

# BANFF RAILWAY LANDS

AREA REDEVELOPMENT PLAN



FOR PUBLIC ENGAGEMENT  
BY LIRICON/NORQUAY  
Preliminary Draft – September 2023

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# LAND ACKNOWLEDGEMENT

The lands on which Banff sits have been the sites of natural abundance, ceremony and culture, travel and rest, relationship building, and trading for Indigenous Peoples since time immemorial. Banff is located within Treaty 7 Territory and within the Métis Nation of Alberta Region 3. We acknowledge this land as the traditional territories of the five Alberta First Nations that signed Treaty 7, including the Kanai (Blood), Siksika (Blackfoot), Piikani, Tsuut'ina Nation, and the Stoney Nakoda (comprised of the Chiniki, Bearspaw, and Wesley Nations).

The Town of Banff owes its strength and vibrancy to these lands and the diverse Indigenous Peoples whose ancestors' footsteps marked this territory. We call upon all our collective honoured traditions and spirits to work together toward improving Banff for today and future generations.

FIGURE I.01 Three chiefs on horseback at Indian Grounds, with Cascade Mountain, Banff Indian Days, ca. 1950

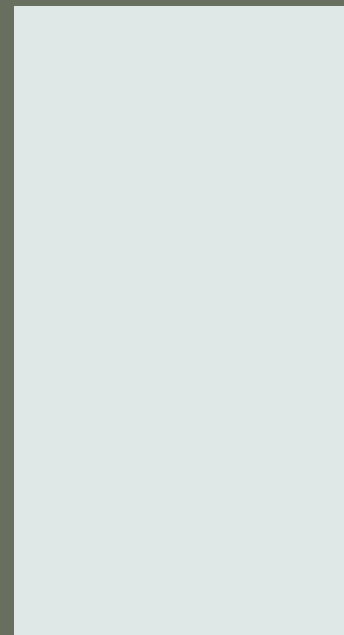


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- A. Banff Railway Lands Transportation Impact Assessment, including Addendum to Transportation Impact Assessment Parks Canada Comments – Transportation, 2022-08-31
- B. Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley, August 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

# EXECUTIVE SUMMARY



The purpose of the Banff Railway Lands Area Redevelopment Plan (ARP) is to create a vibrant, multimodal transportation hub and destination arrival centre that respects and enhances the historical, physical, and social context of the site. The Plan provides a framework and supporting policies that will guide future public and private investment in the short term (within 5 years), medium term (5-10 years), and longer term (10+ years). The Plan will also assist decision makers during the review of land use bylaw amendments and development permit applications.

# THE ARP VISION

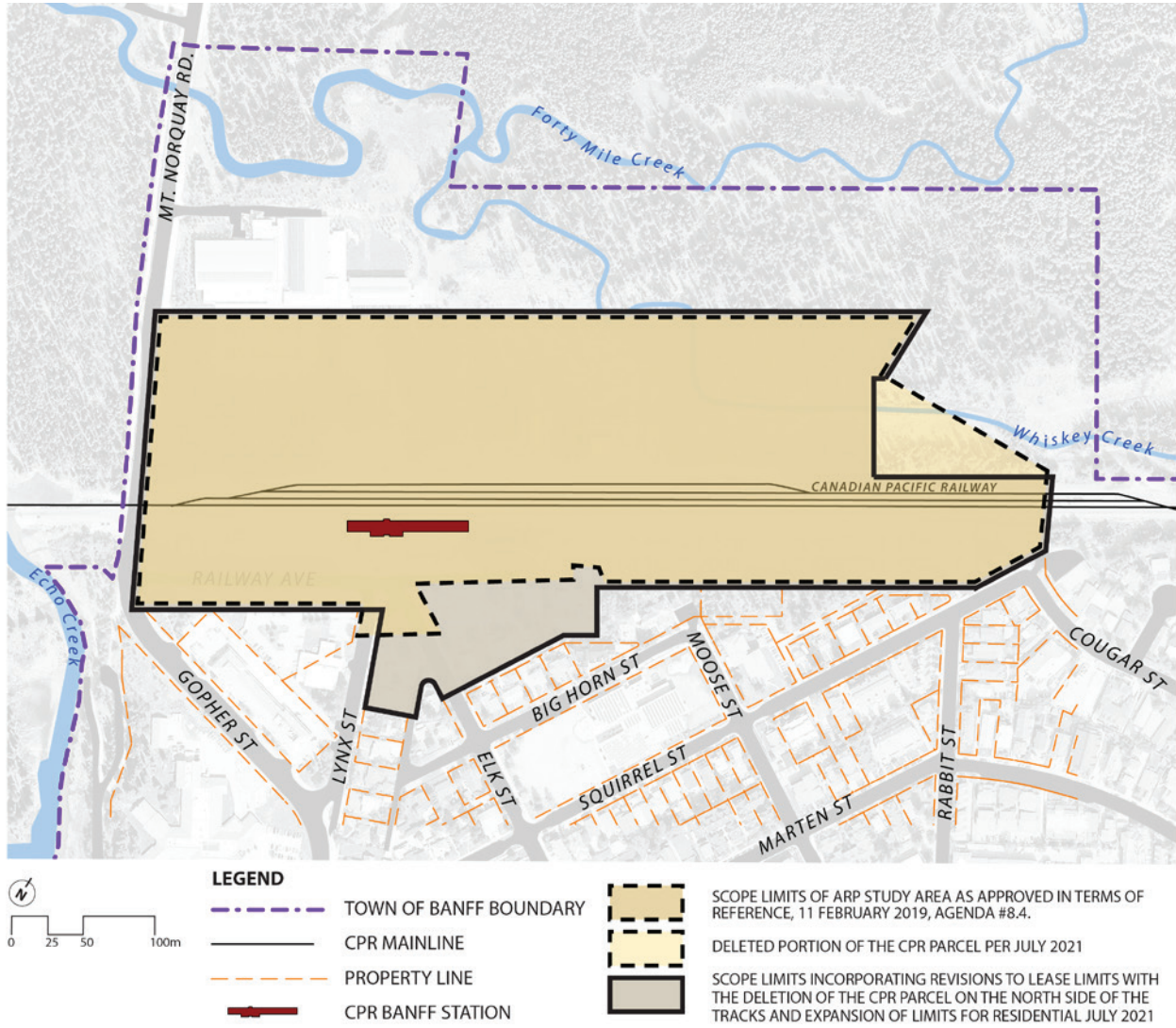
## THE VISION OF THE BANFF RAILWAY LANDS ARP IS TO:

1. Reinvigorate the railway lands and restore the historic Banff train station and grounds to its former prominence as a landmark destination, a gathering place for residents, and visitor arrival centre of national importance .
2. Reduce vehicle congestion, carbon emissions, and environmental impacts through the integration of a range of mobility options centered on accessibility, efficient connectivity, and seamless transfers to destinations within the townsite and surrounding National Park without the need for a private vehicle.
3. Preserve, enhance, and rehabilitate disturbed areas of the site to sustain biodiversity and protect the natural environment.

This threefold vision supports the Banff National Park 2022 Management Plan Vision of “Banff National Park reveals the majesty and timelessness of the Rocky Mountains and embodies the intrinsic value of natural landscapes: a place where nature comes first and where people can experience, learn about and be moved by it on its own terms. Setting a global example for other protected areas, the park plays an important role in maintaining regional biodiversity and addressing climate change. It is a place where there is respectful space for a diversity of people, perspectives, knowledge and cultures, and where park objectives are achieved through innovative, tried-and-true approaches.”



**MAP I.01 Scope limits of ARP area as approved in terms of reference, 11 February 2019, agenda #8.4**



The Banff Railway Lands ARP should be read in conjunction with the Banff Community Plan (2009), Banff National Park of Canada Management Plan (2022) and other policy documents such as the Town of Banff Long Term Transportation Study (2016) and Environmental Master Plan (2019). Additionally, both federal as well as provincial acts and regulations will apply, such as the *Municipal Government Act* and the *Heritage Railway Stations Protection Act*. The Plan endeavors to align with the eight key strategies and actions of the Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley (2022) and long-term vision for tourism in Banff National Park as expressed in the Lead Tourism for Good 10-Year Vision for Tourism in Banff and Lake Louise (2022).

An ARP describes general land uses, transportation networks, servicing, and design outcomes for a defined area. Property owners looking to develop within the bounds of the Plan area must align future development with the goals, policy objectives, and land use plan. The Land Use Bylaw, in turn, regulates and controls the use, design, and development of land and buildings within each land use district. The Banff Design Guidelines and Streetscape Design Guidelines provide an indication of the standards expected for the design of the public realm.

Banff National Park is renowned for its scenic splendour and has a rich and vibrant cultural and natural history. It is recognized globally by the United Nations, which designated the area of the Canadian Rockies as a United Nations Educational, Scientific, and Cultural Organization (UNESCO) World Heritage Site in 1984. One of the primary objectives of the ARP is to maintain the town as part of a world heritage site and act as a visitor service centre. The Railway Lands will provide a strong sense of arrival, serving as a gateway into the townsite. The site will be reconfigured to welcome visitors and encourage people to get out of their cars and explore Banff by bus, bicycle, and foot.



Illustrative concept of passenger train arriving in Banff

# PLAN CONTENT

The ARP is intended to guide future development activity and reinvestment in the Railway Lands planning area and provide both short and long-term policy direction for decision makers. It will provide guidance on future land use and built form in the area, and include an implementation plan to direct this work. Initially, this includes planning for future infrastructure upgrades and consider any required changes to the Land Use Bylaw that will help direct future development proposals.

The ARP is based on extensive background research and analysis, including the review of past plans and studies, the preparation of several new background reports, technical analysis, and studies. The objectives identified in each section of this plan are supported either by ARP policy or policies provided in other planning documents. Other applicable documents to consider are included in the references section. (*Appendices*)

The land use concept is shown on **Map 3.01 Land Use Context**, which depicts the general location of land uses within and adjacent to the Plan area. **Figure 3.02 Character Areas** illustrates the general location of the character zones and relationship among land use building blocks. Refinements to building locations and site features may be made without an amendment to this ARP as part of a land use amendment application, provided they achieve the vision and core ideas of the plan.

## THE ARP IS DIVIDED INTO TEN SECTIONS:

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

The primary goal of the ARP is to restore and revitalize the area by transforming the Railway Lands into an innovative, multi-modal, easily accessible passenger

transportation hub. It sets in place policies for the continued use of the station, its landscapes, and other railway structures to support services for travel modes including but not limited to intercept parking for passenger vehicles, walking, cycling, and other micro-mobility options. It also seeks to add to the vitality of the town through mixed use development.

**Section 2 (Site Framework)** summarizes the site framework, its surrounding land uses, plan attributes, principles, 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 of an existing transportation facility, and environmental restoration. It creates economic prosperity opportunities to offset the public costs of the development and generates 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 the streets, parks, and other public spaces that together provide the means for mobility, recreation, and social gathering within the Banff Railway Lands. The land use concept allows for a range of complementary commercial land uses, cultural and civic amenities, and hospitality services intended to create a revitalized destination for residents and visitors alike.

A mix of land uses are encouraged on the site, with development densities compatible with the surrounding neighbourhood. The uses emphasize pedestrian and bicycle connections, along with access to a range of transportation options and parking.

**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.





FIGURE i.03 – The Banff Train Station

**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, efficient 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.

**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 aim is to preserve and enhance the overall ecological integrity of the ARP site in alignment with the Banff Community Plan and Environmental Master Plan.

The Wildlife Corridor within the ARP planning area will be restored, maintained, and enhanced to protect ecological integrity wherever possible. 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.

**Section 7 (Railway Heritage)** outlines the policies and guidelines to promote the preservation, rehabilitation, restoration, or reconstruction of heritage compatible buildings and landscape features within the Plan area site.

**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, the Station, 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.

**Section 10: (Implementation)** approval of this 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 this ARP.

# INTRODUCTION

# 1



On February 11, 2019 the Banff Town Council accepted a Terms of Reference for an Area Redevelopment Plan (ARP) for the area commonly referred to as the “Banff Railway Lands.” The Banff Railway Lands are located in the Town of Banff, the majority of which lie within the CR (Railway Lands) Land Use District, including the CPR right-of-way, the existing heritage train station, and a mix of residential and public service lands immediately adjacent to the CR District.



# 1.1 HISTORIC CONTEXT

## FIRST NATIONS TRADITIONAL TERRITORY

Banff is located on the traditional territories of the Blackfoot Confederacy, made up of the Siksika, Piikani, and Kainai First Nations; the Stoney Nakoda First Nations, comprised of the Chiniki, Bearspaw, and Wesley First Nations; the Tsuut'ina First Nation; and territory of the Métis Nation of Alberta, Region 3 within the historical Northwest Métis Homeland. The Bow Valley has also long been important to the Ktunaxa, Secwépemc, and Mountain Cree First Nations who traditionally occupied lands and used the watersheds along the eastern slopes of the Rocky Mountains.

The Bow Valley and Bow River, called Mîni Thnî Wapta (Cold Water River), has been the traditional spiritual centre of the Nakoda People for millennia. As the giver of life, the river provided traditional foods, medicinal plants, shelter, animals to hunt, as well as sacred areas and vision quest sites. According to Nakoda elders, the location of the Banff Indian Days is called Mîni hrpa (waterfalls). The Nakoda camped at the foot of Cascade Mountain, which served as a

place of worship and gathering place for meetings, healing, sweat lodges, and access to the sacred waters of the hot springs for spiritual cleansing.

In 1867, Canada became a Confederation, and its leaders had a distinct sea-to-sea-to-sea vision. Part of growing the nation was the settlement of the Northwest Territories, formerly Rupert's Land, which included establishing the North West Mounted Police and building forts in the newly acquired western territories.

## BANFF NATIONAL PARK

In 1883, two CPR employees came across hot springs on Sulphur Mountain. Despite their claims of discovery, local First Nations Peoples had long known about the springs. Two years later, in response to competing claims of ownership over the springs, an Order in Council granted ownership to the Canadian government and established the 26 km<sup>2</sup> Hot Springs Reserve. The Canadian government and the CPR then began working to develop the springs as a tourist destination to increase traffic on the CPR and ensure the profitability of the railway.



FIGURE 1.01 Leaving their Teepee camp at Banff for their parade are members of Stoney, Sarcee and Blackfoot tribes taking part in annual Indian Days celebration. 1947, Toronto Star Archives



FIGURE 1.02 Westbound passenger train arriving into Banff Station

In 1887, the *Rocky Mountains Park Act* established the first distinctive national parks legislation in Canada and provided for the creation of the country's first national park, Rocky Mountain Park (now Banff National Park). That same year, the Crown and the Canadian government negotiated Treaty 7 with the Blackfoot nations as well as with the Tsuut'ina and Stoney (Iyarhe) Nakoda. Along with ten other numbered treaties, Treaty 7 resulted in settlement of the West for European colonists.

In 1911 this Act placed parks (including Banff) under the administration of the world's first national parks branch, known variously over the years as the Dominion Parks Branch, the National Parks Branch, Parks Canada, Canadian Parks Service, and now Parks Canada Agency.

The 1930 National Parks Act ensured that no new parks could be established or any change made in the boundaries of existing parks except by an Act of Parliament. Mineral exploration and development was prohibited and only limited use of green timber essential for park management purposes was allowed.

In 1985, Banff National Park was recognized internationally as part of the United Nations Education, Scientific and Cultural Organization (UNESCO) Canadian Rocky Mountain Parks World Heritage Site, together with three other national parks and three B.C. provincial parks.

### **BANFF TRAIN STATION**

The Banff Railway Station was once considered the epicentre of the travel experience in western Canada and the mountain national parks.

CPR president William Van Horne envisioned a string of grand hotels cross Canada that would draw wealthy visitors from abroad to his railway. With heavy advertising of scenic mountains and magnificent vistas, the opening of the Banff Springs Hotel in 1888 was hugely popular. Shortly thereafter hotels, resorts, and bungalows were built across the country. The passenger train was the primary means of reaching the Rocky Mountains and the Banff train station was the principal point of arrival to the town and to the National Park with as many as seven trains a day up until the 1950s.

Tourism was the primary factor in the development of Banff, as demonstrated by CPR through both the station and accommodation by the railway at its Banff Springs Hotel and their tourism experiences such as mountain climbing and trail riding. The original plan for the townsite incorporated an existing route (now named Lynx Street) as a direct connection to the bridge across the Bow River to the Banff Springs Hotel and Cave and Basin with axial views back to the train station. The station and its grounds grew to incorporate gardens, a parking lot, garden tracks for traveler's staying in their Pullman cars, sidings to hold freight cars with supplies for support of goods for the hotel and the town.

Although initially successful, passenger train ridership began to decline in Canada during the 1960s. Facing competition from airlines and increased automobile usage following construction of the Trans-Canada Highway, Via Rail (a federal Crown corporation and successor to CPR passenger services) discontinued its transcontinental passenger train services through Banff in the late 1980's diminishing use of the station.

## TENURE

### CPR (Canadian Pacific Railway Ltd.)

CPR owns most lands within the ARP planning area and is regulated by federal law. Its railway tracks occupy approximately 38m (125 feet) from north to south and excludes areas such as the bunkhouse area and areas needed for storage and the station platform area.

### Liricon

In 2019, Liricon, the owner of Norquay Mystic Ridge Ltd. (operating as Norquay Ski and Sightseeing Resort), reached an agreement with CPR to lease approximately 13 ha of the 17.4 ha of the lands encompassed by the ARP planning area, but not limited to, the entirety of the Banff Train Station building, lands located south of the railway tracks east of Mt Norquay Road, bounded by Railway Avenue, Mountain Goat Lane and CPR residences; lands located south of Railway Avenue and east of Mt Norquay Road bounded by the RCMP detachment and Lynx Street; and, lands located north of the railway tracks, east of Mt Norquay Road bounded by the Fenlands Recreation Centre site.

The parcels under lease, include the station building and west to Mt Norquay Road and south of Railway Avenue. The balance of the lease area excludes building development.

The lease lands that form part of the lease agreement with Liricon are hereto described in the Plan of Survey as shown in Map in Appendix B and include:

Part of Parcel "F", Plan RW 126 (32230)  
Part of Parcel "G", Plan RW 126 (32230)  
Parcel "G-1", Plan 9310667 (74964) (Included within Parcel G, Plan 3220)

Part of Parcel "H", Plan RW 126 (32230)  
Parcel "J", Plan RW126 (32230)  
Parcel "M", Plan RW181 (33332)  
Parcel "M-1", Plan 9310677 (74964) (Included within Parcel M, Plan 3332)  
Parcel "N", Plan RW 181 (3332)  
Parcel "N", Plan RW 181 (33332)  
Part of Parcel "O", Plan RW181 (33332)  
Part of Parcel "P", Plan RW181 (33332)  
Part of Parcel "T" Plan RW 502 (40402)  
Parcel "W", Plan 7058HF (43029)

Of the 10 parcels composing the CP lands within the Railway Lands leased to Norquay, only 2 parcels ("T" and "W") are covered under letters patent that are subject to reversion to the Crown. Parcel T comprises the lands north of the tracks between the tracks and the Fenlands Recreation Centre totaling approximately 7.28.Ha (18 acres). The ARP contemplates no buildings on Parcel T, instead an expansion of the existing parking lot and the remaining land being undeveloped. Parcel W comprises a single residential lot south of the tracks and east of the Train Station totaling approximately 0.2 Ha (0.5 acres). The ARP contemplates this parcel's continuing use for residential purposes.

### Conformance with Letters Patent for Railway Parcels

Title to the Railway Lands was issued to CPR by way of Letters Patent. Letters Patent are an instrument issued by the Crown, granting or confirming rights to a portion of land and are issued as the first title to land. The instrument serves as proof that the land has passed from the public domain. Often referred to colloquially as "crown grant" or "deed" or "title deed." The grants of title to the Railway Lands to CPR are stated to be for railway and station grounds purposes.

Canadian Pacific Railway have advised that they continue to own the Banff Railway Lands and have leased a portion of those lands to Norquay Mystic Ridge Inc. CP has express rights under the lease arrangement with Norquay Mystic Ridge Inc., which permits it to exercise control over the use and development of the subject lands. CP has confirmed that "with the benefit of these rights that they are satisfied that the proposed future use and development of the railway lands will enable, and be compatible with, CP's ongoing and future use of its lands for station grounds/rail operations."\*

\*Correspondence from CP (James Clements) July 8, 2022. See Appendix C



**Order in Council PC Number:**

**2013-0441 Date: 2013-04-25 Banff Train Station**

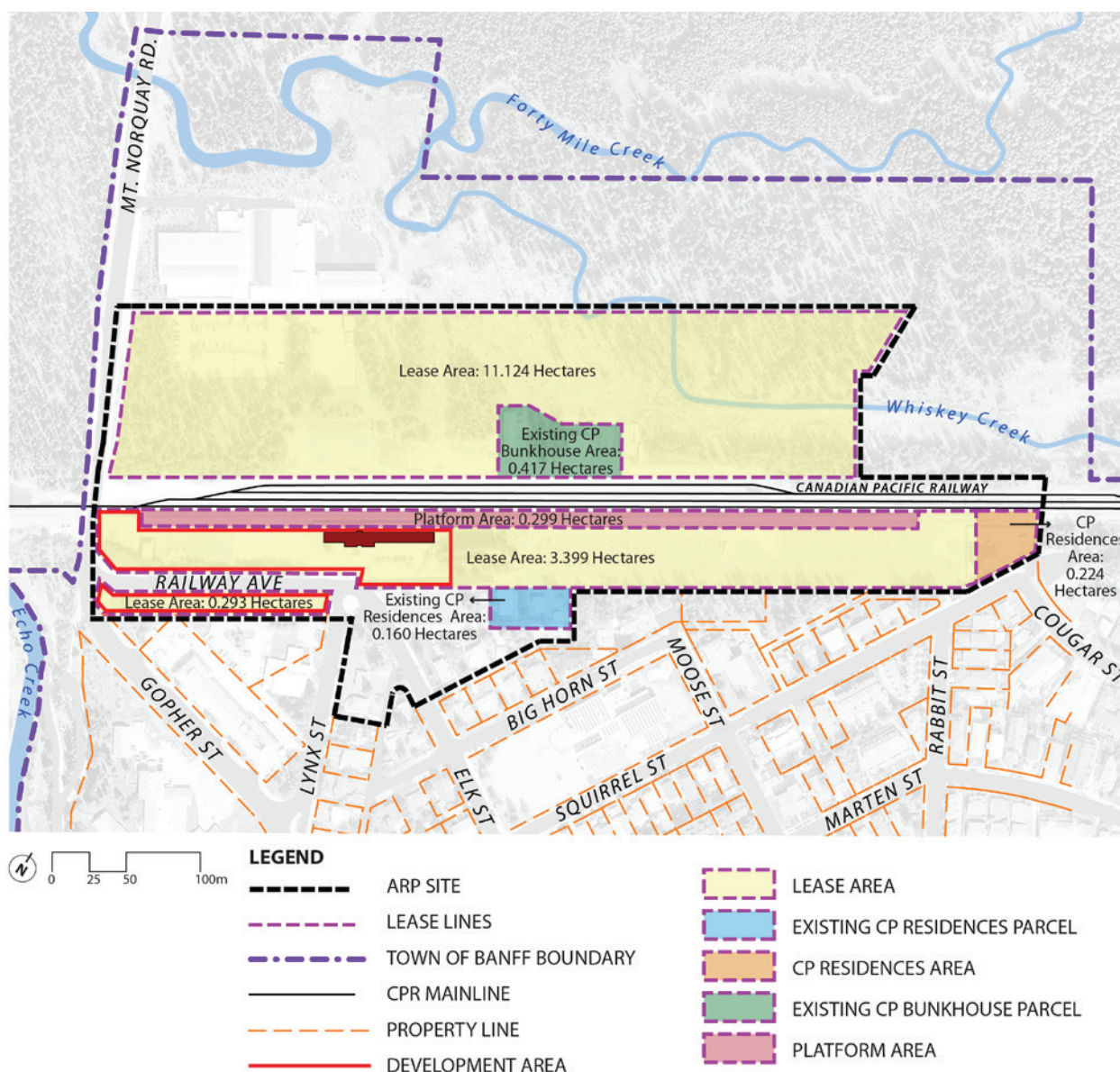
CP has obtained authorization through Order in Council to lease the Station. CP has leased the Station for the last several decades. Most relevantly, in 2011, CP leased the Station to Banff Caribou Properties Ltd. who worked closely with the Historic Sites and Monuments Board of Canada under the HRSPA over the next 4 years to extensively restore the station.

This restoration, and the leasing of the Station by CP, was authorized by the Minister under the HRSPA. In 2015, Norquay assumed the lease from Banff Caribou Properties.

**Town of Banff**

The Town of Banff retains ownership of its roads, lane right of ways, and other utility infrastructure within the Plan area.

**MAP 1.01 Lease lands from Canadian Pacific Railway**



## 1.2 POLICY FRAMEWORK

The Town of Banff Incorporation Agreement between the Government of Canada and Province of Alberta outlines the purposes and scope of powers for the Town of Banff. *The Municipal Government Act* (MGA) outlines the scope of responsibilities for municipalities for adopting an Area Redevelopment Plan (ARP).

On January 1, 1990, The Town of Banff Incorporation Agreement granted local government to the Town of Banff. This federal/provincial agreement sets out the terms of incorporation of the town, and transfers specific, limited municipal government powers from federal hands to the Town Council through the MGA. The Town is administered by an elected Council and the federal government retains final authority on planning, land use, development, and environmental issues.

**The Town of Banff Incorporation Agreement sets out the following purposes and objectives for the Town to:**

- Maintain the townsite as part of a World Heritage Site
- Serve, as its primary function, as a centre for visitors to the Park and to provide such visitors with accommodation and other goods and services
- Provide the widest range of interpretative and orientation services to Park visitors
- Maintain a community character which is consistent with and reflects the surrounding environment
- Provide a comfortable living community for those who need to reside in the townsite in order to achieve its primary function.



FIGURE 1.03 Banff Train Station, c. 1914, Glenbow Archives NA-841-11



The Town of Banff’s Municipal Development Plan and related bylaws govern administration, management, and land use within the town boundaries. The Minister responsible for Parks Canada has the authority to approve the Plan, and all amendments. Section 5.15 of the Incorporation Agreement also specifies that all plans and bylaws must conform with the Banff National Park of Canada Management Plan approved by the Minister responsible for Parks Canada.

The Banff Railway Lands ARP is a statutory document that establishes a framework for land use, urban design, and mobility for the railway lands planning area. This Plan has considered and is in alignment with the Banff National Park of Canada Management Plan (2022). It must also be read in conjunction with the Banff Community Plan, and other Town of Banff policy and guiding documents, unless otherwise indicated.

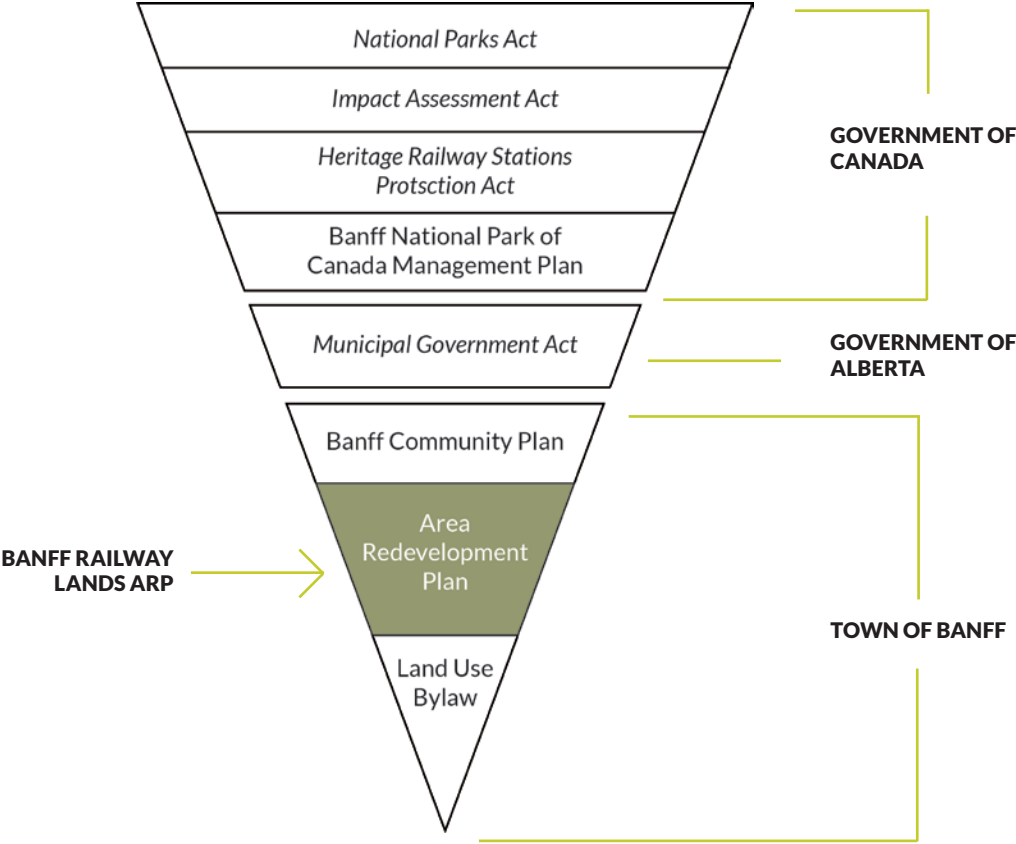


FIGURE 1.04 Legislative Framework

# 1.3 THE VISION

The vision for the Railway Lands ARP considers and respects the many existing and evolving plans, programs, and aspirations of the various stakeholders within the planning area. The three key elements of the vision are:

1. Reinvigorate the Railway Lands, and restore the historic Banff train station and grounds to its former prominence as a landmark destination, a gathering place for local residents, and visitor arrival centre of national importance.
2. Reduce vehicle congestion, carbon emissions, and environmental impacts of transportation through the integration of a range of mobility options centered on accessibility, efficient connectivity, and seamless transfers to destinations and attractions within the townsite and surrounding National Park without the need for a private vehicle.
3. Preserve, enhance and rehabilitate disturbed areas of the site to sustain biodiversity and protect the natural environment.

## ARRIVAL CENTRE CONCEPT

The concept of intercepting visitors and developing an arrivals/reception centre at the west entrance to Banff was contemplated as far back as 1992 in the Downtown Enhancement Conceptual Plan. In addition to providing a comprehensive community design program for streetscape improvements, the 1992 plan identified a need to explore options to link visitor services on the Railway Lands site with the downtown core and other destinations in Banff. It also encouraged “other methods of arrival that reduce the use of private autos including rail, and transfers to Calgary International Airport.” The proposed Land Use Concept endeavours to incorporate several recommended features of this plan.

More recently, “The Town of Banff has supported mobility hubs for decades and is prepared to partner, and / or otherwise engage in the planning work around mobility hubs.”<sup>1</sup>

This ARP supports the key strategies and recommendations of the “Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley”, August 2022. It states, “Hubs can be thought of as welcome centres; places for information, opportunities for education, to access a washroom, to find easy connections to your next or final destination.”

It further notes specific to the Banff townsite that “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.”

A fundamental step in achieving the design vision is to create urban forms and public spaces that create a comfortable, walkable environment. It is envisioned that the Banff Railway Lands will be used by visitors and residents for various activities each day and throughout all seasons. To achieve this vision, the conceptual land use plan, open space hierarchy, landmarks, building orientation and design are all important contributing factors that must be considered collectively. As a primary access point to the townsite, the Banff Railway Lands will provide a strong sense of arrival, and act as a gateway into the downtown core while welcoming visitors to explore other key destinations, including Banff Centre, Cave and Basin National Historic Site, The Whyte Museum of the Canadian Rockies, The Banff Park Museum National Historic Site of Canada, Buffalo Nations Luxton Museum, the Historic Luxton Home and Fairmont Banff Springs Hotel.

***See Map 1.02 ARP Location of Banff Railway Lands within the Town of Banff.***

The ARP has the opportunity to return this historic landmark and destination to its former prominence with several initiatives, including:

- Rehabilitating and restoring the historic railway station building.

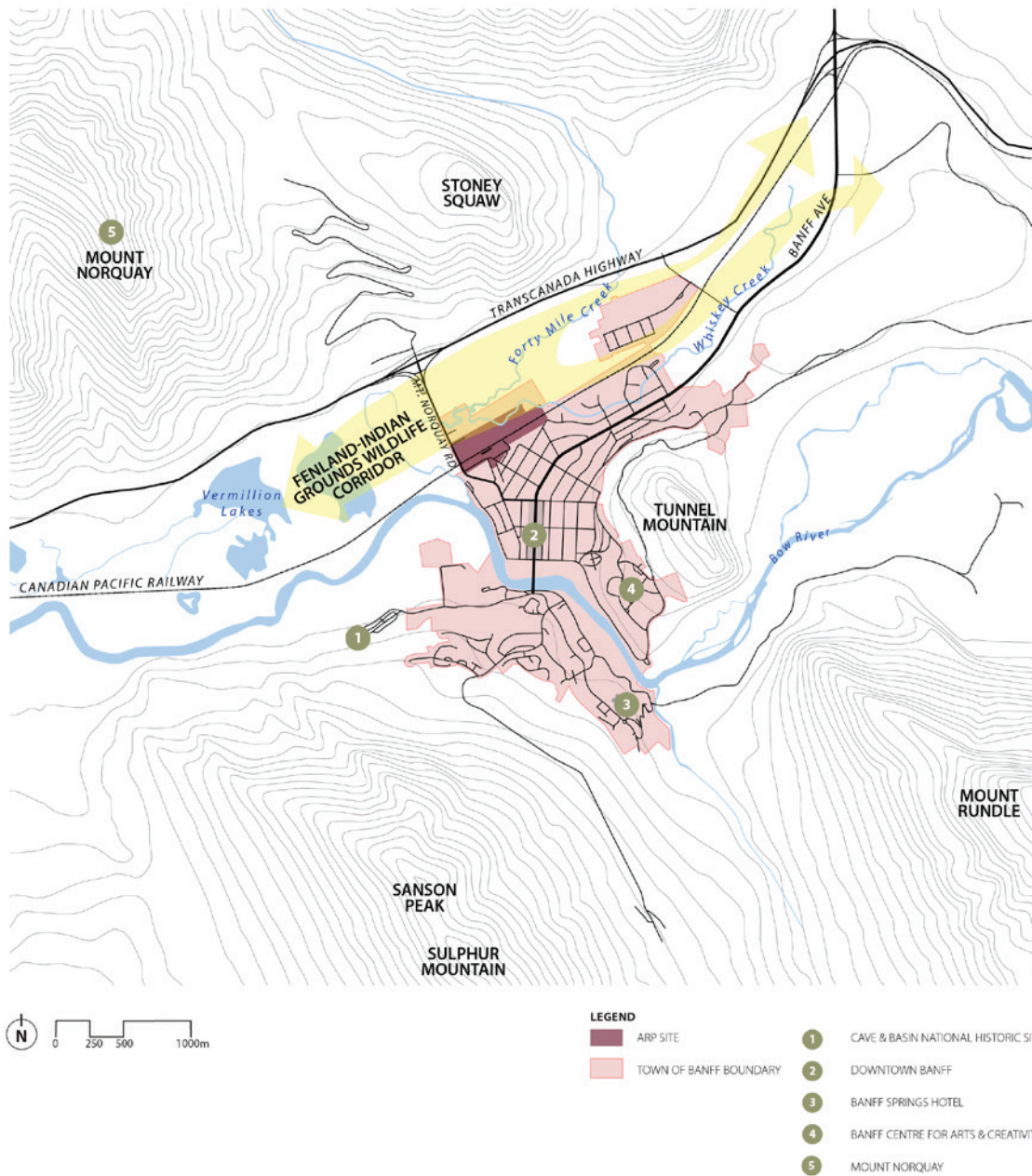
1. From “Summary Analysis of Advisory Panel on Moving People Sustainably Report”, February 2023

- Creating new public spaces better suited to today's travelling public without compromising the historic character of the site.
- Investing in low carbon, climate resilient infrastructure.
- Enhancing the interpretation of the history of the CPR and its significance in the evolution of railway

tourism in Banff, as well as the larger history of the Bow Valley and its Indigenous Peoples.

The Fenland-Indian Ground Wildlife Corridor is enhanced by the preservation and restoration of historically disturbed lands east of the sand dune to a naturally revegetated state as functional wildlife habitat north of the railway tracks.

**MAP 1.02 ARP location of Banff Railway Lands within the Town of Banff**



# 1.4 THE PRINCIPLES

The Banff Railway Station was once considered the epicentre of the travel experience in western Canada and the mountain national parks. With careful planning, it can be so again. Use of the railway station’s considerable architectural, landscape, and experiential presence should guide all future planning decisions, while acknowledging the importance of the past. With a view towards the future, the Banff Railway Lands ARP illuminates the central aspects of the station’s character while revitalizing both the station and surrounding properties as a functional, multimodal transportation hub, gathering place, and arrival centre.

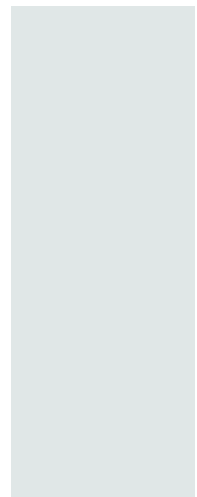


FIGURE 1.05 Banff Avenue looking towards Cascade Mountain





FIGURE 1.06 The 'Dominion' pauses at Banff

The following planning principles provide guidance for public and private redevelopment and the ARP policies, guidelines, and standards. They are summarized as follows:

#### **SITE CHARACTERISTICS PRINCIPLES**

- Preserve and protect natural areas
- Restore and enhance wildlife corridors and watersheds
- Protect the natural, scenic, and historic resources within the planning area
- Configure development relative to topographical constraints and railway track alignments
- Maximize utilization of existing infrastructure.

#### **REDEVELOPMENT PRINCIPLES**

- Be a model of urban community sustainability
- Plan for development that is pedestrian-oriented and served by all modes of transportation
- Acknowledge and maintain the town of Banff's sense of community and sense of place
- Celebrate Indigenous Peoples' connection to Banff and their traditional territory
- Integrate transportation systems with land use
- Lower Banff's per-visitor environmental footprint

- Support facilities to enable low carbon and smart transportation modes
- Support multi-modal transportation, urban design, and transportation management approaches to encourage walking and cycling within the community, rather than driving
- Protect sensitive environmental areas, riparian areas, and wetlands where possible
- Enhance natural areas where possible to improve or restore environmental conditions
- Develop streets and open spaces that create an attractive public realm and make exceptional places for people
- Provide distinctive, high quality building design for all uses that increases the overall vitality and vibrancy of the site as a visitor destination
- Support the expansion of intercept parking and transit/ shuttle services in various forms
- Support medium density residential housing forms and a range of housing types, tenures, and unit sizes to meet the needs of residents of different ages and incomes
- Create a development framework that supports an economically viable and sustainable project, and supports the goals and objectives of the community, the Town of Banff and proponents.

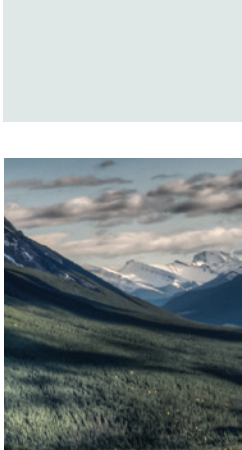


# 1.5 THE OBJECTIVES

The objectives of the ARP are the specific actions that provide the groundwork necessary to achieve the vision. The Banff Community Plan envisions that the Town has an obligation to be a model environmental community. The Town of Banff Long Term Transportation Study and Transportation Master Plan both recognize that road capacity within the townsite is finite. Given that most visitors arrive in a personal vehicle, actions must be taken to solve the issues caused by the volume of vehicles on the town's road system. To reduce the demand for vehicle access into the townsite, the objectives are accompanied by mobility management strategies for long-stay intercept parking, alternate transportation modes, and a pedestrian oriented environment with connections to surrounding points of interest.

**The 12 objectives of the ARP are to:**

1. Create a mobility hub integrating a range of sustainable and future aspirational transportation modes offering seamless and convenient mobility, with priority given to pedestrians, bicycles, and vehicles throughout the site and adjacent areas.
2. Establish facilities and support services for each mode of travel.
3. Provide innovative placemaking opportunities through urban design standards that incorporate human scale development and open spaces.
4. Encourage a more walkable and bikeable development pattern compatible with current and future community needs and aspirations.
5. Supporting Town policy, create a total of approximately 900 intercept stalls of which 280 stalls will be required to support ARP summer- time demand, leaving the balance for visitors in peak summer tourist season from May to September.



6. Create a destination that integrates ecosystem sustainability and enhancement through innovations in both people and wildlife movement and introducing human/wildlife coexistence strategies that enhance the primary and secondary Fenlands Wildlife Corridor and habitat.
7. Create a destination that is location specific for supporting education and interpretation of the natural and human history of Banff, the CPR, and Indigenous Peoples.
8. Adhere to Transport Canada regulations, standards, and requirements to ensure railway operations and services are safe, secure, accessible, and environmentally responsible.
9. Provide for the rehabilitation and restoration of the historic train station and to re-establish those character defining elements of the station grounds of historical and cultural value.
10. Provide long-term economic viability and year-round activity and vibrancy to the site with additional public service uses and limited addition of commercial space.
11. Celebrate the history, identity and diverse perspectives of Indigenous Peoples and their connection to Banff through onsite interpretation, utilizing the First Nations' terms and language to name the major ARP components.
12. Assess existing facilities to maximize energy savings through energy conservation measures.

In addition, the ARP will strive to create:

- Recognize the potential for interim development whereby investment in development is predicated or dependent on government and other commitments and approvals.
- Reduce traffic congestion and transportation greenhouse gas (GHG) emissions. This will have a beneficial effect of improving public and community health through both enhanced air quality and mobility, and cost savings for community members by reducing fuel use.
- Potential for the Banff Railway Lands to be a leader in planning for sustainability and resilience through low carbon redevelopment strategies, climate change mitigation, and adaptation measures.

## 1.6 LAND USE CONCEPT

Commercial developments in the CR (Railway) Land Use District are intended to include retail shops, restaurants, bars, personal service shops, offices, transportation services, and related commercial services. A range of commercial and community services are encouraged throughout the policy area within standalone or mixed-use buildings, to promote services that meet the needs of a diverse range of people and the travelling public.

Any newly proposed commercial uses are subject to the Town of Banff Commercial Growth Management Allocation Regulations and must be consistent with the use of the district for Railway Services (CR Railway Lands District).

South of Railway Avenue is the PS Public Service District. The purpose of this area is to provide for a wide variety of uses of an institutional, government, educational, or community service nature.

Between Lynx Street and Elk Street the RSC Squirrel/Cougar District provides for housing with future redevelopment to triplex and fourplex housing.

The ARP provides a framework for future development that includes a range of complementary uses; institutional, commercial, and recreational in nature. The general location of land use building blocks, the transportation network, and the open space network is illustrated in **Map 3.01 Land Use Context**.

*See Map 1.04 Land Use Districts within and surrounding the ARP.*

**Potential, subject to regulatory approvals, future development elements within the ARP planning area include:**

- Multi-modal mobility uses serving transportation users.
- Relocation and restoration of several heritage railway buildings.
- Specialty and convenience retail, restaurant, entertainment, and service commercial uses, primarily serving transportation users.
- Office space for public-agency partners or private transportation providers.
- Parking to support on-site demand.
- Intercept parking to support off-site demand, including Norquay Ski and Sightseeing Resort and seasonal parking demand in the town.
- Public open space amenities and circulation for various modes of transportation.
- Fenlands Indian Wildlife Corridor and Habitat Enhancement.

## **FUTURE ASPIRATIONAL PROJECTS AND STUDIES**

The ARP presents a vision, a framework, and guidelines to transform the historic Banff Train Station and surrounding lands into a multimodal transportation destination centre serving the town of Banff and the national park. The multimodal concept brings together numerous means of transportation in one place with logical, safe, and convenient transfers and connections.

The history and context of the railway lands and the Town's long-range plans and municipal policies shape the vision for the ARP. The Plan area is in proximity to the downtown core and the Town's existing and planned public transit infrastructure. The ARP supports Town policies through its proposed land uses, densities, site design, sustainability, housing, parks and open space, heritage considerations, as well as pedestrian, cycling, transit and vehicular connections and wayfinding.

While the ARP provides the development concept for land uses within the jurisdiction of the Town of Banff, there are land uses proposed in relation to future aspirational projects on federal lands that fall outside of the municipality's statutory powers that require further consultation, collaboration, and both federal and/or provincial regulatory project approvals. It is recognized that the Town of Banff does not have the authority to grant to any person any special rights, franchise, privilege, immunity, or exception to the provisions of the Incorporation Agreement and Banff National Park of Canada Management Plan in order to allow a project to proceed.

The aspirational projects include, but are not limited to, the potential development of passenger rail service and the development of a gondola terminus. Both of these projects are aspirational in nature and while the ARP has regard to them the related infrastructure to serve them is outside municipal boundaries and beyond the jurisdiction and authority of the Town of Banff.

A municipality establishing zoning that can permit federal authorities to consider a project does not prejudice the approval of the project – it merely facilitates the federal authorities' consideration of the project. The ARP providing for a gondola terminus and passenger rail services, on the Railway Lands within the Town of Banff, creates the opportunity for federal authorities to consider a gondola and passenger rail system, whose principal components are outside the Town of Banff, under separate approval processes.

All elements of the ARP require additional approvals before construction. Parks Canada's environmental review of all elements of the ARP has only considered the impact of the uses on site. Should uses on site provide for projects that include components off site, then such projects require additional environmental review. In particular, Parks Canada's environmental review of a gondola terminus and passenger rail services has only considered the elements on site. A gondola and a passenger train, both of which have components off site, will require separate environmental reviews by federal authorities.





FIGURE 1.07 CPR Main Line looking East to the Fairholme Range

The enhanced, mixed-use nature of the CR Railway Land Use District provides critical flexibility for long-term redevelopment and changing market conditions. Additional uses are subject to a Land Use Bylaw amendment which includes public notification, a public hearing, and Council approval before development can proceed.

The Land Use Concept, illustrated on **Map 1.03, Land Use Concept**, is organized into three distinct precincts:

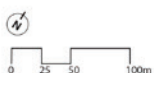
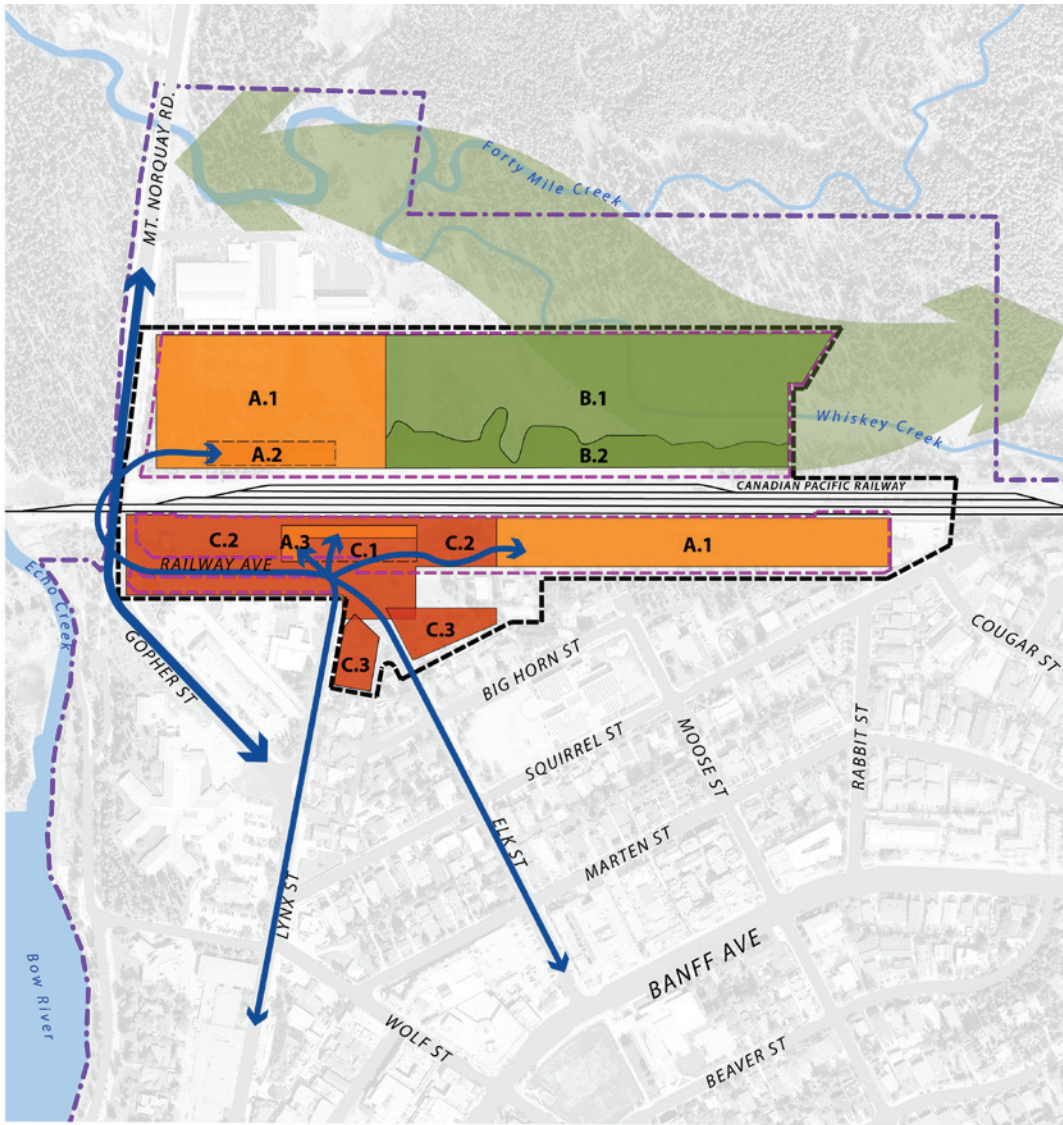
1. Multi-modal Hub for Innovative Mass Transit
2. Restored Fenlands Indian Grounds Wildlife Corridor
3. Rocky Mountain Parks Town Character

Land use is arranged to accommodate the potential for a future passenger train service from Calgary and incorporates intercept parking for an estimated 900 vehicles, including the existing south intercept parking lot, a gondola terminus, restoration of the CPR Train Station, integration of CPR Rocky Mountain heritage buildings, and publicly accessible open spaces.

Open spaces, such as walkways and plazas, within the lease area of the Plan, are defined as publicly accessible and privately owned and maintained. They are designed and managed to promote public access and use.

Residents, employees, and visitors to the Banff Railway Lands will be able to choose to safely walk, bicycle, select transit options or drive within the area and its vicinity. Direct multimodal connections will offer an ease of access to downtown via active transportation modes to Banff Avenue and other destinations and points of interest within the townsite and surrounding mountain parks.

MAP 1.03 Land Use Concept



**LEGEND**

- A. MULTI-MODAL HUB FOR INNOVATIVE MASS TRANSIT**
  - A.1 Parking with intercept
  - A.2 Shuttle centre
  - A.3 Transportation Services Centre

- B. RESTORE FENLANDS WILDLIFE CORRIDOR**
  - B.1 Conserve and enhance existing habitat
  - B.2 Revegetate and restore brownfield to functional habitat

- C. ROCKY MOUNTAIN PARKS TOWN CHARACTER**
  - C.1 Station plaza and amphitheatre
  - C.2 Railway heritage district
  - C.3 Residential district

- ARP SITE
- LEASE LINES
- TOWN OF BANFF BOUNDARY
- CPR MAINLINE
- VEHICULAR AND PEDESTRIAN CONNECTIONS



The Banff Railway Lands within the townsite include the CPR mainline right-of-way, the historic Banff train station and associated station grounds, and adjacent lands that have been previously disturbed as a result of a century of the railway operations. Lands immediately adjacent to the CR District are the PS district located along the south side of Railway Avenue, and RSC district between Lynx Street and Big Horn Street. This Plan Area also encompasses the adjacent lands that have been previously disturbed as a result of railway operations and associated former interests (e.g., such as the United Dairies Moffat Farm operations north of the tracks).

**SITE DEVELOPMENT WITHIN EACH DISTRICT IS SUMMARIZED:**

**CR District**

- Railway Station, a future transportation services area, intercept parking, hospitality, open spaces

**PS District**

- Relocated and rehabilitated CPR heritage railway buildings

**RSC District**

- Medium density residential land uses

FIGURE 1.08 The 'Dominion' at Banff

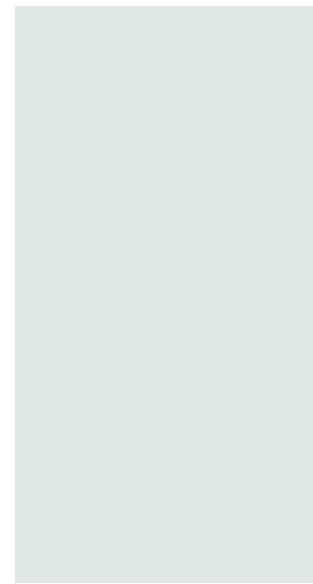
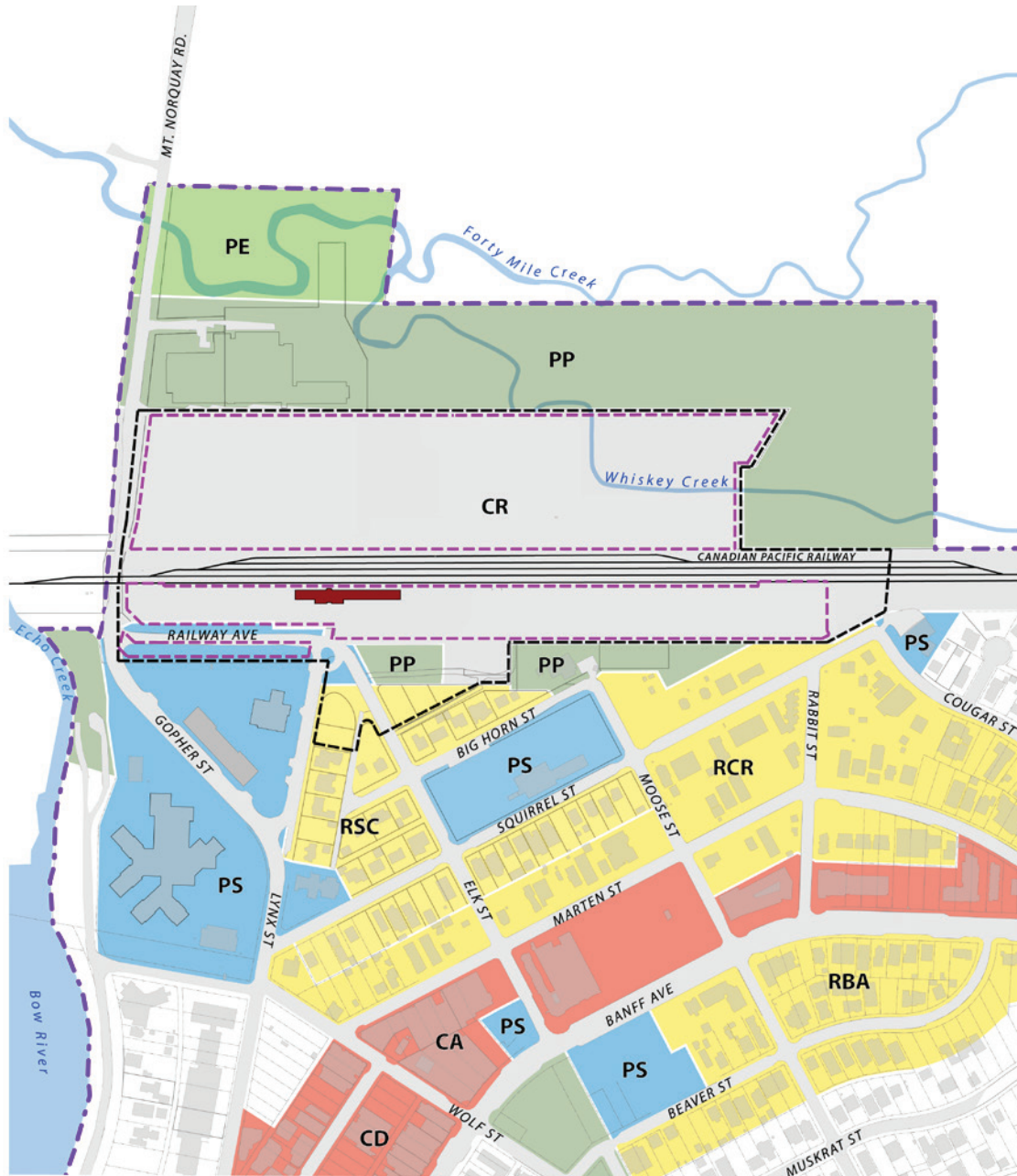


FIGURE 1.09 CPR Banff Train Station c. 1960s Looking East to Fairholme Range

**MAP 1.04 Land use districts within and surrounding the ARP**





# 2

# SITE FRAMEWORK



Since the construction of the existing 1910 station building and the earlier structures dating from 1883, the Banff Railway Station has been a cornerstone in the evolution of Banff and railway tourism. As a gateway to the mountain west and Canada's major transcontinental railway link, the railway helped to shape transportation in the region and played an important role in the expansion of Confederation. The station retains its dramatic mountain setting and prominent location within the Banff townsite.

The total area within the ARP is approximately 17.4 hectares bisected by the CPR main line.

# 2.1 THE BANFF CPR STATION

The first railway station in the Bow Valley was constructed at Siding 29 in 1883, located near the current highway overpass northeast of town. The second facility was a log building constructed in 1888 near the current site. The present Banff Station was constructed in 1910 to replace the earlier structure. The structure was designed for passenger services and baggage handling on the ground floor and for the station master on the upper floor. Adjacent to the station, historic property uses were developed over time, including:

- A circular garden at the front entry around which “tally- ho” carriages and other horse drawn conveyances would travel
- A rock garden on the sand dune to the east
- A garden siding further east on which sleeping cars were parked for extended visits to the National Park
- A spruce allée through the rock garden for travel from the garden siding to the station

- A water tower toward the west side of the grounds
- A siding next to the “Queen’s Willows”
- The station master’s and assistant’s residences
- Associated support structures along the north side of the tracks, including the Ice House that still exists onsite today.

The northern boundary of the Railway Lands is known as the Fenlands Indian Grounds Wildlife Corridor, a significant wildlife corridor focusing on travel in and around Whiskey Creek.

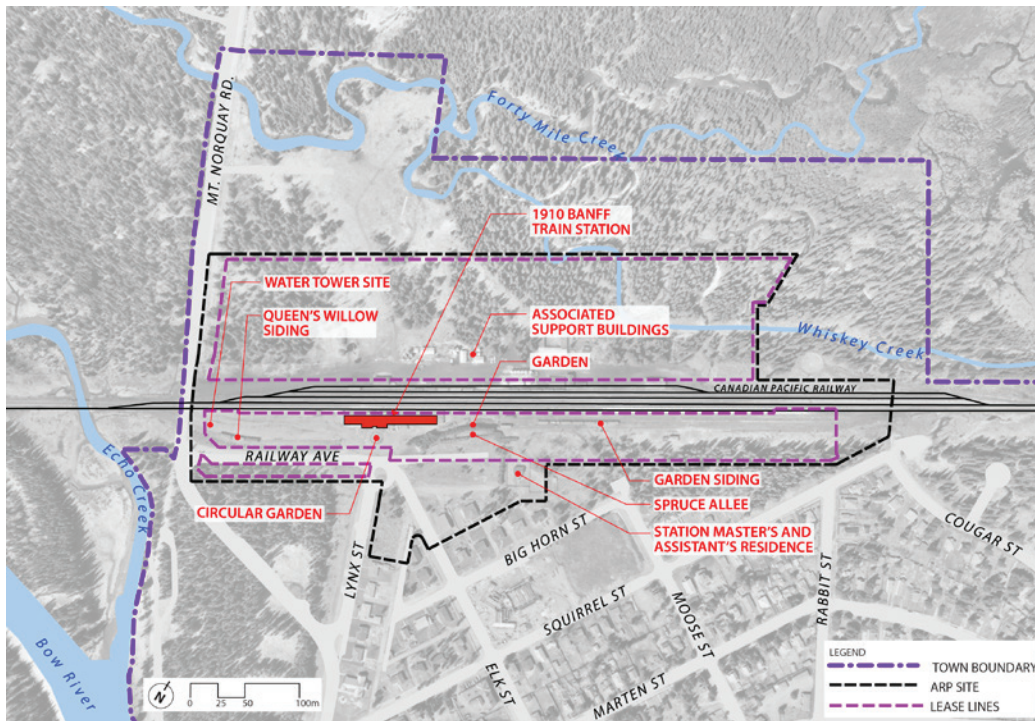
Significant landscape features on the site include an allée of spruce trees dating from 1910, and a line of willows planted in 1935, known as the Queen’s Willows, named in anticipation of the 1939 royal visit.



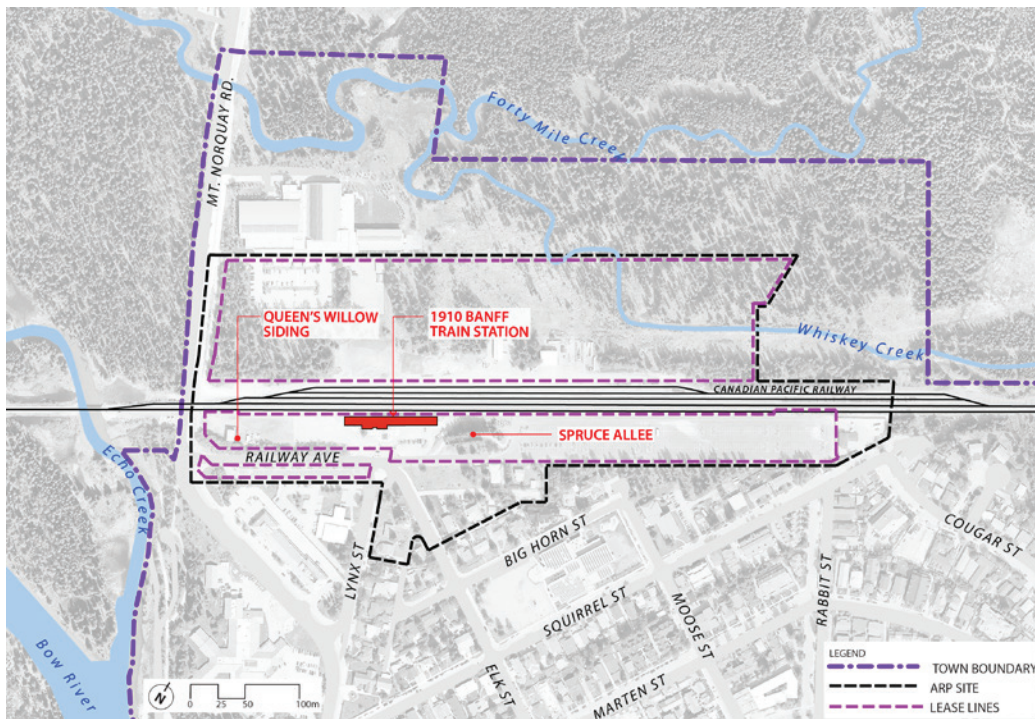
FIGURE 2.01 Looking east down station area



**MAP 2.01 1957 Air photo illustrating facilities associated with the train station and grounds**



**MAP 2.02 2020 Air photo illustrating facilities associated with the train station and grounds**



## 2.2 COMMUNITY CONTEXT

The total area within the ARP is approximately 17.4 hectares bisected by the tracks of the CPR main line.

The Plan area is a key node and landmark located near the west entrance to the Banff townsite off Mt Norquay Road and to the northwest of downtown. The area is within convenient vehicle access to the Trans-Canada Highway, straddling the main line of the CPR and it is a short walk to Banff Avenue. The Plan area includes the area south of the CPR tracks between Mt Norquay Road and Cougar Street, and the lands immediately adjacent to Railway Avenue and Mountain Goat Lane. It extends north of the CPR tracks to the Banff Fenlands Recreation Centre and from Mt Norquay Road east to Whiskey Creek. The majority of the Fenlands Recreation Centre parking lot is located within the boundary of the ARP planning area.

Adjacent to the northern boundary of the Railway Lands District is the Fenland Indian Grounds Wildlife Corridor. It extends along the south side of the Trans-Canada Highway west into the Fenlands/Vermilion Lakes area and several kilometers east past Whiskey Creek and around the Industrial Compound.

### **Current land uses adjacent and south of the ARP area include:**

- The Royal Canadian Mounted Police station at the corner of Lynx and Railway Streets
- Pursuit/Brewster Transportation bus terminal on the north side of Gopher Street
- Banff Mineral Springs Hospital and the Banff Health Unit on the south side of Gopher Street
- St. Mary's Parish at the corner of Gopher and Squirrel Streets
- The Banff Child Care Centre at Bighorn and Moose Streets
- Mt Edith House Retirement Home on Moose Street
- Banff Elementary School at the corner of Elk and Squirrel Streets
- The Squirrel/Cougar (RSC) Residential District that allows for single detached and duplex housing, along with a limited amount of fourplexes
- The Cougar/Rabbit (RCR) Residential District that allows duplex, four-plex, row, stacked and apartment housing.

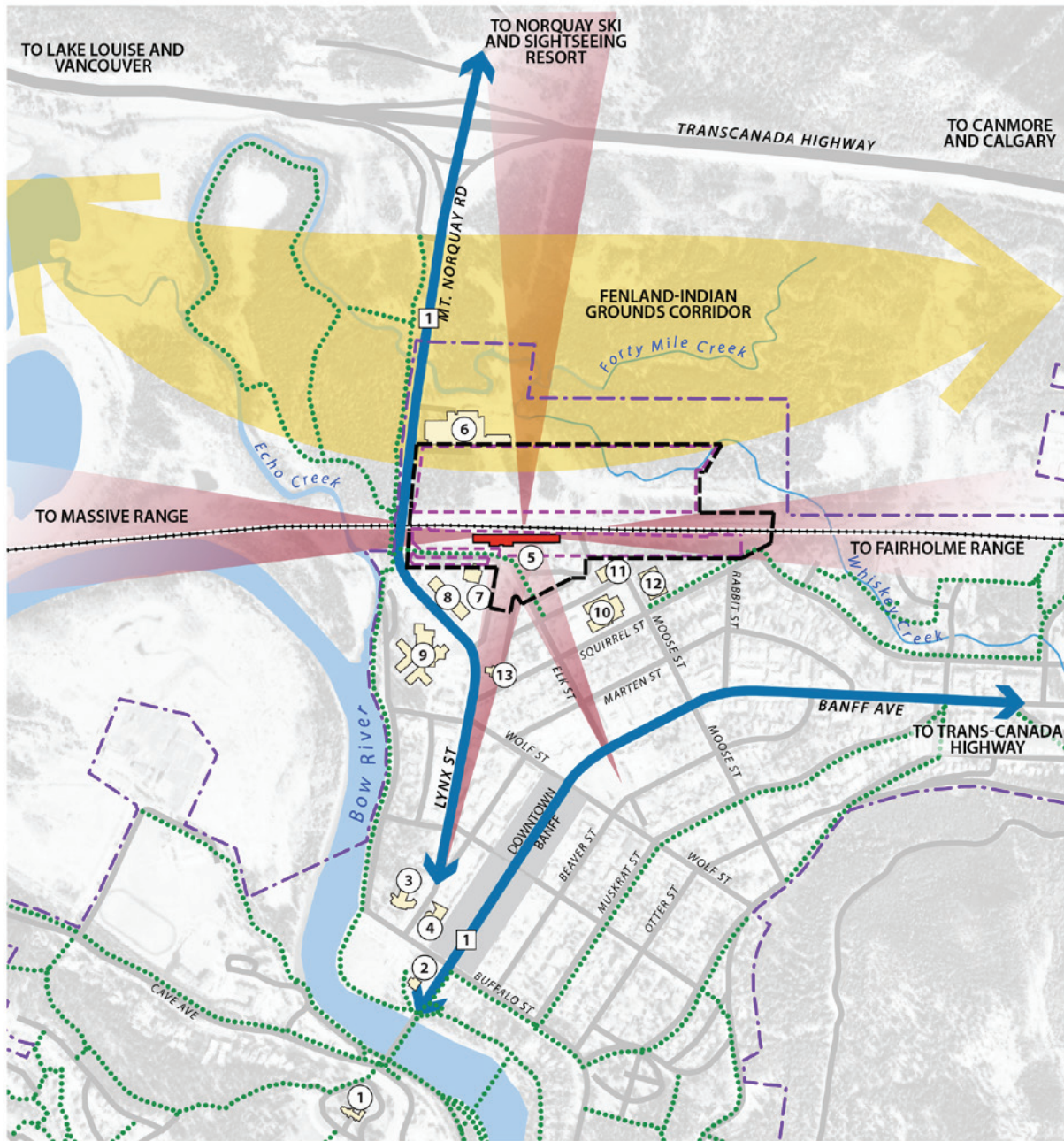
*See Map 2.03 ARP Plan Area and Community Context.*



FIGURE 2.02 Banff Avenue at present



MAP 2.03 ARP Plan area and community context



- |                                               |                                          |                                  |                              |
|-----------------------------------------------|------------------------------------------|----------------------------------|------------------------------|
| ① BANFF NATIONAL PARK ADMINISTRATION BUILDING | ⑤ BANFF CANADIAN PACIFIC RAILWAY STATION | ⑨ BANFF MINERAL SPRINGS HOSPITAL | --- TOWN OF BANFF BOUNDARY   |
| ② BANFF PARK MUSEUM & NATIONAL HISTORIC SITE  | ⑥ FENLANDS BANFF RECREATION CENTRE       | ⑩ BANFF ELEMENTARY SCHOOL        | --- ARP SITE                 |
| ③ WHYTE MUSEUM OF THE CANADIAN ROCKIES        | ⑦ BANFF RCMP/GRC                         | ⑪ BANFF CHILD CARE CENTRE        | --- VIEWSHEDS                |
| ④ BANFF TOWN HALL                             | ⑧ PURSUIT BUS TERMINAL                   | ⑫ MOUNT EDITH HOUSE              | --- TRAILS                   |
| ①                                             | ⑬ ST. MARY'S PARISH                      | ⑬                                | --- LEASE LINES              |
| ①                                             | ①                                        | ①                                | --- CANADIAN PACIFIC RAILWAY |
| ①                                             | ①                                        | ①                                |                              |
- ① VEHICLE ENTRANCE TO DOWNTOWN BANFF
- 0 50 100 200m

FIGURE 2.03 Railway Car Buffers at the Queen's Willows

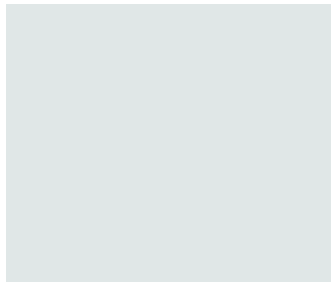
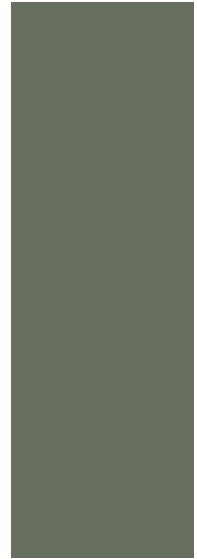


FIGURE 2.04 CPR Gardens' Spruce Allée

## OBJECTIVES

- To establish a unified multimodal transportation destination that accommodates private and public modes of transportation in one location.
- To reinvigorate the area's role as a key activity node focused on visitor modal accesses acting as a catalyst for enhanced visitor experiences.
- To develop the Banff Railway Lands to be inclusive and well designed to meet the needs of all of its users, and visitors and residents of all abilities, offering options that promote walkability, safety, vibrancy, and accessibility.
- To reestablish the former grandeur of the CPR Station as an important transportation hub, with the restored historic building and site as the central orientation feature of the development.
- To offer direct and convenient access among transportation modes, increasing options while enhancing the visitor arrival experience.
- To add vitality to the town and promote economic prosperity through a mixed-use development, while generating tax revenue and accommodating visitors.



## 2.3 PLAN AREA ATTRIBUTES

The ARP links mass transit, historic preservation, and economic prosperity while generating tax revenue and accommodating visitors. It creates opportunities to offset public costs of the development, supports the use of an existing transportation facility, and adds to the vitality of the town. It does this through mixed use development that provides space for new economic activity and experiences.

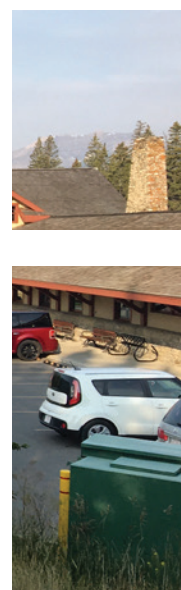
The train station has been a prominent destination for visitors and residents for over a century. The concurrent establishment of the mountain national parks and development of landmark resort hotels popularized Banff as an iconic Canadian landscape in the late 19th and early 20th century.

**The primary physical site attributes of the ARP are notable and unique within the townsite and include:**

- A federally designated heritage train station, with the potential for adaptive reuse and expanded opportunities for the restoration and promotion of character defining site features

- Railway line infrastructure, as part of the CPR's transcontinental mainline operations
- Proximity to the downtown core and Banff Avenue as well as a connection to the Trans-Canada Highway
- Links to the National Park lands adjacent to the townsite
- Proximity to and inclusion of the Fenland Indian Grounds Wildlife Corridor
- Complementary development that supports transportation services
- Proximity to the Norquay Ski and Sightseeing Resort.

The station visually terminates the long-standing axial alignments of Lynx and Elk streets. These roads physically offer direct access to the centre of the Banff townsite and visitor services and amenities.



## 2.4 AN INCLUSIVE PLAN FOR THE COMMUNITY

The Banff Railway Lands are an established area of town in transition. It has a rich history with deep community ties arising from its history as the passenger train station for visitors arriving and departing from Banff and the Rockies. The ARP builds on this historic context to strengthen the area's local identity.

To create an inclusive ARP, the public realm is characterized with a design focus that is to be engaging and promote safety while minimizing transportation conflicts and prioritizing active modes of transportation. This is emphasized with an interconnected network of accessible routes for pedestrians and bicyclists, a central Plaza at the apex of Lynx Street and Elk Street and the railway station building, Railway Avenue as a promenade-like shared street integrating the Queen's Willows, and restoration of the Spruce Allée walk.

**While the Banff Railway Lands ARP aims to restore and revitalize the area, it also seeks to:**

- Respond to the existing community and its needs
- Support the goals of the Town's plans and policies including the Banff Community Plan, Downtown Enhancement Concept Plan, Environmental Master Plan, Transportation Master Plan and Long-Term Transportation Study
- Support the goals of the Town's plans and policies including the Banff Community Plan, Downtown Enhancement Concept Plan, Environmental Master Plan, Transportation Master Plan and Long Term Transportation Study.

The ARP encourages a shift in travel behaviour as a multi-modal transit development, that is pedestrian oriented, with a focus on development on the south side of the tracks around the train station. It offers public open spaces and support services, while facilitating a more accessible, age-friendly environment to foster health and well-being, and the participation of people as they age. The intent is that the area will become more accessible, equitable, inclusive, safe, secure, and supportive.



FIGURE 2.05 Queen's Willows along Railway Avenue



As a multi-modal transportation hub and destination, the Plan offers a series of visitor and resident focused uses oriented toward hospitality and culture. Residential accommodation in the community for the workforce within the ARP will also be addressed in concert with the required housing legislation. Community priorities include:

- Revitalization of the Railway Lands as a year-round visitor destination.
- Place-focused community open spaces.
- Reduce private vehicle arrivals.
- Develop and encourage active transportation networks (pedestrian, bike, transit, vehicle) and streetscapes.
- Improve and diversify transportation options.
- Safety in the public realm.
- Environmental protection, climate resilience, and adaptation.
- Local economic development.
- Utilities and infrastructure (stormwater, green infrastructure, etc.).
- Preservation of historic and cultural resources.
- Wildlife corridor protection and enhancement.

Site context is an important consideration when determining the location, size, and shape of a building. New buildings and site development will complement the scale, massing, orientation, and architectural and landscaping elements of the historic CPR station and its surrounding neighbourhood.

In reviewing and determining general planning policies, reference has been made to the FCM/RAC Proximity Initiative Guidelines for New Development in Proximity to Railway Operations and Transport Canada Grade Crossing Handbook. The guidelines are intended to promote awareness around issues such as noise, vibration, safety, and mitigation measures associated with development near railway operations.

## 2.5 ECOLOGICAL PRIORITIES

In alignment with the Banff Community Plan and Environmental Master Plan, natural open spaces, including the Fenlands Indian Grounds Wildlife Corridor, within the ARP planning area will be preserved, protected, and enhanced to respect the diversity and health of Banff's natural ecological systems.

A primary priority of the Plan is to protect and preserve the contiguous area of wildlife habitat located in the primary Fenland Indian Grounds Wildlife Corridor east and on top of the sand dune (approximately 5.2 ha). It will do this by avoiding new disturbance or activity encroachment into this sensitive area, and contributing to the retention of the wildlife corridor. Within the lease area, disturbed areas are to be restored to be compatible with the adjoining undisturbed Montane landscape.

### Other ecological priorities include:

- Low-carbon, energy efficient and climate-resilient urban infrastructure and buildings
- Sustainable transportation initiatives to reduce traffic congestion, local air pollution, and GHG emissions
- Enhanced water incentive and conservation programs
- Comprehensive waste reduction and diversion.



FIGURE 2.06 Forty Mile Creek with Mt Norquay

# 3

# DEVELOPMENT CONCEPT



## GOALS:

- To reestablish the Railway Lands as a unified multimodal mobility hub that accommodates a range of specific public and private modes of transportation in one location.
- Create a walkable environment and an active and vibrant visitor destination that complements the heritage character of the site and enhances the economic vitality of the area
- Provide for the creation of public spaces for both residents and visitors.

# 3.1 DEVELOPMENT CONCEPT

The purpose of the Banff Railway Lands ARP is to create a comprehensive and unified transportation/mobility hub that respects and enhances the historical, physical, environmental, and social context of the site.

The heart and soul of the Banff Railway Lands ARP is the historic CPR Station. The station is directly linked to the development of Canada’s national park system and the evolution of Canada’s tourism industry. The CPR main line and siding directly north of the tracks are an integral part of the operating railway and their operational efficiencies cannot be compromised. The CPR currently has a number of facilities within the ARP area, including safety, track maintenance and communications equipment, and an active siding used to temporarily store rolling stock or enable trains on the same line to pass.

The station and key components of its setting will be restored and rehabilitated as part of establishing the area as a major transportation/ mobility hub. An inherent objective of the overall development concept is to create a significant place for arrival and circulation that connects and links the major modes of transportation on site while reducing private vehicle arrivals.

The Land Use Concept will incorporate a range of complementary commercial land uses, including cultural and civic amenities such as exhibit and performance spaces combined with a range of hospitality services that will support the local population and create an exciting regional destination for visitors. A mix of land uses will be encouraged on the site that create appropriate densities of development that are compatible with the surrounding neighbourhood and downtown. They emphasize pedestrian and bicycle connections and easy access to transportation, parking, and an active and attractive environment.

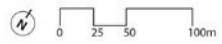
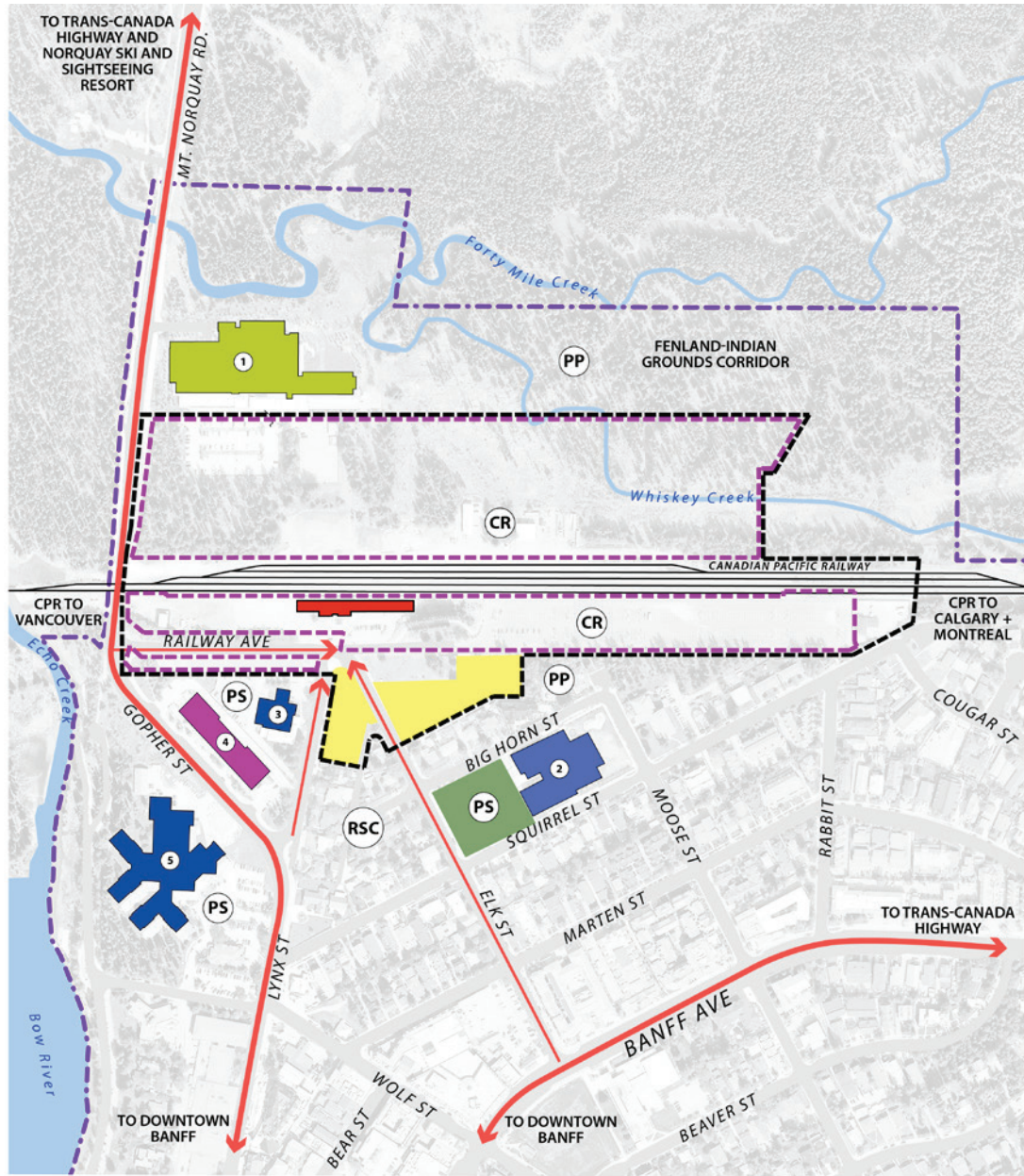
FIGURE 3.01 Train arrives at Banff Station, circa 1947



FIGURE 3.02 Passengers waiting on the platform for eastbound train with Massive Range in the background



MAP 3.01 Land Use Context



LEGEND

INSTITUTIONAL	ARP SITE	PUBLIC SERVICE DISTRICT	FENLANDS RECREATION CENTRE
RESIDENTIAL	LEASE LINES	PARKLAND DISTRICT	BANFF ELEMENTARY SCHOOL
COMMERCIAL	TOWN OF BANFF BOUNDARY	SQUIRREL/COUGAR DISTRICT	RCMP - GRC
RECREATION	CPR MAINLINE	RAILWAY LANDS DISTRICT	PURSUIT-BREWSTER TERMINAL
EDUCATION	VEHICULAR CONNECTIONS		MINERAL SPRINGS HOSPITAL
OPEN SPACE			
CPR BANFF STATION			

## 3.2 DEVELOPMENT WITHIN THE ARP LANDS

All new building development is within the planning area south of the CPR tracks in support of the policy framework and Plan vision. Relocated, restored or reconstructed railway heritage buildings, are proposed within the Banff Railway Lands planning area. They allow for varying amounts of development under different height limits, setbacks, and include commercial, institutional, government, educational or community service land uses. The uses listed in Table 3.01 Summary of Existing and Proposed Commercial Gross Floor Area are based on a preliminary market analysis for the project. Other potential future uses may vary depending upon market and economic conditions.

Within the site, five zones will be created that relate to the groupings of structures, connected by appropriate areas developed within an active public realm:

### **A - Banff Train Station and Platform Zone, and Plaza**

The station and platform are protected under the federal *Heritage Railway Stations Protection Act*. The concept plan incorporates a Plaza creating open views to and from the station, a multi-functional Amphitheatre and a new building along its south edge to frame and enclose the Plaza.

### **B - Heritage Railway Architecture Zone**

Railway Avenue will be redesigned as a shared street supporting a pedestrian promenade, walkway, vehicle traffic, and cycling connection to the Legacy Trail. It also has been planned to accommodate the potential relocation of former CPR railway buildings.

### **C - Pavilion Zone**

This zone envisions the potential for a number of mixed-use infill buildings to be located west of the existing train station between the Queen's Willows and the CPR tracks to the north. All new development will conform to the Town of Banff Commercial Growth Management Allocation Regulations.

### **D - Historic Landscape Areas and Features Zone**

The historic character, quality, and integrity of the Spruce Allée and Queen's Willows are to be maintained and conserved.

### **E - Medium Density Residential Transition Zone**

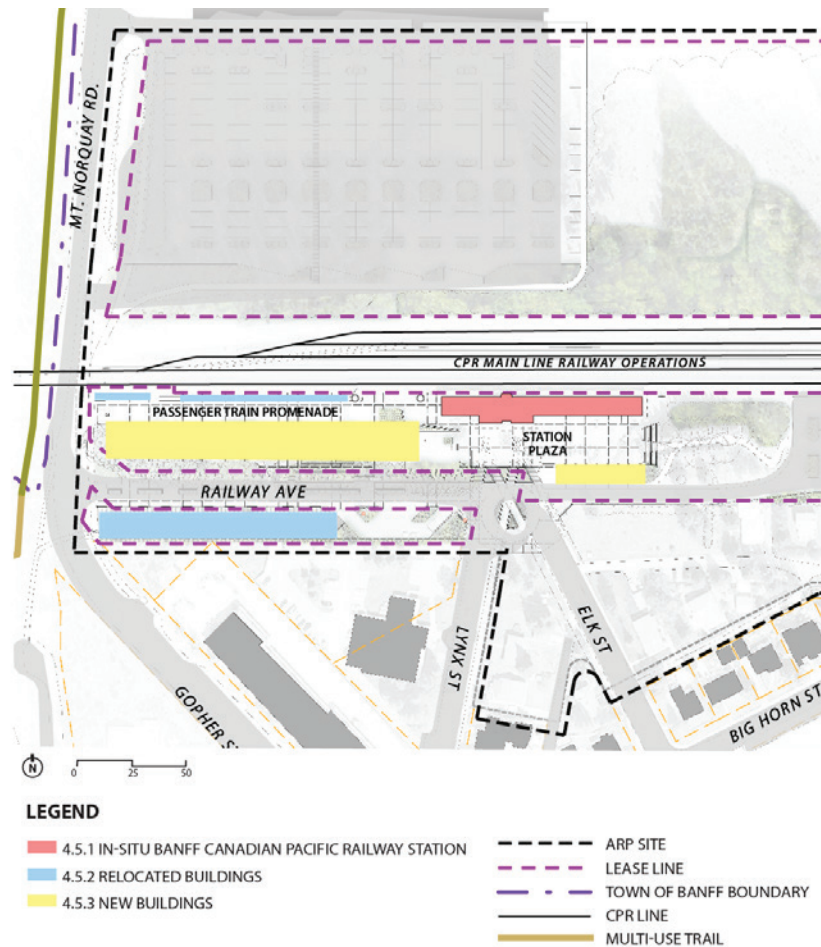
This zone is to be a buffer between nearby houses and the proposed commercial district.



FIGURE 3.03 Eastbound "Canadian", c. early 1970s



### MAP 3.02 Building Zones



All existing and proposed commercial development is located within the CR: (Railway Lands) Land Use District and is subject to the provisions of the Town of Banff Land Use Bylaw. This includes specific design and development regulations that regulate floor area ratio, site coverage, landscaping, building height, parking, and setbacks. Commercial use is defined as any land use, except housing or institutional or government service, which is a permitted or discretionary use in a commercial district.

The Town of Banff Commercial Growth Management Allocation Regulations apply to all future commercial use development and unless otherwise provided for in the regulations, a development permit for commercial use cannot be issued except where a valid commercial use development allotment exists for the parcel. A development permit issued for a use does not authorize development of gross floor area in

excess of the applicable commercial use development allotment. To date, a total of 464 m<sup>2</sup> of commercial use development allotments have been awarded to the subject property under the Commercial Growth Management Allocation Regulations.

The proposed concept plan calls for a mix of commercial uses, including five commercial buildings and commercial space within three repurposed heritage passenger train railway cars with a total gross floor area of 247m<sup>2</sup> of commercial space. The available commercial space for future development with the CR District is calculated based on the provisions of the Town of Banff Land Use Bylaw and cannot exceed the legislated commercial growth cap permitted in the community under the Canada National Parks Act. The actual commercial space used for a specific project will be determined through the Development Permit application/review process.



**TABLE 1.01 Summary of Existing and Proposed Commercial Gross Floor Area**

Existing	Land Use Category	ARP Zone	Area M <sup>2</sup>
Train Station Building	Railway Services/ Eating & Drinking Establishment	A	1135 m <sup>2</sup>
Icehouse Building	Railway Services	C	100 m <sup>2</sup>
Floor Area Credit	Land Use Category	ARP Zone	Area M <sup>2</sup>
13CDA01 - 2013 CDA	Commercial services	B	224 m <sup>2</sup>
15CDA01 - 2015 CDA	Commercial services	B	240 m <sup>2</sup>
11DP49 - Station Renovations	Commercial services	B	173 m <sup>2</sup>
18DP56 - North Warehouse Demolition	Commercial services	B	664 m <sup>2</sup>
17DP34 - South Track Maintenance Building Demolition	Commercial services	B	95 m <sup>2</sup>
North side warehouses demolished post-1998	Commercial services	B	940 m <sup>2</sup>
<b>Total</b>			<b>2336 m<sup>2</sup></b>
Proposed	Land Use Category	ARP Zone	Area M <sup>2</sup>
Ticket Sales (2 kiosks)	Railway Services	A	20 m <sup>2</sup>
Restaurant / Bar / Fine Dining (3 passenger railway cars)	Eating and Drinking Establishment	C	247 m <sup>2</sup>
Retail Store (Plaza Pavilion)	General Retail Store	C	340m <sup>2</sup>
Sports Equipment Rental	Sports Equipment Rental	C	250m <sup>2</sup>
Transportation Services Area	Transportation Service	C	215m <sup>2</sup>
Restaurant / Bar Pavilion	Eating and Drinking Establishment	C	885m <sup>2</sup>
Restaurant / Bar Pavilion	Eating and Drinking Establishment	C	372m <sup>2</sup>
<b>Total Proposed</b>			<b>±2,329</b>

### **Demolition Credit**

Where an existing commercial building or structure has been demolished or is to be demolished in whole or in part, a demolition credit is given as provided herein for such demolished building or structure or part thereof with respect to development of the same property. The demolition credit has been calculated in accordance with the definition of gross floor area in the Land Use Bylaw and is based upon the use or gross floor area as applicable, of the demolished building or structure on the date of demolition thereof.

In accordance with s.9.6.1 of the Town of Banff land Use Bylaw, the remodelling, restoration or reconstruction of an existing commercial building, which does not expand the existing commercial floor area or increase the commercial floor area ratio, is exempt from the requirements of the Commercial Growth Management Allocation Regulations.

For only traffic study purposes in the Transportation Impact Assessment (TIA), an estimate of 30% ancillary use in the PS Zone has been used. The actual ancillary use in the PS Zone land will be determined by the Town of Banff during the development permit application process. The Commercial Growth Management Allocation Regulations are not applicable to proposed future development within the PS (Public Service) District located on lands described as Parcel “M” and “M-1” south of Railway Avenue.

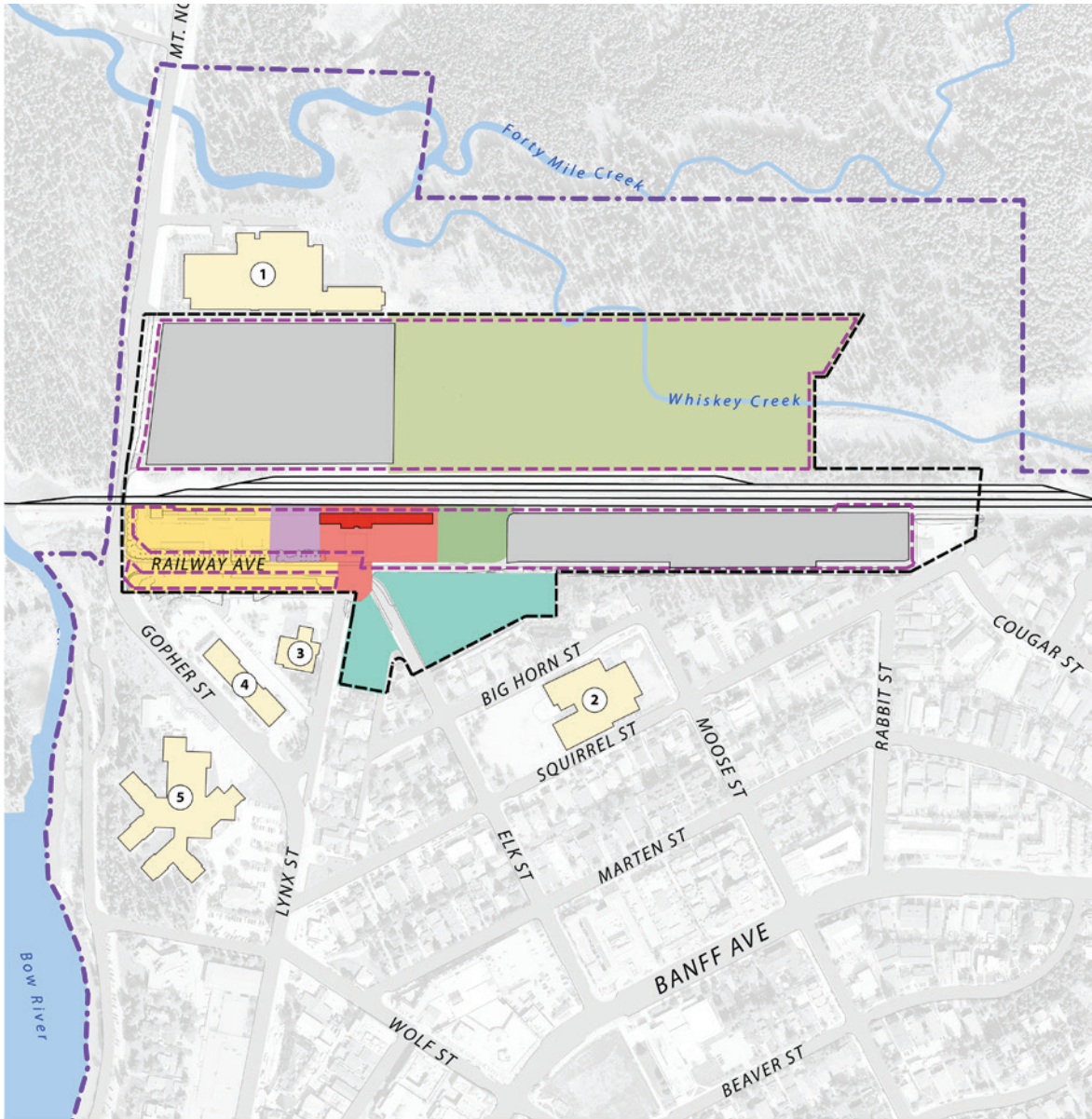
The purpose of the PS District is to provide for a wide variety of uses of an institutional, government, educational or community service nature.

## **3.3 CHARACTER AREAS**

**Seven distinct character areas form the basis of the Land Use Concept for the ARP planning area (See Map 3.03 Character Areas). They include:**

1. Station Plaza and Amphitheatre Community Hub
2. CPR Landscapes and Gardens
3. Transportation Services Area
4. Heritage Railway Architecture District
5. Intercept Parking
6. Fenland Indian Grounds Wildlife Corridor and Habitat Enhancement
7. Medium Density Residential District Transition Zone

**MAP 3.03 Character Areas**



**LEGEND**

	STATION PLAZA AND AMPHITHEATRE COMMUNITY HUB		BANFF CANADIAN PACIFIC RAILWAY		FENLANDS RECREATION CENTRE
	TRANSPORTATION SERVICES AREA		ARP SITE		BANFF ELEMENTARY SCHOOL
	HERITAGE RAILWAY DISTRICT		LEASE LINE		RCMP - GRC
	CPR LANDSCAPES AND GARDENS		TOWN OF BANFF BOUNDARY		PURSUIT-BREWSTER TERMINAL
	INTERCEPT PARKING LOTS		CPR LINE		MINERAL SPRINGS HOSPITAL
	FENLANDS WILDLIFE CORRIDOR AND HABITAT ENHANCEMENT				
	RESIDENTIAL DISTRICT				



## 3.3.1 STATION PLAZA AND COMMUNITY HUB

The Station Plaza area is intended to form a community hub that is to be the spatial and symbolic centre of the site focused on the station. It will also act as a welcoming place that promotes a culture of acceptance and celebrates the diversity of the community. This part of the site currently operates as a parking lot and spans the length of the front of the railway station from the Spruce Allée to the Queen's Willows.

The concept plan incorporates a proposed multi-functional amphitheatre (Story Telling Amphitheatre) to capitalize on scenic views and vistas from the site, and a new building along its south edge to frame and enclose the Plaza. The entry feature to the Plaza will provide an enhanced sense of arrival to the site. The preservation of public views to the station will be an important consideration during design and development.

### POLICIES

#### Entrance features:

- Create a welcoming and vibrant sense of arrival that enhances the visitor experience and fosters civic and local uses. The visual and functional qualities of the Plaza public realm are to reinforce and complement the image of the historic railway station.
- Create a symbolic point of reference in front of the train station using major axial streets that extend south along Lynx Street and east along Elk Street. Axial views, vistas, streets, termini, and natural elements will be utilized. Enhance the pedestrian experience and reinforce the human scale as part of the entrance feature.

#### Station Plaza and Amphitheatre:

- Create an area to serve as a public space for a mix of programmed functions associated with the Amphitheatre development that promotes community involvement, reflects local culture and history, has design and architectural features that are visually interesting, and is safe, welcoming, and accommodating for all users.
- Enable vehicle circulation for service and maintenance to address building and Amphitheatre requirements.
- Provide visual clues to signify important circulation routes.
- The Plaza will:
  - > Be designed for an ease of circulation, informal casual year-round activities utilizing summer and winter features, throughout the day and evening. It is to serve for special events and as an avenue for live performances and small concerts. It will act as an inspirational gathering place for all residents and visitors and be used to accommodate other activities, from theatrical performances, presentations and local school functions, to Indigenous Peoples' cultural events and programs.
  - > Be large enough with suitable servicing to accommodate public gatherings that could include temporary structures and pop-up venues for community events while ensuring ease of movement for transit hub patrons.
  - > Be animated by cultural exhibits, ancillary service providers, and amenity uses within the re-purposed baggage section of the station building and a new pavilion building to be located along the south side of the Plaza. Together they are to frame the Plaza space.

- > Rely on the western portion as a forecourt to the main station building as seen in the axial views from Lynx Street and Elk Street.
- > Have buildings sited to protect and maintain features that define or frame important views. Favourable views of the historic train station should be maintained from the entrance to the site via Railway Avenue, Lynx Street and Elk Street.
- > Include wayfinding signage and distances to direct transit patrons and other visitors to destinations within the local area and greater community.
- > Feature a mix of hard and soft landscaping and incorporate low-impact development where feasible.
- > Include public art to act as a distinct station landmark and to build a sense of place.
- > Should commemorate the historical and architectural significance of the Bow Valley lands and Indigenous Peoples, the railway station, and the transcontinental railway.
- > Be visually and physically accessible.
- > Be designed for ease of servicing and loading.

### 3.3.2 CANADIAN PACIFIC RAILWAY LANDSCAPES AND GARDENS

Planting gardens at train stations was started by CPR employees in 1890, as part of an initiative to repair the impacts of construction and coal dust and track cinders prevalent at railway sidings and stations across the country. By 1908, supervised gardening was introduced and a Forestry Department was created within the company along with a special branch to take charge of the park and garden work. By 1912, there were greenhouses operating in Fort William, Kenora, Winnipeg, Moose Jaw, Calgary, Revelstoke, and Vancouver. From these nurseries, trees, shrubs, and plants were distributed to different stations along the rail line. The CPR employed a station gardener in Banff to landscape the property, emphasizing the natural beauty of the area. The landscaping was reflective of the vastness of the surrounding forest and mountains and was intended to service visitors while they embarked to experience the great outdoors.

#### POLICIES

1. The landscape features of the grounds should complement the station's cultural heritage.
2. Maintain the historic character, quality and integrity of the Spruce Allée and Queen's Willows.
3. Ensure that new development and additions complement the cultural heritage value of the landscape features.
4. The character of the formal gardens is to be reinstated utilizing permitted plant species and local elements.
5. Selecting species of trees, shrubs, and flowers to be replaced periodically must adhere to the Banff Design Guidelines.

FIGURE 3.04 Queen's Willows



FIGURE 3.06 Spruce Allée

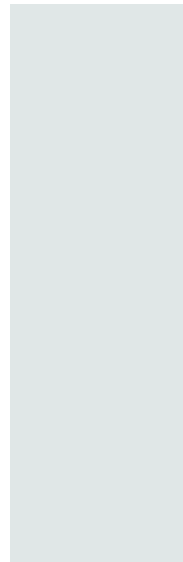


FIGURE 3.05 Site of CPR Gardens



### 3.3.3 HERITAGE RAILWAY ARCHITECTURE DISTRICT

The Railway Heritage District is an area to be established east of Mt Norquay Road between the CPR main line and the land north and south of Railway Avenue. This area allows for grade-oriented restaurants, cafés, and supports open space and circulation through the day and evening.

Railway Avenue will be a shared street supporting Legacy Trail, a promenade walkway, and vehicle traffic. Both the district and Railway Avenue will benefit from the arcade of the Queen’s willows.

Railway Avenue and the area along its south side is to be designed to accommodate selected former CPR railway buildings and new heritage character sensitive buildings. The height of all relocated structures will not exceed the height of the roof ridge line of the existing train station building at its peak unless a substantially unimpeded view of the train station can be maintained.

#### POLICIES

1. The intent of the district is to allow for hospitality uses to be integrated within the west portion of the Plan area in a way that orients noise and associated activity toward non-residential uses.
2. Vehicle circulation is to be promoted including service and loading for buildings.
3. North of the Willows, primary building entrances will be at the front and to the east toward the train station and the Gondola Terminus, with active amenity areas oriented south to Railway Avenue and the north to the Passenger Train Promenade, parallel to the existing platform.
4. Landscape treatment along Mt Norquay Road to support additional planting in the near vicinity.
5. New free standing dining pavilions are to be sited between the railway line and the Queen’s Willows.
6. South of Railway Avenue provision is to be made for the potential of relocating railway buildings associated with this site and under threat of demolition.
7. The streetscape of Railway Avenue is to be integrated with that of the Plaza and support the ongoing viability of the Queen’s Willows.



Top: FIGURE 3.07 Existing view looking east Bottom: FIGURE 3.08 Existing view looking east along Railway Avenue

### 3.3.4 VEHICLE PARKING

Over the years, a number of planning initiatives have investigated options to reduce congestion and parking demand in the town of Banff. The preferred option involves the development of intercept parking facilities at the primary gateways into the townsite to capture vehicles at the two peripheral entrances to the town. Shifting auto trips to transit trips in this manner reduces both traffic congestion and parking demand within the town. In conjunction with the redevelopment of the Banff Railway Lands, intercept parking is envisaged to promote a change in travel behaviour for visitors, reducing dependency on and use of private vehicles, and encouraging a shift to sustainable transportation modes, including walking, bicycling, rail, bus, and aerial transit.

The parking lots to the north and south of the railway tracks, are to be developed to accommodate existing and future parking demand. The lots will also accommodate potential vehicular and bus access and connectivity to the Trans-Canada Highway via Mt Norquay Road. The South Intercept Parking Lot, with approximately 490 stalls, opened in 2019. Trip generation, by mode, of the Banff Railway Lands ARP development, based on the information known at the time of this study, and will be used to determine the infrastructure modifications required to accommodate within the site. (TIA, p.44). In Summary, rounded parking allocations for the lots, north and south are shown in the table below.

#### POLICIES

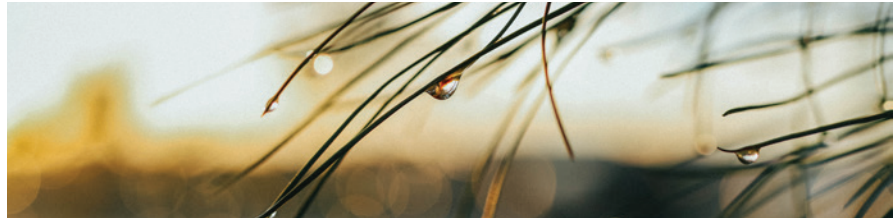
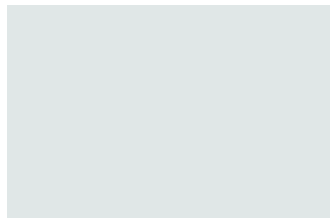
Intercept parking is fundamental to the vision for the ARP. Its purpose is to encourage the use of multi-modal travel options to reduce parking demand, congestion, vehicle miles traveled, and vehicle emissions by intercepting vehicles prior to reaching their final destination. Visitors transfer safely, efficiently, and seamlessly to a non-vehicle mode (i.e. transit, bus, shuttle, walk, or bicycle).

1. Reduce the impact of vehicles and congestion within the townsite and elsewhere in Banff National Park by providing a total of 610 summer-time and 230 winter-time intercept stalls (total of 1,060 stalls north and south of the tracks within the Plan area and total ARP summer-time demand of 280 stalls and Rec Centre demand remains 170 stalls) with a transportation policy objective of the Town of Banff (Stantec 2016). Intercept parking allows the Town of Banff and Parks Canada to develop comprehensive “Best Practices Per Visitor” (lower the per visitor environmental footprint while enhancing the visitor experience) vehicle management systems to help decrease congestion and, in combination with shuttle services, minimize visitor impact on wildlife across the park.

These areas are identified for this use:

- > South of the railway line and northeast of the station building and CPR Gardens and Spruce Allée, with provision for RV parking and transit shuttles
  - > South of Railway Avenue and east of Mt Norquay Road (pick-up and drop-off only)
  - > North of the railway line, and including Fenlands Banff Recreation Centre parking.
2. The location of each parking area offers seamless pedestrian access to Banff’s street network leading to destinations, points of interest outside of the Plan area, and incorporate transit facilities for pick-up and drop-off.
  3. Circulation within each area is to be clear, for both pedestrians and vehicles.
  4. Pedestrian circulation is to be convenient and comfortable for visitors with a range of abilities.
  5. Each parking lot is to be dark-sky friendly and include low impact development (LID) and planting to mitigate the visual and ecological impacts of the parking surface and the vehicles.

Top: FIGURE 3.09 South Parking Lot Middle: FIGURE 3.10 Parking from the Spruce Allée



### 3.3.5 MEDIUM DENSITY RESIDENTIAL TRANSITION ZONE

The proposed Medium Density Residential Transition Zone is to act as a buffer between nearby lower density housing and the CR (Commercial Railway) Land Use District.

#### POLICIES

1. Increase the floor area ratios to accommodate medium density residential development that will complement and support other Character Areas (CPR Landscapes and Gardens, Railway and Heritage Plazas, and Hospitality District). A key design element of new buildings in the district will be to buffer the existing residential neighbourhood from the most active components of the Banff Railway Lands site.
2. To support changing demographics and social sustainability a broad range of housing types to accommodate the needs of different households, income levels, age groups and lifestyles is encouraged within new development.
3. Areas suitable for higher density development—with minimal impact on the remainder of the community—should be identified.
4. New residential developments should be compatible with the general pattern of the streetscape in terms of building height, building form, and architectural massing.
5. Residential development in proximity to the rail corridor should incorporate design solutions to mitigate noise and vibration.



### 3.3.6 FENLAND INDIAN GROUNDS WILDLIFE CORRIDOR, HABITAT AND ENVIRONMENTAL ENHANCEMENT

Wildlife connectivity is a key concept in the maintenance of healthy ecological systems. For terrestrial wildlife, this means maintaining and creating direct linkages between important habitat areas. The area north of the railway was examined for potential environmental, natural, and cultural resource impacts based on site assessments, existing GIS resource mapping, and previous site investigations. The Plan includes several recommendations to assist decision-makers in protecting and restoring wildlife corridors and removing barriers to movement wherever possible.

#### POLICIES

1. Enhance the Primary and Secondary Fenlands Indian Grounds Wildlife Corridors and biodiversity habitat north of the tracks in the Plan area, from its existing condition of being a fragmented and partial brownfield site, by consolidating the disturbed area. This consolidation includes a new 410 stall (3.1 ha) intercept parking area located adjacent to the Mt Norquay Road, restoration of 0.93 ha of brownfield industrial lands to a naturally vegetated state, and enhancements to the existing 4.3 ha vegetated area. This development would protect and conserve nearly 63 per cent of the area located north of the CPR tracks.
2. Improve the Primary Fenlands Indian Wildlife Corridor where the majority of the wildlife movement occurs running east-west between the Fenlands Recreation Centre and the TransCanada Highway. This will be accomplished by using vegetation to further enhance the sand dune as a natural berm (Pope 2001), thereby guiding animal travel on the east side in the Plan area around the Fenlands Recreation Centre.
3. Enhance wildlife habitat connectivity to promote movement between habitat patches. This will be achieved through landscaping with native vegetation to create areas of natural cover, reduce sightlines, and minimize sensory disturbance to wildlife. Landscaping includes the plantings of trees in singles or groups, shrub and understory species, as well as modifications to the topography.
4. Improve the Secondary Fenlands Indian Wildlife Corridor, which runs east-west between the Fenlands Recreation Centre and the CP Rail tracks, by removing barriers bisecting the area. Barriers include non-permeable wildlife fences and CP Rail buildings and Railway works materials. The non-permeable fencing will be replaced with wildlife permeable fencing, similar to that installed adjacent to the new Train Station South Lot in 2020, along the southern perimeter adjacent to the tracks.
5. Minimize the impact of the additional parking by creating high density tree pods at a ratio of one treed pod to 10 stalls, similar to the treed pods installed adjacent to the new Train Station South Lot in 2020.
6. Restrict overnight parking.
7. Restore wildlife habitat of the highest value in the majority portion of the Plan area by consolidating parking in the comparatively smaller area adjacent to the Mt Norquay Road.
8. Combine the existing Fenlands Recreation Centre Parking Lot (170 stalls) and the new Parking Lot (410 stalls) to increase parking efficiency by taking advantage of existing lanes and access points. The existing 170 stall lot (which occupies approximately 0.77 ha) would be expanded to 580 stalls on approximately 3.1 ha.

9. Restore wildlife habitat east of the sand dune feature, which is approximately 5.2 hectares or 2/3 of the area north of the tracks. This area is of the highest value for habitat because it is a contiguous part of the Primary Fenlands Indian Grounds Wildlife Corridor and situated furthest from the high human use area of the Mt Norquay Road and Fenlands Recreation Centre. Whiskey Creek is ecologically sensitive and provides riparian and aquatic habitat for sensitive fish species, including Westslope Cutthroat Trout, listed as “Threatened” under both the federal *Species at Risk Act* and *Alberta’s Wildlife Act*.
10. Establish a 5.2 ha conservation area north of the railway tracks and right-of-way.
11. Achieve a net reduction in the disturbed area by restoring and reforesting approximately 3.2 ha that are either currently occupied by the working CP Rail yard, are treeless on the site of former United (Moffat) Dairies farm, or have been cleared by Fortis to construct power lines. Since the new 410 stall lot will occupy approximately 2.3 ha (requiring the removal of 1.7 ha of vegetated area), the restored and conserved habitat to new disturbance ratio will be approximately three to one.
12. Enhance interpretive opportunities, visitor experience, and promote environmental stewardship through the placement of interpretive materials and signage.

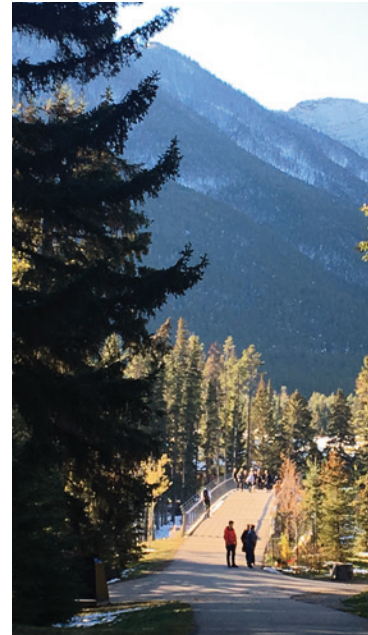
FIGURE 3.11 Existing Fenland Indian Grounds Wildlife Corridor looking east



FIGURE 3.12 Illustrated concept view of rehabilitated environment

# 4

# URBAN DESIGN



**GOAL:** The Plan area's open spaces and built form will create an engaging and memorable pedestrian oriented destination. A key action is to recognize and celebrate the historical significance of the station building, its associated landscapes, and the site and its context in alignment with the Town of Banff Design Guidelines and the Standards and Guidelines for the Conservation of Historic Places in Canada.



## **OBJECTIVES:**

- Protect, retain, and celebrate the Banff Train Station building and its associated character defining elements including the platform, Spruce Allée, and Queen's Willows.
- Protect panoramic views and scenic vistas of the mountain ranges to the east and west from the Spruce Allée and Railway Avenue, and axial views up and down Lynx Street and Elk Street to the train station.
- Create high quality integrated public open spaces and amenities that foster a culture of social interaction, walking, and bicycling.
- Create open spaces that are appropriately scaled with the surrounding neighbourhood and all new on-site development.
- Support year-round activity through transit modes, pedestrian circulation, amenities, and events and programming while supporting the interpretive, hospitality and commercial uses.
- Site relocated and new buildings in ways that are discrete, complement the Banff Train Station, frame and address open spaces, respect established landscape plantings, and enable an ease of pedestrian access and movement.
- Connect the pedestrian and bicycle friendly public spaces within the Plan Area to the surrounding network.
- Focus building development on the south side of the train tracks to enable retention and enhancement of the Fenlands Indian Grounds Wildlife Corridor.

# 4.1 URBAN DESIGN DETERMINANTS

The conceptual site plan for the ARP lands is organized to the north and south of the train tracks and existing east-west main line of the CPR right-of-way given their fixed requirements and their exclusion from the lands leased to Norquay Mystic Ridge Ltd.

The south side builds on the significance of the historic CPR Station and its siting connection and adjacency with the downtown. It is the focus for the multi-modal destination development and mobility hub.

The urban design sets forward a plan organization that is a place focused design for development integrating the train station and its grounds with the surrounding streets. The plan reinforces the station as the focus of the mobility hub and builds on its associated significant landscape features. An integrated, accessible, and connected series of pedestrian oriented open spaces are proposed to foster a strong sense of place and reduce car dependency. They are framed and addressed by building development and heritage rolling stock. The Plan area is to be a setting of public places and amenities, with supportive hospitality uses and amenities.

The north side of the tracks focuses on parking and enhancement of the Fenland Indian Grounds Wildlife Corridor. It is dedicated to restoring the land as contiguous wildlife habitat at the sand dune and area east. (*See section 6*).

## SITE DETERMINANTS

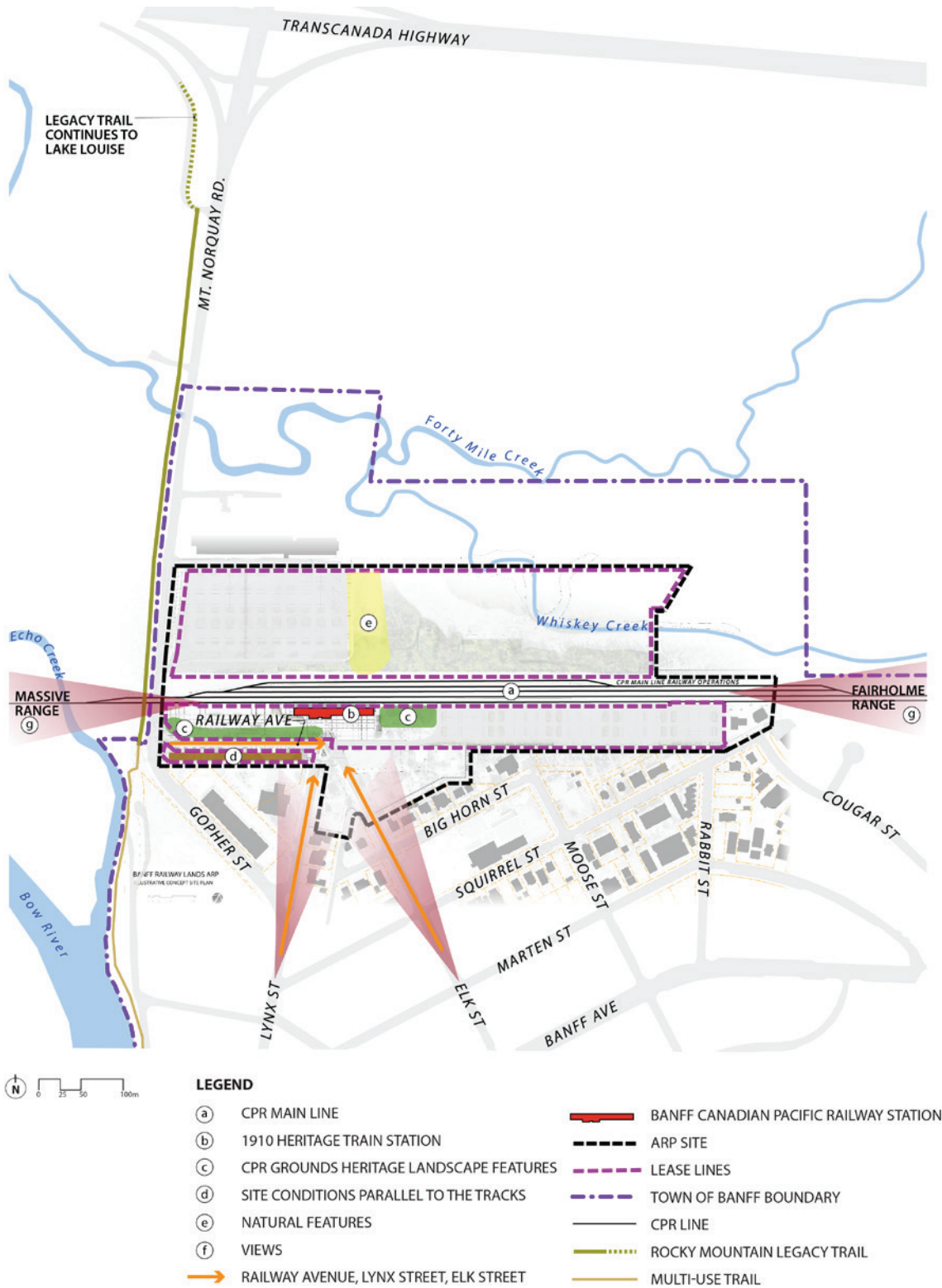
The plan for the site is guided by a number of significant existing determinants:

- A. The CPR main line tracks and railway train operations
- B. 1910 heritage CPR Station building and its associated platform
- C. CPR Station grounds heritage landscape features
- D. Buildings and structures generally are to be parallel to the railway tracks following historical site convention
- E. Natural features of Whiskey Creek and the sand dune north of the CPR main line
- F. Limited service and emergency vehicles access from Mt Norquay Road, based on the Transport Canada, Grade Crossing Handbook, 2019
- G. Views from the site to the panoramas of the mountain ranges east and west and Railway Avenue, Lynx and Elk streets within and leading to the Plan Area.

## POLICIES

1. The Site will be organized around the CPR Station and seven character areas with a mix of indoor and outdoor public spaces.
2. The train station and its landscape features will be celebrated and distinguished. The station will be the centre of the site's organization through the strategy of reinforcing axial views from Lynx Street and Elk Street and setting it as the frontispiece in an open space plaza.
3. Significant open spaces are to be established in tandem with the siting of both new and relocated buildings and structures.

### MAP 4.01 Site Determinants





## 4.2 SCENIC VIEWS

Scenic view corridors and panoramic vistas play a significant role on the site in defining the visual and aesthetic character of the Plan area. Recognition shall be given to the views to the site with a focus on the train station and to the panoramas beyond the site as well as:

- From Lynx and Elk Streets to the Station
- From the Station along Lynx and Elk Streets
- From Railway Avenue framed with the Queen's Willows and from the Spruce Allée to the mountains east and west, the Fairholme and Massive ranges respectively.

### POLICIES

1. A coherent spatial organization of buildings and open spaces are to frame and protect the significant scenic vistas from the Spruce Allée and Railway Avenue looking west to Mount Bourgeau and the Massive Range, and east to the Fairholme Range to Mount Inglismaldie, Mount Peechee, and Mount Girouard.
2. Create a wide visual frame and a natural backdrop featuring the historic CPR station.
3. Protect the terminating vista south towards Banff Town Hall.
4. Buildings are to be massed and sited to protect and frame views.
5. Preserve the visual openness and functional qualities of public spaces by preventing visual incursions into the rights-of-way wherever possible.
6. Consider the design and placement of streetscape improvements such as paving materials, street lighting, and landscaping to help enhance and frame view corridors south along Lynx Street and east along Elk Street.
7. Connect building functions with outdoor spaces. The open spaces are to be framed and enlivened by the buildings and offer views between their interior and exterior and through the design and placement of windows and other building openings.

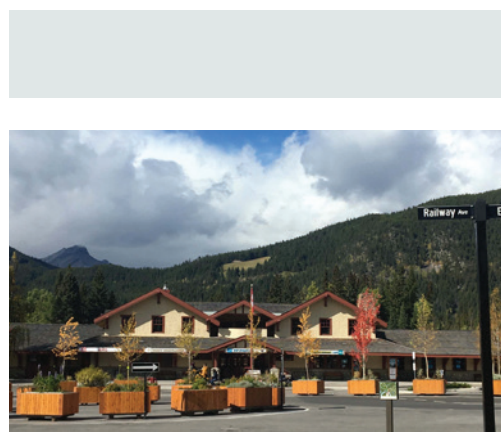
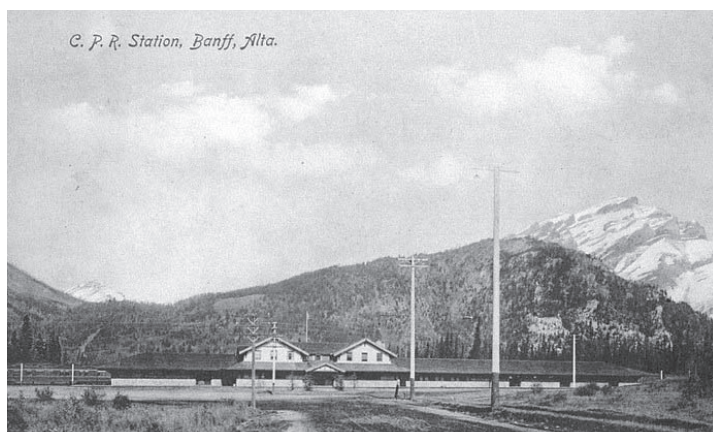
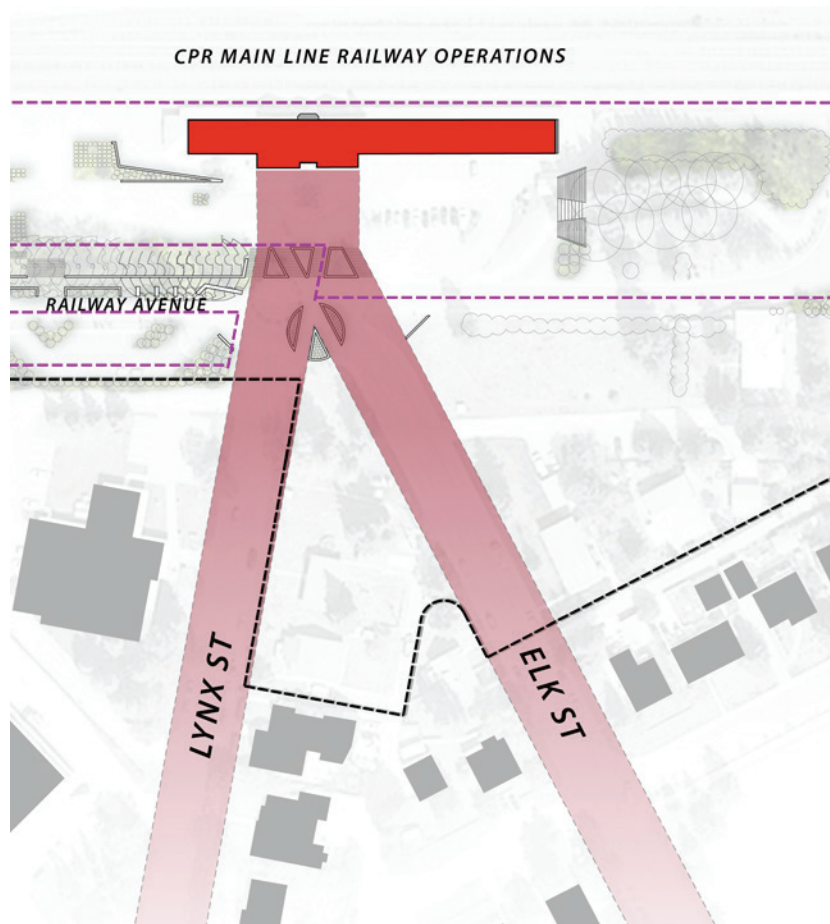


FIGURE 4.01 View north to station from Lynx Street, illustrating its long-standing axial alignment from early postcard (left) existing view looking south down Lynx Street (Right)



FIGURE 4.02 View south down Lynx Street with the circular garden, circa 1920's (left) and present-day view looking north (right)

MAP 4.02 Framing views to the Station's central hall from views up Lynx and Elk.



## 4.3 CLIMATE AND ECOSYSTEM SENSITIVE BUILDING AND SITE DESIGN

The redevelopment of the Railway Lands will conserve energy and other resources. The design of buildings and site are to address the local climatic characteristics to minimize environmental impacts, support positive social interactions and provide long-term economic benefits to the community.

### POLICIES

1. Create a comfortable microclimate throughout the year through the design and orientation of buildings and outdoor gathering spaces, with an emphasis on alleviating prevailing westerly winds and optimizing sunlight access to open spaces. This includes incorporating canopies, awnings, and tree plantings.
2. Public spaces should be designed to both offer attractive walking or bicycling experiences as well as introduce indigenous planting or ecosystem strategies throughout the site to address and enhance existing plans and natural systems.
3. Where feasible, use locally sourced construction materials. Existing site elements and buildings are to be retained and used.
4. Building designs are to address the local climate with measures to reduce energy for heating and cooling requirements and foster comfort for users throughout the year. These include a range of passive and bioclimatic design strategies as follows:
  - Optimize passive solar heating, thermal insulation and high thermal mass. Organize roof slopes so that they can accommodate photo voltaic panels where possible.
  - Building and site design that reduces solar gain and provides natural ventilation to increase indoor thermal comfort.
  - Building design that maximizes daylight with sizing and positioning of windows and skylights to allow natural light to supplement or replace electric lights.
  - Use of alternative sources of energy that reduce or produce no GHG emissions from fossil fuels.
  - Selection of durable building materials and surfaces.
  - Design of flexible spaces and systems that can be renovated or reconfigured with minimal effort and materials as their use changes over time.



## 4.4 BUILDING SITING AND MASSING

Banff is characterized by the “Rocky Mountain Style” with common design themes that include: sensitivity to nature, the use of rustic natural materials, emphasis on structural expression and strong roof forms, respect for the pedestrian environment, decorative details, and relief and texture.

Within the Plan area buildings should be designed to create a high-quality pedestrian-oriented environment, accommodating a variety of uses, and fostering a vibrant and active adjacent open space. Building frontages facing or abutting open spaces will contribute to engaging gathering places by generating activity and providing for visual surveillance, prioritizing pedestrian movement and minimizing interruptions for access and loading. Less active uses, such as offices, are encouraged behind these more active uses.

New buildings’ architecture is to complement and respect that of the historic CPR station and relocated buildings, each true to its era, function, and place.

New buildings are not to diminish the cultural heritage values or physical materials and identified attributes of a heritage property. They are to complement the context and qualities of the site and adjacent neighborhood with an appropriate scale, massing, and character of the built form.

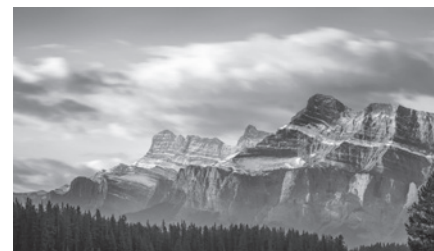
Buildings are to be organized on the site in four distinct groups or zones, each with unique massing requirements. There is to be architectural clarity among the building types of:

1. In-situ Banff CPR Station
2. Relocated buildings
3. New buildings
4. Medium density residential

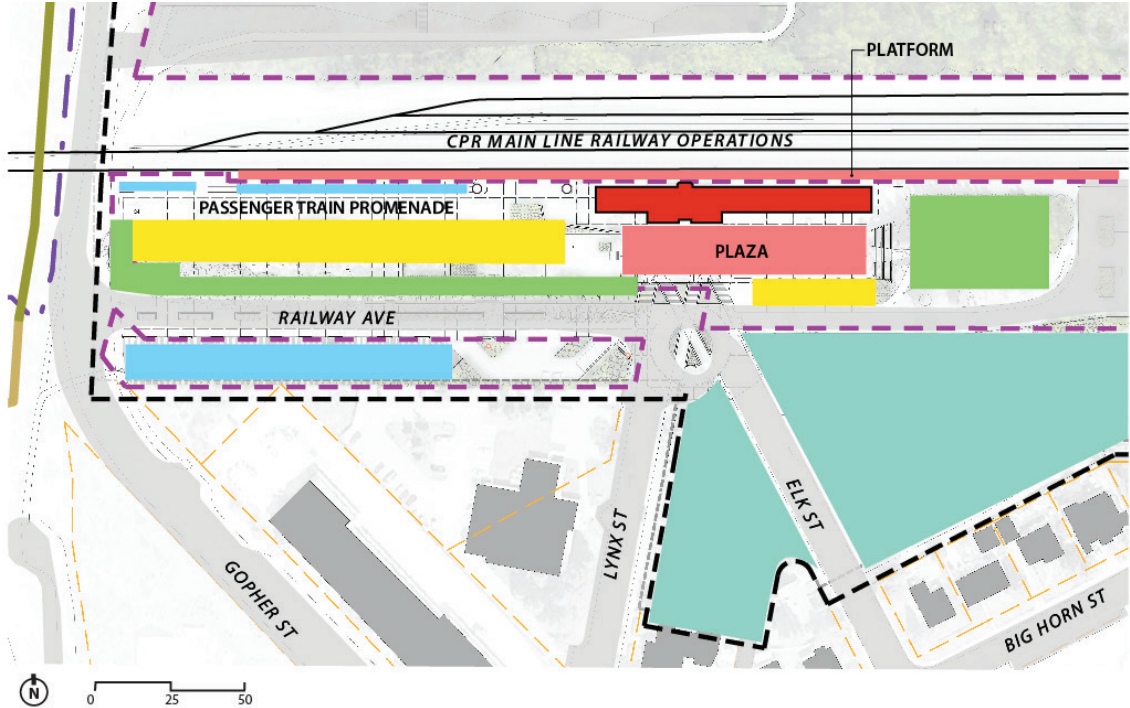
*See Map 4.03 Building Siting and Massing*



FIGURE 4.03 Looking east along platform of the Banff Canadian Pacific Railway station



**MAP 4.03 Building siting and massing**



**LEGEND**

<span style="background-color: red; border: 1px solid black; display: inline-block; width: 15px; height: 10px; vertical-align: middle;"></span> BANFF TRAIN STATION AND PLATFORM ZONE, AND PLAZA	<span style="border-bottom: 2px dashed black; width: 20px; display: inline-block; vertical-align: middle;"></span> ARP SITE
<span style="background-color: lightblue; border: 1px solid black; display: inline-block; width: 15px; height: 10px; vertical-align: middle;"></span> HERITAGE RAILWAY ARCHITECTURE ZONE	<span style="border-bottom: 2px dashed purple; width: 20px; display: inline-block; vertical-align: middle;"></span> LEASE LINE
<span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 15px; height: 10px; vertical-align: middle;"></span> PAVILION ZONE	<span style="border-bottom: 2px dashed purple; width: 20px; display: inline-block; vertical-align: middle;"></span> TOWN OF BANFF BOUNDARY
<span style="background-color: lightgreen; border: 1px solid black; display: inline-block; width: 15px; height: 10px; vertical-align: middle;"></span> HISTORIC LANDSCAPE AREAS AND FEATURES ZONE	<span style="border-bottom: 2px solid black; width: 20px; display: inline-block; vertical-align: middle;"></span> CPR LINE
<span style="background-color: lightteal; border: 1px solid black; display: inline-block; width: 15px; height: 10px; vertical-align: middle;"></span> MEDIUM DENSITY RESIDENTIAL TRANSITION ZONE	<span style="border-bottom: 4px solid brown; width: 20px; display: inline-block; vertical-align: middle;"></span> MULTI-USE TRAIL

### 4.4.1 BANFF CANADIAN PACIFIC RAILWAY TRAIN STATION

The Banff CPR Station is designated as a Heritage Railway Station under the Heritage Railway Protection Act (see Section 7: Railway Heritage) It is to be the frontispiece of the site.

**POLICIES**

1. Building massing for new buildings within the Plan area should be designed to complement the scale of adjacent historic resources (e.g., use setbacks or otherwise articulate building massing).
2. The landscape features associated with the Station are to be retained with selective re-purposing as amenities for the Plan.



FIGURE 4.04 Banff Train Station Present (Left) and Banff Train Station Past (Right)

## 4.4.2 RELOCATED AND REHABILITATED CPR BUILDINGS

Buildings that are proposed to be relocated to the ARP lands reflect the CPR's heritage of operating passenger train services in the Rocky Mountain National Parks.

**Identified buildings for relocation and rehabilitation in coordination with the CPR are:**

- CPR Banff Station Master's house
- CPR Banff Ice house
- CPR ticket kiosks (2)
- CPR heritage passenger train rolling stock
- CPR historic Field telegraph building

Their siting and organization are to both maintain the integrity of the Banff Train Station's historic and anticipated future role and support the interpretive and activity potential of the site.

Relocated buildings are generally sited and accessed from the south of Railway Avenue within a framework that evokes both their value and recognizes that they are each from separate sites

and sharing related but distinct histories. Their Railway Avenue location removes them from direct views to and from the Banff Station. Together with new buildings, they form a site-specific area for their reuse and interpretation without encroaching upon the Banff Train Station and are to offer a focus for Railway Avenue as a shared street with the Queen's Willows.

The two kiosks will be returned to the site and located to the west of the station with one to be located near its original location.

Rolling stock of passenger cars and a steam locomotive, both of CPR origin, are proposed to be located against the CPR railway tracks and across from the restaurants.

***See Section 7 Railway Heritage for specific summaries of each building.***



### 4.4.3 NEW BUILDINGS

New buildings are to support and reinforce open space objectives while addressing specific functional requirements of the site and proposed future land uses.

Within the Pavilion Zone, they are to be contemporary of this time and respect the Guidelines. They are to be sited:

- South of the train station's baggage section to complement it and frame the Station Plaza
- To the west of the Station and north of the Queen's Willows to frame and enclose the Station Plaza

#### POLICIES

1. Buildings are to be sited to contribute to creating well-integrated open spaces and their amenities, and support the pedestrian experience.
2. Buildings are to be organized on site to respect the tradition of orienting structures parallel to the railway line.
3. Buildings and structures are to be sited, where feasible, to inhibit physical access to the railway line except where required.

4. Buildings should be oriented and designed to reduce the impact of wind at ground level and to optimize daylight and sunlight access to on-site open spaces and to adjacent streets.
5. Consideration may be given to accommodate smaller separation distances between buildings in portions of the site with the objective to ensure adequate daylight and sky views are achieved to the satisfaction of the Development Authority.
6. Building frontages at the ground level will be designed to accommodate active uses (i.e. restaurants, retail, services and amenities) that contribute to animating the adjacent open space and incorporate design elements that help integrate the building with the open spaces (i.e. outdoor seating areas, awnings, transparent glazing):
  - > Station Plaza
  - > Passenger Train Promenade and heritage rolling stock of passenger cars
  - > Railway Avenue.
7. Buildings will complement the existing CPR Station, without replication, and reflect their own contemporary development period.



FIGURE 4.05 Historic view east to the station

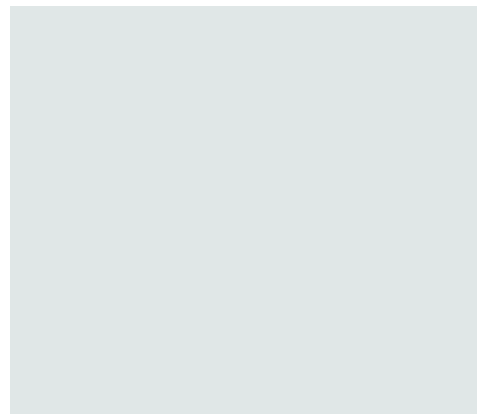




FIGURE 4.06 Area for new buildings with Spruce Allée in the background and spur line to the right with its platform, Andy Morin

## 4.4.4 NEW BUILDING DESIGN STANDARDS

### POLICIES

The following policies apply to new buildings in the Plan complementing the Banff Design Guidelines:

1. Buildings should generally have a simple massing form, reflective and inspired by early 20th century railway and Rocky Mountain Parks architecture.
2. Front entrances should be inviting using elements such as low walls, special paving, planting features, and architecturally integrated canopies projecting from the building and lighting in coordination with the site design.
3. Use non-reflective, clear glass for optimum transparency. Avoid fully glazed curtain walls with large areas of glass or multiple storefronts that are undifferentiated. Use a 150 to 600 mm (6 to 24 in.) window base to protect the storefront and windows from snow removal equipment and other open space activities. The base should not be taller than 760 mm (30 in.)
4. Locate natural gas lines, flow meters, louvers for ventilation, away from main retail entrances at the storefront. Choose a secondary or tertiary façade to locate such equipment.
5. Avoid direct sightlines from the open spaces to the loading dock and servicing areas. When these areas are at grade, provide ample lighting for public safety, landscaping for screening, and well-integrated back doors into the base building architecture. Install security systems in areas with low visibility.

### Exterior Materials and Massing:

6. Use materials that are high-quality, durable, and wear well with age. Source local materials with low embodied energy where possible.
7. Design buildings to visually fit in with surrounding structures, especially those immediately adjacent, by using a small range of complementary materials.
8. Create rhythm and interest on the backside or on blank walls with a combination of material and architectural details. This technique can also reduce the visual impact of any necessary long walls on a pedestrian-oriented way.
9. The minimum floor to ceiling height for new buildings is to be 4.0 m to facilitate retail commercial uses and their servicing at grade, without exceeding the height of the Banff Train Station. Proposed new buildings are sited specific to site requirements and reinforce the historic and tradition of station grounds site organization. Their relationship to open spaces and the station creates a sense of overlook and a physical and visual relationship to the outdoor spaces. The height of the buildings is defined by their heights relative to the existing station, by their functions (such as the Norquay Gondola Terminus), and in combination with adjacency to valued plantings to be retained.

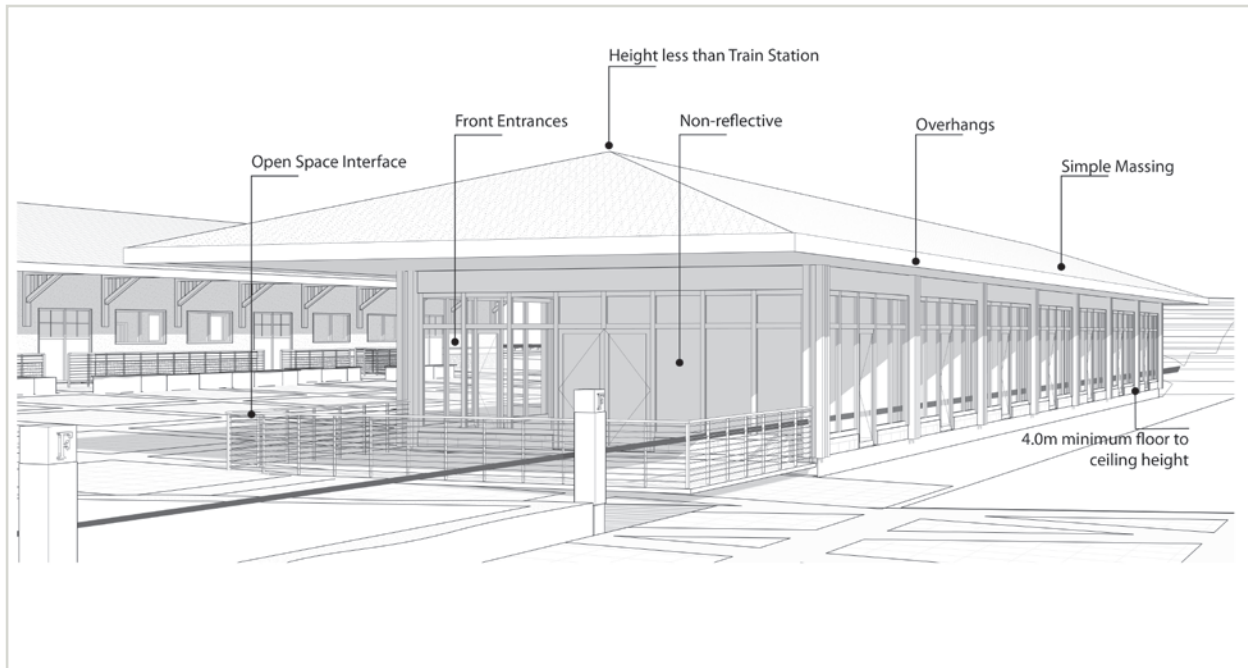


FIGURE 4.07 Visitor and Culture Pavilion illustrative building concept

**Overhangs:**

- 10. The use of overhangs, canopies, and awnings to protect pedestrians from sun, snow, rain and wind are encouraged. For retail storefronts, these should be designed to avoid shadowing the building front.

**Public Open Space Interface:**

- 11. Design the interface between the building and walkways to support walkability, social interaction, and strong visibility.
- 12. At corners, wrap the primary retail façade of the building around the corner to also include the first 6 m (20 ft.) of the secondary façade.
- 13. Design the building entrances in proportion with the building front, accentuating the height, and creating an inviting setting. The entrance should stand out and increase visibility. Doors of retail units should be taller than the standard minimum building code height at approximately 2.4m (8 ft.) in height. Entrances should be visually emphasized by using architectural elements such as projected or recessed walls, signage, and more prominent colours and finishes. Entrance areas should further be enhanced by using high quality materials and detailing such as door handles, lighting, and signage.



### Building Signs:

1. Where grade separation is required to address potential existing in-situ or relocated buildings, developments should consider strategies including surrounding site grading that integrates the building with its surroundings and incorporating building setbacks at ground level.
2. Prepare and provide a comprehensive buildings sign plan to create an organized and interrelated system of signs, sign structures, lighting, and graphics. The sign system is to be of high-quality graphic design using durable materials that relate to and respect the architecture of the buildings they serve while adhering to the Banff Design Guidelines.

### Residential:

3. To provide privacy for residential units located on the ground level, a setback should be considered at grade to provide a transition from the public street or lane to the residential private realm.

### Plantings:

4. Where landscape screening is proposed, the planting medium should be of adequate depth and volume to support the healthy development of the plants.

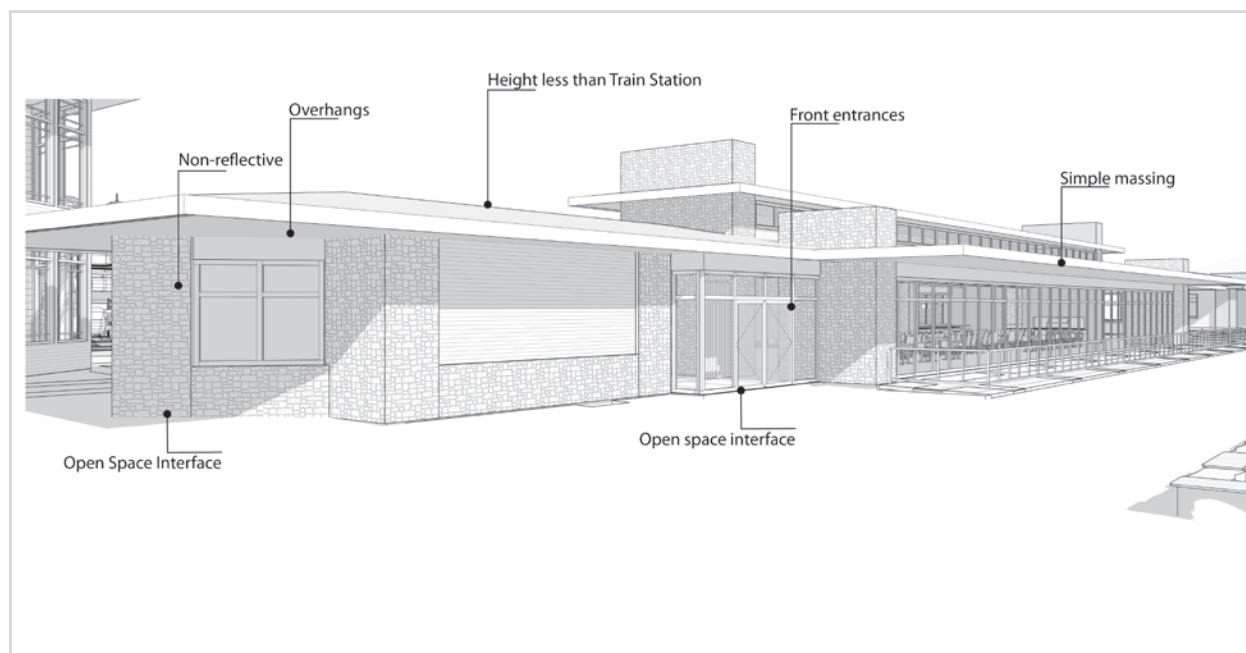


FIGURE 4.08 Pavilion Restaurant illustrative building concept

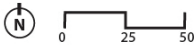
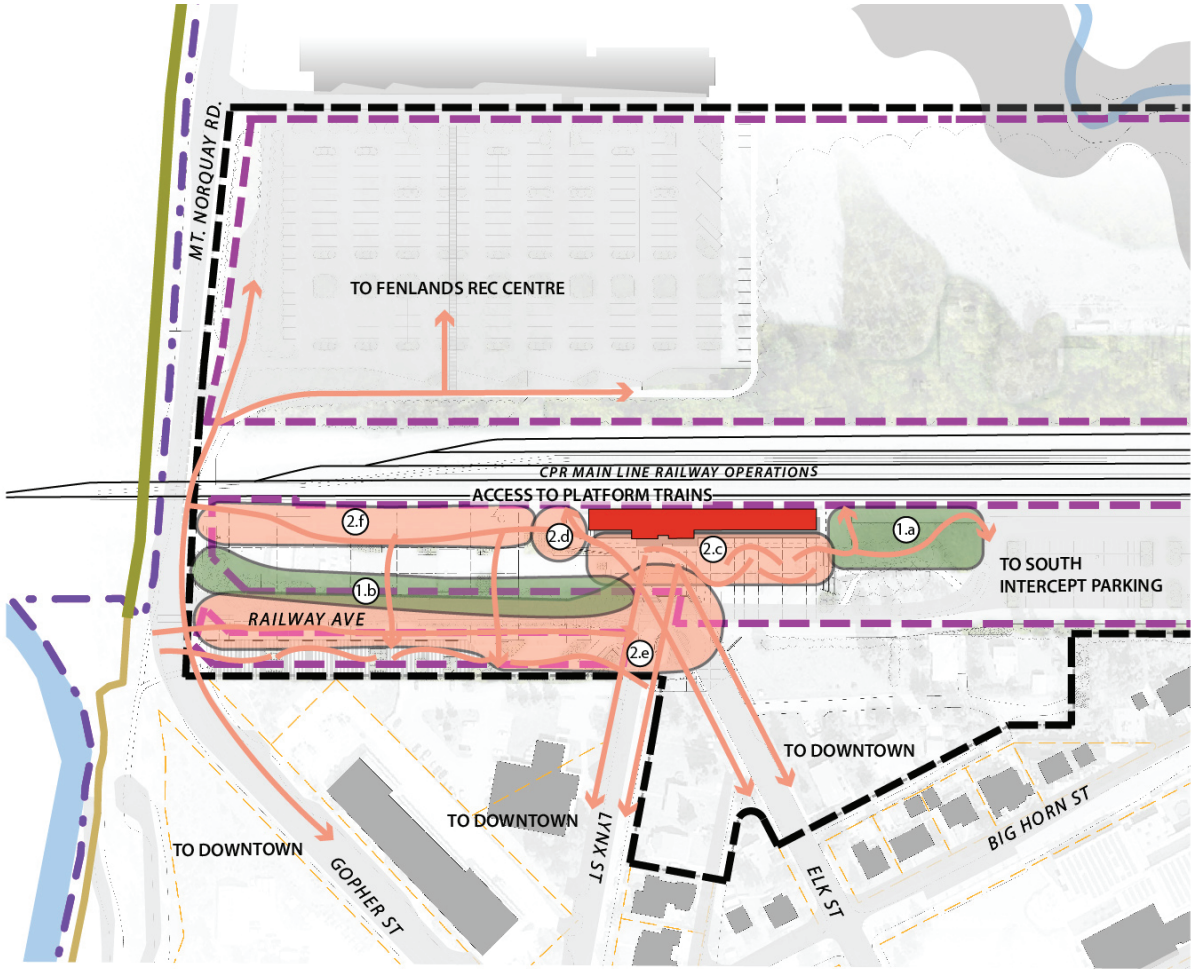
## 4.5 PUBLIC REALM AND OPEN SPACES

The overall concept of the Plan will integrate on and off-site open space improvements, respecting railway operations and the surrounding environment while integrating adjoining rights-of-way. A variety of pedestrian focused new and enhanced open spaces will be destinations (streets, plazas, walkways) that are comfortable, safe, and accessible, each fronted and addressed with adjoining buildings.

### POLICIES

1. The open spaces are to integrate pathway design considering existing and potential pedestrian desire lines, crossing spaces, and seat locations to encourage incidental social interaction. Highly visible connections should link the major amenities and facilities.
2. All pedestrian pathways and trail connections should be designed to provide linkages to destinations within the town in accordance with the provisions of the Town of Banff Trails Master Plan, Banff Refreshing, and Banff Streetscape Design Guidelines.
3. The open space network is to meet contemporary requirements and build on the existing significant historic landscape assets of the CPR platform, Garden with its Spruce Allée and Queen's Willows, adjacent open spaces, and streets.
4. The historic site organization of paralleling the railway tracks and significant landscapes are to be retained and reinforced.
5. The materials and elements of the public realm are to consider the former railway and site in the context of incorporating a selection of both the Banff Refreshing and railway motif.
6. The streetscape of Railway Avenue is to be integrated with that of the plazas and support the ongoing viability of the Queen's Willows.
7. The Station Plaza should connect and integrate with the intersecting streets of Lynx Street, Elk Street, and Railway Avenue and create a prominent community gathering place where people are able to congregate in front of the CPR Station with high visibility from these local streets.
8. The Station Plaza is to be framed and defined by the Amphitheatre to the east (leading to the Spruce Allée), and the gondola terminus facility to the west. The plaza pavilion and Willows' extension will frame the station and define the plaza's south edge. The siting of the Plaza Pavilion is to front the Plaza and screen it from the south intercept parking lot access road.

**MAP 4.04 Character open spaces and pedestrian connectivity**



**LEGEND**

- |                                                                            |                        |                                        |
|----------------------------------------------------------------------------|------------------------|----------------------------------------|
| ①.a CPR GARDENS AND SPRUCE ALLEE                                           | HERITAGE LANDSCAPES    | BANFF CANADIAN PACIFIC RAILWAY STATION |
| ①.b THE QUEEN'S WILLOWS                                                    | PROPOSED OPEN SPACES   | ARP SITE                               |
| ②.c STATION PLAZA AND AMPHITHEATRE                                         | PEDESTRIAN CIRCULATION | LEASE LINE                             |
| ②.d TRANSPORTATION SERVICES CENTRE                                         |                        | TOWN OF BANFF BOUNDARY                 |
| ②.e RAILWAY AVENUE, SHARED STREET                                          |                        | CPR LINE                               |
| ②.f PASSENGER TRAIN PROMENADE AND HERITAGE ROLLING STOCK OF PASSENGER CARS |                        | MULTI-USE TRAIL                        |



# 4.6 CHARACTER OPEN SPACES

**POLICIES FOR SPECIFIC AREAS OF THE PLAN ARE NOTED FOR EACH OF THESE AREAS:**

## **Existing Built Heritage Landscapes**

- CPR Gardens and Spruce Allée
- The Queen’s Willows.

These features are to be retained given their association with passenger train travel, associated railway gardens, and historic events (1939 royal visit). Each is to be configured for anticipated contemporary uses.

## **Proposed Open Spaces**

- Station Plaza and Amphitheatre
- Railway Avenue and intersection with Lynx and Elk
- Transportation Services Centre Court
- Heritage Passenger Train Rolling Stock Promenade
- CPR Gardens and Spruce Allée
- The Queen’s Willows.



FIGURE 4.09 Former CPR Gardens area

FIGURE 4.10 Spruce Allée in Winter

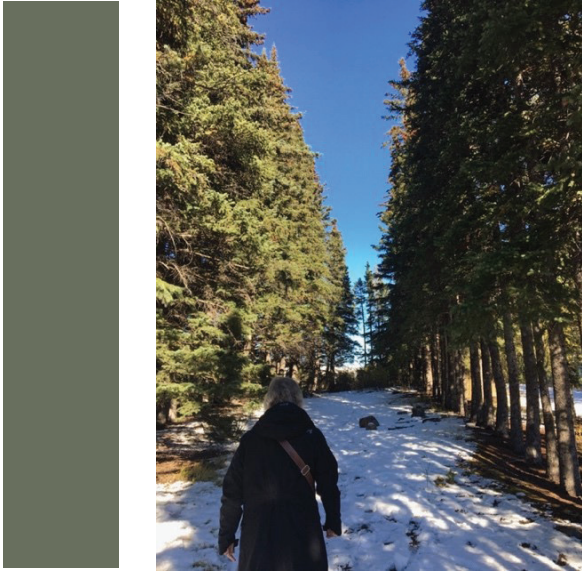


FIGURE 4.11 Spruce Allée in Summer

## 4.6.1 EXISTING BUILT HERITAGE LANDSCAPES

### POLICIES

#### CPR Gardens and Spruce Allée:

1. The CPR Gardens' rock garden is to be revitalized and revegetated with appropriate native shrubs, grasses, and forbs to minimize erosion risks while conforming with the Town's Design Guidelines List of Approved Plant Species.
2. The Spruce Allée of parallel arcades of Spruce trees is to be retained.
3. The pedestrian access alignment through the trees from the south parking lot to the Station Plaza is to be formalized to take advantage of the Allée's alignment and the viewscape east and west.
4. The dune on the east side of the station is to integrate the development of an amphitheatre facing west to the Plaza.
5. A landscape management plan to maintain and enhance the vigour of the existing trees and garden restoration is to be undertaken in association with a landscape strategy and conservation plan.

FIGURE 4.12 Queen's Willows canopy

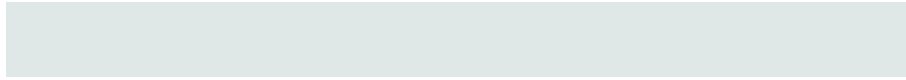
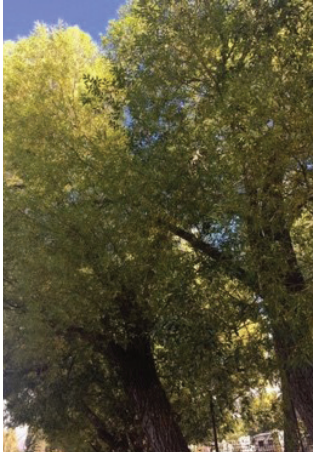


FIGURE 4.13 Queen's Willows from Railway Station parking lot

### **The Queen's Willows:**

The arcade of willows along the north side of Railway Avenue is to be retained, where feasible, with regular arborist maintenance and enhanced with succession planting. As a significant characteristic of the site, the Willows were planted as part of a landscape associated with a spur line for delivery of cargo goods for the town and as well hosting the 1939 Royal Train during a visit to Banff. They offer a unique quality to the grounds providing scale and shade and setting a clear distinction for the north edge of Railway Avenue and separating it from the station grounds.

1. The arcade is to be extended eastward with additional willow trees to frame the view to the station and edge the Plaza in front of the station.
2. Tree removal for service access north of Railway Avenue is to be minimized.
3. Supplemental plantings and natural elements are to support local ecologies and the Willows.
4. A landscape management plan to maintain and enhance the health of the existing trees is to be undertaken in association with a landscape strategy and conservation plan.

## 4.6.2 PROPOSED PUBLIC OPEN SPACES

### POLICIES

#### **Station Plaza and Amphitheatre Community Hub:**

The Plaza and amphitheater are to be accessible for pedestrians with a range of mobility and it should offer flexibility for a variety of programmed events. It should provide opportunities for circulation and public activities, formal and informal, throughout the day, and for all seasons.

1. The character established by the significant station ground's landscapes are to be respected and complemented by contemporary motif for the anticipated uses.
2. Interpretive themes are to be explored for incorporation into the plazas through art and graphic works.
3. These areas are to be integrated with off-site improvements associated with pedestrian movement and circulation to the south parking lot and Railway Avenue, Lynx Street and, Elk Streets.
4. The Plaza is to be open, facilitating an ease of circulation for the anticipated periodic volumes relative to potential boardings associated with the potential train and gatherings on site. It should respect historic views from Elk and Lynx Streets, enhancing and protecting the view to the CPR Station principal front elevation.
5. The Plaza is to support uses associated with the baggage section of the Station, the proposed Plaza Pavilion building along its south edge and support related to transportation services.
6. The Plaza is to integrate with the amphitheatre slipping into the sand dune and enable staged events and performances.
7. The amphitheatre is to be a setting for audience events and performances, casual seating and access to the Spruce Allée.

FIGURE 4.14 Banff CPR Station

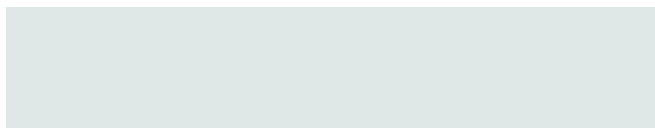


FIGURE 4.15 Banff CPR Station



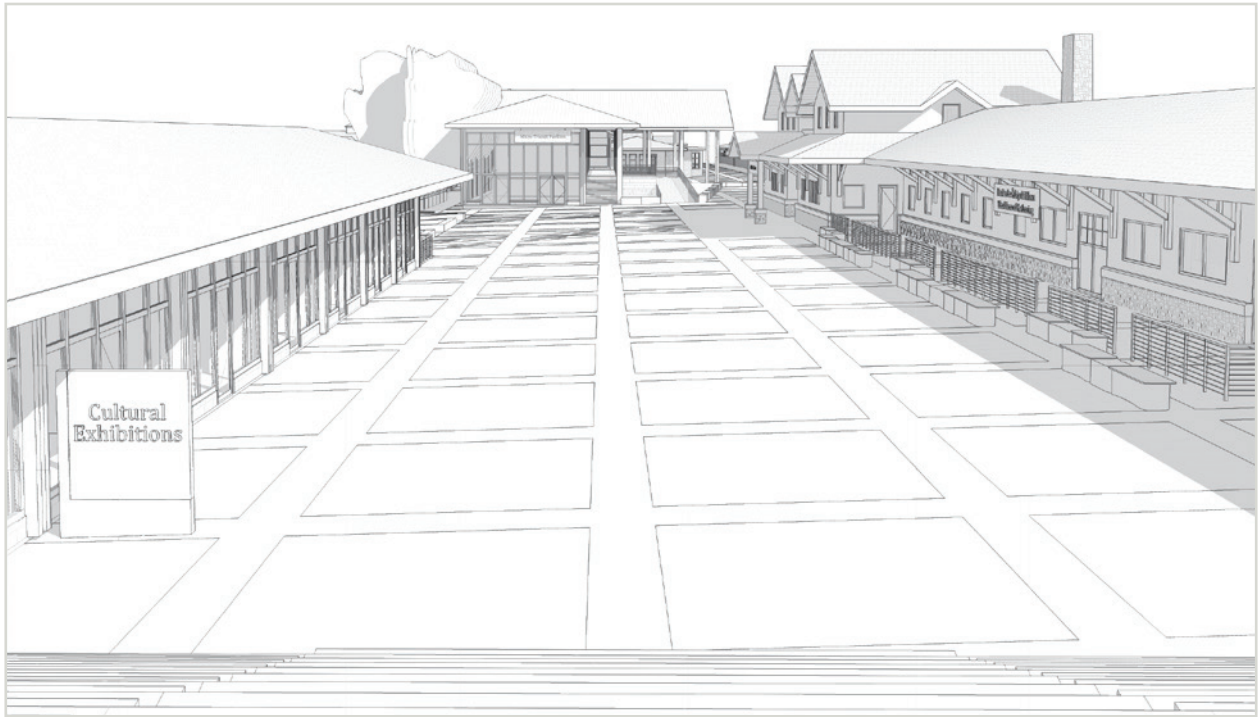


FIGURE 4.16 View west of plaza concept

### Transportation Services Centre

The courtyard space associated with Transportation Services extends the Station Plaza area.



FIGURE 4.17 West end of Banff CPR Station

**Heritage Passenger Train Rolling Stock Promenade:**

1. The Promenade walkway is to be a broad continuous walk adjacent to the existing station platform, connecting the Station, transportation services centre, hospitality, rolling stock and business support services to one another and Mt Norquay Road.

2. Create a setting for the static display and access to vintage passenger train rolling stock and equipment, all evocative of the railway's former trans-continental passenger train era.

FIGURE 4.18 Passenger Train Promenade existing 1



FIGURE 4.19 Passenger Train Promenade existing 2

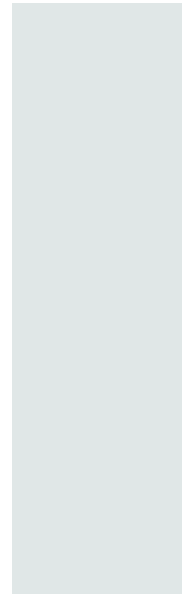


FIGURE 4.20 Illustrative concept of buildings along passenger promenade.



FIGURE 4.21 Existing Lynx and Elk Street

### **Railway Avenue and Integration with Lynx and Elk Streets:**

Railway Avenue incorporating the intersection/traffic circle with Lynx Street and Elk Street is to be a pedestrian-focused area and shared street, complementing Station Plaza and Passenger Train Promenade. The design of this space will promote low vehicle speeds, high driver awareness, and ease of movement for walking, bicycling, and other modes of transportation.

The willow trees are a focus and defining landmark feature for development in the Heritage District. They offer shade, screening, and visual character in a unique setting. Paving patterns and materials integrate both sides of the Willows, further connecting the two areas with the Plaza and the Lynx Street/Elk Street intersection.

Railway Avenue is to be apportioned to offer a setting for the CPR railway buildings and Queen's Willows. A wooden walkway is to abut the buildings, reminiscent of typical railway platforms with selected areas for seating and plantings. The Queen's Willows are edged with a long low boulder seating wall and lower story plantings and a parallel walkway is defined with an additional series of indigenous plantings. Its shared street design elements extend south of the Avenue's right-of-way to integrate with the relocated buildings and north to the pavilions, creating an integrated horizontal surface treatment.

There are no curbs and no centre line to create an environment encouraging an ease of pedestrian movement. Paving patterns and street features will be integrated in order to slow vehicle traffic offering a safe pedestrian environment. This pattern extends over the intersection. A signature flagpole at the intersection is both a point of orientation and evocative of the flag once in place as part of the station grounds.



FIGURE 4.22 Existing Lynx Street



FIGURE 4.23 Existing Railway Avenue

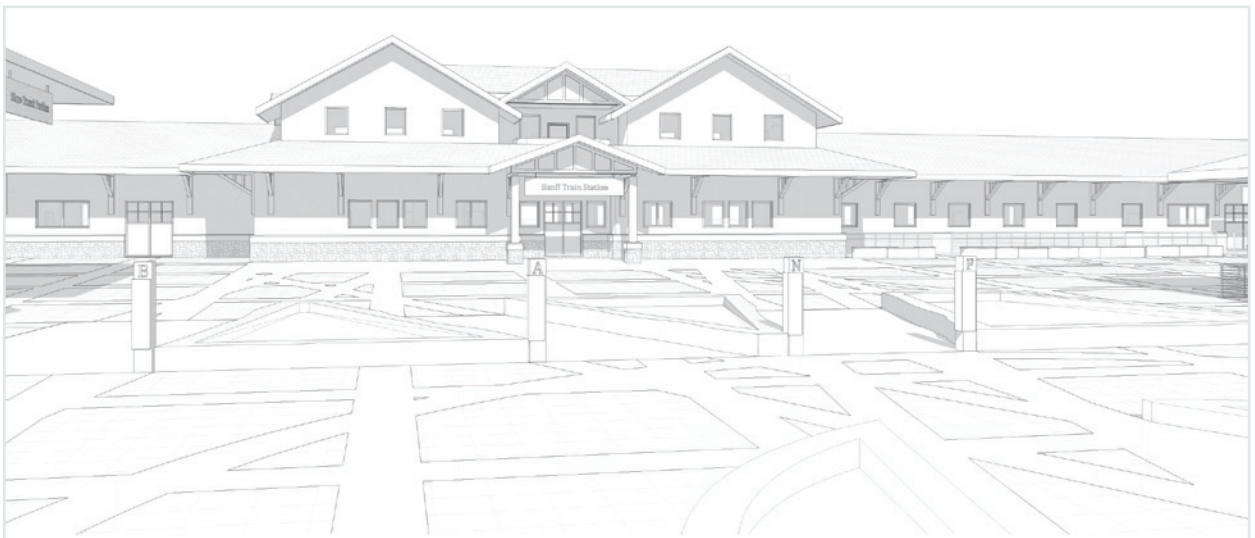


FIGURE 4.24 View of the illustrative concept of Railway Station Plaza



FIGURE 4.25 View of the illustrative concept of Railway Avenue shared street with relocated buildings



## 4.7 PUBLIC ART AND INTERPRETATION

The public open spaces and amenities within the Plan area are to complement and celebrate the heritage of the site and the people with which it has been associated over time. This includes integrating opportunities for interpretive features such as expositional graphics, panels, public art, and live performances.

### POLICIES

1. Public realm design, public art, and interpretive media are to tell the stories of the transcontinental passenger train era and the land and peoples prior to the formation of the railway.
2. The inclusion of public art and interpretive panels should reinforce the design and layout of the open space and connections.
3. Preparation of a Site Interpretation Plan, in conjunction with a Public Art Plan, will animate the public realm, providing important historical information, and telling the stories of this site and its context.
4. Create opportunities for interpretation and art in parallel with that of the railway heritage, the history of settlement, and the natural and human history of the Indigenous Peoples.
5. Artworks should aesthetically enhance the area they are sited in and relate to the surrounding environment. Public art pieces should include appropriate landscaping materials that complement the piece wherever possible. Opportunities for public art can range from the integration of ideas into open spaces and built form designs to the creation of independent sculptures.
6. Strategically locate public art within open space such as marking an entryway at the end of walkways or promenades to reveal important views or gateways as a means to focus attention and allowing the public to interpret the meaning of the space.
7. Integrate public art into open space elements such as the pavement and its pattern, a planted border, a wall, a fence, or an entry or exit.
8. Create site specific functional or decorative elements such as benches, water features, and light standards.
9. Seating should be located near public art.
10. Sites should be reserved for groupings of complementary pieces, including temporary installations.
11. Public art should be both physically and visually accessible and barrier free.

FIGURE 4.26 Illustrative examples of public art in natural and urban settings

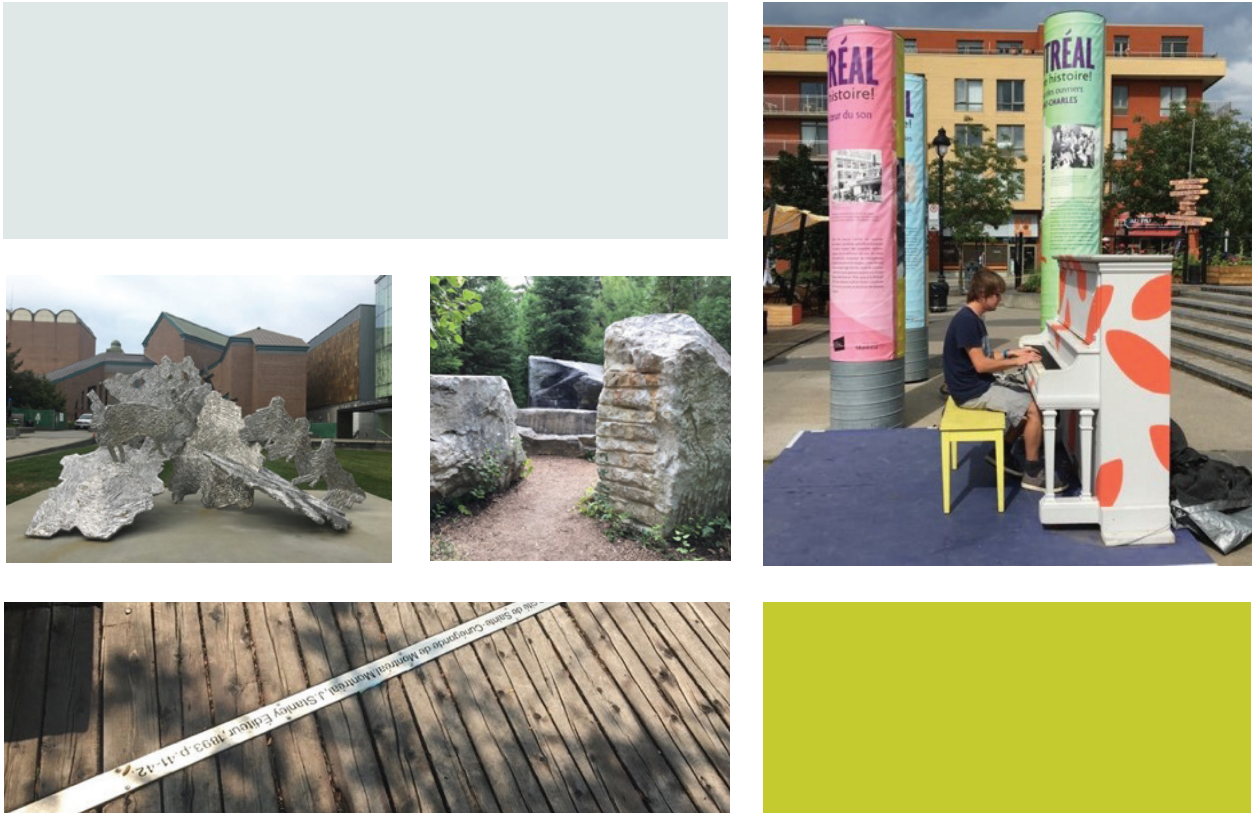


FIGURE 4.27 Banff Refresh on Banff Avenue

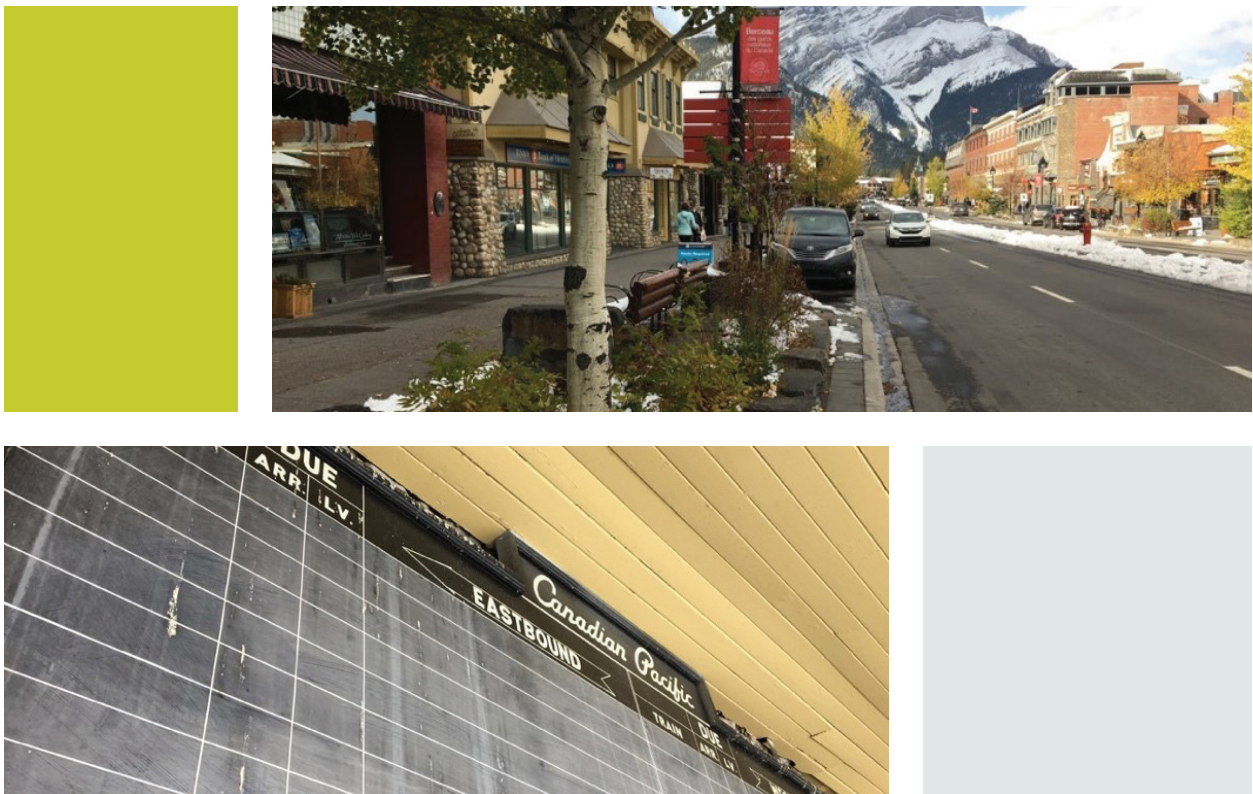


FIGURE 4.28 Canadian Pacific schedule board on the station identifying arrivals and departures of its former passenger trains. Note former script of 'Canadian Pacific'

## 4.8 SITE AMENITIES

The open spaces of the site are to be characterized with site elements to define and enhance a consistent, high quality amenities for the area.

All surface works (e.g., street furnishings, lighting, landscape features) on public lands within the Plan area south of the tracks is to adhere to the urban design elements set out by the Banff Refreshing standards and will provide a consistent and harmonious design framework for the public realm that complements and integrates with Banff Avenue and Bear Street.

### POLICIES

1. The public open spaces should offer ample seating opportunities exemplified by benches, seating walls, tables and chairs, and complementary site furnishings such as bollards, trash and recycling receptacles, and light fixtures.
2. Use a variety of materials that deliberately complement both the historic train station and new development and add interest in the pedestrian environment.
3. Utilize concrete unit pavers as the predominant surface paving treatment and incorporate curbsless paving treatment wherever possible in keeping with the Town of Banff Refreshing streetscape improvements.
4. Incorporate rain gardens and bioswales wherever possible to mitigate stormwater runoff.
5. Provide bollards, planters, and surface treatments that clearly delineate pedestrian-only areas.
6. Wherever possible, lighting should not be placed higher than the tree line. Regardless of intensity of illumination, lighting for buildings and parking areas should use full cut-off fixtures to reduce/ eliminate glare and be consistent with both the Land Use Bylaw and Banff Design Guidelines. Lighting for buildings and parking areas should be minimal and shielded to reduce impacts.
7. In high pedestrian activity areas, where higher levels of pedestrian lighting are appropriate, pedestrian-scaled light standards or illuminated bollards are preferred. The design and location of lighting should consider the impacts of light pollution, energy efficiency, and any other potential negative impacts.
8. Provide a comprehensive sign plan for the site to create an organized and interrelated system of signs, sign structures, and graphics. The sign system is to be of design using durable materials that relate to and respect the architecture of the buildings they serve.
9. Prepare a graphic wayfinding plan that is intuitive and easily comprehensible by a diversity of cultures.
10. Furnishings and wayfinding are to complement that used in the Town and also reinforce the character of the passenger train era.
11. Planting should mitigate expansive or blank building façades in the form of clustered trees or other forms of planting which can have a softening effect.
12. Incorporate infrastructure of power, gas, water, and drainage throughout the Plan area to support activities for seasonal events and maintenance.





FIGURE 4.29 Examples of furnishings integrated with lighting and plantings

FIGURE 4.30 Wayfinding example 1

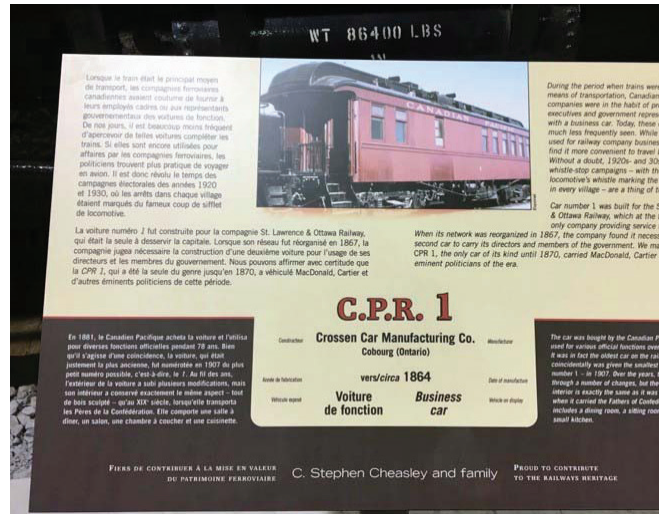


FIGURE 4.31 Wayfinding example 2

FIGURE 4.32 Examples of multi-lingual World Heritage Site place identification, way finding and interpretation



FIGURE 4.33 Examples of Banff Refresh on Banff Avenue

## 4.9 BARRIER FREE ACCESS

Circulation and building access for pedestrians and vehicles should conform at a minimum, to barrier-free access requirements as set out by the Section 3.8 of the Alberta Building Code (ABC).

### **POLICIES**

1. Access structures such as ramps should be designed to harmonize with buildings.
2. Barrier-free accessibility should provide access to the ground level of all publicly accessible buildings.
3. Curb ramps, where required, should provide barrier-free connections between driveways and pedestrian walkways.

## 4.10 SITE ACCESS FOR SERVICE AND LOADING

Pedestrian circulation on site is to be the primary mode of access. Site access for service and loading is intended to be provided from limited entry points to manage traffic flow and enable an ease and continuity of pedestrian circulation.

### **POLICIES**

1. Access to on-site service and loading is to be localized with minimal interruption to pedestrian circulation.
2. Where a bicycle route is built or proposed, access to loading should be clearly identified.

## 4.11 PARKING

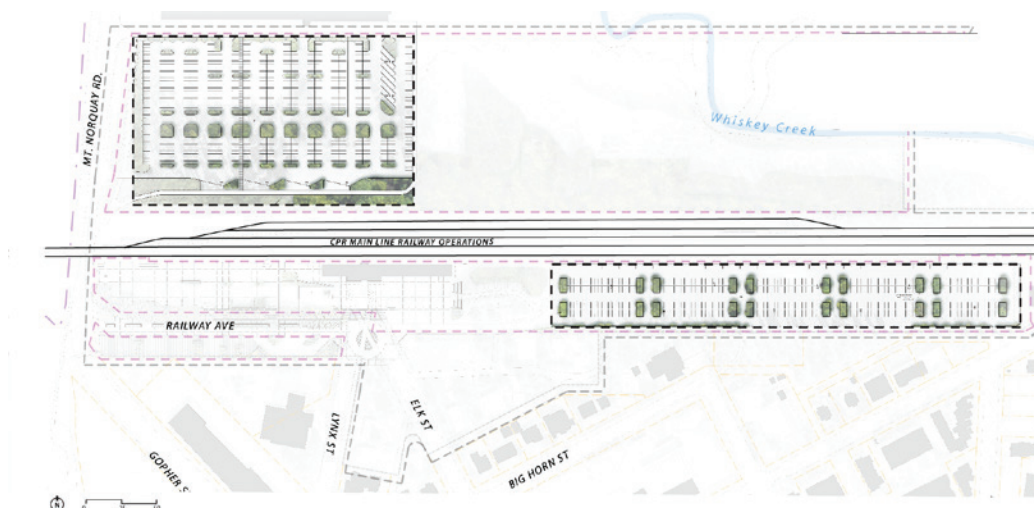
Surface parking on the north side of the tracks is to be consolidated adjacent to Mt Norquay Road and between the railway and Fenlands Recreation Centre to enhance the Fenland Indian Grounds Wildlife Corridor and its habitat from the sand dune and to the area eastward.

Where feasible, attractively landscaped pedestrian routes are to be generous in width and clearly identified. Specific attention is required for walks leading to the recreation centre, the transit shuttle centre, and across the tracks at the level crossing.

### POLICIES

1. Extensive areas of uninterrupted parking should be avoided.
2. Planting strips, landscaped traffic islands and/or paving articulation should be used to define pedestrian routes, vehicle routes, and smaller parking courts that minimize the negative visual impact of surface parking and offer clarity of direction without intrusion into natural areas.
3. The position of planting insertions elements should highlight the location of through lot connections between the parking areas and key site connectivity points.
4. Walkway surface materials that are consistent with those to the south of the railway should be used to identify main pedestrian routes through the parking and the shuttle centre lay-bys.
5. The amount of landscaping should be proportionate to the overall parking lot size: one treed pod for every 10 parking stalls is recommended similar to the Train Station's South Lot built in 2019.
6. Permeable paving or storm water resilient alternates should be used wherever possible in the parking areas.
7. Parking areas should include landscaping elements to buffer parking areas from the roadway and railway right-of-way edge and to screen parking from view of adjacent wildlife corridor on the north side of the tracks and residential neighbourhoods on the south side.

MAP 4.05 Plan of parking areas





# 5

## MOBILITY, ACCESSIBILITY & CONNECTIVITY



**GOAL:** To establish an interconnected multimodal transportation arrival centre and network that supports sustainable movement by connecting residents and visitors to destinations within and beyond the townsite. A key action is creating a compact destination with mixed land uses and convenient transportation options by foot, bicycle, and other active modes of transit.

## **OBJECTIVES:**

- Reduce environmental impacts from visitation to Banff by creating integrated, low carbon transportation options.
- Provide a mobility hub for all transportation modes into and throughout the Banff region.
- Increase transit ridership and use of other forms of low carbon public, private, and active transportation and modes.
- Accommodate intercept parking and passenger travel modes, both private and public, to the greatest extent feasible on the site.
- Create a mobility hub with a system of mode transfer and wayfinding orientation that allows for simple and efficient movements and connections for travelers.
- Program transportation improvements to facilitate and support the development of desired land uses and activities.
- Encourage sustainable tourism by developing connections between recreational locations, destinations, and key services in Banff and Banff National Park and by promoting and upgrading bicycle and pedestrian recreational routes and services both within the Plan and beyond.
- Incorporate emergency management considerations into the planning and design of all transportation infrastructure.

# 5.1 POLICY FRAMEWORK

The Banff Railway Lands ARP addresses and builds on numerous transportation policies and support documents, notably the 2022 Banff National Park of Canada Management Plan (2022), the Banff Community Plan (2009), Town of Banff Transportation Master Plan (2012), the Banff Long Term Transportation Study (2016), the Calgary-Bow Valley Mass Transit Feasibility Study (2018), and the Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley, August 2022.<sup>2</sup>

The Banff Railway Lands ARP supports the Banff National Park Management Plan 2022 and addresses “Key Strategy 8<sup>3</sup> : Moving People Sustainably” which states: 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.

Road congestion in and around Banff National Park is increasing, leading to longer travel times, more GHG emissions, increased traffic on wildlife corridors, and a reduced visitor experience. Studies for mass transit service between the Calgary area and the Bow Valley, and connections to Banff and Canmore, address increased visitation while reducing these impacts.

The Banff Railway Lands ARP provides the opportunity to create a visitor services and arrival centre for sustainable transportation systems, with parking areas that will serve to intercept vehicle trips before they enter the downtown. This development will also create a secondary community hub supporting social spaces as well as entertainment and cultural events with a range of interpretive opportunities and activities.

The site is currently served by a year-round transit service (Roam Transit), which provides both local and regional connections in the area. The area currently serves the Rocky Mountaineer and Royal Canadian Pacific passenger rail services through the region. It is estimated that approximately 168 CPR trains per week travel through this area on the CPR mainline.

2. “The Town has proactively worked on infrastructure design for both on road and off-road active mode infrastructure. On corridors which could connect to intercept parking /mobility hubs (e.g. Banff Avenue / Elk Street) these designs include cycling and pedestrian infrastructure to accommodate increased travel by those modes.” From Summary Analysis of Advisory Panel on Moving People Sustainably Report, February 2023.

3. “The goal of this strategy is to ensure that park visitors and residents are able to move about the park comfortably, efficiently, and sustainably, while optimizing visitor access and experiences where feasible. Once implemented, the people-moving system in Banff would be an example of how big-picture thinking, comprehensive planning, and “green” transport can help secure an environmentally and economically sustainable future for the park, and solidify Parks Canada’s reputation as a leader in environmental protection and a provider of heritage experiences.” From Banff National Park of Canada Management Plan, 2022.



FIGURE 5.01 Eastbound train crossing Mt Norquay Road



**In alignment with the Town of Banff Long Term Transportation Study, mobility policy and planning are centered on:**

- Encouraging pedestrian movement and cycling
- Enhancing the resident and visitor experience
- Integrating local and regional transportation of people and goods
- Providing transportation options that are economically and environmentally sustainable.

Policy direction includes creating an integrated sustainable transportation system comprising resident and visitor transit options and active modes, reducing private vehicle congestion downtown, reducing parking demand downtown, and enhancing the visitor experience while preserving wildlife.

To meet these policy objectives, the Town of Banff has identified options such as mass transit through

passenger rail, enhanced shuttle or transit services, an expanded active mode network, and intercept parking facilities within 800 m to 1,000 m of the downtown core.

In alignment with the Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley, August 2022 the Railway Lands ARP supports a number of its recommendations:<sup>4</sup>

**ARRIVING IN BANFF NATIONAL PARK**

Report recommendation:

Expand available modes from each Hub

Report recommendation:

Work on first and last mile connectivity

Report Strategy:

Contribution to a Sustainable System

Report recommendation:

Consider range of options

**MOVING AROUND THE PARK**

Report recommendation: Examine feasibility of new modes of transit.

**4. ARRIVING IN BANFF NATIONAL PARK**

Report recommendation: Expand available modes from each Hub "Part of the overall goal will be to increase mobility options from each hub. Of particular interest are larger people moving options that fit the context and include options like buses, trains, autonomous vehicles and aerial transit."

Report recommendation: Work on first and last mile connectivity "Access to and from Sulphur Mountain during many weekends and most days in the summer is particularly challenging. Parks Canada needs to continue working with the Town of Banff and impacted stakeholders to encourage visitors to leave their private vehicles at an intercept parking lot, hotel or campsite and take advantage of other forms of transit to access the attractions on the mountain."

Report Strategy: Contribution to a Sustainable System

"A scalable transit system could also present options for future expansion. A train from Edmonton to Calgary has long been discussed in Alberta and a passenger rail connection to Banff National Park could be an asset.

Extending the rail system to Lake Louise could significantly reduce the volume of traffic within the park and provide a quick, easy connection to the most popular destination in the park."

Report recommendation: Consider range of options

"Train service is efficient, comfortable and environmentally responsible and could remove a significant number of vehicles from the road. There are options for connecting into the system from the airport, downtown Calgary and other areas around the city."

**MOVING AROUND THE PARK**

Report recommendation: Examine feasibility of new modes of transit "Parks Canada should be open to considering new and emerging modes of transportation such as autonomous (on demand) shuttles and aerial transport."

"Aerial transportation such as gondolas can easily adjust their capacity and frequency, are efficient and have small footprints as compared with roads."

"There are a number of benefits to the use of urban gondolas and other forms of aerial transit. They have been shown to be efficient, relatively easy to install, reduce staffing needs, and can be powered by green energy ... Additionally, gondolas are more accessible and inclusive for all users and people of all abilities, and provide opportunities for education and interpretation. In certain areas, gondolas may also have the potential to improve ecological integrity by reducing vehicle, cycling and pedestrian disturbance at ground level but also have impacts from structure placement."

"An aerial transit mode offers a way of removing vehicles from the system allowing for a more porous wildlife corridor." From "Expert Panel - ARP Alignment 12-12-2022."

# 5.2 TRANSPORTATION IMPACT ASSESSMENT

The main purpose of the Transportation Impact Assessment (TIA) is to demonstrate that the transportation impacts of the proposed redevelopment of the Railway Lands will be manageable and that the transportation aspects of the proposal are consistent with the objectives of the Town of Banff. The TIA also provides the basis for the identification and evaluation of transportation related improvements or measures to be considered in conjunction with future development. The transportation assessment includes explicit consideration of all modes of travel and provides an accurate representation for forecasting purposes at the time it was written based on the information provided.

The TIA evaluated vehicular movements, active transportation movements, and parking demands for the site. Quantitative assessment of the operation of transportation infrastructure contiguous and proximate to the site is provided in the TIA, along with recommendations for infrastructure improvements where appropriate. The entire transportation network was assessed from a transportation planning and engineering perspective, to accommodate future development. The key areas that the study assessed include:

- Existing road network operations
- Traffic generation and estimated person trip generation for individual on-site land uses
- Modal split
- Active modes connectivity
- Relative impact on surrounding road network
- Existing and proposed parking requirements
- An assessment of both daily and peak-hour demand for all travel modes, both winter and summer.

Background conditions provide a point of reference to understand the relative impact of a development on the

transportation network. Background conditions refer to the transportation network and how it is expected to operate, regardless of the proposed development. This includes traffic volumes growing over time, the anticipated passenger rail between Calgary and Banff, and a modest increase in pedestrian activity associated with the rail service. The future background traffic and pedestrian volume estimates are comprised of three components:

1. The existing traffic (vehicle and pedestrian) on the network with appropriate growth applied
2. The influence the introduction of the mass passenger rail will have on how people move
3. The traffic that has begun to use the South Lot for intercept parking.

Transportation network operations under background conditions has been assessed over three horizons: 2023, 2026, and 2029.

The South Lot has capacity to park around 500 standard vehicles, or 440 vehicles and 20 buses/coaches, which provides approximately 33% of the parking spaces needed to help offset the traffic congestion within the Town of Banff in the 2029 horizon. The South Lot will continue to function as intercept parking and divert traffic from Mt Norquay Road to park in the lot and from here, people will continue to make their way to the downtown on foot or by shuttle. Although these trips are included in the driveway volumes to the site, they will not increase the overall traffic volumes on the study roads. The diverted trips were removed from the through traffic on Mt Norquay Road and added to the turning movements at the Mt Norquay Road and Railway Avenue intersection and the Railway Avenue and Elk Street intersection to access the South Lot. By providing intercept parking, the South Lot assists in reducing traffic congestion within Banff as vehicles are “intercepted” and park before entering downtown Banff.

The potential trip generation for the site was estimated using a range of information to provide the most accurate movement profiles possible at this stage of planning. The site was considered holistically, with an understanding that these co-located complementary land uses will generate multi-purpose trips. Therefore, the total trip generation will be less than the sum of the independently calculated trips for each separate land use.

A future option for mass passenger rail does not form part of the Banff Railway Lands ARP. However, it was considered in the TIA as it provides a potential future mode of transportation to the site and National Park. Visitors to the ARP site will have the choice of walking, shuttling, or arriving by vehicle in addition to the option of using the mass passenger transit or rail system. The trip generation for the site first considered the number of visitors that are anticipated to visit the Banff Railway Lands ARP site during the summer weekend peak hour. The total person trips were then divided into the various modes available for visitors to use. Adjustments were completed for vehicle-trips that will be included in the driveway volumes to the site, but will not increase the overall traffic volumes on the study roads (i.e. intercept parking lots, existing Mt. Norquay visitors, captured Sulphur Mountain visitors, pass-by trips).

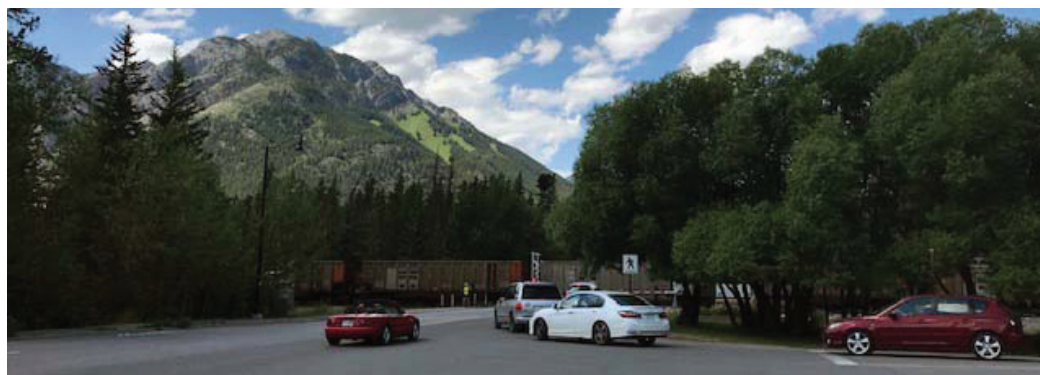
Redevelopment of the Railway Lands is expected to generate around 130 new vehicles-trips and three shuttle-trips during the 2029 summer weekend peak hour horizon. It is estimated that 45 per cent

of visitors will walk to the site, equaling over 500 pedestrian trips. These trips were distributed onto the surrounding road and path network using the directional attractions observed in current travel patterns and assigning trips using the assumption that motorists and pedestrians will use the most efficient route.

The TIA determined that with minor roadway improvements, the transportation network surrounding the ARP site will perform well into a 2029 planning horizon. The site will significantly enhance how visitors access points of interest in and around the town and National Park, by promoting walking, cycling, and transit trips from the site. It is expected that the site will also assist in alleviating future congestion in the town and across the Bow River Bridge by capturing or intercepting visitors in the parking lots prior to entering the downtown. This will result in more people walking and taking shuttles to the downtown versus driving and parking a car—supporting a significant mode shift to sustainable transportation.

The implementation of the ARP is anticipated to increase foot traffic to the site, both by users transferring to other modes and as a destination. The most noticeable increase in pedestrian volumes is anticipated to be at the intersection of Railway Avenue, Lynx Street and Elk Street. In the peak summer hour, an estimated 750 pedestrians will be crossing Railway Avenue at that location, travelling to or returning from the downtown core.

FIGURE 5.02 Mt Norquay Road





## 5.3 MOBILITY PLAN

The Plan area is to be a multimodal transportation hub (multimodal transportation hub) supporting a range of mobility options centered on accessibility, efficient connectivity, and seamless transfers to destinations and attractions within the townsite and surrounding National Park without the need for a private vehicle.

Mobility and connectivity support and encourage alternate travel modes. Pedestrian and cyclist access to, and movement within, the site is a specific focus. The objective is to offer highly attractive sustainable transportation alternatives for people visiting Banff (walking, bicycling, rail, bus). The availability of modal alternatives offers the potential of reducing dependency on private vehicles and the associated congestion within the Banff townsite, preserving the community as a safe and comfortable place to enjoy without the need to rely on a car.

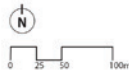
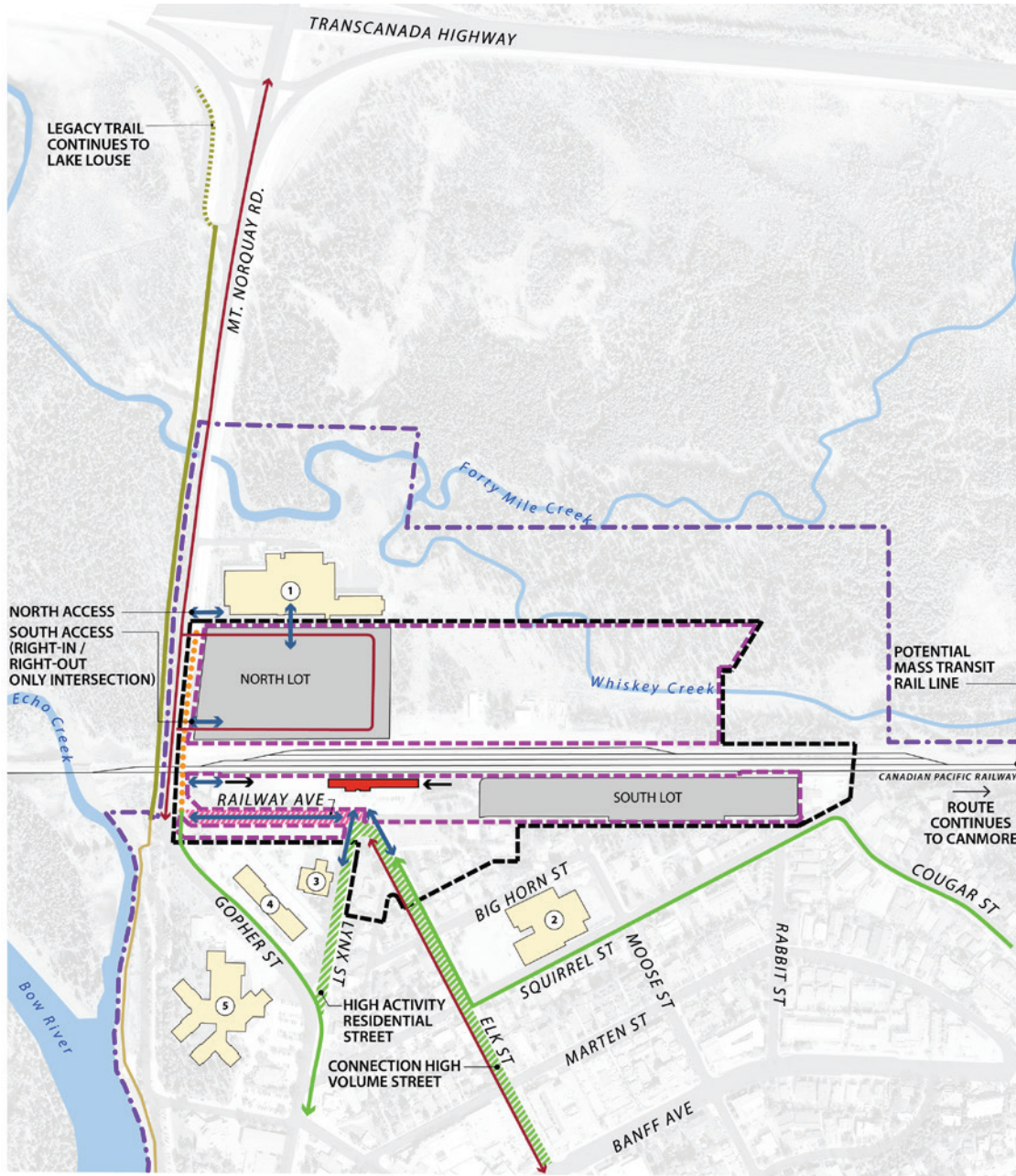
The Plan's organization is to be intuitive to enable an ease of decision-making for users from mode to mode and destination to destination (i.e. intercept parking to transit hub), supplemented with clear and highly visible and integrated wayfinding.

Guidance is provided in this section for the site and adjacent mobility network, including pedestrians, cyclists, transit users, parking, and private vehicle use. The policies emphasize a multi-modal network that prioritizes the active modes experience--safety and comfort and integration of walking and cycling--while offering ease of access by shuttle, transit and private car, with end of trip facilities to support and promote sustainable transportation modes. Mobility planning should also be coordinated with public and private sector providers of transportation services wherever possible.

### POLICIES

1. Support vibrant public spaces that foster a culture of walking, bicycling, and social interaction to enable people of all ages and abilities to get where they need to go in comfort. Bicycling with its associated facilities is to augment walking as the primary means of mobility. For both modes there is to be direct access to the town and Banff and access to adjoining National Park routes.
2. Map 5.01 Mobility Plan illustrates the plans for facilities to serve pedestrians, cyclists, transit users, and motorists.
3. Provide for universal accessibility. Fundamental to the design will be space sharing across modes to maximize pedestrian and cyclist comfort and promote active transportation.
4. Develop all transport modes in an integrated manner to optimize efficiency, improve quality, security, safety, accessibility, and cost-effectiveness of the overall mobility system.
5. The circulation network in the area is based on forecasts of demands on the existing road network within the Town of Banff and on the forecast demands of the ARP site.
6. Assess the future potential to support integrated trip planning, trip management, and on-site fare payment service for public transit, ride share, bike share, car share, and other mobility services to enable multi-modality and sustainable transportation options.
7. Facilitate and encourage active lifestyles while improving air quality and reducing GHG and other emissions.
8. Improve and integrate access to existing and proposed open spaces.

# MAP 5.01 Mobility Plan



### LEGEND

- |                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                        |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li> SIDEWALK / MULTI-USE PATHWAY</li> <li> PEDESTRIAN-ORIENTED STREET</li> <li> SHARED STREET</li> <li> SHARROW / SHARED BIKE ROUTE</li> <li> TRANSIT SHUTTLE SERVICE</li> <li> PEDESTRIAN CONNECTION</li> <li> SERVICES AND LOADING ACCESS</li> </ul> | <ul style="list-style-type: none"> <li>① FENLANDS RECREATION CENTRE</li> <li>② BANFF ELEMENTARY SCHOOL</li> <li>③ RCMP - GRC</li> <li>④ PURSUIT-BREWSTER TERMINAL</li> <li>⑤ MINERAL SPRINGS HOSPITAL</li> </ul> | <ul style="list-style-type: none"> <li> BANFF CANADIAN PACIFIC RAILWAY STATION</li> <li> ARP SITE</li> <li> LEASE LINES</li> <li> TOWN OF BANFF BOUNDARY</li> <li> CPR LINE</li> <li> ROCKY MOUNTAIN LEGACY TRAIL</li> <li> MULTI-USE TRAIL</li> </ul> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

## 5.4 ACTIVE MODES

As a proposed multimodal transportation hub, a broad objective of the ARP is safe and convenient access for people walking, bicycling between the Banff Railway Lands and the Banff townsite. With the implementation of intercept parking and other land uses, hundreds of visitors per hour are anticipated to walk (or use mobility aids) or bicycle from the area to the downtown or other local attractions.

### 5.4.1 PEDESTRIAN CIRCULATION

Pedestrian mobility through the site will be accommodated through a shared street, public plazas, and open spaces along with enhanced pedestrian walkways and promenades. They are to be designed to provide a vibrant and active urban environment balancing accessibility and safety.

Map 5.02 illustrates the primary and secondary pedestrian desire lines to and from the Banff Railway Lands.

The Station Plaza, Amphitheatre, Passenger Train Promenade, Railway Avenue Promenade and Shared Street are the primary pedestrian oriented areas. The Station Plaza, the reconfiguration of Railway Avenue as a shared street, and the integration of Railway Avenue with Lynx Street and Elk Street as walking routes offer ease of movement and connection to the station, its platform, buildings, gondola terminus, and into downtown.

Pedestrian circulation on the north side of the railway corridor will focus on moving people from their vehicles to a perimeter walkway. Pedestrian walkways will connect the Fenlands Recreation Centre from the level crossing along Mt Norquay Road, with the proposed Transit Shuttle Centre at the south of the lot, and along the west edge of the sand dune.

The pedestrian connection across the CPR mainline will utilize an existing at-grade crossing at the Mt Norquay Road level rail crossing with enhanced protection for pedestrians.

Improvements to the surrounding street network will be guided by the Town of Banff Streetscape Design Guidelines, including sidewalks/pedestrian facilities on existing streets, and upgraded crossings in key locations to connect the Plan area to other connections leading to downtown.

It is anticipated that over 500 visitors per hour will be walking between the Banff Railway Lands and the downtown during the 2029 summer weekend peak.

Map 5.03 illustrates the Pedestrian Enhancements to support the ARP development. Safe pedestrian movement is influenced by the design of facilities for all other modes, including parking lot connectivity, transit transfer facilities, bicycle parking, in addition to the dedicated cycling and walking infrastructure.

Pedestrian movement through the parking lots and from pick-up/drop-off zones is directed to destinations. On the north side of the railway, a sidewalk or multi-use pathway is proposed through the North Lot to connect to a new multi-use pathway on the east side of Mt Norquay Road. On the southside, pathways are to connect to the Spruce Allée via access through the Station Plaza, Amphitheatre, and an accessible walk.

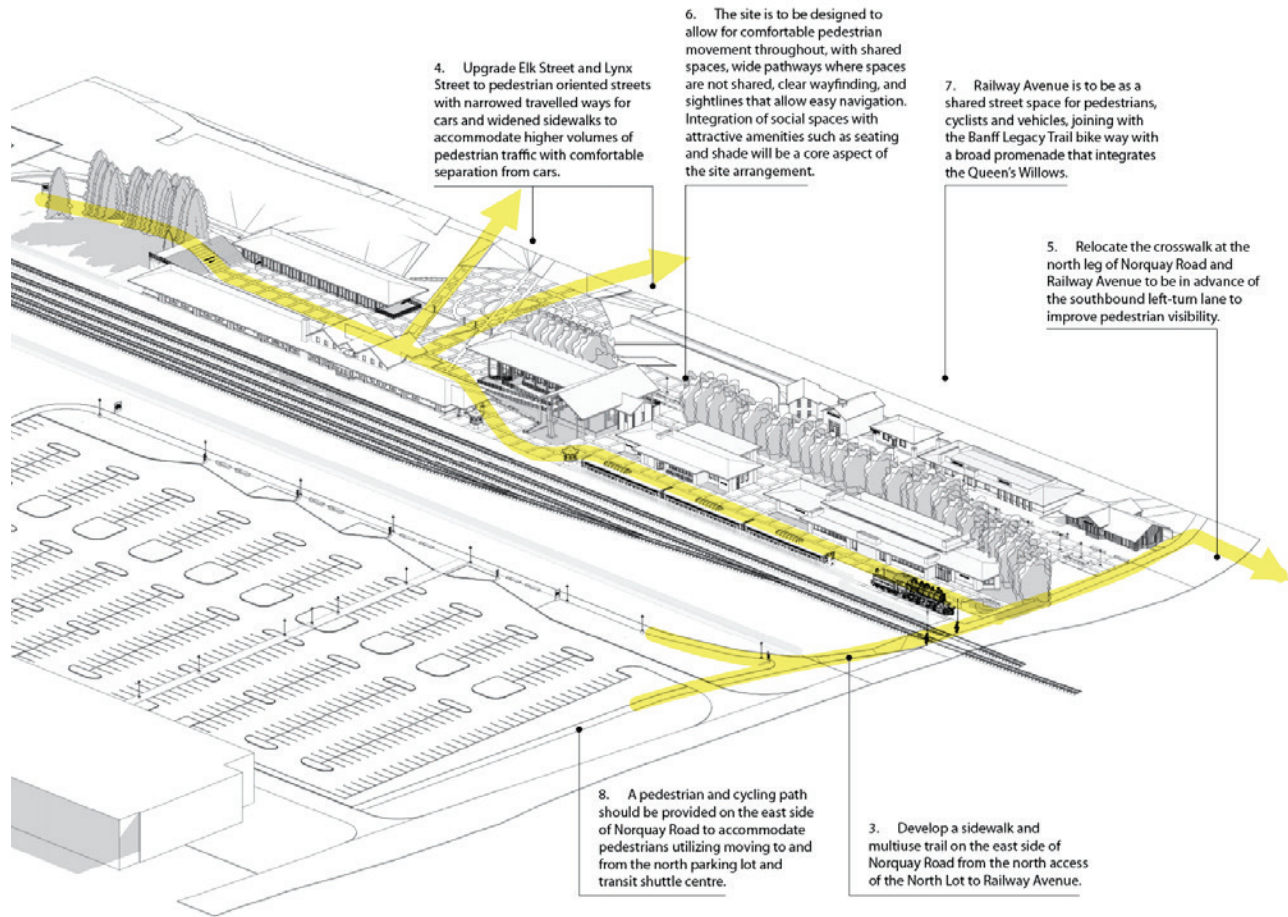
Wayfinding (signage and maps) is to be incorporated throughout the site to orient and direct visitors to key destinations.

## POLICIES

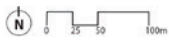
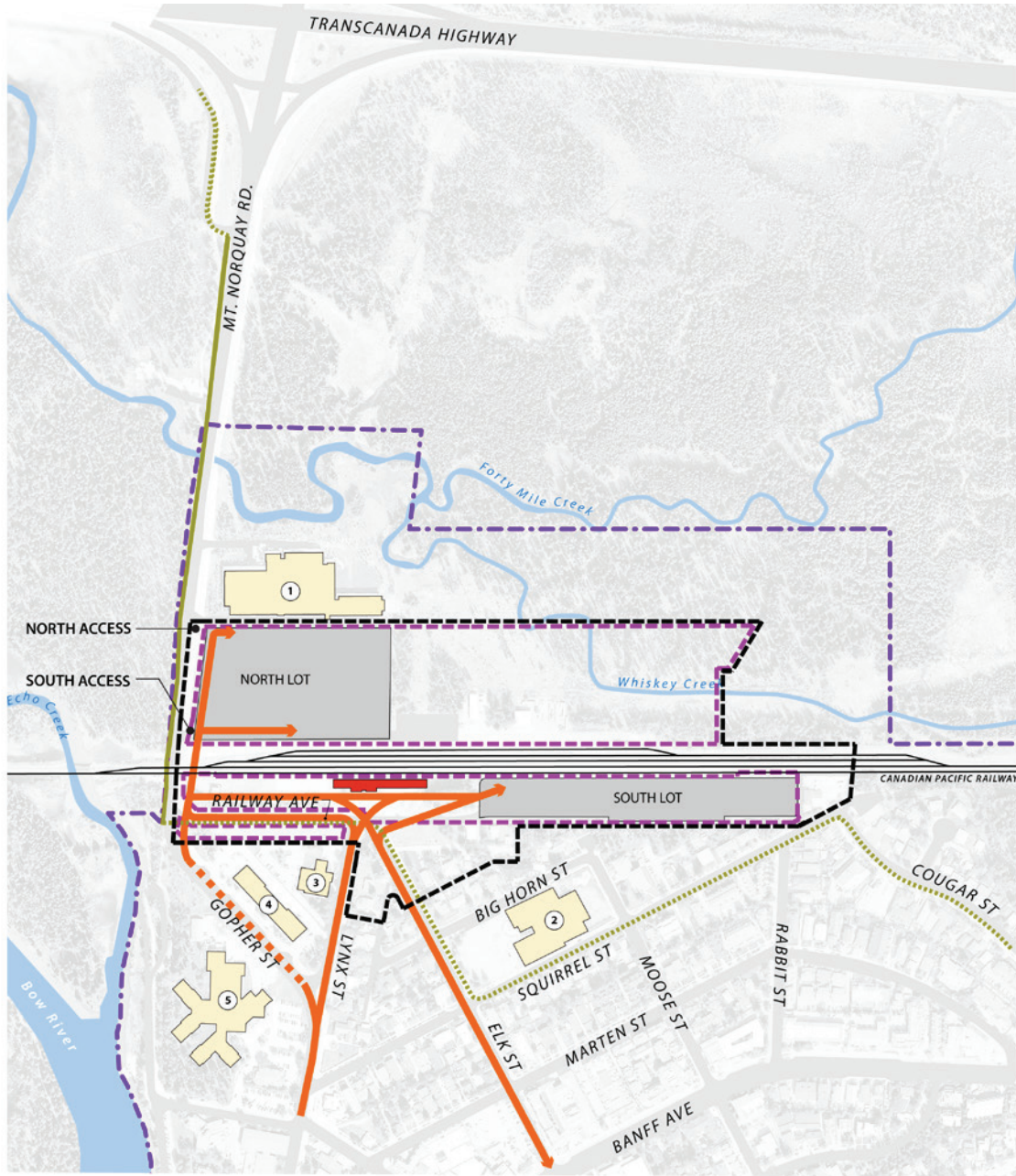
1. Pedestrian routes and public open spaces should be designed to promote and support pedestrian activities and experiences and include shared space where appropriate, to enable ease of pedestrian and cyclist movement. Where shared space is not practical, design should direct pedestrian movement toward multi-use pathways and crosswalks to promote walking as a mode of transportation to and from the site and improve public safety.
2. Connections and crossings should provide local connections between regional pathways, bicycle routes, and neighbourhoods.
3. Develop a sidewalk and multi-use trail on the east side of Mt Norquay Road from the north access of the North Lot to Railway Avenue.
4. Upgrade Elk Street and Lynx Street to pedestrian oriented streets with narrowed travelled ways for cars and widened sidewalks to accommodate higher volumes of pedestrian traffic with comfortable separation from cars.
5. Relocate the crosswalk at the north leg of Mt Norquay Road and Railway Avenue to be in advance of the southbound left-turn lane to improve pedestrian visibility.
6. The site is to be designed to allow for comfortable pedestrian movement throughout, with shared spaces, wide pathways where spaces are not shared, clear wayfinding, and sightlines that allow easy navigation. Integration of social spaces with attractive amenities such as seating and shade will be a core aspect of the site arrangement.
7. Railway Avenue is to be as a shared street space for pedestrians, cyclists, and vehicles, joining with the Banff Legacy Trail with a broad promenade that integrates the Queen's Willows.
8. A pedestrian and cycling path should be provided on the east side of Mt Norquay Road to accommodate people moving to and from the North Lot and transit shuttle centre.
9. The development concept plan has been designed to connect to the own's pedestrian network and is consistent with the Town's Streetscape Design Guidelines that promote Elk Street and Lynx Street as the primary pedestrian routes to the downtown core, Central Park and other points of interest beyond. The arrangement of roads, pedestrian walkways, gateways, views and visual connections to public spaces have been designed to be sensitive to the surrounding urban context to accommodate existing and proposed building and landscape features.
10. Landscaped, paved, and comfortably graded pedestrian walks shall be provided along the lines of the most intense use, particularly from building entrances to streets, parking areas, and adjacent buildings.
11. Wayfinding signage should indicate mode (walk / cycle / transit), distance, and travel time.
12. Wayfinding will apply the design themes of the Town of Banff.
13. Installing driver warning signs should be placed strategically in areas where wildlife is known to cross or congregate. Signage will not be static but placed seasonally with features designed to attract driver attention.



FIGURE 5.04 Illustration of pedestrian routes and connections



**MAP 5.02 Pedestrian desire lines**



**LEGEND**

- |                                                                                     |                                        |                                                                                      |                            |
|-------------------------------------------------------------------------------------|----------------------------------------|--------------------------------------------------------------------------------------|----------------------------|
|  | PEDESTRIAN DESIRE LINES                |  | FENLANDS RECREATION CENTRE |
|  | BANFF CANADIAN PACIFIC RAILWAY STATION |  | BANFF ELEMENTARY SCHOOL    |
|  | ARP SITE                               |  | RCMP - GRC                 |
|  | LEASE LINES                            |  | PURSUIT-BREWSTER TERMINAL  |
|  | TOWN OF BANFF BOUNDARY                 |  | MINERAL SPRINGS HOSPITAL   |
|  | CPR LINE                               |                                                                                      |                            |
|  | ROCKY MOUNTAIN LEGACY TRAIL            |                                                                                      |                            |



## 5.4.2 CYCLING

Safe and purpose-designed cycling infrastructure is important to encourage people to choose cycling and other forms of rolling as a mode for recreation and commuting to and from the site. Accessibility for cyclists and other micromobility travel modes such as e-scooters will be provided by a full suite of provisions, including bike paths and end of trip facilities such as bike storage, showers, micromobility rental /share, easy intermodal connections, and wayfinding.

The ARP will support the growth of cycling and micromobility options as a safe and efficient travel mode in Banff. Located less than one kilometre from the downtown core and at the start of the western leg of the Banff Legacy Trail, the Banff Railway Lands are ideally situated as a multimodal hub to allow visitors to explore Banff National Park and the townsite using a bicycle. Internal circulation within the site via the contiguous open spaces should consider cyclist movements where appropriate and allow users on bikes to transfer between modes with minimal disruption.

*Map 5.01 illustrates the cycling facilities that link the ARP site to the network*

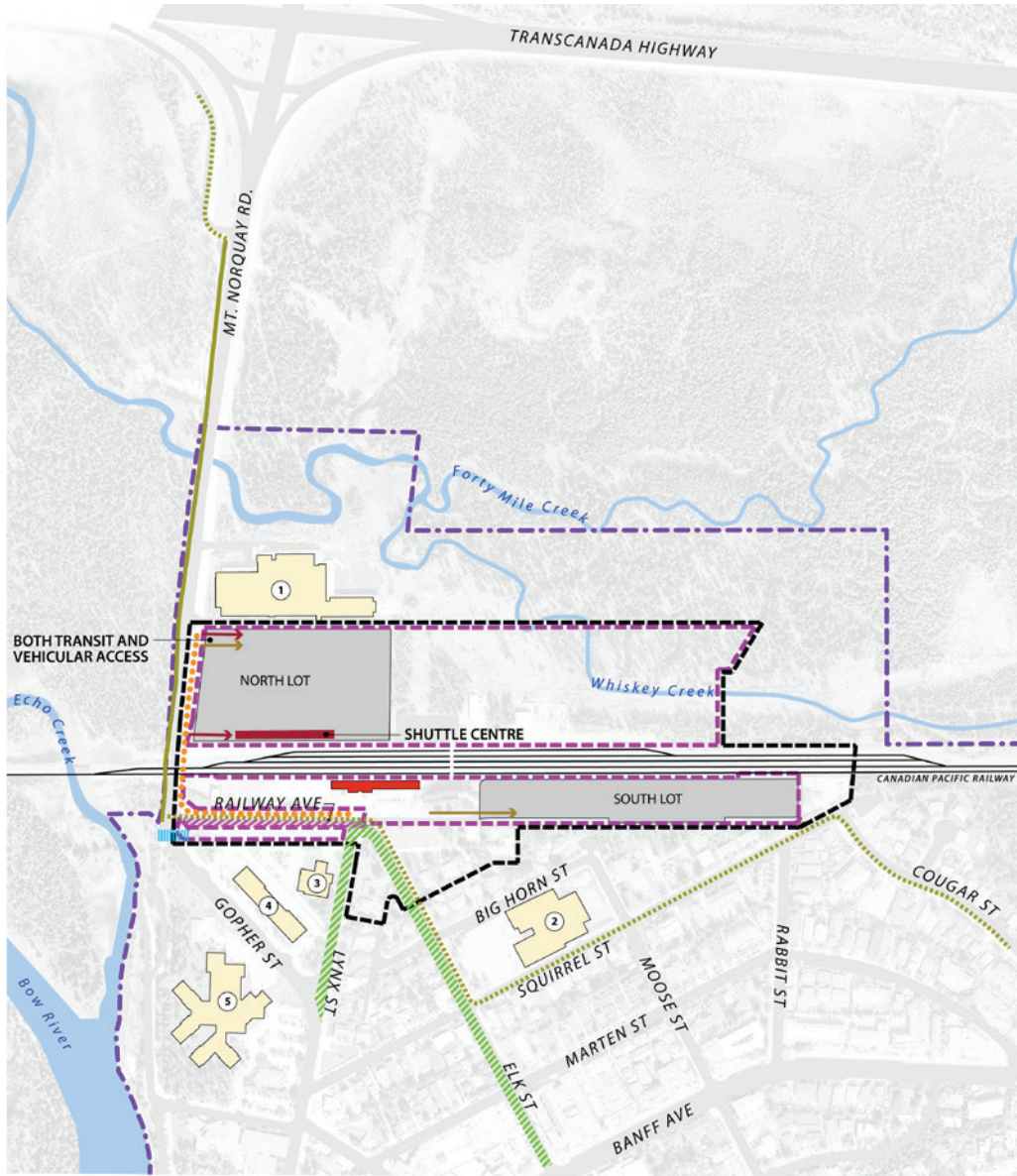
### POLICIES

Bicycle parking will be located in visible, secure locations close to intermodal transfers such as shuttles, mass transit, and the gondola terminus.

1. Internal considerations will include a comprehensive suite of end of trip facilities such as bike parking (racks for public use, secure parking options), water stations maintenance stands, and lockers.
2. Site arrangement is to incorporate shared use areas whereby cyclists and pedestrians can enjoy traversing the site at low speeds and without conflicts.
3. Provide bicycle rentals, a bike- share program, and other micromobility options, allowing members of the public a seamless transition from their arrival mode (i.e. transit, private vehicle) to rolling 'the last mile' to travel to their Banff destinations.
4. Integrate facilities for bike share and/or bike rental.



**MAP 5.03 Multimodal transportation enhancement**



**OTHER ENHANCEMENTS**

- EXTENDED SOUTHBOUND LEFT-TURN LANE AT NORTH ACCESS
- SEPARATE WESTBOUND LEFT AND RIGHT TURN LANES AT NORTH ACCESS
- DIGITAL PARKING SIGNAGE AT LOT ENTRANCES

**LEGEND**

- |                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>●●●● SIDEWALK / MULTI-USE PATHWAY</li> <li>▨▨▨▨ HIGH VOLUME ACTIVE MODE AND PEDESTRIAN CONNECTION</li> <li>▨▨▨▨ PEDESTRIAN ORIENTED STREET</li> <li>→ VEHICULAR ACCESS</li> <li>→ TRANSIT ACCESS AND SHUTTLE CENTRE</li> <li>▨▨▨▨ PROPOSED CROSSWALK</li> </ul> | <ul style="list-style-type: none"> <li>① FENLANDS RECREATION CENTRE</li> <li>② BANFF ELEMENTARY SCHOOL</li> <li>③ RCMP - GRC</li> <li>④ PURSUIT-BREWSTER TERMINAL</li> <li>⑤ MINERAL SPRINGS HOSPITAL</li> </ul> | <ul style="list-style-type: none"> <li>— BANFF CANADIAN PACIFIC RAILWAY STATION</li> <li>- - - ARP SITE</li> <li>- - - LEASE LINES</li> <li>- - - TOWN OF BANFF BOUNDARY</li> <li>— CPR LINE</li> <li>— ROCKY MOUNTAIN LEGACY TRAIL</li> </ul> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|



## 5.5 TRANSIT

A key aspect of the vision for the Banff Railway Lands is to incorporate an integrated transit hub to service the public and provide seamless transfers between different modes of travel for employees, residents, and visitors. The hub will provide viable sustainable transportation options that offer reliable alternatives to private vehicle use. This will enhance the resident and visitor experience with transit as a first and last mile option. Better transit means less congestion, easier access, more convenience, and lower per visitor emissions.

The design of transit stops and the pick-up/drop off area on Railway Avenue will encourage the use of transit by residents and visitors. Transit stops should accommodate suitable amenities such as shelter, a passenger drop off area, benches and waste receptacles, landscaping, lighting, and clear information on transit routes and wait times. As an integrated multimodal transportation hub, the ARP will support opportunities for a sustainable transit system with the integration of numerous facilities, including:

- Transportation Services Centre
- Transit zones for Roam transit, tourist coaches, and local shuttles
- Protected bicycle and micromobility infrastructure and pedestrian improvements.

This infrastructure should serve all current and future micromobility devices and should include both comprehensive wayfinding and routes to reach regional destinations. To optimize the resident and visitor experience, these facilities are to be integrated within a diversity of uses focused on a public realm inclusive of a range of amenities (passenger drop-off area, benches and waste receptacles, landscaping, lighting, and clear information on transit routes and wait times).

Mobility assessment and planning for this ARP considers operation of the passenger rail service to commence in 2026; and this has been integrated with the overall design of the site. The combination of transit services described herein is anticipated to result in an overall

reduction of 22.5 per cent of personal vehicle trips in 2029, into downtown Banff.

A Transit Shuttle Centre is proposed to be located within the North Lot where four bus stalls are provided. The design of this area is to provide adequate maneuvering for transit vehicles, including set down/pick up areas and comfortable waiting platforms for patrons. Future transit routing is anticipated to circulate to Mt Norquay Road, Railway Avenue and Elk Street as indicated in Map 5.03.

### POLICIES

1. The design of transit stops on Railway Avenue and/or within the Transit Shuttle Centre should encourage the use of transit by residents and visitors to the town of Banff.
2. Transit stops should be capable of accommodating suitable amenities such as shelter, shaded areas to mitigate hot weather conditions, heated areas to provide a comfortable environment during cold weather conditions, a passenger drop off area, benches and waste receptacles, landscaping, lighting, and be proximate to bicycle parking, real-time schedule information and fare purchase equipment.
3. Implement a loading zone time limit for the shuttle pick-up and drop-off to allow turnover for shuttles to load and unload passengers.
4. Roads identified on Map 5.05 support future transit routing. Other route options may be considered and implemented without amendment to the ARP.

## 5.6 ASPIRATIONAL NORQUAY GONDOLA TERMINUS

In close proximity to the Banff townsite is the Norquay Ski and Sightseeing Resort, located north of the Trans-Canada Highway. The Norquay Gondola Terminus concept is shown for illustrative purposes only and is a future aspirational component of the plan.<sup>5</sup>

Mt. Norquay Ski Area Site Guidelines for Development and Use (2011) state “putting in place a mass transit system to access the ski area that accommodates the increased number of visitors to Norquay,” and that such “mass transit measures may include... the construction of a tram or gondola from the Town of Banff.” The guidelines also state that a tramway or gondola system have “the potential to enhance visitor experience, contribute to ecological integrity by significantly reducing human use in the Cascade corridor, and contribute to the community’s and Parks Canada’s efforts to explore alternative mass transportation systems.” “In terms of process to advance the project, the guidelines state “Consider the potential of authorizing a tramway/gondola from Town of Banff to the ski area. Parks Canada will work with Norquay and the Town of Banff to outline the approach for assessing the feasibility of such a lift, process, and responsibilities. It is anticipated that Norquay will need to take the lead on the initiative.” One component of the aerial tramway system is the siting and location of a gondola terminus.

In response to the above noted policy direction, a proposed gondola terminus facility concept has been incorporated into the ARP planning area south of the railway tracks to link the townsite to the base area of Norquay Ski and Sightseeing Resort, in the area referred to as Transportation Services Centre. The gondola terminus facility requires a relatively small footprint for the queuing, embarking, and disembarking of passengers around the terminus area. Public access would be restricted in the

vicinity of the gondola passenger cabins entering and exiting the gondola terminus building to avoid conflicts with pedestrians.

The review processes under the IAA are comprehensive and require consideration of many factors. At the end of that review process, the federal Minister of Environment and Climate Change Canada, or federal cabinet, must decide whether to approve the project.

It is recognized that the inclusion of a gondola terminus as a future, aspirational land use concept within an approved ARP in no way endorses the approval or acceptance of an aerial tramway system from the town of Banff to the Norquay Ski and Sightseeing Resort. It is recognized that an aerial tramway system is subject to federal regulatory processes beyond the scope of the ARP, as defined by Parks Canada.

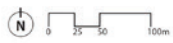
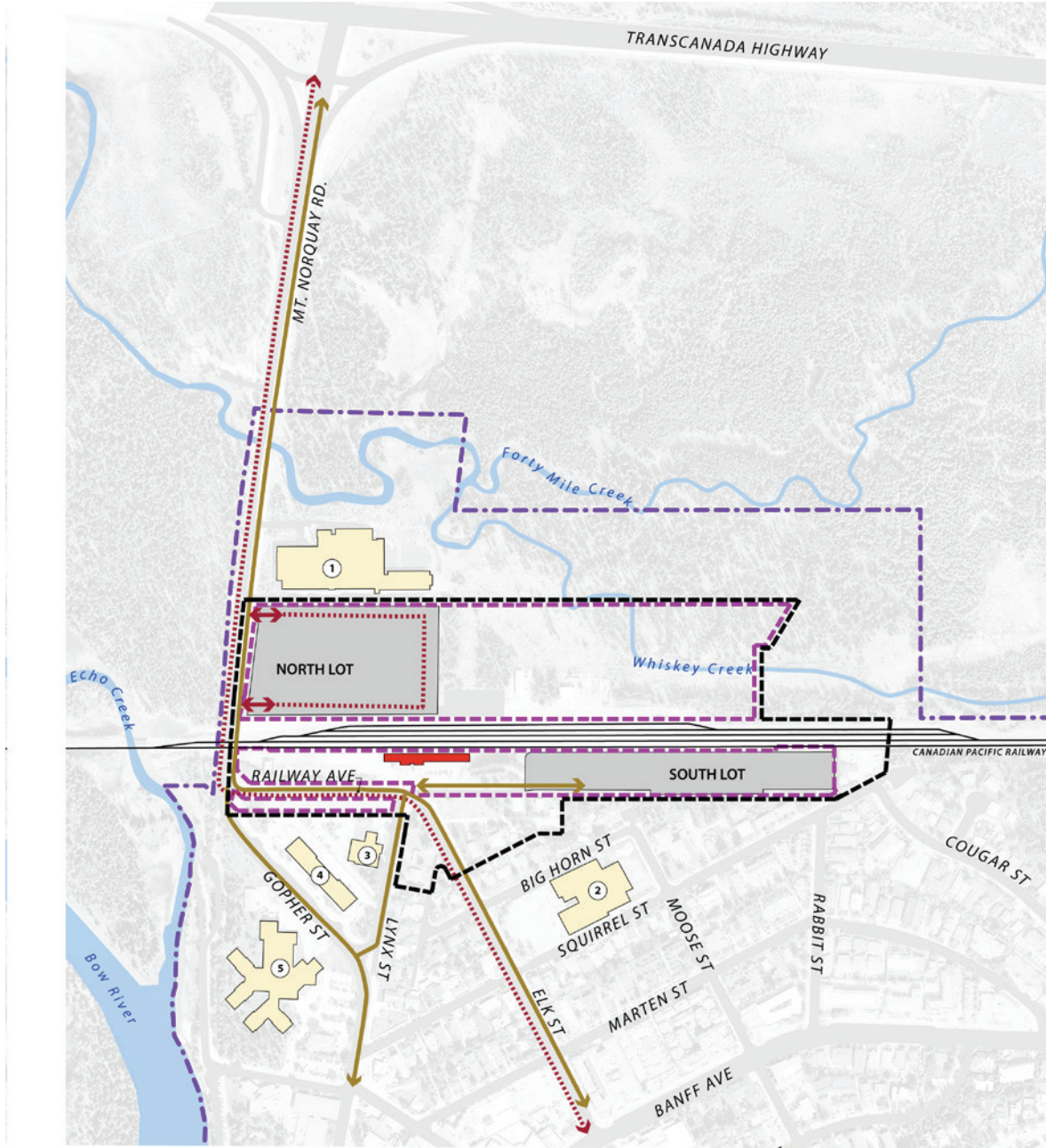
### POLICIES

1. Access to the gondola terminus and related pedestrian flows are to be addressed around the terminus with access and egress oriented to the Station Plaza.
2. The gondola terminus is to have integrated barrier-free accessible ramps for embarking and disembarking to accommodate mobility aids, strollers, bikes for passengers of all ages and abilities.
3. Spatial accommodation will be provided around the gondola terminus to accommodate service and maintain gondola passenger cabins and related equipment as required.

#### 5. Should a gondola terminus ultimately not be considered, the impact on the ARP will be as follows:

1. Movement of People and Vehicles: Reduced - the number of people per day visiting the Railway Lands will be reduced by approximately 2,270 in 2029 and 140 and 575 parking stalls to meet summer and winter peak weekend demand in 2029 – see ARP Appendix A Executive Summary page vi and xi.
2. Site Layout: No change – the gondola terminus comprises approximately 2% of the Railway Lands area. The current proposed building and other infrastructure placement remains the same. The proposed gondola terminus location will be vacant and another use pursued.
3. Building and Parking Construction: No change – the proposed building and parking construction remains the same.
4. Restoration activities: No change – the proposed Railway Heritage District comprised of restored railway buildings remains the same.
5. Concepts and Policies: New financial model - the revenue stream from the gondola (which would provide the economic sustainability for free intercept parking, wildlife restoration and off-site improvements) would change to be replaced by charging for parking and result in a user pay model being adopted.

MAP 5.04 Site vehicle circulation



**LEGEND**

-  VEHICULAR CIRCULATION
-  SHUTTLE CIRCULATION
-  FENLANDS RECREATION CENTRE
-  BANFF ELEMENTARY SCHOOL
-  RCMP - GRC
-  PURSUIT-BREWSTER TERMINAL
-  MINERAL SPRINGS HOSPITAL
-  BANFF CANADIAN PACIFIC RAILWAY STATION
-  ARP SITE
-  TOWN OF BANFF BOUNDARY
-  CPR LINE
-  LEASE LINES



## 5.7 PASSENGER RAIL SERVICE

From the mid-19th century to the early decades of the 20th century, railroads were the dominant form of overland transportation for passengers and freight in North America. Incorporated in 1881, Canadian Pacific Railway was formed to physically unite Canada and Canadians from coast to coast and the building of the railway is considered to be one of Canada's greatest feats of engineering.<sup>6</sup>

The Canadian Pacific Railway Station at Banff was purpose built for passenger rail service and is directly linked to the development of Canada's national park system and the evolution of Canada's tourist industry. The current Banff station reflects the dramatic increase in visitors to Banff National Park during the first decade of the 20th century, and the CPR's

continuing commitment to improving visitor facilities within the park. However, with the rise of motor vehicle ownership and the expansion of roads and highway networks, rail carriers began losing their dominance by the 1970's. Demand for passenger rail service contracted further with the development of commercial air travel and the wide-bodied jet aircraft became a competitive alternative for long-distance travel.

The future of passenger rail in Banff will be determined by how it responds to both rising transport demand and rising pressure from competing transport modes (such as added private vehicle growth).

The overall development concept and site configuration has been designed to accommodate passenger rail

### 6. Should passenger rail ultimately not be approved, the impact on the ARP will be as follows:

1. Movement of People and Vehicles: Reduced - the number of people per day visiting the Railway Lands will be reduced by approximately 2.5% in 2026 – see ARP Appendix A Tables 7-21, 7-22 page 66.
2. Site Configuration: No change – passenger rail services including shuttle centre and micro-mobility rental centre will be developed. The current proposed building and other infrastructure placement remains the same.
3. Building and Parking Requirements: No change – the proposed building and parking construction remains the same. Assuming all rail passengers travel by personal vehicle, parking requirements for the ARP would increase by 2.5% from the forecast 280 peak summertime and 660 peak wintertime stalls in 2029 (See ARP Appendix A Executive Summary page ix). However, the demand for -non-ARP use parking for the Town of Banff and the Park would increase as the vast majority of visitors travelling by train would travel by personal vehicle (surveys indicate that a minority train travelers are prepared to travel by bus).
4. Restoration activities: No change – the proposed Railway Heritage District comprised of restored railway buildings remains the same.
5. Concepts and Policies: No New financial model – the current ARP revenue model, in particular of providing free intercept parking, is not dependent on passenger train revenue.”



FIGURE 5.05 Travel Canadian Pacific Advertising Poster

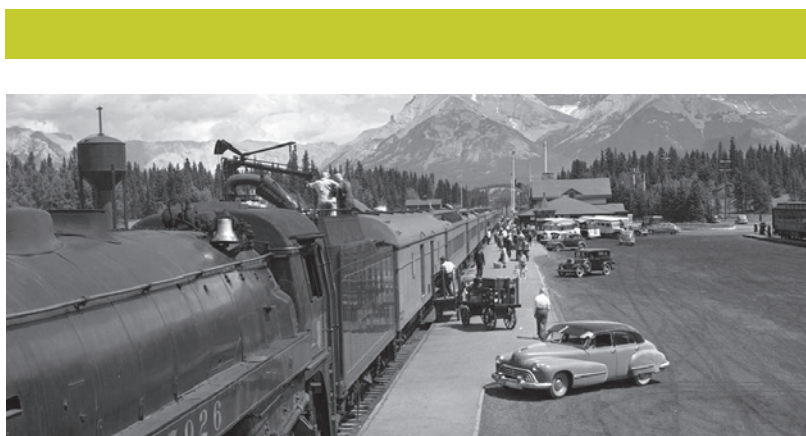


FIGURE 5.06 Passengers arriving at Banff Train Station

FIGURE 5.07 Banff Train Station Parking west of station used by buses and cars



service as a future aspirational project from Calgary to Banff. The purpose of the proposed passenger rail service is to offer an enhanced transportation network that integrates an alternative mobility choice for visitors and residents between the Calgary Region and the Bow Valley. This is in addition to the Rocky Mountaineer, which is a privately-owned passenger rail service, and Royal Canadian Pacific luxury excursion passenger train.

The Calgary-Banff Rail contemplates a new, 150-kilometre sustainable passenger service that would potentially include six stops (Calgary International Airport, Downtown Calgary, Cochrane, Morley, Canmore and Banff) along a dedicated line built within the existing CPR corridor. The service could have up to eight departures per day from the airport to Banff, and the capability of running an express service from Calgary International Airport to downtown Calgary every 20 minutes.

The Canada Infrastructure Bank (CIB) and Government of Alberta's Ministry of Transportation (Alberta Transportation) have signed a Memorandum of Understanding (MOU) to complete studies and due diligence for the Calgary-Banff Rail project. The project would support Alberta's economy by creating an airport-rail link to downtown Calgary and on to Banff National Park, increasing tourism opportunities and labour mobility, and reducing vehicle GHG emissions and congestion in the travel corridor.

The 2018 Calgary-Bow Valley Mass Transit Feasibility Study noted that the existing Banff siding is of sufficient length to handle any passenger (set of cars) currently envisioned.

It is recognized that the development of a future passenger rail service is subject to federal regulatory processes beyond the scope of the ARP, including the IAA, Transport Canada and Canadian Transportation Agency, among others. The review processes under the IAA are comprehensive and require consideration of many factors, including environmental mitigations that may necessitate supplementary amendments to the ARP in the future. At the end of that review process, the federal Minister of Environment and Climate Change Canada, or federal cabinet, must decide whether to approve the project.

## POLICIES

1. The ARP recognizes the potential of a passenger rail connection to the site to enable integration of the operation and facilities of the Calgary-Banff Rail service.
2. Ensure that all modes function together to optimize the efficiency of each mode for system wide efficiency.
3. Provide connections from the rail station for all transportation modes into and throughout the Banff area.

## 5.8 PARKING

The Banff Long Term Transportation Study identifies that nearly 1,000 parking stalls are required in the near-term to help address existing vehicle congestion, and approximately 2,000 parking stalls will be needed by 2045 to address future network congestion. In order to address this key transportation policy objective, the provision of intercept parking is integral to the redevelopment of the Banff Railways Lands. Future development of the site is envisioned to promote a more efficient transportation network by influencing travel behaviour and a mode split for visitors, reducing dependency on the use of private vehicles and encouraging a shift to sustainable transportation modes including walking, cycling, rail, bus, and mass transit. The location of the subject site relative to one of two major arterial access roads into the townsite and nearby amenities, provides several opportunities to promote non-auto travel as part of the longer-term parking management strategy of the Town.

The ARP will provide approximately 1,060 stalls between the two parking lots: the South Lot and the North Lot (including the reconfiguration of the Fenlands Recreation Centre stalls). The South Lot opened in the fall of 2019 with a capacity of 490 vehicles. The proposed North Lot will reconfigure the existing Rec Centre Parking supply of around 170 parking stalls, adding new 410 stalls. This will bring the supply in the North Lot to 580 stalls with four bus parking spaces and RV parking spaces.

FIGURE 5.08 Illustrative Rendering of the North Parking Lot concept scheme





The existing parking demand for the South Lot is estimated at 280 parking stalls in a non-COVID-19 year. Utilizing a 1.8 per cent growth rate and accounting for the parking demand reduction due to the future potential for passenger rail, it is estimated that 260 intercept parking stalls will be needed in the 2026 horizon and 270 parking stalls will be needed in the 2029 horizon. The intercept parking function of these lots assists in reducing traffic congestion as vehicles can be “intercepted” at the west entrance to the townsite and park before entering the downtown core and other destinations on the south side of the river.

The proposed development provides adequate parking to meet the needs of all proposed land use with additional capacity available to support the parking requirements of the Town in the form of intercept parking.

The North Lot will be accessed via the existing Fenlands access road. The new parking stalls that are not required to support the development’s land uses are intended to intercept vehicle trips destined for the downtown, reducing traffic congestion and parking demand in Banff.

Based on the investigations of the Town’s Bylaws, future parking needs, and peak parking demands, a breakdown of parking stalls required to support the Banff Railway Lands ARP development is as follows:

- **2029 Summertime Parking Demand: 280 Parking Stalls + 40 Residential Parking Stalls**
  - > 140 parking stalls for proposed railway site land uses and 40 parking stalls for the multi-family residential, based on the Town of Banff Land Use Bylaw
  - > 140 parking stalls to meet the 2029 summer weekend peak hour demand for the Norquay Gondola visitors.

- **2029 Wintertime Parking Demand: 660 Parking Stalls + 40 Residential Parking Stalls**

- > 140 parking stalls for proposed railway site land uses and 40 parking stalls for the multi-family residential, based on the Town of Banff Land Use Bylaw
- > 575 parking stalls to meet the 2029 winter weekend parking demand for the Norquay Gondola visitors.

A priority of the Banff Railway Lands ARP is to encourage walking, cycling, and use of public transportation while ensuring the needs of the concept are met in terms of parking. The supply of over 1,060 parking stalls across the site more than meets the projected parking requirements of the development for the long term and provides capacity for intercept parking, to reduce traffic demands heading into the downtown. Separate from the ARP and its approval process, there is long-term potential to add approximately 225 incremental stalls within the footprint of the North Lot (bringing the total supply to about 1,285 stalls) and still retain the entirety of the 5.2 ha Norquay Conservation Area; recognizing the need to maintain sufficient vegetation buffer for the integrity of the Fenland Indian Grounds Wildlife Corridor.

Access to the North Lot and Transit Shuttle Centre is to be provided via Mt Norquay Road. General access, and transit egress is to use the Fenlands Recreation Centre access intersection, as conceptually shown in Map 5.04. The existing access road for the Fenlands is to be enhanced to accommodate three travel lanes (one ingress, two outbound egress driveways) to facilitate movement into and out of the north side of the Banff Railway Lands ARP. Transit access is to be provided as a right-in intersection (for transit only) at the southern end of the parking lot.

On the south side of the ARP site, Railway Avenue provides access to the South Lot. Railway Avenue will be transformed into a shared street.

The South Intercept Parking Lot, with approximately 490 stalls, opened in 2019. Trip generation, by mode, of the Banff Railway Lands ARP development, based on the information known at the time of this study, and will be used to determine the infrastructure modifications required to accommodate within the site. (TIA, p.44). In Summary, rounded parking allocations for the lots, north and south are shown in the table below.

Summary parking allocations for the lots, north and south are shown in the table below.

**TABLE 5.01 Rounded parking supply and demand**

Location / Use	Supply*		Demand - Summer*		Demand - Winter*	
	Existing	ARP	Existing	ARP	Existing	ARP
South Lot	490					
Fenlands	170		170		170	
North Lot^		410				
Intercept			270			
Heritage Rail				140		85
Gondola				140		575
<b>Subtotals</b>	660	410	440	280	170	660
<b>Totals*</b>	<b>1060</b>		<b>720</b>		<b>830</b>	

\* rounded to the nearest 10 ^ including RV stalls \*\* total is sum of actual stalls, rounded to the nearest 10

**Table 5.02 Parking areas and rehabilitated/revegetated areas**

Element	Area (ha)
<b>Norquay Conservation Area:</b>	
Existing disturbance (CPR) to be reclaimed/restored	0.93
Existing naturally vegetated area	4.3
Total Area	5.2
<b>North Lot:</b>	
Existing Rec Centre Lot	0.77
New Stalls	2.32
Total Area	3.1
<b>Total Area North of the CPR Tracks</b>	<b>8.3</b>

## POLICIES

1. Vehicle access will be provided directly from Mt Norquay Road on the north side of the ARP site, one of which is proposed to be an all movement's access utilizing the existing Fenlands Recreation Centre access/egress driveway and one right-in, transit only access located at the south end of the parking lot.
2. The southbound left-turn bay at the north access on Mt Norquay Road should be extended to accommodate the queue of left-turning traffic, as to not block the southbound through traffic.
3. Install 'Smart Parking' electronic or variable message parking signs at each of the intercept parking lot entrances that indicate real-time space availability to inform visitors and reduce circulation between lots.
4. Such parking and their access points should be designed and located to minimize pedestrian/vehicular conflicts and not diminish the quality for the public realm.
5. Develop marketing and informational materials to inform visitors and residents of parking options available in Banff.
6. Native vegetation and a layered tree canopy should be incorporated within parking areas to reduce the urban heat island effect, to improve stormwater retention, and improve air quality.
7. Install publicly accessible charging infrastructure wherever possible to support the electrification of transportation.
8. Work with the Town of Banff, Parks Canada, and key stakeholders to ensure cross-boundary alignment and cooperation. This could include traffic technology interoperability, regional electric vehicle charging station networks, and electricity grid readiness.
9. Site specific measures designed to eliminate or reduce negative human-wildlife interactions and enhance the safety of wildlife movement through the Plan area and/or across Norquay Road will be considered in consultation with the Town of Banff and Parks Canada, such as:
  - > Installation of Animal Detection Systems (ADS), which use sensors to detect large animals that approach the road, activating a visual warning (usually flashing lights) to drivers
  - > Driver warning signs will be placed in the Fenlands Intercept Parking Lot. Signage will not be static but placed seasonally with features designed to attract driver attention.

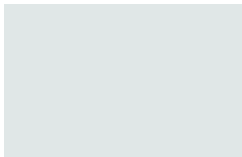


## 5.9 ROADWAY NETWORK

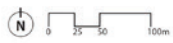
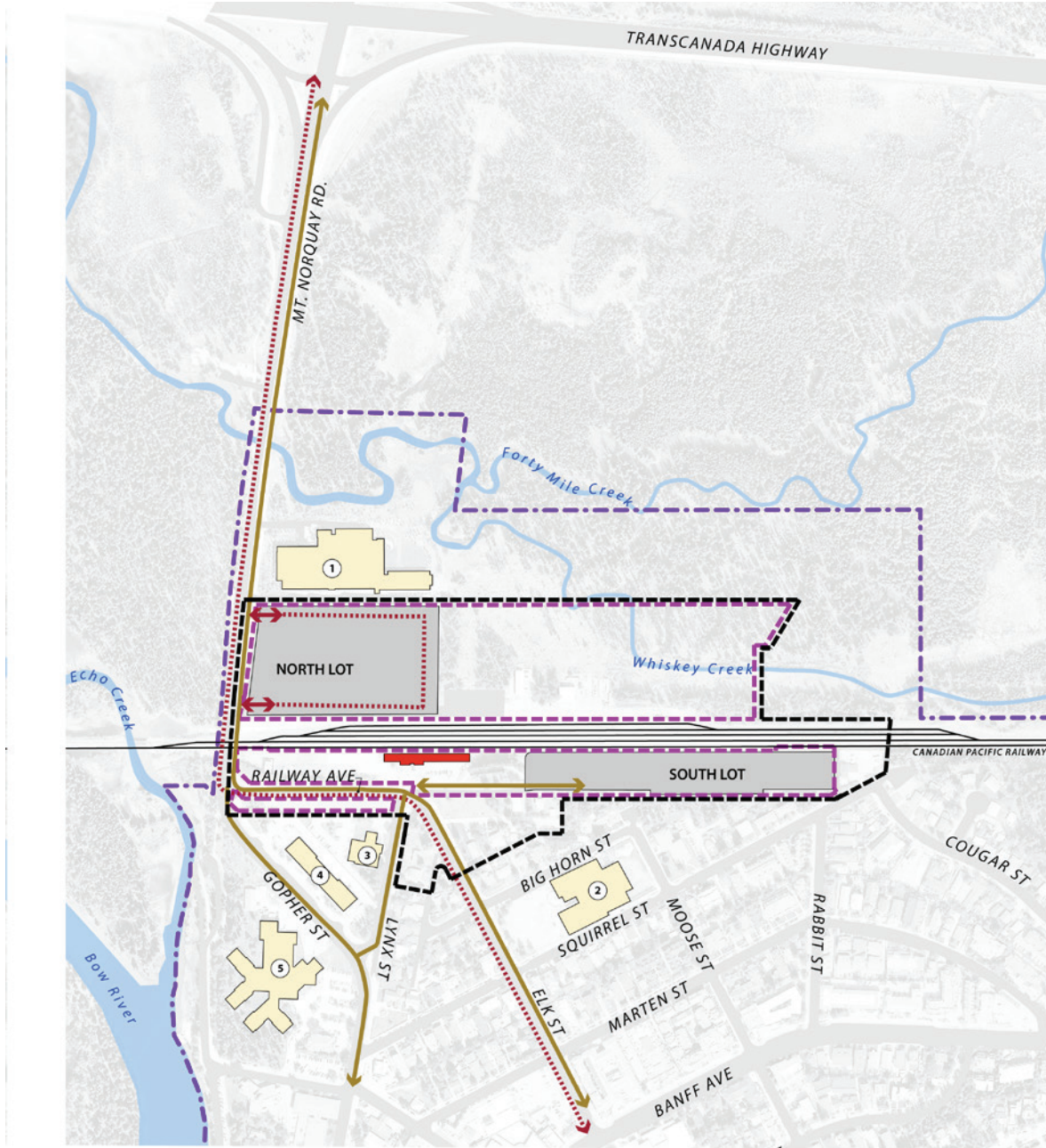
A key objective of the ARP is to enable a change in travel behaviour for visitors by reducing dependency on the use of private vehicles while improving and diversifying transportation options. The Plan will achieve this goal by offering facilities to encourage active transportation and the use of alternate modes of transportation within the townsite.

The ARP will also optimize use of the roadway network in and around the Plan site. It is well connected to the existing external road network. Given its proximity to the Trans-Canada Highway 1 interchange with Mt Norquay Road, which connects travellers to Canmore and Calgary to the east and Lake Louise to the west. Mt Norquay Road is a four-lane road at the interchange, narrowing to two lanes just south of the interchange. The ARP Site is adjacent to Mt Norquay Road, which provides direct access to the Town of Banff and to the Trans-Canada Highway (Highway 1). At full build out in 2029, Mt Norquay Road is projected to carry 1,600 vehicles during the summer weekend peak hour.

The Banff Railway Lands ARP is anticipated to attract around 300 private vehicle trips in the summer peak hour (including those already on Mt Norquay Road that divert to park at the site), most of which will access the parking lots via Mt Norquay Road or Elk Street.



MAP 5.05 Site vehicle circulation



**LEGEND**

- VEHICULAR CIRCULATION
- SHUTTLE CIRCULATION
- ① FENLANDS RECREATION CENTRE
- ② BANFF ELEMENTARY SCHOOL
- ③ RCMP - GRC
- ④ PURSUIT-BREWSTER TERMINAL
- ⑤ MINERAL SPRINGS HOSPITAL
- BANFF CANADIAN PACIFIC RAILWAY STATION
- ARP SITE
- TOWN OF BANFF BOUNDARY
- CPR LINE
- LEASE LINES



## 5.9.1 RAILWAY AVENUE

Railway Avenue is proposed to be redesigned as a future shared street. Shared streets envision an integrated space to better balance the needs of pedestrians, bicyclists, and low-speed vehicles, and typically lack signs and markings necessary for the operation of conventional streets, with users instead guided by the physical design of the street. The intended result is that the street and any adjacent land uses are more amenable to pedestrian and bicycle use. The reinforcement of shared streets is intrinsic to the design of Railway Avenue and its integration with the Plaza and Promenade within the lease area. Railway Avenue is forecasted to carry around 500 vehicles during the summer weekend peak hour.

### POLICIES

1. To develop and encourage active transportation and pedestrian activity on Railway Avenue.
2. To remove the traditional segregation of motor vehicles, pedestrians, and other road users.
3. To better improve pedestrian access by eliminating continuous curbs, creating a situation where drivers and pedestrians are placed on the same level, and pedestrians are comfortable moving throughout all portions and all directions of the street, including vehicular travel paths. Vehicles take a secondary priority to both pedestrians and cyclists and are directed by street furniture, trees, rundle boulders and varied pavement treatment.
4. To deliberately break up driver sight lines or use of features that serve a dual purpose of slowing traffic while providing amenities that create places for play, resting, and gathering for residents/visitors. Examples of such features would be benches, street lighting, public art, bollards, bike corrals, and planting.
5. To improve road safety and traffic flow by encouraging negotiation of shared areas at appropriate speeds and with due consideration for the other users.
6. To expand the pedestrian realm along the length of Railway Avenue to improve visitor and resident experiences and utilize the design standards Banff Refreshing in the 100 and 200 Blocks of Banff Avenue and Bear Street.
7. To improve economic conditions for businesses within the area by creating new public spaces and outdoor seating areas and reinforcing connections/circulation between neighborhood destinations and adjacent streets, retail, and restaurant land uses.
8. All new and retrofitted roads and streets should provide adequate access for emergency vehicles, waste and recycling, street maintenance, and other municipal services to meet their legislative policy requirements.



# 5.9.2 ROUNDABOUT

To improve intersection safety and potentially reduce maintenance costs while increasing intersection capacity and reducing delay, a permanent roundabout will be incorporated at the intersection of Elk Street, Lynx Street and Railway Avenue. The roundabout is designed as a shared space to encourage lower speeds while still allowing room for larger commercial vehicles to pass through. It also offers an opportunity for enhanced neighbourhood aesthetics as it acts as an axial gateway feature and is reminiscent of the historic roundabout that was located on the railway lands in the early 1900s.

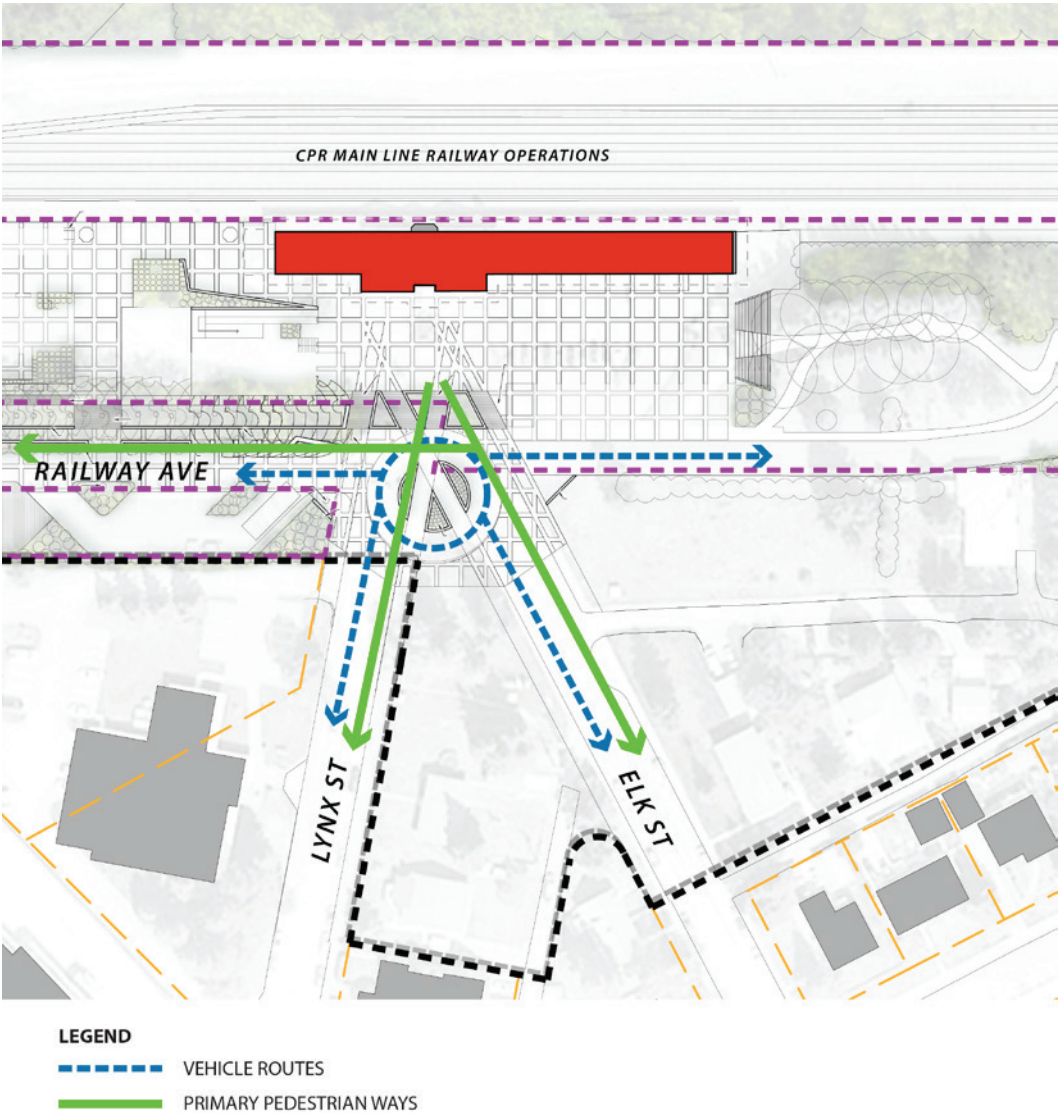


FIGURE5.10 Roundabout at Lynx, Elk and Railway as shared space

## 5.10 SERVICING AND LOADING

Service and loading, including deliveries and removals are to be managed to minimize conflict with pedestrian and personal vehicle movements. The site design will be developed with consideration for servicing requirements including access and on-site maneuvering. Loading and servicing for commercial uses for the ARP site will be accommodated via Railway Avenue. Service vehicle movements for the station restaurant will be accommodated via an access road adjacent to the railway tracks in the South Lot. The site design also allows for circulation of emergency service vehicles.

### POLICIES

1. Access/egress to loading and servicing for commercial uses on the south side of the railway tracks will be accommodated via Railway Avenue.
2. Service vehicle movements for the station's former baggage area will be from the access road adjacent to the railway tracks for the South Lot as illustrated on Map 5.04.
3. The location of loading and servicing areas shall be arranged so that pedestrians moving between buildings are not unnecessarily exposed to vehicular traffic.
4. Off-street loading and servicing areas shall be designed in a manner that will ensure efficiency, protect public safety, and, where appropriate, insulate surrounding land uses from adverse impacts. A loading area visible from the street or adjacent public open space should be screened on three sides by a fence, wall, or hedge.
5. Service and loading operations are recommended to be scheduled outside of peak hours whenever possible.

# ENVIRONMENTALLY SIGNIFICANT & SENSITIVE AREAS

6



**GOAL:** In alignment with the Town of Banff Community Plan and Environmental Master Plan, environmentally sensitive areas and natural open spaces within the ARP will be preserved, restored, and enhanced.



## OBJECTIVES:

To enhance the functional connectivity and integrity of the Fenland Indian Grounds Wildlife Corridor and reduce parking and traffic congestion, GHGs, wildlife conflicts and wildlife mortality within the Banff townsite, a number of objectives are to be achieved:

- To develop comprehensive “Best Practices Per Visitor” vehicle management systems to decrease congestion and enhance visitor experience.
- Create a new parking area on the north side of the train tracks (North Lot) by adding approximately 410 stalls and a Shuttle Centre with 4 bus stalls (not including the existing 170 stall Fenlands Recreation Centre parking lot).
- Combine and consolidate the new North Lot with the existing Fenlands Recreation Centre parking areas (approximately 170 stalls) to create a total capacity of approximately 580 stalls. This will also enhance parking efficiency by taking advantage of existing roadways and access points and thereby minimize the developed footprint.
- Protect and preserve the contiguous area of wildlife habitat located in the primary Fenland Indian Grounds Wildlife Corridor east of the sand dune (approximately 4.3 ha) and avoid new disturbance or activity encroachment into this sensitive area (Map 6.01).
- Reclaim and rehabilitate all industrial brownfield areas and disturbed lands located within the leasehold east of the sand dune adjacent to the CPR railway (approximately 0.9 ha) and restore the land to a naturally vegetated state. All currently occupied and/ or utilized structures, including storage areas, legacy debris and potentially contaminated surface materials within the ARP Lands north of the CPR tracks will be removed and disposed of according to Parks Canada Best Management Practices or other applicable federal and provincial regulations.
- Achieve a ratio of protected and/or rehabilitated areas versus new disturbed area of nearly two and a half to one (2.4: 1). For the 2.3 ha of new disturbance associated with the North Lot, over 5.2 ha will be restored and protected, including approximately 4.3 ha of the Preserved Area, and 0.93 ha of restored and revegetated brownfield industrial land (approximately 63 per cent of the Plan area north of the CPR railway tracks).
- Adhere to the Federal Policy on Wetland Conservation (Government of Canada 1991), to achieve ‘no net loss of wetland functions on all federal lands and waters,’ which requires that development activities in National Parks mitigate impacts to wetlands if there are no practicable alternatives available. No activity or development will occur within the Preserved Area which contains the sensitive wetlands and riparian habitat associated with Whiskey Creek and provides critical habitat for threatened species such as Westslope Cutthroat Trout.
- Develop and implement of educational initiatives in collaboration with PCA and the Town of Banff. Examples may include the placement of interpretive materials and signage to enhance interpretive opportunities, improve visitor experience, and promote environmental stewardship.
- A key action is to enhance the Fenland Indian Grounds Wildlife Corridor within the Plan area through restoration of a fragmented and partial brownfield site to a naturally vegetated area. This initiative seeks to improve the ecological integrity of the site by creating a 5.2 ha contiguous protected conservation area covering approximately 63 per cent of the Plan area north of the railway tracks.

- Ecosystems are generally referred to as a community of interacting biological, geographic, chemical, and climatic components and processes. A protected ecosystem located within a national park is in its ideal ultimate state when it is said to have ‘ecological integrity’. According to Parks Canada “ecosystems have integrity when they have their native components intact”, including the physical elements (i.e., soil), landscape and species biodiversity (the composition and abundance of species and communities in an ecosystem), and ecosystem processes such as fire, flooding and predation (Parks Canada 2020). Parks Canada’s objective is to allow people to enjoy national parks as special places without damaging their ecological integrity. The ARP will support these overarching goals through the following main priorities:
  - > The Plan supports the Town of Banff in its goal of achieving a ‘no net negative environmental impact’ (NNNEI). The NNNEI principal is applied to all proposed projects located within national park townsites such as Banff to ensure that these communities do not negatively affect the ecological health of the national parks in which they are located (Parks Canada 2000). The ARP will comply with Banff’s NNNEI framework and performance expectations specifically related to ecosystems, air quality, water, energy, sustainable transportation, and waste management.
  - > The plan will enhance ecological integrity through recognizing and protecting ecosystem components such as wildlife, wildlife corridors and habitat, vegetation communities and processes, soils and landforms, water (including aquatic and riparian resources, ground water and surface and stormwater), and air quality.

# 6.1 ECOSYSTEM COMPONENTS

The Plan area is located within the Montane subregion, which comprises slightly under four per cent of the total area of Banff National Park. The Montane subregion occurs in lower elevations between 1350 and 1500 m on north-facing slopes, rising to approximately 1650 m on south-facing slopes due to the greater warmth and sunlight found in these areas. Vegetation on drier, south-facing sites in the Montane subregion is characterized by stands of Douglas-fir, trembling aspen, and lodgepole pine, with patches of open grassland.

On wetter sites such as the area adjacent to the Plan area, white spruce, balsam poplar and shrub species such as dwarf birch, shrubby cinquefoil, and willow are typically dominant.

**The following sections present the key ARP ecosystem components and their related policies.**

FIGURE 6.01 Existing site conditions of the Wildlife Corridor, looking east



FIGURE 6.02 Existing site conditions, CPR property, looking east



FIGURE 6.03 Existing site conditions, CPR property, looking west



## 6.1.1 WILDLIFE

The habitat in the Montane subregion supports a highly diverse array of wildlife species including ungulates, carnivores, birds, small mammals, bats, amphibians, and reptiles (NRC 2006). The Plan area occurs within the VL4 Ecosite (Holland and Coen 1982), which is considered important to carnivores (e.g., grey wolf, coyote, cougar, and Canada lynx), highly important to ungulates (e.g., elk, deer, moose) in winter, and moderately important to ungulates in summer (Holroyd and Van Tighem 1983). The northern portion of the Plan area occurs within treed land cover surrounding Whiskey Creek, which has the potential to support breeding habitat for amphibians (e.g., Columbia spotted frog and western toad), as well as nesting and roosting habitat for species of birds and bats. Much of the development area north of the railway tracks also represents potential habitat for small mammals. Several wildlife species included under Schedule 1 of *Species at Risk Act* have the potential to occur within the development area, including western toad, olive-sided flycatcher, grizzly bear, and little brown myotis. The vision for human-wildlife coexistence in the Bow Valley and the vicinity of the Banff townsite is for wildlife to be able to effectively utilize natural habitats with minimal human disturbance and seldom venture into developed areas such as the town site and adjacent areas, including campgrounds and industrial compounds (Human-Wildlife Coexistence Technical Working Group [HWCTWG] 2018).

### POLICIES

1. Vegetation removal will not occur between March 1st and August 31st to avoid destruction of active bird nests or bat maternity roosts and maintain compliance with the *Migratory Birds Convention Act* (1994).
2. Vegetation removal will be partially mitigated through extensive use of landscaping, bioswales, and planting masses with native vegetation species to create areas of natural cover, reduce habitat fragmentation, sightlines, and other forms of wildlife sensory disturbances. It is estimated that approximately 1.7 ha of existing forest and other vegetation will need to be removed to construct the 2.3 ha North Lot. However, in return, 0.93 ha of denuded and disturbed industrial lands will be restored and revegetated, and approximately 4.3 ha of existing wildlife corridor will be set aside as the Preserved Area (5.2 ha total) – a ratio of 2.4: 1 of preserved lands versus new disturbance.
3. No known sensitive wildlife areas (e.g., calving areas, mineral licks, bat roosting or hibernacula) will be affected by the Plan area. Wildlife and nesting bird surveys will be conducted prior to construction and avoided or mitigated if possible.
4. Adherence to landscaping guidelines provided in the Land Use Bylaw to help reduce the Plan land attractiveness to elk and encouraging them to forage in other areas but utilizing less palatable species. Only native species will be utilized in compliance with Parks Canada recommended plant species for landscaping and best practices (Parks Canada 2015), or as directed by Parks Canada.
5. Site activities will be scheduled during times of the year when habitat loss and sensory disturbance is least likely to affect wildlife and respect sensitive timing windows such as nesting and breeding.
6. Restrict noise-producing activities to daylight hours only and avoid idling equipment to under three minutes wherever feasible to reduce project-related sensory disturbance and air emissions.
7. Incorporation of the Lands Adjacent to Banff (LATB) comprehensive human use management strategy (ToB 2007) for peripheral lands into ARP planning and design.

8. Wildlife-proof waste bins will be used throughout the Plan area at strategic locations. The site will be maintained regularly to remove litter and recycling bins will be emptied before they reach full capacity to reduce the number of wildlife attractants.
9. Develop and implement a public education and interpretive program aimed at altering and managing human behavior in consultation with Parks Canada and the Town of Banff. Examples include:
  - > Advising the public of the hazards of feeding wildlife and of the need for management of food wastes and other wildlife attractants especially to bears, which are known to frequent the area
  - > Increasing public awareness about the need to give wildlife space to promote safety of both people and wildlife and the importance of respecting speed limits
  - > Installing driver warning signs placed strategically in areas where wildlife has been noted to cross or congregate. Signage will not be static but placed seasonally with features designed to attract driver attention
- > Adopting policies from Parks Canada and the Town of Banff regarding expectations for visitors and their pets to limit the occurrence of human-wildlife interaction
- > Increasing public awareness about the importance of staying in designated public use areas and avoiding unofficial areas designated for wildlife use
- > Promoting environmental stewardship.
10. Educate project staff on the presence of local wildlife and the importance of limiting human-wildlife conflict while completing work.
11. Utilize “Dark Sky” lighting to focus light downward and minimize sensory disturbance to wildlife and light pollution similar to the lighting used in the Train Station South Lot.
12. Install temporary fencing around construction areas and open excavations to avoid accidental harm to wildlife and the public.



FIGURE 6.04 Habitat Restoration Example - Winter, Tunnel Mountain Campground

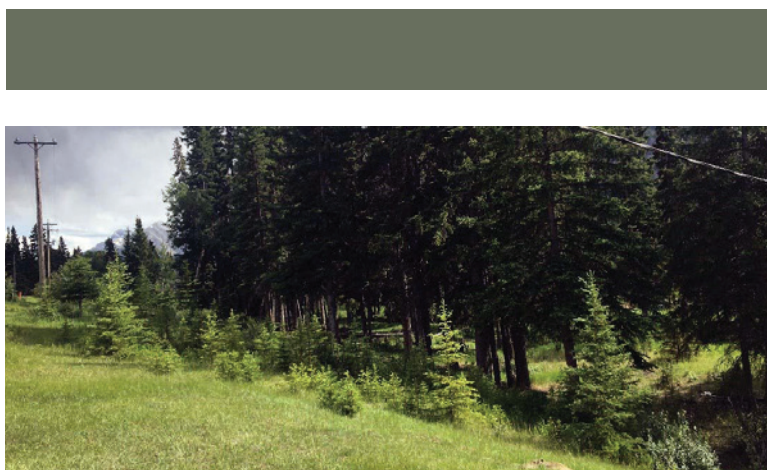


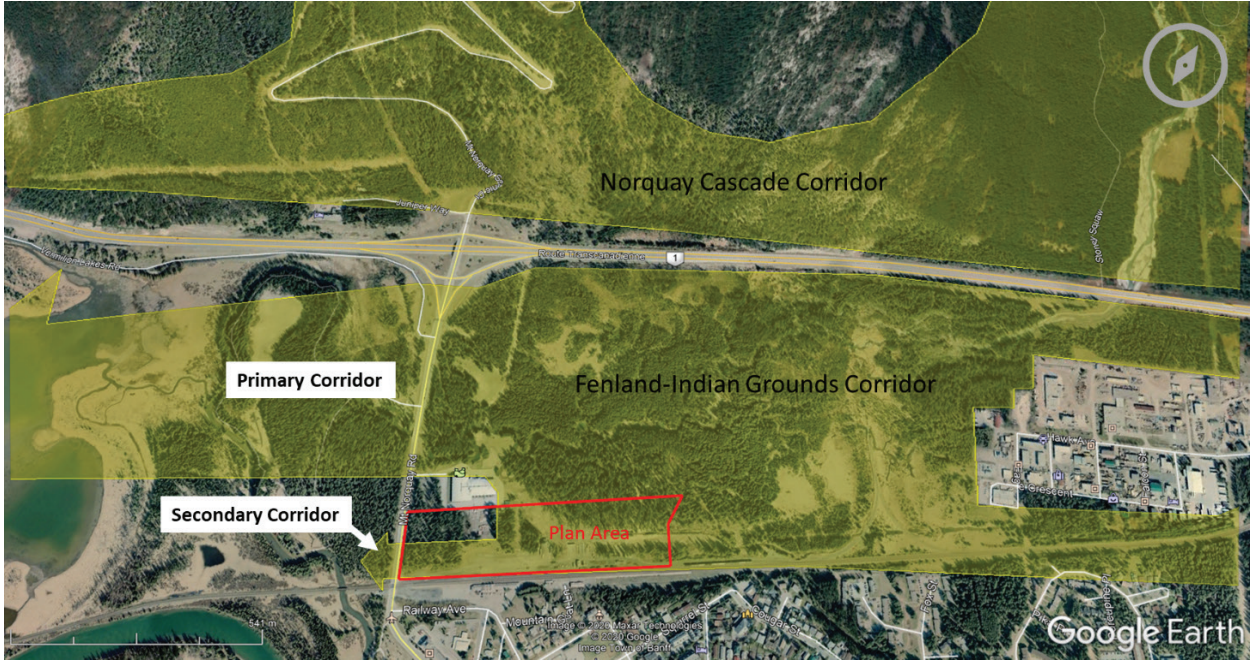
FIGURE 6.05 Existing Site Condition of Sand Dune Area, Looking North

# 6.1.1.1 FENLAND INDIAN GROUNDS WILDLIFE CORRIDOR

The Fenland Indian Grounds Wildlife Corridor is functionally divided into a primary and secondary corridor (Clevenger 2020) (Figure 7.06). The primary corridor is where the majority of wildlife movement occurs and is located between the Fenland Recreation Centre and the TransCanada Highway and extending south and east of the sand dune in the Plan area towards the CPR railway. A secondary branch of the Fenland Indian Grounds Wildlife Corridor occurs between the Fenland Recreation Centre and the CPR railway tracks and enables wildlife movement in an east-west direction (Pope 2001).

In general, wildlife corridors are important for the maintenance of ecological processes and provide for the movement of animals, predator-prey interactions, reducing human-wildlife conflict, and the continuation of viable populations (Lee et al. 2019, Greenaway et al. 2019). Resource Selection Function (RSF) modelling was completed using Global Positioning System (GPS) datasets from Parks Canada for gray wolves, cougar and grizzly bear to determine the seasonal distribution of these species for the Mount Norquay and Banff townsite area (Lee et al. 2019). The results of these modelling exercises highlighted the importance of the Fenland Indian Grounds Wildlife Corridor as low elevation habitat for grey wolves, cougars, and grizzly bears. Elk are present in large numbers in the vicinity of the Banff townsite and are highly habituated, using areas frequented by people to avoid predation (Avens Consulting 2017). Telemetry data from 1997 to 2007 indicated that elk use the Primary Fenland Indian Grounds Wildlife Corridor to be between the Fenland Recreation Centre and the Trans-Canada Highway (BVECG 2007). The Secondary Fenland Indian Grounds Wildlife Corridor is located between the Fenland Recreation Centre and the CP Rail tracks.

FIGURE 6.06 Wildlife Corridors around Developed Areas of Banff National Park (Heuer et al. 1998)





## POLICIES

1. Protect and preserve the contiguous area of wildlife habitat located in the primary Fenland Indian Grounds Wildlife Corridor east of the sand dune (approximately 5.2 ha) and avoid new disturbance or activity encroachment into this sensitive area (the Preserved Area). The primary Fenland Indian Grounds Wildlife Corridor located in the Plan area is highly utilized by multiple species of wildlife including bears, wolves, cougar, and ungulates, and is located at a further distance away from existing and proposed human development and activity. It also contains ecologically sensitive Whiskey Creek, which provides riparian and aquatic habitat for sensitive fish species, including Westslope Cutthroat Trout, which is listed as “Threatened” under both the federal *Species at Risk Act* (Government of Canada 2002) and *Alberta’s Wildlife Act* (Government of Alberta 2000, Rev. 2020).
2. Possible enhancements to the functioning of the primary wildlife corridor of the Preserved Area will be considered in consultation with Parks Canada and the Town of Banff. These may include selective removal or plantings of native vegetation species, as well as removal of natural and legacy debris to enhance permeability and ease of movement for wildlife around and through the Plan area.
3. Reclaim and rehabilitate the industrial brownfield area of disturbed lands located east of the sand dune adjacent to the CPR railway (approximately 0.93 ha) and restore the land to a natural vegetated state through plantings of native vegetation species. All currently occupied and/or utilized structures, including storage areas, legacy debris and potentially contaminated surface materials will be removed and disposed of appropriately according to Parks Canada Best Management Practices or other applicable federal and provincial regulations.
4. Enhance wildlife habitat function and continuity to promote movement between habitat patches throughout the Plan area (Greenaway et al. 2019). This will be achieved through plantings of native trees in single individual or groups, shrub and understory species, as well as modifications to the landscape to create micro topography. The goal of landscaping and restoration is to create areas of permeable, natural cover to provide zones of refuge for wildlife utilizing or moving through the Plan area, and to reduce sightlines and minimize sensory disturbance to wildlife,
5. Restore and rehabilitate the sand dune area to prevent soil erosion and serve as a natural feature to encourage wildlife to move north of the Plan area towards the primary corridor, without impeding movement through the Plan area via the secondary wildlife corridor.
6. Increase wildlife coexistence with parking infrastructure as well as enable movement through the secondary Fenland Indian Grounds Wildlife Corridor by:
  - > Restricting disturbance and activity to the area adjacent to the Mt Norquay Road
  - > Removing the exclusion fencing around the existing Fenlands parking lot, as well as other existing man-made obstructions bisecting the area and preventing east-west wildlife movement
  - > Installing wildlife permeable fencing (e.g., similar to what was recently installed at the South Lot with Parks Canada guidance) adjacent to, and paralleling the CPR railway line to increase visitor safety
  - > Improving wildlife mobility and providing areas of natural cover as refuge through the parking area by creating high-density tree pods (mass plantings) at a ratio of one treed pod to 10 stalls (similar to the treed pods adjacent to the new Train Station South Lot installed in 2020)
  - > Prohibiting the use of overnight parking to permit night-time wildlife movement by crepuscular and nocturnally active species.

7. Enhance both the primary and secondary Fenland Indian Grounds Wildlife Corridors by increasing the ease of wildlife movement in the Plan area by clearing natural and legacy debris under the forest canopy thereby increasing permeability.
8. Design pedestrian walkways and traffic conveyances such that they restrict and redirect pedestrian and vehicle traffic away from the wildlife corridor and within previously developed or disturbed areas.
9. Adhere to landscaping guidelines provided in the Town of Banff Land Use Bylaw, the Parks Canada recommended plant species for landscaping (Parks Canada 2015), and maintaining or planting trees and bushes capable of screening the corridor to minimize sensory disturbance of wildlife.
10. Utilize “Dark Sky” lighting to focus light downward and minimize sensory disturbance encroachment into the wildlife corridor.
11. Initiate an educational program (e.g., signage, kiosks, literature) to advise of the presence and importance of respecting wildlife corridors and the importance of giving wildlife space to promote safety of both people and wildlife, and increase public awareness regarding the negative effects of human activity on wildlife and wildlife corridors and promoting environmental stewardship.
12. Site specific measures designed to eliminate or reduce negative human-wildlife interactions and enhance the safety of wildlife movement through the Plan area and/or across Norquay Road will be considered in consultation with the Town of Banff and Parks Canada, such as:
  - > Installation of Animal Detection Systems (ADS) that use sensors to detect large animals that approach the road and activate a visual warning (usually flashing lights) to drivers.
  - > Driver warning signs will be placed seasonally in the North Lot with features designed to attract driver attention.

FIGURE 6.07 Grey wolf near Vermilion Lakes, Banff



FIGURE 6.08 Historic image showing ungulates grazing within ARP site

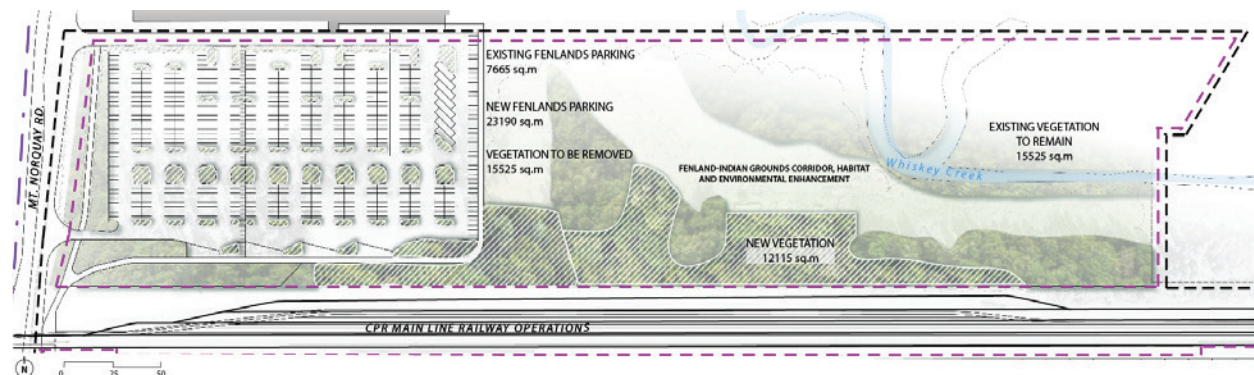
## 6.1.2 NATIVE VEGETATION

Native vegetation and ecosystem processes in the Montane Ecozone are characterized by climax stands of Douglas Fir, trembling aspen, and lodgepole pine with patches of open grassland that typically occur on drier, well-drained south-facing locations. Species such as white spruce, balsam poplar, and shrubs, including dwarf birch, shrubby cinquefoil, or willow are typically characteristic of wetter or north-facing sites. Wetlands and associated vegetation communities and processes are also present in valley bottoms associated with waterbodies.

### POLICIES

1. The removal of native trees and other vegetation will be avoided or minimized to the extent possible. Retaining native vegetation provides habitat for wildlife species and an escape route for larger wildlife that encounter the Plan area.
2. Vegetation removal, where necessary, will be mitigated through extensive use of landscaping, bioswales, and planting masses with native vegetation species. This will create areas of natural cover, reduce habitat fragmentation, sightlines and other forms of wildlife sensory disturbances, as well as prevent soil erosion. Only native species will be utilized in compliance with Parks Canada recommended plant species for landscaping and best practices (Parks Canada 2015), or as directed by Parks Canada.
3. Select native species for landscaping and reclamation that are adapted to the vegetation community and have reduced attractiveness to grazing wildlife (e.g., ungulates and bears).
4. Rare plants, as well as federally or provincially listed plant species, will be identified prior to construction and avoided if possible. Design features and other mitigations to reduce effects to rare or listed plant species will be undertaken.
5. The introduction of weeds and invasive or non-native species will be prevented through proper equipment washing and maintenance and the use of weed-free native seed mixes for landscaping and seasonal timing.
6. Weed management and monitoring will be implemented during planning, construction, and operation, including follow-up mitigation.
7. Adherence and incorporation of Fire Smart principles in Plan area component design.

MAP 6.01 Retained, new, and removed vegetation





## 6.1.3 SOIL AND LANDFORMS

The Plan area occurs within the VL4 Ecosite which has a surficial geology composed of fluvial or fluviolacustrine deposition characterized by primarily stream and river deposited sediments. Secondary post-glacial aeolian processes have resulted in a dune complex consisting primarily of loose sand and silts running diagonally, in a generally north-south direction, across the Plan area which has been bisected and partly removed to accommodate the CP railway alignment. Typical soil types encountered under mature forest stands of predominantly white spruce are Gleysols, with areas of organic soils such as Mesisol expected in wetter areas associated with fens or wet shrubby meadows (Holland and Coen 1982).

The local soil conditions at the Plan area generally consist of the following stratigraphic units in sequence from ground surface (Golder 2017a, Golder 2017b):

- Fill (slag and coal containing organics, sand and gravel with silt) from ground surface to depth of ranging from about 0.5 to 2.7 m Clayey silt to silty clay, interbedded silt, sand, and gravel to expected depths of at least 30 m.

### POLICIES

1. Maintain and conserve native landforms (such as the dune complex), soils, and topographic features in the Preserved area using appropriate topsoil salvage and storage to maintain soil quality and native species seed storage. Disturbed portions of the sand dune will be restored and rehabilitated to prevent further soil erosion and serve as a natural feature to encourage wildlife to move north of the Plan area towards the primary corridor without impeding movement through the Plan area via the secondary corridor.
2. Pre-disturbance soil conditions will be determined and serve to guide soil restoration on landscaped features, including replacement of pre-existing soil horizons and approximate depths.
3. Prevention and protection against soil erosion by wind and water of salvaged topsoil and landscaped areas will be made through the extensive use of Parks Canada-approved temporary matting as well as erosion control features (e.g., silt fencing) until native vegetation has been sufficiently established to provide ground cover.
4. Soil erosion monitoring will be implemented during planning, construction, and operation including follow-up mitigation as required.

## 6.1.4 HYDROLOGY AND AQUATIC RESOURCES

The north end of the Plan area is adjacent to Whiskey Creek, which flows southwest along the Bow Valley, discharging into Forty Mile Creek and then into the Bow River further downstream. Whiskey Creek has a small watershed area that originates from the southeastern slopes of Cascade Mountain. The creek crosses Highway 1 and flows through a portion of the Banff townsite. Due to sandy local soils and a high groundwater table, this creek may flow year-round (Highwood 2002). The low gradient, meandering creek channel has extensive overhanging large woody debris, submergent and emergent vegetation, and undercut banks (Avens 2017). Both silt and gravel substrate have been documented at various locations along the creek (Avens 2017).

Whiskey Creek provides important habitat for local fish species including Westslope Cutthroat Trout, which is listed as “Threatened” under both the federal *Species at Risk Act* and *Alberta’s Wildlife Act*. The species occurs in cold, clean, flowing water habitats with various forms of cover such as undercut banks, pool-riffle habitat, and riparian vegetation. A recovery strategy and action plan has been developed for the Alberta populations of Westslope Cutthroat Trout (Fisheries and Oceans Canada [DFO] 2014).

Whiskey Creek contains critical habitat for genetically pure Westslope Cutthroat Trout (DFO 2019). Critical habitat is habitat that has been designated as important for the long-term survival of the species and is legally protected under the *Species at Risk Act*. Further research is needed to refine critical habitat identification within Whiskey Creek. The project will be developed with the overall goal to maintain aquatic and riparian habitats necessary to support the local aquatic ecosystem, including genetically pure Westslope Cutthroat Trout in Whiskey Creek.

### POLICIES

1. Plan area components will not be situated within 30 m from the high-water mark of Whiskey Creek in conformance with proposed *Species at Risk Act* Recovery Strategy and Action Plan (2019), Parks Canada Best Management Practices (Parks Canada 2017), and the Town of Banff’s Model Class Screening Report for routine projects (2003). The preserved area in combination with the restored and revegetated brownfield industrial areas (approximately 5.2 ha) will enhance and provide an additional riparian habitat buffer and prevent overland stormwater and sediment transport from the parking areas.
2. To develop both the design and construction practice of parking areas and associated site components that protect Whiskey Creek from:
  - > Sedimentation due to site preparation and construction site dewatering
  - > Surface water runoff, snowmelt, and infiltration
  - > 1:100-year flood events
  - > Contamination from improper waste disposal or hazardous material handling and vehicle or equipment leaks or spills during construction and operation (i.e. fuels, lubricants, chemicals).

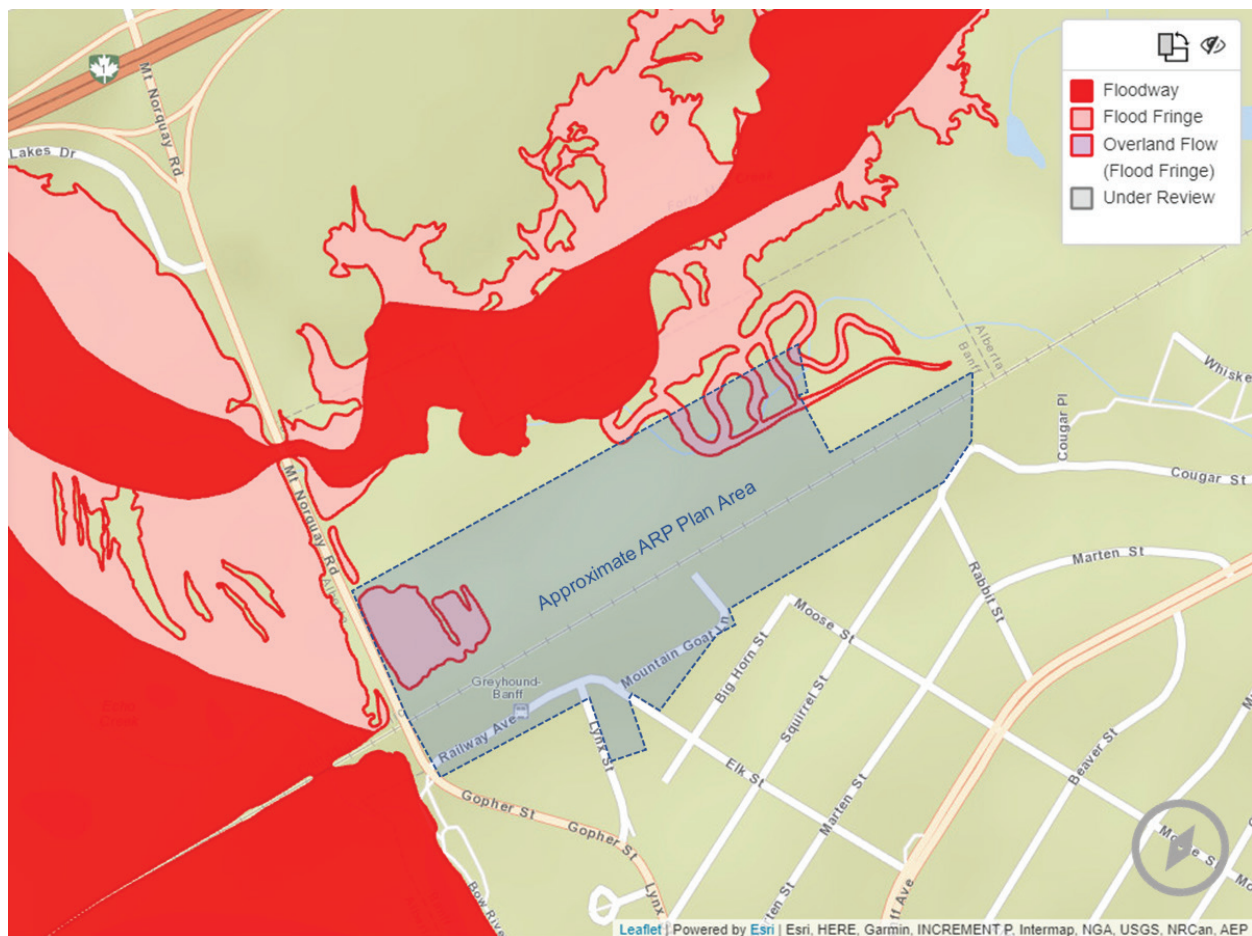
## 6.1.5 SURFACE AND STORMWATER QUALITY

The western portion of the Plan area and possibly other areas are within the 1:100 year flood fringe area (Figure 2). This area would be subject to flooding from backwater and/or groundwater connection with Forty Mile Creek as well as possible erosion along the existing floodplain of Whiskey Creek itself. The risk of avulsion of new channels during extreme floods has not been evaluated; however, this risk should be considered based on the prevalence of relic meanders along the creek and the 2 to 4 m thick erodible sand substrate in the floodplain indicated by subsurface boreholes.

### POLICIES

1. The development will be designed so that 100 per cent of storm water, including snowmelt, is retained on-site for treatment and ground infiltration.
2. Direct storm water discharge to Whiskey Creek or Forty Mile Creek will not be permitted.
3. Flood and stormwater management will utilize LID strategies where possible.

FIGURE 6.09 Flood Hazard (Source: www.floods.alberta.ca. Accessed: November 2020)





## 6.1.6 GROUNDWATER AND CONTAMINATED SITES

Groundwater levels measured in 2003, 2009, and 2017 generally range from about 1.5 to 3.3 below ground surface (Thurber 2003, Golder 2009, 25 Golder 2017a; Golder 2017b). Shallow groundwater is generally inferred to flow to the west (Golder 2017a; Golder 2017b). Groundwater levels will fluctuate seasonally.

The Town of Banff obtains potable water from deep groundwater wells located approximately 2 km northeast of the Plan area. Water quality is consistently good, and the Town's water works is now considered to be a system using 'High Quality Groundwater' (rather than 'Ground water Under the Direct Influence of surface water').

A search of the Alberta Environment and Parks Water Well Information Database (AEP 2019) identified six water wells within a 1 km radius of the centre of the ARP. Well depths ranged from unknown to 51 m and known well uses include domestic and spring. The closest water well was installed for Brewster's BBQ Restaurant (installation year unknown) and is located approximately 500 m south of the Plan area.

The sources of environmental contamination north of the railway were identified during the 1993 Phase I ESA and the investigation in 1994 through the leasee's environmental consultant and related correspondence. Site investigations subsequently consisted of the characterization of site stratigraphy and hydrogeology and delineation of impacts on both north and south of the railway outside of the lease boundaries. The main contaminants of concern identified in the previous investigations and analyzed for in soil and groundwater were primarily petroleum hydrocarbon which includes benzene, toluene, ethylbenzene, xylenes, petroleum hydrocarbon fractions and polycyclic aromatic hydrocarbons (collectively referred to as petroleum hydrocarbons).

Iterations of various remediation, which included both the excavation of impacted soil and in-situ treatment of soils were completed north of the railway on leases until the late 1990s. A qualitative risk assessment was completed in 2000, over both the north and south portions of the ARP boundary and concluded generally low risk to exposure of chemicals of concern to both human and ecological receptors.

Long-term monitoring was completed in the late 1990s and early 2000s until 2011 when remaining hydrocarbon impacts in soil and groundwater north of the track were reported as being stable and a reduced monitoring program was adapted. In 2017, a baseline investigation was conducted both north and south of the railway to evaluate current subsoil and groundwater conditions prior to the redevelopment of the ARP boundary (Golder 2017a, Golder 2017b).

South of the railway relatively minor petroleum hydrocarbons (PHC) in the form of polycyclic aromatic hydrocarbons (PAH) were identified in soil at a depth of approximately 2 meters below ground surface (mbgs) near the relocated ice shed building in an area proposed for development as a parking lot. Given the known presence of historical coal piles in this area and historical surficial exceedances of petroleum hydrocarbons, the source of the polycyclic aromatic hydrocarbons was likely due to coal storage. As noted north of the railway, the potential exposure to remaining hydrocarbon impacts south of the track is unlikely due to paved surfaces preventing direct exposure and the chemicals of concern. Further, chemicals of concern measured in soil south of the railway are not volatile and, therefore, vapour inhalation exposure is not a concern with the construction of enclosed structures. Additional groundwater studies to further assess potential chemicals of concern (and their possible mobility) will be considered in consultation with the Town of Banff and Parks Canada during the regulatory approval process.

The nearest surface water body of high ecological significance is the Bow River, which is located hydraulically down-gradient and immediately west of the Plan area. For PHCs and PAHs, the shortest distance from the edge of known contamination to the Bow River is approximately 360 m (Golder 2017b).

## **POLICIES**

1. Planning, design, and construction of below grade developments, including foundations, utilities, and excavations, will consider control and handling of subsurface water and potential frost penetration.
2. Contaminants will be properly assessed and managed to avoid or minimize risks to human health and natural environment as development proceeds in accordance with all applicable federal, provincial, and municipal regulations and requirements.
3. Consideration for additional delineation of petroleum impacted soil and groundwater will be evaluated as the development proceeds.
4. Prior to the construction of any facilities, existing groundwater monitoring wells will be decommissioned in accordance with provincial procedures.
5. A Site Management Plan will be prepared that addresses the following:
  - > Health and safety of workers, the public, and surrounding receptors
  - > Retaining topsoil and mulching vegetation for reuse on site
  - > Excavation and handling of impacted site soils
  - > Dust control measures
  - > Groundwater management during construction and operation
  - > Protection of underground utilities and assessment of utility corridors as contaminant transport pathways
  - > Potential vapour intrusion from residual contamination.

## 6.1.7 AIR QUALITY

The Town of Banff has committed that “The air in Banff will be clean and measure above regulatory standards, to protect and enhance the health of the town’s natural resources, residents, and visitors.” (ToB 2019, p.4). Air quality is a global indicator of environmental health, and is negatively effected by the release of pollutants into the atmosphere from both human activity and natural processes. Human sources of air pollution occurring locally include the burning of fossil fuels for heating, transportation and electrical generation (diesel-powered backup generators), the burning of wood for heating, and through the use of industrial equipment. Natural sources include the emission of volatile organic compounds from vegetation, and forest fires.

Air quality regulations exist at the provincial and federal level and are expected to apply to at least some components of the Plan area developments depending on how the permitting for the ARP progresses. In the least, the Alberta provincial air quality regulations will apply to the ARP and if there is a need for a federal approval of the project, those standards are also expected to apply. The provincial regulations include a series of Ambient Air Quality Objectives (AAAQOs) that are typically applied at a project’s disturbance area boundary. This is usually defined, in the absence of a physical fence, as the area beyond which a proponent can control public access. In the case of the Plan area, this is expected to be beyond the physical footprint limit. The federal standards are currently defined by the Canadian Ambient Air Quality Standards (CAAQS). Similar to the AAAQOs, the CAAQS are technically applicable at designated community monitoring stations, but practically, in all areas where there is public access.

The AAAQOs and CAAQSs that are most applicable to the Plan area developments include the following:

- Particulate Matter including:
  - > Total suspended particulate (TSP)
  - > Particulates with a nominal aerodynamic diameter of 2.5 microns (PM2.5)
  - > Nitrogen dioxide (NO2).

Though these few compounds are expected to demand the most attention from a policy perspective, other criteria also apply most notably to carbon monoxide (CO), sulphur dioxide (SO<sub>2</sub>), metals, and a suite of volatile organic compounds (VOCs) and PAHs, the latter of which will play a more or less important role depending on the level of assessment required by PCA.

### POLICIES

1. Emissions directly associated with the ARP will be well under the established AAAQOs and CAAQSs exceedance levels established for the local area and the Town of Banff.
2. All powered equipment associated with construction and operation will be compliant with “Tier 4” emissions standards. Tier 4 compliant engines reduce emissions by over 95 per cent for most construction equipment.
3. Equipment will be maintained in accordance with manufacturers’ direction to maximize performance efficiency.
4. Vehicle speeds will be reduced in all active construction areas to avoid excessive exhaust emissions and idling will be limited to three minutes or less during construction and operation.
5. The North Lot will include at least 30 preferred stalls for zero emission vehicles.
6. All construction areas and roads will be periodically watered during construction periods to reduce concentrations of TSP and PM<sub>2.5</sub>. Soil erosion by wind and subsequent entrainment of dust particles including suspended particulates >PM<sub>2.5</sub> (e.g., PM<sub>10</sub> and larger) will be minimized through design and selection of pavement surfaces and use of landscaping to form windbreaks to reduce windspeeds at the surface. Parking lots will be seasonally maintained to enhance cleanliness and remove accumulated debris.

# RAILWAY HERITAGE

# 7



The CPR Station in Banff is directly linked to the development of Canada’s national park system and the evolution of Canada’s tourism industry. It has significant heritage value, both on its own and as part of its larger historic context and surroundings. The heritage character of the building and site will be conserved and respected while supporting the relocation and placement of heritage railway buildings and structures, heritage railway rolling stock, and artifacts within the Plan area.

The public realm will promote active public use, connect the buildings through the development of public spaces, and provide interpretation that tells both a site-specific story of the railway in western Canada as well as providing a broader understanding of the region and area’s enduring history.



**GOAL:** Celebrate railway history in Banff and the Canadian Rocky Mountain Parks using building and site design that reinforces Banff's unique sense of place.

**OBJECTIVES:**

- Recognize and enhance the heritage character and history of the railway lands for the benefit of present and future generations.
- Complement the Station's role and federally noted significance through both the relocation of historic railway structures and the addition of new structures.
- Promote the preservation, rehabilitation, and restoration of heritage buildings and landscape features within the site.
- Develop interpretation and public art plans to convey and celebrate the heritage values and history of the site, including the stories of Indigenous Peoples and the enterprise of the CPR.
- Establish guidelines for new construction and alterations that are sympathetic to the heritage context.
- Ensure the conservation of historic resources will be undertaken according to global best practices and all applicable legislation and policy, including the Standards and Guidelines for the Conservation of Historic Places in Canada.
- Establish regulatory and advisory processes for implementation.

# 7.1 BACKGROUND AND CONSERVATION APPROACH

In 1991, the Banff Train Station was designated as a National Heritage Railway Station under the *Heritage Railways Protection Act* to commemorate the role transcontinental railways played in the economic and cultural development of Alberta, Canada, and the continent. As part of its ongoing conservation and interpretation, the tangible expression of its values and character-defining elements must be safeguarded to the greatest extent possible. In addition, any activation of the site through related new construction or the relocation of historic buildings must respect the Banff Train Station's heritage values and historic importance.

The Standards and Guidelines for the Conservation of Historic Places in Canada establishes a consistent, pan-Canadian set of conservation principles and guidelines. A wide range of values is recognized in this approach and can include historic, economic, architectural, aesthetic, spiritual, or rarity values. This method is seen to have several advantages, by:

- Requiring an awareness of all the values of the site (necessitating research)
- Requiring consultation and therefore involving more of society in the conservation process
- Creating a deeper understanding of the resource, and is a means of achieving sustainability for the heritage resource by promoting the participation and involvement of all those who care
- Reflecting the move in cultural heritage conservation towards an emphasis on cultural diversity and to broadening the scope of what is conserved.



FIGURE 7.01 1910 Banff Train Station and Grounds

## 7.2 POLICY CONTEXT

### **FEDERAL DESIGNATION: BANFF NATIONAL PARK**

Banff National Park was Canada's first national park and is considered the flagship of the national park system. Within the Park, there are six National Historic Sites and 21 Federal Heritage Buildings, including the Banff CPR Train Station. The Banff National Park Management Plan provides strategic direction for the integrated delivery of Parks Canada's mandate for heritage resource conservation, visitor experience, and public appreciation and understanding. It sets out a vision for the future that seeks to protect the unique natural and cultural heritage of the Park and provide memorable experiences that allow Canadians to connect in meaningful ways with their mountain heritage.

### **HERITAGE RAILWAY STATIONS PROTECTION ACT**

The *Heritage Railway Stations Protection Act* provides a clear process through which any proposed alterations or changes to the Banff train station building must be reviewed and approved. Any alteration to these buildings or premises requires the approval of the Minister of Environment and is administered through the Historic Sites and Monuments Board. Heritage features may include adjacent structures or landscaping historically associated with the Station. The evaluation of physical and cultural resources is built into the provisions of the federal *Impact Assessment Act*.



FIGURE 7.02 Westbound Canadian leaving Banff for Vancouver, circa 1968

## 7.3 RAILWAY HERITAGE CONTEXT AND STRATEGIES

The arrival of the CPR in the Bow River Valley in 1883, and the subsequent discovery of hot springs by railway workers, resulted in a widespread recognition of the importance of this region and the Government of Canada establishing Banff National Park in 1885 as the nation's first major protected reserve. The CPR capitalized on the tourism potential of Banff and its surroundings and increased passenger train services to Banff and the Rockies.

**“If we can't export the scenery, we'll import the tourists.”  
Sir William Cornelius Van Horne, CPR President,  
1886.**

The first railway station in the Bow Valley was located at Siding 29, slightly northeast of the existing Banff townsite. One structure from the original railway siding, the Station Master's House, was relocated to the east of the current site and still survives. The second station was a log building constructed in 1888 near the current site. The present Banff CPR Station was constructed in 1910 to replace the original log structures that had served the community since the 1880s.

In the early years, tourists arrived in Banff almost entirely by train. While the CPR spurred the growth of the community, Banff was responsible for the

CPR's economic success in the area. Building on the attraction of the Rocky Mountains, tourism provided for the CPR's diversification into hotels and cabins, touring, mountain-climbing, and guiding. Over time, the CPR introduced the Canadian Rockies to generations of travelers and adventurers and gained international recognition for Canada as a world class travel destination. Tourist arrivals by train were supplemented by the development of road improvements after the end of the First World War. In 1939, on their tour of Canada, the Royal Train of King George VI and Queen Elizabeth parked on a siding next to a row of golden willows which still grace the ARP area, since known as the Queen's Willows.

The CPR continued significant investment in their rolling stock and the station site over time. Increasing competition by buses, air travel, and the private automobile pressured the CPR to modernize their fleet. Diesel locomotives had begun to replace steam-operated engines and delivery of new stainless-steel passenger cars went into operation in April 1955. Over the next several decades, the reliance on passenger rail diminished in favour of alternate transportation choices. The station site gradually fell into disuse and is now poised for extensive revitalization through policy direction in the ARP.



FIGURE 7.03 VIA Rail Train arriving at Banff Train Station



Within the site, several zones will be created that relate to the groupings of structures, connected by appropriate areas developed to be an active public realm. These include:

- Banff Train Station and Platform Zone with associated site features and Railway Station Plaza
- Railway Heritage Zone with relocated and/or reconstructed Heritage Buildings

- Pavilion Zone for railway services inspired by the existing Banff station building and Rocky Mountain Style Architecture
- Historic Landscape Areas and Features.

A primary goal of this ARP is to encourage the conservation of the Station and the preservation and rehabilitation of key historical elements of the grounds.

FIGURE 7.04 Original log cabin Banff Train Station prior to construction of the 1910 Station

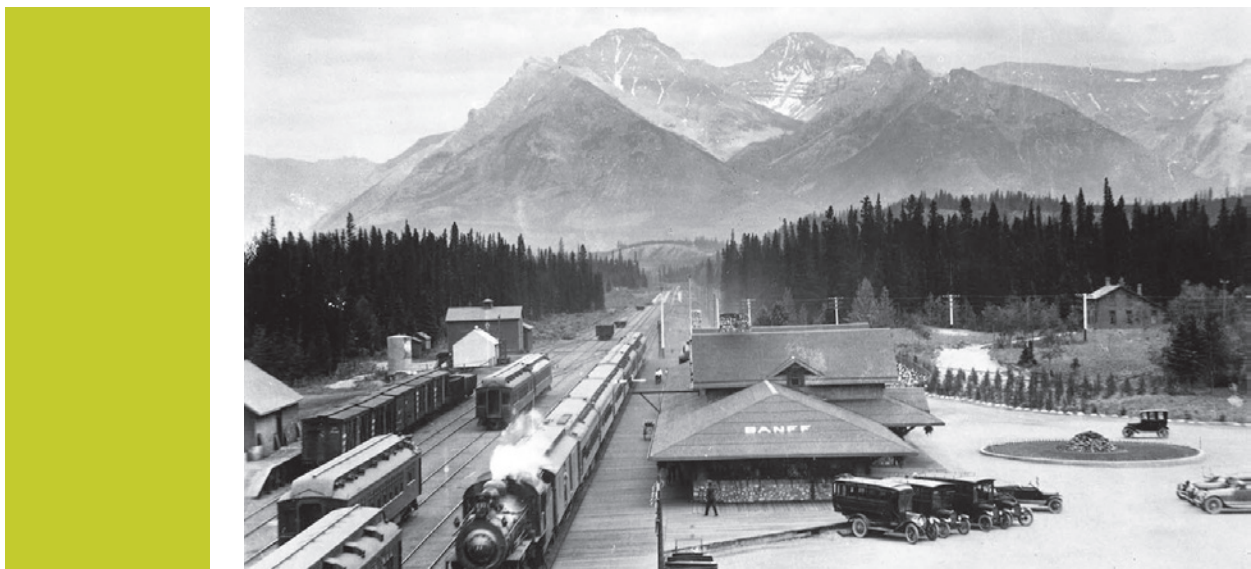
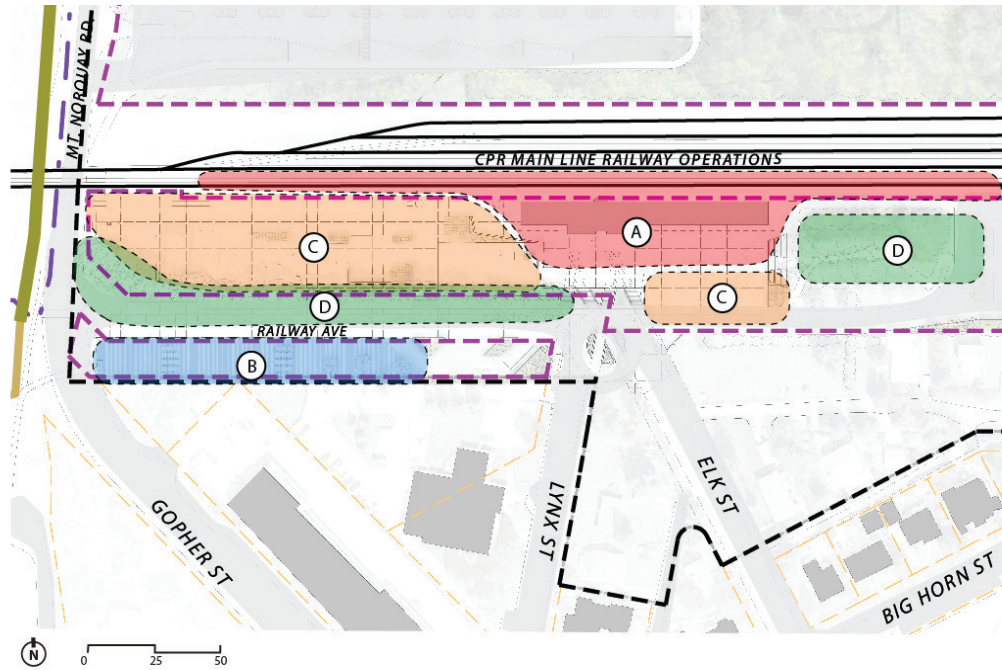


FIGURE 7.05 1910 Banff Train Station with circular garden and Spruce Allée, and station master's house in the background

**MAP 7.01 Heritage conservation zones**



**LEGEND**

- ARP SITE
- - - LEASE LINE
- · - TOWN OF BANFF BOUNDARY
- CPR LINE
- MULTI-USE TRAIL
- (A) BANFF TRAIN STATION, PLATFORM AND PLAZA
- (B) HERITAGE RAILWAY ARCHITECTURE ZONE
- (C) PAVILION ZONE
- (D) HISTORIC LANDSCAPE AND FEATURES - QUEEN'S WILLOWS AND CPR GARDENS



FIGURE 7.06 Banff Station, circa 1920: Harmon Byron, photographer. (Peel's Prairie Provinces Postcard 7195)



## 7.3.1 BANFF CPR TRAIN STATION

The present Banff Train Station was constructed in 1910, to replace a smaller structure. The structure was designed for passenger services and baggage handling on the ground floor and for station staff use on the upper floor.

The Historic Sites and Monument Board's (HSMB) Heritage Character Statement for the Banff Train Station notes that the Station was designed in a rustic Arts and Crafts style intended to reflect the architectural idiom of the national parks at the time. Its main roofs were gabled rather than hipped, in a chalet style, and it featured the rustic use of fieldstone, stucco, heavy timbering, and wood shingles in a manner characteristic of contemporary park buildings and private residences in Banff. The rustic look was reinforced by the relatively complex massing. It is believed that the Station was the first major building in the Town to use fieldstone as a decorative feature. The HSMB has set out the heritage character-defining features of the building and grounds to be considered in

the conservation of the Station. While the interior of the building and the surrounding station grounds have been modified, the exterior of the Station retains most of its heritage features.

Central to the vitality and longevity of the Station is the attraction of economically viable activities that can contribute to its long-term sustainability. Tenancies that encourage people to visit the station for reasons beyond its history will help the station establish additional relevance and thereby continue the viability of the structure and the grounds. The Station should be the focus of the site's mix of transportation, activities, and commercial and public service functions.

As part of the redevelopment of the site, the historic character and heritage values of the Banff CPR Train Station will be respected through the development of a conservation plan that will guide all preservation and rehabilitation work on the historic place.

FIGURE 7.07 Banff Train Station, ca. 1910 – 1914, constructed to replace the original log Banff Station



FIGURE 7.08 Prince of Wales in a touring car at the Banff Train station, September 1919

## POLICIES

1. Respect the historic character and heritage values of the Banff CPR Train Station through appropriate conservation planning.
2. Defer to the Station's height, massing, and form to retain, preserve, and enhance its visual dominance and qualities.
3. Allow the Station and its vicinity to continue to serve rail passengers in comfort, convenience, and safety.
4. Attract economically viable activities to the Station that can contribute to its long-term sustainability.
5. Provide opportunities for interpretation of the heritage of the railway and of the historic, current, and future roles of the railway.

## 7.3.2 HISTORIC LANDSCAPE FEATURES

Landscaping was a historically significant aspect of many CPR stations and the grounds in Banff were regarded as some of the best in the system. Railway gardens were first planted in the late 1890s and had spread to most principal stations in Canada by the 1920s. By the 1950s, the CPR employed 150 to 200 gardeners and supported the activities of an additional 12,500 volunteer horticulturalists. Banff's first gardens were created in the early 1920s and the station's first official gardener was a man named Victor Sugg, who was employed from 1923 until his retirement in 1952. Banff Station was landscaped with formal flower beds, a planted "traffic circle" to direct buggies, and a rock garden, located on the sand banks to the east of the station and finished in 1945. It was designed to reflect the vastness of Banff's natural landscape and Mr. Sugg worked over several years on the garden, collecting Rundle stone, tufa rock, and local shrubs. The Spruce Allée provides a distinct entrance to Banff from the east side of the sand dune for visitors staying in sleeping cars located on the sidings that abutted the east end of the Station. These sidings, known as the Garden Tracks, were removed in 1970s.



FIGURE 7.09 CPR Rock Gardens



FIGURE 7.10 CPR garden with single 'green track', potentially prior to the addition of the Spruce Allée.



FIGURE 7.11 Queen's Willows, circa 1930s



FIGURE 7.12 Spruce Allée as seen to the right of the station

In addition to the flower beds, Mr. Sugg planted a row of 48 Golden Willows along Railway Street to provide shade and shelter for waiting trains. Although these Willows were likely planted in the late 1920s or early 1930s, after the 1939 royal visit of King George VI and Queen Elizabeth, they became known as the Queen's Willows. In 1970, the circle garden was removed to provide better access for large motor vehicles and only remnants of Mr. Sugg's rock garden remains.

## POLICIES

1. Retain each of the landscape features south of the CPR line, where feasible, in support of anticipated uses, site programming, heritage value, and aesthetic character.
2. Document existing historic landscape features through Statements of Significance and prepare conservation strategies.
3. Enhance historic landscape features through maintenance, additional landscaping, and long-term management.
4. Ensure that the Queen's Willows receive specialist care and monitoring that will assist them to withstand environmental stresses for the full duration of their lifespan.
5. Prepare a succession management initiative that will involve the interplanting of saplings between existing aging tree stock.
6. Celebrate and commemorate these features through historic interpretation.

## 7.3.3 RELOCATION OF EXISTING RAILWAY HERITAGE

It is proposed that several historic buildings and structures be relocated within the ARP area. Three of these structures were previously located on the subject lands or directly linked to the site. It is recognized that the relocation of any designated heritage railway buildings are subject to federal regulatory processes and approval beyond the scope of the ARP, including the *Heritage Railway Stations Protection Act* and *Historic Sites and Monuments Act*.

Vintage rolling stock would also be incorporated into the Plan as both static displays and adaptive reuse for railway services. The complete list of buildings to be relocated includes:

- The Banff CPR Ice House (original to site)
- The Banff CPR Ice House (original to site)
- Field Telegraph Building (aspirational)
- Banff Station Master's House (original to site)
- Two Information Booths (original to site)
- Heritage Passenger Train Rolling Stock (relocated).

**The relocation of these buildings and structures is proposed for several reasons:**

- Four of the buildings were directly linked to the site (Banff CPR Ice House, the Banff Station Master's House and the two Information Booths), and would be relocated to an appropriate part of the site to ensure their commercial viability and long-term conservation.
- The relocation and restoration of the Field Telegraph building will be done in consultation with Parks Canada to ensure it aligns with the objective of the Yoho National Park Management Plan regarding protecting and presenting Field's railway history.
- The Heritage Passenger Train Rolling Stock is proposed as part of the interpretation of the site by introducing period-appropriate character as well as functional uses, enhancing the visitor experience and promoting appreciation of the historic function of the site.

### 7.3.3.1 Banff CPR Ice House (Relocated: Original To Site)

Enhancements to the amenities and features of passenger rail cars in the early 20th century, including such aspects as electricity, running water, and climate control, required additional infrastructure at station grounds to ensure that customers were as comfortable as possible on their journeys. The CPR commenced construction of a large ice house on the north of the rail tracks in Banff in 1911, to provide a reliable and consistent supply of ice which was utilized in the air conditioning systems of their passenger trains. Typically found at divisional points along the railway, the location of an ice house at the station grounds was a testament to the amount of passenger traffic through the station. In 2017, the ice house was moved to the south side of the rail tracks from its original location.



FIGURE 7.13 Banff Ice House



### 7.3.3.2 Field Telegraph Building (Aspirational)

Telegraphic service had been extended concurrent with the construction of the rail lines, reflecting the parallel forces of transportation and communication in Canadian history. The CPR used the telegraph to dispatch its trains and also offered the service to the public on a commercial basis. By 1913, two telegraph offices existed in Field, one at the hotel (Mount Stephen House) and one at the train station. As greater use was made of the telegraph wires through the introduction of teletype, newswires, and the use of the wires for radio transmission, booster stations became necessary.

The Field Telegraph Building was built as a communications repeater station to answer this need in 1939, and dots and dashes filled the building for the next three decades as railway passengers sent and received telegrams during their 20-minute stopover in Field.

The Field Telegraph Building has a simple rectangular plan and is solidly constructed of concrete with brick and stone cladding, appropriate in a region with heavy snowfall and risk of avalanches. The heritage character of the building is defined by its solid construction, native materials, architectural detail, and the manner in which they relate to its rustic setting. Continuing technological development made the repeater stations obsolete. The arrival of telephones in 1961 prompted a new use for

the building, but it was vacated by its operator, Canadian National-Canadian Pacific (CNCP) Telecommunications CNCP telecommunications, in 1978.

### 7.3.3.3 Banff Station Master's House (Relocated: Original to Site)

The Banff Station Master's (Section) House may be the oldest structure in Banff, and possibly the National Park. Most Station Master's Houses constructed by the CPR were based on standard plans developed by the company. It was presumably constructed in 1883, shortly after the arrival the CPR's railhead at Siding 29, the original Banff townsite.

The Station Master's House was the first permanent structure built at this location, providing lodging for CPR employees. Siding 29 quickly grew to include a general store, hotel, and residences prior to the establishment of Banff National Park and the subdivision of the present Banff townsite. The CPR relocated their station grounds to serve the new townsite and moved their buildings in the late 1880s. Based on visual evidence, the Station Master's House matches the form, scale, and massing of the Siding 29 structure: the fenestration is consistent, as is the pitch of the gable roof and placement of the masonry chimney stack. Further investigation will be required to fully understand the history of this very significant building, which will be moved to the Station site and restored.



FIGURE 7.16 Field Telegraph Building





FIGURE 7.17 Dan and Peter Whyte in front of the Banff CPR Section House, circa 1900



FIGURE 7.18 Siding 29, Banff, circa 1885

### 7.3.3.4 Information Booths (Relocated: Original to Site)

Two octagonal Information Booths were constructed adjacent to the Banff Station platform in the early 1930s, allowing visitors to inquire about sightseeing tours, book taxis, and rent vehicles. These booths were moved from the Station grounds to the Banff Springs Hotel golf course, where they are currently located. The structures are substantially intact and retain their decorative wooden trim, multi-paned windows, fir-paneled interiors, and green-painted shingle roofs and finials.



FIGURE 7.19 View of the information booth on the west end of the Banff Station in 1962



FIGURE 7.20 Information booth

### 7.3.3.5 Heritage Passenger Train Rolling Stock

Part of the intended development of the railway context is to procure rolling stock to be displayed parallel to the tracks, providing an authentic interpretation of the historic appearance of the rail yard. The stock would be located at the west end of the site adjacent to the tracks. The inclusion of historic rolling stock and artifacts will enhance the heritage character of the site's public realm and provide context to the historic railway buildings and celebrate the site's importance in Canadian transportation history.

#### POLICIES

1. Site the relocated buildings and rolling stock within a framework that respects their heritage values and related, but distinct, histories.
2. Respect the heritage values of the relocated buildings through appropriate conservation planning.
3. Assess all conservation work on the relocated buildings according to the Standards and Guidelines for the Conservation of Historic Places in Canada.



## 7.3.4 New and Reconstructed Heritage Railway Buildings

Banff has always been widely appreciated for its historic charm, human scale and attractive streetscapes. In addition to protecting and revitalizing existing historic buildings a related goal of the Plan is to accommodate the potential for both new development and the relocation of heritage buildings along the south side of Railway Avenue that respect and enhance the existing historic context with high quality new buildings, reconstructed buildings, building additions, facade improvements and other physical changes.

To ensure the design of new buildings and/or additions complement the mass, scale, street pattern and immediate context, the following heritage design principles should be followed:

- **Railway Vernacular Architecture:** foster designs for infill building that respect, complement and contribute positively to the historic context of the railway lands while encouraging contemporary innovative, creative and timeless design solutions.
- **Reinforce Existing Character:** ensure that new buildings contribute and do not detract from the established character of the area.
- **Human Scale:** create visual interest and a comfortable environment for pedestrians by providing appropriately scaled building mass, articulating facades and incorporating a range of detailed building elements and landscape features at street level.
- **Cohesiveness:** ensure that new buildings have a unified architectural composition that relates well to Railway Avenue and reflects the function and use.
- **Make provision for space aligned with the railway line to accommodate heritage passenger train rolling stock and accessed by the Passenger Train Promenade.**

FIGURE 7.21 Example of potential steam locomotive operated by the CPR



FIGURE 7.22 CPR Passenger Rolling Stock

# CULTURE

# 8



**GOAL:** To provide 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 cultural heritage. For Indigenous Peoples, cultural heritage refers to ideas, experiences, objects, artistic expressions, practices, knowledge, and places that are valued because they are culturally meaningful, connected to shared memory, or linked to collective identity.

## **OBJECTIVES:**

- Acknowledge, share, document, and promote the development of cultural tourism within the Plan area, recognizing the cultural and economic impacts that benefit the wider community.
- Create open spaces and walkways with site amenities that offer numerous options for rest, social gathering, event programming, and interaction for people of all ages and abilities.
- Reinforce and celebrate the natural and human history of the Plan area with an emphasis on heritage significance of the Banff Train Station and its character defining landscape and site features.
- Recognize and acknowledge the interests of Indigenous Peoples with respect to cultural heritage.

# 8.1 POLICIES

## ARTS AND CULTURE

1. Foster partnerships with business, cultural institutions, marketing consortiums, arts groups, Indigenous Peoples, and governments to develop cultural tourism opportunities.
2. Create and build on opportunities to develop cultural awareness within the Plan area including community meeting spaces, gatherings, and other partnership-building opportunities as appropriate.
3. Create and offer opportunities for cultural interpretation through exhibits, interpretative displays, public art, and the performing arts. The open spaces and amenities area are to complement and celebrate the heritage of the site and the people with which it has been associated and should endeavour to express the legacy of the place, people, and events.
4. Promote historic interpretation that tells both a site-specific story as well as providing a broader understanding of the region and its enduring history. Use interpretation to invite people to interact with each other and with the space. Storytelling, workshops, performances, celebrations, displays, and markets will be encouraged to bring traditions to a wider audience in hands-on ways wherever possible.
5. The Station Plaza is a setting for events and performance and will support a variety of performing arts, community events, as well as interpretive storytelling about railway heritage, Indigenous cultures, Banff, and Banff National Park.
6. Railway Avenue shared street is to be a place to explore and learn about railway history and relax under the Queen's Willows.
7. Railway heritage is integral to the Plan and is to be celebrated through the various railway buildings. Their presence is one of significance reinforced with artifacts, exhibits, interpretation, and re-purposed rolling stock as well as the potential for a static steam locomotive display. The heart and soul of the Plan is the historic CPR Station. The station at Banff is directly linked to the development of Canada's national park system and the evolution of Canada's tourism industry.
8. Prepare an Interpretation Plan, in conjunction with a Public Art Plan, that will animate the public realm, provide important historical information, and tell the story of the site and its context.
9. Create opportunities for interpretation and art about the Indigenous cultures of First Nations Peoples in parallel with the history of the railways in Canada.
10. Outdoor spaces are to support active and passive recreation opportunities and encourage visitors and residents to linger and gather around supporting programming. They are designed to foster and promote individual and community health and well being through walking, cycling, and social interaction for all ages and abilities to get to where they need to go in comfort.



## **INDIGENOUS CULTURES**

Indigenous Peoples in Alberta and across Canada have distinct connections to the natural environment and a deep relationship to the land, water, plants, and animals that has been built over thousands of years. Indigenous Peoples maintain ways of being and knowing that seek to uphold the health and sustainability of all things in the environment. These distinct connections to the land inform Indigenous cultural understanding and ways of being as they relate to the Plan area and broader context of the Bow Valley.

## **POLICIES**

1. Indigenous cultures and spiritualities are recognized and respected with the acknowledgement that they provide the foundation of identity for Indigenous Peoples.
2. Acknowledge the history of Indigenous Peoples in Banff as part of the traditional territory of Treaty 7 and Métis homeland.
3. Respect existing protocols and governance approaches of Treaty 7 Indigenous nations and incorporate Indigenous led processes, expertise, knowledge, and priorities wherever possible.
4. Work together with Indigenous partners to clearly identify the expected and intended outcomes of cultural planning processes and activities.
5. Reveal the intangible cultural heritage of the area and connect Indigenous stories as told to the larger stories of Banff as a gathering centre and place of spiritual importance among the First Nations people.
6. Choose names, words, and syllabics (where appropriate) from Indigenous languages in the naming of facilities, venues and other features to highlight historical occupation and uses.

# INFRASTRUCTURE

# 9



Infrastructure policies for the Plan area identify the mechanisms by which services for new development will be provided, how the levels of service will be established, and define the limitations and restrictions on the infrastructure services that support the overall ecological integrity goals and objectives for national parks.

**GOAL:** Provide efficient, safe, and socially and environmentally sound infrastructure that supports water treatment and distribution, wastewater collection and treatment, and stormwater collection and treatment while supporting sustainable development.

## **OBJECTIVES:**

- Provide water and sanitary services to support future development and ensure compliance with all provincial and federal legislative requirements for achieving the highest standard possible for domestic water quality and waste management in accordance with standards and guidelines for municipal waterworks, wastewater, and storm drainage systems.
- Provide fire flow protection to the development in accordance with the codes, standards, and respective regulations under the Province of Alberta Safety Codes Act and National Fire Code.
- Assess impact on the existing Town of Banff water and sanitary networks and recommend upgrades where required.
- Develop a stormwater management strategy for a standalone system to deal with site runoff based on accepted guidelines and best management practices.

- Integrate infrastructure servicing with on-site ecological strategies to create a resilient site against disruptive events including flooding.

## **DEVELOPMENT AREAS:**

The site has four distinct areas in terms of servicing requirements as separated by the CPR main line tracks:

1. The existing railway station
2. The current parking lots
3. The proposed commercial development located south of the tracks
4. The proposed intercept parking areas located north of the tracks.

# 9.1 COMMERCIAL DEVELOPMENT SOUTH OF THE TRACKS

## 9.1.1 WATER SERVICING

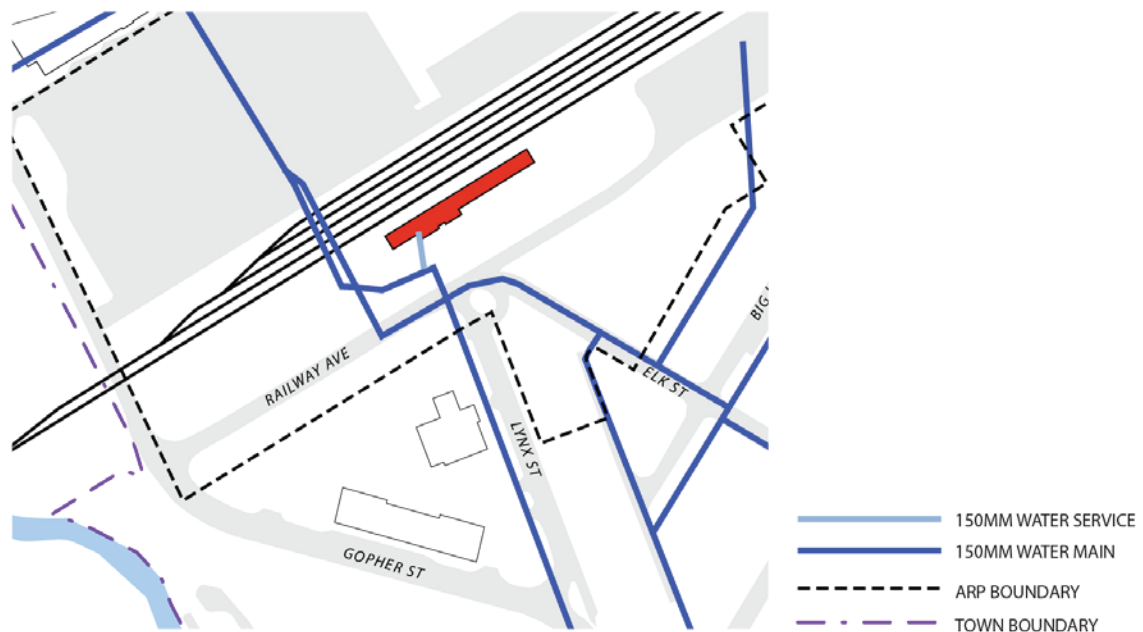
### EXISTING CONDITIONS

The water services for the proposed Plan area development will tie into the Town's network at Railway Avenue & Elk Street. The new water services will supply water for day to day operation as well as fire protection. The current existing water network information adjacent to the Plan area and a conceptual schematic showing onsite services are presented in Map 19. Currently, there is a 150mm water service that feeds the existing Banff Train Station building and two 150mm mains that cross the site to feed the Fenlands Recreation Centre and The Juniper Hotel.

The existing Banff Train Station building is sprinklered and fire protection is provided by an existing fire hydrant at the intersection of Railway Avenue and Lynx Street and is approximately 45 m from the main entrance.

Hydrant flow tests for hydrants near the proposed Development were provided by the Town of Banff. Analysis of this information shows that the existing water network can support the proposed development. Detailed analysis is included in *Appendix D: Infrastructure*.

MAP 9.01 Conceptual schematic illustrating on site water servicing





## PROPOSED UPGRADES

Current water servicing for the proposed uses in the site Plan concept area are sufficient.

The existing water mains that cross the site will be realigned to accommodate siting of proposed buildings as part of the detailed design process. As development occurs, analysis will be required to determine pipe size for adequate level of service and to ensure that sufficient pressures for fire protection can be achieved. Water mains of the appropriate sizes will be required to be carried through the development and connections will extend to the edge of the ARP boundary or acceptable termination points as determined by the Town of Banff.

## 9.1.2 SANITARY SERVICING

### EXISTING CONDITIONS

The sanitary connection(s) for the ARP will tie into the Town's network at Railway Street and Elk Street. The current sanitary network adjacent to the Plan area and a conceptual schematic of future onsite services are presented in Map 20. Currently, there is an existing 150mm sanitary line that services the Banff Train Station building and a 250mm sanitary line that crosses the site to service the Fenlands Recreation Centre, The Juniper Hotel, and Norquay Ski and Sightseeing Resort. The existing sanitary services that cross the site will be realigned to accommodate siting of proposed buildings during the detailed design process. Detailed requirements of the service realignments are unknown at the time of drafting this ARP.

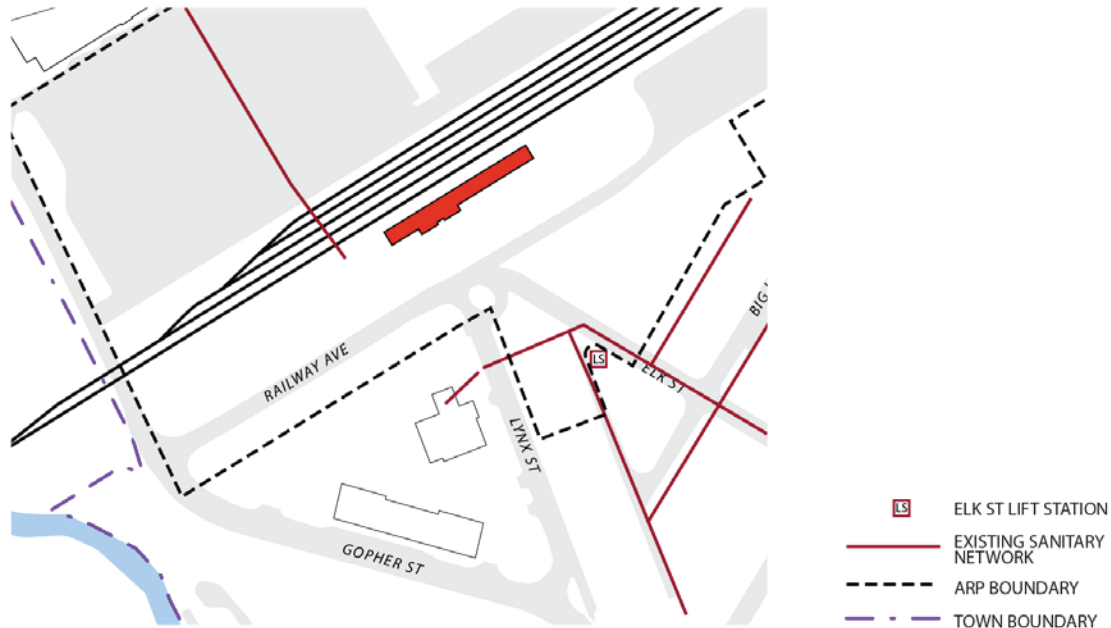
Existing and future sanitary demands from the proposed development were calculated in *Appendix D Infrastructure*. Previous sanitary studies were reviewed and an assessment of the Elk Street lift station was completed to analyze the existing capacity of the lift station and determine the Development's effect on future lift station and downstream capacity. The Norquay Ski and Sightseeing Resort existing sanitary demand was also considered, including an estimate of growth in sanitary demand linked to increased visitors due to the proposed aerial tramway. Based on the field testing, it was determined that the flows in the existing forcemain downstream of the Elk Street lift station currently exceed the guidelines for recommended maximum velocity of 3.0 m/s at peak design flows and that the existing pumping system at the Elk Street Lift Station has a measured firm pumping capacity of 16.1 L/s, a detailed analysis can be found in *Appendix D Infrastructure*.

### PROPOSED UPGRADES

An upgrade to the existing Elk Street Lift Station and forcemain is recommended to maintain a forcemain velocity of 3.0 m/s to accommodate current flows. An increase in capacity to the lift station wet well is also required to accommodate the future increase in sanitary flows generated as part of the Banff Railway Lands redevelopment while not exceeding output flows of 16.1 L/s. An options analysis will be conducted at the detailed design stage to determine the best approach to achieve the aforementioned goals, resulting in negligible affects and no upgrades required to the downstream sanitary network as a result of the Banff Railway Lands ARP.

Based on existing observed capacity, the Elk Street Lift Station and forcemain will require upgrade in conjunction with any development that will increase the current sanitary flows.

MAP 9.02 Conceptual schematic illustrating existing sanitary network



### 9.1.3 STORMWATER MANAGEMENT

#### EXISTING CONDITIONS

As shown in Map 9.03, there is limited Town stormwater infrastructure adjacent to the proposed development.

Currently, the runoff directly south of the Train Station is directed to an oil grit separator and two drywells. The remainder of the area generally drains towards Railway Avenue and the low area around the eastern portion of the row of Queen’s Willows.

### PROPOSED UPGRADES

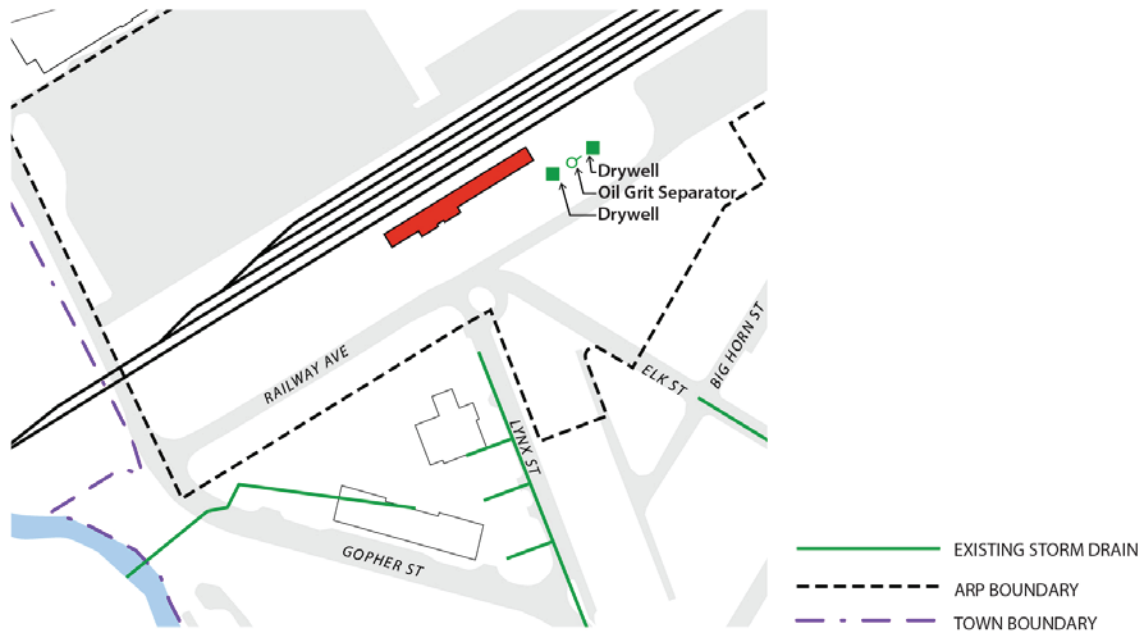
As there is limited Town infrastructure to tie into, future stormwater management will utilize LID strategies where possible. LID strategies may include bio-retention rain gardens, bioswales, green roofs, permeable pavements, naturalized drainage ways, and rain-way harvesting.

A portion of the site shall continue to drain towards the Queen's Willows located along the north side of Railway Avenue. The amount and quality of stormwater that is allowed to drain toward the Willows shall be based on site and building organization together with recommendation from a professional qualified to provide recommendations on tree health or shall match the existing condition. Due to space limitations, it is likely that the use of stormwater retention tanks and infiltration along both Railway Avenue and north of the Queen's Willows will need to be employed. Future stormwater draining offsite will be restricted to the calculated

1:5 year flow rate of the existing development and retain stormwater in excess of the 1:5 year flow rate up to the 1:100 year flow rate. Where possible, the development shall strive to retain all stormwater flows up to the 1:100 year flow rate, decreasing the burden on Town of Banff stormwater infrastructure. Any drainage offsite shall be sufficiently treated to reduce pollutants based on best management practices and policies set out by the Town of Banff and Parks Canada. Where possible, the development will endeavor to exceed the treatment standard set out by the Town of Banff and Parks Canada to improve the overall quality of stormwater that ultimately flows to the Bow River.

Snow management shall be considered during the stormwater detailed design process to ensure that snowmelt is treated in the same way as stormwater flows in terms of both reduction of pollutants and limiting discharge offsite.

**MAP 9.03 Existing stormwater infrastructure and proposed stormwater retention tanks**



## 9.1.4 POLICIES

### WATER

1. The water distribution system shall be adequately sized to supply the peak hourly demands or the peak daily demands plus fire flows, whichever is greater.
2. Fire flow requirements shall meet the Fire Prevention Bureau and Insurance Underwriters and Alberta Building Code requirements, whichever is more stringent.
3. As each development within the Plan area comes online, detailed assessments of fire protection and water demand requirements shall be completed to confirm the capacity and fire flow requirements of the water distribution system.
4. All water infrastructure shall be designed and installed in accordance with the current edition of the Town of Banff Engineering Guidelines.

### SANITARY

1. The onsite sanitary system shall be adequately sized to accommodate peak hourly flows and anticipated inflow and infiltration.
2. The Elk Street Lift Station shall be upgraded to accommodate increased flows associated with the Banff Railway Lands development and maintain a maximum outflow rate of 16.1 L/s.
3. As each development comes online, detailed assessments of sanitary demand requirements shall be completed to confirm the capacity requirements of the sanitary system onsite, up to and including the Elk Street Lift Station and forcemain.
4. All sanitary infrastructure shall be designed and installed in accordance with the current edition of the Town of Banff Engineering Guidelines.

### STORMWATER

1. Stormwater management design will utilize LID strategies where possible, meeting policies and requirements of Town of Banff and Parks Canada.

2. Stormwater discharging into the municipal system will be controlled and limited to a rate calculated based on the 1:5 year flow rate of the current site.
3. Stormwater flows greater than the 1:5 year storm up to the 1:100 year storm event shall be retained onsite and discharged into the municipal system at the 1:5 year flow rate of the current site.
4. Where possible, all flows up to the 1:100 year storm shall be retained onsite to decrease the burden on Town of Banff stormwater infrastructure.
5. Infiltration shall not be used as a method of stormwater discharge in any identified areas of contamination unless a risk assessment is conducted and approved by the Town of Banff and Parks Canada or the area is remediated and contaminant removed to the satisfaction of the Town of Banff and Parks Canada.
6. Stormwater shall be sufficiently treated before being discharged into the municipal system or via infiltration to reduce pollutants, based on best management practices and in accordance with the Town of Banff Engineering Guidelines, current edition and federal water management policies or legislation.
7. Where possible the development will endeavor to exceed the treatment standard set out by the Town of Banff and Parks Canada to improve the overall quality of stormwater that ultimately flows to the Bow River.
8. Snowmelt and its storage onsite shall be managed and treated to reduce pollutants and limit discharge into the municipal system, complying with the Town of Banff and federal water management policies and legislation.
9. All stormwater infrastructure shall be designed and installed in accordance with the current edition of the Town of Banff Engineering Guidelines, . This also includes any required mitigation measures identified in conjunction with federal environmental assessment legislation.

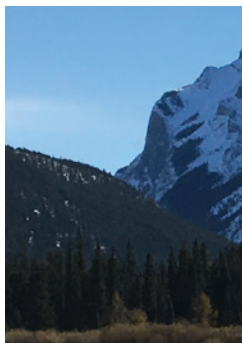
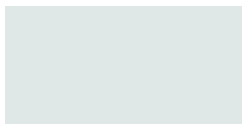


## 9.2 PARKING

The parking lot is graded to collect stormwater via catch basins where it is then treated through an oil-grit separator and then stored in an underground tank before eventually infiltrating back into the ground via drywells. Additional details can be found in *Appendix D: Infrastructure*. Drywells were located as far away from the CPR rail line as possible, in an area that was previously treed to separate the previous use of the site from areas of infiltration.

### 9.2.1 STORMWATER MANAGEMENT NORTH OF THE CP RAIL TRACKS

The existing Fenlands Banff Recreation Centre parking lot area uses LID techniques including bio-swales and drywells for stormwater management. As there is no municipal stormwater infrastructure to tie into in this area, future stormwater management will utilize LID strategies where water can be retained and managed onsite as much as possible. Strategies will likely be very similar to those used for the south parking lot constructed in 2019, although new designs will strive to exceed Town of Banff and Parks Canada guidelines with regard to stormwater pollutant reduction and retention. The site will be graded taking environmental factors into consideration, including identifying and assessing risk for areas at risk of flooding, not allowing drainage from hard surfaces to drain into Whiskey Creek and anything else that will help to protect, manage and maintain the surrounding environment, in particular the adjacent wildlife corridor. Any stormwater draining offsite will be controlled and sufficiently treated based on best management practices and policies set out by the Town of Banff and Parks Canada.



## 9.2.2 POLICIES

### STORMWATER

1. Stormwater management design will utilize LID strategies where possible, meeting policies and requirements of Town of Banff and Parks Canada.
2. Stormwater discharging into the municipal system will be controlled and limited to a rate calculated based on the 1:5 year flow rate of the current site.
3. Stormwater flows greater than the 1:5 year storm up to the 1:100 year storm event shall be retained onsite and discharged into the municipal system at the 1:5 year flow rate of the current site.
4. Where possible, all flows up to the 1:100 year storm shall be retained onsite to decrease the burden on Town of Banff stormwater infrastructure.
5. Infiltration shall not be used as a method of stormwater discharge in any identified areas of contamination unless a risk assessment is conducted and approved by the Town of Banff and Parks Canada or the area is remediated and contaminant removed to the satisfaction of the Town of Banff and Parks Canada.
6. Stormwater shall be sufficiently treated before being discharged into the municipal system or via infiltration to reduce pollutants, based on best management practices and in accordance with the current edition of the Town of Banff Engineering Guidelines and Parks Canada policies or legislation.
7. Where possible the development will endeavor to exceed the treatment standard set out by the Town of Banff and Parks Canada to improve the overall quality of stormwater that ultimately flows to the Bow River.
8. Snowmelt and its storage onsite shall be managed and treated to reduce pollutants and limit discharge into the municipal system, complying with the Town of Banff's and Parks Canada's policies and requirements.
9. All stormwater infrastructure shall be designed and installed in accordance with the current edition of the Town of Banff Engineering Guidelines
10. Grading for parking lots north of the CPR shall be design such that stormwater up to the 1:100 year flows are not permitted to flow from paved surfaces into Whiskey Creek.
11. Areas of potential flooding shall be identified, assessed for risk and, where possible, mitigated in the site grading design.
12. Stormwater management shall take into account any other environment factors required to help to protect, manage ,and maintain the surrounding environment, in particular the adjacent wildlife corridor.

## 9.3 SHALLOW UTILITIES

Power, gas, and communication franchise systems will service the area through agreements established with the developer by the providers or through existing facilities that currently service the planning area. Shallow utilities may be located within existing right-of-way's or through a utility right-of-way easement agreement.

Any existing overhead power lines and other utilities must be relocated and placed underground at the time of development.

## 9.4 OFF-SITE LEVIES

The Railway Lands ARP area is subject to off-site levies. Off-site levies will be calculated, assessed, and collected at the time of the development permit or upon execution of a development agreement, in accordance with Council policies and approved bylaws. In addition to off-site levies, additional costs may need to be borne by the developers to facilitate the near-term plan of infrastructure capacity improvements.

The timeframe for extending services is based on the pace of development and the ability of front ending parties to design and construct necessary infrastructure components. Staging of development will be reviewed at the time of each development permit application to consider serviceability in a contiguous and sequential manner.



# IMPLEMENTATION

# 10



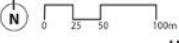
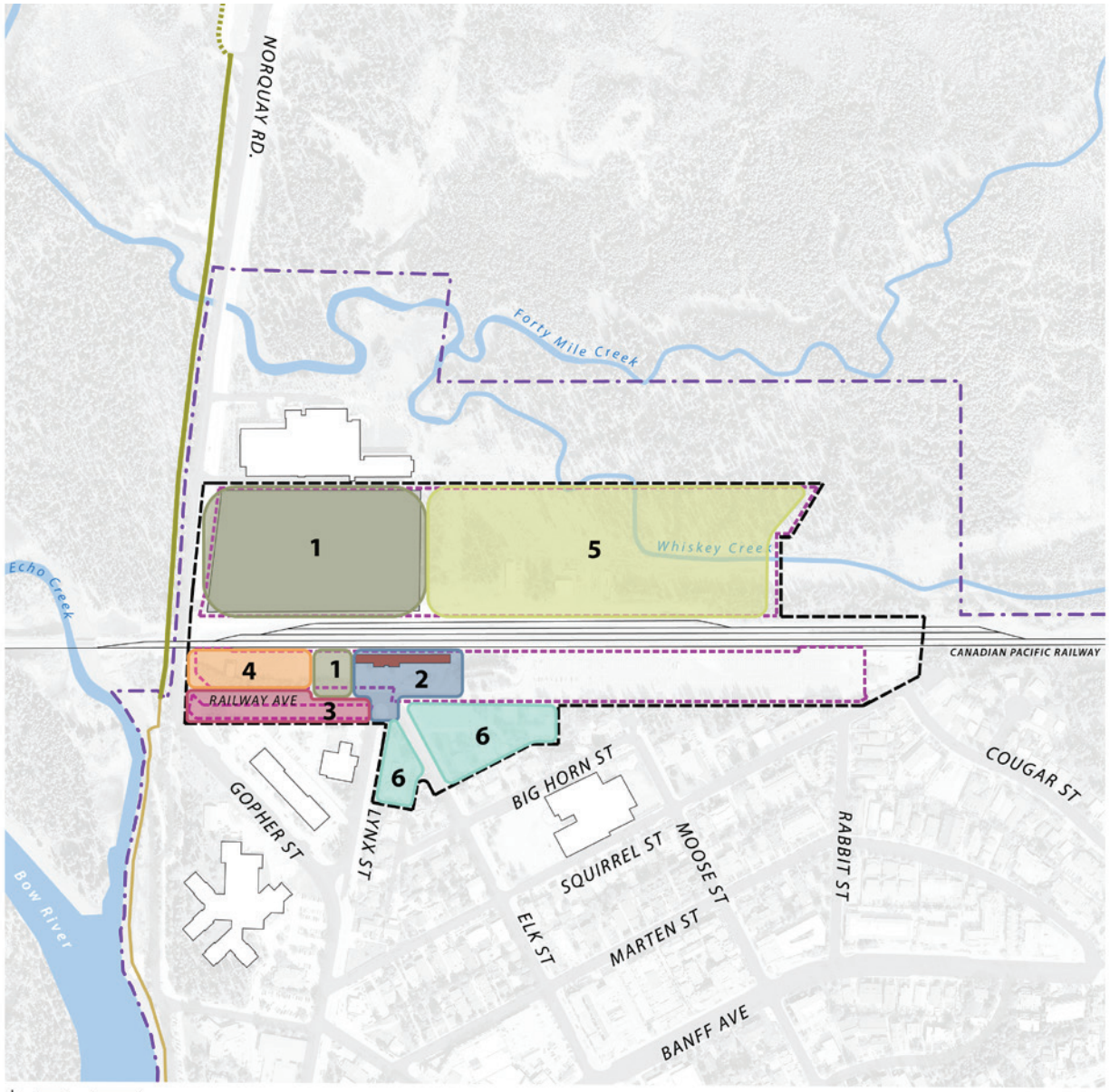
This section contains information regarding the implementation of this plan.

Approval of this plan is the first step in implementation of the ARP. This chapter 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.

The ARP's projects for implementation are designed to be interwoven with both the Town of Banff and Parks Canada's own priorities.



# MAP 10.01 Phasing Plan



**LEGEND**

- |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
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| <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 20px; height: 15px; background-color: #808080; border: 1px solid black; margin-right: 5px;"></span> <b>1</b> PHASE 1 - NORTH LOT AND TRANSPORTATION SERVICES AREA</li> <li><span style="display: inline-block; width: 20px; height: 15px; background-color: #4682B4; border: 1px solid black; margin-right: 5px;"></span> <b>2</b> PHASE 2 - MICRO TRANSIT AND VISITOR PAVILIONS, AMPHITHEATRE AND PLAZA</li> <li><span style="display: inline-block; width: 20px; height: 15px; background-color: #C71585; border: 1px solid black; margin-right: 5px;"></span> <b>3</b> PHASE 3 - RAILWAY HERITAGE DISTRICT PH.1: RELOCATED, REHABILITATED CPR BUILDINGS &amp; RAILWAY AVE SHARED STREET</li> <li><span style="display: inline-block; width: 20px; height: 15px; background-color: #FF8C00; border: 1px solid black; margin-right: 5px;"></span> <b>4</b> PHASE 4 - RAILWAY HERITAGE DISTRICT PH.2: NEW BUILDINGS &amp; PASSENGER TRAIN PROMENADE</li> <li><span style="display: inline-block; width: 20px; height: 15px; background-color: #9ACD32; border: 1px solid black; margin-right: 5px;"></span> <b>5</b> PHASE 5 - REHABILITATE NORQUAY CONSERVATION AREA</li> <li><span style="display: inline-block; width: 20px; height: 15px; background-color: #20B2AA; border: 1px solid black; margin-right: 5px;"></span> <b>6</b> PHASE 6 - MEDIUM DENSITY RESIDENTIAL DISTRICT</li> </ul> | <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 20px; border-bottom: 2px solid red; margin-right: 5px;"></span> BANFF CANADIAN PACIFIC RAILWAY STATION</li> <li><span style="display: inline-block; width: 20px; border-bottom: 2px dashed black; margin-right: 5px;"></span> ARP SITE</li> <li><span style="display: inline-block; width: 20px; border-bottom: 2px dashed purple; margin-right: 5px;"></span> LEASE LINES</li> <li><span style="display: inline-block; width: 20px; border-bottom: 2px dashed blue; margin-right: 5px;"></span> TOWN OF BANFF BOUNDARY</li> <li><span style="display: inline-block; width: 20px; border-bottom: 2px solid black; margin-right: 5px;"></span> CPR LINE</li> <li><span style="display: inline-block; width: 20px; border-bottom: 2px dotted green; margin-right: 5px;"></span> ROCKY MOUNTAIN LEGACY TRAIL</li> <li><span style="display: inline-block; width: 20px; border-bottom: 2px solid yellow; margin-right: 5px;"></span> MULTI-USE TRAIL</li> </ul> |
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BANFF TRAIN STATION EXTERNAL PHASE PASSENGER RAIL FROM YYC AND CALGARY

# 10.1 AUTHORITY OF THE PLAN

This ARP provides the statutory framework to direct the next stage of the plan making process, adopted by bylaw by Town of Banff Council in accordance with Section 634 of the Municipal Government Act. The Plan must also be endorsed by the federal minister responsible for Parks Canada in accordance with the Town of Banff Incorporation Agreement. The ARP sets comprehensive long-term policies to guide redevelopment within the plan study area. The Plan may also identify implementation work that needs to be undertaken to realize the policies.

New development in previously disturbed areas can experience significant change due to shifting markets and circumstances and emerging development issues that were not anticipated by this Plan could occur. As a result, the Development Authority may use discretion in approving developments that do not correspond with a specific policy direction, provided the development is aligned with the goals and objectives identified in the Plan.

## 10.1.1 INTERPRETATION OF THE MAP BOUNDARIES

Unless otherwise specified in this ARP, the boundaries or locations of any symbols or areas shown on a map are intended to be conceptual only, not absolute, and will be interpreted as such. The precise location of these boundaries, for the purpose of evaluating development proposals, will be determined and/or confirmed by Town of Banff administration at the time of application.

No measurements of distances or areas should be taken from the maps in this ARP.

## 10.1.2 ILLUSTRATION AND PHOTO INTERPRETATION

All illustrations and photos are intended to illustrate concepts included in the ARP, and are not an exact representation of any actual intended development. They are included solely as examples of what might occur after implementation of the ARP's policies and guidelines.

### 10.1.3 POLICY INTERPRETATION

The Plan uses language that is both general and specific. Where general direction is given, flexibility should be used in the interpretation of the policy. Where specific language is used, it is meant to give clear and unambiguous direction to both the Development Authority and the applicant.

Where an outcome statement or objective accompanies a policy, it is provided as information only to illustrate the intent and enhance the understanding of the policy. If an inconsistency arises between the intent statement and a policy, the policy will take precedence.

Policies that use the word “should” are to be applied in all situations unless it can be clearly demonstrated to the satisfaction of the Development Authority that the policy is not reasonable, practical, or feasible in a given situation. Proposed alternatives must be to the satisfaction of the Development Authority with regards to design and performance standards and should support the policy intent.

Policies that use the words “shall,” “will,” “must” or “require” apply to all situations without exception, usually in relation to a statement of action, legislative direction or situations where a desired result is required.

### 10.1.4 PLAN LIMITATIONS

Policies and guidelines in this ARP are not to be interpreted as an approval for a use on a specific site. No representation is made herein that any particular site is suitable for a particular purpose as detailed site conditions or constraints, including environmental constraints, must be assessed on a case-by- case basis as part of an application for a land use amendment or development permit.

### 10.1.5 AMENDMENTS TO THE PLAN

The Plan should have the flexibility to support innovative ideas, respond to prevailing market conditions, and reflect community aspirations.

The policies in the Plan are to be monitored over time in relation to development in order to ensure they remain current and relevant. It is recognized that new concepts and ideas may arise that are constrained by or are contradictory to certain policies in the plan. Where determined necessary by administration, the policies shall be updated either generally or in response to a specific issue in accordance with the *Municipal Government Act*.

# 10.2 PARTNERSHIPS

The implementation of the ARP’s mobility hub concept offers the opportunity for partnerships with Liricon and Norquay as providers of facilities and services within the Plan area. The ARP supports the key strategies and recommendations of the Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley and Lead Tourism for Good 10-Year Vision for Tourism in Banff and Lake Louise, 2022.

### ENABLING CHANGE

**Potential action: Engage with third party providers**

The Expert Advisory Panel “is confident that Parks Canada will continue to see the value of its role in creating, and as importantly, maintaining long-lasting relationships with a variety of partners. The panel acknowledges that Parks Canada also has a regulator role. Nevertheless, the panel encourages Parks Canada to engage with potential partners and clearly state how it can play a participatory role but may also have to make decisions related to policy and regulations.”

**Potential action: Explore the range of Indigenous partnerships**

“Indigenous Peoples see real employment possibilities given the current staffing challenges in the Bow Valley and the need for their members to find employment off reserve, ... potential partnership opportunities where their lands could be part of staging areas for transportation services ... (and) opportunities to share their history and culture through mass transit solutions.”

The Plan supports the Town of Banff’s priority in expanding and working in partnerships with Parks Canada and Banff Lake Louise Tourism on addressing traffic, congestion, and private vehicle traffic.<sup>7</sup>

7. Specific areas of focus include:

- Mass transportation to Calgary.
- Mobility hub design and construction adjacent to the Town.
- Disincentives to discretionary travel through the Town.
- Increased transit service both in-Town and throughout the National Park. From the Summary Analysis of Advisory Panel on Moving People Sustainably Report, February 2023.



## 10.3 PHASED IMPLEMENTATION

This section provides a chronological guide and timeline associated with the recommended initiatives presented in the plan to support the achievement of desired planning outcomes over the short, medium, and long terms.

*Map 10.01 outlines the phasing of the development, area by area following approval of the ARP.*

### SHORT TERM (WITHIN 5 YEARS OF ADOPTION)

- Amendments to the Land Use Bylaw
- Redevelopment Financing
- North Parking Lot submit application for permit approval
- Infrastructure Servicing Agreement.

### MEDIUM TERM (5-10 YEARS)

- Banff Train Station Renovation
- New Building Development West of the Train Station
- Micro Transit, Visitor Pavilion and Amphitheatre and Plaza

- Railway Avenue Shared Street and Traffic Circle
- Railway Heritage District Phase 1
- Railway Heritage District Phase 2
- Heritage Passenger Train Rolling Stock Acquisition and Installation
- Cultural Assessment and Indigenous Cultures
- Interpretation and Public Art Plan
- Wayfinding Plan.

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# GLOSSARY OF TERMS

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**ACTIVE MODES** Non-motorized travel, primarily walking, wheeling, and movements with human powered mobility devices.

**ADAPTIVE MANAGEMENT** A structured, iterative process of decision making in the face of uncertainty. The goal is to reduce uncertainty over time through a system of monitoring progress and adjusting mitigations appropriately.

**BEST MANAGEMENT PRACTICES** Methods that have been determined through repeated practice and demonstrated outcome(s) to be the most effective and practical.

**BIOSWALES** Are channels designed to concentrate and convey stormwater runoff while removing debris and pollution.

**BROWNFIELD** A property or area which may be complicated by the presence (or potential presence) of a hazardous substance, pollutant, or contaminant through previous land use.

**CHARACTER-DEFINING ELEMENT** means the materials, forms, location, spatial configurations, uses, and cultural associations or meanings that contribute to the heritage value of a resource, and which must be retained in order to preserve its heritage value.

**CONNECTIVITY** The directness of links and the density of connections in a pedestrian path or vehicle network. A connected transportation system allows for more direct travel between destinations, offers

more route options, and makes active transportation more feasible.

**CRITICAL HABITAT** A term used in the Species at Risk Act (Government of Canada 2002) to define specific geographic areas that contain features essential to the conservation of an endangered or threatened species and that may require special management and protection.

**DARK SKY** Dark Sky compliance is when an outdoor lighting fixture passes the International Dark-Sky Association (IDA) Fixture Seal of Approval program.

**ECOLOGICAL INTEGRITY** According to Parks Canada “ecosystems have integrity when they have their native components intact,” including the physical elements (e.g., water, soil), landscape and species biodiversity (the composition and abundance of species and communities in an ecosystem), and ecosystem processes such as fire, flooding, and predation.

**ECOSYSTEM** A community of interacting biological, geographic, chemical, and climatic components and processes.

**ENVIRONMENTAL GAIN** Achieving a net increase in the capacity of affected natural areas to deliver ecosystem services.

**ENVIRONMENTAL STEWARDSHIP** The responsible use and protection of the natural environment through conservation and sustainable practices.

**GROUNDWATER** The water found underground in the cracks and spaces in soil, sand, and rock.

**HISTORIC RESOURCES** Structures, manmade or natural sites or areas of historical, cultural and/or architectural significance to the history of Banff which contribute to the town's unique sense of time and place. The heritage value of a site is embodied in its character-defining elements: materials, forms, location, spatial configurations, uses and cultural associations or meanings.

**HUB** "Expert Advisory Panel on Moving People Sustainably in the Banff Bow Valley", August 2022. It states, "Hubs can be thought of as welcome centres; places for information, opportunities for education, to access a washroom, to find easy connections to your next or final destination."

**LANDSCAPING** The process of making a piece of land more useful or aesthetically pleasing by altering the character through the planting trees, shrubs, or other plant species.

**LOW IMPACT DEVELOPMENT (LID)** An approach to land and building development that uses various planning and design practices and technologies to simultaneously conserve and protect natural resource systems and reduce infrastructure costs. This approach works within implementing a carbon neutral and net zero outcome.

**MITIGATION (ENVIRONMENTAL)** An action or activity intended to remedy, reduce, or offset known negative impacts to the environment.

**MOBILITY** The ability and level of ease of moving people, goods and services.

**MODE SPLIT OR MODE SPLIT** The proportion of total person trips using each of the various modes of transportation. The proportion using any one mode is its mode share Nocturnal Species that are active at night.

**MICROMOBILITY** Refers to a range of small, lightweight vehicles operating at speeds typically below 25 km/h and driven by users personally. Micromobility devices include bicycles, Ebikes, electric scooters, electric skateboards, shared bicycles, and electric pedal assisted (pedelec) bicycles.

**NOCTURNAL** Species that are active at night.

**NO NET NEGATIVE ENVIRONMENTAL IMPACT (3NEI)** A process by which environmental-quality targets are identified for valued ecosystem components; a baseline for monitoring purposes is established and progress is evaluated using a set of indicators as measures of change in valued ecosystem components.

**PEDESTRIAN-ORIENTED OR PEDESTRIAN-FRIENDLY** An Environment designed to make travel on foot and/or by assisted mobility device desirable, safe, convenient, attractive, and accessible for all ages and abilities. Considerations include directness of the route, interest along the route, street activity, safety of pedestrians with traffic, incorporation of amenities including street furniture, surface material, sidewalk width, mitigation of prevailing wind direction, intersection treatment, curb cuts, ramps, and landscaping.

**PRESERVATION** The process of protecting, maintaining, or stabilizing the character defining elements of a heritage site to conserve its heritage value.

**PRIMARY WILDLIFE CORRIDOR** A primary branch of a wildlife corridor that is most frequently used by wildlife. See Wildlife Corridor.

**PUBLIC ART** Artwork which is accessible to the general public and has aesthetic qualities. Typically this art takes into consideration site and context.

**PUBLIC SPACE** Space on public or private property within an establishment or outside an establishment, which is open to the public.

**RECLAMATION** The process of reconvertng disturbed land to its former or other productive uses. This typically involves the removal of structures, decontamination, and the reconstruction of land surfaces such as through contouring, soil replacement, and revegetation.

**RECONSTRUCTION** The process of rebuilding a heritage site to a known earlier state and is distinguished from restoration by the introduction of new material. Reconstruction is not considered heritage conservation but may be appropriate if the heritage site was intentionally destroyed, partially damaged or if the heritage site is integral to the understanding of a broader cultural landscape. Proposed reconstruction of a heritage site is weighed in relation to the heritage's sites connection to the collective memory of the community.

**RELOCATION** Relocation involves removing a heritage building, site and character-defining elements from its original context. The relocation of heritage buildings and/or character-defining elements is a local cultural practice in Banff.

**RESTORATION** The action or process of accurately revealing, recovering, or re-instating the character-defining features of an identified heritage site.

**RIPARIAN HABITAT** that is adjacent to wetlands or situated on the banks of rivers and streams.

**SAND DUNE** A hill of sand comprised of fine-grained sediment such as sand or silt that has been formed over time by the action of wind.

**SECONDARY WILDLIFE CORRIDOR** A secondary branch of a wildlife corridor that is less frequently used by wildlife. See Wildlife Corridor.

**SENSORY DISTURBANCE (WILDLIFE)** The avoidance of wildlife to otherwise suitable habitat due to human activity or disturbance through sight, sound, smell, or vibration.

**STREETSCAPE** All the elements that make up the physical environment of a street and define its character. This includes paving, trees and vegetation, lighting, building type, style setback, pedestrian, cycle and transit amenities, and street furniture.

**SUSTAINABILITY** A way of living which meets the needs of the present and does not compromise the ability of future generations to meet their own needs. The Town of Banff has an opportunity and obligation

to be a sustainable national park community, which means we want to encourage exploration while preserving the park for future generations. The principle of sustainability also includes financial sustainability, ensuring urban planning recognizes and addresses resource constraints and capacities.

**THREATENED SPECIES** A term used in the Species at Risk Act (Government of Canada 2002) to define species which are likely to become endangered if nothing is done to reverse the factors leading to their extirpation or extinction.

**UNGULATE** Members of a diverse group of primarily large mammals with hooves (e.g., deer, elk and moose) that are typically herbivorous and may employ specialized gut bacteria to allow them to digest cellulose plant material.

**UTILITIES** Facilities for gas, electricity, telephone, cable television, water, storm and sanitary sewer.

**VERNACULAR** A style of architecture or a cultural practice that is indigenous to or inspired by a specific region.

**VISITOR EXPERIENCE** An individual's immediate or ongoing, subjective and personal response to an activity, setting, or event. Often used as a valued component or management objective by Banff National Park of Canada.

**WALKABLE** A built environment designed to make travel on foot convenient, attractive and comfortable for people of various ages and abilities. Considerations include the directness of the route, safety, amount of street activity, mix of land uses, local destinations, separation of pedestrian and vehicle circulation, street furniture, surface material, sidewalk width, intersection treatment, curb cuts, ramps and landscaping.

**WAYFINDING** A term used to describe how people respond to the built environment to orient themselves. Elements that contribute to wayfinding include reference points such as signage, natural areas or parks, landmark buildings, bridges, distinctive lighting, and public art.



**WETLAND** A type of ecosystem that is flooded by water, either permanently or seasonally, where anaerobic (oxygen-free) soil processes dominate resulting in a characteristic community of aquatic plants and other species specifically adapted to such conditions.

**WILDLIFE CORRIDOR** An area of habitat allowing for the connection and mobility of wildlife populations separated by human activities, structures (such as roads, development, or occupation), or sensory disturbance.

**WILDLIFE HABITAT** Areas distributed horizontally and vertically across the landscape that fulfill the needs of a specific wildlife species for the basic requirements of food, water, reproduction (nesting), and protection against predators and competitors (cover).

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# APPENDICES

- A. Banff Railway Lands Transportation Impact Assessment, including Addendum to Transportation Impact Assessment Parks Canada Comments – Transportation, 2022-08-31
- B. CP - Liricon Lease Amending Agreement Map
- C. Canadian Pacific, July 8, 2022 letter to Town of Banff, Letters Patent in respect to Banff Railway Lands
- D. Order in Council PC Number 2013-0441
- E. Historic Sites and Monuments Board of Canada, Heritage Railway Stations, Heritage Character Statement, Canadian Pacific Railway Station, Banff, Alberta
- F. Advisory Panel on Moving People Sustainably in the Banff Bow Valley, August 2022 and Expert Panel - ARP Alignment 12-12-2022
- G. Banff Railway Lands Infrastructure Analysis
- H. Banff Train Station Heritage Plan
- I. Illustrative Concept Site Plan