

PLANNING PRIMER

Elective: Understanding Residential Intensification and Infill

Planning and Growth Management
Department

Amended 2015



Agenda

- Information re: Infill and Intensification Initiatives
- Residential Intensification Defined
- Low-rise Residential Infill
- Large-scale Residential Infill and Tall Buildings



Why Intensification?

- Good for the **environment**: uses less land, reduces pressure on agricultural and environmental lands from urban expansion, supports transit, walking, cycling;
- Good for **affordability**: reduces costs for extending roads and infrastructure, allows use of services already in place;
- Good for the **community**: Supports existing and new stores & services in neighbourhoods.



RESIDENTIAL INTENSIFICATION EXPLAINED



Purpose of this Section

- To explain what residential intensification is (there is also non-residential intensification)
 - Definition in Provincial Policy Statement and Official Plan
 - Examples
- Intensification targets in the Official Plan
- Density requirements in the Official Plan



Provincial Policy Statement 2005

- Requires the City to establish and implement minimum intensification targets (S. 1.1.3.5).
 - **Intensification targets** are in the Official Plan.
- Land use to be based on densities and a mix of land uses which use land, infrastructure and public facilities efficiently (S. 1.1.3.2).
 - **Density requirements** are in the Official Plan.



Official Plan Definition

(Section 2.2.2, policy 1)

Note: The PPS definition of residential intensification is almost identical to the City's OP definition.

- **Residential intensification means intensification of a property, building or area that results in a net increase in residential units or accommodation.**
- It does not include replacing a small house with a larger house! Or an old house with a new house!



Intensification Includes:

1. Redevelopment, including Brownfields
(contaminated sites)



Examples of Intensification: Redevelopment of Residential Use

BEFORE



AFTER



- *Redevelopment of an underdeveloped lot*
- The building lower left is a condominium triplex that replaced a small house.
- The new building, aligned to create a consistent street edge, triples the number of units on the property.

Examples of Intensification: Redevelopment of Brownfields

- *Redevelopment of contaminated commercial properties*
- Some commercial sites, notably gas stations and auto repair garages, are in locations where land value justifies clean-up and redevelopment to more intensive use.
- Example: 7-storey building with street-level retail and apartments above.



Intensification Includes:

2. Development of vacant or underutilized lots within previously developed areas (a time lag of at least 4 years from adjacent properties);



Examples of Intensification:

Development in a Previously Developed Area



- *Development on a single vacant lot*
- Where the original development of a subdivision bypassed a lot that is later surrounded by urbanized area, construction on the lot several years later is classified as intensification.

Intensification Includes:

3. Infill development - development on small sites that are vacant or underdeveloped



Examples of Intensification: Infill

- *Infill development lot*
- This infill dwelling was built on a lot that had been vacant for many years.



Intensification Includes:

4. Conversion or expansion of non-residential buildings (commercial, industrial or institutional) for residential use



Examples of Intensification: Conversion of a Non-Residential Building to a Residential Use



- *Conversion of an institutional building*
- Over its life, this building served a variety of purposes, from a hospital to offices to a military depot.
- It was converted to condominium apartments several years ago.

Intensification Includes:

5. Conversion or expansion of existing residential buildings to create new units or accommodation (including secondary dwelling units)



Examples of Intensification: Residential Conversion



- *Conversion of an existing residential-use building*

Originally a single-detached house, this building now contains four apartments.

Intensification Wrap-Up:

Intensification can be

1. Redevelopment;
2. Building in previously developed areas;
3. Infill; and
4. Conversions and additions.

(Projects may fall into more than one category)

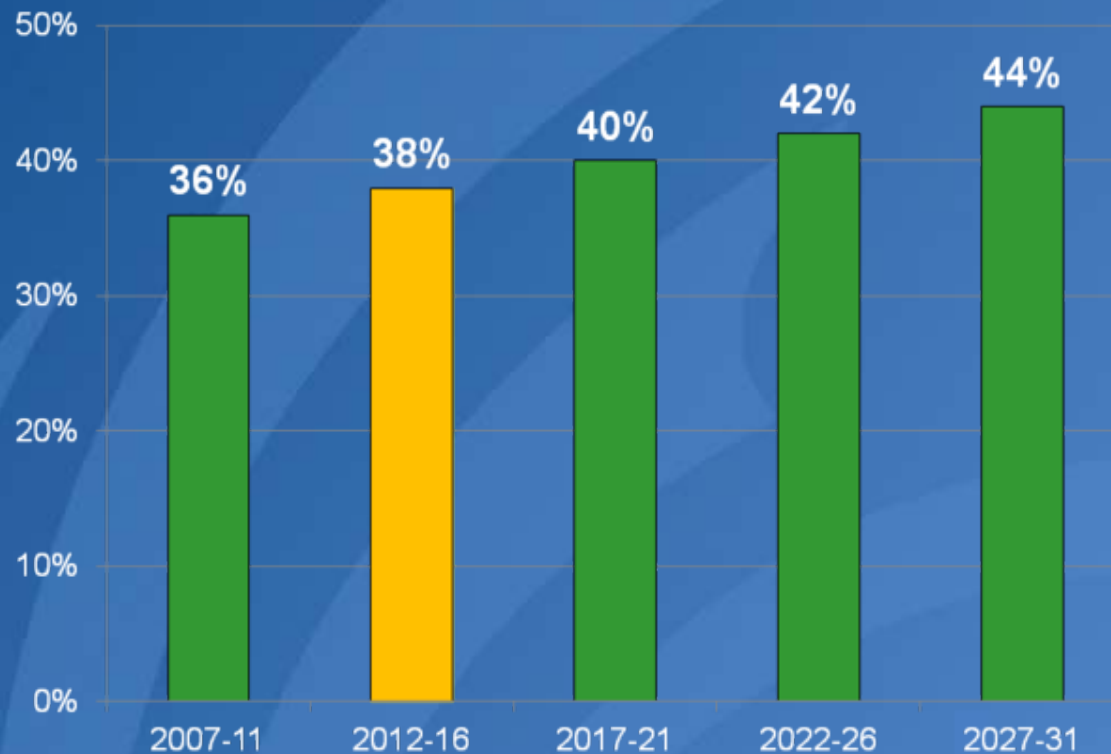


**What does
policy say?**

What is the Intensification Target?

Official Plan Section 2.2.2 policy 5 states:

For new dwelling units and accommodation based on building permits in the urban area the target is:



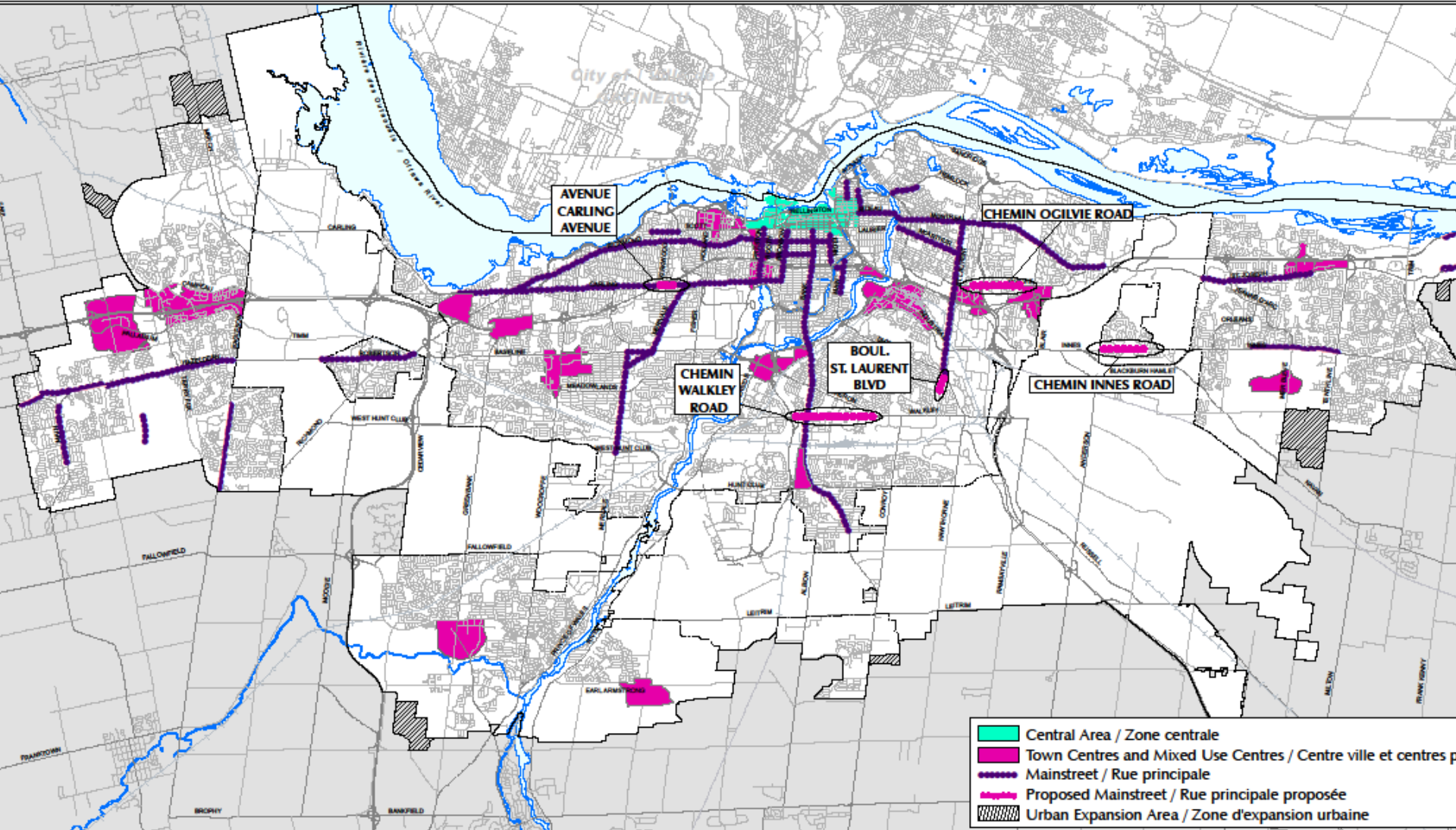
Where does the OP Target Intensification?

OP (S. 2.2.2 policy 4) target areas for intensification are focussed on:

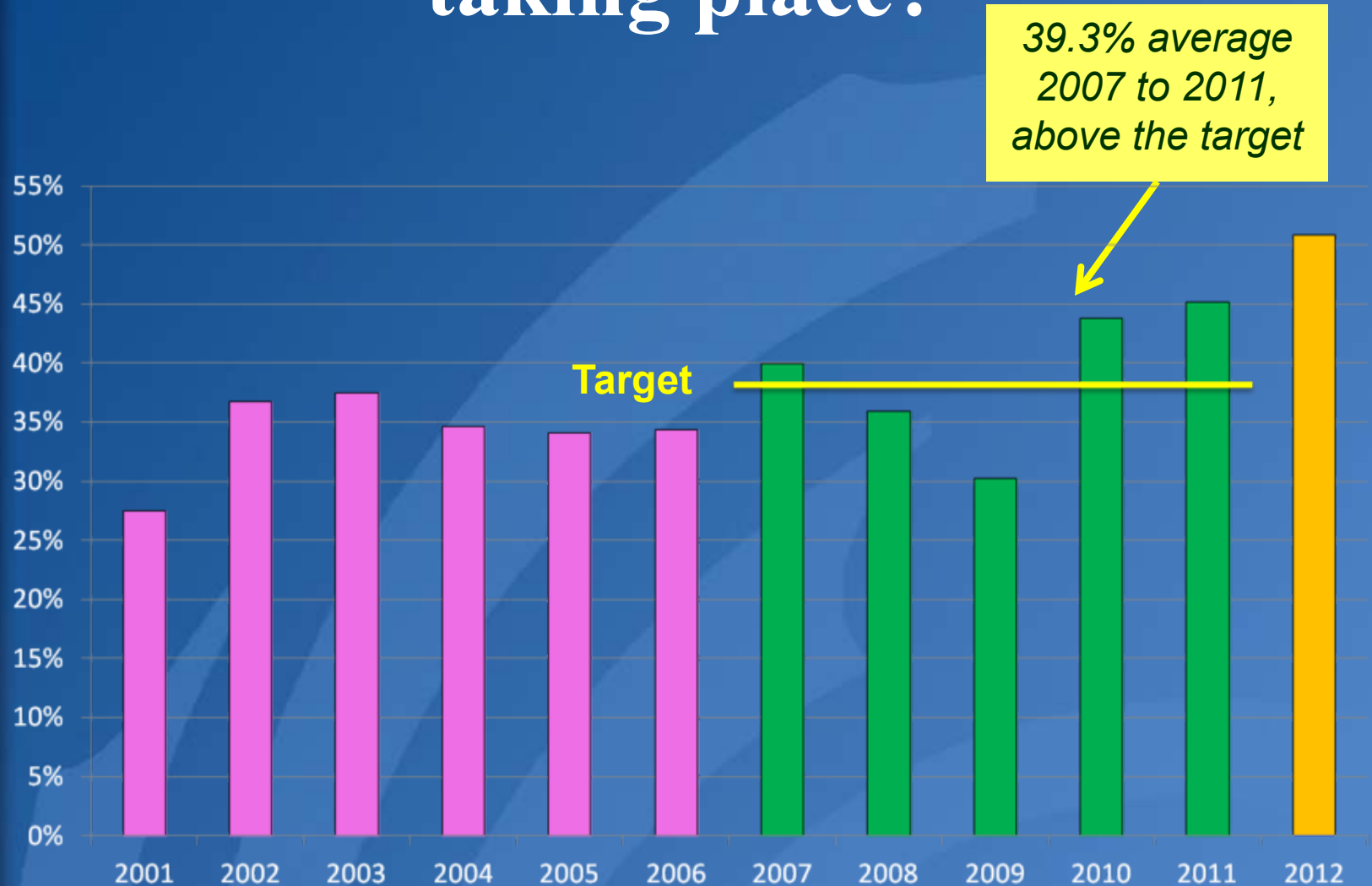
- Central Area
- Mainstreets
- Mixed Use Centres
- Town Centres

But, some degree of intensification can occur in all areas of the city.

Target Areas for Intensification



How much Intensification has been taking place?



Density Requirements are not the same as an Intensification Target

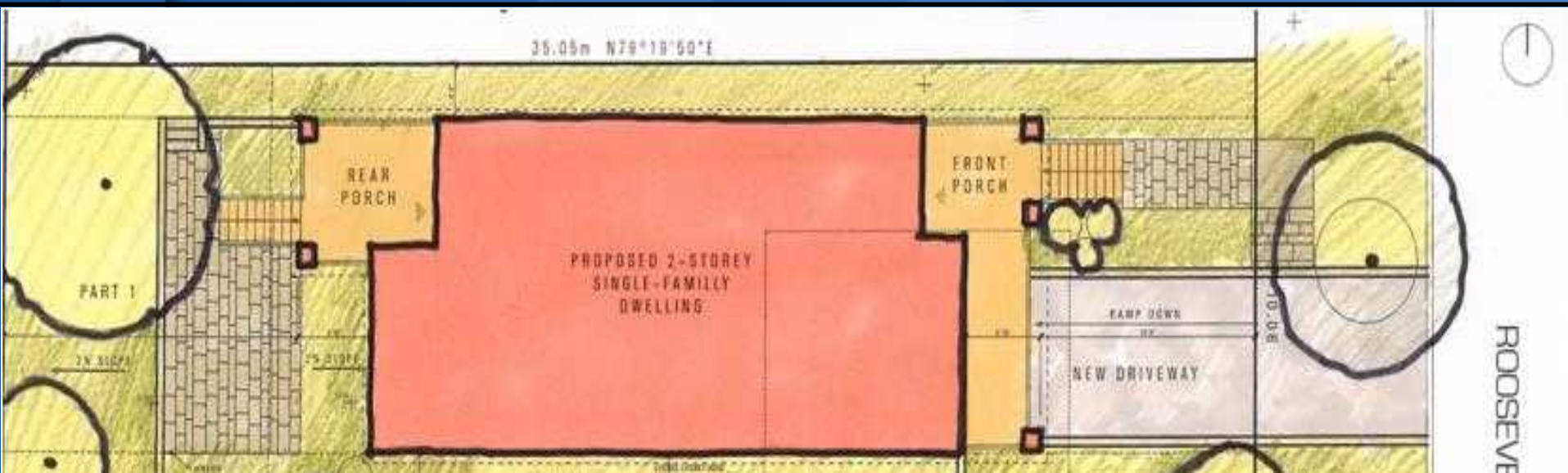
- Density requirements (minimum people and jobs per hectare) apply to new development in specific areas;
- Density requirements by area are in Figure 2.3 of the OP:

Designation	2012 Density	Min. Density Requirement
Central Area	450	500
Mixed Use Centres		
Tunney's-Quad	187	250
Lees	140	250
Bayview-Preston	106	200
Blair – 174	97	200
Baseline-Woodroffe	83	200
Hurdman	49	200
Confederation Heights	116	200
Billings Bridge	159	160
Tremblay	53	250
St. Laurent	64	250
Cyrville	35	200

Questions?



LOW-RISE RESIDENTIAL INFILL



The focus of this portion is low-rise residential infill

- single detached,
- semi-detached,
- townhouses /
row dwellings



What is INFILL?

For the purposes of this portion, what we mean by infill is:

- Severing a lot to build a new house
- Filling in a gap between houses with a new house
- Constructing a second house onto the back or side of an existing one
- Demolishing a house and replacing it with 1, 2 or more houses.

Sometimes this results in **intensification** (e.g. when 1 is replaced by 2), sometimes not (when 1 is replaced by 1)

- **This session stops at:** The planning approval of a proposal / application



Small-scale infill can be approved in three ways:

- Building Permit
- Committee of Adjustment
- Site Plan
- Or a combination of the three



Building Permit

- If a proposed house(s) meets all the provisions of the **Zoning By-law**, the builder/developer can submit a building permit application

A Zoning By-law is:

- A set of regulations that controls development in a specific geographic area



Zoning By-laws regulate:

Side-yard setbacks



Height



Parking



Front-yard setbacks

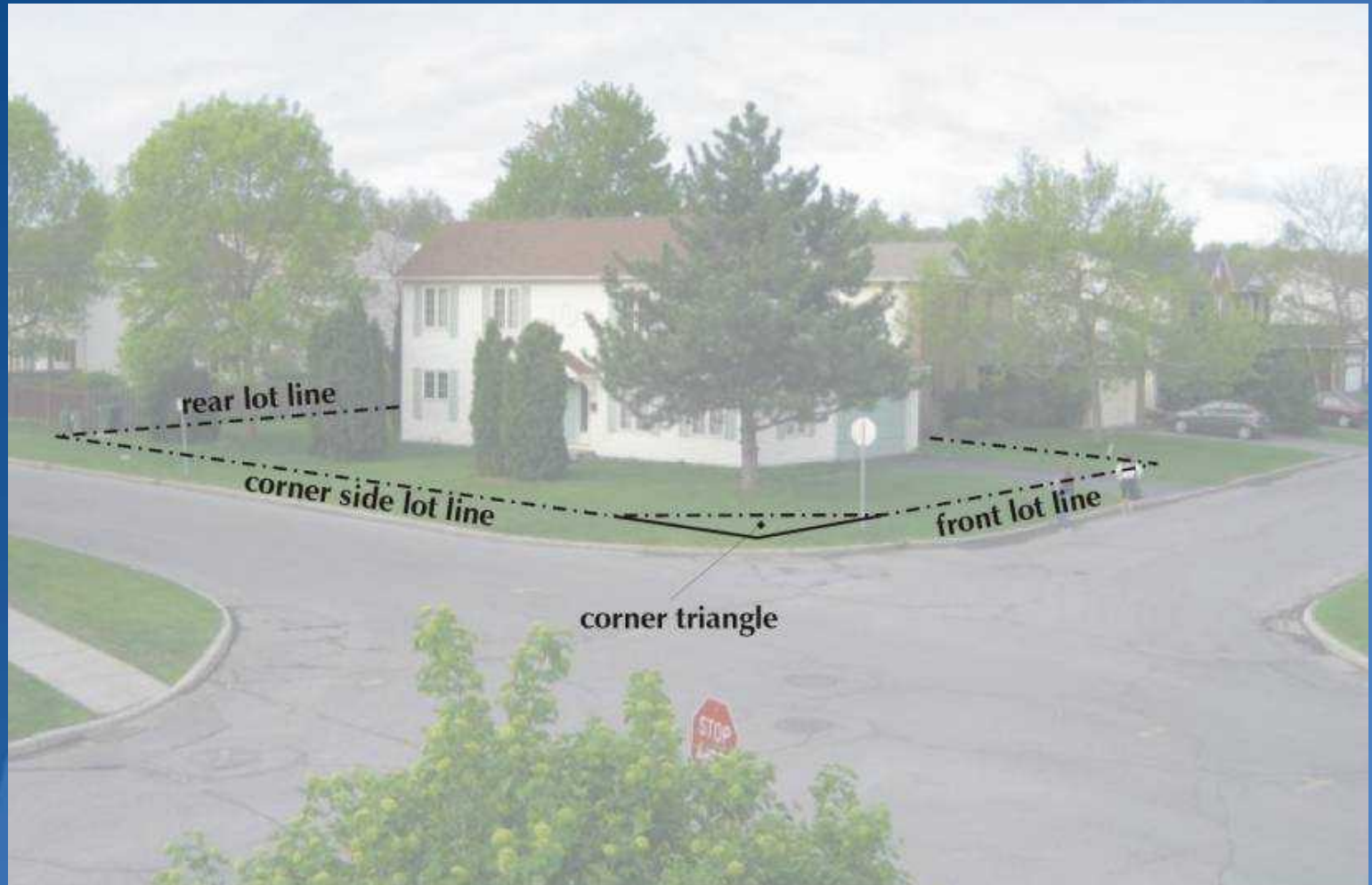


Zoning By-laws regulate:

- Use of land
- Location of buildings & structures
- Building height
- Lot density
- Lot width and area
- Setbacks from lot lines
- Parking requirements



R1W Residential Zone



Zoning by-laws do not regulate:



Zoning by-laws do not regulate:

- location of primary entrance door
- location of windows
- type of vegetation
- style
- colours
- materials
- tenure



If proposed single and semi-detached dwellings meet all the provisions of the ZBL, a building permit application can be made directly to Building Code Services (BCS).

Building Permit Review consists of 3 stages:

- Building Code review (Building Code Plan Examiner)
- Zoning compliance review (Zoning Plan Examiner)
- Grading review (Technologist)

Building Permit Review does not look at:

- Things unrelated to zoning (e.g. colour, style, materials)
- Anything in the Right-of-Way (public land)
- Anything related to trees
- Review of other related permits

When someone applies for a building permit, what is the public consultation process?

- No requirement to consult with Ward Councillor, neighbours, or Community Association
- No requirement to put up sign for notification

What if you want to see plans for what is being built?

- Request “access to building permit records”
- A fee applies

If someone applies for a Building Permit, does the Planning Department review the application?

- No. Planning approvals are not required.

How are the Urban Design Guidelines for Infill Housing applied if someone applies for a Building Permit?

- The Design Guidelines are not ‘applicable law’, and will not be considered by Building Code Services staff.

Committee of Adjustment

- **Minor Variance** - if proposed development does not meet zoning provisions
- **Consent (Severance)** – creating a new lot for development or separate ownership
- **What is the process?**
- **Role of the Planning Department?**
- **Role of the Public?**



Committee of Adjustment, Process

Quasi-judicial, independent, administrative tribunal appointed by City Council.

Types of applications:

- Minor variance
- Consent (severance, long-term lease, easement etc.)
- Permission to change/expand a legal non-conforming use



Committee of Adjustment, Process

Notice of Applications

- Abutting property owners (60 metre radius)
- Ward Councillor
- Registered Community Groups
- Technical Agencies (utility, conservation authority, etc.)
- Various City Departments
- Sign posted on site (14 days min)

Hearing

- Open to public and anyone may speak to an item (5 min)



**COMMITTEE OF ADJUSTMENT
NOTICE OF PUBLIC HEARING**



**COMITÉ DE DÉROGATION
AVIS D'AUDIENCE PUBLIQUE**

File Nos. D08-01-13/B-00308 & B-00309

To consider Applications for Consent to subdivide the property into two separate parcels of land and construct a three-storey "front to back" semi-detached dwelling, with roof top terrace

Re: 17, (17A & 17B) Ladouceur Street

will be heard on Wednesday, October 2, 2013, starting at 1:00 p.m., Ben Franklin Place, The Chamber, Main Floor, 101 Centrepointhe Drive, Ottawa

Additional information is available by calling 613-580-2436 or by visiting the Office of the Committee, between 8:00 a.m. and 4:00 p.m. Monday to Friday at 101 Centrepointhe Drive, Ottawa, ON K2G 5K7.

To obtain a copy of the written notice, please submit your request in writing.

**Dossier n^{os} D08-01-13/B-00308 et
B-00309**

Afin d'étudier des demandes d'autorisation visant à lotir le bien-fonds en deux parcelles distinctes et à construire une maison jumelée « avant à arrière » de trois étages pourvue d'une terrasse sur le toit

Au : 17, (17A et 17B), rue Ladouceur

Audience : le mercredi 2 octobre 2013, à 13 h, à la salle du Conseil, rez-de-chaussée, Place Ben-Franklin, 101, promenade Centrepointhe, Ottawa

Vous pouvez obtenir des renseignements supplémentaires en composant le 613-580-2436 ou en vous rendant au bureau du Comité situé au 101, promenade Centrepointhe, Ottawa (Ontario) K2G 5K7, du lundi au vendredi, entre 8 h 00 et 16 h.

Pour obtenir une copie de l'avis veuillez présenter une demande par écrit..

Committee of Adjustment, Roles

Planning Department

- The Planning Department is a commenting agency
- Attends hearing
- Requests Conditions of Approval (Severance)



Committee of Adjustment, Roles

Planning Department: *Conditions of Approval
(Severance)*

- *Owner has one year to clear conditions*

Standard Examples from Engineering/Planning Review:

- Cash-in-Lieu of Parkland
- Grading and Drainage
- Separate Services
- Other Examples: Utility Easements, Registered Plan (survey)



Committee of Adjustment, Roles

Public

- The general public is a commenting agency
- Public Notice provided to properties within 60 metres, and sign posted on subject property (14 days)
- Convey concerns / comments to the panel
- Decisions can be appealed to the Ontario Municipal Board



Committee of Adjustment, Roles

Public: How to get involved?

- Applicant engagement (pre-consult with public)
- How to view submission material?
- What comments should be made and how?
- You don't have to be a planner to make valid planning arguments!
- Informed concerns/objections



Committee of Adjustment, Roles

Public: Presenting to the C of A (5 min)

Arguments that HAVE merit

- Zoning related issues
- Design Guidelines / OP Policy (evaluative tool)
- Character and compatibility
- Impacts related to requested variance

Arguments that DO NOT HAVE merit

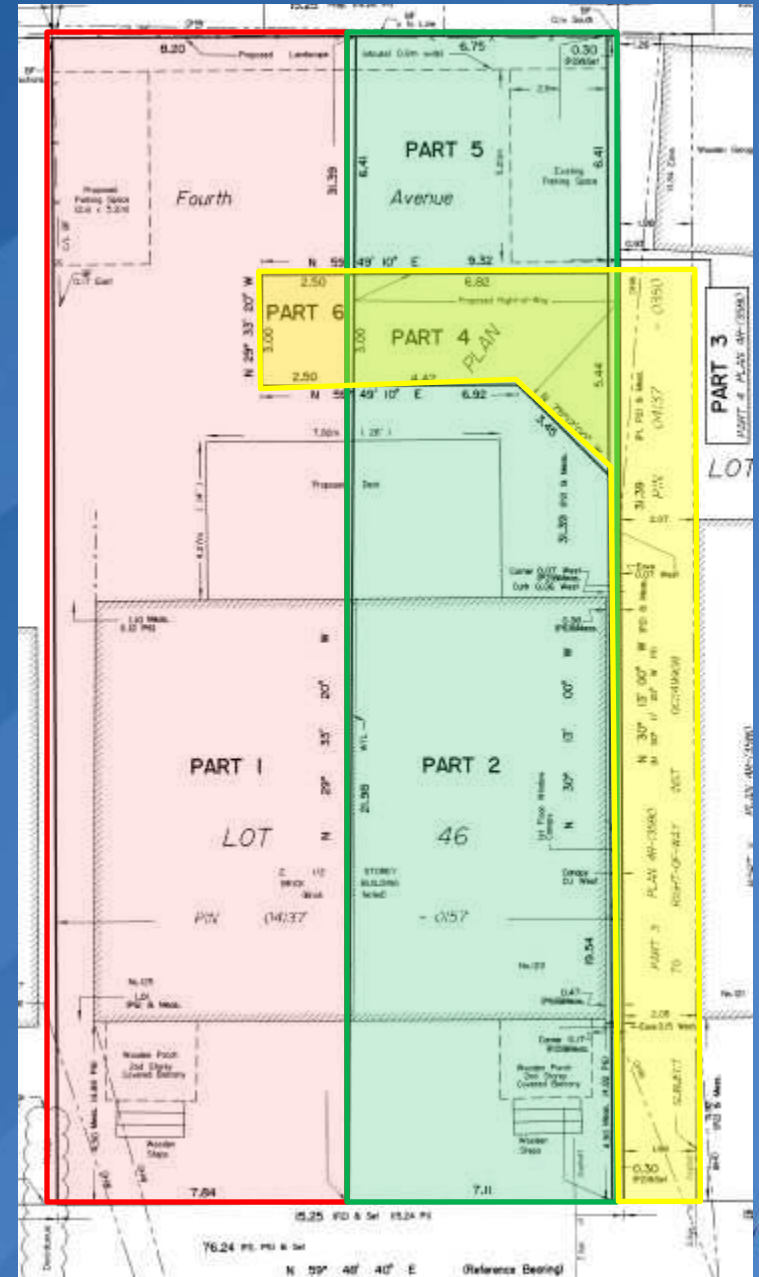
- Property values, view protection, dwelling condition
- Subjective comments (modern vs. traditional design)
- Precedent setting, Tenure



Committee of Adjustment

Severance

- Divide property for separate ownership (semi-detached dwelling)
- Shared driveway and Right-of-Way easements



Committee of Adjustment

Severance

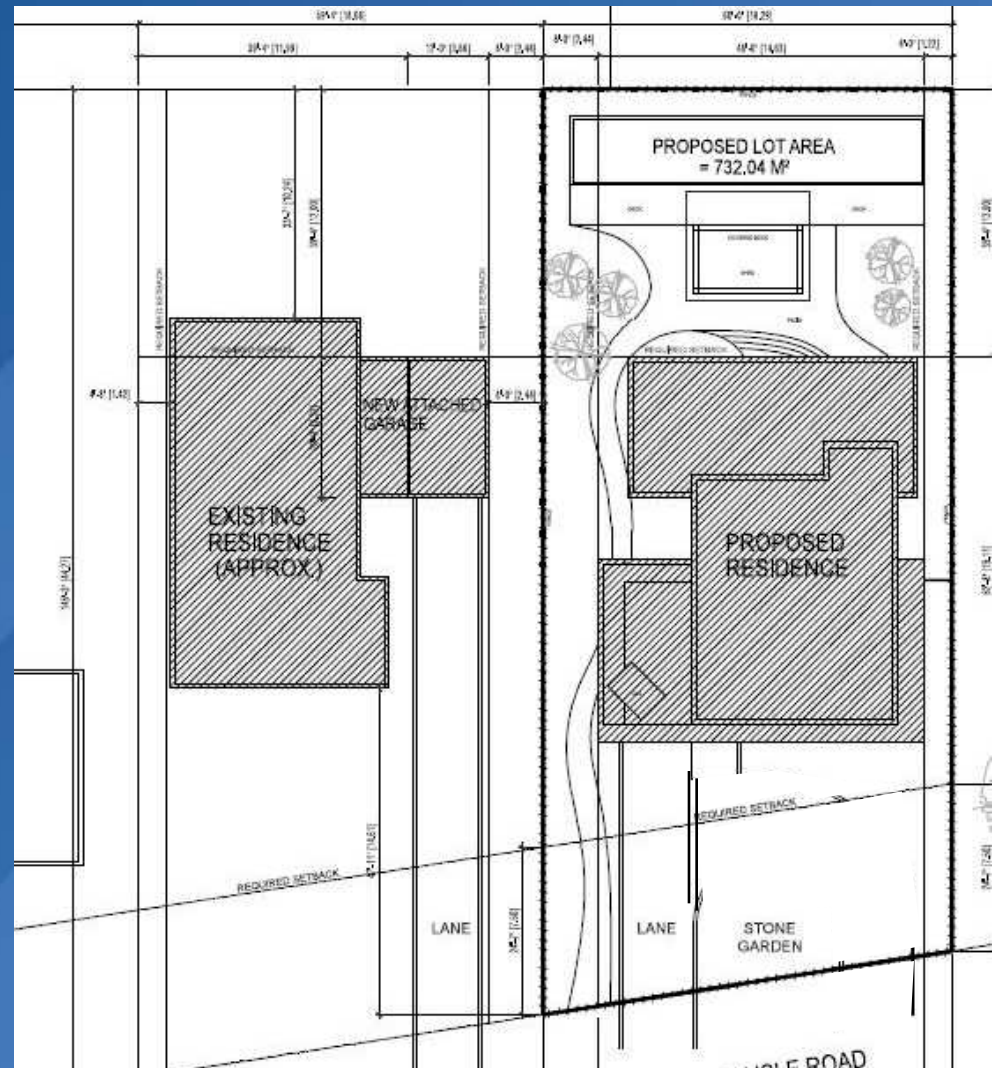


Committee of Adjustment, Process

Minor Variance

Four Tests:

1. General intent and purpose of the Official Plan
2. General intent and purpose of the Zoning By-law
3. Desirable for the appropriate use and development of the land?
4. Is it minor?





Before
After



Infill through Site Plan Control

“Site Plan Control is the process that is used to control or regulate the various features on the site of an actual development including building location, landscaping, drainage, parking, elevations (design) and access by pedestrians and vehicles”

Small-scale Infill through SPC

- Townhouse
- Planned Unit Development (PUD)
- Low-rise Apartment Dwelling
- Stacked-townhouse

Note: some projects may also require Minor Variance / Zoning Amendment

Site Plan, Process

Public Consultation vs No Public Consultation

Public consultation applies **only** to the following proposals:

- New free-standing construction of 250 square meters of gross floor area or greater; or
- Adjoining addition to an existing building 50 percent or greater in size than the existing building; or
- Changes in use that results in the requirement for, or the provision of, more than 10 parking spaces; or
- The installation of new drive-throughs





3143, chemin Navan Road

**PLANNING AND GROWTH
URBANISME MANAGEMENT
ET GESTION DE LA CROISSANCE**

Applicant's proposal

The City of Ottawa has received a Site Plan Control application to develop 6 low-rise apartment buildings, 6 stacked townhouse buildings and 1 new commercial building.

"Roadway modifications may be required."



Proposition du requérant

La Ville d'Ottawa a reçu une proposition visant la réglementation du plan d'implantation pour la construction de 6 immeubles d'habitation de faible hauteur, de 6 bâtiments d'habitations en rangée superposées et d'un immeuble commercial.

"Des modifications à la chaussée pourraient être requises."

Let us know what you think.

Mélanie Gervais

☎ 613-580-2424 extension 24025

✉ Melanie.Gervais@ottawa.ca

Visit: Ottawa.ca/devapps
for more information on this application

Qu'en pensez-vous? Dites-le nous.

Mélanie Gervais

☎ 613-580-2424 extension 24025

✉ Melanie.Gervais@ottawa.ca

Visitez : Ottawa.ca/demdam
pour plus de renseignements sur cette demande

Site Plan, Roles

Planning and Growth Management Department

- Pre-application Consultation (mandatory)
- Applications subject to public consultation uploaded online (ottawa.ca/devapps) & on-site sign posted
- Circulation period for commenting
 - Ward Councillor
 - Registered Community Groups
 - Technical Agencies
 - Internal Departments
- Issue Resolution
- Decision



Site Plan, Roles

Public: How to get involved?

- Contact the City Planner (file lead)
- Public Engagement via applicant (pre-consultation)
- Contact the Ward Councillor
- Contact Community Association / Registered Community Group
- On-site signs
 - Link to submission material (ottawa.ca/devapps)
 - File lead contact information



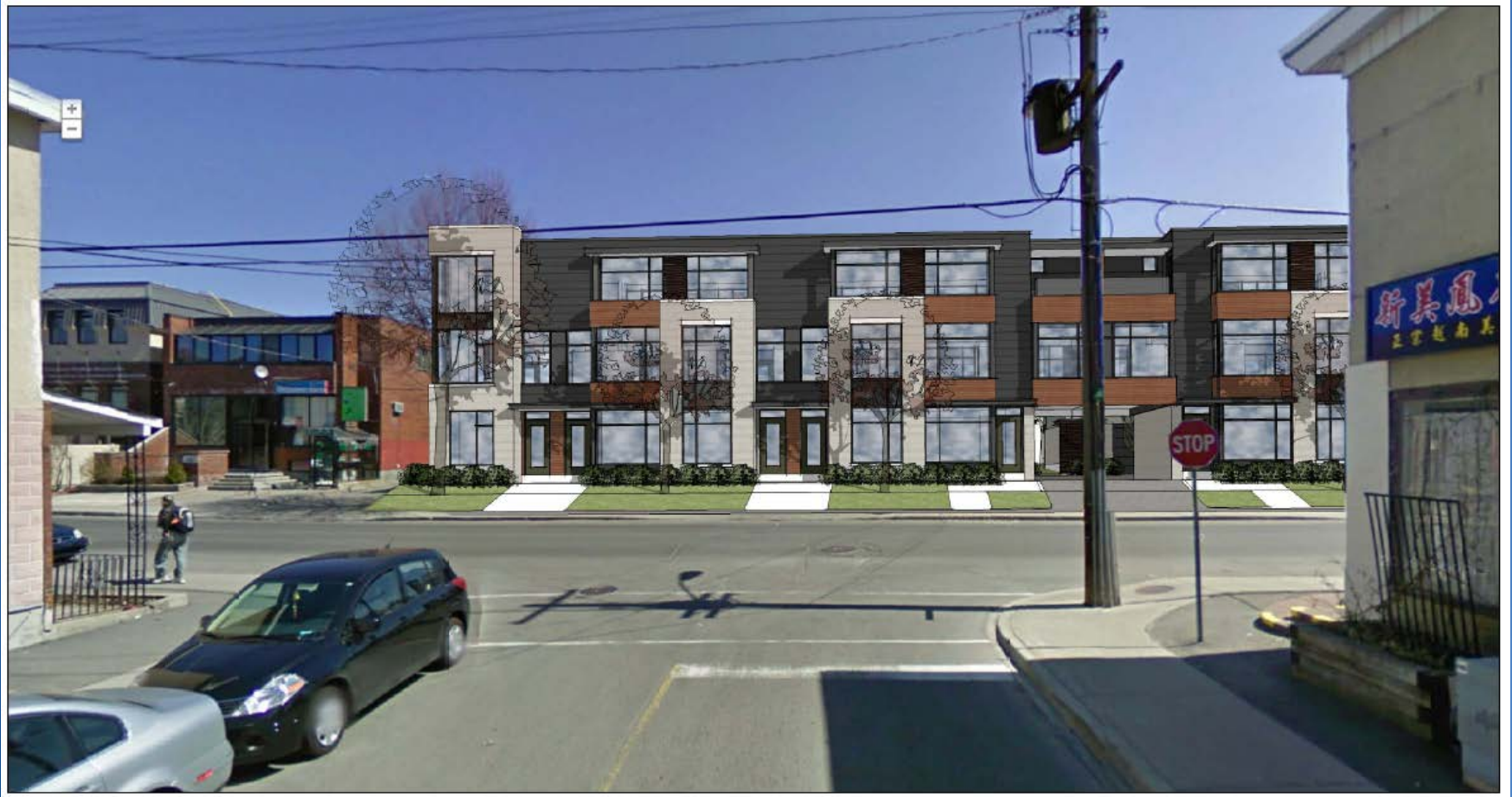
Site Plan, Infill Site

Before

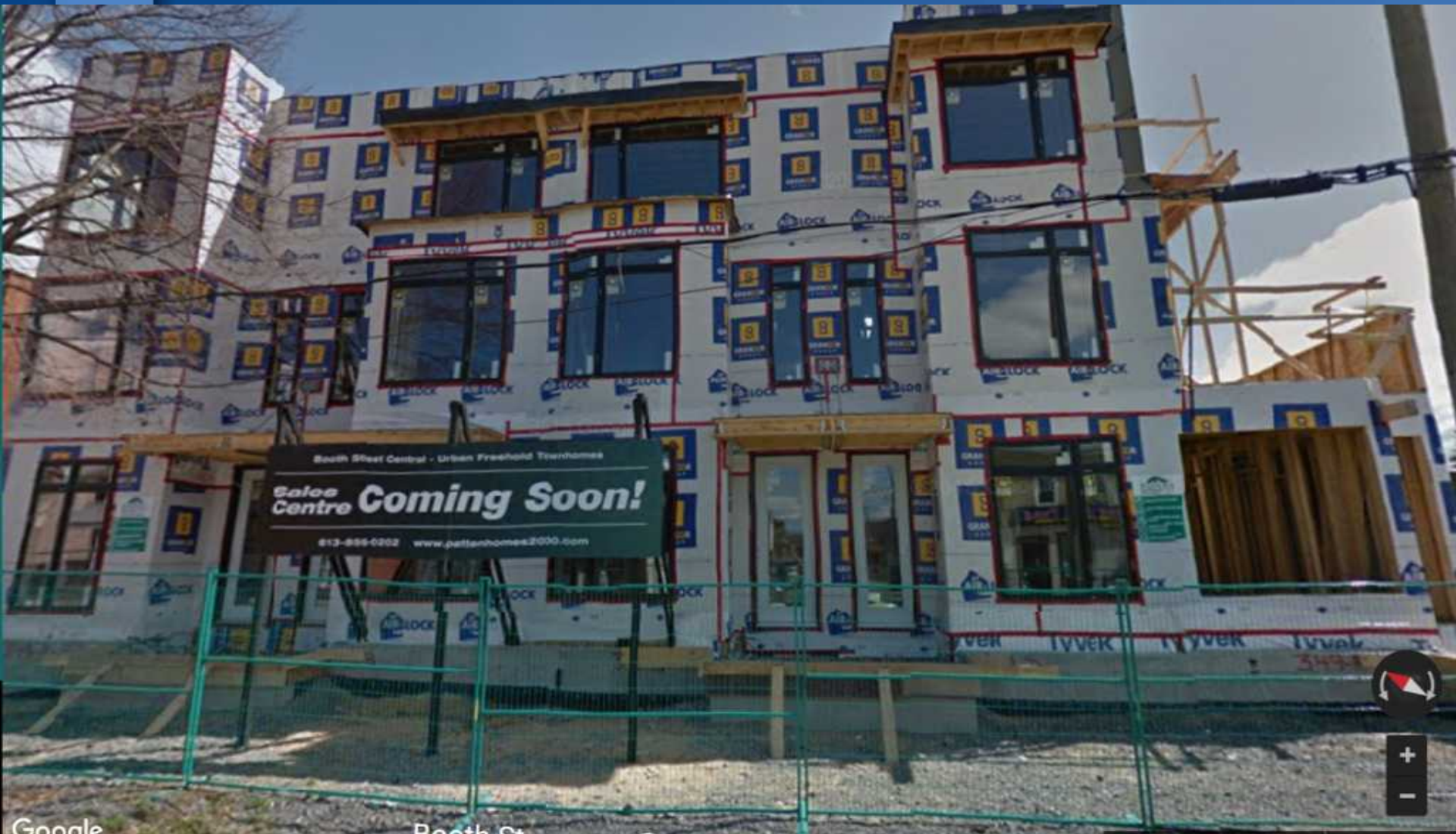


Site Plan, Infill Site

After







Information to Consider

- Development Information Officers can help untangle zoning information and can make sense of development projects which may be of interest to you.
- Consider documenting pre-construction conditions of your property (e.g. take photos, measurements, surveys)
- Consider having verbal promises put in writing
- It is easier to fix problems before they get too far along so, if you notice something odd, investigate early.
- It is neighbourly, but not required, to allow access to your property

Questions?



Large-Scale Residential Infill and Tall Buildings



Focus of this section:

- Higher Density Development – Condominiums/Mixed-Use Development – The development we find in targeted intensification areas and outside these areas.
- Case Studies of allowing higher density development.
- To answer the question:
How in the world can you allow a tall building in this neighbourhood?



Provincial Policy Statement

- Intensification

Official Plan Policies

- The Challenge Ahead/Managing Growth
 - Ottawa's population is going to increase by up to 30% by 2031 – 145,000 new homes.
 - 90% of the growth will come in urban areas shown in the plan.
 - Compact form of development served with quality transit, walking and cycling facilities.
 - Attention to design – Two components to the Official Plan – **Intensification and Design.**

The Role of Design

“In general terms, compatible development means development that, although it is not necessarily the same or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties.”



Official Plan Polices

Design Objectives (Policy 2.5.1.)

- To enhance the sense of community - create and maintaining places with their own distinct Identity.
- To define quality public and private spaces.
- To create places that are safe – accessible - easy to get to and through.
- Respect the character of existing areas.
- To consider adaptability and diversity – places evolve - choice.
- Understand and respect natural processes – features.
- Maximize energy efficiency – reduce resource consumption.

Urban Design and Compatibility (Policy 4.11)

- Traffic
- Vehicular access
- Parking Requirements
- Outdoor Amenity Areas
- Loading Areas
- Lighting
- Noise and Air Quality
- Sunlight
- Microclimate



Building Profile and Compatibility

(Policy 4.11)

- Low Medium and High Rise Developments
- High Rise Buildings are only permitted in certain areas
 - Central Area
 - Mixed-Use Centres – Town Centres
 - Employment Areas
 - Mainstreets
 - Area of High Rises – Direct Access to Arterial Road
 - Within 600 metres of a Rapid Transit Station
 - Allowed by Community Design Plan
 - Where the Zoning already permits them
 - Where an appropriate transition can be applied

Building Profile and Compatibility (Policy 4.11)

- Scale massing and height of proposal
- How proposal enhances existing or creates new views.
- The effect of the design on the skyline of the City.
- The quality of architecture and urban design.
- How the proposal enhances the public realm.

Transition (Policy 4.11)

- Incremental changes in building height.
- Massing – ground oriented housing – podium.
- Character – scale – rhythm- colour – finishes.
- Architectural design – cornice – angular plane.
- Building setbacks.

Secondary Plans

- These plans provide a focused direction for height and intensification for a geographical area.

Urban Design Review Panel

- Provides direction to Staff on implementing design considerations for compatibility.



Design Guidelines

- High-Rise Design Guidelines.
- Transit Oriented Development Guidelines.
- Traditional and Arterial Mainstreet Guidelines.
- Help ensure Compatibility of a proposed development



Case Study I

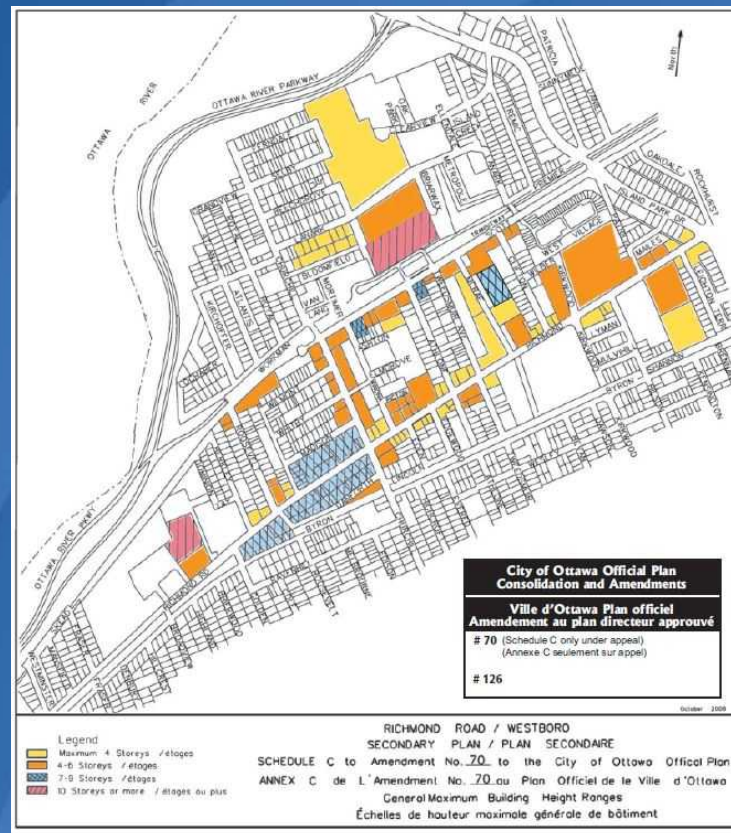
Westboro Station

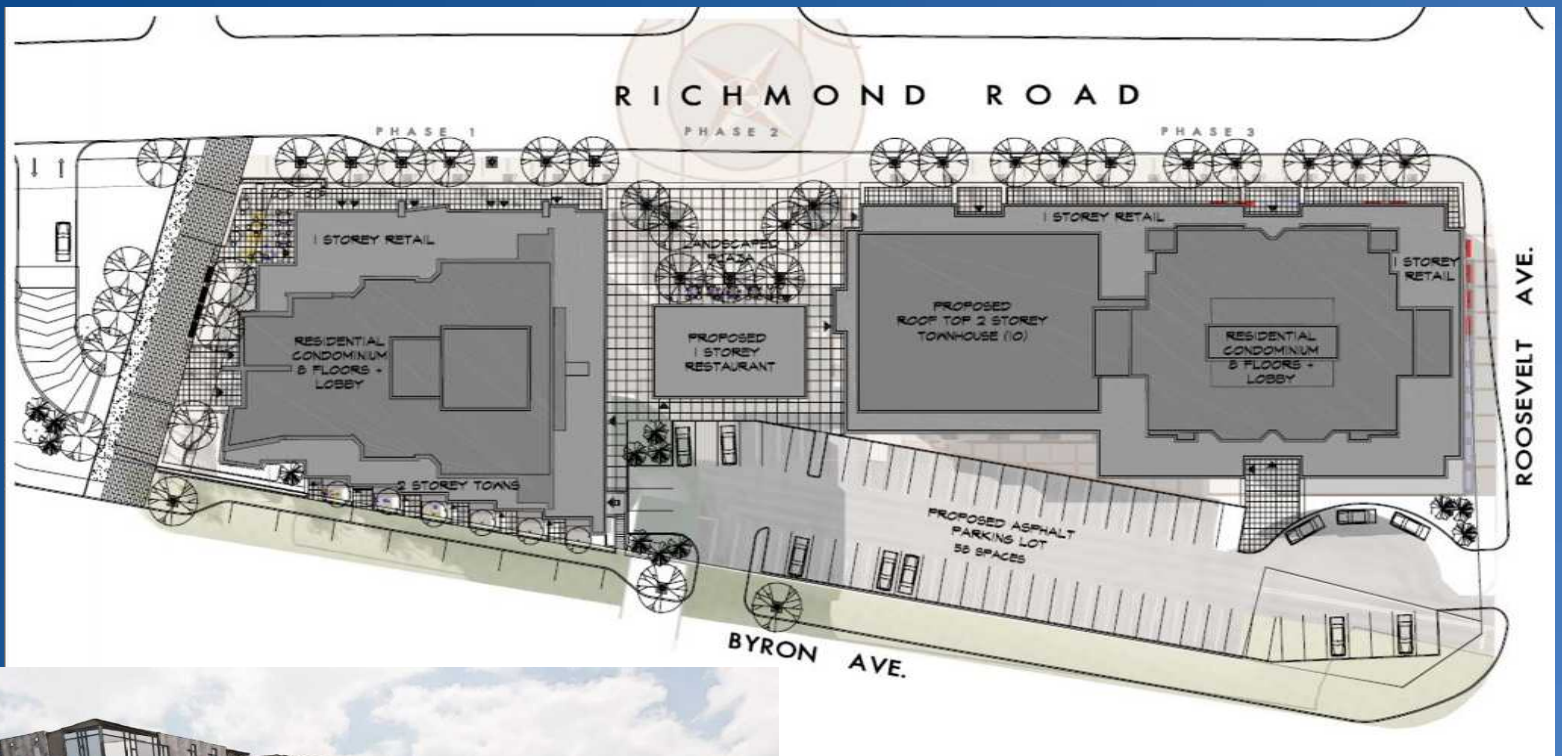


Official Plan Policies and Richmond Road Secondary Plan

— Policy 1.3.3

The Secondary Plan supports building heights generally in the range of four to six storeys. Greater building heights will be considered in any of five circumstances:





Earlier Concepts



Concept Evolves



Final Concept



- Animation at the ground level
- Well lit public areas





- Facade Treatment and Landscaping





- Easy and safe Pedestrian Access
- Incremental height change – including setbacks



Figure 1 consists of nine aerial photographs arranged in a 3x3 grid, showing the progression of vegetation regrowth on a residential lot. The images are labeled with dates and times:

- Top Left: DECEMBER 21 10 AM
- Top Middle: JUNE 21 9 AM
- Top Right: MARCH 21 SEPTEMBER 21 9 AM
- Middle Left: DECEMBER 21 NOON
- Middle Middle: JUNE 21 NOON
- Middle Right: MARCH 21 SEPTEMBER 21 NOON
- Bottom Left: DECEMBER 21 3 PM
- Bottom Middle: JUNE 21 4 PM
- Bottom Right: MARCH 21 SEPTEMBER 21 4 PM

The photographs show a residential lot with a blue-roofed house and surrounding greenery. The vegetation regrowth is most prominent in the central and rear areas of the lot, showing a clear progression from sparse vegetation in December to dense regrowth in June and March.



Case Study II

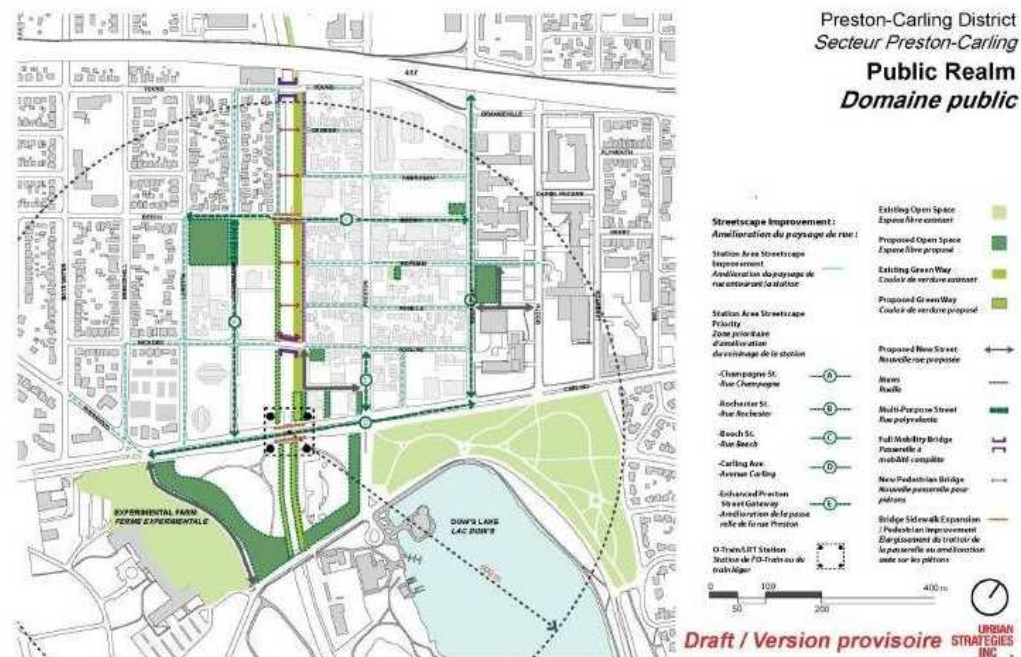
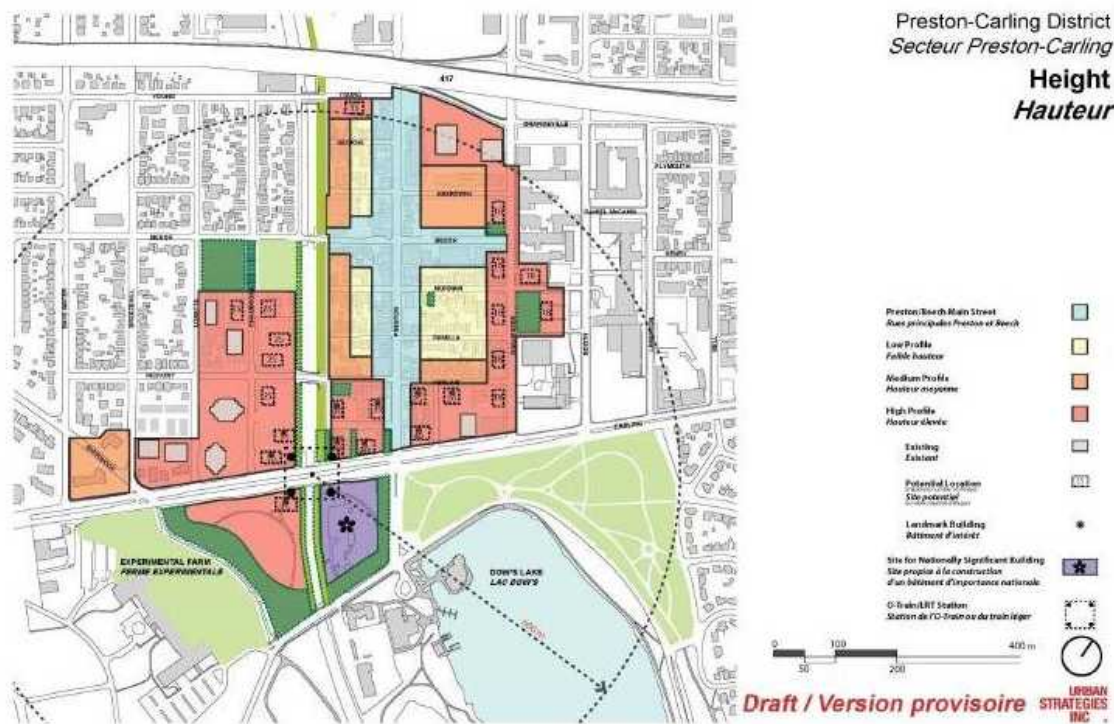
505 Preston Street



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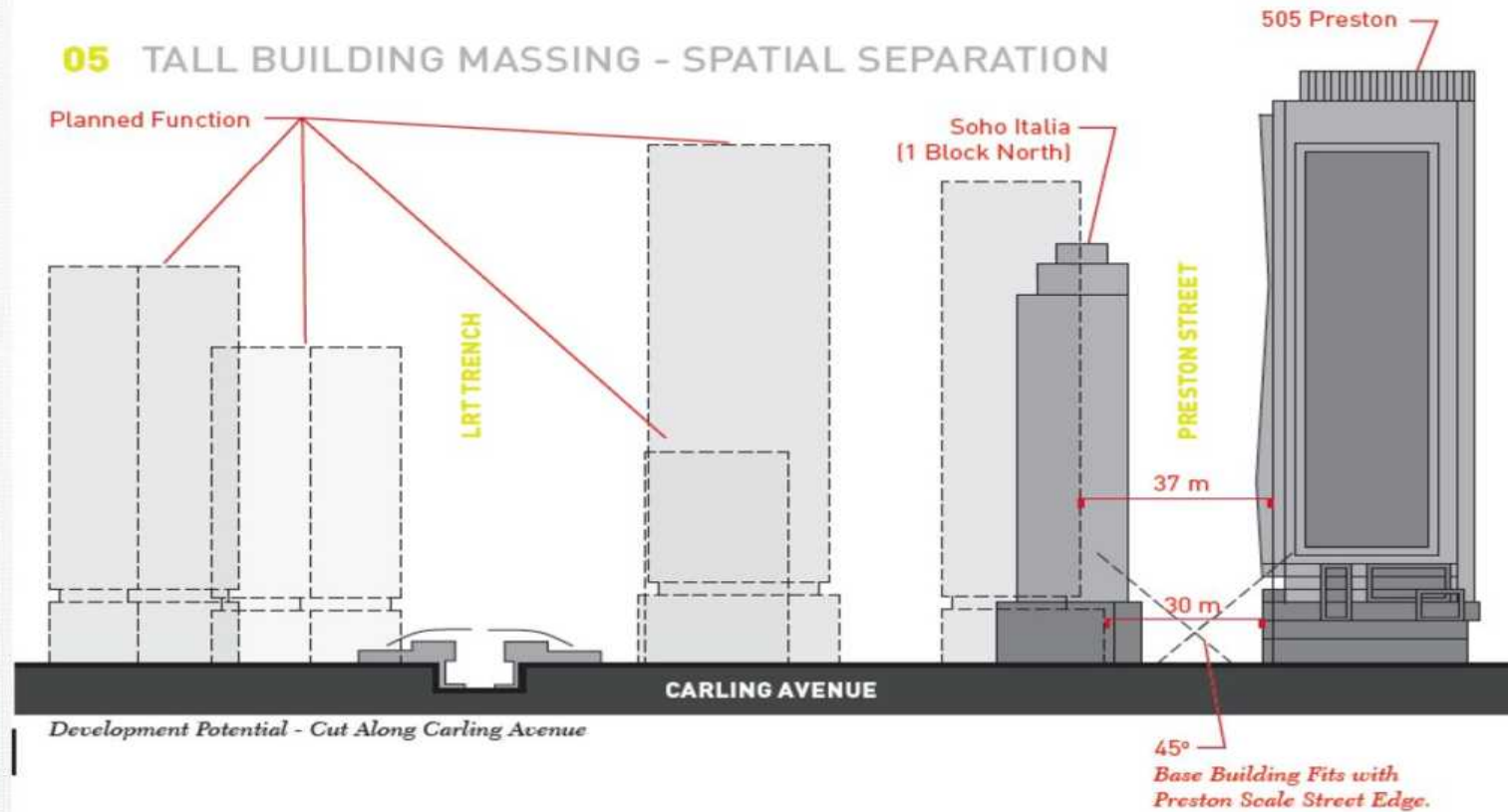
Strategic Directions Report – Planned Function

Section 37 Public benefits



HEIGHT & TOWER DESIGN

05 TALL BUILDING MASSING - SPATIAL SEPARATION

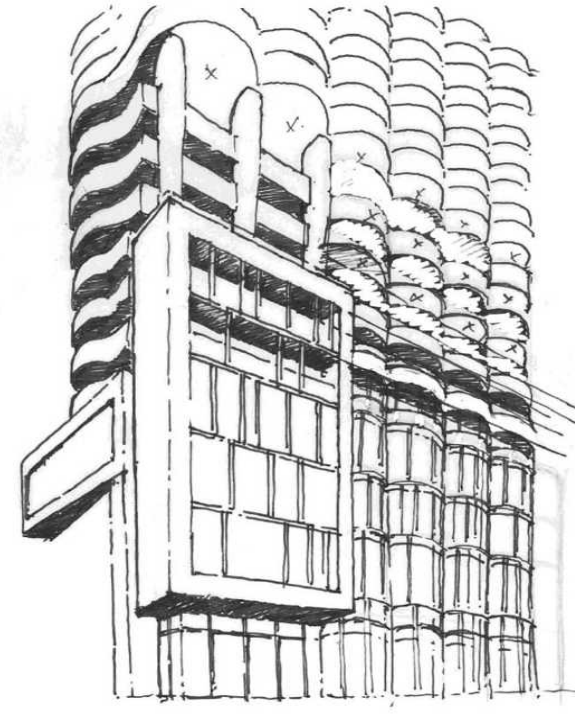
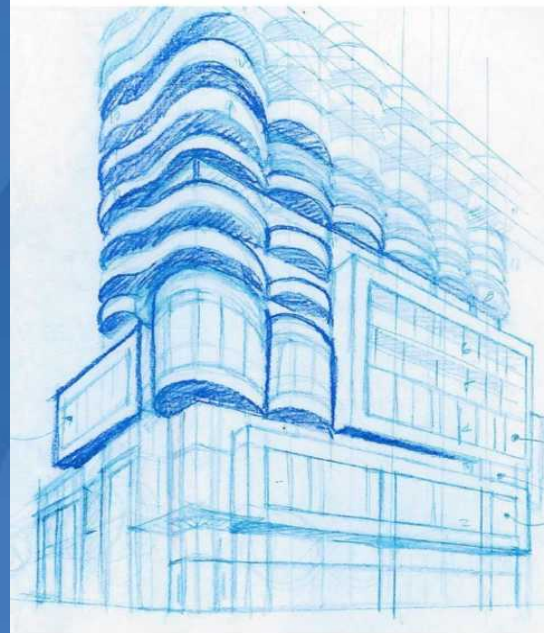
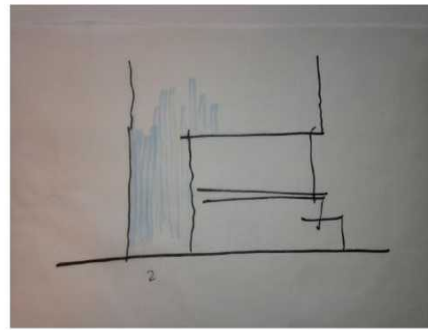
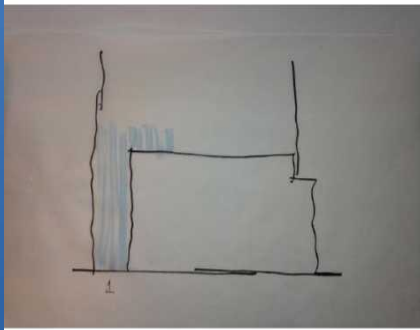
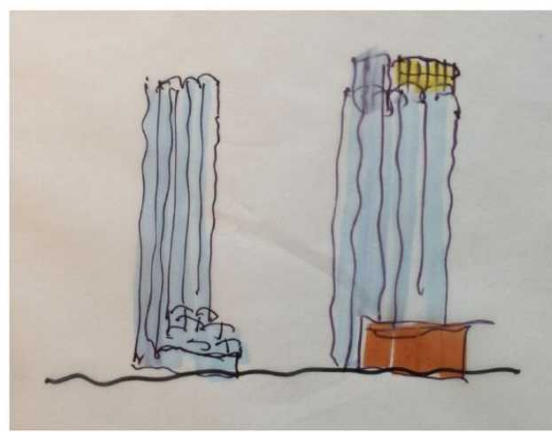
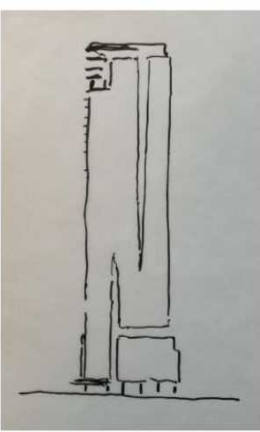


Planned Function



Earlier Proposals

Tall Buildings Design Review

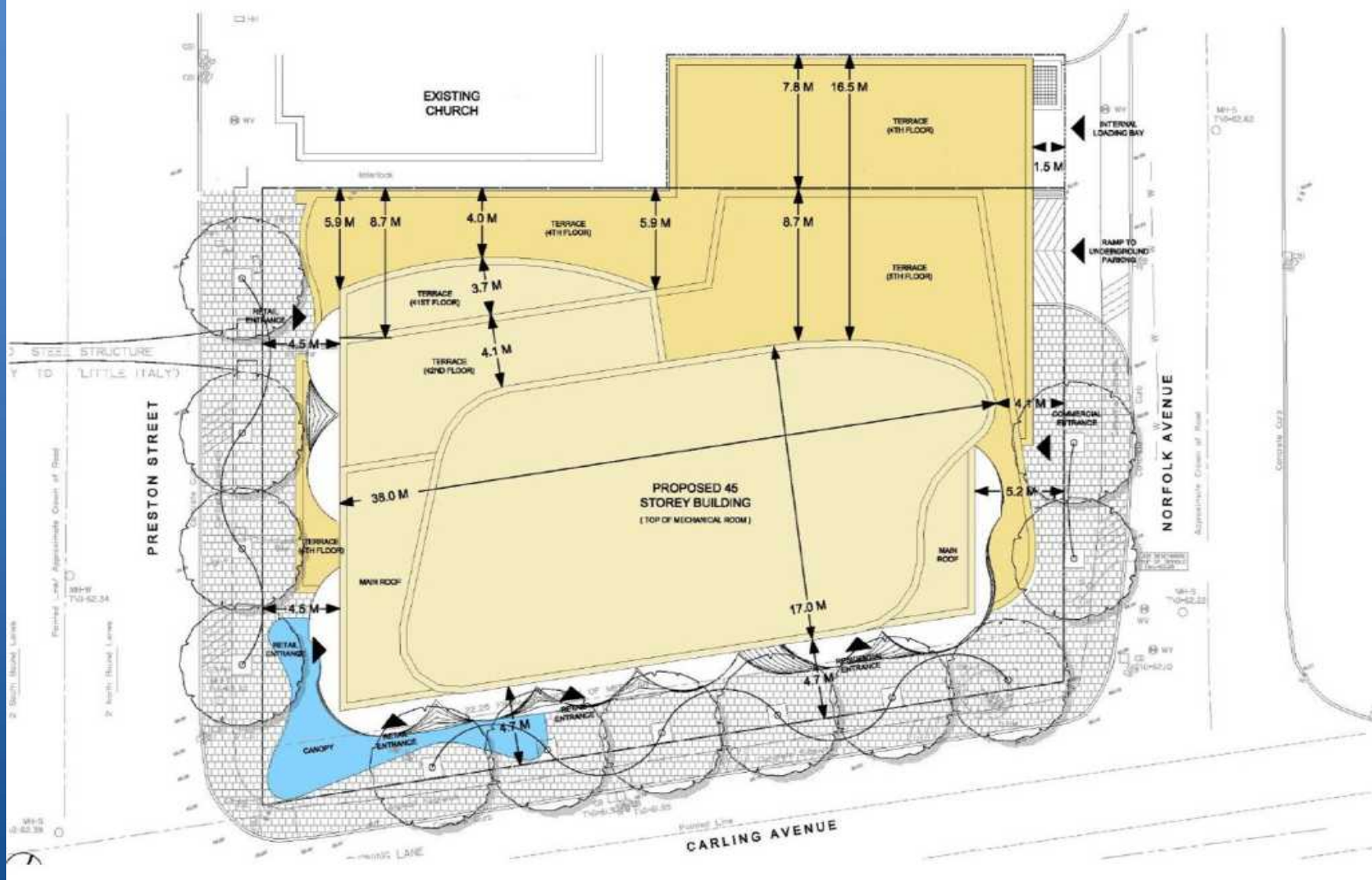


Consideration of Other Perspective Views





Public Realm – Ground level 505
Preston Street



Site and Landscape Plan 505 Preston Street

Things to Consider in Higher Density Development

- The Official Plan encourages intensification.
- New development can be compatible without being identical or similar to existing development.
- Height can be mitigated with the use of planning tools:
 - Incremental change in building height
 - Massing
 - Architectural Design
 - Building Setbacks
 - Landscaping and Grade Change
- Design is a factor that greatly influences the compatibility of a proposal.

Questions?



Key Messages

- The Planning Act and Provincial Policy Statement require cities to grow through intensification.
- The majority of intensification will occur in Target Areas, but it will occur to a lesser extent throughout the City.
- Building “in” costs the City/Taxpayers less.



THANK YOU

