



## REZONING APPLICATION

### Tweddle Place

#### 2021 Millbourne Road West NW

To allow for a mixed use development consisting of two 12-storey residential apartment buildings with small format local commercial development.



APPLICANT'S RENDERING LOOKING NORTH FROM MILLBOURNE ROAD NW.

## RECOMMENDATION AND JUSTIFICATION

Sustainable Development is in SUPPORT of this application because it:

- provides a greater variety of housing options within the Tweddle Place neighbourhood
- revitalizes the existing neighbourhood commercial site which contributes to a walkable and complete neighbourhood

## **THE APPLICATION**

BYLAW 18084 proposes to rezone the site to (DC2) Site Specific Development Control Provision in order to develop up to 320 residential apartment units within two buildings up to 12-storeys in height with limited commercial uses on the ground floor of the east building. All required parking will be provided underground and at the rear of the building with access from 76 and 79 Street.

The current zoning for the site is DC2 714 and was approved as Bylaw 14822 on December 3, 2017. It allowed for a mixed use development comprised of a five unit row house and two apartment buildings with six and eight storeys, and ancillary commercial uses for the first two storeys of the eight storey apartment building. However, the zoning was never exercised.

The proposed DC2 Provisions will ensure that:

- The built form transitions to the surrounding low and medium density residential development
- Buildings contribute to a pedestrian environment
- Ground-oriented units are provided

The proposed DC2 provision has the following key characteristics:

- Maximum Height: 42 meters (12 storeys)
- Maximum Floor Area Ratio: 3.5
- Maximum Number of Dwellings Units: 320
- Commercial Space; limited to a total floor area of 1,000 m<sup>2</sup> with the following uses:
  - Bars and Neighbourhood Pubs (limited to 116 occupants and 150 m<sup>2</sup> of public space)
  - Child Care Services
  - Commercial Schools
  - Convenience Retail Stores
  - Health Services
  - Indoor Participant Recreation Services
  - Personal Service Shops
  - Professional, Financial, and Office Support Services
  - Specialty Food Services (limited to 125 occupants and 150 m<sup>2</sup> of public space)
  - Restaurants (limited to 208 occupants and 250 m<sup>2</sup> of public space)
- Parking: A minimum of 527 parking spaces is to be provided including underground parking stall and a minimum of 89 surface parking spaces for visitor and non-residential uses

## **SITE AND SURROUNDING AREA**

The site is primarily surrounded by low and medium density residential development and is located at the northwest corner of Millbourne Road West and 76 Street NW. The Millbourne Community Life Centre Church is located directly west of the site. To the southeast is Michael's Park school/park site.



VIEW OF THE SITE LOOKING NORTH FROM THE CORNER OF MILLBOURNE ROAD WEST & 76 STREET



VIEW OF THE SITE LOOKING NORTH FROM MILLBOURNE ROAD WEST



	EXISTING ZONING	CURRENT USE
<b>SUBJECT SITE</b>	<ul style="list-style-type: none"> <li>• (DC2.714) Site Specific Development Control Provision</li> </ul>	<ul style="list-style-type: none"> <li>• Commercial retail strip-mall</li> </ul>
<b>CONTEXT</b>		
North	<ul style="list-style-type: none"> <li>• (RF4) Semi-Detached Residential Zone</li> <li>• (RF5) Row Housing Zone</li> </ul>	<ul style="list-style-type: none"> <li>• Semi-Detached Housing</li> <li>• Row Housing</li> </ul>
East	<ul style="list-style-type: none"> <li>• (RA7) Low Rise Apartment Zone</li> <li>• (RF4) Semi-Detached Residential Zone</li> <li>• (RF1) Single Detached Residential Zone</li> </ul>	<ul style="list-style-type: none"> <li>• Apartment Housing</li> <li>• Semi-Detached Housing</li> <li>• Single Detached Housing</li> </ul>
South	<ul style="list-style-type: none"> <li>• (RF5) Row Housing Zone</li> <li>• (CS2) Community Services 2 Zone</li> </ul>	<ul style="list-style-type: none"> <li>• Row Housing</li> <li>• Park</li> </ul>
West	<ul style="list-style-type: none"> <li>• (US) Urban Services Zone</li> <li>• (RF1) Single Detached Residential Zone</li> </ul>	<ul style="list-style-type: none"> <li>• Church</li> <li>• Single Detached Housing</li> </ul>



VIEW OF THE SITE AND SURROUNDING ZONES

## PLANNING ANALYSIS

### LAND USE COMPATIBILITY

Residential development in the Tweddle Place neighbourhood began in 1973 and was generally complete by the end of the decade. Approximately half of the neighbourhood's dwelling units are comprised of single and semi-detached homes, one third are low rise apartments, and the remainder is row housing. The neighbourhood is bounded by arterial and collector roadways, and is intersected by Millbourne Road West, a collector road and bus route. Interior streets

follow curved and keyhole patterns. The neighbourhood is made up of a number of pathways, including a pipeline right of way along Millbourne Road West, promoting pedestrian and bicycle travel within the neighbourhood.

The site for the development is a focal point in the Tweddle Place neighbourhood. It offers good visibility as well as good vehicular, pedestrian, and transit access being located along the 76 Street Arterial road and the Millbourne Road West collector roadway. The site is also in close proximity to park space and amenities being adjacent to the Michael's Park School site.

An opportunity to develop housing for the First Place Program for first time homebuyers exists on approximately 2 hectares of the Michael's Park School Site. The development will result in approximately 100 town-homes for first time homebuyers with construction expected to start in late 2019 or early 2020. The City will retain 6.92 hectares of planned open space and sports fields after the development. The area of open space for passive parks, playgrounds, community facilities, and sports fields identified in the original neighbourhood plan will be retained.

The proposed zone will facilitate a residential/commercial development and will replace an underutilized commercial site. The regulations in the DC2 Provision address how the development will fit into the street by ensuring compatibility with surrounding development, and through building design:

#### Compatibility:

The proposed buildings are placed around the perimeter of the site around the southern, eastern, and western edges such that:

- separation space is established between the on-site structures and surrounding developments through setbacks
- the density, height, and massing of the development decreases on the site from south to north to create an adequate transition to the development north of the site; and
- shadow impacts on the adjacent low and medium density residential development is minimized

#### Building Design:

Surface parking areas are located behind the buildings and along 76 Street and screened by landscaped yards and outdoor amenity areas. All resident parking is provided underground.

The DC2 provision includes a number of site design regulations including requirements for:

- active residential and commercial street frontages
- building stepbacks at the third and ninth storeys
- canopies and/or other architectural features above the first floor façade facing public roadways which contribute to a comfortable pedestrian environment
- transparent glazing into building facades for visual access to internal uses and to support safe and active streets
- higher quality building materials and finishes

## **DEMOGRAPHIC ANALYSIS**

Tweddle Place, as planned in the Mill Woods Outline Plan (1971) is approximately 112 hectares or 276.2 acres and was projected to accommodate approximately 20-24 persons per gross acre of land for low density residential communities. There has been a gradual decline in the population of the Tweddle Place neighbourhood from 3,720 in 1981 to 3,284 in 2016; a decline of 436 people. The overall decline in population is reflective of a mature area with declining family sizes. The development of this site as per the proposed DC2 provision will marginally increase the population of Tweddle Place and provide a greater variety of housing options for new residents as well as for longtime residents of single detached houses who wish to remain in the area.

## **PLANS IN EFFECT**

Millwoods Outline Plan:

The proposed rezoning conforms to the associated Mill Woods Development Concept Plan which designates the site for High Density Residential Development. The approved Mill Woods Development Concept Plan directs that higher density residential be located in proximity to transit, schools, and shopping. This proposal complies with this direction in that the development will accommodate a higher density residential development on a relatively compact site in proximity to transit service, school and park facilities.

## **PUBLIC CONTRIBUTIONS**

The DC2 Provision proposes to provide the following Public Contributions

### **1. Streetscape Improvements**

- Reconstruction of the existing site access to 76 Street and construction of a new site access to 79 Street
- Removal of the existing access to Millbourne Road and restoration of the sidewalk and boulevard
- Reconstruction of the existing westbound bus stop along Millbourne Road
- Boulevard landscaping including trees along Millbourne Road and 76 Street

### **2. Affordable Housing**

- The regulation will require the developer to provide the City the option to purchase 5% of units at 85% of market value

### **3. Community Contribution**

- The owner will be required to contribute \$75,000 towards enhancements to Michael's Park with specific details to be determined between the owner and City administration in consultation with the North Millbourne Community League.

## **TECHNICAL REVIEW**

### **UTILITIES**

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

Drainage Planning supports the proposed development. Upon redevelopment of the site the developer will be required to abandon the existing storm and sanitary services. A new separate and independent sanitary service is required to be constructed at the owners cost.

Epcor Water supports the proposed development. Due to a deficiency in on-street hydrant spacing adjacent to the property, additional or alternate methods of supplementing or meeting on-site fire protection requirements must be addressed at the Development Permit stage.

### **HOUSING AND HOMELESSNESS**

The Housing and Homelessness section reviewed the proposed DC2 regulation and required that the Developer Sponsored Affordable Housing clause be revised to provide the City option to purchase 5% of the units at 85% of the market price or give the Developer an option to pay money-in-lieu of providing below-market housing in the buildings. The applicant declined to revise the Affordable Housing clause to include the money-in-lieu option.

### **PARKS PLANNING**

In order to address the public realm, Parks Planning had requested that text be added to the DC2 regulation to require that boulevard landscaping including trees be provided along Millbourne Road and 76 Street. The applicant agreed to meet this request and has included the required regulations.

### **URBAN DESIGN**

The Urban Design unit reviewed the proposed rezoning. They are supportive of the general purpose of the DC2 rezoning including the desire to develop a high quality, integrated residential development which is compatible with the surrounding residential neighbourhood. The applicant has made several changes to the DC2 regulations based on feedback from Planning + Design including the following:

- Included DC2 regulations to require pedestrian-friendly building features, including building transparency, which contribute to the creation of a safe and welcoming public realm
- Included DC2 regulations to address the private outdoor amenity space for ground floor family-oriented
- The developer has agreed to contribute trees within the adjacent road right of way along Millbourne Road and 79 Street to contribute to the public realm and to create a pedestrian friendly environment

- Included a DC2 regulation to require canopies or other architectural features above the ground floor facing public roadways to contribute to a comfortable pedestrian scale and negate the impacts of the building massing and height.

The following issue was identified by Urban Design as not meeting their urban design policy objectives:

- City Planning worked with the applicant to relocate the front surface parking lot adjacent to the commercial uses on the east side of the site to the rear of the building, however the applicant declined.

## **PARKING, LOADING AND VEHICULAR ACCESS**

The Transportation Planning & Engineering section of City Planning reviewed and supports the findings in the Traffic and Parking Impact Assessment submitted in support of the proposed rezoning application.

## **PUBLIC ENGAGEMENT**

<b>PRE-APPLICATION NOTICE</b> November 6, 2015	<ul style="list-style-type: none"> <li>• Number of recipients: 149 (as reported by applicant)</li> <li>• Number of responses without concerns: 0</li> <li>• Number of responses with concerns: 3</li> <li>• Common comments/concerns included: <ul style="list-style-type: none"> <li>- Concerned about height of the proposed development</li> <li>- Concerned about additional demand for parking in adjacent neighbourhoods</li> <li>- Concerned about potential for increased traffic in the neighbourhood</li> <li>- Concerned about lack of infrastructure to support the development</li> </ul> </li> </ul>
<b>ADVANCE NOTICE</b> December 6, 2016	<ul style="list-style-type: none"> <li>• Number of recipients: 503</li> <li>• 12 responses to the Advance Notice were received</li> <li>• Number of responses with concerns: 8</li> <li>• Number of responses without position:</li> <li>• Comments in support included:</li> <li>• Comments with concerns included:</li> </ul>
<b>PUBLIC MEETING</b> March 23, 2017	<ul style="list-style-type: none"> <li>• Notice mailed to 502 recipients; advertised in the Examiner; posted on City's Facebook and Twitter feeds</li> <li>• Open House format public meeting held from 5:30 to 8:30 pm at the Millbourne Community Life Centre, near to the site; the public was invited to attend at any point during the evening</li> <li>• City staff from Planning Coordination and from Transportation Planning &amp; Engineering were present; display boards with information on the proposed rezoning and plans were provided</li> </ul>



	<ul style="list-style-type: none"> <li>• Applicant and Developer's representatives were also in attendance. They provided display boards with pictures of the development and answered questions</li> <li>• Number of attendees: 101</li> <li>• Number of feedback forms collected: 56</li> <li>• Number of feedback forms in support: 2</li> <li>• Number of feedback forms with concerns: 52</li> <li>• Common comments included: increased traffic and parking demand, height, scale, &amp; density of development, shadow impacts, does not fit into character and architecture of the area, lack of drainage infrastructure to support the development.</li> <li>• Following the Open House, 5 responses were received</li> <li>• Number of responses with concerns: 4</li> <li>• Number of responses without position: 1</li> <li>• Comments with concerns included: height &amp; density of the development, lack of drainage infrastructure to support the development, traffic and parking, sightline issues at the 79 Street &amp; Millbourne Road West NW intersection</li> </ul>
<b>WEB PAGE</b>	<ul style="list-style-type: none"> <li>• A web page was set up in advance of the notification postcard and open house</li> <li>• <a href="http://www.edmonton.ca/TweddlePlaceRezoning">www.edmonton.ca/TweddlePlaceRezoning</a></li> <li>• The web page provides background information on the proposal, the application materials including the DC2 regulations and site plan, was updated with information on the progress of the application, and provided information for the public to contact City Planning staff</li> </ul>

## CONCLUSION

Sustainable Development recommends that City Council APPROVE this application.

The proposed development provides a positive contribution to the streetscape interface along the adjacent roadways by providing an active pedestrian realm with commercial space oriented towards local residents. The introduction of a variety of housing options including family oriented units and the opportunity for affordable housing will contribute to the diversity of housing stock in the area and may attract a more diverse demographic to the neighbourhood. The proposal also provides the opportunity to revitalize the underutilized site and contribute to a neighbourhood that has declined in population.

The development is of a significantly larger density and scale than the surrounding development in Tweddle Place. However, the site of the proposed development is separated from

surrounding low density residential development by a road and pipeline right of way to the south and road right of way to the east and west. The proposed buildings location and design to be oriented towards the perimeters and pushed to the far south side of the site will reduce the shadow impacts on the properties to the north.

## APPENDICES

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

## “WHAT WE HEARD” REPORT

### Tweddle Place Regency Development Proposal. LDA16-0518

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**PROJECT ADDRESS:** 2021 Millbourne Road West NW

**PROJECT DESCRIPTION:** Rezoning to (DC2) Site Specific Development Control Provision to allow for the development of two 12-storey tiered residential apartment buildings with underground parking.

**EVENT TYPE:** Open-House

**MEETING DATE:** March 23rd, 2017

**NUMBER OF ATTENDEES:** 101 (does not include media, City Staff, or applicants in attendance)

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#### ABOUT THIS REPORT

The information in this report includes feedback gathered during the March 23rd, 2017 open house. This report is shared with all attendees who provided their email address during the event. This summary will also be shared with the applicant and the Ward Councillor. If/when the proposed rezoning advances to a Public Hearing these comments will be summarized in the Report to Council.

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#### 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 and the applicant. 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

### WHAT WE HEARD

All comments from the open house are summarized by main theme below:

#### Design & Construction:

- Consider decreasing the height of the development to 4 to 6 storeys so as to make it fit with the surrounding low density development
- Nothing in this area is higher than 3 or 4 storeys, 12 storeys seems to be excessive
- Concerned about the height of the proposed development; 12 storeys is too high
- Concerned about amount of units proposed as well as the amount of units proposed with the First Place Housing at the adjacent Michael's Park school site
- Concerned about the potential sun/shadow impacts on surrounding properties from the development
- Concerned that there will be a lack of privacy for surrounding house due to the height of the development; tenants on upper floors may be able to see into the back yards of surrounding houses
- Concerned that construction of the development may damage or disturb foundations of surrounding houses
- Pleased with underground parking and commercial space

#### Parking and Traffic:

- Concerned that there will be inadequate parking provided for residents & visitors which will lead to people parking on the street in surrounding neighbourhoods
- Concerned that the development would generate more traffic in the neighbourhood which would create safety concerns for children and residents
- Concerned that if the development were to approved it would result in more cars being parked on the streets which may create extra difficulties during snow removal
- Concerned about existing parking issues in the neighbourhood and that the development may only add to those problems.
- The surrounding roadways (76 Street & Millbourne Road West) cannot handle any more traffic flow; this intersection is already extremely busy
- More density = more parking problems
- One parking space per unit will not be enough; each unit will probably need two parking spaces



- Traffic control through residential areas must be improved (ex: reduce speed limit to 40km)
- The extra traffic that will be created with 320 more residential units on the corner will create real problems, especially during rush hour
- Location of entrances and exit points from the development will result in traffic problems

**Existing Plans & Precedence:**

- Did not realize that the current zoning would allow for a building or buildings up to 8 storeys in height
- Concerned that approving the development would set a precedence for more high rises in the neighbourhood
- The existing zoning is more compatible with this neighbourhood

**Infrastructure & Services:**

- Concerned that the existing drainage/sewer infrastructure will be unable to support the development
- How will this development tie into the existing infrastructure or servicing in the neighbourhood?
- There are already problems with flooding and storm sewers and this development will only add to the problem

**Tenure of Housing & Community:**

- Concerned that the development would change the low density residential character of the neighbourhood
- I believe in rebuilding with higher densities in established neighbourhoods
- This is a residential area not a highrise/condo/commercial area
- Concerned that the quality of life will deteriorate in the neighbourhood
- Concerned that if the residential units are rentals versus privately owned condos they will not be maintained as well
- Concerned about the loss of recreational areas & green spaces in the community with the First Place Housing at Michael's Park
- Concerned that there may be an increase in crime
- Concerned that property values will decrease
- We already have noise issues from the nearby Whitemud and Anthony Henday Freeways, this development will only add to the noise issues in the neighbourhood
- What probably provides an economic windfall for the developer will be a long standing burden for the local community

- The schools in this area are already at capacity so adding more residential units with this development will add more pressure on them
- The neighbourhood already has its “fair share” of affordable and high density housing
- Our community needs green spaces and local businesses to thrive not overcrowding and stress on our resources
- Projects like this are good for the investors but not for the neighbourhood
- This development will revitalize the neighbourhood
- Redevelopment of this site is overdue

**Approval Process:**

- Concerned that proposed development is not in line with structural and redevelopment plans for the neighbourhood

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

Will there be rental or privately owned condos available?

- The developer has the choice to do either or a combination of both. The City of Edmonton does not regulate tenure. The Zoning would only regulate the use of the development for Apartment Housing and not whether it is rented or privately owned.

Will there be enough parking for tenants?

- A Parking and Traffic Impact Assessment has been submitted by the applicant and is currently being reviewed by the City’s Transportation Planning and Engineering group. They will provide an indication of whether the amount of parking being proposed would be sufficient or not. Parking requirements may be accepted at lower levels than what would normally be required by the Edmonton Zoning Bylaw due to the availability of transit services as well as the availability of pedestrian and bicycle connections. Further to this, the parking bans along 79 Street and Millbourne Road can be reviewed and considered for modification/removal as part of the development to provide more capacity to accommodate visitor/commercial parking.

When will this development start?

- When construction may begin depends on several factors. First the applicant has to provide further information to complete the application and the City must complete its review of the application. Once the application review is complete it can be scheduled for Council. Council may decide to accept or refuse the rezoning or send it back to administration to make changes. If the rezoning is approved, the applicant can apply for

permits (development and building). Depending on all of these factors construction could start in about one year.

Is the sewer and drainage infrastructure adequate to support the development?

- The technical reports are still being reviewed by the City's Drainage Planning & Engineering Department to determine this. If the existing infrastructure cannot handle the added capacity, the applicant would be responsible to pay for and carry out the required upgrades and ensure standards are met.

What is the status of the First Place Housing project for the Michael's Park Surplus School site?

- The Michael's Park site at 4135 76 Street NW has been approved by City Council for First Place Program housing. The development will result in approximately 100 townhomes for first time homebuyers. Further community consultation is expected for 2018 and 2019 with construction expected to start in late 2019 or early 2020. Drainage planning has informally reviewed the proposed development on Michael's Park and has incorporated First Place Housing development in their infrastructure upgrade planning. For more information on the Michael's Park First Place Homes please email [firstplace@edmonton.ca](mailto:firstplace@edmonton.ca)

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If you have questions about this application please contact:

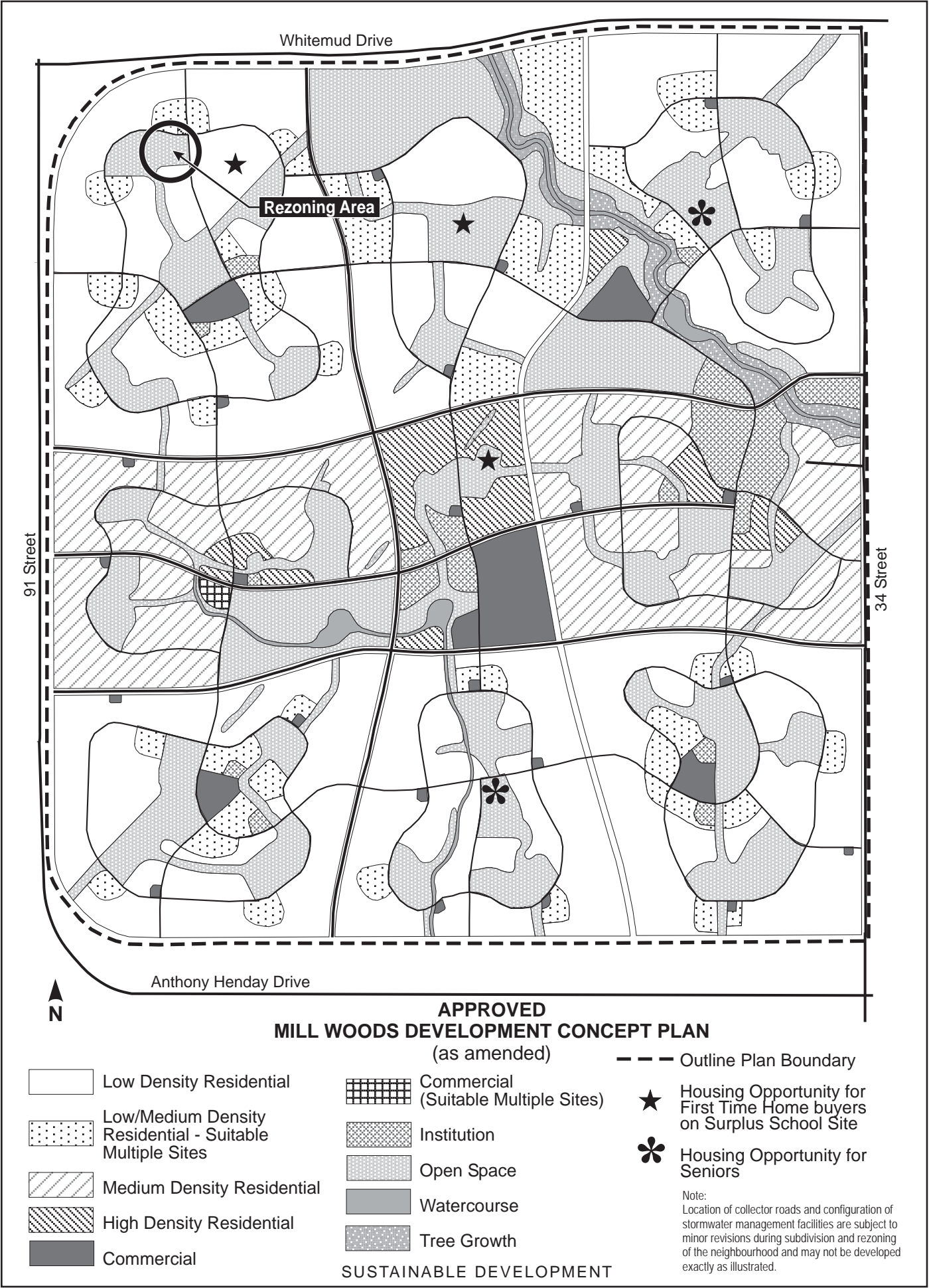
Sean Conway, Planner

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Planning Coordination  
CITY PLANNING







## Appendix 3

### Tweddle Place Neighbourhood Statistics

2016 Municipal Census

#### Age and Gender Distribution

	Female	Male	Other	Total
0 - 4	61	47	0	108
5 - 9	97	109	0	206
10 - 14	61	67	0	128
15 - 19	51	45	1	97
20 - 24	34	37	0	71
25 - 29	40	37	0	71
30 - 34	50	54	0	104
35 - 39	47	41	0	88
40 - 44	49	50	0	99
45 - 49	33	33	1	66
50 - 54	47	41	0	88
55 - 59	72	57	0	129
60 - 64	52	46	0	98
65 - 69	55	45	0	100
70 - 74	33	32	1	65
75 - 79	23	30	0	53
80 - 84	8	17	0	25
85+	10	8	0	18
No response	856	806	2	1,664
<b>Total</b>	<b>1,679</b>	<b>1,602</b>	<b>3</b>	<b>3,284</b>

- The population of Tweddle Place peaked at approximately 3,720 in 1981, and is 3,284 in 2016.
- This is a decline of 436 people.

## Structure Type

	Number	Percentage
Single Detached House	556	48.86
Duplex/Fourplex	98	8.61
Row House	154	13.53
Apartment/Condo (5+ Stories)	0	0.00
Apartment/Condo (1-4 Stories)	330	29.00
Manufactured/Mobile Home	0	0.00
Institution/Collective Residence	0	0.00
Hotel/Motel	0	0.00
RV/Tent/Other	0	0.00
No Response	0	0.00
<b>Total</b>	<b>1,138</b>	<b>100.00</b>

## 2016 Edmonton Public School Board – Area School Utilization Rates

### Elementary

Malcolm Tweddle	64%
Millwoods Christian	111%
Lee Ridge	75%
Tipaskan	82%

### Junior High

Edith Roger	63%
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### High School

J Percy Page	99%
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## APPLICATION SUMMARY

### INFORMATION

Application Type:	Rezoning
Bylaw:	18084
Location:	North of 28 Avenue SW and west of 141 Street SW
Addresses:	2021 – Millbourne Road West NW
Legal Descriptions:	Plan 3100TR, Block 30, Lot 126
Site Area:	1.01 ha
Neighbourhood:	Tweddle Place
Ward - Councillor:	11 – Mike Nickel
Notified Community Organization:	Millwoods Council of Community Leagues Area Council North Millbourne Community League
Applicant:	Stantec

### PLANNING FRAMEWORK

Current Zones:	(DC2) Site Specific Development Control Zone
Proposed Zones:	(DC2) Site Specific Development Control Zone
Plans in Effect:	Millwoods Development Concept Plan
Historic Status:	None

Written By:  
Approved By:  
Department:  
Section:

Sean Conway  
Tim Ford  
Sustainable Development  
Planning Coordination