

# What We Heard Report

## Glenora

### LDA22-0196

Edmonton

## Public Engagement Feedback Summary

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**Project Address:** 13802 & 13806 - 102 Avenue NW

**Project Description:** The City received an application to rezone 13802 - 102 Avenue NW and 13806 - 102 Avenue NW from the [\(RF1\) Single Detached Residential Zone](#) with the [Mature Neighbourhood Overlay](#) to the [\(RA8\) Medium Rise Apartment Zone](#).

The proposed RA8 Zone would allow for a 23-metre high building (approximately 6 storeys) intended for residential uses such as multi-unit housing, lodging houses and supportive housing as well as limited commercial opportunities at ground level, such as child care services, general retail stores and specialty food services.

**Project Website:**

- <https://www.edmonton.ca/glenoraplanningapplications>

**Engagement Format:**

- Mailed Advanced Notice - 120 m radius
- Online Engagement Webpage - Engaged Edmonton: <https://engaged.edmonton.ca/glenora102avera8>

**Engagement Dates:**

- May 18 - July 15, 2022: Documented responses to Advanced Notice
- June 27 - July 10, 2022: Online Engagement Webpage

**Number of Emails & Phone Calls**

- Before Online Engagement: 21
- During Online Engagement: 16

**Number Of Engagement Web Page Visitors:**

- Engaged: 32
- Informed: 54
- Aware: 255

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

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### About This Report

The information in this report includes summarized feedback received between May 18 and July 15, 2022, through online engagement via the Engaged Edmonton platform as well as emails and phone calls submitted directly to the file planner.

The public feedback received will be considered during the planning analysis to ensure the review of the application takes local context into consideration and is as complete as possible. It will also be used to inform conversations with the applicant about potential revisions to the proposal to address concerns or opportunities raised.

This report is shared with all web page visitors who provided their email address for updates on this file. This summary will also be shared with the applicant and the Ward Councillor and will be an appendix to the Council Report should the application proceed to a Public Hearing.

The planning analysis and how feedback informed that analysis will be summarized in the City's report to City Council if the proposed rezoning goes to a future City Council Public Hearing for a decision. The City's report and finalized version of the applicant's proposal will be posted for public viewing on the City's public hearing agenda approximately three (3) weeks prior to a scheduled public hearing for the file.

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### Engagement Format

The Engaged Edmonton webpage included an overview of the application, information on the development and rezoning process and contact information for the file planner. Two participation tools were available for participants: one to ask questions and one to leave feedback.

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

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### Feedback Summary

While there is some level of support for densification of this site relative to its proximity to the core of the City and LRT, the majority of respondents are very concerned with the impact this rezoning would have on the heritage character of the Glenora neighbourhood. The Carruthers Caveat is seen as a very important tool to protect the neighbourhood that is being ignored by this application.

This section summarizes the main themes collected.

Number of responses:

In Support: 10

In Opposition: 59

Mixed: 1

Note: This number indicates the amount of responses received through emails, phone calls and the Engaged Edmonton page and not the number of individuals who responded as the same people may have provided input through more than one method.

The most common **concerns** heard were:

**Neighbourhood Character:** The proposed six-storey scale is not in line with the lower scale residential character of the neighbourhood, particularly the Garden City Suburb design.

**Carruthers Caveat:** This proposal goes against the Carruthers Caveat, which restricts the neighbourhood to single and semi-detached housing. The developer and the City would be ignoring the caveat.

**Traffic/Parking:** This scale of redevelopment will increase traffic and parking congestion on the nearby roads, especially with the impact of LRT construction and realignment of roads. Open Option Parking may also lead to the developer not building enough on-site parking, resulting in street parking being more congested.

**Trees and Open Space:** The redevelopment will lead to the potential loss of mature trees and/or green space.

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

**Location:** Creating more density in the core of the city near the LRT is desirable and helps limit urban sprawl.

**Amenities:** Additional commercial retail and service options in the neighbourhood would help bring more life to the community.

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## What We Heard

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

### Reasons For Opposition

#### Heritage/Neighbourhood Character

- Six storeys is not in character with the neighbourhood/diminishes the neighbourhood/not reflective of "garden city suburb" (24).
- Redevelopment should respect the Carruthers Caveat/this proposal ignores the Caveat because it would allow an apartment building and the caveat restricts new buildings to single and semi-detached housing (16).
- These types of rezonings will irrevocably change the character of Glenora (15).
- This development will negatively impact the Bouchier residence, built in 1913, an historically significant building which is just across 138 Street NW (6).
- Loss of property values in the neighbourhood (3).

#### Traffic/Parking Impacts

- It will increase traffic and congestion in the area (17).
- Lack of street parking in the area to accommodate this density (12).
- The development won't have enough parking and there will be spillover onto streets (6).
- There will be vehicle access issues for this new building because of LRT construction and realignment (3).
- The old narrow lane adjacent to the site cannot handle the increased traffic and servicing vehicles.

#### Building Scale/Density Impacts

- Scale will decrease the enjoyment and comfort of adjacent single-detached housing (13).
- Too big/tall (10).
- Will block sunlight from neighbouring yards and gardens (7).
- Not a sensitive transition to the houses next door (4).
- Too many units on a small site (4).
- Much higher than what is currently built.
- Will impact the streetscape of the neighbourhood.
- Loss of privacy for surrounding lots.

#### Engagement

- Mailed notices should have gone to a broader area than just the 120 metres around the site (3).

- 282 of the 345 mailed notices went to owners in the high-rise condo building Crescent Place and not enough people who live in houses (2).
- If this proposal is approved, it would imply that developers, planners and Council members are all sitting at an exclusive table far removed and out of reach of residents.
- Engagement is not meaningful.
- The City should consider feedback from adjacent properties with more weight as they are more directly impacted.
- Should wait until Zoning Bylaw Renewal and District Planning processes are done.
- Should wait until further decisions are made on the heritage character DC1 project in Glenora.

### **General/Other**

- Potential loss of mature trees or greenspace (18).
- Will set a negative precedent for other places in Glenora (8).
- Developer is using the allure of Glenora to make money (6).
- Glenora has already contributed a great deal to increased density (6).
- The City is trying to generate more tax revenue (4).
- Do not want to see commercial units in the building (2).
- Recent mandate of open zoning anywhere in Edmonton is getting out of hand.
- Developers are making residential and ownership too expensive and have lost sight of creating affordable housing.
- The City should prioritize a community supported plan that has already been initiated rather than the hodge-podge of rezoning applications.

### **Reasons For Support**

- Creating more density in the core of the city near the LRT (9).
- Additional commercial retail and service options in the neighbourhood (3).
- Limits urban sprawl (3).
- Bring life to the community (2).
- Six-storey height is reasonable for this location.
- Schools in the area have capacity.
- Creating a more walkable/rollable neighbourhood will attract families.
- Expansion of the pathway will be safer for users.
- Increased density will increase tax revenue when compared to the existing single-detached housing.
- Step in the right direction regarding climate action.
- Supportive of human-scale development.
- Near active transportation networks.
- Carruthers Caveat prevents Glenora from evolving with the rest of Edmonton.
- No historical resources are at risk due to this application.

### **Suggestions For Improvement**

- You could consider townhomes, skinny infill homes or even a two-storey building instead (9).
- Three or four storeys would be more reasonable (6).
- Other sites are better suited for increased density (5).
- Safe and accessible pathways/bridges for users to cross dangerous nearby roads (2).
- Include green space (2).
- Consider a shelter for the previously unhoused (2).
- Densification must be integrated with environmental sustainability and respect for heritage and tourism components of Edmonton's character (2).
- Incorporate underground parking (2).

- City Council should consider reducing the taxes of other community residents that will be impacted to offset the negative effects of this proposal.
  - Respect the Mature Neighbourhood Overlay.
  - Build the new building out of concrete, not wood.
  - Don't need any commercial here. There's enough nearby already.
  - Add a designated, protected bike lane.
  - Make the building energy neutral.
  - Parking bans and enforcements to ensure that people can park on street near their homes.
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## Questions & Answers

All responses below are from City Administration, unless otherwise specified as being provided by the applicant.

- 1. What structural improvements are proposed to protect people on foot or on bicycle that will now be on an "island" between busy roads? Are there plans to create safer crossings or bridges for them to access neighbouring areas and existing active transport routes?**

Thank you for the question. Through construction associated with the Valley Line West LRT, this area will have new, wider sidewalks and shared-use path links. Pedestrian crossings along Stony Plain Road NW will be signalized. A new signalized crosswalk across 102 Avenue NW at the Stony Plain Road NW intersection will also be provided. Please refer to the [Valley Line West LRT Booklet](#) for some visuals of these elements (pages 32 and 33).

- 2. What is the city's recommendations on guest/resident parking for this project? Does it take in account the limited street parking available due to the configuration of this "pie" shaped area?**

In June 2020, City Council approved Open Option Parking which allows developers, homeowners and businesses to decide how much on-site parking to provide on their properties based on their particular operations, activities or lifestyle. It's important to note that Open Option Parking doesn't necessarily mean no parking will be provided. In fact, it is more likely to result in the 'right' amount of parking as developers know their parking needs best and have an interest in ensuring they are properly met. Should demand exceed the developer's parking calculations, they would have the option of approaching surrounding businesses and developments with surplus parking and entering into agreements with them to share or rent out spaces for their tenants. The City also has various parking management strategies that can be explored should evidence show that on-street parking has become too competitive and congested.

- 3. Does the proposed project actually plan on developing a six story building?**

The zoning allows up to six storeys, so Administration evaluates the proposal to its maximum potential but the developer may choose to build something smaller depending on how they read the market and their own financial position.

From the applicant: A six storey building is the intention at this time.

- 4. What considerations are taken when residents in the area offer feedback?**

Administration appreciates your feedback and will use it to:

- Inform the City's planning analysis and ensure all factors are taken into consideration
- Help inform conversations with the applicant about making revisions to address concerns and
- Summarize feedback for City Council so that they know your perspective prior to making a decision

**5. How is it fair to make such a drastic change to zoning?**

It is recognized that these kinds of changes can have impacts on other properties. That is one of the reasons the process is public and transparent and the decision is made by elected representatives on City Council.

**6. How does this meet any of the heritage guidelines?**

There are no heritage guidelines to be met for these properties or area. Some buildings in Glenora are either designated Municipal Historic Resources or on the Inventory of Historic Resources in Edmonton, but the ones on these properties are not.

**7. Developers that have been challenged in court have failed in the past due to [the Carruthers Caveat]... Why does the City continue to give false hope to these developers? Does this not mean anything to new development? If the Carruthers Caveat is a real agreement, how is this rezoning even being considered?**

The applicant and the City are aware of this Caveat and the landowner understands the risks involved and that they will still have to try to have the Caveat removed if they want to redevelop according to the proposed zone. While City Administration ensures the applicant and landowner understand these risks, the Caveat itself is not a factor in our planning analysis as it is a private-to-private matter between landowners.

**8. Why even bother with the illusion of protecting heritage and preserving this community when there is no effective action to honour commitments and processes to preserve heritage?**

The City's [Historic Resources Management Program](#) was developed to identify and save Edmonton's historic resources with the goal that today's developments are tomorrow's heritage. The City is committed to preserving historical resources that represent our past and enhance our urban environment. The City offers rehabilitation grants of up to \$100,000 at the time of designation of a property as a protected Municipal Historic Resource and up to \$20,000 in maintenance grants every 5 years after designation and the initial required rehabilitation are complete.

There are currently 132 buildings in Glenora that have been identified as having historical significance and placed on the Inventory of Historic Resources in Edmonton. This is the highest concentration of identified historic buildings in any one neighbourhood in Edmonton. Of these, only three are designated as a Municipal Historic Resource (the Dr. Robert Wells Residence, the Hyndman House and the William Blakey Residence), and one is designated as a Provincial Historic Resource (Government House). Designated buildings are protected from demolition and are required to be maintained in a fair condition.

The other 128 properties are eligible for financial incentives from the City to pursue designation, but City Administration does not have the authority to compel designation and relies on partnering with interested landowners. Despite the high number of Inventory buildings in the neighbourhood, Glenora is significantly underrepresented in terms of municipally-designated properties compared to those on the inventory relative to other historic communities in Edmonton (3/132 = 2.2%). For example, there are 17/107 (15.8%) in Westmount, 28/98 (28.5%) in Strathcona, 13/43 (30.0%) in Highlands, 14/59 (23.7%) in Oliver and 17/67 (25.3%) in Boyle Street/McCauley. There are actions and processes available to preserve heritage in the community, but it requires property owners to take the initiative to do so. Having more buildings in Glenora designated is one of the best ways to ensure that the heritage character of the neighbourhood is preserved. For more information on pursuing a historical designation and the financial incentives available, please visit [the City's webpage](#).

**9. What has happened with the DC1 Heritage-Character zoning initiative? Why has this DC1 Heritage-Character zoning initiative been placed on an indefinite hold?**

The DC1 Heritage-Character zoning initiative was considered at the [June 29, 2021 Urban Planning Committee Meeting](#) (Item 6.7). At this meeting, the Committee passed the following motion:

*"That Administration pause work on the Glenora Heritage Area DC1 and bring a report to Committee that identifies resources necessary to complete a new strategic and targeted approach to a Heritage Resource Management Strategy that outlines options and tools to address the conservation of heritage resources citywide."*

Council again considered this project at the [March 14, 2022 City Council Meeting](#) (Item 6.6). At this meeting, there was a two-part motion put forward, one part of which passed and one didn't. The part most applicable to Glenora did not pass, which was:

*"That Administration resume work to prepare Direct Control (DC1) Zoning for the Glenora Heritage Character Area, in alignment with The City Plan goals of increased density while encouraging the retention of heritage resources and ensuring new development respects the form and massing of the Garden City Suburb and that this work be funded up to \$100,000 by the Council Contingency."*

This motion was defeated 9-4.

**10. Is it even possible to put a six-storey apartment block where two single family homes once stood without significant variances diminishing the green space around the building and the clear-cutting of the mature trees?**

At the rezoning stage, the City does not review detailed building drawings to specifically evaluate the constructability of a building in terms of meeting all zoning regulations and building code requirements. However, the site area of 1347 m<sup>2</sup> is generally considered large enough to accommodate a six-storey building while meeting all zoning regulations, including landscaping and amenity areas, without variances.

**11. Does Glenora need more density from high-rise structures?**

The City Plan includes clear direction to increase residential density in the core of the City, especially near transit and at key nodes and corridors. Glenora is currently one of the least dense neighbourhoods in the City and also has places in it that meet this criteria for where additional density should be. In this context, it is reasonable to conclude that Glenora does need more

density to achieve the desired outcomes of The City Plan. Please also note that the proposed RA8 Zone would allow for a six-storey building, which is generally considered a mid-rise, not a high-rise.

## **12. How many underground levels and stalls will be required for residents and guests?**

In June 2020, City Council approved [Open Option Parking](#) which allows developers, homeowners and businesses to decide how much on-site parking to provide on their properties based on their particular operations, activities or lifestyle. It's important to note that Open Option Parking doesn't necessarily mean no parking will be provided. In fact, it is more likely to result in the 'right' amount of parking as developers know their parking needs best and have an interest in ensuring they are properly met. Should demand exceed the developer's parking calculations, they would have the option of approaching surrounding businesses and developments with surplus parking and entering into agreements with them to share or rent out spaces for their tenants. The City also has various parking management strategies that can be explored should evidence show that on-street parking has become too competitive and congested.

From the applicant: Since the City no longer requires a minimum amount of parking, parking will be provided in accordance with market demand, and likely with one level of underground parking at a ratio of approximately one stall per unit.

## **13. Will suites be owned, rented (short or long term)?**

The Zoning Bylaw does not regulate whether a dwelling is owned or rented. This will be a choice made by the developer at a future stage in the redevelopment process, should the rezoning be approved.

From the applicant: The City does not regulate tenancy; it is unknown at this time whether the suites will be owned or rented.

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### **Web Page Visitor Definitions**

#### Aware

An aware visitor, or a visitor that we consider to be 'aware', has made one single visit to the page but not clicked any further than the main page.

#### Informed

An informed visitor has taken the 'next step' from being aware and clicked on something. We now consider the visitor to be informed about the project. This is done because a click suggests interest in the project.

#### Engaged

Every visitor that contributes on the page, either by asking questions or leaving a comment, is considered to be 'engaged'.

Engaged and informed are subsets of aware. That means that every engaged visitor is also always informed AND aware. In other words, a visitor cannot be engaged without also being informed AND aware. At the same time, an informed visitor is also always aware.

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### **Next Steps**

The public feedback received will be considered during the planning analysis and will be included in the administration report for City Council. The administration report and finalized version of the applicant's

proposal will be posted for public viewing on the [City's public hearing agenda](#) website approximately three (3) weeks prior to a scheduled public hearing for the file.

When the applicant is ready to take the application to Council:

- Administration makes a recommendation of Support or Non-Support.
- Notice of Public Hearing date will be sent to surrounding property owners and applicable nearby Community Leagues and Business Associations.
- Once the Council Public Hearing Agenda is posted online, members of the public may register to speak at Council by completing the form at [edmonton.ca/meetings](http://edmonton.ca/meetings) or calling the Office of the City Clerk at 780-496-8178.
- Members of the public may listen to the Public hearing online at [edmonton.ca/meetings](http://edmonton.ca/meetings).
- Members of the public can submit written comments to the City Clerk ([city.clerk@edmonton.ca](mailto:city.clerk@edmonton.ca)).

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If you have questions about this application please contact:

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