

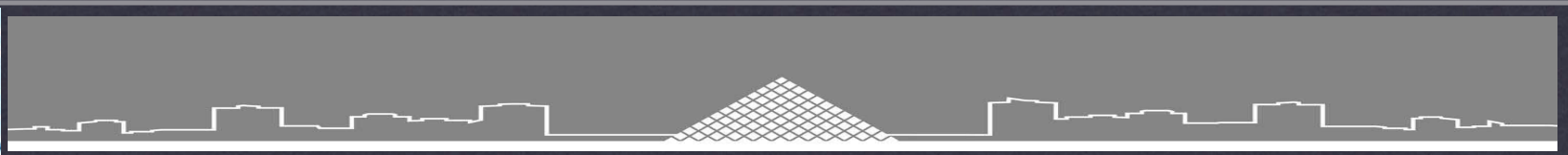
# Gorman Community Concept Plan

May 2009

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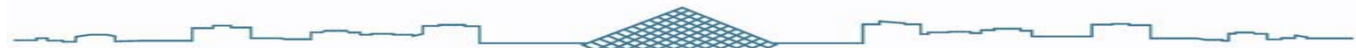
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THE CITY OF  
**Edmonton**



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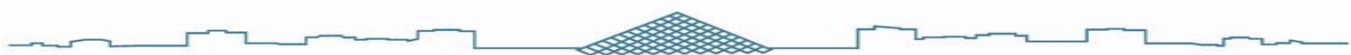
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# Executive Summary



## 1.0 EXECUTIVE SUMMARY

Like many other cities across North America, the City of Edmonton supports smart growth and best practice ideals. These ideals support a collaborative approach to land use and transportation planning related to the future extensions of Light Rail Transit (LRT) in Edmonton. An LRT extension is a major infrastructure and economic investment, and creates many new land use opportunities.

The potential for the LRT system to extend into the Gorman neighbourhood provides the opportunity to realise that advantage. This development concept plan will provide the foundation for the preparation of a Neighbourhood Structure Plan (NSP) for Gorman, including Transit Oriented Development (TOD) that promotes concentrated growth around transit facilities. To achieve the desired TOD, some of the development standards may have to be revised.

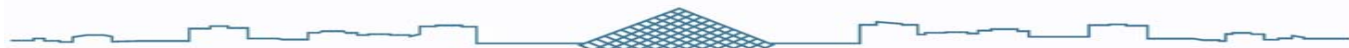
The Gorman Community Concept Plan is divided into three spatial sub-areas, each of which has unique opportunities.

The **Station Town Centre** is the heart of the Gorman neighbourhood and the location of the LRT station. The Station Town Centre is also the economic and social core of Gorman. It provides a range of residential, employment, commercial, transportation, and institutional amenities.

The **Station Neighbourhood** provides the residential base to support the Station Town Centre and the LRT station. This neighbourhood will support smart development, walkable community environments, and a high quality urban setting.

**Gorman West** lies outside the typical Transit Oriented Development radius, and therefore focuses on traditional growth patterns. This area also provides Gorman with a District Park site, includes Vriend Lake, an Environmentally Sensitive Area (NE8096), and light industrial/commercial/office opportunities.

This plan is intended to inspire future statutory planning activity in the Gorman neighbourhood to leverage the LRT station opportunity and create a neighbourhood incorporating smart growth principles.



# Introduction



## 2.0 INTRODUCTION

### 2.1 Background and Purpose

The City of Edmonton intends to extend the existing Light Rail Transit (LRT) line north from its existing terminus in Clareview. This proposed extension will have important implications on the Gorman area, which has historically been intended to facilitate business/light industrial development given its proximity to high order roadways and limited connectivity to adjacent neighbourhoods. The extension of LRT into Gorman significantly improves connectivity, and changes its land use potential from its existing light industrial designation, as approved in the Pilot Sound Area Structure Plan (ASP), to higher intensity uses that can benefit from a transit connection.

The following document is an Community Concept Plan for the Gorman neighbourhood. Its purpose is to provide a land use framework to support the future planning and development of Gorman within current City of Edmonton policies relating to transit orientation. This plan will provide policies and guidelines intended to inform future planning, rezoning, and development applications in the Gorman plan area.

The goals of the Gorman Community Concept Plan are to:

- Identify overall development principles to guide future Transit Oriented Development in Gorman;
- Provide a land use scenario based on those principles for the Gorman plan area; and,
- Produce general urban design criteria by incorporating public open space, multi-modal opportunities, and community connectivity.

Transit Oriented Development (TOD) refers to a movement in North America that aims to fuse transit planning with land use planning to create transit supportive development. The goal of TOD is to promote pedestrian friendly, attractive, lively and sustainable communities adjacent to a major transit station.

The nature of TOD communities provides many benefits to their inhabitants and visitors. Permeable street design and a compact land use layout promote walkability and alternate modes of transportation. These sustainable living design features promote community interaction and produces the

## Introduction

setting for a lively neighbourhood feel. The development of a successful TOD reduces dependence on the automobile by providing everyday services within a short walking distance of residential neighbourhoods. The TOD node provides direct access to, and connection with, the transit system.

A major component of a TOD neighbourhood is the encouragement of mixed uses. Mixed use communities encourage a variety of uses within the same zone. Mixed use communities encompass residential options integrated with local amenities, commercial and office space. A diverse community ensures that the neighbourhood is active throughout the day and into the evening.

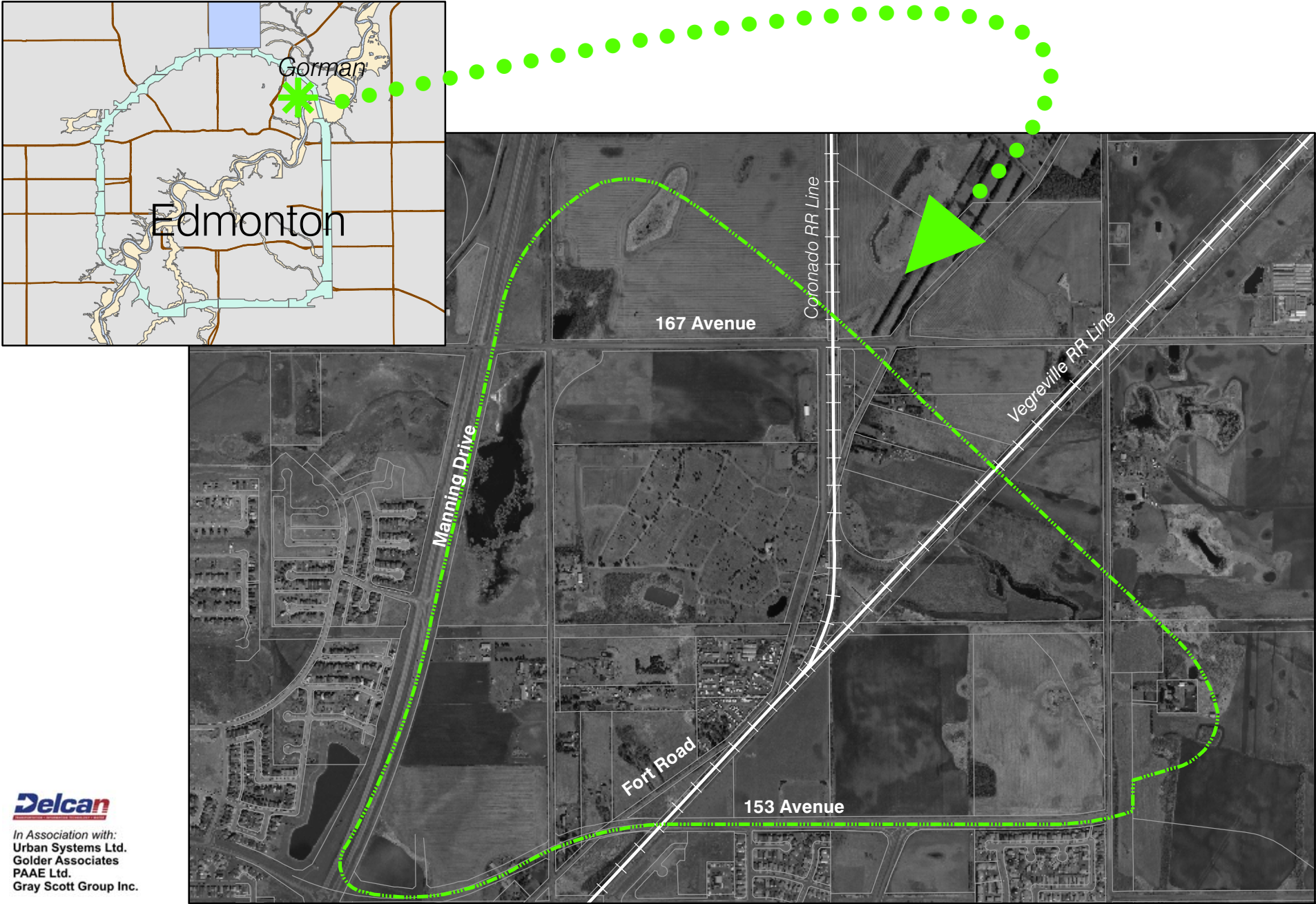
The following section will review the existing City of Edmonton policy framework related to the development of Gorman. This will be followed by the identification of general policy statements and their application to the Gorman development context.



# City of Edmonton - Gorman Community Concept Plan

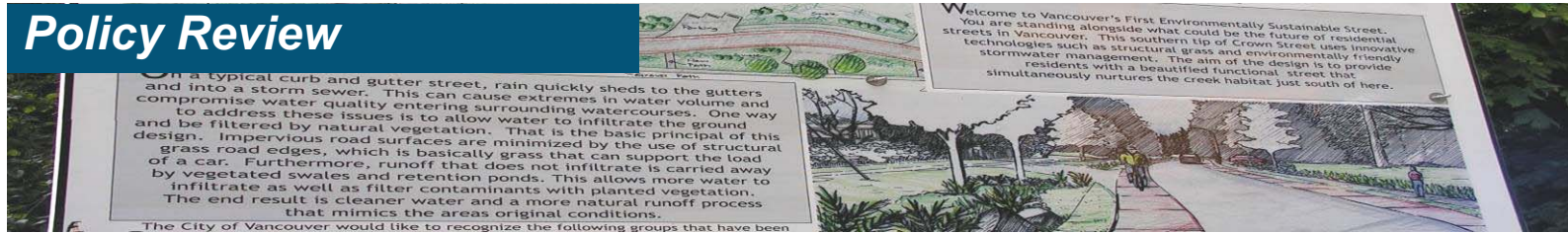


SITE LOCATION



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# Policy Review



## 3.0 POLICY REVIEW

The following section identifies the existing City of Edmonton policy framework for Transit Oriented Development. It also identifies specific plans and policies that apply to the Gorman area.

### 3.1 Transit Oriented Development Policy Context

The City of Edmonton has existing plans, policies, and programs in place to support the development of Transit Oriented Development. The relevant policy documents are summarized below.

#### 3.1.1 Municipal Development Plan

The Way Ahead, the City of Edmonton Strategic Plan 2009-2018, contains a City Council vision that states, in part, "Edmonton is a city of design - urban design, architectural design, and environmental design. Walk its safe, leafy neighbourhoods, ride its efficient and accessible transportation system. The city has grown up; now we're building smarter."

One of the Strategic Plan goals is to Transform Edmonton's Urban Form by "A more balanced use of dwelling densities,

mixed-use, and place making which recognizes the strategic importance of building neighbourhoods differently". The intent of this goal is to shift to "more of an urban center within a thriving region and a prioritization of the placement of natural and public spaces."

The current Municipal Development Plan for Edmonton, Plan Edmonton, provides the planning and development framework for the entire capital City. This comprehensive plan highlights the City's long-range vision for development and provides implementation strategies to achieve the Plan goals. Plan Edmonton supports TOD in the following policy statements:

- Sec. 1.1.1: Provide for choices regarding the types of developments in which people want to live and do business.
- Sec. 1.1.3: Use and promote urban design principles and guidelines that enhance the quality of the urban environment.
- Sec.1.1.12: Place a high priority on the effective and efficient use of land.

- Sec. 1.1.13: Plan for urban development which is environmentally and fiscally sustainable in the long term, based on the City's financing, infrastructure and environmental strategies.
- Sec. 1.3.4: Promote intensification of development around transportation corridors and employment areas.
- Sec. 1.7.2: Provide for a range of housing types and densities in each residential neighbourhood.

These policies support the development of mixed use communities with efficient density centred around the development of an LRT station, which is consistent with the vision for the Gorman area. They also support the development of communities that are characterized by urban design standards intended to support high quality urban environments.

City Council has given first reading to The Way We Grow, Municipal Development Plan, which would replace Plan Edmonton if City Council ultimately approves it. The current draft contains more direction for integrated land use and

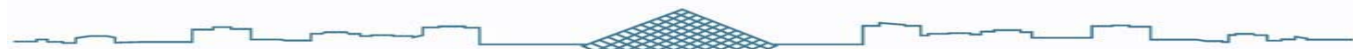
transportation, urban design and complete, healthy and livable communities than the existing Plan Edmonton.

### 3.1.2 Smart Choices Edmonton

Smart Choices Edmonton is a program the City of Edmonton began in 1997 to direct the intensification of land development in the City. The program's goal is to "build vibrant communities and a sustainable future" for the City of Edmonton (Smart Choices Brochure). The Smart Choices program has identified the following initiatives, which have been approved by City Council:

- Transit oriented development
- Neighbourhood reinvestment
- Promoting residential infill
- Urban design
- Walkability
- Commercial redevelopment
- Consultation and public education
- Planning for future growth

The Smart Choices program has developed a number of policy documents, tools, and checklists in order to facilitate these goals. These documents and tools were outlined in the Smart Choices Catalogue of Ideas 2003, which included a section on



## Policy Review

Transit Oriented Development, which in turn was further developed into the Transit Oriented Development Checklist.

- The Transit Oriented Development Checklist was designed as a tool for the Planning and Development Department to assess development within 800m of an LRT station, within 400m of a transit centre, or 200m of a Premium Transit Corridor station. It contains six sections that characterise the ideals of TOD. These include:
  - Density – promotion of high densities around the transit station or centre to support transit ridership. Densities are to step down as the distance from the transit station or centre increases
  - Mix of Uses – Creation of ‘urban villages’ around stations or centres that provide live/work opportunities and promote transit travel to and from
  - Transit and Cycling – promoting further transit use and cycling
  - Streets and Walkability – providing direct routes from surrounding areas to the station or centre

- Parking – minimizing parking within the TOD area
- Urban Design and Amenities – creating a high quality environment that provides a sense of community and is safe, attractive, comfortable, vital, and functional

These sections identify the main principles that the City of Edmonton promotes and encourages in the consideration and approval of TOD projects. These principles will provide the basis for the development in the Gorman area.



### 3.1.3 Draft Integrated Transit and Land Use Policy Framework

The draft Integrated Transit and Land Use Policy Framework, undertaken by Glatting Jackson Kercher Anglin Inc. for the City

## Policy Review

of Edmonton Transportation Department, is intended to provide key policies and strategies to help align the various City of Edmonton departments and policies to help the City of Edmonton maximize its public commitment to transit.

It was also prepared to inform Moving Edmonton (the new draft Transportation Master Plan) and The Way We Grow (the new draft Municipal Development Plan). It is intended to:

- Aid in the initial development and planning of transit
- Encourage mixed uses to balance ridership levels, improve pedestrian safety, and allow people to live and shop near their workplaces
- Direct density to areas of high transit availability
- Locate major trip generators near transit opportunities

It identifies a variety of transit node types to define transit's current and future 'hotspots'. It identifies the Gorman area as a future Mixed Use / New Town Centre, which refers to the potential for a walkable, mixed use area supported by high levels of transit access. It also provides suggestions and policy recommendations that support transit oriented development generally.

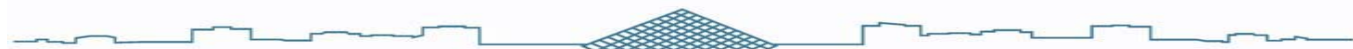
### 3.2 Gorman Plan Area Policy Context

#### 3.2.1 Municipal Development Plan

The Municipal Development Plan also provides specific direction for the Gorman area. The entirety of the Gorman plan area is included within the Business and Employment designation of the MDP, which is intended to provide industrial development opportunities. When this designation was first developed, Gorman was part of a Business and Employment 'finger' that extended from the Yellowhead Highway to the Transportation and Utility Corridor (TUC). However, since that designation was applied, most of the areas south of Gorman have been redesignated to Suburban uses and developed for medium density residential uses. The extension of the LRT into the Gorman area was not contemplated by Plan Edmonton. Since these parameters have changed, it is suggested that a change in designation for Gorman to Suburban uses would be appropriate.

#### 3.2.2 Transportation Master Plan

The Transportation Master Plan (TMP) provides direction to guide the growth of the transportation network city wide. Its goals are to manage congestion, provide more transportation options, mitigate impacts of transportation on community and environment, ensure the system stays in good repair, and manage change.



## Policy Review

The TMP encourages the expansion of the existing LRT system to serve a wider area. Its Map 5 identifies a possible extension of LRT to the Gorman area and beyond. It also includes several policy statements that support TOD principles, which include the following key strategic goals:

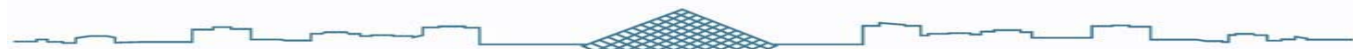
- Strategic Goal A: To develop and maintain an integrated system of roadways, public transit, pedestrian and bicycle facilities and services to support and enhance Edmonton as a growing, vibrant and culturally diverse city in which people choose to live, work, learn and play.
- Strategic Goal C: Make effective and efficient use of the Transportation System
- Strategic Goal G: Monitor and respond to changing conditions by adapting the Transportation System as appropriate.

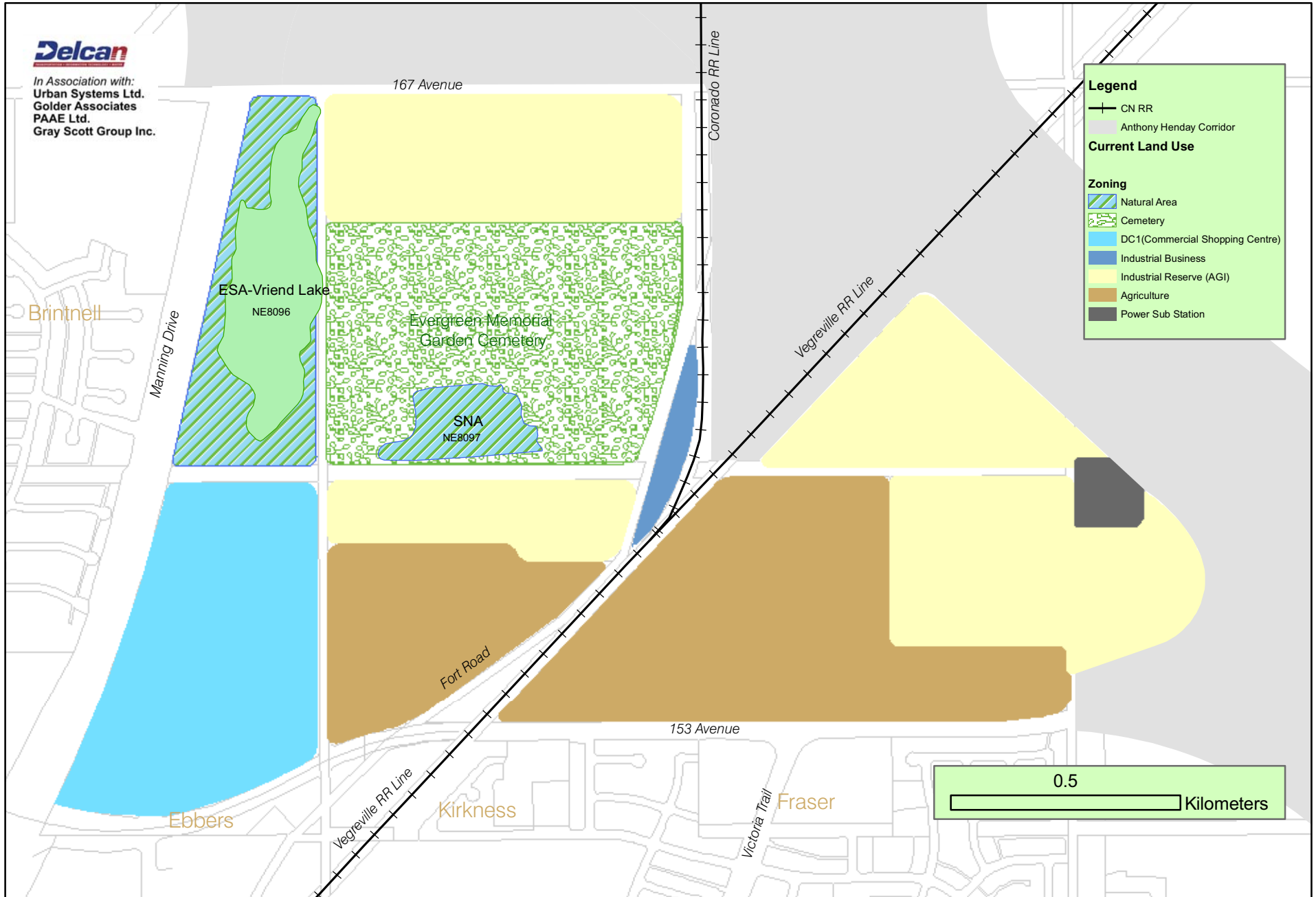
The current TMP was approved in April 1999. A new draft TMP has been prepared by the City of Edmonton and will be considered by City Council in future. The new draft TMP has been informed by the Draft Integrated Transit and Land Use Policy Framework. It calls for more transportation and land use integration, making public transportation a cornerstone of the transportation system, effective transportation system

management, regional interfaces, and encouraging active transportation methods.

### 3.2.3 Pilot Sound Area Structure Plan

The Gorman site is located in the existing Pilot Sound Area Structure Plan (ASP), which includes lands north of 153 Avenue, east of 66 Street, and south and west of the TUC. Under the current Pilot Sound ASP, the Gorman site has been set aside for industrial, utility, Natural Areas and cemetery uses. Given the extension of LRT to Gorman, the land use patterns identified in the ASP will require review.





# Site Analysis



## 4.0 GORMAN SITE ANALYSIS

The following section identifies the existing site conditions in the Gorman plan area. This provides a base of information upon which to undertake further planning.

### 4.1 Physical Attributes

#### 4.1.1 Location

Gorman is located in the northeast section of Edmonton, approximately 12km from the city's downtown core. It is bounded by Anthony Henday Drive to the north and east, 153 Avenue to the south, and Manning Drive to the west.

Gorman is bordered by the four residential communities of Brintnell, Ebbers, Kirkness and Fraser. Brintnell, Kirkness and Fraser consist of mostly low density residential development. The Ebbers neighbourhood has a greater mixture of uses, including an office/commercial node located at the CN Rail line and 153 Avenue.

#### 4.1.2 Existing Land Uses

Existing land uses in the Gorman plan area are largely agricultural in nature.

The Evergreen Memorial Gardens and Funeral Home is located in the northwestern portion of the plan area and a significant land use in Gorman. It is approximately 39 hectares in size and takes access from Fort Road on the east and 34 Street on the west. In addition to the cemetery use, a major commercial shopping centre is planned at the northeast corner of 153 Avenue and Manning Drive and will contain retail, commercial, office and entertainment uses.

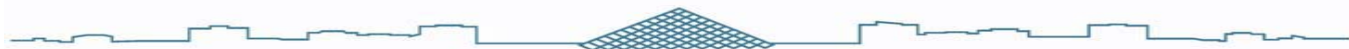
#### 4.1.3 Natural Features

##### *a) Topography*

Gorman's topography is largely flat with few significant features. The site elevation raises over the site in a gentle southeast to northwest slope.

##### *b) Soils*

The soils in the Gorman area are classified as Class 1 and Class 2 by the Land Capability Class descriptions for agriculture in the Canada Land Inventory. These soils do not pose any physical constraints to development.



## Site Analysis

### *c) Natural Features*

The undeveloped lands in the Gorman plan area have largely been cultivated, with small wooded areas and windrows intermixed within the landscape. There are also two natural areas that have been identified for further study.

One of these natural areas is Vriend Lake, which is classified in the Inventory of Environmentally Sensitive and Significant Natural Areas as an Environmentally Significant Area by the City (NE8096). The bed and shore of Vriend Lake have also been claimed by the Province. Vriend Lake (NE8096) is a well developed wetland with permanent open water and an extensive cattail fringe. According the Inventory of Environmentally Sensitive Sites and Significant Natural Areas undertaken by Geowest Environmental Consultants in 1993, Vriend Lake provides a critical waterfowl habitat. The inventory identified that disturbance to the landscape around Vriend Lake would have negative impacts on its hydrological conditions.

There is also a significant natural area within the Evergreen Memorial Gardens and Funeral Home site, which consists of mature aspen-balsam poplar woodland (NE8097) surrounding a dugout. This site provides habitat for local wildlife including beaver, white-tailed deer, and songbirds.

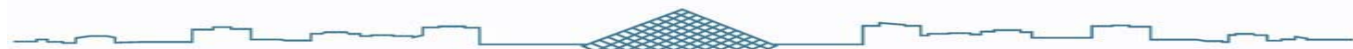
### **4.2 Transportation**

#### **4.2.1 Roadways**

Gorman is well served by the existing roadway system in the surrounding area. Manning Drive provides an important arterial connection to the Gorman plan area along its western boundary. The main access to the Gorman area is expected to come from 153 Avenue and Victoria Trail.

Gorman's future road network will be influenced by the development of Anthony Henday Drive in the provincial Transportation and Utility Corridor located along the northeast boundary of the Gorman plan. No direct access to the Gorman area from Anthony Henday Drive will be permitted.

The construction of Anthony Henday Drive will have a significant effect on traffic flow within Gorman. Provincial guidelines require that arterial road intersections be located 400m away from any intersection or ramp of Anthony Henday Drive. In the east portion of the plan area, the current arterial road network will also need to be reconfigured due to Anthony Henday Drive and the proposed LRT alignment. Victoria Trail will follow the LRT alignment over Anthony Henday Drive. The collector and local road network within Gorman will provide access throughout the neighbourhood.



## Site Analysis

### 4.2.2 Railways

There are two Canadian National Railway (CN) lines running within Gorman, the Coronado Subdivision and the Vegreville Subdivision. The Coronado line is a branch line from the Vegreville main line and ultimately connects Edmonton to Fort McMurray. The Vegreville line runs northeast through Gorman and is a connection between industrial development northeast of Edmonton and the CN mainline to the south. The line is extremely busy, with capacity and traffic expected to increase in the future.

These lines currently have at-grade crossings with 153 Avenue and 167 Avenue in Gorman. These tracks generally run in a north-south and northeast-southwest direction through the middle of the Gorman neighbourhood.

## 4.3 Servicing

### 4.3.1 Power

A power transmission line runs the entire width of Gorman within a 37m wide right-of-way, linking the substation in the east to the rest of Pilot Sound and supporting transmission lines into Fraser. This corridor also provides the linkage point to the transmission infrastructure which runs along the CN Rail Vegreville line from the northeast.



### 4.3.2 Natural Gas

A 30cm high pressure gas transmission line runs along 34 Street within Gorman into the Ebbers neighbourhood. A second line branches from the transmission line and follows the power transmission right-of-way to the west.

### 4.3.3 Water

Three major water lines traverse Gorman. The first parallels the CN Coronado rail line along the east side, following the edge of the power corridor, and enters the Fraser and Kirkness communities east of Victoria Trail and south of 153 Avenue. This waterline will supply neighbourhood water service to Gorman. The second line runs along the east side of the CN

## Site Analysis

Rail line, north of the powerline right-of-way. This line is owned by the Capital Region North and connections to this main will not be permitted. The third line bisects the western portion of Gorman from the Ebbers neighbourhood to the south and continues north to feed Alberta Hospital. This waterline will be strategically abandoned as development proceeds, while still ensuring that Alberta Hospital maintains water service.

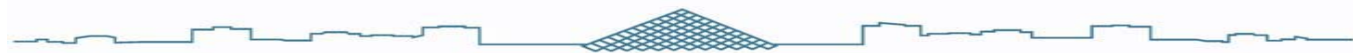
### 4.3.4 Stormwater Management

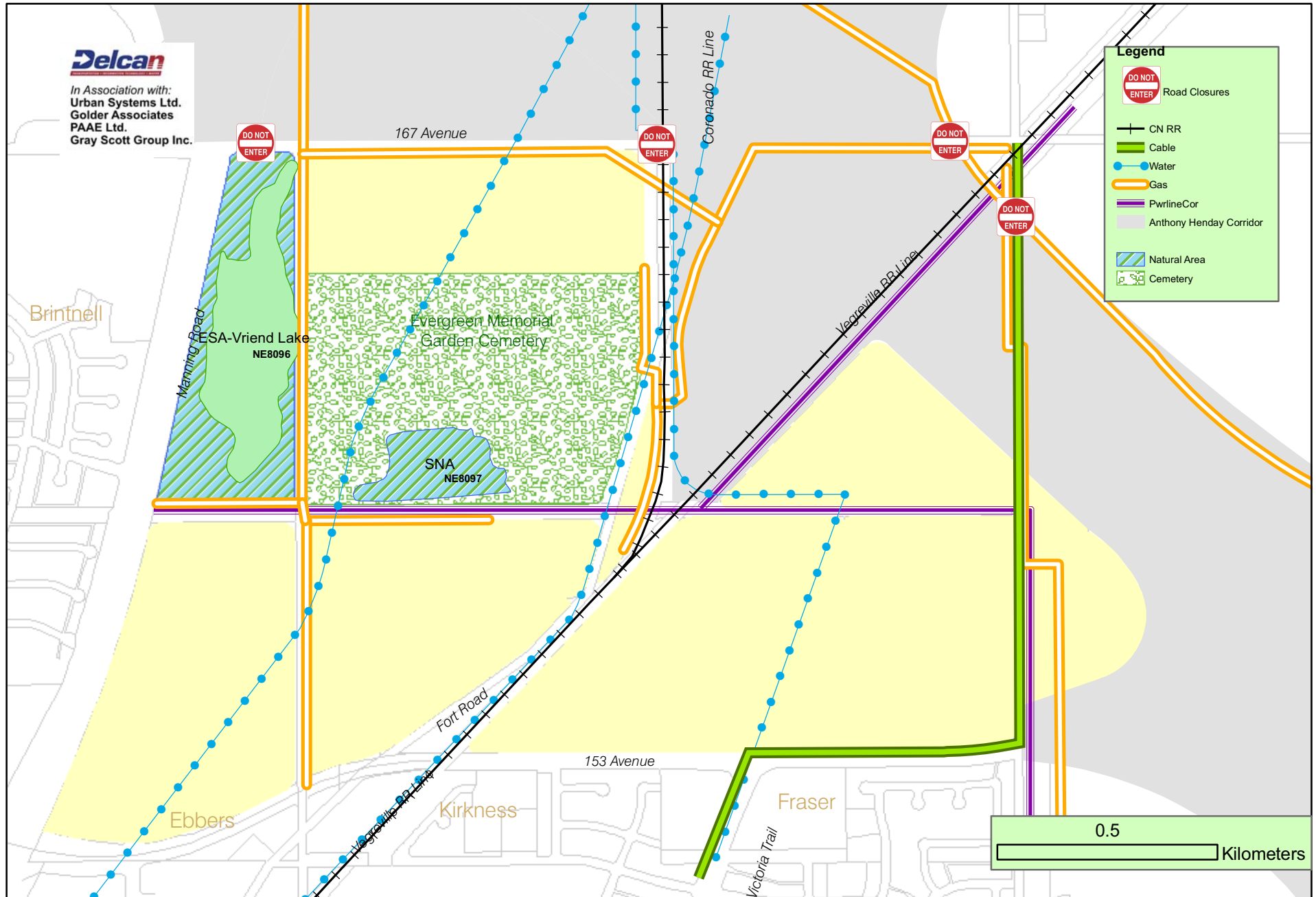
According to the Pilot Sound Drainage Master Plan, the Gorman neighbourhood requires two stormwater retention facilities. One stormwater facility will be located south of the Evergreen Memorial Gardens and Funeral Home and the other

pond will be located east of the Vegreville rail line. The Drainage Master Plan was developed for industrial land uses in Gorman, so it will likely require review and potential amendments when a Neighbourhood Structure Plan is prepared for Gorman.

### 4.3.5 Sanitary Service

The Pilot Sound Area Drainage Master Plan identifies that a small portion of Gorman might include residential uses, and identifies servicing connections to the Clareview system, eventually connecting to the Northeast Interceptor in order to accommodate a small residential population. An update to the Pilot Sound Drainage Master Plan would be required to reflect the proposed intensity of residential use identified in this Concept Plan.





## Vision and Guiding Principles



### 5.0 VISION AND GUIDING PRINCIPLES

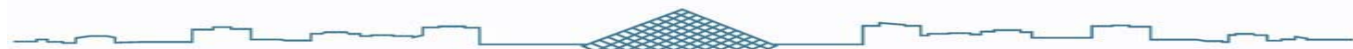
#### 5.1 Vision Statement

Given the significant impact the extension of the LRT will have on the future development of the plan area, a new vision is needed for Gorman.

The vision for Gorman has been influenced by the Smart Choices program's work on TOD. The Smart Choices Program outlines parameters which result in transit systems blending harmoniously with supportive land uses. The intention of the Gorman Community Concept Plan is to inspire such a community within this portion of northeast Edmonton.

#### The Gorman Community Concept Plan Vision

Gorman is an integrated, vibrant and dynamic community with a variety of densities, land uses, and community amenities. Seizing on the unique opportunity provided by a future LRT station that will ultimately link Gorman to all sectors in Edmonton, the areas closer to the station will have a greater density, urban design and mixed use.



## Vision and Guiding Principles



### 5.2 Principles for the Gorman Neighbourhood

To achieve the vision which has been set forth, the following five goals have been established for the Gorman Community Concept Plan.

- **Develop Smart Density**

As the City of Edmonton continues to grow, greater importance is being placed on optimizing infrastructure and land use. Significant transit infrastructure investment provides an opportunity to increase development densities. This maximizes the City's capital investment, provides more people with transit near their doorstep and reduces development impacts on the environment.

- **Connectivity**

Connectivity refers to the directness of links and the density of connections in a road network. A well-connected road or path network has many short links, numerous intersections, and minimal dead-ends (cul-de-sacs). As connectivity increases, travel distances

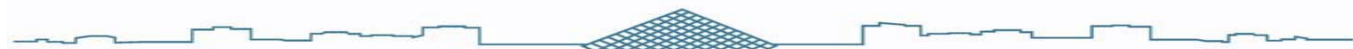
decrease and route options increase, allowing more direct travel between destinations, creating a more accessible and resilient system.

- **Provide Meaningful Linkages and Accessibility**

The LRT system will provide Gorman with a direct link to the rest of Edmonton. Developing a transportation system that integrates the LRT station into the Gorman community and into surrounding areas will develop Gorman as an important transit node and improve accessibility.

- **Create a Complete Community**

A complete community has a fine grained mix of vertical and horizontal land uses with options for living, working and accessing their daily needs. Live-Work communities are attractive because they offer reduced commute times, increased services and flexible living choices.



# Vision

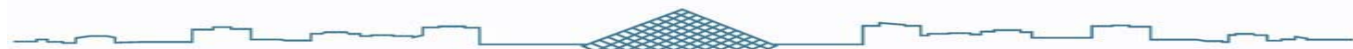
- **Promote Walkability**

Convenient pedestrian access in communities provides numerous benefits. These include improved business conditions, convenient access to community services, safety in having more 'eyes on the street', and connections to natural areas. Particular attention must be paid to providing excellent pedestrian access from the station into and through the Gorman neighbourhood in order to further support the station's transit and business viability.

- **Identify Urban Design Principles**

Interesting architecture and creative public space enhance communities by providing them with a distinctive character. Opportunities to reflect the local identity create vibrant neighbourhoods for all to enjoy, and should be incorporated into the plan.

The following sections identify how these broad vision statements can be applied to the Gorman neighbourhood in order to define specific land uses and regulations.



# Community Concept Plan



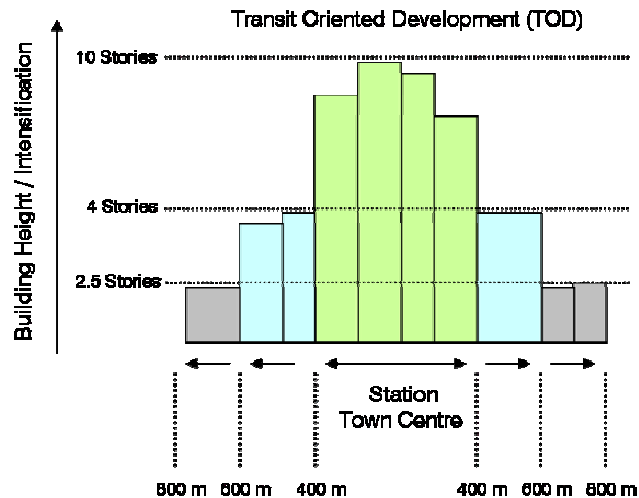
## 6.0 CONCEPT PLAN

The Gorman Community Concept Plan divides the community into three separate sub-areas. These sub-areas will address the different characteristics of each area, including existing uses and access. In each sub-area, specific policy direction is provided that relates to the unique characteristics of each area.

The *Station Town Centre* is located within 400m of the proposed LRT station. The design and concept of the Station Town Centre will incorporate higher density, mixed uses, and the provision of public parks to create community focal points.

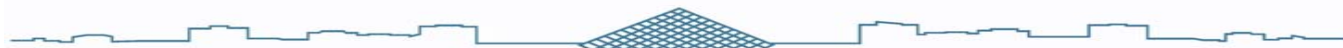
The second sub-area is located east of the CN rail lines and 400 to 800 metres from the LRT station. It is called the *Station Neighbourhood*. It will have more of a residential focus compared to the Station Town Centre and will incorporate smart growth principles related to TOD.

### East Gorman Land Use Density Cross Section



The third sub-area of this plan is *Gorman West*. Gorman West is located on the west side of the CN rail lines and is over a 10 minute walk from the LRT. Gorman West is not close enough to the LRT station to develop in accordance with TOD principles. This portion of the plan area will focus on its proximity to Manning Drive and access to 153 Avenue and the locational opportunities thereby presented.

A description of the development guidelines for each of the three development areas is provided below.





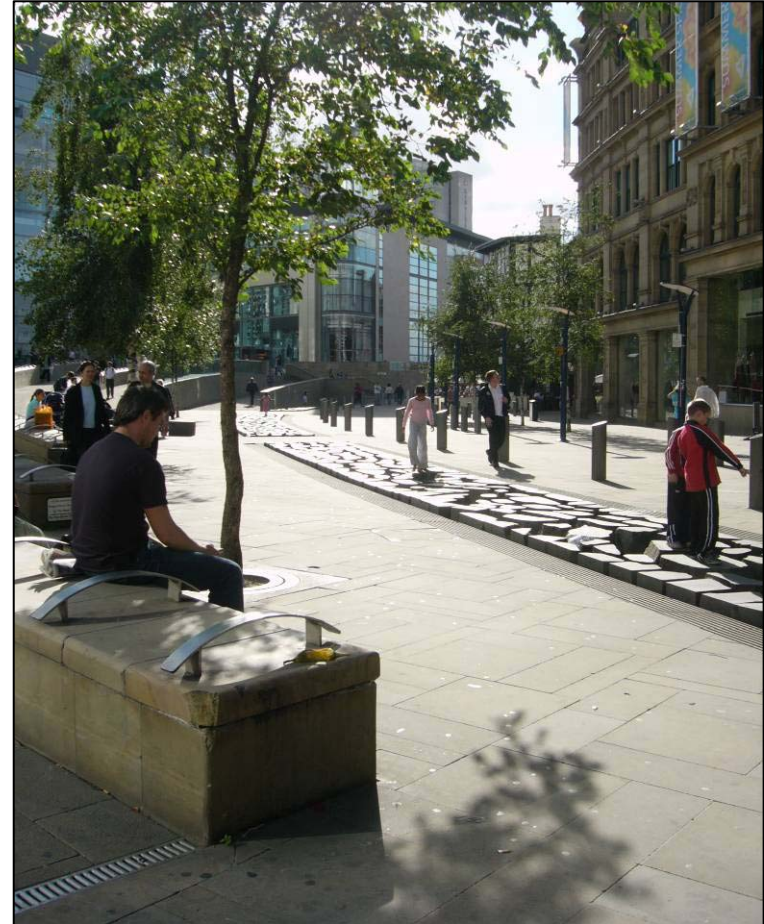
# Community Concept Plan

## 6.1 Station Town Centre

The Station Town Centre will be concentrated around the LRT station. This area will be Gorman's economic and social heart, providing a range of residential, employment, commercial, transportation, and institutional land uses and amenities.

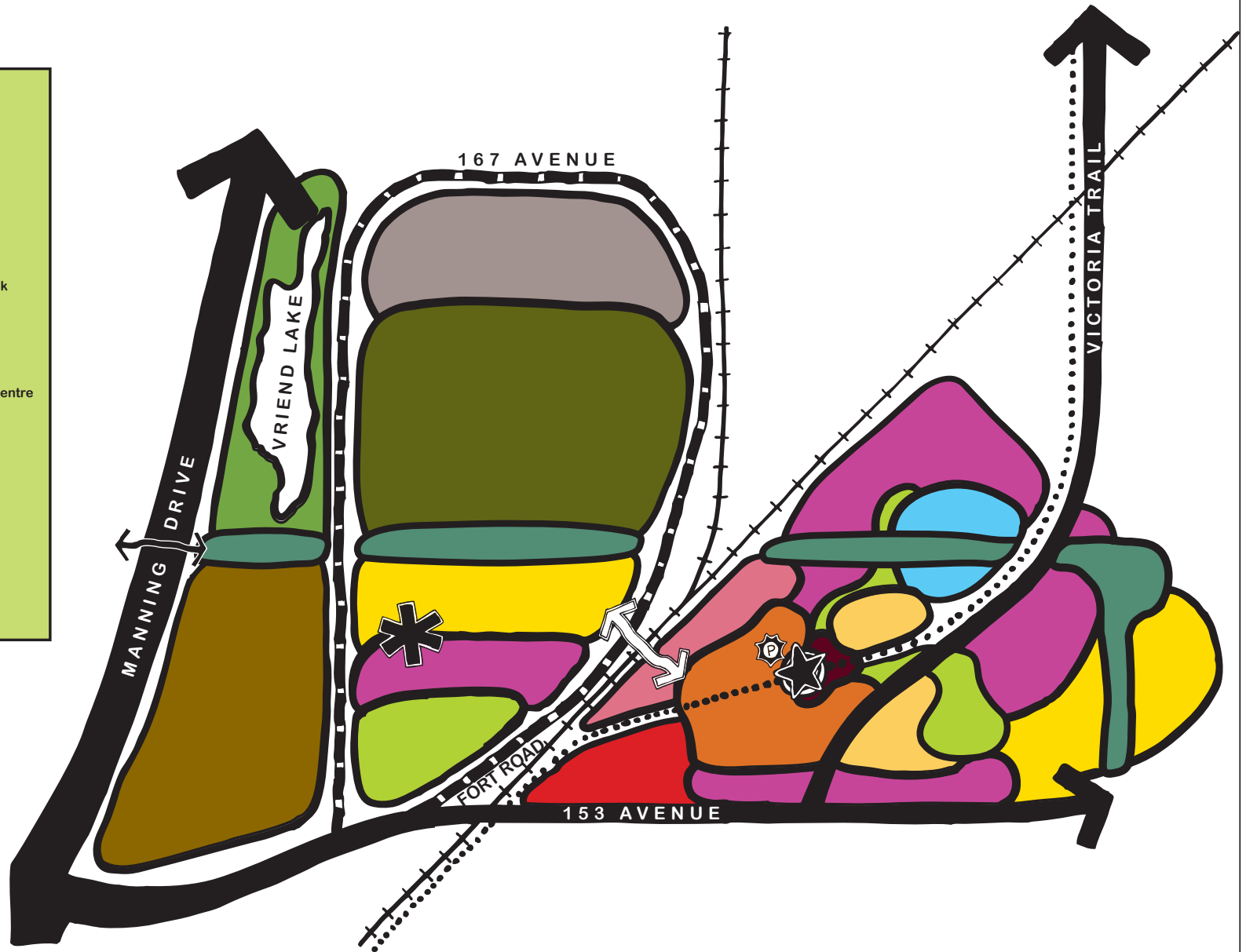
Successful town centres offer a range of facilities and local services, interconnected with a pedestrian friendly street pattern. The Station Town Centre streetscape will embrace pedestrian oriented urban design, creating a lively streetscape through the use of active frontages and reduced building setbacks.

The Station Town Centre's function is to support a high density, mixed-use land use format. The mixed use concept allows Gorman the flexibility to adapt to the changing needs of the community and provide living and working space within the same area. Further, this concept may include potential development over the station itself, further integrating transit within the mixed use concept.





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# Community Concept Plan

## 6.1.1 Land Use

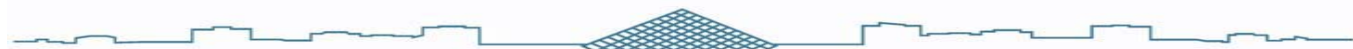
Medium density residential options within the Town Centre will provide the population needed to support mixed use development and generate LRT ridership. As specified in the Draft Edmonton Integrated Transit and Land Use Policy Framework, within 400 m of the LRT Station, the minimum density should not be lower than 75 dwelling units/ha. Medium density residential development in the Town Centre will require transition in height as it reaches the Station Neighbourhood portion of the plan area, which will be developed at a lower residential density than the Town Centre. This transition will help to integrate the built form of the two areas and reduce potential land use incompatibilities.

### Benefits of Mixed Use Developments

- Convenient access to facilities
- Reduced congestion
- Opportunities for social interaction
- Socially diverse communities
- Visual stimulation
- Greater feeling of safety
- Sustainable development
- Efficient use of space and buildings
- More housing and lifestyle options
- Urban vitality
- Live-work capability
- Reduced reliance on cars
- Increased retail opportunities

Business development and office space are vital to the viability of the sub-area. An employment node near the LRT station will increase trip generation and support retail and other commercial activity. The employment node will be located near the LRT station on the edge of the Mixed-Use Commercial Zone.

Integrated into the mixed use design and located centrally in Gorman's Station Town Centre will be a park space oriented towards the LRT station, identified as Station Square in Figure 5. This park space is intended to function like a village square, which are typically characterised largely by hard surface areas that can be adapted and programmed for a myriad of community activities, consistent with the Urban Village Park classification in the City of Edmonton's Urban Parks Master Plan (UPMP). This 'station square' will provide the community with a public multi-use space and provide a central gathering place for the community. The square will also connect the Town Centre directly to the LRT station. Public art installations and/or water features in the square is encouraged to provide additional amenities to the community and should be seasonally programmable, such as a fountain area that could be used as an outdoor skating area in winter. The specific development of the station square will be determined at future



## Community Concept Plan

planning stages and will require consultation with the Planning and Development, Transportation, and Asset Management and Public Works (Parks) Departments.

Edmonton Public Schools has identified that existing area schools can accommodate the additional population that would be created by these land use changes.

### *a) Zoning*

Gorman's Town Centre will encourage a variety of activities and uses. Within the Town Centre, institutional uses such as libraries and community centres are encouraged. These institutions anchor the development and take advantage of the central location and proximity to open spaces. Providing the right balance of entertainment, service, and commercial space will foster a vibrant activity node outside of office hours.

To create a compact, high intensity Town Centre, Direct Control Provisions or new Zones should be considered to support mixed use commercial and mixed use residential development within 400m of the LRT station. These zones would provide the framework for creating mixed use communities. They will also serve as a way to integrate any building design objectives into the zoning requirements. A mixed-use commercial zoning would support high intensity

commercial, office, civic and entertainment uses on lower floors with limited residential uses above. Mixed-use residential zoning is intended to encourage a mixture of residential uses and limited commercial or employment uses on lower floors. Minimum densities should be considered as a part of these zones to support the transit centre uses.

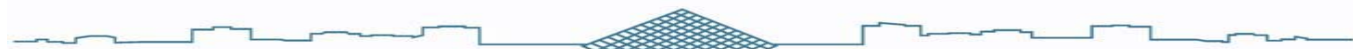
### 6.1.2 Transportation

#### *a) Intermodal Transit Services*

Intermodal transit connections will be available at the LRT station to allow for transfers to other transportation modes. Integrating bus, bicycle, Kiss n' Ride and LRT service will increase the transit catchment area and expand ridership patronage. Efforts should be made to minimize land use consumption in providing these facilities.

#### *b) Temporary Park n' Ride Facilities*

The proposed Gorman Station will be the interim terminal station on the northeast portion of the LRT system. Current Transportation Department long term LRT planning identifies that one additional station to be developed beyond Gorman. This terminal station will be located north of Anthony Henday Drive, and will provide regional park and ride services. Until this final station is developed, Gorman will create an important



## Community Concept Plan

intermodal node due to the close proximity of Anthony Henday Drive. To address this opportunity, a temporary Park n' Ride facility has been incorporated into the Concept Plan. These facilities may be developed in single or multiple lot developments adjacent to the station. Ridership opportunities for northeast Edmonton these Park n' Ride facilities will be temporary in nature and will exist until such time as a station is developed to the north, or development adjacent to the station necessitates their relocation. At that time, Park n' Ride facilities will be converted to other land uses as shown below the symbol, as shown on Figure 5.

### *c) Parking Facilities*

Successful parking management can be a delicate balancing act. Land use around the Gorman LRT station will promote efficient parking usage and favour higher-priority uses such as residential and commercial development. All efforts to reduce the impact of parking facilities on the aesthetics and functionality of the neighbourhood are encouraged.

The Town Centre will be designed with the pedestrian in mind. On-street parking may be provided in the area with the goal of providing a traffic calming effect. Providing a safe, attractive and convenient pedestrian environment will remove the

emphasis on vehicle traffic, and encourage public transit use and other land uses to develop accordingly.

### *d) Street Layout*

Short blocks increase connectivity by providing multiple access routes and increased frontages on development sites. In accordance with the City of Edmonton's draft Integrated Transit and Land Use Policy Framework, the development of short, walkable blocks is encouraged within the Town Centre to enhance pedestrian connectivity.



### 6.1.3 Urban Design

Building design and architecture have great influence on quality of space and the operations of a transit oriented

## Community Concept Plan

development. Careful consideration of aesthetics, functionality, sustainable materials, accessibility and safety will foster vibrant community development.

The LRT station itself should be carefully designed to set the tone for the broader community. The station should be oriented towards the station square to prominently display an attractive transit interface. Built into the design of the LRT station should be architectural details which promote year-round use, such as weather protection features like awnings or enclaves. Lighting should also be used to improve visibility of the station, particularly in locations where people will be congregating to wait for transit services. High quality and safe transit facilities will positively promote the LRT system.

Crossings of the LRT line are recommended to connect the east and west portions of the community and ensure that it is walkable from all directions. Creating a welcoming and safe link across the LRT line will allow pedestrians to move between the two sides, and assist in creating a more cohesive community.

Building massing of neighbouring developments should be stepped back from pedestrian and bicycle pathways and open areas to create a more open streetscape versus a canyon

effect. Incorporating quality paving, architectural detailing on buildings, and well proportioned frontages will also provide visual interest and a sense of community. Using high quality durable building and design materials will not only create an attractive space, but will require less maintenance.

Another important component in community development is the incorporation of art into the public realm. Public art can draw together a community, create identity and showcase local talent. Art can be incorporated into the public realm in many ways, from the traditional fountain and statue pieces to quirky and interactive installations. These pieces add visual interest, spark conversation, and draw users to the public space. They are therefore encouraged to be incorporated in the plan area.



Sustainable design consideration will also be encouraged. Environmental programs, such as the LEED ND® Pilot Project, provide significant marketing advantages to developments as

## Community Concept Plan

well as cost savings in long term maintenance. The transit orientation of the community already provides a head-start in meeting the objectives of these programs, and therefore makes these standards more easily attainable in the Gorman plan area.

Accessibility should also be incorporated into site design, following local and provincial legislation. This will allow individuals with physical, sight, hearing and other impediments to enjoy and be active members of the community.

### *a) Open Space and Connectivity*

An important element of the Gorman Community Concept Plan is open space design. The goal of the open space within Gorman is to encouraging public use for all ages and abilities. Strategically located linkages to area parks will facilitate pedestrian flow and can be integrated with public transit facilities.

With the high density developments occurring around the TOD, generating high quality park space is extremely important. Therefore, each park should incorporate a design feature which will set it apart from the others. These individual parks will develop a distinctive character and cater to a wider range of interests. Parks are local destination points and as such

should be stimulating, innovative, relaxing and fun. Parks and open space parcels will be designed and constructed in conformance with the UPMP. Development beyond base levels of service will be driven by area developers.



### *b) Safety*

As with any development, safety and security are important factors to consider within the design of a space. Using *Crime Prevention Through Environmental Design* (CPTED) principles will ensure natural surveillance, minimize conflict, and involve the community in the design of the space.

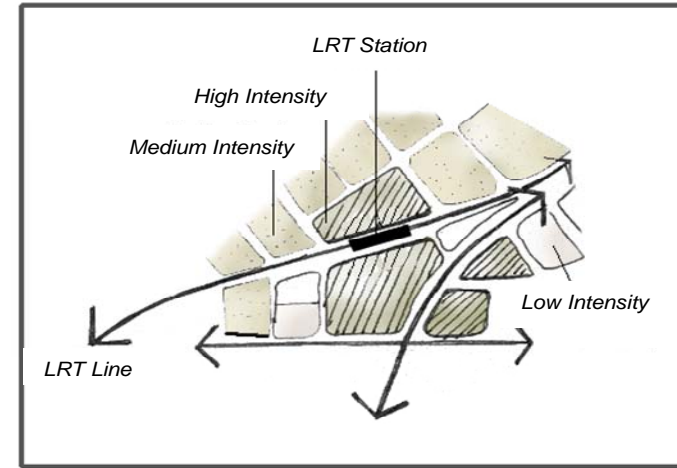
## Community Concept Plan

High pedestrian use areas, including active store fronts, contribute to natural safety by providing “eyes on the street”. Like a downtown hub, an interconnected street network with nearby on-street parking and a variety of businesses and operating hours provides a natural safe setting. Increased surveillance (both natural and controlled) around the LRT station will ensure a safe and welcoming transit interchange.

Traffic safety will also be important in a high pedestrian usage area. Therefore, to ensure adequate separation of vehicles and pedestrians, the incorporation of traffic calming methods such as on-street parking, restrictions to vehicular accesses, tree lined streets and curb bulb-outs will support a walkable community, but still provide efficient, traffic flow, albeit at slower speeds.

### 6.2 Station Neighbourhood

The Gorman Station Neighbourhood surrounds the Station Town Centre and extends between 400m to 800m from the LRT station east of the CN rail lines. The purpose of the Gorman Station Neighbourhood is to provide a residential setting that will support the LRT and Town Centre infrastructure. The area will incorporate sustainable development principles and implement the Smart Choices initiative of the City of Edmonton.



#### 6.2.1 Land Use

A variety of housing choices will be offered, including row housing and apartments, to accommodate a diversity of residents. Implementing innovative building design will ensure that a balanced mix of housing is provided throughout the area.

The diversity of the housing stock is intended to provide a variety of price points. Different options will allow residents to move through the spectrum of dwelling types within Gorman. The transit orientated nature of the community also creates affordable living opportunities by reducing the need for privately owned vehicles.

## Community Concept Plan

A park intended to include a space for a community league building and playing fields to support the residents of Gorman will be located within the eastern portion of the Station Neighbourhood, and will be consistent with an Urban Village Park classification in the UPMP.

### *a) Zoning*

To ensure the provision of a mix of housing options, zoning in Gorman will accommodate a variety of housing forms. Appropriate zoning will be applied based on the distance from the station. The housing densities and building intensification will decrease as the distance from the LRT station increases.

To generate sufficient support for the LRT system and the Station Town Centre, residential densities should be higher than conventional suburban neighbourhoods, but less concentrated than in the Station Town Centre. As described in the Draft Edmonton Integrated Transit and Land Use Policy Framework, development of residential units should have a minimum density not less than 40 dwelling units/ha. Current residential densities ranging from small lot single detached dwellings to low rise apartments with a maximum height of 14.0 m, will provide the necessary housing diversity and density balance.

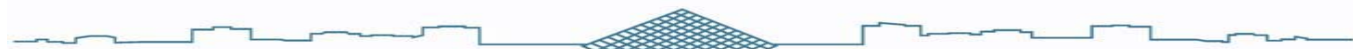
### 6.2.2 Transportation

#### *a) Road Network*

The road network throughout the Station Neighbourhood will link Gorman with the regional transportation network. Access to the neighbourhood will be provided from 153 Avenue and the future extension of Victoria Trail. The Gorman plan area will connect to Manning Drive and Anthony Henday Drive via 153 Avenue. An internal collector road will direct local road traffic onto these arterials.

With the LRT line running through Gorman, careful design is needed to ensure that the line does not isolate one side of the Station Neighbourhood from the other side. Providing appropriate opportunities for vehicle crossings along the line will ensure managed traffic and pedestrian flow. Additional pedestrian crossings along the line will establish safe, connected routes for pedestrians. These linkages will allow Gorman to grow as one community rather than a series of segregated sub-areas. Any additional pedestrian crossings will require consultation with the Transportation Department.

Sidewalks should be set back from the roadway using boulevard treatments to separate the pedestrians and vehicles. The local road layout will be developed in a grid pattern with



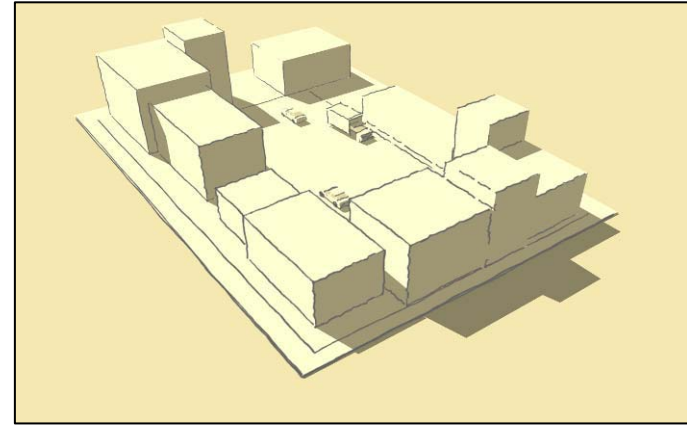
## Community Concept Plan

shorter block patterns to accommodate walking. Sidewalks, visible crosswalks and pass-throughs should be encouraged and will support pedestrian usage.

Vehicle and service access location and design for buildings will be guided by the street type framing the development. For example, driveway cuts will not be permitted on pedestrian focused streets. Non pedestrian-oriented streets will allow driveway access and building services with appropriate design and mitigation to also accommodate pedestrians.

### *b) Parking*

General guidelines will help to create spaces which can accommodate parking needs while reducing the impact on the public realm. Parking facilities should be provided underground, or located at the rear of buildings and screened from view of the pedestrian. As in the Town Centre, on-street parking will encourage traffic calming and increased public interaction opportunities. Minimizing the appearance of private garages and parkade accesses is also encouraged in order to create an attractive streetscape and minimize their impact on walkability.



### *c) Trail Master Plan*

Development of a trail system is an important aspect of the Gorman Community Concept Plan. Trails will be designed to allow for a variety of usage types and provide direct access to the Gorman neighbourhood and LRT station. The trail system design will circulate throughout the neighbourhood and connect to the City-wide Multi Use Trail Corridor. Clear signage will direct users to community focal points and major destinations. Trails will provide safe, accessible linkages and contribute to the overall transportation network.

The power transmission corridor that traverses Gorman provides the opportunity for a direct east/west trail link to connect to the existing multi-use trail corridors. This

# Community Concept Plan

connection will provide additional linkages for Gorman to the City of Edmonton's Multi-Use Trail system.

## 6.2.3 Buffering

Gorman has many transportation systems which surround and intersect the area. Major roadways like Manning Drive, Anthony Henday Drive, and 153 Avenue may require buffering to mitigate visual impacts and transportation noise in future residential areas. Risk Assessment Review and buffering along the CN railway, in compliance with CN Guidelines and City of Edmonton standards, will also be required to reduce noise and prevent access onto CN right-of-way. Integrating buffer design into the development of trails along side the LRT and CN tracks will provide safe and well designed connectivity opportunities.

## 6.3 **Gorman West**

The Gorman West area is separated from the LRT station by the CN rail line. While portions of Gorman West are located within 800m linear distance from the LRT station, the intervening CN rail line is a barrier to walkers. This extends the walking distance from the LRT station to the Gorman West area beyond 800m and outside of the range people are likely to walk for transit services on a regular basis. Therefore, Gorman West will be designed to take advantage of proximity and access to the adjacent major roadways.



## 6.3.1 Land Use

Development within Gorman West will balance available land, transportation access, and significant natural areas. Land use opportunities will encompass traditional City of Edmonton standards and focus on commercial development, a large district park, limited industrial development, and retention or expansion of the Evergreen Memorial Gardens and Funeral Home.

On the northeast corner of the intersection of Manning Drive and 153 Avenue, there is a commercial development planned

## Community Concept Plan

Drive traffic and the larger Clareview catchment area. The commercial development in this area may include large format retail, office, and/or entertainment uses.

The Evergreen Memorial Gardens and Funeral Home encompasses 39 ha of land within the middle of Gorman West. The land north of this site is limited by constrained roadway access due to the location of Anthony Henday Drive. These lands are therefore best suited for either light industrial uses or expansion of the existing cemetery.

Given the population anticipated in the Gorman area and an existing deficiency in park space in the Clareview and Hermitage areas, a district activity park will be developed in Gorman West, in accordance with the UPMP. This park will be intended to allow a wide range of team sports as well as un-programmed activities to occur within it.

Vriend Lake (NE8096) as been identified as a significant natural area. The Province is currently reviewing its status to determine whether to lay claims to the bed and shore of Vriend Lake, thereby designating it as a water body of importance. Further study will be required at the neighbourhood planning stage to define its boundaries in detail, in consultation with Provincial authorities and the Office of Natural Areas.

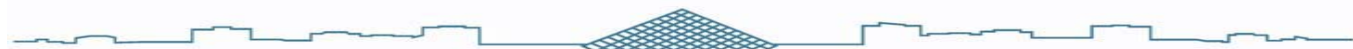
Connections to other natural areas and the broader community will be achieved through public roadways, utility rights-of-way and other open spaces that will complement connectivity throughout the plan area. The power right-of-way runs along the southern boundary of the Vriend Lake area and will provide continued wildlife connectivity to this area, while public access will be directed both through the utility corridor and public roadways. The natural area within the Evergreen Memorial Gardens and Funeral Home will continue to take advantage of the open space provided by the institutional use nearby to facilitate wildlife movements and is also connected to the power right-of-way for added wildlife corridor benefits.

### *a) Zoning*

Gorman West will be zoned using existing light industrial, residential, commercial, natural areas and public park zoning under the City of Edmonton Zoning Bylaw.

### 6.3.2 Transportation

Access into Gorman West will be limited to 153 Avenue. Currently, this area can be accessed by 167 Avenue also, but this access will be removed in conjunction with the construction of Anthony Henday Drive. Additional roadway crossings of the CN railway will not be permitted. However, a



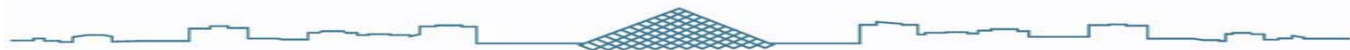
## Community Concept Plan

pedestrian / trail crossing may be considered in future to better connect Gorman West to the station area.



### 6.3.3 The Transportation/Utility Corridor

The Province owns significant land holdings in the Gorman area as part of the Transportation/Utility Corridor right-of-way. As development of Anthony Henday Drive proceeds, some of this land may become surplus to Provincial needs. Land use opportunities for these release lands should be assessed as a part of subsequent planning for this area.

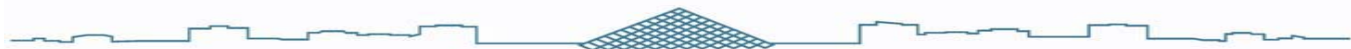




## 7.0 IMPLEMENTATION

### 7.1 Development Policies

The following objectives have been developed to guide the realisation of the Gorman Community Concept Plan vision.



## Development Policies - Gorman Concept Plan



### Land Use

#### *Promote compact community development, with live-work opportunities*

Allow for mixed-use communities which promote density, efficient land use and provide/live work opportunities within Gorman.

### Key Participants

Planning and Development Department,  
Transportation Department, Urban Design Group, Developer

### Land Use

#### *Create linkages within Gorman and to other neighbourhoods*

Integrate sidewalk development into the community design. Provide walkways and trails which link to other communities and major destinations.

### Key Participants

Planning and Development Department,  
Parks Department, Urban Design Group, Developer, Transportation Department



### Land Use

#### *Diverse Residential Mixture*

Promote the mixture of housing types and densities. The mixture will provide accommodation for various lifestyles and price points.

### Key Participants

Planning and Development Department,  
Transportation Department, Urban Design Group, Developer

### Transportation

#### *Encourage Development near LRT station*

Promote high intensity land use (in the long-term) around the LRT station, which is mixed-use in nature.

### Key Participants

Planning and Development Department,  
Transportation Department, Urban Design Group, Developers, ETS

### Transportation

#### *Develop a Master Parking Strategy for TOD Development*

Promote an integrated parking strategy for Transit Oriented Development which can be applied to Gorman. Parking considerations should encourage active street frontages.

### Key Participants

Planning and Development Department,  
Transportation Department, Urban Design Group, Developers

### Transportation

#### *Develop an inter-modal transit facility at the LRT station*

Incorporating a high quality, brightly lit and functionally designed transit facility is essential for efficient land use. The station should provide seamless transfer connections, bicycle storage, Kiss n' Ride locations, and covered pathways, all to a high design standard.

### Key Participants

Planning and Development Department,  
Transportation Department, ETS

### Transportation

#### *Create and Interconnected Trail System*

Encourage the creation of a trail system which links Gorman to the Multi-Use Trail Network, while providing an inner-connected system to the LRT and Station Town Centre. This system should consider cyclist and pedestrian use, while being 100% accessible for all users groups.

### Key Participants

Planning and Development Department,  
Transportation Department, Urban Design Group, Parks Planning





## Urban Design

### Key Participants

#### *Create a set of design guidelines for the Station Town Centre*

The urban design guidelines will be supplemental documents to the Land Use Bylaw, and will ensure that a quality and coordinated design strategy is achieved. Guidelines can feature detailed design standards for massing/forms, landscape, colour palettes, lighting, signage, streetscapes, and frontages; reduce the amount of dead space by promoting an “eyes on the street” layout; and the creation of innovative, functional and integrated green and park space.

Planning and Development Department

Transportation Department, Urban Design Group, Parks Planning, Developer



## Urban Design

### Key Participants

#### *Provide funding source for public art in Gorman*

As per the City of Edmonton Policy C458B, one percent of gross construction budget will go to the implementation of public art with Gorman. Funds will be directed to the Gorman neighborhood prioritizing the public space in the Station Town Centre for the funding distribution.

Planning and Development Department

Department, Urban Design Group, Public Art Committee, Edmonton Arts Council, Developer



## Urban Design

### Key Participants

#### *Encourage Energy Efficient Design and Quality Design Features*

Encourage the development of energy efficiency construction and consideration of the natural elements. Sustainable design features includes incorporation of passive solar design, wind protection, grey water, recycled materials and green roofs. The use of durable, high quality materials provide a pleasing visual esthetic. Durable materials will reduce the amount of waste generated and reduce cost of repairs/replacement.

Planning and Development Department

Parks Department, Urban Design Group, Environment Department, Developer

# Implementation

## 7.2 Community Consultation

Taking a proactive approach to consultation will foster a positive relationship with the community and provide the project team with area knowledge. It is important that support and involvement from the public is incorporated into the future planning activities for the Gorman area. At the community level, participation in the project design and planning will ensure that key stakeholders and adjacent residents have an opportunity to influence how Gorman will evolve over time.

## 7.3 Statutory Planning

In order to proceed with the realization of this concept plan, the existing Municipal Development Plan and the Pilot Sound ASP will require amendments to incorporate the vision for the Gorman area. In addition, a Neighbourhood Structure Plan will be required to provide sufficient detail to guide future development in this area, including specifically addressing separation and buffering from rail lines, preservation of the natural areas, and revising development standards to achieve the desired TOD.

## 7.4 Servicing

The Area Master Drainage Plan will also require amendments to accommodate the additional density of the development

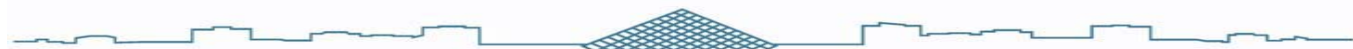
intended for the Gorman plan area. Additional engineering studies may also be necessary to support future development of this area.

## 7.5 Transportation

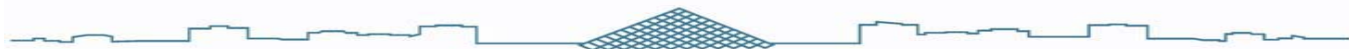
A Traffic Impact Assessment will be required to determine limits to residential and commercial density based on the existing transportation network. In particular, development potential is anticipated to be constrained by the existing intersection of 34 Street and 153 Avenue.

## 7.6 Parkland

In addition to urban design guidelines, a specific Parks Master Plan will need to be developed for the Gorman plan area, in accordance with the goals and objectives of the UPMP, to more specifically identify policies to suit the diversity of parkland options intended to serve the future businesses and residents of Gorman.



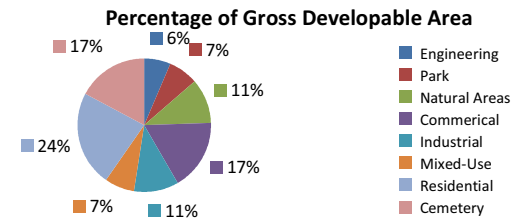
## Appendix



## GORMAN LAND USE AND POPULATION STATISTICS



CONCEPT AREA	GROSS AREA (HA)
Station Town Centre	43
Station Neighbourhood	41
Gorman West	148
<b>Gorman - Overall</b>	<b>232</b>



LAND USE	AREA (HA)	PERCENTAGE OF GDA	UNITS PER HA	PEOPLE PER UNIT	TOTAL POPULATION
<b>Engineering (Stormwater&amp;Utilities)</b>	<b>14.5</b>	<b>6</b>			
<b>Park</b>	<b>16.2</b>	<b>7</b>			
District Park	9.9	4			
Park	5.3	2			
Station Square	1.0	1			
<b>Natural Areas</b>	<b>24.3</b>	<b>11</b>			
ESA	20.3	9			
SNA	4.0	2			
<b>Commercial</b>	<b>38.8</b>	<b>17</b>			
Office	3.3	1			
Retail	4.9	2			
DC1	30.6	14			
<b>Industrial</b>	<b>24.1</b>	<b>11</b>			
<b>Mixed-Use</b>	<b>16.2</b>	<b>7</b>			3381
Residential	6.5	3	125	1.6	1300
Commercial	9.7	4	150	1.43	2081
<b>Residential</b>	<b>52.4</b>	<b>23</b>			3901
Low Density	21.4	9	15	2.5	801
Medium Density	31.0	14	50	2	3100
<b>Cemetery</b>	<b>38.5</b>	<b>17</b>			
<b>TOTAL</b>	<b>225.0</b>	<b>100</b>			<b>7282</b>