

Planning & Development Report to  
Calgary Planning Commission  
2020 August 06

ISC: UNRESTRICTED  
CPC2020-0848

## Development Permit in Ogden (Ward 9) at 7401 - 23 Street SE, DP2020-3072

### EXECUTIVE SUMMARY

This development permit application was submitted by Casola Koppe Architects on 2020 May 14, on behalf of the trustees of the Ogden United Church (Robert Cook, Marjorie Kircky, Jeanette Nyman and David Swanson). The application proposes a new mixed-use development consisting of:

- one building, four to five storeys in height with basement and ground floor Place of Worship - Small, Child Care Service, Restaurant: Food Service Only – Small, Outdoor Café and Commercial Multi-Residential Uses;
- a total of 24 two and three-bedroom affordable housing units operated by the Mustard Seed;
- a Floor Area Ratio (FAR) of 2.7;
- a total of six parking stalls and one loading stall; and
- an electric vehicle-ready wiring/conduit and a green roof.

Land use and policy amendments to the *Millican-Ogden Community Revitalization Plan (CRP)* are required to accommodate the proposed development. An application to redesignate the site from Residential – Contextual One / Two Dwelling (R-C2) District to a DC Direct Control District based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District and policy amendment (LOC2020-0013 / CPC2020-0849) was reviewed concurrently with this development permit and will be heard on the same Calgary Planning Commission agenda.

Subject to the conditions attached, the proposal aligns with the Land Use Bylaw and applicable policies of the *Municipal Development Plan (MDP)* and the *Millican-Ogden CRP*, as amended.

### ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission:

1. **RECEIVE AND ACCEPT** this report and attachments for information; and
2. Recommend the Development Authority, without having to return to Calgary Planning Commission, **APPROVE** Development Permit DP2020-3072 of a New: Multi-Residential Development; Place of Worship – Small; Child Care Service; Restaurant: Food Service Only – Small; Outdoor Café and Commercial Multi-Residential Uses (1 building) at 7401 - 23 Street SE (Plan 955AV; Block 2; Lots 1 to 4), with conditions (Attachment 2), subject to the approval of the bylaw amendment associated with LOC2020-0013 by Council.

### PREVIOUS COUNCIL DIRECTION / POLICY

None.

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### **BACKGROUND**

This development permit application was submitted by Casola Koppe Architects on 2020 May 14, on behalf of the trustees of the Ogden United Church (Robert Cook, Marjorie Kircky, Jeanette Nyman and David Swanson). A concurrent policy and land use amendment application (LOC2020-0013 / CPC2020-0849) was submitted on 2020 January 29 by the same applicant in order to redesignate the site from the existing Residential – Contextual One / Two Dwelling (R-C2) District to a DC Direct Control District based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District to allow for:

- a maximum building height of 17.0 metres;
- a maximum FAR of 3.0;
- appropriate transition in building height to adjacent low density residential development; and
- transit supportive mixed-use development, with appropriate parking requirements considering the site's proximity to the future Ogden Green Line LRT station.

The proposed development permit plans can be found in Attachment 1.

During the initial review of the policy and land use amendment application, Administration recommended a joint review of the land use amendment and a development permit application through a concurrent process. The concurrent process provides benefits to all stakeholders through enabling a clear understanding of the intent and outcome of the land use amendment and development permit. Concurrent applications are ideal in instances where the built form outcomes are critical and central to the merits of the policy and land use amendments.

Administration further recommended that this development permit application review reach a point where the review is completed prior to the land use amendment application going to Calgary Planning Commission for recommendation. A separate report for the policy and land use amendment application (LOC2020-0013 / CPC2020-0849) will be heard on the same Calgary Planning Commission agenda.

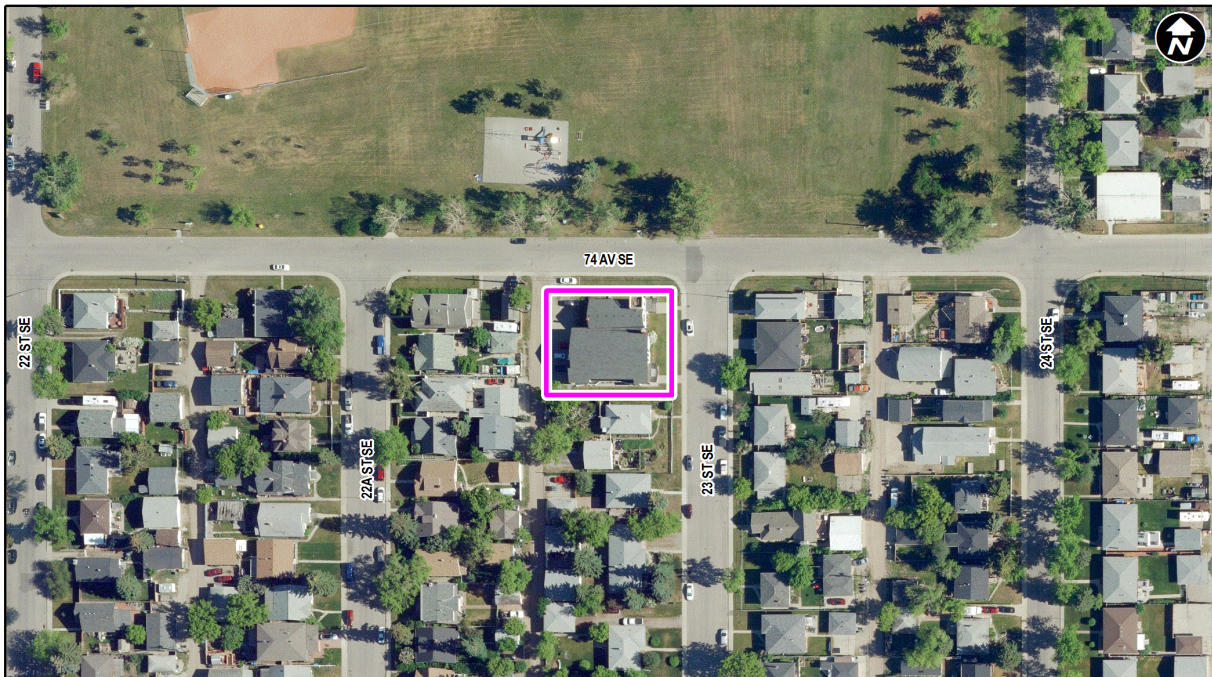
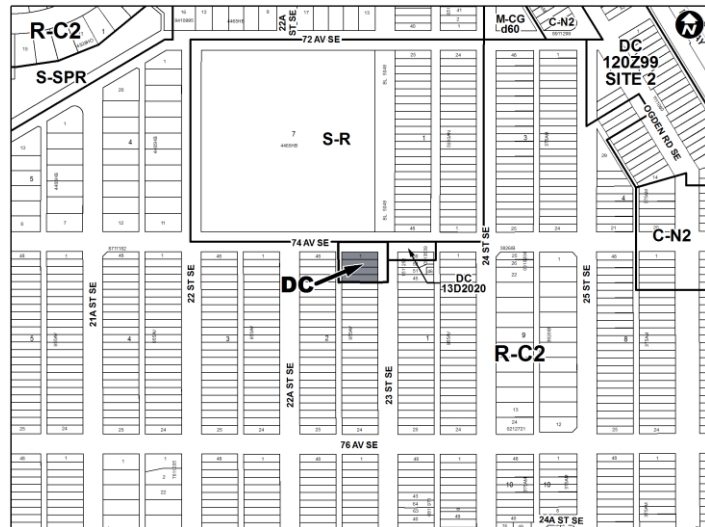
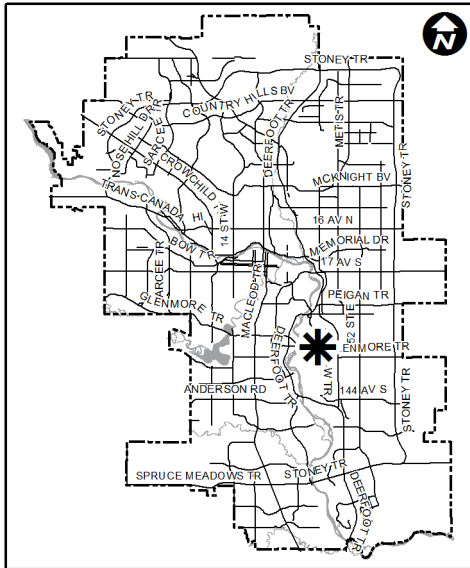
Council Priority P6 – ‘Increase affordable and accessible housing options’, has a key focus area to increase the availability of affordable housing units. Furthermore, the [Corporate Affordable Housing Strategy](#) defines a 10-year strategic direction for The City of Calgary to guide the creation of safe, affordable homes.

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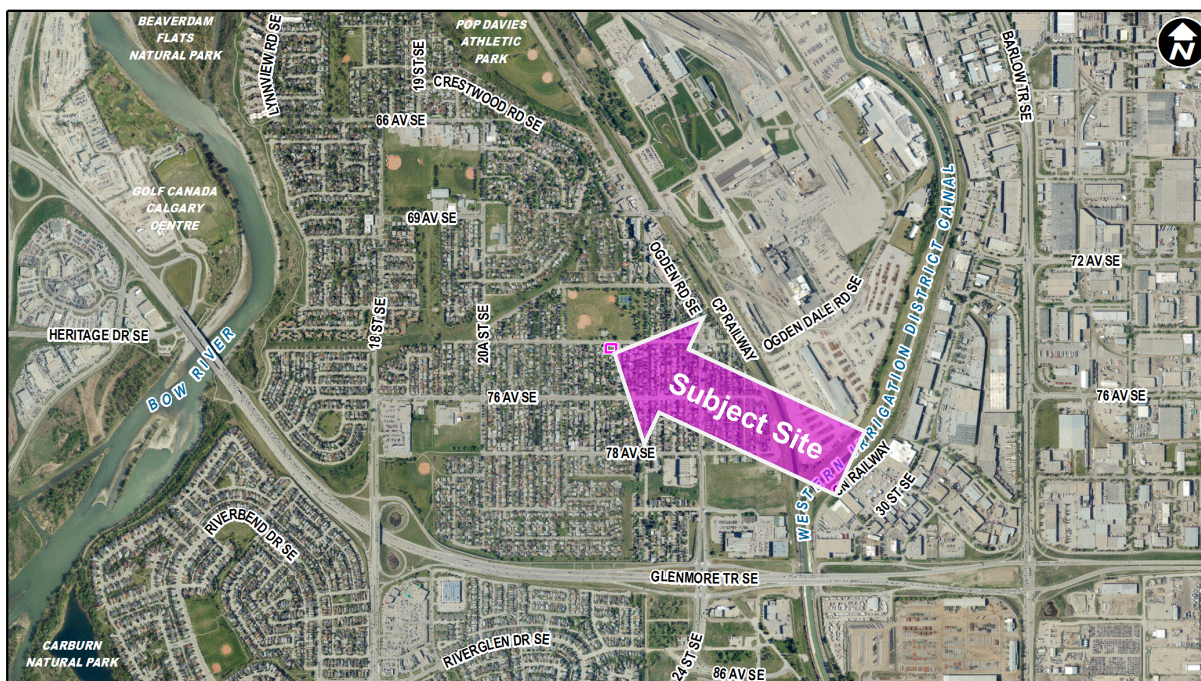
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**Location Maps**





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### Site Context

The subject site is located in the southeast community of Ogden, at the corner of 23 Street SE and 74 Avenue SE. The parcel is approximately 0.28 acres (0.11 hectares) in size and approximately 30.5 metres in width by 36.5 metres in depth and is currently developed with a two storey building comprising the Ogden United Church and the Happy Days pre-school. Parking is provided in a gravelled surface parking area accessed via 74 Avenue SE to the west of the building on the parcel.

In the immediate vicinity of the site, parcels are predominately designated as R-C2 District, apart from the George Moss Park to the north, which is designated Special Purpose – Recreation (S-R) District, and 7400 - 23 Street SE, directly east of the site, which is designated DC Direct Control District (DC13D2020) and comprises a single-detached dwelling with an after-school youth centre.

Approximately three blocks to the east are a variety of commercial retail units along Ogden Road SE, as is the future site of the Ogden Green Line LRT Station (which is within 500 metres of the subject parcel).

As identified in *Figure 1*, the community of Ogden reached its peak population in 1982, with a total of 11,548 residents. As of 2019, the community had 8,576 residents.

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*Figure 1: Ogden Peak Population*

Community Name	
Peak Population Year	1982
Peak Population	11,548
2019 Current Population	8,576
Difference in Population (Number)	- 2,972
Difference in Population (Percent)	-25.7%

Source: The City of Calgary 2019 Civic Census

Additional demographic and socio-economic information may be obtained online through the [Ogden](#) community profile.

## INVESTIGATION: ALTERNATIVES AND ANALYSIS

### Land Use

#### *Application Review*

The Mustard Seed's mission is to alleviate poverty and homelessness through acceptance, empowerment and practical solutions. Over the past few years, a partnership with Ogden United Church grew out of a common commitment to social action and a desire to support a need in the Ogden community. This development permit application is the result of this partnership.

The 24 affordable housing units proposed will be a mix of two and three bedrooms, with 20 per cent of these being accessible units. These units would be operated by the Mustard Seed and provide permanent supportive housing, which combines affordable housing with wrap-around supports and individualized care to ensure families can maintain safe and stable housing and community living, encourage dignity and meet their goals of wellness and self-sufficiency. There will be a combination of one-on-one support, group and family sessions and goal setting activities provided on site for the residents.

The ground floor multi-purpose community space will host the Mustard Seed Neighbourhood Centre Community Hub that will facilitate supports such as counselling, employment coaching, support and advocacy training for residents and the wider Ogden community. Sessions run could include a homework club, youth nights, family nights, yoga, art therapy, tax clinics and events catering to community interests. The Hub space will also be used by Ogden United Church for their church services. There will be a check-in desk provided in the main foyer area for residents and visitors to the building during the majority of the day.

The Child Care Service will operate from the basement of the building and will comprise of a pre-school and day-care facility, with a capacity of 90 children being accommodated. The community kitchen on the main floor will be run by Ogden United Church and will be utilized by the Child Care Service and will also provide opportunities for nutrition programming for residents/community members and community meals.

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Given the significance of the parcel location opposite the George Moss Park, a small social enterprise café with patio seating is proposed on the northern elevation to activate this façade and provide a communal space for local residents to interact and socialize.

#### ***Site and Building Design***

The proposed development consists of a four to five storey mixed-use building that will have a maximum height of 16.7 metres, an FAR of 2.7 and will contain 24 affordable housing units and commercial multi-residential uses. The proposed development is street-oriented as the main floor provides large commercial storefront style clear glass windows with black aluminium frames which will maximize the visual connections between the main floor uses and the adjacent streets. The main floor café will face George Moss Park, which along with its outdoor seating area and the front plaza area will provide spaces for community gathering opportunities.

Given the significance of the entry plaza area fronting both 74 Avenue SE and 23 Street SE, the architecture has been accentuated with the addition of a black metal cross feature integrated into the main column and extending up to third floor level. In order to reflect the proximity of the adjacent single-family home to the south along 23 Street SE, the building will be stepped back 5.0 metres from the south property line to provide a smaller scale interface. On the main floor there will also be the integration of dark cherry longboard panels, interspersed with the large commercial storefront style clear glazing in order to soften the appearance of the development along 23 Street SE.

Seven affordable units will be located on the second, third and fourth floors, and an additional three affordable units will be located on the fifth floor. The remaining fifth floor area will be utilized to provide two separate amenity areas for the residential units, and an outdoor play space for the proposed Child Care Service. The rooftop mechanical units above the fifth floor would be inset from the roof edges and screened with six-foot-high vertical white metal screens to ensure that they are not prominent from adjacent streets.

The materials proposed for floors two through five will be a combination of vertical charcoal grey metal siding broken up by white metal panels, interspersed with yellow and orange colours, which are meant to reflect the playful main occupants of the building (families with children and the child care service).

#### ***Public Realm and Outdoor Amenity Spaces***

Due to ENMAX clearance restrictions on 74 Avenue SE, moveable planters and street benches are proposed as an alternative to street trees. A landscaped area will be provided in the north-west corner of the parcel, adjacent to the lane entrance to screen the parking spaces from 74 Avenue SE. The outdoor café area will be framed by an open canopy with integrated string lights. A combined steps and ramp feature will provide a universal accessible entrance into the main foyer.

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Along 23 Street SE, there will be three public ash trees planted, along with two raised planters as an additional amenity for the residents. A combination of six columnar aspens and two conifers will be planted adjacent to the south property line to help screen the development and provide more privacy for the residential properties to the south on 23 Street SE.

For the residential amenity spaces proposed at fifth floor level, there will be BBQ and seating areas, along with perennial planter beds located in front of frosted glass screens to prevent overlooking of adjacent properties. The play space for the Child Care Service will be provided with triangular sail type shades and a rubber tile surface for safe play. There will be frosted glass screens for privacy and safety reasons around this play space.

#### ***Parking, Waste and Recycling***

A total of six visitor parking stalls, including two barrier-free stalls will be provided to the west of the building with access from the rear lane. A loading stall will be provided on 74 Avenue SE for the combined use of commercial deliveries and the drop-off / pick-up activities for the Child Care Service.

A basement room with 24 bicycle stall lockers will be provided for the residential units which will exceed the Bylaw requirements. A further three stalls will be provided at grade fronting 23 Street SE for the commercial uses on site.

Waste and recycling for the development will be provided via a molok system accessed from the rear lane. Adjacent to this area will be the proposed transformer location. Landscaping will be provided immediately adjacent to the moloks and transformer to screen the visual impact of these facilities.

#### ***City-wide Urban Design***

The proposed development was reviewed by the City-wide Urban Design team through the CPAG review process. City-wide Urban Design had no objections to the proposed development permit application and state that the application has responded well to the comments provided by the Urban Design Review Panel.

#### ***Urban Design Review Panel***

Urban Design Review Panel (UDRP) reviewed the plans for the development permit application on 2020 June 17 and endorsed the project with comments. The panel 'felt that the overall massing was strong, and the building anchors the corner and fits within the urban context'. The full UDRP comments, along with the applicant's responses can be found in Attachment 5. Administration believes that the proposal has effectively addressed the panel's comments.

#### ***Transportation***

Pedestrian and vehicular access to the site is available via 74 Avenue SE, 23 Street SE and the rear lane. The area is served by Calgary Transit Route 302 – BRT Southeast with a bus stop approximately 550 metres north of the site on Ogden Road at 69 Avenue SE. The area is also

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served by Calgary Transit Routes 36 - Riverbend, 41 - Lynnwood and 43 - McKnight Chinook, with bus stops approximately 450 metres west on 20A Street SE (Routes 36 and 41), and 200 metres south on 76 Avenue SE for Route 43. Routes 36 and 41 provide transit service every 30 minutes during the peak hours, whilst Route 43 provides transit service every 15 minutes during the peak hours.

The site is within a 500 metres walking distance to the future Ogden Green Line LRT Station and is therefore within the Transit Oriented Development area. On-street parking adjacent to the site is un-regulated on both 74 Avenue SE and 23 Street SE. The six parking stalls proposed on site meet the intent of the DC bylaw. A 20-minute loading zone will be designated on 74 Avenue SE directly in front of the site for the purposes of commercial loading and unloading, along with pick-up and drop off activities for the Child Care Service and will be in operation between the hours of 07:00 to 18:00 Monday to Friday.

#### **Environmental Site Considerations**

A Phase II ESA report was submitted and approved on 2020 April 23. There are no known environmental concerns associated with the proposal and/or site at this time.

#### **Utilities and Servicing**

Water, sanitary, and storm deep utilities are available to service the development. A Sanitary Servicing Study has been submitted and is under review. A Fire flow calculation letter was also submitted and has been approved. A Development Site Servicing Plan (DSSP) is required to be submitted prior to the release of the development permit.

#### **Climate Resilience**

Administration has reviewed this application against the applicable policies for its alignment with the [Climate Resilience Strategy](#). This development permit application proposes:

- 15 percent less energy consumption and greenhouse gas emissions relative to the National Energy Code for Buildings (NECB);
- a green roof covering 8 percent of the building;
- the installation of an electric vehicle capable wiring/conduit; and
- surplus indoor secure bike parking.

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

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. The application was also included in the [Development Map](#) (DMap), an online tool that includes relevant information on planning applications.

The decision made by the Development Authority following approval of the policy and land use amendment application 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



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the decision on the entire permit, the decision to grant a relaxation, or any of the conditions placed on an approval.

Applicant-led engagement included:

- 80 post cards mailed out through Canada Post and a digital version posted on social media;
- various meetings and emails with Millican-Ogden Community Association (CA);
- telephone conversations with concerned residents;
- 80 letters to immediate neighbours outlining details of the proposal;
- a booked Open House planned for 2020 April 07 which had to be cancelled due to COVID-19 restrictions;
- the launch of two websites in lieu of the cancelled Open House (one for the land use amendment application, one for the development permit application), which provided information and visuals about the proposal, along with a survey to receive feedback; and
- with the launch of the second website, the inclusion of survey results and applicant's responses to issues raised by residents during the first website launch.

Comments received as part of the Applicant-led engagement paralleled key themes received directly by Administration as a result of the notice posting and circulation and these are summarized below. The applicant has provided a summary of their engagement efforts and 'What We Heard Report' found in Attachment 3.

Given that this concurrent development permit was circulated during the land use amendment application review period, comments received were based on the shared information of the concurrent applications.

Administration received 66 emails and letters regarding the proposed development, as well as comments from the Millican-Ogden CA (Attachment 4). Comments received included 11 emails and letters of support and 55 emails and letters of objection. One petition in support of the proposed development has been received. Furthermore, two petitions objecting to the proposed development with a combined 525 signatures have also been received.

The 11 letters of support indicated that this development would add vibrancy to the community, support local businesses and allow the neighbourhood to grow towards past population levels. Comments also noted that a preschool/childcare would benefit local families, that the development is a much-needed facility in Ogden and that this would be a win-win for the community. Responses in support also noted that Ogden, being an inner-city neighbourhood has excellent transportation connections and that the future LRT would enhance this and support the increased density proposed.

Planning related concerns received by Administration in the 55 letters of objection, the letter of objection from the Millican-Ogden CA and two petitions, include reasons related to increased density, building height, loss of light and privacy, lack of parking, increased traffic, loss of community character, increase in crime and the addition of more affordable housing in the Ogden community.

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### **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 and promotes 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). The proposed development builds on the principles of the IGP by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

#### ***Municipal Development Plan (Statutory – 2009)***

The subject parcel is located within the 'Residential Developed Inner City Area' as identified on Map 1: Urban Structure of the [\*Municipal Development Plan\*](#) (MDP). The land use policies in Section 3.5.1 state that in Developed Areas, moderate intensification will be supported and that this should support the revitalization of local communities by adding population and a mix of commercial and service uses.

The MDP's City-wide policies, Section 2 and specifically Section 2.2 'Shaping a More Compact Urban Form', provides direction to encourage transit use, make optimal use of transit infrastructure, and improve the quality of the environment in communities. The intent of these policies is to direct future population growth and density in the city in a way that fosters a more compact and efficient use of land, creates complete communities, allows for greater mobility choices and enhances vitality and character in local neighbourhoods. The site is less than 500 metres from the future Ogden Green Line LRT station, as such, the proposed modest increase in density will allow for better use of this future transit infrastructure.

The City-wide policies in Section 2 also encourage a full range of housing forms, tenures and affordability, along with community services and facilities to help stabilize population declines and encourage personal growth, health and learning opportunities.

The MDP also contains City-wide policies on urban design in Section 2.4. The policies speak to ensuring that development builds upon and adds value to the existing character of communities, has ground floor level development that demonstrates a strong relationship to the human scale and contributes positively to the public realm and street. In accordance with the MDP, the proposed development makes a positive contribution to the city by creating an interesting design, acting as a landmark and contributing to the orientation and way-finding within the Ogden community. This development permit application was reviewed and supported by the Urban Design Review Panel (UDRP), as well as City-wide Urban Design.

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Section 2.6 “Greening the City”, talks about creating mixed-use developments that provide opportunities for more local travel choices by walking, cycling and transit, creating a more compact urban form that uses less land, and consideration of the integration of energy into land use and buildings through efficient energy use and the reduction of greenhouse gas emissions. In accordance with the MDP, the proposed development is mixed-use, comprising residential units, a child care service, a place of worship and support commercial uses, it provides excess cycle stall facilities, an EV charging conduit/rough-in and part of the roof as a green roof.

Overall, the proposal meets applicable policies of the MDP.

#### ***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. This application proposes:

- 15 percent less energy consumption and greenhouse gas emissions relative to the National Energy Code for Buildings (NECB) that support Program 2: Energy Consumption Information;
- a green roof covering 8 percent of the building that supports Program 3: Renewable and Low-Carbon Energy Systems;
- the installation of an electric-vehicle-ready wiring/conduit in line with the actions set out in Program 4: Electric and Low-Emissions Vehicles; and
- cycling infrastructure that exceed the standards to support CMAP Program 5: Low or Zero-Emissions Transportation Modes.

#### ***Millican-Ogden Community Revitalization Plan (Statutory – 1999)***

In accordance with the [Millican/Ogden Area Redevelopment Plan](#), which forms part of the Millican/Ogden Community Revitalization Plan, the site is identified as Low Density Conservation on Map 5 ‘Proposed Land Use Policies’. The objectives of the residential area speak to the community as a viable, safe and livable residential community that provides for a variety of housing types to accommodate differences in age, family size and income and the policy encourages transit supportive development, while recognizing and preserving the historic character of the community.

Residential policies intend to maintain stability in the community and to protect existing residential character as well as the quality of the neighbourhood. The policy states that R-1 and R-2 land use designations should continue. As the proposal would be classed as a “Low or Medium Density Multi-Dwelling Residential” area on Map 5, Administration is recommending a text and mapping amendment to the ARP to support the proposed development (LOC2020-0013 / CPC2020-0849).

A new local growth plan for the area including the Ogden community is currently being prepared by Administration to guide development and growth in the community and station area near the future Green Line LRT. This planning process does not prohibit applications from being submitted. A full update to the local area plan is anticipated by the end of Q4, 2023. It is noted

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that the Draft Millican-Ogden Area Redevelopment Plan identifies the site for modest intensification, classifying the site as Neighbourhood - Low Rise, which may have a built form of a multi-residential building with up to four storeys in accordance with the Developed Areas Guidebook.

The proposed development permit application complies with the overall intent of the draft ARP.

#### ***Land Use Bylaw 1P2007 (Statutory – 2007)***

The proposed development complies with the Land Use Bylaw 1P2007 and the proposed DC Direct Control District.

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

The proposed development will allow for a mixed use residential and community hub building to be located in the community of Ogden, increasing the density of the site and providing the opportunity for a larger base of residents to use surrounding services, amenities and retail locations. This will advance the objectives of the *MDP* and the *Millican-Ogden ARP*.

#### **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 development does not trigger capital infrastructure investment, and therefore, there are no growth management concerns.

#### **Risk Assessment**

There are no significant risks associated with this proposal.

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

The proposed development would add vibrancy to the community and address the need and demand for affordable housing, while engaging the community through events and services offered by the Mustard Seed and Ogden United Church. Furthermore, the development will encourage community growth and provide new and safe housing options in an established neighbourhood.

#### **ATTACHMENT(S)**

1. Development Permit Drawings
2. Conditions of Approval
3. Applicant Led Engagement and What We Heard Report
4. Community Association Letter
5. Urban Design Review Panel Comments