

# Pigeon Mountain Motel Redevelopment

## Land Use Bylaw Amendment

### Supporting Report



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# 1. Introduction/Location

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Yamnuska Hospitality Inc. is proposing the redevelopment of a 0.603ha (1.5 acre) parcel of land located in the South West portion of the Hamlet of Dead Man's Flats within the Municipal District of Bighorn. The subject site is located on 2nd Avenue at Lot 4, Block 3, Plan 1612266. The site currently contains a Motel, a single-family dwelling and garage, and a large parking lot.

The proposed redevelopment will include three new mixed-use buildings fronting onto 2<sup>nd</sup> Avenue, consisting of ground floor commercial uses and upper floor residential units. The existing dwelling and garage will be removed; however, the existing motel will be incorporated as part of the redevelopment. The development concept is conceptual and will be refined during the Development Permit (DP) stage of the development process.

The property is currently underutilized and provides an excellent opportunity for infill development to create a vibrant, mixed-use commercial-residential development. As this type of mixed-use development has not yet been proposed within the MD, the creation of a commercial mixed-use district will create the framework necessary to transform the area into a pedestrian-oriented Mountain Hamlet in accordance with the vision set forth in the Dead Man's Flats Area Redevelopment Plan. The creation of a new district will assist the Hamlet in realizing its vision as a sustainable focal point of the community, incorporating an active and inviting streetscape to help to fully realize the ARP's goals and objectives.

**Figure 1: Location**



# 2. Existing Situation

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The subject parcel is currently zoned DMF-HWY (Dead Man's Flats Tourist and Highway Commercial District), which allows for a range of commercial uses aimed at the travelling public and local residents.

Surrounding properties include other DMF-HWY uses such as a gas stations, restaurants, visitor accommodation to the west and north, and R-M (Hamlet Medium Density Multi-Dwelling Unit Residential District) uses to the northeast. The adjacent parcel to the east is vacant and also zoned DMF-HWY. The subject parcel is bounded on the south by the Trans-Canada Highway.

### 3. Policy Framework

#### 3.1. Municipal Development Plan (Bylaw 05/12)

The MD of Bighorn Municipal Development Plan (Bylaw 05/12) sets a framework for the future land use, growth and development of the community. The MDP provides the overall policy direction for community land use and development decisions while considering various issues, challenges and pressure of the MD today and in the future, and balancing these with important values such as quality of life, economic opportunities, and the environment.

According to the MDP, the vision for the Municipal District of Bighorn is:

*To continue to enjoy a high quality of life within a rural municipality that celebrates its heritage and protects and enhances its beautiful natural environment, and that is supported by a diverse and sustainable economy.*

The MDP goals for development within Hamlets are:

- *To identify and respond to the differing needs and objectives of each community.*
- *To maintain orderly development consistent with the objectives of each community.*
- *To protect environmentally significant areas and wildlife habitat in future growth areas.*
- *To ensure the provision of adequate infrastructure and services.*
- *To provide opportunities for commercial development and employment opportunities, where appropriate, that enhance the live-work-play lifestyle in certain communities.*
- *To encourage inclusive housing opportunities in appropriate communities.*

The below MDP policies are of relevance to this application:

MDP Policy		Response
11.3.2	The conceptual future land use plan that guides long-term decision making in the Hamlet of Dead Man’s Flats shall be in accordance with Figure 4.	The subject site is identified as ‘Commercial’ on the Future Land Use Map (Figure 4). Adjacent uses to the east, west, and north are also identified as commercial. The proposed development is consistent with this commercial land use on the ground floor, with flexible accommodation units above to maintain the commercial atmosphere of the area.
11.3.3 Balanced Community	Dead Man’s Flats shall develop as a small but well-balanced community containing highway commercial, light industrial, residential and open space uses.	The land use concept for the subject site includes mixed commercial/residential land use with a focus on street-oriented design and pedestrian flow.

11.3.4 Residential Development	Future residential development will only be allowed in conjunction with a comprehensive development proposal including light industrial and open space components, the details of which shall be as established in an area redevelopment plan or concept plan.	The Dead Man's Flats ARP illustrates a conceptual land use scheme (Figure 5) which divides the Hamlet into commercial, residential, light industrial, and recreational land uses. The subject site is identified as commercial land use. The proposed concept is in line with this as ground floor commercial is proposed, however to provide a mix of land uses and to promote walkability.
11.3.6 Commercial Development	Commercial uses oriented towards serving the travelling public, including tourists and recreationalists, and residents are appropriate. Commercial uses primarily catering to the trucking industry is discouraged.	The proposed commercial uses will be geared towards tourists and local residents and not towards the trucking industry.

### 3.2. Dead Man's Flats Area Redevelopment Plan

The Dead Man's Flats Area Redevelopment Plan was adopted in September 2013. It provides a guide for the redevelopment of the hamlet to enhance the general living environment and create a complete community by providing opportunities for additional residential, commercial, light industrial, recreational, and tourism-based uses. The location of the subject parcel is considered at the 'centre of the hamlet' in terms of being the focal point for an integrated, pedestrian friendly community.

According to the ARP, the underlying framework which forms the basis for all principles and policies is sustainability, stating that:

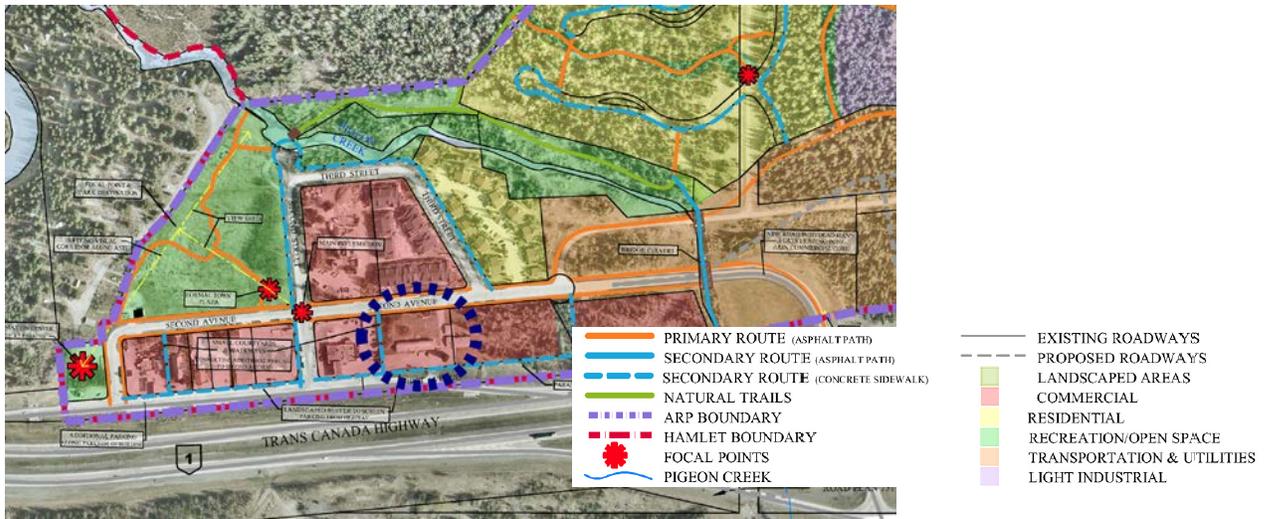
*In this context, sustainability refers to achieving a balance between environmental, economic and social values in all development activities.*

The ARP sets out the following Vision:

*To establish a well-connected, environmentally aware hamlet that is comprised of a commercial core, a business park, and attractive residential areas and open spaces, all of which are designed to be aesthetically reflective of the mountain landscape and all their elements.*

Figure 2 of the ARP identifies the subject site and surrounding lands as commercial as illustrated below.

Figure 2: Dead Man's Flats ARP – Figure 5: Conceptual Land Use Scheme



The following key planning and design principles identified in the ARP are relevant to this application:

ARP Principle		Response
2.1 Unify the Identity	<ul style="list-style-type: none"> <li>The unique character and heritage of the community is enhanced and protected through sensitive design and development in the Mountain Hamlet style.</li> <li>Focal points are created at the hamlet centre and in the residential area.</li> <li>Activities and land uses create a balanced live, work and play environment containing a variety of business types, mixed housing and recreation areas.</li> </ul>	<p>The proposed development concept and mixed-use district include commercial/residential land uses within a street-oriented, pedestrian focused environment, which will help to create the live/work/play setting as described in Principle 2.1.</p> <p>The proposed mixed-use district requires developments to adhere to a specific set of design standards that will ensure that developments have the appearance, scale and design detail that reflect the mountain hamlet feel of Dead Man's Flats.</p>
2.2 Connectivity	<ul style="list-style-type: none"> <li>A circulation system consisting of pathways, sidewalks, courtyards and plazas terminates at common nodes.</li> <li>Uses are integrated to encourage human interaction and movement.</li> <li>Pedestrian safety is enhanced by the clear delineation of walkways from roadways.</li> </ul>	<p>The proposed mixed-use district requires ground floor commercial uses with residential above or at the rear of the commercial uses to encourage an active pedestrian realm and maintain a commercial street presence at the ground level.</p> <p>The proposed district requires that pedestrian access be maintained throughout and adjacent to the site and requires that a pedestrian-oriented streetscape be established. It also requires that pedestrian routes be differentiated from other surfaces through different material types.</p>
2.3 Built Environment at Human Scale	<ul style="list-style-type: none"> <li>The hamlet offers services and amenities catering to residents, people who work in the community, outdoor enthusiasts, and the travelling public.</li> <li>Placement and massing of buildings are such that public</li> </ul>	<p>The district allows a maximum height of 3.5 stories or 12m to allow for ground floor commercial uses with residential units in the stories above. The design standards require that building massing reflects the character of a mountain hamlet and are</p>

	spaces and many lines of sight allow views of the surrounding mountains.	sensitive to the surroundings and adjacent residential uses.  The draft development concept proposes three separate buildings of varying heights which will break up the massing and allow sunlight and mountain views through.
2.4 Preservation of the Natural Environment	<ul style="list-style-type: none"> <li>The natural environment is protected, especially in terms of wildlife habitat and movement.</li> <li>Strategies are employed to limit conflicting human-wildlife interaction. (“Innovative development options which provide for higher densities that result in the protection of natural features such as waterways, native animal habitats, and mature stands of vegetation will be considered. Best management practices should also be in place with regards to subdivision design standards, the provision of utilities and site servicing, residential and commercial construction practices, energy conservation, landscaping and recycling programs.”)</li> </ul>	The proposed development concept utilizes an existing, underutilized site for redevelopment, which means that the development will not create any habitat loss or deforestation.

The aforementioned principles focused on the development of the ARP policies which guide all future development in the hamlet of Dead Man’s Flats. The following policies relate directly to this application:

ARP Policy		Response
<b>Mix of Uses</b>		
3.1.1	Commercial developments which service local residents, visitors and the travelling public, or provide recreational opportunities shall be encouraged. The fabric of the commercial core includes, but is not limited to, retail, services, civic, tourist accommodation and accessory residential uses.	The concept provides for a ground floor commercial uses with visitor accommodation/residential uses on upper floors. Commercial uses will appeal to visitors, local residents, and the travelling public.
3.1.2	Ground level development fronting onto Second Avenue shall be commercial, with the potential for office and studio spaces above and to the rear. Retail and restaurant uses are encouraged to contain courtyards and outdoor patios to enhance and improve the pedestrian environment.	The preliminary concept and the draft district require ground floor commercial uses fronting 2 <sup>nd</sup> Avenue. The district encourages offices to locate above the ground floor to maintain the pedestrian-oriented streetscape. In addition, the district requires that pedestrian access is maintained through well-lit pedestrian walkways, cross-walks, marked pedestrian routes, wide sidewalks, plantings, and street furniture.
3.1.3	Inclusion of an accessory residential component or staff housing is encouraged within new commercial development and as part of the redevelopment of existing commercial uses.	The preliminary concept and mixed-use district allows for residential uses above ground floor commercial uses to encourage the live/work/play atmosphere in the hamlet, particularly along 2 <sup>nd</sup> Avenue.
<b>Lot Orientation and Setbacks</b>		

3.1.5	Frontage on First Avenue will continue to enjoy prominent visibility from the Trans-Canada Highway. This frontage shall be carefully managed and used to landmark the hamlet for travelers.	The proposed district requires that buildings between 1st Avenue & 2nd Avenue be double-fronting in site layout and building design to maintain this visibility from the Trans-Canada Highway.  Additionally, signage along 2nd Avenue is required to be appropriately scaled for pedestrian and vehicle traffic while traffic along 1st Avenue is required to be scaled appropriately to the Trans-Canada Highway and to be of high quality.
3.1.6	Developments located between First and Second Avenue shall be situated on the lots so as to recognize the equal yet differing importance of each frontage.	See above comment.
3.1.7	Buildings shall be designed to enhance the pedestrian environment so as to acknowledge the long-term evolution of the hamlet.	While the buildings will front onto both 1st and 2nd Avenues, the 2nd Avenue frontage will have greater interaction with the streetscape, provide connectivity and permeability to the pedestrian realm, with landscaping and signage elements promoting a pedestrian scale/environment.
<b>Parking and Access</b>		
3.1.8	For commercial uses such as tourist accommodations which require a significant number of on-site parking stalls, underground parking is strongly encouraged. Entrances to parkades shall be integrated into the building design and landscaping plan.	The preliminary concept provides for covered ground level parking at the rear of the property as to not negatively affect the pedestrian-oriented streetscape along 2 <sup>nd</sup> Ave. Surface parking will also be utilized however the proposed district requires that clearly marked and well-lit pedestrian routes and landscaping be utilized to enhance the pedestrian flow.
3.1.9	Surface parking areas shall be located away from Second Avenue towards the side or interior of the site, and broken into smaller sections with well-landscaped perimeters.	This has been addressed in the preliminary site plan which breaks up the surface parking throughout the site. Limited parking is visible from 2 <sup>nd</sup> Avenue.
3.1.10	Driveways crossing public sidewalks shall be limited in number and as narrow as possible. Shared accesses are encouraged between adjacent commercial sites.	The draft concept concentrates access from 2nd and 1st Avenues to common parking lots between the buildings so that access is shared wherever possible. The driveways will be designed as narrow as possible to promote slow vehicular speeds on the site and pedestrian safety.
<b>Housing Types and Density</b>		
3.2.1	The development of residential dwellings shall create an attractive, orderly and efficient use of the hamlet's land resources. A variety of housing types shall be encouraged within the hamlet, including single detached dwellings and medium density, multi-unit residential developments.	The preliminary concept and mixed-use district provide for multi-unit flexible accommodation development which efficiently utilizes a redevelopment site by increasing the density and provides accommodation opportunities that will appeal to a range of income levels, ages, and lifestyles.
3.2.4	Site or area densities for multi-residential developments may be varied by the MD of Bighorn depending upon site specific criteria, special innovative housing design or layout, or the size and composition of a development.	The proposed district allows an FAR range of 1.25-2.0 to create higher density mixed land uses in the Hamlet's commercial core.
3.2.5	In order to maintain the natural scenic quality of the community, and the Bow Corridor in general, multi-unit residential buildings should not exceed a height of two	The proposed district and draft concept allows a maximum height of 12m or 3.5 storeys but will accommodate both ground floor commercial and residential units above. In alignment with the ARP, this

storeys at the eave line. Dormer elements in the roof design may be permitted.

compact, dense form of development concentrated along 2nd Avenue will help to create a pedestrian-friendly streetscape in the hamlet.

Design features such as horizontal and vertical building articulation, attractive building materials, roof pitch, and stepping back the building from the property line can help to eliminate concerns and create suitable massing that relates to public realm and the existing neighbourhood.

**Buffering**

3.2.6	Residential developments shall be adequately separated, buffered and screened from any adjacent tourist accommodations and commercial developments, recreational facilities or industrial areas.	The proposed mixed-use district provides regulations on screening and fencing land uses, including screening from adjacent residential uses so that any impacts to neighbouring landowners are minimized.
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**Streetscape**

3.2.9	All residential developments shall incorporate pedestrian walkways and linkages to the community pathway system, open space areas, or other public use areas or facilities.	The proposed district requires that developments within the district provide and maintain pedestrian access through sidewalks, pathways, and through parking areas. There is also a requirement that pedestrian routes be differentiated from other surfaces through materials or varied colours. Overall, the district requires that a pedestrian-oriented streetscape be established for all developments.
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### 3.3. Land Use Bylaw No. 04/10

The MD of Bighorn Land Use Bylaw was enacted in 2010, and divides the Municipality into traditional Residential, Commercial, Recreation & Industrial districts. The subject property is currently designated as Dead Man’s Flats Tourist and Highway Commercial District (DMF-HWY).

There is presently no land use in the MD of Bighorn Land Use Bylaw that would permit a mixed-use proposal offering residential, commercial and economically balanced development in the Hamlet of Dead Man’s Flats.

Therefore, the creation of a new Land Use District is required to meet development objectives for the Dead Man’s Flats commercial core area and align with the goals and policies of both the MDP and ARP. This new district will incorporate a mix of uses including retail, flexible accommodation, restaurants, and offices, which will capture the vision of the Area Redevelopment Plan to shape Dead Man’s Flats as a ‘sustainable and livable Mountain Hamlet’. In addition, a new use of ‘Flexible Accommodation’ is proposed to better accommodate residential units that can accommodate either permanent or transient (tourist home) occupancy with no limitations on length of stay per year. This is further outlined below.

## 4. Overview of Conceptual Site Design & Land Use District

The proposed development concept is illustrated below. The draft development concept proposes three separate buildings in addition to the existing Pigeon Mountain Motel (which is also planned for improvements). Ground

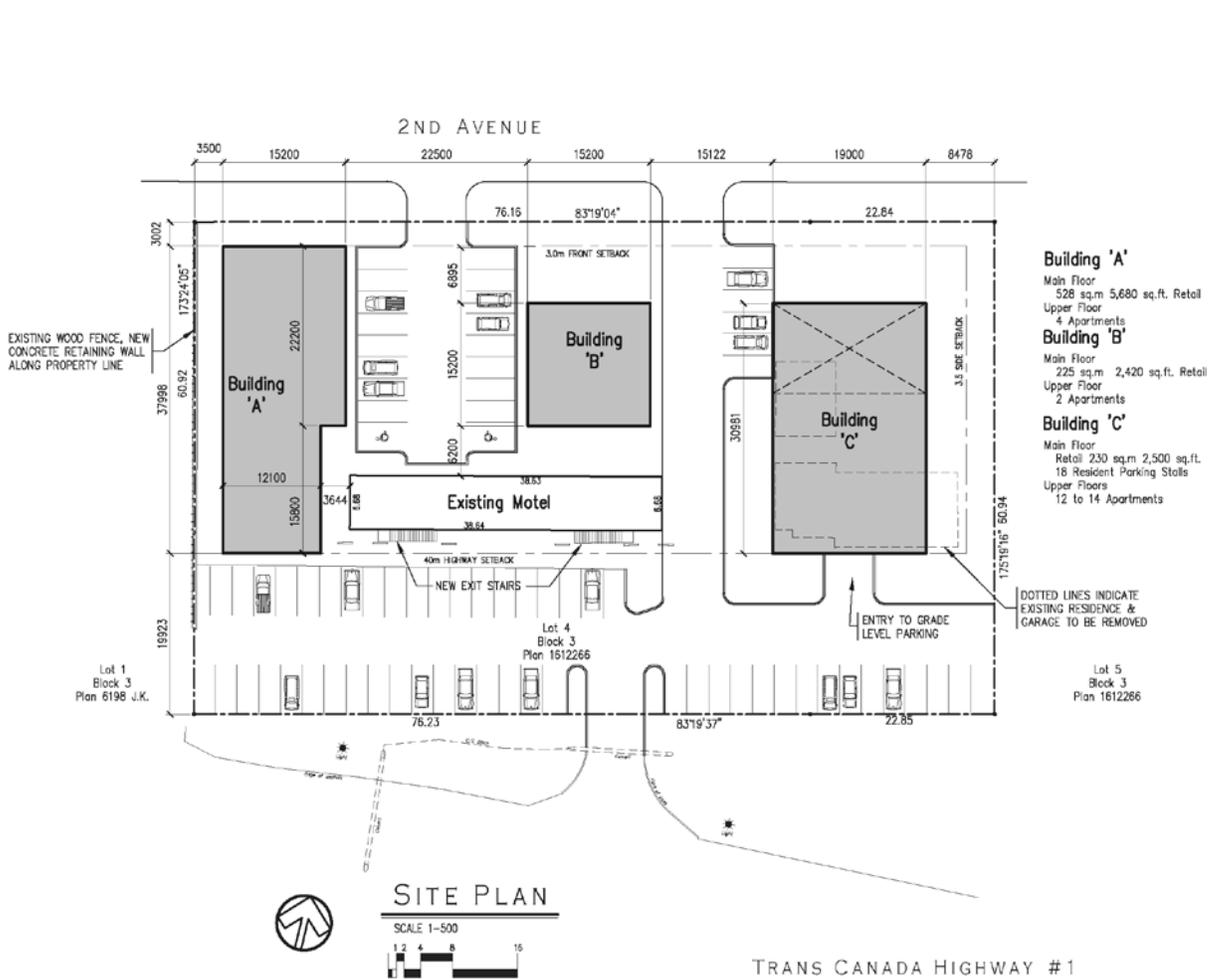
floor commercial is proposed within all buildings with residential units proposed on the stories above. The proposed Dead Man's Flats Commercial Mixed-Use District is intended to provide for commercial and residential development in the Hamlet commercial core along 1<sup>st</sup> and 2<sup>nd</sup> Avenues. Details of the district regulations are provided below. The proposed Dead Man's Flats Commercial Mixed-Use District is located in **Appendix A**.

Please note that the development concepts are preliminary in nature and may change as further details of the project emerge and as the project moves towards development permit stage. NTD – True. Concepts do change depending on market trends, demand and financials. It may be better to require a Concept Scheme in the proposed land use district to ensure the most current plan is being approved for development by the Approving Authority.

The preliminary development concept proposes three buildings of varying heights and sizes. All buildings propose ground floor commercial along 2<sup>nd</sup> Avenue to maintain the active streetscape, create a pedestrian-oriented atmosphere, and provide commercial services to both residents and the travelling public. The largest building, Building C, includes ground floor commercial along 2<sup>nd</sup> Avenue and ground floor covered parking at the rear of the building so that the public realm along 2<sup>nd</sup> Avenue is not negatively affected. The Pigeon Mountain Motel will remain onsite and is planned for renovations/improvements to match the look and feel of the future development onsite. Most of the onsite parking is concentrated away from 2<sup>nd</sup> Avenue, with much of the parking along 1<sup>st</sup> Avenue, to maintain the retail/pedestrian streetscape. The draft development concept is outlined in **Figure 3** below. A conceptual streetscape concept is illustrated in **Figure 4** below.

**Figure 3: Preliminary Site Concept**

*Note: scaled for tabloid paper*



- Building 'A'**  
Main Floor 528 sq.m 5,680 sq.ft. Retail  
Upper Floor 4 Apartments
- Building 'B'**  
Main Floor 225 sq.m 2,420 sq.ft. Retail  
Upper Floor 2 Apartments
- Building 'C'**  
Main Floor Retail 230 sq.m 2,500 sq.ft.  
18 Resident Parking Stalls  
Upper Floors 12 to 14 Apartments

  
**Elbird Design Group**  
 ARCHITECTURE + INTERIORS  
 CANMORE AB

**Pigeon Mountain  
 Mixed Use  
 Development**

**SITE PLAN**

DATE	Mar 23/18
SCALE	1:500
JOB #	<b>A.1</b>

## Setbacks & Building Height

Setbacks proposed within the mixed-use district are outlined below. In keeping with the street-oriented design and commercial nature of the ground floor, there is no minimum front yard setback proposed.

Front Yard	No minimum
Rear Yard	2m minimum
Side Yard	2.5m minimum, except one side adjacent to a commercial lot may be reduced to zero
Principle Building to a primary highway	40m

To promote a pedestrian-oriented, commercial core streetscape, building height has been proposed at a maximum of 3.5 storeys or 12m. At the discretion of the approving authority, variances to this building height may be permitted to allow for roof articulation and architectural design details on a limited portion of the roof. The proposed FAR within the district is 1.25-2.0 which is consistent with the commercial core/Mountain Hamlet vision that the ARP is attempting to achieve for the area and promotes intensifying a redevelopment site. To maintain a human-scaled street atmosphere, articulation along building facades, varied architectural detailing, and stepping of upper stories may be utilized to reduce vertical mass.

## Residential Development

The proposed district allows multi-unit residential development above the principle commercial use. Residential units must have an access at grade which is separate from the principal commercial use. There is no maximum stay proposed for residential units but rather, residential units may be used as a primary dwelling or rented as flexible accommodation units with no time limits on visitor stays. The district proposes a new definition of Flexible Accommodation which *means a building or group of buildings containing units that can accommodate permanent residential, part-time residential, or visitor accommodation with no limitations on length of stay per annum*. This provides owners with the flexibility of living in the unit or renting it out and also contributes to the live/work/play atmosphere that the ARP is trying to achieve.

## Streetscape/Pedestrian Realm

One of the main goals of the Dead Man's Flats ARP is to create an attractive Mountain Hamlet and functional commercial core, while ensuring that traffic flows and parking are successfully integrated with the active streetscape. Pedestrian sidewalks and crossings, soft and hard landscaping elements, street furniture, landmarks, mixed land uses, and appropriately scaled, attractive buildings help to create this active pedestrian streetscape and a sense of place within the Hamlet.

To ensure that pedestrian mobility remains a key component of the area, the district requires that developments provide and maintain pedestrian access through the use of well-lit sidewalks and walkway connections throughout the site, between buildings, throughout parking and amenity areas, and cross-walks at the perimeter of the site. In addition, pedestrian routes are required to be differentiated from other surfaces through the use of suitable materials such as unit pavers, flagstone, gray shale, stamped concrete, aggregate timber or planking?

The district also requires that a pedestrian oriented streetscape be established incorporating design elements such as: arcades, wide sidewalks, pedestrian scaled buildings, canopies, awnings, outdoor patios, trees/plantings, benches, bicycle parking, and pedestrian scaled signage and lighting. Well-designed paving, street furniture (such as seating areas, planters, etc.) and lighting make the public sidewalk a place where people want to be and will attract visitors and residents to the area.

### **Landscaping, Screening & Fencing**

Landscaping, screening and fencing will assist in creating an attractive, functional commercial core within the Hamlet and screen nearby uses from any potential negative impacts of intensified development in the area. The proposed district sets out landscaping and screening requirements aimed at enhancing the pedestrian realm and active streetscape but also creating traffic separation for safety purposes. The goal is to create a safe, comfortable environment for pedestrians in the area.

Screening of commercial uses from adjacent residential uses is also recognized in the district. Fencing, berms, and/or landscaping is required for commercial uses to screen these from adjacent residencies to the satisfaction of the development authority to ensure compatibility with adjacent land uses. NTD – still not sure who the development is being screened from.

### **Parking**

The district requires that parking and loading be in accordance with standards outlined in Section 3.12 of the MD of Bighorn Land Use Bylaw. Additionally, parking and visitor parking standards for the Flexible Accommodation use have been included as part of the Dead Man's Flats Commercial Mixed Use District. The draft development concept envisions a combination of surface parking and covered ground floor parking (at rear). Surface parking is broken up into multiple areas and set away from 2<sup>nd</sup> Avenue in order to maintain an active streetscape, encourage pedestrian flow, and to avoid large dead spaces in the commercial core. The district requires that parking areas be landscaped and that well-marked pedestrian routes be provided to encourage attractive, functional, pedestrian-friendly developments.

### **Design Standards**

The design of the development will follow the ARP's vision of a sustainable and liveable mountain hamlet are fully realized within the area. Through controls on building massing, roof styles, materials, building detailing, exterior lighting, articulation, and signage, the developer can ensure that the building design adheres to the ARP principles, and the MD is able to control developments in this area to ensure that they adhere to the authentic mountain architectural style and create a cohesive and attractive hamlet core.

## **5. Servicing**

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The proposed buildings will be serviced by the existing municipal water and sewer services connections. As detailed design of the development progresses, further information on servicing capacity and availability will be investigated by the project engineers.

## **6. Closing**

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The Pigeon Motel redevelopment site presents an exciting opportunity to be one of the first developments to realize the vision of the Dead Man's Flat's Area Redevelopment Plan. The ARP envisions this commercial core area as a pedestrian-oriented, live/work/play space appealing to residents, visitors, and the travelling public. Through the creation of a new mixed-use district using the principles and policies contained within the ARP, the area will be developed to create an active and inviting streetscape and a focal point of the hamlet. The purpose of the new land use district is to establish the building design and streetscape for the property that can be successfully emulated by other landowners on 2nd Ave. to create a walkable and interesting shopping/accommodation experience for locals and travelling public.

## **Appendix A – Proposed Commercial Mixed-use District**

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