

AFFORDABILITY AND CHOICE TODAY (A•C•T) DEMONSTRATION PROJECT

Case Study

Alternative Development Standards for Affordable Housing in Ottawa-Carleton

**Planning and Property Department, Regional Municipality of Ottawa-Carleton
Ottawa, Ontario**

Prepared for:

Federation of Canadian Municipalities

Canadian Home Builders' Association

Canadian Housing and Renewal Association

Canada Mortgage and Housing Corporation

Prepared by:

**Energy Pathways Inc.
Ottawa, Ontario**

May 1994

This case study was funded by Canada Mortgage and Housing Corporation, but the views expressed are the personal views of the authors and the Corporation accepts no responsibility for them.

FOREWORD

The project documented in this case study received funding assistance under the Affordability and Choice Today (A•C•T) Program. A•C•T is a joint initiative, managed by the Federation of Canadian Municipalities, the Canadian Home Builders' Association, and the Canadian Housing and Renewal Association, together with the funding agency Canada Mortgage and Housing Corporation. The A•C•T Program is administered by the Federation of Canadian Municipalities.

A•C•T, which was launched in January 1990, was designed to foster changes to planning and building regulations and residential development approval procedures in order to improve housing affordability, choice and quality.

Through A•C•T, grants are awarded to municipalities, private and non-profit builders and developers, planners and architects to undertake innovative regulatory reform initiatives in municipalities across Canada. Three types of projects are awarded grants under the A•C•T Program: Demonstration Projects, Streamlined Approval Process Projects, and Case Studies (of existing initiatives).

- *Demonstration Projects* involve the construction of innovative housing that demonstrates how modifications to planning and construction regulations can improve affordability, choice and quality.

- *Streamlined Approval Process Projects* involve the development of a method or an approach that reduces the time and effort needed to obtain approvals for housing projects.
- *Case Study* grants are awarded for the documentation of existing regulatory reform initiatives.

Change and innovation require the participation of all the players in the housing sector. A•C•T provides a unique opportunity for groups at the local level to work together to identify housing concerns, reach consensus on potential solutions, and implement action. Consequently, a key component of A•C•T-sponsored projects is the participation and cooperation of various players in the housing sector in all phases of each project, from development to realization.

All projects awarded a grant under the A•C•T Program are documented as case studies in order to share information on the initiatives and the benefits of regulatory reform with other Canadian communities. Each case study discusses the regulatory reform initiative, its goals and the lessons learned. Where appropriate, the cost savings resulting from modifications in various planning, development and construction regulations are calculated and reported.

TABLE OF CONTENTS

PROJECT OVERVIEW.....	i
1.0 PROJECT DESCRIPTION.....	1
1.1 The Need for Alternative Development Standards.....	1
<i>Figure 1. Estimated Cost Savings.....</i>	<i>2</i>
1.2 Project Objectives.....	2
1.3 Methodology.....	2
1.3.1 Phase 1: Planning and Design.....	2
<i>Figure 2. Typical Lotting for Single-Family Homes.....</i>	<i>4</i>
<i>Figure 3. Typical Lotting for On-Street Townhouses.....</i>	<i>5</i>
<i>Figure 4. Charrette First-Prize Design.....</i>	<i>6</i>
1.3.2 Phase 2: Demonstration Project.....	7
<i>Figure 5. Adopted Alternative Development Standards.....</i>	<i>9</i>
1.3.3 Monitoring.....	10
<i>Figure 6. Demonstration Project Site Plan.....</i>	<i>11</i>
<i>Figure 7. Freehold Townhouses.....</i>	<i>12</i>
<i>Figure 8. Freehold Carriage Homes.....</i>	<i>13</i>
2.0 THE COMMUNITY AND THE KEY PLAYERS.....	14
2.1 The Regional Municipality of Ottawa-Carleton.....	14
<i>Figure 9. Average Residential Price in Ottawa-Carleton.....</i>	<i>14</i>
2.2 The RMOc Planning and Property Department.....	14
2.3 The City of Gloucester.....	15
2.4 Minto Developments Inc.....	15
2.5 Other Players.....	15
3.0 REGULATORY REFORM INITIATIVES AND IMPACT ON COST, CHOICE AND QUALITY.....	16
APPENDIX A: CITY OF GLOUCESTER BY-LAW 222-308 OF 1993.....	18

PROJECT OVERVIEW

The lack of affordable housing due to rising housing costs and stable income rates, and the impact of new residential development on the environment are both matters of much concern to the Regional Municipality of Ottawa-Carleton (RMOC) in Ontario. To address these concerns, the RMOC combined efforts with municipal engineering and planning departments, public utility companies and the Ottawa-Carleton Home Builders' Association to determine the feasibility and desirability of changing development standards for subdivisions.

Preliminary research conducted by the RMOC indicated that using alternative planning and engineering standards respecting such areas as right-of-way width, lot dimension, house-to-house separation and infrastructure provision could result in savings in site-servicing and land costs of up to approximately \$12,500 per unit for single-family homes and \$5,500 per unit for multi-family homes. Actual cost savings would depend on the specific characteristics of an individual project.

In November 1991, the RMOC was awarded an A•C•T demonstration project grant to plan, design and test alternative development standards for subdivisions.

The purpose of the demonstration project was to illustrate the following points:

- Municipal governments can help to reduce housing costs by revising engineering standards and zoning regulations.
- Increased-density communities can be attractive and desirable places to live.
- Affordable, small homes can be attractively designed.

The project team reviewed a variety of zoning and engineering standards to determine the impact of these on housing cost, maintenance, performance and marketability.

A charrette, in which housing and design professionals from across Canada participated, was held to generate and test the feasibility of innovative designs for small houses and lots. The results of the charrette were documented in *Great Ideas for Small Spaces*¹ and were used in *Small House Design Study: Housing Design Concepts Based on Alternative Urban Development Standards*.² The findings were also used in a market study³ that concluded that the application of alternative development standards could make houses both affordable and desirable.

¹ RMOC Planning and Property Department, Ottawa, Ontario, May 1992.

² Nichols Vandenberg Architects Inc., Ottawa, Ontario, August 1992.

³ Brethour Research Associates Limited, *Market Study of Alternative Development Standards*, Ottawa, Ontario, September 1992.

A 165-unit demonstration project was built on a five-hectare site in Gloucester, Ontario, by Minto Developments Inc., a prominent new-home developer in Ottawa-Carleton.

In February 1993, applications for rezoning, a Plan of Subdivision and site plan were approved, and by-law modifications were adopted by the City of Gloucester Council. Construction of freehold townhouses and carriage homes began in June 1993. As of December 1993, 53 units had been sold.

Initial indicators show, even after the additional landscaping costs required for the demonstration project have been

taken into account, that the use of alternative development standards has produced average savings of approximately \$4,000 per unit. These savings are passed on to homebuyers.

A five-year monitoring process to evaluate standards with respect to the project objectives is under way. The RMOC, the City of Gloucester, the utility companies and Minto Developments Inc. are all interested in the results and are assisting in ongoing data collection.

The project team expects this work to demonstrate that alternative land development standards can help create attractive, good-quality housing and communities at a reasonable price.

1.0 PROJECT DESCRIPTION

1.1 The Need for Alternative Development Standards

The Regional Municipality of Ottawa-Carleton (RMOC) in Ontario undertook the review and revision of development standards for subdivisions for several reasons:

- Household income not increasing at the same rate as housing costs
- Mounting public concern about urban sprawl, which can result in the disappearance of farmland, high infrastructure costs and transportation-related air pollution
- Adoption of the *Policy Statement on Land Use Planning for Housing* by the Ontario Ministry of Housing

Growing concern about the rising cost of housing prompted the Ontario government in 1989 to adopt the Policy Statement on Land Use Planning for Housing. The primary objective of the policy statement is to foster land use planning practices that create opportunities to provide an adequate supply and variety of affordable housing.

In January 1991, the RMOC established the Regional Working Committee on Alternative Urban Development Standards comprising representatives of regional and municipal engineering and planning departments, public utility companies and the Ottawa-Carleton Home Builders' Association. The Committee's mandate was to examine alternative standards that would encourage the production of a variety of affordable housing forms that could be built by the private sector. In this context, the RMOC carried out research to demonstrate the feasibility, cost savings

and marketability of alternative engineering and planning standards.

Development standards govern the densities at which housing is built, the amount of land available for different housing types, design specifications for streets, sidewalks and curbs, and requirements for parking and drainage.

The Committee drafted *Alternative Development Standards: Proposals to Reduce Housing Costs*⁴ in September 1991. The report was prepared to allow local municipalities, utility companies and developers to become more aware of some of the ways in which residential development standards could be revised to make housing more affordable. Two existing subdivisions were examined in order to analyze cost savings that might be realized with the application of the alternative standards proposed by the Working Committee. Cost savings in site-servicing and land costs were significant—up to approximately \$12,500 per unit for single-family homes and \$5,500 per unit for multi-family homes.⁵ Estimated average cost savings for the two subdivisions are presented in Figure 1 overleaf.

⁴ A copy of this document may be obtained at a nominal cost by writing to Janice Baxter, Planning and Property Department, Regional Municipality of Ottawa-Carleton, 111 Lisgar Street, Ottawa, Ontario K2P 2L7.

A copy may also be purchased or obtained on loan from the Canadian Housing Information Centre, 700 Montreal Road, Ottawa, Ontario K1A 0P7, Tel: (613) 748-2367, Fax: (613) 748-6192, TTY: (613) 748-2143.

⁵ Based on comparable sizes of houses built to conventional subdivision standards.

Figure 1. Estimated Cost Savings

Cost Savings (per unit)	Kanata	Ottawa
Servicing	\$3,660	\$3,069
Raw Land	\$3,599	\$5,435
Total Savings	\$7,259	\$8,504

The Committee decided to undertake a demonstration project and apply for an A•C•T grant. The RMO Planning and Property Department was awarded an A•C•T grant in November 1991.

1.2 Project Objectives

The overall objective of the project was to plan, design and test alternative design standards for subdivisions in order to encourage the production of affordable housing. By undertaking this project, the Committee hoped to demonstrate the following points:

- Municipalities can help to reduce housing costs significantly by revising engineering standards and zoning regulations.
- Increased-density communities can be attractive and desirable.
- Affordable, small homes can be attractively designed.

1.3 Methodology

The A•C•T project was carried out in two phases: planning and design, and the construction of the demonstration project. The first phase involved reviewing zoning and engineering

standards, conducting a design charrette and, based on the findings of the standards review and the charrette, preparing a small-house design study and a market study. A Compact Communities Implementation Workshop completed the first phase.

The construction phase of the project involved site selection, regulatory changes, and construction of the subdivision. A third phase, monitoring the demonstration project, began in 1993.

1.3.1 Phase 1: Planning and Design

Review of Standards

Building on the results of the preliminary research, the Working Committee reviewed a variety of zoning and engineering standards to determine the impact of these on housing cost, maintenance, performance and marketability.

The Committee found that substantial cost savings could be realized with minimum impact on “liveability” by reducing standards related to lot size, right-of-way and house-to-house separation, and by eliminating doubletrenching and curbs.

Alternative standards such as those described above would enable the developer and builder to reduce lot size and servicing, making it financially feasible to reduce the size of houses built. This would provide consumers with the opportunity to purchase units of reduced size, improving housing affordability.

Figure 2 (overleaf) compares lotting for single-family homes using both conventional and alternative development standards. Figure 3 (page 5) compares lotting for townhouses using the two types of standards.

Design Charrette

The findings of the Working Committee formed the basis for discussions held during a design charrette, which was hosted by the RMO and co-sponsored by the Ottawa Regional Society of Architects, the Ontario Professional Planners Institute, the Canadian Society of Civil Engineers and the Ontario Ministry of Housing. More than 80 planners, engineers, architects, developers and homebuilders attended the three-day charrette in February 1992. Ten teams participated in the charrette by developing design proposals for compact development.

The charrette's objectives were as follows:

- To examine the standards proposed by the Working Committee, particularly the 16-metre right-of-way width, and the small house and lot sizes.
- To explore house and site design alternatives for a small-lot development, using the proposed standards.
- To show that alternative standards can create attractive and affordable neighbourhoods.

The charrette was hailed by participants and other interested parties as a great success, as it tested innovative designs for small houses and lots. A summary report entitled *Great Ideas for Small Spaces*⁶ describes each of the submissions. Figure 4 (page 6) presents the charrette's first-prize design.

The 1991 Committee discussion document (described on page 1) was revised in June 1992 to include the results of the design charrette and the comments and experience of RMO planning staff and Ontario Ministry of Transportation employees.

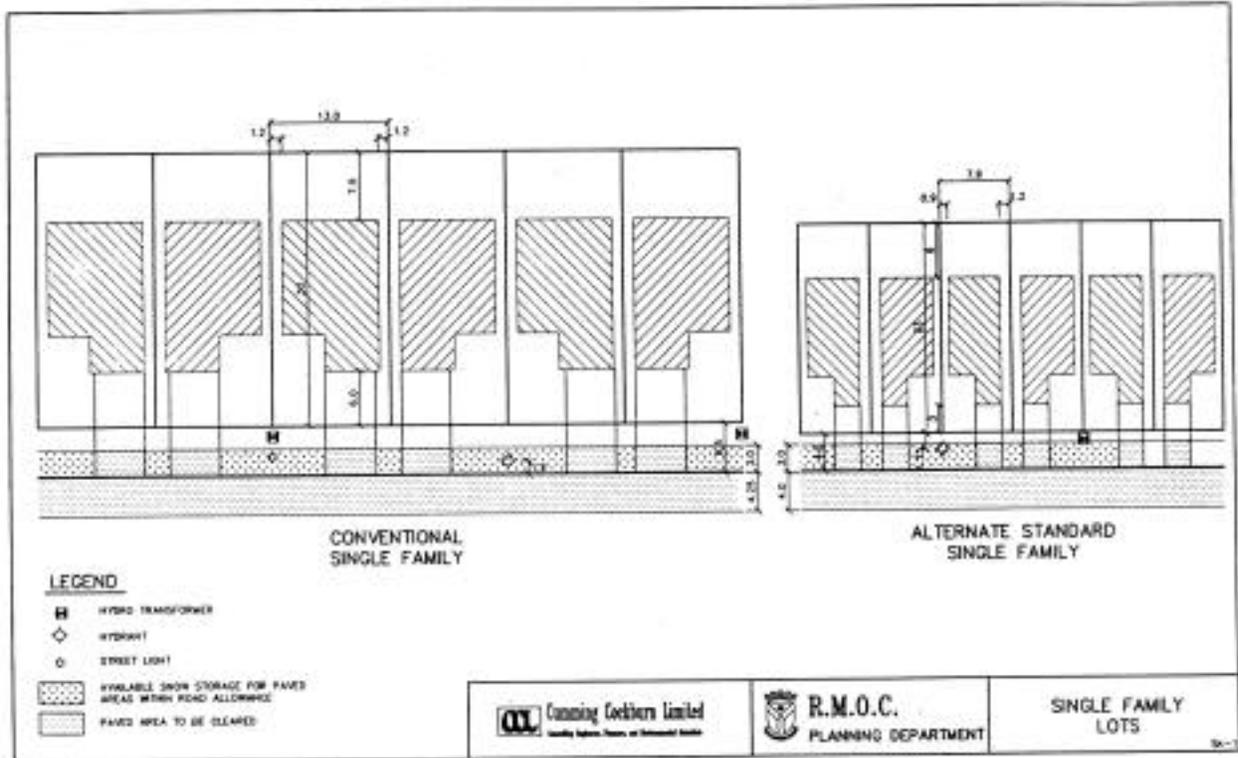
Small-House Design Study

Nichols Vandenberg Architects Inc., based in Kanata, Ontario, was retained to undertake a design study for both single-family homes and townhouses on small lots. In their study, *Small House Design Study: House Design Concepts Based on Alternative Urban Development Standards*,⁷ the architects developed a variety of generic conceptual plans and drawings. The study concluded that creative design solutions for homes using alternative standards are both possible and feasible. It also found that by modifying existing standards, the building industry can address the concerns of a changing marketplace and provide much-needed affordable housing.

⁶ For information on how to obtain this document, see footnote 4 on page 1.

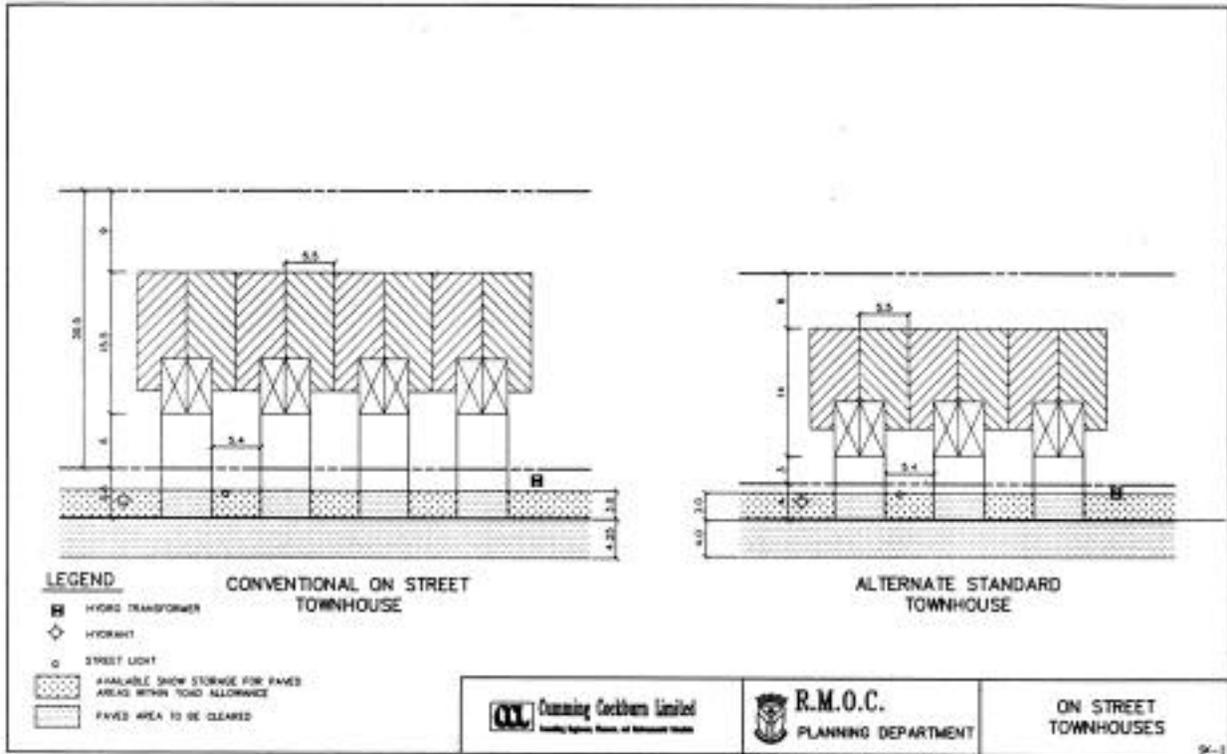
⁷ For information on how to obtain this document, see footnote 4 on page 1.

Figure 2. Typical Lotting for Single-Family Homes



Source: Regional Municipality of Ottawa-Carleton

Figure 3. Typical Lotting for On-Street Townhouses

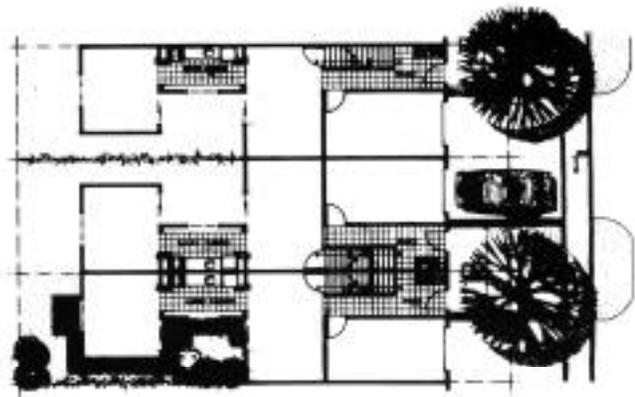
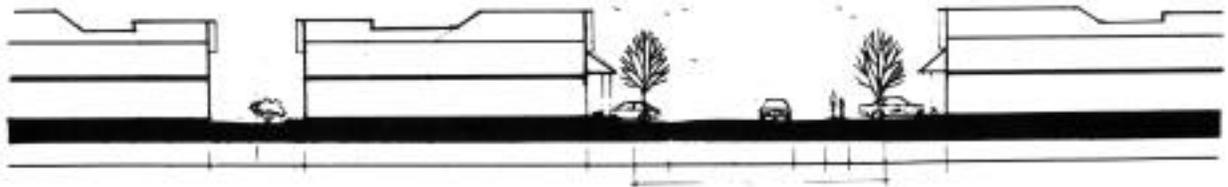


Source: Regional Municipality of Ottawa-Carleton

Figure 4. Charrette First-Prize Design



Source: Regional Municipality of Ottawa-Carleton



Market Study

The RMOC engaged Brethour Research Associates Limited to examine the local market for affordable, small homes. Results were published in a report entitled *Market Study of Alternative Development Standards*⁸. The report confirms that alternative development standards make housing more affordable and, therefore, desirable. Other findings of major interest include the following:

- Of respondents expecting to purchase a single-family detached home under 167 m² (1,800 ft²) built to conventional standards, 68 percent said they would be *likely* or *extremely likely* to purchase a single-family home of the same size designed according to alternative development standards if they could save \$12,500.
- Of respondents expecting to purchase a townhouse under 167 m² (1,800 ft²) built to conventional standards, 72 percent said they would be likely or extremely likely to purchase a townhouse of the same size designed according to alternative development standards if they could save \$5,500.

The report concludes that affordability would be the primary motivation for purchasing a home built using alternative development standards.

Quality of construction was identified as both important and desirable. Also necessary for success was the avoidance of

a “cookie-cutter” image by offering a wide selection of distinctive designs.

Compact Communities Implementation Workshop

On October 30, 1992, a Planning and Engineering for Compact Communities Implementation Workshop was held in cooperation with the RMOC, the Institute of Transportation Engineers, the Ontario Professional Planners Institute and the Ontario Ministry of Transportation. The purpose of the workshop was to discuss the most appropriate means of implementing alternative development standards focusing on pedestrian friendly, socially diverse, compact communities. The participants agreed on the desirability of more compact development in new communities and on the need to examine municipal planning and maintenance practices in order to help create change.

1.3.2 Phase 2: Demonstration Project

Site Selection

Throughout the planning and design phase, RMOC staff canvassed municipalities and local developers to undertake the demonstration project. The City of Gloucester and Minto Developments Inc. expressed the greatest interest in proceeding with the demonstration project.

A five-hectare parcel of land at the southwest corner of Innes Road and Orleans Boulevard in Gloucester was selected. This land, owned by Minto, had

⁸ For information on how to obtain this document, see footnote 4 on page 1.

been planned for predominantly commercial use. With a downturn in the market for commercial space, Minto developed all of the land for residential use, even though the site is too small to accommodate a standard subdivision development.

This site is close to elementary schools, bus service and more than 200 acres of wood- and parkland. It is useful as a demonstration site because its location and characteristics are typical of development sites in Ottawa-Carleton. Single-family homes will be built on an adjacent site.

Regulatory Modifications

The City of Gloucester became the key agency responsible for overseeing the approval of the subdivision application. This responsibility included the administration of the applications for rezoning, the Plan of Subdivision and the site plan submitted by Minto. All three

applications were approved in February 1993 by Gloucester City Council.

The Plan of Subdivision required significant changes to planning and engineering standards, including 13 modifications to the City's Comprehensive Zoning By-law 222 of 1984. (Text of the amended By-law is contained in Appendix A.) For example, the right-of-way width was reduced from 20 to 16 m (65.5 to 52.5 ft.), including a reduction in the paved portion of the road from 8.5 to 8 m (28 to 26 ft.). Lot sizes for townhouses were reduced on average by almost 50 percent, from 270 to 140 m² (2,905 to 1,506 ft²) for the smallest lot.

In addition, common service trenches for pairs of units were used instead of conventional doubletrenching. Engineering standards were also modified to allow driveways to be twinned to maximize on-street parking spaces. Some of the most significant modifications to development standards are presented in Figure 5 (opposite).

Figure 5. Adopted Alternative Development Standards

Description	Previous Standard	Alternative Standard	Alteration
Right-of-Way Width	20 m	16 m	20%
Lot Frontage <i>Semi-Detached Unit</i>	9 m	6 m	33.3%
<i>Townhouse Unit</i>	9 m	6 m	33.3%
Lot Depth <i>Semi-Detached Unit</i>	30 m	23 m	23 %
<i>Townhouse Unit</i>	30 m	23 m	23 %
Minimum Lot Size <i>Semi-Detached Unit</i>	270 m ²	140 m ²	48%
<i>Townhouse Unit</i>	260 m ²	140 m ²	46%
Maximum Net Residential Density <i>Semi-Detached Unit</i>	26 units/ha	41 units/ha	36.6%
<i>Townhouse Unit</i>	32 units/ha	41 units/ha	22%
Setback of Building from Street Lot Line	5 m	4 m	20%
Parking Requirements	2 spaces/unit, both spaces on same lot	2 spaces/unit—1 space permitted to encroach up to 1.5 m into right-of-way	N/A
Amenity Area <i>Semi-Detached Units</i>	100 m ² /unit	65 m ² /unit	35%
<i>Street Row Units</i>	95 m ² /unit	65 m ² /unit	31.6%
Private Amenity Area <i>Semi-Detached Units</i>	7 m diameter	6 m diameter	14%
<i>Street Row Units</i>	7 m diameter	6 m diameter	14%
Setback of Private Amenity Area from Street Lot Line <i>Local Road</i>	3.0 m	0 m	100%
Minimum separation distance between 2 residential units on the same lot; For walls between 4 and 10 m in height with no openings	3.0 m	2.0 m	33.3%
Building Setback from interior back lot line, where facing wall has living room or 25% openings	8.0 m	7.0 m	12.5%
Servicing	Double service trenching	Common service trenching for every two units where feasible	N/A
Access to rear lot for street row dwellings	Access to rear yard on same lot through dwelling unit	Access to rear yard on same lot or through easement over adjacent lots	N/A

Construction

The new residential development of 165 freehold townhouses and carriage homes⁹ features a narrower local road width and smaller lot sizes than those in conventional developments. Figure 6 (opposite) presents the site plan of the demonstration project.

Construction of the demonstration project began in June 1993. The first phase of 32 units was released for sale in May and the second phase of 35 units was released in July 1993. By December 1993, 53 units had been sold.

All homes include an attached garage and private yard. Creative use of brickwork, siding and window treatments will provide a variety of distinctive elevations. The interesting arrangement of home types in conjunction with attractive landscaping will result in inviting streetscapes. The overall effect will be one of a charming village.

—Minto Developments Inc.

A prospective buyer may choose from four different townhouse models, ranging in size from 130 to 183 m² (1,400 to 1,965 ft²), and in price from \$126,400 to \$146,900. There are also three carriage-home models ranging in size from 159 to 167 m²

(1,710 to 1,800 ft²) and in price from \$153,900 to \$161,900. Figures 7 and 8 (pages 12 and 13) show several townhouse and carriage home models respectively.

1.3.3 Monitoring

The implementation of alternative standards in the demonstration project are to be monitored by a committee comprising representatives of the RMO, the City of Gloucester (Recreation, Planning and Operations departments), public utilities, the Ontario Ministry of Transportation and the developer. The RMO Planning and Property Department is to take on a coordinating role in monitoring the project for several years and are to subsequently publish the results.

The monitoring process is to test the performance of the alternative development standards according to the project objectives. Comparisons are also to be made with the performance of a conventional subdivision. The results are to be documented over a five-year period and published to assist other municipalities interested in establishing more flexible planning and engineering standards.

⁹ A carriage home is a single-family dwelling that is attached to another single-family dwelling by the garage only, having no other shared walls.

Figure 6. Demonstration Project Site Plan

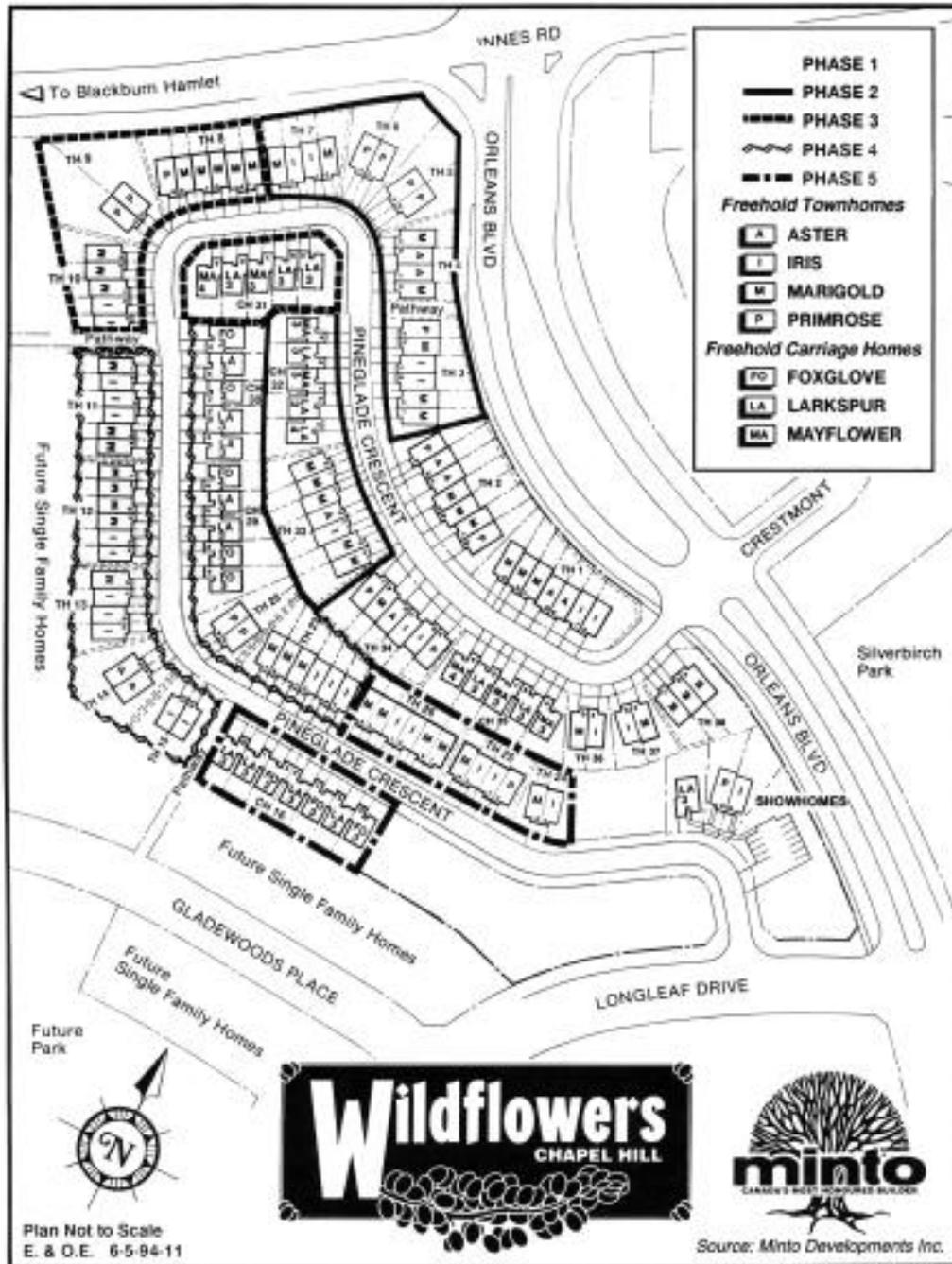


Figure 7. Freehold Townhouses

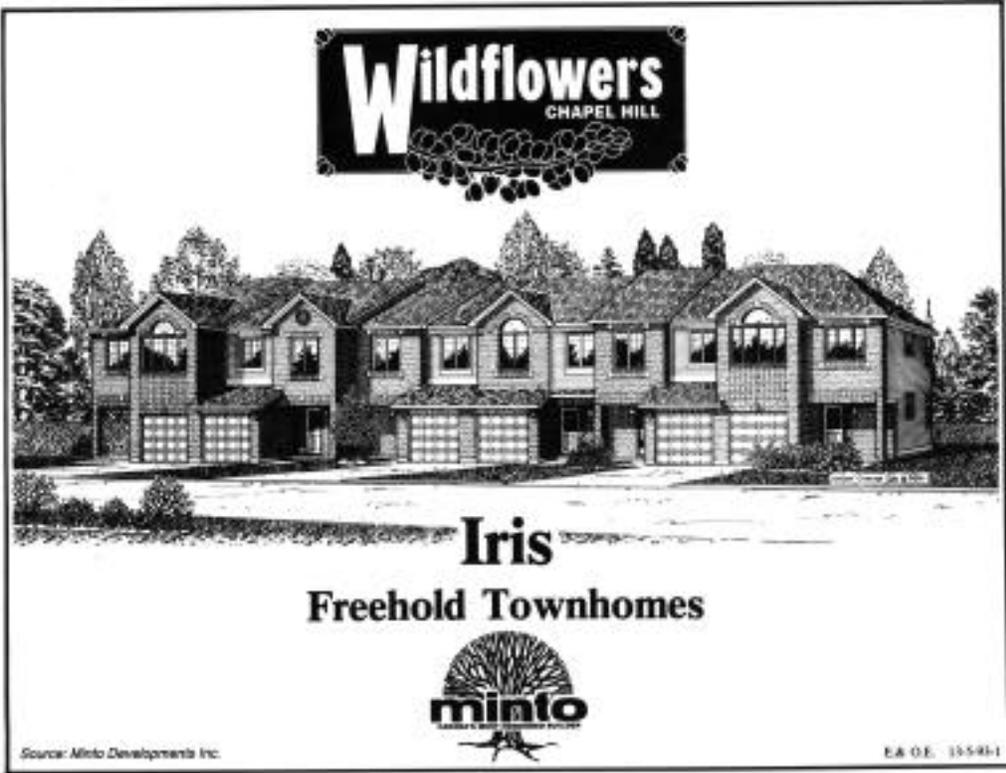


Figure 8. Freehold Carriage Homes



2.0 THE COMMUNITY AND THE KEY PLAYERS

2.1 The Regional Municipality of Ottawa-Carleton

The Regional Municipality of Ottawa-Carleton is part of the National Capital Region. The RMOc comprises 11 municipalities¹⁰ that range in population from 2,000 to 315,000 and together cover a 2,800 km² area with almost 680,000 residents.¹¹ The regional municipality contains urban, suburban and rural communities. The local economy is based heavily on the federal government, high technology and tourism.

Between 1988 and 1992, the average price of housing in the resale market in Ottawa-Carleton increased by 11 percent, while the price of new homes increased by less than four percent. (Figure 9 above contains a comparison of average prices over five years.)

However, while the average price of a single-family home on the resale market was about \$144,000 in 1992, the average price of a new single-family home was more than \$200,000. In 1992, almost 2,500 single-family homes were completed in Ottawa-Carleton.

In the same year, the rental vacancy rate in Ottawa-Carleton was extremely low at

Figure 9. Average Residential Price in Ottawa-Carleton¹²

Year	Average Resale (\$)	Average New Single (\$)
1992	\$143,869	\$203,600
1991	\$143,379	\$203,300
1990	\$141,562	\$228,160
1989	\$137,456	\$213,100
1988	\$128,351	\$196,187

1.8 percent. Average rental prices were \$457 for a bachelor unit and \$573, \$700 and \$837 for one-, two- and three-bedroom apartments respectively.¹³

2.2 The RMOc Planning and Property Department

The RMOc Planning and Property Department includes a Policy and Programs Division and a Plans Administration Division. The Planning and Property Department approves development in Ottawa-Carleton and creates long-range plans to guide growth and development in the regional municipality. The Regional Official Plan further identifies objectives and policies to address issues that affect quality of life and protection of the environment. The growth strategy of the Regional Official Plan is based on the development of three urban centres—in the west, south and east.

¹⁰ Cumberland, Gloucester, Goulbourn, Kanata, Nepean, Osgoode, Ottawa, Rideau, Rockcliffe Park, Vanier and West Carleton.

¹¹ 1991 Census figures.

¹² The average residential resale prices were provided by the Canadian Real Estate Association in Ottawa. The RMOc Planning and Property Department provided the average new-single prices.

¹³ Information on new-home construction and the rental market was provided by Canada Mortgage and Housing Corporation, Ottawa Branch.

**RMOC Planning and Property Department
Mission Statement**

We will enhance the quality of life in Ottawa-Carleton through innovative land use planning that is sensitive to the social, economic and physical environment.

The Department also prepares an Ottawa-Carleton Housing Statement every five years to identify housing needs in the region and propose strategies to address them.

2.3 The City of Gloucester

The City of Gloucester is in the east end of Ottawa-Carleton and covers approximately 300 square kilometres. The population in 1991 was just over 100,000.¹⁴ The community of Orleans within Gloucester is one of three urban areas earmarked for continued development in the Regional Official Plan.

The City of Gloucester became involved in the demonstration project after two studies on alternative development standards (described in section 1.3.1) were tabled at Regional Planning Committee and Council meetings in September 1992. As a member of Regional Council, Mayor Claudette Cain received these reports and pursued her interest by working with a local developer to implement the proposed alternative development standards on a pilot basis.

2.4 Minto Developments Inc.

Minto is one of Ottawa-Carleton's largest and best-established developers. The company has been in business for more than 35 years and has designed, built, managed and sold more homes than any other builder in Canada—more than 40,000 homes as of 1993.

When approached by the City of Gloucester and asked to take part in the demonstration project, Minto representatives readily agreed. Besides being an opportunity to demonstrate good corporate citizenship, the alternative development standards project would allow Minto to investigate a potential market niche.

2.5 Other Players

Several Ontario utility companies including Bell Canada, Maclean Hunter Cable TV, Rogers Cablevision, Consumers Gas, Kanata Hydro and Ottawa Hydro, and the Ottawa-Carleton Home Builders' Association also participated in this demonstration project. As members of the Regional Working Committee on Alternative Urban Development Standards, representatives of these organizations met approximately every two weeks from January to June 1991.

The Ontario Ministry of Housing has supported RMOC's work through a Partners in Housing Grant.

¹⁴ 1991 Census figures.

3.0 REGULATORY REFORM INITIATIVES AND IMPACT ON COST, CHOICE AND QUALITY

Many players spent a great deal of time and effort to make this project a success. The results to date indicate strongly that municipalities and developers can help to reduce housing costs by using revised planning and engineering standards.

Many of the alternative planning and engineering standards proposed by the RMOC's Working Committee were incorporated into City of Gloucester zoning by-laws for the demonstration project. Preliminary results indicate that the application of alternative standards allows increased land-use efficiency and decreased servicing costs.

For the homebuyer, the use of alternative development standards in the demonstration project produced an average saving of approximately \$4,000 per unit, after the additional landscaping costs required for the demonstration project had been taken into account. This figure represents a three percent reduction in the price of the 130 m² townhouse and a 2.5 percent reduction in the price of the 183 m² townhouse.

The City of Gloucester is also interested in learning what impact the by-law modifications will have on municipal capital-development and maintenance costs, such as on-street parking and snow removal.

Through the monitoring process, the project's results will be quantified over five years. This process will provide more specific figures for potential cost savings in future developments.

The entire set of by-law modifications implemented in the demonstration project is not expected to be officially adopted by the City of Gloucester until the results of this project are known. However, some of the individual modifications, such as reducing the lot frontage for townhouse and semi-detached units from nine to six metres (29.5 to 20 feet), are currently being considered by the municipality on a project-by-project basis.

According to the market study, small houses and lots designed to alternative development standards are attractive to homebuyers, particularly first-time homebuyers. The same study found that quality of workmanship and community life were essential ingredients for the success of residential developments based on alternative standards such as the RMOC's A•C•T project.

The promising sales to date for the demonstration project show that, with intelligent and sensitive design and carefully drafted alternative standards, increased-density communities and small homes can be affordable, attractive and desirable.

APPENDIX



APPENDIX A: CITY OF GLOUCESTER BY-LAW 222-308 OF 1993

THE CORPORATION OF THE CITY OF GLOUCESTER
BY-LAW NUMBER 222-308 OF 1993
(Amends By-law Number 222 of 1984 as amended)

Entitled, "A By-law of the Corporation of the City of Gloucester, to further amend By-law Number 222 of 1984, being a By-law enacted under the authority of The Planning Act".

WHEREAS the City of Gloucester Planning Advisory Committee has recommended the enactment of this By-law;

AND WHEREAS Council considers it advisable to accept the recommendation of said Planning Advisory Committee;

NOW THEREFORE the Council of The Corporation of the City of Gloucester enacts as follows:

1. The Zoning Map forming Schedule A-15 being part of Schedule A to By-law Number 222-16 of 1984, as amended is hereby further amended by making such deletions, substitutions and alterations as may be necessary to display thereon the information shown on the zoning map hereto annexed and marked Schedule 'A'.

2. Section 6.2.14 of By-law 222 of 1984 is amended by adding the following:

- e) In any zone designated 'R(E5)dc' in addition to the provisions within an 'Rdc' zone, the following shall apply:
 - i) notwithstanding 6.2.4.1 and 6.2.5.1, the following uses shall only be permitted:
 - a) semi-detached dwelling
 - b) street row dwelling
 - ii) notwithstanding the Limiting Provisions of Sections 6.2.4 and 6.2.5, the following Limiting Provisions shall apply:

Limiting Provisions

 - a) Building density:
 - i) Minimum lot size for one dwelling unit - one hundred and forty (140) square metres;
 - ii) Maximum net residential density - forty-one (41) dwelling units per hectare.
 - b) Frontage:

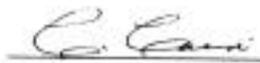
six (6) metres minimum per dwelling unit
 - c) Amenity Area:
 - i) sixty-five (65) square metres minimum per dwelling unit;
 - ii) one private amenity area for each dwelling unit shall have clear diameter of six (6) metres minimum.
 - d) Access:

Each street row dwelling unit shall have access to the other yard either by a 1.2 metre easement on the adjacent residential lot(s) or by direct access from a street yard to the other yard, other than through any part of the dwelling unit. When access to the other yard is on the same lot, such access shall be a minimum of eight tenths (0.8) metres in width by two (2) metres in height.

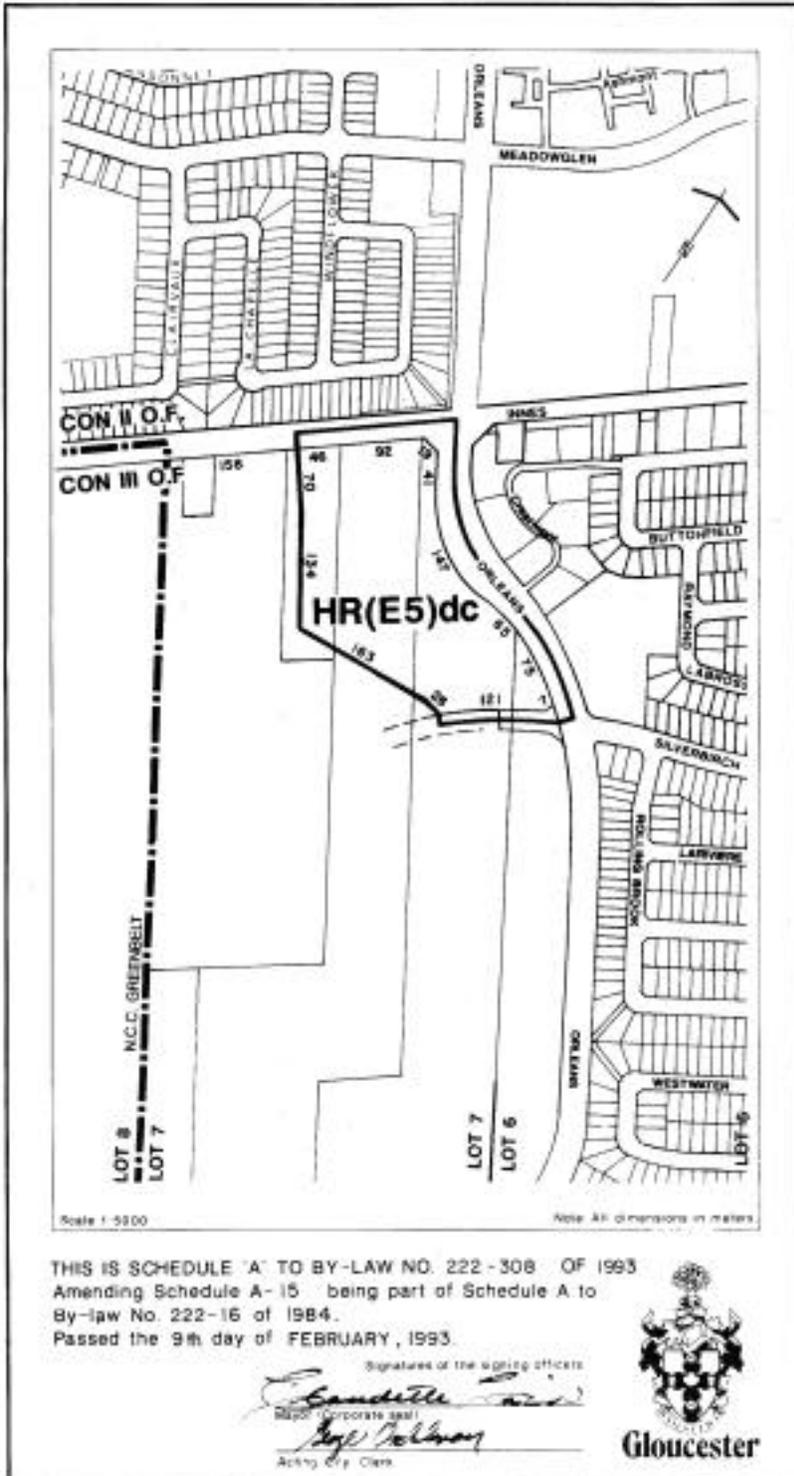
- e) Assured Solar Access Height:
five (5) metres minimum
- f) Development Form:
Not more than seven (7) dwelling units may be in any street row dwelling.
- iii) Notwithstanding Section 6.2.1.4 of By-law 222 of 1984, as amended, the minimum distance required from the street lot line to any building or structure shall be 4.0 metres.
- iv) Notwithstanding Subsection 6.2.1.5 b) ii) C) of By-law 222 of 1984, as amended, where no wall openings exist above grade, the separation of facing walls for two (2) dwellings on a lot, for walls more than four (4) but less than ten (10) metres in height, shall be one and two tenths (1.2) metres minimum.
- v) Notwithstanding any other provision of this by-law, Subsection 6.2.1.11 b) shall not apply.
- vi) Notwithstanding any other provision of this by-law, Subsection 4.4.4 c) of By-law 222 of 1984, as amended shall not apply to the extent that a required parking space may extend a maximum of one point five (1.5) metres outside of the lot for which the parking space is required.
- vii) Notwithstanding Subsection 6.2.1.5 a) i) C) of By-law 222 of 1984, as amended, where the wall height is ten (10) metres or less, the building line from an interior back lot line for a facing wall having living room windows or wall openings of greater than twenty-five (25%) of the wall area shall be seven (7) metres minimum.
- viii) Notwithstanding any other provision of this by-law, Subsection 6.2.1.5 b) of By-law 222 of 1984, as amended, shall be modified so that the separation of facing walls for two dwellings on a lot is the sum of the separation, inclusive of the private amenity areas, required for each of the walls.

PASSED AND GIVEN under the Hands of the Mayor or Acting Mayor and Clerk or Deputy Clerk and the Seal of The Corporation of the City of Gloucester this 9th day of February, 1993.


George Vadeboncoeur, Acting City Clerk


Claudette Cain, Mayor

File No.: Z-OR-92-25 93-02-04
WP: Planning/Dev't. - CF/HA



File No: P-DR-92-25

Prepared by the Planning Department