

**Windsor Park Citizens' Coalition
(WPCC) on
LDA 22-0373
Proposed Rezoning (Westrich Proposal)**

April 3, 2023

Overview

1. Introduction to the Windsor Park Community (Tim Busch)
2. Intent of The City Plan (Karen Hughes, Lucy Bleackley)
3. Draft District General Plan and Draft Scona Plan (Joe Miller)
4. The Report of City Administration is Fundamentally Flawed (Bill Shores, KC)
5. Problems Arising from Westrich Proposal (Eliza Li)
6. Importance of Following The City Plan & Public Trust (John Jamieson)
7. WP Neighbours (Rolf Mirus, Greg Mansell, Ilona Biro, Melanie Biro)
8. Conclusion (Susanna Biro)

1. Introduction

Tim Busch

Community Views on the Westrich Proposal



Densification in WP to date?

Windsor Terrace (139 units), Bentley (38 units), skinny homes, 87th Ave Apt, garden suites, Lister Hall...

Views on Westrich Proposal?

July 2022: 100 residents wrote to Westrich in opposition to the proposal

Nov 2022: 95% of all City engagement was opposed to Westrich Proposal

WPCC's Position on the Westrich Proposal

Strongly **support** The City Plan's goal of growth to 2 million, 50% in mature neighbourhood

- Phase 1 (2020-2030): WP will experience 32.1% growth in units with Windsor Terrace

Oppose the Westrich Proposal for these reasons:

- Wrong location: across from WP Elementary School (School) and University Early Childhood Learning Centre (Daycare)
- Massive size: 172 units & 236 parking spaces, built on seven lots
- Risky pace of change: Unknown impacts of 11-storey residential building under construction directly south on 118 St and 87 Ave (Windsor Terrace)
- Non-compliance: with The City Plan, Residential Infill Guidelines, draft Scona Plan, and draft District General Plan

Overview of Windsor Park (WP)



2a. The City Plan

Karen Hughes

The City Plan (TCP)

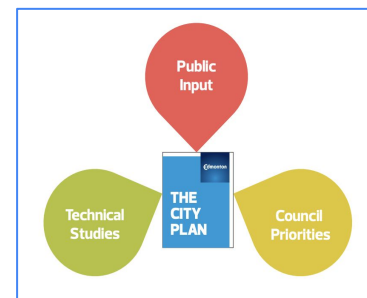
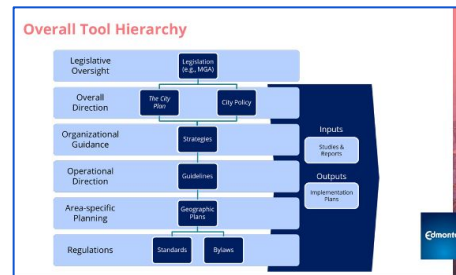
We have four concerns about City Administration's use of The City Plan & its arguments in support of this proposal

1. Highly selective use of The City Plan (p. 6)
2. Westrich site is directly on the edge of the U-G node (p. 1, 6)
3. Westrich appropriately increases density in Windsor Park (p.1)
4. Westrich has seriously engaged with Community concerns



1. Selective Use of The City Plan

- Admin claims TCP “lacks specifics direction”
 - 182 page strategic plan & bylaw with detailed discussions on Nodes, Growth Management Framework, Phasing, etc.
 - Numerous technical reports (e.g., *Nodes and Corridors*)
 - Goal → ‘**Intentional Development**’
- Admin uses TCP in highly selective ways
 - No systematic approach, no checklist for working through criteria for Major Nodes, etc.
 - Questionable “Policy Review” (FOIP Oct 3, 2022)



Moving Forward with Focus

Administration's 'Policy Review'

FOIP Request - October 3, 2022 Materials from Administration to Westrich

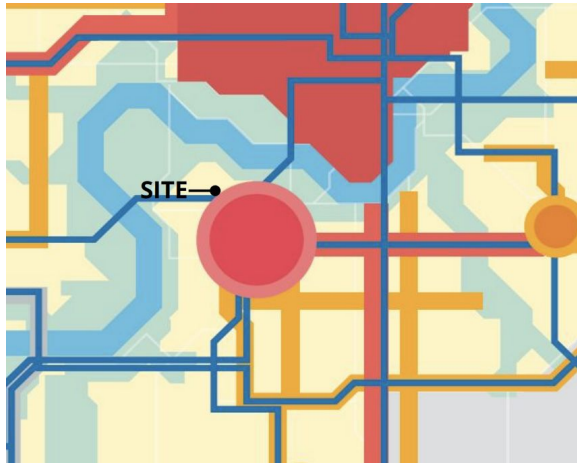
Policy Review

- Could be reasonably considered within the Major Node if only using the City Plan
 - Draft Scona District Plan does not show it within, but it should be (our emphasis)
- Short-mid-rise appropriate for the edge of a Major Node
- 87 Ave could have future mass transit and new bridge across the river (the City Plan - Mass Transit Network)
- Transitioning down from a taller building and across from a main park / school is an appropriate location for this scale
 - See Rohit RA8 by King Edward School in Strathcona
- Windsor Park is very low density neighbourhood and needs to take more (our emphasis)
 - A lot is being asked for Garneau, McKernan, Belgravia, but none of Windsor Park

2. Is Westrich site in / out / on the ‘edge’ of U-G Major Node?

- City Admin cites a “vague red circle” (left) & ignores other detail and ‘directions’ in TCP
- BUT TCP’s technical studies indicates the U-G node ends at 116 Street

City Admin - a “vague red circle”

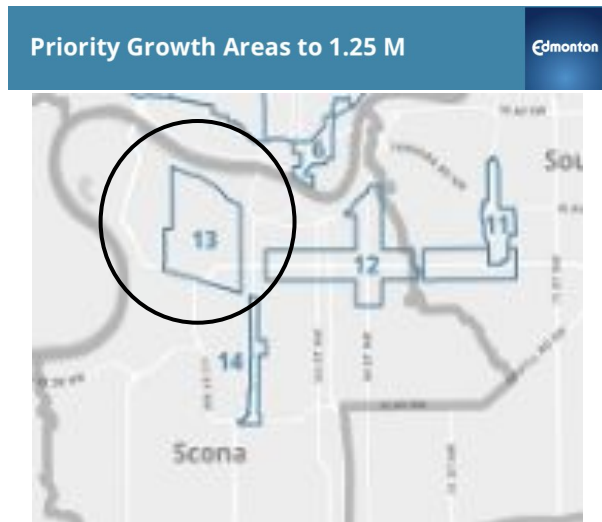


Technical Study on Nodes & Corridors
Future Typologies Map



2. Is Westrich Site on the 'edge' of U-G Major Node? (continued)

- Other City maps clearly show 116 Street as end of node (left visual of Priority Growth Areas)
- Even Westrich knew it was outside the U-G node (Urban Brief, July 2022, p. 13)
- TCP & tech reports also identify 12 criteria for inclusion in a major node, not considered in the Admin report. Windsor Park and the Westrich site meet few of these criteria (right visual).



Criteria for Inclusion in Major Node

WP meets just 4 of 12 criteria
The Administration report fails to discuss this, cherry picking a few to support its case

1. Land & Built Form

Close to major institution (YES); Highest density and mix of uses outside the City Centre node (NO); Comprised of variety of housing types, mainly high to medium density (NO); Appropriate transitions are possible (NO, University owns lands from 111 / 112 – 116 Street)

2. Mobility

LRT: Direct access (YES, 950 m); Bike access to primary network (YES); Bus: Direct access to multiple bus routes (NO)

3. Public Use Realm

Walkscore: Key amenities accessible by walking (NO); Open Space, Parks nearby (YES); Street is classified as Main Street (NO); Car over pedestrian policy (NO); Flex space available (NO)

Source: Nodes & Corridors Technical Report (2019). Available at: https://www.edmonton.ca/sites/default/files/public-files/assets/PDF/CityPlan_NodesAndCorridors.pdf

2b. The City Plan

Lucy Bleackley

3. Does Westrich 'appropriately' increase density in Windsor Park?

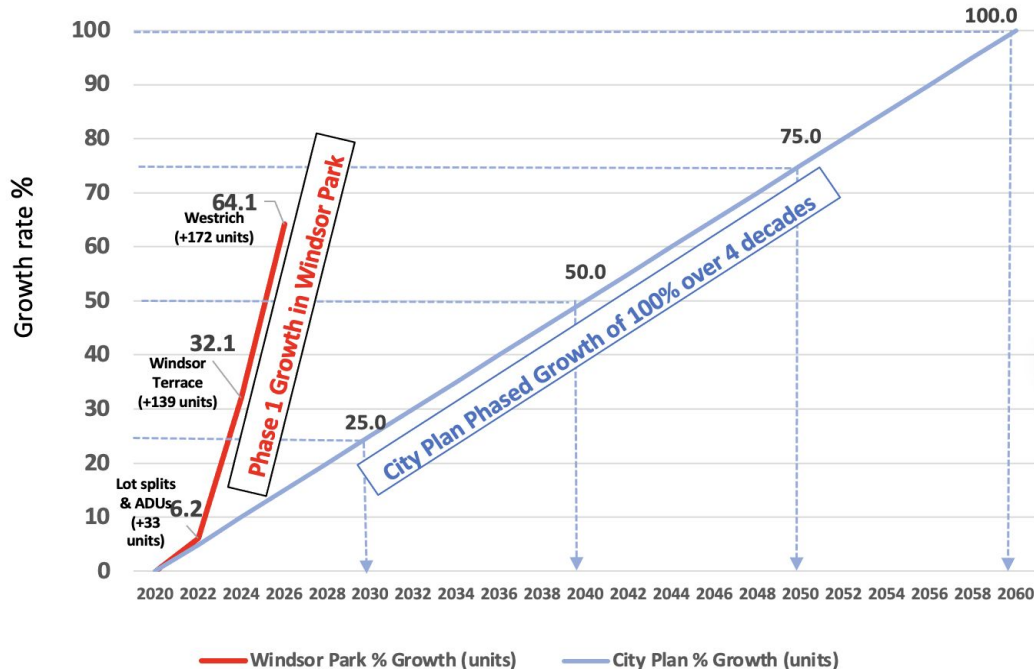
The Admin report argues that Westrich offers appropriate densification but does not discuss the City Plan's Growth Management Framework (GMF) (p. 131-157) in detail.

Instead it uses the GMF selectively, along with dated 2016 Census figures, to paint a misleading picture of growth and density in Windsor Park. We note the following:

1. Windsor Park is already appropriately increasing density and will continue to do so
 - 2016 – 23: 55% growth in units not captured by 2016 Census
 - General Building Permits database: 253 new units, 73% condos / apts and 27% mix of lots splits, skinny homes, garden suites & basements suites (ADUs)
2. Higher density in other neighbourhoods has been achieved by apt & condos on arterial roads, not on interior streets in front of a school
 - McKernan → Apts & condos on Whyte Ave., a four road and primary corridor
 - Belgravia → Apts & condos on 76 Ave or near parks, well away from schools, most 3 storey
3. High density in Garneau confirms why it anchors the U-G major node
 - 95% of neighbourhoods in Edmonton have lower density than Garneau

Does Westrich appropriately increase density in Windsor Park?

The Admin report does not address the Growth Management Framework (GMF), ignoring the phasing and sequencing growth to ensure it is manageable for communities (p. 38, 131-157).



Phase 1 of the City Plan calls for 25% growth in units by 2030

Windsor Park will surpass Phase 1 growth (32.1%) by 2023 with the Windsor Terrace

Westrich will push growth to 64.1% in Windsor Park – concentrating growth again on one single block in front of a school

This is not manageable or well sequenced growth, and violates promises of the GMF

4. Has Westrich responded to Community concerns?



- CP's intent is that communities will have a "voice"; balancing of interests of communities & developers ([*CP What We Are Hearing Reports, Phase 1 - IV*](#))
- 95% of WP residents oppose – but concerns "listed" in Admin Report NOT heard

WP Major Concerns?	Response from Westrich on Major Concerns?
# 1 Location + Size	No change in location or size e.g., 1.5 m less height
#2 Safety, traffic, congestion	No change in location, size, or cars (236); mitigations are cosmetic, not evidence-based, and do not resolve underlying problem of size
#3 Pace of change too fast	No change in timing, size, or location

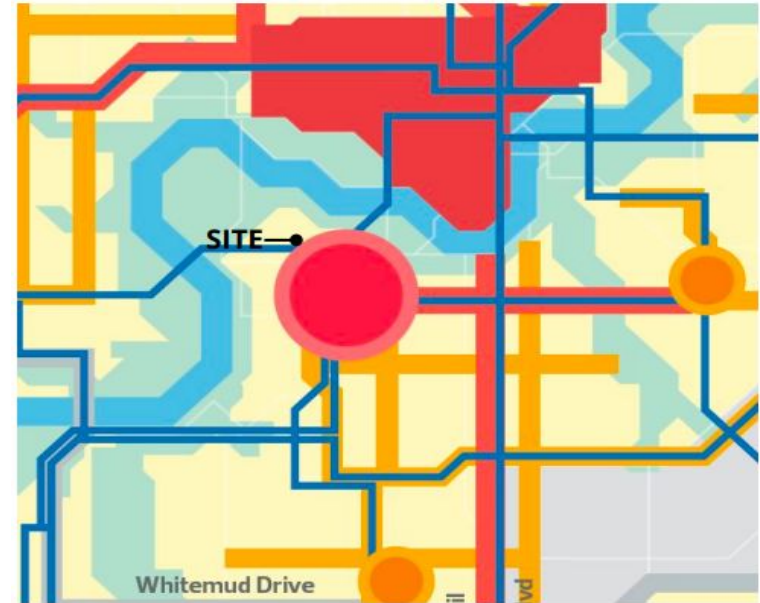
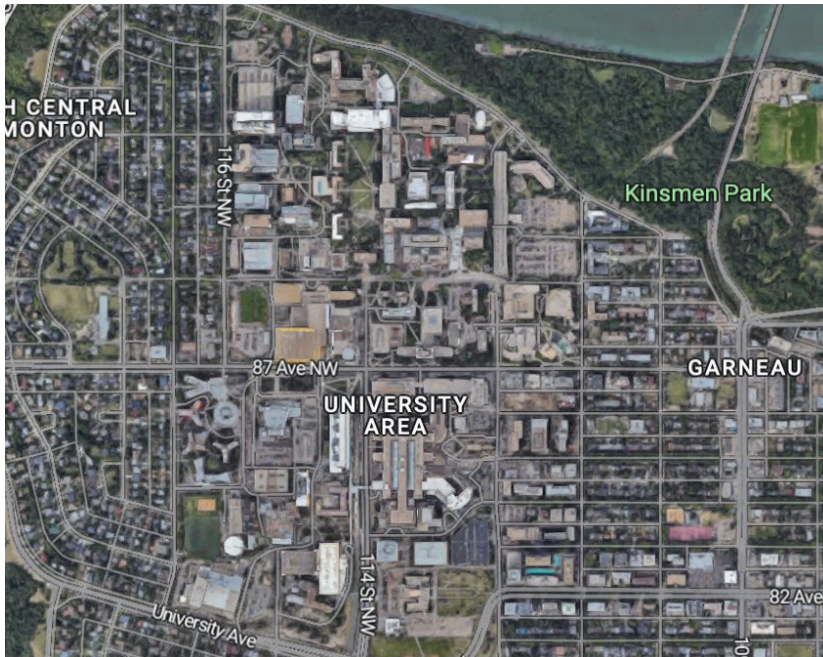
In sum, Westrich proposal does not meet the "intent" or "direction" of The City Plan

3. Draft District General Policy & Draft Scona Plan

Joe Miller

The Westrich Proposal is not in a transition zone

City Administration erred by concluding that the proposed development was in a transition zone when there is no transition possible into the University lands.



THE CITY PLAN

Concepts of The City Plan

Densification goals are accomplished through strategic densification around existing density, amenities & public transit (particularly the LRT).

‘Strategic densification’ is based on the Districts model.

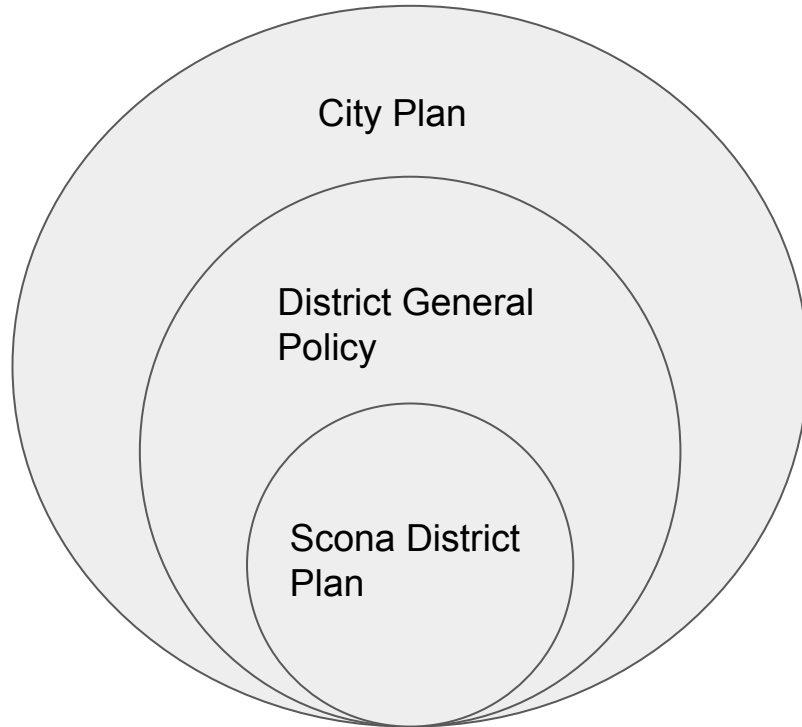
Thus, while The City Plan establishes the principle of densifying within Major Nodes and identifies the location of nodes in the City, the specific land uses therein are established by accompanying city-wide District General Policy and 15 District Plans.

District General Policy & Scona District Plan

The means by which the principles in The City Plan are implemented:

- are current; and
- reflect best practices of City planning.

How the draft policy and plans fit within The City Plan



City Plan (broad goals)

- *Densification...*

Draft District General Policy (separate plans for each district to carry out broad goals & broad design objectives)

- *...within Edmonton...*

Draft Scona District Plan (includes WP, which is urban mix)

- *...through “urban mix” in WP*

Figure 4.1 - Scona Subarea Figure for District Specific Policy Table Reference

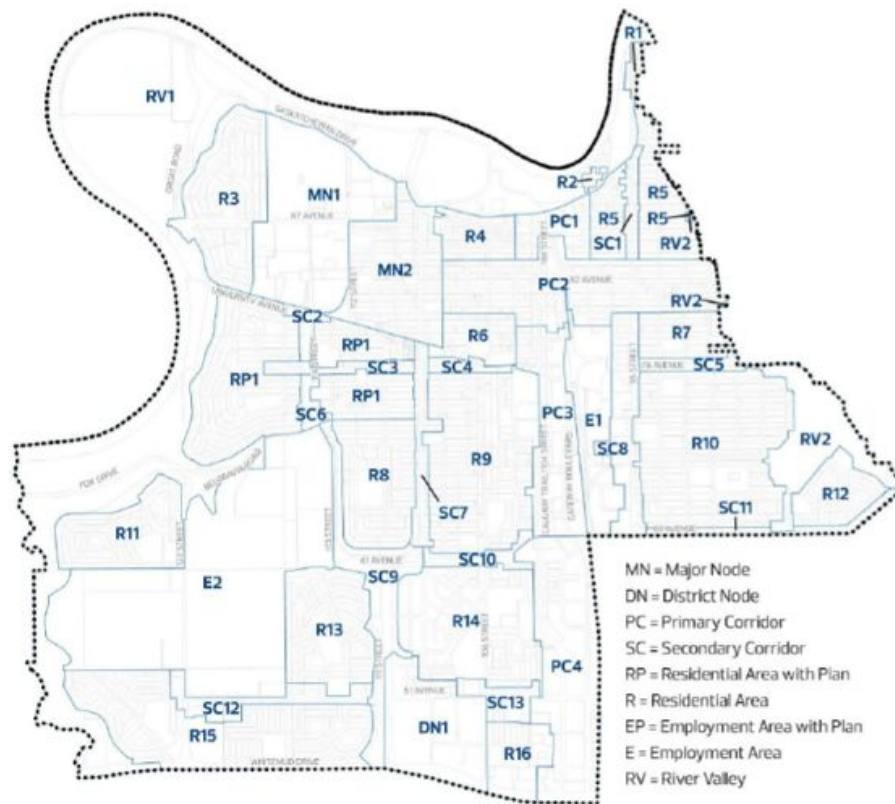


Figure 6.6: Land Use Concept



General Information

- City Boundary
- City Entrance
- District Boundary
- Adjacent Jurisdictions
- Transportation/Utility Corridor
- Stormwater Management Facility - Current
- Water Body
- Plans in Effect - Area Structure Plan/ Area Redevelopment Plan*
- Plans in Effect - Other*
- 2 Million Nodes and Corridors Boundary

General Land Use

- Urban Mix
- Commercial/Industrial Employment
- Institutional Employment
- Non-Residential Area - Planned
- Urban Service**
- Open Space - Current
- Agriculture
- North Saskatchewan River Valley and Ravine System (ARP)

Open Space Planned***

- Small (<0.5 ha)
- Medium (0.5 - 5.0 ha)
- Large(>5.0 ha)

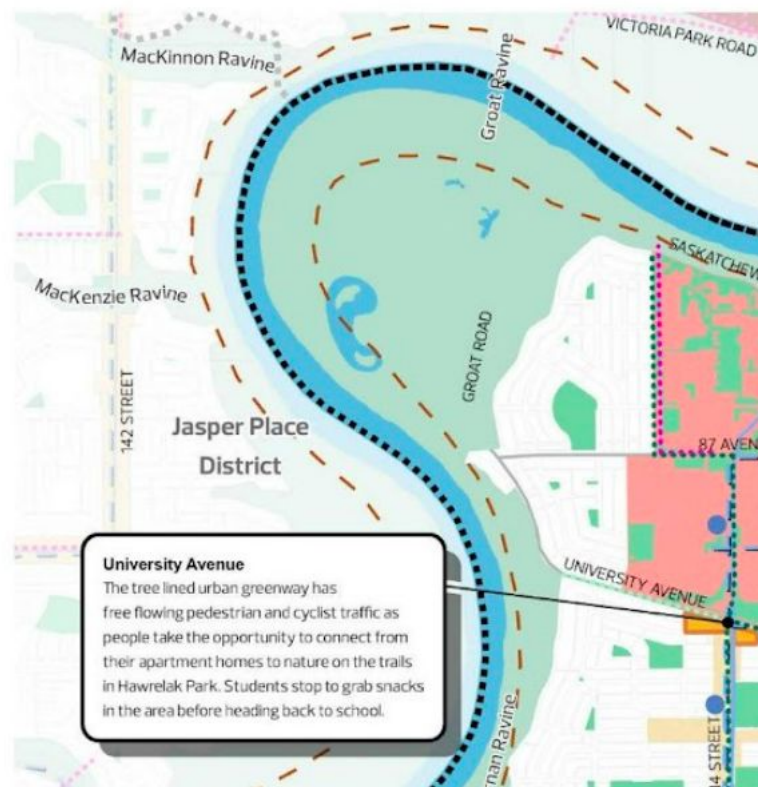
Intensification Areas

- Node and Corridor
- Non-Residential
- Local Node - General Location
- Local Node - Site

Design Influences

- Large Site
- Commercial Frontage

Figure 6.5: Direction to 1.25 Million



2 Million Node and Corridor Boundaries

- Centre City
- Major Node
- District Node
- Primary Corridor
- Secondary Corridor

1.25 Million Intensification Areas

- Centre City
- Major Node
- District Node
- Primary Corridor
- Secondary Corridor
- Non-Residential

District General Policy – Defining “Urban Mix”

2.2.2. Urban Mix

The **urban mix** land use area supports a variety of land uses complimentary with and including residential land uses. It includes stand alone residential and commercial development as well as mixed use development.

2.2.2.2. Support development that integrates well within **neighbourhoods** through site design, scale, massing, transition, built form and **public realm** improvements.

2.2.2.7. Support **low rise** development in **nodes** and **corridors**, and in the following locations within other **Urban Mix** areas:

- On corner sites on the edge of the **neighbourhood** where the block face fronts onto an **arterial road** or service road,
- On existing regional or community level shopping centre sites,
- On sites with existing **low rise** development, and
- On sites adjacent to **neighbourhood** commercial centres where the block face fronts onto an **arterial** or service road.

Proper Question

Is this proposed development consistent with the strategic goals and spirit and intent of the City Plan?



The **answer** must surely come from a review of documents specifically prepared to implement the strategic goals reflecting the spirit and intent of the City Plan.

In Conclusion...

The Westrich Proposal does not comply with the District General Policy or the Scona District Plan:

- it is not on an arterial or service road; and
- it is not a low rise.

4. The Report of City Administration is Fundamentally Flawed

Bill Shores, KC

City Administration did not consider all relevant information

In making their recommendation, City Administration was required to properly consider all relevant information, and they did not do so.

It is necessary to consider The City Plan

City Administration erred by not properly taking into consideration the principles in The City Plan (as discussed earlier by Karen Hughes and Lucy Bleackley).

Draft policies and plans are relevant

Alberta case law is clear that draft policies and plans are relevant must be taken into consideration.

In *Funk v Alberta (Planning Board)*, 1979 ABCA 336, the Court of Appeal determined whether the Alberta Planning Board erred in relying upon an unadopted draft General Municipal Plan. Mr. Justice Clement wrote:

[14] We come to the issue: whether the Draft was irrelevant to the considerations of the Board. I am of opinion that it was clearly a relevant planning consideration in the circumstances of this case.

[16] It must be obvious that in a planning concept for orderly development, the course of future development is a paramount consideration.

Recent decisions

Hosford v Strathcona County, 2019 ABKB 871

A Dohmann and the City of Edmonton Subdivision Authority, 2019
ABES DAB 20004

District General Policy and Scona District Plan

City Administration made a decision to not consider the provisions of the draft District General Policy nor the draft Scona District Plan.

The District General Policy and Scona District Plan are relevant and need to be considered for the Westrich Proposal.

5. Problems Arising from the Westrich Proposal

Eliza Li

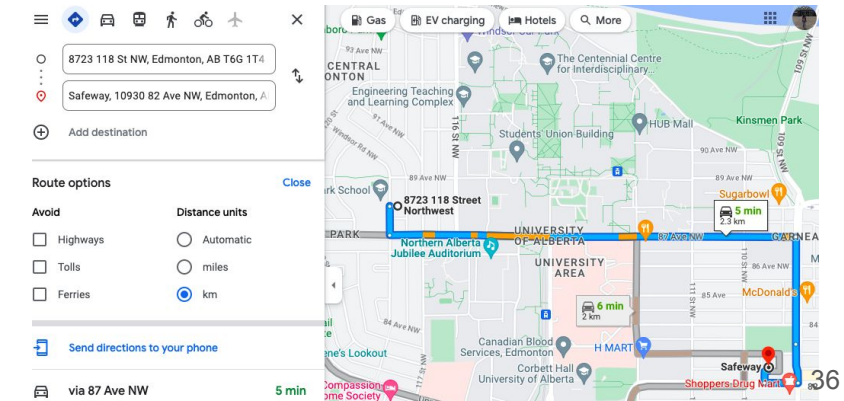
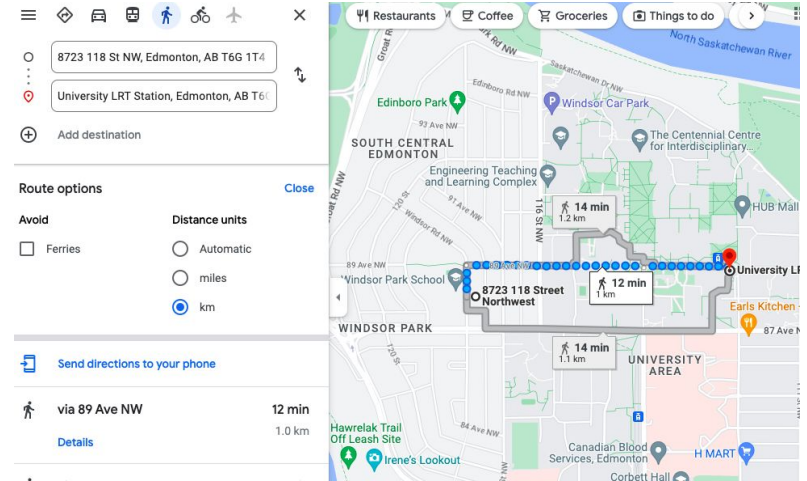
The Westrich Proposal is Too Big



Appendix 2c – West Elevation

The Westrich Proposal is in the Wrong Location

- It does not comply with urban mix
- It is across from the School and the Daycare
- It is 950 m from the closest LRT and 2.3km from the closest grocery store



Increased Safety and Traffic Concerns around School

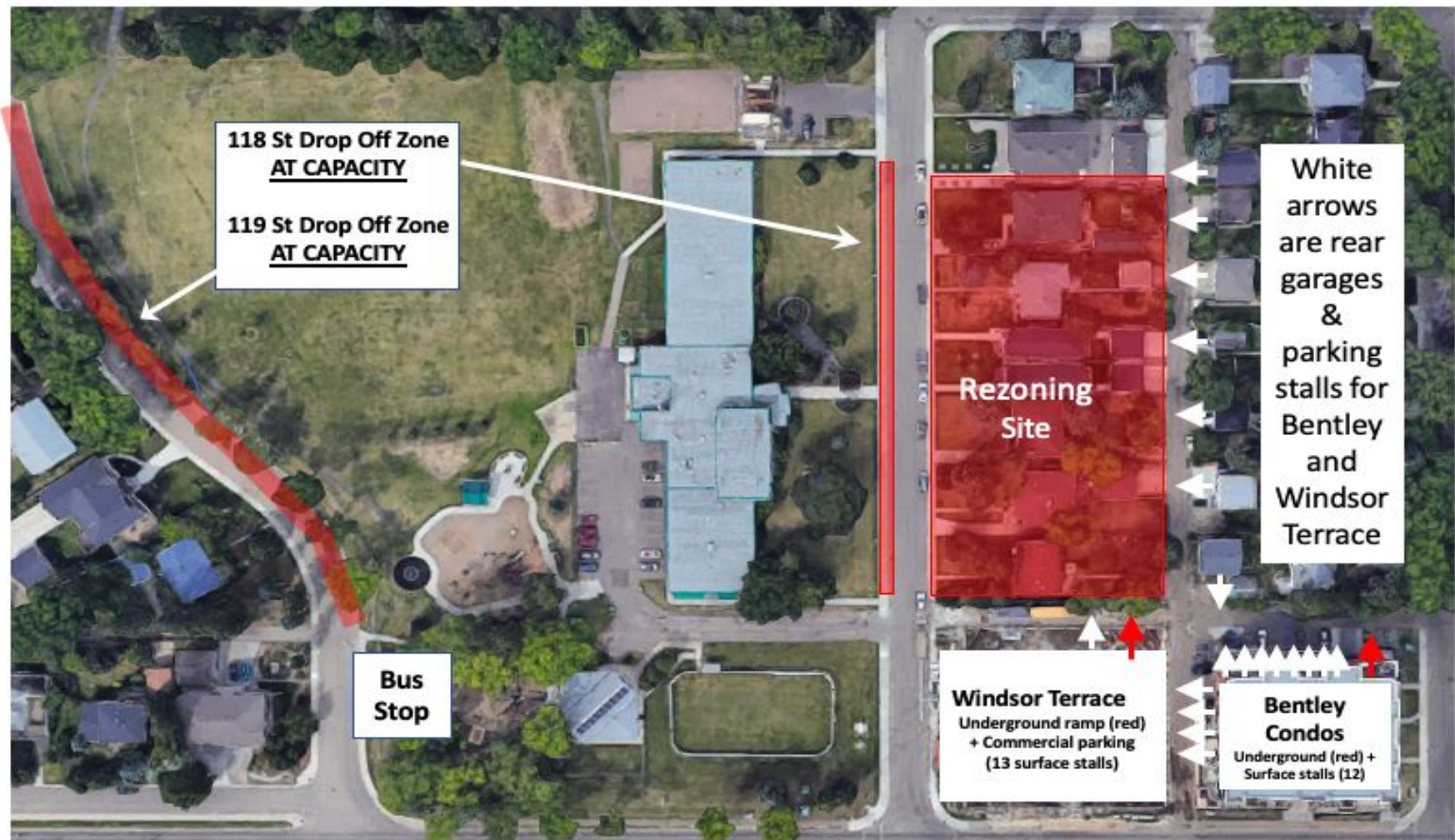
Each day, 225 young children attending the School and Daycare. **Safety and traffic volumes are paramount.**



Westrich's inadequate transportation study:

- reports all traffic from Westrich will flow through back alley; and,
- does not observe drop off / pick up on 119 Street.

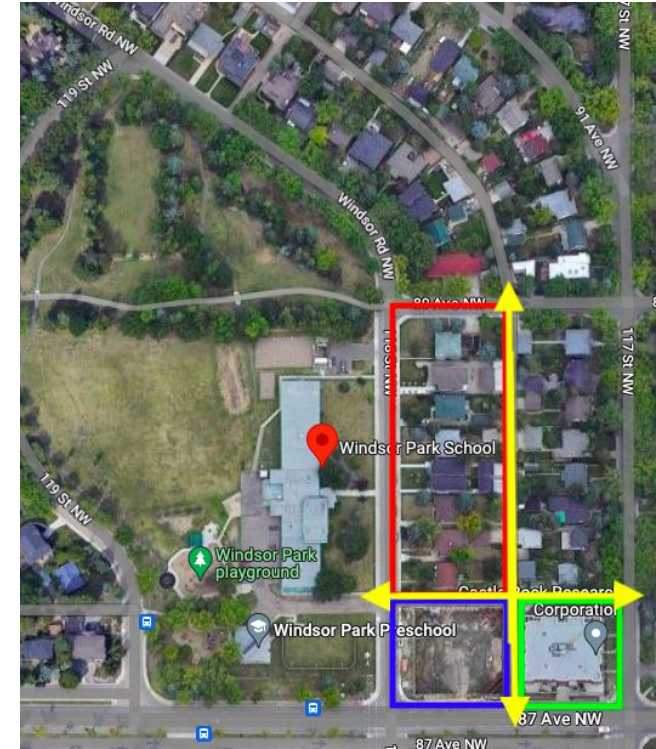
~~The Path to Vision Zero~~



Increased Traffic in the Alleyway and Neighbourhood

172 units and 236 parking stalls will result in...

- increased traffic on 117 Street and 118 Street in the north-south alley and west-east alley
- an estimate of 800, two-way trips everyday
- the east-west alley handling three buildings' traffic ($172 + 139 + 38 = 349$ units)
- the north-south alley handling all delivery and waste management vehicles
- unsafe two-way traffic through both alleys (i.e., are 6 meters wide with poles)



Red - Westrich
Blue - Windsor Terrace
Green - Bentley

Failure to Consider Environmental Impact

Loss of mature trees



No sustainability features

2.7. Energy and Climate

"Edmonton is a leader in efficient, sustainable and resilient community design, development and living" - The City Plan, page 60.

2.7.1. Energy Transition and Climate Adaptation

Energy transition and climate adaptation is about becoming an energy sustainable and climate-resilient city through intentional development and design. This means reducing Edmonton's energy and resource consumption, working within our community carbon budget and preparing communities to adapt to the effects of climate change with climate resilient **infrastructure**, buildings, and natural systems. See Edmonton's Community Energy Transition Strategy and Action Plan.

2.7.1.1. Encourage community renewable energy projects and expansion of district energy systems, including in identified **District Energy Opportunity Areas**.

2.7.1.2. Encourage building and site designs to reduce energy and material consumption which may include **Low Impact Development**, reuse of water, low-water landscaping, energy efficient lighting among others.

Failure to Increase Housing Diversity

We agree with the City Administration report: WP needs greater housing diversity.

However:

- Note that some single-family housing are rented by students;
- Lister Hall can house up to 2,300+ students; and
- Since the passing of The City Plan, the vast majority of housing units (90%) approved in WP have been oriented to rental units and primarily non-family (e.g., 1-2 bedroom).



Triplex



Row house

6. Public Trust

John Jamieson

Strategic Planning and Infill Project Implementation

IDEAL

Strategic Plan



Implementation
Policies



Projects



Edmonton Strategic Planning and Infill Project Implementation



How Do We Know the Project Does Not Comply with Policy?

Analysis shows the Project is Off-Policy:

- Does not meet the requirements of the Residential Infill Guidelines
e.g.: 185% too long, 150% too high, not on an arterial road
- Does not meet the principles of The City Plan
e.g.: not in a major node, exceeds growth management framework, does not balance community concerns
- Does not meet the requirements of the draft Scona District Plan and draft District General Policy
e.g.: not on an arterial road, not low rise (too large)

The Administration Report itself states the Project is Off-Policy:

“This site does *not* align very well with this locational criteria However, Administration recognizes that the locational criteria for Mid Rise Apartments in the Residential Infill Guidelines is likely too restrictive”

(‘What We Heard’) “It was also noted that current draft work on the Scona District Plan and the District General Policies ... does *not* support this scale of development at this location.” The Report does not refute this.



The Project has not been assessed fairly with regard to Policies:

A Portion of the Residential Infill Guidelines where there is no compliance is simply dismissed

The Draft District Policies and Plans are ignored

The Project does not merit a tick in the “Approved” box

Projects



Follow Policies ➡ Reap the benefits:

- Development proceeds with clarity, consistency and certainty
- Stakeholders understand what can be built, and where
- Stakeholders know what to expect from each other
- Stakeholders who disagree have a reference point that fosters constructive dialogue
- The process is less adversarial
- The processes speed up

The City's reputation as a trusted, professional, competent partner is enhanced

➡ **The City Attracts New Businesses and New People!**



Columnists

Opinion: Level the playing field between communities and developers

Roni Kraut, James Spurr, Cathie Monson, Marcel Huculak

Published Feb 08, 2023 • Last updated Feb 08, 2023 • 3 minute read

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Ignore Policies ➡ Pay the Price:

- Precedents are set
- Stakeholders no longer trust the process
- Consistency suffers
- Waivers and exceptions are expected and demanded
- Relationships become adversarial
- Favoritism is suspected
- Processes become bogged down in arguments, negotiations and appeals

The City's reputation as a trusted, professional, competent partner is tarnished

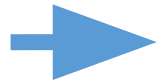
□ Potential New Businesses and Residents go Elsewhere



AS OUR ELECTED REPRESENTATIVES, WE ASK YOU TO TAKE CHARGE!

Our ask:

- Support *orderly* on-Policy infill development in our community
- Boost public trust in you and in the City



Withhold your approval of this non-compliant project

7. Effects on 117 St & 118 St Neighbours

Rolf Mirus, Greg Mansell, Melanie Biro, Susanna Biro

REZONING 118th St.

Rolf and Judi Mirus

1. Who we are and why we are here

We immigrated in the 1970s, moved from Garneau to WP (2 kids walked to WP-Elementary), upgraded a semi-bungalow to 2-stories, enjoyed the family-oriented increasingly mixed (students!) neighborhood.

- WP is densifying ORGANICALLY, a welcome evolution with affordable skinnies, lane-suites and solar panels, with young families. Away from 87th Ave. WP is quickly DENSIFYING!
- We rent two rooms to an immigrant from Myanmar, contributing to this densification.
- There are 8 pre-school-age children in the block 117/118th St. North of 87th Ave. This family-oriented character with students mixed-in, and retirees like us, is worth preserving!
- We are here to OPPOSE this DCP2!

2. Our objections to this DCP2

- A 14.5 m structure (with rooftop amenities) across from our garage means significant loss of privacy, loss of sunlight, hence a negative impact on the property value (\$100,00-\$200,000).
 - The shading study says we will have little to no sun after 4:00 p.m. March to September!
- These impacts are additional to effects that can be expected from the 11-level, 139 units of “Windsor Terrace”: its underground garage access is in the E-W lane, as is that of the “Bentley”.
- The safety risks and congestion in the N-S alley traffic would be significant!
- In short: for residents of 117th St. the proposed DP2 is like a huge cruise liner docked permanently across the alley, we face BRUTAL, not gentle densification!

3. What to Do?

- REJECT the present application, preserve the WP-interior as a family-friendly mixed neighborhood that includes students and retirees.
- This will ensure the safety of school children and enhance the use of the 89th Ave. bike path to the U of A.
- For us the ideal proposal would bring row houses with shared walls on either side of the existing two skinnies, i.e. affordable, family-sized homes with great access to the school across the street.
- Westrich, on its website, shows they can do that: they have done it in the Okanagan, fronting the lake!

The sunsets we will lose:







REZONING 118th St.

Greg Mansell

Overview of concerns



Primary concerns:

- Shading of my patio and backyard
- Traffic

Views from my backyard



- Shading of my patio and backyard

Traffic in the North-West alley



Vacuum truck blocking the North-West alley.

Traffic on 87 Avenue



At 7:30am and 3:15pm every day, crossing the east/west alley toward 87 Avenue intersection is usually impossible.

- Vision is extremely poor for both pedestrian or vehicular traffic.

School drop-off traffic is helter skelter, especially along 118 Street and 119 Street.

Traffic on 87 Avenue (cont'd)



On the south side of 87 Avenue, children attending St. George's Anglican Church Early School Care Program are accompanied by adults at the crossing, the latter wearing high visibility vests.

~225 children in accessing 87 Avenue, 118 and 119 Street



Many young children in these areas who attend Windsor Park School, University Community Early Learning Centre, and Windsor Park Community League Kindergarten.

Traffic in the East-West alley



When 2 vehicles are passing one another in the area of the power poles, there will approximately 8 inches distance between them.

2 vehicles can pass one another, if private property is not occupied and road conditions are perfect.

Traffic in the East-West alley (cont'd)



Outstanding concerns:

- City of Edmonton Waste Disposal Containers
- Windsor Terrace traffic

REZONING 118th St.

Ilona Biro



Photo 1a: looking
west from my
backyard at
proposed site of
Westrich Proposal
(BEFORE)



Photo 1b: looking
west from my
backyard at
proposed site of
Westrich Proposal
(AFTER - rendering)



Photo 2: looking
from our sidewalk
on the south of my
house that
includes the
Bentley, Windsor
Terrace, and two
laneway suites

We object to the Westrich Proposal

- Enormous loss of sunlight (20.0 m height directly across from my backyard producing unacceptable increase to year-round shadowing); see photos 1 and 2
- Increase to 800 vehicle trips in back alley; substantial increase in noise, congestion, and traffic back-ups
- Decrease in property value; makes our plan for building a garage suite untenable
- Privacy of back yard severely inhibited by east-facing balconies and rooftop deck amenities
- “Windsor Park has added 32% more density in the past 3 years (2020 to 2023).”

REZONING 118th St.

Melanie Biro

1. Windsor Park is my home

- Resident since early 1950s
- Children walked to attend WP Elementary School
- Garden, and fruit and spruce trees flourished
- 70-plus years of observing WP's growth has shown overwhelmingly positive progress
- Westrich proposal is the ill-conceived exception

2. I object to the proposed DCP2

- Enormous loss of sunlight to back yard and garden
- Tremendous loss of privacy
- Huge decrease in property value
- Exponential increase in back alley traffic/decrease in safety
- All this on top of the as-yet-unknown effects of Windsor Terrace (still under construction)

3. My request to City Council

- Please REJECT this application.
- Accepting this application means Westrich's building goes ahead BEFORE effects of the under-construction Windsor Terrace are clear; and then it's too late to correct mistakes.
- Instead, support friendly densification: 3-storey structure or row houses or multiple skinnies or combination of these.
- Maintain the interior of WP and protect children and seniors (leaving massive developments to line arterial roads, where they are appropriate).

8. Conclusion

Susanna Biro

8. Conclusion

We support The City Plan's densification principles and goals.

We support the districts concept, the draft District General Policy and draft Scona District Plan as the way to implement the principles and goals of The City Plan.

The Westrich Proposal does not comply with the principles set out in The City Plan nor the requirements of the District General Policy and Scona District Plan.

8. Conclusion

The Westrich Proposal places an undue burden on its 118 Street neighbours and neighbouring School and Daycare.

A failure to uphold the principles of The City Plan and the failure to apply the clear requirements of the District General Policy and Scona District Plan will seriously undermine public trust.