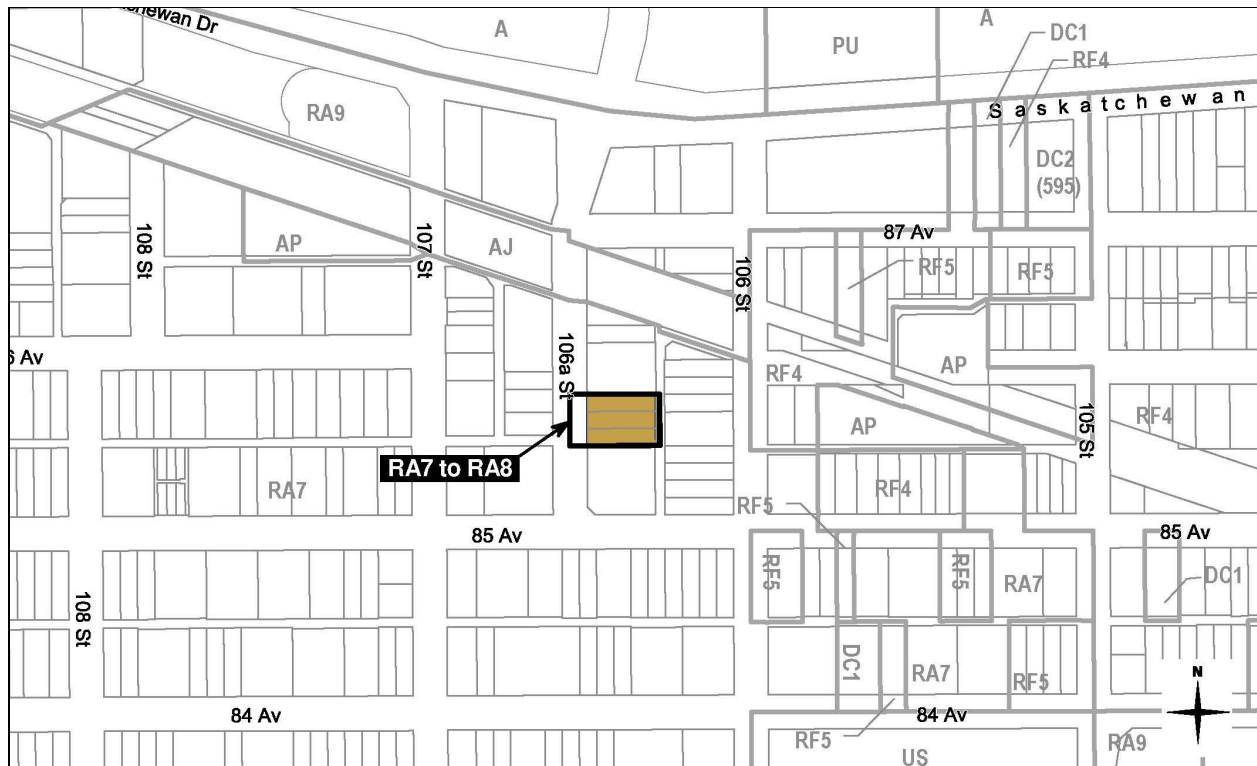




## ADMINISTRATION REPORT REZONING, PLAN AMENDMENT STRATHCONA

### 8515, 8521 & 8523 - 106A STREET NW



**Recommendation:** That Bylaw 19534 the Garneau Area Redevelopment Plan and Charter Bylaw 19535 to amend the Zoning Bylaw from (RA7) Low Rise Apartment Zone to (RA8) Medium Rise Apartment Zone be APPROVED.

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

- it proposes a moderate increase in building mass on a site already zoned for low rise apartment buildings;
- respects the height transition in the Garneau Area Redevelopment Plan; and
- locates a mid rise building near to the University of Alberta and local amenities.

## Report Summary

This land use amendment application was submitted by Michael de Wolf of L7 Architecture on April 14, 2020. This application proposes to change the designation of three parcels from the (RA7) Low Rise Apartment Zone to the (RA8) Medium Rise Apartment Zone to allow for:

- a residential building with limited commercial opportunities at ground level;
- a maximum building height of 23 metres (an increase from the current maximum of 16 metres); and
- a maximum building floor area of approximately 4,001 square metres, based on a floor area ratio (FAR) of 3.3.

This proposal is in alignment with the applicable policies of CityPlan by promoting compact, mixed use development within close proximity to a major node.

The proposal also generally aligns with the Garneau Area Redevelopment Plan which designates the site as appropriate for medium density housing. However, an amendment to Policy 2.1 and the area of application of the RA8 zone use within the plan is required to allow for 6 storey development on this site. Amendments to three land use maps are also required as part of this application.

## The Application

1. BYLAW 19534 to amend Policy 2.1 and the "area of application" for the RA8 Zone in the Garneau Area Redevelopment Plan. Policy 2.1 of the Garneau Area Redevelopment Plan currently limits development within Sub-Area 2 of the plan to Apartments with a maximum height of 4 storeys, and stacked row housing. This policy is proposed to be amended to allow for development of up to 6 storeys at 8515, 8521 & 8523 - 106a Street NW. This site will also be added to the list of sites the RA8 Zone may be applied to in Section 5 of the ARP.

Three maps are also proposed to be amended to reflect the change in zoning as follows:

- Schedule C, General Land Uses, would redesignate the site from "Special Public Service" to "Medium Rise Apartments;"
  - Schedule J, Detailed Land Use Sub Area 2, would redesignate the site from "Low Rise Apartment" to "Medium Rise Apartment;" and
  - Schedule Q, Proposed Zoning, would redesignate the site from the (RA7) Low Rise Apartment Zone to the (RA8) Medium Rise Apartment Zone.
2. CHARTER BYLAW 19535 to change the zoning from the (RA7) Low Rise Apartment Zone to the (RA8) Medium Rise Apartment Zone. The proposed RA8 Zone would allow for a 23 metre high (approximately 6 storey) residential building with limited commercial opportunities at ground level, such as Health Services, Convenience Retail Stores and Specialty Food Services.

This application was originally scheduled for presentation to Council on January 26, 2021 where Council made a motion to refer the application to the April 20, 2021 Public Hearing as follows:

*That Bylaw 19534 and Charter Bylaw 19535 be referred to Administration to incorporate amendments to Schedules within The Garneau Area Redevelopment Plan with appropriate engagement and return to a future City Council Public Hearing.*

In response to this motion, Administration hosted an online public engagement session through the Engaged Edmonton website from February 15, to March 1, 2021 to provide additional information on the proposal and collect additional feedback from the community regarding the application. This engagement session, and associated comments, are summarized in Appendix 2 of this report. Amendments were prepared to amend three Schedules within the Garneau Area Redevelopment Plan which are summarized in Bylaw 19534 above.

## Site and Surrounding Area

The site consists of three lots located north of 85 Avenue on 106a Street NW within the Strathcona neighborhood. The surrounding area is predominantly zoned (RA7) Low Rise Apartment Zone and consists of low rise apartments and single detached houses with high rise towers are located a block to the north on Saskatchewan Drive, zoned (RA9) High Rise Apartment Zone and (DC2) Site Specific Development Control Provision. Nearby park amenities include access to the River Valley from Saskatchewan Drive and the Strathcona Rail Community Garden 100 metres to the east.



AERIAL VIEW OF APPLICATION AREA

<b>SUBJECT SITE</b>	• (RA7) Low Rise Apartment Zone	• Three single detached dwellings
<b>CONTEXT</b>		



North	<ul style="list-style-type: none"> <li>• (RA7) Low Rise Apartment Zone</li> </ul>	<ul style="list-style-type: none"> <li>• Two 4-storey residential apartment buildings</li> </ul>
East	<ul style="list-style-type: none"> <li>• (RA7) Low Rise Apartment Zone</li> </ul>	<ul style="list-style-type: none"> <li>• Two 3-storey apartment buildings</li> <li>• Three single detached dwellings</li> </ul>
South	<ul style="list-style-type: none"> <li>• (RA7) Low Rise Apartment Zone</li> </ul>	<ul style="list-style-type: none"> <li>• 3-storey residential apartment building</li> </ul>
West	<ul style="list-style-type: none"> <li>• (RA7) Low Rise Apartment Zone</li> </ul>	<ul style="list-style-type: none"> <li>• 3-storey residential apartment buildings</li> <li>• Single detached dwellings</li> </ul>



VIEW OF SITE LOOKING EAST FROM 106a STREET NW

## Planning Analysis

### LAND USE COMPATIBILITY

The site and surrounding area is currently zoned (RA7) Low Rise Apartment Zone which allows for residential development up to 16.0 m in height, or approximately 4 storeys. Permitted and Discretionary Uses (including commercial uses) within the proposed RA8 zone are the same as in RA7, as are other regulations such as setbacks, stepbacks, and design details. As a result, the land use change being considered with this application can be generalized as a request to increase development intensity on these lots by approximately 2 storeys and 0.7 floor area ratio.

Directly adjacent to the property are two existing low rise apartment buildings with a modern four storey building to the north, and a three storey walk up to the south. Transitions to and from these properties are managed through setbacks and a stepback above 10.0 m in height

(approximately above the 3rd storey) which is comparable to the heights of these adjacent buildings.

The transition across 106a Street NW, to the west, where there are Single Detached Houses, constructed within the RA7 zone, is the most abrupt transition. Regulations for the design of the facade that faces these houses are the same between the existing and proposed zones with ground level units having entrances oriented towards the street and other features intended to provide a pedestrian friendly interface. In addition, the 20 metre width of the avenue with mature boulevard trees on both sides provides a good buffer between the two land uses.

It is concluded that the additional height, while creating slightly longer shadows, is not a significant change in scale or building form and will not result in noticeably different land use impacts on surrounding properties.

## RA7 & RA8 COMPARISON SUMMARY

	<b>RA7</b> <i>Current</i>	<b>RA8</b> <i>Proposed</i>
<b>Principal Building</b>	Multi-Unit Housing	Multi-Unit Housing
<b>Height</b>	16.0 m	23.0 m
<b>Floor Area Ratio</b>	2.3 - 2.5	3.0 - 3.3
<b>Density</b>	Minimum: 45 du/ha Maximum: None	Minimum: 75 du/ha Maximum: None
<b>Setbacks</b> North South Lane - East 106a Street - West	1.2 m <sup>1</sup> 1.2 m <sup>1</sup> 7.5 m 4.5 m	1.2 m <sup>1</sup> 1.2 m <sup>1</sup> 7.5 m 4.5 m
<b>Commercial Uses Permitted</b>	Limited uses permitted at grade.	Limited uses permitted at grade.
Notes:		
<sup>1</sup> Setback is increased to 3.0 m over 10.0 m in height to create a stepback from the adjacent properties.		

## PLANS IN EFFECT

### Garneau Area Redevelopment Plan

The overall development concept of the Garneau Area Redevelopment Plan (ARP), adopted in 1982, is designed to accommodate city growth through redevelopment while ensuring it is

compatible with the existing residential character of the neighbourhood. The general policies of the ARP manage this growth by restricting high rise development to the north and east edges of the neighbourhood (Policy G.3) and managing an appropriate transition from high rise to low rise apartment buildings. This is reflected through Policy G.4 which graphically shows the intended transition in height below.

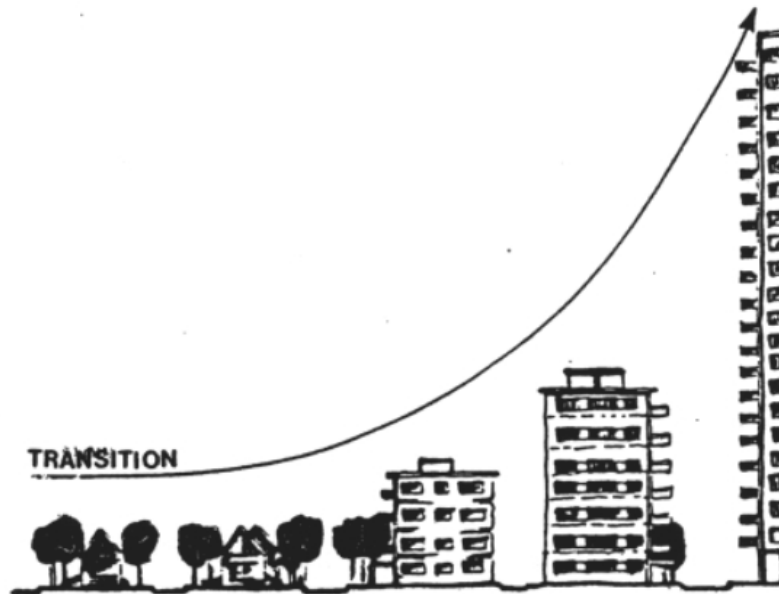


IMAGE FROM THE GARNEAU ARP SHOWING APPROPRIATE TRANSITION IN HEIGHTS

While this site does not share a property line with a high rise tower, the general intent of this transition policy is maintained due to the property's proximity to tower development, just north of the rail right-of-way, and the surrounding RA7 zoning.

This site is located within Sub-Area 2 of the ARP which is described as "primarily a medium density residential zone" where "walk up apartment buildings predominate with pockets of single family dwellings interspersed among them." This sub-area has high rise apartment buildings located north on Saskatchewan Drive overlooking the river valley.

The plan describes this area as appropriate for medium density development, and encourages diversity in housing, but the policies which govern this sub-area restrict development to 4 storey apartments or stacked row housing. The (RA7) Low Rise Apartment Zone is applied to the majority of the properties within Sub-Area 2. This is demonstrative of the more modest definition of "medium density development" when the Garneau ARP was written compared to current expectations of medium density.

This application does propose to amend policy 2.1 to allow for 6 storey development, however; it is important to note that the general residential policies of the ARP would still be maintained. This site is located approximately 40 metres from the rail right-of-way which is intended to be a break between high rise buildings located on Saskatchewan Drive and the interior of the neighbourhood which allows for the development of low rise apartments (See Appendix 1 for

Context Map). This is in addition to adding this site to the area of application for the RA8 zone in Section 5 of the ARP.

Allowing for 6 storey development on this site would meet the land use objectives of Sub Area 2 as well as be in alignment with the general policies of the Garneau ARP.

While this application conforms with the policy statements in the Garneau ARP, an amendment is required to update Schedule J to redesignate this site as a Medium Rise Apartment, and to update to land use maps (Schedules C and Q) to reflect the proposed rezoning as outlined in The Application section at the beginning of this report.

### **Residential Infill Guidelines**

The Residential Infill Guidelines (RIG) consider buildings from five to eight storeys to be Mid Rise Apartments. According to the RIGs, Mid Rise Apartment buildings should be located in the City's key activity centres, areas adjacent to LRT Stations or at existing regional, or community level shopping centre sites. Exceptions are made for "Large Sites" that are over one hectare in size or on other sites where the specific context of the site warrants consideration of Mid Rise buildings. These would be sites that have direct access to an arterial or collector road, and are isolated from small scale residential development by other land uses such as existing medium/large scale residential development, commercial development, a large park site or natural area. This site does not align well with this locational criteria except for its proximity to the University of Alberta.

Administration recognizes that the locational criteria for Mid Rise Apartments in the Residential Infill Guidelines is likely too restrictive, when there are multiple high rise developments within a block north of the site. As such, these guidelines are not an effective reference tool in this case. Aside from locational guidelines, the proposed RA8 Zone aligns fairly well with the guidelines for parking, built form and design and site design and streetscape.

### **CITYPlan Alignment**

CityPlan, the new Municipal Development Plan, provides high level policy for the long term growth of Edmonton. One key piece of this plan is to accommodate all of this future growth within Edmonton's existing boundaries, with no further annexations or expansions. To do this, 50% of all new residential units are intended to be created at infill locations, focusing on key nodes and corridors.

The University-Garneau area is identified as one of six Major Nodes located across the city. While there are no specific boundaries identified for these Major Nodes, they are considered to be approximately 2 km across. Located 1.3 km from the University of Alberta Campus, this site is within close proximity of this major node.

From a high level policy perspective, it is concluded that this proposed mid-rise building is in support of the infill objectives of the City Plan.

## Technical Review

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

## Community Engagement

<p><b>ADVANCE NOTICE</b> May 4, 2020</p>	<ul style="list-style-type: none"> <li>• Number of recipients: 61</li> <li>• Number of responses with concerns: 8</li> <li>• Common comments included: <ul style="list-style-type: none"> <li>o General opposition to proposal</li> <li>o Concerns regarding height</li> <li>o Out of character for neighbourhood</li> <li>o Impacts to property values</li> <li>o Shadow impacts on surrounding properties</li> <li>o Parking and traffic concerns</li> <li>o Site not suitable for commercial uses</li> <li>o Concerns regarding noise</li> <li>o Impacts to City trees</li> <li>o Damage and noise from construction</li> </ul> </li> </ul>
<p><b>PUBLIC ENGAGEMENT SESSION (ENGAGED EDMONTON WEBSITE)</b> February 15, 2010 to March 1, 2021</p>	<p><a href="https://engaged.edmonton.ca/106aStreetRA8">engaged.edmonton.ca/106aStreetRA8</a></p> <ul style="list-style-type: none"> <li>• Aware: 135</li> <li>• Informed: 44</li> <li>• Engaged: 30</li> <li>• Opposed: 26</li> <li>• Support: 20</li> <li>• No position: 1</li> <li>• Common comments included: <ul style="list-style-type: none"> <li>o General opposition to proposal</li> <li>o Concerns the proposal is not in character with the neighbourhood</li> <li>o General support of the proposal</li> <li>o Proposal would provide more housing that is affordable to attract families</li> <li>o The proposal is not consistent with the Garneau ARP</li> <li>o Proposal does not create an appropriate transition</li> </ul> </li> <li>• See Appendix 2 for a full "What We Heard" Report</li> </ul>



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**WEBPAGE**

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[edmonton.ca/StrathconaPlanningApplications](https://edmonton.ca/StrathconaPlanningApplications)

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## Conclusion

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

## APPENDICES

- 1 Context Plan Map
- 2 "What We Heard" Online Public Engagement Report
- 3 Application Summary

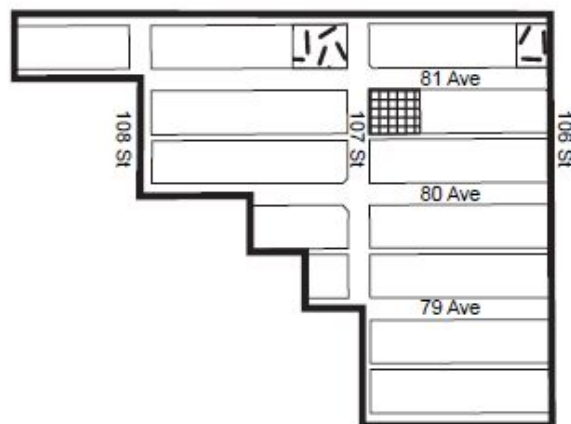
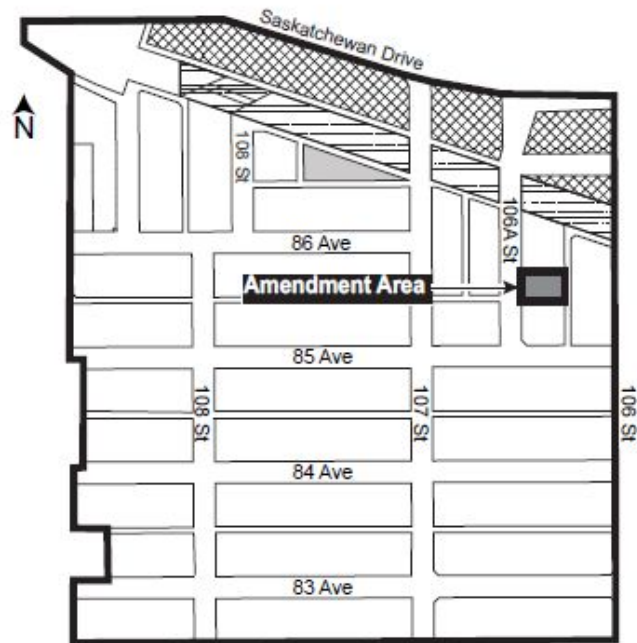
## CONTEXT PLAN MAP

### Garneau

### SCHEDULE J Detailed Land Use Sub Area 2

#### Bylaw 19534 - Amendment to Area Redevelopment Plan

-  Low Rise Apartment
-  Medium Rise Apartment
-  High Rise Apartment
-  Urban Services
-  Public Parks
-  Mixed Use Development - Commercial and Residential
-  Special Public Service



## WHAT WE HEARD REPORT

### Rezoning Engage Edmonton Feedback Summary LDA20-0123 - Strathcona

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<b>PROJECT ADDRESS:</b>	8515, 8521 & 8523 - 106a Street NW
<b>PROJECT DESCRIPTION:</b>	<p>The application proposes to rezone the site from the (RA7) Low Rise Apartment Zone to (RA8) Medium Rise Apartment Zone to allow for an apartment building with a maximum height of 23 metres (approximately 6 storeys).</p> <p>An associated application has been made to amend the Garneau Area Redevelopment Plan (ARP) to amend land use maps to reflect the proposed zoning and add a new subpoint to Policy 2.1 to allow for development up to 6 storeys at this site.</p>
<b>PROJECT WEBSITE:</b>	<a href="https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/strathcona-planning-applications.aspx">https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/strathcona-planning-applications.aspx</a>
<b>ENGAGEMENT FORMAT:</b>	Online Engagement Webpage - Engagement Edmonton <a href="https://engaged.edmonton.ca/106aStreetRA8">engaged.edmonton.ca/106aStreetRA8</a>
<b>ENGAGEMENT DATES:</b>	February 15, 2021 - March 1, 2021
<b>NUMBER OF VISITORS:</b>	<ul style="list-style-type: none"><li>• Aware: 135</li><li>• Informed: 44</li><li>• Engaged: 30</li></ul>

\* See “Web Page Visitor Definitions” at the end of this report for explanations of the above categories.

TYPE OF ENGAGEMENT	DATE	RESPONSES/ RECIPIENTS
Advance Notice from the City	May 4, 2020	Recipients: 61 Responses with concerns: 8
Strathcona Planning Applications Webpage	May 12, 2020	N/A
Sign Posted on Site	May 19, 2020	N/A
Public Hearing	January 26, 2021	Application referred back to incorporate amendments to schedules in the Garneau ARP with appropriate engagement.
Public Engagement Notice from the City (Online Engaged Edmonton)	February 9, 2021	Recipients: 62
Public Engagement, City Event (Online Engaged Edmonton)	February 15, 2021 - March 1, 2021	Responses opposed: 26 Responses in support: 20 Responses in neutral position: 1

## ABOUT THIS APPLICATION

This application was originally scheduled for presentation to Council on January 26, 2021 where Council made a motion to refer the application to the April 20, 2021 Public Hearing as follows:

That Bylaw 19534 and Charter Bylaw 19535 be referred to Administration to incorporate amendments to Schedules within The Garneau Area Redevelopment Plan with appropriate engagement and return to a future City Council Public Hearing.

Following this motion, Administration hosted an online engagement session through the Engaged Edmonton platform between February 15, 2021 - March 1, 2021 to collect feedback from the community regarding the application.

## ABOUT THIS REPORT

Information in this report includes responses to the advanced notices and feedback gathered through the Engaged Edmonton platform between February 15, 2021 - March 1, 2021. This report

will be shared with those who emailed the file planner, and/or provided an email address on the Engaged Edmonton website, as well as with the applicant and the Ward Councillor. Feedback will also be summarized in the report to City Council if/when the proposed rezoning advances to a future City Council Public Hearing for a decision.

A full transcript of comments is available for review at [engaged.edmonton.ca/106aStreetRA8](https://engaged.edmonton.ca/106aStreetRA8).

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## ENGAGEMENT FORMAT

The engagement session was an online format where attendees were able to view a website with information about the proposed development, the rezoning and planning process, and contact information for the file planner.

The comments are summarized by the main themes below with the number of times a similar comment was made by participants recorded in brackets following that comment. The questions asked and their answers are also included in this report.

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## WHAT WE HEARD

OVERALL SUMMARY OF 47 COMMENTS RECEIVED		
Opposed: 26	Support: 20	Neutral: 1

## SUMMARY OF COMMENTS

A full transcript of comments can be found at [engaged.edmonton.ca/106aStreetRA8](https://engaged.edmonton.ca/106aStreetRA8).

### General:

- General non-support of the proposal (x11)
- General support of the proposal (x9)
- Proposal is not in character with the neighbourhood (x8)
- This area needs more affordable housing and family oriented housing (x7)



- Concern that the City will protect the rights of a few vocal landowners over that of the neighbourhood (x4)
- Property is not near the University of Alberta (x4)
- Concerns regarding crime due to existing buildings (x3)
- There are not enough details about what the developer is proposing to build (x2)
- The current single detached dwellings need to be replaced (x2)
- Supporting proposals like this will help fight urban sprawl (x2)
- Removal of existing homes will be good for the area, but development should be done within the existing zoning
- The City is using the rezoning of 10757 - 83 Ave as a precedent to support this rezoning which is not correct
- Majority of residents in Garneau and Strathcona are renters and Council should consider their opinions too
- A new building constructed in current RA7 zoning already addresses people's concerns regarding safety
- Comments that concerns from some people are intended to protect their own rental properties
- Many apartment buildings in the area are old and the proposal would provide more choice
- Proposal does not guarantee affordable housing units or units with 3 or more bedrooms
- Other developments in the area have able to construct within the current zoning rules
- Current zoning allows for the density the City is looking for in mature neighbourhoods
- Whatever replaces the houses on this site should reflect what faces this property
- Proposal would offer more modern and diverse housing options in the area
- Concerns regarding noise and damage during construction
- Preference for town-house style dwellings at grade
- Proposal would provide more options for students
- The proposal would lower property values
- No public benefit for changing the zoning
- Concerns regarding impacts to City trees
- Preference for row-housing on this site

**Height, Massing & Density:**

- Proposal is not a moderate change but a 50% increase in height (x3)
- Concerns regarding sun-shadow impacts (x3)
- City should be increasing density to encourages families to live in these neighbourhoods (x2)
- Concerns this proposal with set a precedent for other sites to seek increases in height/density (x2)

- Proposed increases in density will not change the character of the neighbourhood (x2)
- Concerns regarding abrupt changes in height between properties

**City Policies, Guidelines & The Garneau Area Redevelopment Plan:**

- Proposal is not consistent with the Garneau Area Redevelopment Plan (x6)
- Proposal does not create an appropriate transition from high rise apartments to 4 storey apartments in the neighbourhood (x5)
- Proposal is supported by the City Plan (x4)
- The Garneau Area Redevelopment Plan should not be amended (x3)
- Existing zoning complies with the Garneau Area Redevelopment Plan (x2)
- Locational criteria for the Residential Infill Guidelines should be followed (x2)
- The Garneau Area Redevelopment Plan is 40 years old and the cost of land and construction has increased since making the current zoning unbuildable
- The Garneau Area Redevelopment Plan might need to be updated to realign its boundaries

**Parking and Traffic:**

- General concerns regarding traffic and parking (x6)
- This is a quiet local road that functions as a dead-end street/does not connect with Saskatchewan Drive (x2)
- Traffic concerns regarding commercial development being permitted at this property (x2)
- Increases in density make providing underground parking more economically viable and reduce demand for on street parking
- City Council should not support a project where they could not have visitor parking within a block of the property
- Support for reductions in parking in Garneau due to percentage of commuters who do not drive
- Concerns regarding a lack of parking on the site

**Uses:**

- Concerns with commercial being permitted on this property (x4)
- Support for ground level commercial at this site (x2)
- Support for local convenience commercial at this site to encourage walking over driving to a store further away
- Current zoning allows for commercial uses at grade

**Process & Notification:**

- Concerns regarding Administration's position and justification in the Council report from the January 26, 2021 Public Hearing report (x3)

- Concern that this property has been identified as being located in Strathcona and not Garneau on public notices (x2)
- Concern this application will set a precedent for the neighbourhood (x2)
- Concerns regarding the process for postponing the January 26 Public Hearing for this proposal
- Concern over the number of rezoning applications in the area

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## Web Page Visitor Definitions

### Aware

An aware visitor, or a visitor that we consider to be 'aware', has made one single visit to the page, but not clicked any further than the main page.

### Informed

An informed visitor has taken the 'next step' from being aware and clicking on something. We now consider the visitor to be informed about the project. This is done because a click suggests interest in the project.

### Engaged

Every visitor that contributes on the page, either by asking questions or leaving a comment, is considered to be 'engaged'.

Engaged and informed are subsets of aware. That means that every engaged visitor is also always informed AND aware. In other words, a visitor cannot be engaged without also being informed AND aware. At the same time, an informed visitor is also always aware.

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## FUTURE STEPS:

- This application is scheduled to be presented to City Council at the April 20, 2021 Public Hearing:
  - Notice of Public Hearing date will be sent to surrounding property owners
  - Once the Council Public Hearing Agenda is posted online, you may register to speak at Council by completing the form at [edmonton.ca/meetings](http://edmonton.ca/meetings) or calling the Office of the City Clerk at 780-496-8178.
  - You may listen to the Public hearing on-line via [edmonton.ca/meetings](http://edmonton.ca/meetings).
  - You can submit written comments to the City Clerk ([city.clerk@edmonton.ca](mailto:city.clerk@edmonton.ca)) or contact the Ward Councillor, Ben Henderson directly ([ben.henderson@edmonton.ca](mailto:ben.henderson@edmonton.ca)).

**IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION, PLEASE CONTACT:**

**Name:** Andrew Sherstone

**Email:** [andrew.sherstone@edmonton.ca](mailto:andrew.sherstone@edmonton.ca)

**Phone:** 780-442-0699

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Plan Amendment & Rezoning
Bylaw/Charter Bylaw:	19534 & 19535
Location:	North of 85 Avenue NW and east of 106a Street NW
Address(es):	8515, 8521 & 8523 - 106a Street NW
Legal Description(s):	Lot 24, 25 & 26, Blk C, Plan I12
Site Area:	1,212.5 m <sup>2</sup>
Neighbourhood:	Strathcona
Notified Community Organization(s):	Strathcona Centre Community League The Garneau Community League of Edmonton
Applicant:	L7 Architecture

### PLANNING FRAMEWORK

Current Zone(s) and Overlay(s):	(RA7) Low Rise Apartment Zone
Proposed Zone(s) and Overlay(s):	(RA8) Medium Rise Apartment Zone
Plan in Effect:	Garneau Area Redevelopment Plan
Historic Status:	None

Written By:	Andrew Sherstone
Approved By:	Tim Ford
Branch:	Development Services
Section:	Planning Coordination