



## ADMINISTRATION REPORT REZONING APPLICATION GLENORA

### 10342 138 Street NW

To allow for Row Housing.



### RECOMMENDATION AND JUSTIFICATION

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

- represents an over-development of the site;
- does not provide appropriate interior setback to the adjacent property; and
- is located within the interior of the neighbourhood, away from arterial and collector roads, where higher intensity row housing would be appropriate.

## THE APPLICATION

1. CHARTER BYLAW 19053 to amend the Zoning Bylaw to rezone the subject site from (RF1) Single Detached Residential Zone to (RF5) Row Housing Zone. The stated intent of the applicant is to develop approximately 4 units of Row Housing.

In May 2019, an application was submitted to rezone the subject site to (UCRH) Urban Character Row Housing Zone with the intention of developing approximately four units of Row Housing. The (MNO) Mature Neighbourhood Overlay does not apply to the (UCRH) Zone, and therefore, would have allowed for an increased height of 12.0 m and minimal setbacks and stepbacks, inconsistent with the surrounding neighbourhood context. Administration advised against the application and expressed concern over the application of the UCRH Zone on this site and not allowing for sensitive infill on the interior of the neighbourhood.

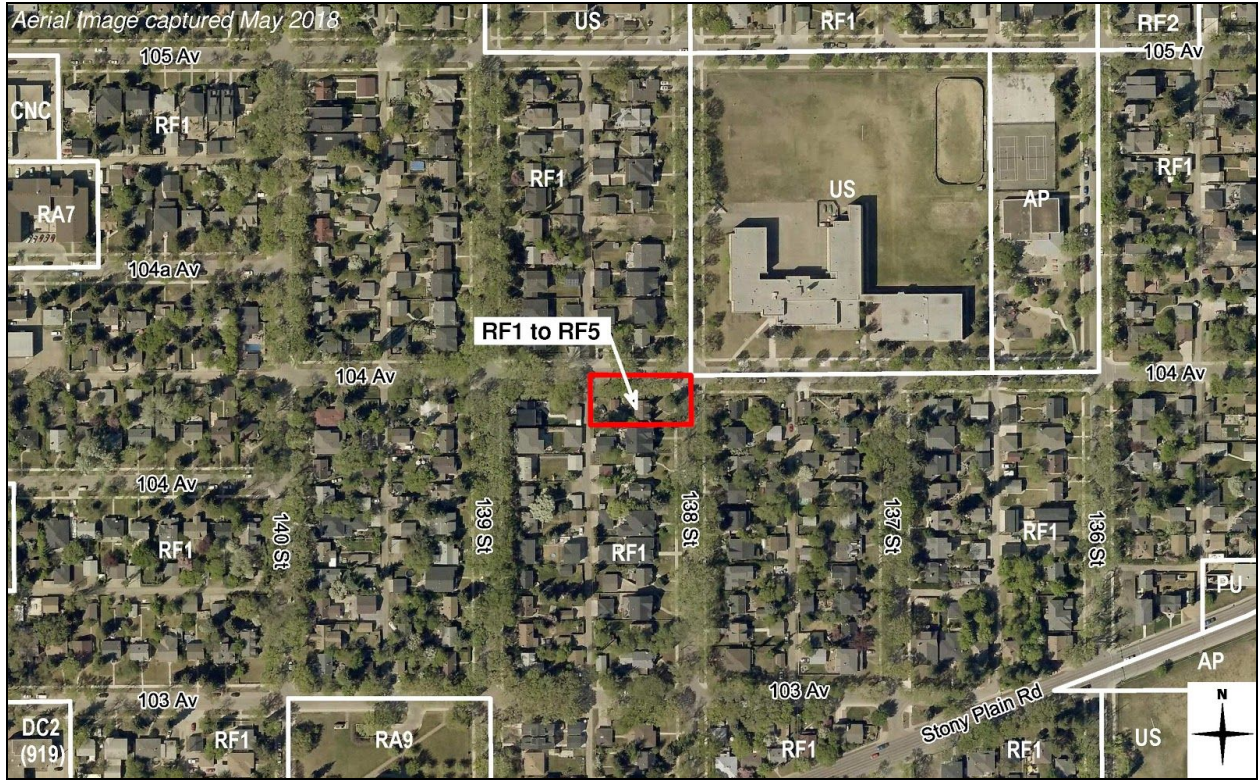
Additionally, circulation comments provided by both EPCOR Water and Fire Rescue Services required extensive infrastructure upgrades to accommodate the potential development as allowed for under the (UCRH) Zone. Administration again expressed concerns with the proposed (UCRH) Zone at this location, especially without the additional contextual transitions prescribed within the MNO.

The applicant decided to revise their application to rezone the site to the (RF5) Row Housing Zone. This addressed the prohibitive cost of infrastructure upgrades but did not address the Administration's concerns over the increased height and reduced setback as also permitted in the (RF5) Zone.

While this application represents an improvement over the previous application for this site, the increased height and decreased interior setback do not allow for a sensitive infill development within the interior of a neighbourhood.

## SITE AND SURROUNDING AREA

The site area is approximately 650 m<sup>2</sup> and consists of one standard sized lot. It is in the interior of the Glenora Neighbourhood, on the corner of 138 Street and 104 Avenue. The corner lot, with lane access, is adjacent to a single detached house to the south. Currently occupying the site is a single detached house.



AERIAL VIEW OF APPLICATION AREA

	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	(RF1) Single Detached Residential Zone	Single Detached House
<b>CONTEXT</b>		
North	(RF1) Single Detached Residential Zone	Single Detached House
East	(RF1) Single Detached Residential Zone	Single Detached House
South	(RF1) Single Detached Residential Zone	Single Detached House
West	(RF1) Single Detached Residential Zone	Single Detached House



VIEW LOOKING SOUTHWEST, FROM 104 AVENUE NW



VIEW LOOKING WEST, FROM 138 STREET NW



## PLANNING ANALYSIS

The stated intent of the applicant is to develop a four unit row house with detached garages off the rear lane. Although the applicant has proposed four units, according to the site area and setbacks, as regulated by the RF5 Zone and MNO, only three Units would be achievable without variances. The applicant has been made aware of this and has indicated they intend to pursue variances at the development permit stage to achieve four dwellings.

As amended on August 26, 2019, the (RF5) Zone allows for an interior setback of 1.2 metres and a height of 10.0 Metres. In Administration's opinion this does not allow for a sensitive transition and does not respond to the context of surrounding development.

This site, which is kitty-corner to Westminster School and Glenora Park, is suitable for sensitive Row Housing development. Administration has supported the application of the (RF3) Small Scale Infill Development in similar locations. On this site, the RF3 Zone has a maximum Height of 8.9 metres and an interior Side Setback of 3.0 metres. Small scale infill housing, such as Row Housing, under the RF3 zone is considerably more sensitive on corner lots on the interior of neighbourhoods.

	<b>RF3 (Recommended)</b>	<b>RF5 (Proposed)</b>
<b>HEIGHT</b>	8.9 m	10.0 m
<b>SITE COVERAGE</b>	45%	50%
<b>FRONT SETBACK</b>	20%	20%
<b>REAR SETBACK</b>	40% (site depth)	40% (site depth)
<b>SIDE SETBACK(S)</b>	Exterior: 20% (site width) Interior: 3.0 m	Exterior: 3.0 m Interior: 1.2 m

COMPARISON OF RF3 vs RF5 ZONES

## LAND USE COMPATIBILITY

The site is within the Mature Neighborhood Overlay (MNO) which is designed to ensure that infill development, such as row housing, is sensitive to its surrounding context. Although the MNO applies to the RF5 zone, recent amendments to the RF5 Zone, increased the allowable height the increased Height from 8.9 metres to 10.0 metres despite the MNO. This, combined with the decreased interior setback of 1.2 metres, as compared to the RF3 Zone, does not provide appropriate transitioning to the single detached house to the south of the subject site.

## APPLICABLE GUIDELINES

### Residential Infill Guidelines (RIGs)

These guidelines contain policies meant to ensure that infill developments are done so in contextually respectful and sensitive manners within the City's mature neighbourhoods. The RIGs provide guidance as to where particular built form typologies may be most appropriate. According to the RIGs, this location, being a corner site is appropriate for Single Detached, Semi-detached, and Duplex housing. Row Housing is directed to be on sites which are directly across from and facing school or park sites. This site is crosswise from the Westminster School and Glenora Park representing a minor deviation from the Guidelines in terms of appropriate locations for Row Housing. The proposed RF5 Zone exacerbates the deviation by permitting a higher intensity form of Row Housing, increasing Height and Site Coverage permissions while reducing the Interior Setbacks.

Although non-compliant with the RIGs, Administration is supportive of a more sensitive form of Row Housing at corner locations such as the subject site. This could be achieved through the RF3 Zone.

## TECHNICAL REVIEW

### DRAINAGE AND UTILITIES

Following an Infill Site Assessment by Fire Rescue Services, it was concluded that existing on-street fire protection infrastructure is sufficient for development within the RF5 or RF3 Zones. The increased Height allowed in the UCRH Zone, increases the requirement for water infrastructure upgrades.

All comments from affected City Departments and utility agencies have been addressed. Administration is supportive of a more sensitive form of Row Housing at this location. This could be achieved through the RF3 Zone.

## PUBLIC ENGAGEMENT

The table below summarizes all consultation steps taken and general topics that were discussed.

<b>ADVANCE NOTICE</b> (for the UCRH application) June 17, 2019	<ul style="list-style-type: none"> <li>● Number of recipients: 28</li> <li>● Number of responses in support: 0</li> <li>● Number of responses with concerns: 51</li> <li>● Common comment themes:                             <ul style="list-style-type: none"> <li>- Concerned with location, height, density, setbacks, and privacy to neighbouring properties</li> <li>- Uncharacteristic with surrounding homes and</li> </ul> </li> </ul>
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	<p>neighbourhood context</p> <ul style="list-style-type: none"> <li>- Violates principles of the MNO and does not align with UCRH intent</li> <li>- Concerned about sun/shadow impacts</li> <li>- Concerned about parking and traffic</li> <li>- Site is more suitable for semi-detached/duplex development</li> <li>- Unfavourable impacts on existing infrastructure (water, sewage, drainage)</li> <li>- Concerned about decreased green space and impacts on drainage/flooding</li> <li>- Concerned about removal of mature trees</li> <li>- Concerned about safety issues with proximity to school, bike lanes, and ongoing construction</li> <li>- Impacts to property values</li> <li>- This would not provide for an affordable or family friendly development</li> <li>- This type of development will set precedent for future developments</li> <li>- Would benefit the developer at the expense of the community</li> <li>- Developer has indicated to community that he plans to maximizing on variances with no regard to impact on neighbouring properties/homeowners</li> <li>- Would like to see an ARP for Glenora with the addition of the West Valley Line LRT</li> <li>- Infill should not be allowed in Glenora</li> <li>- Crime has increased in community</li> </ul>
<p><b>ADVANCE NOTICE</b> (for the RF5 application) August 8, 2019</p>	<ul style="list-style-type: none"> <li>● Number of recipients: 28</li> <li>● Number of responses in support: 0</li> <li>● Number of responses with concerns: 14</li> <li>● Common comment themes: <ul style="list-style-type: none"> <li>- RF5 is just as bad as the original application</li> <li>- Concerned about the changes to height in the RF5 zone</li> <li>- Concerned with location, height, density, setbacks, and privacy to neighbouring properties</li> <li>- Developments such as this should remain on arterial and collector roads</li> <li>- Uncharacteristic with surrounding homes and neighbourhood context</li> <li>- Concerned about sun/shadow impacts</li> <li>- Concerned about parking and traffic</li> <li>- Site is more suitable for semi-detached/duplex development</li> <li>- Unfavourable impacts on existing infrastructure (water, sewage, drainage)</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>- Concerned about decreased green space and impacts on drainage/flooding</li> <li>- Concerned about safety issues with proximity to school, bike lanes, and ongoing construction</li> <li>- Impacts to property values</li> <li>- Concerned about the future LRT line and its impacts</li> <li>- This would not provide for an affordable or family friendly development</li> <li>- This type of development will set precedent for future ones</li> <li>- This development would benefit the developer at the expense of the community</li> <li>- Concerned about loss of mature trees</li> <li>- Concerned about oversaturation of infill developments and densification in Glenora</li> <li>- Concerned about damages to property due to ongoing construction</li> <li>- Should remain RF1, only suitable for a single family home</li> </ul>
<b>WEBPAGE</b>	<a href="http://edmonton.ca/glenora">edmonton.ca/glenora</a>

## CONCLUSION

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

## APPENDICES

- 1 Residential Infill Guidelines Analysis
- 2 Application Summary

## RESIDENTIAL INFILL GUIDELINES ANALYSIS

This application was reviewed for conformance to the recommendations for (E8) Row Housing (up to 5 units), based on the stated applicant intent and absence of an overarching area plan. A breakdown is provided indicating if a particular guideline is met or not.

### LOCATION AND DISTRIBUTION

Guideline	Conformance	Planner Comments
<p>Small Scale Row Houses of five units or less may be located:</p> <ul style="list-style-type: none"> <li>a. On the edges of the neighbourhood, where the block face fronts onto an arterial or service road;</li> <li>b. On lots that flank onto an arterial or service road, providing that frontage on the primary local street does not exceed 30 metres.</li> <li>c. Directly across from and fronting neighbourhood school or park sites, except in neighbourhoods where there is a large site within the interior of the neighbourhood that may be redeveloped to include row housing or where zoning for low rise apartments already extends one block or more beyond the perimeter arterials into the interior of the neighbourhood;</li> <li>d. On sites flanking commercial sites and apartments;</li> <li>e. On corner sites in neighbourhoods that are zoned RF3;</li> <li>f. On large sites within mature neighbourhoods for which comprehensive plans have been prepared.</li> </ul>	<b>No</b>	<p>The proposal is located in the interior of the neighbourhood along two local roads.</p> <p>The proposed site is located across the corner from Westminster School, but not across the street.</p> <p>The site is surrounded by single detached residential in all four directions.</p>



All Row House units should have direct access to a lane or service road from which parking can be accessed.	<b>Yes</b>	The site abuts a lane to the rear (west).
Small Scale Row Houses should not front onto a flanking street, except where the flanking street is an arterial roadway or service road	<b>No</b>	The proposal is abutting two local roads and is proposed to front the flanking street (104 Avenue NW)

## BUILT FORM AND DESIGN

Guideline	Conformance	Planner Comments
To minimize visual impact on and maximize integration with the existing neighbourhood Small Scale Row Houses should:  a. Incorporate fundamental design elements and proportions found within the neighbourhood; and,  b. Be constructed with durable, quality materials which are similar or complimentary to those found within the neighbourhood.	<b>No</b>	The height under the RF5 zone (10 m) is out of character within the interior of the neighbourhood.  Individual design elements and construction materials used are not under the purview of the rezoning application for this proposal.
Building mass should be arranged to minimize shadowing and to optimize access to sunlight on adjacent properties.	<b>No</b>	Increased height and site coverage, as allowed for under the RF5 and MNO, are more suitable along the exterior of the neighbourhood.
Privacy of adjacent dwellings should be maintained through careful placement of windows, doors and patios.	<b>N/A</b>	Individual design elements and specific placement are not under the purview of the rezoning application for this proposal.
Façades should be designed to articulate the individual units in keeping with surrounding single detached character. This may be accomplished by:	<b>Yes</b>	Facade articulation requirements provided in the Mature Neighborhood Overlay (MNO) are

<p>a. Using a three dimensional recess or projection that highlights the identity of the individual units at the point where dwelling units are separated internally; and,</p> <p>b. Using entrance features, roofline features, or other architectural elements.</p>		structured to address signifying individual unit separation.
Total building length for a Small Scale Row House development should not exceed 48 metres.	<b>Yes</b>	Lot dimensions, setback, and coverage requirements limit development from reaching the maximum permitted length.
Each unit should have individual front door access to the street.	<b>N/A</b>	Individual design elements and specific placement are not under the purview of the rezoning application for this proposal.
Row Housing units that are developed on flanking lots should be designed to “address” both the flanking and fronting streets.	<b>N/A</b>	Individual design elements are not under the purview of the rezoning application for this proposal.

## SITE DESIGN AND STREETScape

<b>Guideline</b>	<b>Conformance</b>	<b>Planner Comments</b>
The site should be landscaped in accordance with an approved Landscape Plan.	<b>Yes</b>	Landscape Plans are required under Section 55 of the Zoning Bylaw.
<p>The Landscape Plan should:</p> <p>a. Include an assessment of mature trees on the site; and,</p> <p>b. Provide for their retention to the greatest extent possible.</p>	<b>Yes</b>	Landscape Plan content requirements are provided under Section 55 of the Zoning Bylaw.

The site design should contribute to the privacy of adjacent homes through the use of fencing, screening and landscaping.	<b>Yes</b>	Fencing, screening, and privacy requirements are provided under Section 49 of the Zoning Bylaw.
All Small Scale Row Houses should be oriented toward the primary fronting street.	<b>No</b>	Orientation of the proposal is facing 104 Avenue, the flanking street.
Where Row Housing is developed on flanking lots, the lot should have an adequate width (min. 20m) to provide each unit with a private outdoor amenity area, and to maintain privacy and sunlight on the adjacent property	<b>No</b>	Lot width was measured to be at approximately 15.24m, short of the suggested 20m minimum.
A generally similar unit form should not be repeated more than five times on a block front.	<b>Yes</b>	As there are no other row housing units along this block, the form shall not be repeated.
Private outdoor amenity space, preferably located at the rear of the unit, should be available to all units.	<b>Partial</b>	Amenity space is provided for under Section 46 of the Zoning Bylaw. Orientation of the amenity space under Section 46 is not required to be provided at the rear of the unit. The proposed amenity space is located west of the principal dwellings and east of the proposed garage(s).
Minimum setbacks and yard requirements should not be relaxed next to arterials.	<b>N/A</b>	<p>The proposed location is not situated next to arterial streets.</p> <p>The proposal is required to adhere to minimum setback and yard requirements as outlined in the (RF5) Zone and Mature Neighborhood Overlay (MNO).</p>

## PARKING

Guideline	Conformance	Planner Comments
Sufficient onsite parking should be provided for all units as required by the Zoning Bylaw	Yes	Parking requirements are provided for under Section 54 of the Zoning Bylaw.
Parking should be accessed from the adjacent lane	Yes	Mature Neighborhood Overlay (MNO) requirements stipulate parking access to occur from the adjacent (rear) lane.
Parking should be provided at the rear of the building.	Yes	Mature Neighborhood Overlay (MNO) requirements stipulate parking access to occur from the adjacent (rear) lane.  Section 45 of the Zoning Bylaw prohibits vehicle storage at the front under the parameters established by the MNO requirements.
A parking garage should not exceed 12 metres in width.	N/A	Specific accessory building design requirements are not under the purview of the rezoning application for this proposal.  Accessory building coverage is required to adhere to the maximum site coverage parameters established under the (RF3) Zone.

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Rezoning
Charter Bylaw:	19053
Location:	Southwest corner of 104 Avenue NW and 138 Street NW
Address:	10342 - 138 Street NW
Legal Description:	Lot 10, Block 96, Plan 3875P
Site Area:	650 m <sup>2</sup>
Neighbourhood:	Glenora
Notified Community Organizations:	Glenora Community League
Applicant:	Situate

### PLANNING FRAMEWORK

Current Zone and Overlay:	(RF1) Single Detached Residential Zone (MNO) Mature Neighborhood Overlay
Proposed Zone and Overlay:	(RF5) Row Housing Zone (MNO) Mature Neighborhood Overlay
Plan in Effect:	None
Historic Status:	None

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