



# ADMINISTRATION REPORT **REZONING** PRINCE RUPERT

## 11638, 11642, 11646, 11650, 11654, & 11658 - 111 Avenue NW

To allow for medium rise and low rise Multi-unit Housing.



**Recommendation:** That Charter Bylaw 19864 to amend the Zoning Bylaw from (RF1) Single Detached Residential Zone to (RA8) Medium Rise Apartment Zone and (RA7) Low Rise Apartment Zone be APPROVED.

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

- supports the intensification of a Primary Corridor, as per the direction of the City Plan; and
- recognizes the low-scale nature of its surroundings, primarily along the east side, through the use of a transition in zoning intensity, in an effort to create a more compatible transition in building scale.

## Report Summary

This rezoning application was submitted by Stantec on January 4, 2021 on behalf of the landowner. The application proposes to change the designation of four parcels from (RF1) Single Detached Residential Zone to (RA8) Medium Rise Apartment Zone and two parcels from (RF1) Single Detached Residential Zone to (RA7) Low Rise Apartment to allow for a mix of medium rise and low rise multi-unit housing.

The proposed RA8 Zone meets the desired development intensity as directed by the City Plan along a Primary Corridor (111 Avenue NW). The proposed RA7 Zone also provides development intensity along this Primary Corridor, but addresses its adjacent context in a more appropriate manner by providing a more compatible transition in scale to the existing single detached housing which flanks the east side of the proposed RA7 Zone's edge.

## The Application

1. CHARTER BYLAW 19864 to amend the Zoning Bylaw from (RF1) Single Detached Residential Zone to (RA8) Medium Rise Apartment Zone and (RA7) Low Rise Apartment Zone.

The proposed RA8 Zone would allow for a 23 metre high residential building (approximately 6 storeys) as well as limited commercial opportunities at ground level, such as, but not limited to, Child Care Services, Convenience Retail Stores and Specialty Food Services.

The proposed RA7 Zone would allow for 14.5 - 16.0 metre high residential building (approximately 4 storeys) with the same limited commercial opportunities at ground level as the proposed RA8 Zone.

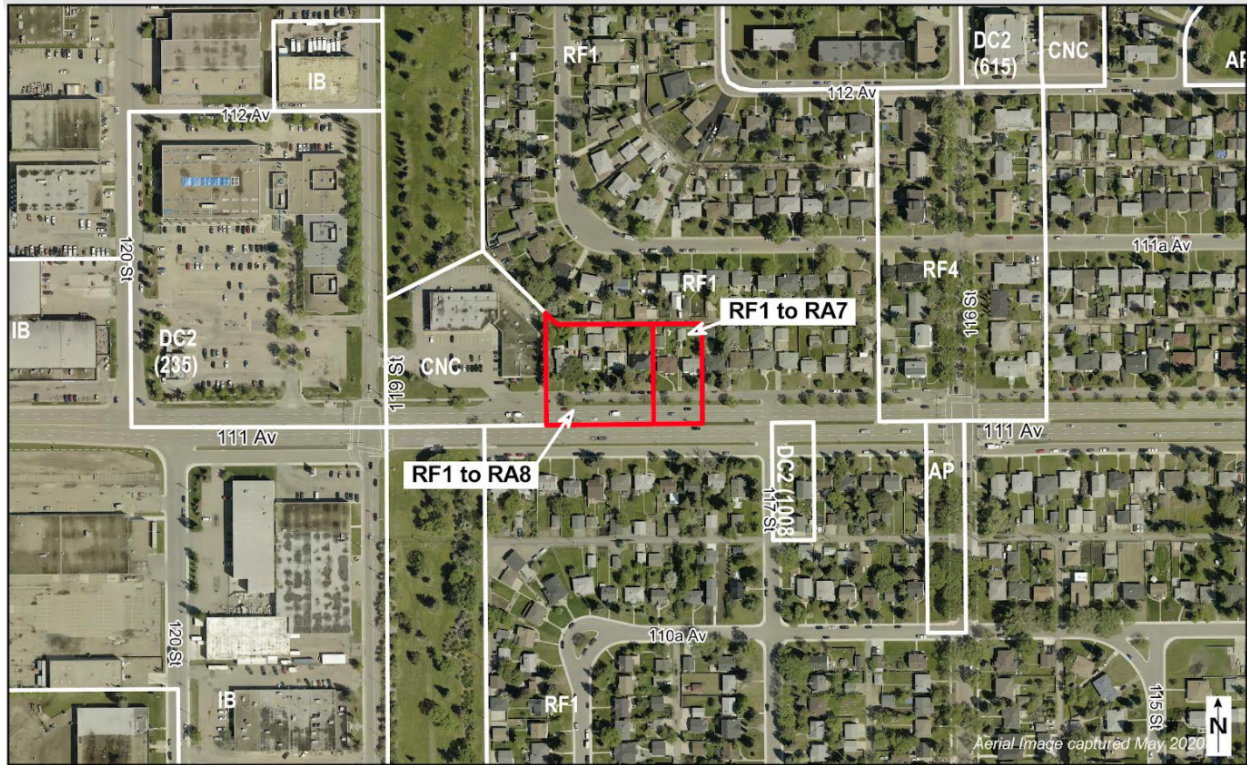
When this application was originally submitted, the entirety of the subject site was proposed to be rezoned to the RA8 Zone. However, following discussions between City Administration and the applicant, a portion of the site (the eastern two lots) was changed instead to the RA7 Zone to provide a more suitable transition in scale to the existing single detached housing to the immediate east.

## Site and Surrounding Area

The subject site is located at the southern edge of the Prince Rupert neighbourhood, along 111 Avenue NW, and is composed of six residential lots, all of which are currently used for single

detached housing. The subject site is surrounded on three sides by single detached housing, with the west side adjacent to a 1 - 2 storey commercial building.

Access to mass transit is available along 111 Avenue NW which carries a Frequent Bus Route.



AERIAL VIEW OF APPLICATION AREA

	<b>EXISTING ZONING</b>	<b>CURRENT USE</b>
<b>SUBJECT SITE</b>	(RF1) Single Detached Residential Zone	Single detached housing
<b>CONTEXT</b>		
North	(RF1) Single Detached Residential Zone	Single detached housing
East	(RF1) Single Detached Residential Zone	Single detached housing
South	(RF1) Single Detached Residential Zone	Single detached housing
West	(CNC) Neighbourhood Convenience Commercial Zone	Commercial building (1 - 2 storeys)



LOOKING NORTHEAST, FROM 111 AVENUE NW




LOOKING NORTHWEST, FROM 111 AVENUE NW

## Planning Analysis

The purpose of the existing RF1 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. The Mature Neighborhood Overlay also applies which limits height to 8.9 metres and requires a front setback in general conformance with abutting properties.

The purpose of the proposed RA8 and RA7 Zones are to allow for medium rise and low rise multi-unit housing, respectively. A comparison between the existing zone and proposed zones is provided below.

	<i>Current</i>	<i>Proposed</i>	
	<b>RF1 Zone &amp; MNO</b>	<b>RA8 Zone</b>	<b>RA7 Zone</b>
<b>Maximum Height</b>	8.9 m	23.0 m	14.5 m flat roof/ 16.0 m pitched roof
<b>Maximum Floor Area Ratio (FAR)</b>	n/a	3.0 - 3.3	2.3 - 2.5
<b>Density</b>	Twelve (12) Principal Dwellings; <sup>1</sup> and Twelve (12) Secondary Suites; and Twelve (12) Garden Suites	minimum 75 dwellings/hectare	minimum 45 dwellings/hectare
<b>Commercial Uses<sup>2</sup></b>	n/a	At ground level	At ground level
<b>Minimum Setbacks</b>			
<b>North (lane)</b>	14.6 m 40% of site depth	7.5 m	7.5 m
<b>East &amp; West (interior)</b>	1.5 m 20% of site width	1.2 m 3.0 m above 10.0 m in height	1.2 m 3.0 m above 10.0 m in height
<b>South (111 Avenue)</b>	7.3 m 20% of site depth <sup>3</sup>	4.5 m	4.5 m
<p>Notes:</p> <p><sup>1</sup> Through the subdivision of each existing lot, this site could yield a total of 12 skinny houses, each with their own Secondary and Garden suite</p> <p><sup>2</sup> the total Floor Area of each commercial premises shall not exceed 275 m<sup>2</sup></p> <p><sup>3</sup> the minimum setback can also be based on 1.5 m less than the average Front Setback on Abutting Lots, whichever is less.</p>			

Permitted and Discretionary Uses (including commercial ones) are the same for the both the proposed RA8 and RA7 Zones as are most other regulations like setbacks, stepbacks and design details.

## **USES**

The primary changes between the existing RF1 Zone and proposed RA8 and RA7 Zones is the introduction of the Multi-unit Housing use, which can be accommodated in up to 6 and 4 storey buildings, respectively. Additionally, another key change is the introduction of commercial uses which are only permitted on the ground level of a primarily residential building.

The commercial uses permitted within the proposed RA8 and RA7 Zones 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 zones 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).

## **LAND USE COMPATIBILITY**

In general, the edge of a neighborhood adjacent to an arterial roadway is considered a suitable location for additional development intensity. Keeping larger buildings away from the lower-scale interior of a neighborhood is the desired outcome in most infill situations where low to mid-rise buildings are proposed. The subject site is located along the southern edge of the Prince Rupert neighborhood, along 111 Avenue which is an arterial roadway carrying a Frequent Bus Route. More specifically, the site is located at the western end of the residential block along 111 Street, which means that this site is only sharing one property line with a residential lot.

In recognition of the site's southern edge being bordered by a wide arterial roadway (approximately 45 metres in width) and its western edge being bordered by a commercial property, these edges are less concerning in terms of impacts from the additional development intensity permitted by the proposed RA8 and RA7 Zones. As such, the primary focus of analysis is how the proposed zones transition to the north and east of the site, which is bordered by single detached housing.

In the case of the northern edge, this transition is managed in part by the lane which acts as a natural buffer (approximately 6 metres wide) and the required minimum rear setback of 7.5 metres. The lane, in combination with the rear setback, will keep the massing of the building away from the single detached housing to the north and pushed closer to the 111 Avenue NW. Despite this separation space, these properties will experience shadowing, primarily during the spring and summer solstice and during the winter months. A full shadow analysis can be found as Appendix 1 attached to this report. The shadow impacts on these properties are less significant during the summer months when the sun is higher in the sky and the majority of the backyard space of the single detached housing retains their access to sunlight. Shadow impacts are further reduced as the proposed zoning transitions from the RA8 Zone down to the RA7

Zone along the eastern portion of the site, where the height and massing is reduced down to 4 storeys.

In the case of the eastern edge, this transition in building scale has the opportunity of being more abrupt, considering the property is shared directly with the adjacent single detached house. For this reason, the proposed rezoning transitions from the RA8 Zone down to the RA7 Zone, as it moves from west to east, such that the flanking condition of this edge is defined by a 4 storey building, rather than a 6 storey building. This sensitive edge is further managed by the required side setback of 1.2 metres and another setback of 3.0 metres above 10 metres in height.

For both the north and east edges, 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.

Administration recognizes that this rezoning represents a significant change for this area. However, this proposed rezoning will support the implementation of the City Plan as it relates to the intensification of a Primary Corridor (located along 111 Avenue). Though the City Plan does not contemplate low rise buildings within Primary Corridors, as is allowed by the proposed RA7 Zone, the utilization of this less intense Zone will allow for a more compatible transition between the redevelopment of this site and its surrounding context, primarily to the immediate east.

## **PLANS IN EFFECT**

There is no plan in effect for the Prince Rupert neighborhood.

## **Residential Infill Guidelines (RIGs)**

The RIGs provide locational guidance for residential infill development in Edmonton's mature neighbourhoods. For the proposed RA7 Zone which allows for a low-rise apartment development, the RIGs would suggest that this site is a suitable location as it is at the edge of the neighborhood fronting a service road and adjacent to a neighborhood commercial centre.

For the proposed RA8 Zone which allows for mid-rise apartments development, the RIGs would suggest that this site is not a suitable location as it is not within close proximity to an activity node (i.e. an LRT station) or on a site that is 1 hectare or larger in size. However, it is important to note these guidelines do not take into consideration newer policies such as the City Plan, which identifies 111 Avenue as a Primary Corridor, where this type of development is considered appropriate.

## **The City Plan**

In The City Plan, the portion of 111 Avenue NW that runs parallel to the Prince Rupert 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. The majority of this site that is proposed to be rezoned to the RA8 Zone conforms with this direction of the City Plan as it allows for a mid-rise building.

The portion of this site that is proposed to be rezoned to the RA7 Zone does not conform to the typical building typology of a Primary Corridor. However, this Zone still provides additional development intensity within this Primary Corridor, but addresses its adjacent context in a more appropriate manner by providing a more compatible transition in scale to the existing single detached housing which flanks the east side of the RA7 Zone's edge.

## **Technical Review**

### **Transportation**

Administration has reviewed a Transportation Impact Assessment (TIA) in support of this application. The TIA considers a realistic mixed-use development scenario for this site under the proposed RA7 and RA8 zones and assesses the multimodal traffic and access impacts to the surrounding road network. In order to support the proposed increase in density and traffic at this site upon redevelopment, the TIA recommends widening the adjacent east-west and north-south alleys to a paved commercial standard, as well as the construction of a new sidewalk connection along the north side of the service road from the site's east property line to the existing sidewalk to the west.

The RA7 and RA8 zones require that vehicular access to the sites be limited to the abutting alley. The TIA projects that alley traffic will increase significantly from existing low volumes, but that with improvements to the alleys these volumes can be managed. The location of the site means that alley volumes will increase alongside the adjacent low-density residential. Traffic increases on the 111 Avenue NW service road and 112 Avenue NW are also anticipated but can be managed.

On-street parking is available on the 111 Avenue NW service road, which may support the small-scale commercial use(s) planned on-site. There are several access points to 111 Avenue NW along this service road which may need to be reconfigured or consolidated in the future in order to simplify operations, particularly the accesses west of 116 Street NW and 117 Street



NW. The TIA recommends that the median separating the service road from 111 Avenue NW be extended with redevelopment at the west end in order to reduce the access width. Traffic Safety reviewed this corridor and no significant collision history was revealed.

### **Drainage**

A Drainage Servicing Report was reviewed by Administration for the purpose of supporting this rezoning application. On-site stormwater management will be required to mitigate the impacts of development that would be allowed under the proposed zone. Details of the required on-site stormwater management will be reviewed at the Development Permit stage. Otherwise, the existing drainage infrastructure in the area will be sufficient to accommodate development allowed under the proposed zone.

### **EPCOR Water**

Water servicing to the site is available off of the 200mm water main along 111 Avenue NW. One new hydrant will also be required to be installed.

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

## **Community Engagement**

<p><b>ADVANCE NOTICE (R48 only)</b> January 14, 2021</p>	<ul style="list-style-type: none"><li>● Number of recipients: 34</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>○ This building will be out of character with the rest of Prince Rupert neighborhood which is predominantly single detached housing.</li><li>○ Backyards will be significantly impacted by the shadow of this building; affecting the growing season and general enjoyment of these spaces.</li><li>○ Development like this is more appropriate in Blatchford.</li><li>○ The adjacent road network, including the rear lane which was intended for vehicle volumes produced from single detached housing development, will be significantly impacted by the additional traffic and</li></ul></li></ul>
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	<p>parking columns produced by this building.</p> <ul style="list-style-type: none"> <li>o Existing utility infrastructure will also be impacted by this development.</li> <li>o This development will negatively impact the property values of surrounding landowners.</li> <li>o A reduction in privacy onto surrounding properties from the overlook of balconies and windows from this taller building.</li> <li>o Additional noise and other disruptions will increase with the additional density.</li> <li>o During construction, vibrations may negatively impact the foundations of houses surrounding the development site.</li> <li>o Concern over fire access to the building.</li> <li>o How this rezoning application relates to the City's broader infill objectives as described in the City Plan and whether or not this ad hoc rezoning is meeting those expectations for how this vision is meant to be implemented.</li> <li>o The north side of 111 Avenue is already dangerous for pedestrians as there is no sidewalks and this will surely make this worse</li> <li>o This development cannot adequately transition to the rest of the existing low-scale neighborhood</li> <li>o Additional engagement is needed with residents as it relates to Primary Corridors where infill intensification is going to occur</li> <li>o The proposed zoning should instead propose a maximum height of 3 storeys or lower</li> </ul>
<p><b>ADVANCE NOTICE (RA8 &amp; RA7)</b> June 30, 2021</p>	<ul style="list-style-type: none"> <li>● Number of recipients: 85</li> <li>● Number of responses in support: 0</li> <li>● Number of responses with concerns: 1</li> <li>● Common comments included:</li> </ul> <ul style="list-style-type: none"> <li>o This building will be out of character for this area</li> <li>o There will be significant impacts to surrounding landowners, including sightlines, shadowing</li> </ul>

	<ul style="list-style-type: none"><li>o There are plenty of other vacant sites within the area that this type of development would better suited for</li><li>o This will detract from a vibrant and uniquely family-oriented area</li></ul>
<b>WEBPAGE</b>	<ul style="list-style-type: none"><li>• <a href="http://edmonton.ca/princerupertplanningapplications">edmonton.ca/princerupertplanningapplications</a></li></ul>

## Conclusion

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

## APPENDICES

- 1 Sun/Shadow Analysis
- 2 Application Summary

### SUN SHADOW STUDY (Proposed RA8 & RA7 Zone)

	MARCH/SEPTEMBER 21	JUNE 21	DECEMBER 21
9AM			
12PM			

<p>3PM</p>			 <p>4PM</p>
<p>6PM</p>			<p>N/A</p>

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Rezoning
Charter Bylaw:	19864
Location:	North of 111 Avenue, east of of 119 Street NW
Addresses:	11638, 11642, 11646, 11650, 11654, and 11658 - 111 Avenue NW
Legal Descriptions:	Lots 8 - 12, Block 18A, Plan 3453HW & Lot 13A, Block 18A, Plan 0426396
Site Area:	3650 m2
Neighbourhood:	Prince Rupert
Notified Community Organization(s):	Prince Rupert Community League Queen Mary Park Community League
Applicant:	Stantec

### PLANNING FRAMEWORK

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

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