



## REZONING APPLICATION HOLYROOD

### 8310 and 8311 - 93 Avenue NW

To allow for mixed use, high density, transit oriented development.



### RECOMMENDATION AND JUSTIFICATION

City Planning is in SUPPORT of this application because it:

- allows for residential infill near a future Light Rail Transit (LRT) stop that is appropriate in scale and density, given the surrounding context;
- provides for a wide variety of building heights and dwelling types that can appeal to a broad demographic mix; and
- establishes regulations that ensure an integrated and phased build out of the overall site, over multiple years.

## THE APPLICATION

CHARTER BYLAW 18178 proposes to amend the Zoning Bylaw from (DC2.409) Site Specific Development Control Provision to a new (DC2) Site Specific Development Control Provision.

The proposed DC2 Provision would provide the opportunity for a mixed use, transit oriented development that is primarily residential, along with limited commercial uses. This application introduces high density infill redevelopment along a major transit corridor, with up to 1,200 dwellings adjacent to the future Valley Line Light Rail Transit (LRT) line. The proposal facilitates a variety of dwelling sizes, including affordable and family oriented dwellings, as well as publicly accessible spaces and connections that integrate with the local community. The development proposes eight buildings of a variety of built forms. They include low-rise buildings ranging from four to six storeys, 12-storey mid-rise buildings, and one 25-storey slim high-rise point tower.

## BACKGROUND

The applicant's original rezoning application proposed accommodating the same 1,200 dwelling units in seven buildings, with less variety of building heights and a tendency towards taller buildings. The proposal included buildings ranging from six to eight storeys, plus three high-rise towers ranging from 18 to 22 storeys.

On November 17, 2017, City Council referred this rezoning application back for additional work with the following motion:

*"That the [application] be referred back to Administration to return with a proposal that generally meets the large site guidelines for the 35 percent [sic] plane, the tower floor plate size, and work with the community on potential road closures to mitigate traffic cutting back into the community including concerns about ramp design and pedestrian access on 93 Avenue and refer the revised proposal to the Edmonton Design Committee."*

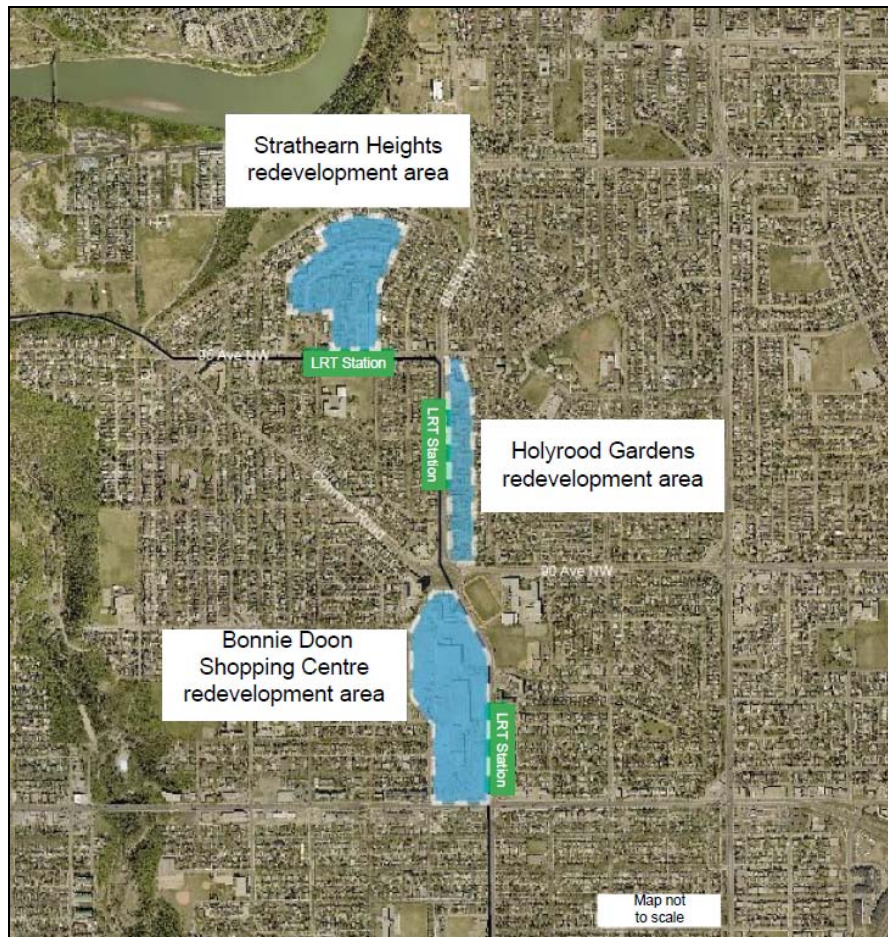
In response to this motion, City Planning, the applicant, and the Holyrood Development Committee (HDC) from the Holyrood Community League created and embarked on an engagement plan. The intent was to gather input from the community, primarily represented by the HDC, and address each of the items in Council's referral motion. In addition to changes to address Council's motion, this engagement brought forth many other ideas that revised the proposal beyond Council's direction.

## SITE AND SURROUNDING AREA

The land proposed for rezoning is located on the western edge of the Holyrood neighbourhood, adjacent to 85 Street NW and the future Valley Line LRT. The rezoning area takes the form of two long, linear parcels of land. They extend both north and south of 93 Avenue NW, which will serve as the node of the future Holyrood LRT stop. The total area proposed for rezoning is

approximately 5 hectares (ha) in size, of which the majority is proposed for redevelopment (Area 2 of the DC2 Provision). In 2003, the site's northern 0.65 ha was redeveloped to accommodate two five-storey apartment buildings (Area 1 of the DC2 Provision).

This site has convenient access to the river valley, park space, downtown Edmonton and the city's southeast business employment areas. It is also in proximity to two other large transit oriented development sites along the Valley Line LRT route: Strathearn Heights and the Bonnie Doon Shopping Centre.



SITE CONTEXT ON FUTURE LRT LINE

The Holyrood neighbourhood is almost entirely residential and, in recent years, it has undergone an increase in the variety of built forms. Two-thirds of the neighbourhood is comprised of single detached housing. The remainder is comprised of semi-detached, row housing, and apartment housing in certain locations. Originally built out during the 1950s, this community has many features typical of that era, including a modified grid street pattern with several landscaped road islands. Most roadways carry local traffic, with the exception of 95 Avenue NW and 79 Street NW which serve as collector roads. According to the City of Edmonton's 2016 municipal census, Holyrood had a total of 3,419 residents in 1,632 dwellings. This was a 36% decrease from its population of 5,391 in 1971.



4

	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	<ul style="list-style-type: none"> <li>(DC2.409) Site Specific Development Control Provision</li> </ul>	<ul style="list-style-type: none"> <li>Several row housing developments and two 5-storey apartment buildings</li> </ul>
<b>CONTEXT</b>		
North	<ul style="list-style-type: none"> <li>(RA7) Low Rise Apartment Zone</li> <li>(RF1) Single Detached Residential Zone</li> <li>(RF3) Small Scale Infill Development Zone</li> </ul>	<ul style="list-style-type: none"> <li>Apartment housing</li> <li>Single detached housing</li> </ul>
East	<ul style="list-style-type: none"> <li>(RF1) Single Detached Residential Zone</li> <li>(RF6) Medium Density Multiple Family Zone</li> <li>(DC2.994) Site Specific Development Control Provision</li> </ul>	<ul style="list-style-type: none"> <li>Single detached housing</li> <li>Semi-detached housing</li> <li>5-storey apartment building to be developed</li> </ul>
South	<ul style="list-style-type: none"> <li>(AP) Public Parks Zone</li> <li>(US) Urban Services Zone</li> <li>(RA8) Medium Rise Apartment Zone</li> </ul>	<ul style="list-style-type: none"> <li>School facility</li> <li>Ambulance station</li> <li>Low rise apartments and one high-rise apartment building</li> </ul>
West	<ul style="list-style-type: none"> <li>(RF1) Single Detached Residential Zone</li> <li>(RF3) Small Scale Infill Development Zone</li> <li>(RA7) Low Rise Apartment Zone</li> </ul>	<ul style="list-style-type: none"> <li>Single detached housing</li> <li>Semi-detached housing</li> <li>Religious assembly</li> </ul>



VIEW OF SITE, LOOKING SOUTH FROM THE  
85 STREET NW SERVICE ROAD AT 93 AVENUE NW



VIEW OF SITE, LOOKING NORTH FROM THE  
85 STREET NW SERVICE ROAD AT 95 AVENUE NW

## PLANNING ANALYSIS

Transit Oriented Development (TOD) along Edmonton's expanding LRT network is a foundational principle of the City's current and future growth strategy. Continued development in the city's core neighbourhoods, including infill redevelopment of underutilized sites, is an established goal of Council-approved policy and guideline documents such as the Municipal Development Plan, "The Way We Grow." As neighbourhoods transition and evolve to accommodate these objectives, it is important that new development proposals contribute thoughtfully and sensitively to the ongoing growth and change of the surrounding

neighbourhood. This application recognizes the importance of TOD in the City's future vision and creates the opportunity for significant, mixed use infill redevelopment. This project will build out, over time, as the city and the neighbourhood continue to transform.

The context, size, and shape of the rezoning area present both opportunities and challenges for redevelopment. The main advantages of this large site are that it is:

- located on the edge of a neighbourhood;
- situated along an arterial roadway and centered on a future LRT stop; and
- comprised of contiguous parcel, with minimal interruptions, and without difficult angles.

While each case is different, one of the typical advantages of a large site is that there are multiple design options with few constraints. In this situation, a unique combination of factors impose some limitations on redevelopment. These include:

- the site's narrow, linear shape;
- the location of utilities in the vicinity; and
- reduced access options, due to the historical design of the existing roadway network (an incomplete grid) and the planned LRT's location.

The proposed design resulted from an iterative process of identifying conflicts between site constraints and development objectives, researching potential solutions, and balancing competing interests with applicable guidelines and policies. Some aspects of the proposal are not ideal for all stakeholders, however, this application advances the City's higher level development objectives in a way that should also have a positive impact on the immediate area and the surrounding community.

The Holyrood neighbourhood does not have a statutory plan in effect, therefore the primary, documents used for analysis are the Residential Infill Guidelines (RIG) and the Transit Oriented Development Guidelines (TODG). These Council-approved documents are referenced throughout this report. Comprehensive comparisons of this proposal and these guidelines are also found in Appendices 1 and 2.

## **DEVELOPMENT INTENSITY**

Intensity of development is generally determined using two main measures: density and floor area ratio (FAR). Height is often the main focus, yet this aspect is more a product of density and FAR. As it is more applicable to discussion about built form and transitions, an analysis of height is provided in the next section of this report.

The Residential Infill Guidelines (RIG) provide guidance on appropriate development intensities at different locations. The RIG encourage both mid-rise and high-rise development on large sites that are adjacent to LRT stops, such as this one. If standard zones in the Zoning Bylaw were used to achieve this built form, likely (RA8) Medium Rise Apartment Zone and (RA9) High Rise Apartment Zone would be utilized. These zones provide a useful comparison for the proposed DC2 Provision, in terms of density and FAR.



Density is measured as dwelling units per hectare of land (du/ha). The proposed DC2 Provision allows 1,200 dwellings in Area 2 (the redevelopment area), which is approximately 4.68 hectares in size. This represents a density of 256 du/ha. When combined with the 100 dwellings allowed in Area 1 (0.65 hectares), the overall density of this DC2 Provision is 244 du/ha.

Floor area ratio (FAR) reflects the proportion of all buildings' total floor area, compared with a site's total land area. The proposed DC2 Provision allows for an overall FAR of 3.76 when combining both Area 1 (existing) and Area 2 (proposed for redevelopment). This means that the total floor area of all buildings can be 3.76 times the total land area of the site. The following table compares the current and proposed DC2 Provision with the two standard zones, in terms of density and FAR.

	<b>CURRENT DC2</b>	<b>PROPOSED DC2</b>	<b>RA8 ZONE</b>	<b>RA9 ZONE</b>
<b>Floor Area Ratio (FAR)</b>	1.75	3.76	2.50	4.30
<b>Maximum Number of Dwelling Units</b>	460	1,300	1,199	2,931
<b>Density (du/ha)</b>	86	244	225	550

The proposal's FAR lies between that of the RA8 and RA9 Zones, and its density aligns more closely with the RA8 Zone. Furthermore, the RA9 Zone's density permits 1,731 additional dwellings on this site when compared with the proposed DC2 Provision.

The Transit Oriented Development Guidelines (TODG) provide different density recommendations for development near LRT stations, which vary according to the type of station. However, these guidelines do not give consideration to FAR. The TODG designate Holyrood's planned LRT stop as a Neighbourhood Station. The guidelines suggest this type of station should have a minimum density of 125 du/ha, but they do not suggest a maximum. In the absence of guidance on a maximum density or FAR, it can be useful to compare this proposal with previously approved transit oriented developments around Neighbourhood Stations. Two recent examples are Strathearn Heights along 95 Avenue NW, located just west of this proposal, and the West Block project at Stony Plain Road and 142 Street NW.

	<b>PROPOSED DC2</b>	<b>WEST BLOCK</b>	<b>STRATHEARN HEIGHTS</b>
<b>Floor Area Ratio (FAR)</b>	3.76	4.75	3.5
<b>Maximum Number of Dwelling Units</b>	1,300	500	1,900
<b>Density (du/ha)</b>	244	350	211

The proposed DC2 Provision's intensity of development falls between Strathearn Heights and West Block, yet it is closer to nearby Strathearn Heights.

Based on the comparison of the proposed DC2 Provision with the RIG, TODG, and other recent approvals in similar contexts, it is concluded that the development intensity proposed (measured by density and FAR) is appropriate for this location. With this established, the next critical piece of analysis is the built form, including height, and how the development transitions to the surrounding community.

## **BUILT FORM AND TRANSITIONS**

The proposed development, occupying two large parcels of land, includes design controls to ensure compatibility and sensitive integration with the surrounding area. These aspects are achieved in the DC2 Provision via setbacks, stepbacks, and architectural treatments. The proposal includes a total of eight buildings, featuring a variety of heights:

- One 4-storey building;
- Two buildings transitioning from 4 to 6 storeys;
- Two buildings transitioning from 4 to 12 storeys;
- One building transitioning from 1 to 4 to 6 to 12 storeys;
- One building transitioning from 6 to 12 storeys; and
- One building transitioning from 6 to 25 storeys.

The combination of low and mid-rise buildings, along with one high-rise tower, contributes to the development's visual interest and allows for appropriate transitions to the street and the community.

Regulations in the DC2 Provision also require any portion of a building above 6 storeys in height to have restricted floor plate sizes of 750 square metres. This is a key change from the previous proposal, which included floor plates of 1,000 to 1,200 square metres. This requirement also aligns with the Residential Infill Guidelines (RIG) for high rise buildings, to help satisfy Council's motion. Requiring towers to be slim has many advantages, including protecting views and maximizing sunlight access for surrounding development.

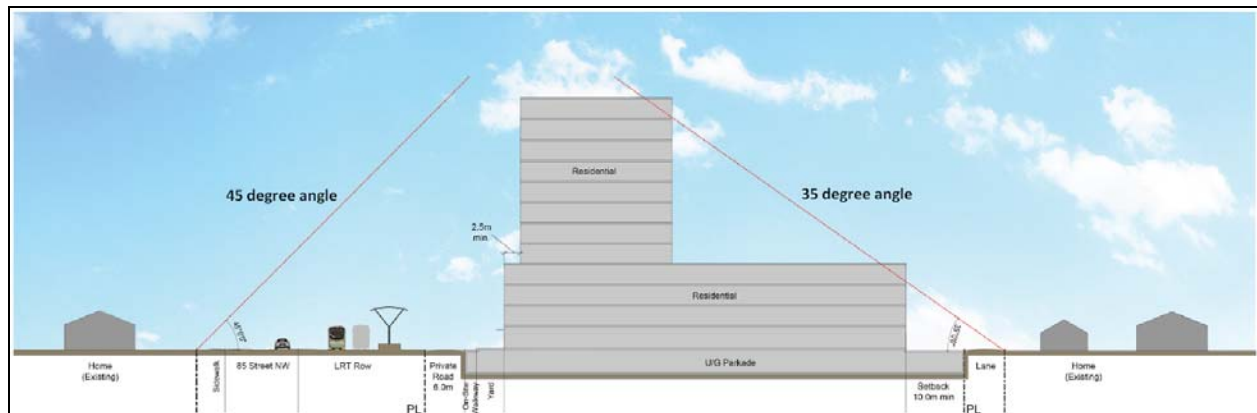
The DC2 Provision's requirement for space between buildings aligns with existing Zoning Bylaw standards and RIG recommendations. All lower height buildings require separation of at least 14.0 m, which is the approximate width of typical single family lots in Edmonton's mature communities. Buildings above 6 storeys in height require a minimum separation distance of 35.0 m, which is the RIG recommendation for tower separation. This DC2 Provision includes one exception, where 20.0 m distance is required between the site's high rise tower and a nearby 12 storey tower. This proximity is also found at other high density locations in Edmonton.

The Transit Oriented Development Guidelines (TODG) also provide suggestions for built form near different types of LRT stations. For Neighbourhood Stations like the Holyrood stop, the guidelines state that 4-storey apartment buildings are appropriate. However, they subsequently state that the RIG should be applied to large sites. For height, the RIG recommend that maximum height be determined using an angular plane, extending up at either 35 or 45 degree angles (depending on context) from the property line of adjacent low scale residences. Due to



this site's the shape and size, buildings taller than 4 storeys are supportable by these guidelines.

To allow for some flexibility at the Development Permit stage, City Planning considers a building to meet the angular plane if the top storey's floor does not break it. With the exception of the site's proposed 25-storey high rise tower, all other buildings above 6 storeys are under the 35 degree angular plane from properties located east of the site and they achieve the 45 degree plane when measured from properties on the west side of 85 Street NW.



CROSS SECTION SHOWING ANGULAR PLANE IMPLEMENTATION  
(12-STOREY and 4-STOREY DEVELOPMENT, LOCATED IMMEDIATELY SOUTH OF 93 AVENUE NW)

Buildings under 6 storeys are not subject to angular plane restrictions and their transitions are typically achieved using a combination of setbacks and stepbacks. Most of the site's proposed 6-storey buildings meet the angular planes, regardless. Two 6-storey buildings achieve a 48 degree angular plane and provide a 10 m setback from the rear property line, at the lane abutting the site's east side. Furthermore, the (RA8) Medium Rise Apartment Zone is the City's standard zone for 6-storey buildings. It exists in similar contexts around Edmonton and only requires a 7.5 m setback, with no regard for an angular plane.

This proposal's single high-rise tower exceeds the angular plane, but is appropriately located at the site's southernmost point. It is situated next to a major intersection, across from an existing high-rise apartment building and the Bonnie Doon Shopping Centre. This position aligns with other RIG guidance which states that high-rise buildings can be considered on the periphery of a neighbourhood, for sites 3 hectares or larger. The RIG also encourage high-rise buildings when they are part of comprehensive development that includes other forms of residential infill. This proposal achieves these points, implying the appropriate placement of this slim high-rise tower.

### **Shadow Impacts**

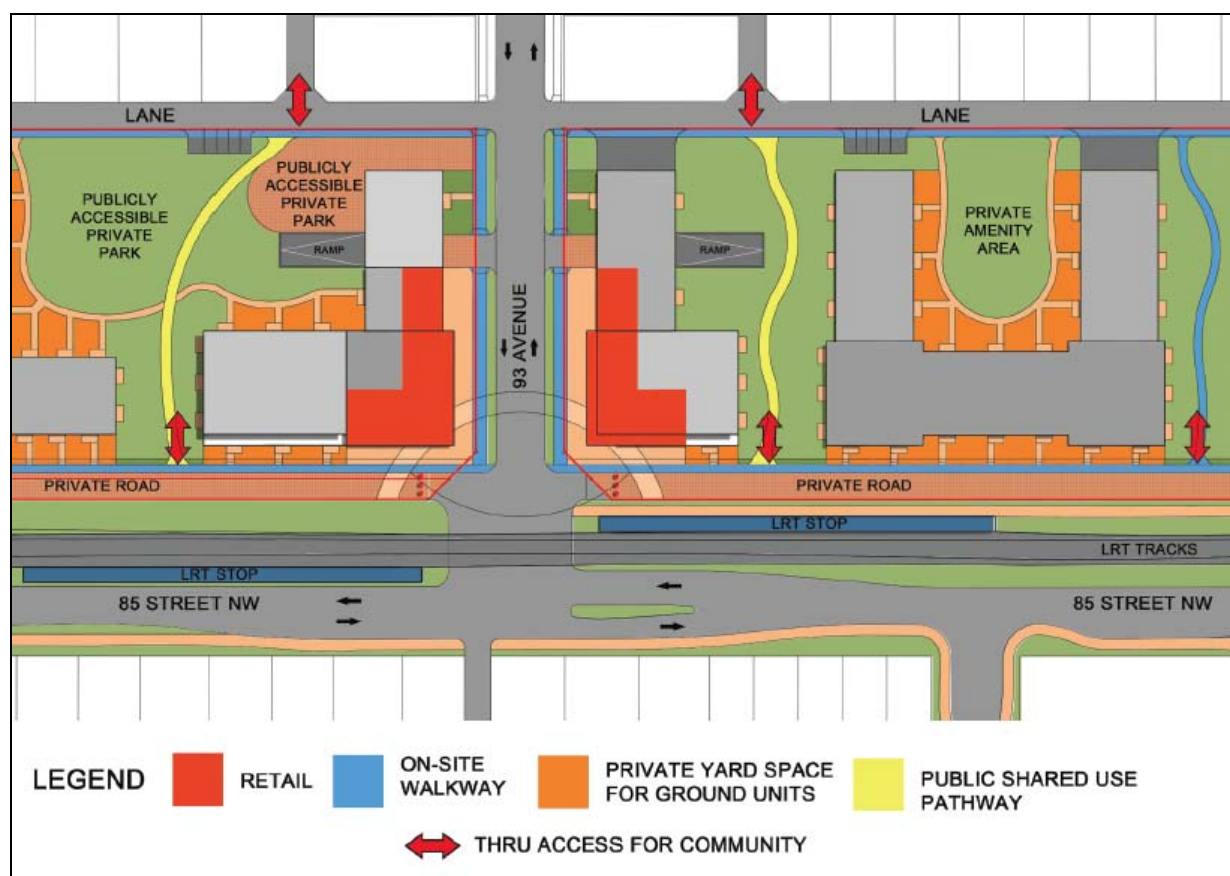
The proposed development will create shadows that fall on properties near the site, at certain times of the day and year. These impacts are significantly mitigated by variation in building height, general adherence to the angular plane, strict compliance to tower floor plate sizes, and the appropriate provision of space between buildings. The buildings' shadows will be slim, broken up, and mostly contained to areas near the site except in the deep winter months.

## **PERMEABILITY, CONNECTIONS, AND THE PUBLIC REALM**

When dealing with a large site, space between buildings and the spaces connecting them with surrounding areas are important. For this proposal, the spatial realm is also important because of the land's unique, linear shape. This site spans over half the length of Holyrood's entire western boundary, and it lies between the neighbourhood and a future LRT stop. If not appropriately addressed, there is the potential for this situation to be a significant barrier to area residents' circulation. Further, it may impact connectivity to the LRT stop which affects the Valley Line expansion's success.

In order to ensure pedestrian and bicycle connectivity between the Holyrood community and the LRT stop/85 Street NW, two 3 metre (m) wide shared use paths and four 1.8 m wide walkways are provided, evenly spaced across the site. These pathways are complimented by a public sidewalk and Transit Plaza connection, along 93 Avenue NW, within City right-of-way. The shared use paths link the LRT stop and the east side of the site, connecting to lanes that extend from 83 Street NW.

While the east-west connections are strong, there are concerns with the lack of north-south permeability through the site. The only options for pedestrians and bicycles are walkways running north-south along the exterior of the site. People must travel out to the site's east or west edges, in order to connect with walkways running north and south. The Edmonton Design Committee (EDC) raised this issue and, while not ideal, the relatively narrow width of the linear site (approximately 80 m) somewhat reduces this concern. The Transit Oriented Development Guidelines (TODG) recommend mid-block accesses for blocks over 130 m in length, and this site is narrower than that range.



EXCERPT FROM DC2 PROVISION APPENDIX, SHOWING PEDESTRIAN NETWORK

The public realm refers to the places around and through a site that are accessible to the public. This application's public realm includes all walkways and shared use paths, a 500 square metre Transit Plaza, and a 1,000 square metre publicly accessible park. The exact design details of these spaces will be determined at the Development Permit stage. However, the DC2 Provision contains regulations to ensure that the public realm serves its intended purpose and will be enjoyable for the public. The Provision includes requirements for trees, shrub planting, ornamental grasses, benches, waste bins, and pedestrian-scaled lighting along walkways and shared use paths. Hard and soft landscaping, seating areas, and bicycle facilities are also provided within the Transit Plaza.

There is no requirement for the Transit Plaza to be a particular shape and its depiction in the DC2 Provision's appendices does not appear to be a configuration that functions much differently than a widened sidewalk. The proposal does contain regulations that obligate this space to satisfy a certain function and these details will be appropriately designed at the Development Permit stage. There is also a stipulation that Development Permits for the Transit Plaza and its surrounding buildings will be reviewed by the Edmonton Design Committee (EDC), helping to ensure the high quality design of this space.

The publicly accessible park links to the LRT with a shared use path and its location is well-connected to the community by lanes. However, the park is somewhat disconnected from the rest of this site, due to the aforementioned lack of any interior north-south connection.



Nonetheless, this park must have regard for Crime Prevention Through Environmental Design (CPTED) principles so it functions safely. This requirement helps establish a secure and defensible space, clear sightlines, the provision of multiple access points, and adequate lighting. The park area must also serve as a high quality amenity for people of all ages, during all seasons. Possible features include a yoga and wellness area, space for pets, and an amphitheatre. Other potential elements will be considered at the Development Permit stage. It is noted there may be issues establishing this public amenity space over top of an underground parkade structure. In response to this challenge, regulations in the DC2 Provision require solutions to be established at the Development Permit stage.

Overall, this site's open space and public realm plan demonstrates some compromises and trade-offs that the applicant has made, in response to feedback from community stakeholders. These aspects are balanced by some site constraints and the applicant's intended building locations. The DC2 regulations ensure that, when these spaces are further designed at future permit stages, they will be suitable for their intended functions.

## **HOUSING VARIETY AND COMPATIBILITY OF USES**

This proposal introduces a wider variety of housing types into the Holyrood neighbourhood, combined with neighbourhood-scale commercial activities. Site rejuvenation will replace 160 units of aging row housing. These existing two-storey, 1 and 2 bedroom dwelling units will be redeveloped with up to 1,200 units of apartment housing. The DC2 Provision requires at least 450 dwellings with two or more bedrooms, plus 120 family oriented dwellings that include at least 30 three bedroom dwellings. All residential dwellings at ground level are required to be ground-oriented, which includes individual front entrances and amenity areas. This design creates a streetscape design that appears similar to row housing development. 10% of dwellings are allocated for affordable housing and building height variations allow for the mixture of wood frame and concrete construction. The combination of these factors provides a wide variety of housing options and affordability levels that can appeal to many demographics.

The site's proposed commercial activities are limited and consistent with those allowed for in the City's conventional (CNC) Neighbourhood Convenience Commercial Zone. This includes appropriate size restrictions for restaurants, bars and neighbourhood pubs, to 120 square metres of public space. All commercial uses are limited to 1,200 square metres of floor area, combined.

## **EDMONTON DESIGN COMMITTEE**

As required by Council's motion, the applicant submitted an initial revised rezoning proposal to the Edmonton Design Committee (EDC) for review on May 1, 2018. The EDC rendered a non-support decision, accompanied with feedback about the proposed built form and site design.

Concerns included overall massing and its concentration along the site's western edge. Recommendations were made to change medium and high-rise floor plates, improve site layout, and integrate the development with the surrounding community. The Committee encouraged enhancing the pedestrian realm with activated frontages, enhanced access to the site, and

functional movement through it. They suggested expanding the proposed Transit Plaza to increase its functionality and use.

The Committee also recommended the strategic use of point towers, to accommodate density while mitigating sun shadow impacts. This position contrasts with Council's motion to generally achieve the 35 degree angular plane by utilizing moderate building heights. The EDC suggested that urban design tools, such as the Residential Infill Guidelines (RIG), do not necessitate strict adherence.

Public consultation about the initial revised proposal was carried out as well. Afterward, a second revised proposal was submitted to the EDC for review on June 5, 2018. The EDC provided another letter of non-support that contained fewer concerns. There is still the belief that this project requires significant refinement and/or redesign. Most of the critique centers around integration with the community, site access, and public realm components.

City Planning agrees with some of this analysis, as described in earlier sections of this report. Administration also notes it is difficult to require commitment, at the zoning stage, to a level of detail that might visually address some of these aspects. The DC2 Provision includes a number of regulations to ensure that, when detailed design occurs at the Development Permit stage, it must achieve particular functions and have certain features.

The EDC also expressed that, "it would be of benefit for the applicant to further discuss with EDC any required design refinements at the Development Permit stage". In response, the DC2 Provision was further revised to require EDC review of Development Permits for the Transit Plaza and buildings that front onto it.

City Planning considers EDC input as an important factor in the overall review of an application. However, the urban design perspective they provide is just one of the areas that must be balanced with other aspects, including technical requirements. While the EDC did not ultimately support this application, they did recognize a "significant amount of effort...to address the concerns" between their initial review of the application and the revised iteration. In addition to the EDC's comments, this applicant was tasked with balancing technical technical requirements, Council's motion, and feedback from the public, particularly the Holyrood Development Committee.

## **DEVELOPER CONTRIBUTIONS FOR PUBLIC BENEFIT**

The revised DC2 Provision requires the following contributions from the developer:

1. 10% of Dwellings for Affordable Housing:
  - Developer Sponsored Affordable Housing contribution in accordance with City Policy C582, but based on 10% of the dwellings instead of the policy's 5% requirement.
2. 120 Family Oriented Dwelling Units:
  - At least two bedrooms or more, with an average of 2.25 bedrooms (therefore requiring at least 30 three bedroom dwellings).

- Located no higher than the fourth storey of any building (to help ensure affordability).
  - Must be within 150 metre (m) walking distance of an on-site, outdoor play area that's designed for children.
3. Transit Plaza:
- 500 square metres in size.
  - Hard and soft landscaping, seating areas, bicycle facilities, and appropriate pedestrian-scaled lighting.
4. Publicly Accessible Private Park:
- 1,000 square metres in size.
  - Actively interfaces with adjacent buildings.
  - Promotes the creation of a well-connected pedestrian network within and through the site.
  - Designed with regard to Crime Prevention Through Environmental Design (CPTED) principles to provide safe and defensible spaces, clear sightlines, adequate lighting, and provision of multiple access points.
  - Must serve as a high quality amenity for people of all ages and during all seasons, incorporating impromptu social gathering spaces by incorporating features such as seating areas and/or bicycle facilities, decorative light standards, waste bins, bollards, landscaped planting beds, and planters.
5. Walkways and Shared-Use Paths through the site:
- Two 3.0 m wide shared use paths.
  - Four 1.8 m wide walkways.
  - Includes requirements for trees, shrub planting, ornamental grasses, benches, pedestrian-scaled lighting, and waste bins.

These contributions satisfy the requirements of approved City Policy C582 - "Developer Sponsored Affordable Housing" and those established in the proposed City Policy C599 - "Community Amenity Contributions in Direct Control Provisions," which is in draft form at the time of this report being written.

## TECHNICAL REVIEW

### TRANSPORTATION

City Planning (Transportation) reviewed the original Traffic Impact Assessment (TIA) as well as a supplemental TIA submitted in support of the proposed rezoning application and accepts the findings of the reports. As the development is located next to the Holyrood Stop on the Valley Line LRT in a walkable neighbourhood with many amenities nearby including shopping and a library, a significant portion of development trips are anticipated to use alternate modes.

A limited number of surface parking stalls, for short duration, are proposed to be developed along the north/south lane abutting this site. The majority of development traffic will enter/exit



the two underground parkades to be developed on-site, north and south of 93 Avenue, each with two access points.

With development build-out, intersections on the adjacent road network are anticipated to continue to operate at acceptable levels of service during peak periods. There is the exception of a few arterial intersections that are currently congested (such as 90 Avenue NW and Connors Road NW) or are predicted to be congested once LRT is operational (such as 95 Avenue NW and 85 Street NW) and will continue to be congested in the future.

The full build-out of this development is expected to generate noticeable increases in traffic volumes on 93 Avenue NW, adjacent to the 85 Street NW intersection. However, the total traffic volume is expected to remain within typical collector volume thresholds. A traffic signal will be installed at the intersection of 93 Avenue NW and 85 Street NW as part of the Valley Line LRT project, which will facilitate traffic movements out of the neighbourhood.

Following the construction of the Valley Line LRT, portions of the existing service road right-of-way will no longer be required for roadway purposes. The proposed road closure areas will be consolidated with the adjacent property, pursuant to an agreement between the adjacent property owners and the City. Administration has worked directly with the previous property owners of the Holyrood Gardens site, since 2011, to reach an agreement regarding the service road. A finalized agreement was signed on December 1, 2015. The existing north/south service road, along 85 Street NW, will ultimately be closed to public vehicular access. It will be developed as a 6.0 m dedicated emergency access route and an active, non-vehicular transportation modes corridor.

## **UTILITIES**

A Drainage Servicing Study was reviewed and accepted by City Planning. The proposed development requires the installation of a new storm sewer main and onsite stormwater management, to control outflow rates to the City's sewer system.

EPCOR Water supports this proposal and indicated existing hydrant spacing is deficient, adjacent to the subject site. The developer must construct additional hydrants on the site, due to limitations presented by the LRT alignment along 85 Street NW.

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

## **SUMMARY OF CHANGES**

The above report is an analysis of the final revised version of this proposed rezoning application. Below is a summary of changes made since the initial rezoning proposal, which was heard by Council in November 2017.

## **RESPONSE TO COUNCIL MOTION**

City Council's motion can be broken down into 5 components, as bolded:

*"That the [application] be referred back to Administration to return with a proposal that generally meets the large site guidelines for the **35 [degree] plane**, the **tower floor plate size**, and work with the community on potential road closures to **mitigate traffic cutting** back into the community including concerns about **ramp design and pedestrian access** on 93 Avenue and refer the revised proposal to the **Edmonton Design Committee**."*

The table below identifies each motion component and how the revised DC2 Provision has responded to it.

	<b>PREVIOUS DC2</b>	<b>REVISED DC2</b>	<b>MOTION ADDRESSED?</b>
<b>35 Degree Angular Plane for Towers</b>	3 towers not under angular plane	1 tower not under angular plane	Yes, partially
<b>Tower Floor Plates</b>	1,000 to 1,200 m <sup>2</sup>	750 m <sup>2</sup>	Yes, fully
<b>Mitigate Traffic Cutting Back Into the Neighbourhood (potential road closures)</b>	A Transportation Impact Assessment (TIA) primarily focused on the vehicular traffic generation of the development.	Supplemental TIA reviewed with revised zoning proposal. Introduced DC2 regulation requiring an additional TIA, prior to any development north of 93 Avenue NW.	Yes, partially
<b>93 Avenue NW Ramp Design and Pedestrian Access</b>	Not regulated	Ramps at grade until 10.0 m inside lot line, improving sightlines and safety	Yes, fully
<b>Edmonton Design Committee (EDC)</b>	Not reviewed	Reviewed twice	Yes, fully

Two components of Council's motion, the angular plane and traffic mitigation, were only partially addressed.

### **35 Degree Angular Plane**

The applicant's first attempt at revisions fully adhered to the angular plane guideline. It received critique from the public, the Holyrood Development Committee (HDC), the City, and the Edmonton Design Committee (EDC). The design created the appearance of a "wall" of 12-storey buildings along 85 Street NW. This result was not the only option for adhering to the angular plane. However, it highlighted the difficulty of trying to achieve a certain density and floor area

ratio (FAR), when fully constrained by this guideline. In the EDC review, the following was stated:

*"The proposed development represents a literal interpretation of City design guidelines (e.g. angular planes) without exploring a more creative integration of built form with the existing neighbourhood character or pattern...the Committee supports the exploration of alternative built form and massing scenarios, including the use of point towers over podiums at appropriate locations..."*

It should also be noted that, in recognition of the difficulty in generically applying this restriction everywhere, the source of the guideline itself, the Residential Infill Guidelines, state:

*"The transition guidelines for large sites do not cover all the possible circumstances and site contexts for a large site...there will be instances when the site context needs to be considered so that the intent of the guidelines can be reasonably applied."*

The Council motion directed that the revised version "generally" meet the angular plane and also directed review by the EDC. Both the Residential Infill Guidelines (RIG) and the EDC recommend using flexibility in applying the angular plane guideline. In fact, point towers are specifically suggested. City Planning concludes that the proposed point tower, with the 750 square metre floor plate, is in line with the intent and direction of this part of the Council motion.

### **Mitigate Traffic Cutting Back Into the Neighbourhood (potential road closures)**

The City has an established process for reviewing shortcutting and neighbourhood traffic and safety concerns through the completion of a Community Traffic Management Plan (CTMP). Holyrood is one of over 80 neighbourhoods that has requested a CTMP. There is no available timeline for the completion of a Holyrood CTMP. At the moment, the CTMP group is focused on carrying out work in neighbourhoods that will be imminently renewed as part of the City's Neighbourhood Renewal Program. The Holyrood neighbourhood was previously renewed in the mid-2000's and does not meet this criteria. City Operations will bring forward their annual report, with respect to CTMPs, later this year. It will include an update on the CTM Program - what's been accomplished, the priorities for the next 2 years, as well as what is required to complete work outside of the neighbourhoods in the queue for Neighbourhood Renewal, such as Holyrood.

Road closures and other traffic calming measures are reviewed as part of a comprehensive CTMP. Road closures are not typically reviewed independently, as this could potentially result in unintended negative impacts to other neighbourhood roadways. A review of potential road closures or large changes to the neighbourhood roadways would also be problematic at this time, given the LRT construction currently underway. Data collection during the LRT construction period may not be representative along collector and arterial roadways, as traffic patterns and volumes have and will continue to change as construction is ongoing. Established traffic patterns are expected to return 6 to 12 months after the LRT is open and operational. Any review of traffic impacts on the overall neighbourhood should be completed after traffic patterns are re-established. Given this, potential road closures were not specifically reviewed as



part of this application but will be reviewed in the future as part of a Holyrood CTMP, when scheduled.

One of the main community concerns related to traffic was the volume and operation of the north-south lane, adjacent to the site. Parks and Roads Service advised they will undertake a review of the north-south lane later this year to establish baseline data. The lane will be reviewed again once the development is complete. The comparison of the data collected could be used, among other criteria (which includes qualitative and quantitative information), to assess the priority of a CTMP for the neighbourhood. Traffic volume data collection on the lane is not anticipated to be impacted by the LRT construction, given the function of the lane and the locations of adjacent residents' parking areas and garages.

A supplemental Transportation Impact Assessment (TIA) was carried out as part of the revised DC2 application. It included the review of additional intersections in the vicinity of Holyrood school, a review of the pedestrian realm along 93 Avenue NW, a review of traffic activity around Holyrood School, and an additional traffic analysis scenario that assumed increased traffic travelling through the neighbourhood.

Both the original and the supplemental TIA analysis scenarios concluded that the roadway network is able to accommodate the traffic generated by this development without requiring specific traffic mitigation measures in the neighbourhood. The original TIA included approximately 25% of the development traffic directed into the neighbourhood. The supplemental TIA assumed approximately 50% of the development traffic directed into the neighbourhood. This review of increased traffic travelling into the Holyrood was in direct response to the community's concerns. From a capacity perspective, the roadways and intersections would be able to accommodate the volumes. However, if the 50% scenario is realized, it is noted that residents on some of the area roadways would see a considerable increase in traffic volumes in comparison to today. Affected areas include 93 Avenue NW, 94 Avenue NW, and 82 Street NW.

The original TIA assessment is believed to more closely represent the likely development traffic scenario. In order to verify that assumptions and findings from the TIA are valid and that traffic generation and assignment are occurring as expected, the DC2 Provision has been updated to require a future TIA prior to any development occurring north of 93 Avenue NW. Due to agreements between the City and the owner with regards to LRT construction, the owner is unable to begin development of these lands until after the LRT begins operation. This will allow the future TIA to collect more accurate data relative to completed on-site development south of 93 Avenue NW and post-LRT construction.

City Planning concludes that with the ongoing analysis of transportation related issues throughout the phased development of the proposal as well as through a future CTMP, the intent of this component of Council's motion is met.

## **FURTHER CHANGES TO THE PROPOSAL**

In addition to changes in response to Council's motion, public consultation and review by the Edmonton Design Committee (EDC) led to other adjustments. The following table pertains to

Area 2 of the DC2 Provision, which is the area proposed for redevelopment. It does not pertain to Area 1 of the site, which has already been redeveloped.

	<b>PREVIOUSLY PROPOSED DC2</b>	<b>CURRENTLY PROPOSED DC2</b>
<b>Number of Buildings</b>	7	8
<b>Building Heights (m)</b>	23.0, 30.0, 64.0, 78.0	7.0, 15.0, 22.0, 43.0, 86.0
<b>Separation space between buildings</b>	10.0 m for all buildings	14.0 m for low-rise buildings. 20.0 m to 35.0 m for mid and high-rise towers.
<b>Family Housing</b>	None	120 Dwellings (10%)
<b>Affordable Housing</b>	5% of Dwellings	10% of Dwellings
<b>Transit Plaza</b>	None	500 m <sup>2</sup>
<b>Public Open Space</b>	10,000 m <sup>2</sup> (including walkways)	1,000 m <sup>2</sup> (not including walkways, shared use paths, and Transit Plaza)
<b>Walkway and Shared-use path connections</b>	2 east-west walkways, and 1 north-south walkway	4 east-west walkways, 2 east-west shared-use paths, and 2 north-south walkways
<b>Vehicular Parking</b>	Current Zoning Bylaw Transit Oriented Development (TOD) minimums and maximums	Current Zoning Bylaw TOD minimums and maximums, except a reduced maximum for two bedroom dwellings (from 1.5 to 1.0)
<b>Bicycle Parking</b>	0.3 spaces per dwelling with 80% in secure interior locations	0.5 spaces per dwelling with 50% in secure interior locations

## PUBLIC ENGAGEMENT

This section provides an overview of engagement since the November 2017 Council motion. For details of consultation that was carried out with the original application, prior to the motion, please see Appendix 3 "Initial Public Engagement."

Upon receiving Council's direction, City Administration initiated an engagement plan which was finalized, collaboratively, with input from the applicant and the Holyrood Development Committee (HDC). Basic rules of communication were established, along with the expectation

that the same core group of representatives would consistently participate as a “working group”. A visual timeline of this engagement process is available in Appendix 4 “Public Engagement Process Diagram.”

In late April 2018, the applicant proposed an initial revised version that was reviewed by City Planning and the Edmonton Design Committee (EDC) and also went through public consultation, including a well-attended Public Engagement Session. The feedback received led to more changes resulting in the final revised version that is the subject of this report. This final version was also reviewed by the EDC and City Planning, but due to the applicant’s desire to proceed to a Public Hearing as quickly as possible, there was no Public Engagement Session conducted specifically for it.

A Public Information Session is planned for June 27, 2018, ahead of the Public Hearing. The purpose of the event is to ensure interested citizens are informed about changes that were made, culminating in the final version of the DC2 Provision that is proceeding to Council. Information will also be provided about how to participate in the Public Hearing process. Public feedback will not be sought at the Information Session, since the application requires finalization beforehand, in order to reach the July 9 Public Hearing.

Taking more time prior to proceeding to Public Hearing would have allowed for more engagement with the community. Nonetheless, City Planning believes the engagement initiatives that have occurred, including those outlined below, effectively conveyed concerns and priorities from area residents to the applicant. The finalized development proposal has been shaped by some of the vast amounts of feedback received through numerous engagement activities.

<b>DRAFTING OF ENGAGEMENT PLAN</b> January 2018	City Planning staff met separately with the applicant and the Holyrood Development Committee (HDC) <ul style="list-style-type: none"> <li>• Reviewed Council’s referral motion</li> <li>• Shared expectations and desired outcomes</li> <li>• General discussion of next steps</li> </ul>
<b>INFORMATION GATHERING</b> January and February 2018	City Planning staff met separately with the applicant and the HDC <ul style="list-style-type: none"> <li>• Each group identified discussion topics</li> <li>• City staff compiled a resultant list of themes, to inform subsequent group sessions:               <ul style="list-style-type: none"> <li>o Transportation items - active streetscape, internal roadway, rear lane (east side of site), parking requirements, transportation safety, permeability (pedestrian and bicycle connectivity through site), LRT connections, parkade entrance locations, bicycle storage, Traffic Impact Assessment (TIA) process</li> <li>o General topics - amenity/open space locations, angular plane, community contributions, Crime Prevention Through Environmental Design (CPTED) principles, site density, environmental sustainability</li> </ul> </li> </ul>

	(energy consumption), height transitions, high quality materials/aesthetics, "natural" landscaping/ground permeability, phasing of development, site coverage/building locations, tower floor plate, universal design, winter design
<b>FACILITATED GROUP DISCUSSION</b> March 2018	Discussion between applicant, City staff and HDC - led by engagement facilitator <ul style="list-style-type: none"> <li>• Established roles and intentions for collaboration</li> <li>• Grouped and prioritized previously identified themes</li> <li>• Reviewed interdependencies and tradeoffs between topics</li> </ul>
<b>FACILITATED TRANSPORTATION DISCUSSION</b> March 2018	Transportation-specific discussion between applicant, City staff and HDC - led by engagement facilitator <ul style="list-style-type: none"> <li>• Review of technical considerations when compiling and reviewing a Transportation Impact Assessment (TIA)</li> <li>• Explored site constraints and opportunities regarding site access and circulation</li> <li>• Determined parameters that will inform the forthcoming TIA for this site</li> </ul>
<b>DESIGN WORKSHOPS</b> April 2018	Applicant, City staff, and HDC <ul style="list-style-type: none"> <li>• Initial meeting reviewed previous engagement discussions and set stage for main workshop session</li> <li>• Subsequent, day-long workshop focused on: <ul style="list-style-type: none"> <li>o Community contributions</li> <li>o Transportation constraints and opportunities</li> <li>o Open space</li> <li>o Built form</li> </ul> </li> <li>• HDC subsequently hosted a public meeting, reporting back to the community</li> </ul>
<b>REVISED PROPOSAL PRESENTED TO HDC</b> April 2018	Applicant presented a revised development proposal to community representatives. Changes included, but were not limited to: <ul style="list-style-type: none"> <li>• Seven building types, ranging from 7.0 m to 60.0 m in height</li> <li>• Majority of buildings under the 35 degree angular plane, and none exceeding the 45 degree plane</li> <li>• 1,450 dwelling units</li> <li>• Floor area ratio (FAR) of 4.0</li> <li>• Introduction of a Transit Plaza (300 square metres)</li> </ul>
<b>PUBLIC ENGAGEMENT SESSION</b> May 2018	A drop-in event hosted by the City, where attendees could view display boards with information about the rezoning process and the applicant's revised proposal. Participants were invited to discuss the application, ask questions of City staff and the applicant, and provide written comments. Members of the HDC were also present. <ul style="list-style-type: none"> <li>• Number of event notification recipients: 2,335</li> <li>• Number of attendees: approximately 260</li> </ul>

	<ul style="list-style-type: none"> <li>• Number of comment forms received: 165</li> <li>• A detailed summary of this event and the feedback received is available in Appendix 5 "What We Heard" Report.</li> </ul>
<b>REVISED PROPOSAL PRESENTED TO HDC</b> May 2018	Applicant revised development proposal based on feedback from Public Engagement Session, HDC, technical review by City departments and utility providers, and Edmonton Design Committee (EDC).
<b>PUBLIC INFORMATION SESSION</b> June 27, 2018	Although it had not yet occurred at the time of this report writing, the session is planned as a drop-in event. Attendees can view display boards with information about the City's rezoning process and the applicant's finalized proposal. Participants will be invited to discuss the application and ask questions of City staff and the applicant. Members of the HDC will also be present. Information will be provided about how to participate in the Public Hearing process.

Additionally, rezoning signage was placed on the subject site and a web page was created for this proposal ([www.edmonton.ca/HolyroodGardensRezoning](http://www.edmonton.ca/HolyroodGardensRezoning)).

While this report was being prepared, the Holyrood Development Committee (HDC) submitted feedback about the finalized DC2 Provision. They indicated a position of non-support and commented on the following aspects:

- Edmonton Design Committee (EDC):
  - Appreciate the EDC's consideration of this application.
  - Contend that additional redesign of the proposal would improve the development's quality.
  - Concern that this development does not adequately integrate with the surrounding community.
  - Buildings taller than 20 metres should require a Wind Impact Study. Conclusions from this report should be addressed, along with recommendations from Sun Shadow Studies.
  - Acknowledge that a number of design items will be determined at the Development Permit stage.
- Angular plane:
  - Prefer that the angle be measured to a building's highest protruding portion, rather than the highest storey's floor.
  - Concerns remain about buildings that exceed the 35 degree angular plane.
  - Some buildings should step down towards the adjacent lane, and their ground level units should face the lane.
  - Acknowledge the EDC's comments about the strategic use of point towers and appreciate floor plates being reduced to 750 square metres.
- Transportation safety:



- Concern that the transportation-related components of Council's motion have not been sufficiently responded to.
- Site's abutting lane should be reduced to one-way traffic and the parkade's vehicular access points should feature directional restrictions (ie. right in, right out, entrance only, exit only)
- Acknowledge the increased setbacks for parkade ramps, and the requirement for a TIA prior to development occurring north of 93 Avenue NW.
  - This future TIA's review should require community consultation.
- Family friendly housing:
  - Appreciate the option for the City to acquire units for affordable housing and recommend the proportion of units increase from 10%
    - Municipal Development Plan policy is cited: "a minimum of 25 percent of family oriented housing units should be part of large residential infill site projects within the Mature Neighbourhood Overlay."
  - Further attract families by providing at least 15% of dwellings with more than two bedrooms.
  - Increase the proportion of family oriented dwellings to be located in DC2 Area 2-B (between 90 and 93 Avenues), from 10% to 40%.
- Good Neighbour Agreement:
  - Negotiation should commence so the agreement can be shared at the June 27 Public Information Session, and its details can be finalized prior to the July 9 Public Hearing.
- Sunset clause:
  - Revise the sunset clause from 10 years for the entire site to individual clauses for DC2 Areas 2-A and 2-B (ie. 5 years and 15 years, respectively).

The HDC acknowledged some improvements to the proposal since Council's motion, but outstanding concerns remain. They indicated a preference for the applicant to proceed to a Public Hearing date after July 9, in order to further refine the proposed DC2 Provision. This option would provide time to consider and respond to feedback from both the EDC and the community. The City's June 27 event could therefore serve as an engagement opportunity, rather than an information-only session. The HDC sees value in the applicant receiving and responding to public feedback about this latest iteration of the proposal.

Feedback from the HDC was shared with the applicant, for consideration.

## CONCLUSION

City Planning recommends that City Council APPROVE this application.

## **APPENDICES**

- 1 Residential Infill Guidelines Analysis
- 2 Transit Oriented Development Guidelines Analysis
- 3 Initial Public Engagement (2017)
- 4 Public Engagement Process Diagram (2018)
- 5 "What We Heard" Report (May 2, 2018 Public Engagement)
- 6 Application Summary

## RESIDENTIAL INFILL GUIDELINES ANALYSIS

This application was reviewed for conformance with the Residential Infill Guidelines' Large Site Infill requirements. The proposal's built form and design were reviewed against the Mid and High Rise Infill Guidelines.

A total of 53 Residential Infill Guidelines are applicable to this site, of which:

- 42 are achieved;
- 42 are not achieved; and
- 10 are partially achieved.

A list of applicable guidelines and the proposed DC2 Provision's compliance is provided below.

### INTEGRATION WITH EXISTING NEIGHBOURHOODS

Guideline	Proposed DC2
Mid Rise Apartment buildings should be located in the City's key activity centres, including the central area of the city, including downtown, the Station Lands and Downtown North Edge; Areas adjacent to LRT Stations or at existing regional or community level shopping centre sites.	Yes
Subject to the development being able to achieve the applicable Large Infill Site Guidelines, Mid Rise Apartment buildings may be located on Large Residential Infill Sites, which are defined generally as sites over one hectare in size; on other sites where the specific context of the site warrants consideration of Mid Rise buildings such as on 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.	Partial (Site is separated from small scale residential development by road rights-of-way. Additionally, the east portion of this site contains various open spaces which contributes to separation.)
Mid Rise Apartment sites should have direct access to an arterial or collector road, or a road with the demonstrated capacity to accommodate the development without undue impact on adjacent areas.	Yes

## PLANNING A LIVEABLE, NEW NEIGHBOURHOOD

Guideline	Proposed DC2
Buildings should be organized to optimize sunlight to other buildings on the site and in the adjacent neighbourhood, and to public open spaces including streets.	Yes
Block arrangement and site design should respond to natural features, public open space and neighbourhood traffic patterns.	Yes
Buildings should be organized to ensure adequate spacing to maximize livability, ensure privacy and provide views through the site.	Yes
High Rise towers should be spaced to ensure privacy of residents and to provide outlook through the site.	Yes
High Rise towers should have a minimum separation distance of 30 metres if the tower faces are offset; towers which face directly onto each other should have a minimum separation distance of 35 metres.	Partial (Minimum separation space between towers is 35 metres, except the minimum distance between building type "E" and the adjacent type "D" building is 20 metres)
Building siting and massing should be designed to prevent the creation of adverse wind conditions on streets and public open space.	Partial (not completely known at the zoning stage, but regulations require additional study at the Development Permit stage)
Significant views should be identified and protected.	Yes

## BUILT FORM AND DESIGN

Guideline for Mid Rise Apartments	Proposed DC2
The maximum height of Mid Rise Apartment buildings should be determined using the Large Infill Site Guidelines.	Yes
To minimize visual impact on and maximize integration with the existing neighbourhood, Mid Rise Apartments should incorporate fundamental design elements, proportions, and character found within the neighbourhood and be constructed with durable, quality materials similar or complementary to those found within the neighbourhood.	Yes

The building mass should be arranged to minimize shadowing and optimize access to sunlight on adjacent properties as set out in the Large Infill Site Guidelines.	Yes
A sun/shadow analysis should be prepared, including analyses of shade impacts for the spring and fall Equinoxes and the winter Solstice.	Yes
The privacy of adjacent dwellings should be maintained by minimizing overlook through setbacks and articulation of the building and careful placement of windows, doors, patios and balconies.	Partial (Regulations ensure setbacks, stepbacks, and articulation. Placement of windows, doors, etc. will be determined at the development permit stage)
Building facades should be modulated in plan and elevation and articulated to reduce the appearance of building bulk and to create visual interest. The building façade should be punctuated at a maximum of eight metres along the building frontage with an indentation no less than two metres wide and two metres deep and at the primary street entrance to the building with an indentation of no less than two metres wide and two metres deep.	Partial (Building facades require articulation at a maximum of 15 metres along public roadways. Details including indentation will be determined at the development permit stage)
The maximum building length of Mid Rise Apartments should be no more than 48 metres, permitting views through the site and limiting building mass along the block face.	No (DC2 Provision does not establish maximum building lengths)
All units should have access to common, outdoor, ground level amenity space.	Yes
The building should front onto a street.	Yes
Retail/commercial uses should be developed on the ground floor of buildings which front onto a commercial/shopping street or provide for retail uses in the context of a comprehensively planned development.	Yes

<b>Guideline for High Rise Apartments</b>	<b>Proposed DC2</b>
The maximum height of High Rise buildings on specific sites should be determined using the Large Site Infill Guidelines.	Yes
High Rise residential towers should be designed: as slender point towers with small floorplates to protect views and maximize access to sunlight for surrounding development; with significant shaping to break down the scale of the tower; with a distinctive expression of a base, middle, and top to better respond to the context of views to and from the tower; and with floorplates generally no larger than 750 square metres gross.	Yes



High Rise residential towers should be constructed on a podium base that creates a human scale street wall: typically, the podium should be a minimum height of 3 storeys, with a maximum height of 4 storeys; however, to accommodate specific site and design objectives, or specific housing forms in the podium, a blend of heights between 2 and 6 storeys could be considered; Storeys above the 3rd floor should be stepped back and aesthetically be of a secondary character to the main base form; the podium façade should be divided into segments and articulated to support a walkable environment and reduce the building mass; and the mass of the tower should be stepped back above the base podium by at least 3 metres.	Yes
The massing of High Rise buildings should be arranged to: resolve shadowing, overlook, and loss of privacy issues on adjacent areas in accordance with the "Large Site Infill Guidelines"; minimize shadowing of onsite or adjacent amenity space; and, provide for a transition between the building and adjacent residential areas in accordance with the "Large Site Infill Guidelines".	Yes
A sun/shadow analysis should be prepared, including analyses of shade impacts for the spring and fall Equinoxes and the winter Solstice.	Yes
The building should front a street.	Yes
All ground level units with street frontage should have an individual entrance that fronts onto the street and private outdoor amenity space; all other units should be accessed through an entrance hall fronting onto a street.	Yes
Retail/commercial uses should be developed on the ground floor of buildings which: front onto a commercial/shopping street; or, provide for retail uses in the context of a comprehensively planned development.	Yes

## SITE DESIGN AND STREETScape

Guideline	Proposed DC2
The site should be landscaped in accordance with an approved Landscape Plan which provides for a high standard of landscaping on the site.	Yes
The Landscape Plan should include an assessment of mature trees on site; provide for the retention of mature trees to the greatest extent possible; incorporate the design and planting of public sidewalk and boulevard areas adjacent to the site and illustrate the landscaping of yards and common outdoor amenity areas.	Yes

The site design should, in concert with the design of the building assist in optimizing access to sunlight on adjacent properties and on common outdoor amenity areas and maintain the privacy of adjacent homes through the use of fencing, screening and landscaping.	Partial (Proposed development casts shadows on adjacent properties and on the site, including amenity areas. A Sun Shadow Study was submitted with this rezoning and another is required for building types "D" and "E" at the development permit stage.)
Common outdoor amenity space should be provided on site for residents which accommodates the recreational and social needs of residents, including families with children where family units are proposed and is located where there is surveillance, sunlight and weather protection.	Yes
The streetscape design, including building features and landscape treatment along street frontages should integrate the new development into the existing neighbourhood by providing entry transitions (e.g. use of steps, fences, gates, hedges, low walls) and semi-private outdoor spaces that create a comfortable relationship between the public realm of the street and the private space of the dwelling units; providing individual, private front entries and landscaped yards for ground floor units; providing a prominent front entrance to the building; using articulated building frontages, creating recessed balconies and roofline features and by maintaining the existing development pattern along the street, including setbacks, treed boulevards and no vehicular access from the street.	Yes

## CREATING PARKS AND AMENITY SPACE

Guideline	Proposed DC2
The location and shaping of public open space should be fundamental in organizing the block structure and locating development on large sites.	Yes
Onsite parks, open space and community amenities should be provided which; are sufficient to meet the needs of new residents; are appropriate for families with children; are integrated with and will complement existing community parks and amenities in the adjacent neighbourhood; Are available for use by the adjacent community; and are designed for a range of functions and seasons.	Yes

The specific amount of open space to be provided should be determined based on the size and population of the proposed development	Yes
Parks and community amenities should be designed and constructed to a high standard and should be: integrated into the overall site design; located so that the space can be monitored by the residents; and, protected from negative impacts such as shadowing, traffic and noise.	Yes

## BUILDING COMMUNITY

Guideline	Proposed DC2
An assessment of local retail needs in a neighbourhood should be part of the planning of large sites.	Yes
Neighbourhood scale commercial uses, oriented to grade, that meet the daily and weekly needs of residents should either be provided onsite or met in the immediate vicinity of the site.	Yes
Site design should reflect the need to accommodate families with children, including: safe pedestrian routes to schools; common parks/activity areas and open space suitable for and readily accessible by children; outdoor play areas that reflect the needs of different age groups of children; accommodating supervision and oversight of play areas by parents/caregivers.	Yes
Semi-private and private outdoor spaces and indoor and outdoor amenities should be provided to meet the recreational and social needs of residents, including families with children.	Yes
Residential infill projects on large sites should include a variety of housing types to provide housing choices for households of different sizes, types (family, non-family), ages and incomes.	Yes
Non-market housing should be provided in accordance with the existing City wide policy for the provision of affordable housing.	Yes
To assist in long term community building, a minimum of 25 per cent of residential units should be designed to be suitable for families with young children, including the following features: Ground-oriented (a direct access to the street); clearly defined private open space; access to adequate storage, including bulk storage and bicycle storage; and, adequate dwelling area for 2 or more bedrooms which are separate from living and kitchen/bathroom areas.	Partial (A minimum of 120 dwellings will be suitable for families. This is approximately 10% of the site's maximum allowable number of units. 570 dwellings, 47.5% of total will have 2 or more bedrooms.)

## LANDSCAPE AND SREETSCAPE DESIGN

Guideline	Proposed DC2
A landscape plan prepared by a registered landscape architect, and providing for a high standard of landscaping, should accompany any development proposal for a Large Infill Site.	Yes
The Landscape Plan should include, as a minimum: a design rationale; a public open space plan; a streetscape design, including tree planting, boulevard landscaping, street furniture, sidewalk treatment, location and treatment of transit stops; highlights of retained or altered natural landscape conditions; specific treatment of surfaces and plantings; the type and quantity of landscape materials, including the use of drought tolerant plants and native species; the treatment of streets fronting onto adjacent, existing residential areas; and, documentation of how water consumption has been minimized through features such as, but not limited to, the use of high efficiency irrigation systems and xeriscaping.	Yes

## PHASING OF DEVELOPMENT

Guideline	Proposed DC2
In order to reduce the impact of infill construction and to ensure a timely transition between existing and new development, phased development projects should develop the edge of the site where it fronts existing residential use in the first phase of the project in order to prevent empty or underutilized lots facing the surrounding neighbourhoods.	Yes

## THE TRANSPORTATION SYSTEM - PEDESTRIANS, VEHICLES, AND PARKING

Guideline	Proposed DC2
The pedestrian network should be an integral aspect of site design, and provide for: internal connections for residents to neighbourhood facilities, amenities and transit facilities; external connections to facilities and amenities outside the infill site, including safe routes to school for children; public rights of way to enhance pedestrian circulation through the site, with particular attention to connecting parks and other public amenity sites; connections to the adjacent	Yes

residential area, including access to public facilities on the site and routes through the site; and, the security of common areas within individual development parcels.	
Where more than one large infill site is being developed in an area, or a second site is likely to develop in the near future, traffic studies should consider the cumulative impact of all potential sites on a neighbourhood.	Yes
Parking should be planned and provided as an integral part of Large Infill Site development and in accordance with the parking requirements of the Residential Infill Guidelines, including: all required resident parking for Mid Rise and High Rise buildings should be provided underground or in above ground parking structures; parking structures at or above grade should be fully screened with residential, commercial or community uses to provide active frontages; access to all parking should be from a lane.	Partial (Majority of parking is underground, primarily accessible from 93 Avenue NW, in addition to lane accesses at the site's north and south ends. A maximum of 30 parking spaces are permitted at surface, primarily accessible by a lane.)
Parking structures, loading zones, and garbage collection and storage areas should not be located on streets or lanes which front onto existing residential areas.	Yes
Surface parking areas should: be developed at the side or rear of a building; not impact the street or outdoor amenity areas; be clustered into smaller parking lots and divided with landscaping; be separated from residential units by landscaped buffers; and, not front onto existing residential areas.	Yes
Cycling routes through the area should be identified as part of the site planning process: cycling routes should be provided for in the design of the roads or in pathways or greenways through the site; and, connections to the multi-use trail system should be provided for.	Yes
Bicycle parking and storage facilities should be provided throughout the development	Yes

## TRANSITION BETWEEN NEW AND EXISTING NEIGHBOURHOODS

Guideline	Proposed DC2
Separation of the Site from Existing Development: a road or lane should separate existing residential areas and the infill site; in some circumstances, a developed public pathway protected by a Statutory Right of Way may be appropriate.	Yes
Minimizing Shadowing: adjacent properties should not be subject to undue over-shadowing between the spring and fall Equinoxes. This can be achieved by limiting the height of buildings on	Partial (Majority of buildings meet the 35 degree angle.

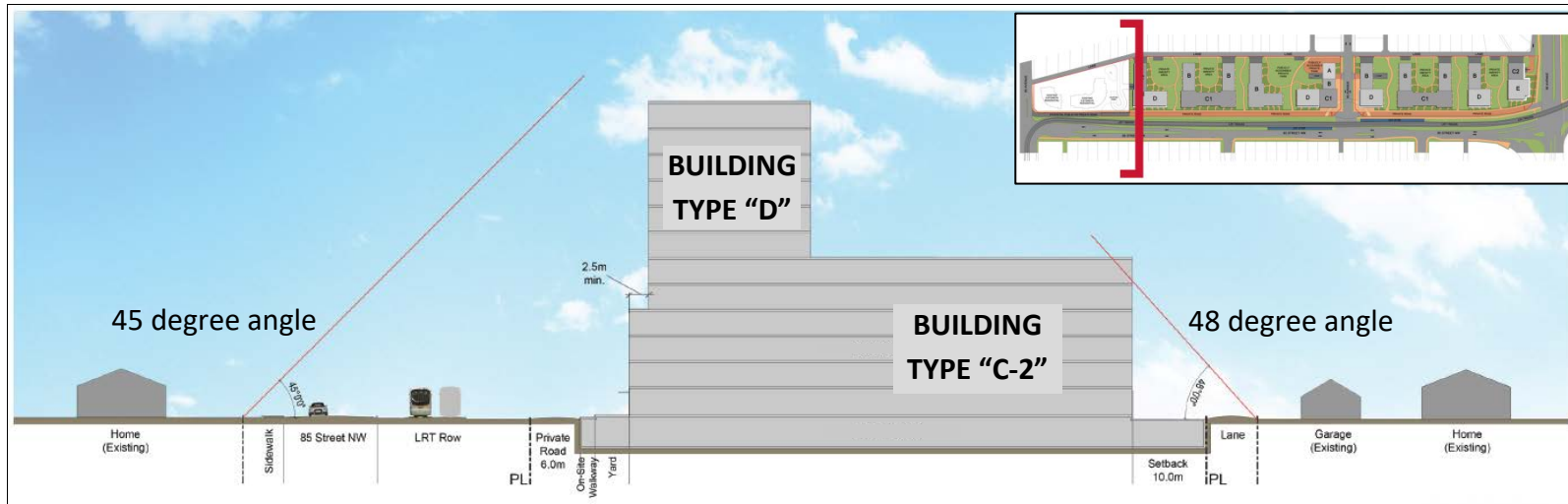


the infill site to below a 35 degree angle measured from the property line of adjacent residences (35 degrees is the angle of the sun at the Equinox in Edmonton); where direct sunlight is not a factor, such as for neighbourhoods on the south side of an infill project, adequate setback of tall buildings can be achieved by limiting the height of buildings on the infill site to below a 45 degree angle measured from the property line of adjacent low scale residences; the requirements for limiting shadowing of adjacent properties should be refined through detailed shadowing studies specific to the site. These studies should include sun/shadow analyses for the spring and fall Equinoxes and the winter Solstice.	Two buildings [type "C-2"] meet a 48 degree angle, and one building [type "E"] exceeds this. A Sun Shadow Study was submitted with this rezoning and another is required for building types "D" and "E" at the development permit stage.)
Building Form on the Edges of Infill Sites; the interface between an infill site and its neighbourhood should be designed as a transition with an active, two sided streetscape; there should be no large, uninhabited setbacks on the edge of the site; edges of infill sites facing low scale residentially zoned lands across a local residential street (including collector and local roads) should be developed at a maximum of 2 ½ storeys; or, if facing across an arterial, edges should be developed as a 2 to 4 storey street wall; edges of infill sites facing lands across the street that are zoned for Low Rise Apartment buildings or larger scale residential or commercial development may be developed as Mid Rise residential buildings, subject to height and setback requirements.	Yes
Large Infill Sites and Large Scale Building Forms: mid Rise residential buildings, when the Guidelines are applied, are generally feasible on sites of 1 hectare or larger; high Rise buildings are generally feasible on the periphery of neighbourhoods on sites of 3 hectares or more; high Rise buildings are generally feasible on large sites within neighbourhoods that are 5 hectares or more.	Yes

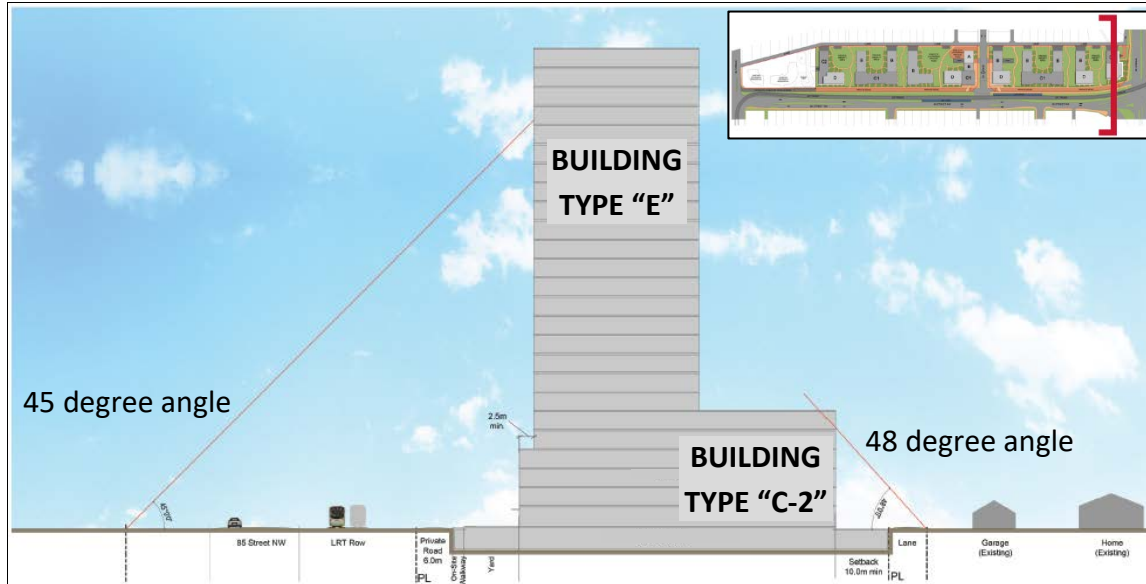
## SITE PLANNING AND DESIGN FOR ANGULAR PLANES

Two of this proposal's 6-storey buildings (type "C-2") and one 25-storey tower (building type "E") do not meet the Site Planning and Design Template Guidelines for Angular Planes. Depending on circumstances, the Guidelines recommend heights that do not exceed either 35 or 45 degree planes.

The following graphics depict these three buildings either meeting or exceeding a 48 degree angular plane.



12-STOREY AND 6-STOREY BUILDINGS, LOCATED TOWARD THE SITE'S NORTH END  
(NOTE: 12-STOREY PORTION MEETS THE ANGULAR PLANE GUIDELINE)



25-STOREY TOWER AND 6-STOREY BUILDING, LOCATED THE NORTHEAST CORNER OF 85 STREET NW AND 90 AVENUE NW

## TRANSIT ORIENTED DEVELOPMENT GUIDELINES

This application was reviewed for conformance with Transit Oriented Development (TOD) regulations.

A total of 21 TOD Guidelines are applicable to this site, of which:

- 18 are achieved;
- 2 are not achieved; and
- 1 is partially achieved.

A list of applicable guidelines and the proposed DC2 Provision's compliance is provided below.

### LAND USE AND INTENSITY EXPECTATIONS FOR STATIONS WITHOUT STATION AREA PLANS

Guideline	Proposed DC2
Neighborhood Station developments on a site 1.0 ha or larger should have minimum of 125 dwelling units per hectare (du/ha).	Yes

### LAND USE AND INTENSITY EXPECTATIONS FOR STATIONS WITH STATION AREA PLANS

Guideline	Proposed DC2
Densities are the same for Stations without a Station Area Plan, but these may be increased to accommodate the unique context of the specific neighbourhood.	Yes (Urban Design Brief includes planning rationale and context for the site to inform the land use and intensity proposed)
Neighbourhood serving retail uses, eating and drinking establishments and professional offices close to station.	Yes
Improved pedestrian and bike access.	Yes

## GROUND FLOOR RETAIL

Guideline	Proposed DC2
Ground floor retail is appropriate for sites with direct access to an arterial or collector road, supported by curbside parking.	Yes
Auto oriented site design is not appropriate.	Yes
Residential, retail or office uses can be accommodated on upper floors.	Yes

## SITE AND BUILDING DESIGN

Guideline	Proposed DC2
All buildings should front onto a street and retail buildings should be designed to create the appearance of small (10 m) regularly spaced frontages along the street.	Yes
Parking should be located primarily underground, and surface parking should be located away from the street and designed in smaller clusters.	Yes
Development over 6 storeys in height should be only be located where a Station Area Plan has been prepared to accommodate transitions or on a site greater than 1 ha to achieve appropriate transitions on site.	Partial (There is no Station Area Plan in place. Majority of the proposed buildings are 6 storeys or less. Five buildings are greater than 6 storeys, and are located along the site's west edge at 85 Street NW.)
Street level residential uses should have 50% transparency, and street level retail, civic, cultural, and employment uses should have 70% transparency.	Yes
Retail uses at ground level should provide a primary street facing entry. Residential uses at ground level fronting onto a street to have a primary street facing entry, and units fronting onto a courtyard to provide a primary exterior entry.	Yes
3 m maximum building setback from street for ground floor residential uses.	No (Minimum 7 m building setback along 93 Avenue NW, to provide sight lines for parkade entrance ramps)

0 m maximum building setback from street for ground floor retail uses.	No (Minimum 5 m building setback along 93 Avenue NW, to provide sight lines for parkade entrance ramps, setback integrated with Transit Plaza)
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## BLOCKS

Guideline	Proposed DC2
All new developments should have one mid-block accessway for block lengths greater than 130 m or two mid-block accessways for block lengths longer than 200 m.	Yes
Mid-block access ways should be 10 m in width (minimum) and alleys should be a minimum of 6 m wide.	Yes
100 m width by 200 m length maximum for block size. Rectangular blocks should be oriented with the width facing the LRT alignment.	Yes

## BICYCLE FACILITIES

Guideline	Proposed DC2
New construction of public streets must include bicycle parking. All major streets leading directly into the station should have a type of bicycle accommodation.	Yes

## ROADWAYS

Guideline	Proposed DC2
All public streets should include curbside vehicle parking, curb extensions, and crosswalks.	Yes



## PUBLIC BOULEVARDS

Guideline	Proposed DC2
New development with a 0 m setback should include overhead weather protection that extends minimum 1.5m from the front building facade.	Yes
2 m minimum pedestrian through zone, 1.5 m minimum furnishing zone. Street trees should be spaced max of 8 m apart along block face and located within the furnishing zone.	Yes

## INITIAL PUBLIC ENGAGEMENT

This document provides a summary of engagement activity that occurred prior to the November 2017 Public Hearing, when City Council referred the applicant's rezoning proposal back for additional work.

This information table is followed by a "What We Heard" Report which details an Open House public engagement session, hosted by the City in July 2017.

<b>PRE-APPLICATION NOTIFICATION</b> October 2016	<p>Prior to submitting a formal proposal to the City, the applicant contacted area property owners by letter.</p> <ul style="list-style-type: none"> <li>• Provided advisement about the applicant's intent to rezone the subject site for mixed use development, with mid-rise and high-rise buildings.</li> <li>• Recipients were encouraged to respond with questions or comments.</li> <li>• Included information about a future engagement event, to be hosted by the applicant the following month.</li> </ul>
<b>PRE-APPLICATION OPEN HOUSE #1</b> November 2016	<p>A drop-in event, where attendees could view display boards with information about the site context, rezoning application process, and the applicant's general site concept.</p> <ul style="list-style-type: none"> <li>• Participants were invited to discuss the information presented, ask questions of the applicant, and provide written comments.</li> </ul>
<b>PRE-APPLICATION OPEN HOUSE #2</b> January 2017	<p>Another drop-in event, where attendees could view display boards presenting two development concept options.</p> <ul style="list-style-type: none"> <li>• Additional information was provided about the project's residential components, commercial options, on-site parking, and amenities.</li> <li>• Participants were invited to discuss the information provided, ask questions of the applicant, and provide written comments.</li> </ul>
<b>ADVANCE NOTICE</b> March 2017	<p>The City advised area property owners that a formal rezoning proposal was received, with the intent to redevelop the Holyrood Gardens site.</p> <ul style="list-style-type: none"> <li>• Recipients were encouraged to respond with questions or comments about the proposal or the City's rezoning process.</li> </ul>
<b>WORKING GROUP MEETING #1</b> May 2017	<p>A working group was established, comprised of representatives from the Holyrood Development Committee (HDC), City Planning, and the applicant.</p> <ul style="list-style-type: none"> <li>• This first meeting discussed the application's history and the proposal's evolution, and City considerations including Transit Oriented Development Guidelines.</li> <li>• HDC members received information about the applicant's intent and the City's rezoning process, and provided feedback.</li> </ul>

<b>WORKING GROUP MEETING #2</b> June 2017	The HDC, City staff, and the applicant met again. <ul style="list-style-type: none"> <li>• The City' application review process was discussed, the applicant presented information about their proposal, and HDC members provided feedback.</li> </ul>
<b>OPEN HOUSE PUBLIC ENGAGEMENT SESSION</b> July 2017	An engagement event hosted by the City, where attendees could learn about the applicant's proposal and the City's rezoning process. Participants were invited to discuss the information presented, ask questions of City staff and the applicant, and provide feedback. Members of the HDC were also present. <ul style="list-style-type: none"> <li>• A "What We Heard" Report, a detailed summary of this event and the comments received, follows this engagement table.</li> </ul>
<b>WORKING GROUP MEETING #3</b> July 2017	The HDC, City staff, and the applicant reconvened. <ul style="list-style-type: none"> <li>• The applicant's revised proposal was presented and feedback was received.</li> <li>• City Transportation staff were present and discussed review of the applicant's Transportation Impact Assessment (TIA), and the proposal's potential parking and traffic impacts.</li> <li>• HDC members responded to the information provided, shared concerns about the redevelopment proposal, and expressed issues with aspects of the stakeholder engagement.</li> </ul>
<b>OPEN HOUSE PUBLIC INFORMATION SESSION</b> September 2017	An information event hosted by the City, where attendees could learn about the applicant's finalized proposal. <ul style="list-style-type: none"> <li>• Information was provided about the City's rezoning and Public Hearing processes.</li> <li>• Members of the HDC were also present.</li> </ul>

The following report details the City's Open House engagement event that was held in July 2017.

# “WHAT WE HEARD” REPORT

## Holyrood Gardens Regency Development Proposal LDA17-0132

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**PROJECT ADDRESS:** 8310 & 8311 - 93 AVENUE NW

**PROJECT DESCRIPTION:** Rezoning from (DC2) Direct Development Control Provision to (DC2) Direct Development Control Provision to allow for a mixed use, high density, transit oriented development with up to 1,200 residential units.

**EVENT TYPE:** Open-House

**MEETING DATE:** July 12th, 2017

**MEETING VENUE:** South East Edmonton Senior Association, 9350 82 Street NW

**NUMBER OF ATTENDEES:** 315 (does not include media, City Staff, or applicants in attendance)

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### OVERVIEW OF PUBLIC ENGAGEMENT FOR THE PROJECT:

<b>PRE-APPLICATION NOTICE</b> October 26, 2016	<ul style="list-style-type: none"><li>● Number of recipients: 1,785</li></ul> <p><u>As reported by applicant</u></p> <ul style="list-style-type: none"><li>● Number of responses: 12</li><li>● Number of responses in support: 1</li><li>● Number of responses with concerns: 2</li><li>● Number of responses with no concerns: 7</li><li>● Comments included:<ul style="list-style-type: none"><li>- What is a mid-rise and what is a high rise?</li><li>- Does not support a high rise development.</li></ul></li></ul>
<b>PRE-APPLICATION OPEN HOUSE #1</b> November 9, 2016	<p><u>As reported by applicant</u></p> <ul style="list-style-type: none"><li>● Noticed mailed to 1,785 recipients</li><li>● Open House format held 5-8pm at the South East Edmonton Seniors Association cafeteria near to the site; the public were invited to attend at any point during the evening</li></ul>

- Applicant and owner's representatives were available to answer questions and provided display boards which presented information on the site context, rezoning process, and a general site concept.
- Comment boards were provided with post-it notes for attendees to provide public comments on the information provided.
- City Staff including representatives from Transportation and the LRT group were also present to answer questions from the public.
- Number of attendees: 350
- Number of feedback forms collected: 127
- Common comments in support included: redevelopment is good for this site, redevelopment may provide opportunities for affordable housing, senior housing, and family oriented units
- Common comments with concerns included: concerns regarding height/density, shadow impacts, privacy for adjacent residences, increased traffic and parking demand, prefer small scale/local/independent business
- Following the Open House an information flyer was sent to 2,863 residents.
- The flyer aimed to address some of the questions introduced at the first Open House including information about the developer and site ownership, the vision for retail and commercial uses, intended parking provisions, amenity spaces, general intent for residential units, concerns of current tenants, and next steps.
- 4 responses were received from the community
- Comments from the responses included concerns about the height and shadow impacts from the development, a desire to see 3-4 bedroom condos, supported redevelopment as long as height impact is limited, would like to see more commercial opportunities, wanted to know when the project would start and if there would be more than 3 months' notice to vacate.

<p><b>PRE-APPLICATION OPEN HOUSE #2</b> January 19, 2017</p>	<p><u>As reported by applicant:</u></p> <ul style="list-style-type: none"> <li>● Noticed mailed to 2,863 recipients</li> <li>● Open House format held 5-8pm at the South East Edmonton Seniors Association cafeteria near to the site; the public were invited to attend at any point during the evening</li> <li>● Applicant and owner's representatives were available to answer questions and provided display boards which displayed two separate development concepts, including information on heights, site plans, separation distance to adjacent buildings, and amenity spaces. Option A was received 36 supportive comments, and Option B received 11 supportive comments</li> <li>● Comment boards were provided with post-it notes for attendees to provide public comments on the information provided</li> <li>● City Staff from including representatives from Transportation and the LRT group were present to answer questions from the public</li> <li>● Number of attendees: 125</li> <li>● Number of feedback forms collected: 57</li> <li>● Common comments of concern included: concerns regarding height/density, increased traffic and parking demand, shortcutting through the community (with LRT), prefer all or majority of parking to be provided underground, would like to see additional shadow studies</li> </ul>
<p><b>ADVANCE NOTICE POSTCARD</b> March 17, 2017</p>	<ul style="list-style-type: none"> <li>● Number of recipients: 2,289</li> <li>● 11 responses to the Advance Notices were received</li> <li>● Number of responses in support: 1</li> <li>● Number of responses with concerns: 5</li> <li>● Number of responses without position: 5</li> <li>● Comments in support included: looking forward to having the site cleaned up</li> <li>● Comments with concerns included: height and density, traffic and parking impacts, shadow impacts from the development, it will change the character of the neighbourhood</li> </ul>

**PUBLIC MEETING  
(OPEN HOUSE #1)**  
July 12, 2017

- Notice mailed to 2,293 recipients including residents in the neighbourhoods.
- Open House format public meeting held from 5:30 to 8:30pm at the South East Edmonton Seniors Association gymnasium near to the site; the public were invited to attend at any point during the evening
- City Staff including representatives from Transportation, Drainage, Parks, and the LRT Group were present to answer questions from the public
- A “graffiti wall” comment board was provided for attendees to add any additional information and comment on the development
- Applicant and owner’s representatives were available to answer questions and provided display boards with pictures of the development
- Number of attendees: 315
- Number of feedback forms collected: 172
- Common comments in support included: in favor of the idea of adding neighbourhood amenity space, likes that there will be more of a variety of housing provided, local commercial opportunities will be good, redevelopment of the site is needed
- Common comments with concerns included: concerns about traffic and parking impacts from the development on the neighbourhood, development is too high and proposed too many units, how will current residents on the site be accommodated?, development will attract renters and a more transient population, the development does not fit into the character of the neighbourhood
- Following the Open House, 4 responses were received
- Number of responses in support: 1
- Number of responses with concerns: 3
- Comments in support included: project needs to be a mix of what the developer wants and what the community wants, the site is overdue for renewal, would like to see the developer carry through with the proposal
- Comments with concerns included: development does not meet the City’s Transit Oriented Development Guidelines



<b>INFORMATION DROP IN (OPEN HOUSE #2)</b> September 2017	<ul style="list-style-type: none"> <li>• The City will host a second public Open House before the Hearing to inform the surrounding residents of the changes that have been made to the proposal since the last Open House was held, as well as to provide information pertaining to the rezoning proceeding to a Public Hearing.</li> </ul>
<b>WEB PAGE</b> Posted March 2016	<ul style="list-style-type: none"> <li>• A web page has been available throughout the review process to provide the public and other stakeholders with information regarding background, the details of the application, review process, opportunities for public feedback.</li> </ul> <p><a href="http://www.edmonton.ca/holyroodgardensrezoning">www.edmonton.ca/holyroodgardensrezoning</a></p>

## ABOUT THIS REPORT

The information in this report includes feedback gathered during the July 12th, 2017 open house. This report is shared with all attendees who provided their email address or mailing address during the event. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed rezoning advances to Public Hearing these comments will be summarized in the Report to Council.

## MEETING FORMAT

The meeting format was a station-based open house where attendees were able to view display boards with project information and ask questions of City Staff, the applicant, and the Holyrood Development Committee (HDC). Planners were available to answer questions throughout the open house and the attendees were encouraged to provide feedback. Comments from attendees were recorded by City staff during the meeting, and feedback and comments forms were also collected. Below is a summary of all the comments we received and the main themes that emerged.

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## OPEN HOUSE FEEDBACK SUMMARY

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### WHAT WE HEARD FROM PARTICIPANTS OF THE OPEN HOUSE

#### General:

- A few participants saw this development as wholly positive and urged the building of it as soon as possible
- Almost all participants saw redeveloping the site as a positive, but had concerns about many aspects of the development
- Few participants were wholly against redeveloping the site

#### What opportunities does this project present?

##### Density:

- Site's proximity to the future Holyrood LRT station offers good opportunity for a successful transit oriented development
- Higher density means the development can be more energy efficient than low density residential

##### Design:

- Most eager to see the site revitalized
- Many excited for new accessible retail and community spaces in the development

#### What challenges does this project present?

##### Parking and Traffic:

- Major concerns around traffic from the development funnelling through the community and by the school as a means to shortcut the LRT crossings
- Mitigating park-and-ride and visitor parking concerns is needed to not overwhelm on-street parking for school pick-up and community facilities
- Alley between 85 St NW and 83 St NW considered to require more analysis and upgrade

##### Density and Scale/Height:

- Many wanted more info on how the increase in population would affect the neighborhood and community, as this is primarily a low density, single family home residential area

- Identified that development should have a decreased height to fit better within the context of the neighbourhood
- Concerns that the increased density will overburden existing amenities and infrastructure (especially drainage, parkspace, and alleyways)
- Some interest in seeing greater contribution from the developer with regards to infrastructure improvements in the area
- Residents adjacent to the proposed development are curious how shadowing will affect their property values

#### Neighborhood Character:

- Concerns about how current residents on the site will be accommodated, and that there should be low-income housing provided for current residents.
- Some participants voiced worries this development would attract a more transient population that may not contribute to the community
- Many participants of the open house thought that, generally, the development did not match the “feel” of the neighbourhood

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### QUESTIONS FROM FEEDBACK FORMS (WITH ANSWERS FROM FILE PLANNER)

#### Traffic and Parking:

- Will the Transportation Impact Assessment be available for the public to view, and if so, when?
  - The Transportation Impact Assessment is a highly technical document that is meant for technical review. It will not be published to the public once it is completed, however individuals may request to review the document in person with a transportation engineer.
- Will there be traffic management infrastructure or plans put in place to mitigate traffic impacts on the neighbourhood?
  - The city recently developed a new Community Traffic Management Plan in April 2017. This plan includes traffic mitigation strategies for the Holyrood Gardens neighbourhood.
- What are the plans for the alley between the development and 83rd St NW?
  - In May, 2017, City Council approved the Alley Renewal Strategy with planning, design, and location priority occurring between 2017 and 2018, with alley way rehabilitation beginning in 2019.

#### Density and Scale:

- Is there consideration to how the development and increased population will impact the taxes, infrastructure, services, and/or amenities in Holyrood?
  - A transportation impact assessment, urban design brief, sun shadow study, and other technical reports have been submitted by the applicant. These reports are being reviewed by the City to determine how infrastructure and amenities in Holyrood will be impacted. However, there is no assessment of how neighboring parcels values or taxes will be impacted by the development.

#### Development Details:

- Will the development consist of rental units or will it be a condominium? Will there be Family Oriented Units included? Will there be senior-oriented units?
  - Tenure for housing is not established at the at the zoning stage. Only the land use is regulated. In this case the developer has proposed for Apartment Housing. The zoning will not dictate whether the Apartment Housing will be rented or privately owned. At this time, the proposed development does not include Family Oriented Dwellings, as defined by the zoning bylaw, or seniors oriented units.

#### Planning:

- What City policies are considered in the proposed development of Holyrood Gardens?
  - The city consults a variety of guidelines and policies to gather a broad understanding of the implications of the development. Specifically, the city compares this large infill development near a transit station to the Residential Infill Guidelines and the Transit Oriented Development Guidelines. The Direct Control zoning and Urban Design Brief are also being created through this process to regulate how the site will be developed.
- How is the city coordinating this development with LRT construction and other developments in the area?
  - The Holyrood Gardens application is reviewed by transportation as well as the City's LRT group to ensure the development will be compatible with the future Holyrood Valley Line LRT Station.
- Why is the Edmonton Design Committee not able to review this application?
  - The developer declined the City's request for the proposal to be reviewed by the Edmonton Development Committee (EDC).

- Is this the only process through which input is sought?
  - Input from the public was gathered through two pre-application open houses, and this open house on July 12, 2017. There may be another open house before the public hearing (date to be determined). In addition to the open houses, residents are welcome to submit feedback to the file planner, Sean Conway, which will be summarized and included in the report to council.
- Why was this meeting scheduled the same day/time as future Whyte Ave LRT Open House?
  - Due to time constraints and venue availability, it can be difficult to coordinate with the open houses of other departments within the City. One benefit of the open house engagement style, is the timing flexibility it gives residents to come within the time frame that works for them, and to easily attend other engagements.

Additional:

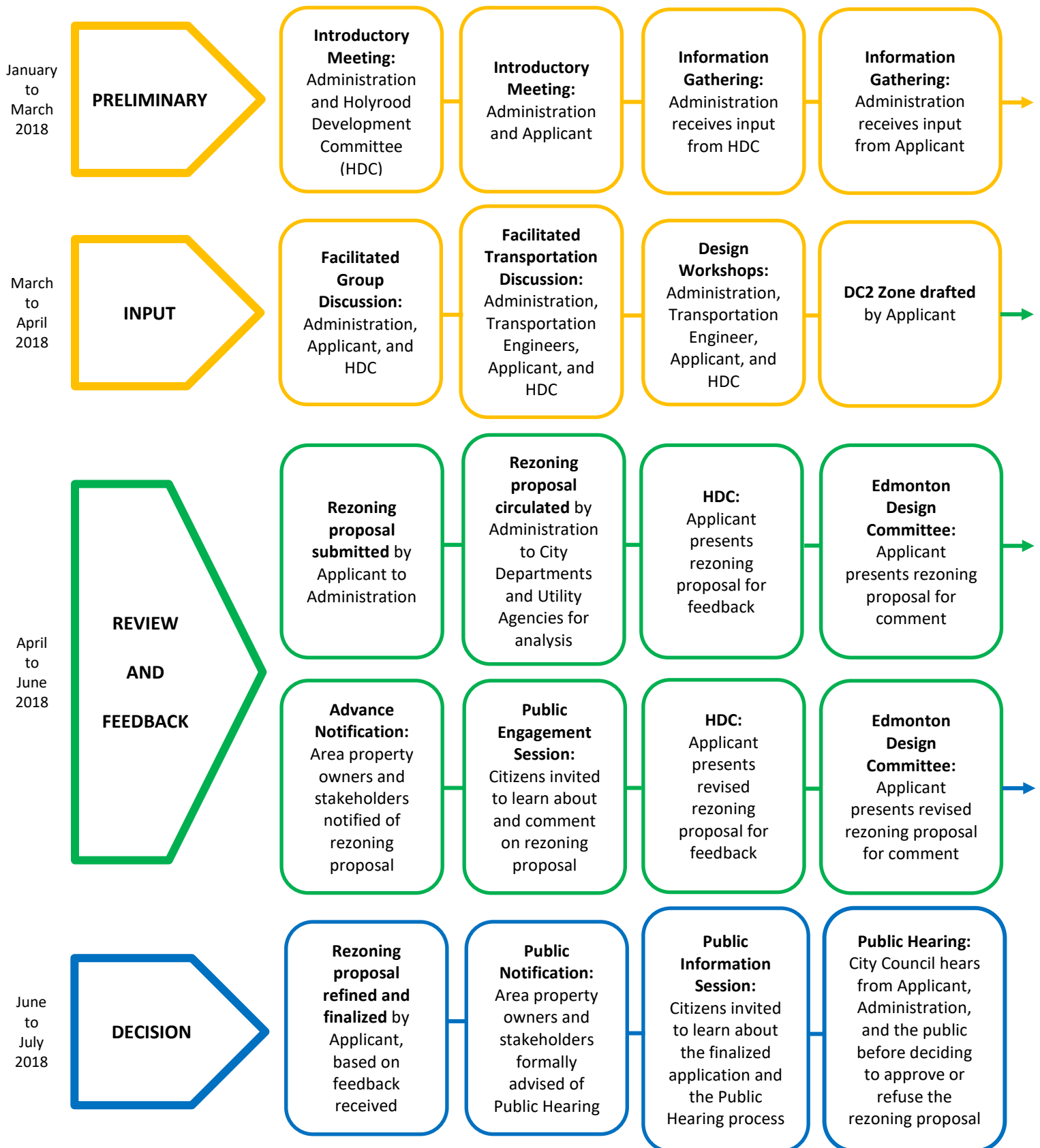
- Where will the current residents of Holyrood Gardens go?
  - As per the City of Edmonton C582 Policy, the (DC2) Site Specific Development Control Provisions include a developer sponsored affordable housing clause that may give the City the option to purchase five percent of the total dwelling units at 85% of market value for the purpose of affordable housing.
- Do these really get read?
  - The *What We Heard Report* will be summarized and included within the council report so that City Councillors will be informed of the community's opinion and comments toward the proposed development.

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2017 City of Edmonton file planner, Holyrood Gardens rezoning proposal:

Sean Conway  
 780-496-5809  
[sean.conway@edmonton.ca](mailto:sean.conway@edmonton.ca)

## PUBLIC ENGAGEMENT PROCESS DIAGRAM



# “WHAT WE HEARD” REPORT

## Public Engagement Session Feedback Summary Holyrood Gardens Rezoning Proposal

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**PROJECT ADDRESS:** 8310 and 8311 - 93 Avenue NW, Holyrood neighbourhood

**PROJECT DESCRIPTION:** Rezoning from the current (DC2) Site Specific Development Control Provision Zone to a new (DC2) Site Specific Development Control Provision Zone

The applicant proposes a high density, transit oriented, mixed use development with a maximum of 1,450 residential units

**EVENT TYPE:** Public Engagement Session

**EVENT DATE:** May 2, 2018

**EVENT LOCATION:** Holyrood School, 7920 - 94 Avenue NW

**NUMBER OF ATTENDEES:** Approximately 260 people

**CITY WEBPAGE:** [www.edmonton.ca/HolyroodGardensRezoning](http://www.edmonton.ca/HolyroodGardensRezoning)

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## BACKGROUND

On November 17, 2017, City Council referred this rezoning proposal back for additional work. City Administration received direction to return with a proposal addressing the following:

- generally meet building height requirements in accordance with the Residential Infill Guidelines' 35 degree angular plane;
- generally meet built form requirements in accordance with the Residential Infill Guidelines' recommended tower floor plate sizes;
- mitigate traffic cutting through the neighbourhood, using measures such as potential road closures;
- address parkade ramp design and pedestrian access along 93 Avenue NW; and
- refer the revised proposal to the Edmonton Design Committee for feedback.

In response to this motion, City Planning, the applicant, and the Holyrood Community League's Development Committee created and embarked on an engagement plan. The intent was to gather input from the community, primarily represented by the Holyrood Development Committee (HDC), and address each of the items in Council's referral motion.

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## ABOUT THIS REPORT

This information presents feedback obtained during the City's Public Engagement Session on May 2, 2018. This report is shared with the applicant, Ward Councillor Ben Henderson, the Holyrood Community League, the Holyrood Development Committee, and all attendees who provided email addresses at the event. Should the applicant choose to advance their proposal to a Public Hearing for Council's consideration, this feedback will be included in City Administration's information report.

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## EVENT FORMAT

The engagement session was a drop-in event, where attendees could view display boards with information about the City's rezoning process and the applicant's proposal. A computer model displayed the proposed buildings and the surrounding area. It showed sun shadows cast by the development at various times of the year. Participants were invited to discuss the application and ask questions of City staff and the applicant. Members of the HDC were also present.

Attendees were encouraged to provide written feedback and a total of 165 feedback forms were received. People were also asked to share their opinions on a "comment wall," by responding to the following three questions:

- What are the positive aspects of this application?
- What would you change about this application?
- What do you want City Council to know before they make a decision?

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## WHAT WE HEARD

The following information summarizes the responses collected and the main themes that emerged.

### Community Context:

- Neighbourhood revitalization is important and new development brings necessary rejuvenation to the community.
- The opportunity to accommodate affordable housing within this development is welcome.
- Redevelopment of this site is largely supported, but this particular proposal is not appropriate.
- This type of development is better suited elsewhere, as it does not achieve the quality and design of other redevelopment in this area, both existing and proposed.
- The current proposal does not meet the needs of this community and it is developer oriented.
- The applicant failed to consider and adequately address issues previously identified by the community.



- The applicant must work more collaboratively with the community, City Council, and City Administration and adapt this proposal to fit the community's needs.
- Provide increased family housing with three or more bedrooms.
- Residential units will be expensive and this proposal is not offering low income housing.
- This development will have undesired effects on surrounding property values and property taxes.

### **Density:**

- The LRT Station's presence makes density appropriate here.
- Large scale infill opportunities counter suburban sprawl.
- Increased density can support new commercial opportunities in the neighbourhood.
- The proposal will require additional support services such as child daycare.
- This area is already too dense and surrounding communities will not be able to adequately manage this development's additional population.
- This development cannot be supported by existing infrastructure or by proposed improvements to the current system. Roadways, transit networks, and schools were specifically mentioned.
- Lack of support for the proposed increase in units to 1,450 when it was previously 1,200 in 2017 and that number was not even supported by citizens.
- More density increases noise pollution and crime rates, and the area will be less sanitary.

### **Built Form and Site Design:**

- This development helps to increase and diversify housing options in the area.
- This proposal is of less quality than the version that City Council considered in November 2017.
- Building heights should respect the Residential Infill Guidelines' 35 degree angle.
- Reduce building heights even further than what's presented.
- The current proposal creates a significant "wall" effect along 85 Street NW.
- This development prevents sun penetration to the surrounding area, generating large shadows.
- The proposed buildings will create a wind tunnel effect for pedestrians.
- The design lacks architectural creativity and an unappealing streetscape aesthetic.
- Desire for more community gathering space on the site.
- Buildings and landscape should incorporate environmentally sustainable features.

### **Transportation and Movement:**

- This project enhances pedestrian and cyclist movement in the community.
- The proposed density will create multiple traffic related issues in Holyrood.
- Major access points in and out of the community will be overburdened.
- Roadway networks will take on increased congestion, both in the immediate and surrounding vicinity of this development.
- Traffic increases are not being responded to with creative solutions.

- The LRT will not be able to sufficiently service this development, because of the high ridership anticipated from nearby Valley Line stations.
- This proposal segregates the community and makes the streetscape less walkable.
- This development does not support pedestrian permeability and connectivity on and around the site.
- More parking should be provided on site for the development's residents.
- The LRT stop adjacent to this site will turn Holyrood into a "park and ride".
- Additional traffic elevates risks to children, pedestrians, and cyclists.

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## CLARIFYING QUESTIONS AND RESPONSES

The following information provides a general overview of common questions received.

### **Why aren't all of the proposed building heights within in the 35 degree angular plane?**

- The City's Residential Infill Guidelines use both 35 and 45 degree angular planes, depending on context.
- The applicant's previous proposal had a maximum height of 78 metres and some of the buildings exceeded the 45 degree angular plane.
- The current proposal has reduced the maximum height to 60 metres (approximately 17 storeys). Majority of the site's buildings are within the 35 degree angular plane, and those that exceed it are within the 45 degree angular plane.

### **Why has the number of residential units increased from 1,200 to 1,450?**

- The applicant advised that they revised the project's density to make the current proposal more economically viable to them, as all buildings will now be concrete structures which is more expensive to build.

### **Does this proposal include any low income housing?**

- The City of Edmonton will have the option to purchase 5% of this development's residential units, at 85% of their market cost, in order to provide affordable housing.
- Occupancy of these units is subsidized, targeting residents earning less than median income for their household size. Their monthly rents/payments are below average cost.

### **Is this development comprised of rental units or will they be sold?**

- The applicant has yet to make this determination. A number of variables will impact this decision, including construction timelines.
- The City does not consider tenure (rental versus ownership) in the planning analysis.

**Will the residential units include balconies?**

- The applicant currently intends for the majority of units to have balconies. Their location and size will be determined in the future, during the detailed design stage.

**What is the difference between “park space” and “amenity space”?**

- Park space is land that's accessible to the public, for active or passive uses. Types of this space range from pedestrian trails and picnic areas to band shells and playground facilities.
- Amenity spaces are areas intentionally provided to a building's inhabitants, for their enjoyment and recreation. Types of this space can include balconies, an indoor gym for communal use, or outdoor space specifically intended for the development's residents.

**Can area schools accommodate this development's density increase?**

- Neighbourhood rejuvenation can help revitalize schools in older communities. The decline of student populations has been the trend in older neighbourhoods. Infill development provides opportunities for family friendly housing which, in turn, can support increased student enrolment.
- Regarding family housing, the current proposal includes a minimum of 450 two-bedroom units. Additionally, 120 family friendly units of two or more bedrooms will be situated in the buildings' lower storeys, with direct access to outdoor amenity space.
- Edmonton's Public and Catholic School Boards reviewed this development proposal and indicated no concerns.

**Can existing infrastructure support this proposal?**

- Infrastructure use has changed as the total population in Edmonton's mature neighbourhoods has declined by over 73,000 people over the last 40 years.
- New technologies and shrinking average household sizes mean that infrastructure in mature communities has unused capacity. Edmonton is working to maximize the use of existing infrastructure assets to integrate new residents. This is a cost saving measure for all residents, in the long run.

**How will this development positively contribute to neighbourhood amenities and services?**

- Infill redevelopment improves neighbourhood sustainability by supporting underutilized parks, schools, community services, and businesses in the vicinity.
- This development proposes small scale commercial opportunities to serve residents on-site and in the vicinity.
- Publicly accessible paths for pedestrians and cyclists are provided across this development, offering connectivity in and through the Holyrood Gardens site.

**What types of technical reports were required with this application?**

- A Sun Shadow Analysis evaluated the development's shadow effect on the surrounding area. This report is available at [www.edmonton.ca/HolyroodGardensRezoning](http://www.edmonton.ca/HolyroodGardensRezoning)

- A Residential and Retail Market Study was submitted since this proposal includes small scale commercial components near 93 Avenue NW.
- Studies were provided to City departments and utility agencies regarding drainage, water, and fire servicing capacities. These reports assess what's required to provide adequate water flow, water pressure, and on-street fire protection coverage (fire hydrants).
- A Transportation Impact Assessment (TIA) was submitted, estimating the proposed development's impact on traffic, parking, and pedestrian networks in the area. The report analyzes current and anticipated future conditions.

**Were any transportation assessments conducted for this proposal? How is traffic from this development being managed?**

- A Transportation Impact Assessment (TIA) was submitted with the original application which analyzed the proposed development's impact on the traffic network in the area. This TIA is available at [www.edmonton.ca/HolyroodGardensRezoning](http://www.edmonton.ca/HolyroodGardensRezoning)
- A supplemental TIA was requested by the City with the revised DC2 rezoning. This report includes an additional analysis scenario. It contemplates a higher percentage of traffic permeating into the neighbourhood from the development, as well as a review of traffic around Holyrood School and a pedestrian assessment along 93 Avenue NW. The supplemental TIA is currently under review. When it is finalized and accepted by the City, it will be available at [www.edmonton.ca/HolyroodGardensRezoning](http://www.edmonton.ca/HolyroodGardensRezoning)
- It should also be noted that an additional TIA is required and will be submitted prior to any development being constructed on the portion of this site located north of 93 Avenue NW. This additional TIA will verify assumptions from the original TIA and ensure that the development traffic is as it was assumed in the original TIA, that any additional analysis be carried out, and that any additional required mitigations be identified.
- Given the LRT station immediately adjacent to the site, this development is anticipated to be a transit-oriented development, with a significant portion of trips using transit, especially in the peak hours. The development's vehicular traffic will be dispersed via the four parkade accesses and is anticipated to be accommodated on the adjacent street network. Existing congestion points such as Connors Road and 85 Street NW will continue to be congested during peak hours of travel in the future.

**How will the LRT sufficiently serve this development? High ridership is anticipated from other Valley Line stations. What if train cars arrive at the Holyrood station, full of riders and inaccessible to users?**

- The City is working to provide a safe, accessible, and reliable LRT network. About 100,000 daily boardings are anticipated for the Valley Line extension and planning is underway to ensure riders are accommodated.
- Trains along the Valley Line system will run on a five-minute frequency during peak times, including rush hour. Each train car will have the capacity for approximately 275 passengers.

- If the LRT's level of service does not meet anticipated demand once it's operational, then the number of trains and/or cars may be increased.

**How is the City ensuring that surrounding streets won't be used as a "park and ride" for this LRT Station?**

- The City has developed a Residential Parking Program to manage the availability of parking in areas that are experiencing growth and increased visitor demand. The parking program applies to certain residential areas, including those that are adjacent to LRT stations.
- The introduction of parking restrictions is another potential method for responding to increased on-street parking concerns.
- There are benefits and issues associated with both of these options. The City's Parking Services Section will work with area Community Leagues to determine the best way to proceed.

**Will a unifying community plan be created, accounting for the integration of area development? Examples of development in the vicinity of Holyrood Gardens include Strathearn Heights, Bonnie Doon Shopping Centre, and Bonnie Doon Campus Park.**

- An overarching plan is not currently anticipated for this area.
- Development applications will continue to be assessed in accordance with their community context, any applicable neighbourhood-level plans, zoning regulations, and technical feasibility. Guidelines are also tools that can enhance certain aspects of redevelopment, providing flexibility when considering a proposal's unique context.
- Edmonton's Residential Infill Guidelines integrate new development in mature neighbourhoods with surrounding land uses. They promote redevelopment that contributes to neighbourhood renewal and revitalization. Goals include locating density where it can maximize walkability, support transit, increase housing options, and improve levels of neighbourhood amenities and commercial services.
- Edmonton's Transit Oriented Development (TOD) Guidelines aim to transform underutilized areas around transit hubs into vibrant, mixed use neighbourhoods. They influence design components within the public realm including streetscapes, pedestrian and cycling connections, urban plazas and park space.

**Why is density occurring at this location, when densification is anticipated with other redevelopment projects in the area?**

- Changing demographics and growth pressures are behind the City's desire to create more infill. The goal is to have at least 25% of new growth occur downtown, in mature neighbourhoods, and around transit hubs.
- Transit Oriented Development (TOD) concentrates housing, shopping, and employment growth around all LRT and transit stations. Development along the Valley LRT line is expected to be dense and compact near each station. Therefore, what's anticipated in proximity to one LRT stop will not necessarily prevent densification around others.

- All development applications undergo significant technical review by City departments and utility agencies. These measures help ensure that utility infrastructure and transportation networks have suitable capacities for the proposed population density.

#### **How will this development affect the community's property taxes?**

- Existing infrastructure assets in Edmonton's mature neighbourhoods have unused capacity. This is due to decreasing household sizes, coupled with new technologies. Therefore, communities like Holyrood can accommodate increased forms of housing and additional residents.
- The City generates additional revenue from new construction and, meanwhile, minimal new infrastructure is required. The City's bottom line receives a positive net effect which helps keep taxes low for property owners.

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**Thank you.**

**Questions and comments about this application  
or the City's rezoning process can be directed to:**

Kristen Rutherford, Planner  
780-442-5047  
kristen.rutherford@edmonton.ca

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Rezoning
Charter Bylaw:	18178
Location:	East of 85 Street NW, between 90 Avenue NW and 95 Avenue NW
Addresses:	8310 and 8311 - 93 Avenue NW
Legal Descriptions:	Lot 31, Block 15, Plan 0325528 and Lot 23, Block 26, Plan 1820389
Site Area:	5.3 hectares
Neighbourhood:	Holyrood
Ward - Councillor:	8 - Ben Henderson
Notified Community Organizations:	<ul style="list-style-type: none"><li>• Community Leagues: Holyrood, Strathearn, Bonnie Doon, Idylwylde, Cloverdale</li><li>• South East Community Leagues Association Area Council</li><li>• Edmonton Federation of Community Leagues</li><li>• French Quarter Business Improvement Area Association</li></ul>
Applicant:	Stantec Consulting Ltd.

### PLANNING FRAMEWORK

Current Zone:	(DC2.409) Site Specific Development Control Zone
Proposed Zone:	(DC2) Site Specific Development Control Zone
Plan in Effect:	None
Historic Status:	None

Written By:  
Approved By:  
Branch:  
Section:

Andrew McLellan and Kristen Rutherford  
Tim Ford  
City Planning  
Planning Coordination