

Planning & Development Report to  
Calgary Planning Commission  
2020 July 16

ISC: UNRESTRICTED  
CPC2020-0448

**Land Use Amendment in Beltline (Ward 11) at multiple addresses, LOC2020-0030**

**EXECUTIVE SUMMARY**

This application was submitted on 2020 February 24 by IBI Group on behalf of Calgary Exhibition and Stampede Limited. This application proposes a land use redesignation of 18 smaller contiguous parcels totalling 1.18 hectares (2.92 acres) in the inner city community of the Beltline. The rules of the current land use district accommodate long-term development of Stampede Park as a year-round multi-use facility in a park-like setting that includes compatible open space, entertainment and commercial uses. The current DC Direct Control District (Bylaw 4Z2006) does not accommodate high density mixed use development and predates current planning policies. Redesignation to the Centre City Mixed Use (CC-X) District will accommodate high density mixed use development that may include:

- a mix of commercial, residential and limited range of light industrial uses similar to those found within the current land use district;
- higher density residential and commercial uses; compared to the existing Direct Control District 4Z2006 accommodating various special purpose uses associated with Stampede Park;
- a mix of uses that are sensitive to adjacent districts that allow residential uses;
- high-rise development where intensity is measured by floor area ratio (FAR);
- street-oriented building forms; and
- development that achieves a maximum base density with the opportunity for a density bonus over and above the maximum in order to achieve commercial-residential mixed-use, public benefit and amenities within the same community.

The proposal aligns with the *Centre City Plan* and the recently amended policies of the *Beltline Area Redevelopment Plan* (ARP).

A development permit has not been submitted at this time.

**ADMINISTRATION RECOMMENDATION:**

The Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw the proposed redesignation of 1.18 hectares  $\pm$  (2.92 hectares  $\pm$ ) located at 1213 – 3 Street SE, 309, 313, 317, 325, 335, 337, 399 – 12 Avenue SE and 310, 312, 316, 320, 322, 326, 330, 332, 334, 338 – 13 Avenue SE (Plan C, Block 90, Lots 5 to 36; Plan 0711603, Area A) from DC Direct Control District to Centre City Mixed Use District (CC-X); and
2. Give three readings to the proposed bylaw.

**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

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**BACKGROUND**

IBI Group on behalf of Calgary Exhibition and Stampede Limited submitted the subject application on 2020 February 24 and provided a summary of their proposal in the Applicant's Submission (Attachment 1). The applicant's intent is to bring the land use district in alignment with the recently adopted policy amendments to the *Beltline ARP*, based on the Rivers District Masterplan. A development permit has not been submitted at this time.

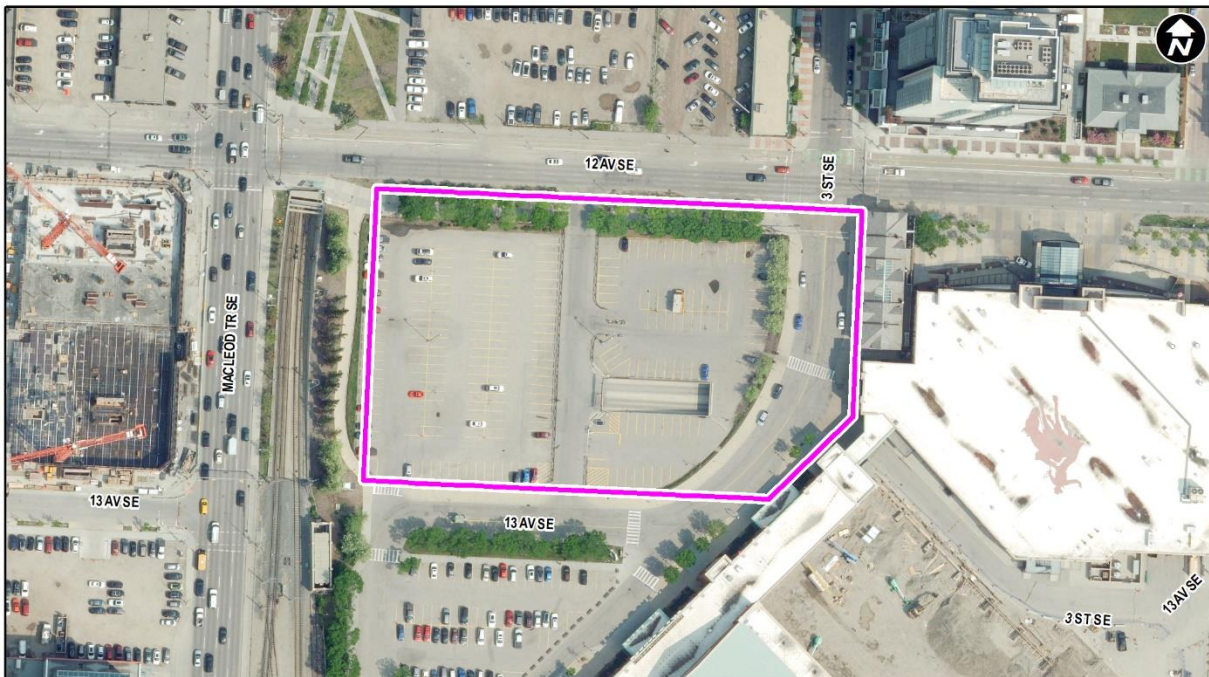
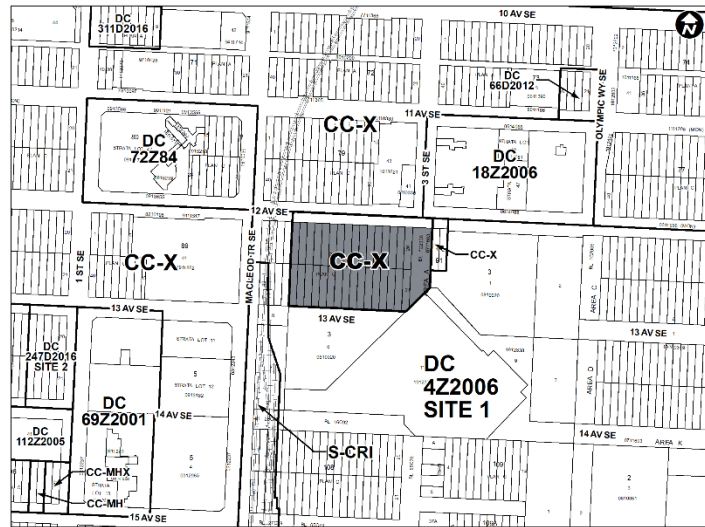
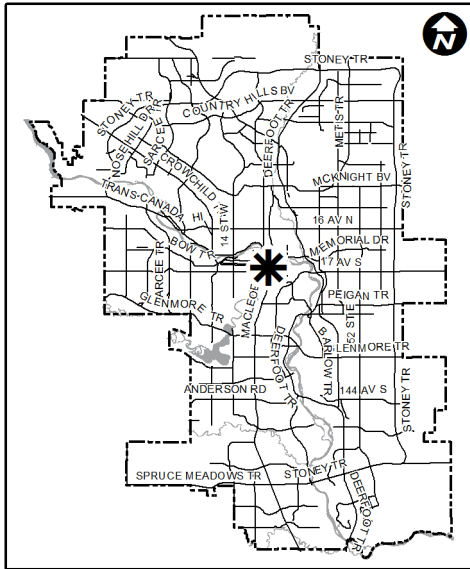
This application is being submitted approximately one year after the *Beltline ARP* Part 1 and 2, was amended and adopted by Council in April 2019.

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**Location Maps**



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### Site Context

The subject site is located in the inner-city community of the Beltline, comprised of 18 smaller contiguous parcels across East Victoria Park (to the north). These parcels cover 1.18 hectares (2.92 acres) spanning 140 metres along 12 Avenue SW and 85 metres along Macleod Trail SE. The site sits within the northwest corner of the area designated as Stampede Park, encompassing a wide range of commercial, cultural and entertainment uses.

Stampede Park is surrounded by high density mixed-use (residential-commercial) development to the north and west; representing the Beltline Community. To the east, it borders the Elbow River and the community of Ramsay above the Scotsman's Hill escarpment.

The site is currently used as a commercial surface parking area supporting an entertainment establishment (Cowboys Casino) directly to the east. Additionally, the below-grade parking area under this establishment is accessed from a ramp built on the subject site.

*Figure 1* shows the Beltline community continuing to grow in population over the last several years; reaching its population peak in 2019.



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*Figure 1: Community Peak Population*

<b>Beltline</b>	
Peak Population Year	2019
Peak Population	25,129
2019 Current Population	25,129
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2019 Civic Census

Additional demographic and socio-economic information may be obtained on the [Beltline Community Profile](#) online page.

**INVESTIGATION: ALTERNATIVES AND ANALYSIS**

This land use amendment application will accommodate a wide range in densities and mix of residential, commercial and light industrial development. The proposal seeks to implement the vision of the *Beltline ARP* as recently amended in 2019. In particular, this application will support the 'Culture, Entertainment and Education' Character Area envisioned in the *Beltline ARP*.

**Land Use**

The subject site is currently bound to the rules of the existing DC Direct Control District ([Bylaw 4Z2006](#)). More specifically, the site is located within Site 1 of DC Bylaw 4Z2006, forming the northern half of the DC District. Overall, the purpose of the existing DC District is to:

- provide for the long-term development of Stampede Park as a year-round, multi-use facility in a park-like setting;
- contribute to Calgary's urban vitality, linking with the local community and to preserve and promote southern Alberta's unique western heritage and values;
- integrate a range of compatible uses that include open space, entertainment, gaming, education, interpretative, exhibition, agricultural and viable commercial facilities; and
- ensure these uses evolve in accordance with a long-range concept plan, function efficiently, take account of the community context, and are sensitive to the river valley environment and to the cultural heritage of the site.

The development rules for Site 1 within the existing DC District (Bylaw 4Z2006) are based on the C-3 General Commercial District contained in Section 37 of Land Use Bylaw 2P80 and predates the implementation of Land Use Bylaw 1P2007. The following are key land use parameters in the C-3 District:

- a maximum building height allowed is 46 metres;
- a minimum 25 percent of the gross floor area (GFA) is to be used for commercial purposes;

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- a maximum density is 225 units per hectare (uph); and
- a maximum floor area ratio (FAR) of 3.0 is established.

The list of permitted and discretionary uses within the existing DC District are similar to those found in the CC-X District, both accommodating a wide range of commercial, residential and light industrial uses. A change from the existing DC District to the CC-X District is required to establish maximum FAR and densities that align with policies of the *Beltline ARP* accommodating high density mixed used development.

#### **Density**

The most noteworthy difference in the CC-X District is the opportunity for a density bonus to be achieved above an established base density. Density bonus provisions ensure that higher density commercial-residential mixed-use development provide public benefits and amenities within the same community. For developments located east of Macleod Trail SE, bonus density is structured under Bonus Area 'H' (Map 9: Bonus Area Boundaries, Bylaw 1P2007), as follows:

- the maximum floor area ratio (FAR) is 5.0 and represents the base density;
- FAR may be increased in accordance with the bonus provisions contained in Part 11, Division 7 of Land Use Bylaw 1P2007:
  - FAR may be increased to a maximum of 8.0; or,
  - up to a maximum of 12.0 where the additional FAR above 8.0 may only consist of dwelling units or hotel rooms; or a combination of both.

The application is also found to be consistent with Density and Composition policies (Section 3.4) of Part 2 of the *Beltline ARP*. The subject site located in Area 'E' (Map 6: Density Areas) where the maximum allowable commercial-residential (CR) density achieving Bonus FAR is 12.0 (Table 1 – East Beltline Density by Area).

#### **Development and Site Design**

A development permit application has not been submitted at this time. The rules of the CC-X District will regulate development on the site including appropriate uses, setbacks, building massing, building height, landscaping, and parking. At the development permit stage, key factors will be considered, including but not limited to:

- green building and climate resilience site and development features;
- building interface and orientation;
- pedestrian connections through the development;
- interface treatment with adjacent development;
- public realm design; and
- vehicle access and parking.

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### **Transportation**

The subject site is bound by Macleod Trail SE (two-way arterial) on its western extent, and 12 Avenue SE (currently one-way eastbound) along the north. Both streets form a major east-west pedestrian connection from the 13 Avenue Greenway (west of Macleod Trail SE) that continues along 12 Avenue SE (east of Macleod Trail SE). This pedestrian connection ultimately connects into the regional pathway along the Elbow River.

An existing public access easement within the site (Instrument No. 0810640) is to remain registered on all relevant parcels upon development. This easement provides public access to the below-grade parking area under the adjoining entertainment establishment to the east.

The subject site is well served with multiple transit stops and stations in close proximity:

- Route 24: an eastbound stop located at the north-west corner of the site along 12 Avenue SE;
- Route 10: a northbound stop located at the north-east corner of Macleod Trail SE and 12 Avenue SE; and
- Victoria Park/Stampede LRT Station within 400 metre walking distance from the subject site.

An existing LRT right-of-way (Red Line) adjoins the site along its western extent. The future Green Line is anticipated to cross paths with the Red Line across the subject site (to the north). The Green Line is anticipated to remain below-grade between the future Centre Street Station (350 metres west of subject site along 12 Avenue SW) and 4 Street SE Station (500 metres east of subject site) to be located north of 10 Avenue SE between Olympic Way SE and 5 Street SE.

### **Environmental Site Considerations**

A portion of the proposed development lies within the Bow River overland flow area. Development parameters related to designated flood elevations, building setbacks, building flood-proofing, material storage and road elevations are to be determined through review of subsequent development permits.

At the development permit stage, groundwater and geotechnical studies may be required to address the suitability of the development area, or establish design requirements relative to the intended land use.

There are no environmental concerns associated with the proposal.

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### **Climate Resilience**

The applicant has not identified any specific climate resilience measures as part of this application. Specific measures will be considered at the development permit stage, including green infrastructure, green mobility and renewable energy.

### **Utilities and Servicing**

Water, sanitary and storm mains currently exist to service future development of the subject site. A Development Site Servicing Plan will be required with the submission of a development permit application.

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

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on site. Notification letters were sent to adjacent landowners, the Beltline Neighbourhood Association (BNA), Victoria Park Business Improvement Area (BIA) and advertised online.

Correspondence from one adjacent resident (residing east of the site) was received, expressing objection to the proposal. This landowner's main concern was a potential loss of views resulting from taller building forms that may be accommodated through the proposed land use redesignation.

The Victoria Park BIA did not provide comments. The BNA provided comments in full support of this application (Attachment 2).

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

### **Strategic Alignment**

#### ***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\*](#) (SSRP), which directs population growth in the region to Cities and Towns, promoting the efficient use of land.

#### ***Interim Growth Plan (2018)***

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [\*Interim Growth Plan\*](#) (IGP). This proposal buildings on the principles of the *Interim Growth Plan* by promoting efficient use of land and establishing strong, sustainable communities.



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### ***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](#) (MDP). The Centre City is recognized by the MDP to be formed by diverse and unique neighbourhoods focused around the Downtown, including Stampede Park. Land use policies (Section 3.2.1) reinforce the Centre City as the focus of business, employment, cultural, recreation, retail and high density housing within Calgary. The proposed land use amendment aligns with these policies.

### ***Beltline Area Redevelopment Plan (Statutory – 2006)***

The [Beltline ARP](#) was amended in April 2019 and includes updated policies for Character Areas (Section 3.3). The subject site is located within the ‘Culture, Entertainment and Education’ Character Area and is envisioned by the ARP to become a hub of activity integrating long-standing agricultural, convention and sports venues with emerging cultural facilities, arts and education, shopping, entertainment and hotels. The proposed land use amendment implements this vision.

### ***Centre City Plan (Non-Statutory – 2007)***

The [Centre City Plan](#) recognizes Stampede Park as one of seven special areas located within its boundaries. While the subject site is designated as open space (Section 4.3.1 – Concept 17: Stampede Park), this concept is acknowledged to be only an illustration; whereas the official Stampede Concept Plan was approved as part of the adoption of DC District 4Z2006. This DC District required that all future development permit applications are accompanied with updates to the Stampede Concept Plan to detail the evolving conditions within and surrounding this area. An updated Concept Plan is anticipated to be submitted with a development permit application.

### ***Rivers District Master Plan - Calgary Municipal Land Corporation (Non-Statutory – 2019)***

The Calgary Municipal Land Corporation (CMLC) was incorporated in 2007 as a wholly owned subsidiary of The City to implement and execute the Rivers District Community Revitalization Plan – a public infrastructure program approved by the City and Province. [The Rivers District Master Plan](#) (RDMP) is a visionary non-statutory planning document created by CMLC and approved by its Board of Directors and Shareholder, The City. The RDMP envisions the subject lands as being part of the culture and entertainment district and is reinforced by the policies of the *Beltline ARP*, amended in April 2019. The proposed land use amendment helps achieve the vision of the RDMP, enabling a wide range of uses and building forms that is to be fostered in the culture and entertainment district.

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**Climate Resilience Strategy (2018)**

The [\*Climate Resilience Strategy\*](#) contains the Climate Mitigation Action Plan (CMAP) and the Climate Adaptation Action Plan (CAAP), which identify actions that will reduce Calgary's greenhouse gas emissions and manage climate risks. The applicant has committed to consider green building and climate resilient site development features.

A Climate Resiliency Inventory (CRI) will be submitted for review at the development permit stage to assess these commitments. Information gathered through the CRI will assist in the evaluation of the application for alignment with the climate policies of the *Municipal Development Plan* and *Climate Resilience Strategy*.

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

The proposal will help achieve a mix of commercial, residential and potentially cultural and entertainment development, implementing The City's vision for the 'Culture, Entertainment and Education' Character Area.

**Financial Capacity**

***Current and Future Operating Budget***

There are no known impacts to the current and future operating budgets.

***Current and Future Capital Budget***

The proposed land use redesignation does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

**Risk Assessment**

There are no known risks associated with this application.

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

The proposed land use redesignation accommodates future development within the Cultural, Entertainment and Education District envisioned by the *Beltline Area Redevelopment Plan*, as recently amended in 2019 April.

This land use redesignation aligns with both statutory and non-statutory planning policy contained in the *Beltline Area Redevelopment Plan* and the *Centre City Plan*.

**ATTACHMENT(S)**

1. Applicant's Submission
2. Community Association Letter

## **Applicant's Submission**

February 24, 2020

This application seeks to re-designate approximately  $\pm 1.18$ ha ( $\pm 2.92$  acres) of land just to the east of the southeast corner of 12<sup>th</sup> Avenue and Macleod Trail SE from a Direct Control (DC) district to a CC-X District. The subject site is comprised of the legal parcels described as Lots 5-36, Block 90, Plan C & Area A, Plan 0711603.

This Land Use Amendment (LUA) is being submitted on behalf of Calgary Municipal Land Corporation (CMLC) and Calgary Exhibition & Stampede Ltd., to re-designate the subject parcels and bring the site into better alignment with the Beltline ARP: Part 2 and the Rivers District Master Plan, that were both approved by Council in 2019.

The existing DC land use district is based on an older C-4 district of the previous 2P80 Land Use Bylaw, and this application serves to update the subject site's land use to conform with the current 1P2007 Land Use Bylaw. Furthermore, the existing land use offers little discretion to the height and density limits that are set well under what is currently supported by current policy such as the Beltline ARP: Part 2. It also does not allow the fulfillment of the vision of the Rivers District Master Plan on this important corner of the Stampede lands. The proposed land use amendment will serve to address the current discrepancy between the applicable Land Use provisions and the approved Policy framework.

In summary, the proposed land use re-designation serves to implement the intent of the Beltline ARP: Part 2 and the Rivers District Master Plan and is in perfect alignment with Council's objectives for the Stampede Grounds.



## Community Association Letter

April 20, 2020

Hi Joseph,

I have been able to discuss this with the rest of our Beltline Urban Development Committee, and we have no objections to the proposal. Having met with the Stampede about this site and their intentions for it previously, the BNA fully supports the proposed land-use amendment.

Thank you,

**Tyson Bolduc**

Director of Planning and Urban Development  
Beltline Neighbourhoods Association

[www.beltlineyyc.ca](http://www.beltlineyyc.ca)