

8526 and 8530 - 81 Avenue NW Position of Administration: Support



Summary

Bylaw 20977 proposes a rezoning from the Small Scale Residential Zone (RS) to the Medium Scale Residential Zone (RM h23.0) to allow medium scale residential development.

Public engagement for this application included a mailed notice, site signage, information on the City's webpage, and an Engaged Edmonton webpage. Approximately 31 people were heard from, with approximately 2 in support and 29 in opposition. Most concerns were related to the proposed building scale being too large for a mid-block residential street that is not directly along Whyte Avenue, and concerns about traffic and on-street parking congestion.

Administration supports this application because:

- It allows for intensification within a Primary Corridor, in alignment with The City Plan and the Southeast District Plan.
- The proposed zone is compatible at this location as the site size and regulations in the zone limit the overall building scale and provide additional separation from the abutting small scale residential properties.
- It is in proximity to a variety of active transportation opportunities, services, and amenities including Bonnie Doon Mall and a grocery store.

Application Details

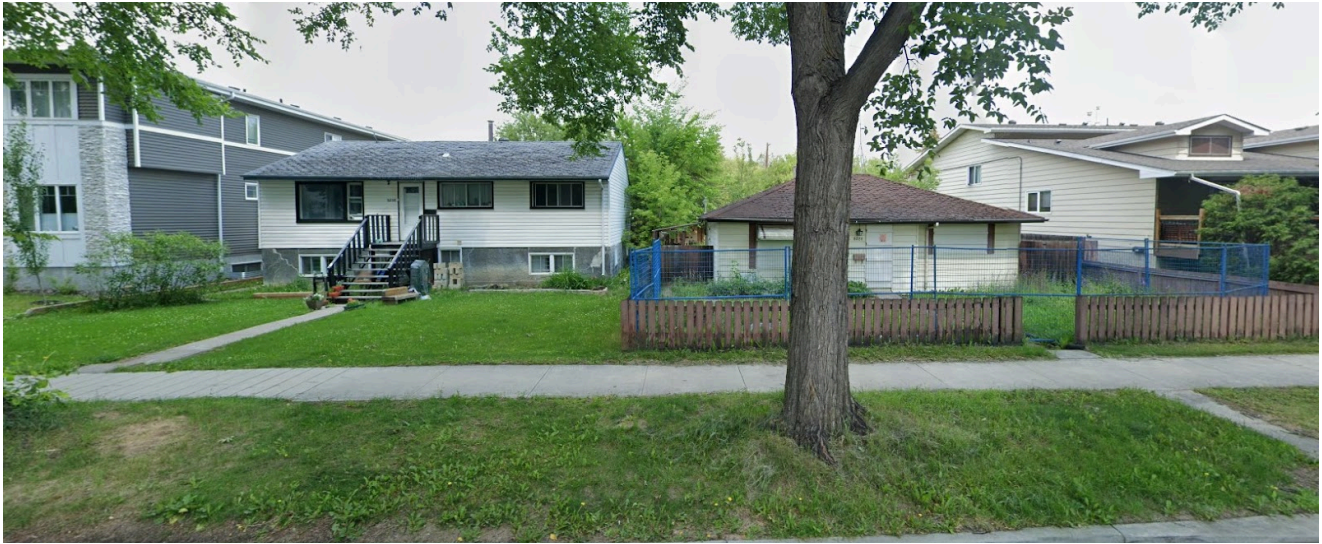
This application was submitted by Green Space Alliance on behalf of the landowner.

The proposed Medium Scale Residential Zone (RM h23.0) would allow development with the following key characteristics:

- Medium scale residential development with limited commercial opportunities at the ground level.
- A maximum height of 23.0 metres.
- A maximum floor area ratio (FAR) of 3.0 - 4.4.

Site and Surrounding Area

	Existing Zoning	Current Development
Subject Site	Small Scale Residential Zone (RS)	Single detached housing
North	Medium Scale Residential Zone (RM h16.0)	Three storey walk-up apartment
East	Small Scale Residential Zone (RS)	Single detached housing
South	Small Scale Residential Zone (RS)	Single detached housing
West	Small Scale Residential Zone (RS)	Single detached housing



View of the site looking north from 81 Avenue NW.

Community Insights

This application was brought forward to the public using the basic approach, and then it was expanded to the broadened approach. This approach was selected because there were many responses received to the initial mailed notice. The broadened approach included:

Mailed Notice, May 31, 2024

- Notification radius: 60.0 metres
- Recipients: 123
- Responses: 26
 - In support: 1
 - In opposition: 25
 - Mixed/Questions only: 0

Engaged Edmonton Webpage, July 15, 2024 to July 28, 2024

- Notification radius: 120.0 metres
- Recipients: 413
- Site visits: 237
- Aware: 180
- Informed: 68
- Engaged: 6
 - In support: 1
 - In opposition: 4
 - Questions: 1

Site Signage, May 30, 2024

- One rezoning information sign was placed on the property so as to be visible from 81 Avenue NW.

Webpage

- edmonton.ca/rezoningapplications

Notified Community Organizations

- King Edward Park Community League
- Bonnie Doon Community League
- French Quarter Business Improvement Area

Common comments heard (number of similar comments in brackets beside comments below):

Opposition:

- The proposed RM h23.0 Zone is too tall (20).
- Out of character for the King Edward Park neighbourhood which is residential and low density (15).
- Existing on-street parking and congestion concerns which will worsen (14).
- Maintain the existing Small Scale Residential Zone (RS) on the property. It has allowed for more gentle increases in density (10).

Support:

- The location is perfect for increased density (2).
- In proximity to Whyte Avenue, transit (LRT and major bus routes), Bonnie Doon Mall, services, parks, schools, daycares, and other amenities (2).

A full "What We Heard" Public Engagement Report is found in Appendix 1. No formal position was received from the community leagues, or business improvement area.

Application Analysis

The City Plan

The proposed rezoning would increase residential density within a Primary Corridor, and near an LRT Stop, bus routes, services, and amenities. This application contributes to the Big City Moves of 'A Rebuildable City' and 'A Community of Communities' by helping meet the targets of 50 percent new dwellings constructed through infill, and helping meet the target of having 50 percent of trips made by transit and active transportation.

District Plan

Within the Southeast District Plan, the site is in the Whyte Avenue Primary Corridor (Map 3: Nodes and Corridors) and it is in proximity to the Bonnie Doon District Node. Primary corridors are envisioned to be prominent urban streets designed for living, working, and moving. They serve as a destination and provide critical connections between nodes and throughout the City. Low and Mid rise buildings are supportable throughout Primary Corridors (2.4.6.1). The proposed RM h23.0 Zone would facilitate mid rise, primarily residential development, and contribute to intensification within a Primary Corridor which aligns with this direction.

In addition, Whyte Avenue NW is in close proximity to the site, and is identified as a planned mass transit route (Map 7: Transit to 1.25 Million) and a planned district connector bike route (Map 6: Active Transportation to 1.25 Million).

Land Use Compatibility



Site analysis context

The site is a 1210.7 square metre mid-block site. It is located between 87 street NW and 85 Street NW on the northside of 81 Avenue NW. LRT and bus service is in close proximity to the site (see the 'Mobility' section for more information), as well as a variety of services and amenities (e.g. Bonnie Doon Mall).

The abutting properties (east and west) and properties across 81 Avenue NW (south) are single detached houses and the zone that applies to them allows for residential development up to

10.5 metres in height. The site across the alley is an existing low-rise apartment development and the zoning allows for development up to 16.0 metres in height (approx. 4 storeys).

The proposed RM h23.0 Zone would allow for mid rise development up to 23.0 metres (approx. 6 storeys) in height. Key differences between the current and proposed zone include:

- An additional 12.5 m in height (approx. 3 storeys).
- Reduced front and rear setbacks resulting in a larger building.
- The introduction of limited commercial and community service uses.

The site size and regulations within the proposed zone limit the overall building size, and provide additional separation from the existing small scale properties abutting the site:

The relationship between maximum height, maximum floor area ratio, and minimum setbacks:

The maximum floor area ratio (which determines the maximum floor area of the building) allows for flexibility in building design while limiting the overall massing. At the Development Permit stage, the applicant's building design will reflect whether it maximizes the height or setbacks of the zone. For example, to maximize the height while maintaining the floor area ratio, the minimum setback(s) would increase. Conversely, to maximize the setbacks, while maintaining the floor area ratio, the height would decrease.

Additional setback requirements:

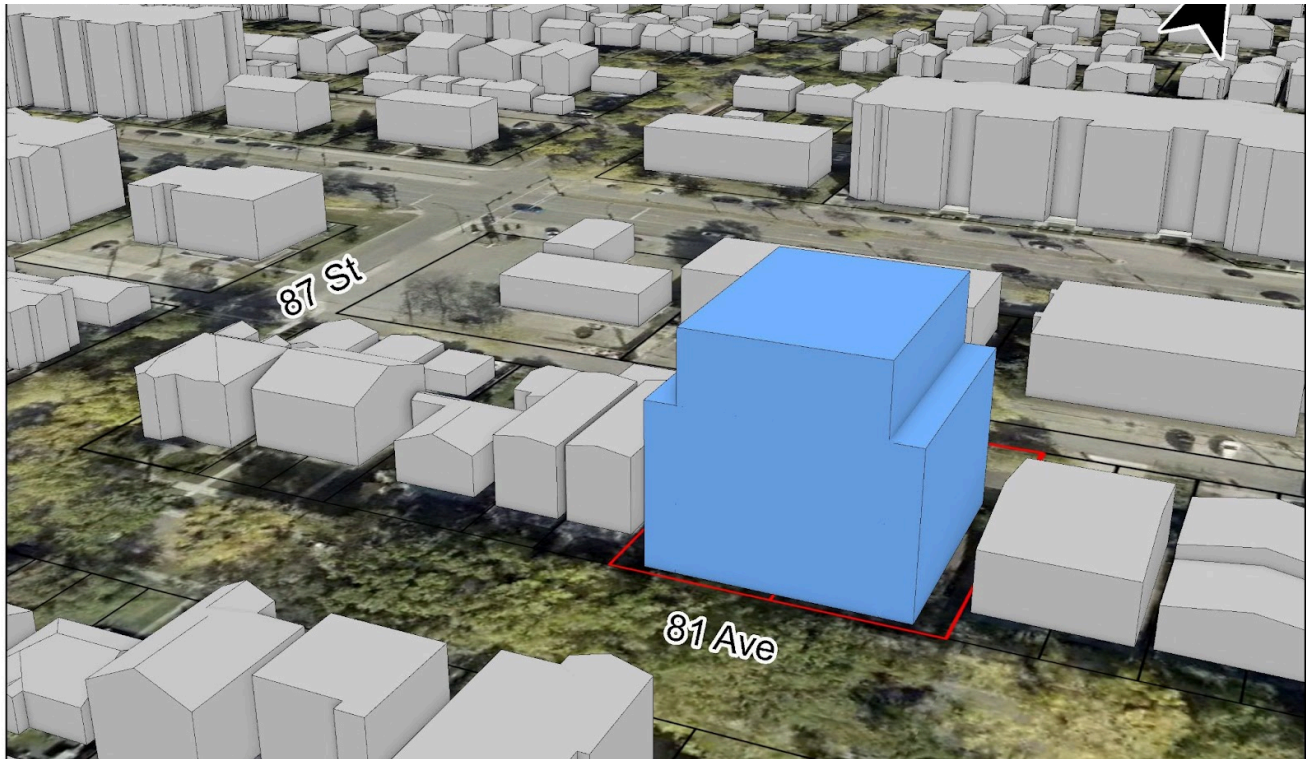
In addition to the minimum 3.0 m side setback, the RM h23.0 Zone requires additional separation from the abutting properties (to the east and west) because these properties are zoned as small scale residential zones with a maximum height of less than 12.0 m.

For portions of the development above 16.0 m in height (approx. 4 storeys), the setback from the side property lines increase from 3.0 m to 6.0 m providing additional separation from the abutting small scale residential properties for taller portions of the building (the 3D model below illustrates this).

The relationship between the site size, maximum height, maximum floor area ratio, and minimum setbacks as well as the additional setback requirements for portions of the building above 16.0 m in height limit the overall size of the building and provide additional transition from surrounding sites. This site is an appropriate location for an increase in density.

The zoning comparison table below provides additional information about the differences between the current and proposed zones:

	RS Zone Current	RM h23.0 Zone Proposed
Typical Uses	Small scale residential	Medium scale residential with limited commercial opportunities
Maximum Height	10.5 m (approx. 3 storeys)	23.0 m (approx. 6 storeys)
Maximum Floor Area Ratio / Site Coverage	45% - 47%	3.0 - 4.4
Minimum Setback from Streets (81 Ave NW)	4.5 m	1.0 m - 3.0 m
Minimum Setback from Sites (east and west)	1.2 m - 1.5 m	3.0 m (6.0 m for portions of the building over 16.0 m in height)
Minimum Setback from Alleys	10.0 m	3.0 m
Number of Dwellings	Min: n/a Max: 16 dwellings	Min: 9 dwellings Max: n/a



3D Model of the Proposed RM h23.0 Zone

Mobility

The rezoning property is located near a future district connector bike route along 82 Avenue. Upon redevelopment, vehicular access will be restricted to the abutting alley north of the site. This rezoning is anticipated to have minimal impact on the transportation network.

The site is approximately 515m from the Bonnie Doon LRT stop and 220 m walking distance to bus stops on 82 Avenue and 87 Street. ETS operates numerous bus routes near the rezoning site on 82 Avenue. A range of service levels are available on these corridors, including frequent, local, regional, school special and rapid bus routes. A mass transit bus route is anticipated to operate nearby on 82 Avenue as part of the future mass transit network associated with the 1.25 million population scenario of The City Plan.

Utilities

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.

There is a deficiency in on-street fire protection adjacent to the property in terms of hydrant spacing and flow rates. Edmonton Fire Rescue Services (EFRS) may be able to perform an Infill Fire Protection Assessment (IFPA) at the Development Permit stage to potentially alter or lessen on-street fire protection infrastructure upgrades, assuming certain criteria are met. The applicant/owner will be responsible for all costs associated with providing required water supply including any changes to the existing water infrastructure required by the proposed zoning.

Appendices

1. "What We Heard" Public Engagement Report

Written By: Saffron Newton

Approved By: Tim Ford

Branch: Development Services

Section: Planning Coordination

What We Heard Report

King Edward Park

LDA24-0211

Edmonton

Public Engagement Feedback Summary

Project Address: 8526 and 8530 - 81 Avenue NW

Project Description: The City has received a rezoning application from Green Space Alliance to rezone 8526 and 8530 - 81 Avenue NW. The current zone is the Small Scale Residential Zone (RS) and the proposed zone is the Medium Scale Residential Zone (RM h23.0) which would allow mid-rise multi-unit development with limited commercial opportunities at the ground level.

Engagement Format: Online Engagement Webpage - Engaged Edmonton:
<https://engaged.edmonton.ca/kingedwardpark>

Engagement Dates: July 15, 2024 - July 28, 2024

Number Of Visitors:

- Engaged: 6
- Informed: 68
- Aware: 180

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 between July 15, 2024 - July 28, 2024 through online engagement via the Engaged Edmonton platform. This report also summarizes all information submitted directly to the file planner via email or phone call.

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

A mailed notice was sent to residents within 60.0 m of the rezoning site. The Engaged Edmonton notice was sent to residents within 120.0 m of the rezoning site.

The Engaged Edmonton webpage 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.

Feedback Summary

This section summarizes the main themes collected.

Number of Responses:

In Opposition: 29

In Support: 2

Mixed: 0

The most common **concerns** heard were:

Building Size and Location: The proposed height and scale is too large for this location (mid-block, narrow lots, narrow road, interior to the neighbourhood, and adjacent to single family housing).

Traffic/Parking: There are existing on-street parking and traffic congestion challenges in the area that will worsen if additional density is added to the street.

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

Location/Amenities: The sites are near Whyte Avenue, in proximity to a variety of amenities, services, and transit opportunities (bus and LRT).

What We Heard

The following section includes a summary of collected comments with the number of times a comment was recorded in brackets (comments received once do not have a number).

Reasons For Opposition

- Height / Scale / Design:
 - The proposed RM h23.0 Zone is too tall (23.0 metres or approx. 6 storeys) (20)
 - Maintain the existing Small Scale Residential Zone (RS) on the property. It has allowed for more gentle increases in density (e.g. skinny single-detached housing, semi-detached, duplex, row housing, etc) (10)

- Generally supportive of densification, but it needs to happen at a reasonable pace and with precedents being set at the margins, such as corner lots and major routes, not in the middle of low-rise mature tree-lined streets (8)
- Shadow impacts (6)
- Taller than the existing buildings along the Whyte Avenue primary corridor (3)
- Site coverage is too large (2)
- Privacy concerns (overlook)
- Concerned about the setback minimums and height maximum in relation to the surrounding development

- Character:
 - Out of character for the King Edward Park neighbourhood which is residential and low density (15)

- Location:
 - The lots are too narrow, mid-block, and on a narrow street abutting low density residential (12)
 - Too far into the neighbourhood (4)
 - Other areas in Edmonton are more appropriate for development of this scale (Blatchford, Downtown, Bonnie Doon Mall site, along Whyte Avenue, derelict/vacant properties, etc) (5)

- Traffic/Parking/Cars:
 - Existing on-street parking and congestion concerns which will worsen (14)
 - There is limited space for large vehicles on the narrow roadway (delivery vehicles, school buses, etc) (3)
 - Limited capacity for electric vehicle charging on the block (2)
 - New developments should accommodate electric vehicle parking on-site (2)
 - If a hydrant is constructed, on-street parking will be more challenging to find
 - Additional congestion will increase commute times
 - Additional congestion will cause additional accidents and decrease safety (e.g. children biking/walking to school)

- Rezoning Process / Engagement
 - This rezoning would set a precedent in the neighbourhood (6)
 - Engagement is frustrating and performative. It seems like City Council does not listen to residents when making decisions (4)
 - Notification should be for the entire neighbourhood, the 60.0 m radius is too small (2)
 - Some respondents indicated that they did not receive a postcard (2)
 - Developers should make the design of the building public prior to bringing forward a rezoning application (2)
 - Current process favours the development industry over the public (e.g. public hearing takes place at a time when many residents can not attend) (2)
 - Engagement should be transparent and comprehensive prior to a decision being made

- Property Value and Taxes:
 - Will decrease surrounding property values (5)
 - Density agenda is about additional property taxes and greed

- Commercial:
 - Commercial uses are not appropriate on a residential street (4)

- Surrounding commercial is struggling, do not add more (e.g. Bonnie Doon Mall, strip malls, etc) (4)
- Non-residential uses limit availability of street parking for residents who should have priority (1)
- Policy:
 - Whyte Avenue primary corridor should not extend this far south (3)
 - Nodes and corridors approach is destroying mature neighbourhoods and communities were not engaged
 - Primary corridors should be redefined
 - Changes from the new zoning bylaw are still underway, do not change the zoning again
- Developers:
 - Only care about profit (3)
 - Damage the livability of neighbourhoods
 - Should purchase land with the zoning they need rather than buying lots zoned for low density development
- Environment:
 - Shadows, heat reflection, wind tunneling, heat absorption, and urban heat island impacts will occur
 - Pausing plans for solar panels until the outcome of the rezoning is known
- Other:
 - City needs to move away from a 'growth is good' mentality, and towards renewal and improvement (2)
 - Protect trees (2)
 - Snow clearing and street sweeping more difficult (2)
 - Potential for crime and transient populations in multi-unit development (2)
 - Unfair to residents that invested in an area based on existing development and zoning (2)
 - City and developers have a density agenda (2)
 - Do not entertain change in King Edward Park
 - Strains on existing infrastructure
 - New development reduces the supply of affordable housing
 - New development makes Edmonton less desirable
 - There is not a fire hydrant on 81 Avenue NW. This is a safety concern

Suggestions For Improvement

- Consider other smaller scale zones (e.g. the RSM h12.0, RSM h14.0, or RM h16.0 Zone) at this location (2)
- Rezoning should take place on a full block instead of a few lots on a block to stay consistent.

Reasons For Support

- The location is perfect for increased density (2)
- In proximity to Whyte Avenue, transit (LRT and major bus routes), Bonnie Doon Mall, services, parks, schools, daycares, and other amenities (2)
- Residents within the development could chose to use active modes to access surrounding amenities due to proximity
- There is precedent for development of this scale in the surrounding area. Proximity to Bonnie Doon Mall and the LRT makes 6 storeys make sense here

- This development will contribute to availability and diversity of housing options and allow more residents to stay in/move to King Edward Park
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Questions & Answers

1. Why did the City of Edmonton accept this application?

Under the Municipal Government Act and the Zoning Bylaw, applicants have the right to submit rezoning applications and the City is obligated to process such applications and advance them to City Council for consideration.

2. What is The City Plan? What is the Whyte Avenue Primary Corridor?

The City Plan is Edmonton's combined Municipal Development Plan (MDP) and Transportation Master Plan (TMP) which was approved in 2020. It sets out a network of nodes and corridors (the Whyte Avenue primary corridor is one example), where deliberate urban intensification will be accommodated. Primary Corridors are prominent urban streets designed for living, working, and moving. Primary Corridors can support mid-rise and some high-rise development, and the potential scale is 1-2 blocks on each side of the street (i.e. Whyte Avenue NW). The proposed RM h23.0 Zone allows for a mid-rise building up to 23.0 metres in height (approx. 6 storeys).

3. Who pays for required upgrades to existing water/sewer infrastructure?

The applicant/owner will be responsible for all costs associated with providing required water supply including any changes to the existing water infrastructure required by the proposed zoning.

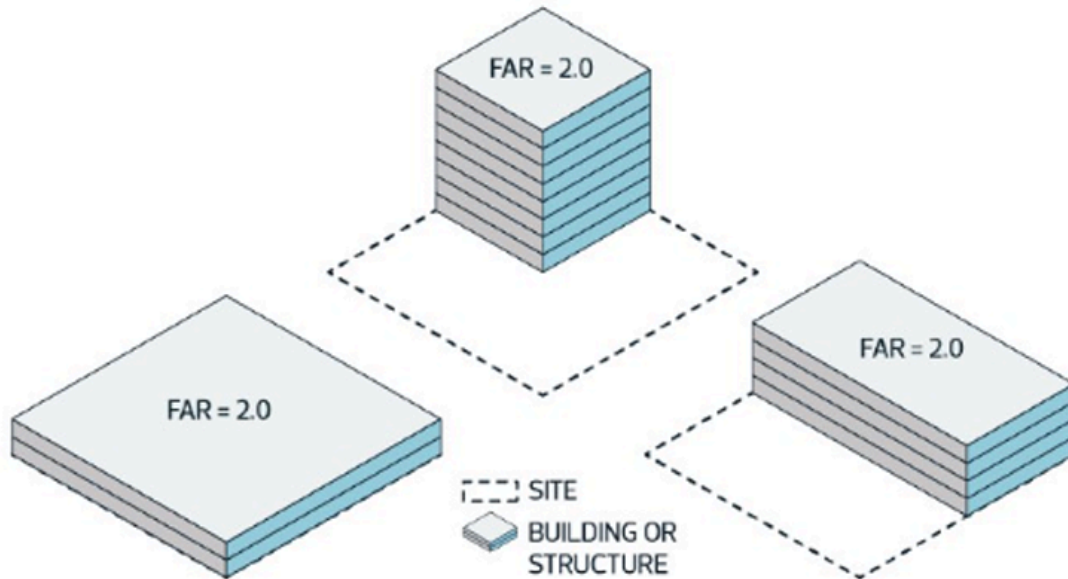
4. Is the City of Edmonton prepared to lower taxes if surrounding property values decrease? Will the city reimburse homeowners the difference for lost value on their homes if they make a decision that affects them?

Taxes consider the land value in determining the amount and go up and down, based on that value.

The City does not provide compensation for lost property value due to a rezoning or redevelopment. With that said, we understand that these kinds of changes to zoning can have impacts on surrounding properties, which is why the rezoning process is public, transparent, and ultimately decided by elected representatives on City Council.

5. What is Floor Area Ratio (FAR)?

Floor Area Ratio (FAR) means a building or structure's Floor Area in relation to the total area of the Site that the building is located on. The image below shows the different forms that a building with a FAR of 2.0 could take:



In the proposed RM h23.0 Zone, the maximum FAR ranges from 3.0- 4.4. The proposed rezoning site has a total area of approximately 1210.7 m². The maximum floor area for the building is the FAR multiplied by the site area (3.0 x 1210.7 m²) which equals 3632.1 m².

The minimum setbacks around the site, and the maximum height work together with the FAR to determine the maximum size of the building, and where on the site the building can be located.

6. Will on-site parking spaces be provided?

City Council approved Open Option Parking in 2020 which removed on-site parking minimums from the Zoning Bylaw. This allows developers, homeowners and businesses to decide how much on-site parking to provide on their properties based on their particular operations, activities or lifestyle.

7. Will the dwellings be rented or owned?

The Zoning Bylaw does not regulate whether dwellings are rented or owned.

8. Who was notified of the proposed rezoning, and how?

- A rezoning sign was installed on site on May 30, 2024.
- The initial mailed notice was sent to residents within 60 metres of the site, the King Edward Park Community League, the Bonnie Doon Community League, and the French Quarter Business Improvement Area (BIA) on May 31, 2024.
- We heard from residents that the 60.0 metres radius was not large enough. The radius was doubled to 120.0 metres for the Engaged Edmonton notice in response (any future notices will also be 120.0 metres).

9. What is the maximum number of dwellings in the RM h23.0 Zone?

There is not a maximum number of dwellings in the RM h23.0 Zone. The minimum setbacks, maximum height, and maximum FAR work together to determine the size of the building.

10. Will boulevard trees be protected?

Yes, boulevard trees will be protected. All work within 5.0 metres of a City owned tree requires a Public Tree Permit.

11. Were shadow impacts reviewed for this application?

A Sun Shadow Study is required for all rezonings that propose a zone with a maximum height of 20.0 m or more. A Sun Shadow Study was submitted as a part of this application and is available under the 'Documents' heading on this Engaged Edmonton page.

12. Will the proposed development accommodate electric vehicles?

The Zoning Bylaw does not require electric vehicle charging stations on site. Whether or not electric vehicle charging stations are provided is decided by the developer/applicant.

13. There is not a fire hydrant on this block, is that a fire hazard?

There is a deficiency in on-street fire protection adjacent to the property in terms of hydrant spacing. The developer will be required to construct a hydrant to address this deficiency.

Edmonton Fire Rescue Services (EFRS) may be able to perform an Infill Fire Protection Assessment (IFPA) at the Development Permit stage to potentially alter or lessen on-street fire protection infrastructure upgrades, assuming certain criteria are met.

The applicant/owner will be responsible for all costs associated with providing required water supply including any changes to the existing water infrastructure required by the proposed zoning.

14. Can you supply some example locations where the city has allowed a six story residential/commercial complex to tower over single family homes? I would like to see how it affects the home beside it and the aesthetics of the neighbourhood.

Here are some examples of sites that were rezoned and have been built:

- 10119 - 85 Avenue NW
- 11041 - 86 Avenue NW
- 11450 - 80 Avenue NW

Here are some examples of sites that have been rezoned but have not been built to date:

- 10504 - 128 Street NW
- 13607 and 13611 - Stony Plain Road NW and 10240 - 136 Street NW
- 13802 - 102 Avenue NW
- 8502 - 92 Avenue NW and 9206 - 85 Street NW

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 (the Administration makes a recommendation of Support or Non-Support):

- 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:

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