

Administration Report Windsor Park

Edmonton

8715 & 8727 to 8735 - 118 Street NW

To allow for mid-rise Multi-unit Housing.



Recommendation: That Charter Bylaw 20384 to amend the Zoning Bylaw from the (RF1) Single Detached Residential Zone with the Mature Neighbourhood Overlay to a (DC2) Site-Specific Development Control Provision be **APPROVED**.

Administration **SUPPORTS** this application because it:

- meets the intent of The City Plan for the type and scale of building located on the edge of the University-Garneau Major Node;
- employs a DC2 Provision that regulates a compatible built form with sensitive transitions to the surrounding residential neighbourhood; and
- appropriately increases density and housing diversity in the Windsor Park Neighbourhood.

Application Summary

CHARTER BYLAW 20384 will amend the Zoning Bylaw, as it applies to the subject site, from the (RF1) Single Detached Residential Zone with the Mature Neighbourhood Overlay to a (DC2) Site-Specific Development Control Provision. The proposed DC2 Provision would allow for a mid-rise residential building with the following key characteristics:

- Maximum heights ranging from 14.5 metres at the north end of the site to 20.0 metres at the south end (approximately 4 to 6 storeys).
- A maximum of 172 residential dwellings with at least six having 3 bedrooms, 50% having 2 bedrooms or more, and no more than 10% being studio dwellings.
- A maximum Floor Area Ratio of 3.0.
- Any provided vehicle parking located underground and accessed from the rear lane.

This application was accepted on July 26, 2022, from Green Space Alliance (GSA Consulting Inc.) on behalf of Westrich Pacific Corporation.

The proposed DC2 Provision appropriately increases density and provides housing diversity in one of Edmonton's least dense neighbourhoods using a compatible and sensitive building design. This site is on the edge of the University-Garneau Major Node where this type and scale of building meets the intent and several outcomes of The City Plan.

Community Insights

Based on the characteristics of this application, the file was brought forward to the public using the Broadened Approach. This approach was selected because the site is in an area where previous applications have prompted extensive public response and there was a high level of interest demonstrated from the public through the pre-application consultation conducted by the applicant.

The Broadened Approach included the following techniques:

Pre-Application Notice (from applicant), June 8, 2022

- Number of recipients: 90
- Number of responses (as reported by the applicant): 120
- Main themes of comments received (as reported by the applicant):
 - Increased traffic and congestion
 - Removal of two new houses, negatively affecting carbon emissions
 - Removal of mature trees
 - Safety and overcrowding concerns for the Windsor Park Elementary School
 - Concerns regarding shading and lack of privacy due to the height of the building
 - Lack of compliance of the proposal with the Residential Infill Guidelines

- Negative impact on single-detached property values

Advance Notice, September 2, 2022

- Number of recipients: 90
- Number of responses: 24

Engaged Edmonton Webpage, November 14 - 27, 2022

- Number of site visits: 493
- Aware: 258
- Informed: 90
- Engaged: 47
 - In Support: 2
 - In Opposition: 44
 - Mixed: 1

Webpage

- edmonton.ca/windsorparkplanningapplications

Common comments heard through City Administration's engagement (number of similar comments in brackets beside comments below):

- Multi-storey buildings of this height and length should be built on main roads, not the interior of communities (34).
- Increased traffic is a safety issue for students of the nearby school (32).
- The impact of the existing tower being built on 87 Avenue NW just south of this site needs to be determined before a development right next door is considered (24).
- Significant increase in traffic and congestion, including in the lane (20).
- Loss of privacy for properties across the lane to the east and/or to the north from windows, balconies and rooftop amenity areas (19).
- Increased shadow impacts on properties across the lane to the east and/or to the north (18).
- This will set a precedent for more intrusion into the interior of the neighbourhood (14).
- Loss of a lot of mature trees on these properties and more concrete will increase heat island effect/loss of carbon capture (14).
- Enough density can be achieved by low density residential zoning (RF1/RF2/RF3/RF4) on the interior of neighbourhoods (14).
- A significant policy departure and upzoning should not be approved until the District Planning and Zoning Bylaw Renewal projects are completed (13).

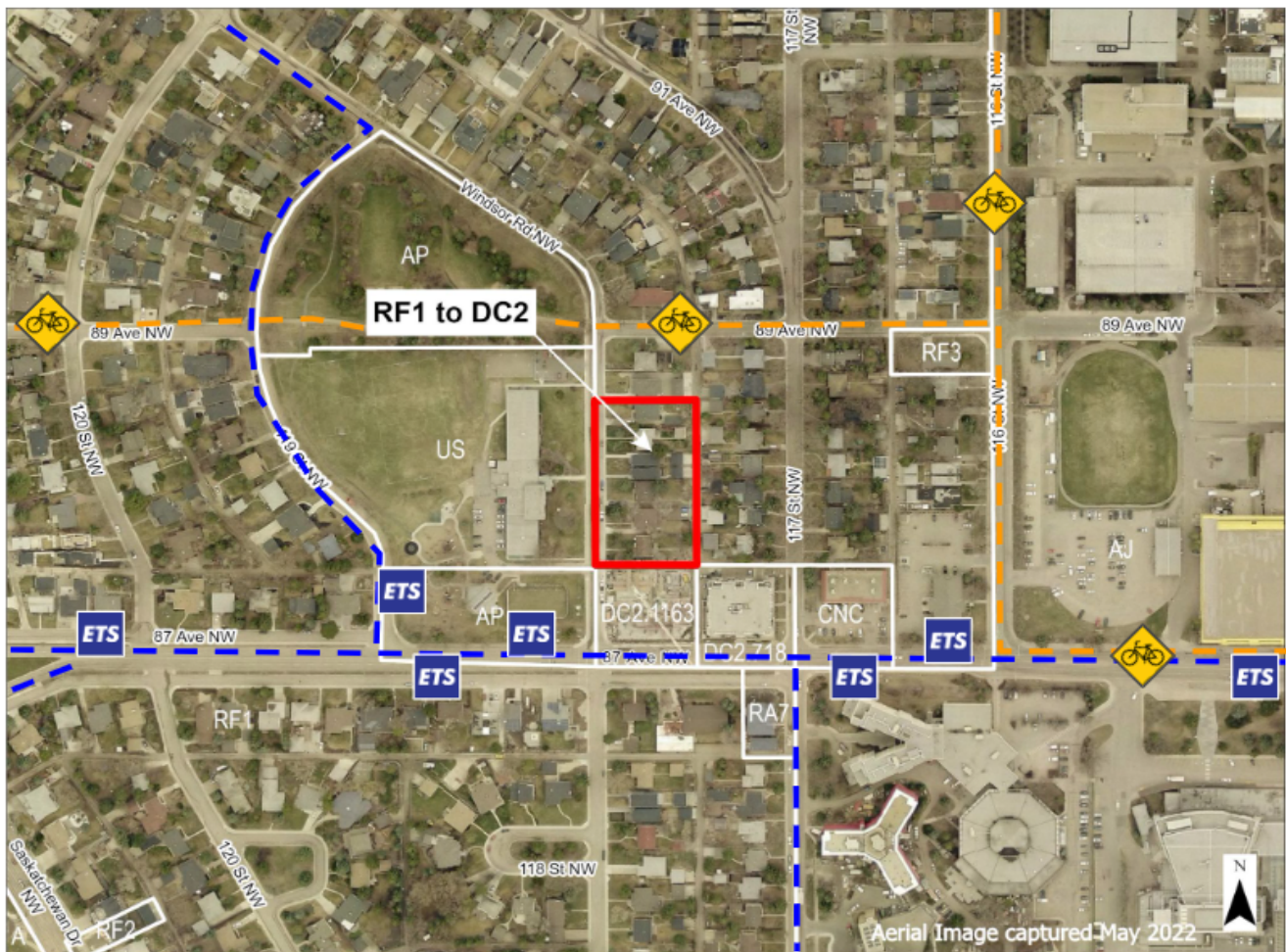
- Goes against The City Plan/draft District Plan/not within an identified node or corridor (12).
- Demolishing two brand new skinny homes is wasteful (12).

A full “What We Heard” Public Engagement Report is found in appendix 1.

The feedback documented above includes comments from the Windsor Park Community League and the Windsor Park Citizens Coalition Committee. The coalition committee is a group of 9 Windsor Park residents who have met with each other and City Administration as a group throughout the application process to discuss this application, and who believe their views reflect those of many Windsor Park residents.

Site and Surrounding Area

The subject site is approximately 4,567 square metres in area, located on the interior of the Windsor Park neighbourhood along a local road, across from the neighbourhood’s main open space which contains the Windsor Park School and Community League buildings. There are community, local and crosstown bus routes nearby on 87 Avenue NW and 119 Street NW and the University and Health Sciences/Jubilee LRT stations are each approximately 700 metres away. Bike routes are accessible on 116 Street NW and 89 Avenue NW and the site is within walking distance of the University of Alberta.



Aerial view of application area

| | EXISTING ZONING | CURRENT USE |
|---------------------|--|--|
| SUBJECT SITE | (RF1) Single Detached Residential Zone | Single Detached Housing |
| CONTEXT | | |
| North | (RF1) Single Detached Residential Zone | Single Detached Housing |
| East | (RF1) Single Detached Residential Zone | Single Detached Housing |
| South | (DC2.1163) Site Specific Development Control Provision | 11 Storey Mixed-use Tower ("Windsor Terrace" Under Construction) |
| West | (US) Urban Services Zone | Windsor Park School |



View of the site looking east from 118 Street NW



View of the site looking east from 118 Street NW

Planning Analysis

The proposed rezoning aligns with the intent of The City Plan by promoting development along nodes and corridors and allowing more people to benefit from public spaces and existing infrastructure as well as increasing the ability of people to live locally.

The analysis of this application focused on two main aspects: location and building design. From a location perspective this type and scale of building is appropriate on the edge of a Major Node and within walking distance to active travel options and major employment and education centres. The building design is sensitive in scale with the surrounding context and is compatible with surrounding built forms.

The City Plan

The City Plan is a high level policy document describing the strategic goals, values and intentions that direct how Edmonton will grow from 1 million to 2 million people over the next several decades. One key piece of this plan is to accommodate all of this future growth within Edmonton's existing boundaries, with no further annexations or expansions. To do this, 50% of all new residential dwellings are intended to be created at infill locations, focusing on key nodes and corridors. In The City Plan, this site is on the edge of the University-Garneau Major Node.

The proposed built form, with a high standard of design, aligns with the intent of The City Plan. The Plan emphasizes nodes and corridors and sets out intentions and directions focused on more people benefiting from public spaces and existing infrastructure, increasing the ability of people to live locally. It provides access to diverse housing options closer to what they need and is supported by active transportation networks. Increasing density at this location will help contribute to these goals.

This mid-rise building, transitioning down to a low-rise form, is considered aligned with The City Plan and appropriate because of the proximity to the taller building to the south, being at a transition point with the Major Node, potentially next to a future key transit route, and across from the neighbourhood's main open space/school site.

Land Use Compatibility

Windsor Park is currently a predominantly low density residential neighbourhood with one commercial site at 87 Avenue NW and 117 Street NW and the under construction Windsor Terrace building will be mixed-use with a commercial ground floor. As such, careful consideration was given to making the building and uses in the proposed DC2 Provision compatible with the residential character of the neighbourhood and the surrounding context.

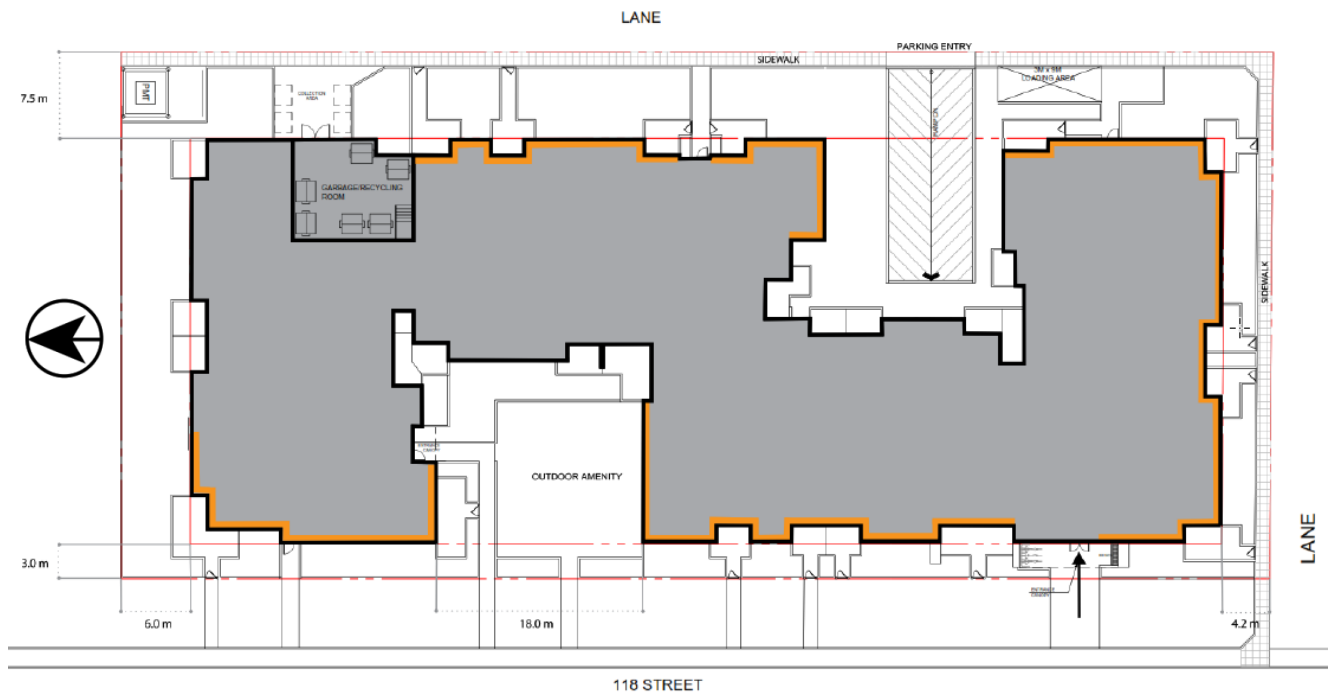
Uses

The applicant has proposed a fully residential building with the minor exceptions of a Residential Sales Centre (limited to selling or leasing of on-site condominium or rental dwellings) and Minor Home Based Businesses. Earlier versions of the proposed DC2 Provision included Child Care Services, Live Work Units and Major Home Based Businesses but the applicant decided to remove these based on feedback from the Community League and some nearby residents.

Site Layout & Building Design

The size of this site, particularly the length at approximately 100 metres, makes it a challenge to create a single building that has appropriate architectural features and massing in the context of a residential street. The site length was one of the main reasons for the use of a DC2 Provision as opposed to a standard zone because it necessitated the need for specific and comprehensive regulations to ensure land use conflicts with neighbouring properties would be minimized and created a site with some unique characteristics that required specific regulations.

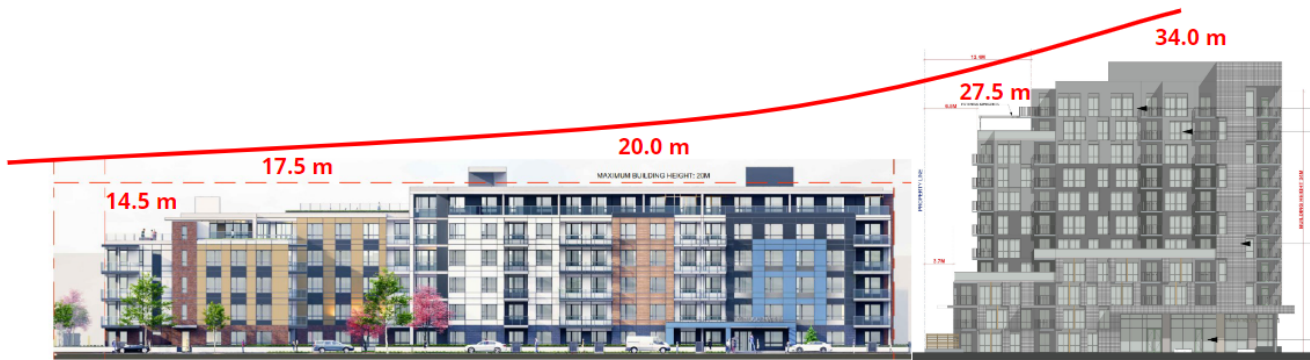
Through several other applications in the past, Administration has raised concerns about mid-rise buildings on long sites (especially using standard zoning) potentially creating long walls of monotonous building design taking up the majority of a block and having various negative impacts from a street interface and compatibility perspective. This is also reflected in the Residential Infill Guideline's recommendation that the maximum building length of mid-rise buildings should be no more than 48 metres, permitting views through the site and limiting building mass along the block face. The proposed DC2 Provision addresses this concern in a creative way by proposing an s-shaped building that creates a significant break-up of the street wall along 118 Street NW and the rear lane. This reduces the perceived length of the building, allowing for variation in sun access and creating space for landscaping/amenity area and servicing without reducing setbacks and pushing the building outwards towards the lot lines.



Site Plan of proposed DC2 Provision showing s-shape

The length of the longest continuous facade along 118 Street NW is approximately 50 metres, close to the maximum in the Residential Infill Guidelines. The facade then sets back 15 metres from the west lot line for a minimum of approximately 17 metres of length before projecting back out and creating another facade along the street of approximately 21 metres. This will allow the building to read as two distinct masses along 118 Street NW, achieving the intent of limiting building massing along the block face. The s-shape also allows for a similar breakup along the rear lane.

In partnership with the s-shape, the height of the building also varies from 20.0 m (approximately 6 storeys) at the south (approximately 62% of the building length), to 17.5 m (approximately 5 storeys) in the middle (approximately 28% of the building length), to 14.5 m (approximately 4 storeys) at the north (approximately 10% of the building length). This continues a transitional gradient of height away from 87 Avenue NW, which begins with the adjacent building to the south (Windsor Terrace) transitioning down from 34.0 m to 27.5 m.



West Elevations of proposed DC2 Provision and Windsor Terrace (under construction) showing continuous height transition

Regulating the s-shape and the height transition are the two main advantages of using a DC2 Provision for this site compared to a standard zone and go a long way to ensuring this proposal is compatible by reducing massing impacts, and providing architectural variation. Below is a comparison table and graphics comparing the proposed DC2 Provision with the nearest equivalent standard zone, the (RA8) Medium Rise Apartment Zone.

RA8 & DC2 Comparison Summary

| | DC2 Proposed | RA8 Comparable Standard Zone |
|--|--|---|
| Maximum Height | 20.0 m | 23.0 m |
| Maximum Floor Area Ratio | 3.0 | 3.0 - 3.3 |
| Maximum Number of Dwellings | 172 (approx. 376 dwellings/hectare) | No maximum (typically develops at 400 - 500 dwellings/hectare) |
| Minimum Front Setback (118 Street NW) | 3.0 m 15.0 m (min. 19% of facade) | 6.0 m |
| Minimum Side Setback (north) | 6.0 m (up to 14.5 m in height) 14.5 m (between 14.5 m and 17.5 m in height) 40.0 m (between 17.5 and 20.0 m in height) | 3.0 m (up to 14.5 m in height) 6.0 m (between 14.5 m and 23.0 m in height) |
| Minimum Side Setback (south) | 4.2 m | 3.0 m |
| Minimum Rear Setback (Rear lane, east) | 7.5 m 17.5 m (min. 17% of facade) | 7.5 m |



Proposed DC2 Provision Model Compared to Standard RA8 Zoning Building Envelope

It is important to note that the building envelope for the RA8 Zone only factors in height and setbacks and not Floor Area Ratio (FAR). The FAR would restrict the building from being built to the maximums in all directions, but which directions might be reduced to meet the FAR would be determined at the Development Permit stage and are not regulated by the zoning.

Transitions to Single Detached Housing

The proposed DC2 Provision addresses concerns of privacy and interface through a combination of setbacks and additional regulations as described below.

For the abutting single detached house to the north, the height in the proposed DC2 Provision is regulated down to a low-rise height of approximately 4 storeys and then a 6 metre Setback is provided, twice what the requirement is in RA7 (standard 4 storey zone) or RA8 (standard 6 storey zone). This extra space allows for a fence and a significant amount of landscaping to minimize the impact of the proposed larger building on the existing house.

The proposed DC2 Provision also includes a regulation for balconies facing north and east to be located and designed to maximize privacy and minimize overlook by using features like privacy screens, louvres, frosted glass, or glass blocks. Rooftop amenity areas are required to be at least 1.5 metres away from the north and east facades of the building and safety railings/privacy screenings are required to be designed to allow light penetration but to not be transparent for viewing through, such as through the use of opaque glass.

It is a basic expectation in standard zoning for ground oriented dwellings of low and mid-rise buildings to have individual external entrances with a small landscaped amenity area in front of them for dwellings facing the main street, to ensure the street has a residential feel. The proposed DC2 Provision also requires this but expands this to the dwellings facing the lane, including building a sidewalk on the west side of the lane for the length of the development. This effectively means that the west side of the lane will have the appearance of a residential street, including landscaping, which is an improvement to the interface that currently exists for the houses to the east of the lane.

Sun/Shadow Impacts

While impact on sunlight penetration is a common concern with infill development, there are no standards or guidelines specifically for this item. For the proposed type of building, considerate setbacks combined with significant articulation of facades and height variation (all regulated by the proposed DC2 Provision) can help ensure these impacts are minimized.

Using the March and September equinoxes as a balanced time of the year to evaluate shadows, the Sun/Shadow Analysis shows the shadows from this development will not reach the school to the west except early in the morning. To the north, only the directly abutting house will be impacted during the middle part of the day. To the east, the backyards of the houses will start being in shadow in the late afternoon until sunset.

In order for the City of Edmonton to achieve infill and density goals, there will need to be a level of acceptance of more characteristics of urban living such as additional shadow impacts. However, the specific building shape regulated by the proposed DC2 Provision ensures such impacts of the proposed development at this location are mitigated to a reasonable level, while still allowing for intensification.

A full Sun/Shadow Analysis is found in Appendix 2.

Density and Housing Diversity

Windsor Park is one of the least dense neighbourhoods in Edmonton and lacks housing diversity with 90% of dwellings being single detached houses compared to the City average of 50% (2016 Federal Census). Broadly speaking, The City Plan calls for diversification and densification of neighbourhoods like this,

which is what has been happening for many years in the other neighbourhoods surrounding the major activity/employment centre of the University of Alberta education and healthcare campuses. A comparison of surrounding neighborhoods is shown below.

| Neighbourhood | Population | Population Density (People/Per Net Residential Hectare) | Dwellings | Dwelling Density (Dwellings/Per Net Residential Hectare) | Percentage of Dwellings as Single Detached Houses |
|----------------------|-------------------|---|------------------|--|--|
| Windsor Park | 1,285 | 26.0 | 455 | 9.5 | 90.2% |
| Garneau | 7,060 | 159.0 | 3,905 | 88.0 | 7.3% |
| McKernan | 2,580 | 49.0 | 1,080 | 20.9 | 44.0% |
| Belgravia | 2,225 | 39.0 | 890 | 15.7 | 67.4% |

Source: 2016 Federal Census

The above table does not include the Windsor Terrace development (under construction), which will alter the numbers for Windsor Park, when occupied. However, the table also doesn't include many developments of various scales in the other neighbourhoods since 2016, so it is anticipated that the relative differences between Windsor Park and the other neighbourhoods would be similar today.

This proposal would assist in raising both the overall neighbourhood density and adding housing diversity in Windsor Park.

Public Contributions

To comply with City Policy C599 - Community Amenity Contributions in Direct Control Provisions, this application is required to provide a total of \$375,324.52 of Public Amenity Contributions. The applicant has chosen to satisfy this requirement through the following means:

- The provision of six 3-bedroom dwellings designed to be attractive to families by having access to a common amenity area specifically designed for children and higher levels of bicycle storage space (credit of \$35,000 per dwelling).
- A contribution of \$41,102.52 to the creation of, or improvement to, an off-site Public Amenity such as Windsor Park or other parks, gardens or open spaces within the boundaries of the Windsor Park neighbourhood, in coordination with the Community League.
- Improvements to enhance infrastructure for people walking and rolling in the area which addresses input from Edmonton Public Schools and concerns from the public about safety, particularly school

aged children going to and from Windsor Park School (estimated at a total cost of \$124,222.00). These improvements include:

- The installation of two new crosswalks; one on 118 Street NW and one on 119 Street NW.
- A sidewalk extension along the east side of 119 Street NW, including concrete landings to enhance the existing passenger loading zone for student pick up and drop off operations. In the event that this is not feasible due to impacts on boulevard trees, the DC2 Provision allows for the cash equivalent to be reallocated towards the contribution to an off-site amenity.
- Upgrading of the public realm on the north side of 87 Avenue NW between 118 Street NW and 119 Street NW to include a new sidewalk and a concrete bus shelter pad designed to accommodate a standard bus shelter.

Residential Infill Guidelines

According to the guidelines, Mid Rise Apartment buildings should be located in the City's key activity centres, such as downtown, areas adjacent to LRT Stations or at existing regional or community level shopping centre sites. This site does not align very well with this locational criteria, except for being in close proximity to the University of Alberta education and healthcare key activity centres. However, Administration recognizes that the locational criteria for Mid Rise Apartments in the Residential Infill Guidelines is likely too restrictive relative to the current set of challenges faced by the City and the goals and objectives reflected in The City Plan.

The proposed DC2 Provision aligns well with the guidelines for parking, built form, site design and streetscape interface, which make up the bulk of the Residential Infill Guidelines. Examples include all parking being provided underground, using materials similar or complementary to those found within the neighbourhood, having individual, private entrances for ground level dwellings and having special regulations to maintain the privacy of adjacent homes through the use of fencing, screening and landscaping.

Technical Review

Transportation

Administration reviewed a Transportation Impact Assessment (TIA) in support of this application. The TIA assessed the cumulative development-related traffic impacts along the block bounded by 117 Street NW, 118 Street NW, 87 Avenue NW, and 89 Avenue NW, with a specific focus on operational impacts to the neighbouring Windsor Park School. The TIA includes several recommendations for transportation improvements that will be required through the proposed DC2 provision to accommodate the increase in density and traffic at this site, including lane upgrades, enhanced bicycle amenities, and improved infrastructure for transit users and people walking and rolling.

Vehicular access to the underground parkade will be from the abutting north-south lane located on the east side of the site. The owner/developer will be required to upgrade the north-south lane to a 6.0 m wide commercial alley standard between the east-west lane and 89 Avenue NW. The abutting Windsor Terrace project currently under construction is required to upgrade the east-west lane from the north-south lane to 118 Street NW, and the north-south lane from the east-west lane to 87 Avenue NW.



Summer view of rear lane looking north (site on the left)



Winter view of rear lane looking north (site on the left)

The TIA estimates that traffic volumes will increase on all lane segments within the block. The largest increase is on the north-south lane, north of the east-west lane, with daily volumes rising from 150 two-way trips to 750. With the increase in two-way traffic volumes on all segments within the block, it is expected that drivers will more frequently need to pull over in order to allow others to pass. The various lane intersections will be controlled by a combination of stop and yield signs to reinforce driver

expectations. An acceptance of increased traffic volumes on lanes is required to prioritize streetscapes for people walking and rolling and to achieve The City Plan's infill and density goals.

As shown on the figure below, at-grade access to dwellings facing the north-south lane will be facilitated by a sidewalk connector that wraps around the south and east side of the site. Bicycle parking is to be provided at an enhanced rate of 0.7 spaces per dwelling, and a bicycle wash, repair and maintenance station is also required.

The proposed DC2 provision also includes several requirements to enhance infrastructure surrounding the school, such as signed and marked crosswalks on 118 Street NW and 119 Street NW, and the anticipated construction of an approximately 100 m sidewalk extension along the east side of 119 Street NW from its current terminus. Windsor Park School pick up and drop off operations are not expected to be significantly impacted by development related vehicle traffic as drivers will primarily use the north-south lane to enter and exit the parkade during the corresponding school pick up and drop off times.



Infrastructure and Signage Improvements

Transit

The sidewalk on the north side of 87 Avenue NW between 118 Street NW and 119 Street NW is in poor condition. The bus stop located along this portion of 87 Avenue NW lacks a standard bus stop pad and is relatively inaccessible, with current amenities sitting on the grass. Reconstruction of this block of sidewalk, including a new bus stop pad to current standards, has been included in the proposed DC2 provision as a required off-site improvement.

A rapid-enhanced mass transit bus route is anticipated to operate nearby on 114 Street NW as part of the future mass transit network associated with the 1.25 million population scenario of The City Plan.

Drainage

The applicant submitted a Drainage Servicing Report that has been reviewed and accepted by Administration for the purpose of supporting this rezoning application. Development allowed under the proposed DC2 Provision would be required to include on-site stormwater management techniques utilizing a controlled outflow rate to mitigate its impact on the existing drainage infrastructure. Details of the required stormwater management will be reviewed at the Development Permit stage.

EPCOR Water

Edmonton Fire Rescue Services has performed a risk-based Infill Fire Protection Assessment and determined that the site has a low risk score and is considered functionally compliant with the municipal standards for hydrant spacing and fire flows. This could potentially be re-evaluated at the development permit stage. The applicant/owner will be responsible for all costs associated with providing City standards for water supply including any changes to the existing water infrastructure required for future development.

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

Appendices

- 1 "What We Heard" Public Engagement Report
- 2 Sun/Shadow Analysis
- 3 Application Summary

What We Heard Report

Windsor Park

LDA22-0373

Edmonton

Public Engagement Feedback Summary

| | |
|--|--|
| Project Address: | 8715 and 8727 to 8735 118 Street NW |
| Project Description: | <p>Rezoning application from the Single Detached Residential Zone (RF1) with the Mature Neighbourhood Overlay (MNO) to a Site-Specific Development Control Provision (DC2).</p> <p>The proposed DC2 Provision would allow for the development of a short mid-rise residential building with the following key characteristics:</p> <ul style="list-style-type: none">• Maximum heights ranging from 14.5 metres at the north end of the site to 20 metres at the south end (approximately 4 to 6 storeys)• A maximum of 172 residential dwellings with at least 50 per cent having two bedrooms or more and a maximum of 10 per cent being studio dwellings.• A maximum Floor Area Ratio of 3.0• Any provided vehicle parking located underground and accessed from the rear lane |
| Project Website: | https://www.edmonton.ca/windsorparkplanningapplications |
| Engagement Format: | <p>Receiving emails and phone calls in response to mailed Advance Notice</p> <p>Online Engagement Webpage - Engaged Edmonton: https://engaged.edmonton.ca/WindsorParkDC2</p> |
| Engagement Dates: | <p>Advance Notice mailed: September 2, 2022</p> <p>Engaged Edmonton page: November 14 - 27, 2022</p> |
| Number of Responses to Advance Notice | 24, including the Windsor Park Community League and the Windsor Park Citizens Coalition Committee |
| Number Of Online Engaged Edmonton Visitors: | <ul style="list-style-type: none">• Engaged: 47• Informed: 90• Aware: 258 <p>See “Web Page Visitor Definitions” at the end of this report for explanations of the above categories.</p> |

About This Report

The information in this report includes summarized feedback received between September 12, 2022, and November 27, 2022, through emails and phone calls received in response to the mailed Advance Notice or online engagement via the Engaged Edmonton platform.

The public feedback received will be considered during the planning analysis to ensure the review of the application takes local context into consideration and is as complete as possible. It will also be used to inform conversations with the applicant about potential revisions to the proposal to address concerns or opportunities raised.

This report is shared with those who emailed feedback and the web page visitors who provided their email address for updates on this file. This summary will also be shared with the applicant and the Ward Councilor, and will be an Appendix to the Council Report should the application proceed to a Public Hearing.

The planning analysis and how feedback informed that analysis will be summarized in Administration's report to City Council if the proposed rezoning goes to a future City Council Public Hearing for a decision. The report and finalized version of the applicant's proposal will be posted for public viewing on the City's public hearing agenda approximately three (3) weeks prior to a scheduled public hearing for the file.

Engagement Format

The Advance Notice included details of the application and contact information for providing feedback to the file planner.

The Engaged Edmonton webpage included an overview of the application, information on the development and rezoning process and contact information for the file planner. Three participation tools were available for participants: one to ask questions, one to leave general feedback and one to leave feedback specifically about proposed transportation related improvements.

The comments are summarized by the main themes below. The questions asked and their answers are also included in this report.

Feedback Summary

Number of Responses in response to mailed Advance Notice:

In Support: 0

In Opposition: 22

No clear position: 2

Number of Responses online through Engaged Edmonton:

In Support: 2

In Opposition: 44

Mixed: 1

The most common **concerns** heard were:

Location: Many respondents spoke of how the edge of the neighbourhood or sites along major roads like 87 Avenue NW, where Windsor Terrace is, would be more appropriate for this scale of development while more gentle densification should take place in the interior of the neighbourhood.

Traffic and Congestion: There were many concerns about the increased traffic as a result of this development, especially concerns about congestion in the adjacent lanes and the safety of students crossing the nearby streets to/from the elementary school.

Impacts of Windsor Terrace Development Not Yet Known: There was a strong belief that a decision on this rezoning should be delayed until the Windsor Terrace development (under construction next door at the corner of 118 Street NW and 87 Avenue NW) is complete and the real-world impacts known.

Conformance With Current/Future Planning Policy: Many respondents pointed out that the location of this scale of development does not conform with the currently applicable Residential Infill Guidelines. It was also noted that current draft work on the Scona District Plan and the District General Policies as part of The City Plan implementation also does not support this scale of development at this location.

Shadow/Privacy Impacts: There were many concerns about the increased sun shadow impacts on nearby properties, particularly to the east, and loss of privacy from proposed windows, balconies and rooftop amenity areas.

The most recurring comments of **support** heard were:

Location for Density: It was noted that this area needs more density, and having more housing types (not just single family homes) in this neighbourhood would allow more people to live close to the university, hospital, school, amenities and the river valley. It was also pointed out that The City Plan defines Major Nodes as 2 km across, and it seems reasonable that this site be considered within that.

What We Heard

The following section includes a summary of collected comments with the number of times similar comments were recorded in brackets (comments received once do not have a number). Some participants responded to both the Advance Notice and online through Engaged Edmonton. Each response was counted as a unique comment below, even if they were from the same person.

Reasons For Opposition

General/Other

- The impact of the existing tower being built on 87 Avenue just south of this site needs to be determined before a development right next door is considered (24).
- This will set a precedent for more intrusion into the interior of the neighbourhood (14).
- I am not opposed to all development/infill in Windsor Park. I am opposed to this proposed development (10).
- Development will cause property values on nearby houses to go down (10).
- Development out of character/destroys character of the neighbourhood/does not integrate into community (7).
- Increased noise in the neighbourhood from having more people around (6).

- Worried about construction impacts (parking, safety of kids, noise). The current building under construction has already made things unsafe (4).
- Neighbourhood should remain as it is as single family homes (3).
- Don't need more student housing/this would cater to students who are transient and don't contribute to the community (3).
- Encroaching on mature existing neighbourhoods is not the right solution for increasing density.
- Lots of impacts on adjacent homes. If I lived in one, I would move away.
- This type of building will not attract families so will not lead to community building.
- Infrastructure can't handle this kind of increase in density.
- Competition between Windsor Terrace and this new building may lead to the projects not being economically viable for the developer.
- Young demographics in Windsor Park shouldn't be construed to mean families. It is students.
- University already has lots of impacts on Windsor Park with very high activity/large numbers of people.
- Will lead to loss of neighbourhood features that encourage aging in place.
- Detrimental to quality of life.

Location

- Multi-storey buildings of this height and length should be built on main roads, not the interior of communities (34).
- Revisions are minor and do not solve the problems caused by trying to put this scale of building on the interior of the neighbourhood, across from an elementary school (8).
- Garden Suites, garage suites, duplexes/triplexes or even 4-8 unit buildings are more appropriate for the interior of a neighbourhood to achieve density (2).
- Lots of vacant parking lots and other places that make more sense for infill (2).
- Blatchford and other major infill sites should be filled in first (2).
- The edges of the neighbourhood haven't fully built up with large buildings yet, so density shouldn't move to the interior yet.
- There are other locations in Windsor Park that would be more appropriate for this and not right across from an elementary school.

Traffic/Parking/Mobility/Safety

- Increased traffic is a safety issue for students of the nearby school (32).
- Significant increase in traffic and congestion, including in the lane (20).
- Transportation Study is flawed/ consultant's car counts are underestimated (5).
- Vehicles will not be able to pass each other in the lane (2).
- Already so much traffic from the University and Hospital which causes residents excessive delays. This will make it worse (2).
- Will lead to more congested street parking (2).
- Increased traffic is a safety concern for seniors.
- 800 trips per day in the lane is a huge, problematic volume of traffic.
- More shade on sidewalks will make them more icy.
- Worried about parking/traffic caused by home based businesses.
- Need more traffic lights or stop signs to accommodate all the increased traffic.
- Subsidized transit passes for one year will not lead to an actual reduction in car ownership in the building.
- Live Work Units and Home Based Businesses should be removed to keep traffic generation down.
- Loading and delivery services for a building this big will cause parking/traffic/pull over congestion.

Planning Policy

- A significant policy departure and upzoning should not be approved until the District Planning and Zoning Bylaw Renewal projects are completed (13).
- Goes against The City Plan/draft District Plan/not within an identified node or corridor (12).
- City/this proposal is ignoring existing planning and zoning bylaw/existing rules/Residential Infill Guidelines (10).
- Development does not conform with current zoning and Mature Neighbourhood Overlay (5).
- A developer should not be accommodated by going against the City's own policies and guidelines (4).
- The City Plan states to protect a critical mass of single detached housing in the core of mature neighbourhoods, this goes against that.
- This is an accelerated rate of growth not in line with The City Plan's phased growth models.
- Timing of intense infill growth is wrong. The City Plan directs most growth now to continue to be suburban and have infill slowly take on a greater proportion as the City gets closer to 2 million people.

Building Design and Impacts

- Loss of privacy for properties across the lane to the east and/or to the north from windows, balconies and rooftop amenity areas (19).
- Increased shadow impacts on properties across the lane to the east and/or to the north (18).
- Too tall (8).
- This is basically a horizontal high rise (4).
- The 1.5 reduction in height is not meaningful (4).
- Building is high, long and massive (4).
- Building is too long relative to the guidance in the Residential Infill Guidelines (4).
- Too large a development for this community. This is a residential neighbourhood, not the university.
- Outdoor amenity space will be in shadow all the time.
- Do not need a transition from Windsor Terrace north. Lane and trees are enough of a transition.

Environmental Concerns

- Loss of a lot of mature trees on these properties and more concrete will increase heat island effect/loss of carbon capture (14).
- Demolishing two brand new skinny homes is wasteful (12).
- The City needs to do more to protect private mature trees, not just public ones.
- Worried about impact on public boulevard trees.
- Building should be built with sustainable energy-efficient means, but this is not mentioned.

Developer Intent/Actions

- Developer's rendering is not accurate based on the scale of the street, cars (4).
- Developer has ignored the significant amount of input given by Windsor Park residents (100+ residents wrote to them) throughout this process (3).
- Should not assume everyone will walk, bike or take transit, not a lot of amenities in the immediate area. This development will produce plenty of vehicle traffic (2).
- The claim that this building will add "affordable housing" is flawed.
- Developer claims they will try to move the two brand new skinny homes, but commit to it.
- Developer didn't respond to a request for more information.

- Developer is being greedy.
- Buying the land before the rezoning seems underhanded and leads to a lack of confidence of future sales.
- Developer's methods to acquire the properties lacked integrity and were amoral.

Density

- Enough density can be achieved by low density residential zoning (RF1/RF2/RF3/RF4) on the interior of neighbourhoods (14).
- Replacing a few houses with 172 units is not gentle densification (10).
- The tower already under construction will increase Windsor Park's density by 64% by 2024/2025, much more than the density goal of a 25% increase by 2030 (3).
- With all the ongoing densification in Garneau and Belgravia, another 172 units in Windsor Park is not necessary.
- This development increases density to an unreasonable degree.
- This type of aggressive proposal will undermine the community's support for more reasonable densification proposals.
- Density calculations for Windsor Park should take into account University residences.

Engagement

- City's engagement is "lip service"/going through the motions but will ultimately ignore locals if there is money to be made (3).
- Citizens don't have the same resources as developers in participating in these projects.
- Only allowing people to participate at the "advise" level pulls decision making away from local communities towards centralized planning.
- City's approach to infill and engagement is colonial, intrusive, imperialistic and unfair.
- Figuring out if this kind of development should happen here should be done through engagement with the community on policies like the Distract Plans and Zoning Bylaw renewal, not when a developer makes an application for such.
- The process seems skewed towards the developer having the power of influence and not the community.

Impacts on Windsor Park School

- School is already at capacity and this development could create more stress on it with more students (6).
- There will be more shadows on the school and school yard (3).
- The status of Windsor Park elementary school as one of the best in the City will suffer because of this development.
- There will be a loss of privacy for students and classrooms.

Reasons For Support

- More housing options in this area so more people can choose to live close to the university, hospital, school, amenities and the river valley (2).
- Neighbourhood badly needs more density considering it is an important location.
- Undeniably fits the definition of reasonable, gentle density gives its close proximity to transit and the University.
- The City Plan defines Major Nodes as 2 km across and it seems reasonable that this site be considered within that.
- Density and vibrancy boost to the area.

- Having a majority single family home neighbourhood right next to a major university is unacceptable.
- Location off 87 Avenue in the interior is good. Too often, multi-family is pushed to busy arterials.

Suggestions For Improvement

- Add a minimum number of 3 bedroom units so as to welcome more families instead of just students and seniors (5).
- Height should be reduced to a 5-4-3 storey transition, instead of the current 6-5-4 (3).
- Want commercial uses (coffee shop, bakery). Having some commercial uses would help offset the negative impacts (3).
- Add a minimum parking requirement (2).
- Add a requirement for a 10% maximum of studio dwellings.
- On the west access to 118 Street, close the lane and do landscaping to keep traffic away from the school.
- 118 Street NW should be a windrow free zone.
- Increase bicycle parking to 1 space per unit.
- Parkade entrance should be on the east-west alley instead of the north-south alley.
- Make sure vehicle access is from the lane and not the street.
- Should be reduced to stacked row housing and row housing transitioning down to the brand new skinny houses.
- The proposed DC2 Provision should regulate a minimum amount of vehicle parking spaces.
- The proposed DC2 Provision should include a Good Neighbour Agreement.
- Some landscaping should be in the ground, not just in planters.
- Exterior colours and materials should be changed and more reflective of community and school.
- There should be more of a setback from 118 Street to move massing away from the street.
- DC2 should have more regulation to minimize negative construction impacts on nearby land.

Feedback on Proposed Transportation Improvements

- Improvements not necessary if smaller scale, more appropriate infill was done at this site (4).
- Crosswalks and signage does not alleviate concerns about traffic safety (3).
- Crosswalk locations at the lanes are not a suitable location for pedestrians. Especially at 118 street where the east-west lane will have lots of traffic from the two new developments and it feeds into the parking lot entrance on the west (2).
- Additional concrete on 119 street is not a positive improvement for the area, it could negatively impact trees (2).
- Crosswalks are good for safety.
- Can't know if these improvements are enough without first seeing the real world impacts of the Windsor Terrace development on the corner.
- Drop-off, pick-up point on 119 Street means students have to walk further to get to their cars compared to 118 Street. Parents on 119 Street won't have line of sight from school doors to vehicles since the doors are on the east of the school.
- Yield sign to the north should be a stop sign because of intersecting roads with bike lanes.
- Don't like increases in pavement coming from the various improvements.
- Stop signs in alleys might lead to more congestion in alleys.
- Widening the alley to 6 m doesn't allow for cars moving in different directions to pass each other.
- Need a traffic light where the north-south lane meets 87 Avenue, not just a stop sign.

- Removal of vehicle accesses would happen anyway with any redevelopment. This shouldn't be listed as an "improvement".
-

Questions & Answers

While no specific questions were asked using the Q&A tool on the Engaged Edmonton page, the following questions were taken from within comments in the guestbook tool.

- 1. There is already an approved DC2 building with 130 units next to this proposal. Combined, this proposal brings a total of 312 new dwellings to the neighbourhood. How will the school cope with an additional 312 families?**

Can Windsor Park school accommodate the additional children from both this development and Windsor Terrace?

The proposed DC2 Provision requires six dwellings to have three bedrooms and features that would be attractive to families. In addition, at least 50 per cent must have two bedrooms or more and a maximum of 10 per cent are allowed to be studio dwellings. This range of dwelling sizes is designed to appeal to a wide range of demographics, but it is not anticipated that every dwelling will have elementary school-aged children or that there will be an unmanageable influx of students to Windsor Park School. Edmonton Public Schools did not express this as a concern when asked to provide comments on this application.

- 2. If DC2 is exceptional, why do so many approved proposals seem to rely on rezoning to DC2? It gives the impression that the city will do one thing and say another: it erodes Edmontonians' trust in city planning.**

In 2021, only 11 per cent of all development permits issued in Edmonton for new multi-unit housing buildings were in DC2 zones. If only looking at infill situations, this percentage gets slightly higher, at 15 per cent. There have been consistent efforts over the past few years to reduce the use of DC2 zoning and encourage more standard zoning to be used. However, there are sometimes exceptional circumstances where DC2 zoning is considered more appropriate, such as highly sensitive infill locations like this one. A DC2 provision provides more tools and customization of regulations to ensure land-use conflicts with neighbouring properties are minimized as much as possible.

- 3. The proposed development will have Minor Home Based Business and Major Home Based Business, the latter limited to ground oriented dwellings. How many units is this? What are the accommodations for increased parking in the development and on the street to handle these businesses?**

It is not known how many dwellings may one day operate a home-based business, but it is not very common within multi-unit buildings. The Zoning Bylaw requires that the business not change the residential character of the dwelling or building and not generate pedestrian or vehicular traffic or parking in excess of that which is characteristic of the zone in which it is located. Home-based businesses are allowed in every residential zone of every scale and their relative

rarity and small scale means they have not typically been something that requires special accommodations.

4. The area immediately east of the proposed site along 116 St and 117 St has many such available properties. Is the City going to approve further large developments in this immediate area?

If applications are received to rezone those lands, the City will process such applications and provide a recommendation to Council. Each site and proposal has a unique context, so it is not possible to give any certainty about what recommendation City Administration may give City Council before processing an application.

5. I don't see how Westrich can expand that alley all the way from 87th to 89th Avenue because it does not own the last few properties on either side of the alley's north end.

The proposed DC2 provision would require the developer to upgrade this lane to a commercial alley standard with a paved surface that is 6 metres wide between 87 Avenue NW and 89 Avenue NW. The legal right-of-way between property lines is already 6 metres wide and can fully accommodate the commercial alley standard, but the existing paved surface is only 4 metres wide. There is no expectation that additional private land will be required for this upgrade, and ownership of the properties on either side of the lane is not a factor. A "Commercial Alley" also requires a thicker and stronger pavement structure to ensure it withstands higher volumes of traffic.

6. What about the East-West alley, doesn't it need to be widened as well?

The east-west lane between 118 Street NW and the north-south lane is to be upgraded as a part of the development that is currently under construction at the northeast corner of 118 Street NW and 87 Avenue NW (Windsor Terrace).

7. How, during rush hour, will the Westrich residents get onto 87th Avenue if they have to make a left turn?

The grid layout of the transportation network in this area offers multiple routes for drivers looking to head east on 87 Avenue NW. Drivers from this site may choose to use 118 Street NW, the north-south alley, 117 Street NW, or 116 Street NW should they encounter intersection congestion during peak hour periods.

Web Page Visitor Definitions

Aware

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

Informed

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

Engaged

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

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

Next Steps

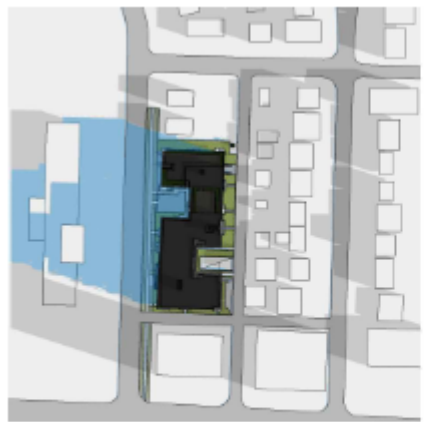
The public feedback received will be considered during the planning analysis and will be included in the administration report for City Council. The administration report and finalized version of the applicant's proposal will be posted for public viewing on the [City's public hearing agenda](#) website approximately three (3) weeks prior to a scheduled public hearing for the file.

When the applicant is ready to take the application to Council (the Administration makes a recommendation of Support or Non-Support):

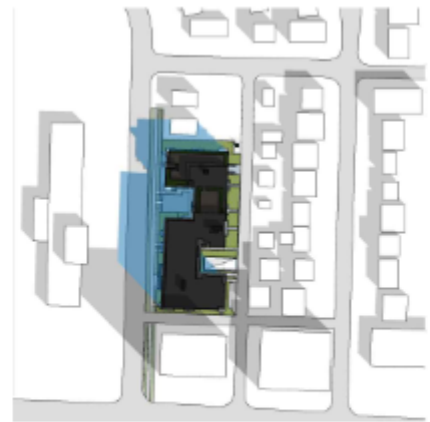
- Notice of Public Hearing date will be sent to surrounding property owners and applicable nearby Community Leagues and Business Associations.
 - Once the Council Public Hearing Agenda is posted online, members of the public may register to speak at Council by completing the form at edmonton.ca/meetings or calling the Office of the City Clerk at 780-496-8178.
 - Members of the public may listen to the Public hearing on-line via edmonton.ca/meetings.
 - Members of the public can submit written comments to the City Clerk (city.clerk@edmonton.ca).
-

If you have questions about this application please contact:

Andrew McLellan, Planner
780-496-2939
andrew.mclellan@edmonton.ca



MAR/SEPT 21 - 08 AM



MAR/SEPT 21 - 10 AM



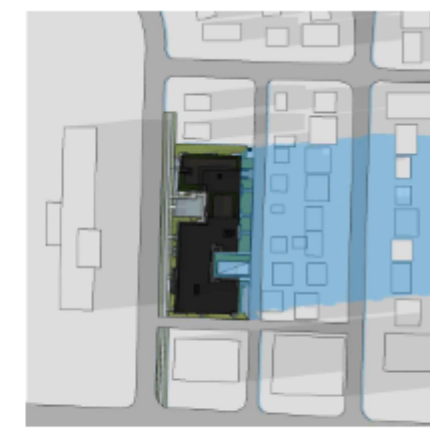
MAR/SEPT 21 - 12PM



MAR/SEPT 21 - 14PM



MAR/SEPT 21 - 16 PM



MAR/SEPT 21 - 18 PM



JUNE 21 - 06 AM



JUNE 21 - 08 AM



JUNE 21 - 10 AM



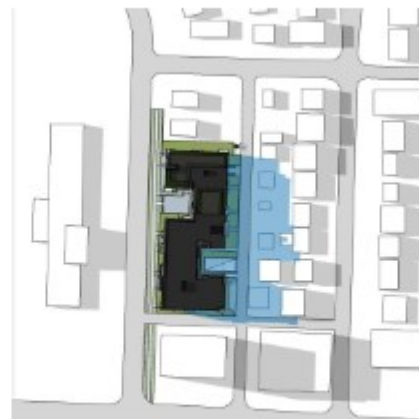
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JUNE 21 - 14 PM



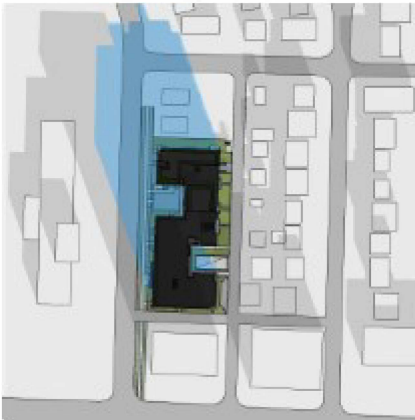
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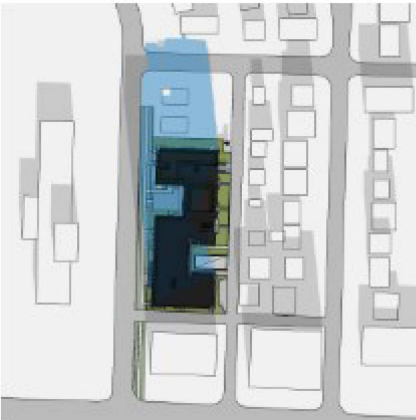
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JUNE 21 - 20 PM



DECEJMBER 21 - 10 AM



DECEM:BIER 21 - 12 PM



DEC MIJER: 21 - 14 PM



DEC:EMB.ER. 21 - 16 PM

Application Summary

Information

| | |
|--|--|
| Application Type: | Rezoning |
| Charter Bylaw: | 20384 |
| Location: | East side of 118 Street NW, north of 87 Avenue NW |
| Addresses: | 8715 & 8727 to 8735 - 118 Street NW |
| Legal Descriptions: | Lot 6A, Block 24, Plan 2220126 Lots 5A & 5B, Block 24, Plan 1722892 Lots 3 & 4, Block 24, Plan 715HW |
| Site Area: | 4567.1 m ² |
| Neighbourhood: | Windsor Park |
| Ward: | papastew |
| Notified Community Organizations: | Windsor Park Community League Central Area Council of Community Leagues Edmonton Federation of Community Leagues |
| Applicant: | Green Space Alliance (GSA Consulting Inc.) |

Planning Framework

| | |
|----------------------------------|--|
| Current Zone and Overlay: | (RF1) Single Detached Residential Zone Mature Neighbourhood Overlay |
| Proposed Zone: | (DC2) Site Specific Development Control Provision |
| Plan in Effect: | None |
| Historic Status: | None |

Written By:

Approved By:

Branch:

Section:

Andrew McLellan

Tim Ford

Development Services

Planning Coordination