

Planning & Development Report to  
Calgary Planning Commission  
2019 February 21

ISC: UNRESTRICTED  
CPC2019-0197

## Policy Amendment - Banff Trail Station Area Redevelopment Plan - Mobility Network Implementation Updates (Ward 7)

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### EXECUTIVE SUMMARY

This report presents proposed policy amendments to the *Banff Trail Station Area Redevelopment Plan* (ARP) to facilitate the implementation of the plan's conceptual mobility network. The report responds to Council direction and details two policy tools that will complement those currently available and aid in protecting and acquiring land for new multi-modal connections in the station area. The amendments include:

- policies to guide the use of building setbacks to protect land identified for the mobility network where comprehensive redevelopment is proposed; and
- the addition of a new density bonus provision to provide additional buildable floor area, measured in floor area ratio (FAR), where land required for the network is voluntarily dedicated to The City.

The proposed amendments do not change the overarching vision and land use concept of the existing ARP but rather are intended to provide improved policy guidance for landowners, developers, and Administration in the review of comprehensive development applications to better achieve the goals and objectives of the ARP, specifically as they relate to creating the new mobility network.

### ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission:

1. Direct this report (CPC2019-0197) to the 2019 March 18 Combined Meeting of Council to the public hearing portion of the Agenda; and
2. Recommend that Council hold a Public Hearing; and
  - a) **ADOPT**, by bylaw, the proposed amendments to the Banff Trail Station Area Redevelopment Plan (Attachment 1); and
  - b) Give three readings to the proposed bylaw.

### PREVIOUS COUNCIL DIRECTION / POLICY

At the 2017 July 31 Combined Meeting of Council, following approval of the land use amendment for the Campus Suites development (LOC2016-0197/CPC2017-265), Council directed Administration through a Motion Arising to explore how to proactively address implementation of the mobility network identified in the *Banff Trail Station ARP* and report back to Council through the Standing Policy Committee on Planning and Urban Development no later than Q2 2018.

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At the 2018 June 25 Regular Meeting of Council, Administration presented PUD2018-0633 which outlined Administration's investigation and recommended further work on two policy options to facilitate the implementation of the mobility network envisioned in the *Banff Trail Station ARP*. Council received PUD2018-0633 for information and directed Administration to continue work on the two policy options, consult with key stakeholders in the area including landowners and business owners, and report back to Council through the Calgary Planning Commission no later than Q1 2019 with any proposed amendments to the ARP.

### **BACKGROUND**

On 2011 October 03, Council approved the *Banff Trail Station ARP* for the area known as Motel Village. The ARP envisions this area transitioning into a mixed-use, high-density, pedestrian-friendly, urban transit node. To support the anticipated increase in development intensity and diversity of uses, the ARP calls for the creation of a new mobility network to improve the public realm and multi-modal transportation connections within and through the plan area (Attachment 2). Implementation of this mobility network requires acquisition of privately owned land to create and construct these new complete streets. Fragmented land ownership, existing development and existing buildings as well as site constraints such as grade differences between parcels, have proven challenging to redevelopment and implementation of the ARP's vision, particularly with regards to the envisioned mobility network (Attachment 3).

Recent development applications (LOC2013-0067 and LOC2016-0197/DP2016-4219) within the plan area have highlighted the benefit that additional policy guidance could provide for implementing the mobility network. On 2018 June 25, Administration presented two policy options to Council intended to facilitate mobility network implementation (PUD2018-0633). The first option included formalizing a new density bonus provision that was piloted through one of the recent land use and development permit applications (LOC2016-0197/DP2016-4219) where land required for the network was voluntarily dedicated to The City in exchange for additional buildable floor area. The second option included providing policy guidance for the use of building setbacks at the land use redesignation stage to protect for land area required for the network.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

#### **Proposed Policy Amendments**

As directed by Council, Administration continued work on the two options identified in PUD2018-0633 including drafting amendments to the ARP and consulting with key stakeholders in the area. The proposed amendments will provide improved guidance to landowners, developers and Administration to help advance the mobility network goals and objectives of the ARP. Due to existing development in the area, the two policy tools are intended to be utilized at the time comprehensive redevelopment is proposed for a site and would be implemented as part of the land use redesignation process through a DC Direct Control District and subsequent development permit process.

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### ***Building Setbacks to Protect for Lands Required for the Mobility Network***

The proposed amendments provide policy direction for using increased building setbacks to protect for land that is required for the mobility network. Similar to right-of-way setbacks identified in *Land Use Bylaw 1P2007*, at the land use redesignation stage building setbacks would be determined to ensure that new buildings are not located within land required for the network. The depth of these building setbacks would be determined through the review of the application and would be subject to Administration (Transportation) review and approval.

Specific considerations in determining the setback depth would include the functional requirements of creating multi-modal streets, in keeping with the intent of the *Complete Streets Policy*, as well as the ability, timing, and likelihood of acquiring land from adjacent parcels to complete the network. Modified street sections to accommodate pedestrians, cyclists, and automobiles will likely be required. It should be noted that while this policy tool would protect the identified portions of a parcel from development, acquisition of those portions of land would still be required to create public roads through land purchase, exchange, or voluntary dedication.

### ***Bonus Density Option for Voluntary Land Dedication***

The amendments propose adding a new bonus density option to the existing list of bonus density options provided in the ARP. This new bonus option was piloted through a recent development application in the area (LOC2016-0197/DP2016-4219) and would give landowners/developers additional buildable floor area where land required for the mobility network is voluntarily dedicated to the City. Only parcels adjacent to areas identified in Figure 8b (Attachment 2) of the ARP would be eligible for receiving additional floor area through this provision.

Recognizing the impact road dedication may have on a redevelopment site, the policy allows the Approving Authority to consider providing additional buildable floor area beyond the standard rate where it is demonstrated that dedication of land would have a disproportionately negative impact on a site's redevelopment. Key considerations for granting this additional density include the area of land to be dedicated as a proportion of the overall site area, the width and depth of land to be dedicated in relation to the overall site dimensions, and site characteristics such as grade and available access points.

The primary benefit of this option is that it provides a mechanism for land acquisition at no cost to the City while giving landowners/developers additional buildable floor area. However, the provision of a bonus density item does not in itself guarantee that dedication will occur as such items are optional and voluntary. Individual development proposals would ultimately have to elect to utilize this option.

### ***Summary***

Full implementation of the mobility network envisioned in the ARP will be challenging to achieve. While City-led improvements such as planned upgrades to Crowchild Trail NW and 16 Avenue NW will contribute to enhancing the mobility network surrounding the station area,

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improvements to the internal network will be primarily driven by individual redevelopment applications. The amendments presented here are intended to facilitate advancing the network by providing additional tools, including a bonus density incentive that can be used by landowners, developers, and Administration when comprehensive redevelopment is proposed. Ultimately, full realization of the conceptual mobility network will require a range of acquisition and implementation tools including those recommended in this report.

### **Stakeholder Engagement, Research and Communication**

In response to Council direction, Administration consulted with area stakeholders to inform and solicit feedback on the proposed amendments. This consisted of:

- a mail-out to all registered landowners in the area;
- two meetings with the Established Areas Working Group (industry); and
- meetings with the Banff Trail and the Hounsfield Heights/Briar Hill Community Associations.

Feedback from stakeholders emphasized the challenges associated with implementing the mobility network. Specifically, industry stakeholders raised concerns that the bonus density option as initially proposed did not sufficiently account for the impact land acquisition could have for smaller, more constrained development sites. In response to this, Administration subsequently revised the bonus provision to allow the Approving Authority to consider granting additional bonus density where dedication may have a disproportionately large impact on a site's redevelopment. The amendments as presented in this report reflect that revision.

### **Strategic Alignment**

The proposed amendments would facilitate the creation of a new mobility network in the Banff Trail station area and advance the overarching planning goals and objectives of the *Municipal Development Plan* (MDP) and ARP. The amendments would formalize two policy tools intended to assist landowners, developers, and Administration to implement the vision and policies of these two plans and realize redevelopment within a Major Activity Centre and a Transit-Oriented Development area.

### **Social, Environmental, Economic (External)**

Providing additional policy tools for implementing a new mobility network in the Banff Trail station area will contribute to realizing the social, environmental, and economic goals of the MDP and ARP. The tools will assist in creating improved mobility connections in and around the area. In addition, encouraging voluntary land dedication through the bonus density provision could facilitate implementing the mobility network at a lower cost to the City.

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### **Financial Capacity**

#### ***Current and Future Operating Budget***

There are no operating budget implications associated with this report. However, there would be maintenance costs associated with the creation of new public streets in the station area.

#### ***Current and Future Capital Budget***

There are no capital budget implications associated with this report at this time. However, full implementation of the new mobility network may require capital funding. The amount is highly variable and depends on several factors including land acquisition costs, where other low-cost voluntary options have not been successful, and the extent to which public funds are required for road upgrades and construction.

### **Risk Assessment**

The amendments proposed in this report are intended to provide additional policy tools that Administration may use to protect for and negotiate land acquisition to advance the mobility network described within the ARP. With regards to the proposed bonus density option, it is voluntary and thus, there is a risk that landowners/developers may choose not to utilize this provision. Where voluntary dedication does not occur, The City may be required to consider other methods of land acquisition such as purchase or land exchange.

#### **REASON(S) FOR RECOMMENDATION(S):**

The proposed amendments will aid in advancing the conceptual mobility network identified in the *Banff Trail Station Area Redevelopment Plan*. The two options are low-cost to The City and are intended to provide additional guidance to inform the review of comprehensive redevelopment applications and realize new multi-modal connections within the plan area.

These policy tools complement the other standard tools available and will aid in achieving the goals and objectives of the *Municipal Development Plan* and *Banff Trail Station Area Redevelopment Plan* and provide for a better connected mobility network to support transit-oriented development in this area.

#### **ATTACHMENT(S)**

1. Proposed Amendments to the Banff Trail Station Area Plan
2. Conceptual Mobility Network
3. Conceptual Mobility Network with Local Context