

12030 - 162 Avenue NW Position of Administration: Support



Summary

Bylaw 20953 proposes a rezoning from the Parks and Services Zone (PS) to the Medium Scale Residential Zone (RM h16) to allow for medium scale housing.

Public engagement for this application included a pre-application notice, mailed notice, site signage, information on the City's webpage, and an Engaged Edmonton webpage. Approximately 29 people were heard from, with approximately 7% in support and 93% in opposition. Most concerns were related to the potential loss of greenspace, a decrease in property values, crime, traffic, parking and safety concerns.

Administration supports this application because it:

- Facilitates infill opportunities within an established neighbourhood.

- Is compatible with the surrounding land uses.
- Contributes to the City Plan’s Big City Move, A Rebuildable City, by contributing to the target of providing 50 percent of new units through city-wide infill.
- Contributes to The City Plan’s Big City Move, Inclusive and Compassionate, by providing an opportunity for affordable housing, and reducing the number of Edmontonians who are in core housing need.
- Is in alignment with *City Policy C583A: Developing Surplus School Sites*, which prioritizes access to affordable housing, increased housing choice and the integration of housing, services and amenities.

Application Details

This application was submitted by the City of Edmonton Real Estate Branch on behalf of the Housing Action Team.

The proposed Medium Scale Residential Zone (RM h16) would allow development with the following key characteristics:

- Medium scale housing, including multi-unit housing in the form of row housing and/or apartment housing.
- Maximum building height of 16.0 m (approximately four storeys).
- Maximum Floor Area Ratio of 2.3.
- Minimum density of 45 dwellings per net residential hectare.

Site History

The City received 20 surplus school sites from the Edmonton Public School Board in 2009 after they were no longer required for schools. In 2015, City Council designated 14 surplus school sites for affordable housing. The development of these sites is guided by *City Policy C583A: Developing Surplus School Sites*, which prioritizes access to affordable housing, increased housing choice and the integration of housing, services and amenities.

Site and Surrounding Area

The subject site is located south of Dunluce Road NW and west of Warwick Road NW in the northwest portion of the Dunluce neighbourhood. The surrounding development consists of several low and medium density residential land uses, including apartment, row and single/semi-detached housing. The overall park site encompasses several sports fields including a baseball diamond and soccer field. Transit service is offered via Dunluce Road NW and 161 Avenue NW and active mode connections are offered via 127 Street NW.

	Existing Zoning	Current Development
Subject Site	Parks and Services Zone (PS)	Herb Link Park

North	Small-Medium Scale Transition Residential Zone (RSM h12)	Row Housing
East	Parks and Services Zone (PS)	Herb Link Park
South	Parks and Services Zone (PS)	Herb Link Park
West	Small-Medium Scale Transition Residential Zone (RSM h12)	Row Housing



Street view looking south from Dunluce Road NW

Community Insights

This application was brought forward to the public using a broadened approach. This approach was selected because the proposed rezoning generated an influx of community feedback and comments. The broadened approach included:

Pre-Application Notice (from City of Edmonton’s Housing Action Team), April 16, 2024

- Notification radius: 121 metres
- Number of recipients: 340 (property owners)
- Number of responses (as reported by the applicant): 1
- Main comments received (as reported by the applicant):

- Concerned with the loss of green space
- Concerned with increased density due to residential development
- Treatment of the Dunluce community with regards to additional housing compared to other neighbourhoods.

Mailed Notice, May 6, 2024 (from Development Services)

- Notification radius: 121+ metres
- Recipients: 895
- Responses: 6
 - In opposition: 6 (100%)

Engaged Edmonton Webpage, May 13, 2024 to May 26, 2024

- Visited the page: 462
- Submitted a question or forum response: 23
 - In support: 2
 - In opposition: 21

Site Signage, May 16, 2024

- One rezoning information sign was placed on the property to be visible from Dunluce Road NW

Webpage

- edmonton.ca/rezoningapplications

Notified Community Organizations

- Dunluce Community League
- Castle Downs Recreation Society Area Council

Common comments heard:

- Concern over the loss of green space (x20).
- Concern over increased traffic and parking in the area (x11).
- Concern that the neighbourhood would become too densely populated (x11)
- Concern over a loss in property values for the surrounding neighbourhood (x9).
- Concern over a potential increase in criminal activity (x8).
- Concern over the Mailed Notice / Notice of Engagement notification radius being insufficient (x2).
- Concern over a lack of collaboration between various City departments (x2).

- General support for the application and an increase in density (x2).

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

Application Analysis



Site analysis context

The City Plan

Within The City Plan, the subject site is identified as a residential infill area. As part of The City Plan’s goal to accommodate 50% of new homes through infill, infill is expected to be constructed at a variety of scales in areas like Lymburn. The proposed rezoning is also supported by policies in The City Plan which allow Edmontonians to live locally and support growth within approved neighbourhoods.

In alignment with the Big City Move, to be a Rebuildable City, the repurposing of a planned school building envelope for affordable multi-unit housing reflects shifting needs and opportunities that have emerged since the neighbourhood was originally planned. The proposal aligns with policies to enable all districts to achieve more income-diverse neighbourhoods and a greater mix of land uses and ensure all areas of the City meet or exceed regional density targets as they redevelop over time.

The City Plan envisions a future where no Edmontonian is in core housing need and where all Edmontonians spend less than 35% of average household expenditures on housing and transportation. These fall under the Big City Move, to be an Inclusive and Compassionate City. The proposed rezoning enables the future provision of affordable housing under *City Policy C583A: Developing Surplus School Sites*, contributing to the objectives of The City Plan to pursue

partnerships to end poverty and streamline the provision of affordable housing in all neighbourhoods.

Draft District Plan

At the time of the writing of this report, the District Policy and District Plans have received first and second reading from City Council and are now at the Edmonton Metropolitan Regional Board before they return to Council for consideration of third reading. Given this, the following analysis is provided for Council's consideration.

This application falls within the Northwest District Plan where it is designated as Open Space. Although the proposed rezoning doesn't match the identified land use designation as described by the District Plan, a policy exception (B.1 Dunluce - Land Use (Surplus School Site) provides additional direction stating:

"The 5.4-hectare subject site includes a 1.0-hectare school site that was declared surplus by local school boards in 2009. It was approved for residential development by City Council in 2015. Small Scale and Low Rise residential development are appropriate for the surplus school site."

Therefore the proposed rezoning aligns with the policies of the Northwest District Plan.

Additionally, the proposed rezoning aligns with the District General Policy 4.2.3.4 to support access to affordable housing in all districts, with a target affordable housing rate of 16 percent in all neighbourhoods or as otherwise directed by City Council policy.

City Policy C583A

Approved in 2015, the *City Policy C583A: Developing Surplus School Sites* provides guidelines for the development of identified surplus school sites, including Blue Quill. The guidelines include the following principles:

- **Access to affordable housing:** Surplus school sites provide a valuable opportunity for increasing Edmontonians access to affordable housing, while utilizing existing infrastructure in established neighbourhoods.
- **Increase housing choice:** Development on the surplus school sites will align with the City Plan objective to establish housing for a range of household types and sizes, excluding single detached housing, and provide access to affordable housing in neighbourhoods where it may be limited.
- **Integrate housing, services and amenities:** Ensure housing services and amenities are available to support the needs of residents and the community, where possible.

The development of this site prioritizes access to affordable housing, increased housing choice and the integration of housing services and amenities.

Land Use Compatibility

The subject site is currently zoned PS, and has been deemed surplus for school site development. If approved, the rezoning will allow for the development of multi-unit housing up to 16.0 m (approximately 4 storeys) in height.

The proposed RM h16 Zone would allow for a reduced front setback from 6.0 m to 3.0 m and reduced side and rear setbacks from 4.5 m to 3.0 m in addition to allowing for opportunities for medium scale residential development.

The RM h16 zone is compatible with the adjacent Small Scale Residential Zone (RS) and will provide an appropriate transition at a scale that is sensitive to the surrounding neighbourhood.

The table below summarizes the main regulations of each.

	PS Current	RM h16 Proposed
Typical Uses	Park Outdoor Recreation Service Child Care Service	Residential
Maximum Height	16.0 m	16.0 m
Minimum Density	N/A	45 du/ha
Minimum Front Setback (Dunluce Road NW)	6.0 m	3.0
Minimum Interior Side Setback	4.5 m	3.0 m
Minimum Rear Setback	4.5 m	3.0 m

Mobility

Administration reviewed a Transportation Impact Assessment (TIA) submitted in support of this application. The TIA confirms that the mobility network, which will be improved with the upcoming Dunluce Neighbourhood Renewal, can accommodate the proposed development.

Vehicular access to the site shall be from Dunluce Road NW. Dunluce Neighbourhood Renewal is planned to begin in Spring 2025, and will include a new shared pathway along the east side of Dunluce Road and a new shared pathway directly east of the site within Herb Link Park.

ETS currently has both a local route and rapid route which serves Dunluce Road adjacent to the rezoning site. The local route 109 connects transit users to either Northgate Transit Centre or Castle Downs Transit Centre. Rapid route 150x connects transit users to the Government Transit Centre. The two School Special routes in the area will be reevaluated when construction is complete of the new high school within the neighbourhood.

Open Space

The subject site was deemed surplus to municipal requirements in 2009 by City Council and designated for affordable housing. Redevelopment of this site shall consider field impacts and identify appropriate relocation or realignment opportunities to ensure programming needs are maintained.

Urban Forestry

The proposed rezoning could have a potential impact on existing trees within close proximity to the subject site. As a result, the developer must adhere to several conditions before future development can commence. This potentially includes the issuance of a tree protection permit, an arborist report and a tree protection plan, as well the applicant/owner will be responsible for the cost of removal as well as for compensating the City for the value of the tree being removed. If required by the Development Officer, each tree removed shall be replaced by a new tree in an enhanced growing soil medium in the form of soil cells or continuous trenches, at the cost of the owner.

Utilities

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

Edmonton Fire Rescue Services has performed a risk-based Infill Fire Protection Assessment and determined that the subject site is reasonably compliant with municipal standards for firefighting water. This could potentially be re-evaluated at the development permit stage. The applicant/owner will be responsible for all costs associated with providing required water supply including any changes to the existing water infrastructure required by the proposed zoning.

Appendices

1. "What We Heard" Public Engagement Report

Written By: Luke Cormier

Approved By: Tim Ford

Branch: Development Services

Section: Planning Coordination

What We Heard Report

Dunluce

LDA24-0149

Edmonton

Public Engagement Feedback Summary

Project Address:	12030 - 162 Avenue NW
Project Description:	<p>The City is reviewing an application to rezone the Dunluce Surplus School Site located at 12030 - 162 Avenue NW from the Parks and Services Zone (PS) to the Medium Scale Residential Zone (RM h16) to allow for the development of multi-unit housing in the form of row housing and/or apartment housing. Key characteristics of the proposed RM h16 Zone include:</p> <ul style="list-style-type: none">• A maximum height of 16 metres (approximately 4 storeys)• A maximum Floor Area Ratio of 2.3• A minimum density of 45 units per net residential hectare
Engagement Format:	Online Engagement Webpage - Engaged Edmonton: https://engaged.edmonton.ca/dunlucesurplus
Engagement Dates:	May 13, 2024 - May 26, 2024
Number Of Visitors to Engaged Edmonton page:	Visited the page: 462 Submitted a question or forum response: 23

About This Report

The information in this report includes summarized feedback received between May 13 to May 26, 2024 through online engagement via the Engaged Edmonton platform and emails submitted directly to the file planner and project team.

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 all web page visitors who provided their email addresses for updates on this file. This summary will also be shared with the applicant and the Ward Councillor, 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 the City's report to City Council if the proposed rezoning goes to a future City Council Public Hearing for a decision. The City's 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 Engaged Edmonton webpage included an overview of the application, information on the development and rezoning process, a brief history of the surplus school sites across the City and contact information for the file planner. Two participation tools were available for participants: the 'Ask a Question' and 'Share Your Thoughts'. The 'Ask a Question' tool allowed participants to ask questions directly to the project team. Once answered, the question and response would both either be shared publicly on the Engaged Edmonton page, or sent privately back to the participant. The 'Share Your Thoughts' tool allowed participants to share feedback on an open forum. They could also respond to and 'like' the comments of others, allowing participants to engage in conversation with each other.

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

Feedback Summary

This section summarizes the main themes collected on Engaged Edmonton, as well as emails and phone calls received by the planner.

Number of Responses:

In Support: 2

In Opposition: 27

The most common **concerns** heard were:

Loss of Greenspace: There is a strong worry that the proposed development will take away greenspace in the area. The site is currently used to host sporting activities, children playing, and dog walking and residents expressed the desire to keep the site as is to enjoy such activities. Residents also expressed the desire for more green space in the area.

Increased Traffic and Parking Congestion: Dunluce Road NW is already experiencing congestion, and adding additional housing units into the neighbourhood will add to this while also creating safety concerns. Parking during peak times is limited, residents will be forced to park in front of their neighbours' driveways. Transit routes in the area are minimal.

Density: Dunluce already has its fair share of high-density condominiums, apartments and row housing. An increase in density will create a number of issues for the neighbourhood as well as put a strain on the surrounding infrastructure and roadway system.

Decrease in property values: The proposed affordable housing development will lower property values for the surrounding community.

Increased Crime: The introduction of an affordable housing project will increase criminal activity, mischief and theft.

Mailed Notice Engagement Radius: The neighbourhood notification should have been sent to all residents of the Dunluce neighbourhood to ensure a fair and transparent engagement process.

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

Increase in Density: It's a great idea to increase density within the Dunluce neighbourhood.

What We Heard

The following section includes a summary of collected comments with the number of times a comment was recorded in brackets (comments received once do not have a number).

Reasons For Opposition

Greenspace

- The proposed development will result in a loss of greenspace in the neighbourhood (20)
- The green space is where children play (6)
- The green space is used as a sports field for various outdoor sports and activities (5)

Traffic/Parking/Safety

- The proposed development will increase traffic congestion in the neighbourhood (11)
- The proposed development will increase demand for on-street parking (9)
- The proposed development will result in safety issues for the neighbourhood (6)
- Dunluce Road NW will be too narrow after neighbourhood renewal to accommodate additional parking (2)

Density

- The neighbourhood is already densely populated (7)
- Insufficient infrastructure to support the increase in density (2)
- The neighbourhood already has its fair share of high-density condos apartments and townhomes
- Densification requires space for additional parkland and amenities

Other

- The proposed development will decrease the surrounding property values (9)
- The proposed development will increase criminal activity (8)
- There is a lack of schools in the area to accommodate the increased density (5)
- Concern over the mailed Notice / Notice of Public Engagement notification radius being insufficient (2)
- Concern over a lack of collaboration between various City departments (2)

Reasons For Support

- General support for the proposed rezoning as long as it's happening in the more affluent neighbourhoods as well (1)
- A general support for the proposed rezoning. However, 6 storeys is too restrictive, development rights for a building that is 12 + storeys is preferred (1)

Suggestions For Improvement

- General support for the proposed rezoning as long as it's happening in the more affluent neighbourhoods as well (1)
 - Focus on building an affordable way for families and young people to build equity - not more rentals (1)
 - Build houses in existing places that are zoned for development first (Blatchford) (1)
 - Fix the existing infrastructure before allowing more density in the neighbourhood (1)
 - There is a need for more schools in the area, not more housing (1)
 - If the area is developed, it is up to the City to honour the commitment to the First Home Program
 - Six stories are too restrictive, I would like to see 12+ storeys in some areas (1)
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Questions & Answers

- 1. If this application is approved, when will the citizens of Dunluce Edmonton be informed as to the specific details of the proposed site, the developer of the site, the proposed start/end dates of the development of the proposed site?**

The City will share information throughout the development process, particularly ahead of milestones such as a below-market land sale, property listing, and selection of a developer. To stay up to date, visit Edmonton.ca/HousingDevelopments and sign up to receive email updates

- 2. When the land is sold below market value to a developer, does the city follow through to make sure the value of the discount for affordable housing matches the discount of the land value to the developer? Or does the developer just make out with a huge sum of money and make a bundle on the backs of taxpayers?**

When the City sells land at below-market value to an affordable housing developer, the developer enters into an affordable housing agreement that guarantees the land will be used for affordable housing for a period of up to 40 years. Annual reporting and compliance are built into the agreement to ensure that the site is operated as affordable housing during the term of the agreements. This post was responded to on May 28, 2024.

- 3. Dunluce Neighbourhood renewal is set for 2025-2026-2027, how will this proposed affordable housing development work with this neighbourhood renewal project?**

The City's Planning Department, Housing Action Team and Neighbourhood Renewal Team are working collaboratively together to ensure the proposed development fits cohesively into the neighbourhood renewal design for the Dunluce neighbourhood.

- 4. Affordable housing is not housing for drug rehabilitation or needing other support, correct? This development is just for an apartment block not a full on support centre correct?**

Affordable housing is rental housing offered at below-market rates for individuals and families that earn less than the median income for their household size. Affordable housing is operated, funded, or created through direct government subsidies. Affordable housing itself is very diverse, ranging from social housing to near-market housing:

- Social housing: rent-g geared-to-income for very low to low income households.
- Near-market affordable rentals: 80-90% market rent for moderate income households.

- Non-market affordable rentals: Shallow subsidy (less than 80% market rent) and deep subsidy (less than 50% market rent) for moderate income households.
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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, residents, 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).
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If you have questions about this application please contact:

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