



ADMINISTRATION REPORT **REZONING, PLAN AMENDMENT** GARNEAU

11023, 11027, 11031, 11033, 11037, 11039, 11041, 11043, and 11045 86 Avenue NW

To allow for a short mid-rise residential building.



RECOMMENDATION AND JUSTIFICATION

Administration is in **SUPPORT** of this application because it:

- respects the height transition in the neighbourhood in support of a Special Character Residential Area as outlined in the Garneau Area Redevelopment Plan;
- responds in a balanced way to its location on the interior of a residential neighbourhood but within a Major Node, as identified by The City Plan; and
- meets the basic expectations for compatible infill.

THE APPLICATION

1. BYLAW 19462 to amend Policy 1.6a of the Garneau Area Redevelopment Plan and make other administrative changes. Policy 1.6a of the Garneau Area Redevelopment Plan currently directs the block bounded by 110 Street NW, 111 Street NW, 85 Avenue NW and 86 Avenue NW to be developed as multiple family structures, preferably Stacked Row Housing and Row Housing, to provide a transition between high density development west of 111 Street NW and the low density area south of 85 Avenue NW. This policy is proposed to be amended to allow mid-rise buildings on the north side of the lane between 85 Avenue NW and 86 Avenue NW for this block.

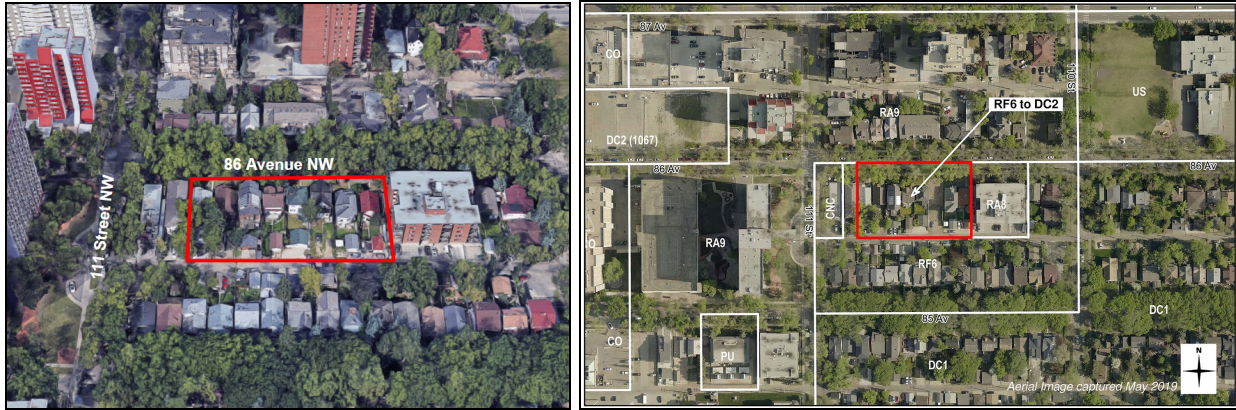
Administration is also making administrative changes to the plan by removing Schedules C and Q which are no longer needed to interpret policies of the plan and are currently creating confusion for implementation of the plan.

2. CHARTER BYLAW 19463 to change the zoning from the (RF6) Medium Density Multiple Family Zone to a (DC2) Site Specific Development Control Provision. The proposed DC2 Provision would allow for a short mid-rise building with the following characteristics:
 - A maximum height of 22 metres (approximately 6 storeys);
 - A maximum floor area ratio of 3.9;
 - Up to 159 dwellings (including at least ten with 3 bedrooms and no less than 50% with 2 bedrooms);
 - Townhouse style dwellings at the ground level facing 86 Avenue NW; and
 - Underground parking accessed from the lane

When this application was initially submitted, it was for a high-rise tower 80 metres in height (approximately 28 storeys) with a floor area ratio of 7.2 and up to 295 dwellings. The applicant modified their proposal as a result of Administration's review and public consultation.

SITE AND SURROUNDING AREA

The site is located on the south side of 86th Avenue between 110th and 111th Streets. It is just down the block from Garneau School and within walking distance of the University of Alberta education and healthcare campuses. Surrounding buildings range from single detached houses to high rise apartments.



AERIAL VIEWS OF APPLICATION AREA

| | EXISTING ZONING | CURRENT USE |
|---------------------|--|---|
| SUBJECT SITE | (RF6) Medium Density Multiple Family Zone | 6 Single detached houses 1 Semi-detached house 1 vacant lot |
| CONTEXT | | |
| North | (RA9) High Rise Apartment Zone with the High Rise Residential Overlay* | Fraternity and Sorority Housing Row housing Single detached housing |
| East | (RA8) Medium Rise Apartment Zone | 5 storey residential building |
| South | (RF6) Medium Density Multiple Family Zone | Single detached houses |
| West | (RF6) Medium Density Multiple Family Zone | Duplex housing |

* The High Rise Residential Overlay reduces the allowable height of the RA9 Zone from 69.0 metres to 23.0 metres.



VIEW OF SITE LOOKING EAST

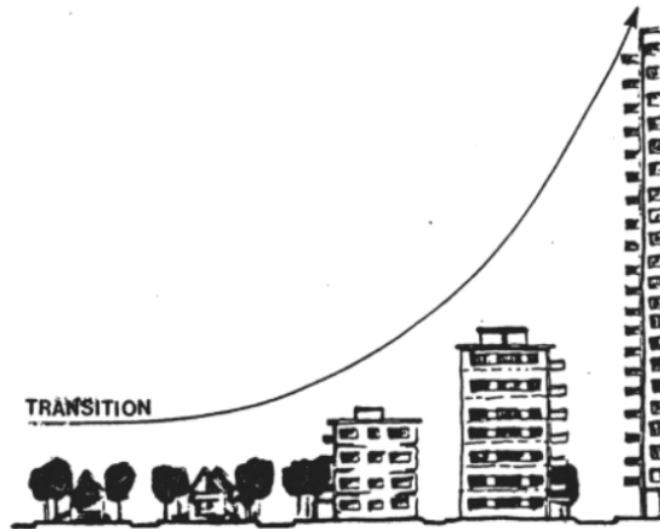


VIEW OF SITE LOOKING WEST

PLANNING ANALYSIS

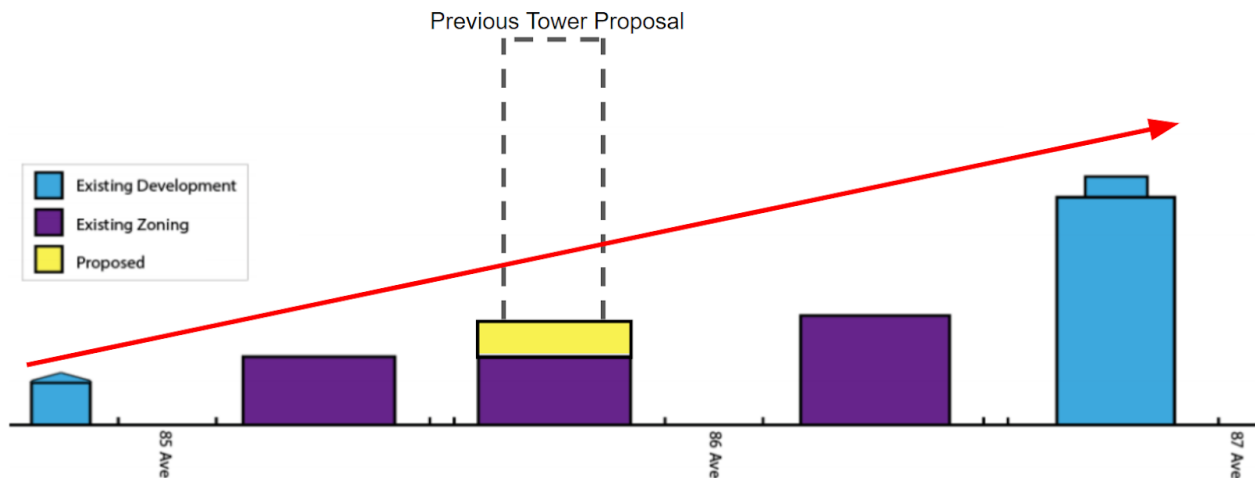
GARNEAU AREA REDEVELOPMENT PLAN (GARP)

This site is within Sub Area 1 of the Garneau Area Redevelopment Plan. The central portion of this Sub Area is a "Special Character Residential Area" under a (DC1) Direct Development Control Provision to ensure the preservation of homes and sensitive architectural treatment of new development in this area. This site is not within this DC1 but is within a block designated for being a transition area from high density development west of 111 Street NW and north of 86 Avenue NW to the adjacent low scale DC1 Provision. As such, policy 1.6a of the ARP specifically identifies this block as being appropriate for multiple family structures, preferably stacked row housing and row housing, which is reflected by the current RF6 Zone. In addition, Policy G.4 of the ARP states that new development must not affect an abrupt change in height between adjacent land use districts of different densities.



GRAPHIC FROM THE GARNEAU ARP SHOWING THE DESIRED TRANSITION IN BUILDING HEIGHTS

The previous tower proposal would have been a significant intrusion into this transition, but the revised mid-rise building, while adding approximately 2 storeys to the height allowed by the current RF6 Zone, still fits well with this transition as shown below.



GRAPHIC SHOWING THE SOUTH-NORTH TRANSITION FROM 85 AVENUE NW TO 87 AVENUE NW

The proposed amendment to Policy 1.6a effectively shifts the border between 4 and 6 storeys from being 86 Avenue NW to being the lane south of 86 Avenue NW. This shift is not considered significant and still allows for a sensitive transition to the low scale, heritage focused DC1 Provision to the south.

The land use objectives of Sub Area 1 are:

- To preserve existing single detached housing that is in good condition;
- To accommodate the demand for housing; and
- To encourage a mix of unit types including family oriented housing.

The condition of the 6 single detached houses on this block varies with some looking well maintained and some not. There was one house at 11031 - 86 Avenue NW, the Louise Watts Residence, that was on the Inventory of Historic Resources in Edmonton, but it was demolished in 2018. The building proposed by this rezoning will help to accommodate the demand for housing in the area and the DC2 Provision requires a mix of unit types, including at least 10 three-bedroom dwellings designed to be suitable for families and the requirement for 50% of the dwellings to have two bedrooms or more.

With the close proximity to the University, the demand for student housing in Garneau is high. Building houses, row houses or apartments designed for families is no guarantee that families will actually live there. Students can choose to live in groups of different sizes together, no matter what building form it is in. However, families also live in all kinds of different types of dwellings, including 2 and 3 bedroom apartments. Ultimately, zoning cannot control who lives where, but ensuring new developments have a variety of unit sizes so as to appeal to as wide a variety of demographics as possible is important. This proposed DC2 Provision will require a range of units and as a result, there is a good chance that there will be more families living in the proposed building than there are in the 6 single detached houses and 1 semi-detached house currently on the site.

It is concluded that the proposed application meets the land use objectives of Sub Area 1 of the Garneau Area Redevelopment Plan.

THE CITY PLAN

On September 16, 2020, City Council gave two readings to The City Plan, Edmonton's new Municipal Development Plan. This is a very 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 units are intended to be created at infill locations, focusing on key nodes and corridors.

To this end, the University-Garneau area is identified as one of six Major Nodes strategically located across the city. While there are no specific boundaries identified for these Major Nodes, they are considered to be up to 2 km across. This site is within 500 metres of both the University of Alberta Hospital and the core of the University of Alberta North Campus. As such, it is reasonable to consider this part of Garneau as being in this Major Node.

As defined by The City Plan, a Major Node is a large-scale urban centre that serves multiple districts and is typically anchored by public institutions and significant employment centres. Major nodes capitalize on excellent transit access and support higher density development and a wide mixture of land uses. They provide a unique identity relative to the rest of the city and include significant destinations like hospitals and post-secondary institutions.

Important to note is that The City Plan, as a city-wide document, does not recognize the unique contexts of each Major Node in providing guidance. But, as an overall guide, it states that the desired overall density in a Major Node is 250 people and/or jobs per hectare and the typical massing/form is high-rise and mid-rise. When applying this guidance to the Garneau neighbourhood, it is recognized that the University-Garneau Major Node is the only one within a core neighbourhood dating back well over 100 years where there is significant heritage character and many historically designated and protected buildings. In consideration of this, and the fact that this block is identified as being part of the transition area to the Special Character Residential Area in the Garneau Area Redevelopment Plan, this site is considered more appropriate to be a mid-rise and not a high-rise. High rises would be more ideally located along the busier nearby corridors such as 112 Street NW, 87 Avenue NW and 109 Street NW.

From a high level policy perspective, it is concluded that this proposed mid-rise building is in support of the infill objectives of The City Plan.

RESIDENTIAL INFILL GUIDELINES

The Residential Infill Guidelines consider 5 - 8 storey buildings to be a type of large scale infill form called Mid Rise Apartments. 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. Exceptions can also be made for "Large Sites" that are over one hectare in size or on other sites where the specific context of the site warrants consideration of Mid Rise buildings. These would be sites that have direct access to an arterial or collector road, and are isolated from small scale residential development by other land uses such as existing medium/large scale residential development,

commercial development, a large park site or natural area. 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”.

Administration recognizes that the locational criteria for Mid Rise Apartments in the Residential Infill Guidelines is likely too restrictive, when there are multiple high rise developments within a block both west and north of the site. As such, these guidelines are not a very effective reference tool in this case. Aside from locational guidelines, the proposed DC2 Provision aligns fairly well with the guidelines for parking, built form, site design and streetscape interface. The most significant deviation from these guidelines is that they suggest that the maximum building length of Mid Rise Apartments should be no more than 48 metres, permitting views through the site and limiting building mass along the block face. The proposed building is 75 metres in length, taking up nearly half of the block with minimal architectural variation along the facade.

LAND USE COMPATIBILITY

The above sections outline how this proposal fits with the current policy context. This section will focus on the more specific details of the proposed DC2 Provision and building design. At 22 metres in height, the proposed building is considered a relatively short mid-rise building. While there have historically been many different descriptions for what constitutes a mid-rise building, Administration’s current interpretation is that this refers to a range of about 6 - 12 storeys. 22 metres would accommodate approximately 6 storeys. The rezoning site is approximately 81 metres long by 40 metres deep with an area of 3240 square metres. This is quite a large redevelopment site for the interior of a residential neighbourhood, encompassing just under 50% of the entire south side of 86 Avenue NW on this block. As such, there should be special massing and design considerations, given this context. Unfortunately, the proposed DC2 Provision can be described as a slightly inflated RA8 style building, but the site context would seem to suggest it should be a slightly restrained RA8 style building.

Uses

The proposed DC2 Provision is entirely residential and there are no proposed commercial uses. Similar standard zones, like the (RA7) Low Rise Apartment Zone, (RA8) Medium Rise Apartment Zone or even the existing (RF6) Medium Density Multiple Family Zone allow limited commercial opportunities such as Child Care Services, Personal Service Shops and Convenience Retail Stores.

Built Form & Massing

Overall, this proposal does not exhibit a particularly unique response to its context. It is essentially a rectangular box with mostly the same setbacks in all directions and no stepbacks on any facade. The deviations from the similar standard RA8 Zone are not significant, but the RA8 Zone is a standard zone and a DC2 Provision should have regulations that ensure a more sensitive built form in response to the site context. The table below compares the existing zone with the proposed DC2 and the standard 6 storey RA8 Zone.

| REGULATION | EXISTING RF6 | PROPOSED DC2 | RA8 (similar standard zone) |
|--------------------------|--------------------------------|-------------------------|--|
| Height (metres) | 14.5 - 16.0 ¹ | 22.0 | 23.0 |
| Floor Area Ratio | N/A | 3.9 | 3.0 - 3.3 ² |
| Maximum Density | 25 - 40 Dwellings ³ | 159 Dwellings | N/A |
| Setbacks (metres) | | | |
| Front (North) Setback | 3.0 - 4.5 ⁴ | 3.0 | 4.5 |
| Side (East) Setback | 1.0 - 4.0 ⁵ | 3.0 | 1.2 - 3.0 ⁶ |
| Side (West) Setback | 1.0 - 4.0 ⁵ | 3.0 | 1.2 - 3.0 ⁶ |
| Rear (South) Setback | 7.5 | 3.0 - 10.0 ⁷ | 7.5 |
| Site Coverage | 40% - 60% ⁸ | 75% (based on setbacks) | N/A |

NOTES:

1. The maximum is 14.5 m for flat, mansard and gambrel roofs, or 16.0 m for a roof type with a pitch of 4/12 (18.4 degrees) or greater.
2. The base maximum is 3.0, but this can be increased to 3.3 where a minimum of 10% of dwellings have a floor area greater than 100 m² and the average number of bedrooms in these dwellings is at least 3.
3. The base maximum density is 25, but the Garneau ARP suggests "advice to the Development Officer" that could increase it to 40 through a variance.
4. The base minimum is 4.5 m but this can be reduced to 3.0 m where there is a treed landscaped boulevard and vehicular access is from a lane, as would be the case for this site.
5. The minimum side setback is 1.0 m for each Storey, so can vary from 1.0 m to 4.0 m depending on the height of the building.
6. The minimum side setback at ground level is 1.2 m but for any portion of the building above 10.0 m in height, the minimum side setback is 3.0 m.
7. The entire building must be at least 3.0 m from the south lot line, but 25% of the south facing facade must be at least 10.0 m from the south lot line (effectively regulating a "u-shape" to the building as seen in the proposed DC2 appendices).
8. The base maximum site coverage is 40%, but the Garneau ARP suggests "advice to the Development Officer" that could increase it to 60% through a variance because the site is bigger than 1350 m². The Garneau ARP suggests no maximum site coverage for sites less than 1350 m².

As already discussed in relation to the neighbourhood transition, the height of the proposal is not concerning and is actually 1 metre lower than the standard RA8 Zone. The side setbacks are also appropriate for a building of this size and are slightly better than the standard RA8 Zone in that the 3.0 metre setback extends all the way to the ground.

The front setback can be considered sufficient as it aligns with what the existing RF6 Zone would require and 3.0 metres is enough space to allow for some amenity area and a transition space between the main entrances to the ground level dwellings and the street. It also aligns with the requirement in the (RA9) High Rise Apartment Zone for dwellings in the podium of a tower.

The proposed rear setback is the greatest deviation from both the existing RF6 Zone and the RA8 Zone, but does not in and of itself create significant issues. There will still be space for

waste collection, loading and underground parkade access and the inside of the u-shape to the building allows for some ground level amenity area and a break in the long facade.

What the design lacks in order to be able to more appropriately fit in its context is stepbacks of the facades. For the 86 Avenue NW frontage, while there is a requirement for ground-oriented dwellings with individual entrances, because there is no stepback above these ground oriented units, the building fails to take on the appearance of row housing, which would have been an effective way to respect the intent of the current RF6 Zone and the character of the neighbourhood. Stepbacks on the sides at the 3rd or 4th storey would help transition the building down to the east and the west and allow more sunlight access and sky views, particularly for the low rise apartment to the east which has balconies facing the rezoning site. This would also allow for the same benefits to be realized by residents of the proposed building.

Building Design

Given the lack of creativity in the massing of the building, it becomes even more important for other more detailed design elements of the building to be to a high standard. There are some ways in which the proposed building achieves this and some ways in which it does not.

The proposed DC2 Provision requires that the building façades be designed to break their appearance into 9.0 metre sections or less, using a combination of recesses, projections, changes in building materials, colours, and/or physical breaks in building mass. This will help to partially make up for the lack of stepbacks and massing variation.

Except for a portion in the northeast portion of the site, no portion of the underground parkade will be above ground level which helps limit plain concrete walls around the perimeter of the building facing the public realm. In addition, the building exterior is required to be finished with quality, durable building materials that may include, but are not limited to, stone, brick, metal, wood, concrete, exterior insulation & finishing system panels, and/or glass. The elevations show the use of brick in key places in an attempt to reflect the heritage character of the neighbourhood.

The front, side and rear facades have essentially the same pattern of windows and balconies with no modifications to respect the context of what they face, such as attempting to address privacy and overlook concerns to the south, east and west. The proposed DC2 Provision does not have any requirements for articulation of the facade to angle windows or balconies so they are not facing directly across the lot line. In fact, there is no requirement for any sensitive consideration of the locations of windows or balconies or the use of privacy screens, non-transparent glazing or any other design feature that could assist with addressing this issue.

PUBLIC CONTRIBUTIONS

C582 - Developer Sponsored Affordable Housing

The proposed DC2 Provision provides the option for the City to purchase 5% of any proposed residential dwellings at 85% of the market price or receive an equivalent cash in lieu contribution.

C599 - Community Amenity Contributions

A required contribution for this proposal of \$365,737.22 is required to comply with City Policy C599 Community Amenity contributions in Direct Control Provisions. The proposed application complies with this policy through the provision of the following amenities:

- 10 three bedroom dwellings designed to be suitable for families; and
- \$15,738.00 towards the upgrading of public parks located within the Garneau neighbourhood.

TECHNICAL REVIEW

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

PARKING, LOADING AND VEHICULAR ACCESS

A Transportation Impact Assessment (TIA) was submitted in support of this application. It is noted that the traffic volumes on the local roadways within this area of Garneau are relatively high compared to many local roadways in the City of Edmonton. This is in part due to the connected and central nature of the neighbourhood in proximity to the University of Alberta North Campus and the University of Alberta Hospital, and the higher density residential areas in the immediate neighbourhood. Notwithstanding, the assessment concluded that both the lane and the predominantly one-way local roadways are able to accommodate the additional vehicular traffic generated by the proposed development, with some improvements.

Recognizing all vehicular servicing will be via the lane, which is only 5 m in width, the lane will be upgraded to a commercial standard between 110 Street NW and 111 Street NW as a condition of the development. The proposed DC2 Provision regulations also include potential enhancements to improve the visibility of the conflict zone in the vicinity of the 110 Street NW lane crossing and the future protected on-street bidirectional bike lane.

Neighbourhood renewal planning for Garneau is ongoing, with construction planned to commence in 2021. The plans include measures to significantly improve the pedestrian and bicycling experience in Garneau, manage traffic speed, and enhance connections to and through the open spaces. Garneau has among the highest mode split in the City, with approximately 60 percent of trips to work by an alternative mode (not driving a vehicle). The planned multimodal infrastructure, including a new protected on street bidirectional bike lane on 110 Street NW and the extension of the 83/84 Avenue NW protected on street bidirectional bike lane to 112 Street NW, will further encourage and support the use of alternative transportation modes. Other initiatives such as the pending reduction of residential speed limits will also improve the livability and safety of the neighbourhood.

On June 23, 2020, City Council approved Open Option Parking, which provides developers' flexibility to choose the amount of parking that they feel is appropriate for their projects. The parking supply for this project will accordingly be determined at the development permit stage. The existing on-street parking program in this area of Garneau restricts day-time (08:00-18:00h) parking to two hours except for residents of single-family homes and low-rise buildings. Residents of the proposed development would not qualify for exemption under current regulations. The proposed DC2 Provision requires that any vehicular parking provided with this development be in the underground parkade.

PUBLIC ENGAGEMENT

The engagement activities outlined in the table below indicate a very low level of support for this application from those that chose to participate. The opposition was slightly stronger for the initial high-rise proposal and some indicated the mid-rise building was better out of the two options. But, many people felt the revision away from the tower did not resolve many of their concerns, particularly the lack of adherence to the Garneau Area Redevelopment Plan and traffic and parking impacts.

| | |
|---|--|
| <p>PRE-APPLICATION NOTIFICATION Initial High-rise Proposal May 16, 2019</p> | <ul style="list-style-type: none"> ● Number of recipients: <ul style="list-style-type: none"> ○ 362 registered landowners ○ 2095 mailing addresses through a Canada Post mail drop As reported by applicant: <ul style="list-style-type: none"> ● 53 Responses received (48 emails and 5 telephone calls). ● 52 opposed ● 1 in support ● Common topics included: <ul style="list-style-type: none"> ○ Proposed Height of Building in Relation to Surrounding Buildings ○ Shadow Impact on Surrounding Neighbourhood ○ Density and Location of Proposed Development ○ Increased Traffic and Parking Issues in the Area ○ Nonconformity to Garneau ARP and Existing Zoning ○ Impact on Municipal Infrastructure |
| <p>ADVANCE NOTICE Initial High-rise Proposal July 25, 2019</p> | <ul style="list-style-type: none"> ● Number of recipients: <ul style="list-style-type: none"> ○ 356 registered landowners ○ 1890 mailing addresses through a Canada Post mail drop ● 19 Responses received ● Number of responses in support: 0 ● Number of responses with concerns: 19 ● Common comments included: <ul style="list-style-type: none"> ○ Large towers do not fit in this part of Garneau/too many towers (x10) ○ Garneau ARP should be followed (x6) ○ Traffic & parking impacts (x6) ○ Sun shadow and wind impacts (x5) ○ Worried about setting a precedent for the interior of Garneau (x4) ○ Privacy impacts on nearby houses (x4) |

| | |
|--|---|
| | <ul style="list-style-type: none"> o Utility infrastructure impacts (x3) o Construction impact on old houses nearby (x3) o Will not be pedestrian friendly (x3) o Should be “missing middle” instead (x2) o Not enough family housing (x2) o Applicant consultation not genuine (x2) o Asbestos from demolition (x2) o Negative impact on property values (x2) o Skeptical of the accuracy of the Transportation Impact Assessment (x2) o More crime, less safety (x2) o Too far from LRT to be a TOD location o Negative impact on treed boulevard o City postcard confusing o Waste collection issues in lane |
| <p>PUBLIC ENGAGEMENT SESSION Initial High-rise Proposal October 22, 2019</p> | <ul style="list-style-type: none"> ● Number of attendees: 103 ● Number of feedback forms received: 76 ● Common topics included: <ul style="list-style-type: none"> o Appearance & Built Form o Economics o Height o Traffic and Parking Impacts o Impacts on surrounding properties o Policy and Regulations o Broader Neighbourhood Context ● See Appendix 2 for a full “What We Heard” Report |
| <p>ADVANCE NOTICE Revised Mid-rise Proposal April 14, 2020</p> | <ul style="list-style-type: none"> ● Number of recipients: 355 registered landowners ● 17 Responses received ● Number of responses in support: 0 ● Number of responses with concerns: 17 ● Common comments included: <ul style="list-style-type: none"> o Garneau ARP should be followed (x9) o Traffic & parking impacts (x8) o Size of building still out of character with this part of Garneau (x6) o Not enough family housing (x4) o Glad to see height reduced, better than a high rise (x4) o Setbacks too small (x3) o Privacy impacts on nearby houses (x3) o Construction impact on old houses nearby (x2) |

| | |
|---|--|
| | <ul style="list-style-type: none"> o Believe initial tower proposal was a tactic to make the revised one look reasonable (x2) o Applicant consultation not genuine (x2) o Too dense o Lane too crowded for waste collection, deliveries, etc. o Sun shadow impacts o Negative impact on treed boulevard o Frustrated by being asked for feedback again. Existing rules should just be followed. o Will not benefit community o Design is not good, looks just like a block, does not interface with street well o Will not be pedestrian friendly o No mention of sustainability of building in terms of energy use and the environment o Worried about setting a precedent for the interior of Garneau o Developer profit should not be considered o Lack of storage space in the building o Sound impact and noise channeling |
| <p>ENGAGED EDMONTON WEBPAGE July 13 - August 3, 2020</p> | <p>https://engaged.edmonton.ca/garneaumidrise</p> <ul style="list-style-type: none"> ● Aware: 521 ● Informed: 76 ● Engaged: 45 ● Support: 4 ● Support with conditions: 4 ● Opposed: 36 ● No Position: 1 ● Common topics included: <ul style="list-style-type: none"> o Deviation from the Garneau Area Redevelopment Plan o Massing and Scale o Building Design o Transportation o Broader Neighbourhood Impacts o Relationship between initial and revised Applications o Consultation methods |

| | |
|------------------------|---|
| | <ul style="list-style-type: none"> • See Appendix 3 for a full “What We Heard” Report |
| PROJECT WEBPAGE | <ul style="list-style-type: none"> • https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/11023-11045-86-avenue-nw-revised.aspx |

CONCLUSION

From a policy perspective, this application finds an appropriate balance between reconciling direction within an older Area Redevelopment Plan and brand new direction through The City Plan. It is the right type of building for this location and is designed to appeal to a wide range of demographics. However, the massing and design does not respond well to the surrounding context and the building is not particularly sensitive to the existing neighbourhood character. This will likely lead to it being perceived as a bit out of place and there may be some negative impacts on the immediately adjacent properties. But, on balance, Administration believes it will contribute in a positive way to the broader area and support City-wide infill objectives.

Administration recommends that City Council **APPROVE** this application.

APPENDICES

- 1 Initial High-rise proposal - “What We Heard” Public Engagement Report
- 2 Revised Mid-rise proposal - “What We Heard” Public Engagement Report
- 3 Application Summary

WHAT WE HEARD REPORT

Public Engagement Session Feedback Summary

LDA19-0297 - Garneau

PROJECT ADDRESS: 11023 - 86 AVE NW
11027 - 86 AVE NW
11031 - 86 AVE NW
11033 - 86 AVE NW
11037 - 86 AVE NW
11039 - 86 AVE NW
11041 - 86 AVE NW
11043 - 86 AVE NW
11045 - 86 AVE NW

PROJECT DESCRIPTION: The proposed rezoning from (RF6) Medium Density Multi Family Zone to a (DC2) Site Specific Development Control Provision would allow for the development of a 28 storey apartment tower on a townhouse style podium. To facilitate this rezoning, an application has also been made to amend the [Garneau Area Redevelopment Plan](#).

PROJECT WEBSITE: https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/11023-11045-86-avenue-nw.aspx

EVENT TYPE: Drop-in Engagement Session

MEETING DATE: October 22, 2019

NUMBER OF ATTENDEES: 103

ABOUT THIS REPORT

The information in this report includes feedback gathered during the October 22nd, 2019 public engagement session. This report is shared with all attendees who provided their email address during the event. This summary will also be shared with the applicant and the Ward Councillor.

If/when the proposed rezoning advances to Public Hearing, these comments will be summarized in a report provided to Council.

MEETING FORMAT

The meeting format was a drop-in engagement session where attendees were able to view display boards with project information. Participants were encouraged to ask questions of City staff, the applicant, and the developer. Participants were invited to share their feedback on a “Graffiti wall” by offering responses to the following questions:

- What do you LIKE about this application?
- What do you NOT like about this application?

Additional written feedback forms were also made available for attendees to provide more comprehensive feedback relating to the application. 76 completed forms were received.

The comments & questions we received across both feedback methods are summarized by main themes below. The number of times a similar comment was made by participants are recorded in brackets following that comment.

WHAT WE HEARD

Feedback Forms

Appearance & Built Form

- Too big / out of scale / oversized / out of place (x10)
- Like the base townhouses / apartments / units (x8); but don't want the tower (x4)
- An eyesore / monstrosity (x7)
- A good addition to the area / very nice / good overall design / well done (x6)
- Inappropriate / stark transition (x4)
- Inappropriate / inconsistent design / doesn't reflect historical character (x4)
- Aesthetically fits the neighbourhood feel / neighboring buildings (x2)
- Has great setbacks (x2)

- Should be required to achieve LEED sustainability standards / consider the carbon footprint (x2)
- Would like to see high-quality materials being used (x2)
 - Stucco should be prohibited as it looks dirty after several years (x1)
 - Stone and brick should be used throughout the facade (x1)
- Existing properties should probably be demolished and replaced, but proposal is wrong (x1)
- Lacks uniqueness (x1)
- Like the smaller brick facade along the building base (x1)
- Creates a wall (x1)
- No storage facilities (x1)
- No drop-off by the main entrance (x1)
- Should have two parkade entrances (x1)
- Collection area will cause garbage truck to block lane; should be reconfigured (x1)
- Prefer some commercial / community units on the main floor (e.g. gym, daycare space) (x1)
- Brings modern flair to area where many houses are dumpy / need a face lift (x1)
- Better design than a 4 - 6 storey square block building (x1)
- What is the final unit breakdown? Single rooms vs multi-rooms? (x1)
- Will likely end up with more rooms than originally proposed (x1)
- Types of units provided will have a negative impact on the area (x1)
- More family units needed (x1)
- Should be row housing (x1)

Economics

- Units are too pricey for families / students / in general (x5)
- Only serves developer interest for profit (x5)
- Amenity contribution is insufficient (x4)
 - 30% of units should be affordable housing or cash equivalent (x1)
 - Should buy and restore heritage homes in the neighbourhood (x1)
 - Upgrade playgrounds, school facilities, and daycare spaces (x1)
- Developer should provide more commitments to affordable housing (x2)
- More rental competition makes it harder to use investment property for renting / already difficult to rent out (x2)
- People are already considering moving out in anticipation (x1)
- Speculation of an underlying bribe (x1)
- More rental units would decrease demand for regular housing and property values (x1)
- Low income housing likely not going to be captured in the family units (x1)

- Will negatively impact families, other landlords, and other developers (x1)
- Would like to live in the units if pricing is affordable (x1)
- Market conditions not conducive for a tower (x1)
- Any provisions for low income housing? (x1)

Height

- Too tall (x21)
 - Should be 55 - 60m (x1)
 - Should be a maximum 10 storeys (x2)
 - Should be a maximum 8 storeys (x1)
 - Should be a maximum 5 storeys (x1)
 - Should be a maximum 3 storeys (x3)
 - Keep to RF6 Zone heights (x1)
 - Cut off the top 24 floors (x1)
- Concern over shadowing (x21)
 - Effects on neighbouring properties (x13)
 - Summer shadowing to the east during prime 3 - 7 pm hours (x1)
 - Plant -life is obstructed (x2)
 - Shade should be from trees not towers (x1)
 - Is a giant sundial (x1)
 - Will negatively affect emotions (x1)
- Obstructs view of the sky from street level / need access to the sky (x3)
- Shadow impact is low, but the visual impact is high (x1)

Surrounding Effects

- Traffic congestion (x28)
 - Will generate congestion (x12)
 - Existing traffic flow already busy / poor (x8)
 - Leads to safety concerns of children / cyclists / pedestrians (x4)
 - Volumes inconsistent with residential character (x1)
 - How will movement work with neighbourhood's one-way system, named roads, and bike lanes? (x1)
- Parking is / will be an issue (x22)
 - Provided parking is not enough (x8)
 - Concerns over street parking as an issue (x8)
 - Bike lanes have made it harder to park already (x1)
- Alley is / will be too congested (x13)
- Infrastructure can't handle proposal (x10)

- Sewer system can't handle current use, how will it manage hundreds more toilets flushing / other water usage? (x2)
- Negative wind effects / wind tunneling (x8)
- Noise issues (x6)
- Litter concerns (x3)
- Will generate more pollution (x3)
- Neighbouring buildings will be structurally compromised during construction (x3)
- Small units encourage short-term residents (x3) rather than people who care about the neighbourhood (x1); will become a transient neighbourhood (x1)
- Privacy Issues (x2)
- Will help provide a boost to local businesses and business owners (x2)
- Would ruin my ability to enjoy my property and community (x2)
- Loss of Trees (x2); Parkade will damage trees - roots will need to be cut (x2), replacing trees with flowers and shrubs (x1)
- Allows more families into the area (x2)
- Will destroy our quality of life (x1)
- Provides housing options for university students (x1)
- Garneau Tower residents will no longer get a panoramic view (x1)
- More people will use the bike lanes and trails instead of driving through (x1)
- Concern over impact on STAR Air Ambulance's hospital pathways (x1)

Policy and Regulations

- Does not fit within Area Redevelopment Plan / ARP should be adhered to/ Why would the city even consider deviating from the Area Plan? (x12)
- Does not fit within current zoning / no change in zoning should be permitted (x9)
- Redevelopment Plan is essentially useless / has no purpose / is a mockery (x4)
- What's the point of Zoning Bylaws if they can be routinely changed? (x1)
- Just because someone buys multiple lots, why should they be able to have the existing zoning changed? Could this happen anywhere in the city? (x1)
- Existing plan already allows too much (x1)
- Neighbourhood character dependent upon reliance on existing zoning (x1)
- City should pay attention to their own planning work (x1)
- Is it true the ARP requires 50% of the units to be family oriented? If so, there must be more 3 bedroom units and no higher than the 4th or 6th storey (x1)

Broader Neighbourhood Context

- Out of/ goes against / destroys / changes / ruins / distorts / fatally compromises / fundamentally alters community character (x22)

- Not appropriate in the middle of a neighbourhood / Belongs on the main thoroughfare / surrounding arterials; not in the centre of a residential block (x18)
- The area is dense enough / has enough towers; increase density / build it in other neighbourhoods (x11)
- Would destroy / gravely threaten / scar / kill / ruin / negatively change / is catastrophic to the Garneau community (x9)
- Concerns over precedence (x7)
 - Will cause loss of low density / single family houses (x2)
 - Garneau will become dominated by towers (x1)
 - In 50 years Garneau will be a series of shiny glass Soviet blocs (x1)
- Inappropriate around historic housing (x5)
- Doesn't serve community interest / provide community benefit / community benefit unclear (x5)
- Impinges / Overloads community schools / amenities (x4)
- Existing road infrastructure is in bad condition (x3)
- Density is desperately needed here (x3)
- I like higher density, but this is too much / lower scale densification is more appropriate (x3)
- No indication demand exists / other area proposals are sufficient for demand (x3)
- Garneau needs more green spaces / open spaced for the public (x3)
- Would be horrible to lose more history / heritage in the area (x2)
- Sidewalks aren't clear forcing people onto roads, which is a hazard with more traffic (x1)
- Will help revive the area (x1)
- I am downsizing and don't want to deal with the maintenance of something old in the area (x1)
- No LRT will cause more and more family houses to be removed (x1)
- Neighbourhood is more family oriented than tower lends itself towards (x1)

General Comments

- Shouldn't be up to the community to fight to uphold zoning plans / bylaws (x2)
- Pictures of proposal / potential surrounding development is misleading (x2)
- Plan changes should be city led, not developer led (x1)
- It's open season on the Garneau community (x1)
- If approved, people will lose trust in the process (x1)
- Those building it won't live in it; it's not their neighbourhood (x1)
- People in tall towers are not interested in ground level residents (x1)
- I enjoy Garneau for the single family homes (x1)

- It is difficult to grow into a 'bigger city' with a small city mentality proposed by neighbourhood residents (x1)
 - Is a step towards gentrification (x1)
 - Where is the traffic plan? (x1)
 - Traffic study is inaccurate (x1)
 - Would rather live next to a new townhouse/condo than an old house not up to code (x1)
 - Need to plan ahead for younger generations (x1)
 - This is an identity neighbourhood (x1)
 - Should have another opportunity for neighbours to hear from the developer directly (x1)
 - Won't add value to the neighbourhood (x1)
 - A travesty (x1)
 - Would be nice to have renderings of what views the new units provide of the neighbourhood (x1)
-

Graffiti Wall Comments

WHAT DO YOU LIKE ABOUT THIS PROPOSAL?

- Like the modern design (x3)
- Like the idea of a tower in the area (x2)
- Great for students, university faculty, and hospital staff (x2)
- Great for families (x2)
- Like the street level / street presence (x2)
- Like the option for townhouses in a more central location (x2)
- Like the amenity space (x1)
- Like the setback (x1)
- Encourages community building through shared opposition (x1)

WHAT DO YOU NOT LIKE ABOUT THIS PROPOSAL?

Appearance & Built Form

- Nothing to like about design / proposal (x13)
- Architectural design / Built form does not reflect character of Garneau (x10)
- Would be better without the tower (x5)
- Proposed parking stalls are insufficient (x3)
- Zero landscaping plans / very little greenspace / bad for trees (x3)
- Concerns over environmental-friendliness / sustainability of the development (x3)
- Completely out of place (x2)

- Too many units not targeted for families (x2)
- Unspecified negative effects of the University on surrounding residential (x1)
- Increases noise & pollution (x1)
- Colours on tower aren't very good (x1)
- No space for children to play (x1)
- Outdoor amenities do not feel inviting and safe (x1)
- Looks like a mish-mash of other surrounding buildings (x1)
- Tower setback doesn't exist because it's being used for podium dwellings (x1)
- Loading area should be away from the road (x1)
- Improper transition to neighboring existing buildings (x1)
- Needs better supporting amenities (x1)
- Nice building - wrong spot (x1)

Economics

- Community being sold out / only serving private interests (x4)
- Students can't afford units (x1)
- Price point does not make it affordable housing (x1)
- House values will decrease (x1)

Height

- Too tall / too much density (x17)
- Blocks sunlight for other houses / areas (x10)
- Should be 4 - 6 storeys max (x5)

Surrounding Effects

- Brings in more traffic / traffic already too much (x9)
 - Concerns over childrens' safety at Garneau Elementary School (x1)
- Too many new people using an ill-prepared back alley (x4)
- Inappropriate / damaging to historical area / houses (x4)
- Concerns over wind tunnel effects (x2)
- Traffic spillover blocking roads, residents, and services (x2)
- Concern over additional crime (x1)
- Effects from partying on balconies (x1)
- Concern over power grid capacity (x1)
- Cafe Leva will be completely masked (x1)

Policy and Regulations

- Goes against the Garneau ARP / Community Plans / City Policies / Standard planning practices (x19)
- Opens up Garneau to more high rises (x2)
- DC2 Zoning should include a good neighbour agreement (x1)
- Developer should make more contributions to the community such as affordable housing (x1)

Broader Neighbourhood Context

- Is destroying to the community / a 'middle-finger' / an insult to Garneau residents (x6)
- Development of this nature should be along arterials (x5)
- Garneau doesn't need another high rise / densify elsewhere (x4)
- No consideration for / loss of historic buildings/character (x2)
- More family spaces (x1)

General Comments

- Doesn't belong in Edmonton (x4)
 - Inadequate community consultation (x3)
 - Will concerns / comments really be considered, or is this just a formality? (x1)
 - Development process should be meaningful and not token (x1)
 - Community clearly says no. Do not rezone (x1)
-

ANSWERS TO QUESTIONS

- 1. Just because someone buys a large number of lots, why should they be able to have the existing zoning changed? Could this happen anywhere in the city? Why would the City even consider deviating from the existing Area Plan? What's the point of Zoning Bylaws if they can be routinely changed?**

- Under Alberta's system of property rights and land ownership, coupled with regulations mandated upon municipalities under the [Municipal Government Act \(MGA\)](#), every property owner or party acting on their behalf has a right for their proposal to be heard and considered. In Edmonton, final rezoning decisions are determined by City Council at a Public Hearing. So while all proposals may be heard, having a proposal does not guarantee the zoning will change regardless of the size and scale of the application. This holds true for all land parcels within Edmonton boundaries.

- The point of a Zone is to provide rules that future development within the zone has to abide by. The vast majority of new buildings that get built are done so without requesting changes to the zone.

2. Is this tower a precedent / is the long term plan to convert the block/area into more towers?

- The Council approved plan for the area is the [Garneau Area Redevelopment Plan](#). Currently, this should be considered the “long term plan”, however, there is a new city-wide planning process being undertaken right now that may lead to changes in this regard in the future. Please read more information about [The City Plan](#).
- From a planning analysis perspective, we do not cite previous approvals in our recommendations to Council. Each site and application has its own unique set of characteristics and contexts that we look at on a case by case basis.

3. How will existing / planned road infrastructure accommodate the increased population? How will movement work with neighbourhood’s one-way system, named roads, and bike lanes? Where is the traffic plan?

- A draft [Transportation Impact Assessment](#) can be viewed on the City’s [website for this application](#).

4. Sewer system can’t handle current use, how will it manage hundreds more toilets flushing / other water usage?

- A draft [Servicing Study](#) can be viewed on the City’s [website for this application](#).

5. Any provisions for low income housing?

- If the building is not a rental building and If individual dwellings are sold, the City will have the option to purchase 5% of the dwellings at 85% of market value or receive the equivalent value as cash in lieu (at the discretion of the owner). If the City buys the units, they will be operated as affordable housing rental units. If the City receives cash in lieu, the money will be used to purchase units elsewhere.

6. Is it true the ARP requires 50% of the units to be family oriented?

- The ARP directs that when developments are built within the existing RF6 Zone, that 50% of all dwellings should be family oriented.
- If this site was developed within the RF6 Zone, a maximum of 26 dwellings would be allowed and 50% of these (13) would be required to be family oriented.
- The proposed tower requires 22 dwellings to be family oriented.

7. What is the final unit breakdown? Single rooms vs multi-rooms?

- Generally, this is not something regulated in the Zoning for a site but instead left up to a landowner to determine at later stages in response to market demand. However, in this case, there is a requirement for 22 dwellings to have at least 3 bedrooms.

8. Will the feedback from this event be used? Will concerns / comments really be considered, or is this just a formality?

- Feedback collected from public engagement events are used for three main purposes:
 - to inform conversations with the applicant about making revisions to the application to potentially address concerns raised;
 - to collect local insight and ensure that the City's analysis considers all applicable factors; and
 - to inform Council on the feedback received so they have an understanding of the opinions of residents prior to making a decision on the application.

If you have questions about this application please contact:

Andrew McLellan, Principal Planner

780-496-2939

andrew.mclellan@edmonton.ca



WHAT WE HEARD REPORT

Online Public Engagement Feedback Summary

LDA19-0297 - Garneau

PROJECT ADDRESS: 11023 - 11045 86 Avenue NW

PROJECT DESCRIPTION: The proposed rezoning is from the Medium Density Multiple Family Zone (RF6) to a Site Specific Development Control Provision (DC2). The proposed DC2 Provision would allow for a short mid-rise building with the following characteristics:

- A maximum height of 22 metres (approximately 6 storeys);
- A maximum floor area ratio of 3.9;
- Up to 159 dwellings (including at least ten with 3 bedrooms and no less than 50% with 2 bedrooms);
- Townhouse style dwellings at the ground level facing 86 Avenue NW; and
- Underground parking accessed from the lane

Plan Amendment

There is an associated application to amend the [Garneau Area Redevelopment Plan \(ARP\)](#) to revise current policy that does not support development of this intensity at this location.

Policy Number 1.6a currently directs for this block of Garneau to be developed as multiple family structures, preferably stacked row housing and row housing, to provide a transition between high density development west of 111 Street NW and the low density area south of 85 Avenue NW. This policy is proposed to be amended to allow mid-rise buildings on the

north side of the lane between 85 and 86 Avenues for this block.

PROJECT WEBSITE: https://www.edmonton.ca/residential_neighbourhoods/neighbourhoods/11023-11045-86-avenue-nw-revised.aspx

ENGAGEMENT FORMAT: Online Engagement Webpage - Engaged Edmonton: <https://engaged.edmonton.ca/garneaumidrise>

ENGAGEMENT DATES: July 13 - August 3, 2020

NUMBER OF VISITORS:

- Engaged: 45
- Informed: 76
- Aware: 521

See “Web Page Visitor Definitions” at the end of this report for explanations of the above categories.

ABOUT THIS REPORT

The information in this report includes feedback gathered through the Online Engagement Web page on the Engaged Edmonton platform from July 13 - August 3, 2020. Because of public health issues related to COVID-19, the City wasn't able to host an in-person public engagement event to share information and collect feedback, as we normally would have.

Input from Edmontonians will be used to inform conversations with the applicant about potential revisions to the proposal to address concerns or opportunities raised. Feedback will also be summarized in the report to City Council when the proposed rezoning goes to a future City Council Public Hearing for a decision.

This report is shared with all web page visitors who provided their email address. This summary will also be shared with the applicant and the Ward Councillor.

ENGAGEMENT FORMAT

The Engaged Edmonton Webpage included a video, written text and documents available for download. Two “tools” were available for participants: one to ask questions and one to leave feedback.

The comments 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.

WHAT WE HEARD

Support: 4

Support with conditions: 4

Opposed: 36

No Position: 1

Comments

General/Other

- Sunset clause height still too tall
- Developer driven, only benefit is to maximize their profits (x4)
- Rezoning makes no sense
- Construction impacts including potential temporary lane closure a concern
- Much needed housing to boost the economy

Garneau Area Redevelopment Plan

- Respect the community plan, it was developed by Garneau residents and has already been carefully and collaboratively developed (x17)
- Too much of a deviation from the Garneau ARP (x5)
- Plan has to be followed to retain the existing older houses in the area, this would set a precedent to take down more houses (x3)
- Garneau ARP should be followed entirely, not just pieces of it (x2)
- Amendment rationale from applicant weak (x3)
- Density OK, but should abide by Garneau ARP (x2)
- Why have a plan if it is not followed?
- This proposal is not so remarkable that it deserves to have the Garneau ARP tossed aside in favour of this

Massing and Scale

- Too large/too tall/poor transitions (x12)
- Should not exceed 4 storeys (x8)
- Too many units/increase in density too much (x6)
- Setbacks too small, not in line with rest of block (x6)
- Shadow impacts concerning (x2)
- Great density for the area (x2)
- Height should be regulated by number of storeys, not just metres

Building Design

- There should be no option to remove and replace the trees. Existing trees should remain (x4)
- Design is monolithic/boring/ugly/tacky (x3)
- Design is ok (x2)
- Support except for design (x2)
- Should incorporate more neighbourhood character into it (x2)
- Building should be lowered so parkade doesn't extend out of the ground (x2)
- Attractive building
- Ground level units should have direct access to the sidewalk
- Amenity area requirements should be individually per unit, not satisfied only through combined spaces
- Not enough family housing
- For family housing, ten 3-bedroom plus ten 2-bedroom units, located within the first 3 storeys, with 15 sq.m. of private outdoor amenity space each, would satisfy the need better
- Only 5 m² of private amenity area for ground level units is not enough.
- Should provide proper utility and bike storage
- Invest into net-zero design to make up for taking away sunlight from nearby properties that might have been considering solar panels
- Lack of greenspace

Transportation

- Will create traffic/safety problems (x9)
- Create on street parking problems (x3)
- Traffic in lane will be problematic (x3)
- Needs more and better accessibility for bike parking (x2)
- Needs less car parking, should have a 0.5 spaces per unit max (x2)
- Do not agree with observations of traffic that are in the Transportation Impact Study

Broader Neighbourhood Impacts

- This will not enhance the neighbourhood (x2)
- This scale of development should be along 109 Street and the periphery of the neighbourhood instead of the interior (x2)
- Excellent addition to the neighbourhood (x2)
- Detrimental impact on heritage/character of Garneau (x2)
- This will hurt the neighbourhood and force current residents away
- Will help provide more apartments on quiet roads and not just busy ones
- Neighbourhood utility infrastructure can't handle this

Previous Applications

- The initial tower design for this site was a strategy to make the revised proposal look like a good compromise (x5)
- Appreciate efforts by developer to address concerns, but still not sensitive infill (x2)
- Mid-rise better than high-rise
- Revised version responds well to previous community feedback on tower

Consultation

- People shouldn't be allowed to comment anonymously (x2)
 - The opinions of persons living near the proposed development should carry more weight as they are the people more seriously affected
 - Incomplete consultation, especially with regards to ARP amendment
 - People with positive comments are probably not from the area
-

Questions & Answers

1. Why is your transition diagram wrong? The 6 storey building is right across the alley from two storey single family dwellings. Again this is a poorly thought out development that should be scrapped for 109 ST development. on 109 ST, you dig down, and send the soil to a remediation site and then put in parking garages and high rises. Why is this not the plan being taken as we saw to begin with? You cannot use increased density as an excuse! Put up the 4 - 28 storey buildings on 109 ST - you could put up three there!!! $28 \times 6 \text{ dwellings / floor} \times 3 = 168 \text{ dwellings}$ for 1000-2000 more people. Instead you are ruining a neighbourhood for an extra 40 dwellings for maybe 100 more people.
 - The transition diagram is not wrong. The Purple colour is showing the existing *zoning* for this area, which is different from the existing buildings (shown in blue). While the block south of the lane currently contains houses, the zoning is the [\(RF6\) Medium Density Multiple Family Zone](#), which allows buildings up to a height of approximately 4 storeys, as shown in the diagram and as directed by the [Garneau Area Redevelopment Plan](#).
 - The City would very much like to see redevelopment of the 109th Street corridor in some of the ways you have described. Please see the Council approved [109 Street Corridor Area Redevelopment Plan](#) for details. However, while the City can work on plans and Council can approve them, it is mostly up to private landowners to implement them. To date, not many of the landowners along 109th Street have decided to redevelop their land as per the plan and the City cannot force them. Moreover, the City is not involved as an approving authority for any private real estate transactions that determine who owns land or how much land is owned by one company or developer. The applicant/developer for this application has indicated that they are also looking for other land in the University area, including on 109th

Street.

- The City also cannot stop a landowner in the interior of a neighbourhood (like this site) from pursuing a rezoning of their land. Anyone has the right, under the *Municipal Government Act*, to ask their elected officials to change zoning regulations or amend a Council approved statutory plan such as the [Garneau Area Redevelopment Plan](#). The City Administration's role is to process such requests and provide City Council with a planning recommendation for their consideration. Administration also carries out engagement activities so that Council is aware of the opinions of Edmontonians and can factor those into their decisions as they see fit.
2. Why is the developer seeking a zoning change to DC2? If the current proposal fits an R8, then shouldn't the application should seek a change from R6 to R8? (There is currently such an application for the LDA20-0123 proposal at 85 Avenue and 106A Street.) What specific protections are there on this site in the future if DC2 status has been granted? In 40+ years time, won't a developer say it is a precedent and try to build another tower on this site? Won't the original RA6 status be long forgotten by then?
- The current proposal does not fit the [\(RA8\) Medium Rise Apartment Zone](#), primarily with regards to setbacks. For example, the RA8 Zone would require a 7.5 m south setback and the proposed DC2 is proposing a 3.0 m south setback.
 - A (DC2) Site Specific Development Control Provision is far more restrictive than a standard zone like the RA8 Zone. If Council approves this DC2 Provision, then the future building will have to be exactly as described in the DC2 Provision text and appendices. If the proposal was for the RA8 Zone, we would not know at the zoning stage what the building would look like, how many units there would be or what uses are proposed (such as commercial uses which the RA8 Zone allows but this proposed DC2 Provision does not).
 - As for the future, it should be recognized that cities evolve over time. The draft [City Plan](#) outlines a vision for the City growing from 1 million people to 2 million people over the next approximately 40 years. There is also the [Zoning Bylaw Renewal Initiative](#) which will result in a completely new set of zones to reflect the goals and objectives of The City Plan.
3. For bike parking, could single-unit storage rooms be considered? I have lived in several apartment buildings in this area, and the ones with communal bike rooms often had issues with theft. The best bike parking I've experienced was in a mid-rise apartment building in Strathcona that did not have explicit bike parking. However, each unit had a small storage room in the parkade that fit about 2 bikes. It was secure, because only the unit's dwellers could access it, and also super easy to take

the bicycle out since I could just use the remote to leave the parkade. For people who don't own bikes, the small storage room could just be used for other things. This style of bike parking seems to be what they use in the Netherlands, the bike capital of the world, as per the below links. 😊 I'm curious about whether or not Edmonton's bylaws allow this type of bike parking. The proposed building is in a great location for cycling and good, secure bike parking would really serve the demand in the area as well as potentially reduce traffic impacts.

<https://bicycledutch.wordpress.com/2013/07/11/parking-your-bike-at-home/>
<http://www.aviewfromthecyclepath.com/2008/09/cycle-parking-at-home.html>

- Generally, zoning does not regulate details of a building quite to this level of specificity. The [proposed DC2 Provision](#) does require bicycle parking to be in a safe and secure location in the underground parkade or in other secure locations within the building that are easily accessible to cyclists via a route through the building which facilitates easy and efficient transportation of bicycles. The type of storage you are referring to is possible within these regulations, but it is not guaranteed. The developer would decide on these details at the Development Permit stage, if the zoning is approved, and will be made aware of your suggestion for their consideration.
4. Why does the City of Edmonton consider this a "modified" design and not a new application? It is a completely new design so why is it not a new application, and re-start engagement from the start of the process?
- The City used the same application reference number for both the original and revised applications. However, both the technical review and public consultation essentially started over with the revised application. When the application was revised, the same notification and engagement steps were taken as if it was a new application. If the public health situation had allowed, there would have been a second in-person engagement event, just like there was with the original application. Due to current restrictions, this webpage has had to serve this engagement function as best as possible for the revised application.
5. The City indicates that proponents can apply for rezoning, and the City will consider it. What specific criteria and associated triggers does the City consider in such decisions? It seems ad hoc at best so keen to know specific triggers for yes/no. The process seems to ask citizens to "stop" changes to established ARPs and zoning rather than the City requiring the proponent to clearly provide benefits from the proposed rezoning / development.
- Anyone can apply to rezone land or amend a statutory plan, such as the [Garneau Area Redevelopment Plan](#). These applications are indeed "ad hoc" and generally only apply to one proposed development site. The City is

mandated by the *Municipal Government Act* to process such applications and take them to City Council for a decision. When doing so, we provide a recommendation to City Council based on our technical review and planning analysis. Another component we facilitate is engaging the public on the details of the application and collecting feedback. This feedback is used in three main ways:

- To inform our analysis with local knowledge and make sure that it is comprehensive;
 - To engage the applicant on potential revisions to address concerns raised; and
 - To inform City Council of the perspectives of the public so that they can consider these prior to making their decision.
- In making their application, the applicant does put forward their perspectives on the merits/benefits of the proposal. In doing our technical review and planning analysis, we consider their perspective and compare the application to other Council approved policies and guidelines such as the [Garneau Area Redevelopment Plan](#), the [Residential Infill Guidelines](#) and/or the [Transit Oriented Development Guidelines](#). We also factor in our own professional opinions and accepted best practices, as well as technical studies for items like drainage servicing and transportation.
6. The water / wastewater / drainage study does not provide details re cost accounting. Can you specify the costs to the City for any development or maintenance of lines and systems associated with the proposed development?
- The applicant/developer is responsible for all costs associated with building any required infrastructure upgrades. Future maintenance will be the responsibility of the City or specific utility company, no different than the maintenance responsibilities for the existing infrastructure. The City does not do fiscal assessments for maintenance of specific infrastructure replaced/upgraded as the result of a more intense development. However, maintenance costs for new infrastructure is typically less than for older infrastructure. By a developer replacing/upgrading infrastructure at their expense, there is a diminished need to do the same maintenance or upgrades at the City's expense in the foreseeable future.
7. Has a final traffic impact report been provided? The draft report indicates that parking on 86 Avenue was "observed to have capacity available during peak hours". The report also indicates that traffic volumes in the alley "are relatively low." Can the City provide the raw data provided by the developer including the dates and times these observations were made as they are not aligned with common observations made by residents, nor comments made by the City wrt neighbourhood renewal. The report indicates that the developer halved the estimated road traffic impact

based on the location assuming that students would be residents of the building. Was that 50% of standard impact acceptable to the City, and if so, based on what assumptions (and how are they applied in the design and requirements of the proposed building - are they required to rent to students)? Based on those 50% factors, the draft traffic impact assessment estimated between 40-110 vpd additional volume in peak hours to 110 Street, 110-120 vpd additional to 111 Street, and 150-230 vpd in the alleyway. According to the draft report, this represents 4-12% of maximum traffic which is generally considered acceptable to the City on residential streets (or 8-24% if the reduction factor had not been applied by the developer based on their assumption or attracting pedestrian owners/renters to the building). What factors did the City consider specifically regarding the estimated increased traffic, when the streets already exceed 1000 vpd and when the neighborhood redevelopment plan is focussed on reducing traffic and calming measures (what cumulative impact does the City consider acceptable)? Also, why would the City accept that an alleyway can or should accommodate the same traffic as a road - and why would the City approve that alleyways could accommodate about 3 times the amount of current traffic (or about 5 times without any discounting)? Can the City please confirm details regarding if and how this is aligned with the neighbourhood renewal plan? Regarding parking, the table in the draft traffic impact report indicates the City requires minimum parking for the building. Is that accurate, or has the City waived the requirement for minimum parking in DC2 developments? To reduce traffic and support the 50% reduction applied in the draft report, would the City at least halve the proposed parking by the developer (82 stalls or fewer) to meet the traffic impact discount assumed in the report? Will the City confirm that no on street parking permits will be provided to building residents - nor any visitor passes? Can the City provide the estimated costs to meet the proposed changes in the draft traffic impact report (e.g., signage, crosswalks, etc.) as well ongoing maintenance costs re transport infrastructure?

- The Transportation Study is available on [the City's planning website](#). The study has been updated numerous times, most recently to account for the revised application. The final report will be the same as the draft report (March 2020) currently posted.
- The study collected traffic data in December 2018 during the morning and afternoon peak periods. The study also cited past traffic counts collected in the area. Traffic volumes on the alley were found to be relatively low, while local roadways in the area have higher volumes. The higher local roadway volumes in this area of Garneau are in part a reflection of the nearby higher density residential and major institutional and employment areas.
- The study did not find any operational concerns in the immediate area, including the alley. Both the alley and the local, predominantly one-way

roadways are able to accommodate the additional traffic. While the traffic volumes for local roadways exceed Transportation Association of Canada (TAC) thresholds, these are more representative of a traditional suburban and smaller city context, and are accordingly used as a starting point. The volumes are in line with thresholds used by other jurisdictions such as Calgary and Toronto, and existing volumes on other local roadways in Edmonton. Edmonton does not currently have its own thresholds and uses TAC and other jurisdictions for guidance.

- The study used census data to assist in mode split projections - that is, which mode of transportation people use to get to and from the site - which is a standard approach for these types of studies. Garneau has [among the highest mode splits in the City](#), with approximately 60 percent of trips to work by an alternative mode (not driving a vehicle). To account for this, the projected vehicle trips for the development, which are based on City data derived from primarily suburban areas, required a relatively significant reduction. Note that the City does not consider tenancy (renting vs. ownership) in its review of applications.
 - Neighbourhood [renewal planning](#) for Garneau is ongoing, with construction planned to commence in 2021. The plans include measures to significantly improve the pedestrian and bicycling experience in Garneau, manage traffic volumes and speed, and connect to open spaces. While the proposed development will add vehicular traffic to the neighbourhood, it is also well positioned to take advantage of the multi-modal infrastructure existing or planned for the neighbourhood. Initiatives such as the recently approved [reduction to residential speed limits](#) are also anticipated to improve the livability of the neighbourhood.
 - City Council recently approved [Open Option Parking](#), which provides developers' flexibility to choose the amount of parking that they feel is appropriate for their projects. The parking supply for this project will accordingly be determined at the development permit stage. Parking maximums remain in place to avoid an oversupply of parking. Under [current regulations](#), the proposed development would not qualify for parking permits due to its heights being over three storeys.
-

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.

If you have questions about this application please contact:

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

APPLICATION SUMMARY

INFORMATION

| | |
|----------------------------------|---|
| Application Type: | Plan Amendment, Rezoning |
| Bylaw/Charter Bylaw: | 19462, 19463 |
| Location: | South side of 86 Avenue NW, between 110 and 111 Streets NW |
| Addresses: | 11023, 11027, 11031, 11033, 11037, 11039, 11041, 11043, and 11045 86 Avenue NW |
| Legal Descriptions: | Lots 21A & 21B, Block 164, Plan 8022425 Lots 19-20 & 22-26, Block 164, Plan I23A |
| Site Area: | 3237.9 m ² |
| Neighbourhood: | Garneau |
| Notified Community Organization: | Garneau Community League |
| Applicant: | Stantec |

PLANNING FRAMEWORK

| | |
|------------------|---|
| Current Zone: | Medium Density Multiple Family Zone (RF6) |
| Proposed Zone: | Site Specific Development Control Provision (DC2) |
| Plan in Effect: | Garneau Area Redevelopment Plan |
| Historic Status: | None |

| | |
|--------------|-----------------------|
| Written By: | Andrew McLellan |
| Approved By: | Tim Ford |
| Branch: | Development Services |
| Section: | Planning Coordination |