



EDMONTON
**EXHIBITION
LANDS**

Planning Framework



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ACKNOWLEDGMENT

The City of Edmonton acknowledges that it is situated on Treaty 6 Territory. We would like to acknowledge the Indigenous Peoples whose ancestors' footsteps have marked this territory for centuries such as: Cree, Dene, Anishnaabe (Saulteaux), Nakota Sioux and Blackfoot peoples. We also acknowledge this as the Métis' homeland and the home of one of the largest concentrations of Inuit south of the 60th parallel. It is a welcoming place for all peoples who come from around the world to share Edmonton as a home. Together we call upon all of our collective, honoured traditions and spirits to work in building a great city for today and future generations.





1 INTRODUCTION

1.1 Purpose

The Exhibition Lands Planning Framework provides a clear vision and policies for future development within the Plan Area over the next 30 years. The overall intent of the Planning Framework is to harness the area's potential for transit-oriented development in a sustainable manner that capitalizes on access to the Capital LRT line, connects to surrounding neighbourhoods, generates employment, enhances recreational opportunities, and celebrates the area's role as an events destination.

The Exhibition Lands Planning Framework (the Plan) was initiated following the closure of the Coliseum and announcement of the departure of the Racetrack and Casino. The Plan responds to the unprecedented city-building opportunity of this large urban infill redevelopment site in the heart of North Edmonton.

The purpose of the Exhibition Lands Planning Framework is to:

- + provide a strategy for future public and private investment
- + guide the development of the Plan Area, including two transit villages that incorporate dense, compact, mixed use urban infill development in a human scale format
- + reconnect the Plan Area to surrounding communities through active transportation connections and a vibrant network of public spaces; and
- + guide the staging and implementation of redevelopment in the area.

PLAN AREA

The Plan Area, as defined in Figure 1 is located in the northeast quadrant of the City of Edmonton, adjacent to the existing neighbourhoods of Bellevue and Montrose (to the east), Eastwood and Parkdale (to the west), and Cromdale and Virginia Park (to the south). The Plan Area includes the City's Capital LRT Line immediately adjacent to the Coliseum LRT Station. It encompasses the Coliseum Arena, Edmonton EXPO Centre, Northlands Racetrack and Casino, and Borden Park.

STUDY AREA

The study area boundaries capture parts of surrounding neighbourhoods with the highest potential for change in the future, which were selected to enable the project to consider transitions and connections between the City lands and existing residential areas, nearby open spaces, and the broader transportation network.

Figure 1 Study Area and Plan Area Map



1.2 Policy Context

The Exhibition Lands Planning Framework was created within the context of existing City policies and regulations and with recognition of developing City Plan themes.

1.2.1 CONNECT EDMONTON

The four strategic goals of Connect Edmonton, Edmonton’s Strategic Plan, are the focus areas that require transformational change in the next ten years: Healthy City, Urban Places, Regional Prosperity and Climate Resilience. The Exhibition Lands Planning Framework aligns with this 2050 Vision and four goals by establishing a framework for development of vibrant urban neighbourhoods that contribute to personal and community wellness, ensure a range of transportation choices, provide diverse employment opportunities, and contribute to Edmonton’s low carbon future through reduced vehicle dependence.



1.2.2 MUNICIPAL DEVELOPMENT PLAN

THE CITY PLAN

The Exhibition Lands Planning Framework has been prepared throughout the engagement and planning process for The City Plan, Edmonton’s Municipal Development Plan (MDP) and Transportation Master Plan (TMP). The foundational components of The City Plan are its five City Moves and six Guiding Values. These have been developed through engagement with Edmontonians, and are coordinated with the four goals of Connect Edmonton, Edmonton’s Strategic Plan. The Exhibition Lands Planning Framework addresses the City Moves by directing redevelopment that is compact, mixed-use, transit-supported, community-focused, and provides space for innovations to improve the quality of life of Edmontonians.



City Moves

- + Greener As We Grow
- + A Rebuildable City
- + A Community of Communities
- + Inclusive and Compassionate
- + Catalyze and Converge

Guiding Values

- + Access
- + Preserve
- + Create
- + Belong
- + Live
- + Thrive

THE WAY WE GROW AND MOVE

The Way We Grow (MDP) and The Way We Move were in effect while The City Plan was in development. These plans have been considered in the development of the Exhibition Lands Planning Framework. The Ways encouraged compact and sustainable communities and for a greater proportion of new development to occur within mature and established neighbourhoods. In addition, The Way We Grow established that medium to higher density residential, employment, and retail development should be focused around LRT stations and transit centres.



1.2.3 EDMONTON METROPOLITAN REGION GROWTH PLAN

The Exhibition Lands Planning Framework aligns with the Guiding Principles of the Edmonton Metropolitan Region Growth Plan by facilitating development that is compact, optimizing existing infrastructure, focusing on quality of life for residents, providing an interconnected network of open space, ensuring mobility for all modes, and by providing diverse employment opportunities. The Exhibition Lands Planning Framework also contributes to the Growth Plan's aspirational densification targets of 25% growth as intensification within the city's built-up urban area.



Guiding Principles

- + Collaborate and coordinate as a Region to manage growth responsibly
- + Promote global competitiveness and regional prosperity
- + Recognize and celebrate the diversity of communities and promote and excellent quality of life across the Region
- + Achieve compact growth that optimizes infrastructure investment
- + Ensure effective regional mobility
- + Ensure the wise management of prime agricultural resources
- + Protect natural living systems and environmental assets.

1.2.4 CITY GUIDELINES

TRANSIT ORIENTED DEVELOPMENT GUIDELINES

To support the long-term viability of the LRT and to achieve the City's vision for a more compact and liveable Edmonton, Council approved Policy C565 Transit Oriented Development and the associated Guidelines (TOD Guidelines) in 2012. The TOD Guidelines outline development potential for sites within 400m of LRT stations and transit centres, and identify a variety of LRT station types. The TOD Guidelines also provide direction for new plans being developed within 800m of future LRT stations and transit centres. The TOD Guidelines identify Coliseum Station as an Enhanced Neighbourhood Station to be surrounded by appropriate infill development that "establishes housing as the predominant use with market supportable mixes of retail, commercial and employment" (pg. 17).



COMPLETE STREETS DESIGN AND CONSTRUCTION STANDARDS

As part of The Way We Move, Complete Streets Guidelines were approved in 2013. In 2018 these were consolidated with the City's roadway design standards into the Complete Streets Design and Construction Standards. The intent of this document is to create streets that are not only vehicle friendly, but able to accommodate all modes of active transportation on an aesthetically designed streetscape. These standards ensure that adequate space is provided to connect various landmarks and meeting spaces in Edmonton, and create sustainable and safe road networks for all users and trip purposes. The Exhibition Lands Planning Framework incorporates the mixed-use collectors, street-oriented local residential, and alley street typologies in its mobility concept and incorporates the principles of the guidelines by prioritizing active modes of transportation.



1.2.5 AREA REDEVELOPMENT PLANS

The Exhibition Lands Planning Framework overlaps several Area Redevelopment Plans. The Exhibition Lands Planning Framework resulted in amendments to the Coliseum Station ARP, Cromdale/Virginia Park ARP, Montrose/Santa Rosa ARP, Parkdale ARP, Yellowhead Corridor ASP, and the repeal of the Northlands ARP.

1.3 Planning Process

1.3.1 MANDATE

On December 16, 2016 City Council approved the Project Charter for the Coliseum Station Area Redevelopment Plan. Council's direction was to deliver a new Area Redevelopment Plan for the Coliseum Station area, to address repurposing and development options for the Northlands site and adjacent land requiring fresh policy direction, with special regard to the interface with surrounding communities and with regard to integrating other city planning work occurring nearby.

The Exhibition Lands presents the City of Edmonton with an unprecedented city-building opportunity. It is rare for a city the size of Edmonton to have the chance to re-envision such a large area so close to its urban core and in such a well-connected location adjacent to its LRT. From the beginning of developing this Planning Framework, it was clear that the City must establish a coherent vision and implementable development framework for the site. The retention of City-owned lands for civic purposes in such a strategic location will likely not be as straightforward in the future. Therefore, the City had to develop a robust planning and engagement process that would allow it to consider both short-term functions and potential long-term benefits to the community and city.

1.3.2 ENGAGEMENT PROCESS

The project established a multi-phased engagement plan, whereby public and stakeholder groups would be able to provide strategic inputs as the plan developed. The process was phased to ensure that key timely inputs from the public and stakeholders could be sequentially gathered, guiding the development of the plan as the level of planning detail evolved.

For detailed information on the project's public and stakeholder engagement process, see Appendix B, Public and Stakeholder Engagement.



1.3.3 MAJOR THEMES

As an outcome from engagement with the public and stakeholder groups, several major themes emerged that informed the development of the plan.

BORDEN PARK

From the very beginning of the project, Borden Park was identified by the public and stakeholders as the most important asset of the Plan Area. Many wanted to see the park maintained, expanded, and improved to increase its programming and use. Several participants also expressed a desire to incorporate Indigenous cultural elements into the park, such as art and space for traditional activities like growing medicinal plants.

CONNECTIVITY

Connectivity was one of the most frequently requested improvements. Feedback from engagement indicated a desire for the Exhibition Lands to be re-stitched to surrounding communities by improving pedestrian and cycling connections.

EVENTS AND CELEBRATION

A point of conversation throughout the project was centred on events and celebration aspects that should stay as part of the redevelopment. Some wanted to see events, like K-Days, continue in the area while others wanted to see events removed from the area entirely to eliminate noise, traffic, and parking impacts on surrounding communities. Some suggested that elements of the area's agricultural and exhibition history be incorporated into redevelopment.

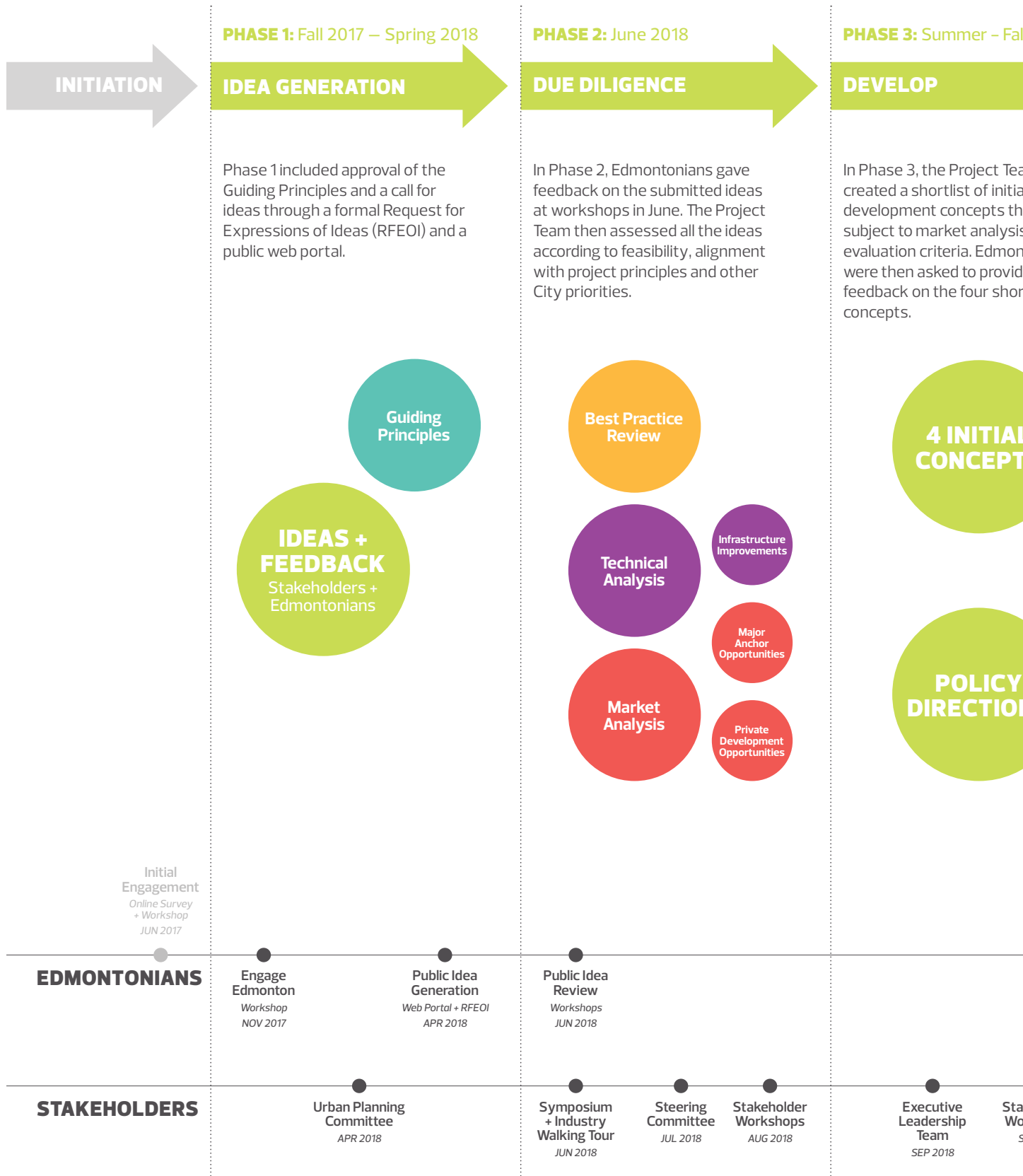
TRANSIT ORIENTED AND MIXED USE

The results of the idea generation phase of engagement indicated a desire for the Exhibition Lands to transform into a new, walkable, transit-oriented community. Participants wanted to see mixed use development with a variety of housing for different household types, including seniors and students, as well as community services, commercial, and employment opportunities. Many suggested that redevelopment consider food security by encouraging local gardens and urban agriculture.

PLAN IMPLEMENTATION

Many Edmontonians expressed concerns around the future of the Coliseum and Northlands and the City's inability to repurpose the arena and other facilities. The most common concern about the project was around the implementation of the Plan. Many were concerned about the cost of development to taxpayers, and the ability of the City to ensure the resulting development meets the intentions set out in the Planning Framework.

PLANNING AND ENGAGEMENT TIMELINE



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PHASE 4: Winter – Spring 2019

REFINE

In Phase 4, a preferred concept was selected and refined. This concept was approved by Council in April 2019. The Project Team then refined the concept and developed policies, which were shared with stakeholders and Edmontonians.

**PREFERRED
CONCEPT**

**DRAFT
POLICIES**

PHASE 5: Summer 2019 – Fall 2020

FINALIZE

In Phase 5, the preferred concept was further refined and finalized. The Planning Framework was shared with the public before being brought to City Council for approval.

**FINAL
CONCEPT**

**COUNCIL
DECISION**

**EXHIBITION LANDS
PLANNING FRAMEWORK**





2 EXISTING CONDITIONS

2.1 Urban Context

The study area is located in the northeast quadrant of the City of Edmonton, adjacent to the existing neighbourhoods of Bellevue and Montrose (on the east), Eastwood and Parkdale (on the west), and Cromdale and Virginia Park (to the south). The Capital LRT Line runs through the area with access currently provided at Coliseum Station. The area has excellent transportation connections to downtown from all modes, being:

- + 10 minutes to Churchill Station on the Capital LRT Line;
- + 12 minute drive to downtown via Jasper Avenue;
- + 18 minute bike ride to downtown using the shared-use pathway along the LRT corridor; or
- + 30 minute bike ride via the scenic river valley.

Furthermore, the study area is well-connected to other destinations in Edmonton and the greater region due to the proximity of major vehicle thoroughfares: Wayne Gretzky Drive (which forms part of the inner ring road), Fort Road, and the Yellowhead Trail (national Highway 16).

The Study Area is surrounded by mature residential neighbourhoods to the south, east, and west, with industrial uses to the north. Concordia University is located southeast of the Plan Area. Redevelopment and infill are starting to happen in these neighbourhoods, with nearby revitalization initiatives including: the Alberta Avenue Revitalization Initiative (west of the area); the Norwood Boulevard Corridor Study; neighbourhood renewal (e.g. streetscapes and repaving) in Montrose, Cromdale, and Bellevue/Virginia Park; and the Stadium Station ARP (approved in 2018) which envisions mixed use transit oriented development to the south of the Exhibition Lands.

In addition to Borden Park, which is within the Plan Area, the area is close to the river valley and ravine system (specifically, Kinnaird Ravine) and the regional shared-use pathway network. Nearby sporting entertainment opportunities include Wally Footz Field (amateur baseball), Commonwealth Stadium (professional football) and Joe Clarke Athletic Grounds (professional soccer).

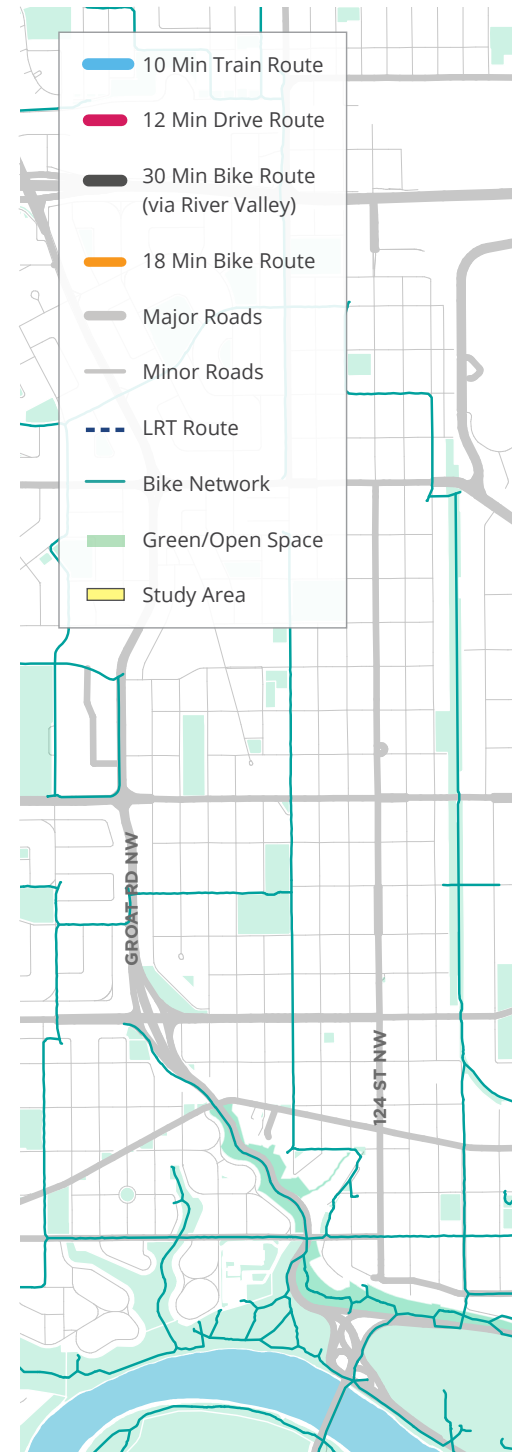
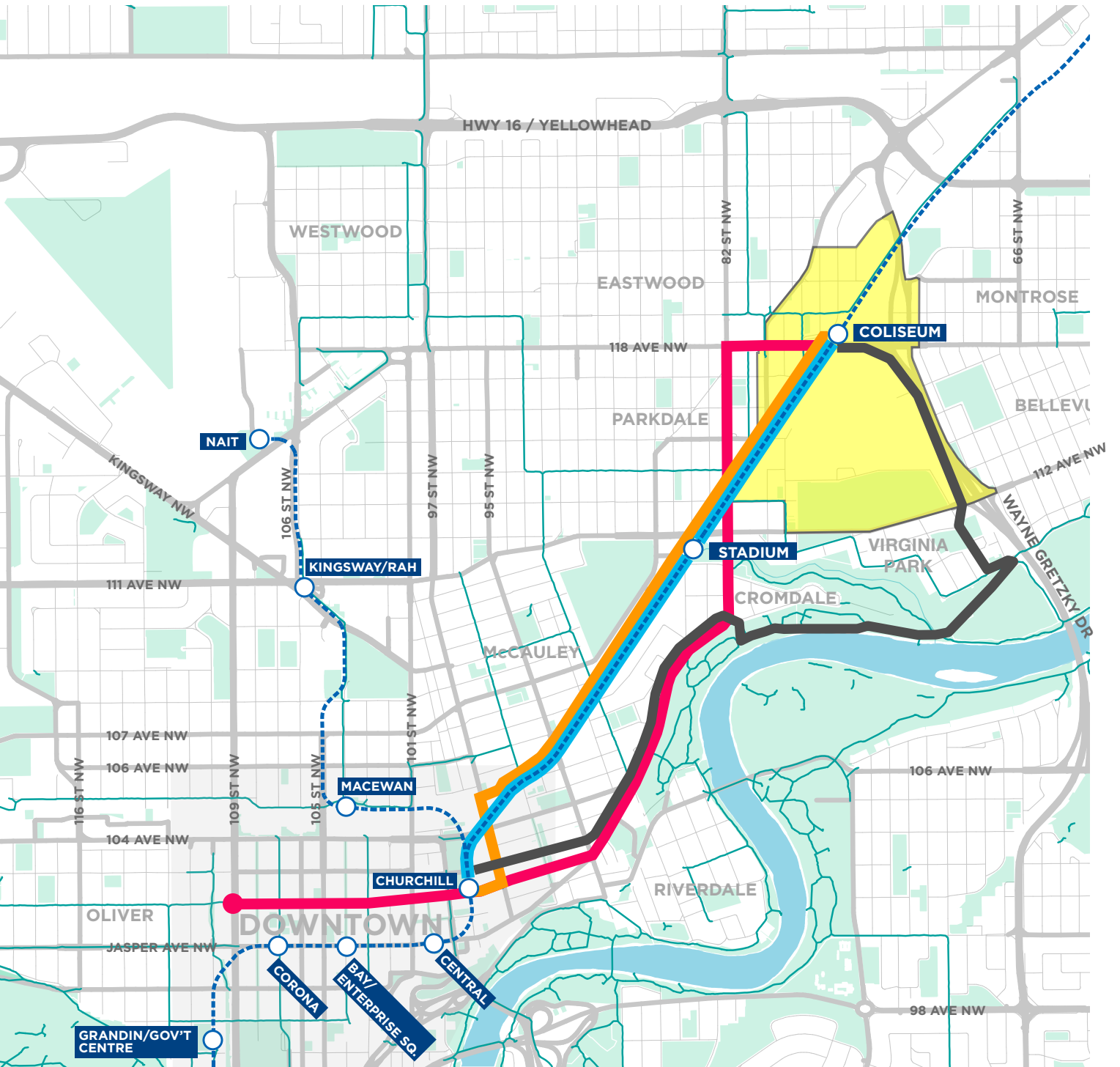


Figure 2 Urban Context Map



2.2 Site Conditions

The study area contains numerous structures, in addition to a substantial inventory of vacant lands and surface parking. Residential structures, mainly single family dwellings, comprise most of the area to the west of the LRT corridor. Some industrial buildings are also present at the northern end of the study area, which overlaps the Yellowhead Corridor East industrial area. Some commercial structures can be found in the northeast of the study area, adjacent to Wayne Gretzky Drive.

The majority of the site is comprised of exhibition, entertainment facilities and support structures located on lands formerly leased to Edmonton Northlands. The significant components include:

- + Edmonton Coliseum: arena and longtime home to the Edmonton Oilers hockey franchise (permanently closed as of January 2018)
- + Edmonton EXPO Centre: trade and entertainment venue operated by Edmonton Economic Development Corporation (effective 2018)
- + Northlands Race Track and Casino: closed following the move of Horse Racing Alberta to a new facility south of Edmonton and the expiration of Northlands' site lease

Other important structures include the Coliseum LRT Station, the Coliseum Transit Centre, the barns and support structures for Northlands Park. Additionally, the site contains several heritage assets that are on the City of Edmonton's Inventory of Historic Resources, including the Northern Alberta Pioneers & Descendants Association Cabin and Giant Milk Bottle in Klondike Park, the Edmonton Light & Power Substation #100, and the Bellevue Community League Hall. The site is currently the location of Edmonton's annual K-Days Exhibition, which will remain on the site until 2022 with potential for extension.

The Plan Area also includes Borden Park, which provides a range of amenities including public art, picnic areas, pavilion, formal flower gardens, and several sports fields, in addition to a parks maintenance yard. The park also includes a bandshell, which is listed on the City's historic resources inventory, and contains Canada's first naturally treated outdoor public swimming pool.



Parking adjacent to Northlands racetrack and Casino



Borden Park

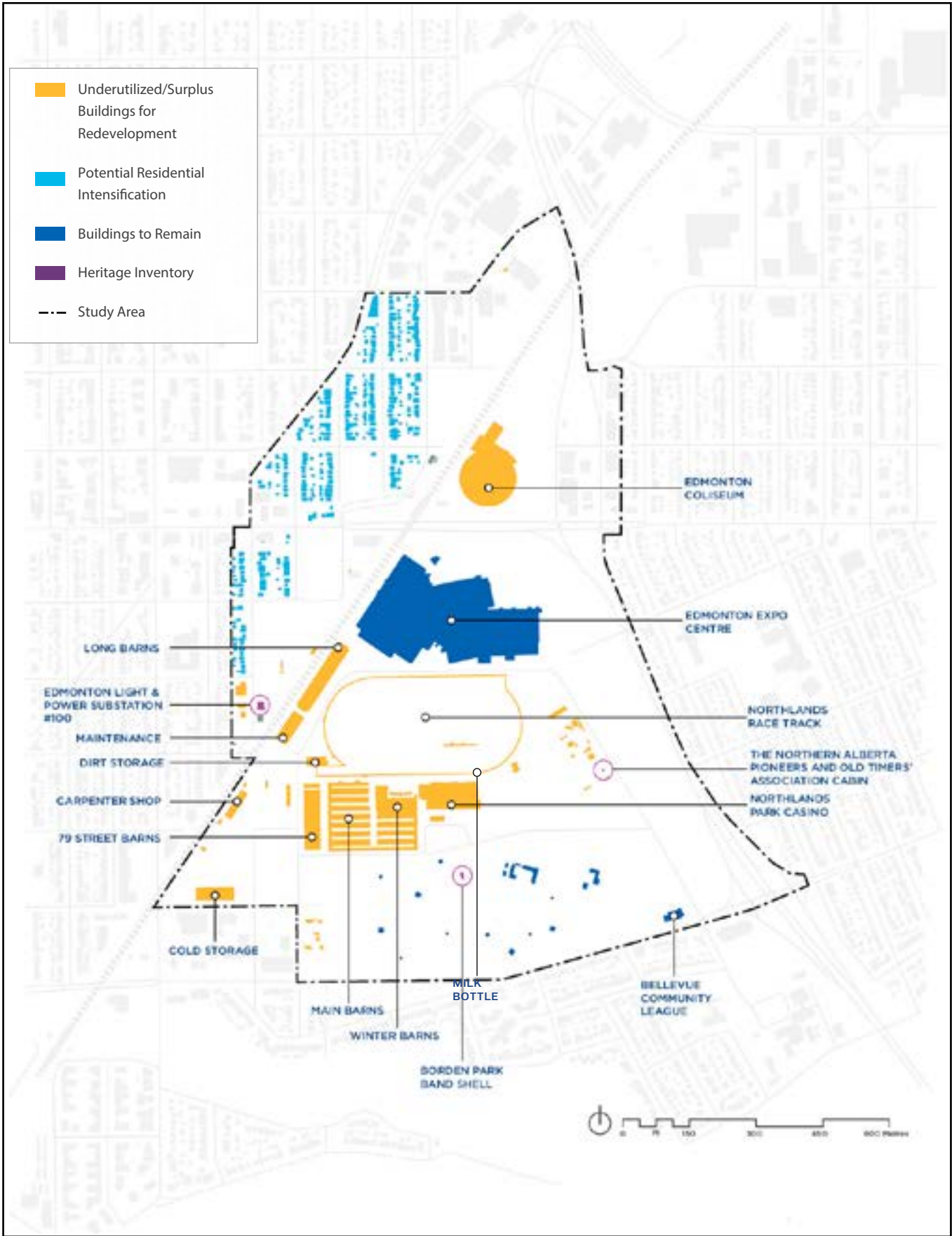


Edmonton Coliseum Building



Northlands horse barns

Figure 3 Building Inventory Map



2.3 Vehicle Access and Circulation

The study area is effectively bounded on all sides by arterial roadways, including Wayne Gretzky Drive to the east; Fort Road to the north-west; and 112 Avenue to the south. 118 Avenue (aka Alberta Avenue) bisects the site toward the northern end. A significant acreage of surface parking is available on the site and street parking is prohibited on arterial roadways and generally restricted through a Residential Parking Permit program in residential areas.

It should be noted that although certain roadways have been classified by the City as arterials or collectors, in reality their cross-sections and traffic volumes are more similar to local streets.

OPPORTUNITIES

GOOD CONNECTIONS AND PARKING

Nearby arterial connections, and proximity to the inner ring road (Wayne Gretzky Drive), makes the study area a desirable location for potential businesses and residents seeking good vehicle connectivity to the rest of Edmonton. Likewise, an abundance of surface parking and loading areas facilitates access for visitors and freight delivery, though some engagement respondents remark that the cost of parking has become a barrier for some Edmontonians.

EXCESS ROADWAY CAPACITY

Based on average annual daily traffic volumes and average peak hour traffic volumes, the existing arterial roadway network surrounding the study area has sufficient capacity to accommodate some intensification and redevelopment.

POTENTIAL FOR “BIG MOVES”

Access and circulation issues (see next section) can be improved with minor and major infrastructure interventions. Access to and through the study area could be made by exploring options for extending the surrounding street grid across the LRT corridor and/or Wayne Gretzky Drive. Improvements such as reopening the 115 Avenue LRT crossing (which is currently barricaded) and enhancing the access points along 112 Avenue are relatively simple to execute, but major redevelopment on the Exhibition Lands may warrant more visionary improvements, such as realigning Wayne Gretzky Drive or raising 118 Avenue to grade.

ISSUES

POOR SITE ACCESS

Although the residential neighbourhoods within the study area are well connected through the grid street network, the former Exhibition Lands have no internal roadway system and only limited points of access from the surrounding area. Ready opportunities to add or improve access are also constrained: as part of the urban inner ring road, Wayne Gretzky Drive is access controlled, and LRT crossings are similarly regulated. The 118 Avenue trench also limits the potential for further site access either north or south onto the site between Wayne Gretzky Drive and Fort Road.

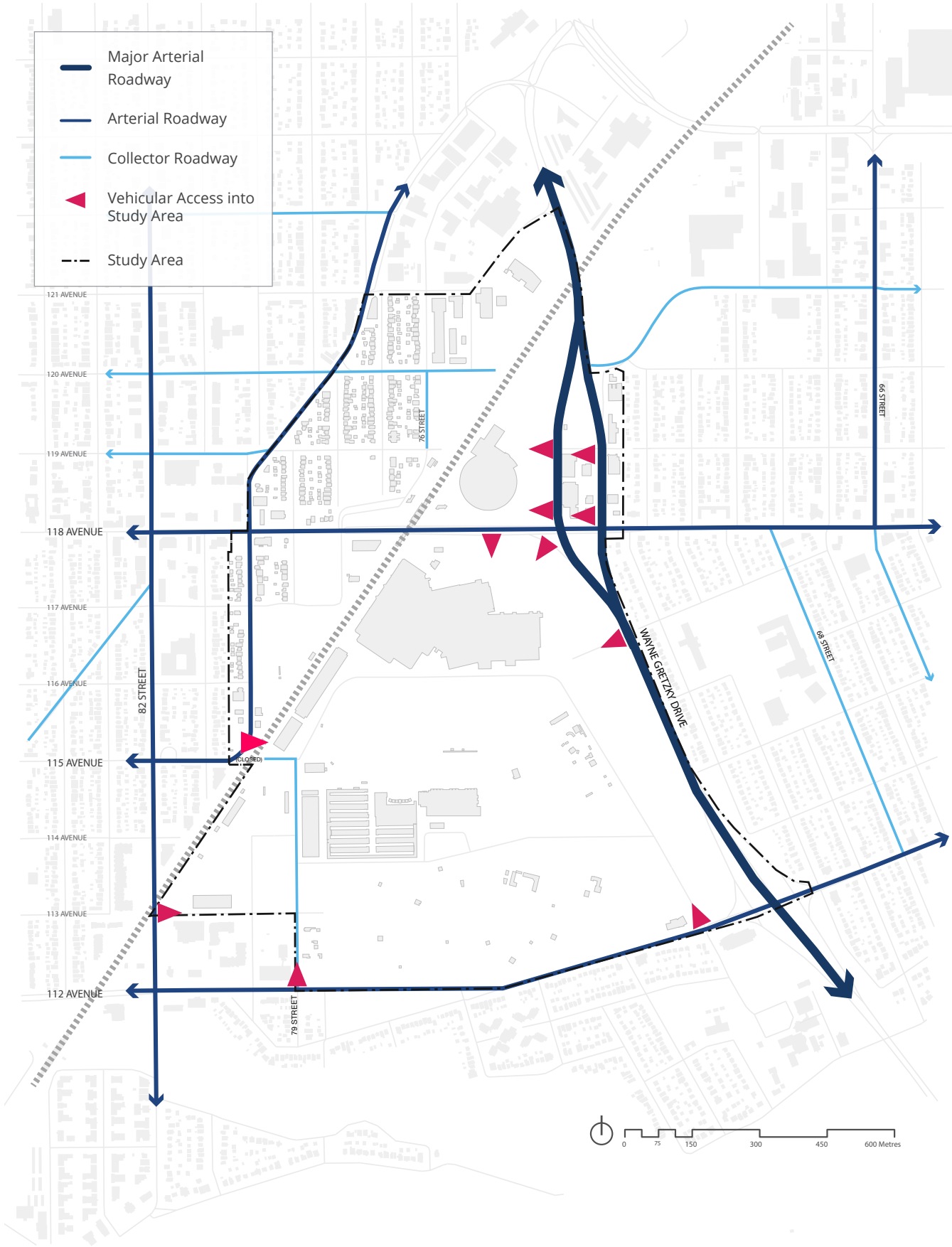
CHALLENGES WITH “BIG MOVES”

In addition to the regulated access restrictions discussed above, any “big moves” to improve access and circulation must consider the substantial capital and operating costs involved, impacts on nearby communities and levels of service, and the physical constraints that may be introduced by structures (e.g. EXPO Centre) or infrastructure (e.g. utility alignments, proposed LRT maintenance yard).

WAYNE GRETZKY DRIVE COUPLET

The Wayne Gretzky Drive couplet between 116 Avenue and 120 Avenue impedes access to the Edmonton Coliseum site, especially for northbound vehicle traffic, and complicates any proposition to improve connectivity of the street grid. The couplet creates an isolated, inefficient “island” of development between two busy roadways and compromises the assembly of a larger, more marketable redevelopment parcel at the Coliseum site.

Figure 4 Existing Vehicle Access and Circulation Map



2.4 Pedestrian / Cyclist Access and Circulation

The pedestrian network consists of sidewalks along most of the roadways within and surrounding the study area, while the bike network consists of on-street cycling routes and off-street shared-use pathways (SUPs). Apart from the SUP to the west of Wayne Gretzky Drive, the SUP adjacent to a portion of the LRT corridor, and the pedestrian bridge over 118 Avenue, the Exhibition Lands have no formal pedestrian or cyclist routes.

OPPORTUNITIES

REGIONAL SHARED USE PATHWAY

The study area benefits from an excellent cycling and recreational connection to Downtown Edmonton via the SUP along the LRT corridor.

BETTER CONNECTIONS TO GREEN SPACE

The study area contains Borden Park and is located just north of Kinnaird Ravine and through-connections to other river valley amenities. Enhancing pedestrian and cycling connections to these spaces would benefit future and existing residents.

EDMONTON BIKE PLAN

The Edmonton Bike Plan presents an opportunity to integrate the cycle network and shared use paths of the Exhibition Lands with existing and planned city-wide cycle networks.

ISSUES

BARRIERS TO TOD WALKABILITY

Transit-oriented development is enhanced walkability near major transit stations. In the case of the Coliseum LRT Station and Transit Centre, pedestrians and cyclist encounter several barriers to good mobility, including grade changes and prohibited (fenced) crossing at 118 Avenue, and interrupted access across the Exhibition Lands around the large footprint of the EXPO Centre.

DISCONTINUOUS BIKE ROUTES

Cycling routes through the study area are staggered or discontinuous. There is a two-block rerouting of the shared-use pathway (which normally runs alongside the LRT corridor) at 118 Avenue. Additionally the cycle route that runs west of Borden Park at 113 Avenue jogs northward along the LRT before continuing west along 114 Avenue. The shared-use pathway would be further rerouted should the LRT storage and cleaning facility be constructed as planned, in the vacant parcel between 115 and 117 Avenues.

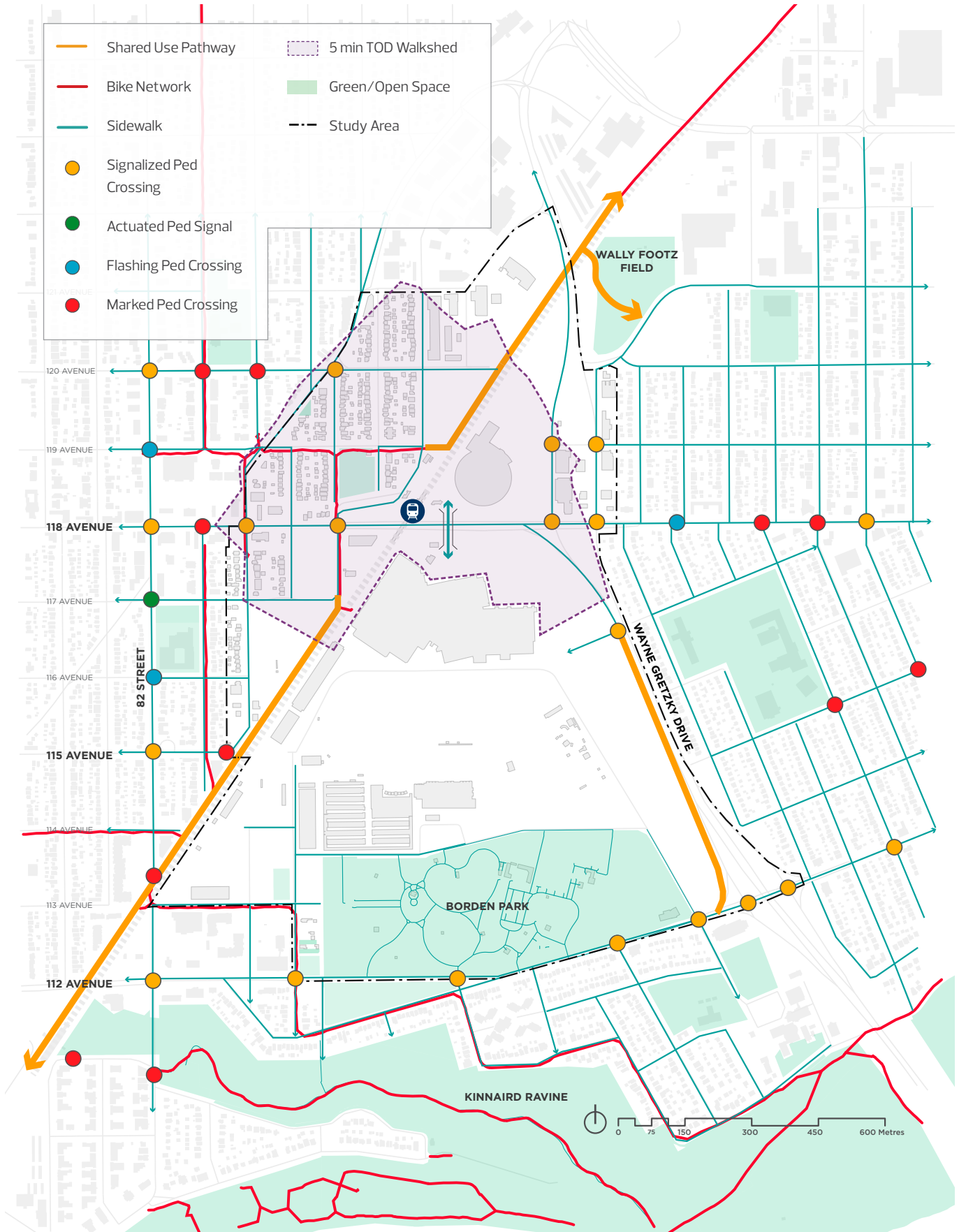
POOR ACCESS FROM NEIGHBOURHOODS

There are limited connections into the Exhibition Lands from the surrounding neighbourhoods to the west and east. There are only two formal crossings of the LRT corridor (with another barricaded but passable crossing at 115 Avenue). Both a sound wall and fencing prevent any access across Wayne Gretzky Drive between 112 Avenue and 118 Avenue — a distance of approximately 1 kilometre.

POOR PEDESTRIAN / CYCLIST CONDITIONS

With no formal pedestrian or cycling infrastructure and expansive surface parking, along with the arterial roads and LRT corridor, barriers to mobility across the study area in every direction present challenges. Engagement participants remarked that unappealing aesthetics on site and suboptimal conditions in surrounding areas (narrow sidewalks, high traffic volumes and speeds, exposure, safety concerns, unattractive industrial and commercial uses) create uninviting pedestrian and cycling environments.

Figure 5 Existing Active Modes Circulation Map



2.5 Public Transit

Given the presence of the Coliseum LRT Station and associated Transit Centre immediately to its west, the study area is an important centre for public transit, including citywide, community and seasonal bus services, as well as LRT connections to south and northeast Edmonton.

OPPORTUNITIES

GOOD TRANSIT CONNECTIVITY

One of the most important opportunities to be realized from the study area is the Coliseum LRT Station, which offers excellent connections to major destinations. Travel surveys show that 30% to 40% of existing transit users boarding LRT at Coliseum Station during the morning peak period travel Downtown, while an additional 40% to 50% travel to the University of Alberta or the Hospital. The area is also well served by numerous bus routes, especially along 118 Avenue, whose routes often terminate or intersect with the Coliseum Transit Centre. The Edmonton Transit Strategy also recommends high-frequency service along 118 Avenue and 82 Street. The proximity of the LRT station and the abundance of bus routes results in a higher transit mode share in Eastwood and Parkdale than the city average.

MULTI-MODAL CONNECTIVITY

There is a potential to enhance the multi-modal connectivity associated with the transit system. Currently, both bike routes and the shared-use pathway alongside the LRT corridor offer good access to the Transit Centre and (to a lesser extent) the Coliseum LRT Station.

ISSUES

COLISEUM LRT STATION AND TRANSIT CENTRE

During the first phase of public engagement, numerous participants pointed to the poor design and condition of the Coliseum LRT Station, Transit Centre and surrounding environment. Inadequate lighting, the dangerous accumulation of ice during winter, fast-moving traffic along 118 Avenue, dated and unwelcoming aesthetics, accessibility issues moving from the 118 Avenue trench up to grade, and safety

concerns create an unpleasant transit experience in the station and discourage people from using the LRT. A shortage of good waiting spaces and unrealized potential of James Kidney Park were also cited as issues with the Transit Centre. The recently completed redesign of the Transit Centre, and the ongoing work for the Coliseum LRT Station Redesign, should help address some of these issues moving forward.

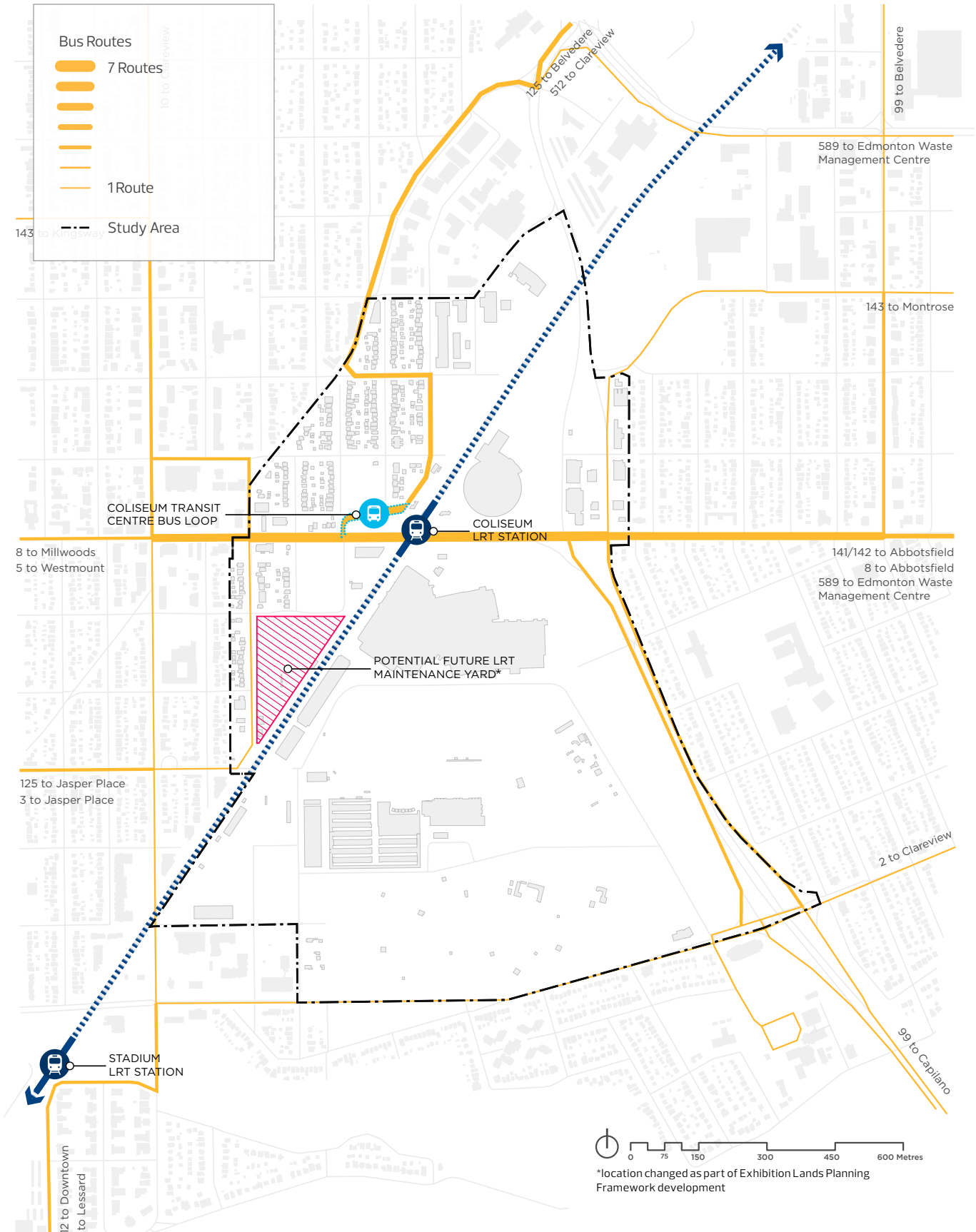
TRANSIT ON EXHIBITION LANDS

There are several transit routes that provide service adjacent to the Exhibition Lands along major corridors or that traverse the site; however, the majority of the site itself is not accessible by transit due to the lack of an internal road network. Additionally, the majority of the site (including Borden Park) falls outside the walkable catchment of the Coliseum and Stadium LRT Stations. With substantial employment and residential uses being introduced through redevelopment, new or extended transit routes will likely be desirable on the site to serve an increased population. At the same time, extending transit routes suffers the same challenges as extending the roadway network – namely, the access challenges associated with the LRT corridor, Wayne Gretzky Drive and the 118 Avenue trench identified above.

POTENTIAL LRT STORAGE AND CLEANING FACILITY

The City has been exploring the potential for an LRT storage and cleaning facility on the Capital LRT Line. The triangle west of the LRT corridor and south of 117 Avenue is currently used by Edmonton Transit for storage uses, and is the preferred location for the future storage and cleaning facility. The facility should have little influence on existing transit services, but it would interrupt the shared-use pathway (requiring a rerouting onto the local roadway network) and may introduce constraints on new cross-corridor connections between Parkdale and the former Exhibition Lands, or the potential for a new or moved LRT station south of the existing Coliseum Station (see the Development Potential section). Should this triangle prove more suitable for other development options, the facility could be located elsewhere within the study area, provided the site is adjacent to the LRT corridor and can equally address operational needs.

Figure 6 Existing Public Transit Routes Map



2.6 Market Analysis

A market analysis was conducted in 2018 to determine general market conditions for redevelopment in northeast Edmonton. The analysis also considered the impact of siting major anchors in the Plan Area on the rate which homes are built and sold and office and retail is built and leased.

IMPACT OF PUBLIC ANCHORS

Based on evaluation of several case studies, it was determined that public anchors are instrumental in leveraging private capital to invest in the type of residential and office developments that attracts retail space and builds vibrant communities. The literature on integrated community development and urban renewal, suggests that entertainment and hospitality centres, cultural institutions, community facilities and active public spaces are strong catalysts for private residential development absorption. Similarly, public infrastructure built to support wellbeing, cultural expression and provide community spaces help to create complete communities. Higher education (especially universities with significant international student enrollment), recreational and wellness oriented facilities, and large technology or public administration office blocks moderately add value to private real estate, in addition to boosting absorption and increasing the viability of private development. Health care institutions, gaming amenities, and localized sports and concert venues also boost absorption but are less impactful than other public anchors.

RESIDENTIAL, OFFICE, AND RETAIL ABSORPTION

It was determined that for a status quo redevelopment (without anchor developments), the Exhibition Lands could potentially absorb:

- + 60 single detached, semi-detached or duplex houses; 20 townhouses; and 30 apartment units annually;
- + 6,600 sq. ft. of new office space annually; and
- + 3,000 sq. ft. of retail space annually.

Through the analysis, it was determined that a more transformative development of the Exhibition Lands, that incorporates significant employment and civic anchors, could boost the demand for residential and office space absorption by 100% and retail space by 300%. With significant anchors, the Exhibition Lands could potentially absorb:

- + 80 single detached, semi-detached or duplex houses; 50 townhouses; and 90 apartment units annually;
- + 13,200 sq. ft. of new office space annually; and
- + 9,000 sq. ft. of retail space annually.

New residential and office traffic that is located on the site will drive the demand for retail space. Each category of development is boosted further by amenities and public anchors that are bold enough to drive people to the site for work, play (recreation and entertainment) and residential accommodation.

Strongest Impact

Entertainment Centres with Hospitality
Cultural Institutions
Municipal / Community Facilities
Active Public Spaces / Programmed Outdoor Venues

Modest Impact

Educational Institutions
Federal / Provincial Administration /
Tech-R&D Facilities
Wellness Orientation, NFP Recreation
Hostels / Concert Venue (3-7k)

Minimal Impact

Health Care Institutions
Casino / Gaming / Sporting Event Venues

2.7 History of the Exhibition Lands

FIRST PEOPLES

Oral histories and archaeological records indicate that the area, now known as Edmonton, has been a home and gathering place to Indigenous peoples for over 5000 years. Long before European contact, Indigenous peoples used the North Saskatchewan River Valley and places such as Kinnaird Ravine for hunting, food, medicine, and transportation. The area was also an important rendezvous for trade between Indigenous peoples, well before the fur trade was established.

European settlement had a significant impact on the ecology of the area and the way of life for Indigenous peoples. In 1876, Treaty 6 was signed. An adhesion to Treaty Six occurred at Fort Edmonton on Aug 21, 1877.

KIRKNESS FAMILY

James Kirkness and his wife Sarah played an important role in the story of the Exhibition Lands. Kirkness began his employment with the Hudson Bay Company (HBC) in 1864. As an employee of HBC, he spent time working at Oxford House, Rocky Mountain House, and Fort Edmonton. During his second posting to Fort Edmonton from 1873 to 1875 he was eligible to claim one of the river lots surveyed downstream of the Hudson Bay Reserve. Kirkness retired from HBC in 1880 and went on to build a log cabin and settle with his family on the lot he had claimed, known as River Lot 26. Nine years later, the Kirkness family moved to Fort Dunvegan when James was again hired by HBC. They stayed until 1893 when they once again returned to Edmonton and their River Lot.

In 1906 Edmonton City Council purchased the northern portion of River Lot 26 for the Exhibition. James and his family upgraded from their log cabin to a larger residence on the southern portion of the lot in 1909 and lived there until James' death in 1911. By this time, the northern portion of River Lot 26 was successfully hosting the Edmonton Exhibition.

EXHIBITION LANDS DEVELOPMENT

For almost 140 years the Edmonton Exhibition has been at the centre of the social, cultural, entertainment, sports, and agricultural life of the city. The Exhibition, which began in 1879, moved to its current location in northeast Edmonton in 1910. The Exhibition Lands were originally quite marsh-like and included a small lake, which was eventually drained. The area also had rail access from the Grand Trunk Railway, which proved useful for the agricultural components of the Exhibition.

For the first Exhibition on these new grounds in 1910, several buildings and amenities were constructed. This included a horse racetrack, grandstand, dining hall, manufacturers building, and stables. The Edmonton Stock Pavilion was opened in 1913, which was the largest livestock pavilion in Canada at the time.

Throughout the first and second world wars, the Exhibition Lands were leased by the Canadian Military for training and national defense. In collaboration with the military, a select few events were allowed to continue in the area throughout war times. The military also built several buildings, which were later repurposed for exhibitions.

After the second world war, the role of the Exhibition Lands shifted to more entertainment and sports. When the Stock Pavilion was refitted with ice, it became known as an arena, and was renamed the Edmonton Gardens in 1949. The Exhibition Lands were also expanded during this time. Shortly after, the Exhibition Lands hosted its first rodeo in 1951, unveiling a new grandstand. In 1956, the Canada Derby moved from Winnipeg to Northlands Park.

In the 1960s, the Exhibition Lands then saw the introduction of Klondike Days. Klondike Village was built in 1967. Now rebranded as K-Days, the event continues to draw many visitors each year.

The Edmonton Gardens underwent a major renovation and expansion from 1966 to 1967. A few years later, the much anticipated Coliseum opened in 1975, followed shortly by the City's Capital LRT line connection to the area. The Edmonton Gardens was demolished in 1982 to make way for the AgriCom building. In 2009, the AgriCom building was expanded and renamed to the Edmonton EXPO Centre. The final Canadian Derby in the area was held in 2018, and the Coliseum was permanently closed in 2018, followed by Northlands Park in January 2019.

BORDEN PARK

Borden Park was originally named East End Park in 1906. It was renamed Borden Park after Prime Minister Robert Borden visited Edmonton in 1914. In its early days, the park was home to three bison. As time went on, the park was further developed into a zoo. By 1929, there were 198 animals at the zoo, including a variety of species of birds as well as elk, bison,



Figure 7 1974 Aerial view of the Exhibition, J1399, Provincial Archives of Alberta

sheep, deer, black bears, and a monkey. The zoo remained until 1957, when it was moved to Storyland Valley Zoo.

Once the zoo had relocated, Borden Park was redesigned by the City with elements that can still be seen today including formal gardens and a band shelter. The renewed park was opened on Dominion Day, 1958.

Borden Park was designated a Municipal Historic Resource in 2012, reflecting the important role it had played in municipal history during the preceding century. In 2018, Canada's first naturally treated outdoor public pool was unveiled in the park.

Figure 8 1958 Journal Praises Borden Park redesign, Provincial Archives of Alberta



Figure 9 Photo of the natural swimming pool in Borden Park

2.8 Issues & Opportunities

2.8.1 ISSUES

COMPETITION WITH OTHER CITY REDEVELOPMENT SITES

One of the greatest challenges of redeveloping the Exhibition Lands is that it is in direct competition with other large redevelopment sites in the city, including Blatchford, The Quarters, River Crossing and Station Pointe. Planning for the Exhibition Lands requires a long-term phased approach that considers market saturation from other projects.

CHANGING RESIDENTIAL MARKET TRENDS

Though housing real estate markets in Edmonton have slowed due to economic change, Edmonton's population is anticipated to continue to grow, requiring approximately 260,000 additional homes by 2043 (2018 Market Analysis). The majority of current new home sales are townhouses, while sales of single detached homes have been decreasing since 2014. High rise home sales are also increasing. Housing prices in the city's core are also rising. The redevelopment must balance providing adequate density to support transit infrastructure with flexibility to accommodate a changing housing market.

LIMITED REPURPOSING OF EXISTING STRUCTURES

Through engagement with various stakeholders, it was determined that the majority of the Northlands buildings are either unable to be repurposed or would be prohibitively expensive to do so. Demolition of these structures and potential remediation creates an added cost and has the potential to make redevelopment slower and more difficult.

CONNECTIVITY BARRIERS

The Exhibition Lands are physically isolated due to the barriers created by Wayne Gretzky Drive and the LRT corridor. There are few access points into the area and there is currently no internal street network. It is also difficult to add or improve access to the area because access is controlled on Wayne Gretzky Drive and at LRT crossings. The 118 Avenue trench also limits the potential for further access either north or south into the area between Wayne Gretzky Drive and Fort Road. There are also many barriers to pedestrian and cycling mobility, with grade changes and discontinuous pathways and bike routes.

The Wayne Gretzky Drive couplet between 116 Avenue and 120 Avenue impedes access to the Edmonton Coliseum site, especially for northbound vehicle traffic, and complicates any proposition to improve connectivity of the street grid. The couplet creates an isolated, inefficient "island" of development between two busy roadways, and compromises the assembly of a larger, more marketable redevelopment parcel at the Coliseum site.



Pedestrian bridge over 118 Avenue



Shared pathway along LRT corridor



EXPO Centre south "back of house"



Shared use pathway along WGD



118 Ave Trench



LRT right-of-way barrier



118 Avenue trench



Wayne Gretzky Drive Couplet



Chain link fence along WGD



Sound barrier along WGD

2.8.2 OPPORTUNITIES

TRANSIT ORIENTED URBAN INFILL

The greatest opportunity presented by the area is its viability as a transit oriented development. The Exhibition Lands are in a prime location adjacent to the City's LRT within close proximity to Downtown and the North Saskatchewan River Valley. The existing connection to the LRT enables the area to support a higher level of density than greenfield development. This will need to be supported by the introduction of a fine-grained, walkable grid of public streets and pathways.

LARGE CONTIGUOUS PARCELS OF PUBLIC LAND

The City has a unique opportunity in planning for the Exhibition Lands, as 160 acres (65 hectares) of the study area is City owned. The parcels are significant in size, lending themselves easily to large comprehensive development, civic, employment, or institutional uses. It is rare for a city the size of Edmonton to have access to this amount of relatively undeveloped land close to its urban core. Because of this, it is essential that plans are strategic and consider future civic needs.



Figure 10 Public vs Private Lands

- City Owned Lands
- Privately Owned Lands
- Study Area

STRATEGIC PUBLIC INVESTMENT

The City has the opportunity to leverage public investments to increase the value of the Exhibition Lands over time. This includes improvements to transportation infrastructure, such as roads and LRT, which make the area more developable and connected to surrounding areas. Public anchor amenities, including parks, civic centres, educational institutions and other facilities can also help to boost the private absorption rate.

ENHANCING BORDEN PARK AND OPEN SPACE CONNECTIVITY

Borden Park is the gem of the Exhibition Lands. It is both a community and regional amenity, with a network of paths, a new outdoor pool, sports fields, amphitheatre, and other amenities. There is opportunity to enhance the use of the Park through additional programming and better linkage to the EXPO Centre, and through development of additional active transportation connections. With the area's proximity to the river valley, there are opportunities to create better pedestrian and cycling connections south to connect with the river valley trail system.

3 DEVELOPMENT CONCEPT

3.1 Vision

The Vision outlines the desired outcome of the Exhibition Lands Planning Framework. It provides the overall direction for all of the policies of this document and is supported by the Guiding Principles.

Edmonton Exhibition Lands provides the space for a vibrant new urban community to take form, harnessing the area's history of gathering, proximity to nature, and transportation connections, creating new and exciting opportunities to live, work and play in the heart of northeast Edmonton.

3.2 Guiding Principles

The Guiding Principles were developed at the beginning of the planning process. They have informed all of the policies in the Plan and will continue to be used to guide the Exhibition Lands redevelopment in all future phases of the project.

Support neighbourhood, city, and regional economic development

The vision looks to identify opportunities to support economic growth in the short and long term. A diverse mix of opportunities are made available to both existing and new communities. The Plan explores opportunities to leverage unique economic characteristics so this area complements, rather than competes with, city and regional economic development strategies.

Ensure responsible return on investment

Where public investment is required to support development at Exhibition Lands, a focus on quadruple bottom line evaluation of financial, economic, social, and environmental costs and benefits will be the foundation of the investment decision. The Plan respects all existing legal commitments the City has made and determines the preferred balance of private and municipal investment to achieve strong business and public outcomes in the long term.

Celebrate local history, heritage, and cultures

The Exhibition Lands are situated in a culturally diverse area of the city. The Plan invites interesting and innovative ways to tell the stories of the past, celebrate the diverse stories of the present and support an inclusive, multicultural future for all residents and visitors. Opportunities to incorporate Indigenous knowledge and stories are identified and developed.

Advance the sustainability and resilience of our environment

Provision of expanded ecological connections to the river valley and broader parks and open space network is essential to ensuring long-term environmental health while also supporting natural mitigation approaches to the impacts of climate change. The Plan supports city-wide environmental goals including, but not limited to: energy, conservation, water and waste management, and food sustainability.

Support all transportation choices

A comprehensive approach to transportation planning will be applied to ensure people who walk, cycle, wheel, ride transit, and drive all have safe, reliable, high-quality and connected travel options to and through the area. Connectivity to destinations within the Exhibition Lands as well as to other major nearby destinations, such as the adjacent neighbourhoods, the river valley and ravines, is improved for all people.

Incorporate viable and creative ideas for redevelopment to leverage the area's scale, location, and assets

The Plan incorporates elements that have a strong business case to support implementation in a reasonable timeframe. Analysis of ideas includes consideration for how innovative and creative concepts relate to the existing neighbourhoods and new development and business activity in the area. For buildings and amenities that will stay in the area over the long term, the Plan provides direction to integrate new development in ways that realize existing opportunities while remaining open to potential future changes.

Contribute to the social, physical, and mental well-being of residents and all Edmontonians

The vision will bring new energy and activity to this area. Planning will support vibrant, safe, accessible, and inclusive communities for existing and new residents and visitors. Edmontonians of all ages and abilities have an opportunity to fully participate in the life of their city and neighbourhoods.

Foster Compact Urban Development

Exhibition Lands supports City strategies to concentrate new development around priority nodes like LRT stations and main street corridors in the existing urban area. This transit-oriented development can accommodate a wide range of land uses that benefit from proximity to high quality public transit and relate to the existing neighbourhood development. Development integrates transportation, land use, and development by incorporating a complementary mix of land uses that supports people living, working, and playing in a more compact urban environment.

3.3 Overall Concept

At its core, redevelopment of the Exhibition Lands involves five key elements: development of two transit villages; establishment of a fine-grained network of streets, pathways, and open space; the reconfiguration and expansion of Borden Park; development of Civic/ Education and Employment Anchors; and the consolidation of Wayne Gretzky Drive north of 118 Avenue.

- 1 **Transit Villages**
- 2 **Fine-grained Internal Network of Local Streets + Alleys**
- 3 **Reconfigured + Expanded Borden Park**
- 4 **Civic / Education, and Employment Anchors**
- 5 **Consolidation of Wayne Gretzky Drive North of 118 Avenue**



Figure 11 Visualization of the Redevelopment Concept for the Exhibition Lands



3.3.1 TRANSIT VILLAGES

The overall vision for the Plan Area is based upon development of transit villages around two new neighbourhood scale LRT stations: one station at 115 Avenue and one at 119 Avenue, which will replace the former Coliseum Station. In addition to being connected to LRT, the transit villages will also benefit from connectivity to the City's bus transit services. These transit villages will be compact, mixed-use, and human scale communities centred around a mixed use "village" node and urban plaza. As a form of Transit Oriented Development (TOD), transit villages are characterized by the inclusion of a variety of ground-oriented housing and a highly compact urban grid. Ground-oriented housing, including mid to low rise apartments and row housing, provide density in a manner that fosters social cohesion, housing choice, and a livable environment for a diverse range of Edmontonians.

3.3.2 FINE-GRAINED NETWORK OF STREETS, PATHWAYS, AND OPEN SPACES

Woven throughout the Plan Area will be a fine-grained network of public streets, alleys, and open spaces that prioritize the use of active transportation modes and provide vibrant public spaces and community amenities. This means that throughout the Plan Area, blocks will be small and intersections will be close together and that all streets and alleys will be designed to accommodate pedestrians, bikes, and vehicles. A series of greenways will link the transit villages to Borden Park, the river valley, and to existing residential communities, serving as a supplementary transportation corridor to streets and additional frontage for housing.

3.3.3 RECONFIGURED AND EXPANDED BORDEN PARK

Borden Park, the jewel of the Exhibition Lands, will be reconfigured and expanded northwards to connect with the EXPO Centre. The design of the new part of the park will incorporate spaces, public art, and heritage elements that celebrate the history of the area. The park addition will also be designed in collaboration with the EXPO Centre to provide outdoor space for festivals and other events. Though the Planning Framework provides initial guidance on the park expansion, future public engagement will be conducted to refine the design of Borden Park as a cohesive whole.

3.3.4 CIVIC/EDUCATION AND EMPLOYMENT ANCHORS

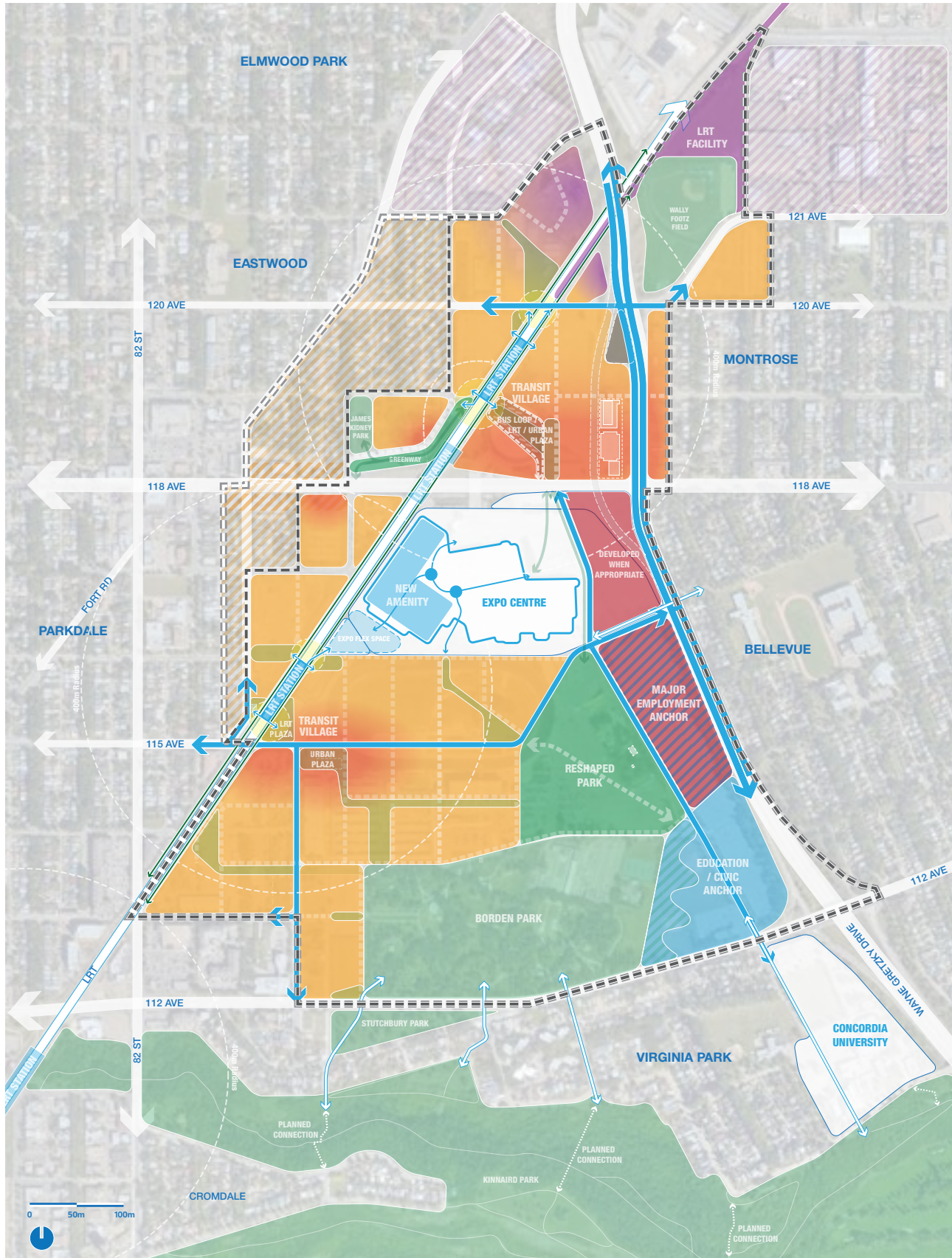
A key element of the Exhibition Lands Redevelopment Concept is the designation of land for employment, educational, and civic uses. Lands in the southeast area of the Plan Area will provide opportunity for the expansion of educational uses and the incorporation of recreational, community, cultural, and wellness amenities for people living in the transit villages and surrounding neighbourhoods. These uses will complement the activities of Borden Park.

Lands designated for an employment anchor provide opportunity for the development of a large employment campus or development. This could include offices, testing/training facilities, or other employment uses. The site may be developed by one employer as a campus, or by multiple employers. The employment anchor will increase the livability of the transit villages by providing walkable jobs, contributing to regional prosperity by helping to diversify Edmonton's economy.

3.3.5 RE-LINKED WAYNE GRETZKY DRIVE

The currently separated lanes of Wayne Gretzky Drive will be re-joined to create an urban boulevard. Removing this couplet will open up additional land for mixed use development along 118 Avenue as well as increase connectivity for other transportation modes by establishing a shared use pathway on both sides of the Wayne Gretzky Drive Corridor.

Figure 12 Development Concept



- | | | | |
|--------------------------------|--------------------------|-------------------------------|------------|
| GRADE ORIENTED RESIDENTIAL | CIVIC/EDUCATION ANCHOR | LRT STATION LANDING SPACES | PLAN AREA |
| MIXED USE TRANSIT VILLAGE NODE | EMPLOYMENT ANCHOR | LIGHT INDUSTRY / LRT FACILITY | STUDY AREA |
| INDUSTRIAL TRANSITION | INCREMENTAL INFILL AREAS | INCREMENTAL INDUSTRIAL AREAS | |
| COMMERCIAL (WITHIN EXPO SITE) | GREEN SPACE | | |

3.4 Development Statistics

The following table provides a summary of the potential full build out of the Development Concept.

OVERALL DEVELOPMENT STATISTICS

	Area (ha)	% of Gross	
Gross Area	149.40	100%	
LRT R/W	5.94	3.98%	
Wayne Gretzky Drive (Future re-linked R/W)	9.65	6.46%	
Arterial Roads (80St, 82St, Ford Rd., 112Ave, and 118Ave)	5.68	3.8%	
Stormwater Management Facility (WGD at 120Ave)	0.26	0.17%	
	Area (ha)	% of Gross	% of GDA
Gross Developable Area (GDA)	127.86	85.58%	100%
Non-Residential Uses			
Civic/Education Anchor**	6.07	4.06%	4.75%
Employment Anchor	3.84	2.57%	3.01%
Expo Centre Site	14.36	9.61%	11.23%
LRT Cleaning and Storage Facility	1.93	1.29%	1.51%
Industrial Transition (50% anticipated to remain industrial)	2.75	1.84%	2.15%
Parkland			
Metropolitan and District Parks: Borden (2.46ha area increase), Wally Footz	26.04	17.43%	20.37%
Existing Neighbourhood-level Park: James Kidney (includes Existing Coliseum Station bus loop area)	1.24	0.83%	0.97%
Urban plazas, linear greenways, and pocket parks (future municipal reserve dedications)*	5.26	3.52%	4.12%
Transportation			
Circulation (ultimate anticipated local, collector, laneway ROW)*	19.84	13.28%	15.51%
Total Non-Residential Area	81.34	54.45%	63.62%
Net Residential Area	45.51	31.13%	36.38%

RESIDENTIAL LAND USE AREA, UNIT, AND POPULATION ESTIMATES

Land Use	Area (ha)	% of Gross	% of GDA	Net Units/ha	Units	PPL/Unit	Population	%NRA
Ground Oriented Residential	24.59	16.46%	19.23%	65	1,598	2.25	3,596	52.86%
Mixed Use Transit Village – South	3.79	2.54%	2.97%	120	455	1.95	887	8.15%
Mixed Use Transit Village – North	6.32	4.23%	4.94%	120	758	1.95	1,479	13.59%
Industrial Transition (50% to become residential)	2.14	1.43%	1.67%	65	139	2.25	313	4.60%
Civic/Education Anchor**					180	2.00	360	
Infill Areas (Residential)	8.60	5.76%	6.73%	30	258	2.50	645	18.50%
Infill Areas (Comm. Mixed Use)	1.07	0.72%	0.84%	120	128	1.80	231	2.30%
Total Residential	46.51	31.13%	36.38%	520	3,517	15	7,511	100.00%

* Amounts based off estimated areas upon future subdivisions development parcels

** Potential student housing population

SUSTAINABILITY MEASURES

Population Per Net Hectare (ppnha)	161.49
Units Per Net Residential Hectare (upnrha)	75.62
[Single/Semi-Det.; Row Housing] / [Low-rise/Med. Den. Housing; Med. to High-Rise Units] Unit Ratio	41% / 59%
Population within 400m of Parkland	100%
Population within 400m of Transit Service	100%
Population with 600m of commercial service	100%
Presence/Loss of Natural Area Features	n/a

STUDENT GENERATION

	% of Gross D. Area ***
Public School	453
Elementary	227
Junior High	113
Senior High	113
Separate School	227
Elementary	113
Junior High	57
Senior High	57
Total School Population	680

*** GDA includes existing residential areas (EXPO site, commercial areas, parkland areas, etc.)

4 OBJECTIVES & POLICIES

4.1 Mobility

This section sets out the proposed mobility network for the Plan Area. Mobility refers to how people navigate into, through, and out of the Exhibition Lands. The proposed mobility network prioritizes transit and active transportation modes by establishing two new LRT stations and a fine-grained network of streets, alleys, and shared-use pathways. The network connects the Exhibition Lands with surrounding communities, and creates multiple new connections to enhance the permeability and navigability of the area.

MOBILITY NETWORK OBJECTIVES

- + To connect the Exhibition Lands to surrounding communities through new and improved street, pathway, and transit
- + To establish a fine-grained, walkable network of local streets, alleys, and pathways
- + To support all modes of transportation by designing streets as complete streets that prioritize pedestrian and cyclist movement in addition to accommodating vehicle movement

GENERAL POLICIES

- a) Ensure that Development Concepts establish a fine grained, interconnected network of complete streets that facilitate active transportation and connections to LRT and transit, in addition to vehicle movement.
- b) Ensure all streets and alleys are designed as complete streets, which accommodate cars, bikes, and pedestrians and support transit use in the broader area.
- c) Provide boulevard trees on all public streets.

4.1.1 LIGHT RAIL AND TRANSIT

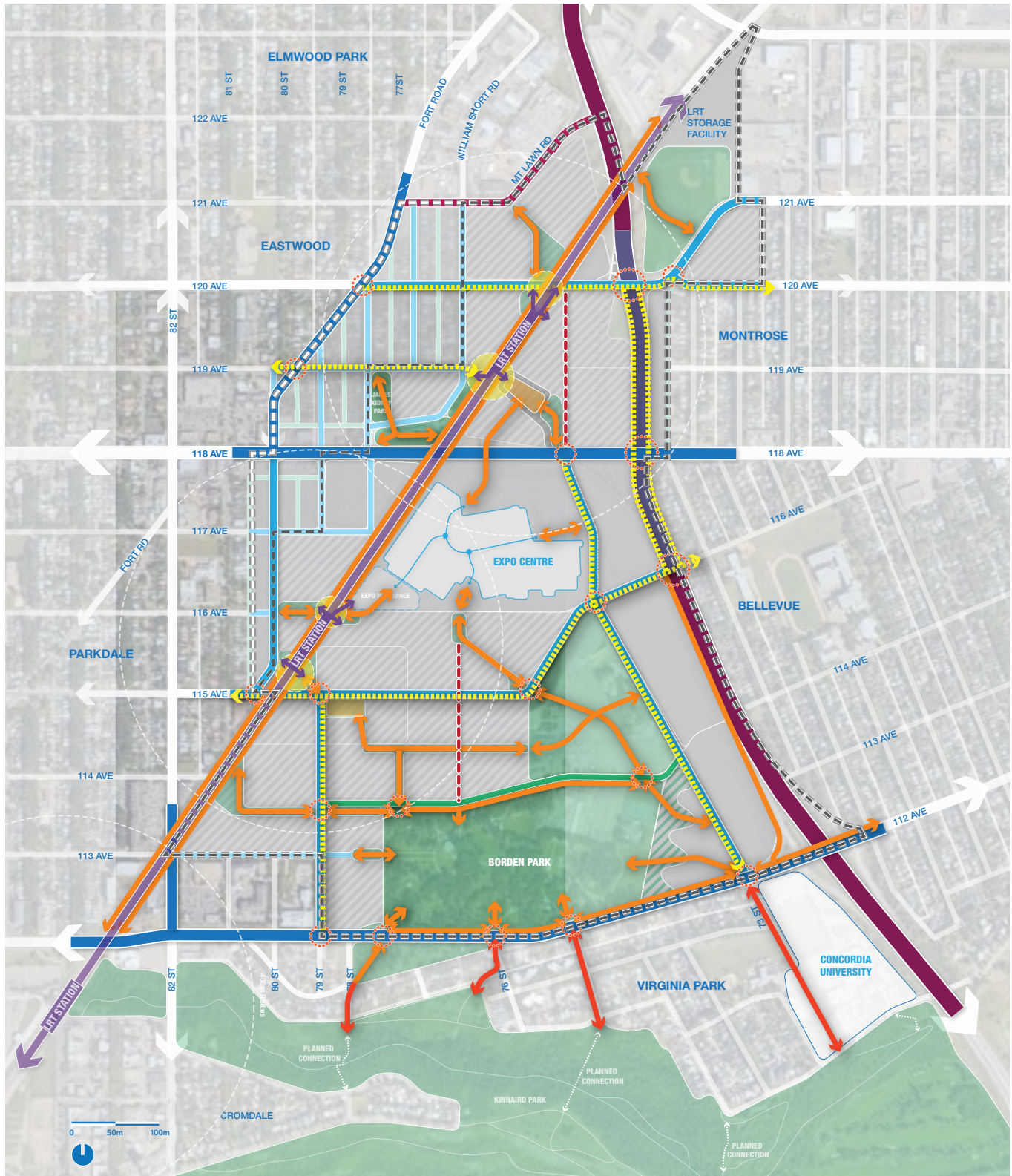
Two new neighbourhood scale at-grade LRT stations will be developed to serve the Exhibition Lands and adjacent communities. One LRT station will be constructed north of 115 Avenue. Another LRT station will be constructed at 119 Avenue. This station at 119 Avenue will replace the existing Coliseum Station, which will be closed. Both LRT stations will be well connected to bus transit systems to serve the broader area.

In addition to the two new stations, the City will build an LRT Storage and Cleaning Facility in Montrose next to Wally Footz Field on City-owned land.

POLICIES

- a) Develop an at-grade LRT Station at 115 Avenue with at-grade active modes rail crossings at either end of the platform.
- b) Design the 115 Avenue LRT Station to accommodate connections to transit services as required.
- c) Develop an at-grade LRT Station with amenities at 119 Avenue, including at-grade active modes rail crossings at either end of the platform, replacing the Coliseum LRT Station.
- d) Integrate a Transit Centre into the design of the 119 Avenue LRT Station to accommodate regular bus service and support bus bridging for major events. Ensure the Transit Centre is appropriately scaled and integrated with the Transit Village. At the detailed design phase, also explore options to potentially relocate the Transit Centre to 120 Avenue.
- e) Locate the LRT storage and cleaning facility to the site north of Wally Footz Field.
- f) Develop an at-grade crossing of the LRT at 120 Avenue for vehicles and active modes.
- g) Re-establish an at-grade crossing of the LRT at 115 Avenue for vehicles and active modes.
- h) Develop shared-use pathways along both sides of the LRT within the existing right of way.

Figure 13 Mobility Concept Map



- | | | | | | |
|--|--|--|---|--|--|
| | Areas With Future Internal Public Roadways | | Mixed-use Collector (On Bike Network) | | Enhanced Intersection with Cycling Infrastructure |
| | LRT Station Landing Spaces | | Local Parkway (Borden Park Road) | | On-street Separated Cycling Route |
| | Transit Village Urban Plazas | | Industrial Collector | | Shared Pathway Connections |
| | Skeletal Road (Inner Ring Road) | | Street Oriented Local Residential | | Shared Roadways / Low Traffic |
| | Urban Boulevard | | Shared Street, Alley or R. Housing Lane | | Important Connections within Future Development Parcel |
| | Urban Arterial | | LRT | | Plan Area |
| | | | LRT Station | | Study Area |
| | | | At-Grade LRT Station Crossings | | |

4.1.2 STREET HIERARCHY

The street hierarchy specifies the different types of streets in the Plan Area, where they are located, and how they should be designed. The largest volume thoroughfare will continue to be the Wayne Gretzky Drive arterial along the east edge of the Plan Area, which will see its lanes reconnected as an urban boulevard. Both 115 Avenue and 120 Avenues will be connected to the west with a crossing of the LRT line. Mixed Use Collectors will be established to provide east–west and north–south connectivity and establish main streets for development. A finer network of local residential streets and alleys will provide permeability and connect to the active transportation network. The local street and alley network will be designed when concepts for each development parcel are created.

STREET CLASSIFICATION

Under Edmonton’s Complete Streets Design and Construction Standards, street types are defined by the functional classification of the street, the orientation of the buildings to the street, and the adjacent land uses. The street classification for major roadways must be consistent with the City Plan and the Transportation System Bylaw.

The Planning Framework includes eight functional street classifications as follows:

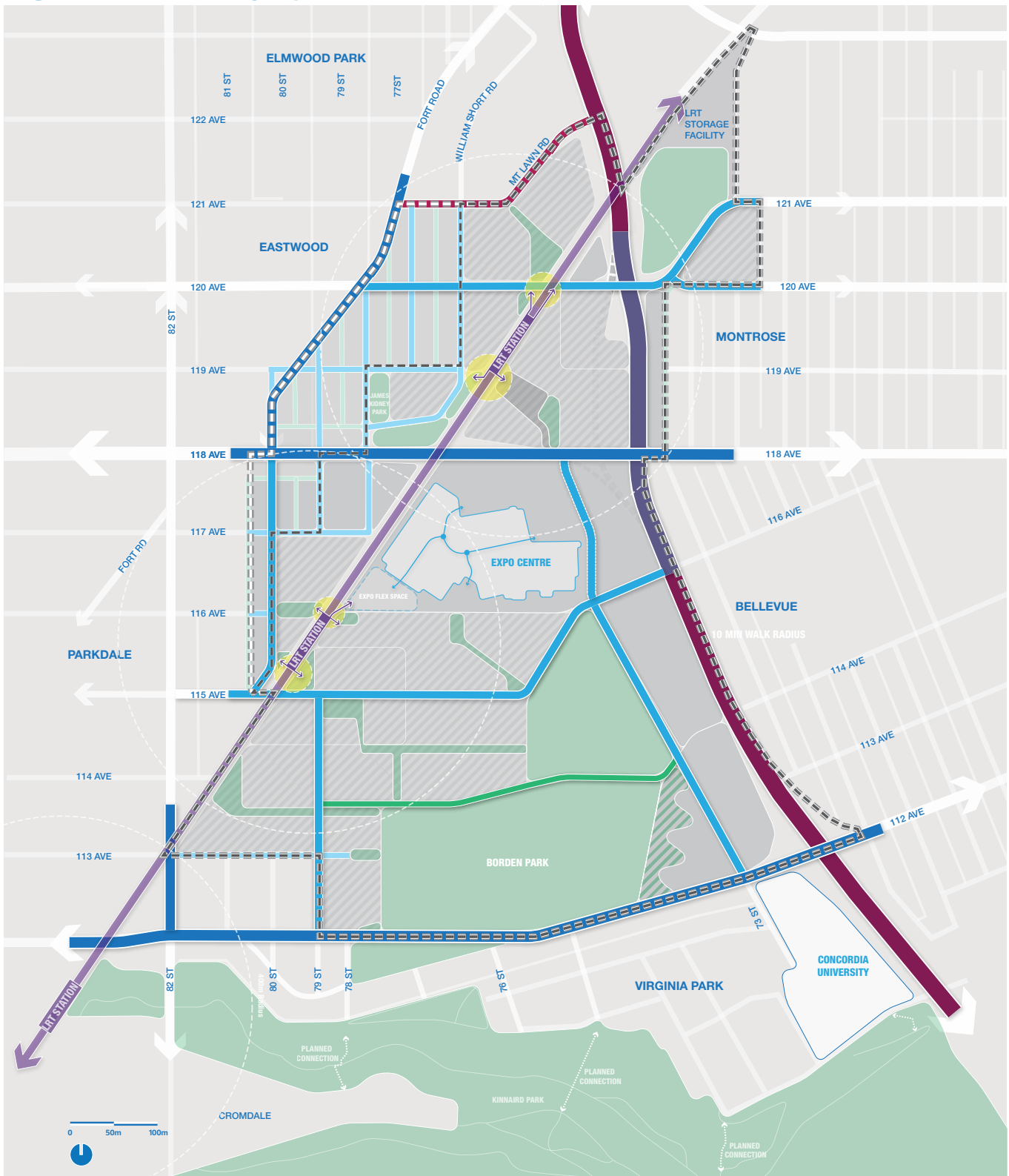
- + Urban Boulevard
- + Urban Arterial
- + Mixed–use Collector
- + Industrial Collector
- + Street Oriented Local Residential
- + Alleys
- + Reverse Housing Lanes
- + Shared Streets


An additional classification, “Parkway” is added, which is specific to the Planning Framework.







POLICIES







- a) Transform Wayne Gretzky Drive between 115 Avenue and 120 Avenue into an Urban Boulevard by removing the separation between the north and southbound lanes. Consider connecting 120 Avenue across Wayne Gretzky Drive, if feasible.
- b) Extend 115 Avenue as an east–west Mixed Use Collector to the existing 116 Avenue access at Wayne Gretzky Drive.
- c) Develop 73 Street as a public north–south Mixed Use Collector from 112 Avenue to 116 Avenue.
- d) Consider reclassification of 80 Street south of 118 Avenue and 116 Avenue east of 80 Street as Mixed Use Collectors.
- e) Develop 73 Street as a Mixed Use Collector from 115 Avenue to 118 Avenue in coordination with EXPO Centre.
- f) Redevelop Borden Park Road (Parkway) to ensure that it provides a seamless transition between the existing and future areas of Borden Park, prioritizes active modes, and provides a supportive transition between the park and adjacent residential uses.
- g) Ensure all privately developed public roads within the Plan Area are designed to meet the intent of the Street Oriented Local Residential standard.
- h) Encourage use of reverse housing lanes to allow for development of housing that fronts onto open space.
- i) Design and construct all streets, including those to remain in private ownership, to look and function like public streets and place high priority on active modes.

Figure 14 Street Hierarchy Map



-  Areas With Future Internal Public Roadways
-  LRT Station Landing Spaces
-  Transit Village Urban Plazas
-  Skeletal Road (Inner Ring Road)
-  Urban Boulevard

-  Urban Arterial
-  Mixed-use Collector (On Bike Network)
-  Local Parkway (Borden Park Road)
-  Industrial Collector
-  Street Oriented Local Residential
-  Shared Street, Alley or R. Housing Lane

-  LRT
-  LRT Station
-  At-Grade LRT Station Crossings
-  Enhanced Intersection with Cycling Infrastructure
-  Plan Area
-  Study Area

Street Classification	Role / Function	Policies
Urban Boulevard (6-lane separated Urban Arterial) (Wayne Gretzky Drive)	Carry larger volumes of traffic (people driving as well as those riding transit, walking and wheeling, cycling, and delivering goods) between areas with relatively few and controlled access points.	<ul style="list-style-type: none"> j) Provide a vegetated median. k) Provide shared use path or separate bike lane and sidewalk on both sides of the street. l) Create an active public realm interface between buildings and the street.
Urban Arterial (Street Oriented Arterial)	Carry larger volumes of traffic (people driving as well as those riding transit, walking and wheeling, cycling, and delivering goods) between areas with relatively few and controlled access points.	<ul style="list-style-type: none"> m) Provide shared use path or separate bike lane and sidewalk on both sides of the street.
Mixed Use Collector (3 Types)	<p>Provide neighbourhood travel between local and arterial streets with direct access to adjacent land. Public transit buses generally operate on collector streets within neighbourhoods.</p> <p>Located in areas with commercial and retail uses and places of employment ranging from main street-style retail areas, downtown office towers, and shopping malls. Mixed use is achieved by co-locating these commercial and employment uses with residential, encouraging transportation behaviour that is different from exclusively residential areas.</p>	<ul style="list-style-type: none"> n) Provide street parking on one or both sides of the street. o) Ensure sidewalks are wide to emphasize pedestrian priority. p) Create an active public realm interface between buildings and the street. q) Provide loading zones for taxis, ride shares, pickups, and deliveries within parking laybys. r) Provide bike network connections in the form of separated bike and pedestrian paths in a site specific manner, as indicated in Figure 14. s) Provide supporting bike infrastructure, such as bike parking, on streets with bike routes indicated in Figure 144.
Industrial Collector	Connect local streets to arterials and provide space to accommodate larger vehicles and trucks while safely enabling other modes.	<ul style="list-style-type: none"> t) Provide street parking on both sides of the street. u) Provide sidewalks on both sides of the street.
Street-Oriented Local Residential	<p>Provide direct access to adjacent lands and serve neighbourhood travel and include service roads.</p> <p>Located in areas whose predominant character is defined as places where people live.</p>	<ul style="list-style-type: none"> v) Design the street for 30 km/hour speeds. w) Design the street to incorporate a shared road right of way for bikes and cars wherever full separation isn't desired. x) Provide street parking on at least one side of the street. y) Provide a minimum 1.8 m separated pedestrian sidewalk.

Street Classification	Role / Function	Policies
Alleys	Provide direct access to adjacent lands typically parallel to other street classifications. They are often used for access, deliveries, and waste collection. In denser urban areas, similar to those in the plan area, alleys can be shared streets, with alley oriented development.	<ul style="list-style-type: none"> <li data-bbox="943 243 1511 306">z) Require all alleys be designed as shared spaces to serve pedestrians, cyclists, and vehicles. <li data-bbox="943 338 1511 537">aa) Ensure all alleys are designed as safe, pleasant, and attractive components of the public realm that contribute to the livability of neighbourhoods. Fencing, landscaping, and design of parking areas and garages should be designed accordingly. <li data-bbox="943 569 1511 695">ab) Ensure any alleys that are intended to function as an emergency access route are to provide a minimum 6.0 m clear width to accommodate fire apparatus width and operations.
Reverse Housing Lane	Have a wider right of way compared to typical residential lanes to allow for emergency access and utilities. These are used to accommodate housing that fronts onto greenspace.	<ul style="list-style-type: none"> <li data-bbox="943 821 1503 915">ac) Encourage use of reverse housing lanes to allow for development of housing that fronts onto open space. <li data-bbox="943 947 1503 1041">ad) Require all reverse housing lanes to be designed as shared spaces to serve pedestrians, cyclists, and vehicles. <li data-bbox="943 1073 1503 1272">ae) Ensure reverse housing lanes are designed as safe, pleasant, and attractive components of the public realm that contribute to the livability of neighbourhoods. Fencing, landscaping, and design of parking areas and garages should be designed accordingly.
Shared Street	Significantly limit motor vehicle traffic and limit drivers to speeds to no faster than a person can walk. Design elements like enhanced materials, traffic calming layout geometries, and entry features define the space and make it clear that shared streets are primarily designed for people walking, wheeling, and cycling, while also still allowing for vehicle access.	af) Ensure shared streets are designed for pedestrians, cyclists, and vehicles.
Parkway	A unique street classification within the Planning Framework, which serves as both an interface between residential areas and Borden Park and connects the two sections of the park.	<ul style="list-style-type: none"> <li data-bbox="943 1688 1511 1751">ag) Provide a sidewalk on the residential sides of the street. <li data-bbox="943 1782 1511 1845">ah) Provide a shared use path along the street, either as part of the roadway or within the park. <li data-bbox="943 1877 1511 1967">ai) Ensure there are multiple crossings of the street to ensure connectivity between the two sections of Borden Park.

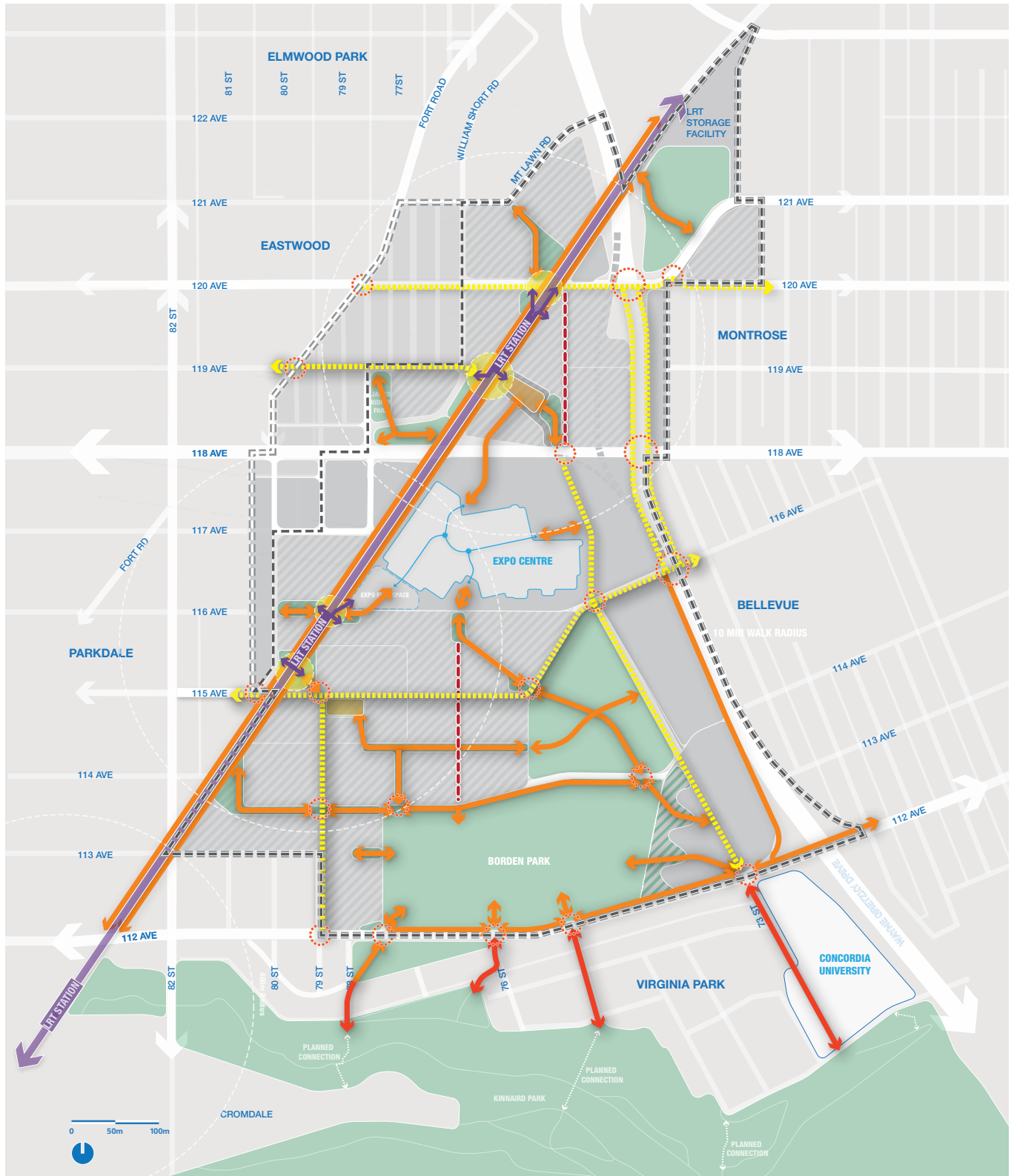
4.1.3 ACTIVE TRANSPORTATION NETWORK

The active transportation network ensures the walkability and cyclability of the Exhibition Lands. Active modes are accommodated on public streets either through separated sidewalks and pathways or as part of shared road right of ways. Dedicated pathways through open space provide additional active transportation links throughout the area, connecting key destinations including Borden Park and the North Saskatchewan River Valley.

POLICIES

- a) Develop a fine-grained active transportation network with a maximum distance of 180 m between intersections of shared-use pathways, single-use paths, and streets.
- b) Provide sidewalks on both sides of all streets and safe marked crossings at each intersection.
- c) Provide separated bicycle tracks on Mixed Use Collectors as indicated in Figure 155.
- d) Cycle routes should be designed in coordination with the Edmonton Bike Plan, as amended from time to time.
- e) Develop a shared-use pathway along the north side of 112 Avenue.
- f) Ensure all intersections with separated cycling infrastructure, including shared-use pathways, are designed so that active modes have clear spatial designation throughout the intersection.
- g) Enhance active modes intersections on 112 Avenue (Wayne Gretzky Drive, 79 Street, 78 Street, 75 Street, and 73 Street) and 118 Avenue (Wayne Gretzky Drive) to enhance safety and connect pedestrians and cyclists to the river valley.
- h) Develop shared-use pathways along both sides of the LRT within the existing LRT right of way.
- i) Provide cohesive wayfinding on all public streets and pathways to identify key destinations including LRT stations and open spaces.
- j) Design and maintain pedestrian walkways and bike routes for ease of use during winter and barrier free access.
- k) Explore the development of shared-use pathway connections to connect to Kinnaird Ravine.

Figure 15 Active Transportation Map



- On-street Separated Cycling Route
- Shared Pathway Connections
- Shared Roadways / Low Traffic
- - Important Connections within Future Development Parcel
- Areas With Future Internal Public Roadways
- LRT Station Landing Spaces
- Transit Village Urban Plazas
- Enhanced Intersection with Cycling Infrastructure
- LRT
- LRT Station
- At-Grade LRT Station Crossings
- Plan Area
- Study Area

4.2 Land Use

This section of the Planning Framework establishes the land use objectives and policies for achieving the Exhibition Lands Development Concept. The concept envisions the development of two Transit Villages centred around the new LRT Stations at 115 Avenue and 119 Avenue. Each transit village will create a high to medium density mixed use node focused around a plaza. These mixed use areas will transition into ground oriented residential areas that support a wide variety of housing forms connected through streets and open spaces.

The southeast corner of the Plan Area along Borden Park is envisioned as a civic/education anchor. This anchor use will incorporate various civic amenities and community spaces in addition to uses such as a university campus. The development will be encouraged to be designed to seamlessly transition between Borden Park and the new anchor.

North of the civic/education anchor, an employment anchor is envisioned. This development may take the form of a single employer campus or could be a combination of different employers in a coordinated development. This area will provide local jobs and increase the daytime use of the area.

The EXPO Centre will continue to function as an important events space in the redevelopment. Lands immediately to the east of the existing centre could be developed as uses that complement the Expo, such as a hotel, commercial offices or other uses. The expansion of Borden Park will also provide opportunities for hosting outdoor components of events.

The north most area of the Plan Area is envisioned as a transition between residential and industrial uses. This flexible district will allow for housing as well as more creative uses, such as breweries, studios, and light manufacturing.

Existing residential neighbourhoods to the west of the LRT are anticipated to densify with infill development over the life of the Planning Framework.



LAND USE OBJECTIVES

- + To develop compact, mixed use transit villages that foster healthy, sustainable, urban communities
- + To leverage investment in transit infrastructure by supporting higher densities of housing and employment uses adjacent to LRT stations
- + To provide a range of housing and unit types to meet the diverse needs of Edmontonians
- + To provide opportunity for the development of institutional and employment uses that will serve to diversify Edmonton's economy
- + To integrate and enhance the function of the EXPO Centre through development of complementary uses and amenities
- + To ensure the expansion of institutional uses is integrated with new civic uses

LAND USE CONCEPT MAP LEGEND












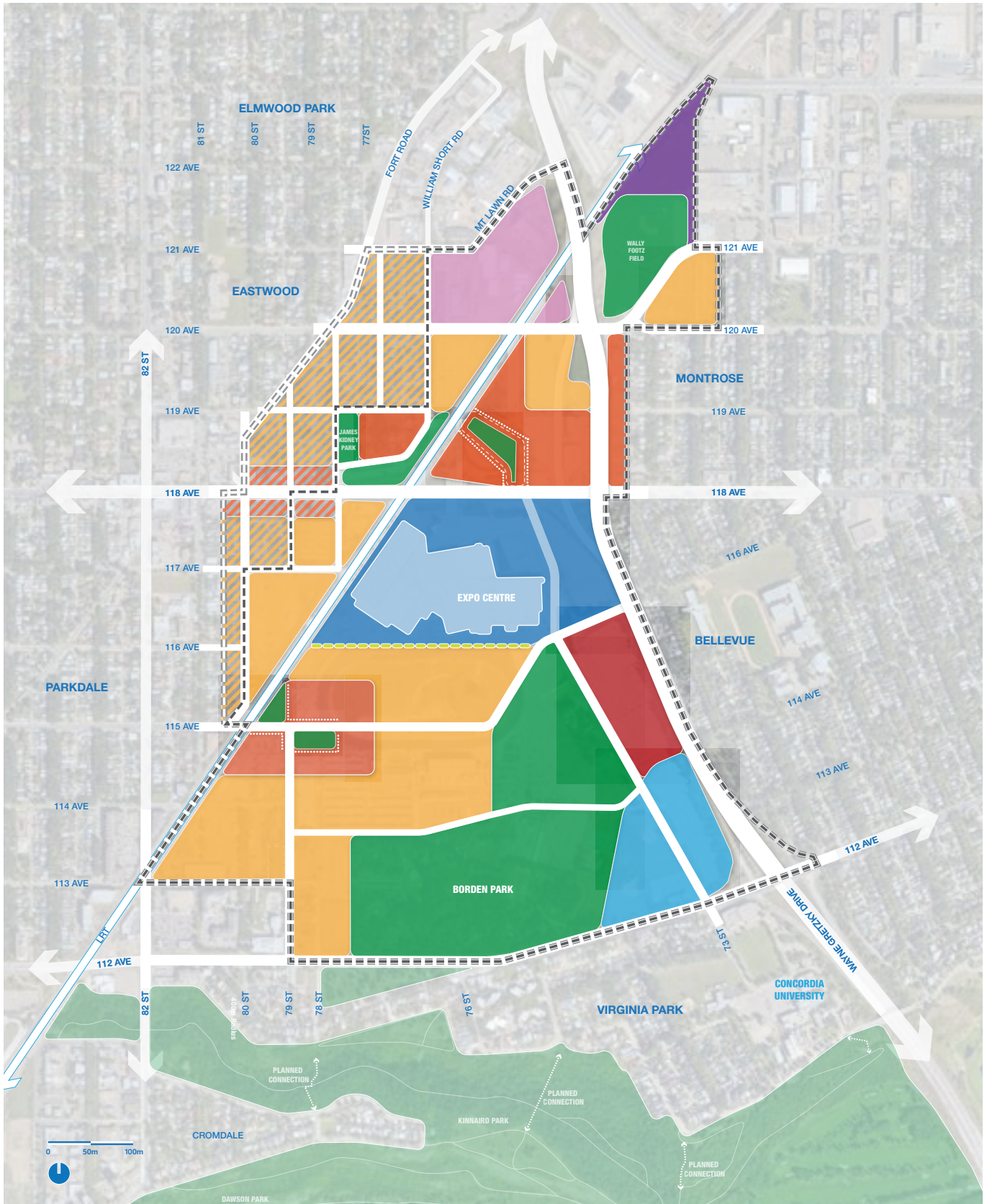
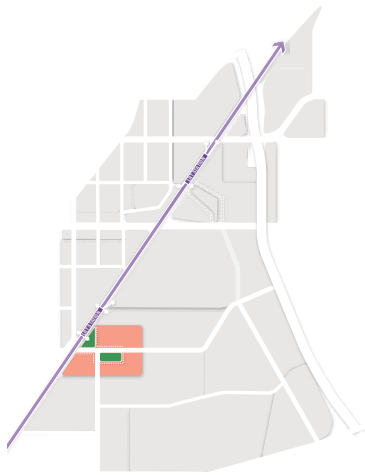
Land Use Area	Built Form	Height
 Mixed Use Transit Village Node – South	Mixed use (commercial/residential), mid-low rise apartment	4 storey minimum, 6 storey maximum
 Mixed Use Transit Village Node – North	Mixed use mid-rise apartment, low-high rise apartment	4 storey minimum, 12 storey maximum (unless existing zoning allows higher)
 Ground Oriented Residential	Low-rise apartment, stacked row housing, townhouses, row housing, semi-detached, duplex, single detached (must achieve 50 units / ha), neighbourhood commercial	2 storey minimum, 6 storey maximum
 Employment Anchor	Office / employment campus, training / testing facilities	No maximum
 Civic / Education Anchor	Campus buildings, student housing / apartments, cultural and recreation facilities	2 storey minimum, 12 storey maximum
 EXPO Centre	EXPO Centre & related uses (commercial, hotel)	No maximum
 Industrial Transition	Warehouse / studio, live-work, row house, stacked row house, low rise apartment	2 storey minimum, 6 storey maximum
 Infill Areas	Existing zoning for residential and commercial infill	Existing zoning
 Open Space	Refer to Section 4.3 Open Space	Not applicable
 LRT Cleaning and Storage Facility	LRT facility infrastructure	Not applicable
 Land Use Transition Requiring Special Consideration (specific treatments to be determined during the development concept stage)		

Figure 16 Land Use Concept Map



- Plan Area
- Study Area



4.2.1 MIXED USE TRANSIT VILLAGE NODE – SOUTH

The South Mixed Use Transit Village Node focuses medium density mixed use development into a compact area immediately adjacent to the new LRT Station at 115 Avenue. Active commercial uses should be concentrated around the Transit Village Urban Plaza, as identified in Figure 18. These uses, such as retail, restaurants, or services, should contribute to the activation of public space. The area will benefit from integrated connectivity to bus transit services, which will be incorporated into the design of streets and public spaces in the area.

POLICIES

- a) Allow mixed use development that incorporates active commercial and residential uses.
- b) Require a minimum building height of 4 storeys and allow a maximum building height of 6 storeys.
- c) Affordable Housing shall be provided in accordance with current City policies and procedures.
- d) Require that all directly abutting building frontage on the Urban Plaza and LRT Landing Space is designed to accommodate ground floor active commercial uses.
- e) Concentrate additional active commercial uses around and on streets connecting to the Urban Plaza and LRT Landing Space, as generally shown on Figure 18.
- f) Establish a maximum parking requirement of 1 parking stall per residential unit.
- g) Require all on-site parking provided to be within structured or underground garages.
- h) Require all parking structures to be wrapped in residential or commercial uses to screen parking from the public realm.

Figure 18 Concentrated Active Commercial Frontages for the south transit village.

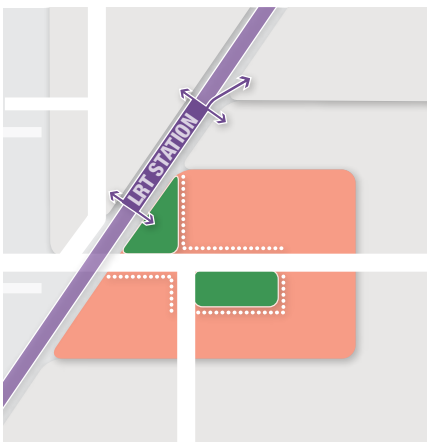


Figure 17 Example of Active Frontage, Grandview, Vancouver (CityHallWatch, 2013)



4.2.2 MIXED USE TRANSIT VILLAGE NODE – NORTH

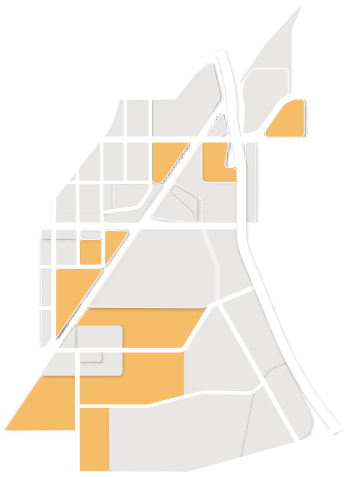
The North Mixed Use Transit Village Node concentrates medium to high density mixed use development immediately adjacent to the relocated Coliseum LRT Station and appropriately scaled Transit Centre at 119 Avenue. Active commercial uses should be concentrated around the Transit Village Urban Plaza, as identified in Figure 19. These uses, such as retail, restaurants, or services, should contribute to the activation of public space. Single purpose commercial buildings, including offices, are also permitted in this district. The area will benefit from integrated connectivity to bus transit services, which will be incorporated into the design of streets and public spaces in the area.

POLICIES

- a) Allow mixed use development and commercial office development.
- b) Require a minimum building height of 4 storeys. Allow a maximum building height of 12 storeys, except in areas where zoning in effect prior to adoption of the Planning Framework allows for additional height.
- c) Affordable Housing shall be provided in accordance with current City policies and procedures.
- d) Require that all directly abutting building frontage on the Urban Plaza and LRT Landing Space is designed to accommodate ground floor active commercial uses.
- e) Concentrate additional active commercial uses around and on streets connecting to the Urban Plaza and LRT Landing Space, as generally shown on Figure 19.
- f) Establish a maximum parking requirement of 1 parking stall per residential unit.
- g) Require all on-site parking provided to be within structured or underground garages.
- h) Require all parking structures to be wrapped in residential or commercial uses to screen parking from the public realm.

Figure 19 Concentrated Active Commercial Frontages for the north transit village.





4.2.3 GROUND-ORIENTED RESIDENTIAL

The Ground-Oriented Residential Area surrounds both of the Mixed Use Transit Village Nodes. The area will provide a diverse mix of residential uses, including mid to low rise apartments, row houses, stacked row houses, and some compact semi-detached, duplex, and single detached housing.

POLICIES

- a) Allow ground-oriented residential and small-scale neighbourhood convenience commercial uses integrated at-grade with residential development.
- b) Require all development cells to achieve a minimum residential density of 50 units per hectare.
- c) Affordable Housing shall be provided in accordance with current City policies and procedures.
- d) Require a minimum building height of 2 storeys and allow a maximum height of 6 storeys.
- e) All units adjacent to streets and open space must have a ground floor entrance.
- f) Encourage the development of reverse housing, which fronts onto open space and is serviced by a rear alley.
- g) Establish a maximum parking requirement of 1 parking stall per residential unit.
- h) Prohibit Park and Ride facilities, drive through facilities and other automobile-oriented facilities within this area.
- i) Create a thoughtful interface that serves as a buffer between residential uses and the back of house activities of the EXPO Centre.
- j) If lands to the west of the Mixed-Use Transit Village Node – South are developed before the village, a retail study must be provided for any retail uses proposed to ensure adequate demand will still exist for the required frontages in the Mixed-Use Transit Village – South.

Figure 21 Row Housing



Figure 22 Low Rise



Figure 20 Medium Rise Apartments





4.2.4 EMPLOYMENT ANCHOR

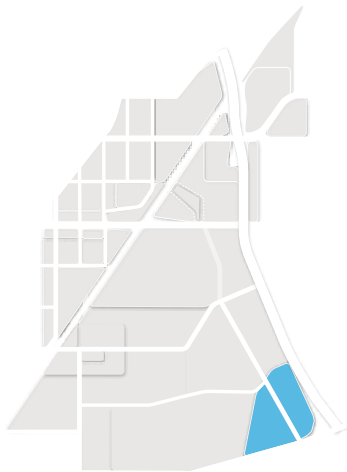
The employment anchor provides opportunity for the development of a large employment campus or development. This could include offices, testing/training facilities, or other employment uses. The site may be developed by one employer as a campus, or by multiple employers. The employment anchor will increase the livability of the transit villages and surrounding neighbourhoods by providing jobs within walking distance to residential areas and helping to diversify Edmonton's economy.

POLICIES

- a) Allow larger format commercial office, institutional, training, and testing facilities that provides significant employment opportunities.
- b) Allow a maximum building height of 8 storeys.
- c) Encourage end of trip facilities, such as change rooms, showers, and lockers in new development.
- d) Require urban, pedestrian scale frontage along 73 Street.
- e) Require that parking structures and surface parking are wrapped in institutional or commercial uses to screen parking from the public realm.

Figure 23 Employment Anchor Visualization





4.2.5 CIVIC/EDUCATION ANCHOR

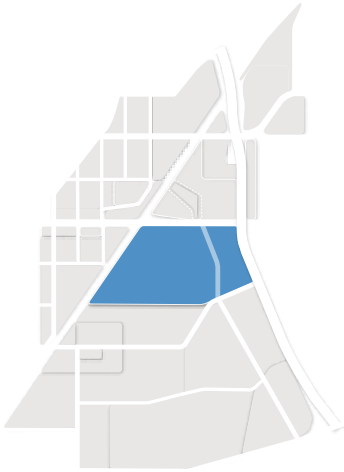
This space provides opportunity for the expansion of education, cultural, wellness and/or other institutional uses, integrated with civic amenities. The anchor will provide publicly accessible recreational and community space for people living in the transit villages and surrounding neighbourhoods. Uses will complement the activities in Borden Park. The space may also incorporate indoor and outdoor Indigenous placemaking in collaboration with partners.

POLICIES

- a) Allow civic, institutional, community, cultural, and education uses including publicly accessible recreation and wellness facilities, university/college facilities, and student housing.
- b) Affordable Housing shall be provided in accordance with current City policies and procedures.
- c) Collaborate with the Bellevue Community League to address the heritage value and community functions of the Bellevue Community League Hall in the development of the Civic/Education Anchor.
- d) Require urban, pedestrian scale frontage along 73 Street.
- e) Require the provision of flexible community space and publicly accessible recreation and wellness amenities.
- f) Investigate opportunities to partner with Indigenous communities and organizations to develop Indigenous culture and wellness amenities and services as part of the Civic/Education Anchor.
- g) Collaborate with private landowners/developers to create a seamless transition between the Civic/Education Anchor development and Borden Park. Integrate City park amenities with publicly accessible private recreation amenities as part of this transition.
- h) Require a minimum building height of 2 storeys and allow a maximum building height of 12 storeys.

Figure 24 Civic/Education Anchor Visualization



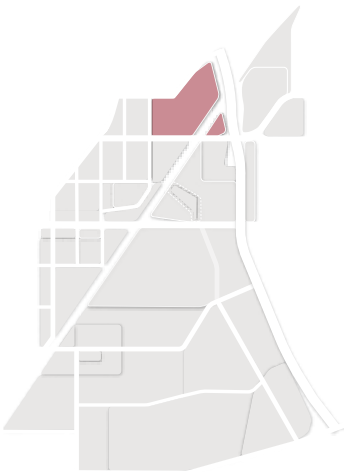


4.2.6 EXPO CENTRE

The Edmonton EXPO Centre is at the heart of the Exhibition Lands development concept and is envisioned to diversify its uses in a manner that contributes to the vibrancy of the community. Areas to the east of the existing events centre will allow for development of amenities that complement EXPO Centre functions, such as offices or hotel uses.

POLICIES

- a) Allow uses that complement the EXPO Centre, such as commercial, office, retail, hotel, or mixed-use.
- b) Ensure new development provides an urban, pedestrian scale interface along 73 Street and 118 Avenue.
- c) Ensure new development facilitates an integrated pedestrian linkage to the LRT station at 115 Avenue.
- d) Provide interior connections through the EXPO Centre and through any future development to provide greater connectivity to the mobility network.
- e) Consider public programming and use of the back of house area of the EXPO Centre when not in use for loading.



4.2.7 INDUSTRIAL TRANSITION

The industrial transition area provides a flexible area in the north of the Exhibition Lands for a mix of light industrial, commercial, and residential uses. The area provides a buffer between predominantly residential districts and industrial uses.

POLICIES

- a) Allow light industrial, commercial, and residential uses, including live-work units, apartments, breweries, light manufacturing, and studios.
- b) Require a minimum height of 2 storeys and allow a maximum building height of 6 storeys.
- c) Affordable Housing shall be provided in accordance with current City policies and procedures.
- d) Encourage residential components in redevelopment adjacent to existing residential areas.
- e) Encourage industrial components in redevelopment adjacent to existing industrial uses.

4.3 Open Space

This section of the Planning Framework provides direction on the types and location of open space and amenities that will be provided in the Exhibition Lands redevelopment. The policies provide direction on the design and configuration of open space to create a functional, safe, and interconnected network of parks and public places.

Open space in the Exhibition Lands is envisioned as a network. Vibrant plazas will serve as LRT landing spaces and welcoming entrances to the community. Public streets will connect these spaces to a dynamic central plaza in the middle of each of the transit villages. Greenway links, a form of linear park, will weave through ground-oriented residential neighbourhoods to connect to a reconfigured and expanded Borden Park. Along these links will be a series of community amenity nodes, which will provide social spaces for play, gathering, and urban agriculture like fruit trees and community gardens.

OPEN SPACE OBJECTIVES

- + To frame all development around a vibrant network of interconnected public streets and open space.
- + To provide a range of local gathering, wellness, and recreation opportunities for existing and future residents.
- + To ensure open space serves as part of the mobility and active modes network and enhances the Exhibition Lands' connection to the river valley.
- + To celebrate history, culture, and diversity through the design and programming of open space.

OPEN SPACE CLASSIFICATIONS

- + Borden Park (City-level Park)
- + Transit Village Urban Plaza (Plaza Square)
- + LRT Landing Space (Plaza Square)
- + Greenway Link (Greenway, PUL, or Road Right of Way)
- + Community Amenity Node (Pocket Park)

GENERAL POLICIES

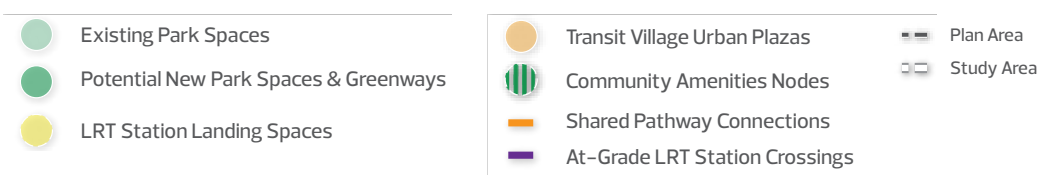
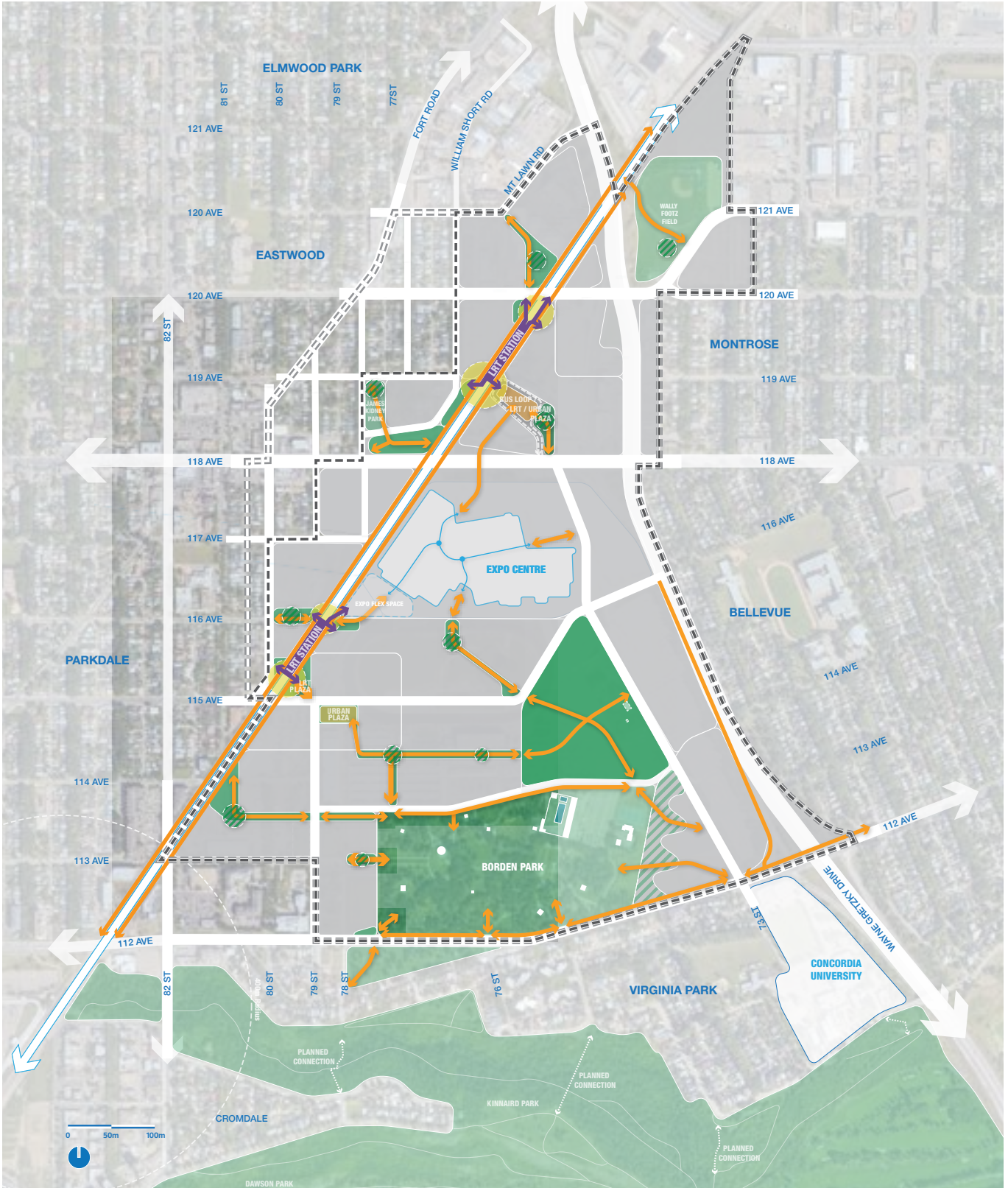
- a) Prioritize neighbourhood level park amenities (i.e. Transit Village Urban Plazas, Community Amenity Nodes) when allocating Municipal Reserve.
- b) Designate Greenways based on their primary function. Municipal Reserve will not be used for land that is encumbered with utilities or other infrastructure.

- c) Engage with Indigenous partners to incorporate cultural and wellness elements and spaces into the design of open space.
- d) Ensure that all open spaces are multifunctional and contribute to Ecology, Celebration, and Wellness, as stated in BREATHE: Edmonton's Green Network Strategy.
- e) Consider the following City strategies, agreements, and plans, as amended from time to time, in the provision and design of all open spaces:

- i. Access Design Guide
- ii. City of Edmonton Declaration, Accord, and Memorandums of Understanding with Indigenous peoples
- iii. Child-Friendly Strategy
- iv. Winter City Strategy
- v. Age-Friendly Action Plan
- vi. Fresh: Edmonton's Food + Agricultural Strategy
- vii. Live Active Strategy
- viii. Dogs in Open Spaces Strategy
- ix. Historic Resources Management Program + Plan
- x. Community + Recreation Facility Master Plan
- xi. Gender-Based Analysis (GBA+)
- xii. Event Growth and Attraction Strategy

- f) Use Crime Prevention Through Environmental Design (CPTED) Principles in the design of open space to ensure that spaces feel safe, have adequate lighting, clear sightlines, and intuitive wayfinding.
- g) Use native and edible species, where possible, in the design of open space to contribute to ecological health and food sustainability.
- h) Ensure that all open space is connected to the overall mobility network through trails, streets, or shared-use pathways.
- i) Establish wildlife corridors to the river valley through the configuration of greenway links and naturalized open spaces.
- j) Ensure existing parks maintenance yards are accommodated within or in proximity to the Plan Area and explore the potential to consolidate.

Figure 25 Open Space Concept Map



4.3.1 BORDEN PARK

Borden Park is the jewel of the Exhibition Lands. Formerly known as East End Park, this public space has seen a range of use throughout its history, from a community zoo to now containing the first naturally filtered outdoor swimming pool in the city. The Planning Framework provides direction to maintain the primary components of the park and expand it northward to connect to the Edmonton EXPO Centre. This new component of the park will provide additional programming and recreational opportunities for the area, which will benefit both existing and future residents and visitors.

POLICIES

- a) Reconfigure and expand Borden Park to assemble the park in its new configuration. The reconfiguration shall occur prior to redevelopment of the land south of 118 Ave and east of 79th Street.
- b) Rehabilitate and enhance the heritage features of Klondike Park in their existing location or in a more suitable location within or outside of the park.
- c) Engage with local residents and stakeholders in the design and programming of the new section of Borden Park.
- d) Ensure a “good neighbour” approach to managing activities in Borden Park, that recognizes and mitigates impacts on surrounding communities.
- e) Consider the incorporation of sports fields into the new section of Borden Park to serve as a replacement for those removed elsewhere.
- f) Consider use of multi-purpose sports surfaces and flexible sports field arrangements.
- g) Incorporate event space in the northern edge of Borden Park to complement the EXPO Centre functions and draw people into the park. Consider incorporation of permanent infrastructure, such as power, water, and drainage to support event staging.
- h) Consider incorporation of urban agriculture elements into the design of the park.
- i) Collaborate with the future landowner of the adjacent Civic/Education anchor to create a seamless transition from Borden Park to the recreation amenities and built form of the anchor development.
- j) Ensure there are clear east-west and north-south pathways through the park with wayfinding to indicate direction of transit stations and key destinations and ensure these paths are cleared in winter.

Figure 26 Interface between Borden Park and the Civic Anchor



Figure 27 Expanded Borden Park Visualization



4.3.2 TRANSIT VILLAGE URBAN PLAZAS

The Transit Village Urban Plazas are the heart of the Mixed-Use Transit Village Nodes. These public spaces are intended to be vibrant and active, providing a welcoming forum for public life and gathering in the new communities of the Exhibition Lands. These spaces will have active frontages that create a dynamic transition between public and private space.

POLICIES

- a) Ensure that a minimum of 50% of the total perimeter of the South Urban Plaza has directly abutting building frontage. Building frontage across a street from the plaza will not be considered as meeting the directly abutting requirement.
- b) Design Urban Plazas to incorporate a mix of hardscape and softscape elements to provide amenity and support ecological processes.
- c) Ensure seating is provided and is a mix of standard and non-standard forms.
- d) Provide shade elements.
- e) Encourage the use of public art and interpretive elements that celebrate the history and diversity of the area.
- f) Encourage the provision of play structures, play space, outdoor rinks or other features to encourage year round use and activation.
- g) Encourage the provision of a water feature.
- h) Design the Urban Plaza to allow for expansion of private patios.

- i) Consider provision of public washrooms.
- j) Consider locating and configuring the North Urban Plaza to mitigate the development challenges posed by the remaining foundations of the Coliseum.
- k) Ensure the Urban Plazas connect to the LRT Landing Spaces through wayfinding and other consistent elements.

4.3.3 LRT LANDING SPACES

The LRT Landing Spaces are parks immediately adjacent to the sites of the two new LRT stations and Transit Centre. They are intended to be dynamic hubs and filter spaces for a well-integrated and multi-modal transit system as well as provide functional open space amenities for the community. The design of these spaces will provide a welcoming gateway for those traveling in and out of the community, link to active transportation networks throughout new and existing communities, and provide amenities for commuters and residents.

POLICIES

- a) Ensure that a minimum of 50% of the non-LRT perimeter of the LRT Landing Spaces has directly abutting building frontage. Building frontage across a street from the LRT Landing Space will not be considered as meeting the directly abutting requirement.
- b) Design the LRT Landing Spaces to complement the new LRT stations, Transit Centre, and other transit connections and ensure ease of travel by commuters.

Figure 28 Transit Village Urban Plaza with active urban frontage



- c) Design the LRT Landing Spaces to incorporate a mix of hardscape and softscape elements.
- d) Provide bicycle parking and seating in the space.
- e) Encourage incorporation of public art and interpretive elements into the design of the space that create a sense of arrival and reflect the history of the area.
- e) Ensure that the majority of the greenway links are softscaped, with trees and vegetation to provide shade and ecological connectivity.
- f) Incorporate urban agricultural uses, such as community gardens and edible landscaping, and other community amenities into greenway links.

4.3.4 GREENWAY LINKS

Greenway links are a series of open space corridors that will extend throughout the Exhibition Lands. These corridors will provide active transportation connections to various locations in the development, serving as a type of secondary transportation network for pedestrians and cyclists that complements the fine-grained network of streets. Greenway links will be fronted by residences and streets as well as incorporate a variety of community amenities and programming to ensure these spaces are actively used.

POLICIES

- a) Ensure that greenway links have residential or public street frontage.
- b) Ensure greenway links are not fenced.
- c) Ensure all greenway links have a shared-use pathway that connects to the greater mobility and open space network.
- d) Provide seating along greenway links.

4.3.5 COMMUNITY AMENITY NODES

Community Amenity Nodes are a series of locations that have been indicated as priorities for the provision of open space amenities. These amenities are intended to serve local residents, providing areas for social interaction, recreation, and wellness activities.

POLICIES

- a) Consider the following amenities to provide in community amenity nodes:
 - i. Play spaces for different ages and abilities
 - ii. Seating
 - iii. Public art
 - iv. Small sports courts
 - v. Multi-use green space
 - vi. Community food spaces/BBQs
 - vii. Community gardens
 - viii. Urban format dog parks
- b) Configure amenities to encourage socialization and community building, such as seating near play areas and food spaces.

Figure 29 Greenway link with community amenity and active transportation connections.



4.4 Built Form

This section of the Planning Framework provides direction on how buildings and sites should be designed to contribute to a high quality public realm. The Built Form policies address issues such as accessibility, sustainability, winter city design, and heritage.

BUILT FORM OBJECTIVES

- + To ensure that all built form contributes positively to a vibrant and active public realm.
- + To ensure redevelopment considers all seasons in the design and configuration of buildings and open space.
- + To ensure redevelopment is accessible and designed for all mobility levels.

4.4.1 DESIGN

- a) Encourage residential development to provide a mix of housing and unit types to accommodate different household compositions.
- b) Design buildings to contribute to a permeable, active, pedestrian-scaled streetscape through the use of generously proportioned windows, window bays and frequent entryways.
- c) Require buildings on corners to provide entrances on both sides fronting streets.
- d) Ensure that all mechanical equipment, including roof mechanical units, is screened or incorporated within the building.
- e) Minimize noise disturbance from LRT operations and roadway traffic through a combination of site design, building technologies and materials.
- f) Use Crime Prevention Through Environmental Design (CPTED) Principles to ensure that spaces create a sense of safety through adequate lighting, clear sightlines, and intuitive wayfinding.
- g) Incorporate street furniture, including benches, garbage, and recycling bins as part of the design.
- h) Incorporate pedestrian oriented signage and landscaping as part of the streetscape design.
- i) Facilitate pedestrian movement within the site by a direct, continuous and clearly marked pedestrian circulation system connecting to the surrounding pedestrian network including roads and pathways.
- j) Incorporate public art throughout the pedestrian realm as part of the streetscape design.

4.4.2 ACTIVE FRONTAGE

- a) Ensure that building facades have pedestrian friendly features such as transparency, decorative windows, wall niches, seating areas and entrances to complement an interesting streetscape.
- b) Encourage awnings over sidewalks offering shelter from rain, snow and wind.
- c) Require multi-unit residential development to include lobby entries as well as individual private entries for ground floor units that incorporate porches and windows at ground level.

4.4.3 PARKING

- a) Encourage new development to locate on-site parking underground whenever it is provided.
- b) Do not permit surface parking between buildings and a street.
- c) Ensure services and loading are located away from the main street frontage where possible.
- d) Screen surface parking through placement of buildings and use of landscaping elements.

4.4.4 ACCESSIBILITY

- a) Ensure new development within the Plan Area incorporates universally accessible and age friendly design.
- b) Consider the Edmonton Access Design Guide, Child-Friendly Strategy, and Age-Friendly Action Plan in the design of new development.
- c) Encourage the design of individual residences and commercial establishments to be accessible to persons using wheelchairs, motorized scooters, walkers, and strollers.
- d) Provide frequent accessible seating along streets and pathways as per Edmonton's Access Design Guide.

4.4.5 SUSTAINABILITY AND INNOVATION

- a) Require that development conform to directives and targets of the Community Energy Transition Strategy.
- b) Encourage and support the private sector in developing innovative design solutions to achieve sustainability, density, and built form objectives of the Planning Framework.
- c) Consider the City's Green Building Strategy in the design of public realm improvements and private developments to encourage the implementation of sustainable development principles and practices in the Plan Area.
- d) Where possible, design buildings to include on-site alternative energy sources such as solar heat, solar electricity and solar energy.
- e) Encourage use of recycled materials, reuse of water, low-water landscaping, energy efficient lighting and other devices in building and site designs to reduce the consumption of energy and materials.
- f) Where feasible, incorporate Low Impact Development (LID) solutions in the design of building sites.
- g) Where possible, retain existing trees and replace those that must be removed for redevelopment.
- h) Encourage planting of native vegetation species, wherever possible, to reduce water consumption and contribute to the ecological value of the area.
- i) Support efforts to pursue urban agriculture (e.g. edible landscaping, community gardens) and establish food infrastructure and food businesses within the Plan Area.
- j) Encourage use of high quality, durable building materials.
- k) Encourage new development to be resource efficient and meet or exceed certification standards established by the Canada Green Building Council.

4.4.6 WINTER CITY DESIGN

- a) Ensure that site design, building scale, and placement take into account the prevailing winds, solar penetration and impact of shadowing on and off the site to prevent the creation of adverse micro-climate effects.
- b) Encourage planting of deciduous trees, wherever possible, to provide shade in the summer and allow sunlight in the winter.
- c) Design private developments, public spaces, and streets to accommodate snow removal and storage.
- d) Design and maintain pedestrian walkways and bike routes for ease of use during winter.
- e) Design public spaces for four season use.

4.4.7 HERITAGE

- a) Encourage the designation, proper restoration, and where necessary adaptive re-use of properties listed on the Inventory of Historic Resources in Edmonton (e.g. Edmonton Light & Power Substation #100), by the property owner as per the City's Historic Resources Management Program.
- b) Encourage efforts to celebrate the various histories and stories of the area through interpretive elements, art, urban design, and architecture.

5 SERVICING

5.1 Servicing Overview

Analysis was conducted of the site's existing servicing capacity for water, sanitary sewer, and storm sewer. The results of this analysis and recommendations for new infrastructure are summarized in this section. All of the figures are conceptual. The exact routing and tie-ins will be determined at detailed design and will not require a plan amendment.

5.1.1 WATER

The existing water distribution system within the Plan Area was built on assumptions to service events and major facility requirements. As such, new mains will be required to adequately service the area (Figure 30). These mains are proposed to run along sections of 115 Avenue, Wayne Gretzky Drive, and 73 Street. In addition to these new pipes, the pipes along 120 Avenue and 78 Street will need to be upsized to support redevelopment. Most of the areas to be redeveloped do not have existing networks of water pipes, only occasional lines that service individual buildings. These will need to be abandoned and possibly removed upon redevelopment. These proposed changes will ensure the water distribution system adequately meets the pressure and flow requirements for the site.

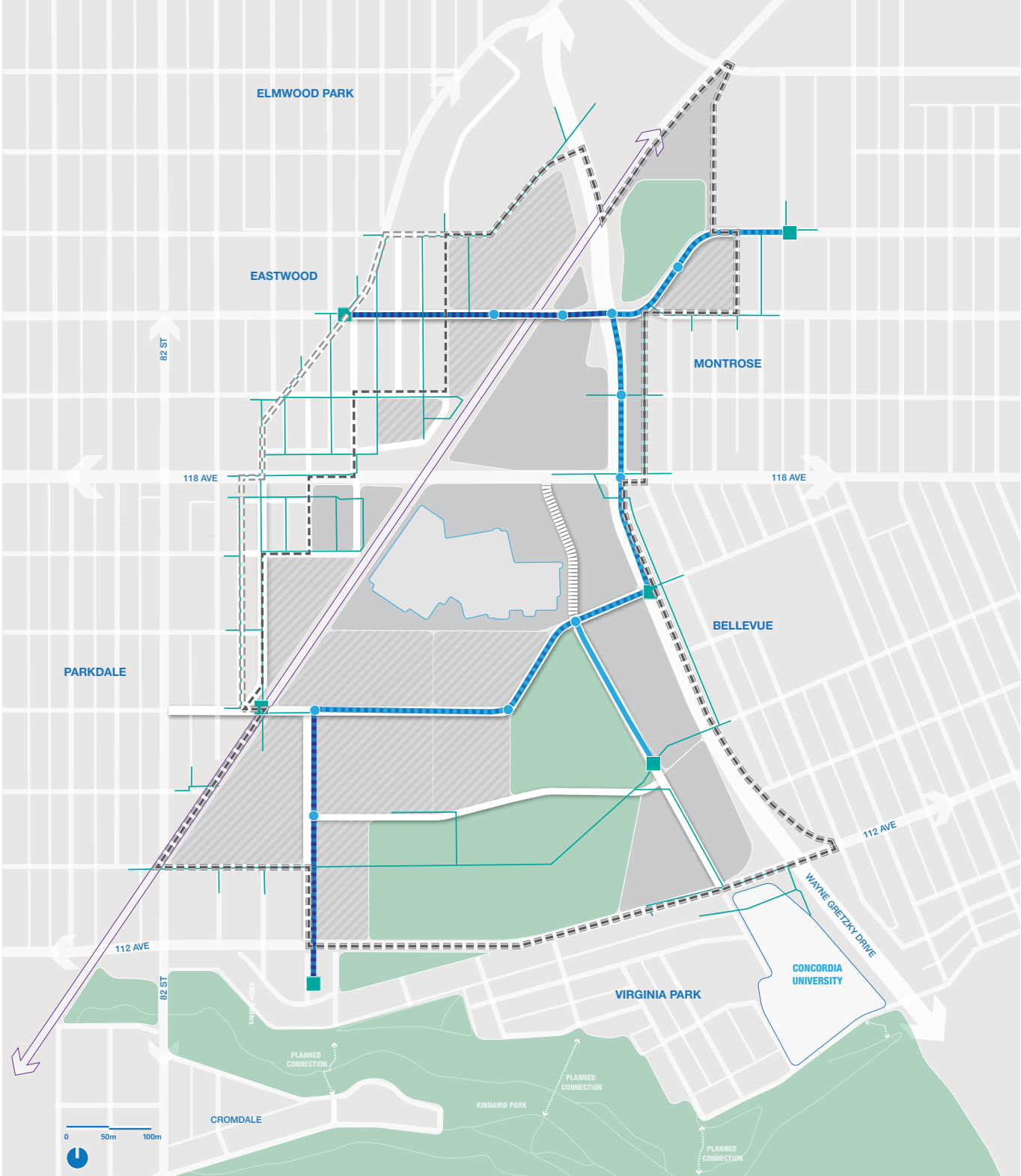
5.1.2 SANITARY SEWER

Currently, sanitary flow generated by the Edmonton Exhibition Lands is collected by a combined sewer system. The five existing combined trunks in the study area have enough capacity to handle additional flows from the redevelopment areas without surcharging to surface. In the future, one new sanitary main is proposed within the southern east-west servicing corridor to service the redevelopment in the southern part of the Plan Area (Figure 31). This will result in sewer separation being provided for the majority of the study area, with the exception of the area west of the Capital LRT Line, which will remain combined. Most of the existing combined laterals will eventually be abandoned when land becomes private, and new laterals and services will be provided as a result of redevelopment. These will tie-into either the existing major combined trunks or the proposed sanitary main.

5.1.3 STORM SEWER

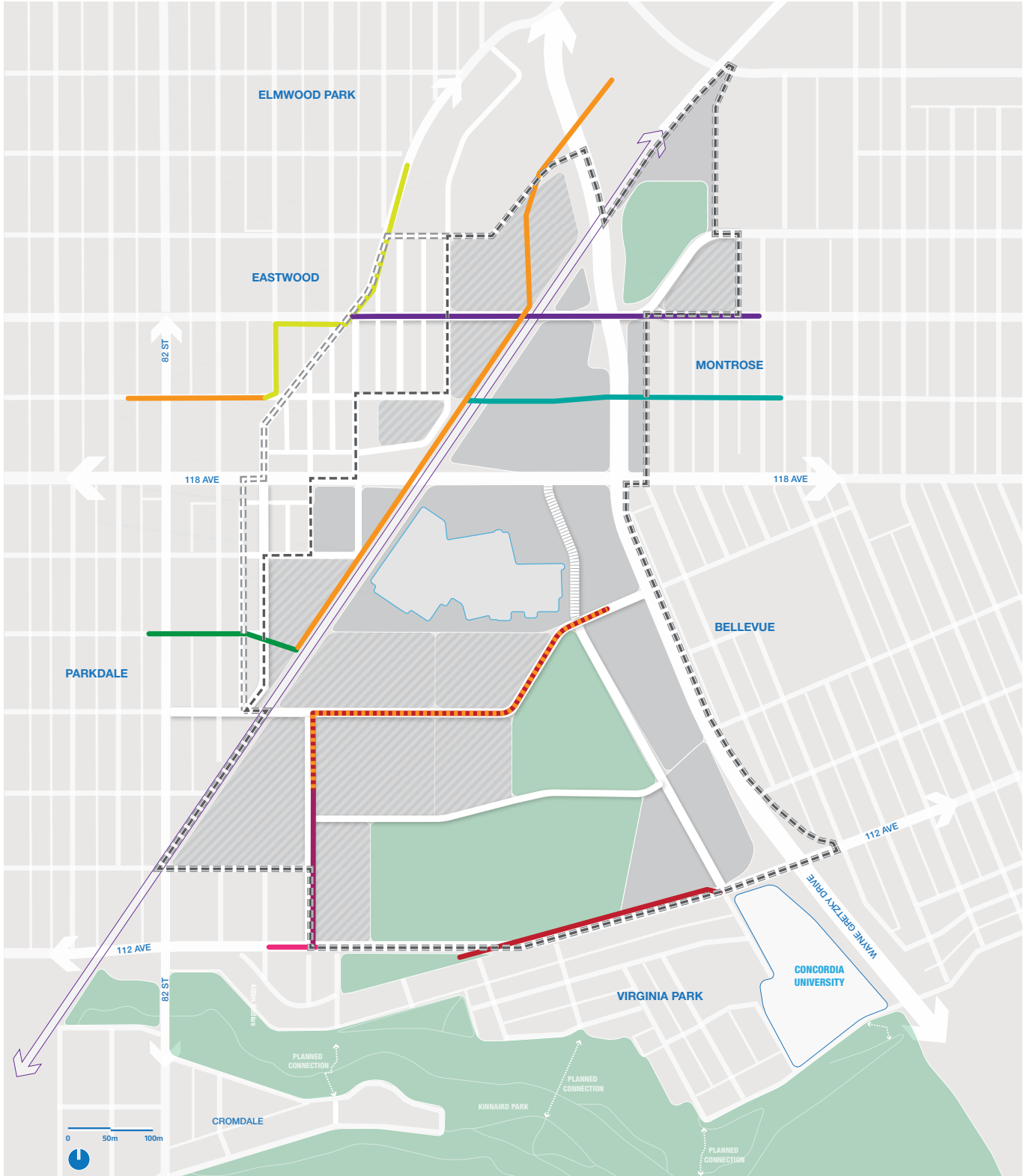
The storm sewer system in the Edmonton Exhibition Lands is comprised of three major trunks. An additional storm trunk is proposed along the east-west servicing corridor in the southern part of the study area to collect storm runoff from the surrounding areas (Figure 32). The existing and proposed storm mains will be able to service the redevelopment area without surcharging to the surface. It is expected that existing storm laterals within the study area will be abandoned and the redevelopment areas will be serviced by new pipes that will connect to the major storm trunks. The major system will not change significantly as it is assumed that the grading of the site will not be substantially altered.

Figure 30 Water Servicing Map



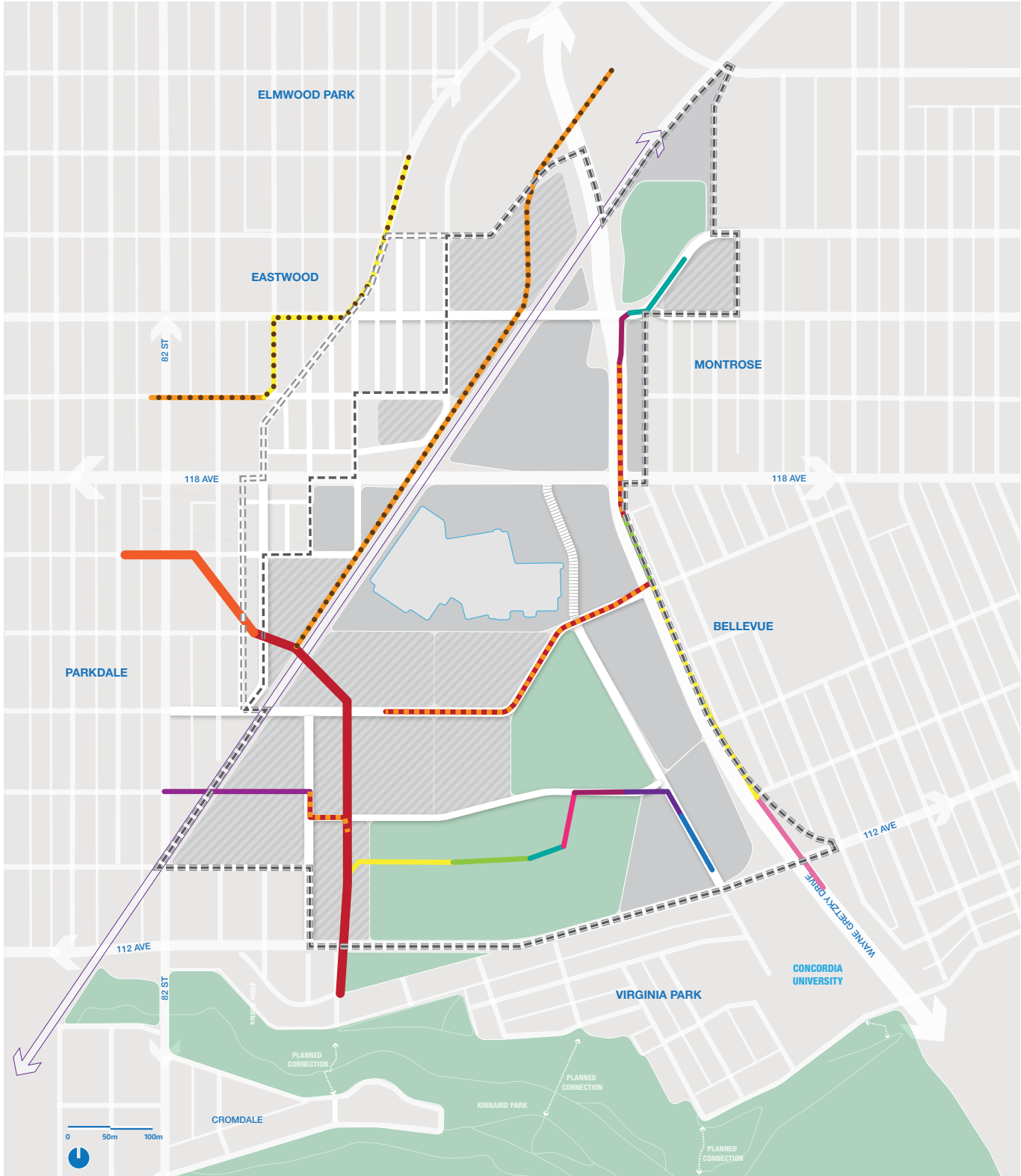
- Proposed 200mm Water Pipe
- Proposed 250mm Water Pipe
- Upsize Existing Water Pipe 250mm
- Existing Water Pipes
- Water Nodes
- Tie-in Points
- Plan Area
- Study Area

Figure 31 Sanitary Sewer Servicing Map



Existing Sanitary Trunks					
	600mm Pipe		1200mm Pipe		Proposed New Trunk
	750mm Pipe		1350mm Pipe		
	900mm Pipe		1500mm Pipe		
	1050mm Pipe		1950mm Pipe		Plan Area
					Study Area

Figure 32 Storm Sewer Servicing Map



Existing Storm Trunks

- 300mm Pipe
- 525mm Pipe
- 675mm Pipe
- 750mm Pipe
- 825mm Pipe
- 900mm Pipe
- 1050mm Pipe
- 1200mm Pipe
- 1800mm Pipe
- 1950mm Pipe

Existing Combined Trunks

- 1350mm Pipe
- 1950mm Pipe

Proposed New Trunk

- Plan Area
- Study Area

6 IMPLEMENTATION

6.1 Projects and Phasing Summary

The Exhibition Lands Planning Framework identifies what infrastructure will be financed and built by the City of Edmonton and what infrastructure will be financed and built by the private sector. It also provides direction on when strategic infrastructure investments should be completed in order to ensure successful redevelopment.

Public Infrastructure Investments

- 115 Avenue at-grade LRT Station
- Coliseum Arena and Northlands demolition
- 115 Avenue at-grade road crossing and extension as Mixed-Use Collector
- 73 Street Mixed-Use Collector
- Shared-use pathway along LRT Corridor
- Borden Park reconfiguration and expansion
- Wayne Gretzky Drive Urban Boulevard
- At-grade road crossing of LRT at 120 Ave
- Intersection improvements
- 119 Avenue at-grade LRT Station

Private Development

- Transit Village Urban Plazas
- Greenway Links
- Employment Anchor
- Civic / Education Anchor
- Phased mixed use and residential development
- Internal streets and infrastructure

The anticipated timeline for redevelopment is 30 years. Within this timeframe, key implementation actions have been divided into three phases: Short Term, Medium Term, and Long Term.

The Phasing Diagram (Figure 33) is conceptual and will be dependent on future decisions and conditions.

SHORT TERM

The first phase of development will include the creation of an implementation strategy to deliver a redevelopment that meets the intention of the Planning Framework. Once established, and subject to funding, the City will concurrently begin the preparations for the reconfiguration of Borden Park, initiate the site improvement and sales process for short term lands, begin demolition of the Coliseum, and complete initial infrastructure moves. Initial infrastructure improvements will include construction of a new LRT Station at 115 Avenue and begin the development of mixed use collector roads south of the EXPO Site.

MEDIUM TERM

In the second phase of redevelopment, the City, with its strategic partners, will oversee the master planning process for Borden Park, continue the development of the mixed use collectors, and begin demolition of Northlands structures. During this phase, improvements to the medium term development areas will be made and the parcels will be sold, including the remainder of the south transit village development areas.

LONG TERM

In the last phase of redevelopment, the replacement of the Coliseum LRT Station and the reconfiguration of Wayne Gretzky Drive into an Urban Boulevard will be undertaken. During this phase, improvements to the long term development areas will be made and the parcels will be sold, including the the north transit village development areas.

Figure 33 Phasing Diagram

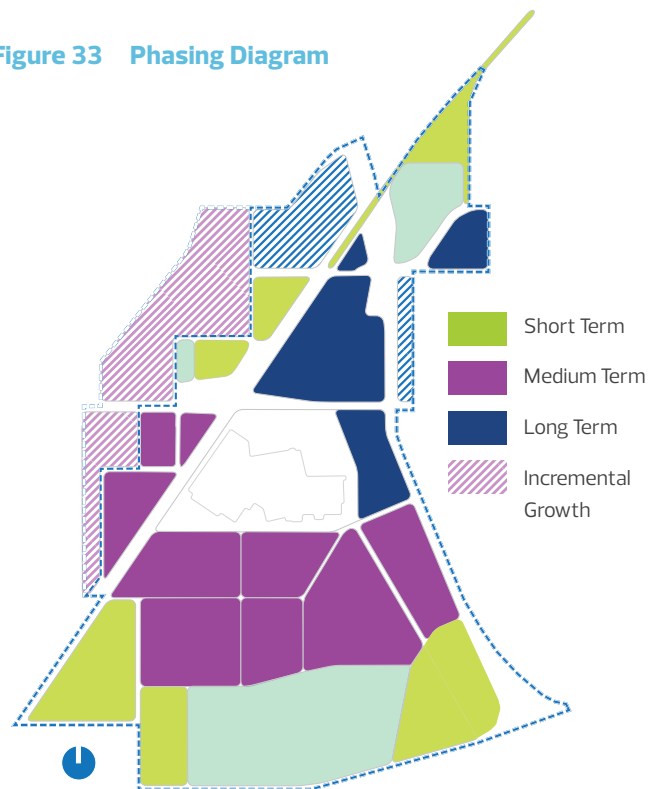
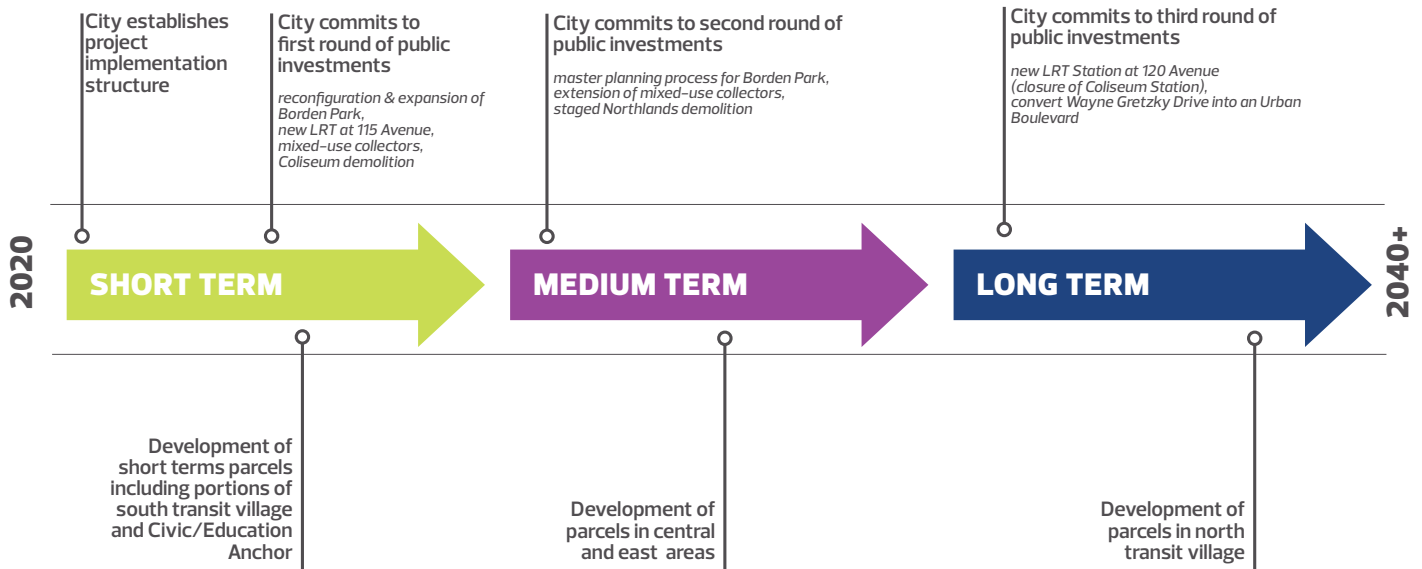


Figure 34 Implementation Process Diagram



6.2 Development Process

During the first phase of the development process, the City will create an implementation strategy to build upon the direction of the Exhibition Lands Planning Framework and determine an action plan for delivering the project. The implementation strategy will outline the overall governance structure, partnering relationships, key project milestones, and financial structure for the project.

When lands within the Planning Framework area are identified for development, a Development Concept will be completed. The Development Concept will identify specific land uses, neighbourhood structure, mobility networks, servicing, and product types and their general arrangement on the site. The City will provide a review of the Development Concept to ensure it aligns with the intent of the Planning Framework.

A technical submission will then be provided to City Planning to obtain planning approval. This submission may include details specific to zoning, transportation studies, open space reviews, servicing studies, and any statutory plan amendments, as required by relevant City Departments.

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A GLOSSARY

Active Commercial Frontage: active commercial frontage refers to a ground floor of a building containing a use that contributes activity to public places and streets and encourages pedestrian traffic. Active commercial uses include retail, restaurants, minor public services (pharmacies/post offices), and personal service shops. Gas bars, drive-throughs, and commercial offices are not considered active commercial uses.

Development Concept: A Development Concept is a high level concept for specific development parcels within the Exhibition Lands. These will be created by selected Development Partners and approved by the City prior to finalization of land sale agreements.

Food Infrastructure: The facilities such as processing plants, warehouses, permanent farmers' markets, green grocers and community kitchens among others that enables the local food economy to function (FRESH, City of Edmonton).

High Rise Apartments: are nine storeys or higher buildings containing many dwelling units that share a ground level entrance and amenity space.

Historic Resource: means any built structure, object or cultural resource on The Inventory and Register of Historic Resources in Edmonton that is primarily of value for its history, architecture, urban context and integrity.

Low Rise Apartments: are three to four storey buildings containing many dwelling units that usually share a ground floor entrance and amenity space (also known as walk-up apartments).

Mid-Rise Apartments: are five to eight storey buildings containing many dwelling units that share a ground level entrance and amenity space.

Neighbourhood Convenience Commercial: convenience commercial and personal service uses, intended to serve the day-to-day needs of residents within the neighbourhood.

Open Space: is an area of outdoor land or water that is publicly owned or allows public access, including municipal parks, civic spaces, provincial, or federal parkland, institutional campuses, and other public spaces. Elements of the public realm, such as main streets and promenades, can also provide open space functions in the green network.

Public Amenity Space: a space in the form of such things as an open space, park, plaza furnishings and includes locations of art, seating areas, and other amenities at ground level that are complementary to the adjacent streetscape and are visually and physically accessible to the public (City of Edmonton, Land Use Bylaw).

Reverse Housing: a development on a site that does not front onto a public roadway and vehicular access is provided from a public lane.

Row Housing: buildings containing three or more dwellings joined by the side only by a party wall. They generally have a maximum height of 2.5 storeys. Each dwelling has direct ground floor access.

Shared Road/Low Traffic: a road which has pavement markings on it to indicate shared-use lanes.

Stacked Row Housing: are a form of row housing where five or more dwellings are arranged two deep, either placed vertically with one over another or horizontally with one or more attached at the rear or at the side. Each dwelling has individual at-grade access.

Universal Design: Is the design and composition of an environment so that it can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability.

B

PUBLIC AND STAKEHOLDER ENGAGEMENT

INTRODUCTION

The engagement process for the Exhibition Lands began in 2017. A multi-phased engagement plan was initiated to enable public and stakeholder groups to provide strategic inputs towards the plan development. The process was phased to ensure that key timely inputs from the public and stakeholders could be sequentially gathered, guiding the development of the plan as the level of planning detail evolved. The engagement processes phases are described, as follows:

PHASE 1: GUIDING PRINCIPALS & IDEA GENERATION

The project's first open house and online survey were hosted in June 2017. During this phase of engagement, the team presented initial findings from the Issues and Opportunities Report and asked participants to provide their thoughts on overall priorities for redevelopment. The feedback gathered from this phase informed the development of the project's Guiding Principles, which were further refined by discussions with stakeholder groups.

In April 2018, the City put out a public call for idea submissions. Redevelopment ideas could be contributed through a web portal or through a more formal Request for Expressions of Interest (RFEOI).

PHASE 2: DUE DILIGENCE

As part of the Due Diligence Phase of engagement, the ideas collected in Phase 2 were summarized and presented in a public workshop in June 2018. Participants were invited to evaluate the ideas and give their initial thoughts on which could be incorporated on the Exhibition Lands. The team also met with Development Interests and hosted a Symposium to learn about the successes and challenges of other major redevelopment projects in Canada.

Phase 2 also involved several meetings with project stakeholders to further refine the ideas gathered in Phase 1. The Project Team tested the feasibility of certain ideas against market analysis and consulted with development interests, institutions, and other City partners. The feedback gained from this Phase informed the creation of initial concepts.

PHASE 3: DEVELOP CONCEPTS

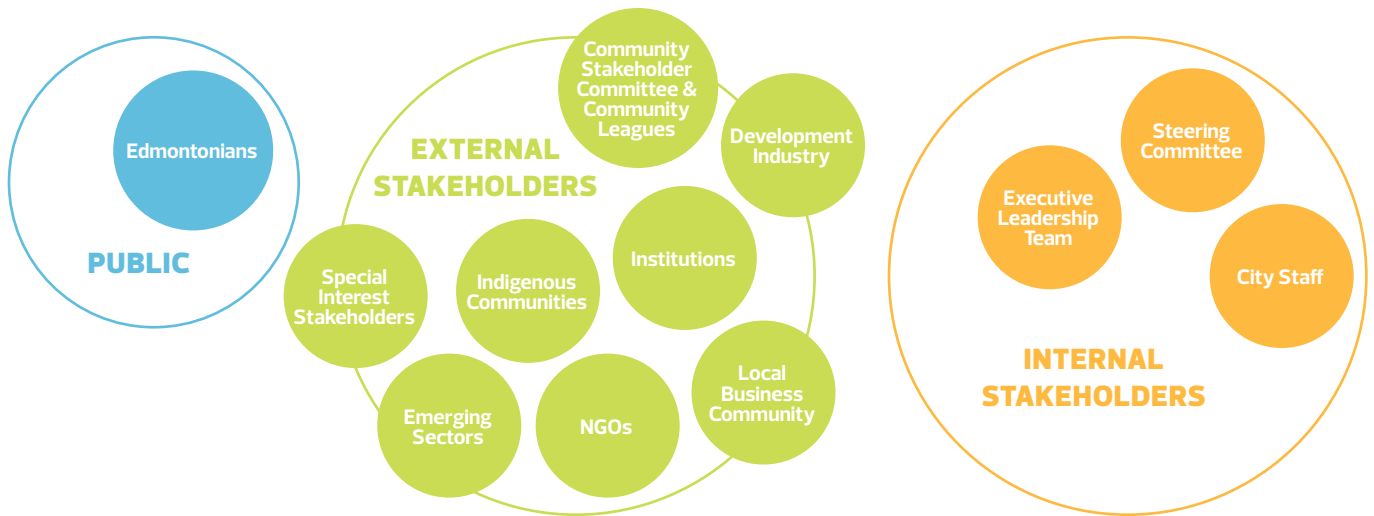
In Phase 3, the Project Team developed and tested four initial redevelopment concepts for the area. The concepts explored different levels of public investment in infrastructure and community amenities. A public workshop was hosted in September 2018 and accompanied by an online survey. Participants were asked to evaluate the initial concepts and indicate which aspects they liked best. Feedback was also gathered on initial policy directions. The results of this phase were used to develop a final preferred concept for the Planning Framework.

PHASE 4: REFINE CONCEPT

In Phase 4, a workshop and online survey were hosted to share and gather feedback on the preferred concept and draft policies. Participants were asked to comment on what they liked about the redevelopment concept and what they felt could be improved. The feedback was used to refine the draft Planning Framework.

PHASE 5: FINALIZE CONCEPT

In the final phase of engagement, a public meeting will be held to answer attendees questions and gather feedback on the draft Planning Framework. Feedback will be summarized in the report to City Council.



6.2.1 ENGAGEMENT PHASE

	ENGAGEMENT ACTIVITIES	STAKEHOLDERS	DATES	PARTICIPANTS
PHASE 1	Open House	Public	June 12, 2017	80+
	Online Survey	Public	June 1 – 30, 2017	757
	Engage Edmonton	Public	November 2017	100+
	Online Web Portal	Public	April 10 – May 7, 2018	94
	Request for Expressions of Interest (RFEI)	Development interests	April 10 – May 7, 2018	12
PHASE 2	Symposium & Development Industry Walking Tour	Development interests	June 20, 2018	80+
	Public Idea Review Event	Public	June 21, 2018	118
	Stakeholder Workshops	Project-specific community stakeholder committee, local community leagues, Indigenous communities, development industry representatives, institutions, local businesses, and non-governmental organizations	August – September 2018	11 community groups
PHASE 3	Public Concept Review	Public	September 18, 2018	181
	Highlands Renewal Open House	Public	September 27, 2018	253
	Online Survey	Public	September 18 – 30, 2018	1,450
PHASE 4	Stakeholder Workshops	Project-specific community stakeholder committee, local community leagues, Indigenous communities, development industry representatives, institutions, local businesses, and non-governmental organizations	June 2019	140+
	Transit Oriented Development Symposium	Public	June 20, 2019	120
	Public Preferred Concept Review	Public	June 27, 2019	129
	Online Survey	Public	June 25 – July 9, 2019	714
PHASE 5	Final Concept Review	Public	January 23, 2020	-

