

REQUEST FOR DECISION

**Subject: Proposed Bylaw No. 479 First Reading
Railway Lands Area Redevelopment Plan**



Presented to: Council

Date: December 11, 2023

Submitted by: Randall McKay
Manager, Strategic Initiatives + Special Projects

Item #: 7.1

ADMINISTRATIVE RECOMMENDATION

That Council:

1. Grant First Reading to proposed Bylaw 479 “Banff Railway Lands Area Redevelopment Plan (ARP)” and schedule a public hearing at a special meeting of council on Wednesday, March 20th, 2024 at 1:30 p.m.
2. Direct Administration to seek public input on the proposed “Banff Railway Lands Area Redevelopment Plan” in advance of the public hearing.
3. Direct Administration to seek comments from Municipal Planning Commission on the proposed “Banff Railway Lands Area Redevelopment Plan” for consideration of Council.
4. Direct that confidential Attachment D remain confidential pursuant to Section 27 (Privileged information) of the *Freedom of Information and Protection of Privacy Act*.
5. Direct that Confidential Attachments E, F, G and H remain confidential pursuant to Section 21 (Disclosure harmful to intergovernmental relations), 23 (Local public body confidences), and 24 (Advice from officials) of the *Freedom of Information and Protection of Privacy Act*.

BACKGROUND

Reason for Report

To present the Railway Lands Area Redevelopment Plan to council for First Reading and to seek direction from council to proceed with gathering public input on the draft plan, subject to final budget approval. Proposed Bylaw No. 479 is attached as Appendix B and a copy of the Banff Railway Lands ARP “What We Heard Report” prepared and submitted by the project proponent is attached as Appendix C.

Summary of Issue

On February 19th, 2019, council endorsed a Terms of Reference for the Railway Lands Area Redevelopment Plan that established the boundary of planning area and a summary of what council expected to be addressed in the ARP. (COU19-59). See Attachment A. It should be noted a minor adjustment was made to the northeast boundary of the planning area as a result of a leasehold amendment made by CP in July 2021. See MAP I.01 on page 8. of the proposed ARP.

The purpose of the ARP is to provide a comprehensive and integrated planning strategy for the revitalization and future redevelopment of the railway lands. It sets in place policies for the establishment of a multi-modal transit hub and continued use of the train station along with the development of other associated features, visitor and community services and amenities, intercept parking for passenger vehicles and enhanced infrastructure for walking, cycling, and other mobility options.

The ARP also offers the opportunity to return the historic Banff train station and its grounds as a landmark and destination to its former prominence with several initiatives including the rehabilitation and restoration of the historic railway station building, and revitalization of historic

public spaces through land uses that are better suited to today's travelling public. It builds on the historic character of the site and enhances potential for the interpretation of the history of the Canadian Pacific Railway and its significance in the evolution of railway tourism in Canada.

Plan Structure

The content of the ARP is based on the approved Terms of Reference and is divided into 10 sections and supplementary appendices as follows:

Section 1 (Introduction) describes the historic context of development in the Railway Lands, policy framework, vision, principles and objectives and land use concept. It summarizes the Plan's principles, objectives, and provides an overview of policies and technical studies used to inform the ARP.

Section 2 (Site Framework) summarizes the site framework, surrounding land uses, plan attributes, community and ecological priorities as expressed through a series of public engagement events and consultations. The ARP lays out a plan to link mass transit, low carbon and smart mobility, heritage preservation and protection of buildings and character defining landscape features and a plan for environmental rehabilitation and restoration of previously disturbed area of the site. It also creates opportunities for economic prosperity to offset the public costs of the development and generate tax revenue. In doing so, the ARP supports community goals consistent with Town plans and policies.

Section 3 (Development Concept) focuses on the policies for future redevelopment within the Railway Lands. The land use concept allows for a range of complementary commercial land uses, cultural and civic amenities, and hospitality/visitor services intended to create a revitalized destination for residents and visitors alike. This also includes policy direction on the following *Character Areas*:

- Station Plaza and Amphitheatre Community Hub CPR Landscapes and Gardens
- Heritage Railway Architecture District
- Vehicle Parking
- Medium Density Residential Transition Zone
- Fenland Indian Grounds Wildlife Corridor, Habitat and Environmental Enhancement

Section 4 (Urban Design) contains design policies and guidelines for site organization and individual precincts. The section also includes direction on building massing, architectural treatments, site design, open spaces, lighting, parking, signage, and pedestrian walkways.

- Urban Design Determinants
- Scenic Views
- Climate and Ecosystem Sensitive Building and Site Design
- Building Siting and Massing
- Banff Canadian Pacific Railway Train Station
- Relocated and Rehabilitated CPR Buildings
- New Buildings
- New Building Design Standards
- Public Realm and Open Spaces
- Character Open Spaces
- Existing Built Heritage Landscapes
- Proposed Public Open Spaces
- Public Art and Interpretation
- Site Amenities

- Barrier Free Access
- Site Access for Service and Loading
- Parking

Section 5 (Mobility, Accessibility, and Connectivity) describes the overall transportation vision for the Plan area to create a mobility hub that supports a compact, walkable, and bikeable destination centered on accessibility, connectivity and seamless transfers to destinations and attractions from outside of the National Park and the town to the townsite and surrounding National Park without the need for a private vehicle. Policy direction is provided with regards to:

- Active Modes
- Transit
- Aspirational Norquay Gondola Terminus
- Passenger Rail Facilities
- Parking
- Roadway Network
- Servicing and Loading

Section 6 (Environmentally Significant and Sensitive Areas) provides policy direction for areas of the site that have environmental attributes worthy of preservation or special care. The Plan protects and preserves the contiguous area of wildlife habitat located in the primary Fenland Indian Grounds Wildlife Corridor east of the sand dune and avoids new disturbance or activity encroachment into this sensitive area. Policy direction is also provided with regards to:

- Wildlife
- Native Vegetation
- Soils and Landforms
- Hydrology and Aquatic Resources
- Surface and Stormwater Quality
- Groundwater and Contaminated Sites
- Air Quality

Section 7 (Railway Heritage) outlines strategies and guidelines to promote the preservation, rehabilitation, restoration and reconstruction of heritage buildings and landscape features within the Plan area site including:

- Banff CPR Train Station
- Historic Landscape Features
- Relocation of Existing Railway Heritage
- Banff CPR Icehouse
- Field Telegraph Building
- Banff Station Master's House
- Information Booths
- Historic Rolling Stock
- New and Reconstructed Heritage Railway Buildings

Section 8 (Culture) describes opportunities for education, interpretation, and celebration of the natural and human history of Banff, the CPR's role in the early development of Banff National Park, and Indigenous heritage.

Section 9 (Infrastructure) describes the policies and mechanisms by which infrastructure and services for new development will be provided, as well as how the levels of service will be established including:

- Water Servicing
- Sanitary Servicing
- Stormwater Management
- Parking
- Shallow Utilities
- Off-Site Levies

Section 10: (Implementation) approval of the Plan is the first step in implementation of the ARP. This section provides a chronological guide to the actions, entities, and timelines that must be initiated and coordinated to support achievement of desired planning outcomes over the short, medium, and long term as they relate to the ARP policy objectives.

ARP Appendices

- A. Banff Railway Lands Transportation Impact Assessment, including Addendum to Transportation Impact Assessment Parks Canada Comments – Transportation, 2022-08-31
- B. Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley, August 2022
- C. Expert Panel - ARP Alignment 12-12-2022
- D. CP - Liricon Lease Amending Agreement Map
- E. Canadian Pacific, July 8, 2022 letter to Town of Banff, Letters Patent in respect to Banff Railway Lands
- F. Order in Council, Banff Train Station
- G. Historic Sites and Monuments Board of Canada, Heritage Railway Stations, Heritage Character Statement, Canadian Pacific Railway Station, Banff, Alberta
- H. Banff Railway Lands Infrastructure Analysis
- I. Banff Train Station Heritage Plan
- J. Illustrative Concept Site Plan

Budget

There are no budgetary implications with review and/or any formal readings of the draft plan by Council other than staff time and resources to prepare documentation and reports. However, there will be budget implications associated with the public input process to be led by the Town of Banff should First Reading be granted by council. It is anticipated that the cost of the public input and community engagement process will be \$20,000.

Internal Resources

The Manager, Strategic Initiatives + Special Projects and Director, Planning and Environment, have been working with the proponents consulting team throughout the process of drafting the plan and coordinating preliminary intergovernmental and interdepartmental review and comments as required.

Communication

The proponent has conducted and led public consultation and engagement in conjunction with drafting of the plan. The attached “What We Heard Report” is a summary of community engagement activities that have taken place to date to help clarify queries from stakeholders regarding certain components of the plan, to better understand community views on elements of the

draft Plan (i.e., what might be missing or shouldn't be included in the plan) and to inform the public on proposed policy direction.

Now that the draft ARP has been finalized, the Town of Banff will proceed to initiate its own public input and engagement process. The public engagement aims to receive insights from residents who live, work, and visit within the plan area and community at large to gain feedback to help inform council decisions. The Director, Communications & Marketing, has assisted in preparing a detailed public input strategy for the ARP to be conducted in two phases as follows:

Public Input Tactics

- **Phase 1**
 - ✓ Open House – for providing info and opportunities for people to clarify and understand (no collection of input) with large site plan, concept drawings, information stations on alignment with community goals on key perspectives;
 - ✓ Online Project Page – ARP document, key features examined, Town's goals for development in this area, Town's assessment of how ARP aligns with goals, policies, strategies
 - ✓ Site Walking Tour (and video taken) to provide site specific reference points to features and buildings in proposed ARP
- **Phase 2**
 - ✓ **Online Project Page** - launches online input tools
 - Questionnaire, Discussion Forum – residents and visitors
 - ✓ Meta analysis of recent relevant visitor survey topics and data from BLLT, Liricon, Parks Canada, Town of Banff
 - ✓ Visitor Intercept Survey
 - ✓ 2 Large-Room Hybrid Workshops
 - presentations by Town administration for context and process
 - facilitated World Café tables
 - focus stations for public input on key ARP features and community goals
 - large format site plan and concept drawings
 - ✓ Indigenous Peoples meetings and conversations
 - ✓ 2-3 Focus Groups – gathering input with key groups with specific interests, such as:
 - Adjacent Residents
 - Heritage organizations
 - Business leaders
 - ✓ DIY Workbook and questionnaire

Municipal Planning Commission acts as the Approving Authority on development matters delegated to it by the Manager, Development Services. MPC also acts in an advisory capacity from time to time on issues and policies relating to planning, land use regulation and community development, as directed by council. It is recommended that council direct administration to circulate the draft ARP to MPC for review and comment prior to the public hearing.

Council Strategic Priorities

A 2023 Council Service Review priority was to bring forward the Railway Lands ARP to council for First Reading.

Legislation/Policy

An Area Redevelopment Plan is a statutory plan adopted as a bylaw by Council in accordance with Sections 634 and 635 of the *Municipal Government Act* and Article 5.5 of the Town of Banff Incorporation Agreement. The document is also intended to be read in conjunction with the Banff Community Plan and Banff National Park of Canada Management Plan, among other plans and policies.

An ARP is intended to provide a land use planning framework to guide future redevelopment by:

- describing the objectives of the plan and how they are to be achieved;
- establishing land uses and development standards for the redevelopment area;
- preserving or improving land and buildings in the area;
- rehabilitating buildings in the area;
- removing buildings from the area;
- constructing or replacing buildings in the area;
- establishing, improving or relocating roads, public utilities or other services in the area;
- facilitating any other development in the area; and
- any other proposals that council considers necessary.

Parks Canada, Banff Field Unit has consistently communicated its decision-making process and the requirement that any plan seeking Ministerial approval must first demonstrate conformance to applicable policy and legislation. Parks Canada will provide a determination on the scope and level of environmental review, which would include, among other things, the preparation of a Terms of Reference and a description of the roles and responsibilities of the municipality, the project proponent and Parks Canada.

- Confirm conformance of the ARP with relevant federal statutes and regulations, the Town of Banff Incorporation Agreement, and the Banff National Park of Canada Management Plan (as per Articles 5.15 and 6.1 of the Incorporation Agreement).
- Determine if an environmental review of the ARP is required, and if so, confirm the appropriate scope and level of review, and identify any required mitigations as per Article s6.2.2 of the Incorporation Agreement.

If the bylaw to adopt the ARP is granted three readings and approved by council, under the provisions of the Town of Banff Incorporation Agreement, the federal minister responsible for Parks Canada or their designate must give final approval to the amending bylaw prior to coming into effect.

Banff Community Plan

Local Economy

- *Establish commercial land use policies and development regulations to ensure Banff will continue to prosper.*
- *Banff will remain competitive with other worldwide visitor destinations.*
- *Provide an appropriate mix of commercial services that meet the long-term needs of visitors and residents.*
- *Ensure commercial development reflects and respects the Town's role as a visitor centre as well as the values of the national park.*
- *Commercial development will occur within the legislated commercial growth cap.*
- *Encourage capital reinvestment in existing commercial space.*

Social

- *Ensure all new development and redevelopment incorporates the highest quality architecture, landscape architecture, environmental and urban design that is complimentary to its location and surrounding context.*
- *Educate residents and visitors about Banff's built and natural heritage.*
- *Encourage the retention, restoration, rehabilitation, and re-use of existing heritage buildings.*
- *Introduce regulations that minimize visual impact on scenic views and light trespass caused by overhead cables, decorative or excessive exterior lighting without compromising safety and aesthetics/visitor appeal.*

Environmental

- *Provide a transportation system that encourages and complements pedestrian movement and cycling.*
- *Provide a transportation system that enhances the resident and visitor experience.*
- *Increase opportunities for residents and visitors to use non-vehicular modes of transportation.*

Banff National Park of Canada Management Plan 2022

7.1 Town of Banff

Over the next decade, areas of attention for the Town of Banff include:

implementing efforts to address the impacts of climate change;

the ongoing promotion and development of more active and sustainable transportation choices including public transit service between Calgary and the Bow Valley (including Canmore, Banff and Lake Louise);

reducing traffic congestion;

promoting active transportation;

ensuring Banff remains a vibrant, culturally rich place to visit, live, and work for generations to come.

Key strategy 8: Moving People Sustainably

For a healthy environment and quality visitor experiences in the future, Banff National Park needs to address the rising traffic levels and congestion in the park.

Without pre-supposing the work of the expert panel, such a people-moving system may reveal that one single approach or tool will not work to address this complex challenge. While still including mass transit as a component, a people-moving system for Banff must be nimble. The system may use a variety of approaches including but not limited to:

- *multi-modal on-demand components including micro-transit;*
- *maximizing use of current transport-related infrastructure;*
- *integrated trip and transportation reservations;*
- *incentives for high occupancy or zero-emission modes of transport and disincentives for use of private gasoline/ diesel powered vehicles;*
- *parking space management; or*
- *timed limits to length of stay in peak periods.*

Other

Expert advisory panel on moving people sustainably in Banff National Park

Arriving in Banff National Park

- *Key strategy 1*
Reduce private vehicle arrivals
- *Key strategy 2*
Create mobility hubs

Develop hubs in two locations

The panel sees two areas being particularly well positioned to serve as transportation hubs:

- *Banff Townsite Area*
While ecological constraints will be a factor, it would be advantageous to consider a large transportation hub at the north (Mt Norquay Road) or east (Banff Avenue) end of town. This hub would ideally be co-located with public and private mass transit from Calgary either by train or bus.

Moving around the park

Key strategy 3

- *Improve & diversify public transportation options*

Key strategy 4

- *Develop & encourage active transportation*

Key strategy 5

- *Create a comprehensive and unified transportation service*

Enabling change

Key strategy 6

- *Develop partnerships with stakeholders & Indigenous Peoples*

Key strategy 8

- *Better understand visitor experience & transportation use*

The intent of the ARP is to provide an integrated planning framework and supporting policies that will guide future public and private investment in the short, medium, and longer term to assist decision makers during the review of future land use bylaw amendments and development permit applications.

An ARP does not authorize or approve individual or specific projects for development. A valid development permit must be obtained for any development prior to the commencement of construction.

ATTACHMENTS

Attachment A: Terms of Reference - Railway Lands Area Redevelopment Plan

Attachment B: Bylaw No. 479 “Banff Railway Lands Area Redevelopment Plan (ARP)”

Attachment C: Railway Lands Area Redevelopment Plan “What We Heard Report”

Confidential Attachment D: Legal Opinion from Town of Banff Legal Counsel

Confidential Attachment E

Confidential Attachment F

Confidential Attachment G

Confidential Attachment H

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