Highlands Neighbourhood Planning Study

Office Consolidation, December 2013

Prepared by:

Current Planning Branch
Sustainable Development
City of Edmonton

The Highlands Neighbourhood Planning Study was approved by Council on March 12, 1986. In December 2013, this document was consolidated by virtue of the incorporation of the following plans:

December 9, 2013	Approved by resolution (To redesignate a site from single family residential to row housing use)

Editor's Note:
This is an office consolidation edition of the Highlands Neighbourhood Planning Study was prepared by the City of Edmonton Sustainable Development on March 12, 1985. For the sake of clarity, new maps and a standardized format were utilized in this Plan. All names of City departments have been standardized to reflect their present titles. Private owners' names have been removed in accordance with the Freedom of Information and Protection of Privacy Act. Furthermore, all reasonable attempts were made to accurately reflect the original document. In case of uncertainty, the reader is advised to consult the original document, available at the office of the City Clerk.

City of Edmonton
Sustainable Development

HIGHLANDS
NEIGHBOURHOOD
PLANNING
STUDY

as amended and adopted by

City Council on March 12, 1985

Prepared by:
Area Planning Branch
Planning and Building Department April 1985

HIGHLANDS NEIGHBOURHOOD PLANNING STUDY

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SUMMARY OF THE STUDY

HISTORY, AUTHORIZATION AND APPROVAL

The Highlands neighbourhood is bounded by 67 Street on the west, 118 Avenue on the north, 50 Street on the east and Ada Boulevard on the south. The neighbourhood is defined as an inner city neighbourhood by the Edmonton General Municipal Plan and is partially affected by the Montrose/Santa Rosa Area Redevelopment Plan, which applies to the CB1, CSC & RA7 *zoned* areas, one lot in depth south of 118 Avenue. Amended by Editor

Highlands is predominantly developed with single family housing. It contains a large amount of older housing which, combined with the tree-canopied streets, provides an unique character and charm to the community. With redevelopment planned for communities west of Highlands, the Civic Affairs Committee on Land Use and Transportation of the Highlands Community League became concerned that redevelopment may spread into Highlands, threatening the long-term survival of its unique residential area. As a result, the Civic Affairs Committee on 1981 10 20 requested that City Council authorize them to prepare an Area Redevelopment Plan. The *Planning and Development Department* reviewed the recent redevelopment history and other land use factors in Highlands and recommended in the "Neighbourhood Needs Assessment Report" that a Planning Study be undertaken to resolve some of the more immediate issues of concern to the Civic Affairs Committee. Council authorized a Neighbourhood Planning Study for Highlands at its meeting of 1982 10 12. Amended by Editor

STUDY PROCESS

The *Planning and Development Department* worked closely with the Highlands Civic Affairs Committee on Land Use and Transportation throughout the Study process. Input from the community-atlarge was obtained through a questionnaire distributed to residential property owners and tenants. An Open House was also held for the purposes of presenting land use proposals for Highlands and discussing issues in the community. Amended by Editor

Approximately 30% of the questionnaires were returned and about 90 people attended the Open House. This is considered to be good representation by the Community.

A Technical Advisory Committee was formed, which consisted of representatives from several Departments of the Civic Administration, the Province of Alberta and the Civic Affairs Committee. The Committee assisted in the study preparation by identifying and clarifying issues, providing technical direction on Study methodology and providing advice and information throughout the Study process.

SUMMARY OF RECOMMENDATIONS

The Study addresses four major planning and transportation issues in the neighbourhood and establishes the desired direction of land use and development in Highlands through a statement of objectives and recommendations.

The four major issues are:

1. traffic volumes (including traffic shortcutting on 66 Street and Ada Boulevard, and heavy traffic volumes on 112 Avenue and 50 Street);

2. the possible expansion and intensification of the 118 Avenue commercial strip;

3. preservation of the community's unique residential and historic character; and

4. the potential impact of redevelopment in certain areas of Highlands as permitted under current Land Use *Zoning*. Amended by Editor

The Study findings and recommendations are provided below.

1. Transportation

The concerns of high traffic volumes and the management of traffic movement on 112 Avenue, 50 Street, 66 Street, and Ada Boulevard were reviewed by the Transportation Department. In addition, several suggested measures to restrain or redirect traffic on or from those roadways were evaluated in consultation with citizens.

The Study recommends that:

i) 112 Avenue

- Existing pedestrian flashers on 112 Avenue at 65 Street and 68 Street be converted to red-amber-green pedestrian signals and further signals be placed at certain intersections (to be determined in consultation with the Highlands Civic Affairs Committee) along 112 Avenue.

ii) 50 Street

- East-west left turn bays be constructed along 118 Avenue at 50 Street and existing 50 Street geometrics be maintained. This project will be placed on the Transportation Department's priorized Miscellaneous Minor Construction List.

iii) Ada Boulevard

- Speed bumps be installed along with an advisory signing program emphasizing the roadway's pedestrian/bicycle function.

iv) 66 Street

- A northbound stop sign be provided at 114 Avenue and 66 Street.

- The parking ban on the west side of 66 Street from the first laneway south of 118 Avenue to 112 Avenue be removed.

- 66 Street be converted to two-way operation from 118 Avenue south to the Safeway entrance; 66 Street be physically restricted to provide only one northbound driving lane at 118 Avenue.

All changes to be implemented on a six month trial basis, during which time the appropriate monitoring to measure impacts will be conducted.

2. Impact and Potential Growth of the Commercial Area

The Study findings indicate that existing City Policy contained in the General Municipal Plan and the Montrose/Santa Rosa ARP is sufficient to prevent the 118 Avenue commercial strip

from extending into the residential area to the south. In addition, findings show that any commercial redevelopment would not likely result in the expansion of buildings, in terms of size and scale, to overshadow adjacent residential properties, as lot sizes and the requirements of the *Zoning Bylaw* would constrain large-scale development.

One lot along the commercial strip, (the Toronto Dominion Bank site) at the southeast corner of 118 Avenue and 66 Street, is split *zoned* with CB1 *Zoning* on the north half and RF1 *Zoning* on the south half. A vacant lot exists immediately south of that site. To eliminate uncertainty regarding the extent of permitted commercial development along 118 Avenue, it is recommended that the CB1 *Zone* be extended to cover the entire Bank site. The vacant lot should retain its RF1 *Zone*, or alternatively a Direct Control *Provision* limiting use to parking and buffering features. In the remainder of the commercial strip on 118 Avenue, existing City policy and Land Use regulations are adequate protection and no new policy or changes to the *Zoning Bylaw* are recommended. Amended by Editor

The Study recommends that:

i) The south half of the commercial site located at the southeast corner of 118 Avenue and 66 Street be *rezoned* from RF1 (Single Detached Residential District) to CB1 (Low Intensity Business *Zone*). Amended by Editor

ii) For the City owned vacant lot (11527 - 66 Street), as an alternative to the RF1 Land Use *Zone*, favourable consideration should be given to a *DC2 Provision* permitting only parking on the north portion of the lot and a landscaped buffer on the south portion, to be maintained by the landowner. Amended by Editor

The *DC2 Provision* would be considered only should the property be sold to a private individual or company, and with their submission of a *rezone* application to the City *Planning and Development Department*. Amended by Editor

3. Preservation of the Community Character

Residents of the Highlands community have a high regard for the unique historic and architectural expression of the neighbourhood and community characteristics such as the older housing and the tree-lined streets. To ensure the continuation this quality and quantity, an analysis should be undertaken by the *Planning and Development Department* and the Highlands Civic Affairs Committee to determine the type and location of the unique community characteristics. Once this is accomplished, the various means of preservation will be considered and the most appropriate method for protection will be recommended to City Council in a report. The Heritage List developed by the Historic Site Selection Committee of the Edmonton Historical Board should be added to the City of Edmonton Register of Heritage Buildings, once this list has been reviewed and supported by the Highlands Community League - Civic Affairs Committee and affected residents. Amended by Editor

The Study recommends that:

i) The List of heritage buildings developed by the Historic Site Selection Committee be added to the City of Edmonton Register of Heritage Buildings, once this has been reviewed and supported by the Highlands Community League - Civic Affairs Committee and the affected property owners.

ii) Planning staff in consultation with the Highlands Community League - Civic Affairs Committee be authorized to prepare development guidelines and Land Use regulations

to protect the character and architectural expression of housing and unique community features identifiable in Highlands.

4. Redevelopment Potential Under Existing *Zoning*

Amended by Editor

There are certain areas in Highlands where the current *zoning* is not considered to be appropriate, given the current land use or location of the property. In these cases, *rezonings* are proposed which would be more suitable.

The Study recommends that:

i) The first three lots north of 112 Avenue and the first four lots south of 112 Avenue, between 67 Street and the lane between 65 and 66 Streets, be *rezoned* from RA7 (Low Rise Apartment *Zone*) to RF1 (Single Detached Residential *Zone*). Amended by Editor

ii) The vacant site on the southwest corner of 118 Avenue and 50 Street be *rezoned* from RF3 (Low Density Redevelopment *Zone*) to CBI (Low Intensity Business *Zone*).

iii) The site on the southeast corner of 118 Avenue and 51 Street which is now the location of the No. 7 Fire Station be *rezoned* from RF3 (Low Density Redevelopment *Zone*) to PU (Public Utility *Zone*).

iv) The residential area between 50 Street and 53 Street and Ada Boulevard and 118 Avenue designated RF3, be *rezoned* RF1 in total.

CHAPTER 1 - INTRODUCTION

1.1 HISTORY AND MANDATE

The community of Highlands is located in the Northeast District of Edmonton as shown on Map 1. The study area is bounded by 67 Street on the west, 118 Avenue on the north, 50 Street on the east and Ada Boulevard on the south, and is bordered by the communities of Bellevue, Montrose and Beverly Heights (Map 1). The Montrose/Santa Rosa Area Redevelopment Plan, approved by Council on 1983 01 11, applies to the commercial and apartment properties (1 lot in depth) on the south side of 118 Avenue which are also located in the Highlands Study Area.

In a letter submitted to City Council dated 1981 10 20, the Highlands Community League - Civic Affairs Committee on Land Use and Transportation, expressed their concern about possible redevelopment pressures as well as transportation problems. The letter outlined the concern of the Committee, that redevelopment could infiltrate the neighbourhood and result in the loss of the older, historic housing characteristic of Highlands, unless regulatory measures were in effect. They also proposed that they be permitted to prepare an Area Redevelopment Plan for the Highlands Community.

The Civic Affairs Committee's submission was considered by the Public Affairs Committee along with a report from the Administration at its meeting of 1981 03 16. In the report, the *Planning and Development Department* advised that the lack of redevelopment pressures did not warrant an Area Redevelopment Plan, and that the District Planning Program could deal with many of the issues in Highlands. Council subsequently adopted the following recommendation at its meeting of 1981 03 24.

Amended by Editor

> "That the Highlands Community should document the issues facing them and prepare a position paper to be used as input in the consideration of plans and proposals affecting the Community rather than prepare an Area Redevelopment Plan Bylaw at this time."

In modifying the District Planning Program in April 1982, City Council requested that the *Planning and Development Department* assess the planning needs of individual neighbourhoods throughout the City. The resultant "Neighbourhood Needs Assessment Report" recommended that a Neighbourhood Planning Study be undertaken to resolve some of the more immediate concerns of the Civic Affairs Committee. Council approved Highlands for a Neighbourhood Study at its meeting of 1982 10 12.

Amended by Editor

1.2 THE STUDY AREA

The Highlands community is located within the Northeast District of the City, where number of city-wide facilities, such as the LRT line, the Edmonton Northlands Exhibition grounds and Coliseum, and Commonwealth and Clarke Stadium are located. These facilities have had certain unsettling effects on surrounding communities, with increased traffic, parking, noise and redevelopment potential introduced into residential areas. Highlands has been fortunate in that to date it has managed to avoid many of these problems which are affecting other neighbourhoods in the Northeast. The Highlands neighbourhood has maintained its stability and particular character through the rapid changes occurring in other parts of the Northeast District.

Highlands is a pleasant residential community containing mostly single family housing on tree-lined streets. It is an unique inner city community in that most of its original housing stock has been retained and is well-maintained. The Civic Affairs Committee and community residents have expressed their appreciation of this quality of life in Highlands and their desire to see this continued in the future.

Highlands is predominantly a low density residential community, with some walk-up apartment development located along 118 Avenue and 50 Street. Some strip commercial development exists along 118 Avenue west of 64 Street, and a small commercial node exists at 65 Street and 112 Avenue. There is no industrial development in Highlands.

1.3 PURPOSE OF THE STUDY

The purpose of this Study is to identify the planning and transportation issues in the Highlands neighbourhood and to investigate the means by which these issues could be resolved. The Study contains recommendations and objectives which address these issues.

1.4 THE STUDY PROCESS

The Highlands Study has been prepared with ongoing consultation and input from various Civic Departments, the Highlands Community League - Civic Affairs Committee, and concerned individuals and the community at large.

The Study process began with the collection and analysis of information on the community's land use and demographic characteristics. This has been incorporated in a separate document called the Highlands Community Profile. Terms of Reference were developed for the Study in consultation with the Civic Affairs Committee and affected City Departments. The Terms of Reference established the scope, process and time frame, and identified the participants in the Study. Community issues were identified through meetings and consultation with the Civic Affairs Committee and Civic Departments. These issues were confirmed by the community at large through a Residents Questionnaire which was submitted to every household and property owner. The Questionnaire also obtained feedback on preliminary land use recommendations being considered by the *Planning and Development Department*. An Open House was held as well to obtain public opinion and reaction to the *Planning and Development Department* proposals.

Amended by Editor

Following the Questionnaire and Open House, a draft study report was prepared and discussed with the community and Departmental representatives. Surveys of the property owners affected by *rezonings* of a more restrictive nature were accomplished to determine their concerns. The draft neighbourhood planning study report was circulated to affected City Departments, agencies and groups for their review and comment before being submitted to the Municipal Planning Commission and the Executive Committee. Further community consultation was carried out at the direction of the Public Affairs Committee of Council prior to final approval.

Amended by Editor

The Study Process is outlined in chronological order in Appendix A of the Report. A brief description of the various Committees and information collecting techniques which assisted in the Study preparation is provided below.

1.4.1 The Highlands Civic Affairs Committee on Land Use and Transportation

The Civic Affairs Committee consists of 12 members from the Community League and is

concerned with planning related matters in the neighbourhood. The Committee assisted community and transportation planners in providing general information about the neighbourhood, identifying issues and objectives, and providing feedback to planners throughout the Study process.

1.4.2 Technical Advisory Committee

A Technical Advisory Committee established at the. outset of the Study process, had representatives from the City Departments (Planning, Transportation, *Community* Services and *Parkland Services*) as well as Alberta Culture and the Highlands Civic Affairs Committee. The Committee met throughout the Study process and enabled coordinated input, feedback and sharing of information through various stages in the Study preparation. Amended by Editor

1.4.3 Historic Site Selection Committee (HSSC)

The HSSC of the Edmonton Historic Board assisted the *Planning and Development Department* in a survey of homes constructed prior to 1940 which contributed to the particular architectural character found in the Highlands housing stock. The Committee consists of members of the *Parkland Services Branch*, the Old Strathcona Foundation, Alberta Culture, the Edmonton Historical Board and the City's Heritage Officer. The evaluators were assessing homes in terms of their representation of the architecture of the period in which they were built and the absence of alteration to the original features of the house. This survey resulted in a list of heritage homes in Highlands which have retained their original character. This list may be added to the City of Edmonton's Register of Heritage Buildings maintained by the Board. , Amended by Editor

1.4.4 Residents' Questionnaire

A Residents' Questionnaire was distributed to all tenants and owners of residential property in Highlands. The purpose of the Questionnaire was to confirm the issues which had been identified by the Civic Affairs Committee and the Technical Advisory Committee. The Questionnaire also attempted to obtain an indication of support for certain preliminary study recommendations being considered by the *Planning and Development Department*. Of approximately 1,500 Questionnaires distributed, 437 were returned, amounting to a response rate of approximately 30%. Amended by Editor

1.4.5 Open House

The Questionnaire contained an invitation to attend an Open House on November 29, 1983 held in the Community League Lounge between 3:00 p.m. and 9:00 p.m. Residents were able to discuss concerns they may have about Highlands with representatives from the Planning, Transportation, and *Parkland Services*. Residents could also clarify questions concerning the Questionnaire before its completion. Displays showing the Study issues and preliminary study proposals were available to generate discussion and obtain public feedback. Approximately 90 people attended the Open House. Amended by Editor

1.4.6 Survey of Property Owners in RA7, CNC Areas

To determine the extent of support or non-support for the proposed *rezoning* to RF1 in the RA7 *Zone*t area and CNC area along 112 Avenue, west of 64 Street, a follow-up questionnaire was distributed to all property owners in these areas. Property owners reacted to the proposals through a written or telephone response. Amended by Editor

1.4.7 Survey of Residents

The Highlands Community League Civic Affairs Committee conducted their own survey of property owners and residents in the RF3 *Zoned* area located between 53 and 50 Street. The Committee felt that another survey with a higher response rate was necessary. The Committee distributed approximately 175 surveys and collected 119 from resident and absentee owners and tenants (68% response rate).

Amended by Editor

1.4.8 Transportation Survey

The Transportation Department distributed a survey to residents of Highlands and nearby communities describing a number of solutions to traffic problems arrived at in consultation with the Civic Affairs Committee. Respondents were asked to indicate the favoured solutions on the surveys and return them to the Department for analysis. Approximately 12% were returned.

1.4.9 Transportation Issues - Public Meeting

The Transportation Department conducted a public meeting in Highlands to obtain public feedback and input on the proposed solutions to traffic problems outlined in the survey. Approximately 80 persons attended the meeting on January 30, 1985.

CHAPTER 2 - COMMUNITY CHARACTERISTICS

2.1 DEVELOPMENT HISTORY

Highlands began its development as a prestigious residential area in 1908. Since then, Highlands has experienced various stages of development. As a result, its housing styles vary in age and architectural style reminiscent of the period of construction. Out of a total of 1,123 residential structures, 5.7% were built between 1900-1919, 19.9% were built between 1920-1939, 66.3% were built between 1940-1959 and 8.1% were constructed after 1959. The development of housing stock in Highlands progressed from west to east, with the larger number of pre-1940 dwellings located in the western section of the community. A great proportion of the pre-1940 housing stock still survives. Many of the residences, ranging from small bungalows and cottages along 66 Street to the substantial homes along Ada Boulevard and 111 Avenue, are in good to excellent condition.

2.2 LAND USE CHARACTERISTICS

The total area of Highlands is approximately 291 acres (118 hectares), distributed among the various land uses as outlined in Table I.

TABLE I
EXISTING LAND USES

Land Use Category	Area in Acres	Area In Hectares	% of Total Area
Residential (Total)	156.2	63.2	53.6
Single Family	151.4	61.3	51.9
Two Family	1.9	0.8	0.7
Multi-Family	1.0	0.4	0.3
Apartment	1.5	0.6	0.5
Commercial	5.4	2.2	1.9
Institutional	16.8	6.8	5.8
Industrial	-	-	-
Transportation	0.2	0.1	0.1
Open Space/Recreation	5.4	2.2	1.9
Vacant/Undeveloped	1.5	.6	0.5
Other (pavement, roadways etc.)	106.0	42.9	36.3
Total	291.5	118.0	100.0

Source: 1983 PRISM

The breakdown of dwelling types in Highlands is provided in Table II:

TABLE II

COMPOSITION OF DWELLING TYPES IN HIGHLANDS

Housing	**Number of Units**	**% of Total**
Single Family Dwellings	1,023	81.5%
Single Family Dwellings Containing a Suite	128	10.2%
Semi-detached/Duplex Dwellings	18	1.4%
Multi-family Dwellings	29	2.3%
Apartments (1-4 storeys)	57	4.6%
Total	1,255	100.0%

Source: 1983 PRISM

Map 2 indicates that the predominant land use in Highlands is low density housing. The few walkup apartments in Highlands are located mainly along 118 Avenue. Some multi-family buildings are situated on 50 Street south of 112 Avenue, and on 118 Avenue between 58 and 60 Streets. Multi-family dwellings are not, to any significant degree, found in the interior of the Highlands neighbourhood.

Commercial development is also not highly represented in Highlands. Most commercial enterprises are restaurants, shops, beauty parlors, grocery stores and banks.

The greatest concentration of commercial uses is found on 118 Avenue, between 58 and 67 Streets, and a small commercial node located at the intersection of 65 Street and 112 Avenue. Office uses in Highlands are situated on 112 Avenue at 50 Street and between 52 and 53 Streets, and along 118 Avenue.

Institutional and recreational uses comprise the remaining land uses. Institutions include two public schools, Highlands Junior High and Mount Royal Elementary, as well as two churches, Highlands United Church located at 113 Avenue and 64 Street and Highlands Baptist Church located at 112 Avenue and 55 Street. Parks and Recreation facilities are concentrated between 112 and 114 Avenues, east of 62 Street. A small park containing some playground equipment is situated south of Mount Royal Elementary School.

2.3 CHARACTERISTICS OF EXISTING RESIDENTIAL DEVELOPMENT

The Highlands residential community is among the City's neighbourhoods having an unique character and pleasant living environment, attributed to the tree lined streets and various styles of "period" architecture. Residents identify strongly with the neighbourhood and exhibit a high degree of civic pride that can be observed from the community's cleanliness and well-kept buildings and property. The large number of pre-1940 housing still in existence (25.6% of the total housing stock) indicates that very little redevelopment to other land uses has occurred. Most of that redevelopment has been more in the form of replacement of single family dwellings with new single family dwellings, and additions to dwellings, as indicated in Table III.

TABLE III
RESIDENTIAL DEVELOPMENT PERMITS IN HIGHLANDS, CLASS C AND D
1978 to 1984

Year	Number of New Additions	Number of New Dwellings	Other
1978	7	3	-
1979	6	3	-
1980	3	3	-
1981	5	6	-
1982	6	1	1
1983	5	1	-
1984	4	-	2

Source: Planning and Building Department – Development Permit, City of Edmonton

Highlands is not experiencing redevelopment in the form of multi-family.housing, such as duplexes and triplexes. However, surveys of pre-1940 housing in Highlands have shown that new housing, additions and renovations are often out of character and style with the original housing featured in certain parts of the neighbourhood. This appears to be more common rather than redevelopment of existing low-density housing.

2.4 POPULATION

Table IV shows the percentage distribution by age group in 1971 and 1983 as compared to the 1983 figures for the City of Edmonton. The community does have a larger proportion of people over 65 years of age and a lower proportion of younger people between the ages of 20 to 39 compared to the City as a whole. However, the percentage of people between 20 to 39 years of age, which has increased between 1971 and 1983, indicates that Highlands is a community with a living environment attractive to all age groups.

TABLE IV

POPULATION OF HIGHLANDS (1971 ABD 1983) BY AGE GROUP

	Highlands				City of Edmonton	
Age Group	**1971**	**(%)**	**1983**	**(%)**	**1983**	**(%)**
0-19	1,248	(33.3)	697	(22.4)		28.6
20-39	929	(24.8)	1,029	(33.2)		42.4
40-59	913	(24.3)	563	(18.2)		18.7
60-64	239	(6.4)	217	(7.0)		3.3
65+	424	(11.2)	592	(19.2)		7.0
	3, 753		3, 098			

Source: 1971, 1983 Civic Census

2.5 COMMUNITY FACILITIES

A detailed description of Community Facilities is provided in the Highlands Community Profile. Highlands is not experiencing major problems or shortages that need to be dealt with in this Study.

2.6 TRANSPORTATION

2.6.1 Background Information

Highlands' central location allows for excellent access to most parts of the City. Rapid north/south connections are provided by Capilano Drive (*renamed Wayne Gretzky Drive*), with an interchange located just west of Highlands on 112 Avenue. East/west access is allowed by 112 Avenue and 118 Avenue. Many of the City's major facilities are easily reached from Highlands, such as Borden Park, the Clarke and Commonwealth Stadia and Edmonton Northlands. Bus routes serve Highlands along 118 Avenue and 112 Avenue and provide access to the LRT system. The roadway network within Highlands is shown on Map 3.

Amended by Editor

There are no major transportation proposals for roadways within Highlands according to the City's 10 Year Roadway Plan adopted by Council on 1983 09 20. A long term proposal to widen 118 Avenue from 4 to 6 lanes is currently under review. The Transportation System Bylaw No. 6707 adopted by Council on 1983 03 20 reaffirmed the arterial road status of 112 and 118 Avenues and 50 Street. However, Council specified that no widenings were to occur along 112 Avenue between 50 and 80 Streets.

There are a number of roadway proposals in the vicinity of Highlands which could affect the community's overall traffic picture. The Five Year Roadway Improvement Program (1984 to 1988) indicated grade separations for Yellowhead Trail/82 Street in 1987. This scheduling is subject to City Council approval and annual budget constraints. Improved design of access and egress ramps to the Yellowhead should enable better traffic flows at these intersections, possibly attracting more east/west traffic away from 118 and 112 Avenues. The *Wayne Gretzky Drive* extension from 120 Avenue to the Yellowhead Trail is scheduled for construction between 1988 and 1990. It is expected this would attract traffic from local roadways in Highlands, including 66 Street, thereby reducing their traffic volumes. .

Amended by Editor

2.6.2 Traffic Flows and Patterns

The most heavily travelled roadway in Highlands is 112 Avenue, which carries up to 26,300 vehicles (1981 average annual weekday traffic). It is noteworthy that the traffic volume on 112 Avenue is substantially greater than 118 Avenue (carrying 16,000 vehicles). It is likely more attractive to drivers because of fewer obstructions (traffic signals, parked cars) therefore, the traffic moves at a smoother pace. 112 Avenue also provides direct access to and from the City Centre.

Ada Boulevard has been the subject of numerous complaints by residents about traffic flows in recent years. The main objection is that traffic avoids 112 Avenue, particularly at rush hour, traveling down 50 Street and along Ada Boulevard before turning north again to 112 Avenue. However, the Transportation Department feels that this problem has been alleviated with the installation of a traffic signal at 112 Avenue and 50 Street on 1983 06 02, making access onto 112 Avenue easier and therefore a more attractive route to those who previously used Ada Boulevard. The Transportation Department has provided the following traffic volumes (Table V) on Ada Boulevard, before and after signal installation, to demonstrate this.

TABLE V
BEFORE/AFTER VOLUMES ON ADA BOULEVARD
SINCE SIGNAL INSTALLATION - 112 AVENUE/50 STREET

Time Period	Location	November 1982 Volume	November 1983 Volume	% Change
A.M. Peak	75 Street South of 109 Avenue	123	118	-4%
	Ada Boulevard East of 68 Street	161	158	-2%
	Ada Boulevard East of 60 Street	140	125	-11%
	Ada Boulevard East of 51 Street	133	117	-12%
P.M. Peak	75 Street South of 109 Avenue	141	111	-21%
	Ada Boulevard East of 68 Street	158	150	-5%
	Ada Boulevard East of 60 Street	150	133	-11%
	Ada Boulevard East of 51 Street	168	149	-11%
Average Weekly Daily Traffic	75 Street South of 109 Avenue	837	758	-9%
	Ada Boulevard East of 68 Street	1,064	1,063	0%
	Ada Boulevard East of 60 Street	1,014	983	-3%
	Ada Boulevard East of 51 Street	1,088	1,075	-1%

Residents along Ada Boulevard were unsatisfied with traffic volumes as demonstrated by a petition containing 157 signatures requesting that the City of Edmonton initiate action to remedy the situation.

Residents have also shown concern over traffic volumes on 66 Street, which is a collector road south of 118Avenue but an arterial road north of 118 Avenue. 66 Street provides an attractive route to the northern sections of the City from 112 Avenue. Aided by the signalized intersection at 118 Avenue, 66 Street is a preferred alternative to the arterial roads in the vicinity. In January of 1972, the Transportation Department responded to the problem by converting 66 Street to a one-way operation. 66 Street is a one-way northbound route between 112 and 118 Avenues while 68 Street (not located in Highlands) is the southbound portion of the couplet. Vehicular volumes at the time of conversion were approximately 7,200 vehicles per day, and in 1982, the 24 hour total was reduced to 3,600 vehicles. For 68 Street, south of 118 Avenue, the average daily count is considerably less at 1,152 vehicles. The Transportation Department demonstrated that traffic volume on 66 Street is not excessive for a collector roadway, nor does it exceed the count for similar collector roadways in comparable inner city neighbourhoods in the City as illustrated below.

116 Street from 111 Avenue to Kingsway	8,000 daily
124 Street north of 118 Avenue	10,000 daily
66 Street south of 118 Avenue	3,600 daily

Although there has been a 50% reduction in vehicular traffic on the roadway, citizen concerns were still being raised regarding the amount of traffic on the roadway. A petition of signatures from 144 persons in the vicinity of 66 Street was collected which requested that measures be taken by the City to reduce non-local traffic on 66 Street.

CHAPTER 3 - CURRENT MUNICIPAL POLICIES AND REGULATIONS

3.1 GENERAL MUNICIPAL PLAN

The General Municipal Plan (GMP) outlines the major objectives and policies of City Council for future development and land uses in Edmonton. Those which have application to Highlands are reproduced below.

Residential Policy

Through the GMP, the City adopted a strategy for accommodating future population growth in a more concentrated fashion. This entails more compact residential development in new suburban areas and allowing some family infill housing within portions of older established neighbourhoods where public services already exist. City Council's Objective 5.B applies to inner city communities such as Highlands.

> "To increase the amount of future housing accommodated in the inner city, with a strong emphasis on family housing and requiring redevelopment to occur on a dispersed basis rather than concentrated in only a few areas."

Commercial Policy

Commercial strips are recognized in the GMP as an important component of the City's economic sector. While their improvement and upgrading is encouraged, development within the commercial strip should not inflict negative impacts on residential areas. Objectives 6.0 and 6.G stipulate this:

> "To ensure that the negative impacts of commercial development on adjacent neighbourhoods are minimized."

> "To stabilize, consolidate, and improve established strip commercial areas, and accommodate a wide variety of commercial activity having due regard to the maintenance of the character and amenities of adjacent residential areas".

The above objectives are also applicable to the 112 Avenue 65 Street commercial node in Highlands. Policy 6.C.1 establishes standards for site orientation, parking, buffering and building height to reduce land use conflicts.

Transportation Policy

Through commuter traffic particularly effects inner city communities, such as Highlands, as drivers choose less congested and more direct routes in favor of arterial roads to reach their destinations in the central area. Objective 8.D of the City Council addresses this problem as follows:

> "To minimize the impact of transportation on inner city communities."

> Policy 8.D.2 elaborates further on this objective:

> "The City will investigate and implement, where feasible, measures to discourage community disruption by through commuter traffic on non-arterial roadways."

Urban Design Policy

Policy 15.B.6 applies to Highlands, which contains a large number of pre-1940 buildings:

> "The City will identify and conserve historic and distinctive older areas of the city which contribute to the interest and character of the urban environment. Furthermore, the City will establish policies and design guidelines to ensure that new buildings constructed in areas of special identity are compatible with existing development."

3.2 *ZONING BYLAW*

Amended by Editor

Prior to the Study, the Land Use *Zones* in the Highlands area, as contained in the Edmonton Land Use Bylaw No. 5996, are as shown on Map 4. Most of the community is regulated by an RF1 *Zone*, which permits single detached housing, and semi-detached and duplex housing as a discretionary use only when the site is adjacent to a commercial or apartment District. The residential area of the community east of 53 Street is covered by an RF3 *Zone* which allows primarily single detached and semi-detached housing; duplexes, small scale conversion and infill redevelopment to housing forms containing up to 4 dwellings per building are discretionary uses. Some areas found along arterial roads (118 Avenue and 112 Avenue) are *zoned* RA7 permitting low rise apartments up to 4 storeys in height. Low-intensity commercial development is allowed under the CB1 *Zone*, located along 118 Avenue. Neighbourhood Convenience Commercial uses which are directed more towards the day to day needs of residents are allowed under the CNC *Zone* at 112 Avenue and 65 Street.

3.3 TRANSPORTATION SYSTEMS BYLAW NO. 6707

The Transportation Systems Bylaw No. 6707 is a comprehensive strategy for the City's transportation networks containing goals, objectives and policies, as well as long range proposals for roadways and transit improvements. The Bylaw considers the need for transportation services and problems relative to the City's network as a whole. The recommended transportation strategy is complementary to the current goals of the City with respect to social, environmental, physical, financial and transportation concerns as expressed by City Council through the General Municipal Plan and by the general public. The policies of the Bylaw which affect Highlands were discussed in .greater detail in Section 2.6.1 of this Report.

CHAPTER 4 - ISSUES AND OBJECTIVES

4.1 ISSUES SELECTION PROCESS

Issues in the Highlands Planning Study were determined through meetings and consultation with the Civic Affairs Committee of the Community League and the City Departments. A complete list of concerns and issues identified in those meetings was submitted to the members of the Technical Advisory Committee (TAC) for their review (see Appendix B).

The Technical Advisory Committee discussed the concerns and arrived at a number of issues felt to be most pertinent to the Planning Study. These are as follows:

1. Transportation

Traffic Shortcutting on Ada Boulevard and 66 Street

Traffic shortcutting on Ada Boulevard and 66 Street is an annoyance to many residents since these roadways are intended to service the local residential area.

Heavy Traffic Volumes on Arterial Roads

Residents have expressed concern over high traffic volumes on arterial roads (112 Avenue, 50 Street) in Highlands. They feel that the high traffic volumes disrupt the neighbourhood and divide the community. The Community League's Civic Affairs Committee proposed that 112 Avenue be redesignated from "arterial" to "collector" road status and that measures be taken to discourage through traffic.

2. Preservation of Community Character

The Highlands neighbourhood is characterized as mainly a single family, low density residential community, containing a large number of older and architecturally unique housing. The mature trees which line many of Highlands streets also contribute significantly to the community identity. There is concern that this character could be eroded and eventually lost as a result of redevelopment to higher density housing forms or to new single detached housing that is out of scale or of an incompatible architectural style with the existing development.

3. Impacts of Commercial Areas

Current City policy encourages, and Land Use *Zoning* permits, redevelopment of older commercial strip properties. There is concern that commercial areas could expand into the residential community or develop to a scale or type which would have adverse effects on adjacent residential properties. The Community League's Civic Affairs Committee suggested that a more restrictive Land Use *Zone* be imposed. Amended by Editor

4. Redevelopment Potential under existing *Zoning* Amended by Editor

There are at present a number of areas in Highlands where the existing development type and density are not maximized according to that allowed by established Land Use *Zone*s applying to the properties. Some forms of development now permitted may be inappropriate, or encourage redevelopment to permitted uses which would conflict with the surrounding area.

4.2 STUDY OBJECTIVES

A number of study objectives were devised to deal with the issues outlined above. These are as follows:

1. To preserve and protect the existing stable low-density single-family residential development characteristic of the Highlands neighbourhood.

2. To investigate means of reducing traffic noise, volumes and neighbourhood division caused by roadways in Highlands.

3. To ensure the continuation of architecturally significant and historic character evidenced in the present housing stock in Highlands.

4. To ensure that those properties in Highlands appropriately *zoned* accurately reflect the desired land uses. Amended by Editor

5. To reinforce the existing commercial facilities in Highlands, while ensuring that new commercial development and the intensification of existing commercial development, do not encroach into or negatively impact on residential areas.

CHAPTER 5 - ANALYSIS OF THE ISSUES

5.1 TRANSPORTATION

Transportation issues in Highlands have been raised by Highlands citizens and reviewed by the Transportation Department for a number of years. Most of the cause for concern centered on high traffic volumes on 66 Street, Ada Boulevard and 112 Avenue. In 1972 the Transportation Department responded with the creation of the 66 Street/68 Street couplet, and in 1983 with the installation of traffic signals at 50 Street/112 Avenue to encourage the use of 112 Avenue rather than Ada Boulevard. City Council on 1983 09 20 had stipulated that no road widening of 112 Avenue be allowed between 50 Street and 80 Street, as stated in Bylaw No. 6707.

Some residents who attended the Open House, as well as the Community League Civic Affairs Committee, do not perceive these actions to be satisfactory solutions to the problems. However, the results of Planning's survey of residents demonstrate traffic volumes are acceptable to most. Volumes were seen as acceptable on 112 Avenue by approximately 50% of the respondents throughout the community, on 50 Street by 75% of the respondents living in the general vicinity of 50 Street, on 66 Street by 51% in the general vicinity of 66 Street, and on Ada Boulevard by 56% of the respondents living near that roadway (Appendix C).

5.1.1 Questionnaire Responses Regarding Transportation Issues

Although the questionnaire results from residents living nearer to the roadways in question reveal that the frequency of dissatisfaction does increase with nearness to the roadways, the majority still rated traffic volumes in Highlands as "acceptable." (Appendix C).

The Questionnaire results also indicated that traffic violations (speeding, failure to obey traffic signs, truck traffic on a non-truck route), the division of the neighbourhood, and difficulties in crossing 112 Avenue, appear to be more of a concern that the vehicular volume. As these concerns relate more to matters of enforcement than to the transportation system, the survey results and written comments of the respondents were referred to the Police Department for information and action.

The Police surveyed the most frequent complaints cited in the comments which included speeding along Ada Boulevard and 112 Avenue, drivers going the wrong way on the one-way northbound 66 Street, drivers not observing the pedestrian activated crossing at 112 Avenue and 65 Street, and parking in the laneway separating the commercial area from the residential area at 112 Avenue and 65 Street. The Police survey was undertaken on February 17, 1984. The number of violations that occurred were not considered to be excessive, according to the Police.

5.1.2 Traffic Management Alternatives

The Transportation Department has been involved throughout the study process in discussion of transportation issues in Highlands. Alternative measures to reduce traffic flows on roadways in the neighbourhood were reviewed but were considered unnecessary or unsuitable. The Department was of the opinion that transportation issues in the Highlands had been successfully dealt with.

To address concerns expressed at the Public Hearing conducted by the Public Affairs Committee of Council, transportation planners reconsidered ' those previous traffic management measures and others with the Highlands Civic Affairs Committee. A list of alternative proposals to alleviate community concerns while maintaining the basic functions of the roadways under review was agreed to, for further technical and public reviews.

112 Avenue

- Install additional pedestrian signals (improves pedestrian access and impedes through traffic).

- Allow unrestricted parking (reduces road in effect to two free flow lanes from four).

  Restrict east-west through traffic to one lane each direction at Capilano Drive and convert the other through lane to a left turning lane (an effective double left turn will be available for both east and west directions, encourages use of Capilano/118 Avenue route).

50 Street

– Close 50 Street at 118 Avenue to southbound traffic (prevents southbound or downtown oriented traffic from entering the 50 Street/112 Avenue route).

  Force southbound curb lane traffic on 50 Street to turn right onto 118 Avenue westbound (encourages use of 118 Avenue route).

– Prohibit left turn from 118 Avenue onto 50 Street southbound (preserves two free flow lanes westbound on 118 Avenue to encourage greater use of that route and prevents access from east locations to the 50 Street/112 Avenue route).

– Reduce the "green" phase of north/south signal timing at 118 Avenue (impedes access of traffic from north locations onto the 50 Street/112 Avenue route).

66 Street

– Close 66 Street at the north end, south of the entrance to Safeway, and convert the remaining portion to 118 Avenue to two-way traffic (improves access to commercial developments from north, east and west locations and prevents through traffic from 112 Avenue to the 118 Avenue intersection).

– Prohibit left turns from 112 Avenue onto 66 Street northbound (prevents eastbound 112 Avenue traffic from direct access via 66 Street to the 66 Street/118 Avenue intersection.

- Place barriers at various locations to narrow 66 Street (a "woonerf" introduces obstacles which impede the flow of traffic).

Ada Boulevard

– Close Ada Boulevard at 50 Street (prevents direct access to/from 50 Street for traffic using Ada Boulevard as an alternate east-west route).

Close Ada Boulevard at both ends - 50 Street and 75 Street (similar intent as above).

– Extend the park at 65-66 Streets to the river valley and close 111 Avenue (establishes a break in the route similar to Floden Park, and redirects traffic to 112 Avenue).

– Install speed bumps (obstacles impede fast movement of traffic).

5.1.3 Public Opinion and Selection of Preferred Alternatives

Residents of Highlands and of surrounding communities where impacts of some of the proposals might be anticipated, were invited to express their opinions on the traffic issues under study and the alternative solutions proposed. Input was solicited through a Transportation Bulletin survey and a public meeting (see Appendix E).

Based on the public input received, technical analysis of the alternatives, and further consultation with the Civic Affairs Committee, the Study produced a set of preferred solutions to the identified issues. The recommended traffic management scheme for Highlands consists of the following improvements and changes:

112 Avenue

The long term solution to reducing traffic on 112 Avenue would be the proposed extension of *Wayne Gretzkey Drive* to Yellowhead Trail and Fort Road. In the meantime, the conversion of flashing amber lights at 65 and 68 Streets to pedestrian activated full red-amber-green signals will improve pedestrian access between the north and south portions of the neighbourhood. These will complement the other existing signals at 55 and 62 Streets, and may also serve to impede traffic to some degree. Amended by Editor

50 Street

Construction of east-west opposing left turn bays on 118 Avenue at 50 Street will reduce delays generated by left turning vehicles holding up traffic on 118 Avenue. This will increase the attractiveness of 118 Avenue as an alternate to the 50 Street/112 Avenue route.

No improvement designed to increase traffic on 50 Street will occur. The extension of *Wayne Gretzky Drive* will eventually reduce traffic on this roadway.

Ada Boulevard

The installation of speed bumps and advisory signage to emphasize the presence of pedestrians and cyclists is intended to reduce vehicle speeds and discourage shortcutting, while maintaining Ada Boulevard's primary functions as a local residential access roadway and a scenic route.

66 Street

Conversion of 66 Street, from the *private grocery* store access north to 118 Avenue, to a two-way traffic operation will facilitate access of commercial traffic to the commercial developments on 118 Avenue at 66 Street. Amended by Editor

Roadway barriers preventing southbound traffic from continuing past the commercial entrances, together with permitted parking on both sides of 66 Street the length of the one-way traffic operation, will limit capacity to a single northbound driving lane. The installation of a northbound stop sign at 114 Avenue will further serve to slow through traffic on 66 Street.

The traffic management measures address the community's request for restraint of through traffic in the neighbourhood, and are generally accepted by the community for a trial period of six months. "Before-and-after" studies will be conducted to evaluate their effectiveness prior to permanent installation.

5.2 PRESERVATION OF COMMUNITY CHARACTER

The Questionnaire results illustrated the importance Highlands residents hold towards the particular character and identity of their community. The single family, low density housing which is predominant in Highlands is a very important factor, as well as neighbourhood stability, to residents' appreciation of Highlands. Residents also, to a great extent, feel the historic character of housing in Highlands is either very important (58.7%) or somewhat important (27.2%). The community generally feels that housing or additions not in keeping with the existing housing are detrimental to Highlands' unique character (62.9%).

In order to assess the amount and extent of historic and architecturally significant housing in Highlands, the Historic Site Selection Committee (HSSC) of the Edmonton Historical Board assisted in an evaluation of the pre-1940 housing stock by means of a procedure developed in similar reviews accomplished in other inner city neighbourhoods.

This evaluation was undertaken with Committee members along with City Planning Staff and a representative from the Highlands community. The evaluators were assessing homes in terms of their representation of the architecture of the period in which they were built and the absence of alterations to the original features of the house. The assessment resulted in a list of heritage homes in Highlands which have retained their original character.

The Heritage List has two purposes: firstly, it may be added to the City of Edmonton's Register of Heritage Buildings maintained by the Board, and, secondly, the information will be part of the criteria in determining an area of special character which should be protected from unsympathetic redevelopment. The list (Appendix D) has been forwarded by the Edmonton Historical Board to the Highlands Community League Civic Affairs Committee for their review and endorsement.

The Heritage List developed with the HSCC has shown that Highlands does have a substantial supply of older housing which still displays the original characteristics of the dwellings. The necessity of defining the particular area where this architectural and community character is most evident is presently in the process of being determined between the Civic Affairs Committee and the affected community residents. Discussion between the Civic Affairs Committee and Planners will determine other features which contribute to the special character of Highlands. The area where these features are concentrated will be placed under the control of design guidelines which will assist the City's Heritage Officer in assessing architectural drawings submitted to the City with a Development Permit Application. The design guidelines would provide direction on a structure's height, location of the dwelling on the lot, roof type, materials, window style, and the dwellings' finishing details. The most appropriate method of applying the regulations will be used once the area and its features deserving protection are identified.

The special character area and regulations will be referred to City Council for review and approval.

5.3 REDEVELOPMENT POTENTIAL UNDER EXISTING *ZONING*

Map 5 illustrates those areas in Highlands which are presently *zoned* for uses which may be inappropriate. Each of these areas is described in more detail below. Amended by Editor

5.3.1 Area 1

This area, which includes the first 3 lots north of 112 Avenue and 4 lots south of 112 Avenue, between 67 Street and the lane between 65 and 66 Streets is presently *zoned* for low rise apartments (RA7). Existing land uses consist of single family homes and a small commercial use at 112 Avenue and 66 Street. The existing development to the north, south and west of this area is also single family housing, and convenience commercial to the east. Low-rise apartment development is not the most suitable form of development for the reasons described below. Amended by Editor

The area surrounding the RA7 *Zone* contains mostly single family housing and is *zoned* for such. Low-rise apartments introduced into the area would represent a land-use intrusion and could inflict negative impacts on the adjacent single family properties (such as loss of privacy and overshadowing), particularly since there is no physical separation between the two *zone*s in the form of a laneway or an intervening buffer or a transitional use. The redevelopment of the homes in the RA7 *Zone* would also mean the loss of good quality, single family housing. Amended by Editor

The present RA7 *Zone* is also inconsistent with the Study objective,

> "To preserve and protect the existing stable low-density, single family residential development characteristic of the Highlands neighbourhood."

In addition, the Low-rise Apartment District on the subject property is inconsistent with Policy 5.B.10 in the G.M.P. This policy requires that the City encourage the stabilization of mixed density neighbourhoods in the inner city undergoing redevelopment from low density to medium and/or high density residential uses. Medium or higher density land redevelopment would be allowed to continue in blocks where the existing street frontage has undergone or been substantially altered by higher density- development. Otherwise, lower density street frontages should be retained in blocks where higher density development has not taken place.

A survey of owners of the properties in this area indicates that 8 support the *rezoning* to RF1, 5 oppose the proposal and responses were not received for 7 properties. Amended by Editor

In conclusion, the RA7 *Zone* is not appropriate given the surrounding land uses and the negative impacts low-rise apartments would impose on the existing single family housing. An RF1 *Zone* would more accurately reflect the desired future land use.

5.3.2 Area 2

This area encompasses a CNC node (Neighbourhood Convenience Commercial *Zone*) which contains 5 existing single family homes. The suitability of the commercial *zoning* was examined with the possibilities of *rezoning* the residential properties to RF1 (Single Detached Residential *Zone*) to ensure retention of the houses. Amended by Editor

The commercial properties consist of a vacant building at the northwest corner of 65 Street and 112 Avenue, a bank and cleaners located at the northeast corner of the intersection, a restaurant, shops and offices on the southeast corner and a beauty salon, pizza parlor and convenience store on the southwest corner. A bakery is located south of the commercial uses on the southeast corner, on 65 Street. All the commercial uses except the bakery are oriented to 112 Avenue.

Two residential lots *zoned* CNC are located south of the commercial development on 112 Avenue, on the west side of 65 Street. Residents of 65 Street south of 112 Avenue indicated to Planning staff that a shortage of parking space for the commercial facilities results in on-street parking. The beauty salon owner has indicated to Planning staff that he purchased the CNC *Zoned* home south of the salon for the long-term purpose of providing additional parking space to serve his business. Since it is desirable to maintain the option of converting one property for off-street parking in the future and because the extent of commercial uses south of 112 Avenue is already established by the bakery located opposite the residences, it is recommended that the two residential sites south of 112 Avenue remain *zoned* CNC. Amended by Editor

The two residential properties covered by the CNC *Zone* on the northwest corner of 112 Avenue and 65 Street were also considered as to their suitability for *rezoning* to RF1. It is the opinion of the *Planning and Development Department* that redevelopment of the single commercial site fronting on 112 Avenue (currently a vacant building) would require consolidation with one or both residential sites to the north. Since this would result in an improvement to the quality of commercial development in the area, and add to the node's neighbourhood commercial service function, it is recommended that the two residential sites remain *zoned* CNC. Any redevelopment proposal should, however, be oriented to 112 Avenue, to minimize the attraction of non-local traffic onto 65 Street. Amended by Editor

Planning also recommends that the single residential site on the northeast corner of the 112 Avenue/65 Street intersection remain CNC. The siting of the adjacent bank building does not allow for the buffering measures normally required between commercial and low density residential uses. The existing residence itself, if converted to a small commercial use, would provide a suitable transition between the more massive bank building and other single detached houses to the north.

In conclusion, no recommended changes to the present CNC *Zoning* are proposed for this area. Amended by Editor

5.3.3 Area 3

The eastern portion of Highlands located between 50 Street and 53 Street is presently *zoned* RF3 which allows for small scale redevelopment. Single and semi-detached housing is a permitted use, while duplex and multi-family housing containing up to 4 units (with ground floor access) are discretionary uses. Amended by Editor

The existing development is mainly small bungalow style housing and some multi-family housing built primarily in the post-war period. Development differs from the period and architectural style of housing found in older sections of Highlands to the west.

Existing Development Types	Number of Structures
Existing Single Family Homes -	79
Existing 2 Family Structures -	28
Existing 4 Family Structures -	2
Existing Apartment Building (6 units) -	1

The area, under the existing RF3 *Zoning*, has potential for a limited amount of small scale redevelopment, in the form of 2 family structures. This has occurred to date as evidenced by the number of suites in single family homes. While the structural appearance of these residences has not been altered, the living density and tenancy rate is higher than what is generally evident in single family residential areas. Lot consolidation could increase the opportunity for redevelopment further, but economically this is not considered practical in most cases, given the marginal increase in density that would be possible. It appears that the most likely potential for development is in the form of further 2 family housing particularly as suites within single family homes. This would provide for a slight increase in the neighbourhood's housing stock without altering the established single family appearance of the area.

Amended by Editor

The *Planning and Development Department* questionnaire had 59% of the respondents living in this area indicating support for retaining the RF3 *Zone*. To obtain verification of this support, the Highlands Civic Affairs Committee conducted their own survey of residents within the RF3 area to determine whether they prefer the area *rezoned* to RF1, a combination of RF1 and RF3, or remain as RF3. Approximately 2/3 of the 209 resident owners, absentee owners and tenants who were surveyed responded. A summary of the replies is provided below.

Amended by Editor

	Resident		Absentee		
Answer	Owner	Tenant	Owner	Total	
Favours RF1	58	8	7	73	(53%)
Favours RF3	31	11	8	50	(34%)
Favours RF3 and	1].	6	6	23	(16%) RF1 mix
	100	25	21	146	

Statistics submitted by the Highlands Civic Affairs Committee have not been verified by the *Planning and Development Department*.

The Highlands Civic Affairs Committee proposed that the entire area be *rezoned* from RF3 to RF1, since the majority of respondents favor this. However, this would render the existing multi-family housing in the area to non-conforming status, imposing a hardship on owners when applying for development permits. The *Planning and Development Department* felt that redevelopment to multi-family housing forms is already discouraged through lot size requirements and density limits of the *Zoning Bylaw* for multi-family dwellings. As an alternative, Planning suggested that development guidelines be provided through this study for the Development Officer when considering discretionary uses such as duplex housing and multi-family dwellings containing up to 4 units. This would ensure that their location is

Amended by Editor

confined to areas which would cause minimal impact on the existing stable residential community.

At its March 12, 1985 meeting, City Council determined that *rezoning* in total to RF1 would most effectively accomplish the community's objective of retaining the single family character predominant in the neighbourhood. Amended by Editor

5.3.4 Area 4

The site on the southeast corner of 118 Avenue and 51 Street, occupied by the No. 7 Fire Station, is presently *zoned* for low-density residential redevelopment (RF3) which does not allow protective and emergency services. Since the fire station is already developed and provides a useful community service with little negative impact on the surrounding community, a PU *Zone* would provide a more appropriate *zoning*. Amended by Editor

5.3.5 Area 5

This vacant site at the southwest corner of 118 Avenue and 50 Street was formerly the site of a service station. Present land use *zoning* is RF3 (low density redevelopment district) which limits development to low density forms of housing. The property, situated at the intersection of two arterial roads, is separated from the residential area to the south by a laneway. Together with the problems of traffic noise, heavy traffic flows on 50 Street and 118 Avenue and isolation of the property at the extreme northeast edge of the community make this site more suitable for commercial development. A low intensity commercial use would more appropriately benefit from this high visibility location and not affect the residential area in Highlands due to the buffer provided by the laneway separation. Community response to the Questionnaire indicated support (76.2%) for the proposal for commercial *zoning*. Amended by Editor

5.4 IMPACT OF COMMERCIAL AREAS

The Highlands Civic Affairs Committee voiced concern over the CB1 *Zone* controlling the commercial strip along 118 Avenue in Highlands. The Committee felt that the potential exists for commercial development to intensify and negatively impact the adjacent residential area. The manner of commercial development, and its impacts, was expected to occur in four different ways, each of which was analyzed through the Study. Amended by Editor

1. Expansion of the land area designated for commercial uses, thereby replacing existing low-density family housing and further intruding into the neighbourhood.

   The Study found that existing City Policy contained in the General Municipal Plan, would prevent this from occurring. Map 6.4 identifies the 118 Avenue commercial strip in Highlands as one which should not expand beyond existing commercially *zoned* properties. Additional control is provided by Policy 6.G.2 which states that no additional properties should be *rezoned* to a commercial land use district unless allowed by an Area Redevelopment Plan. The applicable Plan, the Montrose/Santa Rosa ARP, presently restricts commercial development in the area west of the 64 Street to those properties already *zoned* for commercial land uses. Amended by Editor

   With one exception, the boundary, and therefore the southerly extent of the commercial *Zone*s, is obvious and clear. That exception is the site at the southeast corner of the 118 Avenue/66 Street intersection (the Toronto Dominion Bank site), where the CB1 *Zone* bisects the property. The south half, although developed and used commercially, is incorrectly *zoned* RF1. Amended by Editor

This is further aggravated by the existence of a vacant lot immediately south of the Bank site. Although owned by the City of Edmonton and *zoned* RF1, area residents have expressed concern that the lot may be consolidated with the Bank site for the purpose of commercial expansion. The combination of the split-*zoning* and the vacant parcel result in uncertainty in interpreting Council policy defining the precise southern limit of commercial development. Amended by Editor

To remove uncertainty with respect to the southerly limit of commercial development, it is recommended that the entire Toronto Dominion Bank site be placed under a single, consistent Land Use *Zone* (CB1). This will conform to the original intent of the Montrose/Santa Rosa ARP. Amended by Editor

Regarding the vacant lot, a residential use under the RF1 *Zone* would be compatible and also serve as an appropriate buffer for existing residences further south. However, an alternative use involving parking along the north side directed to the commercial uses oriented to 118 Avenue, and a landscaped buffer along the south side to screen the parking from existing residences, would also be suitable. This would be favourably considered in the event the owners of the adjacent Bank site acquired the lot for their tenants' parking needs only, and would be regulated through a Direct Control *Provision.* Amended by Editor

2. Changes in Existing Business Types operating on 118 Avenue which would not be compatible with the low density family housing to the south.

The Study found that the types of businesses allowed by existing City Policy and regulations are compatible with low density residential land uses and are the most appropriate for 118 Avenue. G.M.P. Policy 6.G.1 encourages a variety in business types but limits uses to those which have minimum impact on nearby residential uses. The Montrose/Santa Rosa Area Redevelopment Plan determined that the existing CB1 and CSC Land Use *Zone*s further reinforce this and imposes additional guidelines on the CSC (Safeway) site to discourage larger scale uses that would generate high traffic volumes. Finally, the Land Use Bylaw, Sections 330 (CB1 "Low Intensity Business *Zone*") and 320 (CSC "Shopping Centre *Zone*" as guided by the A.R.P.) allows uses deemed compatible with low-density family housing, and imposes adequate buffering and performance requirements to mitigate adverse impacts. Amended by Editor

3. The possibility that new commercial buildings could be constructed at greater scale and height, allowing them to visually intrude and overshadow adjacent low-rise, low density residential properties.

The Study found that:

a) Existing City Policy and regulations would not permit new buildings on CB1 sites to substantially exceed the height permitted on adjacent residential sites. G.M.P. Policy 6.C.1 establishes guidelines requiring the height of commercial buildings near the edge of a site to not exceed the height permitted on adjacent residential properties. Furthermore, the *Zoning Bylaw* controls development on CB1 sites by limiting building height to 3 storeys, and requires a minimum 3 metre setback if the site abuts a residential area. This is compatible with the 2.5 storey building height permitted on adjacent residential properties. In addition, 8 of the 10 CB1 sites are separated from the residential areas by lanes, minimizing the impact from the commercial strip. Amended by Editor

b) The non-conforming status of the CSC (*private corporation's*) site allows adequate opportunity for public control over building height in the event of redevelopment. Amended by Editor

4. The ability to enlarge commercial floor space on existing sites thereby attracting increased business activity and introducing additional traffic and overflow parking onto the residential area.

The Civic Affairs Committee perceived that the existing CB1 *Zone* along 118 Avenue was not developed to its potential capacity and advocated a more restrictive Land Use *Zone*. However, a review of the situation shows that the real potential for enlarged commercial floor space is significantly less than the amount permitted by the *Zoning Bylaw*, effectively reducing it on average to the same amount of floor space permitted in the most restrictive commercial land use *zone* (CNC). The small size of commercial lots along 118 Avenue, the regulatory requirements for yard setbacks, and loading and parking space, would reduce actual development potential within an FAR range of 0.8 to 1.2, or an average of 1.0, rather than the FAR of 2.0 allowed under the CB1 land use regulations. Therefore, no proposed changes to the CB1 *zoning* are recommended, as larger scale development is unlikely to occur given the present commercial lot sizes along 118 Avenue. Amended by Editor

CHAPTER 6 - RECOMMENDATIONS

The recommendations listed below address the issues and concerns resulting from investigation and analysis of the situation. The proposed Concept Plan for Highlands is shown in Map 6. The Land Use *Zone*s that would implement the Concept Plan are shown in Map 7. Amended by Editor

6.1 TRANSPORTATION

Recommendations:

i) 112 Avenue

- **Convert existing pedestrian flashers on 112 Avenue at 65 Street and 68 Street to red-amber-green pedestrian signals and place further signals at certain intersections (to be determined in consultation with the Highlands Civic Affairs Committee) along 112 Avenue.**

ii) 50 Street

- **Construct east-west left turn bays along 118 Avenue at 50 Street and maintain existing 50 Street geometrics. This project will be placed on the Transportation Department's priorized Miscellaneous Minor Construction list.**

iii) Ada Boulevard

- **Install speed bumps on Ada Boulevard, along with an advisory signing program emphasizing the roadway's pedestrian/bicycle function.**

iv) 66 Street

- **Provide northbound stop sign at 114 Avenue and 66 Street.**
- **Remove the parking ban on the west side of 66 Street from the first laneway south of 118 Avenue to 112 Avenue.**
- **Convert 66 Street to two-way operation from 118 Avenue south to the *private grocery store* entrance. Physically restrict 66 Street to provide only one northbound driving lane at 118 Avenue.** Amended by Editor

All changes to be implemented on a six month trial basis, during which time appropriate monitoring to measure impacts will be conducted.

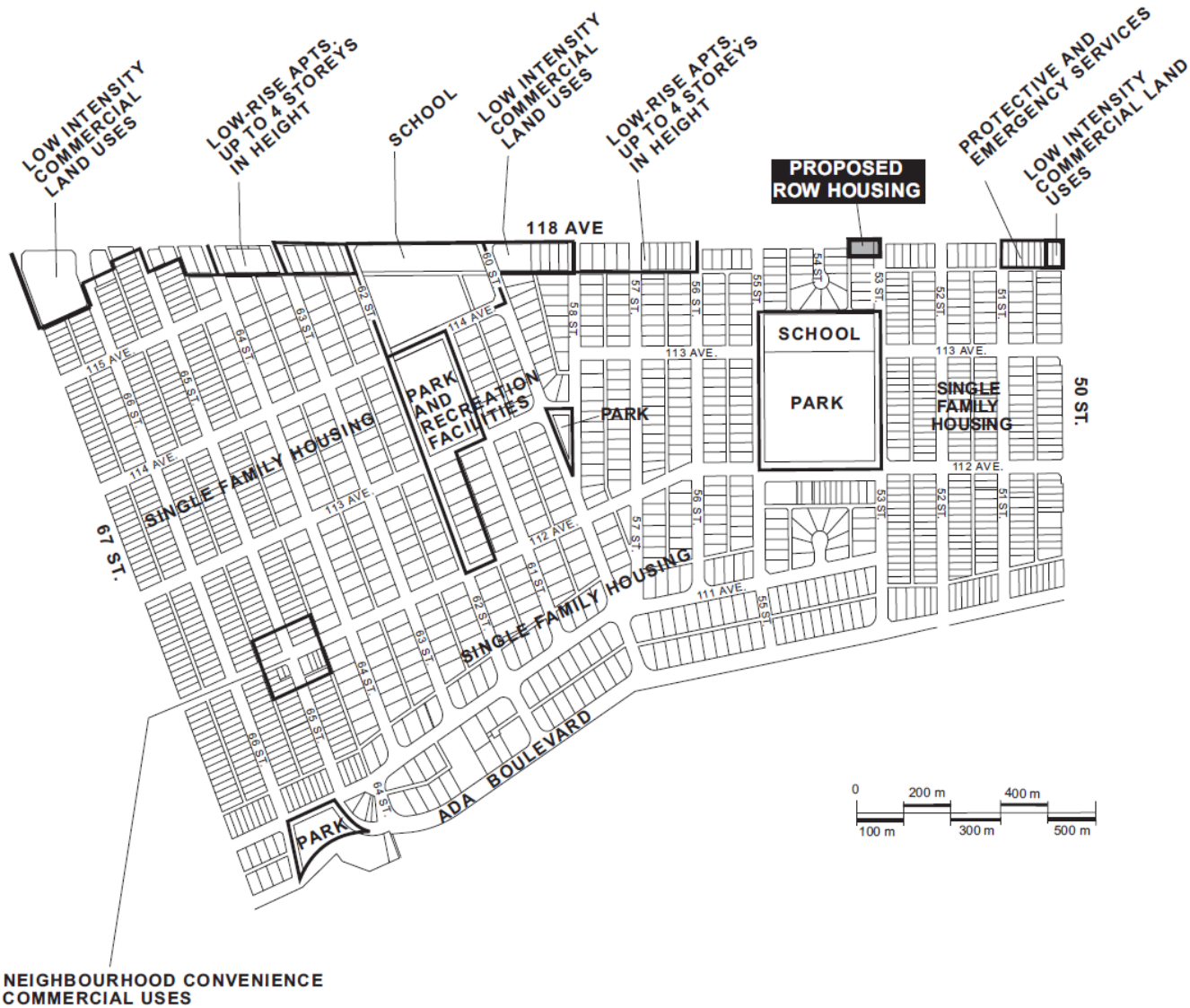
Justification:

The concerns of high traffic volumes and the management of traffic movement on 112 Avenue, 50 Street, 66 Street, and Ada Blvd were reviewed by the Transportation Department. In addition, several suggested measures to restrain traffic on or from those roadways were evaluated in consultation with citizens.

The proposed traffic alternatives address the Highlands residents' request to restrain through traffic in the area, and have been generally accepted by the community for a trial period of six months. "Before and after" studies will be conducted to evaluate their effectiveness prior to permanent installations.

MAP 6 - HIGHLANDS NEIGHBOURHOOD DEVELOPMENT CONCEPT

N

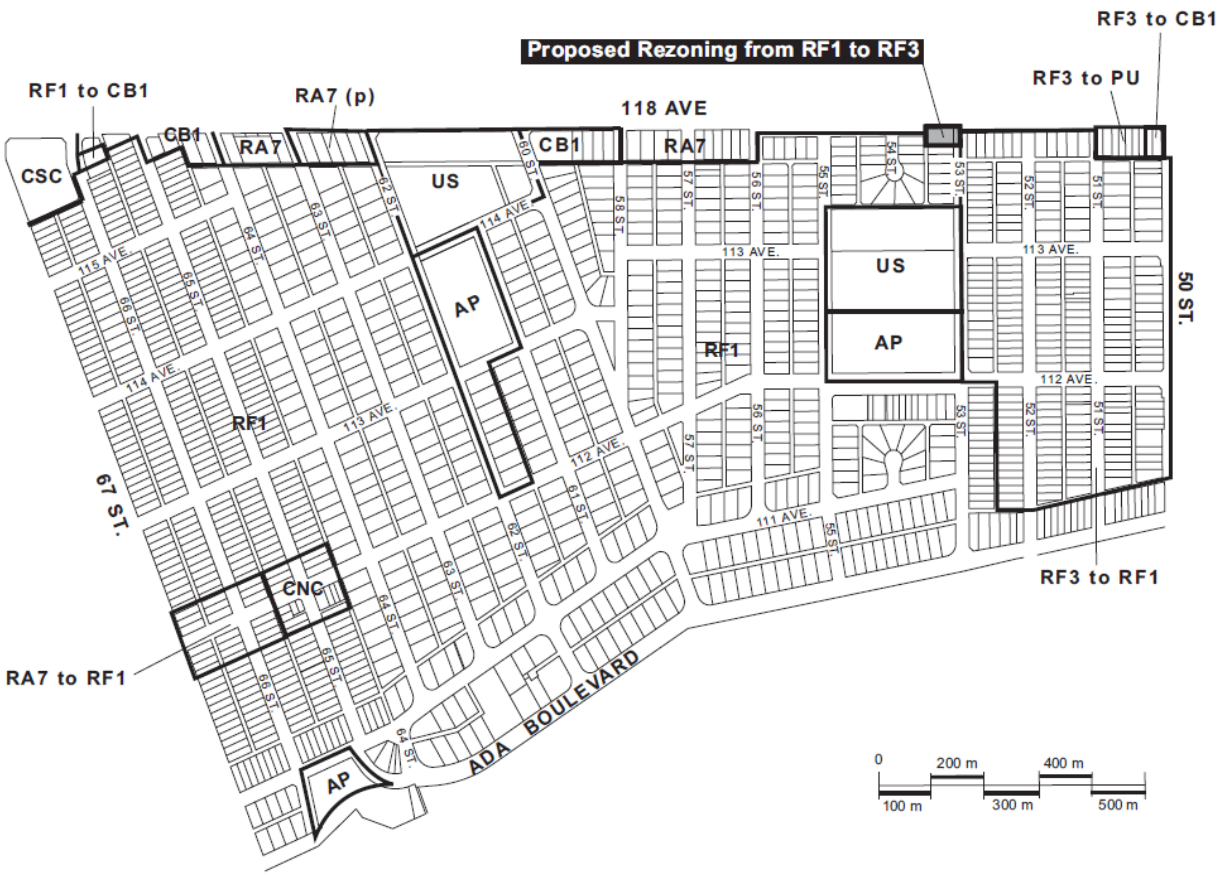


NEIGHBOURHOOD CONVENIENCE COMMERCIAL USES

Approved by Resolution December 9, 2013

MAP 7 - HIGHLANDS PROPOSED LAND USE DISTRICTS

N



Approved by Resolution December 9, 2013

6.2 IMPACT AND POTENTIAL GROWTH OF COMMERCIAL AREA

Recommendations:

i) That the south half of the commercial site located at the southeast corner of 118 Avenue and 66 Street be *rezoned* from RF1 to CB1. Amended by Editor

ii) That for the City owned vacant lot (11527 - 66 Street), as an alternative to the RF1 Land Use *Zone*, favourable consideration should be given to a DC2 Provision , permitting only parking on the north portion of the lot and a landscaped buffer on the south portion, to be maintained by the landowner.

The *DC2 Provision* would be considered only should the property be sold to a private individual or company, and with their submission of a *rezoning* application to the City *Planning and Development Department*. Amended by Editor

Justification:

The Study findings indicate that existing City Policy contained in the General Municipal Plan and the Montrose/Santa Rosa ARP are sufficient to prevent the 118 Avenue commercial strip from extending into the residential area to the south. In addition, findings indicate that any commercial redevelopment would not likely result in the expansion of structures, in terms of size and scale, to overshadow adjacent residential properties, as lot sizes and the requirements of the *Zoning Bylaw* would constrain large-scale development. Amended by Editor

One lot along the commercial strip, (the Toronto Dominion Bank site) at 118 Avenue and 66 Street, is split *zoned* with CB1 on the north half and RF1 on the south half. A vacant lot exists immediately south of the Bank site. These two factors result in uncertainty with respect to the precise south limit to the commercial strip. It is recommended, for the Bank site, that the CB1 *Zone* be extended to cover the entire lot. It is recommended, for the vacant lot, that a DC5 *Zone* limiting use to parking and landscaped buffering features be allowed as an alternative to the RF1 *Zone*. In the remainder of the commercial strip on 118 Avenue, existing City policy and Land Use regulations are adequate protection and no new policy or changes to the *Zoning Bylaw* are recommended. . Amended by Editor

6.3 PRESERVATION OF COMMUNITY CHARACTER

Recommendations:

i) That the List of Heritage Buildings developed by the Historic Site Selection Committee, be added to the City of Edmonton Register of Heritage Buildings, once this has been reviewed and supported by the Highlands Community League -Civic Affairs Committee and the affected property owners.

ii) That Planning staff in consultation with the Highlands Community League - Civic Affairs Committee be authorized to prepare development guidelines and Land Use regulations to protect the character and architectural expression of housing and unique community features identifiable in Highlands.

Justification:

Residents of Highlands conveyed a desire to retain the unique historic and architectural expression of the neighbourhood which is provided through the older housing and tree-lined streets. To ensure the continuation of the community character an analysis to determine and confirm the number, location and special characteristics of the community features is required to establish appropriate regulatory protection.

6.4 REDEVELOPMENT POTENTIAL UNDER EXISTING *ZONING*

Amended by Editor

There are certain areas in Highlands where the current *zoning* is not appropriate, given the surrounding land use and applicable City Policy. In these cases, *rezonings* are proposed which would be more suitable.

Recommendations:

i) That the first three lots north of 112 Avenue and the first four lots south of 112 Avenue, between 67 Street and the lane between 65 and 66 Streets, be *rezoned* from RA7 (Low Rise Apartment District) to RF1 (Single Detached Residential *Zone*).

Amended by Editor

Justification:

This proposal would allow for a more compatible land use with the single family housing developed adjacent to the present RA7 *Zone*. The proposed RF1 *Zone* would also enable a consistent policy direction as outlined in the objectives of this study and the G.M.P. which is to retain stable low-density residential uses.

Amended by Editor

ii) That the vacant site on the southwest corner of 118 Avenue and 50 Street be *rezoned* from RF3 (Low Density Redevelopment *Zone*) to CB1 (Low Intensity Business *Zone*).

Justification:

Commercial development would be more compatible with the adjacent roadways and would not intrude into the residential area since it is separated by a laneway. Approximately 76% of the respondents to the questionnaire in the area support this proposal.

iii) That the site on the southeast corner of 118 Avenue and 51 Street, now the location of the No.7 Fire Station, be *rezoned* from RF3 (Low Density Redevelopment *Zone*) to PU (Public Utility *Zone*).

Amended by Editor

Justification:

The area is currently developed with a municipal fire station and the PU *Zone* includes fire stations as a permitted use. This would correct the non-conforming status of the fire station as it is presently under the RF3 *Zone*.

Amended by Editor

iv) That the residential area between 50 Street and 53 Street and Ada Boulevard and 118 Avenue designated RF3, be *rezoned* RF1 in total.

Justification:

An RF1 Land Use *Zone* would ensure the retention of existing single family housing and prevent any further development of multi-family dwellings in the area through redevelopment or conversion. It would also establish that single family dwellings are the desired form of low density housing throughout Highlands.

Amended by Editor

APPENDIX "A"

The Study Process
(Amended by Editor)

The Study process is outlined in a chronological manner below:

Date(s)	Actions	Participants
October 12, 1982 Council Authorization	Incorporate Study into 1983 Budget & Work Program.	*Planning and Development Department*
June 8, 1983	Introductory meeting with Highlands Civic Affairs Committee.	Civic Affairs Committee *Planning and Development Department*
August 8, 1983	Introductory meeting of TAC to review Terms of Reference, Community Profile, identify issues.	TAC members *Planning and Development Department*
August 16, 1983 Council Authorization	Terms of Reference received by Council.	*Planning and Development Department*
August 24, 1983	Review of Study Issues and Objectives Questionnaire.	TAC Members *Planning and Development Department*
August 24, 1983	Review of Civic Affairs Committee's recommendations regarding roadways in Highlands.	Civic Affairs Committee Transportation Department *Planning and Development Department*
November 16, 1983	Review of Questionnaire and *Planning and Development Department*'s proposed Study recommendations	Civic Affairs Committee *Planning and Development Department*
November 20, 1983	Distribution of Questionnaire	*Planning and Development Department*
November 29, 1983	Open House	Representative from Planning, Parks and Recreation, Transportation Department
December 1, 1983 -	Analysis of Questionnaire Results	*Planning and Development Department*
December 15, 1983 January 1, 1984	Initial Meeting to commence work process on historic areas issue.	HSCC, *Planning and Development Department*

January 17, 1984	Discuss Draft Report Recommendations, Questionnaire results	Civic Affairs Committee *Planning and Development Department*
January 30, 1984	Discuss questionnaire and additional information required as well as the land use proposals for the area between 50 and 53 Streets.	Civic Affairs Committee representatives *Planning and Development Department*
February 15, 1984	Discuss Draft Study Transportation Recommendations.	Civic Affairs Committee Transportation Department *Planning and Development Department*
February 20, 1984	Discuss Questionnaire results, Draft Study Recommendations	TAC Members, *Planning and Development Department*
March 9, 1984 to March 30, 1984	Circulation of Draft report.	Affected City Departments, Agencies and Interest Groups
April 04, 1984	Survey of RA7, CNC property owners along 112 Avenue.	*Planning and Development Department*
April 9, 1984 and April 10, 1984	Survey of RF3 area residents and property owners	Civic Affairs Committee
May 17, 1984	Submission of Draft Study Report to Municipal Planning Commission.	*Planning and Development Department*
September 18, 1984	Referral of Draft Study Report to Public Affairs Committee for in-depth review and public hearings.	City Council
October 16, 1984	Public Hearing; request for Administration report on public submissions.	Public Affairs Committee of Council
November 1984 - February 1985	Consultations on transportation and land use issues raised in public submissions.	Civic Affairs Committee, Transportation Department, Planning Department
January, 1985	Distribution of transportation proposals survey.	Transportation Department

January 30, 1985	Transportation issues public meeting.	Transportation Department Civic Affairs Committee
March 5, 1985	Review of Draft Study Report, Administration reports, and public submissions.	Public Affairs Committee of Council
March 12, 1985	Adoption of the Planning Study as amended.	City Council

APPENDIX "B"

HIGHLANDS STUDY - ISSUES List of Concerns (1st Draft)

1. The community experiences excessive noise, traffic and parking problems, generated by Edmonton Northlands, especially during Klondike Days.

2. Traffic shortcutting occurs in the Highlands area, particularly on 66 Street, 50 Street and Ada Boulevard. East-west access is limited to 118 and 112 Avenues, encouraging traffic to and from neighbourhoods east of Highlands to travel on 50 Street and Ada Boulevard to bypass congestion on those arterials. Northbound traffic uses 112 Avenue/66 Street to reach the 66 Street arterial, bypassing the Capilano/118 Avenue arterial route. Increased traffic volumes disrupt the tranquility of the neighbourhood, creating difficulty in street crossing, especially for children. Heavily travelled roads can divide and isolate portions of a neighbourhood, thereby destroying its cohesiveness.

3. There is a lack of parking facilities serving the Community League building, especially during bingo and dancing events. People are forced to park on adjacent residential streets.

4. The Community League Hall, constructed in 1948, is in need of major improvements. It provides a very basic function (a main hall) to residents and cannot offer the range of facilities and activities offered by newer Community League Halls.

5. The Highlands neighbourhood is approaching a transition stage since a substantial number of elderly people own their own homes. In the near future, it is anticipated that these people will be selling their homes, either to younger couples or developers. The implications are, a possible increase in average household size and in the number of younger occupants increasing demand for certain services and facilities (e.g. education, daycare), or with an increase in homes available for purchase, the potential for redevelopment to higher density housing forms.

6. Older, architecturally significant housing has, in some cases,' been torn down and redeveloped. The historically important houses of Highlands should be identified and protected from possible future redevelopment.

7. New housing, which is replacing older homes, is in most cases out of scale and character with adjacent housing.

8. Illegal suites in single family homes are very common in Highlands. This contributes to increased noise and on-street parking.

9. In some cases, houses and property are not being maintained in adherence to the Minimum Standards Bylaw.

10. There is a need for improved supervision on playgrounds. Only weekend supervision is currently provided by the *Parkland Services Branch*. Amended by Editor

11. Several commercial buildings on 112 Avenue at 65 Street are in a deteriorated condition.

12. Highlands should remain as a predominantly single family housing neighbourhood. Conversion of single family properties to semi-detached and duplex, multi-family and apartment housing forms is not desirable.

13. Commercial development along 118 Avenue should not increase, either in intensity (on existing commercial lots) or in area (through expansion of commercial *zoning*). Existing commercial development adequately serves the community. New commercial development may conflict with existing residential land uses. Amended by Editor

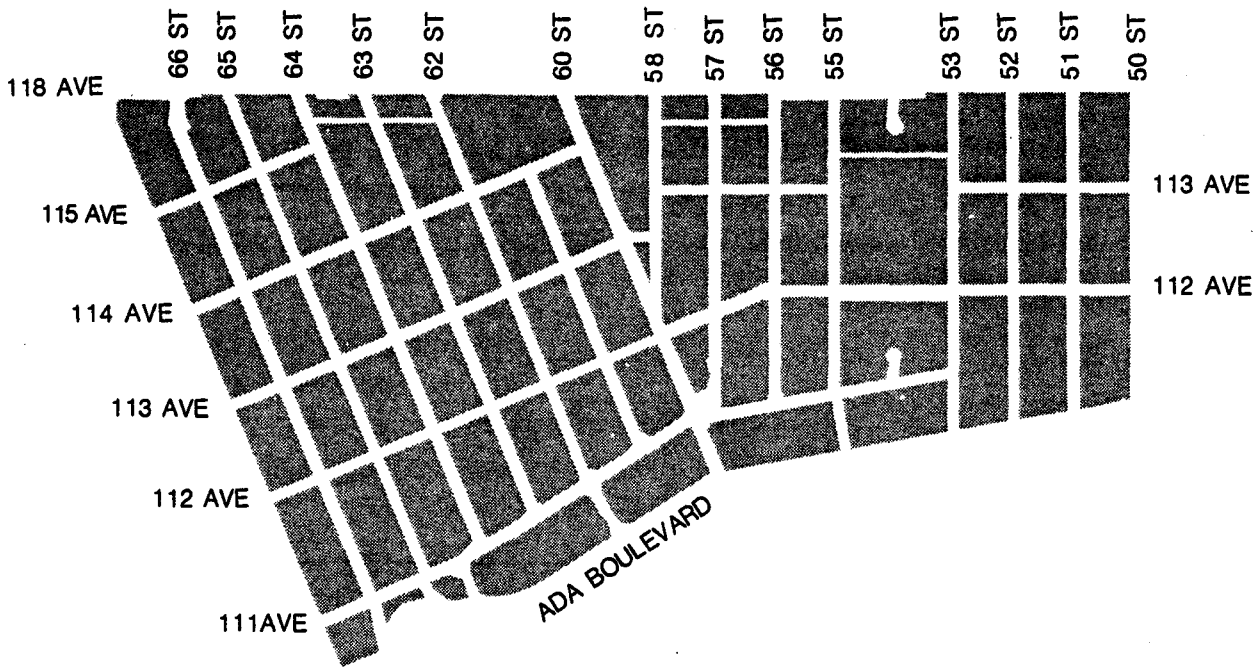
14. The RA7 *Zone* along 118 Avenue and the RF3 *Zone* east of 54 Street would permit redevelopment to higher density forms of housing, which may not be in the communities best interests. Amended by Editor

15. The CB1 *Zone* on 118 Avenue (near *a large grocery store*) is not developed to its full potential. It should be restricted to small neighbourhood oriented businesses. Amended by Editor

16. Need exists for more active recreational programs since Borden Park Pool (District-level facility) was closed.

1. The Highlands Neighbourhood Planning Study Area is shown on the map below. Please indicate the location of your residence/property by placing a check in the appropriate block on the map.

6



2. Do you own or rent your residence? (please check one)

_____ Rent _____ Own _____ Live with relative or friend

7

3. What type of dwelling do you presently own or rent in Highlands? (please check one)

____ Single family dwelling
____ Suite within single family dwelling
____ Duplex or semi-detached dwelling
____ Triplex or fourplex
____ Walk-up apartment (4 storeys or less)
____ Other

8

4. How long have you lived in the Highlands Study Area? (please check one)

____ Less than 1 year
____ 1 to 2 years
____ 3 to 4 years
____ 5 to 10 years
____ More than 10 years please specify
_____

9

Both 112 Avenue and 50 Street are designated arterial roadways. Their primary purpose is the effective movement of vehicles between different parts of the City. Please answer the following questions as they apply to those portions of 112 Avenue and 50 Street that pass through Highlands.

11. Traffic volumes on 112 Avenue are . . .

1. ____ Too Heavy 2. ____ Acceptable 3. ____ Light 4. ____ Undecided

44

12(a) Crossing 112 Avenue on foot is . . .

1. ____ Difficult 2. ____ Not too Difficult 3. ____ Undecided

45

12(b) If "difficult" please indicate location _____

46

13(a) Turning left by car onto 112 Avenue is . . .

1. ____ Difficult 2. ____ Not too Difficult 3. ____ Undecided

47

13(b) If "difficult" please indicate location _____

48

14. Traffic volumes on 50 Street are . . .

1. ____ Too Heavy 2. ____ Acceptable 3. ____ Light 4. ____ Undecided

49

Both 66 Street and Ada Boulevard are collector roadways. Their primary purpose is to collect traffic from within a residential neighbourhood and take it to arterial roads to travel to other areas. Please answer the following questions as they apply to those portions of 66 Street and Ada Boulevard that pass through Highlands.

15. Traffic volumes on 66 Street are . . .

1. ____ Too Heavy 2. ____ Acceptable 3. ____ Light 4. ____ Undecided

50

16. Traffic volumes on Ada Boulevard are . . .

1. ____ Too Heavy 2. ____ Acceptable 3. ____ Light 4. ____ Undecided

51

17. Do you feel that housing or additions which are not of a style or size compatible with the existing housing stock in Highlands has a detrimental effect on the community's unique character?

1. ____ Yes 2. ____ No 3. ____ Undecided

52

20(a) Proposal 2

This area presently contains single family houses but is zoned for low-rise (4 storey) apartment buildings. Do you think this area should be rezoned for low density single family housing to ensure the continuation of the present housing types? 57

1. ____ Yes 2. ____ No 3. ____ Undecided

20(b) If not, please indicate reasons _____ 58

21(a) Proposal 3

This area presently contains single family houses but is zoned for low-intensity convenience commercial uses. Do you think these homes should be rezoned for low density single family housing to ensure their continuation and prevent the expansion of the commercial area at 65 Street and 112 Avenue? 59

1. ____ Yes 2. ____ No 3. ____ Undecided

21(b) If not, please indicate reasons _____ 60

22(a) Proposal 4

The Planning Department has determined that this area contains larger groupings of housing which exhibit a character and history unique to the community. To help preserve this, do you feel that development regulations should be applied controlling the design elements and building materials of new development and renovations so that they are more compatible with the existing older homes? 61

1. ____ Yes 2. ____ No 3. ____ Undecided

22(b) If not, please indicate reasons _____ 62

23(a) Proposal 5

Do you think this area should remain as a low density residential area allowing semi-detached housing and small scale redevelopment to housing forms containing up to 4 dwellings per building? 63

1. ____ Yes 2. ____ No 3. ____ Undecided

23(b) If not, please indicate reasons _____ 64

24(a) Proposal 6

This area presently contains a firehall but, it is presently zoned for low-density residential development which does not permit firehalls. Did you think that this area should be zoned "public utility" permitting protective and emergency services?

1. ____ Yes 2. ____ No 3. ____ Undecided

65

24(b) If not, please indicate reasons _____

_____

_____

66

25(a) Proposal 7

This area, now vacant, is presently zoned for low density residential development. However, because it is located at the intersection of two major roadways and is separated from the residential area by a lane, a low intensity commercial zone is proposed for this property. Do you think this is appropriate?

1. ____ Yes 2. ____ No 3. ____ Undecided

67

25(b) If not, please indicate reasons _____

_____

_____

68

26. If you have any comments you would like to make regarding the questionnaire, or about the Highlands neighbourhood, please use the space provided below.

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_____

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69

APPENDIX "C"

2. SUMMARY OF RESULTS

The Questionnaire Results

The Resident's Questionnaire was distributed to all households and residential property owners in Highlands. It provided the planners with an understanding of community opinion on various land use characteristics in the neighbourhood, services and transportation systems. It also contained a number of planning department proposals, and gave planners an appreciation of community support for these proposals. The Questionnaire was hand delivered on November 20 and 21, and respondents were requested to return it by December 9 in the postage paid envelope provided. Approximately 1,500 Questionnaires were delivered and 437 were returned, amounting to 30% of the total distributed.

To obtain information on how people living in different parts of Highlands responded to the Questions, the community was divided up into sub-areas and blocks. These are shown on the attached Map.

All mail-back questionnaires have a certain degree of error, since respondents are not a pre-selected sample and anyone who receives a questionnaire makes his own choice whether to return it or not. However, the high response rate of 30% (most questionnaires of this type have a 10 to 15% response rate) would make the aggregate responses fairly representative of the opinions of the community as a whole.

The following section highlighted selected results of the questionnaire and a brief analysis of the data. Please refer to the Questionnaire which is included in this attachment.

<u>Characteristics of Respondents</u>

The vast majority of respondents, amounting to 383 or 87.6% out of the total of 437, own their residences. In addition, 400 respondents, or 91.5% of the total own or rent single family homes. Respondents generally lived in Highlands for more than 10 years, totalling 255 or 58.4% of the returned questionnaires.

Evaluation of Responses

Questions 5 and 6

Respondents were asked to indicate the importance of certain locational features and neighbourhood characteristics had on their enjoyment in living in Highlands by placing a check under one of the four categories provided: very important, some importance, not important, and not relevant. The answers were tabulated for each feature on a community-wide basis as well as for each sub-area. For the purposes of this Study, Table I will include the responses for each sub-area for the feature most frequently checked as "Very Important" to provide an appreciation of which features are considered to have a high value in different areas of the community.

TABLE I

RESIDENTS OPINIONS ON NEIGHOBURHOOD CHARACTERISTICS AND LOCATIONAL FEATURES

	Very Important	**Some Importance**	**Not Important**	**Not Relevant**	**No Answer**	**Sub-Area Most Frequently Check "Very Important"**
Locational Features						
Convenient Location to Downtown	206 (47.1)	176 (40.3)	23 (5.7)	14 (3.2)	16 (3.7)	S.A.1 – 54 (50%) S.A.4 – 27 (50%)
Convenient Location to Work	172 (39.4)	92 (21.1)	54 (12.4)	70 (16.0)	49 (11.2)	-
Convenient Location to Public Service	192 (43.9)	135 (30.9)	41 (9.4)	28 (6.4)	41 (9.4)	S.A.3 (41.4%) S.A.2 (48.9%)
Accessibility to River Valley System	172 (39.4)	129 (29.5)	62 (14.2)	34 (7.8)	40 (9.2)	S.A.5 (53.3%) S.A.6 (64.7%)
Accessibility to Shopping	151 (34.6)	164 (37.5)	68 (15.6)	16 (3.7)	38 (8.7)	-
Grew up in General Area	85 (19.5)	62 (14.2)	32 (7.3)	198 (45.3)	60 (13.7)	-
Neighbourhood Characteristics						
Tree lines streets	309 (70.7)	96 (22.0)	14 (3.2)	5 (1.1)	13 (3.0)	S.A.2 (85.9%)
Neighborhood Safety	351 (80.3)	61 (14.0)	4 (.9)	5 (1.1)	16 (3.7)	S.A.3 (78.7%) S.A.4 (68.5%)
River Valley Views	165 (37.8)	141 (32.3)	43 (9.8)	55 (12.6)	33 (7.6)	-
Physical Character of Housing Stock	219 (50.1)	138 (31.6)	29 (6.6)	1 (.2)	50 (11.4)	-
Lack of Traffic on Streets	302 (69.1)	77 (17.6)	10 (2.3)	17 (3.9)	31 (7.1)	S.A.5 (100%) S.A.6 (100%)
Predominance of low-rise SDF's	326 (74.6)	70 (16.0)	16 (3.7)	5 (1.1)	20 (4.6)	S.A.1 (77.7%)
Liked type and style of Dwelling	286 (65.4)	112 (25.6)	15 (3.4)	6 (1.4)	18 (4.1)	-
Stable Neighbourhood	321 (73.5)	76 (17.4)	14 (3.2)	8 (1.8)	18 (4.1)	-

The responses show that on a community-wide basis, convenient location to downtown is proportionately the most important reason for locating in Highlands, followed by convenient location to public services. On a sub-area basis, a convenient location to downtown, public services and accessibility to the river valley system were most important to respondents.

Concerning land use characteristics of the Highlands neighbourhood, neighbourhood safety was cited as the most important reason for living in Highlands, followed by the predominance of low rise single family dwellings. Sub-area respondents cited tree lined streets, neighbourhood safety, lack of traffic on residential streets and the predominance of low-rise single family homes as the most important neighbourhood characteristics to their enjoyment in living in Highlands.

Question 7

Residents were asked to indicate whether the historic and architectural character of the housing in Highlands is important to them personally. The community as a whole showed wide agreement that historic character was either very important or somewhat important. Residents in the area of the neighbourhood containing a large number of historic or architecturally significant homes (sub areas 2, 5) also demonstrated agreement on their importance.

TABLE II
RESIDENTS OPINIONS ON HISTORIC CHARACTER

Sub-Area	No Answ.	Very Important	Somewhat Important	Not Very Important	Not Important At All	Undecided	Total
2	-	54 (58.7)	25 (27.2)	8 (8.7)	2 (2.2)	3 (3.2)	92 (100)
5	-	15 (100.0)	-	-	-	-	15 (100)
Community Total	4 (.9)	218 (49.9)	151 (34.6)	34 (7.8)	16 (3.7)	14 (3.2)	437 (100)

Question 9(a)

To determine the localized problems affecting the Highlands neighbourhood, respondents were asked whether a number of items caused problems to them or their family by checking YES or NO. The answers are provided according to sub-area in the Table below.

TABLE III
COMMUNITY PROBLEMS AFFECTING RESIDENTS

		SUB-AREA					
Problem Item	No Answer*	1	2	3	4	5	6
Division of Neighb. by busy roadways	6.6	Yes (45.0)	Yes (52.0)	No 52.0)	No (53.0)	No (53.0)	Yes (47.0)
Traffic Violations	7.6	Yes (53.0)	Yes (55.0)	Yes (60.0)	No (46.0)	Yes (66.0)	Yes (58.0)
On Street Parking	9.2	No (52.0)	No (61.9)	No 71.0)	No (62.9)	No (80.0)	No (76.0)
Non-Local Traffic using Lanes or roadways residential	8.2	Yes (47.0)	No (48.9)	No (68.0)	No (61.1)	Yes (60.0)	No (52.9)
Dangerous intersections/roadways	10.5	No (45.3)	No (44.5) Yes (44.5)	No (56.0)	No (62.9)	No (53.3)	No (58.8)
Traffic Noise	8.9	No (61.1)	No (55.4)	No (59.5)	No (51.8)	No 60.0)	No (70.5)
Redevelopment	10.1	No (75.9)	No (71.7)	No (79.7)	No (68.5)	No (80.0)	No (64.7)
Effects of Commercial Enterprises	9.6	No (75.0)	No (75.0)	No (82.9)	No (74.0)	No (80.0)	No (82.3)
Suites in SFD's	19.2	No (71.2)	No (69.5)	No (71.2)	No (72.2)	No (66.6)	No (47.0)

* taken as percent of the total responses

Respondents were asked to elaborate on the problems as well. Most comments centered on traffic violations such as speeding, failure to obey stop and yield signs and the division of the neighbourhood by busy roadways. People complained that heavy traffic and speeding plagued such roadways as 66 Street, 112 Avenue, 118 Avenue, and Ada Blvd., making crossing difficult and dangerous, and traffic noise bothersome. Shortcutting occurs along several streets between 112 and 118 Avenues in the neighbourhood, according to respondents, with 66 Street cited as a frequent example. The sub-areas particularly affected by heavy traffic volumes, traffic violations and non-local traffic using residential lanes or roadways are sub-areas 1, 2, 5 and 6. This is reflective of the concerns expressed by the Civic Affairs Committee, which are that traffic on roadways in or near these Streets (66 St., Ada Blvd., and 112 Avenue) are having detrimental effects on the local residents.

Question 10(a)

Respondents were asked if redevelopment were to occur in Highlands within the next 5 years what types would they be likely to prefer. Their choices were single family dwellings, semi-detached dwellings, duplexes, fourplexes or walkup apartments (4 storeys). The most frequent response for each development type is listed in the chart below according to sub-area.

TABLE IV
RESIDENTS OPINIONS ON FUTURE REDEVELOPMENT BY TYPE

Sub-Area	Single Family	Semi-Det. (side by side)	Duplex	Fourplex	Walk-Up Apt.
Most frequently checked answer by sub-area					
1	Yes (83.3)	No (49.0)	No (52.7)	No (72.2)	No (73.1)
2	Yes (79.3)	No (54.3)	No (59.7)	No (79.3)	No (79.3)
3	Yes (81.9)	No (38.2)	No (52.1)	No (80.8)	No (84.0)
4	Yes (90.0)	Yes (40.7)	No (44.0)	No (59.2)	No (68.5)
5	Yes (80.0)	No (53.3)	No (60.0)	No (86.6)	No (93.3)
6	Yes (82.3)	No (64.7)	No (64.7)	No (76.4)	No (76.4)
Community Wide Responses					
Yes	361 (82.6)	98 (22.4)	78 (17.8)	26 (5.9)	17 (3.9)
Yes with Conditions	36 (8.2)	73 (16.7)	55 (12.6)	18 (4.1)	18 (4.1)
No	12 (2.7)	196 (44.9)	233 (53.3)	328 (75.1)	340 (77.8)
Undecided	10 (2.3)	20 (4.6)	20 (4.6)	16 (3.7)	15 (3.4)
No Answer	18 (4.1)	50 (11.4)	51 (11.7)	49 (11.2)	47 (10.8)

The objection to the types of redevelopment listed increases as the density and height of buildings increase.

Residents had the opportunity to stipulate conditions for allowing some redevelopment as well. Many of the comments were that new housing forms must be in keeping architecturally with the surrounding housing. Respondents commented that higher density forms of dwellings, such as walkup apartments, should be limited to major roadways and adequate parking area must be provided.

Question 11

Residents were asked how they perceive traffic volumes on 112 Avenue. Answers were matched with the sub-areas to see if certain parts of the community were more affected than other areas.

TABLE V
RESIDENTS' OPINIONS ON TRAFFIC VOLUMES ON 112 AVENUE

SUB-AREA	NO ANSWER	RESPONSES						ROW TOTAL
		TOO HEAVY		ACCEPTABLE		UNDECIDED		
1	3 (2.7)	49	(45.3)	56	(51.8)		-	108 (24.7)
2	2 (2.1)	52	(56.5)	37	(40.2)	1	(1.0)	92 (21.1)
3	1 (1.0)	41	(43.6)	52	(55.3)		-	94 (21.5)
4	1 (1.9)	19	(35.1)	33	(61.1)	1	(1.9)	54 (12.4)
5	2 (13.3)	7	(46.6)	6	(40.0)		-	15 (3.4)
6	1 (5.8)	5	(29.4)	10	(58.8)	1	(5.8)	17 (3.9)
Undefined	3 (5.2)	26	(45.6)	26	(45.6)	2	(3.5)	57 (13.0)
Column Total	13 (3.0)	199	(45.5)	220	(50.3)	5	(1.1)	437 (100%)

The above responses show that residents in sub-area 2 consider traffic on 112 Avenue "too heavy" to a greater degree than in other sub-areas. Sub-area 4 responses have the greatest proportion in the "acceptable" category, which is understandable since traffic volumes along 112 Avenue taper off in this section of Highlands.

Questions 12(a) and 13(a)

The Questionnaire also attempted to discover whether residents found crossing 112 Avenue on foot and turning left by car is difficult and at what location. Responses on a community wide level are provided below.

TABLE VI
RESIDENTS OPINIONS ON DIFFICULTY CROSSING 112 AVENUE

	RESPONSES							
(QUESTION	DIFFICULT		NOT TOO DIFF.		UNDECIDED		NO ANSWER	
Crossing on foot	230	(52.6)	190	(43.5)	7	(1.6)	10	(2.3)
Turning left by car	234	(53.5)	167	(38.2)	20	(4.6)	16	(3.7)

The majority of respondents felt that crossing 112 Avenue and turning left onto 112 Avenue was difficult. Respondents' comments concerning the location of difficulty did not generally concentrate in one particular area of 112 Avenue, but claimed that crossings and left turns were difficult all along the roadway, particularly in rush hour. Frequently, the area in the vicinity of 65 Street was mentioned as a difficult location, as well as the curved section of the roadway in the vicinity of 55 Street, where visibility is reduced. Respondents often complained that drivers did not stop at pedestrian activated flashing lights at 112 Avenue and 65 Street.

Questions 14, 15, 16

Respondents were asked to indicate whether they thought volumes on 50 Street, 66 Street and Ada Blvd. were Too Heavy, Acceptable or Light, (or if they were undecided). The answers, cross-tabulated with affected sub-areas are provided below.

TABLE VII
RESIDENTS OPINIONS OF TRAFFIC VOLUMES ON ROADWAYS IN HIGHLANDS

Street	Area	Responses					
		Too Heavy	Acceptable	Light	Undecided	No Answer	Row Total
50 St.	Community Total	70 (16.0)	251 (57.4)	1 (.2)	83 (19.0)	32 (7.3)	437 (100.0)
	Sub-Area 4	10 (18.5)	41 (75.9)	-	2 (3.7)	1 (1.9)	54 (100.0)
66 St.	Community Total	124 (28.4)	257 (58.8)	8 (1.8)	30 (6.9)	18 (4.1)	437 (100.0)
	Sub-Area 1	45 (41.7)	56 (51.9)	1 (0.9)	4 (3.7)	2 (1.9)	108 (100.0)
Ada Blvd	Community Total	69 (15.8)	247 (56.5)	33 (7.6)	60 (13.7)	28 (6.4)	437 (100.0)
	Sub-Areas 5&6	11 (34.4)	18 (56.3)	1 (3.1)	-	2 (6.3)	32 (100.0)

Generally, respondents felt that traffic volumes on roadways were at an acceptable level.

Question 17

Residents were asked whether additions or renovations, in their opinion, have detrimental effects on neighborhood character. The responses in the area of Highlands with the greatest number of older, architecturally unique houses (sub-areas 2 and 5) were singled out in the Table below.

TABLE VIII
RESIDENTS' OPINIONS ON WHETHER ADDITIONS OR RENOVATIONS HAVE DETRIMENTAL EFFECTS ON NEIGHBOURHOOD CHARACTER

AREA	NO ANSWER	YES	NO	UNDECIDED	TOTAL
S.A.2	-	65 (70.7)	21 (22.8)	6 (6.5)	92 (100.0)
S.A.5	1 (6.7)	12 (80.0)	2 (13.3)	-	15 (100.0)
Community Total	14 (3.2)	275 (62.9)	106 (24.3)	42 (9.6)	437 (100.0)

Respondents from the entire community showed that they felt they did, while residents in that portion of Highlands which is developed with older housing stock showed a greater concern over this matter.

Questions 19(a) to 25(a)

The *Planning and Development Department* formulated a number of land use proposals and requested that respondents show their support by checking YES, NO, or UNDECIDED for each proposal.

Responses for each of the proposals (by affected area) are shown in the Table below.

TABLE IX
RESIDENTS OF OPINIONS ON PLANNING PROPOSALS
BY AFFECTED AREA

Proposal & Area	No Answer	Yes	No	Undecided	Row Total
Proposal 1					
Sub-Area 1	1 (0.9)	102 (94.4)	1 (0.9)	4 (3.7)	108 (100.0)
Sub-Area 2	-	86 (93.4)	3 (3.2)	3 (3.2)	92 (100.0)
Sub-Area 3	2 (1.2)	155 (93.9)	3 (1.8)	5 (3.0)	165 (100.0)
Sub-Area 4	N/A	N/A	N/A	N/A	N/A
Sub-Areas 5 &6					
Proposal 2 Blocks 4,9,5,10	1 (2.1)	42 (89.3)	2 (4.2)	2 (4.2)	47 (100.0)
Proposal 3 Blocks 9,14,10, 15	-	31 (67.3)	10 (21.7)	5 (10.8)	46 (100.0)
Proposal 4	1 (1.0)	70(76.0)	13 (14.1)	8 (8.6)	92 (100.0)
Sub-Area 2	1 (6.6)	12 (80.0)	2 (13.3)	-	15 (100.0)
Sub-Area 5					
Proposal 5 Sub-Area 4	1 (1.9)	32 (59.3)	20 (37.0)	1 (1.9)	54 (100.0)
Proposal 6 Sub-Area 4	3 (11.5)	20 (76.9)	2 (7.6)	1 (3.8)	26 (100.0)
Proposal 7 Sub-Area 4	5 (9.3)	39 (72.2)	5 (9.3)	5 (9.3)	54 (100.0)

The *Planning and Development Department* proposals were generally found acceptable to residents of Highlands.

The questionnaire results were forwarded to the Civic Affairs Committee, Technical Advisory Committee and the Transportation Department for their information. The questionnaire results were used in consideration of the final recommendations of the Study.

APPENDIX "D"

HIGHLANDS COMMUNITY - LIST OF !-HERITAGE BUILDINGS Developed by the Historic Sites Selection Committee Edmonton Historical Board

11207 - 67 Street
11115 - 66 Street
11134 - 66 Street
11143 - 66 Street
11153 - 66 Street
11209 - 66 Street
11223 - 66 Street
11305 - 66 Street
11335 - 66 Street
11118 - 65 Street
11119 - 65 Street
11123 - 65 Street
11136 - 65 Street
11138 - 65 Street
11147 - 65 Street
11150 - 65 Street
11217 - 65 Street
11227 - 65 Street
11228 - 65 Street
11231 - 65 Street
11248 - 65 Street
11301 - 65 Street
11311 - 65 Street
11328 - 65 Street
11332 - 65 Street
11431 - 65 Street
11108 - 64 Street
11122 - 64 Street
11147 - 64 Street
11153 - 64 Street
11158 - 64 Street
11209 - 64 Street
11212 - 64 Street
11228 - 64 Street
11242 - 64 Street
11245 - 64 Street
11341 - 64 Street
11342 - 64 Street
11510 - 64 Street
11107 - 63 Street
11108- 63 Street
11142- 63 Street
11210- 63 Street
11218- 63 Street
11224- 63 Street
11312- 63 Street
11317- 63 Street
11334- 63 Street
11119- 62 Street
11141- 62 Street
11142- 62 Street
11119- 61 Street
11123- 61 Street
11129- 61 Street
11215- 61 Street
11216- 61 Street
11305- 61 Street
11119- 60 Street
11125- 60 Street
11159- 53 Street
11147- 51 Street
11211- 51 Street
11215- 51 Street
11220- 51 Street
5650 Ada Boulevard
6128 Ada Boulevard
6210 Ada Boulevard
6240 Ada Boulevard
6256 Ada Boulevard
5609 - 111 Avenue
6013 - 111 Avenue
6229 - 111 Avenue
5610 - 111 Avenue
5618 - 111 Avenue
6010 - 111 Avenue
6018 - 111 Avenue
6124 - 111 Avenue
6502 - 111 Avenue
6506 - 111 Avenue
5104 - 112 Avenue