

Residential Density

NOVEMBER 29, 2023

Reason for Report

- Specific responses to Council Motions
- Action one of the five initiatives outlined in the Housing Accelerator Fund Action Plan



Land Use Bylaw is No. 1 tool for implementing and achieving Banff's desired outcomes

Background of Zoning and Districts



1956

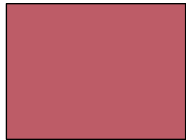
Residential Zones



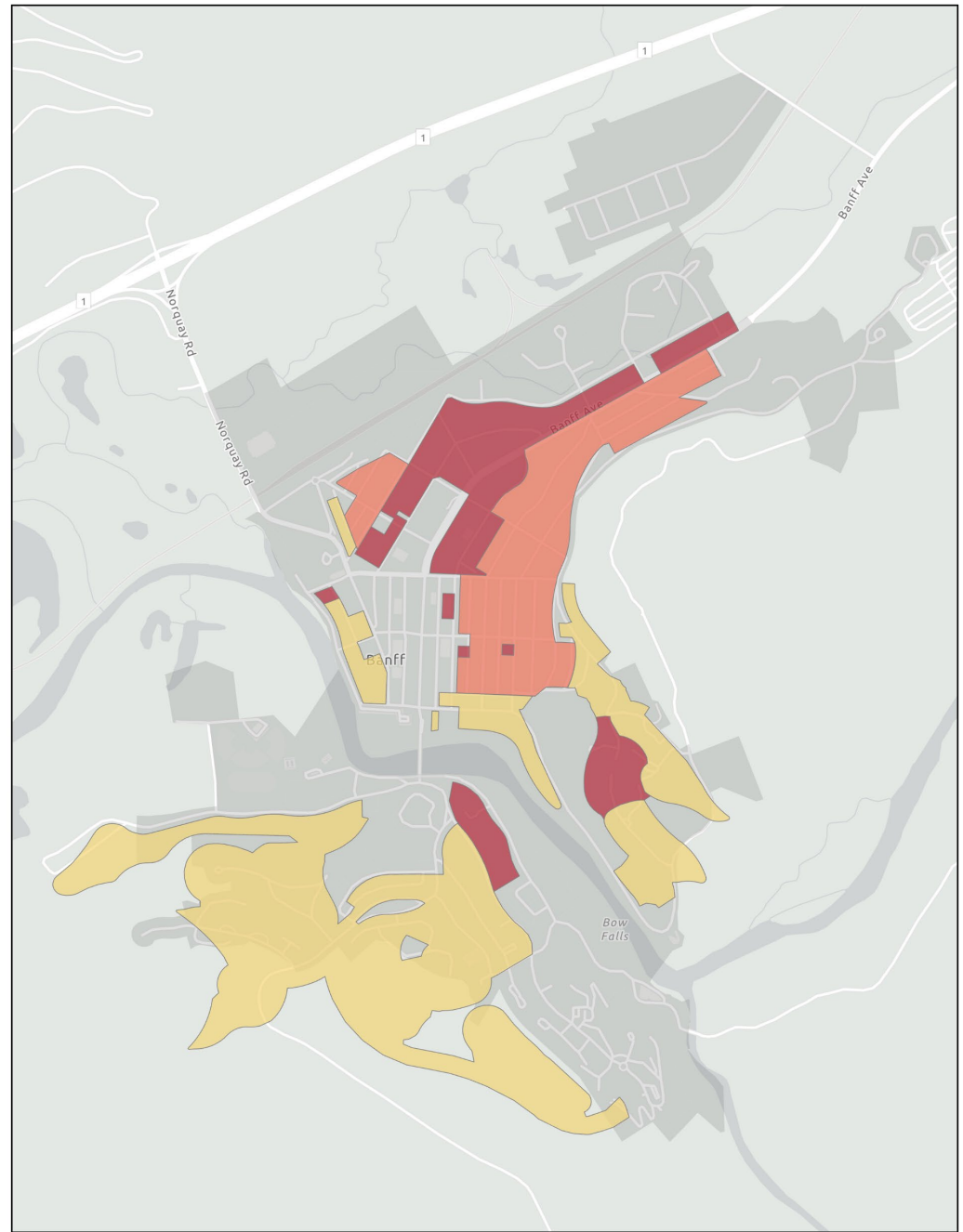
Class A Residential Zone
(Single Detached Housing)



Class B Residential Zone
(Duplex Housing)



**Multiple Dwelling and
Institutional**
(Apartment)



1965

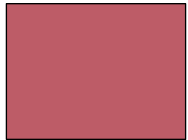
Residential Zones



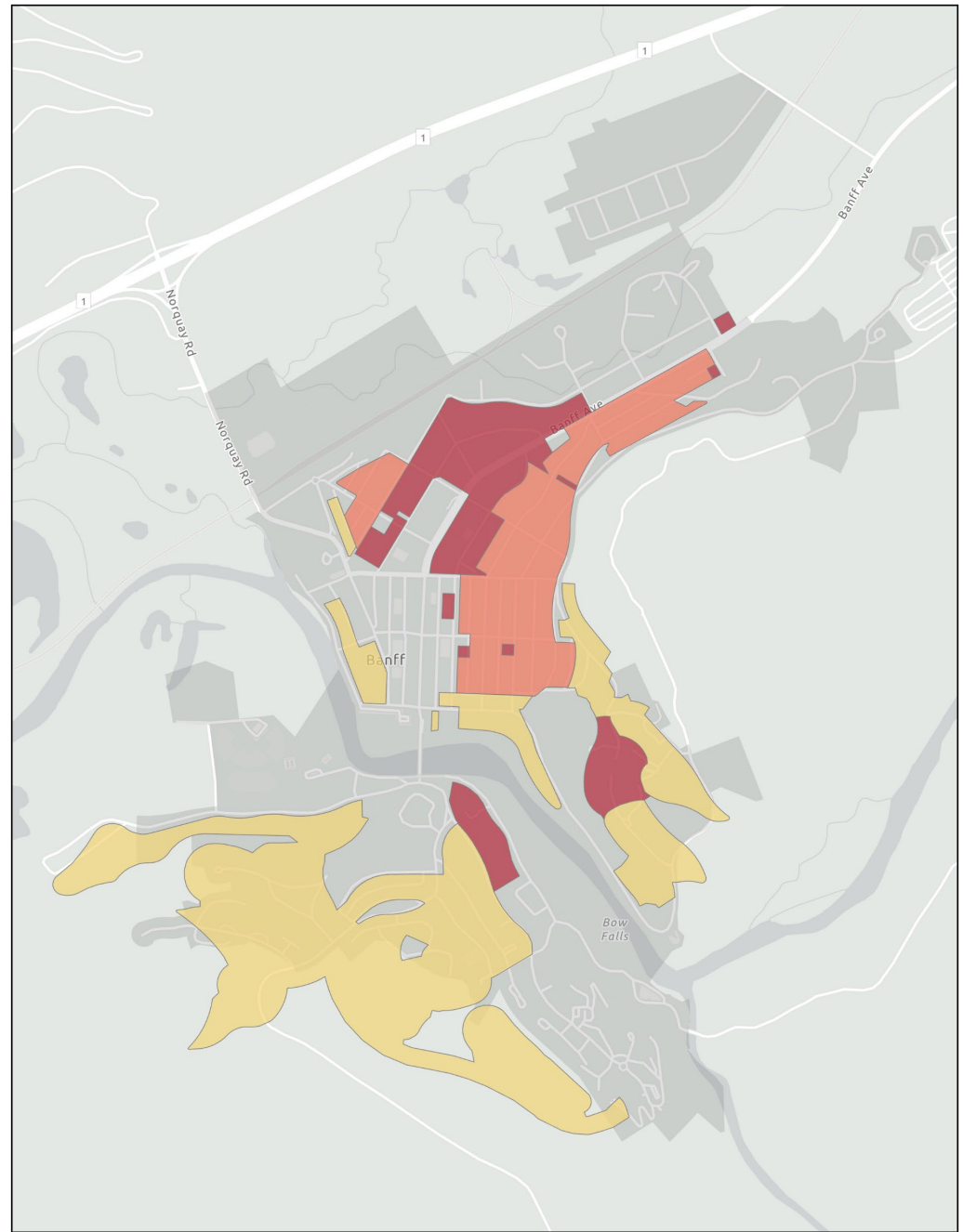
Class A Residential Zone
(Single Detached Housing)



Class B Residential Zone
(Duplex Housing)



**Multiple Dwelling and
Institutional**
(Apartment)



1990

Residential Districts



R1
(Single Detached Housing)



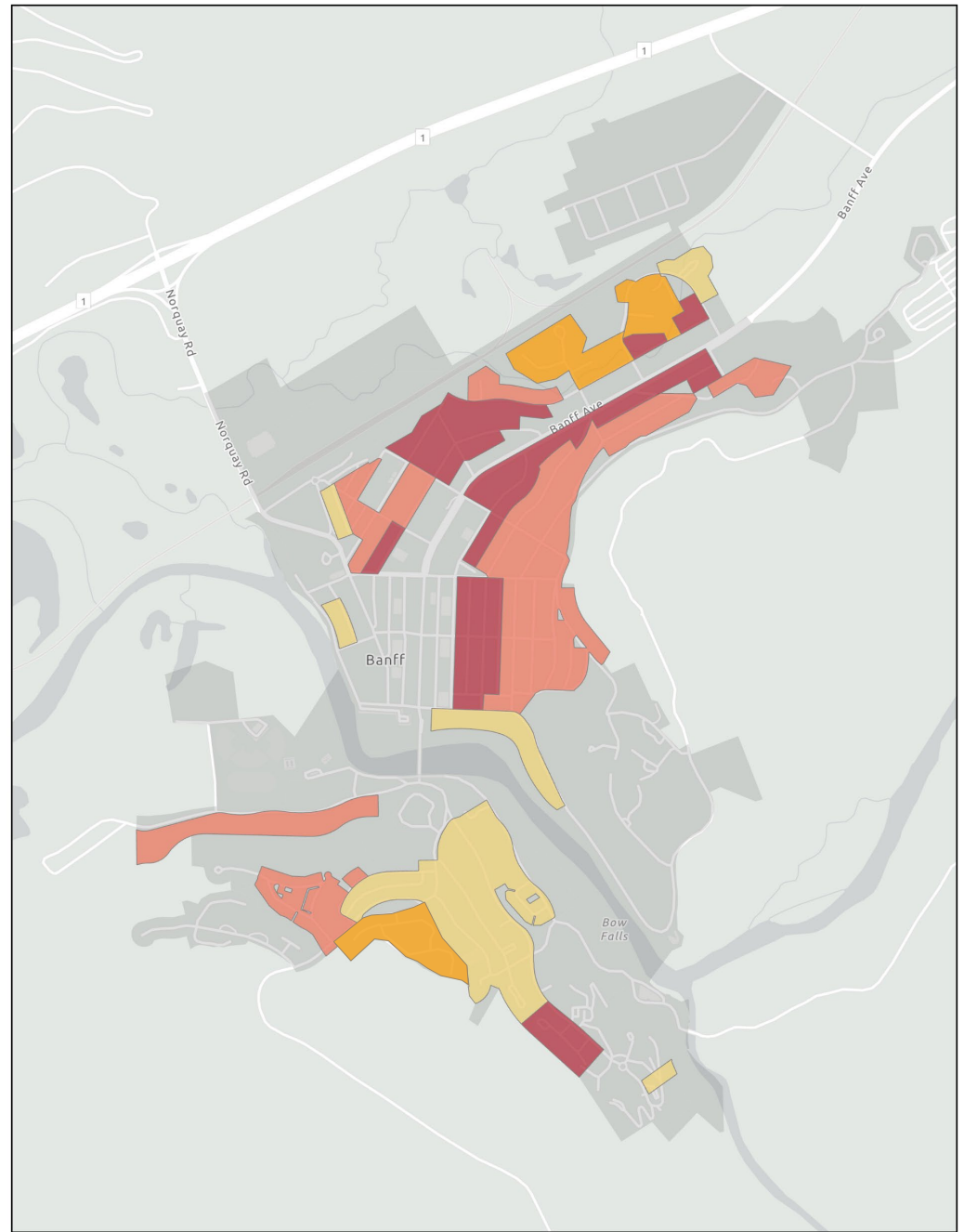
R2
(Duplex Housing)



R3
(Row Housing)



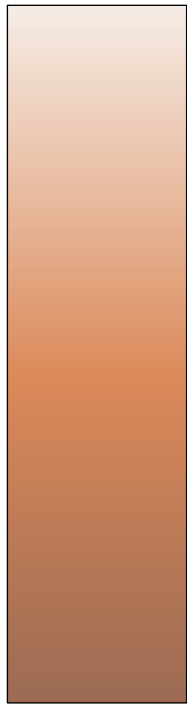
R4
(Apartment)



Today

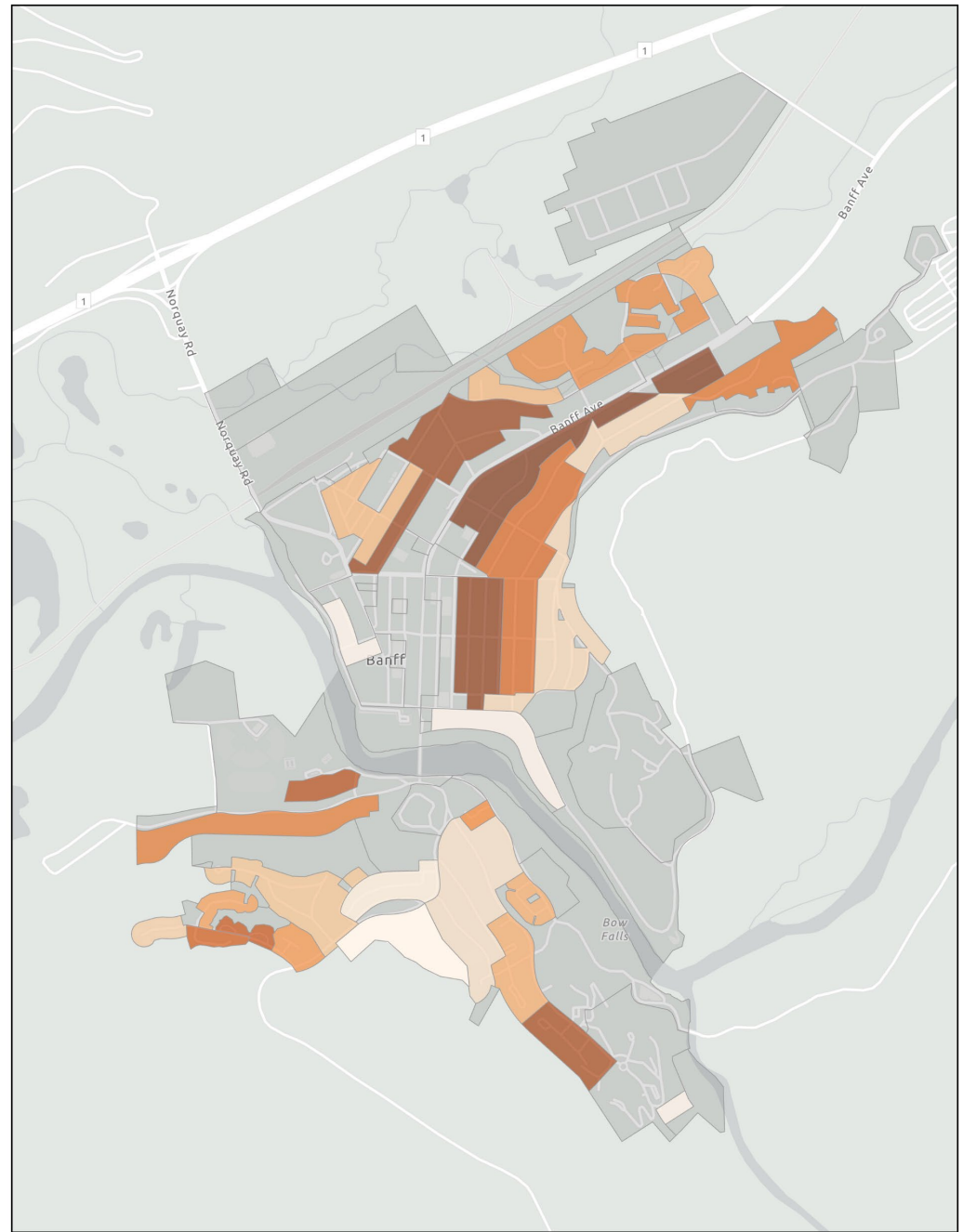
Residential Districts

- 18 Land Use Districts in 1992
- 24 Separate and distinct residential Land Use Districts



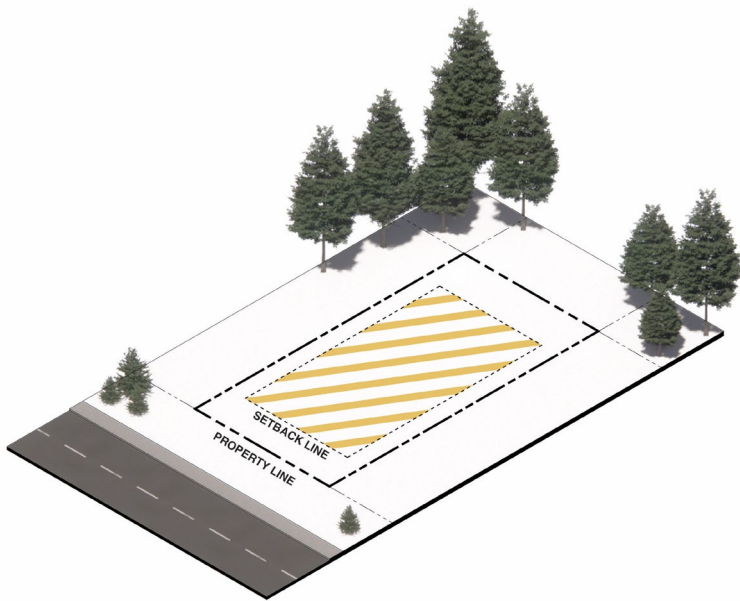
Low
(Duplex Housing)

High
(Apartment)

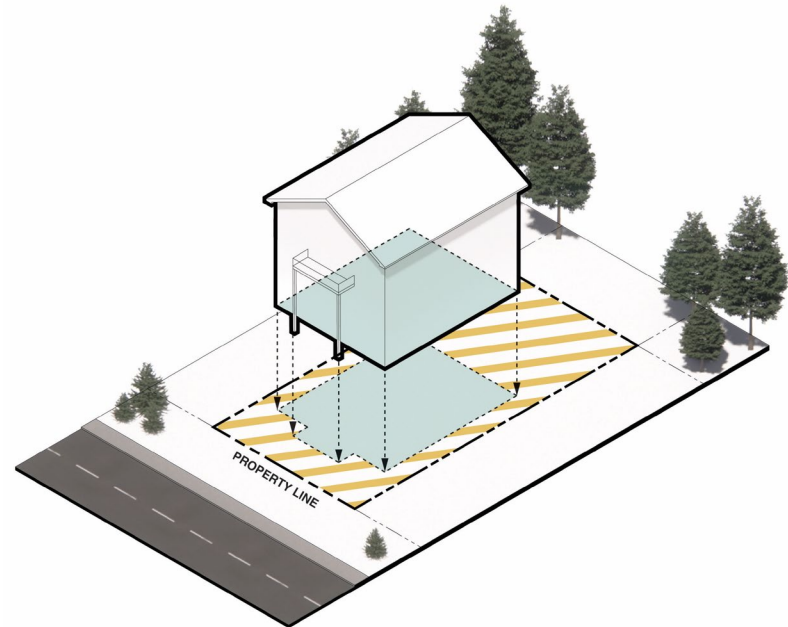


Development Regulations

Building Form



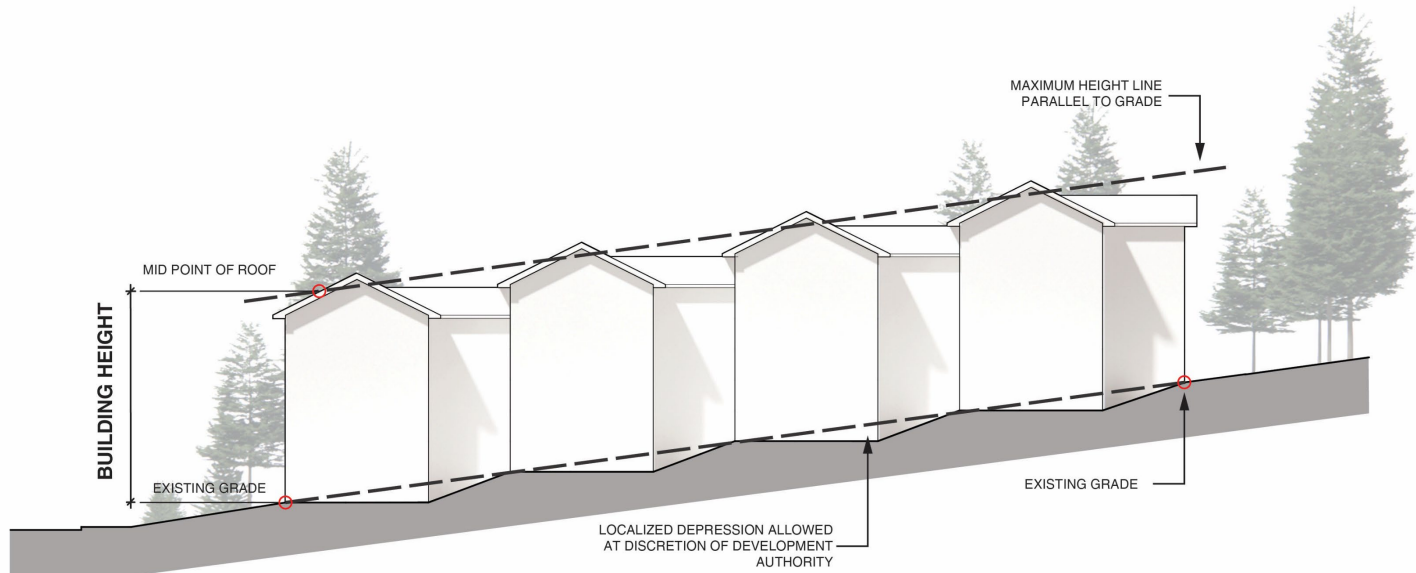
SETBACK LINE



SITE COVERAGE

Development Regulations

Building Form



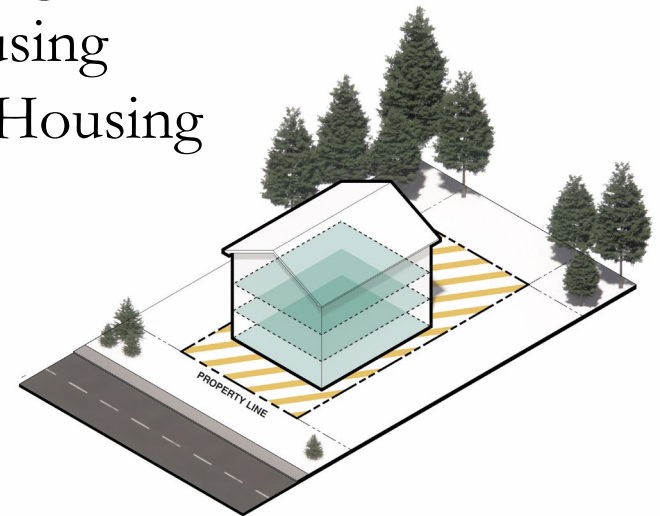
BUILDING HEIGHT

Development Regulations

Building Function



- Accessory Dwellings
- Apartment Housing
- Single Detached Housing
- Duplex Housing
- Triplex Housing
- Fourplex Housing
- Stacked Row Housing
- Row Housing



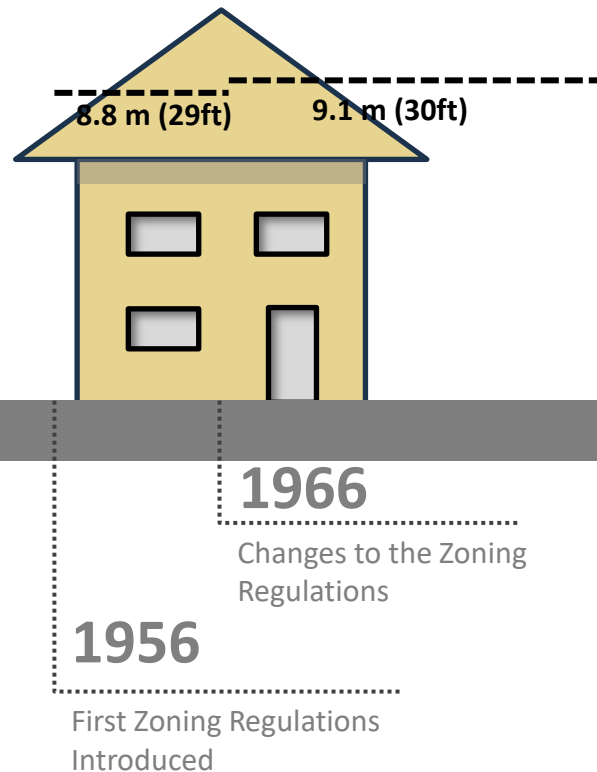
FLOOR AREA RATIO (FAR)

Changes over time

- Last full-scale amendments of residential districts was 2012
- Minor amendments to:
 - Parking for apartment housing
 - General housing requirements
- Typically have increased opportunity for residential development

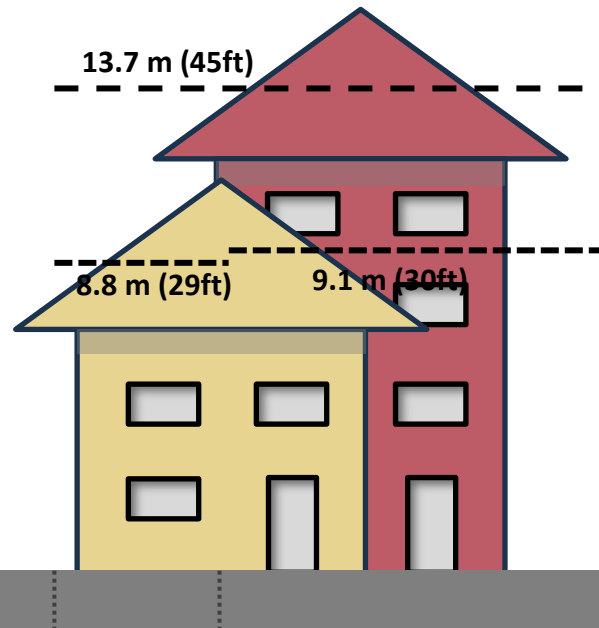
Development Regulations

Building Form



Development Regulations

Building Form



1966

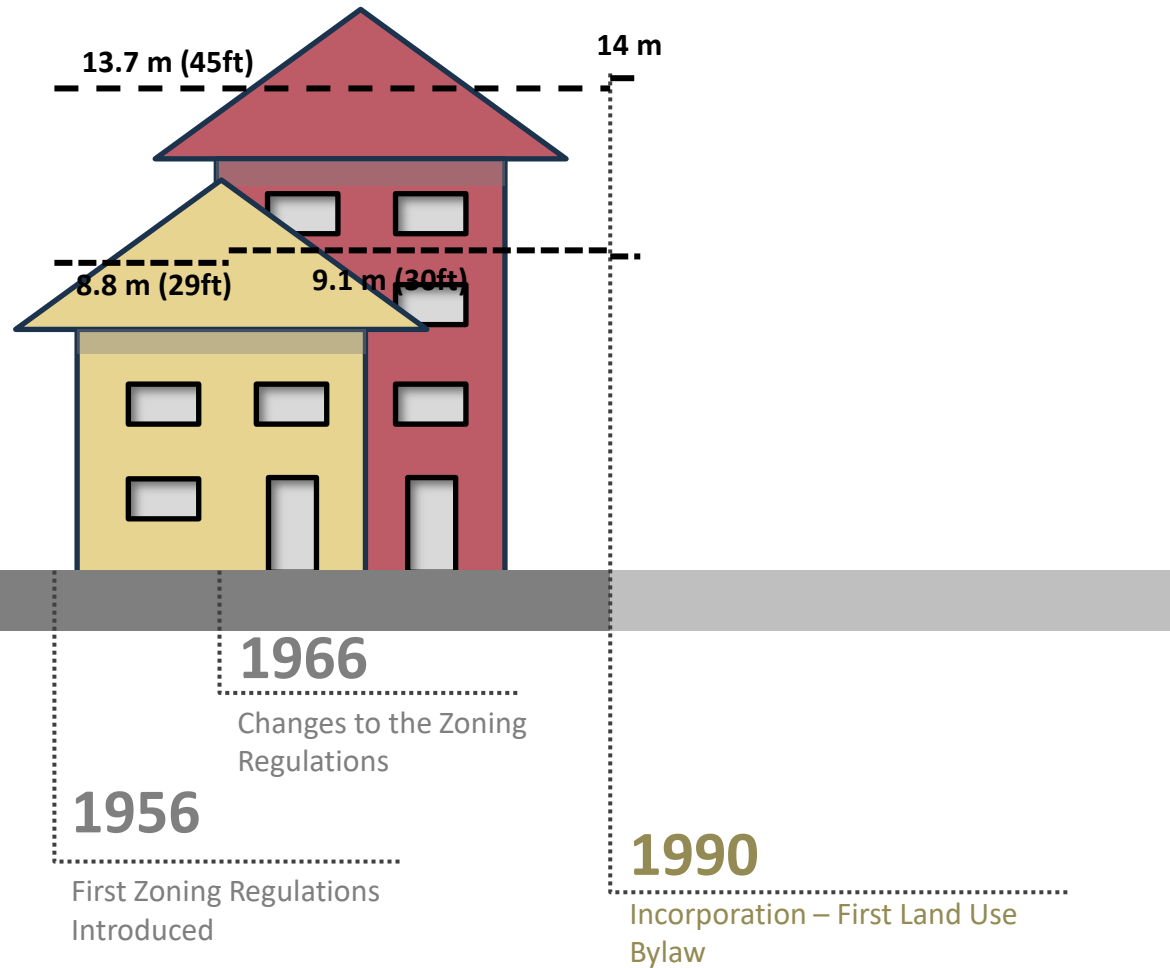
Changes to the Zoning
Regulations

1956

First Zoning Regulations
Introduced

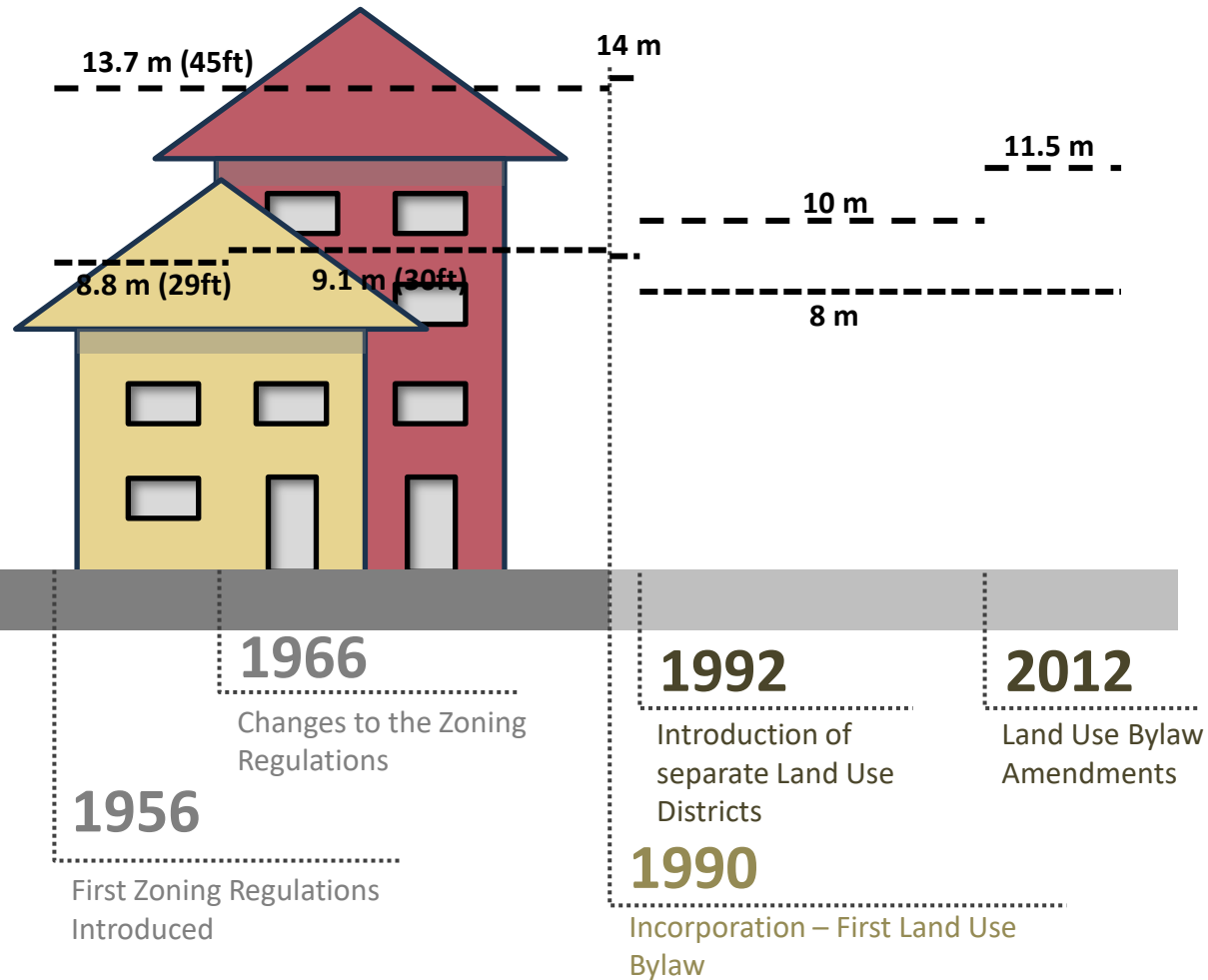
Development Regulations

Building Form



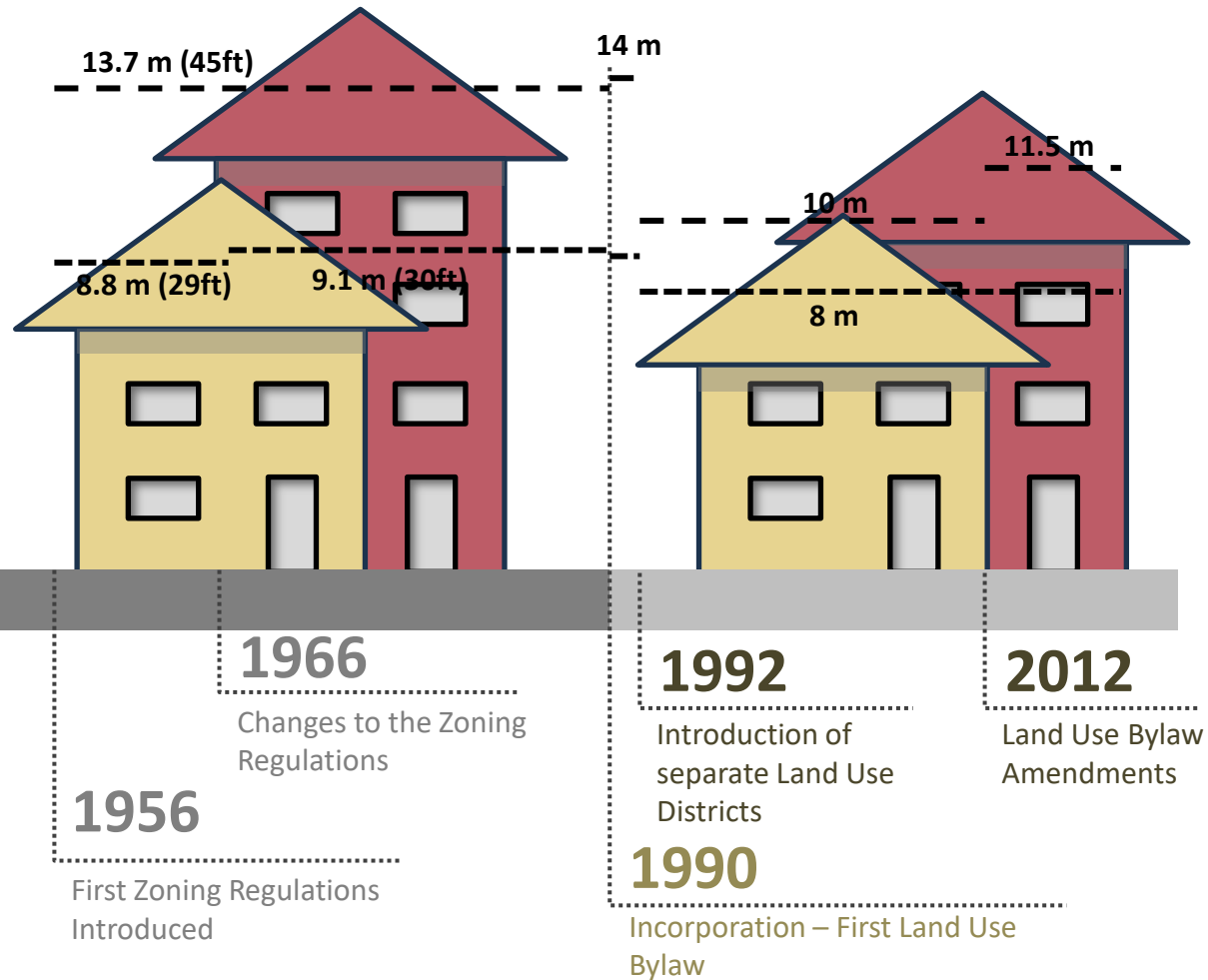
Development Regulations

Building Form



Development Regulations

Building Form



What are our options?

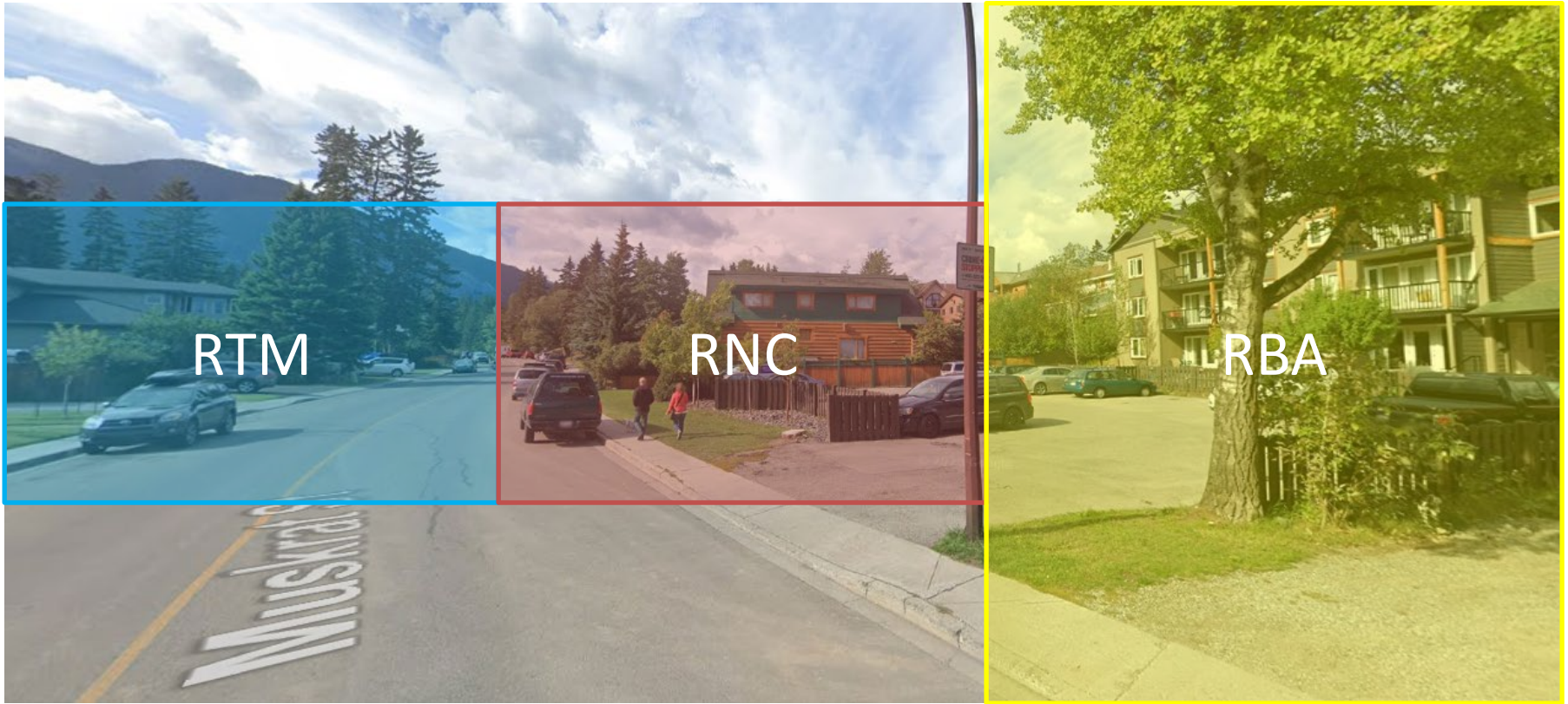
1a. Development Regulations Simplify

- Development Regulations consist of:
 - Use
 - Density (Floor Area Ratio)
 - Site Coverage
 - Height
 - Setbacks
- 24 current Land Use Districts, only 2 have same Development Regulations

1a. Development Regulations Simplify



1a. Development Regulations Simplify

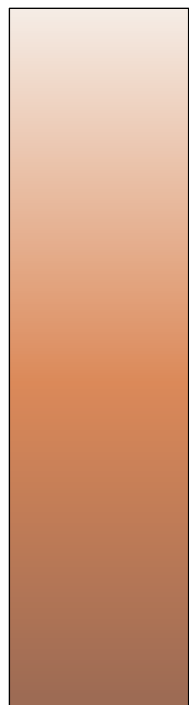


Muskrat Street: Banff Avenue to Buffalo St passes through 5 different districts

Today

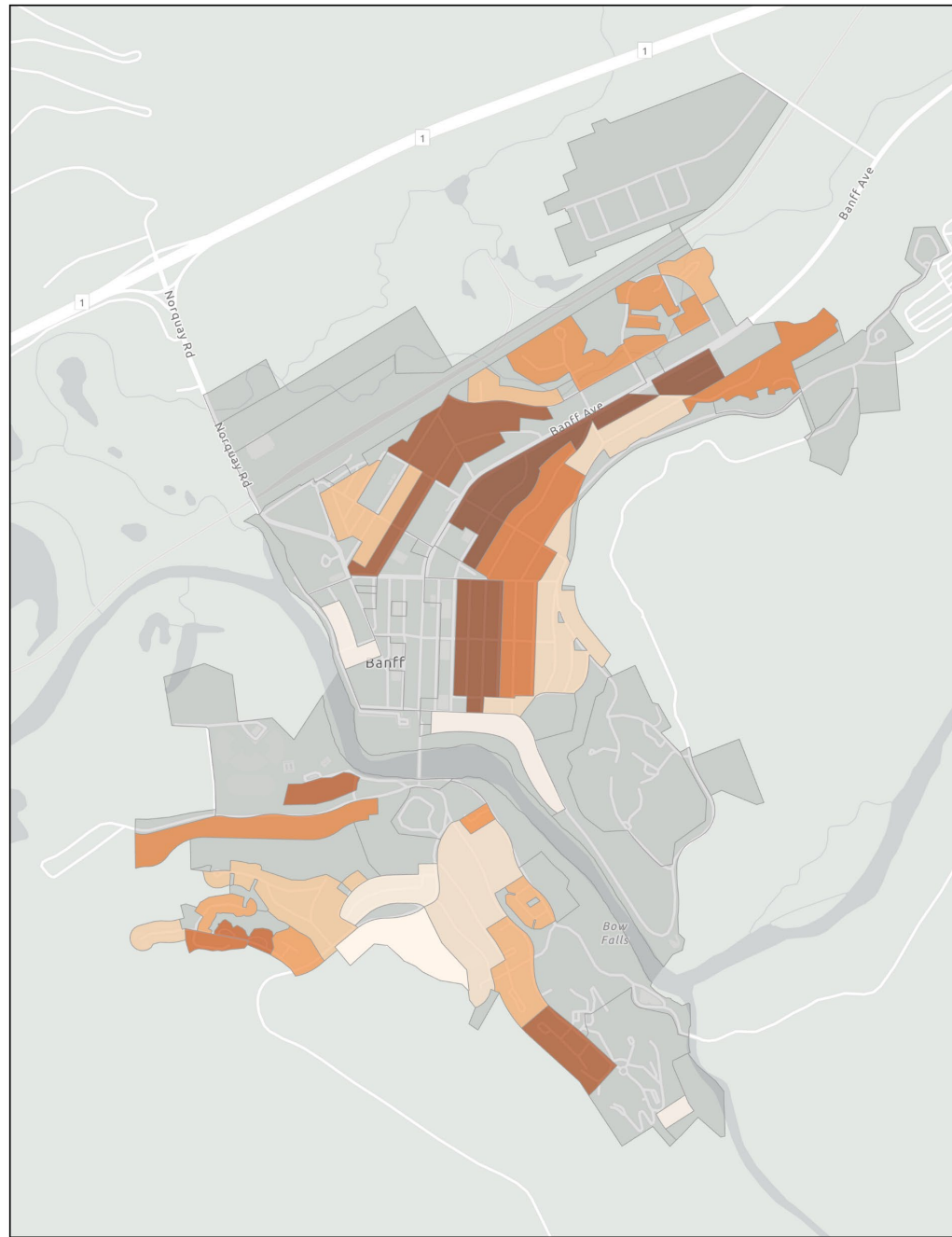
Residential Districts

24 Separate and distinct residential
Land Use Districts



Low
(Duplex Housing)

High
(Apartment)

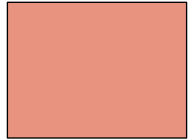


The Future?

Simplify



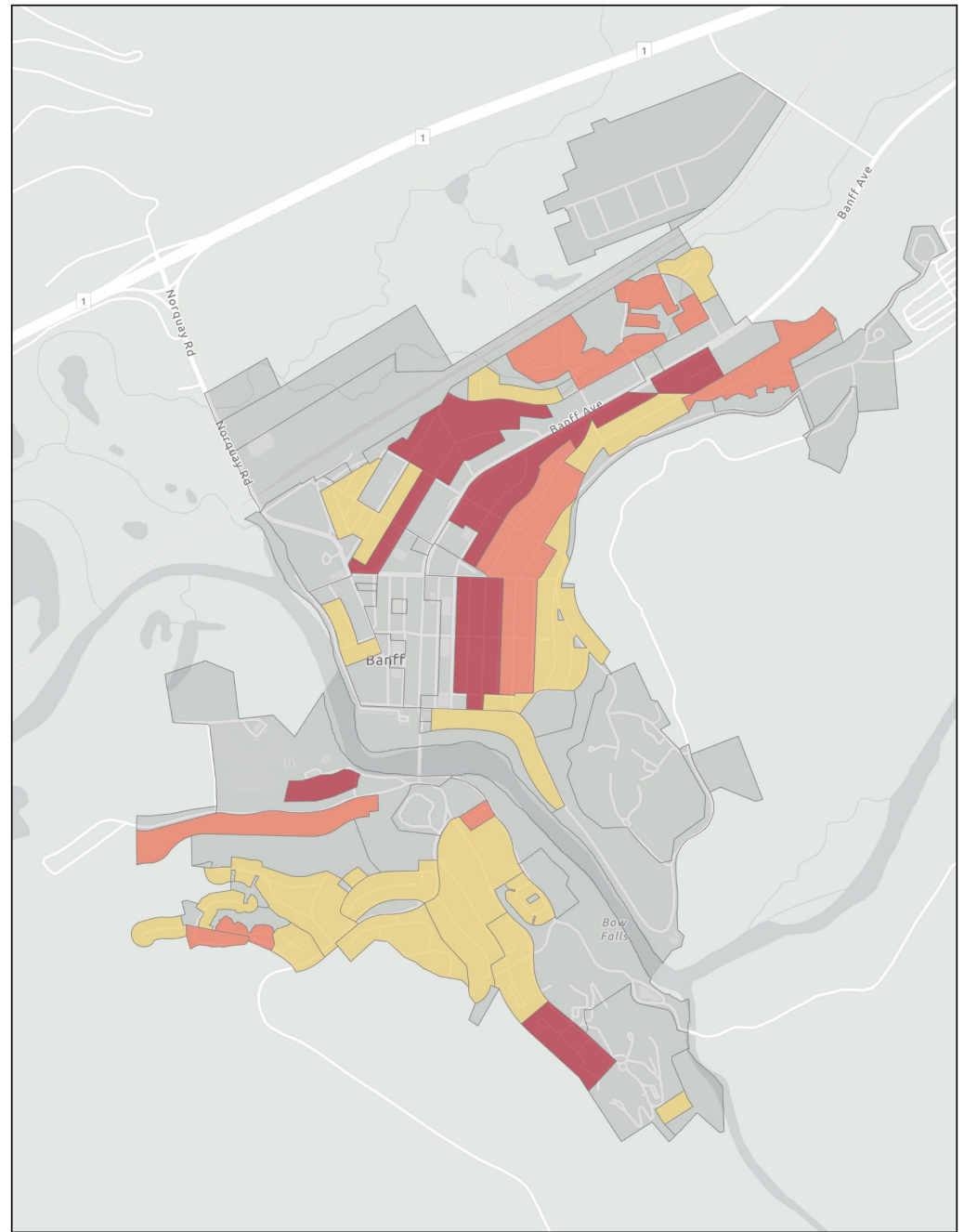
High Density



Medium Density



Low Density



High Density Simplify

Current Development Regulations

Highest Density Uses

Apartment

Maximum Density

Ranges from 0.8 to 1.3

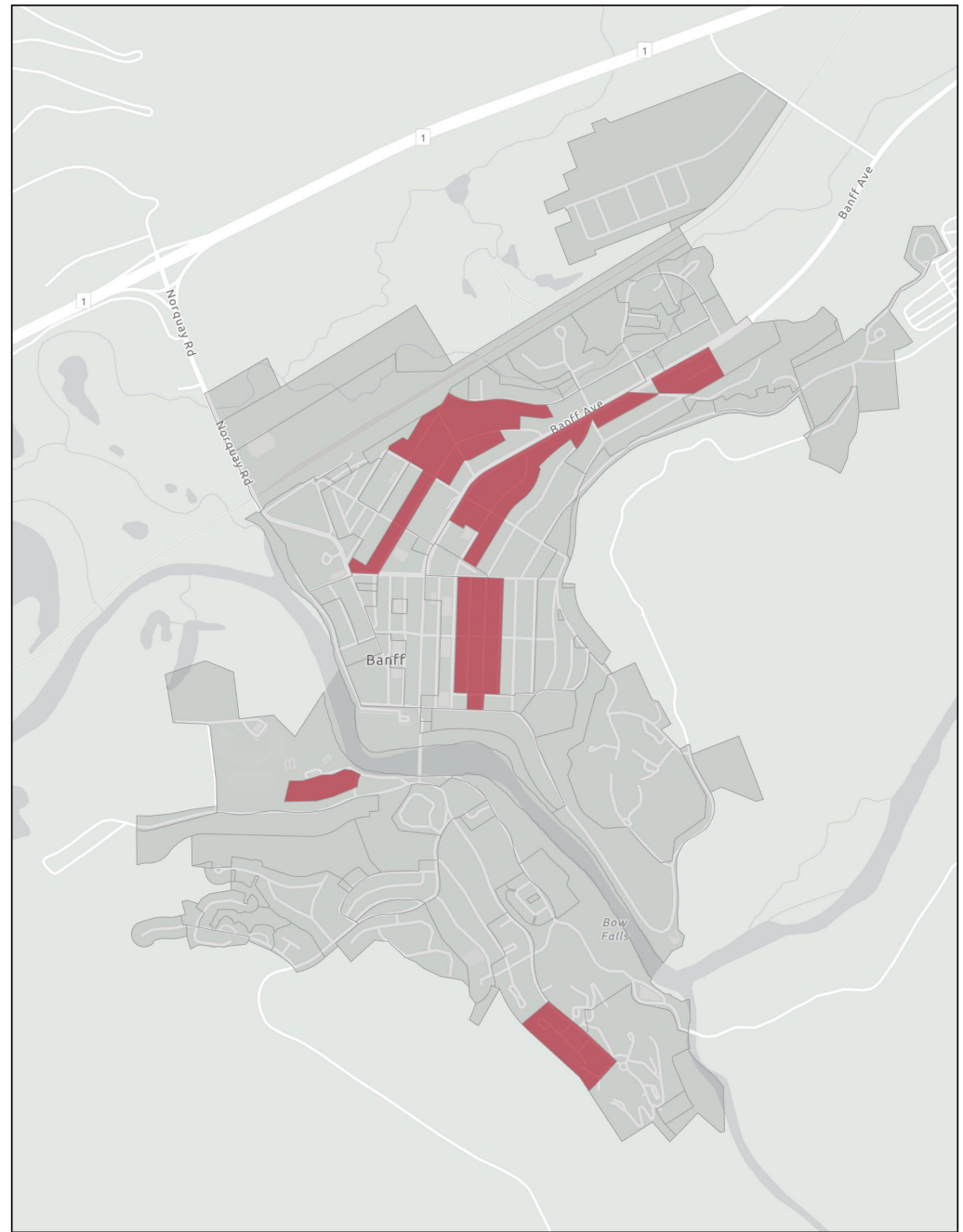
Maximum Height

Ranges from 9 m to 14 m with most being 11/11.5 m

9 m - 100/200 Blocks of Muskrat St, and sections of Rabbit St and Squirrel St
14 m - Banff Springs District

Historical Context

The majority of these areas were zoned as the highest density residential zones prior to, and just after, incorporation that allowed a maximum height of 45 ft (13.7 m)



Examples of existing apartment housing in these districts



444 Cougar St – 1988
Approximately 13 m - 4 stories



404 Banff Ave – 1978
Approximately 12 m - 4 stories



220 Muskrat St – 1988
Approximately 13 m - 3.5 stories

Potential Changes to the Development Regulations

- Maintain Apartment Housing as a permitted use across these districts
- Allow for a maximum height of 14.5 m across these districts
- Allow for a maximum density (Floor Area Ratio) of 1.3 for Apartments across these districts
- Introduce a minimum required number of units per lot
- Reduce minimum setbacks

Medium Density

Simplify

Current Development Regulations

Highest Density Uses

Row Housing and Fourplex as permitted uses and Apartments and Stacked Row as discretionary uses

Maximum Density

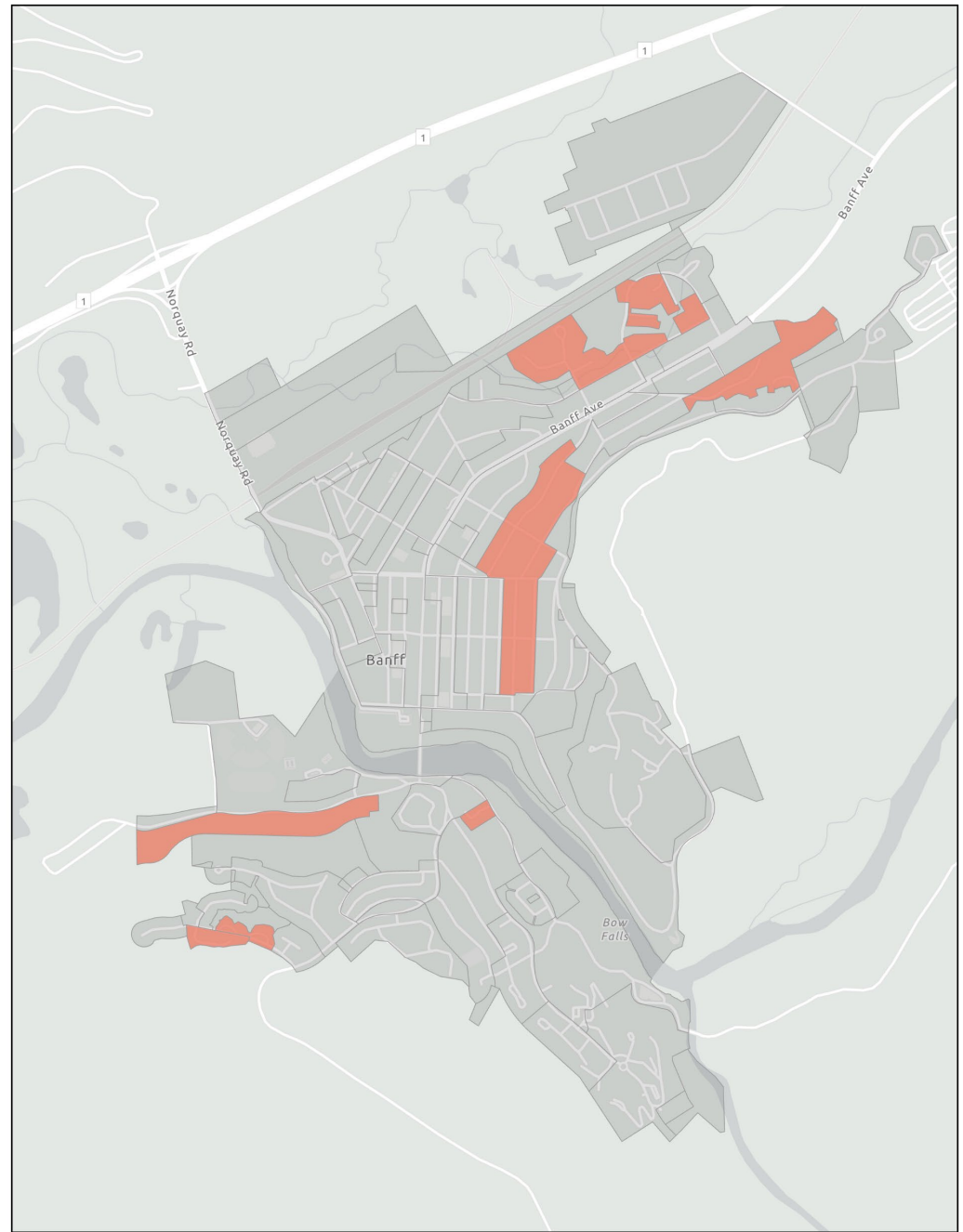
Ranges from 0.5 to 1

Maximum Height

9 m or 10 m

Historical Context

This includes some older areas along Cave Avenue and the 100/200/300 blocks of Muskrat along with Row Home developments on Marmot Crescent, Sundance Court and Tatanga. This area also includes some existing Apartment buildings that couldn't be rebuilt under today's Land Use Bylaw.



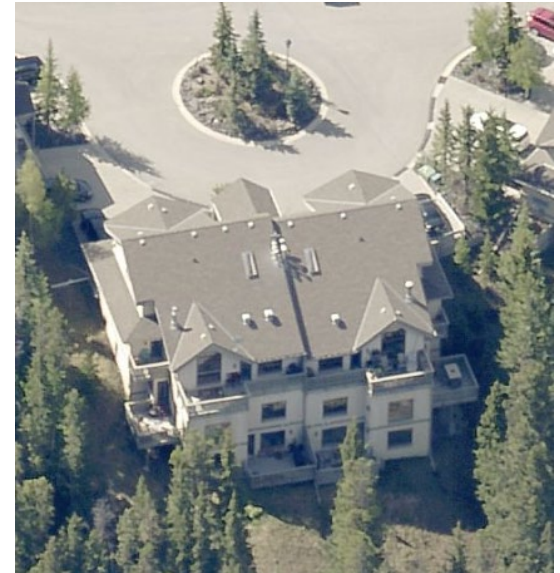
Examples of existing medium density housing in these districts



113 Cave Ave
19 Homes



100 Whiskey Jack Cres
8 Homes



2 Otter Lane
6 Homes

Potential Changes to the Development Regulations

- Make Row/Stacked Row Housing a permitted use across these districts and amend the associated definitions
- Allow for a maximum height of 11.5 m across these districts
- Allow for a maximum density (Floor Area Ratio) of 1.0 across these districts
- Introduce a minimum required number of units per lot

Low Density Simplify

Current Development Regulations

Highest Density Uses

Row Housing, Fourplex and Duplex with Accessory Dwellings

Maximum Density

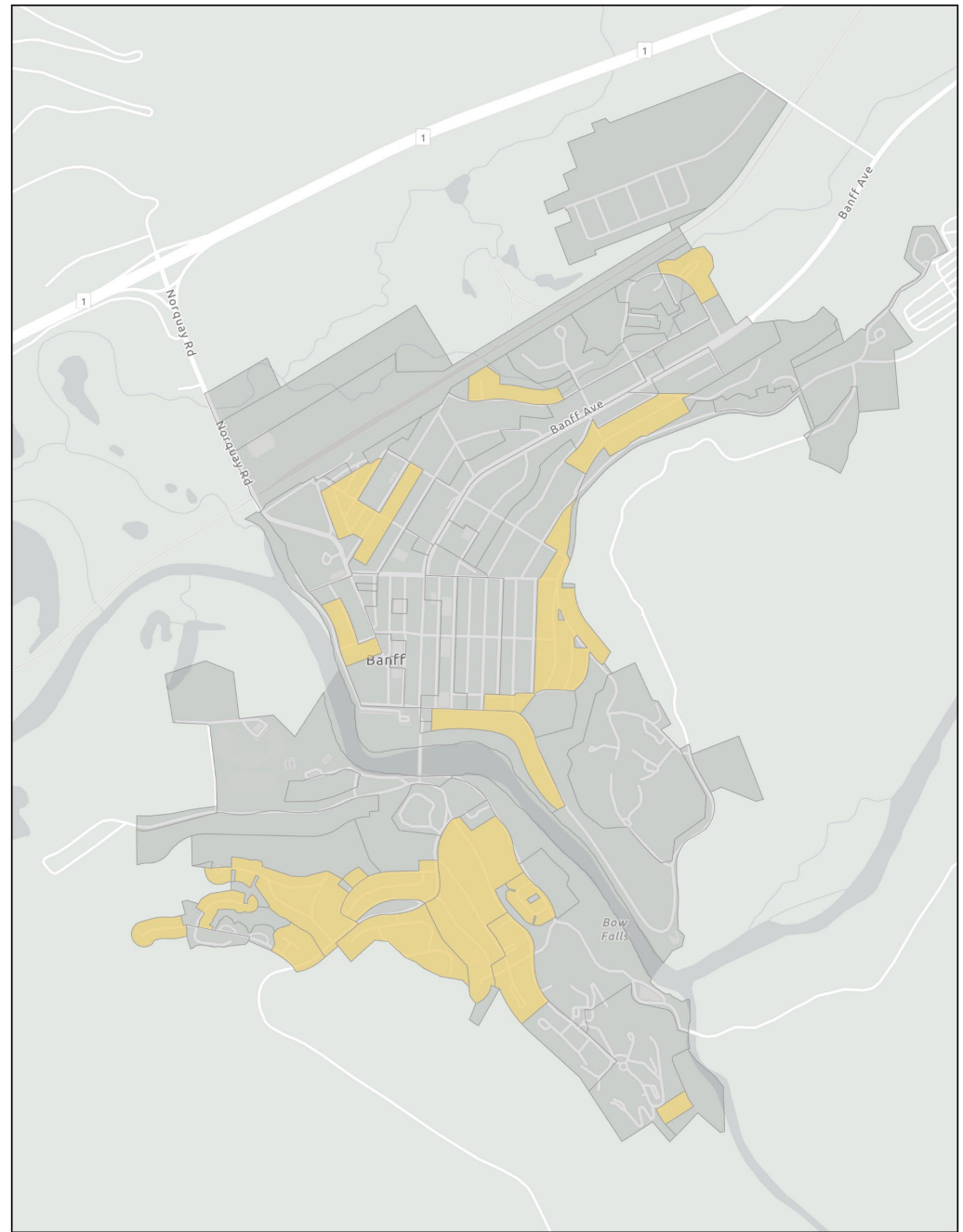
Ranges from 0.45 to 0.8

Maximum Height

Majority 9 m with one district at 8 m and one at 10 m

Historical Context

Includes older low density areas including Kootenay Ave, Spray Ave, Bow Ave, Buffalo St and Marmot Place as well as Valley View and the majority of Middle Springs.



Examples of existing housing of varying densities in these districts



Fairholme Place
4 Homes



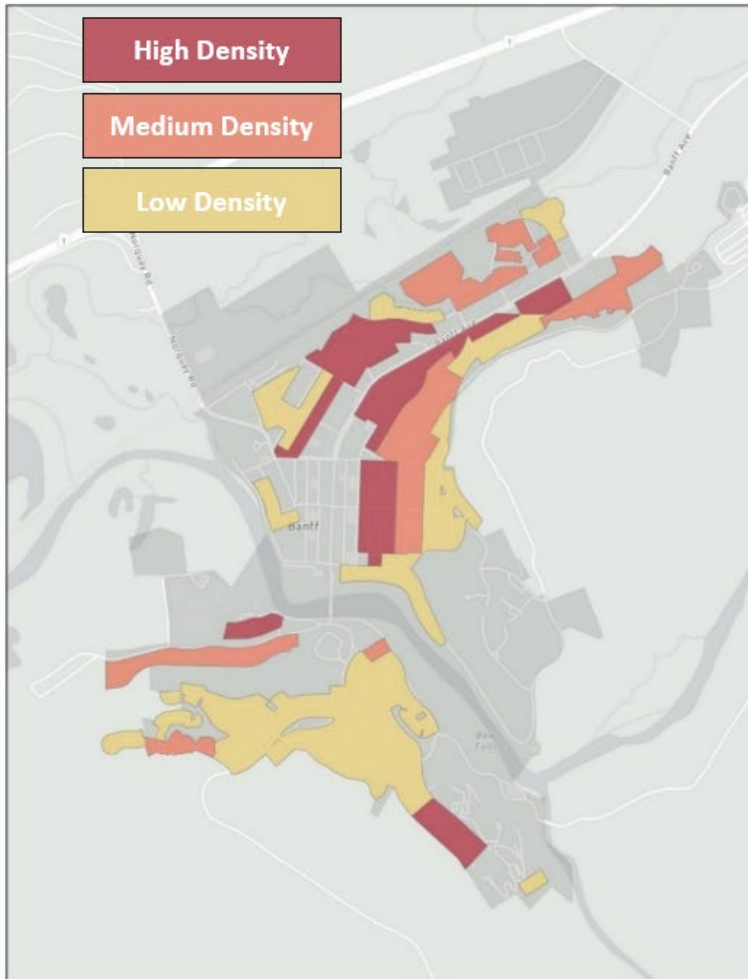
318 Squirrel St
4 Homes



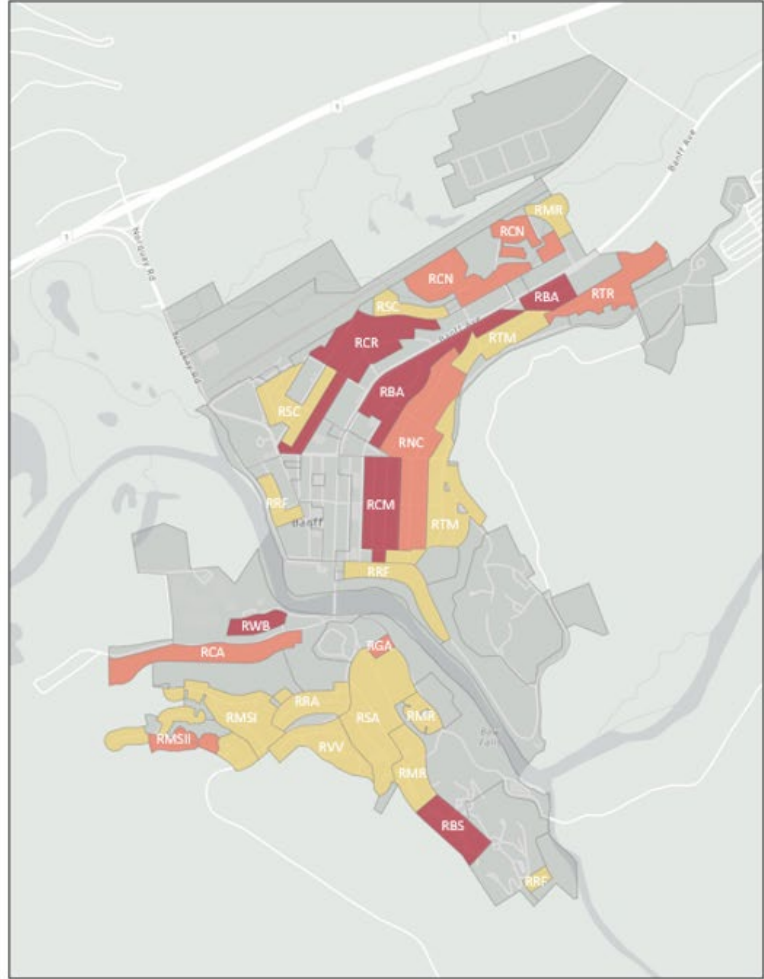
1 Kootenay Ridge
2 Homes

Potential Changes to the Development Regulations

- Allow Fourplex Housing as a permitted use across these districts (Currently 4 units are allowed per lot, but in a “Duplex with suites” configuration)
- Allow for a maximum height of 10 m across these districts
- Allow for a maximum density (Floor Area Ratio) of 0.8
- Introduce a minimum required number of units per lot



Three residential district option



Existing districts with same regulations

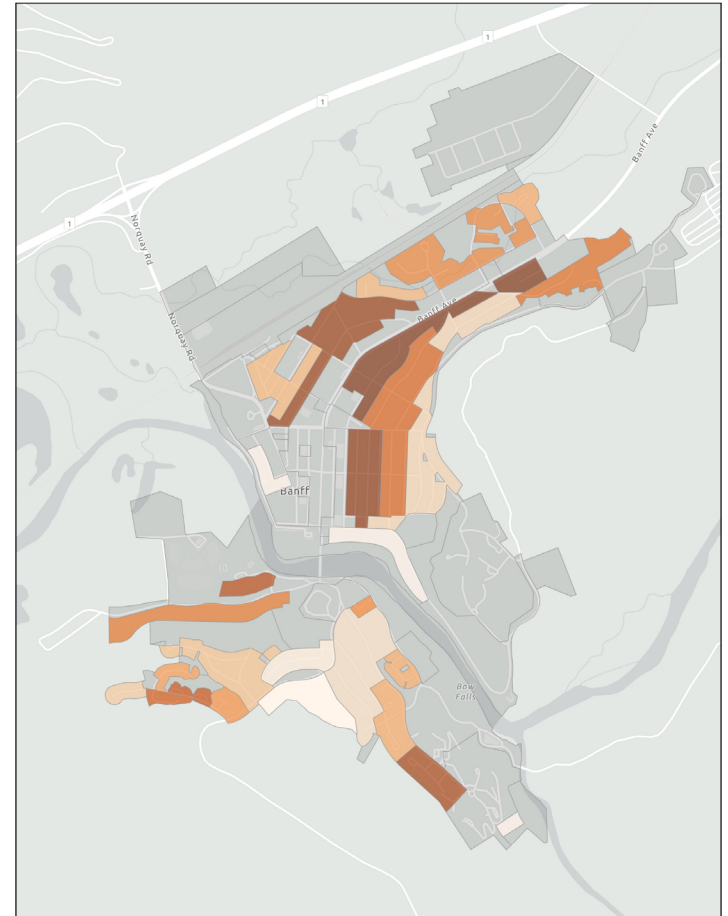
1a. Development Regulations – Options to Simplify

Direct administration to draft Land Use Bylaw amendments that standardize and simplify development regulations to create high, medium and low density scenarios which includes:

- i. An amendment to the Land Use District map to include three residential zones; or,
- ii. Applying the same regulations for each density scenario to the existing Land Use Districts

1b. Development Regulations Maintain Existing Land Use District Structure and Amend Within

- i. Direct administration to return to the Governance and Finance Committee with analysis of how density can be increased within the existing area descriptions and purposes of the 24 residential districts in the Land Use Bylaw; or,
- ii. Direct administration to return to the Governance and Finance Committee with options for Land Use Bylaw amendments that employ a broader approach, and propose development regulation changes based on Administration's interpretation of similar residential districts.



Changes to the Development Regulations would include:

- Site Coverage
- Setbacks
- Permitted and Discretionary Uses including amendments to the residential use definitions
- Reduced Floor Area Ratio for lower density development
- Allowable projections into setbacks

Take into account the objectives of the Banff Design Guidelines

2. Development Regulations Additional Options

- Removing Single Detached Housing as an Allowable Use
- Introduce a maximum dwelling unit size for all housing types
 - Minimum and Maximum unit size currently exists for some uses in some districts

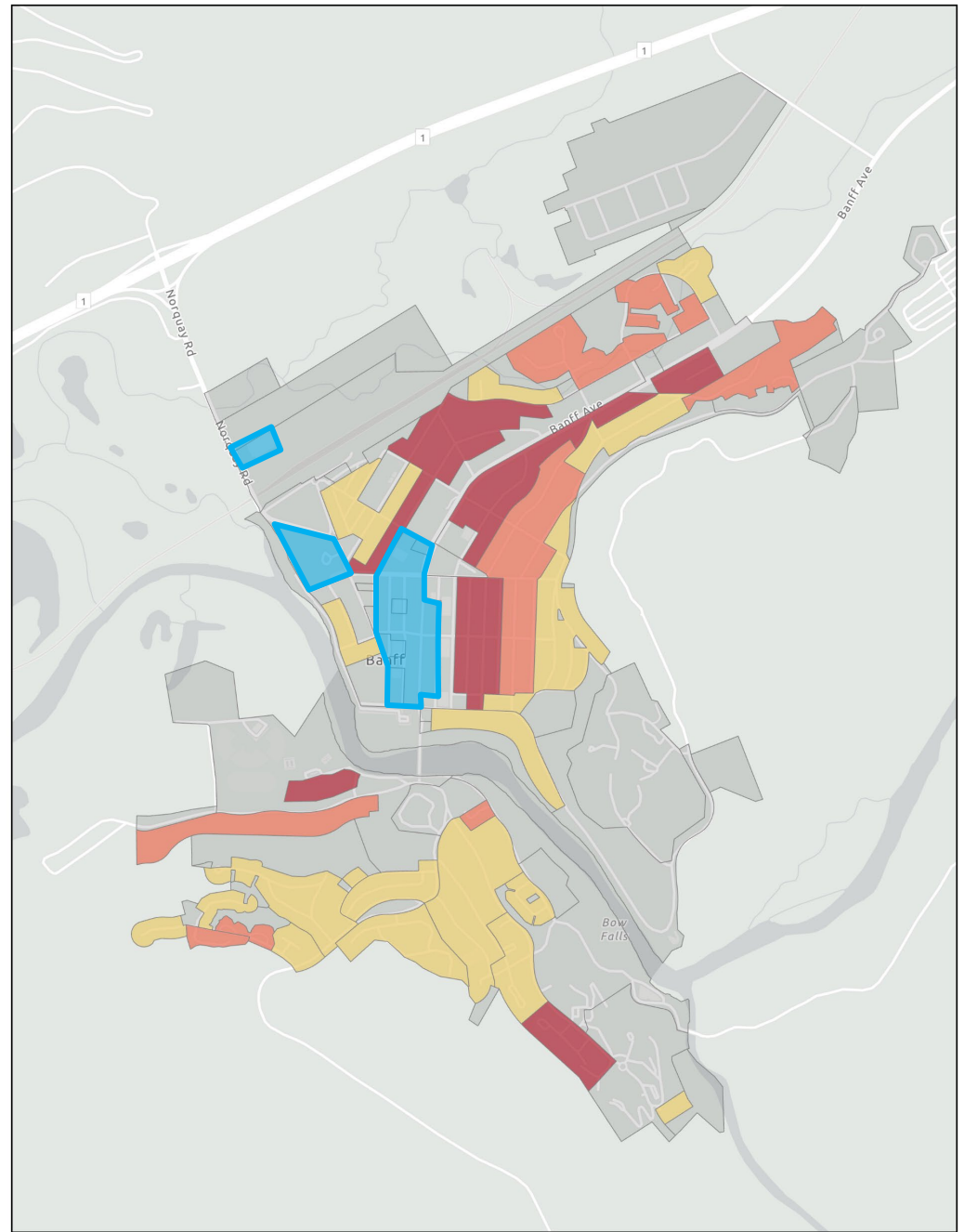
2. Development Regulations – Additional Options

- i. Direct administration to include the removal of minimum and maximum dwelling size with any Land Use Bylaw amendments;
- ii. Direct administration to include amendments to the development regulations to remove Single Detached Housing as an allowable use; or,
- iii. Direct administration to include amendments to the development regulations to introduce a maximum dwelling unit size for all housing types.

3. Amending the Boundaries of Existing Residential Land Use Districts

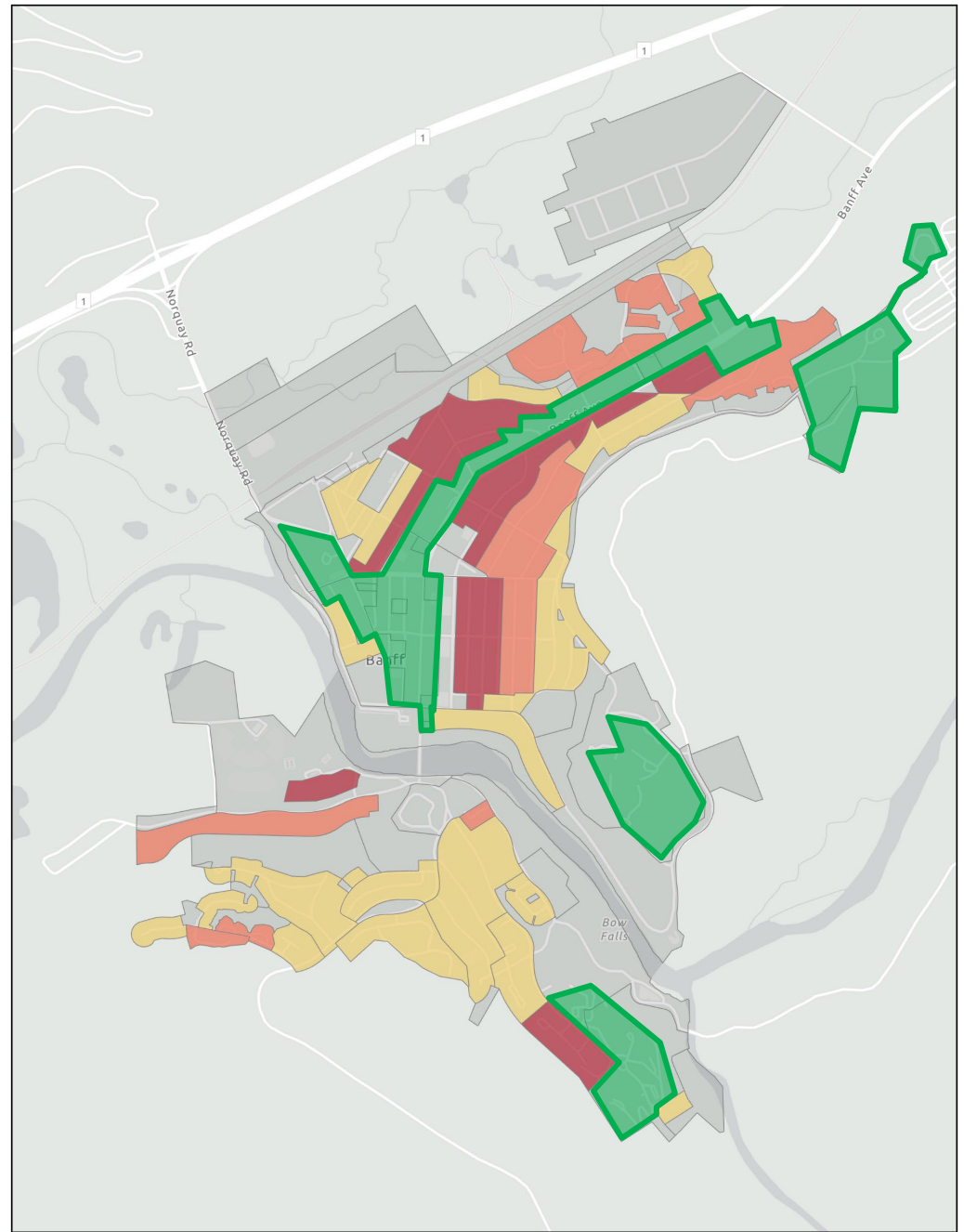
Land Use District Review Criteria

- Is the subject area especially close to public, commercial and institutional services;



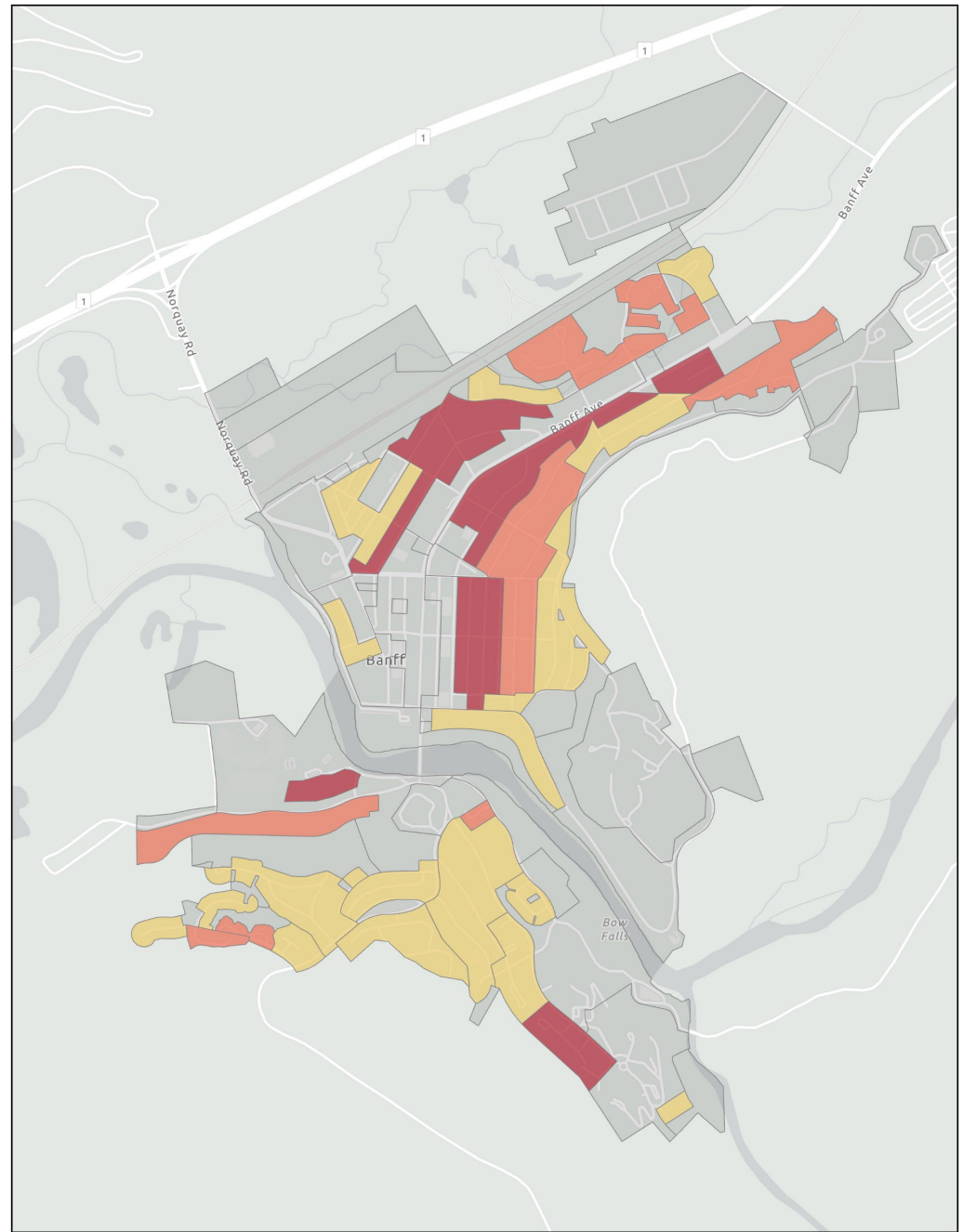
Land Use District Review Criteria

- Is the subject area especially close to public, commercial and institutional services;
- Is the subject area in close proximity to employment centres;



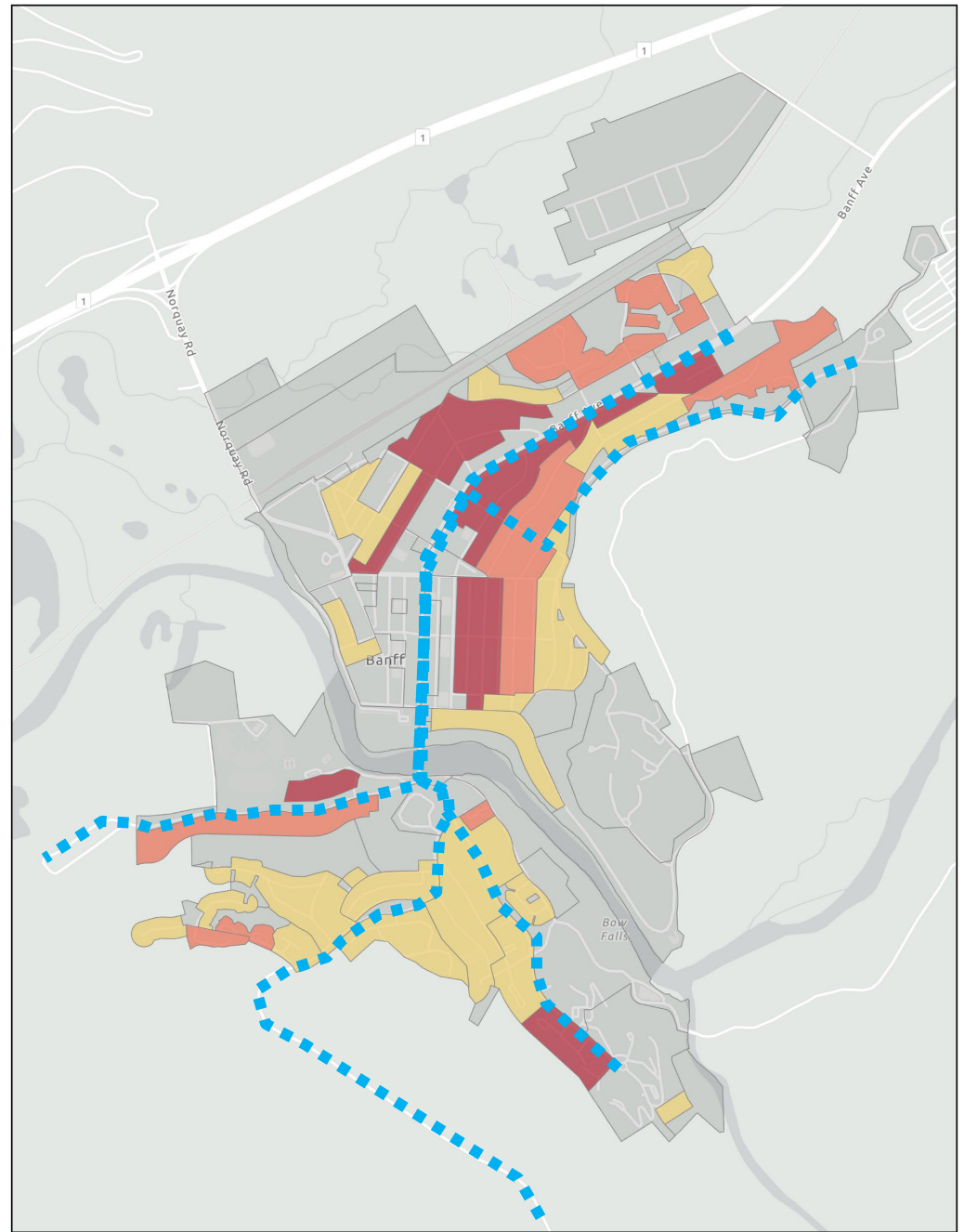
Land Use District Review Criteria

- Is the subject area especially close to public, commercial and institutional services;
- Is the subject area in close proximity to employment centres;
- Does the subject area reflect an abrupt transition between groupings (ie. land use districts that are part of the High Density grouping are directly adjacent to those that are part of the Low Density grouping);



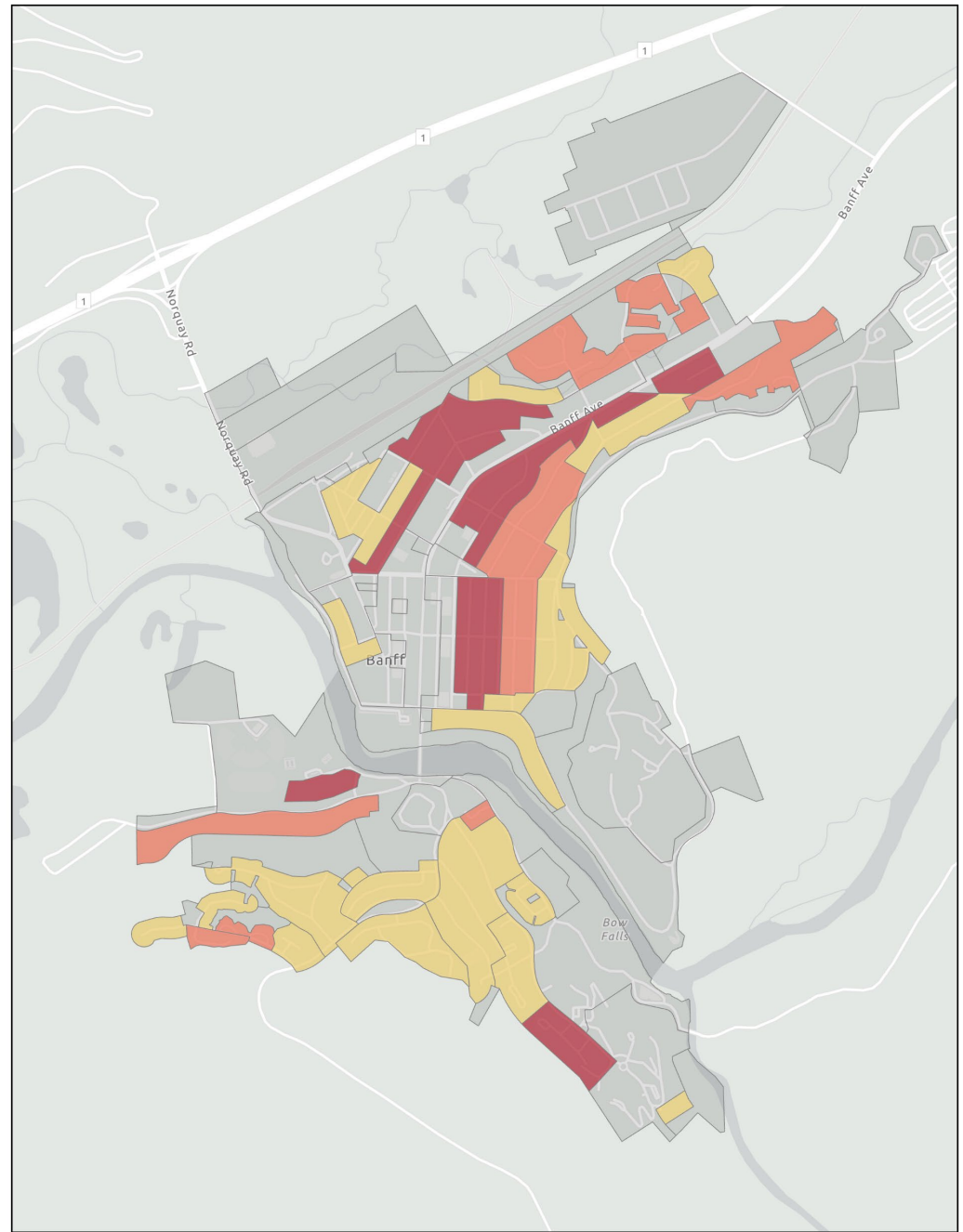
Land Use District Review Criteria

- Does the subject area have strong transportation connectivity for all modes that allows residents access to services, jobs, etc.;



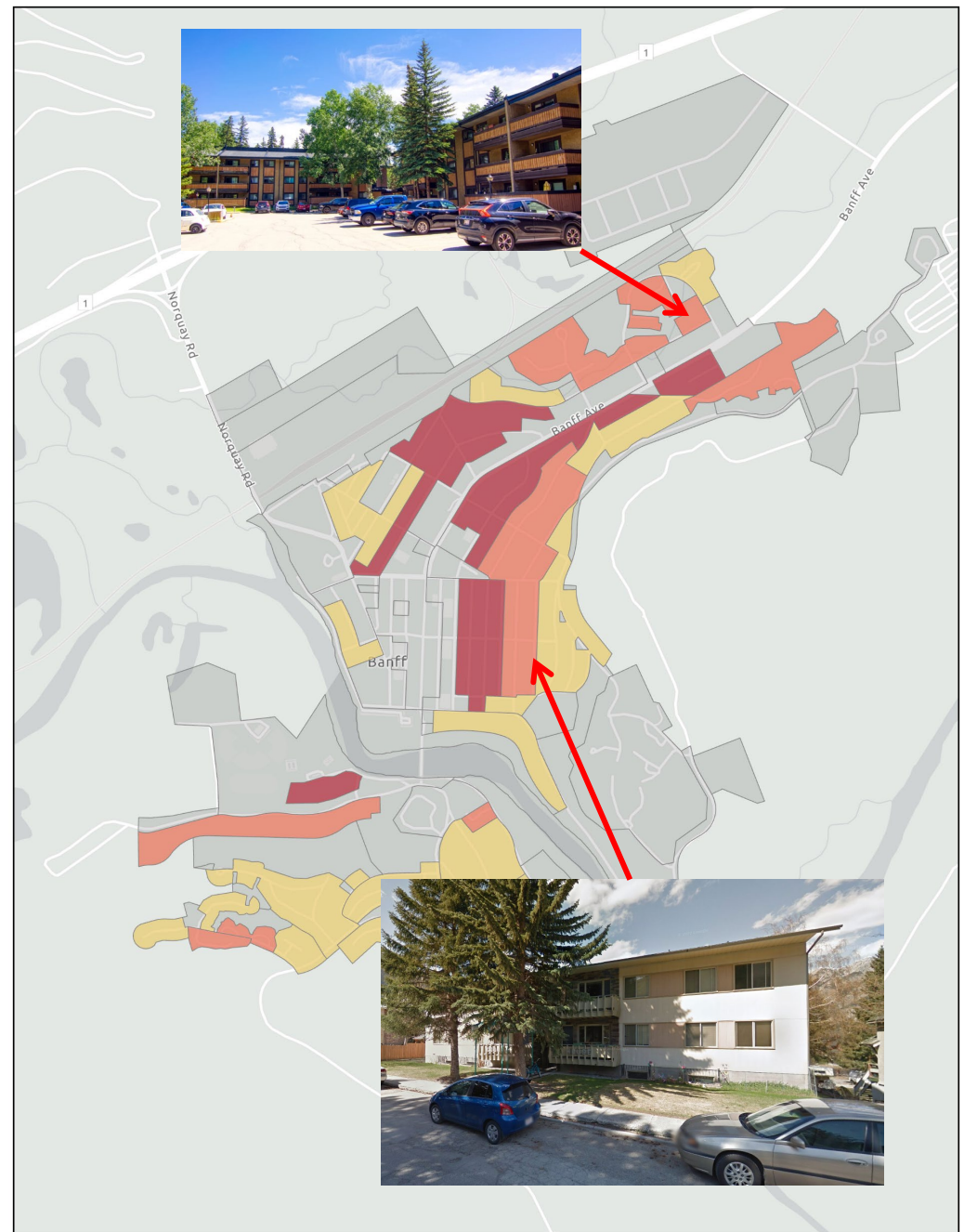
Land Use District Review Criteria

- Does the subject area have strong transportation connectivity for all modes that allows residents access to services, jobs, etc.;
- Is the subject area already similar in nature to another district which is already in a higher density grouping; and,



Land Use District Review Criteria

- Does the subject area have strong transportation connectivity for all modes that allows residents access to services, jobs, etc.;
- Is the subject area already similar in nature to another district which is already in a higher density grouping; and,
- Are there existing non-conforming buildings that could not be redeveloped.





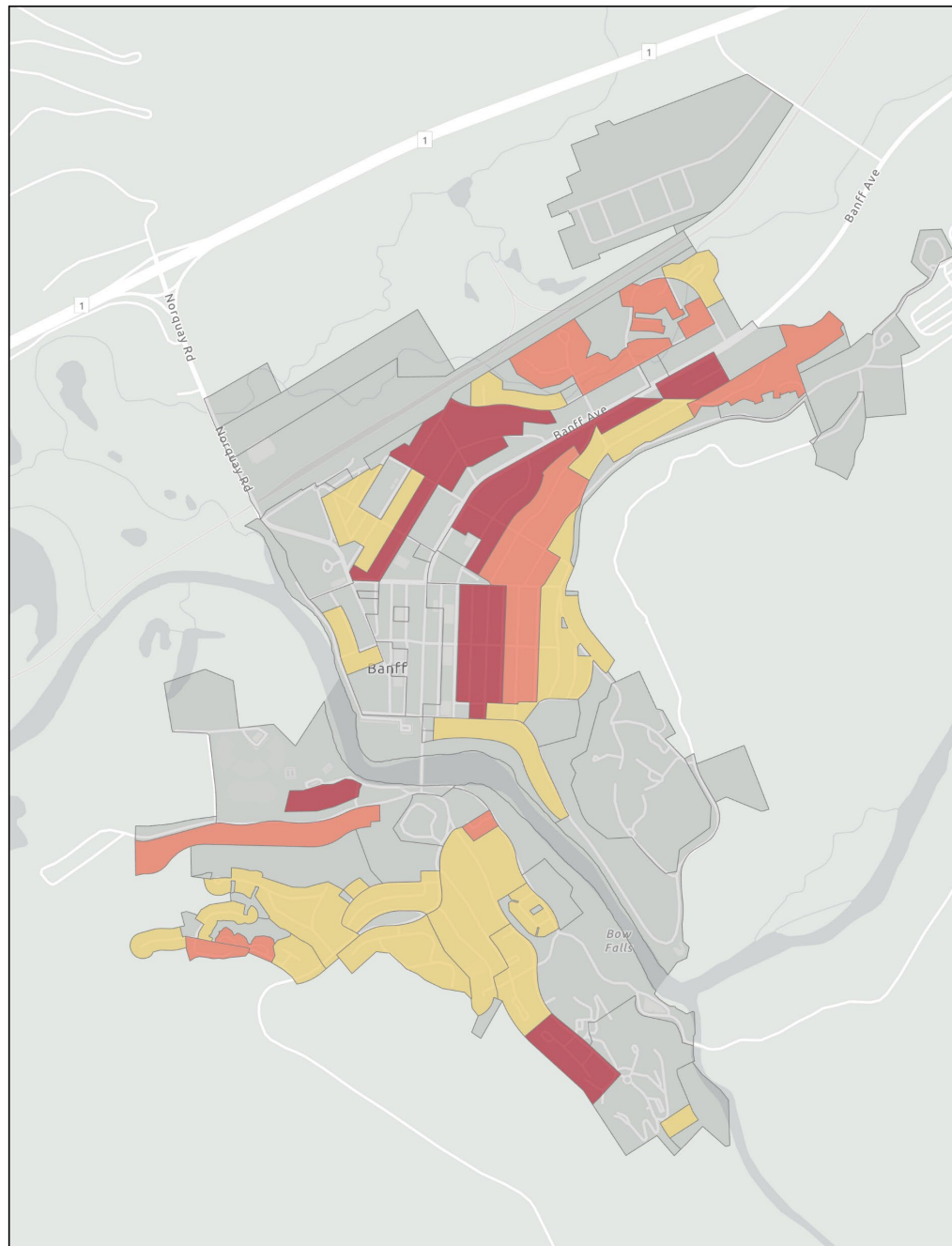
High Density



Medium Density



Low Density





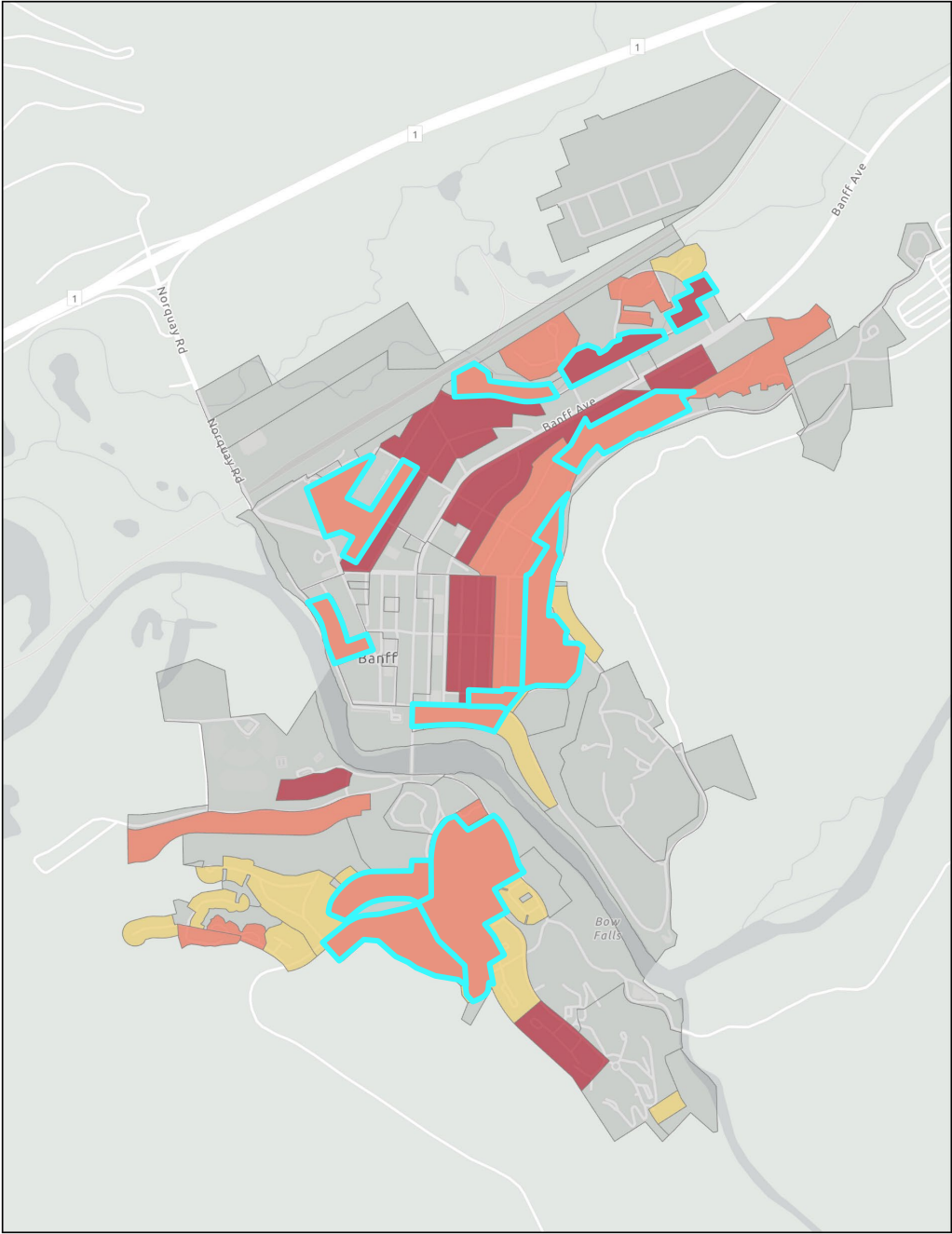
High Density



Medium Density



Low Density





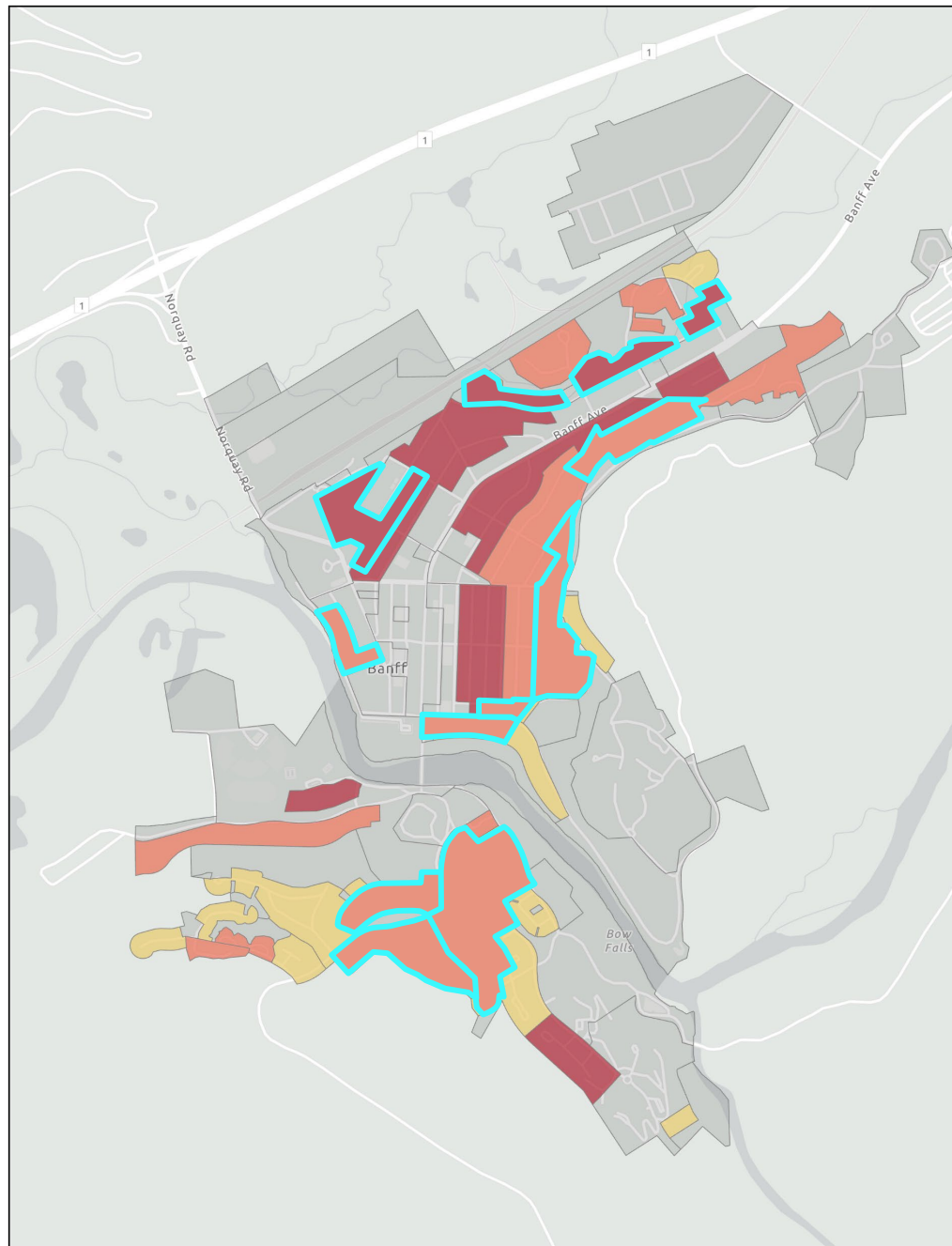
High Density



Medium Density



Low Density





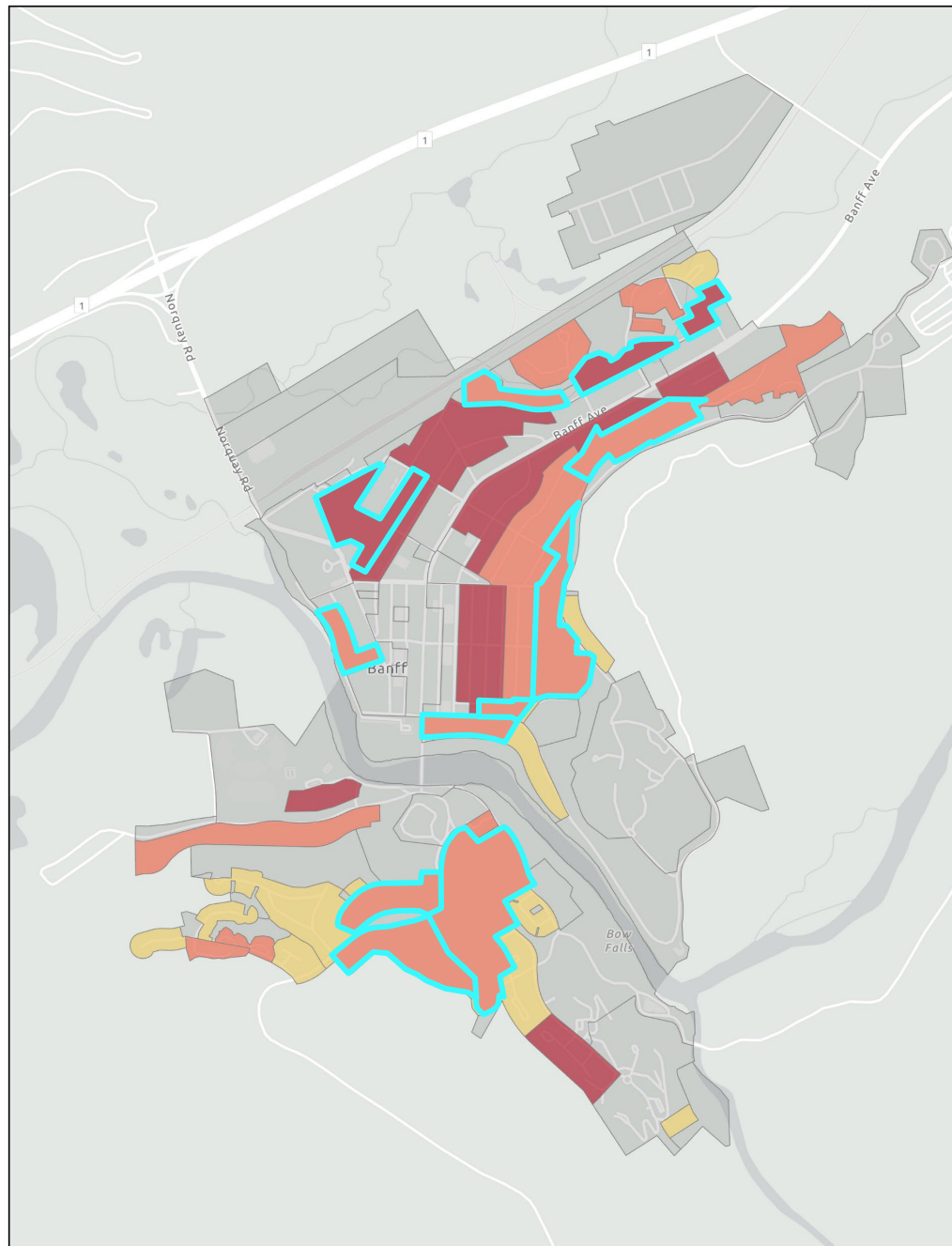
High Density



Medium Density



Low Density



3. Options for Amending the Boundaries of Existing Residential Land Use Districts

- i. Direct administration to draft amendments to the Land Use Districts boundaries and their associated regulations for the RCN: Cougar North, RMR: Marmot/Rundle, RRA: Rainbow Avenue, RRF: River Front, RSA: Spray Avenue, RSC: Squirrel/Cougar, RTM: Tunnel Mountain and RVV: Valley View districts as outlined in this section of the report;
- ii. Provide direction to administration on alternate density grouping and/or district boundaries for any Land Use District(s); or,
- iii. Make no changes to the existing Land Use District boundaries and use the density grouping outlined in section 1 of this report.

4. Rezone non-residential districts to residential districts

Town of Banff

3.94 km²

Residential Districts

1.36 km² – 35%



Parkland & Environmental Protection

1.04 km² – 26%

Parkland 18%



Environmental Protection 8%



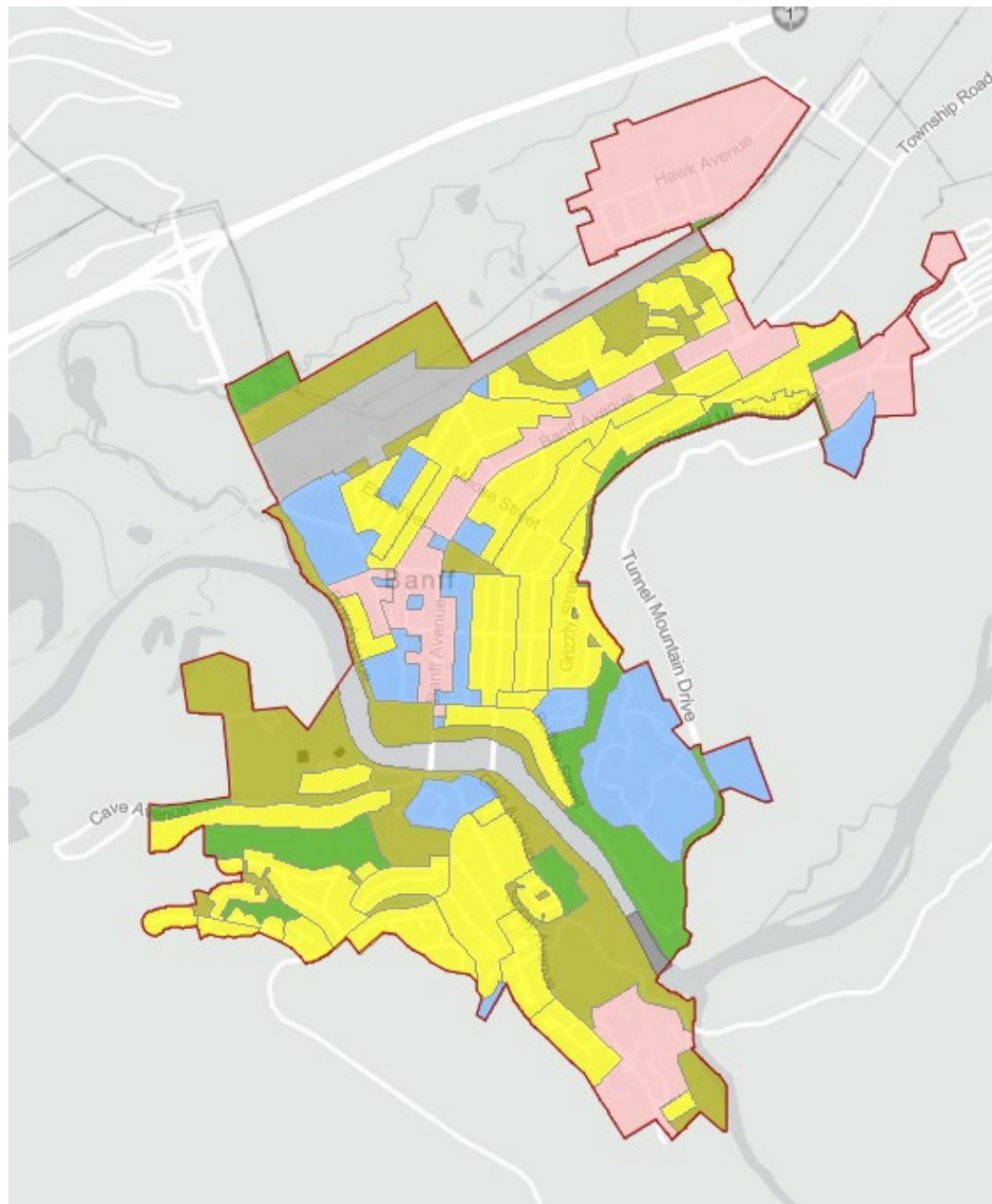
Commercial Districts

0.94 km² – 24%



Public Service & Banff Centre

0.48 km² – 12%



Potential Areas to Rezone Residential

Site 1 – Marmot Crescent Parkland

Site 2 – Hospital Lands/Parcel FE

Site 3 – Park Avenue

Site 4 – Porcupine/Marmot Crescent

Site 5 – 600 Block Remnant – Cougar St

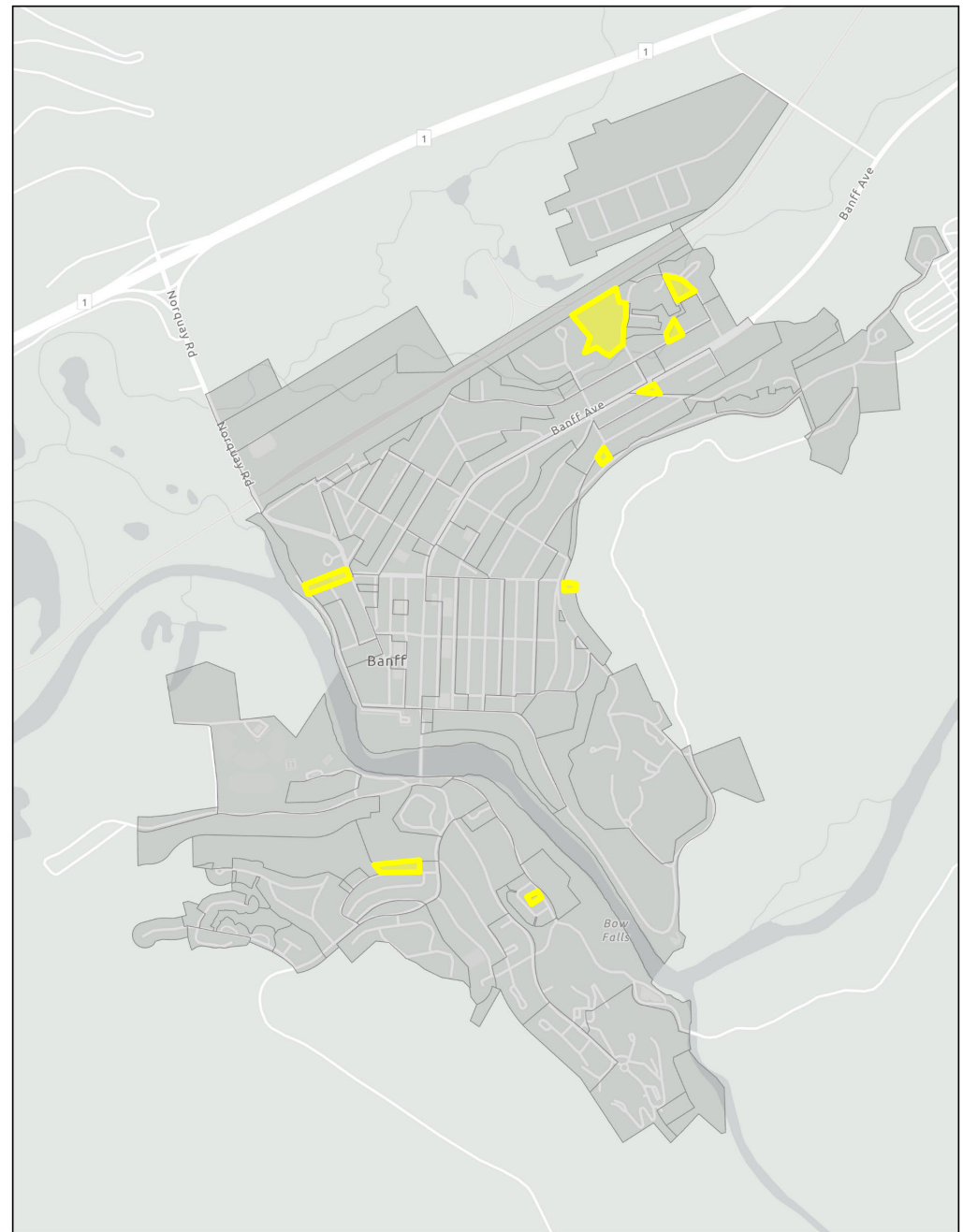
Site 6 – Deer Steet Bench

Site 7 – Banff Avenue & Antelope Lane

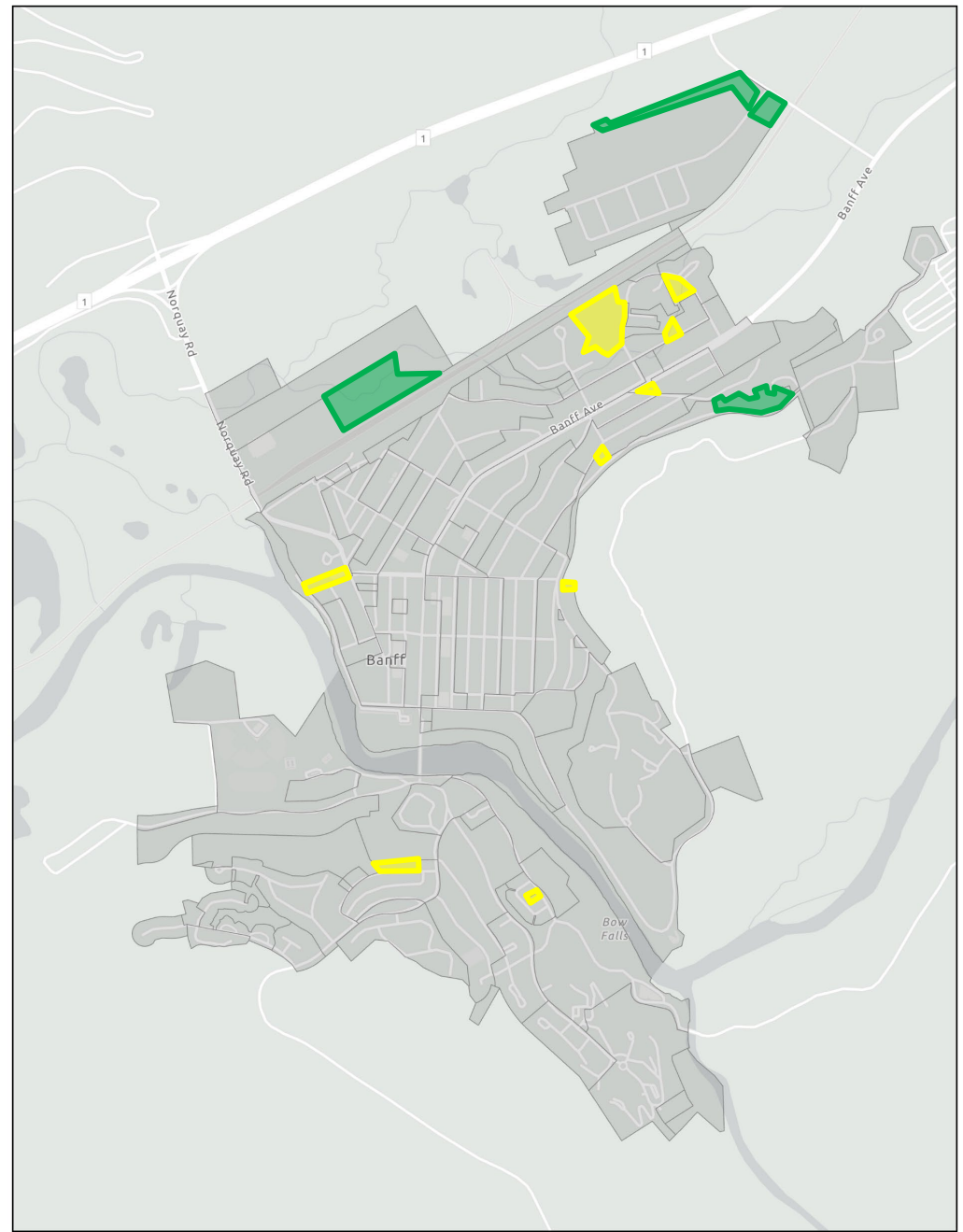
Site 8 – St. Julien Lot

Site 9 – Glen Crescent

Total: +/- 42,500 m² – 0.04 km² - 1.11%



The community reflects its national park setting and blends with the surrounding landscape by ensuring the net amount of land designated as Public Parkland (PP) and Environmental Protection (PE) does not decrease from that existing as of December 31, 2021, and by not allowing further commercial development in these areas.



4. Options to Rezone non-residential districts to residential districts

- i. Provide direction to administration on which non-residential districts should be considered for rezoning to residential districts and direct administration to return with a report outlining next steps; or,
- ii. Make no changes to non-residential zoned land at this time.

Response Options

1. Development Regulations

a. Simplify

Direct administration to draft Land Use Bylaw amendments that standardize and simplify development regulations to create high, medium and low density scenarios which includes:

- i. An amendment to the Land Use District map to include three residential zones; or,
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- ii. Provide direction to administration on alternate density grouping and/or district boundaries for any Land Use District(s); or,
- iii. Make no changes to the existing Land Use District boundaries and use the density grouping outlined in section 1 of this report.

4. Rezone non-residential districts to residential districts

- i. Provide direction to administration on which non-residential districts should be considered for rezoning to residential districts and direct administration to return with a report outlining which other land could be rezoned to comply with the Banff National Park Management Plan; or,
- ii. Make no changes to non-residential zoned land at this time.