

# Administration Report Prince Rupert

Edmonton

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

To allow for a mid rise mixed-use building.



**Recommendation:** That Charter Bylaw 19864 to amend the Zoning Bylaw from (RF1) Single Detached Residential Zone to (DC2) Site Specific Development Control Provision be **APPROVED**.

Administration **SUPPORTS** this application because it:

- Supports the intensification of a Primary Corridor, as per the direction of the City Plan;
- Appropriately integrates with its surrounding low scale context, primarily along the east side, by transitioning in height through a series of setbacks and building setbacks; and
- Achieves Council direction to orient site access away from the lanes while mitigating challenges presented by the existing service road.

## Application Summary

This application proposes to rezone a site from the (RF1) Single-Detached Residential Zone to a (DC2) Site Specific Development Control Provision to allow for a mid rise mixed-use building. This application was previously considered by City Council at a Public Hearing on September 8, 2021, where the following motion was passed:

*“That Charter Bylaw 19864, be referred to Administration, to work with the applicant on a Direct Control Provision modeled off the RA8 and RA7 Zones that addresses site access off of the service road off of 111 Avenue, and return to a future City Council Public Hearing.”*

At the time that this application was previously considered by City Council, the (RA8) Medium Rise Apartment Zone and the (RA7) Low Rise Apartment Zone were being proposed, which would have required vehicular access to be from the rear lane. In response to the motion, the revised application is now proposing a DC2 Provision to allow for a building that is modeled off the previous RA8 and RA7 Zones with vehicular access from the service road, as opposed to the rear lane.

**CHARTER BYLAW 19864** will amend the Zoning Bylaw, as it applies to the subject site, from (RF1) Single Detached Residential Zone to (DC2) Site Specific Development Control Provision to allow for a mid rise mixed-use building with the following key characteristics:

- a maximum height of 23 metres (approximately 6 storeys) with a transition down to 14.5 metres (approximately 4 storeys) along the site’s east side
- a maximum Floor Area Ratio of 2.8
- a maximum density of 160 units
- limited commercial opportunities at ground level; and
- primary vehicular access from 111 Avenue (service road)

This application was submitted by Stantec Consulting Ltd. on behalf of Shelly Prasad on January 4, 2021.

The proposed DC2 Provision aligns with the desired development intensity directed by the City Plan along a Primary Corridor (111 Avenue) by allowing for a mid rise mixed-use building. In recognition of the site’s surrounding low-scale residential context, with particular consideration for the adjacent single detached house along the site’s east side, the proposed building transitions in height through a series of building setbacks, to provide a more sensitive integration with its surroundings.

## Community Insights

Based on the characteristics of this application the file was brought forward to the public using the Broadened Approach. This approach was selected because it:

- proposes a mid rise building within a primarily low scale residential context;
- generated opposition from neighbourhood residents through previous engagement efforts and the previous Public Hearing; and
- proposes a building with unique vehicular access that is specific to Council's motion

The Broadened Approach included the following techniques:

### **Advance Notice (RA8 only), January 14, 2021**

- Notification radius: 60 metres
- Number of recipients: 34
- Number of responses with concerns: 7

The application originally proposed the use of the RA8 Zone. 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. New advanced notices were sent out and the catchment area was doubled to 120 metres.

### **Advance Notice (RA8 and RA7), June 30, 2021**

- Notification radius: 120 metres
- Number of recipients: 85
- Number of responses with concerns: 1

At the direction of Council's motion from the September 8th, 2021 Public Hearing to use a Direct Control Provision, the applicant was required to send out pre-application notification letters to surrounding residents and the community. After accepting the application, Administration felt it was necessary to conduct a Public Engagement Session to provide residents the opportunity to review the DC2 Provision to ensure it was in alignment with Council's motion.

### **Pre-Application Notification Letter (DC2 Provision), October 1, 2021**

- Notification radius: 120 metres
- Number of recipients: 85
- Number of responses with concerns: 7

**Advance Notice (DC2 Provision), February 3, 2022**

- Notification radius: 120 metres
- Number of recipients: 85
- Number of responses with concerns: 6
- Number of responses in support: 1

**Online Public Engagement Session, April 4 to April 17, 2022**

- Notification radius: 120 metres
- Number of visitors: 97
- Number of Engaged Visitors: 19
  - Number of responses in support: 3
  - Number of responses with concerns: 15
  - Number of responses with mixed positions: 1
- See Appendix 1 - "What We Heard" Public Engagement Report

**Webpage**

- [edmonton.ca/111AvenueMidRiseApartment](http://edmonton.ca/111AvenueMidRiseApartment)

**Common comments heard throughout the various methods include:**

- The proposed height of the building is not appropriate and, if approved, surrounding residents will lose their privacy and access to sunlight.
- The additional density will create parking and traffic congestion on the surrounding road network, including safety concerns related to shortcutting and unsafe vehicle manoeuvres.
- The proposal will reduce surrounding property values.

## **Site and Surrounding Area**

The subject site is located at the southern edge of the Prince Rupert neighbourhood, along 111 Avenue NW. The site 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.





	EXISTING ZONING	CURRENT USE
<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)



View of the site looking northeast from 111 Avenue NW



View of the site looking northwest from 111 Avenue NW

## Planning Analysis

### The City Plan

Within The City Plan, the portion of 111 Avenue NW that runs parallel to the Prince Rupert neighbourhood is identified as a Primary Corridor. The width of a Primary Corridor is one to two blocks on either side and the subject site is within this area.

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. At a height of 23 metres (or 6 storeys), the proposed DC2 Provision will allow for a mid-rise mixed use building which conforms with the direction of the City Plan for development along a Primary Corridor.

It should be noted that a portion of the building proposed by the DC2 Provision only allows up to 4 storeys which would be considered within the low-rise built form category. Though this type of building form is not contemplated within The City Plan for this location, the reduction in height allows for a more compatible transition in scale to the existing single detached housing which flanks the east side of this site.

### **Land Use Compatibility**

In general, the edge of a neighbourhood 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 neighbourhood is the desired outcome in most infill situations where mid-rise buildings are proposed. The subject site is located along the southern edge of the Prince Rupert neighbourhood, 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 DC2 Provision. As such, the primary focus of analysis is how the proposed DC2 Provision transitions to the north and east of the site, which is bordered by single detached housing, where impacts from a building of this scale will be more readily felt.

In the case of the site's northern edge, this transition is managed in part by the lane which acts as a natural separation buffer (approximately 6 metres wide) and the required minimum rear building 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 2 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 along the eastern portion of the site, where the height and massing is reduced down to 14.5 metres (approximately 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 23 metres to 14.5 metres (approximately 6 to 4 storeys), 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 a required side setback of 3.0 metres and another building stepback of 3.0 metres above 10 metres in height. This transition is modeled off of the setback/stepback requirements of the RA7 Zone, when adjacent to a single detached house to minimize impacts.

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.

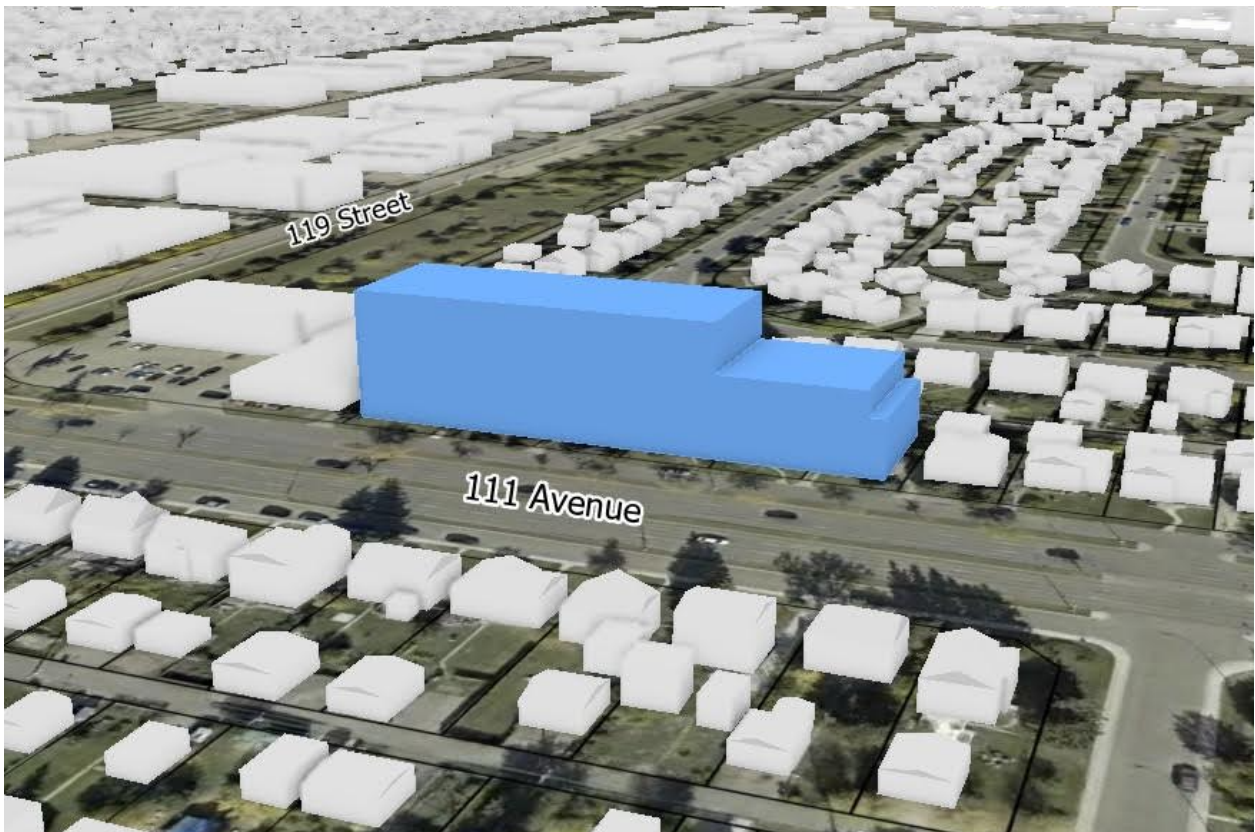
Administration recognizes that this rezoning represents a significant change for this area. However, this proposed rezoning will support the implementation of The City Plan as it relates to the intensification of a Primary Corridor along 111 Avenue. The DC2 Provision appropriately balances the intensification objectives of The City Plan, while providing a transition in building scale that will allow a building of this size to sensitively transition to its surrounding context, primarily along the site's east side. Below is a table comparing the current zoning, comparable zoning, and the proposed zoning.

## Zoning Comparison Summary

	<b>RF1 + MNO Current</b>	<b>RA7 + RA8 Comparable</b>	<b>DC2 Provision Proposed</b>
<b>Principal Building</b>	Single Detached Housing Duplex Housing Semi-detached Housing	Multi-Unit Housing  Commercial Ground floor	Multi-Unit Housing  Commercial Ground floor
<b>Maximum Height</b>	8.9 m	14.5 - 23.0 m	14.5 - 23.0 m
<b>Floor Area Ratio</b>	n/a	2.3 - 3.0	2.8
<b>Maximum No Dwelling Units</b>	Twelve (12) Principal Dwellings; and Twelve (12) Secondary Suites; and Twelve (12) Garden Suites	Minimum 45 - 75 dwellings/hectare	160 dwelling units
<b>Commercials Uses</b>	n/a	At ground level	At ground level
<b>Vehicular Access</b>	Rear lane	Rear lane	111 Avenue NW (Service road)
<b>Front Setback</b> (111 Avenue)	7.3 m (20% of site depth)	4.5 m	4.5
<b>Side Setbacks</b>	1.5 m	3.0 m	3.0 m
<b>Rear Setback</b> (Lane)	14.6 m (40% of Site Depth)	7.5 m	7.5 m

As illustrated by the table above, the proposed DC2 Provision allows for the same key development regulations, in alignment with Council's direction, to be modeled off the RA8 and RA7 Zones with site access from the service road.

### 3D view of proposed DC2 Provision



3D model of the proposal looking northwest

### Public Contributions

Though this application is proposing the use of a DC2 Provision which would typically trigger Policy C599 - Community Amenity Contributions, the policy is not being applied as this DC2 Provision is the result of referral motion from Council to address a very specific issue (site access). All other characteristics of the DC2 Provision, including maximum floor space which is the measurement for calculating public contributions, adheres to the previously proposed RA8 and RA7 Zones.

## Technical Review

### Transportation

Following the motion at the September 8, 2021 City Council Public Hearing, Administration reviewed an updated Transportation Impact Assessment (TIA) that shifted the primary site access from the rear alley (as required by the previously proposed RA7 and RA8 zones) to the 111 Avenue NW service road. The site retains some vehicular access to the rear alley to accommodate loading, waste collection, and limited surface parking.

With this access change, alley traffic volumes are now estimated to increase modestly after redevelopment. The owner will be required to resurface both the east-west alley between the site's property line and the north-south lane, and the north-south alley between the 111 Avenue NW service road and 111A Avenue NW.

With primary site access from the service road, the TIA estimates that two-way service road traffic volumes will increase significantly from its current estimates. An important consideration of this access strategy is that it changes primary vehicle access from a controlled intersection at 116 Street to an uncontrolled one at 117 Street. Additionally, the multiple intersections from the service road to 111 Avenue NW present some potential challenges to road users due to the limited size of the service road and geometry of these intersection approaches. Traffic Safety reviewed this corridor and no significant collision history was revealed.

Several off-site improvements will be immediately required by the Owner upon redevelopment to mitigate new operational issues that may arise, including:

- The median separating the service road from 111 Avenue NW must be extended at the west end in order to reduce the access width for orderly and safe flow of traffic
- 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
- Clearly signing the parkade exit as "Right Turn Only" to reduce eastbound conflicts along the service road and at the 117 Street NW intersection
- Signing and/or extending the restricted parking area in the vicinity of the 117 Street NW service road access



*Off-Site Improvements Required by the Developer*



The TIA recognizes potential operational issues along the service road that may occur due to this increase in development traffic and non-compliance of the right-turn only signage, and has recommended that the City continue to monitor traffic operations along the service road once the site has redeveloped. Potential additional mitigation measures, or a combination thereof, that the City may need to implement include:

- Converting the service road to one-way westbound only
- Closing the 117 Street NW service road access
- Signalizing the 117 Street NW service road access to facilitate turning movements
- Relocating the 117 Street NW downstream such that it becomes a right-in/right-out only access



*Potential Future Mitigations by the City (if required)*

Any of these extra City-led mitigations, if required, would be reviewed by City Traffic Operations in consultation with all impacted residents prior to implementation.

As 111 Avenue is identified as a Primary Corridor within The City Plan, Administration's review included an assessment of the infrastructure capacity report for the nodes and corridors system under the two million population horizon. The report identifies the potential reallocation of road space on 111 Avenue, including transitioning the service road to an active modes corridor, required to support the active and transit mode split targets identified by The City Plan. The relocation of the site access to the service road presents a potential limitation to this vision. However, as the reimagining of 111 Avenue is anticipated to be many years in the future, and recognizing that Council directed access to the service road, this potential limitation will need to be considered and future corridor plans will be designed to accommodate this access.



## **Drainage**

The applicant has submitted a Drainage Servicing Report that has been reviewed and accepted by Development Services for the purpose of supporting this rezoning application. Development allowed under the proposed zone would be required to include on-site stormwater management techniques utilizing a controlled outflow rate to mitigate its impact on the existing drainage infrastructure. Details of the required on-site stormwater and wastewater management will be reviewed at the Development Permit stage.

## **EPCOR Water**

The applicant/owner will be responsible for all costs associated with providing City standards for water supply including any changes to the existing water infrastructure required by this application. Water service is available to the subject site from the existing 200mm water main within 111 Avenue NW. The applicant/owner must install one new hydrant to service the proposed development.

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

## **Appendices**

- 1 "What We Heard" Public Engagement Report
- 2 Sun/Shadow Analysis
- 3 Application Summary

# What We Heard Report

## Prince Rupert

### LDA20-0441

Edmonton

## Public Engagement Feedback Summary

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**Project Address:** 11638, 11642, 11646, 11650, 11654 and 11658 111 Avenue NW

**Project Description:** Proposed rezoning from (RF1) Single-Detached Residential Zone to the (DC2) Site Specific Development Control Provision. Key characteristics of the proposed DC2 include:

- a maximum height of 23 metres (approximately 6 storeys) with a transition down to 14.5 metres (approximately 4 storeys) along the site's east side;
- a maximum floor area ratio of 2.8;
- a maximum density of 160 residential units;
- limited commercial opportunities at ground level; and
- primary vehicular access from 111 Avenue (service road).

The proposed DC2 Provision is a response to a referral motion from the [September 8, 2021 Public Hearing](#). The referral motion is as follows:

*That Charter Bylaw 19864, be referred to Administration, to work with the applicant on a Direct Control Provision modelled off the RA8 and RA7 Zones that addresses site access off of the service road off of 111 Avenue, and return to a future City Council Public Hearing.*

**Engagement Format:** <https://engaged.edmonton.ca/111AvenueMidRiseApartment>

**Engagement Dates:** April 4 - April 17 2022

**Number Of Visitors:**

- Engaged: 19
- Informed: 38
- Aware: 97

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

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## About This Report

The information in this report includes summarized feedback received from April 4 to April 17, 2022, through online engagement via the Engaged Edmonton platform and emails submitted directly to the file planner.

The public feedback received will be considered during the planning analysis to ensure the review of the application takes local context into consideration and is as complete as possible. It will also be used to inform conversations with the applicant about potential revisions to the proposal to address concerns or opportunities raised.

This report is shared with all web page visitors who provided their email address for updates on this file. This summary will also be shared with the applicant and the Ward Councillor and will be an Appendix to the Council Report should the application proceed to a Public Hearing.

The planning analysis and how feedback informed that analysis will be summarized in the City's report to City Council if the proposed rezoning goes to a future City Council Public Hearing for a decision. The City's report and finalized version of the applicant's proposal will be posted for public viewing on the City's public hearing agenda approximately three (3) weeks prior to a scheduled public hearing for the file.

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## Engagement Format

The Engaged Edmonton web page included an overview of the application, information on the development and rezoning process and contact information for the file planner. Two participation 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.

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## Feedback Summary

This section summarizes the main themes collected.

Number of Responses: 19

In Support: 3

In Opposition: 15

Mixed: 1

The most common **concerns** heard were:

**Height / Shadow:** Respondents feel strongly that the proposed development will have negative impacts on the surrounding properties. The proposed height of the building is not appropriate and, if approved, surrounding residents will lose their privacy and access to sunlight.

**Traffic/Parking:** Respondents believe that the proposed development will create parking and traffic congestion on the surrounding road network, including safety concerns related to shortcutting and unsafe vehicle manoeuvres.

**Property value:** Respondents believe that the proposed development will reduce surrounding property values.

The most recurring comments of **support** heard were:

**Amenities:** Respondents who provided supportive comments believe that the proposed development will provide additional commercial and retail amenities within walking distance for neighbourhood residents.

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## What We Heard

The following section includes a summary of collected comments with the number of times a comment was recorded in brackets.

### Reasons For Opposition

#### Location/Height/Shadow

- The proposed building is too high and will cast a large shadow onto surrounding properties and negatively affect their access to sunlight (14x)
- The additional height will result in a lack of privacy for surrounding properties (4x)
- The proposal does not fit the character of its surrounding low-scale context (4x)
- The proposal will impact the ability for surrounding property owners to install solar panels (4x)
- The proposed building setbacks and stepbacks are not enough to mitigate impacts from the proposed height (2x)

#### Traffic/Parking

- The proposal will increase traffic/parking congestion on the surrounding road network (10x).
- The proposal will create additional pedestrian/vehicle conflicts, including other vehicle safety issues such as shortcutting and unsafe vehicle manoeuvres (7x)

#### Other

- The proposal will devalue surrounding properties (5x)
- Inadequate infrastructure (narrow service road and lane, no sidewalks) to support proposed development (3x)
- Concern for listed uses such as Cannabis Retail Sales and Liquor Stores, among others (2x)

- This proposal should not advance until there is additional guidance from District Planning exercise which will provide clearer direction on the growth and redevelopment of the 111 Avenue Primary Corridor (1x)

### Reasons For Support

- The proposal meets the City's objective of densifying corridors and will bring additional walkable amenities to the area (3x)

### Suggestions For Improvement

- The height of this proposal should not be more than 2-4 storeys (6x)
- The proposal should provide additional pedestrian connectivity and upgrades to the alley (5x)
- Neighbourhood pub and brewery opportunities should be added to the proposed zone (1x)
- A privacy impact assessment should be conducted as part of this proposal (1x)

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### Questions & Answers

- 1. The original concept included a POPO (privately owned, publicly occupied) boulevard in front of the development. It has since been removed for vehicle traffic, makes sense. However, there is no longer any public outdoor space for enjoyment. It appears on the site plan that there is no space for it, unless a reduction of a few parallel parking as to extend the sidewalk out to create something for public gathering (bench, picnic table, green space, decorative elements, etc). In short, are there any plans for a public enjoyment space?**

The proposed DC2 Provision and appended site plan do not propose any space on site that would be considered accessible to the general public. The proposed DC2 Provision does require private [Amenity Areas](#), though these spaces will be within the site's property lines and considered private for residents and visitors.

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### 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.

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### Next Steps

The public feedback received will be considered during the planning analysis and will be included in the administration report for City Council. The administration report and finalized version of the applicant's proposal will be posted for public viewing on the [City's public hearing agenda](#) website approximately three (3) weeks prior to a scheduled public hearing for the file.

When the applicant is ready to take the application to Council:

- Notice of Public Hearing date will be sent to surrounding property owners and applicable nearby Community Leagues and Business Associations.
- Once the Council Public Hearing Agenda is posted online, members of the public may register to speak at Council by completing the form at [edmonton.ca/meetings](http://edmonton.ca/meetings) or calling the Office of the City Clerk at 780-496-8178.
- Members of the public may listen to the Public hearing on-line via [edmonton.ca/meetings](http://edmonton.ca/meetings).
- Members of the public can submit written comments to the City Clerk ([city.clerk@edmonton.ca](mailto:city.clerk@edmonton.ca)).

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If you have questions about this application please contact:

Stuart Carlyle, Planner  
780-496-6068  
[stuart.carlyle@edmonton.ca](mailto:stuart.carlyle@edmonton.ca)



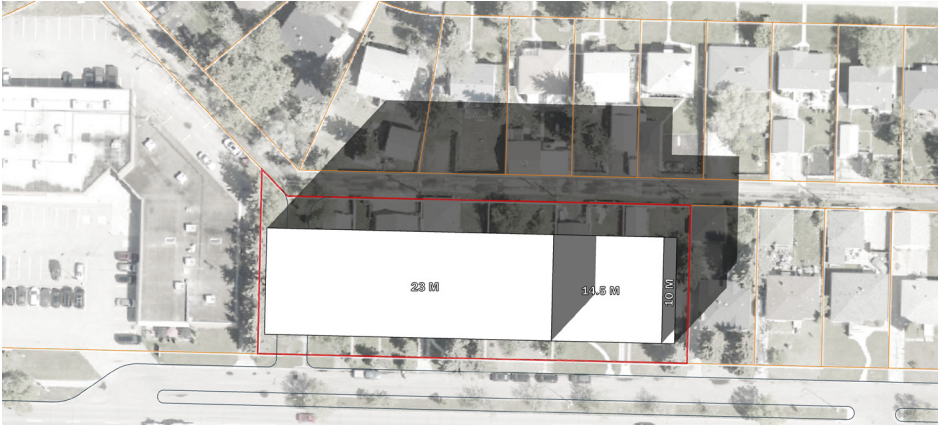
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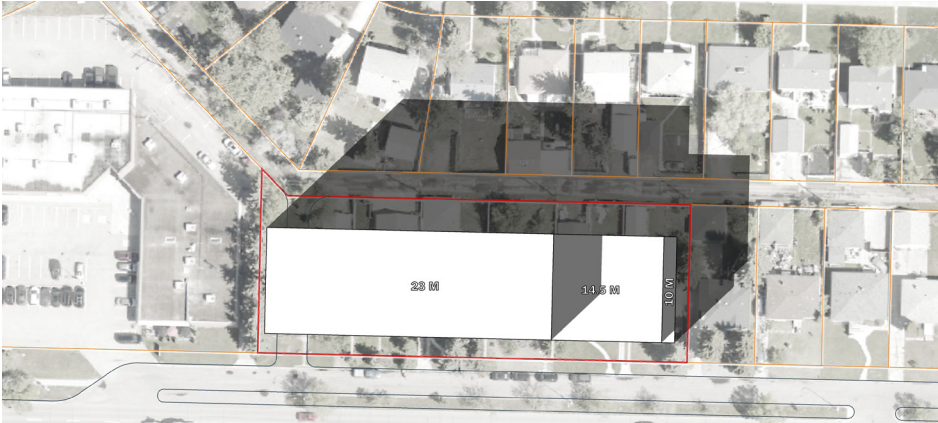
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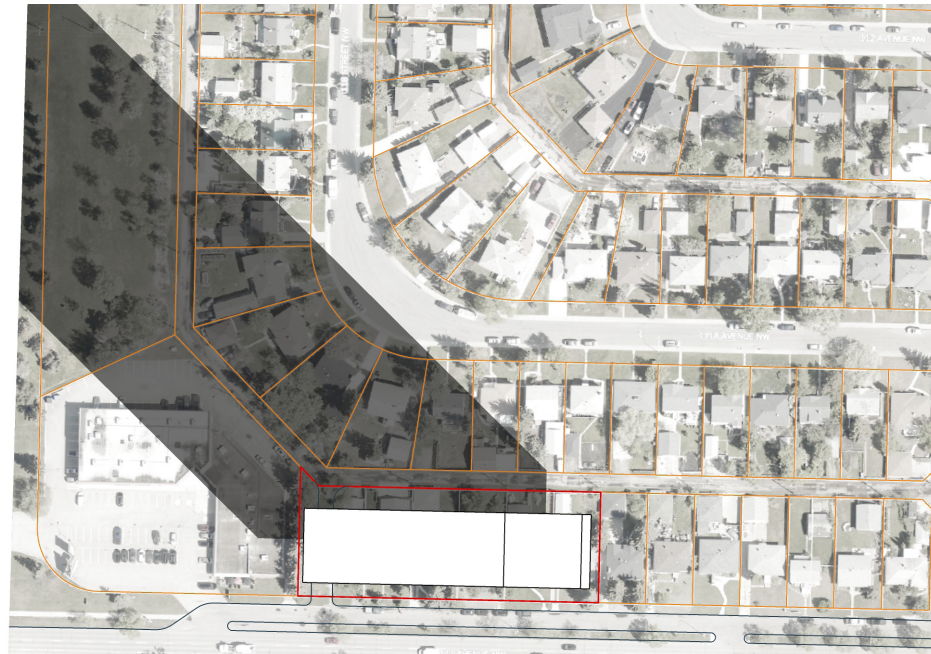
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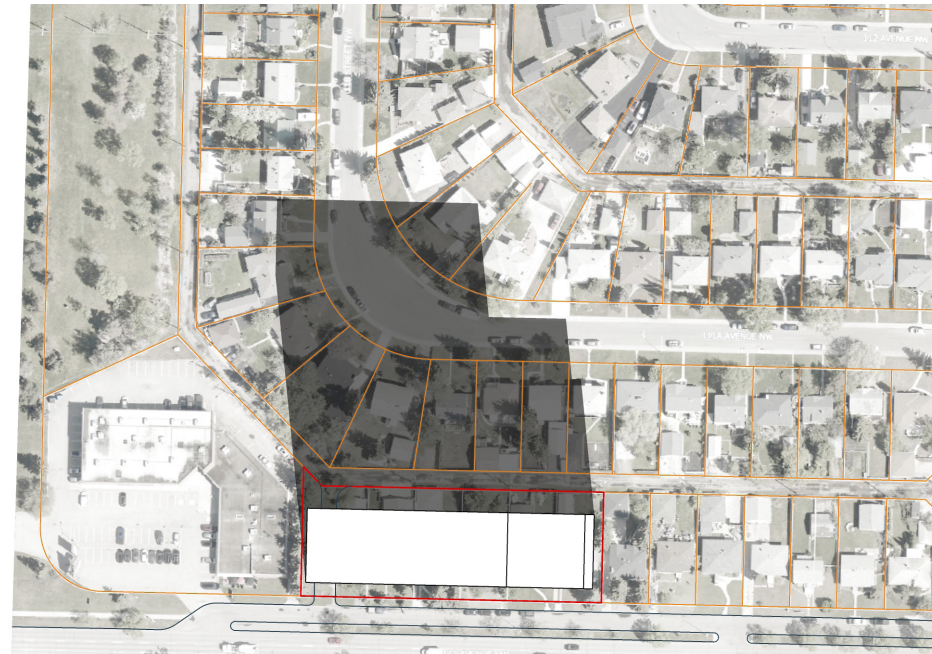
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## Application Summary

### Information

<b>Application Type:</b>	Rezoning
<b>Charter Bylaw:</b>	19864
<b>Location:</b>	East of 119 Street NW, along 111 Avenue NW
<b>Addresses:</b>	11638, 11642, 11646, 11650, 11654, and 11658 - 111 Avenue NW
<b>Legal Descriptions:</b>	Lots 8 - 12, Block 18A, Plan 3453HW Lot 13A, Block 18A, Plan 0426396
<b>Site Area:</b>	3650 m2
<b>Neighbourhood:</b>	Prince Rupert
<b>Ward:</b>	O-day/min
<b>Notified Community Organization(s):</b>	Prince Rupert Community League Queen Mary Park Community League
<b>Applicant:</b>	Stantec Consulting Ltd.

### Planning Framework

<b>Current Zone and Overlay:</b>	(RF1) Single Detached Residential Zone (MNO) Mature Neighborhood Overlay
<b>Proposed Zone:</b>	(DC2) Site Specific Development Control Provision
<b>Plan in Effect:</b>	None
<b>Historic Status:</b>	None

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