

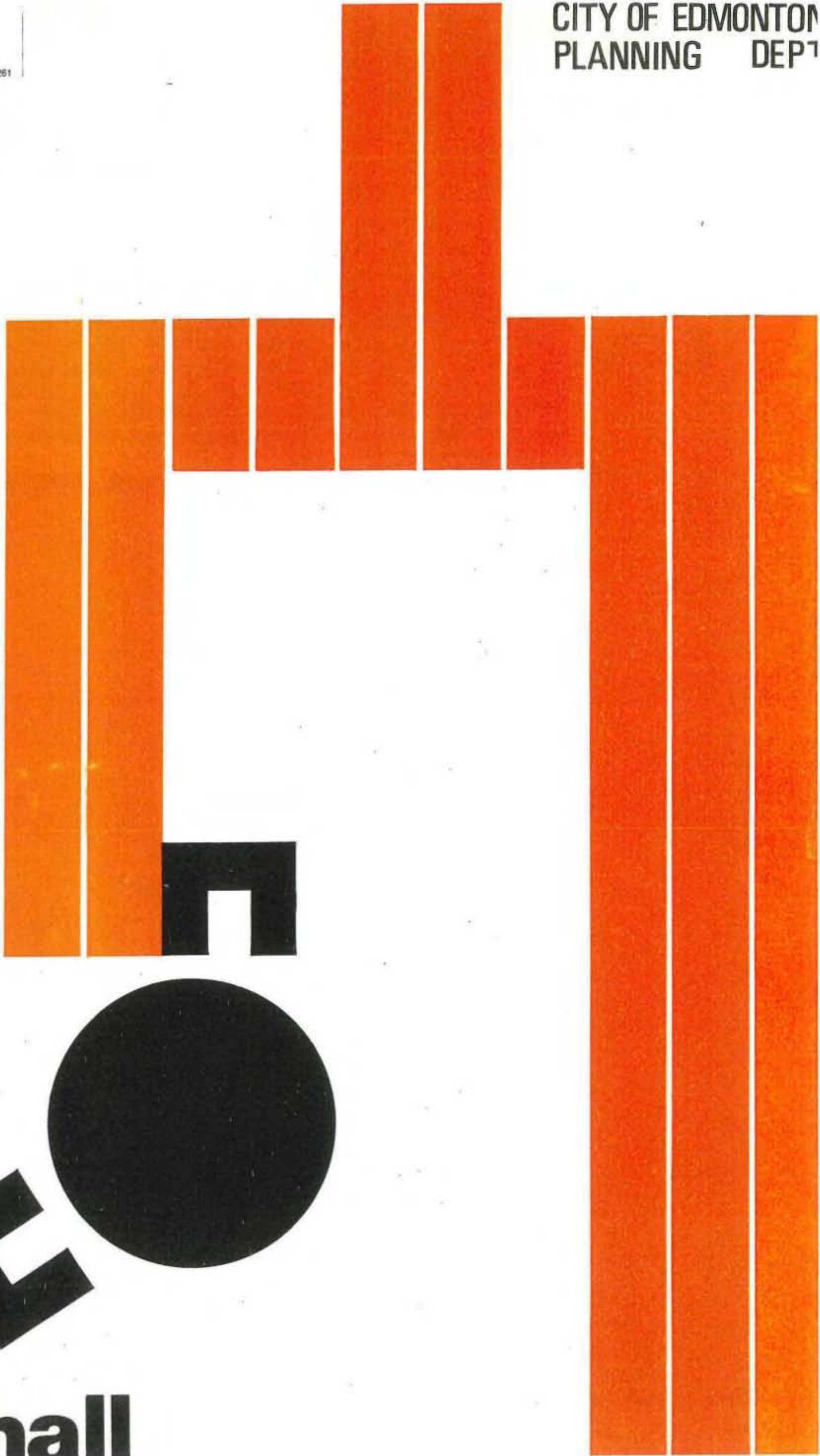
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CITY OF EDMONTON
PLANNING DEP¹



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1968

102nd STREET

the mall

EON

102nd STREET

the mall

NOTE: The main elements of this report are
contained in the amber pages.

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1. INTRODUCTION

A. GENERAL

All urban centres are situated where they are most accessible to the population which they serve. For this reason, they contain the highest order of facilities and services which are demanded by that population. Hence, for example, in Edmonton the City Centre contains the major governmental, cultural, entertainment, office, and retail facilities. No other site in the City, by virtue of its geographical position is more accessible to the total population of Edmonton and surrounding area.

Direct accessibility was, at one time, the principle requirement for a thriving City Centre. In the Edmonton of today however, this is no longer the case. While one may be able to reach the City Centre by car, bus, and in the near future rapid transit, nevertheless there can be very little exchange of goods and ideas (the principle "raison d'etre" of the City Centre) until one leaves his motor car, bus, or train. In the City Centre goods and ideas are exchanged by way of direct face to face contact; Downtown Edmonton can function in no other way. How satisfactorily the City Centre functions directly depends upon how safely, comfortably, and conveniently, goods and ideas can be exchanged.

Downtown is the heart of Edmonton. As in the human body, a strong heart is an essential element to a healthy body. If the heart of Edmonton is to properly satisfy the needs of its citizens, improved provision must be made for pedestrian activity and movement.

No one denies that, in order to function, vehicles of all types must have access to the City Centre. But at the same time we must never forget that the success of the City Centre depends directly upon the ease with which goods and ideas can be exchanged through the medium of face to face contact. While traffic arteries are essential, the City Centre, as the principle activity core of Edmonton, will die if it is entirely converted to arteries, resulting in very little room remaining for "heart".

City Council has recognized the importance of a thriving Downtown area to the well being of the whole of the City of Edmonton. At its Committee of the Whole meeting of April 1st, 1968, City Council concurred in the recommendation of the City Commissioners, namely:

Council to accept the plan for the downtown Pedestrian Circulation System as a guide to the future planning of Pedestrian Circulation in this area.

At a meeting of City Council on April 8th the recommendation was amended on a motion by Alderman Easton to read:

That Council accept the principle of a downtown Pedestrian Circulation System as a guide to the future planning of Pedestrian Circulation in this area, and that all property owners and others in the downtown area be advised that we welcome representations from them.

This is in keeping with the City of Edmonton General Plan, which in Chapter 10, sections (f) (g) (h) and (i) defines the following principles for internal circulation and access for the Central Area.

- (f) A network of special pedestrian facilities should be provided to ensure that people can walk freely and pleasantly throughout the Central Area.
The following features should be considered:
 - (i) Weather protected pedestrian walkways to integrate the core retail area.
 - (ii) Pedestrian malls and wider downtown sidewalks.
 - (iii) Pedestrian ways and arcades in the middle of major blocks.
 - (iv) Multi-use pedestrian plazas.
- (g) Vehicular and pedestrian conflict should be minimized by providing grade separated pedestrian walkways such as skywalks and tunnels.
- (h) Pedestrian traffic should be given preference over vehicular traffic in centres of heavy pedestrian movement.
- (i) Major parking concentrations should provide skywalks and tunnels for efficient pedestrian movement between parking facilities and nearby buildings.

B. THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM

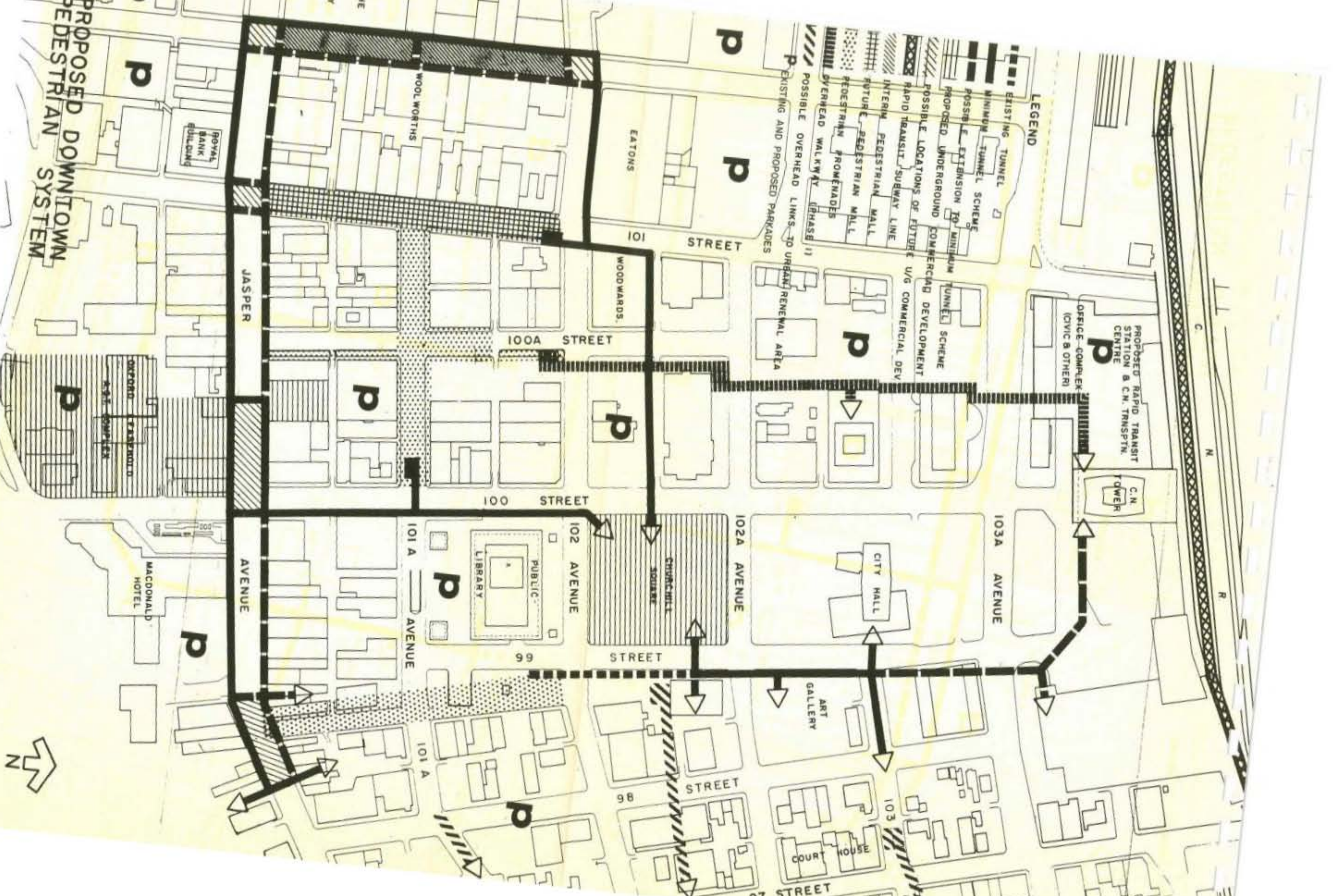
The Downtown Pedestrian Circulation System, recently approved in principle by City Council, caters to three types of pedestrian movement, namely:

- i. Street level pedestrian malls
- ii. Elevated pedestrian walkways
- iii. Sub-grade pedestrian concourses

Each of these forms recognizes the real demands for comfortable, convenient and safe downtown circulation. In Edmonton, Bonnie Doon and Westmount Shopping Centres bear witness to the demands of shoppers for comfortable and convenient pedestrian areas. Competition has forced shopping malls to be implemented in these centres, which originally were not planned and built in the best interests of the shopper-on-foot. As Victor Gruen and Larry Smith explain in their book, Shopping Towns U. S. A., "Automobiles do not buy merchandise."

The severe winter climate is a very important factor in the development of a comprehensive Downtown Pedestrian Circulation System for Edmonton. At the present time the form of the City Centre pays no regard whatsoever to climatic conditions, with the result that walking any distance in winter becomes a most unattractive proposition, particularly when compounded with the waiting period at traffic lights.

PROPOSED DOWNTOWN PEDESTRIAN SYSTEM



LEGEND

- EXISTING TUNNEL
- MINIMUM TUNNEL SCHEME
- PROPOSED UNDERGROUND
- PROPOSED EXTENSION TO MINIMUM TUNNEL SCHEME
- POSSIBLE LOCATIONS OF FUTURE U/G COMMERCIAL DEV
- RAPID TRANSIT SUBWAY LINE
- INTERIM PEDESTRIAN MALL
- FUTURE PEDESTRIAN MALL
- PEDESTRIAN PROMENADES
- OVERHEAD WALKWAY (PHASE 1)
- POSSIBLE OVERHEAD LINKS TO URBAN RENOVATION PARADES
- P EXISTING AND PROPOSED PARADES



ROYAL BANK BUILDING

EATONS

WOODWARDS

OXFORD EASTWORLD
A-1 COMPLEX

PUBLIC LIBRARY

CHURCHMILL SQUARE

CITY HALL

PROPOSED RAPID TRANSIT STATION & C.N. TRANSP. CENTRE (CIVIC & OTHER)

C.N. TOWER

MACDONALD HOTEL

ART GALLERY

COURT HOUSE

As a result, previous experience has shown that the trade in the individual shops and variety stores suffers whilst the large department stores catering to a wide variety of needs under one air conditioned roof experience bumper sales. This disparity in trade can be quite considerable in particularly severe weather (See Edmonton Journal, January 3rd, 1962). The implementation of a weather protected pedestrian circulation system as outlined in these pages can have the effect of converting the major shopping streets of the Downtown Area into one vast department store, in which all sections can be reached in comfort and safety. Even premises off the system would benefit in the same way that shops adjacent to department stores obviously do now.

The accompanying drawing entitled PROPOSED DOWNTOWN PEDESTRIAN SYSTEM, indicates how the proposed network will link together the major civic, office, retail and transportation nodes. The C. N. Tower and proposed rapid transit station, parking and transportation centre are linked directly to major pedestrian generators to the south. These include the Centennial Building and adjacent areas presently awaiting redevelopment, the proposed greatly expanded Woodward's store and parkade, Zellers store, the proposed A. G. T. Toll building, the Tilden Parkade and the new

Cambridge building presently under construction. A sub-grade concourse will connect beneath Jasper Avenue to the Oxford Leasehold-A. G. T. complex, the MacDonald Hotel and parkade, and the Thornton Building. A further north south link will approximately follow the line of 99th Street serving existing and proposed Civic and Government buildings, the library parkade and the second stage of the proposed C. N. development. Further links to east and west will give access to Woodward's and Eatons, the Bay, the Royal Bank Building, the Empire Building, the major shopping streets, and the Redevelopment Area east of 97th Street.

It can be seen that parts of the system consist of Downtown streets converted to surface malls. This type of space is perhaps the most ideal form for a pedestrian system but its implementation on a large scale is obviously impractical because it necessitates the wholesale removal of wheeled vehicles onto a raised or depressed road system. Nevertheless, where malls can be implemented, they would help satisfy Edmonton's chronic need for central area open space, and as such, serve as an "intermediate" pedestrian level between the sub-surface, and elevated areas. Two types of malls are proposed, one being the active shopping mall on 102nd Street, and ultimately on 101st Street, and

the other being the 101 A Avenue mall which is seen as an urban park - an area considered essentially for passive relaxation. This mall would also serve to link the Centennial Library parkade (860 stalls) to 101st Street.

It is proposed that the elevated walkways should relate primarily to areas about to be redeveloped, where the functional integration of walkway with buildings can well be accomplished. The C. N. Transit and Transportation Centre would serve as a major pedestrian origin point and be linked to the Downtown area by a high level weather protected pedestrian corridor. The elevated bridges and decks would eliminate conflict between pedestrians and vehicles, permit a fine visual appreciation of the Civic Centre area, and could contain mechanical conveyors for the smooth passage of pedestrians between activity areas.

A large part of the total proposed circulation system is below street level, as this provides the simplest method of linking existing substantial developments fronting onto existing streets. This "tunnel" system would obviously be most economical if developed in conjunction with the re-development of abutting properties. The concourses or "underground malls" should offer, in addition to safe and comfortable circulation, a variety of goods, services, displays, and activities, such that the underground pedestrian

network would be one of Edmonton's most noteworthy civic attractions.

A study of key downtown activity generators including the Bay; Woodwards; Eatons; Woolworths; the Empire Building; the Royal Bank Building; the Cambridge building; the Toronto Dominion Bank, Jasper Avenue; the Oxford Leaseholds Complex, presently under construction; and the proposed Churchill Square Shopping Development, show extensive existing and proposed commercial development at basement level. That part of the Pedestrian Circulation System which is below grade would serve to link these developments, allowing easy pedestrian movement between them. It is anticipated that ultimately both sides of Jasper Avenue and 102nd Street would be served in this way, and have adequate cross links to maintain a complete shopping street below street level. The Place Ville Marie Shopping Complex in Montreal is a fine example of this type of system.

Cross links between parallel underground concourses should occur primarily at intersections of main streets facilitating movement, between concourses and sidewalk, and sidewalk and sidewalk. Commercial development could even occupy the area between the road surface at such intersections, taking advantage of the high pedestrian activity generated, and providing nodes or "landmarks" in the system for orientation

purposes. Land owned by the City, and so developed and leased out, could be a major source of revenue which could help to finance the rest of the Downtown Pedestrian Circulation System.

The complete pedestrian network is obviously some years away but part of it at least can be implemented in the very near future. A section of the below-grade network is already under construction adjacent to the Oxlea Complex. Other sections, namely those at grade, along 102nd Street and 101 A Avenue can be created almost immediately with little difficulty or expense. The 102nd Street mall has been under consideration since 1962, however, no definite action was taken pending the preparation of a comprehensive plan for pedestrian circulation in the whole of the Downtown area. The drawing entitled PROPOSED DOWNTOWN PEDESTRIAN SYSTEM shows 102nd Street as being an interim pedestrian mall. It is suggested that the ultimate objective should be to convert 101st Street into a mall but this cannot be done until north-south vehicular traffic has an alternate route for crossing the C. N. R. tracks. Alternative crossings of the type required are many years in the future. Meanwhile, 102nd Street does have definite possibilities. The existence of Eatons and the Bay at either end of the street generate a good deal of pedestrian movement, and this type of activity

is essential to the success of a mall. In addition, studies have shown that 102nd Street is not a critical element in the Downtown vehicular circulation network. Finally, the establishment of a mall will represent the first tangible evidence of planned environmental improvement being introduced into the retail core.

2. EXISTING FACTORS INFLUENCING THE DESIGN

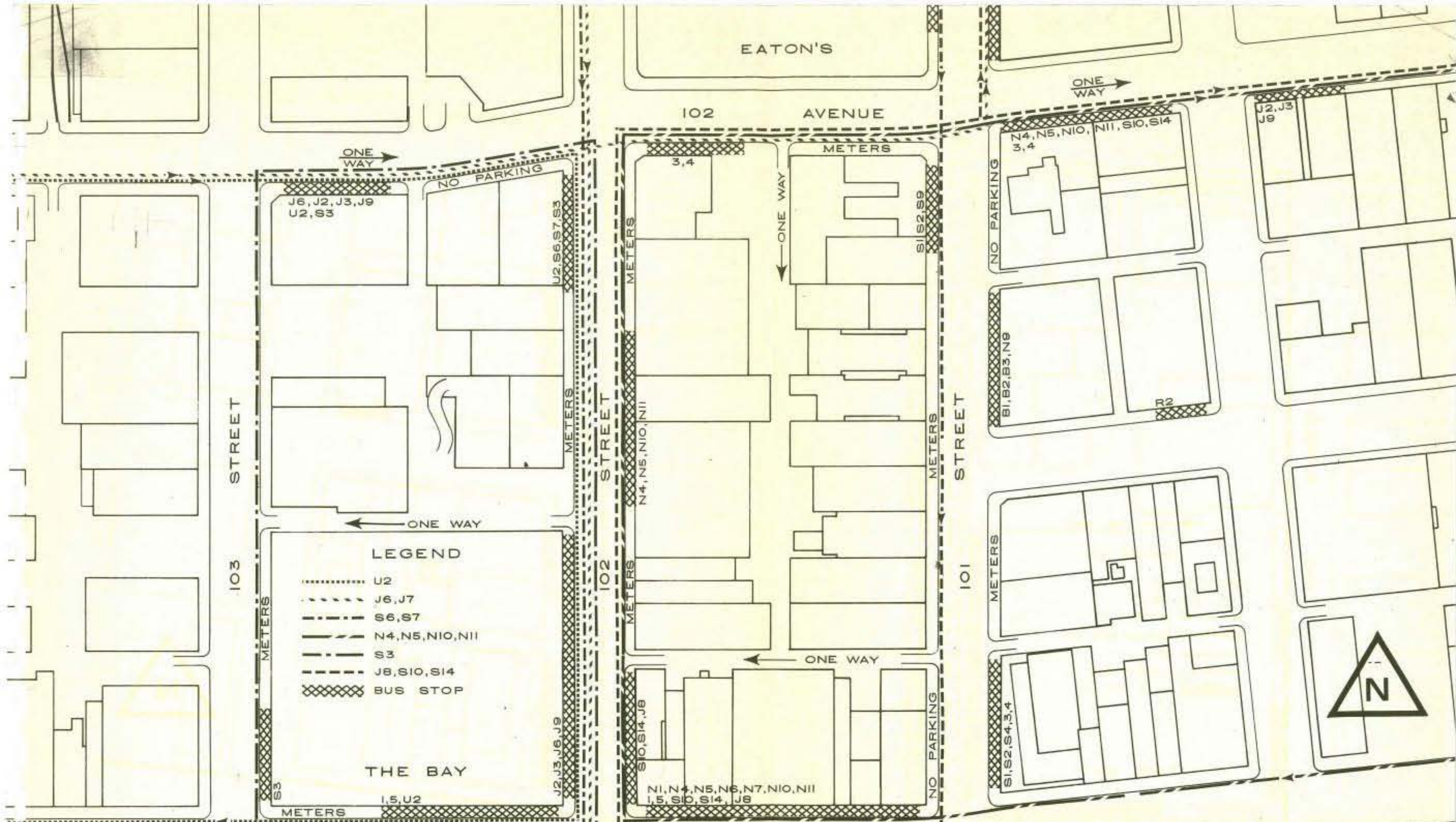
A. LEGAL

Every abutting property owner on the street must retain access to his property for motor vehicles, e.g. a lane. Section 283 of the City Act states, at the present time, that no highway may be closed to all pedestrians or all vehicles. The mall design would therefore have to incorporate a through route down the street, accessible to emergency vehicles, and also to permit the servicing of abutting stores during agreed hours.

B. TRAFFIC

The Traffic Section of the City Engineers Department indicates that care must be taken when rerouting bus traffic in order to prevent congestion on streets already operating to capacity. In addition certain changes will have to be made in the general vehicular flow, for example the rephasing of traffic lights and the banning of particular left hand turns. (See Implications of Design, Chapter 4).

Some agreement with abutting retailers will have to be reached with regards to the servicing of those premises which must be serviced directly from 102nd Street. A possibility is to restrict trucks from using 102nd Street during the hours 9:00 a.m. to 6:00 p.m. Monday through



EXISTING TRAFFIC ROUTES

SCALE 1"=100'

Saturday. All owners of businesses abutting 102nd Street between Jasper Avenue and 102nd Avenue should be contacted regarding the effects of the mall proposal on their access. In addition the system of traffic circulation in the lanes parallel to 102nd Street would have to be examined with a view to perhaps changing the existing system of one way movements. The accompanying drawing entitled EXISTING TRAFFIC ROUTES clarifies the present pattern of movement.

C. EDMONTON TRANSIT SYSTEM

The implementation of a mall on 102nd Street would require the removal of the street's present transit services. The rerouting necessary would cause inconvenience to some City businesses and transit patrons, but, at the same time, be more suitable to others. To implement the mall the E. T. S. would require additional bus stops on:

- i. 101st Street, south of 102nd Avenue.
- ii. 102nd Avenue at 102nd Street.
- iii. Jasper Avenue, west of 101st Street.
- iv. Jasper Avenue, west of 102nd Street.
- v. 103rd Street, north of Jasper.

The changes in E. T. S. routing may require three additional bus units in service during peak hours in order to maintain present frequencies. Existing bus stops and routes in the vicinity of 102nd street are illustrated on the

drawing entitled EXISTING TRAFFIC ROUTES.

D. ACCESS TO EMERGENCY VEHICLES

A clear road space of at least 20 feet must be maintained to provide free movement for fire trucks, ambulances, and other emergency vehicles, with sufficient clearance at bends to maneuver vehicles 60 feet long. In addition a clear width of 40 feet at both ends of the mall must be maintained. Any canopies crossing the street would have to leave a minimum vertical clearance beneath them of 16 feet in order to allow fire apparatus to pass.

E. STREET MAINTENANCE

It is anticipated that abutting property owners and tenants will be responsible for snow removal and the sweeping of sidewalks abutting their properties, as presently required under Bylaw 3110. The City would continue to assume responsibility for the present roadway which is 56 feet in width. The 20 feet of clear roadway which is required for emergency vehicles and the servicing of abutting premises, would also enable standard street cleaning and snow removal techniques to be used.

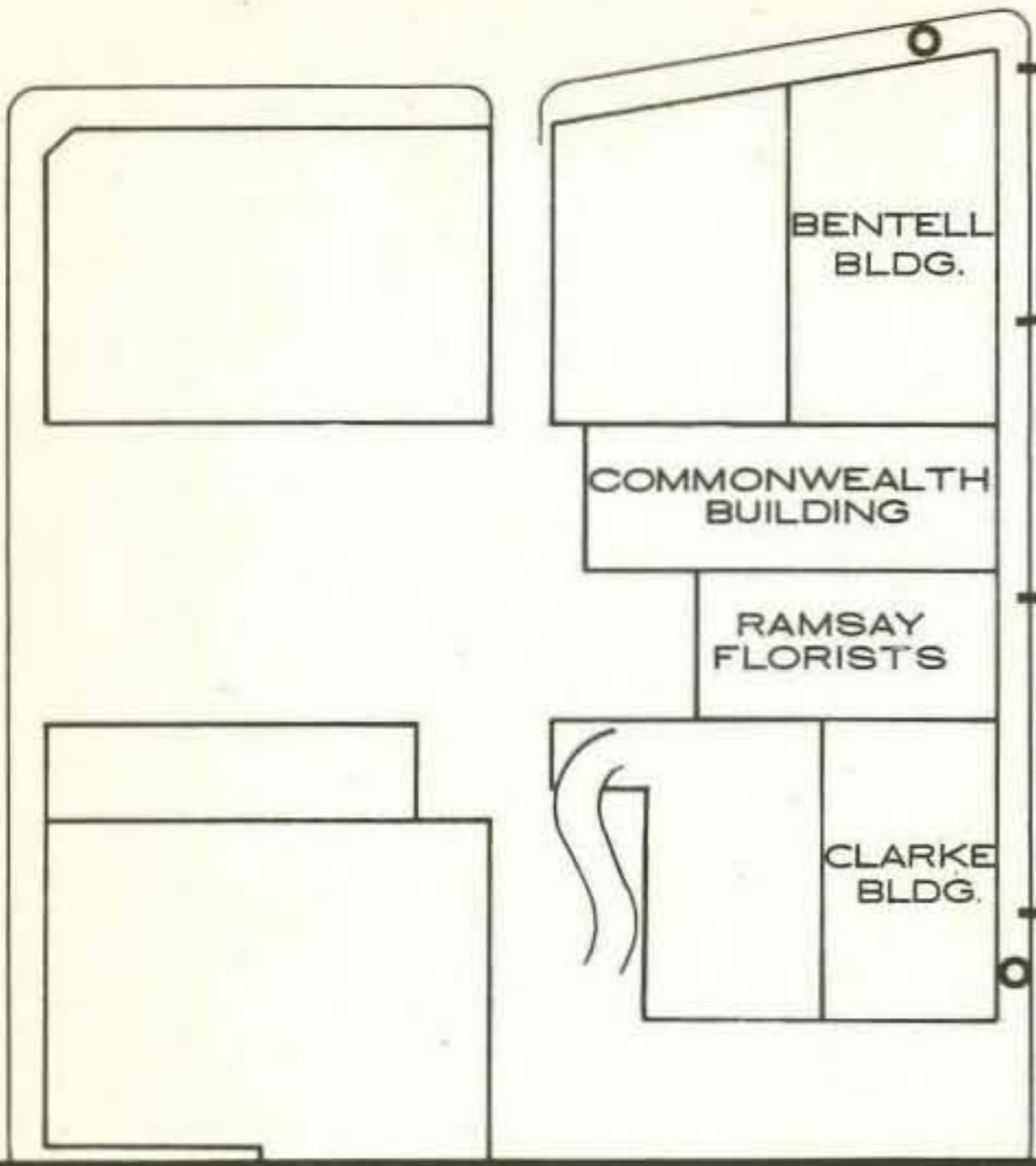
F. UTILITIES AND SERVICES

i. Telephones

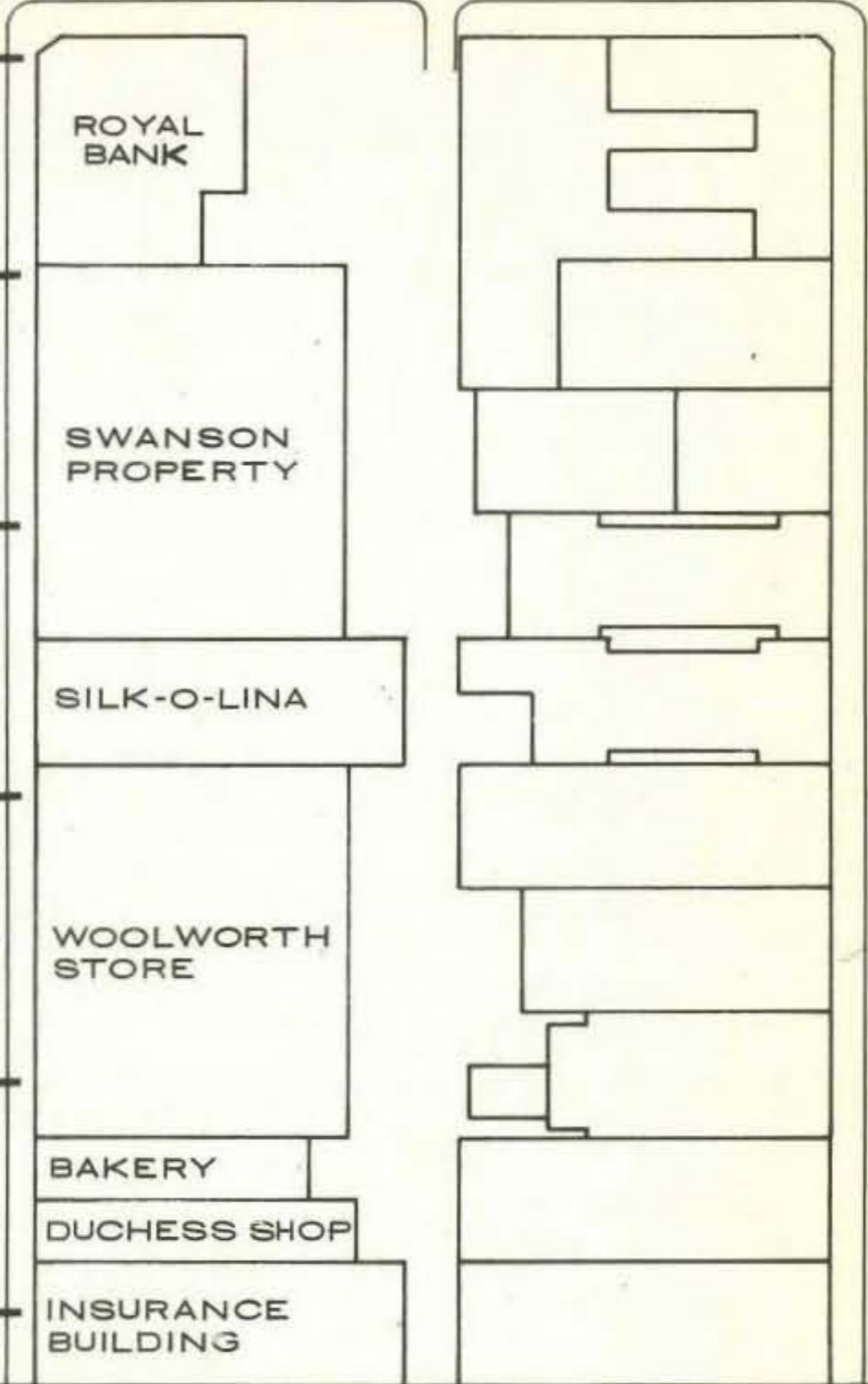
Accessibility to the underground duct line and two vaults on 102nd Street would have to be maintained.

102

AVENUE









102 STREET



NOTE

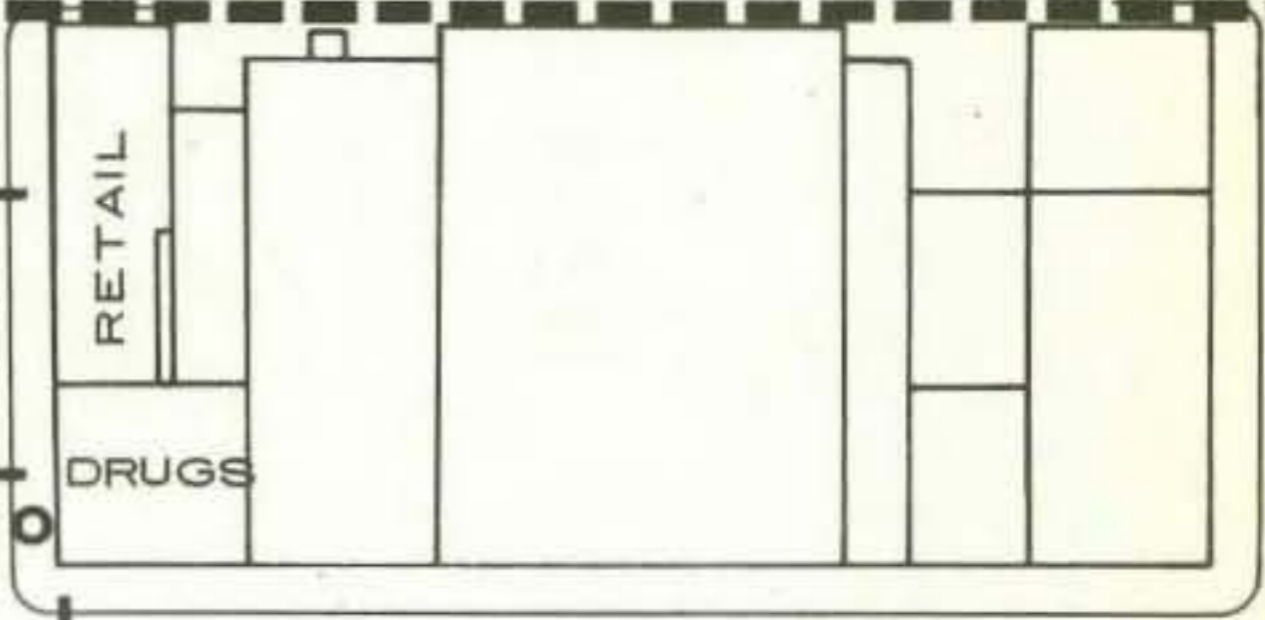
- (1) ACCESS TO TELEPHONE VAULTS FOR PULLING U/G CABLE TO BE MAINTAINED. SPACE FOR HEAVY TRUCKS TO BE PROVIDED AT EACH END.
- (2) ACCESS REQUIRED FOR MAINTENANCE OR SERVICE CONSTRUCTION WORK. NO STRUCTURE OR PERMANENT FIXTURE MAY BE BUILT OVER ANY PORTION OF WATERMAIN OR SERVICE.
- (3) GAS LINES REQUIRE VEHICULAR ACCESS FOR MAINTENANCE AND EMERGENCY EQUIPMENT.
- (4) O/HEAD WIRES TO ST. LIGHTS

LEGEND

-  POWER DUCT
-  GAS LINE
-  TELEPHONE
-  WATERMAIN
-  STREET LIGHT
-  HYDRANT

THE BAY

VAULT



JASPER

AVENUE

EXISTING UTILITIES



SCALE 1"=100'

In particular, provision must be made for the positioning of a truck adjacent to one vault and a heavy cable trailer, and cable and reel at the other vault.

Miscellaneous telephone facilities for pay station booths, and outlets to be used to serve radio broadcasting, television, etc, would have to be provided.

The accompanying drawing entitled EXISTING UTILITY SERVICES indicates the present positioning of telephone cable vaults.

ii. Water

The Water Department requires the following:

- a. No structure or permanent fixture may be built so as to prevent access from being achieved to any portion of water main or service.
- b. A minimum clearance of three feet must be provided between any service features such as planters, and main service control valves and curb cocks to provide access for operation.
- c. Vehicular access must be provided to make it possible to drive the full length of the mall when required for maintenance or service construction work.

It is anticipated that the fire hydrants on 102nd Street will be replaced by hydrants of modern design and increased capacity similar to those now in evidence around Churchill Square. The replacement of hydrants does present the opportunity of re-location if desired, in order to allow improved accessibility for fire vehicles.

The EXISTING UTILITY SERVICES drawing shows the present locations of watermains, and hydrants.

iii. Gas

Vehicular access to plant operated by Northwestern Utilities would have to be retained for maintenance and emergency equipment.

The EXISTING UTILITY SERVICES drawing indicates the present location of these facilities.

iv. Light and Power

Vehicular access to facilities would have to be retained for service vehicles.

If a different form of lighting from that already existing on the street is required, it could be installed at moderate cost by changing the type of illumination units on existing columns. The locations of the lighting columns are indicated on the EXISTING UTILITY SERVICES drawing.

Improvements to the street would include the

removal of existing E. T. S. trolley bus wiring, and perhaps the placing underground of existing overhead electrical wiring.

The area which is particularly critical with regard to telephone, water and gas lines is that lying approximately in the middle of 102nd Street between the lane linking to 101st Street and the lane north of the Bay.

3. DESIGN CONCEPT

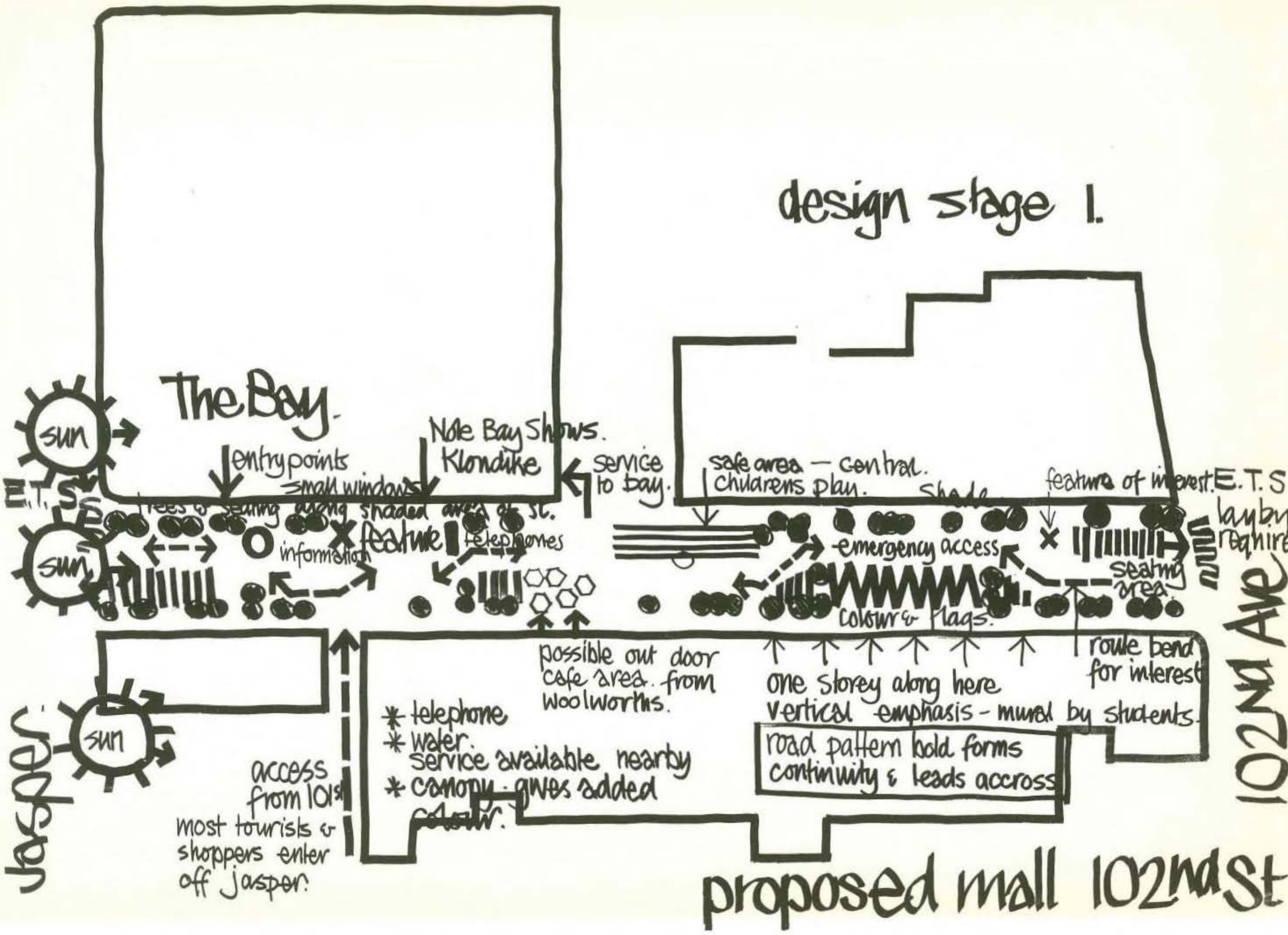
The most significant element in the design for a mall on 102nd Street would be the need for having a 20 foot wide vehicular route to serve emergency and service vehicles. The precise manner in which this route is provided however would have to be very carefully designed with the intention of creating an intimate scale, so vital in pedestrian spaces. As can be seen on the accompanying drawing, DESIGN CONCEPT, it is proposed that the unobstructed route meander back and forth along the length of the street thereby permitting the required vehicular maneuverability, while eliminating an undesirable "corridor" effect.

Apart from the necessary vehicular access, the design concept evolved out of the following considerations :

- A. Weather protected seating areas should be provided at either end of the street for people awaiting buses.
- B. Street furniture should not be so sited that it obscures the show windows of abutting stores.
- C. The lane linking 101st Street to 102nd Street is an important pedestrian corridor and should be visually linked to the 102nd Street Mall.
- D. A stage will be required for activities such as Klondike entertainment, fashion shows, etc. The stage must not obstruct window displays of retail premises.

design stage 1.

The Bay.



Jasper

The Bay.

entry points

small windows

Note Bay Shows. Klondike

service to bay.

safe area - central. Childrens Plan.

Shade

feature of interest

E.T.S. lobby require

trees & seating

shaded area of St.

feature

telephones

information

emergency access

seating area

colour & flags.

possible out door cafe area. from Woolworths.

one storey along here. Vertical emphasis - mural by students.

route bend for interest

road pattern hold forms continuity & leads across

- * telephone
- * water. service available nearby
- * canopy. gives added colour.

access from 101st
most tourists & shoppers enter off Jasper.

102nd Ave

proposed mall 102nd St

- E. The central portion of 102nd Street between the lane linking to 101st Street and the lane to the north of the Bay should be left clear for access to utility services. In Chapter 2 it was emphasized that this area was particularly critical.
- F. During fine weather, a sidewalk cafe could be located immediately in front of Woolworths, as an extension of the existing Woolworth's eating facilities.
- G. A children's play area should be located where it can be easily supervised by parents sitting at the sidewalk cafe.
- H. In order to create more "enclosure" on the street some height emphasis will be required related to the low buildings.
- I. The floor treatment of the asphalt and sidewalk must be such as to create liveliness and, at the same time, encourage shoppers to wander from one side of the street to the other. It is imperative that the visual distinction between road and sidewalk be played down in order to encourage pedestrians to use the entire surface of the street.
- J. The west side of 102nd Street is sunny during the early hours of the day while the east side is sunny during the later hours. Seating must be available in both sunny and shaded areas during all hours of the day in order to satisfy the preferences of all users.

K. The 102nd Street Mall is to be of the "open" type.

A closed mall would necessitate each building being serviced by its own sprinkler system for fire protection. Nevertheless some thought should be given to the fixing of heating elements to lighting columns and the like, to ensure comfortable winter use. A variety of screens and walls should be incorporated, creating sheltered corners, open to the sun but protected from the wind. Consideration should also be given to providing canopies on buildings presently lacking them.

4. THE SCHEME

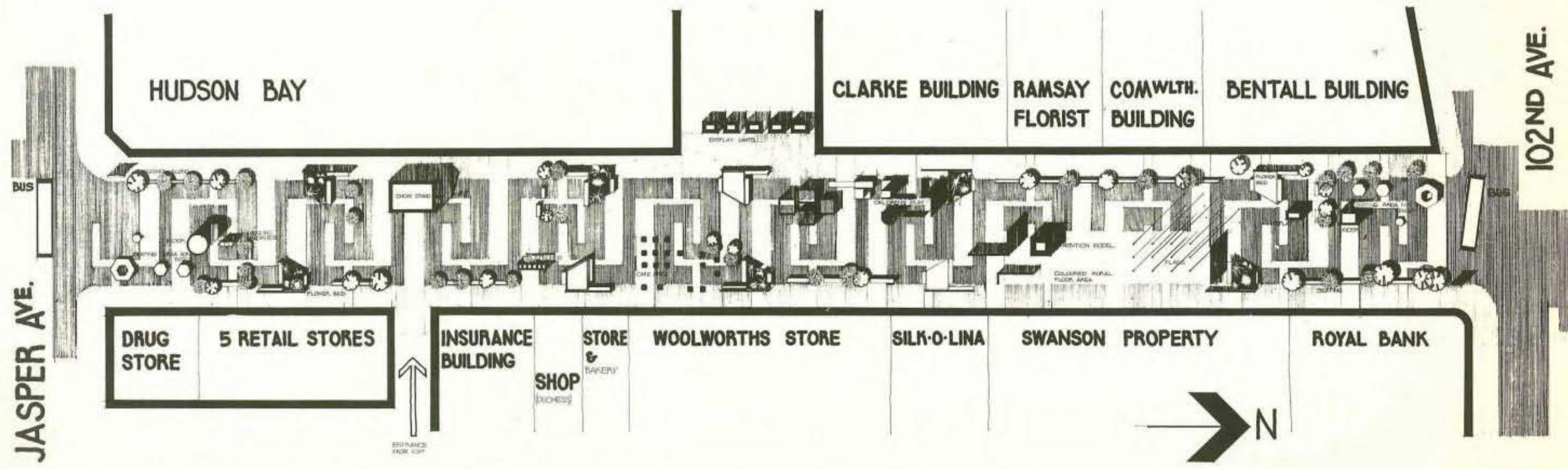
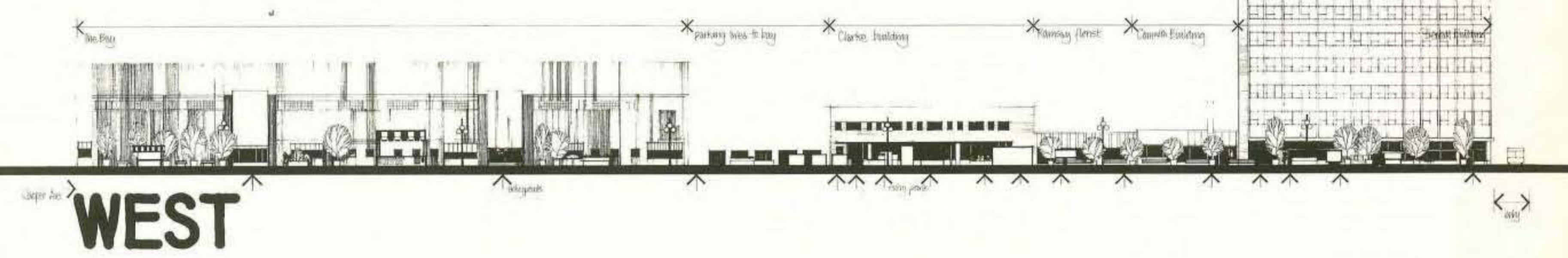
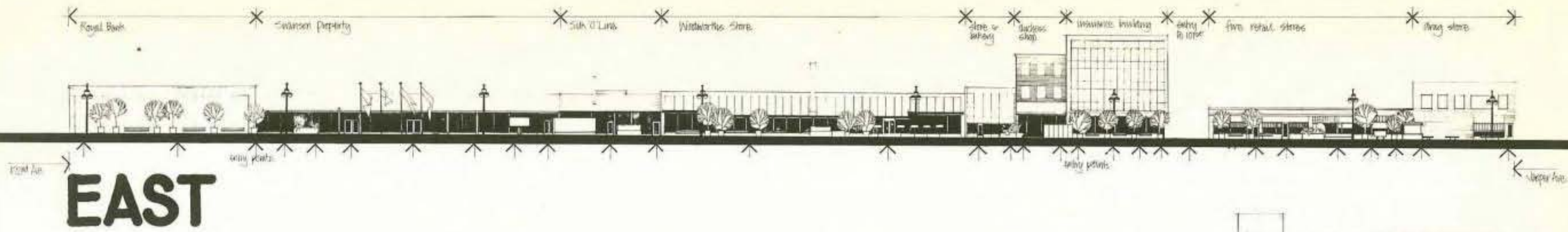
A. GENERAL

The accompanying drawing entitled PROPOSED MALL FOR 102nd STREET illustrates the scheme which arose out of careful consideration of the existing factors influencing the "design (as described in Chapter 2), and the features listed in Chapter 3, DESIGN CONCEPT.

At the Southern end of the street is situated a bus bay and, immediately adjacent to it, seating for waiting bus patrons. Very near to this is a tourist information stand which has been located in this position as it is anticipated that most tourists will enter the mall either from Jasper Avenue, or the lane connecting 101st and 102nd Streets. The show stage is to be positioned in front of the Bay, directly opposite the lane leading to 101st Street. It will not obstruct any show windows, and will provide a significant focus to link the lane visually with the Mall.

The area between the lane linking to 101st Street and the lane to the north of the Bay will be quite accessible to service vehicles, as required in Chapter 2. The staff parking lot for the Bay could be removed so as to permit the Bay's service vehicles to maneuver easily without using 102nd Street. This area should be screened from the street by showcases for the use of the Bay.

A sidewalk cafe is located immediately in front of Woolworths, with the children's play area diagonally



PLAN

SCALE: 20 FEET TO 1 INCH.

THE MALL 102 ND. ST.

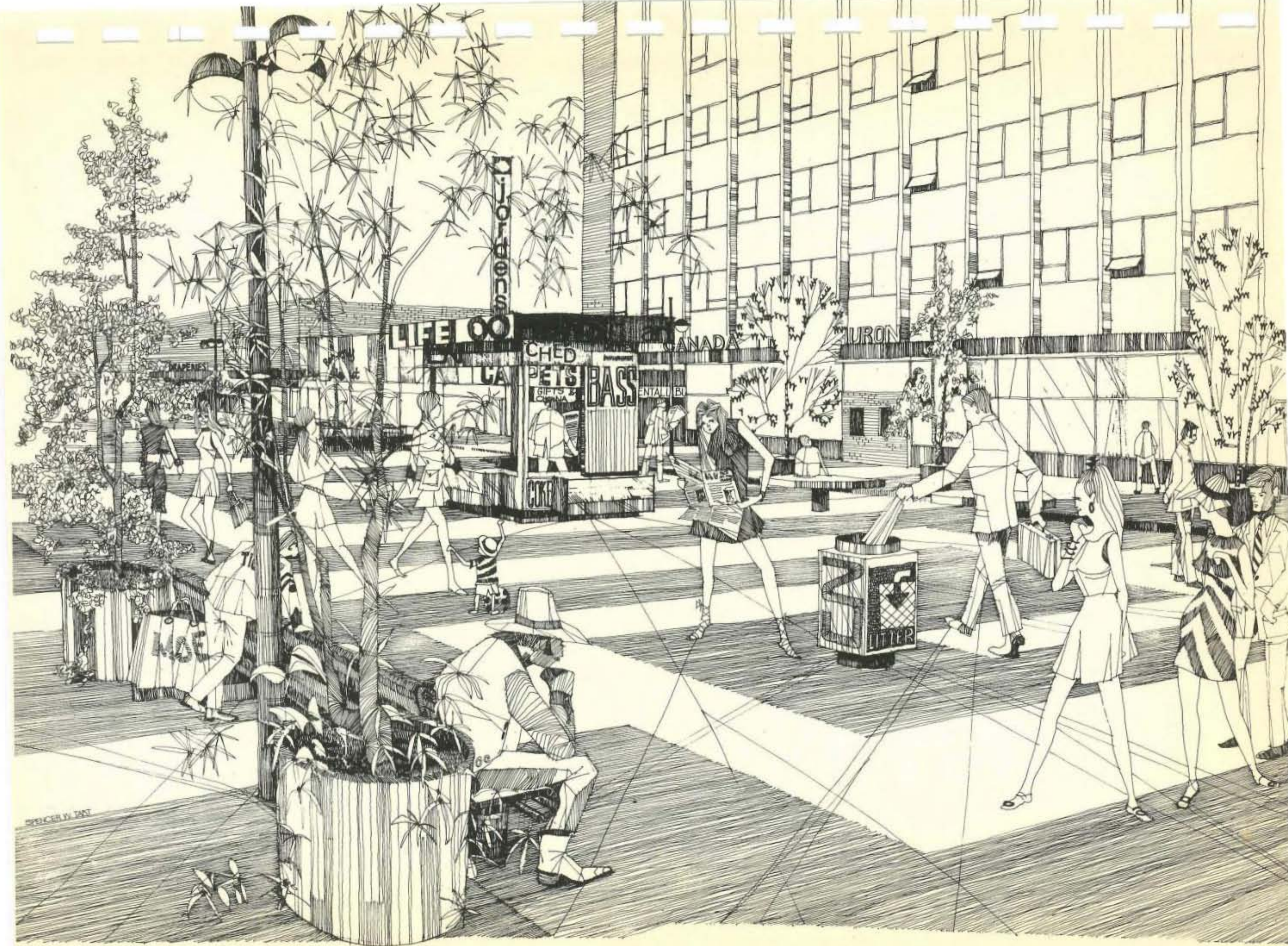
across the mall.

The existing fire hydrant in front of Shillington Furs is to be re-located on the opposite side of the street permitting greatly improved accessibility in case of emergency. A cluster of tall flagpoles and colorful flags is situated in front of the one storey Swanson property between the Edmonton Pet Shop and Silk-O-Lina to give the height emphasis required at this point. The surface of the street on which the flagpoles stand could be decorated in the form of a street mural, perhaps by University of Alberta fine art students. In this same vicinity a scale model of the City centre, showing proposed re-development, might be on public display in a free standing showcase.

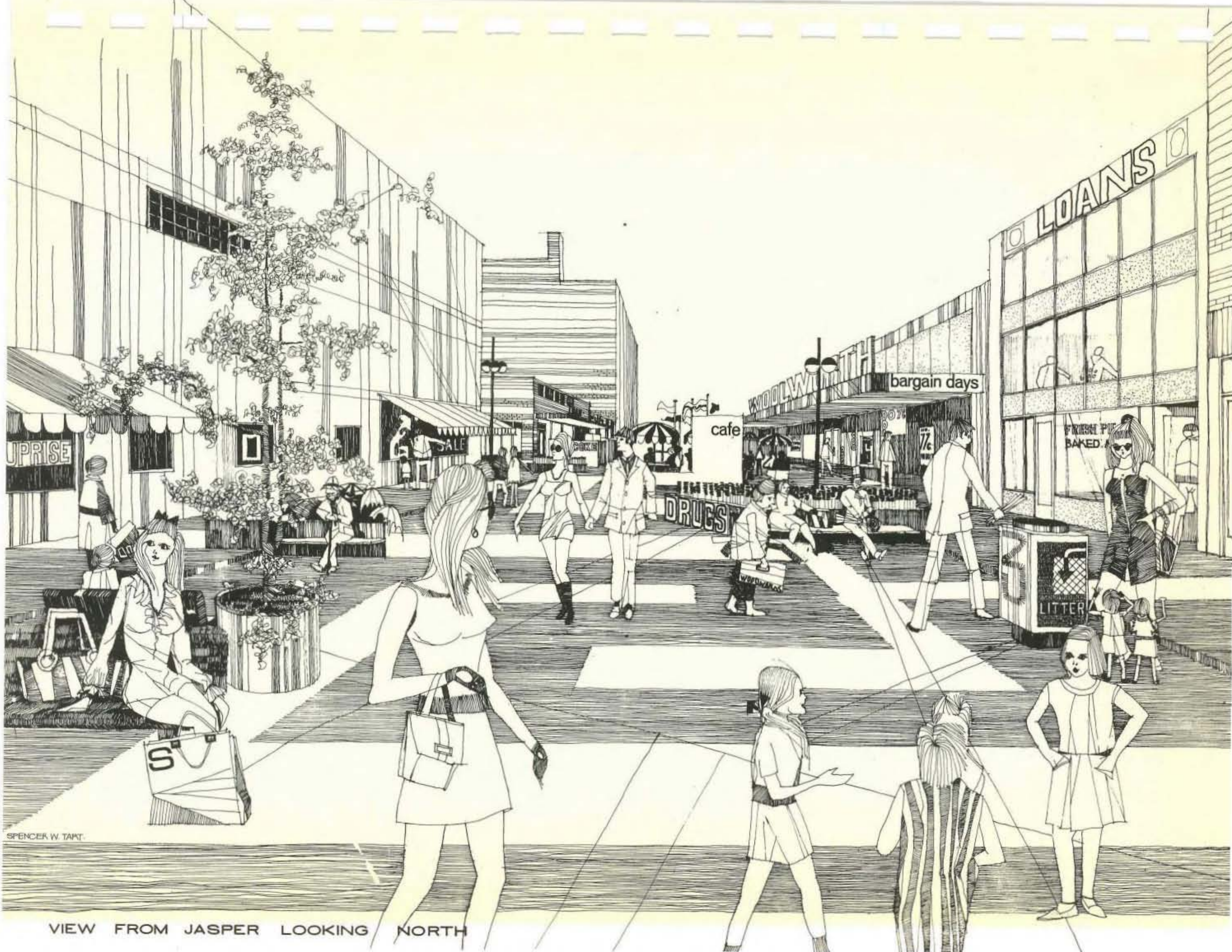
At the north end of 102nd Street another bus bay would be provided along with its attendant seating area.

Trees, flower beds, and seating would also be provided at many locations within the mall, providing people with pleasant surroundings in which to relax and enjoy the activity. Related to the seating, showcases could be installed with display space rented out, by the City, to retailers in the mall or elsewhere.

It is proposed that the mall remain in operation all year around. For winter use, infra-red heaters could be fixed to the street lighting columns, warming pedestrians as they pass from one to the next, and also



NORTH END OF MALL LOOKING SOUTH



SPENCER W. TAYLOR

VIEW FROM JASPER LOOKING NORTH

melting some of the snow from the street. Even without the heaters however, winter use would be facilitated by the ease with which people could move from one side of the street to the other, unhindered by 'wait and walk' lights.

The very lively pattern of street painting is intended to maintain an air of activity in the mall even during off-peak shopping hours, yet not obstruct the movement of people when the mall is crowded. In addition, the pattern, by its direction, should encourage people to intershop from one side of the street to the other.

B. IMPLICATIONS OF THE DESIGN

i. Vehicular Access

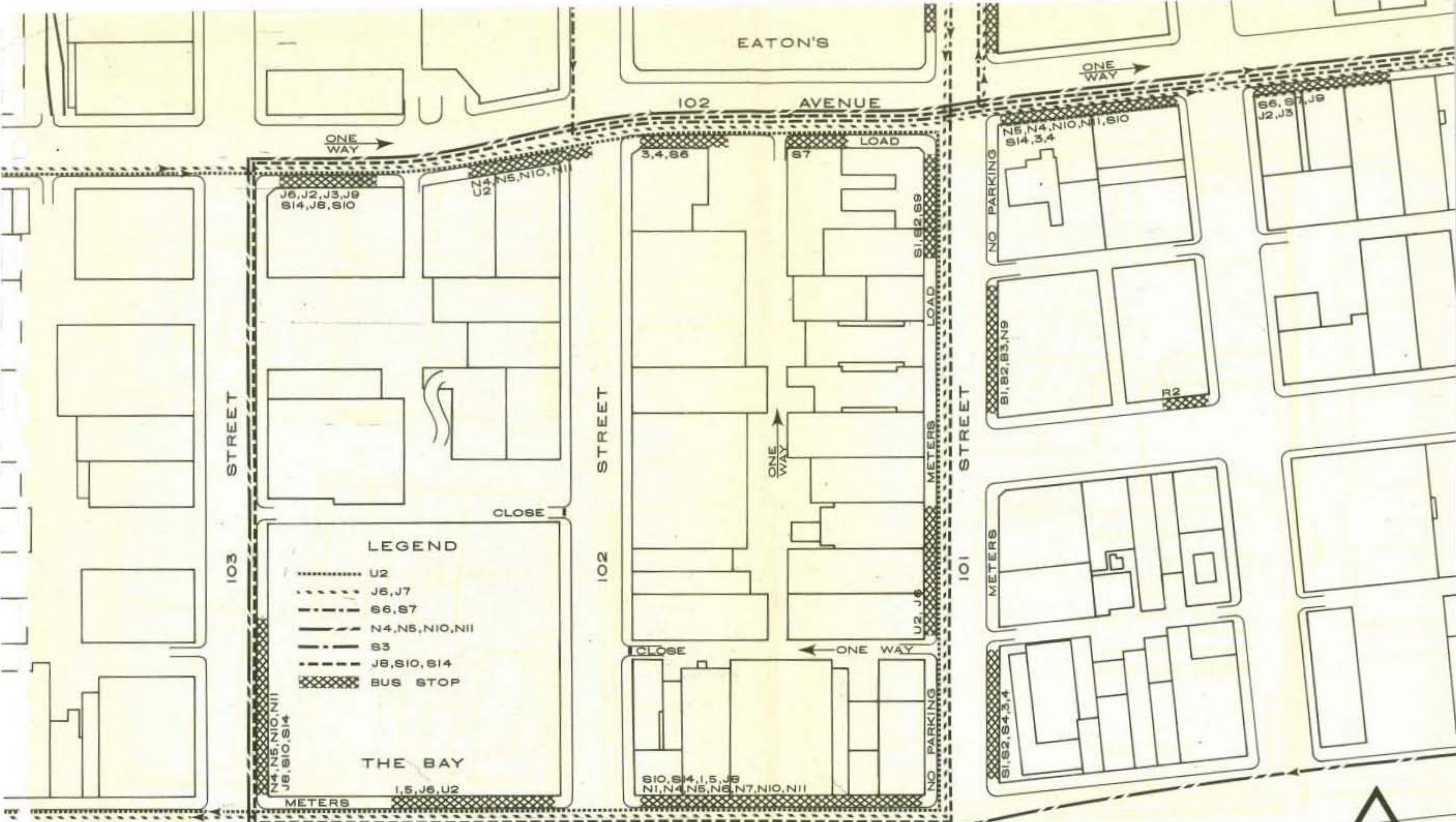
An unobstructed route is retained on the street to facilitate the movement of service and emergency vehicles. In particular, sufficient space has been left to allow large fire trucks to maneuver at each end of the mall and throughout the mall's length.

ii. Fire Hydrants

One fire hydrant is to be re-located from the west side of the mall to the east side. Both hydrants are to be replaced by others of greater capacity and modern design.

iii. Street Lights

The cost of providing completely new street lighting columns and fittings, including underground wiring is estimated at being only 50% more than



EATON'S

102 AVENUE

ONE WAY

ONE WAY

103 STREET

103

J6,J2,J3,J9
S14,J8,S10

N4,N5,N10,N11

3,4,S6

S7

LOAD

S1,S2,S9

N5,N4,N10,N11,S10
S14,3,4

NO PARKING

S6,S7,J9
J2,J3

S1,S2,S3,N9

J2

CLOSE

LEGEND

- U2
- - - - - J6,J7
- . - . - S6,S7
- N4,N5,N10,N11
- - - - - S3
- - - - - J8,S10,S14
- XXXXX BUS STOP

THE BAY

1,5,J6,U2

METERS

102 STREET

102

ONE WAY

CLOSE

ONE WAY

METERS

101 STREET

101

METERS

S1,S2,S4,3,4

NO PARKING

JASPER AVENUE

EMERGENCY LEFT TURN FOR TROLLEY OPERATION



PROPOSED TRAFFIC REROUTING

SCALE 1" = 100'

the cost of adjusting existing fittings. Under these circumstances it would appear reasonable to install the new more appropriate fittings now - and get rid of the overhead wires, rather than to retain existing columns and replace them at a later date (at which point the desired improvements will have cost approximately 66% more than necessary). The new fittings could be also placed in locations more appropriate than at present to the design of the Mall.

iv. Parking Meters.

As these will no longer be required they are to be removed, facilitating freedom of pedestrian movement and improving the overall appearance of the street.

v. Traffic Signs.

All traffic management devices such as signs, lights, etc., except those at the ends of the street, are to be removed. Signs at either end will announce the presence of the mall, and perhaps indicate the times during which the shops may be serviced.

iv. Display Cases

These will be of weather proof design and will be located at various points throughout the mall. Revenue from the rental of showcase space will help the City to recoup the loss of parking meter revenues.

vii. Telephones

Telephone booths may be located at several

points throughout the mall, but particularly to the south of the outdoor cafe, where a telephone hook-up can most easily be accommodated. Telephone outlets to serve radio and television broadcasting etc., would be provided in the vicinity of the show stage.

viii. Public Transit.

While no through bus traffic would be permitted on the mall, additional bus bays could be provided at either end for the taking on and letting off of passengers. In addition extra bus stops will be provided at 101st Street, south of 102nd Avenue on Jasper Avenue west of 101st Street, and on 103rd Street north of Jasper Avenue. The precise implications of the rerouting can be grasped more easily by referring to the accompanying drawing entitled PROPOSED TRAFFIC REROUTING.

ix. Traffic Flow

The left turn from north to east at 101st Street and 102nd Avenue would have to be banned due to the increased traffic load on 101st Street resulting from the 102nd Street closure. At 101st Street and 101st A Avenue, left hand turns could be accommodated as the green on 101st Street is already longer at this intersection and can be lengthened giving more time to accomplish the maneuver.

x. Parking.

The mall will necessitate the removal of

19 curb side spaces on 102nd Street, and a further 18 from 102nd Avenue and 103rd Street due to the need for additional bus bays there. The total number of parking spaces lost will be in the region of 36 - 40. In addition employee parking for the Bay would also be eliminated. The Bay's situation, however, is not critical as alternative parking facilities are available, and in fact, are utilised in any event during the summer months when the Bay uses their employee parking area for the display of camping equipment and garden furniture. The removal of these curb side parking spaces from the area is one of the costs of the mall, but the loss is small, and, it is thought, clearly outweighed by the enormous advantages which the mall will allow to both shoppers and businessmen in the downtown area.

Most of the major Central Area car parks in any event, are located within four blocks of the Mall, these include:

a. Bay Parkade	650 stalls
b. Eatons Parking Lots	486 "
c. Johnston Walkers Parkade	350 "
d. Library Parkade	860 "
e. Bentall Parkade	101 "
f. Chateaux Lacombe	750 "
g. Tilden Auto Park	700 "
h. MacDonald Hotel	116 "

There are also numerous small surface lots in the vicinity.

The majority of the parkades listed above, plus additional ones to be built in the future in the vicinity

of the C. N. right-of-way and the Redevelopment Area east of City Hall, will be incorporated into the Downtown Pedestrian Circulation System of which the 102nd Street Mall forms an integral part. (see Chapter 1).

5. APPROXIMATE COSTS
OF CONSTRUCTING THE MALL

A. Cost of physically closing the street to traffic, removing signs, parking meters, and bus stops	\$ 6,000.00
B. Cost of furnishing the Mall, painting the street surface, providing seats, display booths, etc., flags, poles and new street lighting, flower boxes, trees	74,000.00
C. E. T. S. Rescheduling, equipment, signs, public information	5,000.00
D. Contingencies	<u>15,000.00</u>
APPROXIMATE TOTAL	\$ 100,000.00

E. In addition to the above, there are annual or recurring costs of maintaining the Mall (e.g.)

i. Miscellaneous cleaning, Janitor Service and Snow removal.

The above estimates assume that property owners will be responsible for snow removal and sweeping sidewalks abutting their property as required under existing bylaw.

ii. Maintenance of trees and flowers.

iii. Cost of maintaining three additional buses.

iv. Loss of parking meter revenues.

NOTE: THE ABOVE FIGURES ARE NECESSARILY APPROXIMATE.

6. CONCLUSIONS

The Downtown Area of Edmonton is sorely in need of the kind of outdoor pedestrian spaces which malls provide. Evidence in other cities , particularly Ottawa (see Appendix A) indicate that the mall generates increased economic use of the street by making it both a shopping and recreational area for people, as contrasted to its relatively minor value as a facility for the movement and storage of vehicles under normal traffic conditions.

A mall on 102nd Street would not seriously increase traffic congestion elsewhere in the downtown area, would still maintain convenient public transit service, would not hinder the necessary servicing of retail premises, would not eliminate a significant number of parking spaces from use, and would be flexible enough to permit modification if and when conditions change.

The creation of such a mall would be an important step in the necessary process of improving

- A. the environment of the Downtown Area and
- B. shopping convenience in the Retail Core.

Without such action the Downtown Area may experience a serious economic decline in the face of competition from the Regional Shopping Centres. This has already occurred in many North American cities necessitating remedial actions of considerable magnitude and expense.

Experience in other cities has shown that the introduction of malls in appropriate locations has increased trade and property values on streets directly involved as well as improving the business climate generally. The Mall in Fresno, California, and the Sparks St. Mall in Ottawa, Ontario are particularly successful examples, being major factors in the rejuvenation of failing downtown areas.

An extremely important aspect of the 102nd Street Mall which cannot be emphasized too strongly is that it forms only part of a comprehensive plan for a total Downtown Pedestrian Circulation System - a system which, when fully implemented, will greatly improve the accessibility, attractiveness and convenience of the Downtown Area. The system will be linked directly to proposed rapid transit stations, transportation centres and major parking terminals serving the Downtown Area.

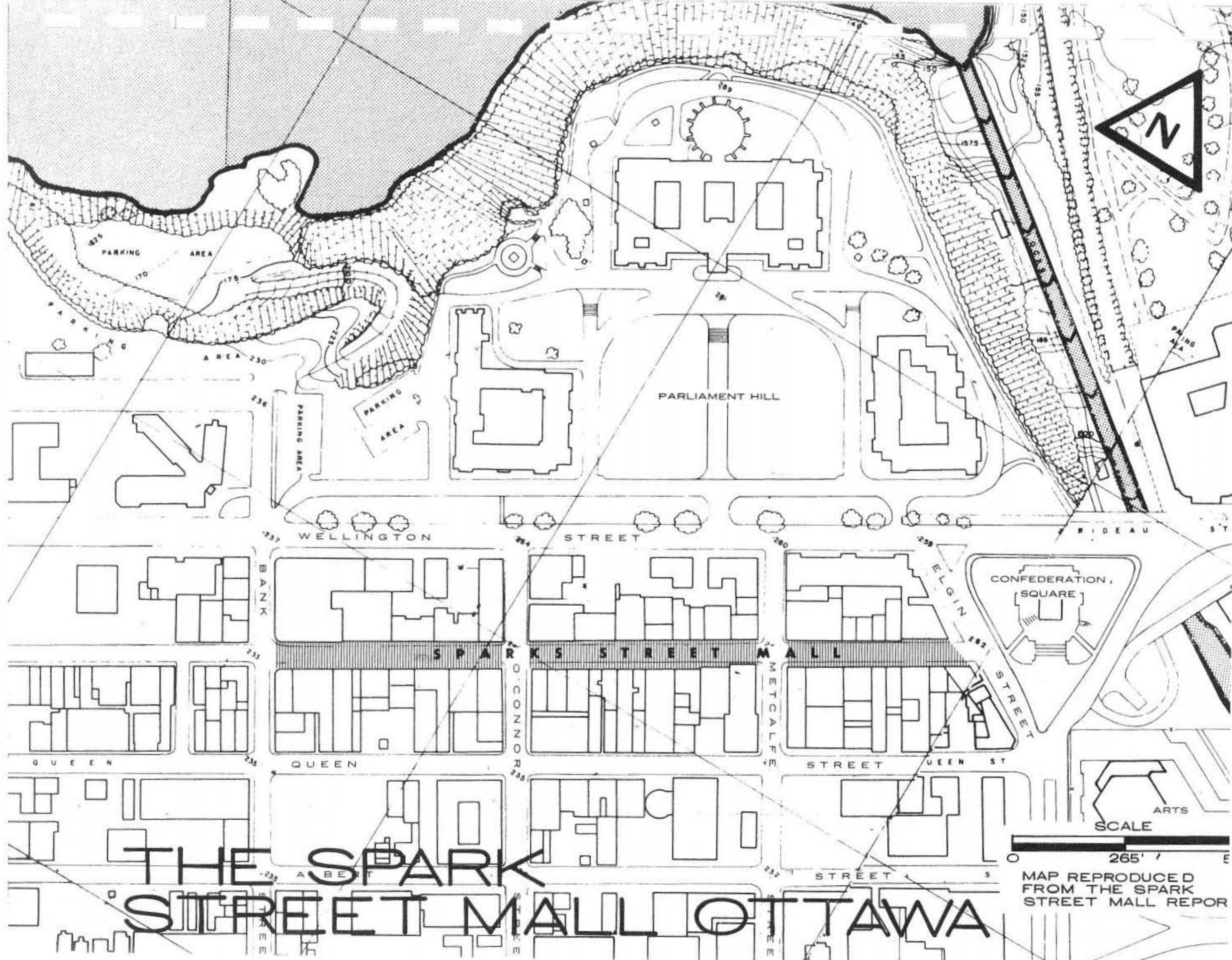
The first move has been made with this report. It now falls to the citizens, retailers and property owners concerned to take up the initiative and help to convert the proposals contained in these pages into an accomplished fact.

7. APPENDICES

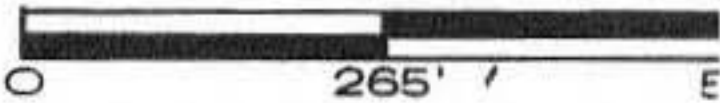
A. THE SPARKS STREET MALL, OTTAWA

On April 23rd, 1968, the City of Edmonton held a public meeting to introduce the proposed downtown pedestrian system in general and the 102nd Street Mall in particular, to the citizens and businessmen of Edmonton. Although reaction on the whole seemed favourable, there were a small number of retailers situated mainly in locations off the proposed Mall who voiced misgivings as to the effect of the proposals on their businesses. The experience of the Sparks Street Mall in Ottawa was cited as an example where the success of the Mall was achieved at the expense of the surrounding area. A claim was made that adjacent shopping streets suffered a decline in trade and property values fell in many instances.

Whilst members of the Planning Department had previously conducted some research into this matter and responded to the arguments at the meeting it was evident that a small but vocal group were unconvinced. As this particular question is a very vital issue in the whole subject of mall developments, the Planning Department conducted further research, visited Ottawa, and personally interviewed a number of people responsible for or affected by the Sparks Street Mall. The following is a resume of their comments and replies.



ARTS
SCALE



MAP REPRODUCED FROM THE SPARK STREET MALL REPORT

THE SPARK STREET MALL OTTAWA

i. PUBLIC OFFICIALS

- a. Dave Buchanan - Planner in charge of Special Projects in the Planning and Design Division of the National Capital Commission.

Mr. Buchanan confirmed that property values had increased both on the Mall and in the surrounding area, none had dropped. He also emphasized that its implementation had acted as a "blood transfusion" to the Downtown Area which had been decaying as a result of decentralization, competition from outlying shopping centres and the accessibility of Montreal by special "shopping" train services. The Mall had given confidence to developers interested in the Downtown Area, and had encouraged the development of a large hotel, office and commercial centre nearby. When asked to comment on the apparent lack of activity on Queen Street, one block to the South, he pointed out that it had always been a secondary commercial street composed of Office equipment and stationary suppliers, rubber stamp manufacturers, small clothing manufacturers, Fur graders, printers, etc; establishments which do not rely on passing trade and do not impart a lively atmosphere to the street. He pointed out that Bank Street running at right angles to Sparks Street, could be compared to the Mall in terms of similar uses, much like 102nd Street and 101st Street in Edmonton, except that Bank Street also relies on trade from local

residents. Property values and trade on Bank Street have increased in many cases, and not decreased anywhere, as a result of the Mall.

b. Paul Simpson - City Assessor, Ottawa

Mr. Simpson confirmed that there was no evidence at all of depreciation of property values anywhere off the Mall. A recent sale on the mall itself realized \$80.00 per square foot for land only. Another recent sale two blocks south of the mall realized \$35.00 per square foot, both prices were the highest ever for the area.

Mr. Simpson has received absolutely no complaints from any businessmen, nor had there been appeals against taxation levies from businesses off the mall. He pointed out that the street south of the mall is neither now, nor ever was a major merchandising area, although the few retail shops situated there were doing better business than ever before.

Mr. Simpson reiterated that Sparks Street was declining prior to the introduction of the mall, but is now thriving. The decline of the surrounding area has also been arrested. He quoted the "highly respected" Real Estate firm of Clayton and Fitzsimmons as saying that there was absolutely no decrease in property values on or off the mall. Mr. Simpson offered to talk to any person from Edmonton who would like further information.

c. Arnold Faintuck - City Planner, Ottawa City Planning Department

Mr. Faintuck stated that there was no conflict between Sparks Street and Bank Street which runs at right angles to it. Since the implementation of the Mall, upper floors on Sparks Street previously unrented were now occupied. He confirmed that the Mall had given the Downtown Area a boost and it now competed successfully with the Suburban centres.

ii. RETAILERS ON THE MALL

- a. Mr. E. R. Fisher - Owner of E. R. Fisher Ltd. Men's Wear,
113 Sparks Street Mall.

President of the Mall Authority

(The Mall Authority was created by Bylaw, consists of 1 Alderman, 1 Controller and 3 Merchants and is delegated the responsibility for granting all permits for development on the mall.)

Mr. Fisher said that prior to 1960 the Downtown Area was deteriorating, and consequently the merchants affected were generally in favour. They felt that anything improving the facilities for pedestrians Downtown, would be good for Downtown business. He stated that the Mall has actually helped trade on Bank Street for a length of three blocks to the south and he couldn't understand the objections of 101st Street traders in Edmonton. He also cited the case of Birks Jewellers on Sparks Street who were strenuously opposed to the mall but now appear in favour. Mr. Fisher expressed a willingness to come to

Edmonton to address City Council if desired.

- b. Mr. Ken Winkie - Owner of two shoe stores, one on the Mall, one off. He felt that the Mall has helped everyone.
- c. Mr. Shepherd - Assistant Manager of Birks Jewellers. He thought the Mall was good for business in spite of their earlier resistance to it.

iii. RETAILERS OFF THE MALL

- a. Mr. Torontow - Owner of a contemporary furniture store - Queen Street. He felt that the Mall was good for business. He has closed out the store he used to have in a Regional Shopping Centre and centralized his operation in his expanded Downtown store.
- b. Mr. Kippen - Owner of Noel Curr Gift Shop, Queen Street and Metcalf. He said that the Mall had helped his business; in fact he only recently bought the store on the recommendation of his accountant who realised the value of its location.
- c. Bruce Heggveit - Owner of Heggveit Sporting Goods - Queen Street. Mr. Heggveit said that the Mall encourages the people to walk and look around. He has been there many years and his business has increased steadily. He attributes this to more passing trade plus more people searching out his particular store.
- d. Don Evans - Owner of Evans and Kert, Office Furniture and

Stationary.

Mr. Evans said that only a small part of his operation depends on passing trade and that passing trade has increased. He feels that the Mall has not decreased trade on surrounding streets but may have improved it. He confirmed the opinion of others that Queen Street had always been the "poor relation" of Sparks Street and believed that any development which attracts people to the Downtown Area must improve business generally. He offered to reply to any correspondence received from Edmonton Merchants.

- e. John Obryan - Manager of Holt Renfrew, Queen Street.

He said that their business, mainly as high class furriers, has been increasing steadily for the past 28 years.

- f. Miss Koffman - Owner of Koffmans Ladies Wear - Bank Street.

Miss Koffman stated that the Mall had not affected her business one way or the other.

- g. Ted Wolfe - Owner of Siesta Shoes, Bank Street.

He said that business has increased yearly. He depends on comparative shopping. The Mall had not affected him adversely because people like to look in several shoe stores before purchasing.

IN NO CASE WAS THERE ANY MERCHANT EITHER ON OR OFF
THE MALL WHO DOUBTED THE BENEFIT OF THE MALL, AFTER ITS
IMPLEMENTATION.

B. LIST OF THE PRINCIPAL MALLS IN NORTH AMERICA

FULL MALLS

FRESNO, California.

RIVERSIDE, California.

SANTA MONICA, California.

ATCHESON, Kansas.

EL MONTE, California.

POMONA, California.

Wesminster, PROVIDENCE, Rhode Island.

Golden Mall, BURBANK, California.

Lincoln Road Mall, MIAMI, Florida.

Sparks Street Mall, OTTAWA, Ontario.

SEMI MALLS

(i.e. with public transit vehicles only)

Gay Street Promenade, KNOXVILLE, Tennessee.

Nicollet Avenue Transit Way, MINNEAPOLIS,
Minnesota (8 blocks long)

KITCHENER, Ontario.

The City Planning Department sent copies of the following letter to the Chamber of Commerce and the City Assessor of each city listed in Appendix B:

Dear Sir:

Re: The Influence of Malls on Surrounding Development.

The Edmonton City Planning Department is presently engaged on the Design of a Pedestrian Circulation System for the Downtown Area. You will observe in the accompanying report, which we handed out at a recent public meeting, that the System will involve the conversion of certain streets to Pedestrian Malls.

While we are well aware of the advantages of malls, both as areas of pedestrian activity, and in terms of retailing economics, we have heard some comment to the effect that malls often lead to a decline in those businesses near to the mall, but not actually on it.

We would certainly appreciate knowing if there is any truth in that statement, and if so, to what in particular, you attribute the causes. In our own Pedestrian Circulation System we obviously wish to ensure the greatest measure of success possible, and your advice and comments would prove most helpful...

Yours very truly,

S. C. Rodgers,
DIRECTOR OF PLANNING.

Copies of replies received, at the time of writing, follow:

1. City of Atchison, Kansas

Dear Mr. Palmer:

...We feel that our mall has been very successful and has benefitted the merchants that are not on the mall as well as those located on the mall... Our mall was completed in the fall of 1964 and

retail trade in this area has shown an increase of 35 to 40% since that time...

Sincerely,

Thomas H. Muehlenbeck
City Manager

2. Atchison Chamber of Commerce

Dear Mr. Rodgers:

Referring to your letter of April 29th, we are pleased to relate our experience and thoughts regarding a Mall operation.

In the first place, we have found the Mall of our downtown area has developed traffic that is enjoyed businesswise by not only those on the Mall, but other than the Mall business as well. Many of the merchants outside the Mall area have remodeled and modernized and they have enjoyed more traffic and more business traffic due to the Mall.

The business increase here is in the vicinity of a 40% increase.

Very truly yours,

O. W. Brown, Manager,
ATCHISON CHAMBER OF COMMERCE

3. City of Burbank, California

Dear Mr. Palmer:

The Burbank Golden Mall is situated in the six-block area that, by any measure, would be defined as "the" retailing centre of our Central Business District. Because of this, we do not have any significant "off the Mall" business that would be hurt by the Mall.

It is our opinion, however, based on observations of other Mall situations, that where the Mall is constructed in only part of the district, those stores off the Mall may suffer--if promotional activities are concentrated on the Mall. If the Mall or Malls are tied together with adequate parking, and the downtown area is approached, planned and developed as a unit, this condition can be eliminated.

I hope that this information will be of help to you.

Yours very truly,

STANLEY A. EISNER
Associate Planner

4. The Ottawa Board of Trade

Dear Mr. Rodgers:

We understand there has been an exchange of correspondence between your office and Mr. E. R. Fisher, Chairman, Permanent Mall Authority (Ottawa) and that copies of the mall booklet have gone forward.

We believe the Sparks Street Mall enhances the downtown business community and does not contribute to a decline in those businesses in the immediate area. By personal observation, I suggest the mall serves as a stimulus, and there is a noticeable tendency on the part of businesses adjacent to the mall to generally spruce up.

We wish you well with your mall project.

Yours very truly,

D. M. McClymont
General Manager

5. City of Riverside, California

Dear Mr. Rodgers:

Your letter of April 29 addressed to the City Assessor regarding malls has been referred to me as I coordinated the implementation of Riverside's mall. We have realized many advantages since the mall was constructed. One of the foremost of these advantages is the stabilization of assessed valuation in the downtown area. Prior to construction of the mall, as is the case in many cities, the assessed value of the downtown area had been falling. By establishing a mall, value was put back into the downtown area and its potential as a retailing and business financial centre increased.

In no case have we experienced any comment relative to retailing concerns near the mall losing business as a result of mall establishment. In fact, quite to the contrary, individual concerns in the mall area, but not on the mall have indicated an increase in sales.

Naturally many retailing concerns have not experienced an increase in sales, while by the same token others have. Many of the marginal retailing concerns have gone out of business, but have been replaced in the most part by substantial retailing concerns of a specialty type which will complement other retailing activities on the mall as well as financial institutions which show evidence of commencing.

In summary, then, I would like to again reiterate to you that we have not experienced a loss of business by retailing concerns outside the mall and that we feel in the near future the mall will be one of the greatest successes of the City. If I can provide you with additional information, pictures, slides, etc., please do not hesitate to contact me.

Very truly yours,

Craig G. Bryant,
Senior Administrative Assistant
to the City Manager

6. City of Santa Monica, California

Dear Mr. Palmer:

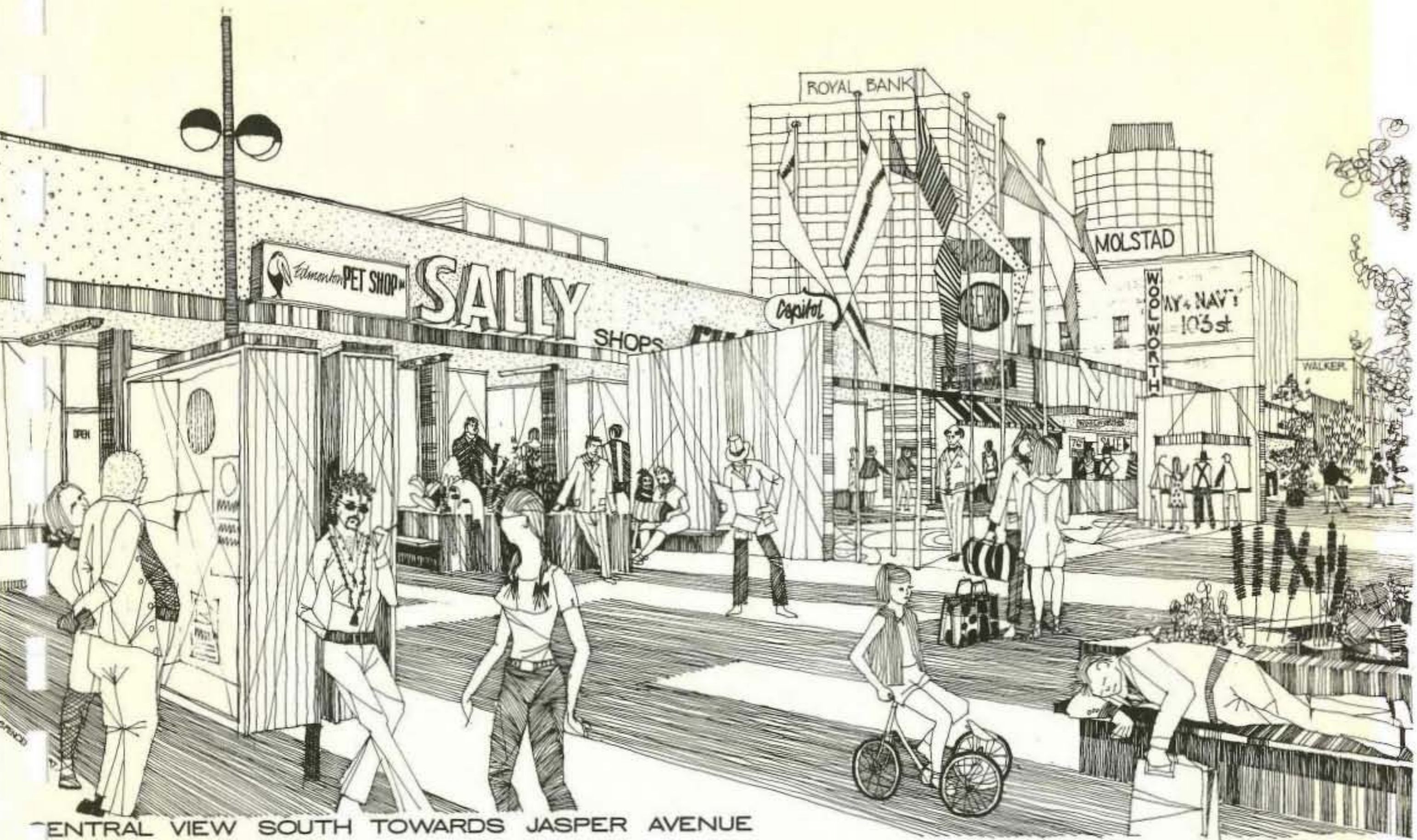
The Santa Monica Mall during the several years of its existence appears to have had no deleterious effect on the surrounding business areas, in fact, there is some evidence that the benefits of the mall are spreading to surrounding properties, no doubt, because the mall has attracted much larger numbers of people to the downtown area as compared to the period before it was constructed.

To illustrate what I mean, there is now in the advanced planning stage a proposed high-rise office building approximately one block from the West side of the mall. East of the mall we have a concentration of banks and financial institutions which clearly benefit from the increased level of business activity among the mall merchants.

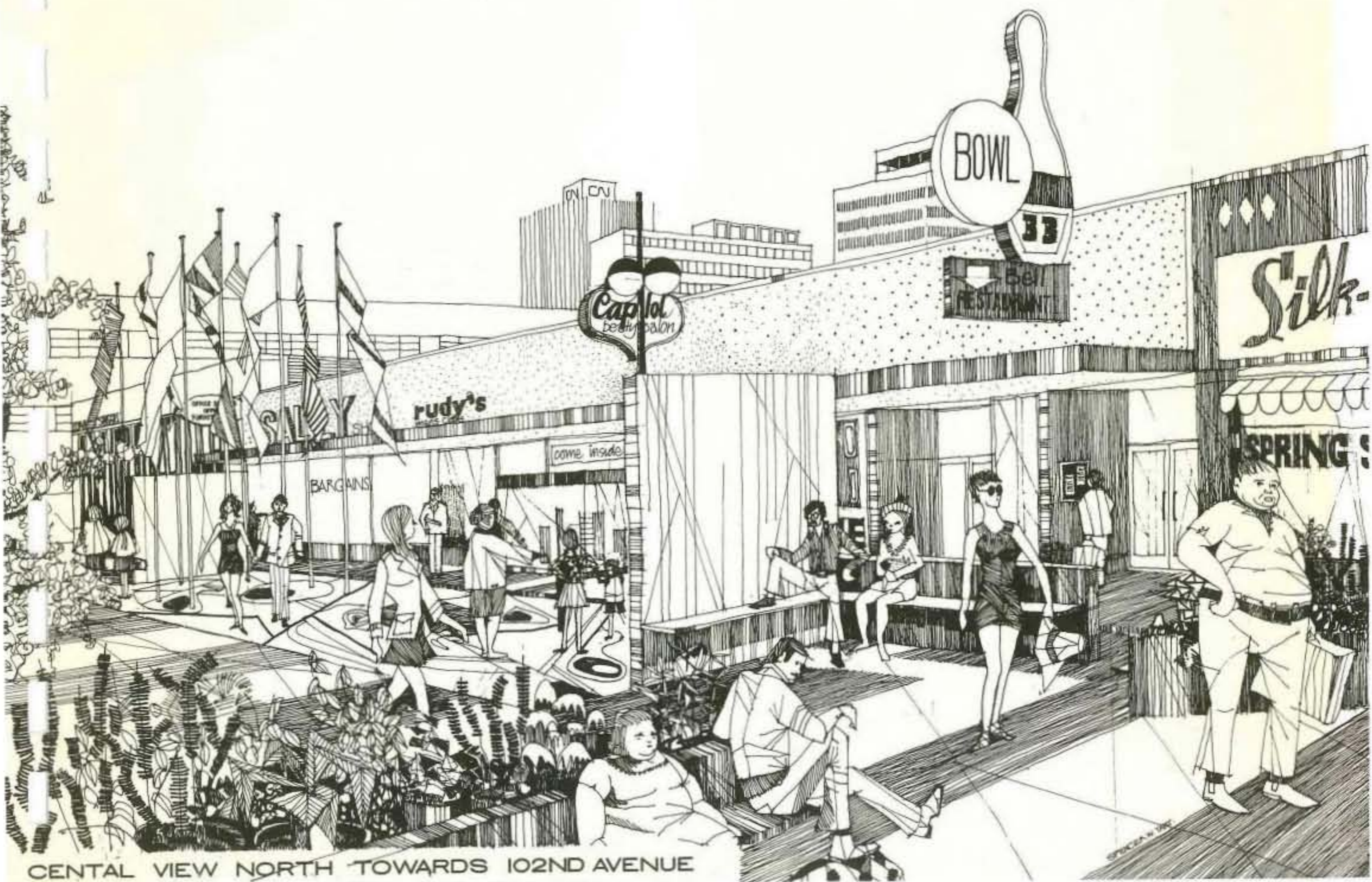
If I can be of further assistance to you please let me know.

Very truly,

L. S. Storrs,
Director of Planning

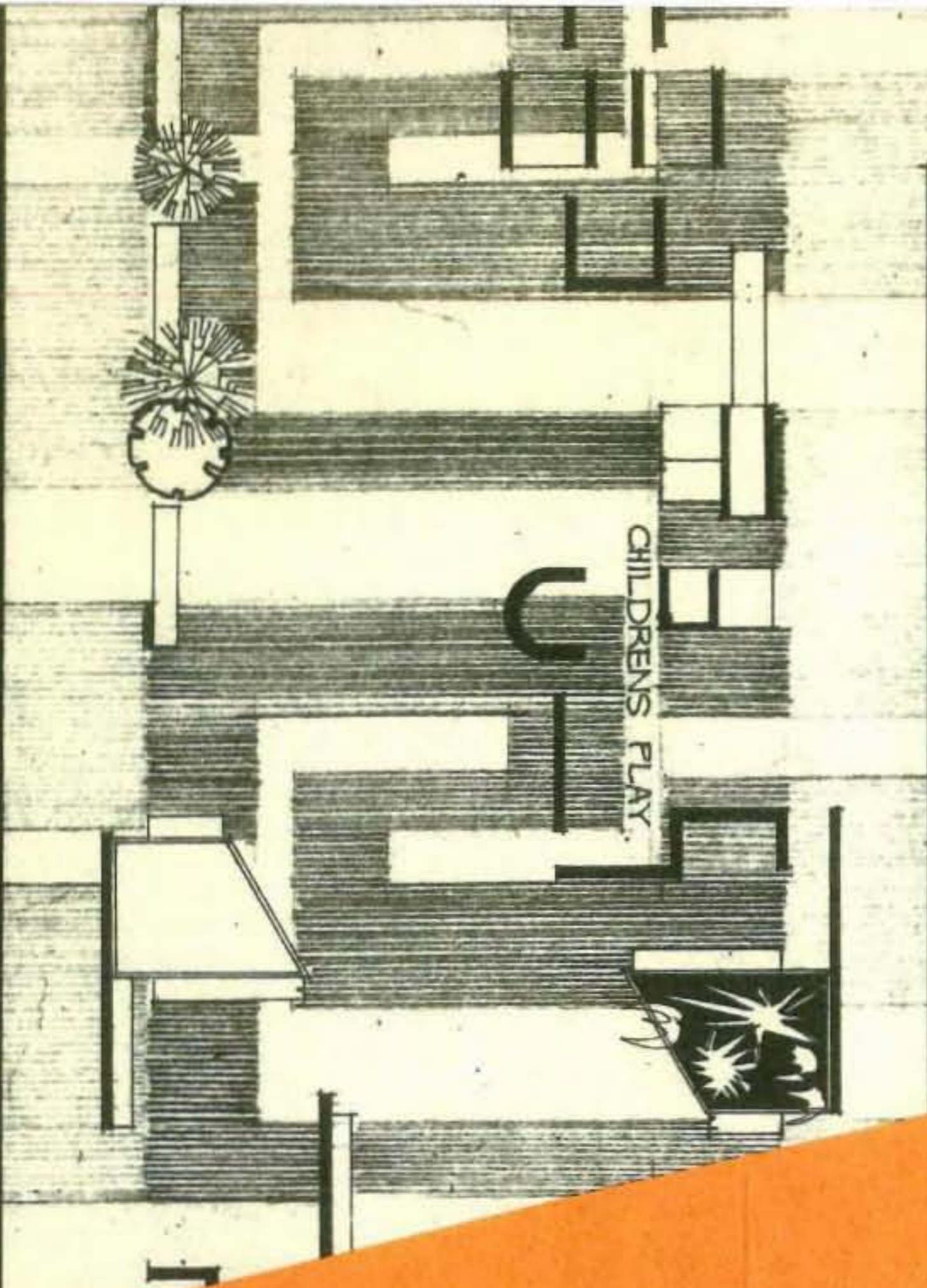


CENTRAL VIEW SOUTH TOWARDS JASPER AVENUE



CENTRAL VIEW NORTH TOWARDS 102ND AVENUE

CLARKE BUIL



Oversized maps are available in the AESDL Library Physical Copy

Planning and Development
LIBRARY
The City of Edmonton