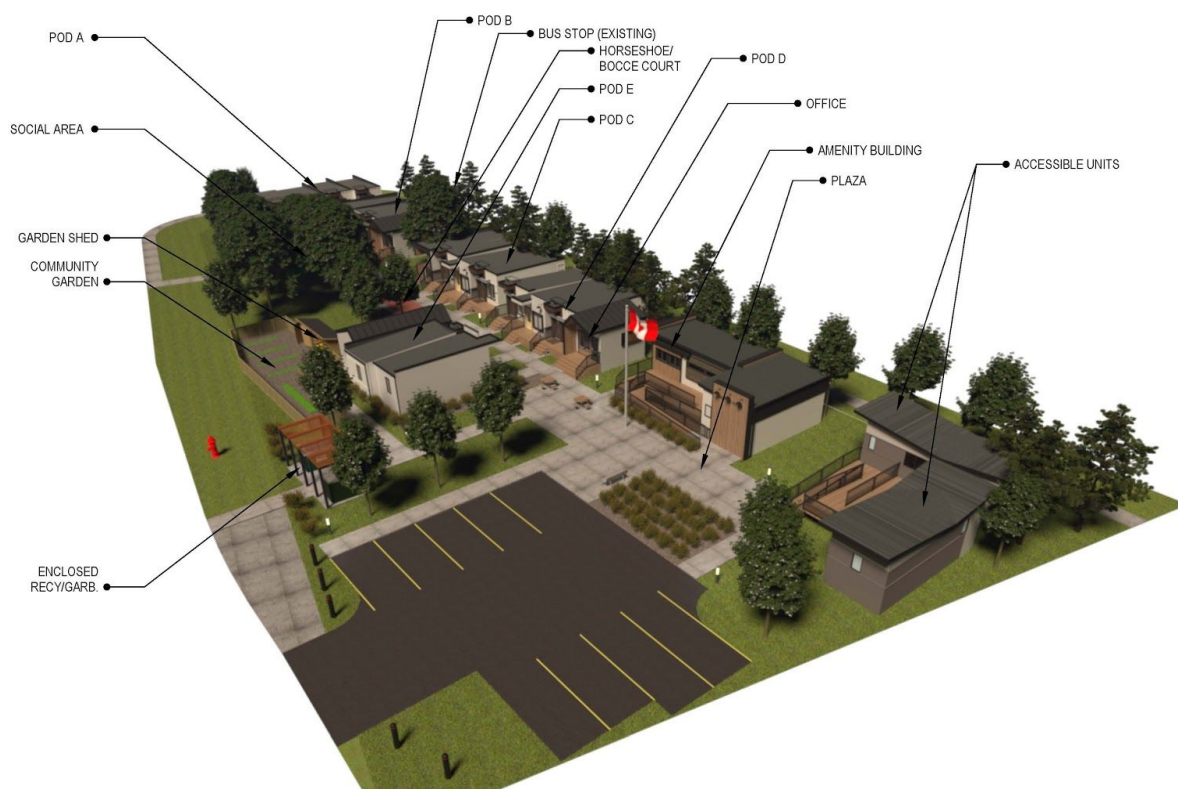




## ADMINISTRATION REPORT **REZONING** EVANSDALE

### **9404 152A Avenue NW and 9323 & a portion of 9103 153 Avenue NW**

To allow for the development of a tiny home village.



### **RECOMMENDATION AND JUSTIFICATION**

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

- it would allow the development of a vacant parcel of land in a mature community;
- the proposed housing form is suitable for the location; and
- the site layout allows the preservation of several mature trees.

## THE APPLICATION

CHARTER BYLAW 19296 to amend the Zoning Bylaw to allow for the development of 21 dwellings in the form of tiny homes (Multi-unit Housing) clustered in groups of three or four. The development allows for the preservation of several mature trees, a communal outdoor amenity area and an accessory building to support the residents.

## SITE AND SURROUNDING AREA

The site is located on a remnant parcel of land in the Evansdale neighbourhood. The site is located along 153 Avenue, a four-lane separated arterial road. Across the road to the north is a large area of undeveloped land, a community centre and some small scale commercial, with the Eaux Claires transit centre just to the north along 97 Street NW. There are residential developments adjacent to 153 Avenue NW in the communities both east and west of this site. Development to the south and west is composed mostly of Single Detached Homes. To the east is a temporary dry storm pond and a religious assembly.



AERIAL VIEW OF APPLICATION AREA

|                     | EXISTING ZONING   | CURRENT USE    |
|---------------------|---|----------------|
| <b>SUBJECT SITE</b> | (AG) Agricultural Zone                                  | Vacant land    |
| <b>CONTEXT</b>      |   |                |
| North               | (RA7) Low Rise Apartment Zone<br>(AG) Agricultural Zone | Vacant land    |
| East                | (AG) Agricultural Zone                                  | Dry storm pond |



|       |  |                                       |
|-------|--|---------------------------------------|
|       | (US) Urban Services Zone               | Religious Assembly                    |
| South | (RF1) Single Detached Residential Zone | Single Detached Houses                |
| West  | (RF1) Single Detached Residential Zone | Boulevard treed area<br>153 Avenue NW |



VIEW OF SITE FROM NORTHWEST



VIEW OF SITE FROM SOUTHEAST

## PLANNING ANALYSIS

### LAND USE COMPATIBILITY

The proposed rezoning would allow for the development of a remnant parcel of vacant land in the mature neighbourhood of Evansdale. The proposal includes 21 tiny homes approximately 28 square metres in size (300 square feet) with an associated accessory building and common outdoor amenity area. The parcel does not share any property lines with existing development and the scale of the proposal is suitable for the location.

The site shape and layout is unique and does not lend itself to standard zoning. Therefore, a DC2 Provision is proposed in order to achieve an efficient layout of the site, while retaining as many mature trees as possible. A comparison of the (RF3) Small Scale Infill Zone and the (RF5) Row Housing Zone is shown below. These are both considered suitable for this site due to its location along an arterial road at the edge of a neighbourhood.

|                             | Comparable:<br><b>RF3 Zone<br/>(MNO)</b>  | Comparable:<br><b>RF5 Zone<br/>(MNO)</b>   | Proposed:<br><b>DC2 Provision</b> |
|-----------------------------|---|--|-----------------------------------|
| Maximum Height              | 8.9 m   | 10.0 m   | 8.9 m                             |
| Maximum Site Coverage       | 45%   | 50%  | 45%                               |
| Maximum number of Dwellings | 22 Dwellings  | 26 Dwellings   | 21 Dwellings                      |
| Minimum Setbacks            |   |  |                                   |
| North (153 Avenue NW)       | approx. 2.4 m   | 3.0 m  | 3.0 m                             |
| West (94a Street NW/front)  | 4.5 m   | 4.5 m  | 4.5 m                             |
| South (152a Avenue NW)      | approx. 2.4 m   | 3.0 m  | 3.0 m                             |
| East (dry pond/rear)        | 0.6 m*<br>for accessory buildings<br>below 4.3 m in height<br><br>approx. 40 m<br>for principal dwellings | 1.2 m*<br>for buildings below<br>6.5 m in height<br><br>approx. 40 m<br>for buildings above 6.5<br>m in height | 1.2 m                             |

\*While the proposed DC2 Provisions would allow a maximum height of 8.9 metres, the standard maximum height for residential zones, the proposal only allows one-storey, generally less than 4.3 metres.

The site is also considered suitable for the proposed development as it is well situated with regard to public transit. There is an eastbound transit stop directly adjacent to the site, and a westbound transit stop on the north side of 153 Avenue NW. City Traffic Operations is assessing the priority for a marked or otherwise regulated pedestrian crossing at 94a Street. As well, the site is located approximately 460 metres or about 800 metres walking distance from the Eaux Claires Transit Centre.

### **PLANS IN EFFECT**

There is no plan in effect for the Evansdale neighbourhood.

### **RESIDENTIAL INFILL GUIDELINES**

The Residential Infill Guidelines (RIGs) do not contemplate the proposed tiny home built form. However, for discussion purposes, the row housing (up to 5 units) category is used, even though the proposed DC2 provision restricts the building size to a much smaller scale than contemplated in the RIGs. This site is unique in that it is separated from other residential development by a local road and is not serviced by a lane. The RIGs identify this as a suitable site as it is on the edge of a neighbourhood along an arterial road.

The proposal for tiny homes aligns with the requirement that development provide minimized massing, articulated design with varied architectural elements that address flanking and fronting roadways. The proposal further aligns with the guidelines through landscaping and preservation of the majority of the mature trees. Due to the unique shape and location of the site, the proposed amenity area is designed at the centre of the site, surrounded by the units, rather than at the rear along the arterial roadway, adjacent to the dry storm pond. As well, since there is no lane, parking and waste collection would be accessed directly from the local roadway at one end of the site.

## TECHNICAL REVIEW

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

## PUBLIC ENGAGEMENT

|  |  |
|--|--|
| <b>PRE-APPLICATION NOTICE</b><br>April 12, 2019      | As reported by the applicant: <ul style="list-style-type: none"> <li>• Number of recipients: 396</li> <li>• Feedback summarized below</li> </ul>   |
| <b>PRE-APPLICATION PUBLIC MEETING</b><br>May 8, 2019 | As reported by the applicant: <ul style="list-style-type: none"> <li>• Number of attendees: 69</li> <li>• Feedback summarized below</li> </ul>     |
| <b>ADVANCE NOTICE</b><br>December 13, 2019           | <ul style="list-style-type: none"> <li>• Number of recipients: 82</li> <li>• 13 responses received</li> <li>• Feedback summarized below</li> </ul> |
| <b>PUBLIC MEETING NOTICES</b><br>January 20, 2020    | <ul style="list-style-type: none"> <li>• Number of recipients: 120</li> </ul>  |
| <b>PUBLIC MEETING</b><br>February 5, 2020            | <ul style="list-style-type: none"> <li>• Number of attendees: 102</li> <li>• Feedback summarized below and in Appendix 1</li> </ul>                |
| <b>WEBPAGES</b>                                      | <ul style="list-style-type: none"> <li>• <a href="http://edmonton.ca/evansdale">edmonton.ca/evansdale</a></li> </ul>                               |

## FEEDBACK AS REPORTED BY THE APPLICANT

The Home for Heroes Foundation (applicant), worked with the City's Housing and Homelessness section to pilot their public engagement charter. This process dovetailed with the public engagement process that is required when proposing a DC2 Provision for a site. The applicant sent out notifications, held an engagement session and compiled responses. The feedback, as reported by the applicant, can be summarized in the following main themes, which include the applicant's responses and revisions:

- Concern for future residents due to traffic noise along 153 Avenue NW
  - Applicant's response: to mitigate the noise, revisions to the proposal included additional natural planting and, while not regulated through the zoning, they plan to increase the insulation on the exterior of the homes to help reduce noise for residents
- Concern for the suitability of the site due to traffic safety/accidents at 153 Avenue NW and 94a Street NW/cars sliding off the road onto the site
  - Applicant's response: the proposal was revised to introduce the use of bollards onsite to provide extra protection

- Concern about removal of mature trees and open space (the mature trees help create a noise buffer and add greenery to the area)
  - Applicant's response: redesigned the site to reduce the number of units from the original 27 in order to retain the majority of trees onsite and incorporate open space for active and passive recreation to improve the park-like atmosphere of the site
- Concern that the parcel is too small for the proposed tiny home village
  - Response: the site is sufficient for the proposal
- Suggestion that the development should be in Griesbach
  - Response: applicant was in contact with Canada Lands several times and has confirmed that there is no land available at this time in Griesbach

### **FEEDBACK FROM CITY LED ENGAGEMENT**

Once the application was formally submitted, advance notifications were sent out and 13 responses were received from community members. In general, the comments reflected the desire for this proposal to go in a different and in the respondent's opinions, a more suitable location. No comments were received regarding the built form and site layout. Comments included:

- Concern that this site is not suitable for development for various reasons: noisy; adjacent to one of only two accesses to the neighbourhood; should remain treed/open space; accidents/vehicles sliding off road onto site; Evansdale is a senior's neighbourhood who won't be able to help residents adjust
- Concern that this will result in decreased property values
- Concern with user group; there is already an issue with homelessness in the north end
- Concern that this location is too far from downtown thus removing the user group from the services and community that they already know
- Concern that the development will affect the dry pond which is used as a tobogganing hill (in response to this concern it was clarified that the site does not extend into the land used for the dry pond, nor will it take away the legal street parking option which is currently available)

The public engagement event was attended by 102 community members and feedback received was more varied. There was a general theme about the suitability of the location for the proposed program. There were several reasons identified in support of the location including proximity to services, transit, amenities and a strong connection between the north side and the veteran community. In contrast, several community members felt that this site is not suitable due to the same reasons identified above, as well as identifying the difficulty in crossing 153 Avenue NW to access westbound buses and concern that the location is not close enough to amenities. Several suggestions were received for more suitable locations. However, it was indicated that the application and associated review is for this current site, and that the applicant did a thorough search and identified this as the most suitable location.

The complete compilation of comments received from the engagement session can be found in Appendix 1: What We Heard Report.

### **CONCLUSION**

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

## **APPENDICES**

- 1 "What We Heard" Public Engagement Report
- 2 Application Summary

## WHAT WE HEARD REPORT

### Homes for Heroes - Evansdale Rezoning (LDA19-0519)

**PROJECT ADDRESS:** 9323 - 153 Avenue NW, 9404 - 152A Avenue NW, portion of 9103 - 153 Avenue NW

**PROJECT DESCRIPTION:** This application proposes to rezone this parcel of land from AG (Agricultural Zone) to DC2 (Site Specific Development Control Provision) to accommodate a tiny home village with a maximum of 21 dwellings, common outdoor amenity area and amenity building for residents.

Zoning governs the kinds and size of buildings allowed on a site but does not have bearing on who can live in a development. For this proposal, the applicant has been clear that their intended user group will be military veterans currently experiencing homelessness. This aspect does not factor into the review of the application.

Administration's role is to provide Council with a recommendation. The decision to approve/refuse the rezoning application is made by City Council at Public Hearing.

| TYPE OF ENGAGEMENT  | DATE                     | RESPONSES/ # OF ATTENDEES               |
|---|--------------------------|---|
| DC2 pre-application notification (sent from applicant)      | April 12, 2019           | 396 recipients                          |
| DC2 pre-application Public Open House (hosted by applicant) | May 8, 2019              | 69 attendees (as reported by applicant) |
| Notification that application was submitted                 | Mailed December 13, 2019 | 82 recipients; 13 responses             |
| Notification of Public Engagement Session                   | Mailed January 20, 2020  | 120 recipients                          |
| Public Engagement Session                                   | February 5, 2020         | 102 attended                            |

#### ABOUT THIS REPORT

The information in this report includes feedback gathered during and immediately following the February 5, 2020 public engagement session. Only feedback received during this event is summarized in this report. This report is shared with everyone who has emailed the file planner directly, and all attendees who provided their email address during the event on February 5, 2020. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed rezoning advances to Public Hearing this



report will be included in the information provided to City Council. Feedback received prior to this event is not included in this report, and will be summarized separately for City Council.

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## MEETING FORMAT

The meeting format was a drop-in engagement session where attendees were able to view display boards with project information and ask questions of City staff and the applicants.

Written feedback forms were made available for attendees to provide comprehensive feedback relating to the application. 52 forms with feedback were received. Additionally, 3 emails/forms related to the engagement session were received immediately after the engagement session and are also summarized in the report.

**The overall feedback from the comprehensive feedback forms can be summarized in three main opinions:**

- This is an awesome project, we need to give back to the veterans
- This is a good idea, but the veterans deserve a better location
- This is not a suitable land use

Participants were also invited to share their feedback on a “Graffiti wall” by offering general feedback. 69 sticky notes were received answering the following questions:

- What do you like about the proposal?
- What do you not like about the proposal?

The comments & questions that were received from both the forms and comment boards are summarized by main themes below. The frequency of similar comments made by participants are recorded in brackets following that comment.

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## WHAT WE HEARD

### Location:

- Location is suitable because:
  - Site is close to amenities (Dynalife, Dental, optometrists, Veteran’s Service Centre, Edmonton Operational Stress Injury Clinic (OSIs) in Northgate, Veterans Affairs on the base just up 97 Street) (2)
  - This is a perfect location (2)
  - Great use of a long neglected parcel of land
  - Strong connection between north side and veterans
  - Allows interaction with greater community
  - Public transit is easily accessed
- Location is not suitable because:
  - 153 Avenue is too busy/loud (19)
  - Site is too small (10)
  - Site should be preserved as green space/retain trees (8)

- Location is not close enough to amenities (medical facilities and services, shopping, bus connections) (5)
- Development will ruin the use of the toboggan hill beside the site (3)
- Difficult to cross 153 Avenue to access west-bound bus (2)
- Site is isolated and offers no privacy (2)
- More suitable locations would be:
  - Griesbach (8)
  - St. Olga Park (Evansdale-southeast of 88a St/150 Ave) (4)
  - Area near Eaux Claire bus station (2)
  - Closer to military personnel (2)
  - Dr. William Rowan Park (153 Ave/88a Street)

#### **Traffic / Parking/Road right-of-way**

- Concerns with traffic congestion on 153 Avenue/access onto 153 Avenue from 94a Street (27)
- Lack of parking for friends/visitors (8)
- 153 Ave & 94A Street intersection needs traffic signals/lights (6)
- Safety concerns with accessing 153 Ave & 94A street (2)
- Accessibility in the area is limited (2)
- Tobogganing hill adjacent to the site attracts a lot of families and therefore parking congestion issues
- Connect 88a Street and make it one-way south and 93 Street one-way north to slow traffic down
- Connect 93 Street to 153 Avenue
- Finish sidewalk along 152A Avenue on south side of site
- Move bus stop on south side of 153 Avenue about 100-150 metres to the east to allow visibility for drivers coming out of 94A Street

#### **Proposed Design**

- Eco-friendly and affordable solution (4)
- 300 sq.ft. is not big enough for a home (2)
- Project is visually pleasing
- Dense/tiny housing is good (2)
- Design is ugly
- Concerns about plaques attracting too much attention/tourism
- Use an on-demand water heater to reduce power use

#### **Proposed Use**

- Project helps to integrate well serving and deserving veterans into our community (28)
- In favour of the Homes for Heroes program (15)
- Veterans deserve a better place than what is proposed (14)
- Concerns with social safety/crime in the area (7)
- Concerned with who is responsible if something happens with the residents
- Homes for Heroes should have a volunteer information station
- Grows the community in a positive way
- Project helps to reduce homelessness

- There are already 'projects' here
- Proposal is unambiguously good
- Counselling is good

#### **Consultation**

- Wonderful example of consultation, cooperation and collaboration (3)
- Did not receive any notice of this event (2)
- Feels there was not enough consultation (2)
- Great incorporation of feedback (3)
- Confusion why the community held an event before this engagement session was held to provide information about the proposal
- Applicant is not compassionate to resident's concerns
- Would rather have had a town hall style meeting

#### **Financial Aspects**

- Concerns with depreciating property values (4)
- Proponent should pay taxes for the site
- Responsible costed option
- City only wants revenue

#### **Other**

- Get this built! (7)
- Project is taking too long to complete
- Project is a hand up not a hand out
- Concerns with drainage in the area

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### **ANSWERS TO SPECIFIC QUESTIONS WRITTEN ON FEEDBACK FORMS**

#### **1. Why was this location chosen and what constraints are there from pursuing other locations?**

Administration has been directed by Council to invest capital grants and/or land to mobilize the construction of 2,500 units of affordable housing across the city through the Updated Affordable Housing Investment Plan. This work is done in partnership with non-profit housing providers who build and operate affordable housing needed by over 50,000 Edmonton households who are in core housing need.

Homes for Heroes approached the City requesting support through the provision of land for a nominal fee and provided several selection criteria for the land search. Those criteria included:

- Parcels of land available to be donated/for lease/or for purchase
- A lease term of no less than 10 years
- Minimum of 0.5-2.0 acres of developable area
- Located within or close to city centres with access to services and public transit
- Easily serviceable
- Preferably appropriately zoned

After searching for City-owned land using the above selection criteria, Administration located several options that were reviewed jointly with the Homes for Heroes Foundation to determine the most appropriate fit. Although Administration was unable to find a site that met all of the above criteria (primarily because a standard zone does not exist for this type of development) the site in Evansdale was determined by both parties to be the most appropriate given its proximity to transit, goods and services, cultural gathering spaces, and the Operational Stress Injury Clinic which offers specialized outpatient programs that serve veterans and their families. While the Griesbach historical base lands are mostly owned by the Federal government and not identified as available for this project, the proximity of this site to the former base is symbolic of the relationship between the Homes for Heroes veterans village and Edmonton's military history.

2. Has Canada Lands been approached about providing land?

The applicant has approached Canada Lands and has been told that no land was available for their project.

3. Is the proposal final?

The applicant, Homes for Heroes, heard feedback at the event and will be provided with this report. It is still possible at this point for the applicant to make revisions to the proposal based on the feedback. The proposal is still in the application stage, and no decision has been made. All rezoning applications are decided by City Council at a Public Hearing, and the date for this hearing is yet to be determined.

4. When is construction expected to begin?

Construction timelines are not yet determined, as the land is not zoned for this use. If City Council approves the rezoning, there are still some permits and planning that needs to happen.

5. What sort of screening is done for the homeless veterans coming in?

This application is to rezone a property, and zoning governs the kinds of buildings allowed on a site (eg. house, townhouse, apartment, etc) but does not have bearing on who can live in a development. Information on the operation of the program does not factor into this rezoning discussion.

This means that we cannot provide information on the operation of a private development, as there is nothing tying the operation to the rezoning decision. That being said, the Homes for Heroes Foundation has indicated that they will be partnering with a local social agency (likely the Mustard Seed, but this is yet to be finalized) to operate the site. The Mustard Seed is a long serving organization of families and individuals living in poverty in Edmonton. The Mustard Seed has a strong understanding of the services and supports needed by individuals who have been homeless as they transition into housing, including consideration of transportation needs and community connections. Individuals who have experienced homelessness find housing in different neighbourhoods all over the city.

6. Where is everyone going to park?

It is expected that most of the tenants will not have vehicles. The parking provided is mostly expected to serve onsite staff and visitors, and is considered suitable through technical review.

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If you have questions about this application please contact:

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## APPLICATION SUMMARY

### INFORMATION

|                                   |  |
|-----------------------------------|--|
| Application Type:                 | Rezoning   |
| Charter Bylaw:                    | 19296  |
| Location:                         | South of 153 Avenue NW and east of 94a Street NW   |
| Addresses:                        | 9404 152A Avenue NW and 9323 & 9103 153 Avenue NW  |
| Legal Description(s):             | Lot 13A, Block 1, Plan 2597NY<br>Lot 13, Block 1, Plan 6215V<br>Portion of Lots 11-12, Block 1, Plan 6215V |
| Site Area:                        | 0.33 hectares  |
| Neighbourhood:                    | Evansdale  |
| Notified Community Organizations: | Evansdale Community League<br>Area 17 Council of Community Leagues   |
| Applicant:                        | Homes for Heroes Foundation  |

### PLANNING FRAMEWORK

|                  |   |
|------------------|---|
| Current Zone:    | (AG) Agricultural Zone                            |
| Proposed Zone:   | (DC2) Site Specific Development Control Provision |
| Plan in Effect:  | None  |
| Historic Status: | None  |

|              |                       |
|--------------|-----------------------|
| Written By:  | Heather Vander Hoek   |
| Approved By: | Tim Ford              |
| Branch:      | Development Services  |
| Section:     | Planning Coordination |