

Planning & Development Report to
Calgary Planning Commission
2020 November 19

ISC: UNRESTRICTED
CPC2020-1234

Development Permit in Beltline (Ward 11) multiple addresses at 20 Roundup Way SE, DP2020-3534

EXECUTIVE SUMMARY

This development permit application proposes a major expansion of the existing BMO Centre in the heart of the Calgary Stampede. The application was submitted on 2020 June 08 by Stantec on behalf of the Calgary Municipal Land Corporation (CMLC) who is acting as Project Manager for Calgary Stampede, the landowner.

- The addition to the existing building will provide approximately 55,700 square metres (600,000 square feet) of conference space over three floors (doubling the size of the existing BMO conference centre), enabling Calgary to compete with other major conference venues in Canada to attract international conventions to the city.
- The striking design of this building and the adjacent public realm will result in a positive contribution to the Calgary Stampede, the local Beltline community and the adjacent communities of Ramsay and Downtown.
- This building, along with others in the Stampede Grounds, will serve as a catalyst for future development in the Culture and Entertainment District of the *Beltline Area Redevelopment Plan (ARP), Part 2* and in Calgary's Centre City.

This development permit application is in alignment with the applicable policies of the *Municipal Development Plan*, the *Centre City Plan* and the *Beltline Area Redevelopment Plan, Part 2* and is recommended for approval.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission approve the proposed development permit for an Addition: Trade and exhibition facility at multiple addresses (Attachment 7) with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

At the 2019 March 18 Meeting of Council, City Council made a motion relevant to this application. Administration summarises this motion as follows:

The City fund one-third of the Project's capital costs:

- a. Through an internal loan of up to \$333.3 million to CMLC representing The City and Government of Alberta's contributions towards the Project. The loan will be sourced from a Council directed Reserve.
- b. Execute a Contribution Agreement from The City in favor of the CMLC, as project manager for the Project, summarizing the funding agreement requirements for The City's and Province of Alberta's two-thirds share of the Project capital costs.

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- c. Execute a Loan Agreement from CMLC and an appropriate security for repayment of the indebtedness from the Calgary Stampede.

BACKGROUND

This application was submitted on 2020 June 08 by Stantec on behalf of CMLC as Project Manager for Calgary Stampede, the landowner.

The application was refined by the applicant based on initial feedback with Administration in late 2019 and further refined based on Administration's comments provided during the pre-application review and presentation to the Urban Design Review Panel.

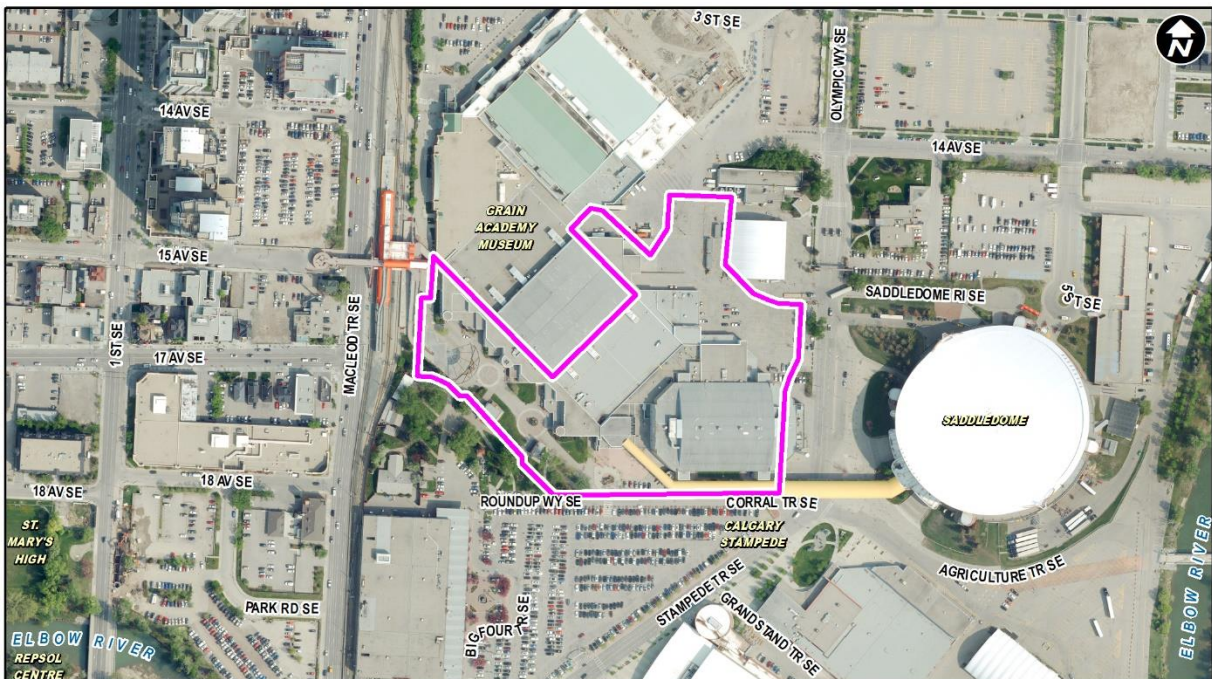
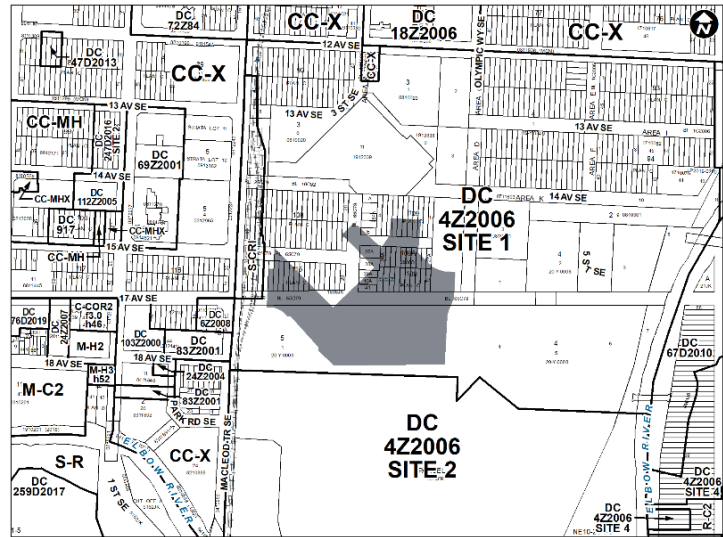
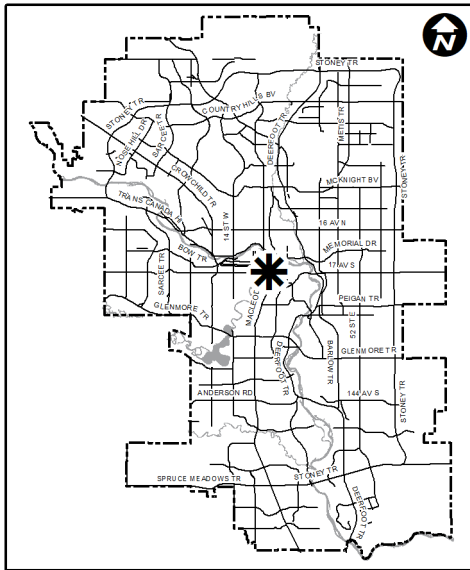
Amendments included revisions to the southwest elevation to increase visual transparency, revisions to the landscaping and public realm, provision of additional bike parking stalls and end of trip facilities (which include showers and lockers).

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Location Maps



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Site Context

The site of the BMO expansion is in the heart of the Calgary Stampede at the junction of 17 Avenue SE (Corral Trail SE) and Macleod Trail SE.

North of the site is the loading area for the existing BMO Centre with Cowboys Casino fronting 12 Avenue SE to the north. East of the site is the Scotiabank Saddledome, with a large at-grade parking lot to the south. An area of open space lies to the southwest of the site, with the Victoria Park/Stampede LRT Station immediately west. Further west, on the opposite side of Macleod Trail is a mix of parking lots and high-density residential development (including Sasso and Alura condominium developments).

Land Use

The subject parcels are designated as a DC Direct Control District (Bylaw [4Z2006](#)). This DC is based on Land Use Bylaw [2P80](#). In this DC, the parcels are in Site 1. The use of the building is Trade and Exhibition Facility which is a discretionary use in the DC. The development rules defer to the C-2 General Commercial District in Section 37 of Land Use Bylaw 2P80.

Administration highlights the following relaxations to the Land Use Bylaw. Administration has reviewed each relaxation individually and considers each relaxation to be acceptable for the reasons outlined below.

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Bylaw Relaxations		
Regulation	Standard	Provided
33(9) Landscaping	(iv) Except for City boulevards, trees shall be planted in the overall minimum ratio of one tree per 35.0 m ² of landscaped area provided	Plans indicate 134 (-265) trees. The focus of the file is the provision of an addition to the BMO, additional planting would not have been possible given the size of the site and the site constraints (including a loading bay to the north and an LRT station to the west). Administration is supportive of this relaxation based on the intent of the file, the site constraints and considers the public realm provided to be of high quality.
	(v) Coniferous trees shall comprise a minimum proportion of 1/3 of all trees planted.	Plans indicate 42 (-3) coniferous trees. A prior to release condition is drafted to address this discrepancy.

The *Calgary Stampede Park Concept Plan* is a non-statutory plan, which supplements the DC District and sets out a vision for the development of the Stampede Grounds. It was taken to Council with Bylaw 4Z2006 and has been amended over time as development permits have come forward in the Stampede Grounds. The use proposed aligns with the *Calgary Stampede Park Concept Plan*, however, Administration requested several map amendments to include the footprint of this new building in the *Calgary Stampede Park Concept Plan*.

Site, Building and Landscaping Design

The building design was inspired by the movement and energy of the Calgary Stampede, seen in the sculptural design of the roof taking inspiration from the curve of a lasso at the rodeo and the movement of the Midway.

The new building will be constructed over three storeys. The exhibit hall level, located at grade, is accessed via the main pedestrian entrance on the southern building façade leading to a ballroom. Additional points of access include secondary entrances on the western façade and two retail units on the southeastern corner and eastern facade. The first floor provides meeting rooms where conference attendees can enjoy western views onto 17 Avenue SE and eastern views into the Calgary Stampede Grounds from the balcony space. The second floor provides further ballroom space.

The existing loading bays and waste and recycling areas of the existing BMO Centre will be expanded by this proposal, with additional loading bays and waste and recycling provided on the northern façade of the new building. These functions will be set well back from the street and screened from view.

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Building materials

The grey masonry building base from grade to the top of the first floor seeks to tie the materials of the new building with the existing BMO Centre. On the second level, glazing is the predominant material palette which provides conference attendees opportunity to experience views of the Stampede Grounds, the local Beltline community as well as district views into surrounding communities of Downtown and Ramsay. The top floor is constructed from a copper coloured metal panel system which will create a striking impression within the Stampede Grounds and the wider Calgary skyline.

Landscaping

The BMO Centre expansion will enhance the public realm surrounding the site. A series of unique plazas will be created adjacent to the building. A central plaza and lawn area will be located to the front of the building, with a hard surface market plaza adjacent to the Commercial Retail Unit. To the southwest, a linear pathway enhanced with paving and trees will provide a pedestrian connection between this new building and the LRT station.

Pine, aspen, poplar and elm trees and numerous shrubs will be planted adjacent to the new building. The landscaping will incorporate indigenous plants (including Saskatoon berries, bear berries and sage) significant to local First Nations peoples.

Environmental

No environmental concerns were identified during the application review.

Utilities and Servicing

Water, sanitary and storm mains are available to service the development site. A sanitary servicing study and fire flow letter have been requested to determine if any upgrades are required. Servicing details will be determined at the Development Site Servicing Plan review stage.

Climate Resilience

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. The applicant's Climate Resilience Inventory submission notes the new building will have high efficiency envelope systems (including R36 concrete panels and R48 roof), high efficiency lighting, high efficiency HVAC systems. Preliminary energy modelling indicates the combination of these measures will deliver energy savings of 13.5% over the minimum performance requirements of the National Energy Code (NECB 2017). These energy savings are anticipated to deliver GHG reductions and will contribute to meeting the objectives of the Climate Mitigation Program 1: Energy Performance Standards. The building will also have a solar ready structural design that enables installation of photovoltaic panels should this be desired by the Calgary Stampede in the future. This measure

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contributes to the objectives of Climate Mitigation Program 3: Renewable and Low Carbon Energy Systems.

Transportation

Site access and traffic

Vehicular access to the site is currently provided by 4 Street SE (Olympic Way SE). In the future, the intent is to open access from 17 Avenue SE to connect with Corral Trail SE (this is subject of a separate development permit, DP2020-3942, which is currently under review). The site adjacent to the LRT to the west.

Vehicle and bicycle parking

The Stampede Grounds have an abundance of surface parking to cater for conferences and trade shows in the current and future expanded BMO Centre. The Calgary Stampede take a campus approach to parking provision on the entire Stampede Grounds, rather than providing parking for each building and use.

As part of this application, the applicant team provided a Master Plan Parking Study which revealed that, even when new development in the Stampede Grounds is taken into consideration, 3,715 parking stalls can be provided in the Grounds and a further 1,400 stalls can be provided outside the Grounds in short walking distance.

Given the availability of parking adjacent to and near the site, and as this new building will be well served by LRT and bus routes, there are no transportation concerns relating to supply of parking for this development permit.

Fifty Class 2 bike parking stalls have been provided surrounding the application site providing a total of 100 bike parking stalls.

Application Review

City Wide Urban Design

City Wide Urban Design was actively involved in reviewing and providing comments throughout the application review process beginning at the Pre-application stage. As well, the project was reviewed by the Urban Design Review Panel. The applicant has responded to recommendations for improvements to the design clarity of the public realm and, in particular, the scale and detail of the building interface to ensure that the project delivers on high quality design outcome expectations. City Wide Urban Design team fully supports this application and has determined that it will contribute significantly to the area and to the city as a whole, and the team will continue to work with the applicant on minor Prior to Release requirements.

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Urban Design Review Panel (UDRP)

Administration brought the CPAG Pre-application plans to UDRP who provided comments in support of the file and requested refinements to the south western building interface.

The comments of UDRP are noted in Attachment 4. Administration worked with the applicant to refine the application in response to UDRP comments.

No further review by UDRP was required.

Heritage Planning

The Stampede Corral and Hall A in the existing BMO convention hall will be demolished to allow for the BMO expansion.

As the Stampede Corral is a City-Wide Historic Resource, although the building is not legally protected (at the Federal, Provincial or Municipal level), the Calgary Stampede recorded the exterior and interior of the building and will salvage the Stampede Corral sign prior to demolition.

Administration has reviewed this file and are satisfied the archival recording of this City-Wide Historic Resource is appropriate.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notices posted on site and advertised online.

The final decision of Calgary Planning Commission will be advertised in accordance with the *Municipal Government Act*. As this development permit is for a discretionary use, an appeal may be filed based on the decision on the entire permit, the decision to grant a relaxation of a land use bylaw rule, or any of the conditions of approval.

No public engagement was carried out by the applicant on this file.

The Ward 7 office requested a circulation of this development permit. The Ward 7 office provided comments relative to:

- The high-quality architecture of the building;
- The materials of the building, in particular those at the base of the building;
- The public realm which was noted as being appropriate; and
- Ensuring the building and the public realm is accessible to all, provides bicycle parking, and the building incorporates sustainability initiatives.

Administration considered the comments of the Ward 7 office as part of the application review and worked with the applicant to address the comments provided.

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The Beltline Neighbourhood Association provided comments in support of this file which are summarised as follows:

- Programming of landscaped areas should be considered;
- The building is not successful at grade, further articulation should be provided;
- More active edges should be provided;
- The building is inward facing in the relationship to the Beltline, more retail should be provided along the building edges;
- Loading areas should be enclosed and concealed, preferably with retail units; and
- Additional bike parking should be provided.

Beltline Neighbourhood Association comments are contained in full in Attachment 5.

With respect to the comments provided by the Beltline Neighbourhood Association, Administration worked with the applicant to address the comments through plan amendments and clarification, as follows:

- The size of the landscaped area at the front of the conference centre was increased to allow for programmed events including small concerts and festivals. Further, the lawn area is graded to allow for a future skating rink in the winter;
- Additional openings and landscaping were added at the interface of the project with 17 Avenue;
- The public realm / landscaped area surrounding the building can be activated with programmed events, access into the conference centre is provided with multiple entrances and a retail unit has been provided to further activate the space;
- The loading area is positioned to the rear of this site and the height of the new building will hide most of the back of house functions, even when viewed from adjacent lands (e.g. in Ramsay); and
- The amended plans provided additional bike parking throughout the site.

Strategic Alignment

Administration assessed the proposal relative to the planning policies listed below and found the proposal to be acceptable.

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the [South Saskatchewan Regional Plan](#), which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

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Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the [Interim Growth Plan](#). This land use amendment builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land and establishing strong, sustainable communities.

Municipal Development Plan (Statutory – 2009)

The subject site is situated in the Centre City area as shown on [Map 1: Urban Structure](#) of the [Municipal Development Plan](#). This land use amendment is in alignment with applicable *Municipal Development Plan* policies.

Centre City Plan (Non-Statutory – 2007)

While the [Centre City Plan](#) does not provide specific planning policy direction to the expansion of the BMO Centre, the plan encourages high quality public space, which is accessible to all in the Centre City and seeks high quality architecture for major projects, in particular those which impact on the Calgary skyline.

Administration considers the architectural design of the proposed BMO expansion and the associated public realm adjacent to this building to be a positive contribution to the local urban context of the Stampede Grounds and the Beltline as well as when considered in the context of the Calgary skyline - in alignment with relevant planning policies in the *Centre City Plan*.

Beltline Area Redevelopment Plan, Part 2 (Statutory – 2019)

This development permit will serve as a catalyst for future development in the culture and entertainment district. The use proposed was envisaged as part of the [Beltline ARP, Part 2](#). The location of this building, its design and form and the complementary public realm are in alignment with planning policies in the *Beltline ARP Part 2*.

Climate Resilience Strategy (2018)

Please see the Climate Resilience section on page 6 of this report.

Social, Environmental, Economic (External)

The proposed BMO expansion will contribute to placemaking in the Calgary Stampede Grounds, will incorporate sustainability measures related to building construction and futureproofing (as noted above) and will be of economic benefit to the Calgary Stampede, the Beltline and the Centre City.

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Financial Capacity

Current and Future Operating Budget

Future operations, including maintenance and rehabilitation costs associated with this building are the responsibility of Calgary Stampede.

Current and Future Capital Budget

While the BMO expansion will not have an impact on the City's capital budget, as noted above the City provided a loan to CMLC for the Municipal and Provincial portions of the project capital cost of this project. This loan will be repaid through the Community Revitalization Levy for the Rivers District.

Risk Assessment

There are no known risks to the City of Calgary with the approval of this development permit.

Council has approved City financing for this project, as noted above, and previously considered the risks associated with City funding for this project (for further detail see Administration report in Attachment 6).

REASONS FOR RECOMMENDATIONS:

The expansion of the BMO conference centre in the Calgary Stampede has a striking design, which complements the Calgary Stampede and represents a welcome new addition to the Calgary skyline. This addition to the BMO Centre will enable Calgary to compete and qualify with other major urban centres for conferences and will act as an important catalyst for future development in the local area.

This development permit aligns with statutory planning policy (in the *Municipal Development Plan* and *Beltline Area Redevelopment Plan, Part 2*) and non-statutory planning policy (in the *Centre City Plan*) and is recommended for approval.

ATTACHMENT(S)

1. Conditions of Approval
2. Applicant's Submission
3. Development Permit Plans
4. Urban Design Review Panel Comments
5. Beltline Neighbourhood Association Comments
6. BMO Centre Expansion Funding Administration Report to Council
7. Address List