# Malmo Plains Neighbourhood Renewal Background Report February 2020

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## SHARE YOUR VOICE SHAPE OUR CITY

Edmonton

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nities & Constraints





This background report provides an analysis of the existing neighbourhood conditions and context in Malmo Plains. It was developed in 2019 through the investigation of background information such as maps and aerial photographs of the neighbourhood as well as the engagement of the community through five public engagement tools: a community workshop and a neighbourhood walk as well as an online survey, question and answer forum and mapping tool. The report concludes with a draft neighbourhood Vision and Guiding Principles that will be refined further in 2020 with further community input.

The Neighbourhood of Malmo Plains is a typical 1960's era neighbourhood that is defined by its residential character with predominantly single–family houses with rear lanes and garages and multiple green spaces.

Malmo Plains is bordered on three sides by arterial roadways (111 Street, 51 Avenue and 122 Street) and by a freeway (Whitemud Drive) on the fourth side, making travel to and from the neighbourhood by car very convenient. There are no major roadways dividing the neighbourhood, limiting traffic and short-cutting through the community. Southgate LRT Station and Transit Centre are located just to the east of the community, providing excellent access to public transit. Bicycle routes are provided via a shared-use path along the southern boundary of the neighbourhood in the rear alley paralleling Whitemud Drive and along 111 Street, as well as through the community on 115 Street, which is a shared street. There are typically sidewalks on both sides of each street, with relatively few gaps in the sidewalk network. Pedestrian bridges provide safe access from the neighbourhood over both 111 Street and Whitemud Drive. There are no commercial developments within the neighbourhood but there are just outside of Malmo Plains. Southgate Shopping Centre is a modern shopping mall located within walking distance, just to the east of the community across 111 Street. This shopping centre provides many essential retail services, including a major grocery store. Additional, smaller commercial developments are found on the northeast corner of the 111 Street and 51 Avenue intersection and on the northwest corner of the 122 Street and 51 Avenue intersection. There is some multi-family housing on the west side of the neighbourhood in Michener Park (University of Alberta land) and the Edgeway townhome development.

Malmo Plains has a number of green spaces located within the neighbourhood. These include Malmo Plains Park, three small city-owned pocket parks and a pocket park and playground at the Edgeway development. Malmo Plains Park contains Malmo Elementary School, and the Malmo Plains Community League facility. It also contains a playground, beach volleyball courts and four bookable sportsfields. The three pocket parks have mature tree and shrub beds and provide open space for passive recreation. The Edgeway pocket park contains a small playground, gathering areas and planting beds. There are also a number of green spaces surrounding the neighbourhood within walking distance, offering a variety of passive and active recreation opportunities for the residents of Malmo Plains.

The residents love the quiet character of the community, value the walkability

of the neighbourhood and connectedness to the city through major roadways and public transit. They are concerned with safety and security due to levels of crime and other behaviours associated with the Southgate LRT Station and Transit Centre. They want to see upgrades to key elements of the neighbourhood infrastructure including alleys, a major shared-use path and lighting.

The analysis contained within this report, when combined with the input gathered from the community, provides a clear understanding of the existing character of the neighbourhood. The aspirations of Malmo Plains' residents are described through the Vision and Guiding Principles. Together, these elements will inform the development of the concept design options in the next phase of the project which will be refined through further engagement efforts with the community.



## Building Great Neighbourhoods and Open Spaces Neighbourhood Renewal Program and the Neighbourhood

Beginning in spring 2021, Malmo Plains will experience Neighbourhood Renewal. Through the City of Edmonton's Building Great Neighbourhoods and Open Spaces branch, the Neighbourhood Renewal program will rehabilitate roads, replace street lights, curb and gutters, repair sidewalks, and connect missing sidewalk links where possible in Malmo Plains. Cost sharing opportunities will be made available through the Local Improvement process for sidewalk reconstruction and decorative street light upgrades in the neighbourhood. Other opportunities to improve parks and public spaces will also be explored.

In addition to reviewing opportunities to improve parks and public spaces, the following will also be explored:

- establish missing connections that help people move (walk, bike, drive, transit)
- mitigation for neighbourhood traffic issues
- replacement of standard street lights with decorative street lights (subject to local improvement levy)
- modification of signal timings and crosswalks on arterial roadways, and
- coordination with other neighbourhood projects to maximize value of each project undertaken.

The Neighbourhood Renewal program does not include arterial roadways or alleys as these are covered under separate City programs.



#### **Roadmap to Building Great Neighbourhoods**

#### **Background Analysis**

A key element of the Neighbourhood Renewal program is the assessment of the existing neighbourhood infrastructure through a Background Analysis. This analysis looks at the neighbourhood holistically and evaluates the existing conditions relative to a number of factors:

- the connectivity of the mobility network for all travel modes
- localized traffic issues
- the provision and quality of existing green spaces
- key community destinations
- safety, and
- overall neighbourhood character

#### There are two key outcomes of the analysis process:

- Strengths/Weaknesses/Opportunities/Constraints

   (SWOC) analysis that identifies the strengths and
   weaknesses of the existing neighbourhood infrastructure as well as the
   opportunities and constraints associated with making improvements
- The development of a project Vision and Guiding Principles that are intended to guide the decision making and sets the direction for the Neighbourhood Renewal project by stating the elements that are most important to the community

Since June 2019, we collected feedback from participants to help CREATE the draft Vision and Guiding Principles for Malmo Plains. We also identified and discussed areas of opportunities to enhance the neighbourhood in coordination with Neighbourhood Renewal. We have categorized the community feedback into the three themes of Getting Around, Community Spaces and Safety, and created a SWOC analysis which we will use to assess the neighbourhood.

The following report summarizes the neighbourhood analysis completed for Malmo Plains. The analysis is represented through a series of diagrams and brief text that illustrate neighbourhood conditions in a progression of layers. The layered approach culminates in a summary SWOC analysis.

The report also provides a draft project Vision and Guiding Principles developed by the project team and the community. The results of the analysis phase will be shared with the community to verify the findings, identify any gaps and refine the project Vision and Guiding Principles.



Decision-making considerations diagram



#### **Breathe – Green Network Strategy**

Breathe is a transformative strategy to make sure that as the city grows, each neighbourhood will be supported by a network of open space for the next 30 years. The main goal of the Green Network Strategy is to plan and sustain a healthy city by encouraging connection and integration of open space at the site, neighbourhood, city and regional levels.

Breathe outlines the following key themes:

#### Safe. accessible and inclusive

- Crime reduction through passive surveillance, sense of ownership, activation of spaces and community building initiatives
- Universal access and barrier-free design •

#### Vibrant, sustainable and functional

- Balance sun and shade/shelter and year-round use of spaces
- Support social gathering •

#### Distribution, quality, diversity and supply

- Prioritize diversification and multi-functionality of park spaces in areas of • changing demographics
- Establish a network of open spaces that provide a mix of active and passive • experiences that are compatible when adjacent to each other
- Add amenities for comfort (lighting, benches, tables, etc) •
- Include nature play and edible landscapes •

#### Improved ecological quality and connectivity

- Plant native species where possible, and explore naturalizing underutilized turf • areas
- Aim for minimum 20% tree canopy coverage on public land
- Protect, restore and/or enhance isolated natural habitats in smaller park spaces
- Utilize green infrastructure where possible

Breathe also assessed each green space within the City, including those in Malmo Plains, to identify how well each space functions from the following perspectives: wellness, celebration, ecology and multi-functional. Refer to section 3.1 for an overview of Malmo Plains' open space network.

#### **Active Transportation Policy**

Active Transportation includes any form of human-powered transportation, the most common modes being walking and biking. The purpose of the Active Transportation Policy is to optimize Edmontonians opportunities to:

- walk, roll, and bike, regardless of age, ability, or socio-economic status
- enhance the safety, inclusivity and diversity of our communities •
- minimize the impact of transportation activities on Edmontons ecosystem

This policy promotes the inclusion of infrastructure that facilitates active transportation in all neighbourhoods. This will be a primary focus of the Urban Design Analysis and Concept Design for Malmo Plains.

#### Winter Design Policy

In 2013, the WinterCity Strategy Implementation Plan was formalized. It providers designers with direction on how to incorporate winter-friendly design features into the public realm.

"The WinterCity Strategy is bold and visionary. It's about taking advantage of our northerness; transforming Edmonton into a more inviting, vibrant and prosperous place for residents, business, industry and tourists throughout the winter months. This requires a cultural shift; changing how we think, talk about and deal with winter. Viewing the season as a time to shut things down and stay inside squanders huge potential. Winter is an asset offering great social and economic value to our city."

#### WinterCity Strategy Goals:

1. Make it easier to 'Go Play Outside'. Provide more opportunities for outdoor activity

- users
- interest
- 4. Design our communities for winter safety and comfort
- 5.
- 6. Develop a four-seasons patio culture
- Enhance the social and economic vibrancy of our streets and public places 7.
- 8. Celebrate the season and embrace daily living in a cold climate
- internationally
- a 'Winter Lens' to our City

#### **Principles of Winter Design:**

- 1. Wind block it with the use of built form, trees, snow, etc.
- 2. Sun orient buildings to allow maximum solar exposure in outdoor spaces
- 3. Colour - offset darkness and provide visual interest
- 4. Lighting – pedestrian scaled, warm in colour and free from glare
- 5.

#### Winter Design Guidelines (relevant to Malmo Plains)

Streetscape Elements and Linkages

- Emphasize barrier-free pedestrian movement and well-lit crossings
- Consider low glare, warm, pedestrian scale lighting

- in winter

#### Site Design

2. Improve winter transportation for pedestrians, cyclists and public transit

3. Incorporate urban design elements for winter fun, activity, beauty and

- Increase capacity and sustainability of Edmonton's Winter Festivals
- 9. Promote Edmonton's great northern story locally, nationally and

10. Kickstart and lead implementation of Edmonton's Winter City Strategy: Apply

- Infrastructure design for winter activities in public space
- Provide winter-friendly seating (i.e. warm seating surfaces, south-facing
  - spaces, overhead protection, adjacent to wind screens, include lighting)
- Delineate and provide year-round clearing of dedicated cycle routes
- Consider seasonal parking bans, i.e. parking on one side of residential street

Aim for barrier-free access of park spaces for users year-round

- Block prevailing winds with structure or landscape features
- Maximize solar access onto play and seating areas
- Planting design to include multi-season interest

Opportunity for temporary winter elements to enhance park spaces •

Winter Infrastructure

- Clear shared-use paths of snow and ice with an emphasis on gathering areas and routes used by active transportation commuters
- Design winter shelters that provide protection from the elements as well as safe and comfortable seating
- Wayfinding signage that highlights winter activities close by
- Create opportunities for the installation of outdoor public art

Malmo Plains, like all neighbourhoods in Edmonton, faces the challenges and opportunities of living in a winter city. The policy outlined above will inform the design approach taken in the conceptual design of the neighbourhood streets and open spaces.

#### **Vision Zero Initiative**

In September 2015, City Council approved Edmonton's Road Safety Strategy 2016-2020. It is intended to improve safety for all roadway users, including people walking and people cycling.

"The City of Edmonton is the first major Canadian city to adopt Vision Zero, a global initiative to eliminate fatalities and major injuries from motor vehicle collisions. A key component of this strategy will be the adoption of the Safe Systems Approach. Central to this approach is a shared accountability between road users and those who design, maintain and operate all parts of the road transportation system."

#### The Vision Zero initiative identifies the following principles:

- Human life and health are paramount. No loss of life is acceptable •
- Eliminating fatalities and serious injuries is a shared responsibility of designers, maintenance staff and road users
- We all make mistakes •
- There is a physical limit beyond which survival and recovery are impossible

Though Malmo Plains does not face the same traffic related challenges as some other neighbourhoods because of the limited vehicular access and traffic, the application of Vision Zero principles is still essential. Through the analysis and concept and design phase, the project team will identify any traffic safety issues and propose design interventions to mitigate the issues.

#### **Universal design**

Age-friendly Edmonton developed the Access Design Guide to provide designers of public spaces with guidance on how to design for universal access, which includes not just senior citizens, but also those with mobility and visual impairments.

"An age-friendly city is an inclusive place where age and ability are not barriers to access services, programs, businesses or facilities. In 2010, Edmonton was officially accepted as a member of the World Health Organization's (WHO) Global Network of Age-Friendly Cities and Communities. Age-friendly Edmonton is a partnership of individuals and organizations committed to building a city that is happy, safe, friendly, warm and interesting for everyone of every age."

#### The Access Design Guide identifies 7 principles of universal design:

- 1. Equitable use: useful and marketable to people with diverse abilities
- 2. Flexible use: accommodates a wide range of preferences and abilities
- 3. Simple and intuitive use: easy to understand, regardless of experience, language, knowledge, current concentration level
- 4. Perceptible information: communicates information effectively to the user, regardless of ambient conditions or user's sensory abilities
- 5. Tolerance for error: minimizes hazards and the adverse consequences of accidental or unintended actions
- 6. Low physical effort: used efficiently and comfortably with minimum fatigue
- 7. Size and space for approach and use: appropriate regardless of user's body size, posture or mobility

Given Malmo Plains' diverse demographic, which includes senior citizens, the Access Design Guide will be an important tool that informs the design of the neighbourhood spaces and amenities.

## **Complete Streets Policy & Complete Streets Design and Construction Standards**

The City of Edmonton recently consolidated the Complete Streets Design Guidelines and the Design and Construction Standards into one holistic document, the Complete Streets Design and Construction Standards (CSDCS). The CSDCS identifies the design approach required for different street types, dependent upon land use context and modal priorities (i.e. what travel modes are prioritized within the road right-of-way).

The overall goal for the CSDCS is to design streets that are safe, attractive, comfortable and welcoming for all users in all seasons, and that support and enhance the unique characteristics of the neighbourhoods and the districts they serve, while considering operational and maintenance challenges.

#### **CSDCS Design Process**

- •
- ٠
- Identify existing street types

- and existing context
- Confirm recommended design, ensuring it meets project goals and objectives vetted by key stakeholders and community members

CSDCS provides specific direction on roadway design criteria including the widths of travel and parking lanes, sidewalks, boulevards, setbacks for trees and light poles and other applicable elements of street design. It also acknowledges that retrofit situations, such as the Malmo Plains Neighbourhood Renewal project, require a more nuanced approach and a focus on negotiating trade-offs as part of the design process.

- Establish initial project goals based on design principles and standards
  - Create a plan to engage key stakeholders and community members
  - Refine project goals and scope based on engagement input
  - Identify modal priority walking/wheeling, biking, transit, driving
- Select street design elements based on project goals, street types, modal priority and engagement input
- Evaluate trade-offs of various design elements, weighing community input

## Crime Prevention Through Environmental Design

Crime Prevention Through Environmental Design (CPTED) helps make communities safer through neighbourhood planning, development, and maintenance. Though there is no formal City of Edmonton policy or guideline for CPTED, there is extensive literature on best-practice for designers of public open space to use. Below are the key themes of CPTED that will be used by the project team for Malmo Plains:

- Natural surveillance (use of public spaces, positive social activities, visibility)
- Natural access control (entry and exit points, fences)
- Natural boundaries / territorial reinforcement (clear ownership, clearly marked private spaces)
- Maintenance (well maintained property indicates pride of ownership, lack of tolerance for unwanted behaviour)

Through the early engagement events since June 2019, the community has raised a number of safety and security related issues. It will be important that the design recommendations made during the concept and design phase are reviewed with a CPTED lens.





The project team approached the analysis of the neighbourhood with two objectives: gather as much background information as possible from available sources and listen closely to what the community had to say. By doing this, we were able to develop a comprehensive and balanced understanding of the neighbourhood. In order to satisfy these two objectives we completed the following tasks:

- Walked through the entire neighbourhood. We completed this exercise as a project team before doing anything else, soaking in the essence of the neighbourhood and identifying locations and situations that appeared to be critical to either mobility, safety or community identity. We took a lot of photos and made notes on what we observed.
- Collected background information such as policy documents, aerial photographs, cadastral drawing files, zoning, traffic data, demographic data and transit route information. This information was compiled into base drawings.
- Engaged with the community at a Visioning Workshop. The event was held on June 19, 2019 to learn from the community about what they know and how they feel about the neighbourhood. We asked the attendees to comment on three themes: Getting Around (mobility for all modes of travel), Community Spaces

(parks and open spaces) and Safety. We also asked the attendees to tell us what their vision for the community is and what the important design objectives should be.

- Engaged with the community at a Neighbourhood Walk. This event was held on July 9, 2019 to tour the neighbourhood with its residents and have them point out key locations and identify issues or opportunities. Multiple walking routes were developed so that each guadrant of the neighbourhood was covered. Attendees were given maps to write on so that they could identify the specific locations and issues or opportunities in their own words. These maps were collected and the input was incorporated into the Visioning and Local Knowledge What we Heard report.
- Three online engagement tools were available for the public to provide input. In total, there were 44 participants through the online engagement. An online survey was open from June 19 to July 3, 2019, where the public could provide input on issues and opportunities for improvement in the neighbourhood. A virtual mapping tool was available from July 9 until July 31, 2019, where the public could place pins to provide their feedback on topics including parking, lighting, transit, parks and much more. An online question and answer tool

- view.
- neighbourhood renewal plans.

The results of this analysis process are described in Sections 3 and 4.

was also available for the public to pose project related questions for the project team to answer. Answers were posted online for all community members to

Compiled all of the input from the community engagement events into a 'What We Heard' report. This report highlights emerging themes that were identified by the community. The public input and corresponding themes were used to develop the draft Vision and Guiding Principles and will help inform the

Compiled all of the information gathered, both background information and input from the community, into a series of analysis diagrams that graphically represent the findings. By assessing the diagrams along with the community input, we developed a SWOC analysis that combines the information into the three themes of getting around, community spaces, and safety. The SWOC analysis will be reviewed with the community through future engagement and will directly inform the concept designs for the neighbourhood.





# 2.1 Study Area & Neighbourhood Context

The neighbourhood of Malmo Plains was developed in the 1960s with over 75% of the existing homes being constructed in that decade. The design is typical of most neighbourhoods of that era with predominantly single–family homes fronting a traditional suburban street network. The neighbourhood is bordered by arterial roads (122 Street, 51 Avenue and 111 Street) and Whitemud Drive freeway. The area was once a part of the University of Alberta Research Farm. The name 'Malmo Plains' is derived from a type of soil, Malmo Silty Clay, that is common in the area.

The neighbourhood is served by the Malmo Plains Community League which has a facility in the centre of the neighbourhood in Malmo Plains Park. The facility includes a small building, parking lot, skating rink and beach volleyball courts. Malmo Plains Elementary School is also located in Malmo Plains Park and provides an Islamic Language program that attracts students from outside of the neighbourhood.

There are several green spaces within the neighbourhood boundary. There are also some significant open spaces surrounding the neighbourhood, including the University of Alberta Farm and a stormwater management facility to the north across 51 Avenue. Confederation Park and Confederation Leisure Centre are located to the south across Whitemud Drive. Other neighbourhood parks are located in the surrounding communities. Refer to Section 3.1 for a detailed overview of the open spaces within and surrounding Malmo Plains.

The Southgate LRT Station and Transit Centre is located just to the east of the neighbourhood with access to the station through a pedway over 111 Street. This LRT station and transit centre generates a lot of walking and driving` traffic within the neighbourhood. In response to issues around LRT/bus users parking in the neighbourhood, parking restrictions have been put in place in the eastern half of the community, shown in section 4.5.



Malmo Plains has several commercial developments in close proximity. Southgate Centre is a large, modern shopping mall that is located to the east of the neighbourhood across 111 Street. It provides a number of key amenities including a grocery store and other retail and hospitality offerings. There are also small commercial developments on the northwest corner of 122 Street and 51 Avenue and the northeast corner of 111 Street and 51 Avenue.

The west side of the neighbourhood, next to 122 Street, is occupied by Michener Park, a University of Alberta property that currently provides student housing. Michener Park is planned to be closed in September 2020 as it has reached the end of its service life. Plans for redevelopment of the property are unknown at this time. The Edgeway development is a new multi-family development that is located in the northwest quadrant of the neighbourhood near Michener Park. Refer to Section 3 opportunities.

The formal boundary of the Neighbourhood Renewal project is illustrated on the diagram above. While the infrastructure improvements will be limited to this project area, the Urban Design Analysis and Concept Design will include the surrounding areas described above.

Park. Refer to Section 3.2 for a summary of land ownership and development



The following demographic data is from the 2016 Municipal Census and compares Malmo Plains to Edmonton in general. The data illustrated below reveals a higher than average number of seniors (65+) in the neighbourhood as well as a higher than average number of transit users. These factors indicate that quality, accessible infrastructure for people walking, both within the neighbourhood and to the Southgate LRT station and transit centre, will be a high priority.

#### Journey to work

	Walk or bike	Public transit	Drive a vehicle
Malmo Plains	5%	25%	65%
Edmonton	5%	15%	79%

#### **Age Distribution**

	65 +	55-64	25-54	15-24	0–14
Malmo Plains	19%	12%	43%	11%	17%
Edmonton	12%	12%	46%	13%	18%







## Open Space Network

Malmo Plains has a large quantity and diversity of open spaces both in and around the community. Nearby open spaces include the Whitemud Creek ravine, Confederation Park fields, the University of Alberta farmland and various school grounds. Connections to these spaces are available for people driving, walking or biking. See sections 4.2 and 4.3 for a more detailed look at the walking, wheeling and biking connections.

The neighbourhood has four designated park spaces: three pocket parks that are surrounded by roadway on all sides, and one large park site situated in the centre of the community (Malmo Plains Park). These park spaces provide 5.9 hectares of open space which is 9% of the neighbourhood renewal area. There is also a grassed berm near 111 Street (designated as road right-of-way) that is used by people walking and biking to access 111 Street and the LRT station / transit centre.

Malmo Plains Park includes a playground, sports fields, beach volleyball court, outdoor hockey rink, the community league building and parking lot and Malmo Plains Elementary School and parking lot. The two soccer fields and two ball diamonds do not appear to meet current design standards with regard to separation/setbacks from sidewalks and roads.

The pocket parks are grassed spaces with some mature trees and shrub beds. They are used casually by the community for recreation and play. The pocket parks feature limited furnishings, lighting or other amenities that would facilitate specific programming or activities.

#### **Breathe Study Analysis**

Malmo Plains' parks and open spaces were analyzed as part of the Breathe study. The results of that study are:

Malmo Plains currently has over 10 hectares of open space per 1000 people when considering open space of all ownership types. However, when analyzing Municipal Parks only, this drops to 6–8 hectares per 1000 people. Over 10 hectares of open space per 1000 people is the highest ratio ranked in the Breathe study. As such, we can conclude that Malmo Plains is currently well–served with open space quantity when compared to other Edmonton neighbourhoods.

Each park space was analyzed individually to determine how well it provides



ecological, celebration, wellness and multiple functions. Ecological includes water management, biodiversity, food production and climate regulation. Celebration includes aesthetics, community building and public safety. Wellness includes recreation, active transportation, learning, playing and mental health. Multifunctional provides a varying mix of celebration, wellness and ecological functions in one place. The High, Moderate and Low description represents a "functional score based on the degree to which its amenities and characteristics support each function".

#### **Malmo Plains Park:**

- High support of Multifunctional
- Moderate support of Ecological
- Moderate support of Celebration
- High support of Wellness

#### **Pocket Parks:**

- The pocket parks v spaces')
- Moderate support of Ecological
- Moderate support of Celebration
- Low support of Wellness

Based on our analysis and the Breathe study, opportunities exist to enhance the multiple and ecological functions of each park space and the wellness aspects of the pocket parks. As we progress towards concept design we will explore design opportunities to improve the function of each space while considering the community's feedback regarding existing conditions.

#### **Open Spaces In and Around Malmo Plains**

• The pocket parks were not considered Multifunctional (classified as 'other open

of Ecological of Celebration Ilness

## 3.2 Land Use Zoning & Development Opportunities

Within the Neighbourhood Renewal project boundary, Malmo Plains is largely zoned RF1, single detached residential. Most of Malmo Plains' lot frontages are either 15.2m or 16.6m wide. Homes are largely single detached at present, though this zoning also allows for semi-detached and duplex housing. Lot subdivision is possible with a minimum 15m frontage. Presently one lot conversion exists, and this property combines two lots.

## **Malmo Plains Zoning**

Neighbourhood zoning is shown on the map on the right. The general purpose of each zone is outlined below.

#### **RF1 – Single Detached Residential**

"...provide for Single Detached Housing while allowing other forms of small scale housing in the form of Secondary Suites, Garden Suites, Semi-detached Housing and Duplex Housing."

#### AP – Public Parks

"...provide an area of public land for active and passive recreational uses, and allow for an opportunity for public schools."

#### US – Urban Service

"...provide for publicly and privately owned facilities of an institutional or community service nature."

#### DC2 – Site Specific Development Control Provision

"...provide for direct control over a specific proposed development where any other Zone would be inappropriate or inadequate."

#### AJ – Alternative Jurisdiction

"...provide for lands that do not require a Development Permit when operating under the jurisdiction of federal legislation, provincial legislation or the Constitution Act, and to prescribe land uses and regulations for these lands if the legal status of these lands change and they become subject to this Bylaw."



#### AJ – Michener Park

The AJ parcel contains Michener Park (owned by the University of Alberta (U of A)), Galbraith House and California Lansdowne developments. Michener Park is governed by a Long Range Development Plan effective until 2032 that indicates:

- Development should be in keeping with Malmo Plains context of single detached residential
- A transition zone will be created between Michener park and Malmo Plains residential community. Walking and biking paths should be considered in this transition zone
- Maximum density of 1.3 Floor Area Ratio (FAR)
- The development should consider retail along 51 Avenue

### DC2 – Edgeway

The recently developed first phase of the DC2 parcel, Edgeway, is owned and managed by Westcorp. It features 110 two-and-three-bedroom stacked town homes with underground parking. A small publicly accessible pocket park is provided on the southeast corner of the site along 49 Avenue. It is not known when future phases of the development may be built.

The large area of RF1 zoning means that there is a low chance of significant redevelopment in the neighbourhood. There is the potential for garden suites or other small–scale infill to be developed in the future but impacts to/from the neighbourhood renewal project will be minimal. The Michener Park parcel is an area of uncertainty for the community. There are no defined development regulations for the site and so the U of A may develop the site in a number of different ways. The project team will need to maintain communication with the U of A to coordinate any improvements with the neighbourhood renewal.

# 3.3 Commercial Nodes & Community Spaces

The following key destinations within the community and surrounding neighbourhoods have been identified through the analysis. Walking distances to selected destinations are included in section 4.2.

#### Commercial

- Southgate Centre including Safeway and Southgate LRT and Transit Centre
- Commercial on northeast corner of 51 Avenue and 111 Street (Tim Hortons, etc.)
- Commercial on northwest corner of 51 Avenue and 122 Street (Petro Canada, etc.)

#### **Open Spaces**

- Malmo Plains Park including the Community League facilities
- Pocket Parks within Malmo Plains
- Michener Park green space
- U of A Farm
- Stormwater pond across 51 Avenue
- Whitemud Creek
- Park spaces in surrounding neighbourhoods containing sportsfields and playgrounds

#### Schools

- Malmo Plains Elementary School
- Lendrum Elementary School
- Avalon Jr. High School
- Lansdowne Elementary School
- St. Martin Catholic Elementary School
- Harry Ainlay High School
- Louis St. Laurent School (junior high/high school)

#### Other

- Holy Spirit Lutheran Church
- McLaurin Memorial Baptist Church
- Confederation Leisure Centre



#### **Community Destinations**

# **3.4** Built Form & Character Areas

Malmo Plains is a traditional post-war suburban neighbourhood with a fairly uniform character. Its primary characteristics are as follows:

- A. Proximity to transit and Southgate Centre
- B. Michener Park University Housing and Edgeway offering multi-family residential. The Michener Park development is not well integrated with the neighbourhood
- C. Rear lanes and predominantly rear garages
- D. Mature trees and landscaping
- E. Single family homes
- F. Quiet streets with limited traffic
- G. Multiple green spaces, including the pocket parks

#### Key Plan

















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## **Existing Streets in Malmo Plains**

Malmo Plains has a small variety of streets, with the majority being local roadways. The local roadway right-of-way varies in width between 15m, 18.5m and 20m. Malmo Road and 115 Street are classified as collector roadways and have a rightof-way width of 20m. All roads have sidewalk along the curb that are typically 1.5m wide. Refer to the plan on the following page and the typical cross-section drawings in Section 3.6.

There are limited connections for people driving to nearby neighbourhoods due to Whitemud Drive and the U of A Farm, as well as arterials to the east and west. Additionally, 115 Street is the only road that continues beyond the neighbourhood; all others either 'T-intersect' at 51 Avenue (116 Street and Malmo Road), dead end at Michener Park (46, 48 and 49 Avenue) or are cul de sacs. Existing curbs are a mix between straight face and rounded.

Alleys are an important aspect of Malmo Plains' network for moving around. They are not only used to access driveways and garages at the back of properties but as accesses for people walking to the LRT and greenspaces, amongst other destinations. These routes are often selected as they are more direct than the cul de sac roads of the neighbourhood.

#### **Existing Modal Hierarchy**

The land use is primarily residential with street oriented buildings/homes with large front yards. Based upon the allocation of space to different travel modes within the roadways, the existing modal priority is as follows:





The exceptions to this priority are 115 Street, which contains a shared bike lane as well as a bus route, and Malmo Road which contains a bus route.



## **Complete Streets Design and Construction Standards** (CSDCS)

The CSDCS identifies specific design guidance for the street types found in Malmo Plains. The standard recognizes that in mature neighbourhood retrofit situations, it may not be possible to meet the minimum requirements identified in the standards and trade-offs may be required. It is important that design elements are consistent within an area, and that transitions between areas make sense. Some examples of trade-offs include:

- Reduce the design speed
- Remove the parking lane from one or both sides of the street
- Remove medians and turning lanes
- Remove vehicle lanes
- Reduce sidewalk widths
- Acquire additional land
- Remove trees

#### **Key Considerations for Malmo Plains:**

#### Sidewalks

- Minimum 1.8m width may need to be wider due to snow clearing practices
- Minimum 2.5m width around schools
- Sidewalks along the curb are acceptable on local streets
- Sidewalks along the curb should be avoided along collector streets. If this isn't possible, additional sidewalk width of at least 0.5m should be provided (2.3m width)
- Pedestrian through zone (sidewalk) should remain flat at driveways. If that is • not possible, a minimum 1.0m wide flat segment is required with a minimum 2.3m width sidewalk.

#### Curb extensions

2.0-2.5m wide and at least 6.0m long



#### **Bike Facilities**

- For vehicle speeds up to 40 km/h and <2000 vehicles per day a shared street</li> or bicycle boulevard should be used.
- For vehicle speeds up to 50 km/h and <3000 vehicles per day the following may be used:
  - Painted bike lane: 1.8m to 2.1m lane width, beside the curb, with a solid white paint line to delineate.
  - Buffered bike lane: 2.4m to 3.0m lane width, including buffer, with an ٠ additional painted longitudinal line to increase separation.
  - Protected bike lane: unidirectional at 2.1m to 2.5m lane width plus 0.6m to 1.0m delineator or bidirectional at 3.0m to 3.6m lane width plus 0.6m to 1.0m delineator. Both types can be raised to be at sidewalk elevation.

#### Shared-Use Paths

#### Roads

- •
- lane
- Parking Lane: desired width = 2.45m

Design recommendations for the streets of Malmo Plains will need to balance the requirements of the CSDCS with the trade-offs in retrofit situations and the desires of the community. Options for modifications to specific streets will be presented in the concept and design phase.

 Minimum width = 3.0m which provides comfortable width for one person biking in each direction or one person biking and two people walking side-by-side.

Transit Lanes: minimum width = 3.55m curbside lane / 3.30m regular lane Standard Travel Lane: minimum width = 3.25m curbside lane / 3.00m regular



Existing Section A · 20m Right-of-Way · Collector Road, Main Local Roads



Existing Section B · 20m Right-of-Way · Local Roads





Existing Section C · 18.5m Right-of-Way · Local Roads

nd Open Spaces





# **4.0** Mobility Analysis



## Walking & Wheeling

Malmo Plains is currently well-served by a network of sidewalks and shared-use paths (SUPs) that facilitate people walking and wheeling (eg. using wheelchairs or walkers) within the community. Issues identified during the engagement and analysis process include lack of curb ramps and marked crossings, sightline obstructions, excessively sloped sidewalks and missing links to get around the neighbourhood.

#### Sidewalks. SUPs and Informal Trails

Existing sidewalks are typically 1.5m wide sidewalks along the curb, which are substandard based on the CSDCS which identifies a minimum width of 1.8m for local roads, and 2.3m width for the collector roads. Ideally, sidewalks along the curb are to be avoided on collector roads, so the possibility of reconfiguring these roads with boulevard space between the sidewalk will also be explored.

The community observed and noted that there is a lack of curb ramps which creates difficulties for those with limited mobility. Also, sightlines are not clear at some of the curved corners making it difficult to see car and foot traffic. Crosswalks would be helpful in areas where conflicts currently exist between people driving and people walking and wheeling, shown in section 4.6.

There are multiple locations where the slope of the sidewalk exceeds standards, which can be challenging to walk along for people with reduced mobility. The sidewalk along 115 Street in front of Malmo Plains School is noted as a highly travelled location where the sidewalk is excessively sloped.

Informal trails have developed over time from people walking or wheeling in grassed areas, most notably leading along the west edge of the berm between the



Southgate pedway and towards the overpass at Whitemud Drive. A sidewalk on the west side of the alley connecting the Whitemud Drive alley with 115 street once existed, but appears to have been paved over with asphalt making it seem like it is a part of the alley. Lastly, a number of sidewalks "dead-end" at Michener Park and Edgeway.

#### **Marked Crossings**

Signalized or signed crossings are provided for those who walk/wheel at the arterial and freeway intersections as well as within Malmo Plains at some intersections. Where major roads intersect at the corners of the neighbourhood, full traffic signals and standard crosswalks are provided. Mid-block connections along the arterials have pedestrian activated traffic signals and/or flashing yellow lights, except at 116 Street and 51 Avenue.

Within the neighbourhood only 4 signed crosswalks are provided. Crosswalks with white lines and signs are provided where 116, 115A and 115 Street intersect with 48 Avenue, and at 115 Street and Malmo Road.

walking routes.

#### **Mobility Network Including Intersection Types**

Based on community feedback and our analysis, opportunities exist to enhance crosswalks within the neighbourhood and at the arterial/freeway intersections to promote greater visibility for people walking and wheeling. The project team will explore the possibilities to enhance crosswalks, as well as other opportunities to further calm traffic and improve safety, both around the school and along key



Walking distance maps have been prepared to illustrate how close each property is to a variety of amenities. These distances include the alleys as optional pathways to result in a 400m, 800m, or 1200m walk, depending on the map. It should be noted that the alleys are difficult to use in winter and are not universally accessible in winter. Average minutes required to walk each distance have been listed on the maps for reference.

#### Walking to Parks and Open Spaces

Each property is within a 400m walk (approximately five minutes) of an open space within and surrounding the Malmo Plains community. The properties at the central eastern portion of the neighbourhood have five or more open spaces within a 400m walk, whereas those that are lightest green (for example the southwest and southeast corners) have access to less than two. Our analysis illustrates that while a property may be geographically close to an open space, the roadway network can make the walking distance much longer.



#### **Southgate Safeway**

This map illustrates walking distance from the Safeway at Southgate Centre, the closest grocery store to the community. Over half of the residences are within a 10 minute / 800m walk of Safeway while 75% are within a 15 minute / 1200m walk. The southwest corner of the neighbourhood would have to walk the furthest for groceries.

#### **Commercial Node**

A commercial node is situated at the northwest corner of Malmo Plains. It includes a gas station, convenience store and pharmacy as well as several specialty businesses. Just under half of the community is within a 10 minute / 800m walk of this node, while approximately 75% are within a 15 minute / 1200m walk.

#### Southgate LRT & Transit Centre

Southgate LRT and Transit Centre is located across 111 Street on the central eastern side of the neighbourhood. Half of the community is within a 10 minute / 800m walk of the transit centre while nearly 70% is within a 15 minute / 1200m walk.

This analysis indicates that the neighbourhood is well served by amenities that are within walking distance.







26 Malmo Plains Background Report



Residents of Malmo Plains have the opportunity to ride their bikes to a variety of destinations using the Whitemud Drive SUP or 115 Street shared roadway. The 115 Street shared roadway means people driving and biking share the road and travel single-file. The 115 Street bike route connects to the SUP that runs along the alley next to Whitemud Drive where people walking and biking share the space. This SUP can be accessed from multiple points along its length through alleys. These bike routes, and others shown on the map, provide the following connections:

- 122 Street SUP provides access to Grandview Heights and the Whitemud Ravine to the northwest, and to the Blackmud Creek Ravine to the south
- 115 Street shared roadway connects to a SUP to the north providing access to U of A South Campus, Whyte Avenue and downtown
- 111 Street SUP continues to the north to 61 Avenue and the Parkallen neighbourhood. To the south, this SUP extends all the way to Ellerslie Road
- The SUP along the Whitemud Drive alley connects to Confederation Park to the south up to 43 Avenue, and then transitions to a shared street connecting to 34 Avenue. Residents can access Royal Gardens and Aspen Gardens from this route as well

North-south connections are the strongest as they connect to other major bike routes, offering good connections to key Edmonton destinations. East-west connections are weaker for Malmo Plains bike infrastructure. There is currently no bike infrastructure along 51 Avenue and people who ride bikes must use the road or walk their bike along the sidewalk in this area. The Whitemud Drive SUP connects to the east only as far as 108A Street and to the west as far as 142 Street.



Signage within the neighbourhood indicating connection points to the Whitemud Drive SUP is minimal. The community indicated that the SUP can be very icy during the winter due to limited snow clearing.

The project team will explore strategies to improve bike safety, connectivity and user experience during the concept and design phase.

#### Shared–Use Paths and On–Street Bike Routes



There are several bus routes providing access to other Edmonton neighbourhoods and destinations. The 55/319 to Belgravia is accessible from within the neighbourhood while the others are available on 122 Street or 51 Avenue.

Within the neighbourhood, the existing bus stops have the following conditions:

- Are located on sidewalks along the curb
- No shelters, except in front of Malmo School (bus stop 2997)
- No benches, except on 115 Street just north of 48 Avenue (bus stop 2998)

The Bus Network Re-Design, (in-progress since 2018 and will be implemented in 2020) identifies both Local and Crosstown bus routes on the streets surrounding Malmo Plains: 122 Street, 51 Avenue and 111 Street. A local route is identified within Malmo Plains on Malmo Road and 115 Street, as it exists today. It is likely that the existing bus stops will need to remain within and surrounding the community. Route numbers may change when the re-design is implemented. Opportunities for improving the bus stops with amenities such as shelters and seating will be explored in the concept and design phase.

The Capital and Metro Line LRT runs along 111 Street, north to Downtown and south to Century Park. There is a transit centre and LRT station on the east side of 111 Street that is accessed from the west through a pedway. The transit centre and LRT station generate a significant amount of traffic (both people driving and people walking) within Malmo Plains. According to input provided by the community, LRT riders are dropped off by vehicles within Malmo Plains on 111A Street. These riders then access the LRT station pedway through the alleys east of 111A Street.





Malmo Plains' traffic is primarily local, with the exception of people dropping off others by the LRT/Transit Centre, student drop-off/pick-up at Malmo School and use of the sports fields/community league by outside groups on the evenings and weekends. All three accesses into/out of the community are along 51 Avenue, which helps prevent Malmo Plains from being used for traffic shortcutting. There are two collector roads that loop through the neighbourhood and also serves as the bus route: Malmo Road and 115 Street.

The roads in Malmo Plains are not a consistent grid pattern and as such there are some bends and corners that create sightline issues and some confusion over which direction of traffic has the right-of-way as there are no traffic signs. Alley and driveway accesses create potential conflict points between people walking and driving. Where vehicles are backing out of driveways or sightlines are poor at alley entrances due to landscaping, people walking can be at greater risk.

There are four "dead ends" on the west side of the neighbourhood at the Edgeway and Michener Park properties: 50 Avenue, 49 Avenue, 48 Avenue and 46 Avenue. These dead ends result in some drivers completing u-turns to turn around.

Neither the 115 Street nor 116 Street intersections with 51 Avenue contain timed traffic signals which can make turning left (westbound) onto 51 Avenue challenging during heavier traffic. The 116 Street intersection does not have a marked crosswalk or a traffic signal. It does have a yield sign for drivers turning either east or west onto 51 Avenue. At 115 Street there is a pedestrian activated flashing yellow signal, a zebra striped crosswalk and a stop sign and Malmo Road has pedestrian activated traffic signal light (red/amber/green), a marked crosswalk and a stop sign.

Parking restrictions are in place on the east end of the neighbourhood to mitigate issues with people parking in the community to take the LRT or transit. The



restrictions extend from Malmo Road and 113A Street east to 111A Street and from 46 Avenue north to 51 Avenue, and across into the neighbourhood of Lendrum Place. The restrictions limit parking to two hours between 8:00am and 6:00pm between Monday and Friday. Residents with a valid permit are exempt from the restrictions.

School drop-off and pick-up occurs around Malmo School on 115 Street and 48 Avenue. The vehicles park primarily on 115 Street on both sides of the roadway. When busy, the parking can extend east onto Malmo Road and 46 Avenue. There is a school zone with a 30km/h speed limit on 115 Street from 46 Avenue to just north of 48 Avenue and on 48 Avenue from just west of 115A Street to east of 115 Street.

There are numerous alley and driveway accesses throughout the neighbourhood which can create conflicts between people driving and people walking on the sidewalks, particularly where sightlines are obstructed by landscaping.

Design recommendations that address safety and traffic calming will be made during the concept and design phase.

Traffic Signals, Dead–Ends, Parking Restrictions, Playground Zone and Accesses



Traffic issues that have been reported through the initial community engagement activities are noted on the map. U-turns were reported at the intersections of 46 Avenue and Malmo Road with 115 Street. This area is close to Malmo School where drop-offs occur. U-turns have also been reported at 116A Street near the Edgeway development. Sightline issues have been noted at a variety of locations due to overgrown vegetation near corners or vehicles obstructing views where they are parked to close to the intersection.

Speeding was reported along many of the neighbourhood streets during the initial community engagement activities. As well, a speed survey was completed in 2010 on 49 Avenue between 112 Street and 111A Street. It revealed average speeds that were at or below the posted speed limit of 50km/h (43.6km/h for eastbound traffic and 49.6km/h for westbound traffic). It also indicated that the 85th percentile of drivers were speeding (51.5km/h for eastbound traffic and 57.9 for westbound traffic). It is noted that in the case of both the average and 85th percentile, westbound traffic was travelling faster than eastbound traffic. Traffic calming solutions may be investigated during the concept and design phase to address the issue.

Collision incident data for Malmo Plains, collected between 2014 to 2018, identified the locations where collisions occured, but not the cause or severity of the collisions. Larger circles indicate a greater quantity of incidents at a specific location. Of note are collision locations at intersections which may indicate sightline issues. As well, there is a concentration of collisions on 111A Street near the LRT drop–off location. This may be due to the increased traffic of people walking and driving in this area. Concentrations of collisions are also indicated at the intersections of 116 Street, 115 Street and Malmo Road with 51 Avenue. Sightline issues as these intersections, and other collision locations, will be further reviewed during the concept and design phase.



Traffic volume data for the intersection of 115 Street and 51 Avenue was collected in 2014. For the portion of 115 Street within Malmo Plains (south of 51 Avenue) an estimated daily volume of 1421 vehicles was recorded either turning east or west, or going straight through the intersection. The AM peak period indicated slightly higher numbers than the PM peak hours (171 versus 132).

Traffic Issues: Speeding, Collisions, Sightlines and U-Turns



#### Utility Infrastructure

Water and storm sewer are typically located beneath the road throughout the neighbourhood. In some areas, the storm line runs between the back of the sidewalk and the property line, with manholes in the landscaped area. Sanitary sewer and gas lines are located underneath the alleys, other than where they cross the roads in-between alleys. Communications and power lines run aerially through the alleys. A more detailed review of utilities will be completed during the concept design stage.

Overall, there is a lack of drainage infrastructure in the neighbourhood and the addition of catch basins and Low Impact Development (LID) will be looked at during the design process. These opportunities may include creating new boulevard and corner bulb spaces with street trees and stormwater detention systems.

There are no high-voltage or high-pressure lines within the neighbourhood. However, the Kinder Morgan Trans Mountain Oil pipeline runs across Whitemud Drive and underneath the intersection of 122 Street in a NW-SE direction.

#### **Green Infrastructure**

The majority of City-owned trees are concentrated along the alleys flanking Whitemud Drive and 111 Street as well as within the park spaces. A small proportion are in the front yards of homeowners within the road right-of-way: 5 City-owned trees are located east of 115 Street and 22 are found to the west.

The park spaces are largely comprised of grass. The pocket parks also include significant mature shrub plantings. From a green infrastructure standpoint,



these plantings help reduce the urban heat island effect (an urban area that is significantly warmer than its surrounding rural areas due to human activities) and reduce storm run-off as well as contribute to residents' psychological wellbeing. Given the relative openness and lack of programming in the pocket parks, there may be potential to implement Low Impact Development stormwater management facilities to help mitigate local drainage issues. This will be investigated in the concept and design phase.



# Analysis Outcomes

Strengths Weaknesses Opportunities & Constraints (SWOC) Analysis

#### What is a SWOC Analysis and what is it used for?

SWOC stands for Strengths/Weaknesses/Opportunities/Constraints. A SWOC analysis is a tool used in urban planning and design to assess an area or site according to these four categories.

Strengths and Weaknesses are focused on the current state, identifying the positive and negative attributes (respectively) of the area. Opportunities and Constraints are focused on the future state, what could be changed and what are the obstacles in the way of making changes.

#### STRENGTHS

• What are the positive attributes of the neighbourhood? WEAKNESSES

• What elements of the neighbourhood could be improved? OPPORTUNITIES

• How can the strengths be taken advantage of, and the weaknesses minimized/eliminated?

#### CONSTRAINTS

• What are the obstacles that stand in the way of making the most out of the opportunities?

The next several pages illustrate the SWOC analysis based on our background analysis and community input from past public engagement which began in June 2019. Strengths, weaknesses, opportunities and constraints were analyzed for each urban design theme: Getting Around, Safety and Community Spaces. We will use these maps to verify with the community whether there are any gaps in the analysis. Following this gap analysis engagement activity, we will use the SWOC analysis to inform the development of concept design options.

#### Images from Community Engagement Event #1: Vision and Guiding Principles













# **COMMUNITY SPACES**

#### Strengths

- Lots of green spaces within the neighbourhood
   Wide variety of green spaces surrounding the neighbourhood (including University of Alberta farm and Storm Water Pond Open Space)

#### Weaknesses

- **1.** Lack of street trees
- 3. Green spaces are concentrated on the east side of the neighbourhood
- garbage cans) 5. Asphalt in skating rink is in poor condition
  - 6. Noise from Whitemud Drive









## **Draft Vision & Guiding Principles**

A key component of the initial community engagement activities was to develop a draft Vision and Guiding Principles that will inform the overall neighbourhood design. The Vision and Guiding principles will act as a guide for the project team and the community when evaluating the design and negotiating trade-offs throughout the process.

The draft Vision and Guiding Principles were co-created by the project team and community based on input provided. The Vision is meant to be aspirational imagining the neighbourhood of Malmo Plains as its residents would like to see it in the future. The Guiding Principles focus on specific aspects of the neighbourhood and define the fundamental design approach that is to be taken by the project team.

The Draft Vision and Guiding Principles will be shared with the community to confirm whether they are in alignment with the past input provided, and whether any changes or additions are required.

#### **Draft Vision**

Malmo Plains is a family-friendly neighbourhood that welcomes people of all ages. We are an active, enthusiastic and engaged community that enjoys connecting with our neighbours. We appreciate that our neighbourhood is walkable and safe, with easy access to transit, schools, the University of Alberta and shopping. We take pride in the natural character of Malmo Plains including mature trees, greenery and park spaces.

#### **Draft Guiding Principles**

- 1. Improving accessibility in the community and to surrounding destinations.
- 2. Making the places where people travel safer for all users, ages and abilities.
- Creating welcoming spaces that encourage and make it easy for community members to come together and gather. 3.
- 4. Respecting and preserving the natural character of the neighbourhood and its greenery.
- Adding basic amenities to create park spaces where people of all ages can gather, connect and play. 5.
- 6. Creating safe and well-lit spaces within the community.

