

Planning & Development Report to
Calgary Planning Commission
2020 August 06

ISC: UNRESTRICTED
CPC2020-0849

Policy Amendment and Land Use Amendment in Ogden (Ward 9) at 7401 - 23 Street SE, LOC2020-0013

EXECUTIVE SUMMARY

This policy and land use amendment application was submitted by Casola Koppe Architects on 2020 January 29, on behalf of the trustees of the Ogden United Church (Robert Cook, Marjorie Kircky, Jeanette Nyman, and David Swanson). The application proposes to change the designation of the property 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 to allow for:

- transit supportive mixed-use development (e.g. apartment buildings that have commercial and/or retail);
- a maximum building height of 17.0 metres, an increase from the current maximum of 10.0 metres;
- appropriate transitions in building height to adjacent low-density residential development; and
- the additional use of Instructional Facility.

The proposal requires a minor map and text amendment to the *Millican-Ogden Community Revitalization Plan* (CRP) to support the proposal. The proposal is in keeping with the applicable policies of the *Municipal Development Plan* (MDP) and the *Millican-Ogden CRP*, as amended.

A separate report for the concurrent development permit, DP2020-3072 / CPC2020-0848 is included as part of 2020 August 06 CPC agenda (Attachment 4). Administration is ready to approve the development pending Council's decision on this redesignation application.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the Millican-Ogden Community Revitalization Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT** by bylaw the proposed redesignation of 0.11 hectares ± (0.28 acres ±) located at 7401 - 23 Street SE (Plan 955AV, Block 2, Lots 1 to 4) from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District to accommodate a mixed-used development, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

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RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 AUGUST 06:

That Council hold a Public Hearing; and:

1. Adopt, by bylaw, the proposed amendments to the Millican-Ogden Community Revitalization Plan (Attachment 3); and
2. Give three readings to **Proposed Bylaw 37P2020**.
3. Adopt by bylaw the proposed redesignation of 0.11 hectares \pm (0.28 acres \pm) located at 7401 - 23 Street SE (Plan 955AV, Block 2, Lots 1 to 4) from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District to accommodate a mixed-used development, with guidelines (Attachment 2); and
4. Give three readings to **Proposed Bylaw 114D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by Casola Koppe Architects on 2020 January 29, on behalf of the trustees of the Ogden United Church (Robert Cook, Marjorie Kircky, Jeanette Nyman, and David Swanson). The land use redesignation of the property is to facilitate the construction of a four to five storey mixed-use building comprising a Place of Worship, Child Care Service, 24 two and three-bedroom affordable housing units (to be operated by the Mustard Seed) and various commercial multi-residential uses. More information on the redevelopment proposal and the operational intentions is identified in the applicant's submission (Attachment 1).

During the initial review of this policy and land use amendment application, Administration recommended a joint review with 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 the concurrent development permit review reach a point where the review is completed prior to the land use amendment application going to CPC for recommendation.

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A concurrent development permit application (DP2020-3072 / CPC2020-0848) for 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) was submitted on 2020 May 14. Administration is ready to approve the development pending Council's decision on this redesignation application (Attachment 4).

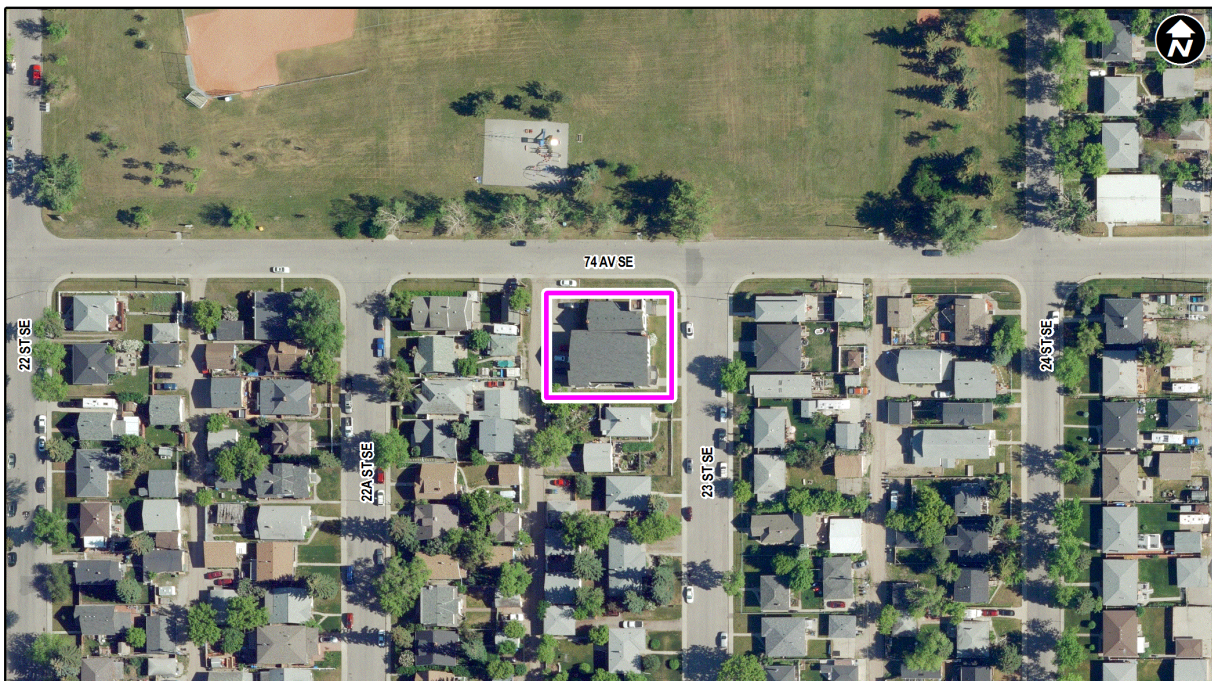
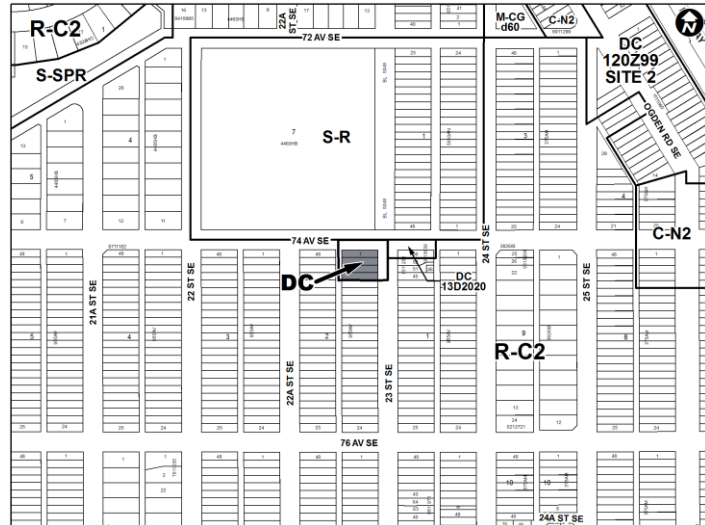
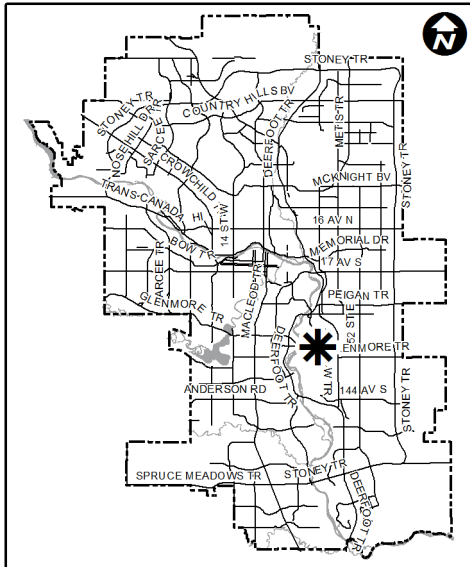
Council Priority P6 – 'Increase affordable and accessible housing options', has a key focus area to increase the availability of affordable housing units. Furthermore, the [Corporate Affordable Housing Strategy](#) defines a 10-year strategic direction for The City of Calgary to guide the creation of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

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Location Maps



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Site Context

The subject site is located in a low density residential setting 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

This proposal will allow for a mixed-use development within a 500 metre radius of the future Ogden Green Line LRT station. The proposal meets the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Land Use

The proposed land use district is a DC Direct Control District based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District of Land Use Bylaw 1P2007. In addition to allowing for the continued operation of a place of worship - small and child care service on the parcel, the DC Direct Control District allows for a mixed-use development comprising affordable housing units, a range of commercial multi-residential uses including a small restaurant, outdoor café, health, education and counselling programs, along with an additional discretionary use of instructional facility. The DC Direct Control District would allow for a maximum building height of 17.0 metres, varied building height setback requirements to address the proximity to the adjacent low density residential district and specific rules for the commercial multi-residential uses, landscaping and amenity spaces. Furthermore, the DC Direct Control District would not require a minimum number of motor vehicle parking stalls be provided for the multi-residential uses, but would require a maximum of six motor vehicle parking stalls for the commercial multi-residential uses, place of worship and child care services, along with the requirement for a loading stall on 74 Avenue SE for the combined use of the commercial multi-residential uses and the child care service.

As per Section 20 of the [Land Use Bylaw 1P2007](#), the proposal fits the criteria for a DC Direct Control District as the development is an innovative idea in that it provides the opportunity for a mixed use of affordable housing, child care and a church with ancillary commercial multi-residential uses, and where future development would require specific regulation unavailable in other land use districts. As part of Administration's review, alternative base land use districts were explored, however, it was determined that the DC Direct Control District based on the M-X2 District could best achieve the proposed development outcome.

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Density

In accordance with the base M-X2 District, the maximum floor area ratio would be 3.0 and there would be no maximum density calculated using units per hectare.

Development and Site Design

The rules of the proposed DC Direct Control District provide guidance for the future site development including appropriate uses, building massing, height, landscaping and parking requirements. Given the specific context of the corner site, additional items that have been considered through the concurrent development permit review include, but are not limited to:

- ensuring an engaging built interface along both the 74 Avenue SE and 23 Street SE frontages;
- mitigation of shadowing, overlooking and privacy concerns; and
- ensuring the associated parking stalls and waste/recycling area is designed to reduce their visual impacts.

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 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 a Transit Oriented Development area. On-street parking adjacent to the site is un-regulated on both 74 Avenue SE and 23 Street SE.

A Parking Study was submitted in support of this application. In recognition of the affordable housing proposed and the income requirements of the future residents, the proposed DC Direct Control District does not require a minimum number of parking stalls for the multi-residential development. A maximum number of visitor parking stalls for the commercial multi-residential, place of worship and child care service uses is provided in the DC Direct Control District to support all other operations. The current use of the parcel as a place of worship and child care service currently operates with six on-site parking stalls with limited observed street parking usage. The operations of the child care service and place of worship are expected to continue in the same fashion as today. The maximum parking requirement will encourage the existing low dependency on private vehicles and encourage transit and active mode travel to the site.

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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. Development servicing requirements will be determined during the Development Site Servicing Plan (DSSP) application stage.

Climate Resilience

Administration has reviewed this application in relation to the objectives of the [Climate Resilience Strategy](#) programs and actions. The applicant has proposed the following four climate resilience measures on the concurrent development permit application:

- surplus indoor secure bike storage;
- the provision of one electric vehicle ready-wiring conduit;
- eight percent of the building will be covered with a green roof; and
- the proposed development will also be designed to have 15 percent less energy consumption and greenhouse gas emissions relative to the 2017 National Energy Code.

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 and the application was advertised online.

Following a meeting of the Calgary Planning Commission, Commission's recommendation and the date of the Public Hearing will be advertised, posted on-site and mailed out to adjacent landowners.

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;
- 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;

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- 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 5.

Given that the 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 Community Association (Attachment 6). Comments received included 11 emails and letters of support and 55 emails and letters of objection. One petition in support of the proposed development with 32 signatures 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 toward 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 beneficial 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 Community Association 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.

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.

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Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [Interim Growth Plan](#) (IGP). The proposed land use amendment builds on the principles of the *Interim Growth Plan* 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 concurrent development permit application was reviewed and supported by the Urban Design Review Panel (UDRP), as well as City-wide Urban Design, the details of which are provided in CPC2020-0848.

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 commercial multi-residential uses.

Overall, the proposal meets applicable policies of the MDP.

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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. Opportunities to enhance the development on this site with applicable climate resilience strategies have been proposed in the concurrent development permit application and these strategies align with Programs 2, 3, 4 and 5 of the Climate Mitigation Action Plan.

Millican-Ogden Community Revitalization Plan (Statutory – 1999)

In accordance with the [Millican-Ogden Area Redevelopment Plan](#) (ARP), 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 residential land use objectives of the ARP 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.

The intent of the Low-Density Conservation policies is to maintain stability in the community and to protect existing residential character as well as the quality of the neighbourhood. These policies state that R-1 and R-2 land use designations should continue. In order to align the proposed land use with the ARP a minor text and mapping amendment is required. (Attachment 3).

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 new 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 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 land use amendment complies with the overall intent of the draft ARP.

Social, Environmental, Economic (External)

The proposed policy and land use amendment will implement policy goals of providing more compact, complete communities with a diversity of housing and local community services. Further, the proposal provides the opportunity for higher density development within 500 metres of the future Ogden LRT Station, promoting ridership.

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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 amendment 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 policy and land use amendment is consistent with the applicable policies of the *Municipal Development Plan* and the *Millican/Ogden Community Revitalization Plan, as amended*. The proposal will allow for a modest intensification of a corner site, creating a mixed use residential and community hub building and will accommodate people with diverse ages, family sizes and incomes, increasing the housing variety in Ogden. The proposal also promotes transit supportive mixed-use development which will act as a focal point and destination in the community, within 500 metres walking distance of the future Ogden Green Line LRT station.

ATTACHMENT(S)

1. Applicant's Submission
2. **Proposed Bylaw 114D2020**
3. **Proposed Bylaw 37P2020**
4. Proposed Development Permit (DP2020-3072) Summary
5. Applicant Led Engagement and What We Heard Report
6. Community Association letter
7. **Public Submissions**