



# Final Report of the Boyle Renaissance Advisory Committee II

*April 1, 2009 – March 31, 2010*

For the City of Edmonton  
March 25, 2010



McKAY FINNIGAN & ASSOCIATES

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# 1. INTRODUCTION

You have before you the report of the Boyle Renaissance Advisory Committee II (BRAC II) to the City of Edmonton. It provides background information to Boyle Renaissance, describes the methodology employed for this study, outlines some of the key issues which were explored over the past year, and reflects the general consensus which was reached by the Committee as to what should happen next in order for the Boyle Renaissance area to experience a true “renaissance”.

In reading through this report one will come to appreciate the work of the many Edmontonians who volunteered their time to help out as members of BRAC, the journey which they took over the past year, and where they ended up. Among other things, the reader will learn how Boyle Renaissance, as recommended herein, has evolved in a way in which:

- the needs and aspirations of the original non-profit development proponents can be met with the construction of less than 300 affordable housing units;
- existing heritage buildings have been identified, either in whole or in part, to be retained and integrated into the final development;
- assistance to existing residents has been provided to facilitate their relocation, and potential move back to the area after construction has been completed;
- it is anticipated that a ground-breaking event will take place this Fall 2010 to celebrate the construction of Phase 1 (including the YMCA Welcome Village, a new Inner City High School, a community centre, and a family resource centre and day care);
- the City has successfully acquired sufficient lands to enable much-needed development to take place north of 104 Avenue;
- members of the City’s Aboriginal community have worked collaboratively with the Canadian Paraplegic Association to put together a development plan for the block on 95<sup>th</sup> Street (north of 104 Avenue) which could accommodate 90 units of affordable seniors housing together with an Aboriginal Transitional Services Facility;
- community gardens can be developed to meet the needs of both existing and new residents; and
- representatives of Edmonton’s arts community have expressed serious interest in becoming part of Boyle Renaissance through the development of an “Artists Village”.

## 2. BACKGROUND INFORMATION

### 2.1 Boyle Renaissance to January, 2009

Within the Boyle Street Neighbourhood, adjacent to and just east of Downtown Edmonton, there currently exists a 2 ½ block area which is home to heavy industrial users, a preponderance of surface parking lots and much underutilized or uncared for land. In 2007, the City of Edmonton, having identified this area for possible redevelopment to assist in meeting some of the housing, medical, cultural, social and recreational needs of its residents, dubbed it “Boyle Renaissance”.

Over the past three years, Boyle Renaissance (bounded by 96 Street to the east, 103A Avenue to the south, 95 street to the west, and the LRT line to the north), has become the subject of intense debate relating to appropriate urban development and how best to address the affordable housing challenges which many Edmontonians recently have been facing.

Before getting into details regarding the planning and development process relating to the Boyle Renaissance initiative over the past year or so, it is important to understand how Boyle Renaissance came about, the vision for it, and how it evolved to January, 2009 – i.e. prior to the establishment of the Boyle Renaissance Advisory Committee II (BRAC II).

#### 2.1.1 Genesis of Boyle Renaissance

It is anticipated that by 2041 Edmonton will see its population increase by 315,000 new residents.<sup>1</sup> Over the next 30 years, Downtown will play a major part in the growth of the region as up to 50,000 new residents are expected to move downtown. The Quarters Downtown is being planned with this growth in mind. Boyle Renaissance is an integral part of that planning.

As part of The Quarters Downtown, and as a key part of a downtown revitalization plan, the City of Edmonton initiated discussions with community, social service and health care agencies to develop innovative solutions to meet the housing, medical, cultural, social and recreational needs of Edmontonians who will be affected by this expected growth.

In September 2006, Mayor Stephen Mandel convened a meeting of people and agencies regarding transitional and affordable housing, and the possibility of bringing together organizations, people, land and supports required for the provision of such housing. An internal (City) group was struck to flesh out the scope of existing and new opportunities and the project area. Former city councilor Michael Phair chaired a number of subsequent meetings through the early summer and into the fall of 2007, with members of the Administration and with representatives from a variety of private, not-for-profit groups and agencies.

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<sup>1</sup> Source: the City of Edmonton's Chief Economist, October 2008



The following roles were envisioned:

**1. The City of Edmonton would:**

- Champion the concept of the Boyle Renaissance initiative with the local community and with Provincial and Federal Governments
- Invest in land acquisition and infrastructure improvements for the project area (funding was originally made available to the City by the Province for affordable housing).
- Consider funding required to build and operate a community and recreation space; aka the “Boyle Neighbourhood Community Hub” (now referred to as a “Community Centre”).
- Serve as the Project Developer, coordinating alignment between the participating social services and health care agencies, coordinating consultations with the broader community and coordinating the necessary development approvals/processes

**2. The participating social services and health care agencies would:**

- Approach provincial and federal governments for one-time capital funding to build their project and the necessary multi-year annual operating supports
- Work with, and coordinate their efforts with, the City to build their facilities.
- Be responsible for hiring their own architects and engineers to design and construct buildings.

## **2.1.2 Boyle Renaissance: The Approach**

**1. Partners**

To revitalize the Boyle Renaissance area, the City with Provincial support selected the following social services and health care agencies to develop a mix of non-market housing types and institutional uses: the YMCA of Edmonton, Edmonton Oilers Community Foundation, Inner City Youth Development Association (aka Inner City High School), Alberta Health Services (formerly Capital Health), Canadian Paraplegic Association (Alberta), Métis Urban Housing, UMISK Affordable Housing Society, Canadian Native Friendship Centre, and Edmonton People in Need Shelter Society.

Among other things, it was felt from the outset that bringing such established agencies together to integrate and deliver their services “in place” would provide better service delivery and improve on the current use of the land. It was also felt that bringing such agencies together could facilitate the creation of operational synergies, which otherwise likely would not occur.

Of these organizations, it should be noted that two already had operations within or near the Boyle Renaissance area:

- i. Operating in partnership and out of the Boyle Street Community League building on 95<sup>th</sup> Street, the Inner City Youth Development Association (ICYDA) operates youth support programming that includes the Inner City High School. The school is an independent school, accredited by Alberta Learning, which offers youth an academic and art-based alternative to the traditional school setting and an alternative route to achieving a high school diploma.
- ii. The Edmonton People in Need Shelter Society (EPINSS) is a community based charitable organization whose mission is to improve the wellbeing and enhance the quality of life of those individuals in the community with chronic severe mental illness. EPINSS intends to build a new 40-unit home in Boyle Renaissance in order to replace an existing facility which it currently operates to the south and which is expected to be displaced as a result of the development of The Quarters Downtown.

The Boyle Street Community League (BSCL), also an important partner organization in the Boyle Renaissance initiative, currently operates within the area. For many years now the City of Edmonton has licensed City-owned land to the BSCL in order to provide cultural, social and lifelong learning activities, as well as sports and recreational programs; to facilitate consultation in land use planning and development, and transportation matters that apply to the neighbourhood; and to provide facilities in which to conduct the activities of the League. The City's land includes the community league building, parkland open space and a community garden. The Community League further sublicenses the property to the ICYDA for operation of the Inner City High School.

It is generally recognized that BSCL and its program partner, ICYDA, offer a range of programs to community members. However the existing building currently operates at full capacity and it is generally recognized that more space and improved facilities are required to adequately serve the Boyle Street community.

## **2. Initial Concept for Boyle Renaissance**

Each of the partner organizations developed a building program to meet the needs of some of their respective clients. In total it was anticipated that Boyle Renaissance would contain over 900 housing units for up to 1100 new residents, a community centre, new parks and public infrastructure. With a total estimated capital cost for this development in the neighbourhood of \$185 million, Boyle Renaissance was expected to transform the area.

Planners and urban designers within the City's Planning and Development Department took the initial development programs of each of the partner organizations and incorporated them into an overall "concept" for the area; consisting of a site plan and an aerial view.

The concept called for the development of new parks/open spaces and the construction of 4 to 10 storey buildings – deemed to be appropriate building heights and density for a near downtown area. It identified groups or "clusters" of buildings to be constructed on specific portions of the land in the area. Cluster 1 (consisting of YMCA's proposed housing and "Welcome Village" a new Inner City High School, and a Community Centre), was to be developed first on City-owned land, while four other clusters were identified for development over time on privately owned lands.

Among other things these initial planning studies indicated that the area could accommodate all of the development being proposed. However in order for this kind of development to occur, it was clear that there would be a need for a fair amount of parking to be built underground.

### **3. Direction from City Council**

Toward the end of 2007/early 2008, Edmonton City Council approved in principle, the proposed approach for the Boyle Renaissance initiative. Funding (approximately \$20 million) was set aside for the purchase of land and development of infrastructure for the proposed affordable housing. The City immediately began negotiations with the various private land owners in the area in an attempt to acquire the properties needed at fair market value.

An important condition of City Council's approval in principle was the need to establish an advisory committee to be made up of partners in Boyle Renaissance as well as key stakeholders who had expressed concerns regarding the extent to which the initiative would meet the needs of existing residents and its potential impact on nearby neighbourhoods.

A news conference to formally announce the Boyle Renaissance initiative was held at the Boyle Street Community League Building on April 29<sup>th</sup>, 2008.

The Mayor explained that the overall concept for Boyle Renaissance was open to change and that a "Boyle Renaissance Advisory Committee" was being established to review the concept plan and to report back to the City in the fall of 2008.

### **4. Boyle Renaissance Advisory Committee I (BRAC I)**

The Boyle Renaissance Advisory Committee (BRAC) held its first meeting on May 14, 2008. Made up of thirty-five (35) members with diverse opinions and perspectives on the initiative, BRAC met nine times over the following five months and submitted its formal report to the City of Edmonton on October 31, 2008 (copies of this report can be found on the City's website at [www.edmonton.ca/boylerenaissance](http://www.edmonton.ca/boylerenaissance)).

Among other things BRAC's report explained how the initial development program for Boyle Renaissance was reduced from 900 affordable housing units to 585, and contained 13 specific recommendations for consideration going forward (including the concept of encouraging the development of a mixed-income and mixed-use neighbourhood encouraging support for phase 1, etc.). In early December 2008, the Government of Alberta announced funding support in the amount of \$25 million toward Phase 1's YMCA Welcome Village.

On January 14, 2009 City Council's Executive Committee considered BRAC's recommendations and directed as follows:

- *That Administration continue to evolve the Boyle Renaissance concept for Phases 1 and 2, consistent with the recommendations outlined in Attachments 1 and 2 of the November 4, 2008, Planning and Development Department report 2008PDG013.*

## 2.2 Boyle Renaissance Advisory Committee II (BRAC II)

In mid-March, 2009 a draft discussion paper on BRAC II was developed which provided background information on the Committee, its objectives and proposed make-up. This paper helped to focus discussion, and as a draft, it was very much seen as open to change. In fact it went through several drafts before a “final” version was prepared toward the end of September, 2009 (a copy of this paper has been included in Appendix 5.1).

### Objectives

The following seven objectives to help guide the work of BRAC II were agreed to:

1. To acknowledge the roles and responsibilities of all stakeholder parties, including the City, community associations, and residents, and service providers and to promote ongoing communication and awareness between them.
2. To review individual components of Boyle Renaissance from the perspective of meeting the needs of current area residents.
3. To provide advice on action required to implement BRAC’s recommendations (e.g. encouraging market housing, etc...).
4. To assist in the planning and development of Phase 1 of Boyle Renaissance (i.e. YMCA Welcome Village, Inner City High School and Community Hub).
5. To confirm development components for Phase 2 of Boyle Renaissance (north of 104 Avenue) and encourage efficiencies and collaborations between them.
6. To assist in ensuring that Boyle Renaissance is coordinated with other City of Edmonton planning and development initiatives (e.g. Downtown Plan, Transit-Oriented Development, etc...).
7. To review and provide advice regarding any aspect of Boyle Renaissance.

It was anticipated that by the end of February, 2010 a report from BRAC, outlining the results of its deliberations and advice going forward, would be submitted to the City of Edmonton.

### Make-up

A conscious attempt was made to ensure that a diversity of opinions could be heard around the table at BRAC meetings. Ultimately the Committee was made up of forty-five (45) members as follows:

- i. fifteen (15) representatives of the proponents, or “stakeholder/investor groups”;
- ii. seventeen (17) community representatives; and
- iii. fourteen (14) “ex-officio” members including a number from various City of Edmonton departments, Alberta Municipal Affairs and Housing, Canada Mortgage and Housing Corporation, as well as the project consultant for Phase 1.



Attendance at BRAC meetings was somewhat sporadic. While a few members managed to attend all of the meetings, some attended less than two of the ten meetings which were held. Compounding the problem was the fact that some of the organizations represented on BRAC had experienced a high turnover in staff. All of this resulted in the Committee having to revisit past discussions in order to bring everyone up to speed on various items and/or past decisions. A list of people who served as members of BRAC II over the past year is included in the discussion paper (see Appendix 5.1).

## Modus Operandi

BRAC II operated at the outset with the same fifteen (15) values or principles which had been adopted by the previous advisory committee. These served as an informal guide regarding how discussion around the table should occur. These 15 values are as follows:

Respect	Honour	Transparency
Cooperation	Faith	Openness
Non-Violence	Honesty	Sharing
Responsibility/Shared Responsibility	Wisdom	Trust
Willingness to Listen and Engage	Diversity & Inclusion	Caring

At its meeting on September 30, 2009, BRAC II formally adopted the above principles/values and added the following twelve (12) additional ones to assist in guiding how future discussions would take place:

Integrity	Brevity	Clarity
Safety in speaking out	Courage	Accountability
Curiosity	Imagination	Simplicity
Understanding and learning	Communication	Consensus-building

All twenty-seven (27) values were reproduced on a display board which was placed at the front of the meeting room at each subsequent meeting of BRAC to serve as a reminder and for easy reference by all participants.

The Committee also made a conscious decision to take a relatively informal consensus-based approach to decisions. However, where an individual member felt that a particular situation warranted it, s/he was encouraged to ask for a formal motion to be put forth and voted on.

## 2.4 Methodology

Harry Finnigan, of McKay Finnigan and Associates, served as facilitator for BRAC meetings. An overall “iterative” approach, similar to that taken with BRAC I, was adopted. In other words, while at the outset a schedule of meetings was produced with “key focus areas” identified, all aimed at having a report produced by the end of February 2010, flexibility was built into the process to enable BRAC to identify other issues (i.e. beyond the key focus areas) and insert them into their discussions. In short, BRAC focused on trying to meet its seven main objectives and tended to respond to suggestions and issues as they arose.

BRAC held eleven meetings in total with the first one taking place on April 22<sup>nd</sup>, 2009 and the last one on March 25<sup>th</sup>, 2010. All meetings (except the November one (which was held at Urban Manor) were held in the Boyle Street Community League located within the Boyle Renaissance area. The overall schedule and summary of these meetings together with the minutes of each is included in Appendix 5.2.

At its meeting on June 17<sup>th</sup> BRAC decided to establish a working group to assist it in providing advice to the City with regard to public communications/consultation. Separate working groups were also set up to help BRAC reach conclusions with regard to “Good Neighbour Agreements” and “Rooftop/Community Gardens” (see sections 3.9 and 3.17 below).

The writing of this report began at BRAC’s meeting on October 28<sup>th</sup> when a draft “Table of Contents” was discussed and revised by Committee members. Draft point form notes around the Table of Contents helped to stimulate discussion at the November meeting. Thereafter BRAC’s focus of attention was on reaching a consensus on its overall findings, conclusions, and recommendations. Section headings for the report were produced with relevant excerpts included from the minutes of various BRAC meetings where the respective topic at hand had been discussed. This approach helped to remind members of past discussions and conclusions reached. Detailed discussions on draft portions of sections 3 and 4 of this report took place at BRAC’s meetings in January and February, 2010. Revisions were made and circulated electronically to all members.

With general consensus having been reached on the conclusions and recommendations, the first draft of the complete report was circulated to members of BRAC on March 19, 2010. Some members of BRAC provided their feedback electronically. The Committee then met on March 25<sup>th</sup> to finalize its report.

At the February 24<sup>th</sup> meeting of BRAC, members agreed that a survey form, aimed at receiving critical feedback from them regarding the process which had been followed, should be administered electronically. Denise Gee, Senior Communications Advisor with the City of Edmonton, kindly agreed to be the contact person for the survey and to prepare the report on the feedback thus received. Similar in format to the survey form used for BRAC I, open-ended as well as more quantifiable questions were posed. The survey form was sent out on February 25<sup>th</sup>; the deadline for completion was extended to March 15<sup>th</sup>, 2010. Completed survey forms were received from nine (9) members of BRAC. A copy of the survey form together with the feedback provided by the nine respondents is contained in Appendix 5.11.

While the responses to the evaluation survey were generally favourable, and the majority of those who responded felt that BRAC had met most of its objectives, there is a general sense that more needs to be done in the next planning phase to ensure that outstanding issues/concerns are thoroughly explored and resolved.

## 2.5 Engaging the Community

BRAC would not begin to suggest that the public consultation process followed was without fault; particularly given the nature of the task at hand, coupled with the tight timelines. However a careful reading of this report, and the sections which follow, will confirm that BRAC took its responsibilities seriously, was transparent and open in how it operated, and went out of its way to engage the broader community in meaningful dialogue.

Indeed the public-at-large were consulted on a number of occasions via well-publicized and open public meetings. Perhaps the most significant of these meetings, in terms of having had a profound impact on BRAC as evidenced by the follow-up action which was taken, was that organized by the Boyle Street Community League on June 18, 2009 (see notice in Appendix 5.3).

The June 18<sup>th</sup> meeting, which constituted a “Special General Meeting” of the Community League, included presentations on the overall Boyle Renaissance initiative as well as alternative urban design master plan concepts under consideration. While all fifty (50) residents in attendance were given the opportunity to provide specific input on the alternative master plans (via a feedback form – see Appendix 5.8), few chose to do so. What was more “top-of-mind” for those in attendance, besides the Community League’s tripartite license agreement with the City of Edmonton, were issues relating to the overall approach being taken with Boyle Renaissance. In short, serious concerns were expressed at the meeting regarding the fate of existing residents who would have to move to make way for the proposed development and the apparent lack of consideration being given both to the history of the area as well as the potential value which could be gained by retaining some of the more significant existing buildings.

BRAC took these various concerns seriously, and within ten weeks of the June 18<sup>th</sup> public meeting, a residential relocation program was put in place, a professional assessment of all existing buildings from a heritage perspective was completed, and a written history of the area was commissioned.

Other public meetings in which BRAC was engaged and/or engaged the broader community included the following:

- October 29, 2009 - public meeting on re-zoning;
- March 23, 2010 public hearing on re-zoning; and
- March 25, 2010 public information meeting to present and to receive input on BRAC’s draft report to the City of Edmonton.

In addition to the above, from the outset BRAC recognized that among those to be served by the Boyle Renaissance initiative will be many Edmontonians from the city's Aboriginal population. As such, an integral part of the public consultation process for the Boyle Renaissance initiative involved the *Wichihitowin Circle of Shared Responsibility and Aboriginal Community Action Circles* that had emerged from the collaborative *Edmonton Urban Aboriginal Dialogue* process. While it was anticipated that BRAC II would "work through and respect the *Wichihitowin* process to help to define the nature of the "Aboriginal Welcome Centre" as well as its ultimate location, BRAC went beyond that expectation, and worked closely with *Wichihitowin's* leadership and Aboriginal elders on other aspects of Boyle Renaissance. Indeed, the following sections of the report describe how BRAC and the overall development was able to benefit from the input provided from the Aboriginal community with respect to the approach taken with the overall Urban Design/Master Plan, the proposed "Boyle Renaissance Phase II Aboriginal Program", and Good Neighbour Agreements.

## 3. FINDINGS AND CONCLUSIONS

### 3.1 Learning from Experience Elsewhere

From the outset BRAC was cognizant of various concerns which had been raised in the past with regard to Boyle Renaissance. It was noted that at the end of BRAC I (October, 2008), there was a general sense that more needed to be done in the next planning phase to ensure that outstanding issues/concerns were better explored and resolved. The Committee was determined in particular to try to address, as much as possible, some of the fundamental issues which had been raised, such as concentration of non-market housing and parking requirements.

At their first meeting in April, 2009, BRAC noted that City Council's Executive Committee had recently raised the issue of social housing and potential impacts which it can have on a community. As a result, Council had directed the Administration to try to define what generally constitutes a healthy and diverse neighbourhood.

Because Toronto's Regent Park, as initially conceived in the 1940's and '50's, is often cited as an example of what not to do in terms of urban development, BRAC decided to focus some of its efforts to try to learn from that experience. John Gladki, an urban planner with the firm GHK, which had played a key role in the recent and on-going revitalization of Regent Park, was invited to attend the Committee's meeting in May.

Prior to the meeting in May, John Gladki spent a fair amount of time researching Boyle Renaissance, walking the neighbourhood and thus becoming more familiar with some of its challenges and the planning process followed by BRAC. He complemented the Committee on its work to date, explaining that the open and iterative planning process being followed was the way to go generally with such initiatives. He then gave a power point presentation on Toronto's Regent Park and St. Lawrence neighbourhoods.

Points noted included:

- A grid street pattern is being reintroduced in Regent Park in order to better integrate it with the surrounding community and provide a safer environment (with more "eyes on the street").
- Regent Park is being redeveloped as a mixed-income and mixed-use neighbourhood with various forms of housing (condominiums, co-ops, affordable home ownership and rental, high-rise and 2 or 3 storey walk-ups etc....).
- The St. Lawrence community is similar to Boyle Renaissance in that it was once an area of scrap yards; and the community planning process followed was very similar to BRAC's.
- The proper mix of units cannot be defined as a set ratio of for instance 25% affordable, 25% social housing and 50% market housing, as every context is different and there is no "magic formula".
- The fostering of linkages and the creation of economic linkages is important to the success of any community.
- Local stakeholder participation in the development of any revitalization is critical.



During some of its meetings later in the year, BRAC also learned more about “Good Neighbour Agreements” from other cities and their experience with them to date (see section 3.18 below).

### 3.2 Coordination with Other City of Edmonton Initiatives

One of BRAC’S objectives was to assist in ensuring that planning for Boyle Renaissance was coordinated with other City of Edmonton planning and development initiatives. At the outset and thereafter regular updates were provided on The Quarters redevelopment; while over the following months special presentations by appropriate City personnel were given to BRAC on the report of the Committee to End Homelessness, McCauley revitalization, the Downtown Plan, and the Stadium Transit Oriented Development (TOD) initiative.

Of particular interest to the Committee was the possibility of an LRT station being located in the proximity of 95<sup>th</sup> Street.

### 3.3 History of the Area and Heritage Considerations

One of the concerns which had been raised at the public meeting on June 18<sup>th</sup>, 2009, was that it appeared that a “scorched earth” approach was being taken to developing the Boyle Renaissance area. As a direct result of these concerns, BRAC called on the City to undertake a heritage review of existing buildings and to commission a study on the history of the area.

Over the summer months, David Holdsworth, the Heritage Planner for the City of Edmonton examined the Boyle Renaissance area in order to provide recommendations with regard to the built environment. He presented the results of his assessment at BRAC’s meeting in August, where he noted that the Edmonton Iron Works building on 96<sup>th</sup> Street was of greatest interest as a heritage building. He explained that this building, which predates 1912, represents one of the last remaining examples of Edmonton’s industrial buildings in the Edwardian architectural style. Mr. Holdsworth recommended that the Edmonton Iron Works building be incorporated into the redevelopment plans for Boyle Renaissance, not to house a museum, but rather to accommodate a use consistent with the overall plan or vision for the area. It was noted that while the York Hotel and Edmonton Supply building (also on 95<sup>th</sup> Street) do not have significant architectural interest or value from a heritage point of view, from an urban design perspective, it would be preferable if they (or at least their facades) could be incorporated into the final development in some way.

Through this review BRAC learned that while the Edmonton Iron Works building was not currently on the City’s official heritage preservation list, designation would be recommended. In addition, once designated, financial incentives to encourage preservation would be available (e.g. the City could potentially provide funds for up to 50% of restoration costs).

At BRAC’s meeting in August, historian Ken Tingley was introduced as having been recently contracted to undertake a historical review of the Boyle Renaissance area. It was noted that Mr. Tingley, who is a member of the Edmonton Historical Review Board, has been preparing historical reviews both provincially and municipally since 1973.

During the fall, 2009 Mr. Tingley undertook a detailed primary research study of Boyle Renaissance. Appearing at BRAC's meeting in November to present the preliminary results of his work, he noted that the area, which served as the original business core of Edmonton, has seen an influx of many ethnic groups over the years. Among other things he explained that:

- the Old Edmonton Iron Works Building was built in 1903 and the York Hotel in 1913;
- Most household hardware that was purchased in the early years by Edmontonians was made in the Ironworks;
- Prior to its present name, the York Hotel was called St. Peter's, The Petrograd, as well as The National;
- The existing salvage yard was once home to a large coal yard;
- Boyle Street was a self contained community with shoe makers, barbershops and many other small family run businesses; and
- In the early 1950's, when the community began to have a reputation as being unsafe, social service agencies started to locate in it, and eventually seemed to define the community.

A copy of the Executive Summary of Mr. Tingley's final report (dated November, 2009) can be found in Appendix 5.6. It is understood that this particular study, which was commissioned by BRAC, is the first known bit of original research on the history of the Boyle Renaissance area. The Committee concluded that in proceeding with the development, it will be important for the City to take into account and respect the contribution that the Boyle Renaissance area has made historically to the growth and development of Edmonton.

### 3.4 Boyle Street Community League Building

Located at 9515 – 104 Avenue, and home to the Inner City High School, the Boyle Street Community League Building was built in 1984 at an approximate cost of \$800,000; about 50% of which was covered through monies raised by the Community League itself. As noted earlier, most of BRAC's meetings were held in this building, as was the Community League's June 18<sup>th</sup> public meeting which had a fairly profound impact on BRAC II's planning process.

BRAC was quite cognizant of the fact that in order for Boyle Renaissance to proceed, it was important that a resolution be reached with regards to the existing tripartite license agreement for the building (between the City of Edmonton, the Boyle Street Community League and the Federation of Community Leagues) and the terms and conditions of a new agreement to replace it. It was anticipated that in order for the new development to proceed as envisaged the existing building would need to be demolished and replaced.

While at the time of writing this report, negotiations were still in progress between the City and the Community League, BRAC was optimistic that a satisfactory resolution would be reached in the not too distant future.

### 3.5 Residential Relocation Program

At the June 18<sup>th</sup> Boyle Street Community League's public meeting a resident of the Butte Apartments expressed concern over the lack of information available with regard to when he would have to move to make way for the final development and the assistance with his relocation which he might expect from the City of Edmonton.<sup>2</sup>

BRAC's working group on Public Involvement and Communications considered the matter and at the Committee's July 29<sup>th</sup> meeting presented the following recommendations which were endorsed by BRAC:

- Current residents of this building should be permitted to continue to reside as long as their presence does not jeopardize the final development (i.e. formal orders to vacate should be greater than the 90 days minimal requirement if at all possible);
- A relocation program be developed which offers reasonable assistance to existing residents to find and relocate to alternative housing; and
- Consistent with BRAC I Final Report's recommendation that any development give priority to existing residents in the provision of housing and services, Boyle Renaissance proponents give priority consideration to the existing residents of this building for housing in Boyle Renaissance (provided they meet the respective proponent's operational criteria).

At the same BRAC meeting it was noted that staff from the City's special projects office had met recently with representatives of the City's Corporate Properties Branch and together they had come up with the following recommended approach to be taken by the City of Edmonton for those residents currently occupying the nine units in the "Butte" block and willing to move ASAP:

1. Support and assistance to find a new home;
2. The security deposit and the first month's rent for their new place (when secured);
3. \$200 to help cover any incidental moving expenses and hook-up charges; and
4. First choice of housing in the new complex when it is finished (persons must be 65 or over and/or have a disability).

Darlene Lennie, Executive Director of Metis Urban Housing Corporation confirmed that her corporation would provide priority to existing residents for occupancy in the new development and would work with the City to offer assistance in the relocation wherever possible.

The recommended approach was adopted immediately by the City, and on July 31<sup>st</sup> the tenants in the Butte apartments were provided with letters outlining the assistance available (as outlined above).

In reflecting on the work which the City has done on Boyle Renaissance over the past two years, BRAC felt that it was important to note that the quick and responsive action taken by the City of Edmonton with regard to the residential relocation program, is reflective of the "goodwill to action" approach that City staff generally have taken in their work with BRAC.

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2 The Butte, located at the corner of 95 Street and 105 Avenue, recently had been purchased by the City.

### 3.6 Phase 1: Lands South of 104 Avenue

Phase 1 of Boyle Renaissance, to be developed on City-owned lands south of 104 Avenue, includes the Inner City High School to accommodate 150 students; the YMCA's Welcome Village, a 150 unit affordable housing centre; a fully accredited 60 child day care centre; a family resource centre; a community centre to accommodate communal facilities for the initiative (including indoor and outdoor social and gathering spaces for residents of the Boyle Street neighbourhood); and one level of underground parking. Representatives of each of these component initiatives of Phase 1 were active members of BRAC together with their overall project manager Paul Ross of CP Ross Consulting.

Table 1 provides a summary of this phase of Boyle Renaissance and identifies the owner and operator of the respective components as outlined above.

*Table 1 Summary of Phase 1 of Boyle Renaissance*

<b>Project Component</b>	<b>Owner</b>	<b>Operator</b>
YMCA Welcome Village	Capital Region Housing Corporation	YMCA of Edmonton
Inner City High School	Edmonton Oilers Community Foundation	Inner City Youth Development Society
Community Centre	City of Edmonton	Boyle Community League
Family Resource Centre and Day Care	YMCA of Edmonton	YMCA of Edmonton

A standard item on the agenda for each of BRAC's ten meetings involved an update from proponents which were part of Phase 1 on their development and planning process. All involved generally felt that a seamless coordination took place between Phase 1 and the development of the Master Plan for the overall Boyle Renaissance area (see section 3.8 below).

While this particular report focuses on the planning process followed with regard to Boyle Renaissance II overall, and the engagement of stakeholder groups and the general public in it, it should be noted that planning for Phase 1 involved extensive consultations, including one-on-one meetings with over 55 community groups.<sup>3</sup>

During the Phase 1 update report at BRAC's January meeting, it was noted that:

- a draft memorandum of understanding involving the six different parties involved in Phase 1 had been drawn up;
- all parties involved (including The Edmonton Oilers Foundation, the Boyle Street Community League, Capital Region Housing Corporation, The City of Edmonton, and The YMCA of Edmonton) were involved in the recent selection of architects/urban designers;

<sup>3</sup> The Butte, located at the corner of 95 Street and 105 Avenue, recently had been purchased by the City.

- Cohos Evamy would be designing the new Inner City High School, while ATB Architects will be doing the balance of the design work (i.e. YMCA Welcome Village, Day Care, Family Resource Centre/Community Centre and outdoor spaces)
- land ownership is to be handled using a bare land condominium approach.
- Clark Builders had been selected as the contractors for the project; and
- it is anticipated that a ground-breaking event will be able to take place this fall.

### 3.7 Phase 2: Lands North of 104 Avenue

BRAC recognized that any development north of 104 Avenue would be dependent upon the City's success in acquiring property. In early spring, 2009 some success in this regard was achieved as the City announced that it had purchased all of the lots along the west side of 95<sup>th</sup> Street from 104, north to 105 Avenue.

During the month of May, a number of meetings were held with representatives of Boyle Renaissance's "stakeholder/investor groups" to determine which, if any, were interested in developing their respective initiatives on these particular lands. During this process, confirmation was received that one of the groups (Umisk Affordable Housing) unfortunately had gone into receivership and were unable to participate further in the Boyle Renaissance development.

Discussions around the 95<sup>th</sup> Street property focused in part on encouraging collaborations between the proponents and determining the space requirements (including interior and exterior gathering spaces) of each. These discussions resulted in a development concept of mixed-use space, with offices/commercial uses at ground level and with residential uses above, and involving Metis Urban Housing Corporation, Canadian Paraplegic Association, Canadian Native Friendship Centre Board of Trustees, and Wicihitowin Circle of Shared Responsibility. More recently, the City has broadened this collaboration to include the Assembly of Tribal Chiefs of Alberta.

Throughout its planning process BRAC was very cognizant of its recommendation to City Council (as outlined in its October, 2008 report) that:

*With regard to the Aboriginal Welcome Centre, the City continue to work through and respect the Wicihitowin process which will help to define the nature of the Centre itself as well as its ultimate location.*

In fact BRAC took the initiative to consult elders and leaders within the Wicihitowin Circle of Shared Responsibility, not only with respect to planning for the proposed *Aboriginal Welcome Centre*, but also to help set the direction for the overall Master Plan for Boyle Renaissance (see section 3.8 below).

StastnyBrun Architects Inc. were contracted to work with BRAC to develop the overall Master Plan as well as the more detailed building form concept plans indicating how the proposed development for an *Aboriginal Welcome Centre* and seniors housing might be accommodated on the site at 95<sup>th</sup> Street.



At BRAC's meeting on July 29<sup>th</sup> a detailed development plan for the 95<sup>th</sup> Street site was presented (see Appendix 5.7 for a copy of building massing drawings produced). Entitled "Boyle Renaissance Phase II Aboriginal Housing (Seniors and Persons with Disabilities) and Transitional Services Facility" and dated June 18, 2009, the proposal involved the development of 90 units of affordable seniors housing and an Aboriginal Transitional Services Facility which would include 15 units of transitional housing. It was endorsed by Metis Urban Housing Corporation, Canadian Paraplegic Association, Canadian Native Friendship Centre Board of Trustees, and Wicahitowin Circle of Shared Responsibility.

At a subsequent meeting of BRAC, it was noted that members of the Aboriginal community had concluded that a "Transitional Service Facility" located in Boyle Renaissance was needed; and that it was felt that incorporating temporary accommodation within it might help to stem the tide of young Aboriginal persons joining gangs upon arriving in the city. It was also noted that this proposal was consistent with the City's "Housing First" policy and "10 Year Plan" which, among other things, calls for the development of 2,750 permanent, independent housing units as well as 750 units of permanent supportive housing, and 250 units of transitional housing (100 units of which are to be targeted specifically for youth).

At the time of writing this report, about 30% of the funding required for this Aboriginal housing and transitional service facility initiative (total estimated cost of \$47 million) had been committed, with discussions still on-going to secure the balance required to proceed. It is also encouraging to note that strong political support seems to exist at all levels of government to see the Boyle Renaissance Phase II Aboriginal Program become a reality.

### 3.8 Urban Design/Master Plan

Don Stastny, of StastnyBrun Architects Inc., was contracted to work with members of BRAC and the broader community to develop a master site plan for Boyle Renaissance. The urban design principles and design guidelines which BRAC had approved in 2008 set the tone and direction for all discussions held.

#### 1. Urban Design Week (May 18 – 22, 2009)

A design charette was held as part of a Design Week starting May 18<sup>th</sup>. Participants included volunteer members of BRAC, Wicahitowin members, consultants involved on Phase 1, and representatives of various City departments including public works, transportation, urban design/planning, parks planning, community services and others. Four focused sessions were held. Information gathered from these sessions began to shape early design themes. Don organized the inputs received, began sketching concepts, and facilitated an information sharing and feedback session at the regularly scheduled meeting of BRAC.

At BRAC's meeting on May 20<sup>th</sup> Don presented two preliminary conceptual plans for Boyle Renaissance that emerged from his initial meetings and discussions with stakeholders during the design charette. The two alternative concept plans were described generally as follows:

**Option A** - 105 Avenue as a continuation or extension of tree lined avenue to the east of the project area

**Option B** - Open circle with Community Garden along western perimeter

On May 21<sup>st</sup> an “Eco-Charette” was held to explore green and sustainable opportunities that could be implemented in Boyle Renaissance. Participants were made up of interdisciplinary green and sustainability experts from the City of Edmonton and the local consulting community.

The Design Week culminated in a special meeting which was held on May 22<sup>nd</sup> with elders and leaders within the Wicahitowin Circle of Shared Responsibility. This Wicahitowin-sponsored meeting brought together interested stakeholders from the Aboriginal community who, through a “sharing circle” discussion, offered their thoughts on Boyle Renaissance in general, provided input on the master planning process, and helped set the tone/vision to guide the “development program” for the Boyle Renaissance Aboriginal Facility being earmarked for the lands acquired on the west side of 95<sup>th</sup> Street, north of 104 Avenue.

## **2. “The Grid” and “The Braid” Alternative Concept Plans**

At the June 17<sup>th</sup> meeting of BRAC, Don Stastny gave a power-point presentation outlining two draft concept plans for Boyle Renaissance which emanated from discussions held during the urban design week. The concepts were referred to as Plan A, “The Grid” and Plan B, “The Braid”. Don explained that Plan A maintained and enhanced the existing neighbourhood grid system in terms of street layout, walkways and open space, while Plan B provided an axial orientation of the open space that included design elements incorporated into a braid like design with walkways, a water feature and a ceremonial circle.

Each BRAC member was provided with a copy of the two plans and asked to list their comments (i.e. “likes” and “dislikes”) on each – a copy of the feedback form used is contained in Appendix 5.8). A facilitated discussion regarding each of the draft concept plans was held with the “likes” and “dislikes” of each concept recorded on a flip chart.

It was noted that these concept plans had been presented to representatives of Wicahitowin and the proponents for the development of the 95<sup>th</sup> Street site earlier in the week, and the feedback thus received was shared.

On June 18<sup>th</sup> Don gave the same power-point presentation on the two draft concept plans to the special general public meeting of the Boyle Street Community League. Similar to the approach taken the night before at the BRAC meeting, all those in attendance were provided with a copy of the two plans and asked to list their comments (i.e. “likes” and “dislikes”) on each. Some comments, though limited, were thus provided on the two plans by members of the public.

On July 15<sup>th</sup>, an information package with a hard copy of the concept plans was circulated to each member of BRAC to obtain additional feedback. The comments thus received were shared with all members of BRAC.

At the BRAC meeting on July 29<sup>th</sup>, Mark Huberman of Bunt and Associates, provided comments on the two Master Plan concepts from a transportation and parking point-of-view.

All of the comments and feedback thus received on the two Master Plan concepts were provided to Don Stastny, who took them all into account in developing a revised Master Plan for the entire Boyle Renaissance project area.

### 3. Revised Master Plan

A draft Master Plan (see Figure 1) was presented for discussion at BRAC's meeting on September 30<sup>th</sup>, with particular attention paid to how the plan responded to the feedback provided via "likes" and "dislikes" of the "Grid" and the "Braid" options. It was noted that the draft plan involved a collaborative effort with Cohos Evamy (consultants for Phase 1) to ensure consistency and integration, particularly with regard to the siting of buildings. Preliminary feedback on the plan, as recently provided by the Edmonton Design Committee (EDC), was also reported to BRAC. The plan was received as information and members of BRAC were asked to come to the next meeting prepared to offer specific comments or suggested changes.<sup>4</sup>

An extensive and informed discussion on the draft plan took place at the October 28<sup>th</sup> meeting of BRAC, at which a number of suggested changes were agreed to. A revised plan was then presented for consideration by BRAC at its meeting on January 27, 2010 (see Figures 2 and 3).

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<sup>4</sup> BRAC would like to acknowledge Candace Jane Dorsey, a volunteer member of BRAC, for the extra effort she made in putting together a constructive, thorough, written critique of the plan.

Figure 1 Draft Boyle Renaissance Master Plan (September 2009)

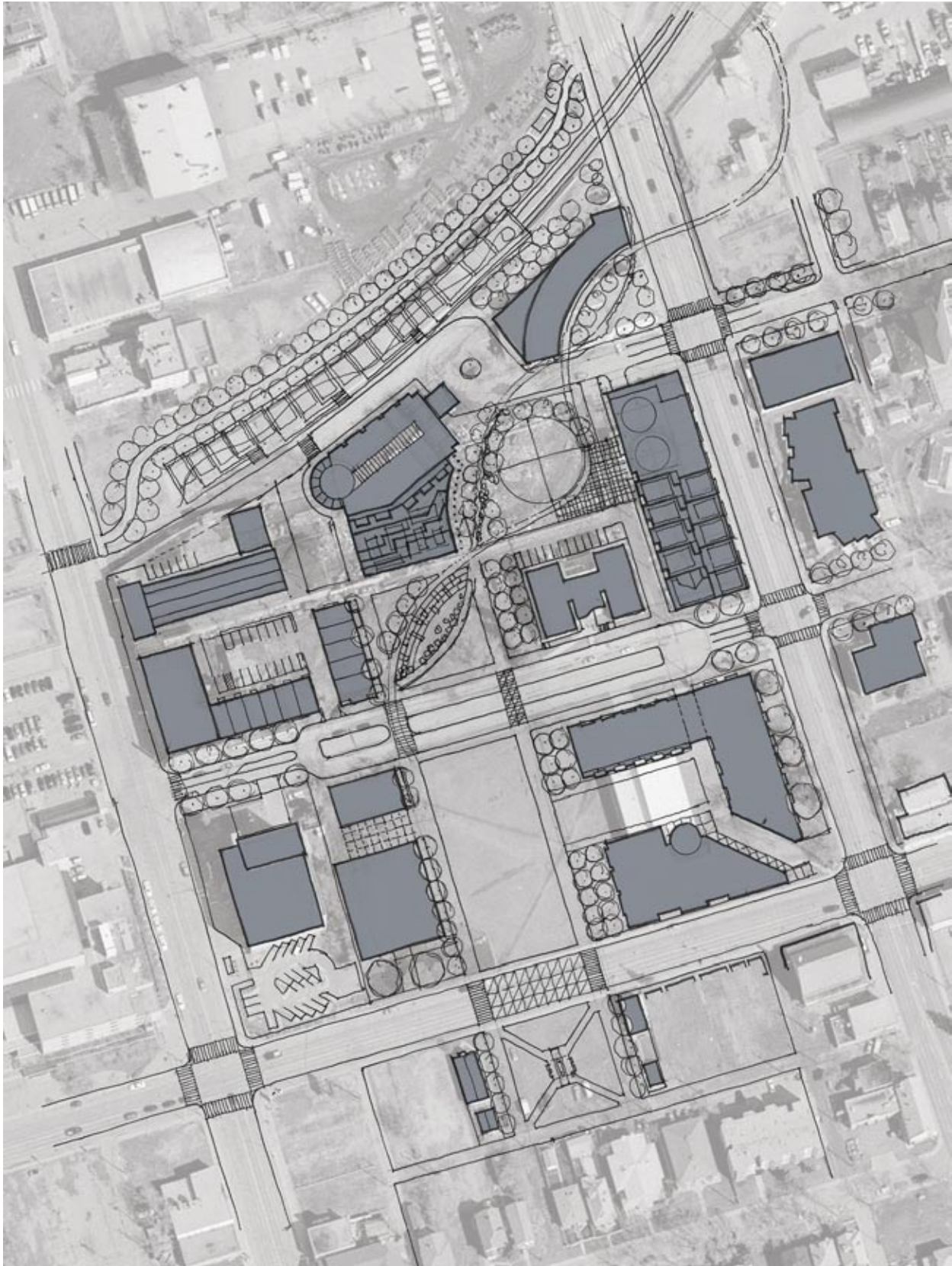
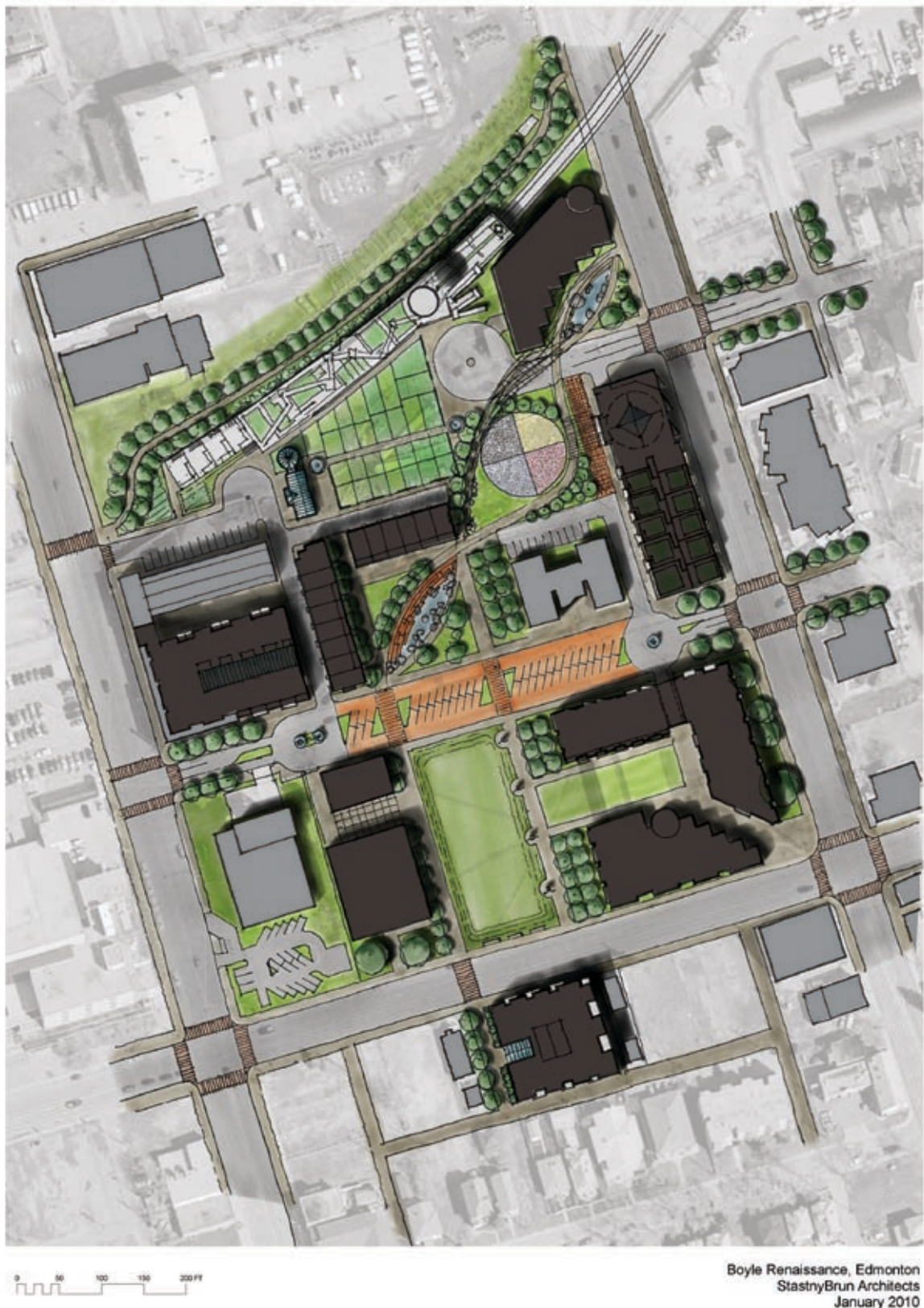


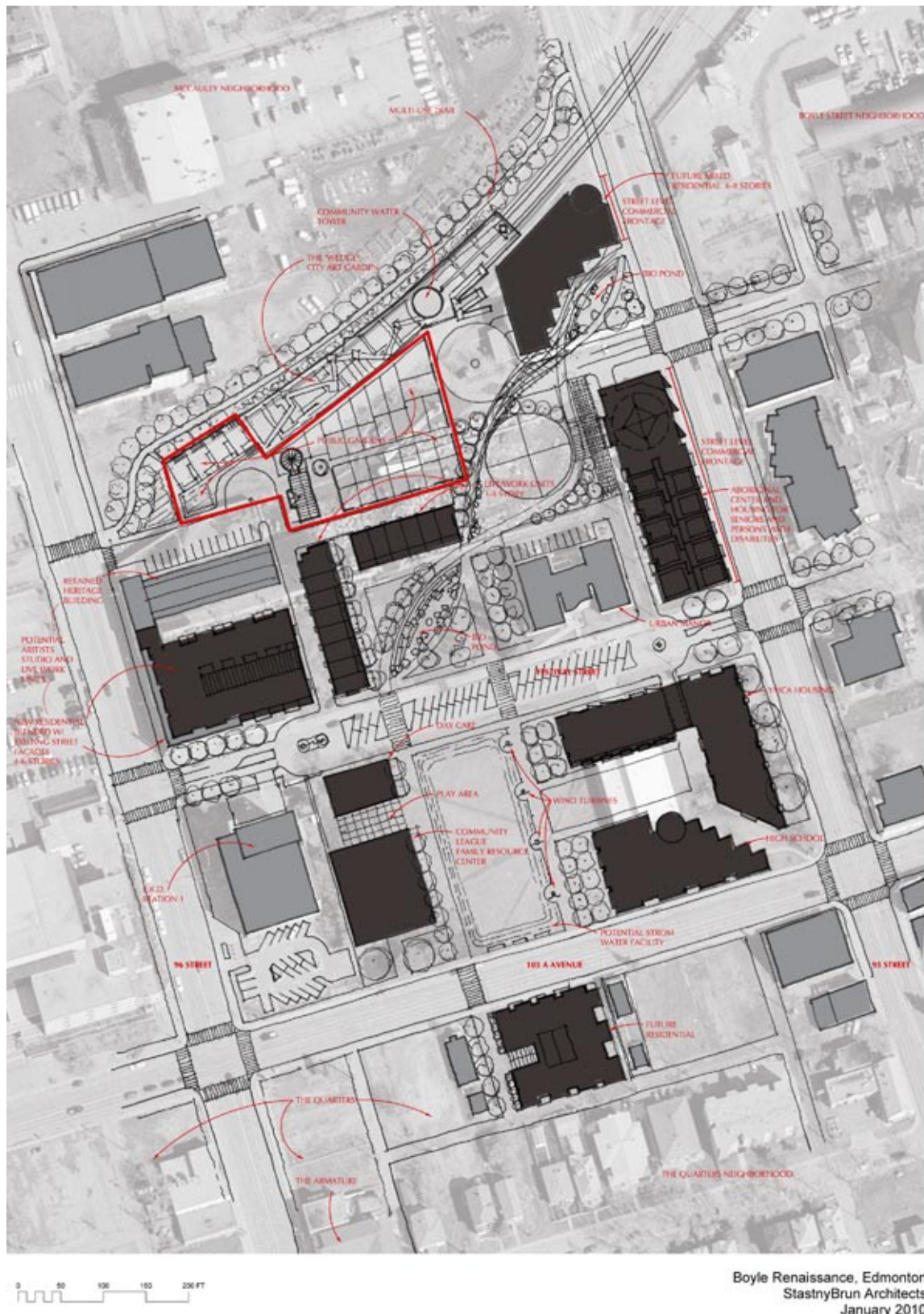


Figure 2 Draft Boyle Renaissance Master Plan (September 2009)





*Figure 3 Revised Boyle Renaissance Master Plan with Descriptors*



It was noted that the proposed Master Plan (as revised) is a physical/urban design plan which, if adopted by the City, would set the direction for future development of the area. Other than the public infrastructure (i.e. roads, park space) the plan does not speak to the specific uses of the land.

The Committee appreciated how the revised plan responded to the various concerns raised and suggestions for changes including:

- The central boulevard along 104 Avenue has been replaced with angled parking;
- Eco-friendly and sustainable design components being included in the Plan;
- EPPNS lot on 103 Avenue is shown with a building as opposed to a pocket park connected to the Boyle Renaissance area via a mid-block pedestrian crossing along 103 A Avenue;
- The Edmonton Iron Works building on 96<sup>th</sup> Street is retained;
- The existing street faces (facades) of the York Hotel and the adjacent building to the north are retained;
- Community gardens are relocated to the north along, and on top of the LRT line; and
- Existing buildings are highlighted in distinct colours to set them apart from proposed new structures.

Members generally felt that the revised plan responded very well to the suggestions which had been made and at their meeting in February, 2010 passed a formal motion recommending that it be approved and adopted by the City of Edmonton to serve as a guide for all future development in the area.

### 3.9 Community Gardens and Green Roofs

In coming up with a Master Plan for the Boyle Renaissance area, from the outset an attempt was made to preserve the existing community garden space. Through the planning and design process it became evident that in the long term, the development overall would be better integrated and sustainable if the space currently being used for community gardens could be developed to accommodate a new community centre building and a day nursery (the latter being part of the YMCA's "Welcome Village". When this became evident, a decision was made to try to ensure that at least as much land would be set aside for community gardens as currently exists.

As noted above, when reviewing the revised Master Plan for Boyle Renaissance, the Edmonton Design Committee had made a number of observations and suggestions. One of those suggestions was that while the concept of relocating the community gardens to the LRT right-of-way (including roof-top gardens) was creative and would result in a good use of space, efforts should be made to confirm as soon as possible the structural integrity of the LRT portal and its ability to handle a roof-top garden. Staff from the special projects office contacted engineers within the City regarding the LRT structure in October, 2009. A structural engineering study was commissioned in January, 2010 the results of which were not available at the time of writing this report.

At BRAC's meeting in October, 2009 a discussion took place regarding community gardens and the number of existing trees which might be preserved and be incorporated within the final development. The tree inventory for the Phase 1 development was presented (including tree locations and species). John Helder, the City's Principal of Horticulture attended that meeting and explained that the City's policy with regard to protecting trees includes a schedule of costs that developers are required to pay if trees on public land need to be removed to accommodate their particular development. The intent with Boyle Renaissance is to try to preserve as many existing trees as possible.

Leoni Nadeau of NovaNAIT also attended the October meeting noting that she has done a fair amount of sustainability-related research; and more recently has been exploring the whole concept of green roofs. BRAC was advised that while Edmonton's relatively harsh climate is a challenge, green roofs are definitely possible. It was also noted that government funding is available for community groups interested in establishing green roof projects.

BRAC as a whole was sympathetic to the whole concept of community gardens and viewed them as a real asset for the neighbourhood. The Committee was also very sympathetic to the time and energy which others in the community had put into developing the existing community garden space.

A "Green Working Group" was established and members of the existing community gardens group in Boyle Renaissance were invited to participate. The terms of reference or expectations for this working group were as follows:

- To explore the possibility of creating a green roof atop the LRT structure;
- To explore the possibility of having a berm developed up to and over the LRT structure and/or community gardens located south of the LRT;
- To work with existing community gardeners in Boyle Renaissance to explore alternative sites/locations and determine resources which may be required to relocate the gardens; and
- To receive information on the approach being taken with existing trees and include this in their reports back to BRAC.

BRAC's "Green Working Group" met twice over the next few months and members of the group also attended the annual meeting of the existing Boyle Street Community Garden Group on November 29<sup>th</sup> in order to help "build bridges" and encourage participation and collaboration in the Boyle Renaissance planning process.

With regard to the community gardens, it should be noted that the Edmonton People in Need Shelter Society (EPNSS) indicated that it would be willing to allow the existing gardens to be relocated to its lot south of 103A as a temporary home during the construction period if necessary.

### 3.10 Updated Boyle Renaissance Development Program

When BRAC II began its work in the spring of 2009, all of the original nine non-profit organizations or partners were still at the table with the City of Edmonton. It was anticipated at that time that together the partners would work together to develop about 585 affordable housing units, a new inner city high school, an Aboriginal Welcome Centre and a community centre within the Boyle Renaissance area.

Over the course of the next few months, priorities and plans changed for many of the partners, such that by early 2010, two of the partners (UMISK and Alberta Health Services) removed themselves as active development proponents with the initiative. At BRAC's meeting in January, it was agreed that the following table accurately reflected the current expectations of Boyle Renaissance stakeholders or proponents, and should be included as such in the final BRAC II report.

Among other things, it should be noted that while in April, 2008, when Boyle Renaissance was publicly announced, and the vision for the initiative unveiled, it was anticipated that some 900 affordable housing units might be built within the targeted redevelopment area. As indicated in the table below, meeting the current needs and expectations of the remaining development proponents would result in fewer than 300 housing units being built. With the knowledge it had gained through the planning process followed, BRAC II spent a fair amount of time contemplating alternative uses for those remaining lands which initially had been earmarked for the development of affordable housing.

Table 2 Summary of Boyle Renaissance Community Partners and Update on Their Development Programs (November, 2009)

PHASE ONE	# Housing Units			
	Apr '08	Jul '08	Sep '08	2010
<b>1. Community Social and Recreation Centre</b> A social and recreational “hub” for residents of the Boyle Street area and adjacent neighborhoods. <ul style="list-style-type: none"> <li>■ Multipurpose activity space (gym/flexi hall)</li> <li>■ Facilities for social functions and gatherings (including kitchen)</li> <li>■ Area for performance and events</li> <li>■ Improved community park space</li> </ul> <i>Sponsor/Owner: City of Edmonton/Boyle Street Community League</i>				
<b>2. Inner City High School</b> A top quality educational environment with counseling and on-site student residence. <ul style="list-style-type: none"> <li>■ A high school accommodating up to 150 students, Grades 10 through 12</li> </ul> <i>Sponsor: Edmonton Oilers Community Foundation</i>		30	0	0
<b>3. YMCA Welcome Village</b> Affordable housing to allow individuals and families in need to stabilize their situation and access necessary services and resources to support their full integration into the community. <ul style="list-style-type: none"> <li>■ 150 furnished units: up to 70 family units, with the balance of units being bachelor and one bedroom, serving as many as 250-350 people including up to 22 students from the Inner City High School.</li> <li>■ Housing Support Services, and community resource and referral</li> <li>■ 5,000 sf licensed childcare and family resource centre for 60 children</li> <li>■ 8,000 sf community program and meeting and/or social space</li> <li>■ Indoor/outdoor playground</li> </ul> <i>Sponsor/Owner: YMCA of Edmonton</i>		150	150	150
<b>TOTAL – PHASE ONE</b>		180	150	150



## FUTURE PHASES

	# Housing Units			
	Apr '08	Jul '08	Sep '08	2010
<b>4. Assisted Living for People with Disabilities</b>  Supportive housing for people living with and without disabilities, including families and singles of all age groups. <ul style="list-style-type: none"> <li>■ 30 units with assisted living facilities accommodating up to 60 people</li> <li>■ All units would be designed to meet universal design specifications with a specific design for wheelchair access</li> <li>■ Resident centered personal care providing assistance in daily living</li> <li>■ 4 units would be reserved for transitional housing for individuals who are receiving rehabilitation at the Glenrose Hospital or individuals from out of the city who need temporary accommodation while receiving rehabilitation/ medical care</li> <li>■ Would include an Active Living Centre offering mental and physical health related activities and program information</li> <li>■ Incubator spaces for development of cottage businesses may also be incorporated into the office area of the project.</li> </ul> <i>Sponsor/Owner: Canadian Paraplegic Association (Alberta)</i>		60	60	0
<b>5. Continued Care/Assisted Living Facility</b>  Unable to commit to project at this time; subject to review by Alberta Health Services.  <i>Sponsor/Owner: Alberta Health Services (formerly Capital Health)</i>		200	200	0
<b>6. Métis and other Aboriginal Housing (Seniors and Persons with Disabilities)</b>  Affordable bachelor, one and two bedroom units for Métis and Aboriginal seniors <ul style="list-style-type: none"> <li>■ 60 unit apartment affordable housing for as many as 100 individuals</li> <li>■ 30 adaptable units for Aboriginal seniors with disabilities</li> </ul> <i>Sponsor/Owner: Métis Urban Housing Corporation (in collaboration with Canadian Paraplegic Association (Alberta))</i>		60	60	90
<b>7. UMISK/Aboriginal Seniors' Housing</b>  Unable to commit to project at this time. Sponsor/Owner: UMISK		75	75	0

<b>FUTURE PHASES</b>	<b># Housing Units</b>			
	<b>Apr '08</b>	<b>Jul '08</b>	<b>Sep '08</b>	<b>2010</b>
<b>8. EPINSS Renaissance Place</b> A Designated Assisted Living facility for individuals in the inner city requiring personal and health care support services and programs. <ul style="list-style-type: none"> <li>■ 40 furnished units with common dining and social/recreational areas</li> <li>■ Health care facilities (doctors/nurses offices and examination room)</li> </ul> <i>Sponsor/Owner: Edmonton People in Need Shelter Society (EPINSS)</i>		<b>40</b>	<b>40</b>	<b>40</b>
<b>9. Aboriginal Welcome Centre/Transitional Services Facility</b> A central meeting and greeting centre for Aboriginal peoples of all ages. <ul style="list-style-type: none"> <li>■ Space for gatherings, celebrations, meetings showcasing Aboriginal history in Edmonton</li> <li>■ Welcoming Area providing information, support and programming for the Aboriginal Community including transitional housing.</li> <li>■ Main floor commercial space.</li> </ul> <i>Sponsor/Owner: Canadian Native Friendship Centre Board of Trustees</i>		<b>0</b>	<b>0</b>	<b>15</b>
<b>TOTAL – FUTURE PHASES</b>		<b>435</b>	<b>435</b>	<b>145</b>
<b>GRAND TOTAL – ALL PHASES</b>	<b>900</b>	<b>615</b>	<b>585</b>	<b>295</b>

*In the beginning (February, 2007), the number of individual housing units was uncertain, but the estimate of up to 900 units in total was anticipated.*

### 3.11 Encouraging a Mixed Income/Mixed-Use Neighbourhood

As noted in section 3.1 above, John Gladki, an urban planner with GHK's office in Toronto, advised BRAC that experience has shown that mixed-income and mixed-use neighbourhoods with various forms of housing (condominiums, co-ops, affordable home ownership and rental, high-rise and 2 or 3 storey walk-ups etc....) generally result in healthy communities. Similarly, according to Mr. Gladki, the proper mix of housing units cannot be defined as a set ratio (e.g. of say, 25% affordable, 25% social housing and 50% market housing), as every context is different and there is no "magic formula".

Through its work, BRAC learned that the current City of Edmonton guideline calls for 5% of the housing units in new subdivisions to be provided to the City at 85% of market value; and that the City was in the process of developing a housing strategy for The Quarters and Boyle Renaissance. Further it was understood that given BRAC's recommendations (fall, 2008) which were supported in principle by the City of Edmonton, Boyle Renaissance is expected to be an inclusive mixed-use development with the development of market housing to be encouraged.

Given the history of the area and the general lack of private sector investment, BRAC recognized that encouraging private developers to invest in market housing in Boyle Renaissance likely would not be easy. At the same time, it was anticipated that the imminent construction of the buildings as part of Phase 1 (see section 3.6 above) and other improvements in the area to follow as a direct result of the Boyle Renaissance initiative, should see the creation of an area which will be more attractive to such private sector investment in the future. Through its work, BRAC was also very cognizant of the positive impact which locating rapid transit stations can have with respect to encouraging private sector investment via “transit-oriented development”. For this reason, BRAC was particularly keen for the City to seriously consider locating a new LRT stop at 95<sup>th</sup> Street.

At various points in BRAC’s planning process over the past year, the importance of encouraging the development of commercial space to complement the new housing, high school, community centre, and related facilities came up a number of times. BRAC’s recommendation (fall, 2008) for the City to encourage the provision of commercial space on the main floors of buildings in the Boyle Renaissance area was reinforced. In particular, because the neighbourhood currently has little or no retail shopping opportunities the Committee concluded that efforts should be made to attract neighbourhood-oriented commercial enterprises to the area.

BRAC also recognized that the potential loss of the scrap yard and the bottle depot as a result of Boyle Renaissance, could have a significant impact on the income-generating abilities of some of the existing residents in the neighbourhood. As such, when considering new commercial development, BRAC concluded that in order to help fill the void which may thus be created, the development of alternative economic activities in the general area (as appropriate) should be encouraged.

### **3.12 Transportation and Parking Management Program**

As part of its mandate, BRAC II was charged with working with the City toward the development of a “master plan” to ensure that traffic and parking requirements and accommodation for the Boyle Renaissance Master Plan area are adequately met, both in terms of capital and operating considerations.

The City of Edmonton appointed Bunt & Associates to undertake a parking and traffic review of the proposed Boyle Renaissance development. Beginning in July, Mark Huberman of Bunt & Associates attended meetings of BRAC on a regular basis. At the outset he provided an overview of the approach which he planned to take with his study, and at subsequent meetings offered his thoughts on various aspects of BRAC’s work (from a parking and transportation perspective).

At BRAC’s February meeting, Mr. Huberman presented his draft report (dated February 19, 2010) which focused on preliminary findings with regard to parking requirements and how they might be met through shared use parking opportunities. Members of the Committee were given an opportunity to provide input on the draft at the meeting and to follow-up directly with Bunt & Associates thereafter. All generally were appreciative that this important issue (i.e. the whole area of parking and traffic considerations) was being addressed in a fairly thorough manner.

### 3.13 Land Acquisition

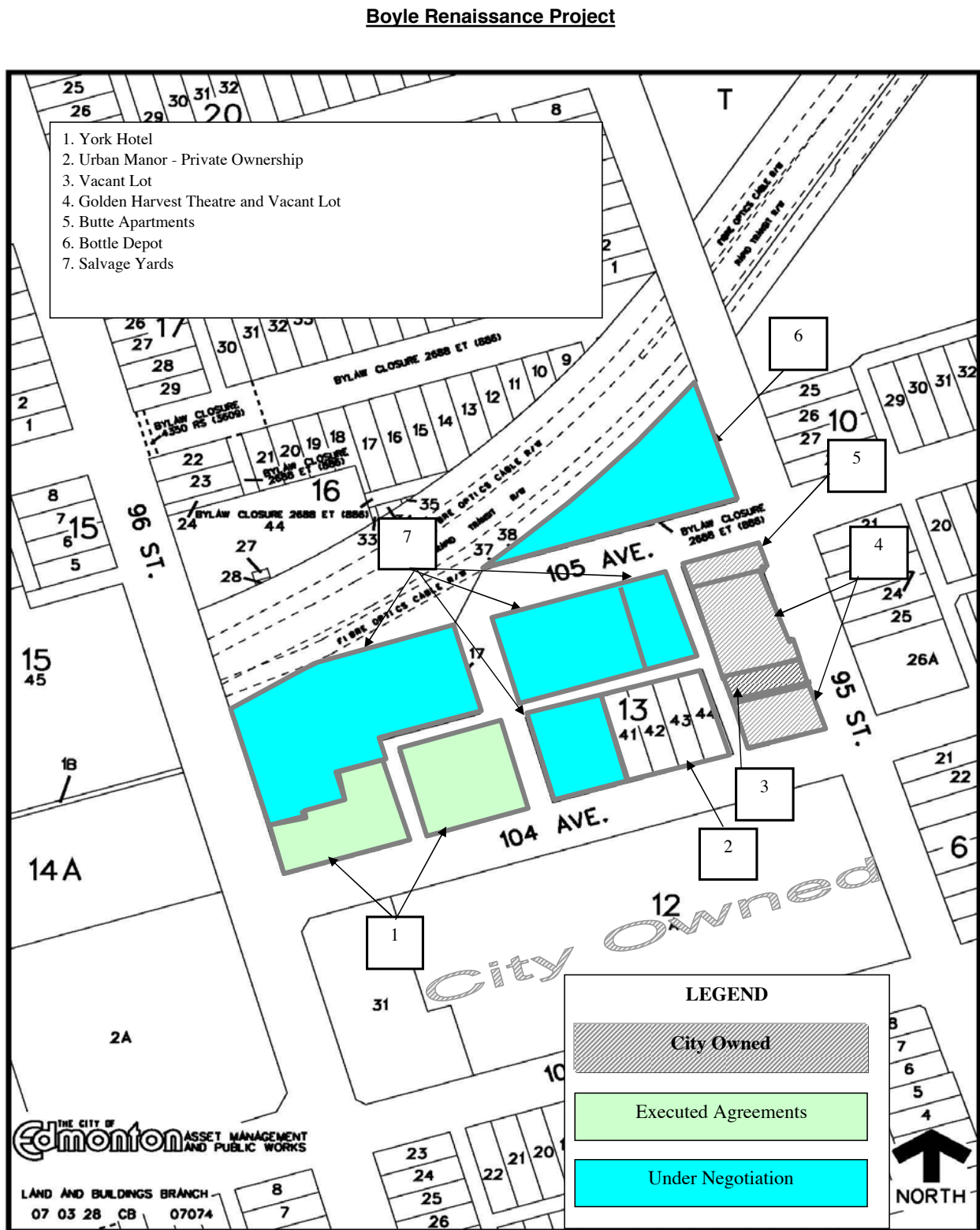
Regular reports on the status of the City's efforts in acquiring land for the development of Boyle Renaissance were provided at BRAC meetings.

The map in Figure 2 provides a snapshot of progress made by the City of Edmonton with regards to land acquisition. In particular it highlights those properties which were owned by the City at the outset, those which have been acquired outright to date, other parcels which, at the time of writing this report, have "executed agreements" in place, and finally those properties which will require longer term negotiations<sup>5</sup>.

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<sup>5</sup> As this report goes to press, the City has completed the purchase of the York Hotel.

Figure 4 Boyle Renaissance Land Acquisition



### 3.14 Approach to Rezoning Requirements

As noted above, BRAC provided significant input into the Master Plan and the planning process that was to be followed in implementing the Boyle Renaissance Initiative. Early on in the process it was noted that implementation of the Boyle Renaissance Initiative would require rezoning of the lands and an amendment to the Boyle St. McCauley Area Redevelopment Plan.

In consideration of the type of mixed-use development being proposed, it was determined that the provisions of site-specific Direct Control (DC1) zoning would address the mixed use nature, historical aspects and community focus of Boyle Renaissance. Through discussions on the Master Plan, BRAC defined the type and intensity of uses that were considered suitable for inclusion in the Direct Control Provisions. BRAC determined that the planning for Boyle Renaissance should be viewed in the context of three distinct phases. Phase 1 would include the YMCA Welcome Village (affordable housing), Inner City High School and community centre located on 104 Avenue, Phase 2 would be the Aboriginal Centre and housing facility on 95<sup>th</sup> Street and Phase 3 would encompass the balance of the lands including those currently occupied by the York Hotel and the Salvage Yards.

At BRAC's meeting on September 30, 2009 a roundtable discussion took place whereby consensus was reached to proceed with the zoning for Phase 1 and Phase 2 separately, with the understanding that the rezoning of the Phase 3 lands and finalization of the Master Plan would follow at a later date.

A public information meeting was held on October 29<sup>th</sup> at the Boyle Street Community Hall. In accordance with the City's notification requirements, meeting notices were mailed to residents of the McCauley and Boyle Street neighbourhoods (approximately 2800 individual notices were sent out). In addition, meeting notices were posted in local newspapers and a community newsletter was circulated by the Boyle Street Community League advising residents of the meeting. The proposed Master Plan, DC1 Provisions and ARP Amendment were presented at the information meeting to obtain additional feedback from the broader community. Twenty (20) people attended the meeting. Through the discussion that followed the presentation, those in attendance indicated their general support for the Plan.

The rezoning applications and ARP were submitted to the City for review. The review process included circulation to City departments and external agencies for comment. The DC 1 Provisions were presented to the Edmonton Design Committee on March 16, 2010 and a formal public hearing was held at City Hall on March 23, 2010, at which approval was granted.



### 3.15 An Artists Village

History has shown that when it comes to urban revitalization initiatives, artists within a community are often the “pioneers”; the ones to lead, to take risks, and to invest in an area that the general population is inclined to avoid.

Over the summer months BRAC connected with representatives of Edmonton’s arts community who expressed some interest in the 96<sup>th</sup> Street industrial building as a possible location for live/work spaces for senior artists. Registered as a non-profit society, “Artists Urban Village” developed a concept modeled on *Professional Artists Lodge* with operations in Toronto and Vancouver.

At BRAC’s November meeting the group’s representative explained that while their goal was to obtain safe, affordable housing for seniors within the arts community it was important that ancillary space be included such as a theatre, gallery and other arts related facilities. It was noted that the group was leaning towards equity ownership and/or co-op housing, and BRAC concluded that the development as envisaged would be a good fit for Boyle Renaissance.

### 3.16 On-Going Operations/Maintenance and Security

In 2008, during the BRAC I planning process, a consensus was reached, through discussions which led to the urban design principles and guidelines for the area, about the nature of community which should be created. What was envisaged for Boyle Renaissance was:

- A place of process – constantly rebirthing and evolving
- An anchor of development for the inner city
- The “heart” of the inner city
- A place of diversity and inclusiveness for all
- A demonstration of appropriate and responsible development
- A liveable and vibrant community that is safe to live and work in.

The term “sustainable village” was adopted with the expectation that a model of environmental, social, cultural and economic sustainability would be created. Part and parcel of this vision was the need for “unified structural concepts” which, among other things, would ensure that the development would be built in a sustainable way (e.g. with LEED® standards in mind), and that efforts would be taken to ensure that it operated in a sustainable manner on a day-to-day basis.

During the course of its deliberations beginning in the fall, 2009, BRAC II attempted to explore alternatives to ensure that a structure was put in place which would facilitate on-going communications between each of the Boyle Renaissance proponents/developers as well as the surrounding community. As planning for Phase 1 (i.e. the YMCA Welcome Village etc.) progressed, and specifics around Phase 2 evolved, it seemed that “pods of partners” were evolving. BRAC concluded the development of a mechanism or structure to encourage coordinated approach to manage and operate the resultant buildings and facilities was needed.

The overall goal was to encourage the development of a safe and clean area.

BRAC was intrigued by the approach being taken with Phase 1, for which the creation of a specific entity, to provide a mechanism for on-going dialogue and coordination of services (based on the concept of a “bare land condo”), was being explored. However, at the time of writing their report, the concept was still very much a “work in progress”. BRAC concluded that a focused study was required to thoroughly consider alternative models or structures to achieve the vision for an on-going clean and safe sustainable development.

### 3.17 Good Neighbour Agreements

The concept of “Good Neighbour Agreements (GNAs)” was identified during BRAC I as a concept which warranted further exploration. While relatively new to Canada, GNAs have been used in the United Kingdom since the early 1990’s as a means of facilitating the development of social housing and similar facilities into existing neighbourhoods. Generally not legally binding, these written agreements are entered into by landowners/operators of new developments and existing community councils or associations. GNAs were established both to promote positive behaviour and to reinforce community values.

Over the summer months, BRAC became familiar with the City of Nanaimo’s experience with Good Neighbour Agreements, Calgary’s Mustard Seed initiative, Winnipeg’s Magnus Centre project, and the work being done in Edmonton in the nearby McCauley neighbourhood. Some of the advantages of GNAs were noted as follows:

- Allows an agency to work cooperatively within a community;
- Can address various challenges that exist (e.g. social disorder, cleanliness issues, hours of operation, communication with both the community and the police, lineups and client behaviors);
- Are an effective collaborative tool to bring people and groups together;
- Immediate result is that an agency is viewed as acting in the interests of the broader community and is seen as a responsible community member; and
- Recognizes the value of working in partnership.

The Committee agreed that there was merit in exploring the use of GNAs for Boyle Renaissance, and a working group consisting of six volunteer members of BRAC was set up to consider the concept in general and to draw up principles which might serve as a guide in developing a GNA for Boyle Renaissance.

The working group met on September 28<sup>th</sup> (see notes of their meeting in Appendix 5.9) and reported their findings and recommendations to BRAC later that week.<sup>6</sup> It should be noted that the views of elders and leaders within Edmonton’s Aboriginal community, who had participated in the *Wicihitowin Circle of Shared Responsibility* discussion earlier in the year, had a significant impact on the thinking of the working group with regard to the “principles” to adopt to guide the development of a GNA. In this regard, “reciprocity” was seen to be an underlying principle to guide any GNA for Boyle Renaissance – i.e. it is equally important that the neighbourhood embraces new people and that the new people embrace the neighbourhood.

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<sup>6</sup> BRAC would like to acknowledge the work done by Laura Berezan, a volunteer member of BRAC and the working group, a law student and a resident of McCauley, whose internet research on GNAs proved to be of much help in ensuring that an informed discussion could take place.

BRAC concluded that Good Neighbour Agreements could serve as a useful tool to promote the development of a safe, clean and respectful neighbourhood. However it will be important for those charged with developing such agreements to recognize that mutual respect between all parties involved will be required; particularly between existing and new residents/stakeholders. As suggested above, BRAC hopes that the existing neighbourhood will embrace new people while at the same time the new people will embrace those in the existing neighbourhood. It is anticipated that in developing GNAs a committee will be established to undertake further research (particular with a view to learning from others; including other neighbourhoods within Edmonton) and provide a forum for on-going communication between all parties to address issues as they may arise over time.

### 3.18 Public Involvement

Public involvement in the planning process for the Boyle Renaissance initiative took many forms, with the creation of the Boyle Renaissance Advisory Committee (BRAC) being the most significant. BRAC, the members of which (as noted above) included area residents and business owners as well as project partners, provided a regular forum through which all aspects of the proposed development could be reviewed and debated. BRAC committee members, project partners and City staff also participated in community meetings where area residents offered very valuable insights into their neighbourhood and the Boyle Renaissance initiative.

BRAC's *Public Involvement/Communications Working Group*, which was set up in June, 2009, met regularly over the following months to review issues that arose during various BRAC and community meetings. Recommendations made by the committee to BRAC (and acted upon by it) included:

- Developing a residential relocation program to offer reasonable assistance to existing residents to find and relocate to alternative housing;
- Commissioning a written history of the North of Boyle Street area;
- Arranging for existing buildings in the area to be evaluated by the City's heritage planners; and
- Encouraging the development of economic activities in the area, including the development of commercial space where possible

What the working group and BRAC did not do however was to create a public involvement plan based on the City's "public involvement framework". While a fair amount of time was dedicated to this particular task (which was one of the 13 recommendations emanating from BRAC I), consensus reached at a meeting with Jill Bradford Green of the City's Public Involvement Office, was that, as a result of the transparent and iterative approach taken with Boyle Renaissance, and the significant impact which BRAC had had on it, developing a "public involvement plan" *per se* was unnecessary. It was noted that in fact, without having a written plan in place, as a result of BRAC's direct and on-going involvement, a planning process had emerged which in effect met the spirit and intent of the City's more formal "public involvement framework".

In lieu of a public involvement plan *per se*, and in keeping with Jill Bradford Green's recommendation, in the fall of 2009, an historical consultation process map was developed together with an outline of possible "go forward" communications and public involvement opportunities. A copy of the process map or rather "Historical Review of Boyle Renaissance" is contained in Appendix 5.10.

The City of Edmonton was cognizant of the importance of on-going public communications and as such established "The Boyle Renaissance Report", a monthly newsletter which was e-mailed to interested stakeholders and available on the City's web site. Articles from this report were frequently re-published in the community newspaper the *Boyle McCauley News*, further expanding the audience for this newsletter. Started in January 2009, it is anticipated that this newsletter will continue to be published for the foreseeable future.

While BRAC appreciated that the monthly newsletter and the Boyle Renaissance web page on Edmonton.ca. would continue, and that Phase 1 partners would also be undertaking face-to-face meetings with a variety of stakeholder groups over the next few months, it concluded that more was needed to be done to invite the broader public to become involved with the planning and development of Boyle Renaissance going forward.

The following were identified as some of the outstanding fundamental planning and development issues which would best be resolved with significant public involvement as part of a Phase 3 program for Boyle Renaissance:

- the City is still in the process of purchasing the remaining lands for Phase 3;
- there are outstanding questions around the exact location of the community garden;
- there are heritage considerations around some of the buildings (e.g. Edmonton Iron Works); and
- there are questions about who is going to build on the Phase 3 lands.

BRAC concluded that In order to achieve the vision of a mixed-income and mixed-use development, the City and the broader community needed to be just as engaged in trying to attract developers for Phase 3 as they were for the two earlier phases of Boyle Renaissance. In short, a BRAC III Advisory Committee needed to be established to continue to work toward the completion of the vision for Boyle Renaissance. Given that attracting market housing and compatible neighbourhood level retail uses is a recommended priority for Phase 3, BRAC was hopeful that representatives of the local BRZ and the McCauley Community League might be interested in returning to the BRAC table. At the same time, in order to avoid losing the "learnings" and experience gained to date, it was hoped that as many past members of BRAC as possible would agree to serve on the proposed BRAC III Advisory Committee.

## 4. RECOMMENDATIONS

The following recommendations by the Boyle Renaissance Advisory Committee (BRAC II) are respectfully submitted to the City of Edmonton.

### 4.1 A Mixed-Income and Mixed-Use Neighbourhood

The updated Boyle Renaissance Development Program with its 295 housing units, a new Inner City High School and a Community Centre be adopted and approved in principle for the Boyle Renaissance area; and that the development of an “artists village”, market housing and/or neighbourhood-scale commercial space be actively encouraged and planned for on a priority basis in the remaining area.

### 4.2 History of the Area and Heritage Considerations

Efforts be made to preserve existing buildings deemed to have heritage value and to capture and celebrate the history of the Boyle Renaissance area. Specifically the following are recommended:

- a. to reuse the Edmonton Iron Works Building;
- b. to preserve the facades of the Edmonton Supply Store and the York Hotel and have them incorporated into the final development; and
- c. to commission a historical interpretive study for Boyle Renaissance which would focus in particular on ways in which the history of the area could be documented and communicated to the public for years to come.

### 4.3 Urban Design/Master Plan

That the urban design/master plan as outlined in Figure 2 of this report (see above) be adopted by the City and serve as a guide for all future development in the area.

### 4.4 Residential Relocation Program

The residential relocation program as developed by the City of Edmonton in consultation with BRAC be adopted to assist existing residents in finding new accommodations and where possible to re-house these residents within the final Boyle Renaissance development.

### 4.5 Economic Development

That additional economic development activities in the general area (as appropriate) be encouraged to serve the needs of all community members. This includes opportunities for those members of the community whose supplementary sources of income may have been lost in order to make way for Boyle Renaissance.



## 4.6 Community Gardens and Green Roofs

That all development in the area support sustainable green spaces as outlined in the proposed Master Plan, and that building upon the work of BRAC to date:

- That the City of Edmonton continue to work with existing community gardeners in Boyle Renaissance to explore alternative sites/locations and determine resources which may be required to relocate the gardens in a manner which would result in as minimal disruption as possible;
- That a concerted effort be made to encourage the development of roof-top gardens (green roofs) on the LRT structure as well as all new buildings which will be built in the Boyle Renaissance area;
- Assuming that the results of the structural engineering study concludes that the LRT structure is sufficient to accommodate community gardens, then a consultant, well-versed in both community gardens and roof-top gardening, should be engaged to better ensure that success will be achieved in the final development; and
- That sufficient monies be budgeted to ensure that new community gardens to meet the needs of existing and future residents of the Boyle Renaissance area can be developed successfully.

## 4.7 Transportation and Parking Management Program

Consistent with the sustainable development principles inherent in the proposed Master Plan for Boyle Renaissance, and with the current Boyle Street/McCauley ARP Bylaw, and in order to help stimulate private sector investment in the area via a “transit-oriented development”, that a new Northeast Line LRT at grade platform station be established in the area, preferably at 95th Street and 106 Avenue.

## 4.8 On-Going Operations/Maintenance and Security

That a study be undertaken to develop a structure that ensures that the owners and operators of all buildings in Boyle Renaissance work together on an on-going basis to ensure the highest possible standards.

## 4.9 Good Neighbour Agreements

- a. that the City pursue the development of a Good Neighbour Agreement(s) for Boyle Renaissance
- b. that a Working Group made up of representatives of the following be formed to develop such an agreement(s) :
  - Existing agencies/BRZ
  - Boyle Renaissance proponents
  - Community Leagues
  - City of Edmonton – Planning, Community Services, Police, and Public Works
- c. that the Working Group be encouraged to undertake further research (particularly with a view to learning from others; including other neighbourhoods in Edmonton) and provide a forum for on-going communication between all parties to address issues as they may arise
- d. sufficient funds should be budgeted in order to implement the concept effectively.

## 4.10 Public Involvement Going Forward

That an advisory committee under new terms of reference, and including past members of BRAC as well as new members, be established as an ongoing public involvement mechanism for the “next steps” on Boyle Renaissance.