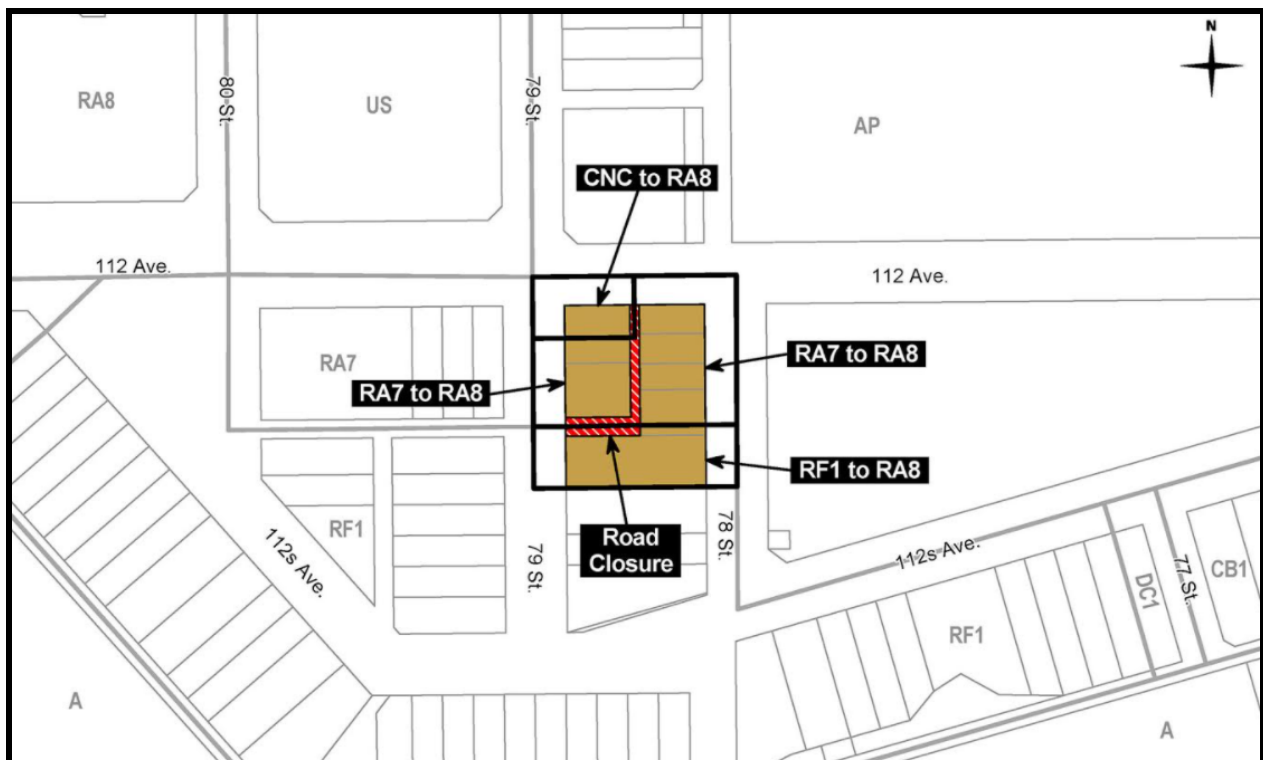




ADMINISTRATION REPORT REZONING & ROAD CLOSURE CROMDALE

11233, 11231, 11227, 11219 - 79 Street NW; and 11232, 11226, 11224, 11220 - 78 Street NW

To allow for medium rise Multi-unit Housing.



Recommendation: That Charter Bylaw 19687 to amend the Zoning Bylaw from (CNC) Neighbourhood Convenience Commercial Zone, (RA7) Low Rise Apartment Zone and (RF1) Single Detached Residential Zone to (RA8) Medium Rise Apartment Zone; and Bylaw 19685 to close a portion of road right-of-way be APPROVED.

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

- proposes a moderate increase in building mass on a site already zoned primarily for for low rise apartment buildings and commercial development;

- it is appropriately located along a major roadway and within close proximity to variety of amenities including transit, commercial services, park space and river valley access; and
- is generally compatible with its surrounding context.

Report Summary

This land use amendment application was submitted by Ebenezer Developments on December 13, 2019. This application proposes to change the zoning of eight parcels to accommodate the development of an approximately six storey apartment building with limited commercial opportunities at ground level. In addition to the rezoning, there is also an associated road closure application that will close an unused lane that is positioned internal to the rezoning site. Once closed, it will be consolidated with the adjacent lots.

As this site is already zoned primarily for low rise multi-unit residential and commercial development, this application is requesting a moderate increase in building mass that would allow for a mid rise residential building instead, a change in maximum height from approximately 4 to 6 storeys. This location is generally well situated to accommodate the additional building massing being requested through this application in that it:

- is located adjacent to a major roadway (112 Avenue NW), where this type of development is most appropriate;
- is separated from adjacent sites with existing roads and the rear setback requirements of the proposed RA8 zone from the site's southern edge; and
- is within walking distance to a variety of amenities including public transit options (LRT and bus), commercial services, parks and convenient access to the river valley and shared use path network.

The Application

1. **BYLAW 19685** to close road right-of-way for the purpose of consolidation with adjacent parcels of land.

The closure area is currently being used as a lane which gives access to several vacant parcels of land. These vacant parcels are all part of this application. Once closed, the closure area and vacant parcels will be consolidated to assemble the development site.

2. **CHARTER BYLAW 19687** to amend the Zoning Bylaw to rezone the subject site from the (CNC) Neighbourhood Convenience Commercial Zone, (RA7) Low Rise Apartment Zone and (RF1) Single Detached Residential Zone to the (RA8) Medium Rise Apartment Zone. Key characteristics of the RA8 Zone include:

- a residential building with limited commercial opportunities at ground level;
- a maximum building height of 23 metres (or approximately 6 storeys); and

- a maximum floor area ratio (FAR) of 3.3.

This application was originally brought forward for a decision by Council at the May 4th, 2021 Public Hearing. In response, the following motion was made:

That Bylaws 19685 and 19686 and Charter Bylaw 19687, be referred to Administration, to conduct additional engagement with the community, and return to the August 31, 2021, City Council Public Hearing.

Bylaw 19686, which proposed an amendment to the Cromdale / Virginia Park Area Redevelopment Plan (ARP), is no longer being brought forward for consideration as this ARP was repealed on June 8, 2021 by Bylaw 19725.

In response to this motion, Administration hosted an online public engagement session through the Engaged Edmonton website from June 21 to July 9, 2021 to provide additional information on the proposal and collect additional feedback from the community regarding the application. This engagement session, and associated comments, are summarized in Appendix 1 of this report. The applicant also conducted their own engagement efforts which are summarized in the community engagement section of this report.

Site and Surrounding Area

The vacant 0.24 hectare site is located along 112 Avenue NW, between 78 Street NW and 79 Street NW. Along the site's western and southern boundaries, it is bordered by single detached housing. Along its northern and eastern boundaries, it is bordered by vacant land and Stuchbury Park, respectively.

Beyond the immediate vicinity of the site, notable land uses within walking distance from this site include Borden Park to the northeast, commercial amenities west along 112 Avenue NW (including a grocery store) and access to the River Valley and shared-use path network (through Kinnaird Ravine).

The site also has good access to public transit with the Stadium Station LRT stop located within approximately 550m metres, and frequent and local bus routes available along 112 Avenue NW and 82 Street NW.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(CNC) Neighbourhood Convenience Commercial Zone (RA7) Low Rise Apartment Zone (RF1) Single Detached Residential Zone	Vacant land
CONTEXT		
North	(AP) Public Parks Zone	Vacant land
East	(AP) Public Parks Zone	Stuchbury Park
South	(RF1) Single Detached Residential Zone	Single Detached Housing
West	(RA7) Low Rise Apartment Zone (RF1) Single Detached Residential Zone	Single Detached Housing



LOOKING NORTHEAST TOWARDS THIS SITE
FROM 79 STREET NW



LOOKING SOUTHWEST TOWARDS THE SITE
FROM 112 AVENUE NW

Planning Analysis

There are currently three separate zones which apply to this site. Their general purposes and location relative to the site are as follows:

- (CNC) Neighbourhood Convenience Commercial Zone - *is to allow for a variety of convenience commercial uses which are intended to serve the day-to-day needs within residential neighborhoods* (applies to the northwest portion of this site).
- (RF1) Single Detached Residential Zone - *is to allow for Single Detached Housing while allowing other forms of small scale housing in the form of Secondary Suites, Garden Suites, Semi-detached Housing and Duplex Housing* (applies to the southern portion of the site).
- (RA7) Low Rise Apartment Zone - *is to allow for low rise Multi-unit Housing* (applies to the majority of this site).

This application proposes to rezone this site from the zones listed above to the (RA8) Mid Rise Apartment Zone which allows for medium rise Multi-unit Housing. A comparison between the existing zones and proposed zones is provided below. As indicated by the comparison table, the proposed RA8 Zone introduces additional height and density.

Zoning Comparison Table				
	<i>Current</i>			<i>Proposed</i>
	CNC Zone	RF1 Zone + MNO	RA7 Zone	RA8 Zone
Maximum Height	10.0 m	8.9 m	14.5 m - 16.0 m	23.0 m
Maximum Floor Area Ratio (FAR)	1.0	n/a	2.3 - 2.5	3.0 - 3.3
Density	No maximum	3 units	Minimum: 45 du/ha Maximum: None	Minimum: 75 du/ha Maximum: None
Minimum Setbacks	CNC Zone¹	RF1 Zone + MNO¹	RA7 Zone¹	RA8 Zone²
North	4.5 m	--	6.0 m	6.0 m
West	4.5 m	3.0 m	6.0 m	3.0 m
South	--	1.2 m	--	7.5 m
East	--	40% of Site Depth	3.0 m	3.0 m
Notes:				
¹ Setbacks information is only provided for external property lines of a proposed consolidated lot, rather than internal property lines which are not relevant in terms of impacts on adjacent land.				
² As per the Zoning Bylaw and the expectation of consolidating the lots into one parcel, the northern property line would be considered the Front Lot Line as it is the shorter of the property lines abutting a public roadway. As such, the Rear Lot Line is considered to be the south property line as defined in the Zoning Bylaw.				

LAND USE COMPATIBILITY

The general purpose of the proposed RA8 Zone is to allow for the development of multi-unit housing in the form of an apartment building that can be built to a maximum height of 23.0 metres (or approximately 6 storeys) with limited commercial opportunities at ground level. As the majority of the site is currently zoned RA7, the current development rights for those portions also allows for the development of multi-unit housing in the form of an apartment buildings and limited commercial opportunities at ground level, albeit at a lower maximum height of 16.0 m (or approximately 4 storeys) and limits FAR to 2.5. Permitted and Discretionary Uses (including commercial uses) within the proposed RA8 zone are the same as in RA7, as are other regulations such as setbacks, stepbacks, and design details. As a result, the land use change being considered with this application, with the exception of the parcels

currently zoned CNC and RF1, can be generalized as a request to increase development intensity on these lots by approximately 2 storeys and 0.8 floor area ratio.

The additional building mass allowed by the RA8 Zone will produce additional impacts on surrounding properties in the form of a larger shadow and reduced privacy from overlook. This will be felt most by properties to the south and southwest of this site where the transition between the existing single detached housing and a 6 storey building will have the most impact. However, this transition is mitigated in part by the requirement for a building setback of 3.0 metres from the western property line and 7.5 metres from the southern property line. The required setbacks will help to move the building massing further away from these sensitive edges and provide a more sensitive transition.

Shadow impacts will also be present on the properties to the west, though it is important to note that these shadow impacts would likely be present if redevelopment of this site occurred under the existing zoning where a 4 storey building could be built. Shadows produced by this building will cast primarily on non-residential lands to the north and east, as the sun moves across the sky throughout the later half of the day.

Despite these impacts on surrounding land, there are several factors that suggest that this is an appropriate location to accommodate the additional height and floor area ratio allowed by the RA8 Zone, which are as follows:

- this is a relatively large site that is located adjacent to a major roadway (112 Avenue NW) where this type of development is most appropriate;
- it is separated from adjacent sites to the north, east and west with existing roads and from the south through adherence to the RA8 rear setbacks; and
- it is within walking distance to a variety of amenities which can support the additional density including public transit options (LRT and bus), commercial services, parks, and convenient access to the river valley and shared use path network.

CITY PLAN

City Plan, the new Municipal Development Plan, provides high level policy for the long term growth of Edmonton. 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 Stadium Station area is identified as one of twenty one District Nodes located across the city. While there are no specific boundaries identified for these District Nodes, they are considered to be approximately 1 km across. Located approximately 550 metres from the Stadium Station LRT stop, this site is within close proximity of this District Node. A district node is diverse and includes housing, employment and amenities, often within a short walk or bike ride from other parts of the district. Typical building types include mid-rise and some high-rise buildings.

From a high level policy perspective, it is concluded that this proposed mid-rise building is in support of the infill objectives of the City Plan.

Technical Review

Transportation

Transportation supports the application and advises of the following:

- should development occur, site access will not be permitted from 112 Avenue NW;
- This site falls within the boundaries of the Commonwealth Stadium Residential Parking Program. On-street parking is restricted only to vehicles displaying a valid parking permit in the restricted parking area during Major Events. Any future building on this site greater than 3 storeys will not qualify for parking permits;
- The owner may be required to provide a Traffic Impact Assessment for the site at the development application stage to confirm access volumes/requirements; and
- The owner/applicant is responsible for physical closure of the lane to public access and will be responsible for all costs associated with roadway/sidewalk modifications and/or utility relocation/modification deemed necessary as a result of the closure.

Drainage

Drainage supports the proposed rezoning and advises that sanitary sewer servicing to the proposed rezoning area can be provided from the existing 375mm combined sewer main within 112 Avenue NW and storm sewer servicing is available from the existing 375mm storm sewer main within 79 Street NW.

EPCOR Water

EPCOR Water supports the proposed rezoning and advises that water main upgrades are required within 78 Street NW and 112 Avenue NW to service the rezoning area. Three new hydrants are also required to be installed at locations along 78 Street NW, 79 Street NW and 112 Avenue NW.

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

Community Engagement

ADVANCE NOTICE January 16, 2020	<ul style="list-style-type: none">• Number of recipients: 75• 18 responses with the following concerns:<ul style="list-style-type: none">o the additional density is unwanted for this areao potential to decrease property valueso detract from the area's livabilityo additional traffic/parking congestion
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	<ul style="list-style-type: none"> o residents experience enough noise from 112 Avenue and this will only increase this issue o potential to increase crime o 6 storeys is too tall o this rezoning will change the character of the area in a negative way o this may be a rental building, as opposed to a condominium o there is multi-unit vacancy in the area, so this development is unnecessary o shadowing will occur on the housing and park space from a larger building o This development will detract from the City's revitalization efforts of Borden Park and other open space in the area o Safety issues for pedestrians and vehicles using the intersection of 112 Avenue NW and 79 Street NW o This will increase the parking problems that the area is already experiencing as a result of its proximity to the Commonwealth Stadium o There is enough density already being planned for this area through the Exhibition Lands redevelopment o The Cromdale/Virginia Park Area Redevelopment Plan should not be amended as it already guides appropriate land use for the area
<p>PUBLIC ENGAGEMENT SESSION (ENGAGED EDMONTON WEBSITE) June 21, 2020 to July 9, 2021</p>	<p>engaged.edmonton.ca/RA8Cromdale</p> <ul style="list-style-type: none"> ● Engaged: 23 ● Informed: 33 ● Aware: 77 ● Opposed: 22 ● Support: 1 ● Common comments included: <ul style="list-style-type: none"> o This building would not be in character with the rest of the neighborhood o 4 storeys is more appropriate at this location o Concern that the applicant may not follow through with their intent of building senior's housing at this location

	<ul style="list-style-type: none"> o This will negatively impact surrounding property values o There's nothing preventing the current landowner from selling this land to someone who has a different intent for the site o The developer refuses to provide a site plan drawings of their intended development ● See Appendix 1 for a full "What We Heard" Report
WEBPAGE	<ul style="list-style-type: none"> ● edmonton.ca/cromdaleplanningapplications

The applicant team also carried out neighborhood engagement efforts of their own. Information packages were dropped off to residents in the surrounding area which provided information about the developer and their intentions for redeveloping the site. The package also included invitations to online meetings where residents could ask questions and provide feedback. According to the applicant team, these included the following:

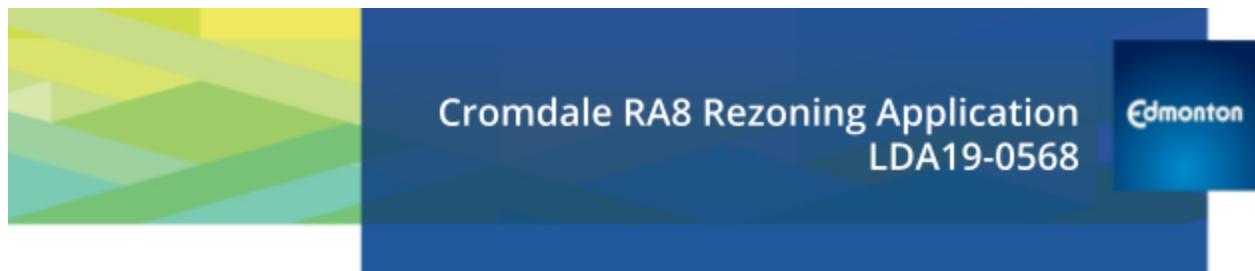
- Zoom Meeting #1 (May 27, 2021)
 - o attended by 2 residents
 - o questions were asked of who the landowner was, the intentions for the site, why they were seeking the RA8 Zone instead of the existing zoning.
- Zoom Meeting #2 (June 24, 2021)
 - o attended by 9 residents
 - o concerns raised included 6 storeys being too high, parking congestion and the lack of benefits this brings to the neighborhood
- On-site meeting (June 26, 2021)
 - o attended by 6 residents
 - o concerns raised and questions asked regarding the additional height allowed by the RA8 Zone, why there weren't any detailed drawings or a site plan, impacts to traffic and parking and whether there are legitimate intentions to develop seniors housing at this site.
- Zoom Meeting #3 (June 28, 2021)
 - o attended by no residents

Conclusion

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

APPENDICES

- 1 What We Heard Report
- 2 Application Summary



WHAT WE HEARD REPORT

Online Public Engagement Feedback Summary LDA19-0568 - Cromdale

PROJECT ADDRESS: 11220, 11224, 11226, 11232 - 78 Street NW and 11219, 11227, 11231, 11233 - 79 Street NW

PROJECT DESCRIPTION: The proposed rezoning is from Neighbourhood Convenience Commercial Zone (CNC), Low-Rise Apartment Zone (RA7), and Single Detached Residential Zone (RF1) to Medium-Rise Apartment Zone (RA8) to allow for a 23-metre high (approximately 6 storey) residential building with limited commercial opportunities at ground level.

In addition to the rezoning, there is an associated application to close an unused lane positioned internally within the rezoning area so it can be incorporated into the proposed development.

PROJECT WEBSITE: edmonton.ca/comdaleplanningapplications

ENGAGEMENT FORMAT: Online Engagement Webpage - Engaged Edmonton:
<https://engaged.edmonton.ca/RA8Cromdale>

ENGAGEMENT DATES: June 21 - July 9, 2021

NUMBER OF VISITORS:

- Engaged: 23
- Informed: 33
- Aware: 77

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 June 21 - July 9, 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: 22

Support: 1

Comments

General

- Concern that the building may be used for low-income units (1x)
- Garbage, street noise, pedestrian traffic, emissions would be detrimental to the adjacent ravine (2x)
- The additional density proposed by this rezoning would be an even bigger burden on the neighborhood's infrastructure (roads, sewer system, etc.) (2x)
- The area does not need any more commercial services (2x)
- The land should be developed under the existing zoning (4x)
- The building will be built too close to Stutchbury Park (1x)
- This will result in an increase in crime in the area, which already high (3x)
- This engagement exercise is meaningless (1x)
- This will negatively impact surrounding property values (5x)
- This development maximizes short term profits of the developer, while the neighborhood must deal with the long term impacts of this building (4x)
- This is a suitable location for this type of development, relative to its proximity to transit options, park space and commercial services. (1x)
- Densification through projects like this, should continue to occur along 112 Avenue as it is a key corridor (1x)
- Senior's housing an important need for the city (1x)
- Surrounding land uses which consist of a mix of single detached housing, park space and 3 to 4 storey apartment buildings, would suggest that this is not suitable location for large of a building (4x)
- Opposed to a walk-in clinic or pharmacy at this location (1x)
- Concern that the applicant may not follow through with their intent of building senior's housing at this location (5x)

- There's nothing preventing the current landowner from selling this land to someone who has a different intent for the site (4x)
- The Exhibition Lands redevelopment, Stadium Yards project and multiple towers along 82 Street is already going to bring enough additional density to this area (4x)
- From a petition conducted by residents in the area, it is clear that the consensus of those petitioned do not support this rezoning (3x)
- The developer refuses to provide a site plan drawing of their intended development (5x)
- This should not be considered, as there are vacancies in the towers west of 82 Street (1x)
- Ground floor commercial services will not be attractive or useful to neighborhood residents (2x)
- Concern over what will occur after the rezoning regarding who the actual developer or builder will be and who will be the representative that can stay in touch with the neighborhood (1x)
- Why go through the process of additional engagement if it won't change City Administration's recommendation to City Council (1x)
- The neighborhood should be involved as an equal partner in this process (1x)
- The developer is not interested in any sort of compromise with the neighborhood (1x)
- The developer is both suggesting they will develop the land, while also trying to sell the land, which erodes the neighborhood's trust that they will do what they say (4x)
- There are no guidelines or regulations that would suggest this proposed zone will produce a building that transitions adequately or fits in appropriately with the existing neighborhood (1x)
- Residents were not aware that the neighborhood's Area Redevelopment Plan was going to be repealed (3x)
- Moving forward with this rezoning seems inappropriate, until after the City completes engagement regarding District Panning (1x)
- Messaging from the applicant has been poor and meaningful consultation has not been carried out (4x)
- A decision on this application should be postponed until after the municipal election in the fall (2x)
- There is a significant historical component to this neighborhood, which this rezoning puts into jeopardy, and therefore must be protected (2x)

- The developer has failed to introduce the neighborhood to other supposed partners in the project (3x)
- The developer should consider a Direct Control Provision such that assurances that can be built into the zoning, before being approved by City Council (2x)
- The developer is unwilling to conduct technical reports such as a Transportation Impact Assessment that would bring clarity on how much parking this development will need (2x)
- The developer has no other projects, completed or ongoing, known to the City or the neighborhood
- Since acquiring the land, the developer has failed to develop it (3x)
- This could end up setting a precedent for other larger forms of infill that will further erode the neighborhood's character (2x)
- This application was poorly timed with COVID-19 with regards to consultation (1X)
- Action 11 of the Infill Roadmap is yet to be completed whereby a publicly available map is published of optimal infill development locations for medium, high scale and mixed use developments based on best evidence and neighbourhood level indicators (1x).
- This application is not consistent with the Residential Infill Guidelines where a mid-rise building is more appropriate for a site that is one hectare in size, unlike this site which is approximately 0.25 hectares. (2x)

Building Height/Massing

- This building would not be in character with the rest of the neighborhood (18x)
- This building will produce a large shadow that will impact the enjoyment and access to sunlight for surrounding properties (3x)
- Because of this site being located on the northern edge of the neighborhood, shadow impacts will be limited (1x)
- A 6-storey building would produce an imposing and looming feeling over surrounding properties and the broader neighborhood (6x)
- 2 additional storeys is not a moderate increase in height and would result in additional units, which means more vehicle coming and going and additional balconies with more overlook onto surrounding properties (1x)
- A building this tall will decrease privacy for surrounding properties (9x)
- 4 storeys is more appropriate at this location (8x)

- A 6-storey building cannot adequately transition down to a single detached house (2x)
- As this is a larger site, it will yield a larger building (1x)
- This larger building is not of a human scale and will interrupt face to face interaction and social cohesion for the residents of the neighborhood (1x).

Parking/Traffic

- The numbers referenced for on-site parking stalls seem inaccurate relative to other statistics for senior's mobility. (1x)
- This will result in more on-street parking and traffic congestion (8x)
- Some houses along 1125 Avenue NW do not have garage access and therefore must park on the street, which would be impacted by further on-street parking generated from this development (1x)
- The on-street bike route will be negatively impacted by this development (1x)
- Concern for where the construction vehicles will park, if the building is allowed to go ahead (1x)
- The additional traffic will be a safety issue, especially for children in the neighborhood (1x)
- The additional traffic will produce more noise for existing residents (1x)

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 & Road Closure
Bylaw & Charter Bylaw:	19685 & 19687
Location:	South of 112 Avenue NW, between 78 Avenue NW and 79 Avenue NW
Addresses:	11233, 11231, 11227, 11219 - 79 Street NW; and 11232, 11226, 11224, 11220 - 78 Street NW
Legal Descriptions:	Lots A, B, C, D, F, G, H, Plan 4508CL; Lot I, Block 26, Plan 0820398; and A portion of Lot 5 & Lot 6 Block 26, Plan 5850R
Site Area:	2,600 m ²
Neighbourhood:	Cromdale
Notified Community Organizations:	Parkdale-Cromdale Community League Bellevue Community League
Applicant:	Ebenezer Developments

PLANNING FRAMEWORK

Current Zones and Overlay:	(RA7) Low Rise Apartment Zone (CNC) Neighbourhood Convenience Commercial Zone (RF1) Single Detached Residential Zone (MNO) Mature Neighborhood Overlay
Proposed Zone:	(RA8) Medium Rise Apartment Zone
Plan in Effect:	None
Historic Status:	None

Written By:
Approved By:
Branch:
Section:

Stuart Carlyle
Tim Ford
Development Services
Planning Coordination