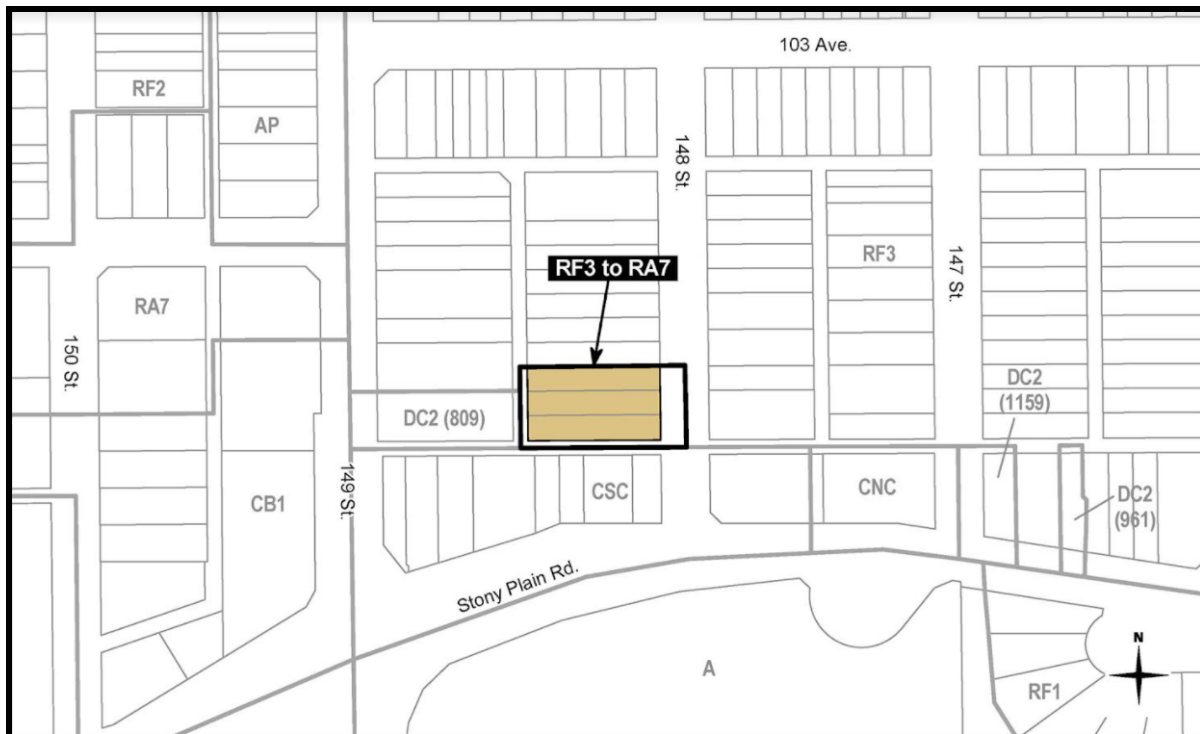




# ADMINISTRATION REPORT **REZONING** GROVENOR

## 10212, 10216 & 10220 - 148 Street NW

To allow for low rise Multi-unit Housing.



**Recommendation:** That Charter Bylaw 19823 to amend the Zoning Bylaw from (RF3) Small Scale Infill Development Zone to (RA7) Low Rise Apartment Zone be APPROVED.

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

- allows for increased density near the edge of the Grovenor neighborhood, in close proximity and within walking distance to mass transit and other amenities along Stony Plain Road; and
- provides intensification within a Primary Corridor, as directed by the City Plan, and creates a residential transition between adjacent commercial and low-scale residential.

## Report Summary

This rezoning application was submitted by Invistec Consulting Ltd. on April 13, 2021 on behalf of MJL Developments Ltd. This application proposes to change the designation of three parcels from (RF3) Small Scale Infill Development Zone to (RA7) Low Rise Apartment Zone to allow for a four storey Multi Unit Housing building with the opportunity for limited commercial uses at the ground level.

The City Plan designates Stony Plain Road and one to two blocks on either side as a Primary Corridor. As such, the subject site is considered within this Primary Corridor. A Primary Corridor includes a wide range of activities supported by mixed-use development and mass transit. Typical massing/form in Primary Corridors is mostly mid-rise and some high-rise buildings. Though this application is not proposing a high-rise or a mid-rise building, the site's relatively small size and surrounding low-scale residential context would suggest that a low-rise building is more appropriate for this location.

## The Application

1. CHARTER BYLAW 19823 to amend the Zoning Bylaw to rezone the subject site from (RF3) Small Scale Infill Development Zone to (RA7) Low Rise Apartment Zone.

The proposed RA7 Zone would allow for a low rise Multi Unit Housing building (approximately four storeys) with limited commercial opportunities at ground level such as, but not limited to, Child Care Services, Convenience Retail Stores and Specialty Food Services. Key characteristics of the RA7 Zone include:

- Maximum height: 14.5 - 16.0 metres (flat or pitched roof)
- Minimum density: 45 dwelling units/hectare
- Maximum floor area ratio: 2.3 -2.5

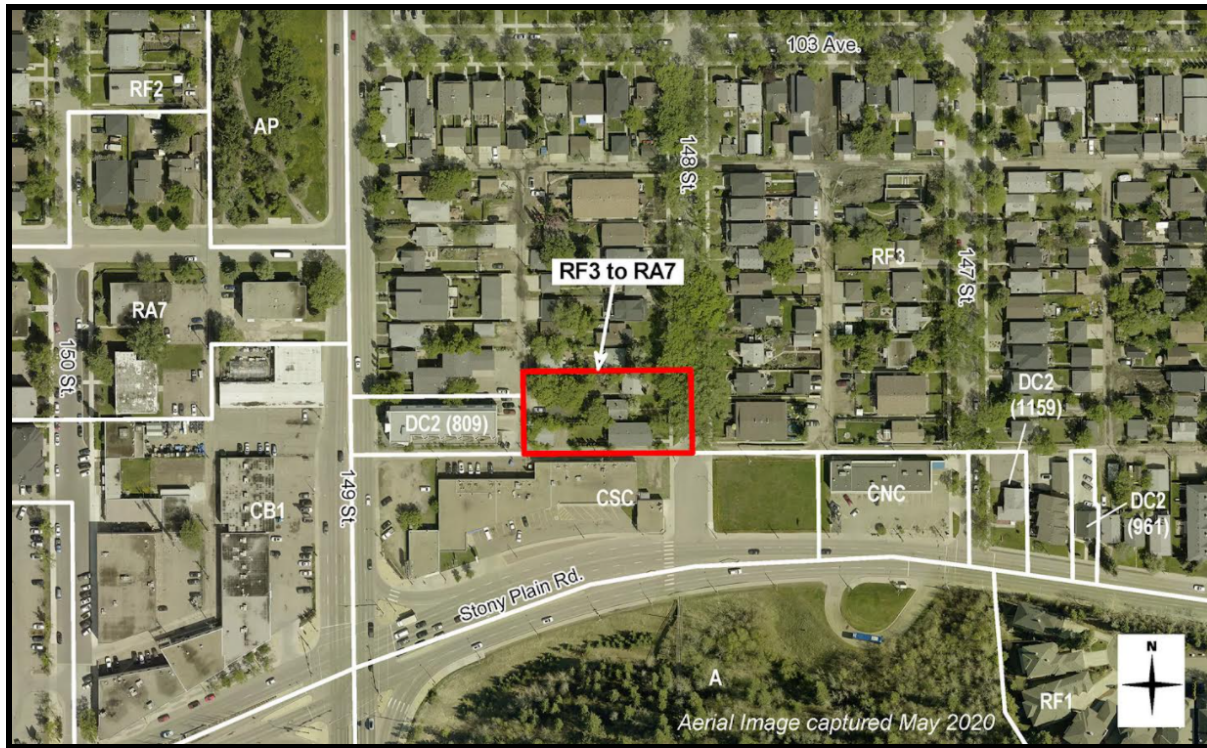
The stated intent of the applicant is to pursue a residential building, with no commercial uses at ground level.

## Site and Surrounding Area

The subject site is composed of three residential parcels currently used as single detached housing. To the east (across 148 Street) and north of this site is low density housing in the form of single and semi-detached housing. To the west (across the north-south lane) is multi-unit housing in the form of a 3 storey building with twelve units total and a 2-storey building with three units total. To the south (across the east-west lane) is a one storey strip-mall style commercial building.

This site is well connected to alternative modes of transportation with 149 Street NW being a Frequent Bus Route and the future 149 Street LRT Stop being within an approximately 300 metre distance from this site. MacKinnon Ravine is also within walking distance and provides users with access to the ravine system and broader shared use path network.

Other notable amenities within walking distance include commercial and retail services along Stony Plain Road, including the Jasper Gates site at the southwest corner of Stony Plain Road and 149 Street NW.



AERIAL VIEW OF APPLICATION AREA

	<b>EXISTING ZONING</b>	<b>CURRENT USE</b>
<b>SUBJECT SITE</b>	(RF3) Small Scale Infill Development Zone	Single detached housing
<b>CONTEXT</b>		
North	(RF3) Small Scale Infill Development Zone	Single detached housing
East	(RF3) Small Scale Infill Development Zone	Single detached housing Semi-detached housing
South	(CSC) Shopping Centre Zone	Commercial building
West	(RF3) Small Scale Infill Development Zone (DC2.809) Direct Development Control Provision	2-Storey multi-unit building (3 units) 3-Storey multi-unit housing building (12 units)



LOOKING NORTHWEST FROM 148 STREET NW



LOOKING SOUTHWEST FROM 148 STREET

## Planning Analysis

The purpose of the current RF3 Zone is to provide for a mix of small scale housing. The purpose of the proposed RA7 Zone is to allow for low rise multi-unit housing. A comparison between both zones is provided in the table below.

<b>Zoning Comparison Table</b>		
	<b>RF3 Zone + MNO</b> <i>current</i>	<b>RA7 Zone</b> <i>proposed</i>
<b>Principal Use</b>	Multi-unit Housing	Multi-unit Housing
<b>Maximum Height (metres)</b>	8.9 m	14.5 m flat roof/ 16.0 m pitched roof
<b>Maximum Floor Area Ratio<sup>1</sup> (FAR)</b>	n/a	2.3 - 2.5
<b>Maximum Density</b>	Twelve (12) Principal Dwellings Twelve (12) Secondary Suites Twelve (12) Garden Suites	No maximum
<b>Maximum Site Coverage</b>	45%	n/a
<b>Commercial Uses<sup>2</sup></b>	n/a	At ground level
<b>Minimum Setbacks (metres)</b>		
<b>Interior Side Setback</b>	3.0 m	1.2 m 3.0 m above 10.0 m in height
<b>Side Setback</b>	2.0 m	1.2 m



<b>(from east-west lane)</b>		3.0 m above 10.0 m in height
<b>Front Setback (from 148 Street)</b>	based on the abutting front setback	6.0 m
<b>Rear Setback (from north-south lane)</b>	21.9 m 40% of Site Depth	7.5 m
Notes:		
<p><sup>1</sup> In the RA7 Zone, the maximum FAR can be increased up to 2.5 if the development provides at least 10% of its dwellings intended for families (through a floor area greater than 100 m<sup>2</sup> and the average number of bedrooms in these Dwellings being at least 3).</p> <p><sup>2</sup> the total Floor Area of each commercial premises shall not exceed 275 m<sup>2</sup></p>		

As indicated by the table above, the proposed RA7 Zone will result in a larger building with greater density than what the existing RF3 Zone allows. Another noteworthy change is the introduction of commercial uses permitted on the ground floor of a residential building only.

## LAND USE COMPATIBILITY

In general, the edge of a neighborhood adjacent to an arterial roadway is considered a suitable location for additional development intensity. This is especially true in this case where the southern edge of the Grovenor neighborhood is bordered by the future Valley Line West LRT route, where the integration between land use intensification and convenient access to mass transit and other amenities is the desired outcome.

The subject site, though not directly on the edge of the neighborhood (Stony Plain Road), is close to Stony Plain Road, separated by one commercial property along its southern property line. More specifically, the site is located at the southern end of the residential block along 148 Street which means the site functions very similar to a corner site where it is surrounded on three of its four sides by road right-of-way: 148 Street NW to the east, and lanes to the west and south. These roadways act as buffers that help to mitigate the impacts of a larger building between this site and the existing surrounding development. As such, these edges are less concerning and the primary focus is along the site's northern edge where it shares a property line with a single detached house.

The property along the site's northern edge, including other properties further northwest, north and northeast, will experience adverse impacts from the proposed RA7 Zone. This includes longer and wider shadowing onto private amenity spaces and reduced privacy from potential overlook. These impacts will be managed in part by the required setback of 1.2 metres from the north property line and an additional building setback of 3.0 meters above 10.0 metres. This is the typical flanking building transition for site's using conventional zoning to pursue the development of either a low-rise residential building (like this one) or a mid-rise residential building (through the use of the (RA8) Mid Rise Apartment Zone). Other mitigating factors can be reviewed at the Development Permit stage where a Development Officer can require information regarding the location of windows and amenity areas, such as balconies, onto adjacent properties to ensure the windows or amenity areas of the proposed development are placed in such a manner that will minimize overlook into adjacent properties.

The commercial uses permitted within the proposed RA7 Zone are considered to be compatible within a residential context as they are generally low-impact and do not create disruptions to surrounding properties and beyond such as noise, light, debris or odours. Permitted uses within the proposed RA7 Zone include, but are not limited to, Convenience Retail Stores, Health Services (eg. therapeutic or counselling services), Professional Financial and Office Support Services (eg. real estate or law services) and Specialty Food Services (eg. coffee shop).

## **PLANS IN EFFECT**

There is no plan in effect for the Grovenor neighborhood.

## **Transit Oriented Development Guidelines**

The TOD Guidelines determine the appropriate location and density of development within 400 metres of an LRT station or transit centre. The site is located approximately 300 m from the future 149 Street LRT Stop at Jasper Gates. Sites flanking a collector or arterial roadway within 400 metres of Neighbourhood Stations are encouraged to be developed with a minimum density of 42-63 dwelling units/hectare and a maximum of 125 dwelling units/ha, these densities are in line with Row Housing to 4-storey Residential buildings. This site however is at the residential edge of the neighbourhood, flanking commercial which fronts the arterial. Strictly speaking, the guidelines would suggest a density of 42 dwelling units/hectares. It is important to note these guidelines do not take into consideration newer policies such as the City Plan, which identifies Stony Plain Road as a Primary Corridor.

## **THE CITY PLAN**

In The City Plan, the portion of Stony Plain Road NW that runs parallel to the Grovenor neighborhood is considered a Primary Corridor. The width of a Primary Corridor is one to two blocks on either side. As such, the subject site is considered within this Primary Corridor.

A Primary Corridor consists of a wide range of activities supported by mixed-use development and mass transit. As an overall guide, it states that the desired overall density in a Primary Corridor is 150 people and/or jobs per hectare and the typical massing/form is mostly mid-rise and some high-rise buildings. Though this application is not proposing a high-rise or a mid-rise building, the site's relatively small size combined with the surrounding low-scale residential context would suggest that a low-rise building is more appropriate for this location, as is proposed by this application.

With the above in mind, and in consideration of the fact that the commercial property south of the subject site is of a larger size and therefore could yield a mid-rise building, the low-rise building that is proposed through this application will act as an appropriate transition in scale between a larger mid-rise building along Stony Plain Road, down to the low-scale residential interior of the neighborhood.

## Technical Review

### Transportation

Upon redevelopment of the site, vehicular access will continue to be from the rear lane. Lane improvements will be required depending on the scope and scale of the proposed development, including whether commercial uses are sought. Access and lane improvement requirements will be further reviewed at the development permit stage with more detailed building drawings.

### Drainage

Sanitary sewer servicing to the site is available from the existing 200mm main within the lane, south of this site. Storm sewer servicing for the proposed rezoning site will require connection to the existing 250mm storm sewer main along 148 Street to the southeast corner of the site through on-site stormwater management for a 1:100 storm event.

### EPCOR Water

Water servicing to the site is available from the existing 300mm water main within the lane, south of the subject site.

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

## Community Engagement

Due to public health precautions related to COVID-19, an in-person Public Engagement Session was not held for this proposal. A joint notice of the application and of the engagement opportunity was sent to surrounding residents. Between May 25 and June 8, 2021, online feedback was collected through the City's Engaged Edmonton webpage.

---

### **PUBLIC ENGAGEMENT SESSION**

May 25 - June 8

[engaged.edmonton.ca/RA7Grovenor](https://engaged.edmonton.ca/RA7Grovenor)

- Engaged: 11
  - Informed: 16
  - Aware: 24
  
  - Opposed: 8
  - Mixed: 0
  - Support: 2
  
  - Common comments included:
    - This is not a suitable location for a 4-storey building
-

	<ul style="list-style-type: none"> <li>o 4-storeys is too tall</li> <li>o A larger shadow will be casted from this building, negatively affecting surrounding properties enjoyment of sunlight</li> <li>o This will create further traffic and parking congestion for the surrounding road network</li> <li>o The Jasper Gates Redevelopment project is already bringing much density, taller structures and additional traffic</li> </ul> <ul style="list-style-type: none"> <li>● See Appendix 2 for a full “What We Heard” Report</li> </ul>
<b>WEBPAGE</b>	<ul style="list-style-type: none"> <li>● <a href="http://edmonton.ca/grovenorplanningapplications">edmonton.ca/grovenorplanningapplications</a></li> </ul>

On June 15, 2021, the applicant held a virtual meeting with the Grovenor Community League and neighborhood residents. Concerns raised at this meeting were similar to concerns heard by City Administration, which are summarized below:

- Shadowing impacts
- Parking and traffic congestion
- The building will be too dense
- Why this location and not elsewhere

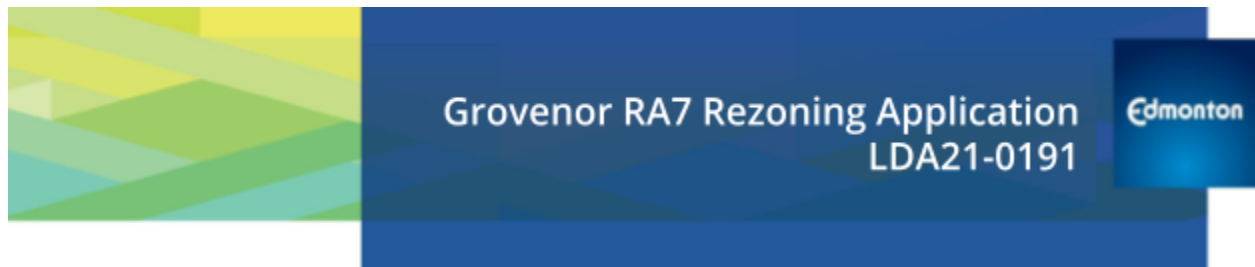
## Conclusion

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

## APPENDICES

- 1 “What We Heard” Public Engagement Report
- 2 Application Summary





## WHAT WE HEARD REPORT

### Online Public Engagement Feedback Summary LDA21-0191 - Grovenor

---

**PROJECT ADDRESS:** 10212, 10216 & 10220 - 148 Street NW

**PROJECT DESCRIPTION:** The proposed rezoning is from (RF3) Small Scale Infill Development Zone to (RA7) Low-Rise Apartment Zone. The proposed RA7 Zone would allow for the development of a low-rise apartment (approximately 4 storeys). The proposed rezoning would also allow for limited commercial opportunities at ground level, such as, but not limited to, child care services, general retail stores and specialty food services.

**PROJECT WEBSITE:** [edmonton.ca/grovenorplanningapplications](http://edmonton.ca/grovenorplanningapplications)

**ENGAGEMENT FORMAT:** Online Engagement Webpage - Engaged Edmonton:  
<https://engaged.edmonton.ca/RA7Grovenor>

**ENGAGEMENT DATES:** May 25 - June 8, 2021

**NUMBER OF VISITORS:**

- Engaged: 11
- Informed: 16
- Aware: 24

See "Web Page Visitor Definitions" at the end of this report for explanations of the above categories.

---

## **ABOUT THIS REPORT**

The information in this report includes feedback gathered through online engagement via the Engaged Edmonton platform from May 25 - June 8, 2021. Because of public health issues related to COVID-19, the City wasn't able to host an in-person public engagement event to share information and collect feedback, as we normally would have.

Input from Edmontonians will be used to inform conversations with the applicant about potential revisions to the proposal to address concerns or opportunities raised. Feedback will also be summarized in the report to City Council when the proposed rezoning goes to a future City Council Public Hearing for a decision.

This report is shared with all web page visitors who provided their email address. This summary will also be shared with the applicant and the Ward Councillor.

---

## **ENGAGEMENT FORMAT**

The Engaged Edmonton webpage included an overview of the proposed development, information on the development and rezoning process and contact information for the file planner. Two "tools" were available for participants: one to ask questions and one to leave feedback.

The comments are summarized by the main themes below with the number of times a similar comment was made by participants recorded in brackets following that comment. The questions asked and their answers are also included in this report.

---

## **WHAT WE HEARD**

Opposed: 8

Mixed: 0

Support: 2

## Comments

### General

- This is not a suitable location for a 4-storey building (3x)
- The Jasper Gates Redevelopment is already bringing much density, taller structures and additional traffic (3x)
- This will set a precedent for this type development to occur in other areas of the Grovenor neighborhood (2x)
- The current zoning of RF3 should remain as is (2x)
- This will lower surrounding property values (2x)
- The incoming LRT construction will already be a nuisance for Grovenor residents and the construction of this building will only make this worse (1x)
- The Grovenor neighborhood is already experiencing its fair share of infill with lot splitting, duplexes and fourplexes (1x)
- This building will be too dense (1x)
- This is a suitable location for a 4-storey building as it is at the edge of the neighborhood, close to a future LRT stop and similar to the existing development to the west (1x)

### Building Height

- 4-storeys is too tall (3x)
- A larger shadow will be casted from this building, negatively affecting surrounding properties enjoyment of sunlight (3x)
- A larger building will reduce privacy for surrounding residents (2x)
- 4-storeys is a reasonable size and scale for this location (1x)

### Parking/Traffic

- This will create further traffic and parking congestion for the surrounding road network (2x)

- The alley intersection adjacent to the subject site is already congested from commercial and condo activity (2x)
  - The area already experiences overflow from the adjacent stripmall from visitor and service vehicles (2x)
  - The pedestrian crosswalk at 148 Street and Stony Plain is already unsafe for pedestrians and this will only make it worse (1x)
  - Vehicles will shortcut through the neighborhood to access this building (1x)
- 

## Questions & Answers

1. What is the process and timeline for making a decision on this rezoning application? How is community input considered? How many community members are consulted?

- The City mailed notices to surrounding property owners and the league advising them of the proposed rezoning and the opportunity to provide feedback. In general, the City is required to notify landowners within a 60 metre radius of the rezoning site. However, the City doubles the radius to 120 metres to capture additional landowners, when necessary. In this case, the City used a 120 metres radius to notify surrounding landowners (capturing a total of 75 landowners who were notified).

Following closure of the feedback period on June 8, the City will produce a What We Heard Report summarizing the feedback received. This feedback will be used to ensure that the City's analysis of the application is as complete as possible and takes local neighbourhood context into consideration. Other considerations that are part of the City's review include alignment with applicable land-use related policies and guidelines (The City Plan, Transit Oriented Development Guidelines, etc.) and technical information (traffic impacts, water and sewer capacity, etc.).

Once the analysis is complete, the City will begin preparing its recommendation as well as scheduling a Public Hearing date, where this rezoning application will be brought forward to City Council for a decision. A target Public Hearing date for this application has not yet been set.

2. How is bigger picture planning for the neighborhood and the city considered with respect to this specific rezoning application? How are community members integrated into this bigger picture planning process?

- The City will consider Edmonton's Municipal Development Plan (called '[The City Plan](#)') as part of its review. The City 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 designates Stony Plain Road as a Primary Corridor which supports higher density forms of infill, particularly mid-rise and some high-rise development.

There are a number of opportunities for neighborhood residents to provide feedback as it relates to long term planning. The City's [Zoning Bylaw Renewal Initiative](#) and [District Planning](#) are two key projects that are significant relative to how the City proceeds with land use planning in the future and ultimately carrying out the goals and objectives of The City Plan.

3. Are the three lots considered in this rezoning application currently owned by one entity?

- There are currently 2 separate landowners for the 3 lots involved with this rezoning application. Information related land ownership is publicly available through the [Alberta Land Titles and Surveys Spatial Information System](#) website.

4. Is the rezoning process independent from structure approval? Rather than giving a blanket rezoning approval, would it be possible to approve a specific and detailed development plan if one was presented in the future?

- The decision on this rezoning application is separate from a decision of the detailed building drawings. City Council must first make a decision on this rezoning application. If the rezoning is approved by City Council, the next

step would be for the applicant to apply for development and building permits to begin construction. This next step will involve submitting detailed building drawings to the City for review for compliance with the Zoning Bylaw and Alberta Building Code.

There are instances where zoning and a specific site plan and building elevations are approved all at once by City Council at a Public Hearing. This occurs in instances where the applicant is seeking a rezoning to a [\(DC2\) Site Specific Development Control Provision](#). In this case, the applicant is seeking a rezoning to a conventional zone ([the RA7 zone](#)) which does not require an associated site plan and building elevations for approval at the rezoning stage.

5. Can you please clarify the 3-5 block wide development goal along primary corridors (1-2 blocks on each side of the street) as outlined in The City Plan?
  - The City Plan is a high-level policy document that is meant to inform, among other things, further planning work that will occur through the exercise of District Planning. The City Plan sets generalized parameters around all identified Primary Corridors throughout the city which are 3-5 blocks wide (1-2 blocks on each side of the street) and 5-10+ blocks in length. As the City begins the work of creating District Plans, these parameters will become more refined to respond and adjust to their specific context.
6. Are these city blocks, in which case half of Grovenor north of Stony Plain Rd and all of south Grovenor would be included? Does The City Plan envision converting this whole area into high density housing over the next 40 years?
  - The full extent to which the Grovenor neighborhood will be designated a Primary Corridor, and where those generalized parameters as outlined above will end up being applied, will be determined through the exercise of District Planning.
7. How do I interpret the anticipated growth shown in Maps 10A-D in The City Plan? For example, Stony Plain Rd from 170 St to downtown falls into the medium orange category. Does this mean 1,000 to 2,500 residential dwelling units are planned to be added per city block, or some other unit of measurement?
  - We anticipate 1000-2500 dwelling units to be added along Stony Plain Rd



from 170 Street to downtown as the City grows from 1 to 1.25 million people city wide. These additional units would not be measured on a block by block basis. Rather, this is a generalized measurement for that entire length along Stony Plain Road.

8. What is the status of the vacant lot at 14740 Stony Plain Rd?

- There are currently no development permit or rezoning applications for the vacant site located at 14740 - Stony Plain Road.

9. How will the Public Hearing be structured?

- The Public Hearing will adhere to following structure:
  - a) At the start of the meeting, the City Clerk will call the Bylaws scheduled for that meeting.
  - b) The Mayor will call the names of those registered to speak to each bylaw.
  - c) If you've registered to speak, identify yourself when your name is called. This will inform the speaker list for each Bylaw.
  - d) City Administration will give an overview of their recommendation on the Bylaw, followed by presentations from those who wish to speak in favour, and then presentations from those who are opposed to the bylaw.
  - e) Each speaker, either in favour or opposed, has up to five minutes for their presentation to Council.
  - f) When a speaker finishes their presentation, Council may have follow-up questions for that speaker.
  - g) After all speakers on the Bylaw have been heard, Council may ask questions of City Administration.
  - h) After City Administration has answered the questions from Council, the Mayor will ask if anyone wishes to respond to any new information that has been introduced as part of the discussion on the bylaw.
  - i) And lastly, Council will close the public hearing and debate the bylaw.

## **Web Page Visitor Definitions**

### Aware

An aware visitor, or a visitor that we consider to be 'aware', has made one single visit to the page, but not clicked any further than the main page.

### Informed

An informed visitor has taken the 'next step' from being aware and clicked on something. We now consider the visitor to be informed about the project. This is done because a click suggests interest in the project.

### Engaged

Every visitor that contributes on the page, either by asking questions or leaving a comment, is considered to be 'engaged'.

Engaged and informed are subsets of aware. That means that every engaged visitor is also always informed AND aware. In other words, a visitor cannot be engaged without also being informed AND aware. At the same time, an informed visitor is also always aware.

---

If you have questions about this application please contact:

Stuart Carlyle, Planner  
780-496-6068  
stuart.carlyle@edmonton.ca

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Rezoning
Charter Bylaw:	19823
Location:	Along 148 Street NW, north of Stony Plain Road NW
Addresses:	10212, 10216 & 10220 - 148 Street NW
Legal Descriptions:	Lots 1 - 3, Block 12, Plan 7601AE
Site Area:	1,680 m <sup>2</sup>
Neighbourhood:	Grovenor
Notified Community Organization:	Grovenor Community League Canora Community League Stony Plain Road and Area Business Improvement Area
Applicant:	Invistec Consulting Ltd.

### PLANNING FRAMEWORK

Current Zone and Overlay:	(RF3) Small Scale Infill Development Zone (MNO) Mature Neighborhood Overlay
Proposed Zone:	(RA7) Low Rise Apartment Zone
Plan in Effect:	None
Historic Status:	None

Written By: Stuart Carlyle  
Approved By: Tim Ford  
Branch: Development Services  
Section: Planning Coordination