

Comprehensive Zoning Bylaw Review – Neighbourhood Level Infill Development

ISSUE

As part of the Comprehensive Zoning Bylaw Review Project (Zoning Bylaw Project), Administration is reviewing regulations specific to infill development for primary dwellings in Established Neighbourhoods. Zoning Bylaw Project and Engagement Plans are outlined in this report.

BACKGROUND

Neighbourhood Level Infill Development occurs when the existing housing stock is replaced, secondary suites are built, or subdivision occurs and new additional dwellings are constructed. This results in renewal of the housing stock and can result in a gradual increase in density. Currently, the Zoning Bylaw contains regulations specific to Neighbourhood Level Infill Development. These regulations apply to one- and two-unit, as well as semi-detached dwellings (primary dwellings) in Established Neighbourhoods. Established Neighbourhoods are defined in the Zoning Bylaw and are those neighbourhoods located within Circle Drive, Sutherland, Forest Grove and Montgomery Place.

The infill regulations for primary dwellings in Established Neighbourhoods, set out in Bylaw No. 8770, Zoning Bylaw, 2009 (Zoning Bylaw), were adopted by City Council on March 23, 2015. Regulations are based on recommendations contained in the Neighbourhood Infill Development Strategy, which outlined best practices, design guidelines, design flexibility and ways to minimize the impact of new dwellings on neighbouring residents. Regulations, in particular those that regulate height and massing, ensure new infill development does not detract from the character of the neighbourhood and balances demand for contemporary housing with the existing built form. A map of Established Neighbourhoods and an overview of infill regulations is provided in Appendix 1. [Regulations and Design Guidelines for Primary Dwellings](#) was created to provide a comprehensive guide for infill development.

A review of these infill regulations was completed in 2017 which included consultation with the development industry. No changes were proposed at that time; however, designers did indicate that infill dwellings are more challenging to design under the regulations introduced in 2015.

CURRENT STATUS

Bylaw No. 9700, Official Community Plan Bylaw, 2020 (Official Community Plan Bylaw) sets out objectives and policies for infill growth. Section 1.3 (7) (page 69 of the Official Community Plan Bylaw) states:

“Objectives – Neighbourhood Infill

- (a) Support the City’s goal of accommodating 10% of total growth within Neighbourhood Infill areas.

- (b) Facilitate neighbourhood infill that:
 - i) helps meet the housing needs of a diverse population;
 - ii) makes efficient use of civic and community infrastructure;
 - iii) gradually increases residential densities, where appropriate; and
 - iv) recognizes the interests of local residents and the impact of development on neighbourhood character and infrastructure.”

Based on building permit data, the 10-year average is 108 infill dwellings per year, which is 13% of all new primary dwellings built in the city. Infill regulations have been in place since March 2015. The 5-year average is 118 infill dwellings per year, which is 18% of all new primary dwellings built in the City.

DISCUSSION/ANALYSIS

A review of infill regulations is being undertaken as part of the Zoning Bylaw Project. The purpose of the review is to evaluate, in consideration of the Neighbourhood Infill Objectives in the Official Community Plan Bylaw, the effect that regulations have had on the built form of infill dwellings and do a technical analysis of regulations. This review is supported by both Administration and development industry stakeholders. It is anticipated there will be amendments to some of the regulations.

Category 1 and 2 Neighbourhoods

Regulations were developed for two distinctive forms of neighbourhood development patterns in Established Neighbourhoods, based on the following:

1. Category 1 Neighbourhoods are those where development occurred prior to World War 2. The common characteristics of this area include narrow streets set out on a grid pattern with rear lanes. The houses range from one to two and a half stories.
2. Category 2 Neighbourhoods are those where development occurred following World War 2 up to the 1970s. The layout of these neighbourhoods combines both grid pattern and curvilinear crescents, many of which have lanes. Houses are generally one story and may contain an attached garage.

Scope and Work Plan for the Infill Regulations Review

The workplan for infill regulations review will include a municipal scan of regulations from other Canadian cities; a detailed analysis of current regulations; and engagement with the development industry, Established Neighbourhood residents and the broader public. Appendix 2 provides information on which regulations will be reviewed.

Communications and Engagement Plan

Infill regulations are intended to balance the interests of many stakeholders, including the development industry, property owners and neighbourhood residents.

Comprehensive Zoning Bylaw Review – Neighbourhood Level Infill Development

An engagement plan has been developed for the purpose of involving and obtaining feedback from those stakeholders with an interest in and/or who are impacted by infill development. The review will be undertaken with the objective of balancing industry and community needs.

The steps in the plan include:

1. City Council - Obtaining feedback from City Councillors via one-to-one meetings, particularly with those Councillors whose Wards contain the Established Neighbourhoods.
2. Neighbourhood Level Infill Focus Group - This group will be composed of industry representatives and Established Neighbourhood residents who have knowledge of and an interest in infill development. This group will meet throughout the infill review. The purpose of the group will be to provide feedback to Administration on proposed changes to infill regulations. This group will also be asked to provide feedback to Administration on broader public engagement approaches and opportunities specific to the infill regulations. A similar group was formed when the infill regulations were initially developed and was effective in guiding the development of those regulations. Industry representatives will be identified with the assistance of the Saskatoon & Region Homebuilders' Association. See Appendix 3 for additional information.
3. Stakeholder Engagement – One-to-one meetings with individual stakeholder or interest groups will be done to review and gather feedback on proposed amendments. Groups identified include industry representatives, heritage stakeholders, residential realtors and affordable housing providers.
4. Community Engagement - Proposed amendments will be made available to all residents for comment through the Engage Page, the Project website and will be communicated via social media and other Zoning Bylaw Project information sources. Engagement events will also be held either online or in person depending on Covid-19 restrictions in place at the time.

FINANCIAL IMPLICATIONS

The Comprehensive Zoning Bylaw Review Project, including the review of infill regulations, is funded by Capital Budget 2300 – CY – Comprehensive Zoning Bylaw Review.

NEXT STEPS

Administration will complete the background research and begin discussions with Councillors and stakeholders in early 2021. A call for participants for the Neighbourhood Level Infill Focus Group will go out in early 2021. It is anticipated the review of infill regulations, including Zoning Bylaw amendments, will be completed in 2021.

A What We Heard Report will be provided by Administration when the proposed amendments are brought forward for consideration at a Public Hearing.

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APPENDICES

1. Zoning Bylaw Regulations for Primary Dwellings in Established Neighbourhoods
2. Scope and Work Plan for Infill Regulations Review
3. Neighbourhood Level Infill Focus Group - Additional Information

REPORT APPROVAL

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SP/2021PD/PDCS/Comprehensive Zoning Bylaw Review – Neighbourhood Level Infill Development/gs

Zoning Bylaw Regulations for Primary Dwellings in Established Neighbourhoods

This document provides information on the Zoning Bylaw regulations that apply to one- and two-unit and semi-detached dwellings in Established Neighbourhoods in Saskatoon.

Established Neighbourhoods are older residential areas of the city that were developed in both the pre- and post-war periods. The Established Neighbourhoods are defined in Bylaw 8770 - Zoning Bylaw, 2009 and include neighbourhoods located within Circle Drive, Sutherland, Forest Grove and Montgomery Place.

Zoning Districts

There are four main zoning districts that provide for low-density residential development:

1. R1 - Large-Lot One-Unit Residential District allows for one-unit dwellings on large lots. The development standards contained within this district reflect the low-density of these areas. The majority of sites within Greystone Heights, Grosvenor Park and a portion of Forest Grove are zoned R1.
2. R1A – One-Unit Residential District. Portions of Adelaide Park/Churchill, Avalon, Eastview, Forest Grove, Nutana Park and Sutherland are zoned R1A.
3. R1B – Small Lot One-Unit Residential District allows for smaller lots with a reduced front-yard setback and parking off the rear lane. A portion of Sutherland is zoned R1B.
4. R2 – One- and Two-Unit Residential District allows for one-unit, two-unit, and semi-detached dwellings. Most of the residential sites in Established Neighbourhoods are zoned R2.

CATEGORY 1 AND CATEGORY 2 NEIGHBOURHOODS

In recognition of the significant difference in housing patterns, two categories of zoning standards are in effect. Category 1 generally refers to pre-war neighbourhoods and Category 2 reflects standards for post-war neighbourhoods. Certain regulations apply to Category 1 Neighbourhoods.

Category 1 Neighbourhoods (in blue): King George, Pleasant Hill, Riversdale, Westmount, Caswell Hill, Nutana, Buena Vista, Haultain, Varsity View, City Park, North Park and Exhibition.

Category 2 Neighbourhoods (in pink): Hudson Bay, Mayfair, Kelsey-Woodlawn, Richmond Heights, Sutherland, Forest Grove, Greystone Heights, Grosvenor, Brevoort Park, Nutana S.C., Eastview, Nutana Park, Adelaide/Churchill, Queen Elizabeth, Avalon, Holiday Park, Montgomery Place, Mount Royal and Meadowgreen.

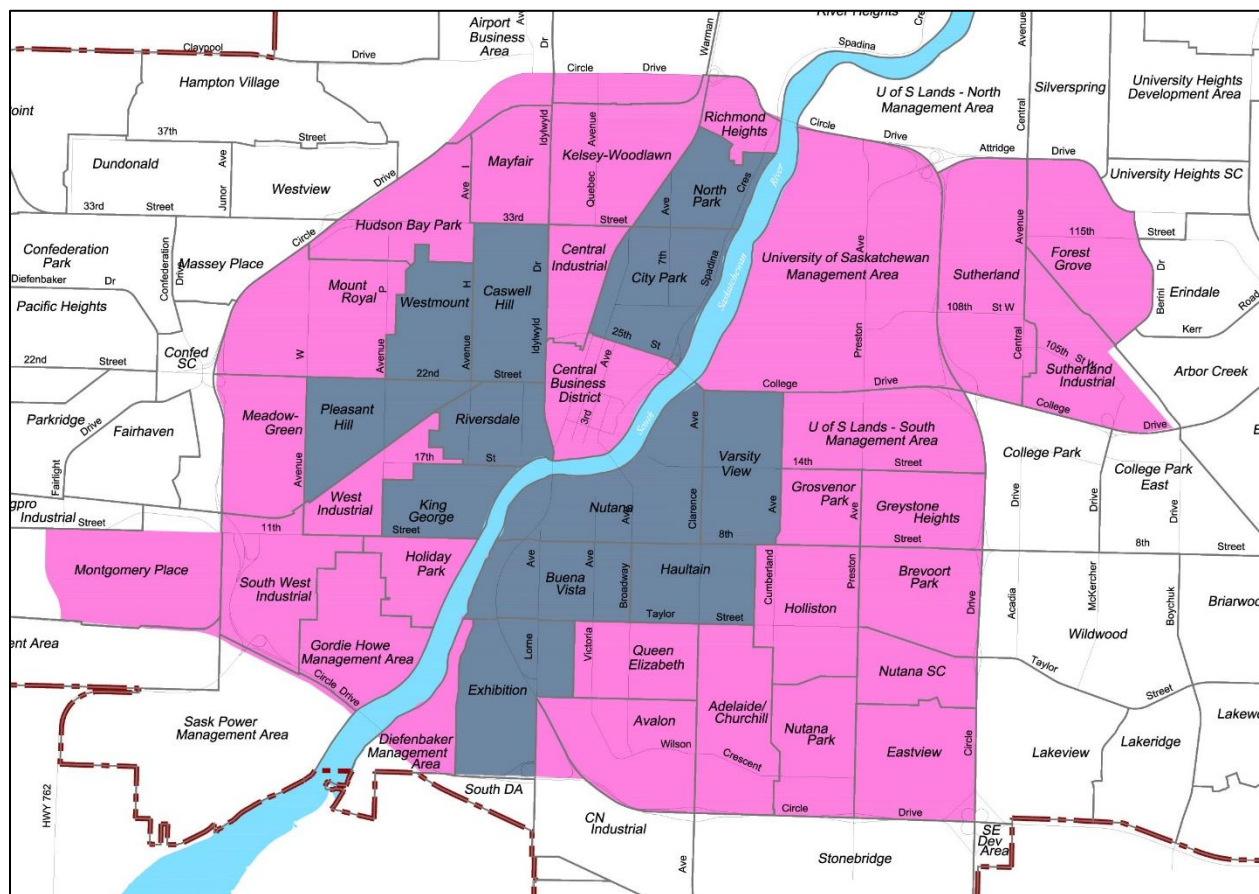


Figure 1 – Category 1 and 2 Established Neighbourhoods

DEVELOPMENT STANDARDS SUMMARY FOR PRIMARY DWELLINGS

Table 1 provides the development standards for primary dwellings in Established Neighbourhoods.

Table 1

Zoning District		Site Width Min <u>See table 2</u>	Site Depth Min.	Front Yard Min.	Front Yard Max.	Side Yard	Rear Yard <i>Interior Site</i>	Rear Yard <i>Corner Site</i>	Building Height Max.	Site Coverage Max.
R1	One-unit dwellings	15	30	9 ₁	-	1.5	7.5	4.5	8.5	40% ₂
R1A	One-unit dwellings	12	30	6 ₁	-	0.75	7.5	4.5	8.5	40% ₂
R1B	One-unit dwellings	7.5	30	3	6	0.75	7.5	4.5	8.5	40% ₂
R2	One-unit dwellings	7.5	30	6 ₁	-	0.75	7.5	4.5	8.5	40% ₂
	Two-unit dwellings	15	30	6 ₁	-	0.75	7.5	4.5	8.5	40% ₂
	Semi-detached dwellings	7.5	30	6 ₁	-	0.75	7.5	4.5	8.5	40% ₂

1. Setbacks:
 - a. In the R1 Zoning District, the front-yard setback requirement may be reduced to six metres if the subject site has a depth of 34 metres; and
 - b. In the R1, R1A, R1B and R2 Zoning Districts the front-yard setback requirement for one-unit dwellings in Established Neighbourhoods shall not vary by more than three metres from the average front-yard setback of the principal buildings on adjacent flanking sites.
2. Site coverage may be increased for attached covered patios and decks, or attached enclosed swimming pools, by the percentage of area covered by such patio, deck or swimming pool. The total site coverage shall not exceed 50%.

SITE WIDTH REQUIREMENTS FOR PRIMARY DWELLINGS

Table 2 provides a summary of the site width regulations for primary dwellings for Zoning Districts located within Established Neighbourhoods.

Table 2

Zoning District		Site Width (Metres)	
		Category 1 Neighbourhoods	Category 2 Neighbourhoods
R1	One-unit dwellings	15	15
R1A	One-unit dwellings	12 ¹	12
R1B	One-unit dwellings	7.5	7.5
R2	One-unit dwellings	7.5 ²	7.5 ^{3 4}
	Two-unit dwellings	15	15
	Semi-detached dwellings	7.5	7.5

1. The site width for lots with access to a rear lane may be reduced to 9 metres.
2. Site width for the 100 to 300 blocks of Saskatchewan Crescent West and Poplar Crescent West will be included in Category 2 to ensure the character of the area is maintained. See number 3 below.
3. The site width for the construction of new one-unit dwellings in Category 2 neighbourhoods shall be at least 60% of the average site width for one-unit dwelling sites fronting on the subject block face and the opposite block face, but in no case shall the site width be less than minimum standard metres.
4. In Montgomery Place, the minimum site width is 18.25 metres.

ILLUSTRATIVE DIAGRAMS FOR SELECTED REGULATIONS

Building Height

Building height is the vertical distance from the grade level to the mean height between the eaves and the ridge for a gable, hip, or gambrel roof.

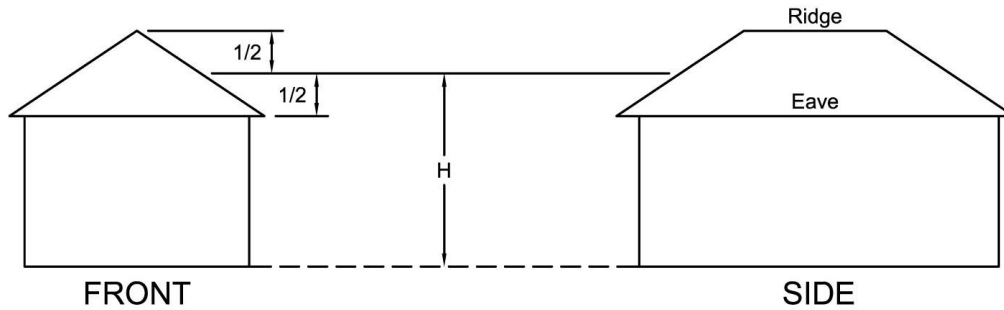


Figure 2 – Building Height Interpretation

Flat Roofed Dwellings

A flat roof has a pitch of less than 2:12, and dwellings must conform to the following requirements shown in Figure 3.

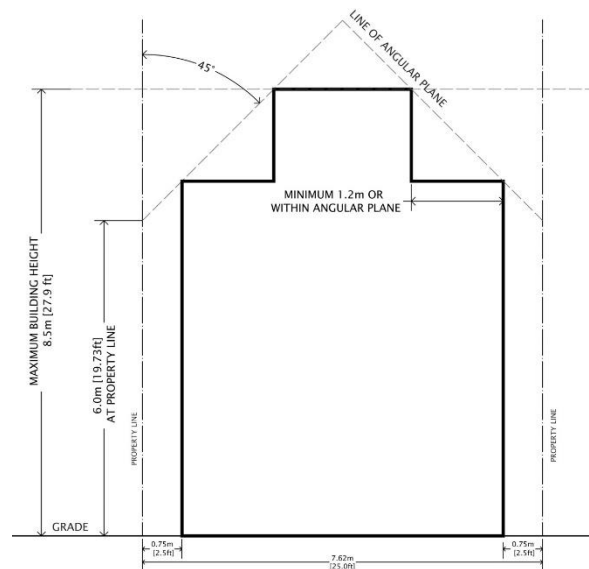


Figure 3 – Flat-Roofed

ALLOWABLE SIDEWALL AREA

The regulation for allowable sidewall area has been established to limit the height and massing of primary dwellings. This regulation ensures that infill development is more compatible with the character of Established Neighbourhoods. The allowable sidewall area for primary dwellings includes all portions of the sidewall, located under the eaves, which face the same direction (shown in green in Figure 4).

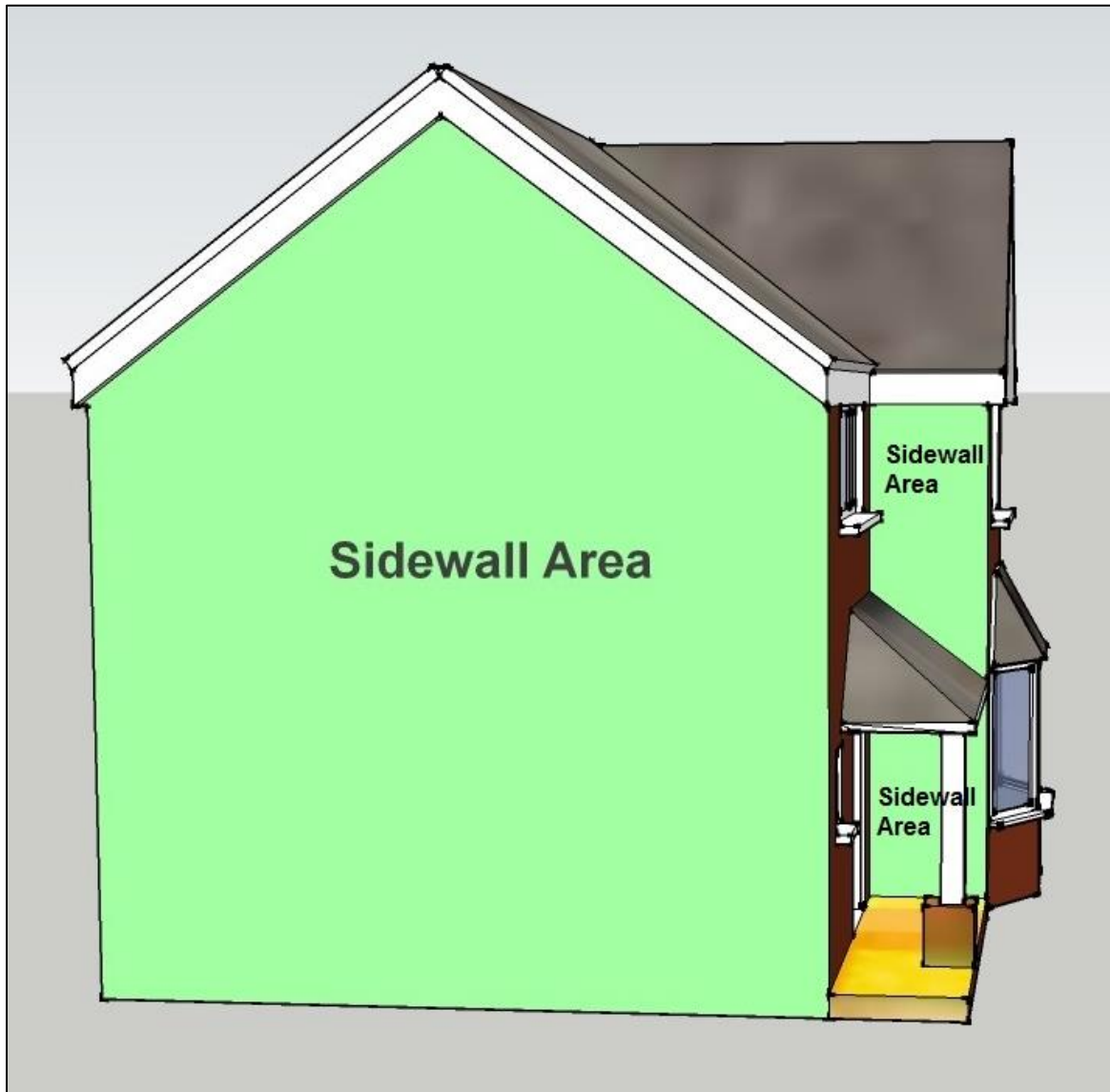


Figure 4 – Sidewall Area Illustration

The allowable sidewall area must not exceed the area determined by the following calculations:

Step One: Determine wall height

The wall height is determined by a 45 degree angular plane, measured from a height of 6 metres, projecting vertically from the side property line. The allowable wall height is determined where the building setback intersects the 45-degree angular plane.

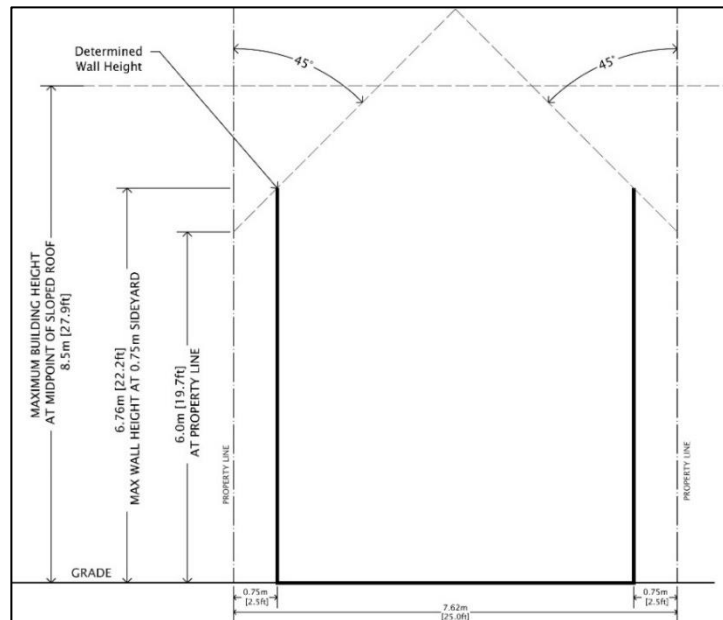


Figure 6 – Determine Wall Height

Step Two: Determine wall length

1. For sites less than 40 metres in depth, the maximum wall length is 14 metres.
2. For sites greater than 40 metres in depth, the wall length is determined by site depth x 50% minus the front-yard setback.

Step Three: Allowable sidewall area is calculated by multiplying building height and wall length.

Example:

For a site that is 7.5 metres in width and 39 metres in length, the allowable sidewall area is calculated as follows:

1. If a 0.75 metre side yard is provided, the **wall height** is 6.75 metres.
2. For a site 39 metres in depth, the **building wall length** is 14 metre.
3. The allowable sidewall area is $6.75 \times 14 = 94.5$ square metres.

CATEGORY 1 NEIGHBOURHOODS ONLY

Front Porch Encroachment

A porch on the front of the dwelling may encroach into the required front yard as illustrated in Figure 7.

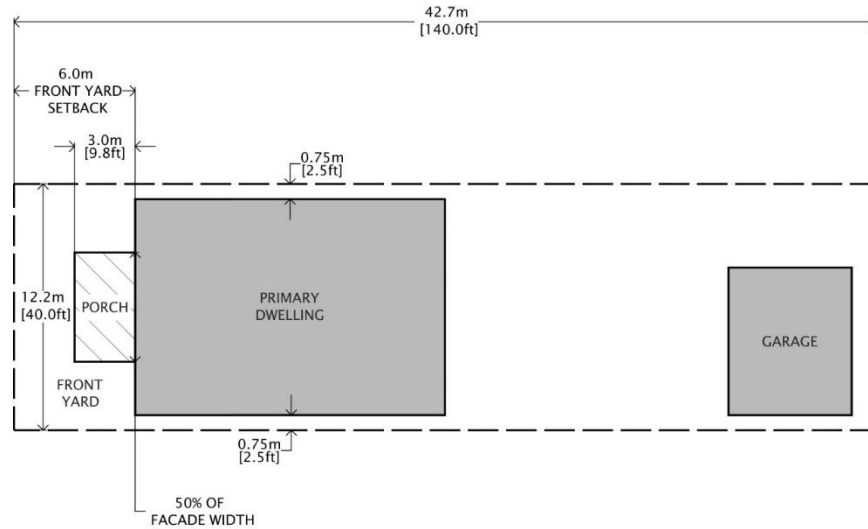


Figure 7 – Front Porch Encroachment

Height of the Front Door

The maximum finished floor height shall not be more than 1 metre above the finished grade.

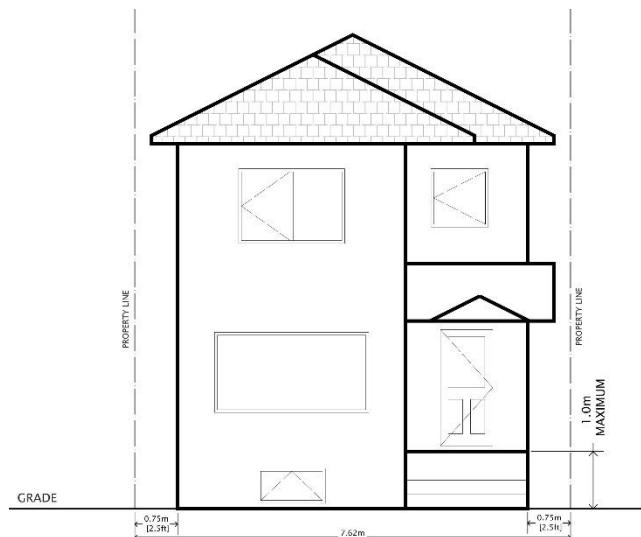


Figure 8 – Height of Front Door

Scope and Work Plan for Infill Regulations Review

The following regulations were identified for review during Zoning Bylaw Project-scoping by Administration and stakeholders:

Regulations to be reviewed for Category 1 and 2 Neighbourhoods:

1. The Established Neighbourhood Map will be reviewed to ensure neighbourhoods in Category 1 and 2 are in the appropriate category. This regulation impacts minimum site width and other regulations because not all neighbourhood level infill regulations apply to both Category 1 and Category 2 neighbourhoods;
2. The maximum side wall area regulation determines massing of the dwelling. This regulation will be reviewed with detailed analysis for corner sites where additional massing may be appropriate;
3. The minimum front yard setback for primary dwellings is six metres. There are blocks where the historic front yard setbacks are less than six metres and a regulation may be appropriate to accommodate a reduction in these areas;
4. There are currently no regulations that prohibit location of front driveways and driveway crossings. Options to regulate this will be explored.
5. There are currently no requirements for existing trees on private property to be retained or replaced. Options to require or encourage retention of private trees will be explored, in collaboration with work by Urban Forestry on the Urban Forestry Management Plan.

Regulations to be reviewed for Category 1 Neighbourhoods only:

1. Front porches are currently permitted to encroach into required front yards; however, verandas or other similar structures are not permitted under the current regulation. Options to include other structures will be explored.
2. The current regulation for maximum height-from-grade of the base of the front door is 1 metre. This regulation has been found to be impractical in terms of construction practices and will be reviewed.

Regulations to be reviewed for Category 2 Neighbourhoods only:

The minimum site width for new development sites for one-unit dwellings is required to be at least 60% of the average site width for one-unit dwelling sites fronting the block face and the opposite block face. This regulation ensures that new sites are compatible with the immediate area in terms of width and will be reviewed to determine if the regulation has been effective.

Neighbourhood Level Infill Focus Group – Additional Information

Mandate / Purpose

As part of the Comprehensive Review of the Zoning Bylaw Project, a number of items related to Neighbourhood Level Infill have been identified for review. The Neighbourhood Level Infill Focus Group will be formed to provide:

- 1) feedback to Administration on proposed changes to Neighbourhood Level Infill Regulations, and will be used to refine the recommendations for consideration by City Council during the Public Hearing process; and
- 2) advice to Administration on broader public engagement approaches and opportunities and/or education on proposed changes to the Neighbourhood Level Infill regulations.

Composition

Industry Members (five representatives)

Industry members will be required to demonstrate experience with Neighbourhood Level Infill projects in Saskatoon. Industry members may include (but not be limited to):

- 1) designers;
- 2) architects;
- 3) builders; and
- 4) planners.

Citizen Members (five representatives)

Representation for citizen members will be sought from the following areas:

- 1) north – City Park / North Park;
- 2) north-west – neighbourhoods north of 22nd Street;
- 3) south-west – neighbourhoods south of 22nd Street;
- 4) north-east – Nutana / Varsity View; and
- 5) south-east – neighbourhoods south of 8th Street.

Observer Member

A representative from the Saskatoon & Region Homebuilders' Association may participate as an observer member.

Preferred Qualifications

- 1) ability to commit time to attend meetings and participate in other activities, for example, site visits undertaken by the group;
- 2) members must be able to meet either in-person or online and be competent in using an online format; and
- 3) ability to work collaboratively.

Citizen Representatives

- 1) representation by the group will endeavour to mirror the demographics of the community.
- 2) demonstrated knowledge, interest or expertise to facilitate successful implementation of amended Neighbourhood Level Infill regulations.

Appointment

Selection of citizen members will be conducted through an open call to the community. All applications will be evaluated by a review group based on interest and experience in neighbourhood level infill development. Applicants may be asked to participate in an interview as part of the selection process. The review group will consider the individual qualifications of the candidates and the range of expertise and diversity of experience in the composition of the group overall.

Selection of industry members will be conducted through communication to identified industry representatives with experience of Neighbourhood Level Infill projects.

Communication

A summary of discussions and recommendations will be provided to City Council when they are considering the bylaw amendments.