siding, divided by horizontal wood belly boards, on each façade.

The proposed DC1 Provision contains regulations that require exterior alterations and additions be sympathetic to, and compatible with, the historic façades of the Cecil Burgess Residence. As well, the requirements and provisions contained in the City of Edmonton Municipal Designation Bylaw 13107 (The Bylaw to designate the Cecil Burgess Residence as a Municipal Historic Resource) and The Standards and Guidelines for the Conservation of the Historic Places in Canada will be applied when reviewing development permit applications for the Cecil Burgess Residence, as well as the proposed new Garden Suite.

Technical Review

TRANSPORTATION

Where a lane exists, normally vehicle access to sites is expected to be from the abutting lane when redevelopment occurs. In this case, the existing power poles and guy-wire in the abutting lane interferes with vehicular access to the lane and moving this carries a significant expense relative to the very small scale development being proposed. Acknowledging this expense and the existing heritage status of the site, Administration is supportive of maintaining the existing 3.0 m vehicular access to this site from 110 Street NW

Building Great Neighbourhoods is commencing with neighbourhood renewal construction in Garneau in 2021. In addition to standard road reconstruction and repaving, a protected two-way on-street bike lane along 110 Street NW and 1.8 metre wide sidewalk are planned adjacent to this site.

DRAINAGE

Development allowed under the proposed zone would not have a significant impact on existing drainage infrastructure.

EPCOR WATER & EFRS

There is a deficiency in on-street fire protection adjacent to the property, relative to City of Edmonton Design and Construction Standards. The required fire flow for a DC1 Zone is 300 litres per second and the maximum allowable spacing between fire hydrants is 90 metres. The fire flows in the area are below the required fire flow rate and although there is a hydrant adjacent to the site on 89 Avenue NW, there are no hydrants along 110 Street NW. To meet the requirements of the Design and Construction Standards, approximately 315 metres of water main upgrades along 110 Street NW and 89 Avenue NW would be required.

Because these upgrades would be extremely expensive relative to the very small scale development being proposed, an Infill Fire Protection Assessment (IFPA) was requested and conducted by Edmonton Fire Rescue Services (EFRS). Based on the relative risk of this site as determined through the risk-based application of the fire protection standard, upgrades to water infrastructure will not be required to meet the intent of the standard for the small-scale development proposed by this zone.

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

Community Engagement

ADVANCE NOTICE November 5, 2020	<ul style="list-style-type: none">• Number of recipients: 53• No responses received: 0
WEBPAGE	<ul style="list-style-type: none">• edmonton.ca/garneauplanningapplications

Conclusion

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

APPENDICES

- 1 Application Summary

APPLICATION SUMMARY

INFORMATION

Application Type:	Plan Amendment, Rezoning
Bylaw/Charter Bylaw:	19788, 19789
Location:	Northeast corner of 89 Avenue NW and 110 Street NW
Address:	10958 - 89 Avenue NW
Legal Description:	Lot 12, Block 150, Plan 7723S
Site Area:	404.6 m ²
Neighbourhood:	Garneau
Notified Community Organizations:	Garneau Community League Strathcona Community League
Applicant:	Kevin Cooper and Rachel Lee

PLANNING FRAMEWORK

Current Zone and Overlay:	(RF3) Small Scale Infill Development Zone Mature Neighbourhood Overlay
Proposed Zone:	(DC1) Direct Development Control Provision
Plans in Effect:	Garneau Area Redevelopment Plan
Historic Status:	The Cecil Burgess Residence is a Designated Municipal Historic Resource

Written By:
Approved By:
Branch:
Section:

Andrew McLellan
Tim Ford
Development Services
Planning Coordination