

Administration Report Glenora

Edmonton

13607 & 13611 - Stony Plain Road NW, and 10240 - 136 Street NW

To allow for medium rise multi-unit housing.



Recommendation: That Charter Bylaw 20501 to amend the Zoning Bylaw from the (RF1) Single Detached Residential Zone to the (RA8) Mid Rise Apartment Zone be **APPROVED**.

Administration **SUPPORTS** this application because it:

- It Increases residential density at an appropriate location near a future LRT Stop.
- It supports intensification along a Primary Corridor, as identified in The City Plan.
- Mitigates land use conflicts with the abutting property through setback and stepbacks.

Application Summary

CHARTER BYLAW 20501 will amend the Zoning Bylaw, as it applies to the subject site, from the (RF1) Single Detached Residential Zone to the (RA8) Medium Rise Apartment Zone. The proposed RA8 Zone would allow for a 23 metre high building (approximately 6 storeys) intended for residential uses as well as limited commercial opportunities at ground level, such as Child Care Services, General Retail Stores and Specialty Food Services.

This application was accepted on January 16, 2023, from McElhanney on behalf of Jason and Nicole LeBlanc.

This proposal aligns with the goals and policies of The City Plan to densify land along a key corridor supporting future LRT service while also managing appropriate transitions to the abutting single detached house through setbacks and stepbacks.

Glenora is one of Edmonton's oldest neighbourhoods, and this site does contain a house listed on the City's Inventory of Historic Resources (the Mayhew Residence). Though this rezoning will likely lead to the demolition of this historic resource, this application supports a variety of other city-building goals and objectives; chief among these, the opportunity to densify a site along a key corridor that is well positioned to integrate with a future LRT line and the city's Mass Transit Network more broadly.

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 this application represents a significant change for this area.

The Broadened Approach included the following techniques:

Advance Notice, January 20, 2023

- Number of recipients: 70
- Number of responses in support: 2
- Number of responses with concerns: 18

Public Engagement Session, March 13 - 27, 2023

- Number of site visits: 193
- Aware: 126
- Informed: 44
- Engaged: 11
 - In Support: 3
 - In Opposition: 7
 - Mixed: 0

- A full What We Heard Report (including explanations of the above categories) is found in appendix 1.

Webpage

- edmonton.ca/glenoraplanningapplications

Common comments heard throughout the various methods include:

- The proposed development is out of scale with the surrounding neighbourhood and is not keeping within the historic character nor is it reflective of the area's Garden City Suburb aesthetic.
- The additional density will exacerbate parking and traffic congestion on the surrounding road network, in an area already experiencing these issues as a result of the LRT construction, other infill projects, and the vehicle drop-off/pickup activity of the adjacent school site.
- A mid-rise building is incompatible with the surrounding neighbourhood and will produce negative impacts such as excess shadowing, decreased privacy and the loss of mature trees.
- The proposed development will contribute to the area's vibrancy and is appropriately located in close proximity to a future LRT stop, bike lanes, schools and the river valley.

No formal feedback or position was received from the Glenora Community League at the time this report was written.

Site and Surrounding Area

The subject site is approximately 1928 square metres in area, and is located on a corner abutting a local road (136 Street NW) and an arterial road (Stony Plain Road NW) in the western portion of the Glenora neighbourhood. The site is mostly separated by road right-of-way, with Stony Plain Road NW along its northern boundary, 136 Street NW along its eastern boundary and a lane along its southern boundary. Along its western boundary, the site is abutting a single detached house.

Stony Plain Road NW will contain the future Valley Line West LRT line, with the closest stop (the Glenora stop) being located approximately 280 metres to the east. Other notable active modes of transport within close proximity include a rapid bus route along 102 Avenue NW and bike routes along 136 Street NW and 102 Avenue NW.

The surrounding area is generally developed as single detached housing, with the Glenora neighbourhood being notably recognized for having the largest concentration of historic resources in the city, and the subject site including a house (the Mayhew Residence) listed on the Inventory of Historic Resources.



Aerial view of application area

	EXISTING ZONING	CURRENT USE
SUBJECT SITE	(RF1) Single Detached Residential Zone	Single Detached Housing
CONTEXT		
North	(RF1) Single Detached Residential Zone	Single Detached Housing
East	(US) Urban Services Zone	Glenora School
South	(RF1) Single Detached Residential Zone	Single Detached Housing
West	(RF1) Single Detached Residential Zone	Single Detached House



View of the site looking southwest from intersection Stony Plain Road NW and 136 Street NW



View of the site looking southeast from Stony Plain Road NW



View of the Mayhew Residence, from 136 Street NW

Planning Analysis

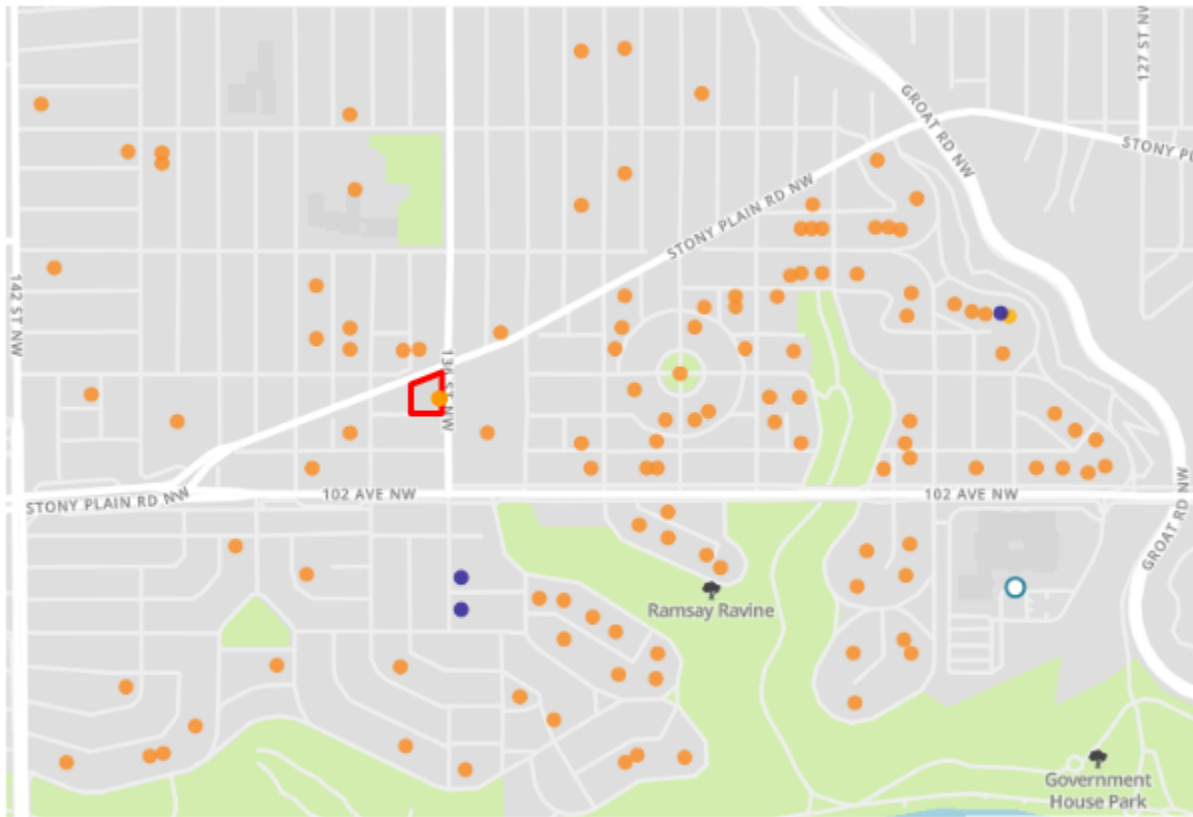
The City Plan

Combining both the Municipal Development Plan and the Transportation Master Plan, The City Plan is the city's strategic direction for planning and development. Recognizing the essential connection between land use and transportation, The City Plan identifies key areas within the city in a Nodes and Corridors system where population, business and employment growth are to be focused.

Stony Plain Road is identified as a Primary Corridor and the subject site, being directly adjacent to Stony Plain Road NW, falls within this corridor area. Typical massing/form is anticipated to be mostly mid-rise with some high-rise. This portion of Stony Plain Road NW is also identified as a City-Wide Route which contains the future Valley Line West LRT route which will include the Glenora Stop approximately 280 metres from this site (considered a convenient walking distance). Given this context, the proposed RA8 Zone at this location, which will allow for the development of a mid-rise building, is in alignment with the direction of The City Plan and will facilitate the development of the Stony Plain Primary Corridor as a prominent street that supports living, working and moving.

Heritage

Through engagement, one of the most common concerns heard was that this rezoning would negatively impact the neighbourhood's historic character. Glenora, south of Stony Plain Road NW, is an excellent example of a Garden City Suburb featuring curving streets, irregular-shaped lots, as well as the highest concentration of identified historic resources in the city.



- Inventory of Historic Resources
- Municipal Historic Resource

The proposed rezoning area includes a property that is listed on the Inventory of Historic Resources. The Mayhew Residence, located on the most easterly property of the rezoning site, possesses heritage value as an early and well preserved example of the homes built during the Post-war era in south Glenora, an important period in the development of the community. Because it is listed on the Inventory, the building qualifies for financial incentives from the City to support its restoration, should the owner agree to have the property legally protected through designation as a Municipal Historic Resource.

Through the application process, Administration encouraged the applicant to consider designating the Mayhew Residence and met with the applicant to discuss the option to accommodate the existing building as part of the overall new development in further detail. Ultimately, the applicant declined to pursue designation, choosing to pursue the proposed rezoning which will likely lead to the demolition of the building. While Council has the authority to designate and protect historic resources under the provisions of the *Historical Resources Act*, against a property owner's wishes, the Act requires that the City compensate the affected property owner for any reduction in property value arising from the designation. For this reason, a forced designation by a municipality within Alberta has not yet happened.

With the applicant's decision not to pursue designation, the review of this application considered the trade off between the likely loss of a historical resource with the gain of additional density within walking distance to a future LRT stop, among other active modes of transportation also in close proximity.

The City Plan highlights the importance of promoting history and enhancing heritage, and this application could be interpreted as being in conflict with this goal. However, there are additional city-building goals to consider, especially with regards to the site location which is well positioned to efficiently integrate with the city's Mass Transit Network. These include several of The City Plan's Big City Moves and their development targets:

- 'A Rebuildable City' - 50% of new units to be accommodate through infill, with a strong focus on Nodes and Corridors;
- 'A Community of Communities' - 50% of trips are made by transit and active transportation; and
- 'Catalyze and Converge' - 50% of all employment in Edmonton are within Nodes and Corridors.

With this application providing the opportunity to support achieving the above city-building goals, the likely loss of the Mayhew Residence is seen as a trade off relative to what is being gained in achieving the City Plan's vision for an integrated Nodes and Corridors system.

Land Use Compatibility

With the site's location being on a corner, it has the benefit of being surrounded by primarily road right-of-way which creates natural buffer space between this site and surrounding properties. This helps reduce impacts from a larger building such as massing and overlook from windows and balconies. The site does share a property line along its west side with a property zoned for, and currently containing, a single detached house. If not properly managed, the transition between a mid-rise building and a single detached house can be abrupt. To mitigate this, the RA8 Zone, requires the following:

- Interior side setback increased to 3.0 m when the building is taller than 10.0 m; and
- An additional stepback of 3.0 m above a height of 14.5 m when abutting a site zoned to allow single detached housing.

For an approximately 6-storey building these regulations will help to sensitively transition the building's massing down to the single detached house.

The proposed building has the potential to be substantially taller than its surrounding low-scale context and produce a large shadow. However, being located on the south side of Stony Plain Road, a wide arterial roadway, most of the shadow impacts from the mid-rise building will be absorbed by the road, and not surrounding properties. A full Sun Shadow Study is attached as Appendix 2 to this report.



Massing model of the proposed RA8 Zone (facing west) in relation to the future Valley Line West LRT.

Technical Review

Transportation

With the redevelopment of the site, vehicular access will be allowed from the rear alley in order to conform with the Zoning Bylaw regulations. Reconstruction and/or upgrades to the alley and/or utility pole removals or relocations may be required between 136 Street NW and 137 Street NW with this development. The alley upgrade requirements will be further reviewed at the development permit stage.

Upon redevelopment, the boulevard trees, adjacent to this development, will require protection in accordance with the Corporate Tree Management policy and Tree Protection Guidelines.

LRT construction is underway along Stony Plain Road which will reconfigure the road right-of-way to accommodate the LRT. Traffic movements at the 136 Street intersection will be limited to right-in/right-out movements while maintaining an active mode crossing. All direction traffic movements will be maintained at 134 Street intersection with Stony Plain Road.

Drainage

A Drainage Servicing Report was reviewed and accepted 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 stormwater management will be reviewed at the Development Permit stage.

EPCOR Water

No upgrades to existing water infrastructure were identified during the reviewing of this application. Water service is available to the subject site from the existing 150 mm water main within Stony Plain Road NW and 250 mm water main within 136 Street NW.

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 Glenora LDA22-0588



Public Engagement Feedback Summary

Project Addresses: 13607 & 13611 - Stony Plain Road NW, and 10240 - 136 Street NW

Project Description: Proposed rezoning from (RF1) Single-Detached Residential Zone to the (RA8) Mid Rise Apartment Zone to allow for a 23 metre high building (approximately 6 storeys) intended for residential uses such as Multi-unit Housing, Lodging Houses and Supportive Housing as well as limited commercial opportunities at ground level, such as Child Care Services, General Retail Stores and Specialty Food Services.

Engagement Format: <https://engaged.edmonton.ca/Glenora136StreetRA8>

Engagement Dates: March 13 - March 27, 2023

Number Of Visitors:

- Engaged: 11
- Informed: 44
- Aware: 126

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 summarized feedback received from March 13 to March 27, 2023, through online engagement via the Engaged Edmonton platform.

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.

Engagement Format

The Engaged Edmonton web page included an overview of the application, information on the 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.

Feedback Summary

This section summarizes the main themes collected.

Number of Responses: 10

In Support: 3

In Opposition: 7

Mixed: 0

The most common **concerns** heard were:

Neighbourhood Character: Respondents believe that the proposed development is out of scale with the surrounding neighbourhood and is not keeping within the historic character nor is it reflective of the area's Garden City Suburb aesthetic.

Traffic/Parking: Respondents believe that the proposed development will create parking and traffic congestion on the surrounding road network, in an area already experiencing these issues as a result of the LRT construction, other infill projects, and the vehicle drop-off/pickup activity of the adjacent school site.

Location/Height: Respondents believe that this is not an appropriate location for this proposal, as a 6-storey building is incompatible with the surrounding neighbourhood and will produce negative impacts such as excess shadowing, decreased privacy and the loss of mature trees.

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

Connectivity/Amenities: Respondents believe that this proposed development will contribute to the area's vibrancy and is appropriately located in close proximity to a future LRT stop, bike lanes, schools and the river valley.

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

Neighbourhood Character

- The proposal is out of scale with the surrounding neighbourhood and is not keeping within the character of Glenora and is not reflective of the area's Garden City Suburb character. (5x)
- The proposed rezoning would result in the demolition of a house (the Mayhew Residence) that is identified on the City's Inventory of Historic Resources; continuing a trend of inventoried houses being demolished in the neighbourhood and being replaced by development that is unsympathetic to the historic aesthetic. (2x)

Traffic/Parking

- This proposal will only exacerbate the parking and traffic congestion that this area is already experiencing through LRT construction, infill development and vehicle pick-up/drop-off activity from the Glenora School (7x).

Location/Height

- 6 storeys is too high and the additional height proposed by this application will have significant impacts to surrounding properties through reduced privacy and access to sunlight. (5x)
- This proposal should be located along the exterior of the neighbourhood, not the interior. (1x)

Other

- This proposal will result in the removal and loss of mature trees which are an important character defining element of this area (4x)
- Commercial uses are not appropriate at this site and should be located closer to Westblock (Stony Plain Road / 142 Street). (2x)
- The RA8 Zone is much too broad in terms of what it allows, including very limited information on what the building could look like (2x)
- This proposal does not align with the City Plan's goals for preserving and enhancing heritage. (1x)
- This proposal does not align with the Carruther's Caveat which seeks to limit development to "one dwelling per lot", among other limitations. (1x)

- This application should consider impacts to the adjacent school in terms of higher enrollment, funding and illegal parking. (1x)

Reasons For Support

- This is a suitable location for this type of development relative to its close proximity to frequent bus service, future LRT and bike lanes (2x)
- This rezoning is an appropriate way to leverage stronger ridership for the future Valley Line West. (1x)
- This rezoning contributes to the development of this Primary Corridor through diversifying housing supply within the area. (1x)
- The commercial opportunities allowed by the proposed zone would be a welcome addition to the neighbourhood. (1x)
- This proposal will be particularly beneficial for families with its close proximity to Glenora and Westminster schools, a future LRT stop, bike lanes and the river valley. (1x)
- This proposal will contribute to the area's vibrancy through the additional density and human activity it will bring (more people using schools/playgrounds, bike lanes and the river valley. (1x)

Suggestions For Improvement

- The proposed RA8 Zone is too dense and, as such, zones that contemplate less density such as the RF5 or RF6 Zones should be pursued instead. (2x)
 - A comprehensive plan for development along the west leg of the LRT should be developed with input from surrounding communities. (1x)
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Questions & Answers

1. Where and how will parking be handled? A building of that size does not have adequate parking around it.

Parking access is from the rear lane of the building. If this proposed rezoning is approved, the amount of on-site parking will be determined at the development permit stage. Edmonton allows for Open Option Parking which means that developers, homeowners and businesses decide how much on-site parking to provide on their properties based on their particular operations, activities or lifestyle. That being said, the applicant for this proposal has indicated that they are currently planning for approximately 45 parking stalls.

2. What parking will be available for the building?

If this proposed rezoning is approved, the amount of on-site parking will be determined at the development permit stage. Edmonton allows for Open Option Parking which means that developers, homeowners and businesses decide how much on-site parking to provide on their

properties based on their particular operations, activities or lifestyle. That being said, the applicant for this proposal has indicated that they are currently planning for approximately 45 parking stalls.

- 3. Based on the lot size of the 3 properties, there is a total of 1,928 m². Assuming parking spaces of 5.5m x 1.5m, for 45 parking spots, no underground parking, this represents 644 m², or 33.4% of the total land use. This also assumes bumper to bumper parking, no roads, set-backs, building size adjustments, and green space. How, honestly, is 45 parking spots going to possibly fit into this property, without requiring underground parking, dual lane driving access, for parking, etc? It's not making sense.**

Thank you for the additional feedback. The applicant's intent is to have 42 parking spaces in an underground parkade and 3 surface lots in the rear.

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.

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 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.
 - Members of the public can submit written comments to the City Clerk (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



9:00AM



12:00PM



09/03/23



GLENORA SITE
136 STREET AND STONY PLAIN ROAD

EQUINOX SUN STUDIES



3:00PM



6:00PM



09/03/23



GLENORA SITE
136 STREET AND STONY PLAIN ROAD
EQUINOX SUN STUDIES



9:00AM



12:00PM



09/03/23



GLENORA SITE
136 STREET AND STONY PLAIN ROAD
SUMMER SOLSTICE SUN STUDIES



3:00PM



6:00PM



09/03/23



GLENORA SITE
136 STREET AND STONY PLAIN ROAD
SUMMER SOLSTICE SUN STUDIES



10:00AM 09/03/23

GLENORA SITE
136 STREET AND STONY PLAIN ROAD
WINTER SOLSTICE SUN STUDIES





12:00PM

11/04/23

GLENORA SITE
136 STREET AND STONY PLAIN ROAD
WINTER SOLSTICE SUN STUDIES





3:00PM

09/03/23



GLENORA SITE
136 STREET AND STONY PLAIN ROAD
WINTER SOLSTICE SUN STUDIES

Application Summary

Information

Application Type:	Rezoning
Charter Bylaw:	20501
Location:	South of Stony Plain Road NW, West of 136 Street NW
Addresses:	13607 & 13611 - Stony Plain Road NW, and 10240 - 136 Street NW
Legal Description:	Lots 4 - 6, Block 111, Plan 2803AF
Site Area:	1928 m2
Neighbourhood:	Glenora
Ward:	Nakota Isga
Notified Community Organization:	Glenora Community League
Applicant:	McElhanney

Planning Framework

Current Zone and Overlay):	(RF1) Single Detached Residential Zone (MNO) Mature Neighborhood Overlay
Proposed Zone:	(RA8) Mid Rise Apartment Zone
Plan in Effect:	None
Historic Status:	The Mayhew Residence (Inventory of Historic Resources)

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