

Walkable Ottawa

Ottawa's Draft OFFICIAL PLAN and Walkable Neighbourhoods

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Illustrations taken from Walkable Ottawa modeling and consultation



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Walkable Ottawa is a collaborative initiative working together with residents, community associations, developers, housing advocates and environmental advocates to ensure that Ottawa's plan for 15 minute neighbourhoods will succeed and that our existing neighbourhoods will transition to become *walkable* and *complete* communities. This change would dramatically reduce Ottawa's emissions, save money, green our streets, enrich our neighbourhoods, and diversify our housing with more neighbourhood homes to meet housing need.

About this Document

This document is both a Walkable Ottawa white paper, and a document proposing revisions to the draft Official Plan. Specific proposed changes to the wording of the draft Official Plan are located at the end of each section. This letter represents the ideas and opinions of Walkable Ottawa to date, but our work of collaboration, analysis and problem solving is ongoing.

What is a *Regenerating Neighbourhood*?^{1 2}

A *regenerating neighbourhood* is an existing neighbourhood where residents are increasing less dependent on their cars, as they become able to conveniently, safely and dependably walk (year-round) to most weekly destinations and to rapid transit stops, along routes that are enjoyable.³

Residents will only shift from car dependence to active transportation when their neighbourhoods are both complete and the walking is enjoyable. **This definition of *regeneration* is used throughout this document.** Walkable Ottawa places the highest priority on the modal shift of neighbourhoods from car-culture to a culture of walking, cycling and active transportation.

- 1 Section 2.2.1, page 18, revise definition of *Regeneration* to match the content of the paragraph above it on the same page, and to include the words "evolution into complete 15-minute neighbourhoods which include services, parks, recreational facilities, public spaces, and other elements of a complete neighbourhoods, in keeping with increases in population." The existing text of this definition (now in the text box on page 18) is the definition of *intensification*, not *regeneration*. Further, this definition should clearly apply to existing established neighbourhood fabric, and not to *Hubs*, which will not *regenerate* so much as they will be *reinvented* or *completely rebuilt*.
- 2 In the Official Plan, the word '*regeneration*' should be used only as per this definition and otherwise replaced with the words 'infill housing'. For example, in Sections 3.2.16, 3.2, 3.2.3, 3.2.4-9 and 4.6.6 the word '*regeneration*' should be replaced with the words 'infill housing' as it is clearly infill housing and density increase that is the subject, and not the larger concept of a complete and walkable neighbourhood. Confused use of the word *regeneration* will erode trust as it suggests that the idea of *regeneration* is not to be taken seriously and is purely word-craft to ease the sting of intensification without any community upgrades.
- 3 Section 2.2.4 on *Healthy and Inclusive Communities* continues the explanation of *regeneration* and should be combined with Section 2.2.1. This combined section must be clear about qualities of *regenerating neighbourhoods* vs *hubs*, and should clearly state that this good stuff is not planned for existing neighbourhoods outside of overlays or hub designations.



Walkable Ottawa and the Draft Official Plan

Walkable Ottawa has created and modeled a clear¹, robust and achievable vision for our existing neighbourhoods to *regenerate* into walkable and environmentally progressive communities², and we are delighted to see that our work is closely aligned with the vision described in Section 2 of the draft Official Plan³. But Walkable Ottawa has also analyzed the steps necessary to achieve this transition and has identified areas of grave concern; elements of the draft Official Plan that require revisions in order that *regeneration* can succeed.

A dramatic shift in our patterns of neighbourhood redevelopment is needed⁴ including changes to the development patterns for residential, commercial and office space. Our draft Official Plan does not succeed in clearly defining the needed change, or setting out the regulatory framework needed for success. Ottawa's new Official Plan must herald a new, simple but nuanced approach to regulating redevelopment and infill in our existing neighbourhoods^{5 6}, grounded in analytical modeling.⁷ This must include an ecosystem approach⁸ in appreciation of the inter-dependencies involved: fine grain commercial cannot thrive without density, density will overwhelm without green space, sidewalks will remain empty without destination. Transitional solutions are critical to avoid 'chicken-and-egg' barriers to progress, and must include temporary or transitional parking, and sidewalks, as well as pop-up stores and outdoor markets⁹.

A prohibition of car-centric new commercial and office space development is necessary.¹⁰ There is no benefit to promoting residential developments ideal for walking while at the same time permitting commercial and office space developments ideal for drivers. In fact this will undermine our progress to becoming walkable. The draft Official Plan's emphasis on development along corridors is therefore counter to the vision for walkability and should be replaced with a focus on neighbourhood regeneration¹¹.

A new appreciation of the inter-dependence of walkable mixed uses and residential density increases must permeate our Official Plan. All *regenerating neighbourhoods* will need streets that are ideal walking destinations with small shops and office spaces¹², **not** on high traffic streets¹³.

Walkable Ottawa continues to develop ideas and solutions through direct collaboration and constructive dialogue between a broad range of stakeholders. Walkable Ottawa's ideas to transition neighbourhoods to walkability are broadly supported by our collaborators. This collaborative work must be continued by City staff, as it is key to the successful enactment of regulatory tools to see this vision to reality¹⁴.

The draft Official Plan proposes intensification at *hubs* and within existing older neighbourhood fabric. Walkable Ottawa supports the idea of walkable mixed use high density *hubs*, and apartment buildings close to transit. However existing market absorption rates for apartment style living (in buildings over 3 storeys and taller than tree canopy¹⁵) are not likely to change dramatically in coming years. We therefore believe that the draft Official Plan's intent for 47%¹⁶ of new units in existing urban areas to be built in taller buildings is fundamentally flawed. Based on census data it is realistic to anticipate that about 30% of new homes will be in taller apartments.

Walkable Ottawa would like Ottawa's Official Plan to set the stage for 70% of new dwellings (infill or renovations / additions) in existing built up areas to be located within multi-unit 'gentle-



density' buildings on existing neighbourhood streets. This form of infill must be regulated to suit existing context, and to providing housing for a wide variety of households, big and small¹⁷.

Form based zoning must be implemented to regulate building heights¹⁸ to 2.5 or 3.5 storeys as per existing neighbourhood zoning, and to regulate building width and street facing features so that our streets are delightful. Walkable Ottawa has modeled and verified that these multi-unit buildings are a good fit, and generate densities of anywhere from 80 to 300 du/ha (dwelling units / hectare)¹⁹. But this simple solution only works in the context of walkable neighbourhoods, because our communities would have to be paved over and treeless, if each new household required a parking space or two. In the context of a walkable neighbourhood, this solution is easy, lovely, simple. And it's an opportunity to breath new vitality into our neighbourhoods, allowing existing residents the benefits of density: regeneration and walkability.

There is not enough projected population growth to *regenerate* all our existing neighbourhoods; to attract small businesses and office space at walking distance from all existing homes. So we must use intensification wisely, even sparingly, directing it to existing neighbourhoods with the goal to regenerate and trigger a modal shift for the maximum number of existing and new households. Infill must not be 'wasted' on neighbourhoods that have already regenerated, or on areas that lack efficient transit (existing or planned). Infill must be direct to neighbourhoods in order to allow those communities to become complete, with services to support population and population to support services. Neighbourhoods targeted for *regeneration* and infill must have surplus infrastructure to support infill, or be areas that can affordably and efficiently be upgraded. And our definition of neighbourhood 'infrastructure' must include more than just water and sewage. Even ancient Rome had higher standards than that. Neighbourhood infrastructure must include parks, recreational facilities, sidewalks, bike lanes, trees, social services, cultural activity spaces, and those elements that signify or celebrate neighbourhood identity and build a sense of belonging.²⁰

Key Proposed Revisions to the draft Official Plan:

1. For development in existing built up areas, a shift and clarity of focus; “**Neighbourhood Regeneration**” and “**Redevelopment of Hubs** into complete walkable communities”
2. A clear vision for regenerating and complete neighbourhoods, and the steps necessary to get us there.
3. Neighbourhoods understood as evolving ecosystem with inter-dependencies and transitional needs.
4. Intensification where it's needed for *regeneration*, to minimize emissions and revitalize neighbourhoods.
5. Housing diversity on neighbourhood streets.
6. Clear statements of **intent** for new form based zoning; to regulate shapes, sizes and spacing of multi-unit infill buildings to fit existing built patterns, and to have street facades animated with people spaces, doors, windows and architectural features. (Actual zoning language does not belong in an OP.)
7. Prohibition of new car-centric commercial, office space and educational facilities.
8. Modeling and Mapping to assist decision making and understand impacts and inform decisions. Monitoring to measure success.
9. Collaborative approach to engage neighbourhoods in decision making.



Proposed changes to the draft OP: INTRODUCTION

- 1 Draft OP, Section 2, *Big Policy Move 1* needs to be more clear, giving people a picture they can get their heads around: “By the end of the policy period, our City’s growth will be almost entirely within Hubs and *Regenerating Neighbourhoods*, in a manner that is so desirable that demand for other forms of development will evaporate. *Hubs* will be primarily new complete and walkable communities of higher density and mixed uses clustered around transit stations. *Regenerating neighbourhoods* will be older neighbourhoods that become delightfully walkable and complete communities with new dwellings in multi unit buildings sized to suit neighbourhood streets, and only just enough density to draw small shops, services and offices. Existing built up areas that are not *hubs* or *regenerating neighbourhoods* will continue in the current form and function of their *transect*.” (This last point is now buried in Section 5.6.1.1.5)
- 2 Draft OP, Section 2, *Big Policy Move 4* needs to be more clear. Remove the words “bold policies” and explain what they are; “policies to welcome and promote the most environmentally responsible forms of housing, which are wood frame multi-unit buildings, sharing insulation/heat/cooling in shared walls/floors/roofs.” And “Policies to locate new homes in existing neighbourhoods close to existing transit and to *regenerate* these evolving car-dependant areas to become so delightfully walkable that there is a cultural shift to active forms of transportation.”
- 3 Walkable Ottawa’s vision for *regenerating neighbourhoods* diverges from the vision described in the draft OP in this significant respect; Walkable Ottawa believes that a complete neighbourhood includes seniors aging in place, and that seniors must be provided with right-sizing options on neighbourhood streets rather than on busy *corridors* at the edges of communities. Section 3.2.2 should include; “housing ideal for right-sizing seniors to live independently or collectively, located in neighbourhoods on neighbourhood streets.”
- 4 Draft OP, Section 2, *Big Policy Move 2* must include; “a dramatic shift in patterns of residential and mixed use development in *regenerating neighbourhoods*, combined with infrastructure upgrades, calculated to trigger a modal shift to a culture of walking.”
- 5 Draft OP, Section 2, *Big Policy Move 3* needs to be more clear about *transects* and *overlays*. The value or role of *transects* in existing fully built up areas must be identified; “to define **and maintain** the existing development patterns where ever there is no *overlay*”. Where as *overlays* must be defined as; “a tool for mapping areas that will be subject to *regeneration*”. The introductory paragraph of Section 6.3 needs to be reworded with a similar level of clarity about what changes are planned for existing neighbourhoods inside and outside of *overlays*.
- 6 Draft OP, Section 2, *Big Policy Move 3* must describe the proposed zoning; “a new approach to zoning in *regenerating neighbourhoods*, using form based zoning and departing from both traditional lot patterns and zoning housing topologically”.
- 7 Draft OP, Section 2, *Big Policy Move 3* must include; “Modeling of proposed policies and regulations will allow us to test and find those that are robust, teaching us to regulate in balance with real estate market realities, provincially mandated building codes and construction economies.” (The draft Official Plan proposes 47% if new homes within existing urban areas to be in new apartment buildings at *Hubs* and along *Corridors*. This is an example of policy that has been developed without the insights that come from modeling – our housing demand for apartment style living above the tree canopy is limited, now at about 29%.)



Proposed changes to the draft OP: INTRODUCTION

In addition, and in the context of radical proposed changes to development patterns and to regulations, the following commitment must be added; “Before being enacted, new regulations will be modeled to anticipate their effects on housing supply, housing cost, geographic distribution of new developments, cost or saving to the City, health impacts, and much more. Modeling must also use an equity lens to anticipate the impacts on all members of our diverse community.”

- 8 Section 2.2.1, page 18 must include; “an ecosystems approach must be implemented during the design of regulations, appreciating the inter-dependencies involved: fine grain commercial cannot thrive without density, density will overwhelm without green space, sidewalks will remain empty without destination. Transitional solutions are critical to avoid 'chicken-and-egg' barriers to progress, and must include temporary or transitional parking, and sidewalks, as well as pop-up stores and outdoor markets
- 9 Section 2.2.2.4 should include; “Pop-up stores and outdoor markets should be promoted in locations zoned for small shops, services and office space, to establish these special places within neighbourhoods.”
- 10 Section 6 should be re-written to ensure that it does not promote car-centric development along corridors. Section 3, paragraph 8 and 3.2.7 and 5.2.1.d remove “corridors” and replace with “mixed use veins or nodes in neighbourhoods.”
- 11 Section 3, 4th paragraph: “...majority of residential growth to be within the built up area through *regeneration*” add: “in neighbourhoods and through redevelopment at *hubs*”
- 12 The draft Official Plan seem to assume that office spaces are generally too large to suit neighbourhoods ,but stats show that most businesses in Ottawa that require office space have fewer than 50 employees and would fit well above shops on a neighbourhood shopping streets. They would bring life and vitality to *regenerating neighbourhoods*, particularly at lunch time.
- 13 Section 2.2.2 item 3, pg 21 must be revised; “Direct major employment to hubs and smaller office employers to *regenerating neighbourhoods*.” Similar revisions are required in 2.2.2.2 & 3.2.4. Corridors that are presently high traffic must not receive employment or commercial uses as this will perpetuate car culture. Employment in regenerating neighbourhoods is critical to regeneration, providing day time shoppers to support small businesses.
- 14 Section 2.2.1 should include; “Significant community and stakeholder involvement including housing industry members, residents and small business owners can allow efficient gathering of information necessary to problem solve, and can build momentum and support for neighbourhood change and upgrades.”
- 15 Section 2.2.4.4. identifies the connection between our mental health and our exposure to trees and sense of belonging within a community that fosters social connections. It's not surprising that so many of us prefer to live below the tree canopy on neighbourhood streets.
- 16 47% is extrapolated from Table 2, pg 49 of the draft OP. Table 2 must be revised to reflect this more realistic 30/70 split. Section 3 paragraph 7 says; “~~most~~ of new housing development will be in the form of ~~apartments~~” but should be revised to say; “70% of new housing development will be in the form of multi-unit buildings of shape and sized to fit into existing neighbourhood context. 30% in higher density redevelopments at hubs.” 4.2 paragraph 2 should be re-written, given that the majority of new housing should be anticipated to be in small multi-unit developments.



Proposed changes to the draft OP: INTRODUCTION

- 17 Section 2.2.1.2 must be deleted as it would prevent the construction of desired forms of housing in neighbourhoods, including multi unit buildings ideal for right-sizing seniors or smaller households.
- 18 The text in Table 7 rows 9, 13 & 17 should be replaced; “lowrise, no minimum, maximum to compliment existing or match existing zoning for singles or semi's.”
- 19 The following should be added to section 3 to illustrate density figures more concretely in the context of form based regulations; This building could contain 1 very large dwelling, or 6 one bedroom units, or a combination of units of varying size. Each unit could have it's own entry door. If it contains 1 dwelling it is a density of 35du/ha. If it contains 6 dwelling units it is a density of 215du/ha.



- 20 Section 2.2.1.4 should be added; “Neighbourhood infrastructure must include underground survives, storm water management, public transit, parks, recreational facilities, sidewalks, bike lanes, trees, social services, cultural activity spaces, and those elements that signify or celebrate neighbourhood identity and build a sense of belonging. When these elements are established and maintained in proportion to population density, and neighbourhood is well positioned to facilitate the cultural shift from car-dependence to a culture of walking and biking.”



Our Vision¹ for *Regenerating/Walkable Neighbourhoods*?^{2 3}

Complete: A variety of options for places to live and places to go. Vibrant shops and services, infrastructure, parks and recreation in proportion to population need⁴. Sufficient density⁵ and housing options⁶ (variety of unit sizes, tenures, price points) to sustain neighbourhood services & amenities and to promote inclusion and social connections.

Walkable: Delightful⁷, engaging, safe, year round⁸ walking routes from all homes to most daily destinations and transit. Cycling paths too.

Attractive, Safe, Healthy & Green: Tree-lined streets⁹, new homes in buildings that compliment our neighbourhoods¹⁰, welcoming shopping streets, beautiful parks, less paving¹¹ and more benches¹².

Thriving, Diverse¹³, Equitable¹⁴ and Accessible: Peoples of all ages¹⁵ and abilities, households of all sizes and incomes, living life to the fullest. Businesses and work places animating walkable shopping streets¹⁶ providing daily necessities as well as leisure and non-essential goods and services. Run- down buildings replaced or renewed.

Sustainable: Environmental¹⁷, financial and social responsibility guiding neighbourhood planning and regulations¹⁸.

Why are *regenerating /walkable neighbourhoods* so important? ¹⁹

Stronger & healthier communities. Public Health studies show that walkable neighbourhoods are more healthy neighbourhoods. People in walkable neighbourhoods are healthier and happier – they walk and bike rather than drive and experience more social interactions and connections.

Significant reductions to green-house gas emissions. Reduced reliance on cars is quite possibly the most significant change that Ottawa can make to reduce our green house gas emissions. The second would be to build new homes (the gentle density needed in walkable neighbourhoods) predominantly in the form that is the most environmentally efficient; wood frame multi-unit buildings where residents share walls, floor, and ceilings to reduce heat and cooling needs.

More people but not more cars = green vibrant communities. Regeneration of neighbourhoods will allow for needed neighbourhood upgrades including increased amounts of permeable surfaces, more root space for trees, soical, cultural and recreational upgrades.

An absolute necessity in order to house a growing population within existing urban areas.

Multi-unit buildings designed to fit in the context of existing neighbourhoods allow us to meet density targets with ease, and without significant increases in building height or changes to neighbourhood character. Unlike the draft Official Plan's proposal, our proposal takes into account that Ottawan's primarily prefer to live below the tree canopy, in neighbourhoods.

Neighbourhood homes for Everyone. Housing in *regenerating* neighbourhoods must necessarily be designed to house a greater diversity of households, from single person to multi-generational, all incomes, all ages. It's time for our neighbourhood streets to become equitable and welcoming to all.



Proposed changes to the draft OP: VISION

- 1 Section 2.2.1 needs to more clearly paint the picture of *regeneration*, stating its targeted geographic extent being the mapped areas of *Hubs* and *Overlays* (Maps B1-3). This section must summarize the intent for development of *Hubs*, clearly explaining that they are primarily *new* complete communities in large grey-field redevelopment sites within existing urban areas. In contrast, Section 2.2.1 must describe *regeneration* in *overlays* as the transition of existing neighbourhoods to become delightfully walkable and complete, with new homes in multi-unit buildings, buildings that are regulated in their exterior form such that they fit with the existing context.

It seem that the authors of the draft feared that they might be unsuccessful in clearly defining a vision, and therefore included statements intended to guide other decision makers who might otherwise flounder without a clear vision or sense of direction. Section 5.6.1.1.2 is one example of this, and should be deleted. It is very important that the vision of the Official Plan is clear, so that other decision makers can depend on it to inform their work. There must be fewer words and a lot more clarity.

- 2 Walkable Ottawa shares most of our vision with the draft Official Plan, but unlike the draft OP, we see the importance of extending the vision of inclusion and diversity onto our neighbourhood streets, rather than assigning some demographics (seniors, small households and students) to the edges of our neighbourhoods on busy streets. We envision neighbourhoods that include right-sizing older adults, and households of diverse size and income. We do not support the exclusion of seniors, single person households, smaller or less affluent households from regenerating neighbourhoods, in favour of larger households in expensive '613 Flats'. Table 2 must be deleted and Section 3 generally revised to eliminate this idea of segregation.
- 3 The draft OP is confusing in it's repetition. Immediately following Section 2's description of policy intent, the reader needs a clear and concise explanation of the following urban forms: 1. Hubs, 2. *Regenerating Neighbourhoods*, 3. Small Commercial Veins (walkable mixed use streets or nodes in *regenerating neighbourhoods* with small shops, services and office space), 4. Corridors, 5. Existing neighbourhoods not targeted for regeneration (infill as per existing *transect* characteristics), 6. New Suburban Neighbourhoods (with some walkable features), 7. Rural Development. This expanded version of Section 6 must be moved up to immediately follow Section 2. Sections 3, 4 & 5 must be refined and simplified such that they do not repeat any content from previous sections. This restructuring would shorten the text and add much needed clarity.
- 4 The draft OP should identify in Section 4.4.2 that “the completeness of a neighbourhood in terms of parks and recreational facilities **in proportion to population** is critical to successful modal transition to walking culture” and “Modeling of infill in regenerating areas will allow population increases to be anticipated, and parks and recreational facility upgrades to be paced accordingly.” Section 4.4.3 must commit to time-lines for assessing each neighbourhood's need for these elements. Time lines should be set for upgrades to neighbourhood park and greenspace/facilities, to avoid unreasonable lags following intensification that is a strong contributor to resistance regarding intensification.
- 5 Table 3 proposes minimum densities. This planning exercise is quite outside of the context of the development industry, for whom minimum density is rarely an issue that requires regulation, as budgets and business models push for higher densities in all overlay neighbourhoods. To increase densities we do not need to regulate or require density, rather we need to remove the present limits on density that result from existing zoning. What is the intent and value added by this chart?



Proposed changes to the draft OP: VISION

- 6 Section 3.2.9 undermines the values and intent stated in Section 2, and instead proposes social sorting of smaller and less wealthy households out of regenerating neighbourhoods. This is unacceptable and should be deleted. Note: it is perfectly possible and reasonable to provide smaller units in ground oriented multi unit buildings that fit well in existing neighbourhood fabric. Also, allowing all unit sizes and tenures would open up the potential for developments that suit right-sizing older adults. This would free up larger homes at much more affordable price points than new home construction in urban neighbourhoods.
- 7 The draft Official Plan does not provide a vision for *regenerating* neighbourhoods to become delightful places to walk. This may seem trivial, or assumed, but it is vital to the successful transition away from car-dependent culture. This concept should be added to the explanation of regeneration in Section 2.2.1.
- 8 Section 2.2.1 and or 2.2.4 must be revised to include; “Walking paths that are safe and always clear of snow.”
- 9 Section 4.8.2 should be expanded to include the following concepts; “Walking routes, particularly in regenerating neighbourhoods, must be shaded with tree canopy, therefore tree planting bounding these routes must prioritized.”
- 10 There are statements about compatibility of infill in regenerating neighbourhoods buried in sections 5 and 6. But a clear vision and intent must be stated in Section 2.2.1; “Infill in regenerating neighbourhoods will be zoned to fit well within the existing context, to animate the street with windows, doors, porches and low balconies, to make streets more enjoyable to walk along.”
- 11 Section 2.2.1 and or 2.2.4 must be revised to include; “Less hard surface for cars.”
- 12 Section 4.4.6.2 on Privately-owned Public Spaces should be adjusted to allow for spaces as small as a bench. A simple process should be set in place to easily establish POP's with benches.
- 13 Section 2.2.1.2 should be changed to describe an equitable and diverse mix of dwelling unit sizes and tenures throughout neighbourhood fabric, as well as a similar mix along corridors and at hubs. Segregation or geographic sorting of unit types and households is antiquated and unwelcome.

Section 2.2.1.3 bullet point 4 must be revised, deleting the word 'Require' and replacing it with the word 'Ensure the mix of dwelling units continues to include'. Another bullet point should be added: 'Provide housing on neighbourhood streets for all sizes of households from single person to multi-generational, and for right-sizing seniors.'
- 14 Section 2.2.5 proposes housing for single mothers and their children in regenerating neighbourhoods, but an addition should be made to the bullet point list in 2.2.5.3; “proposed regulations must be modeled and analyzed with a gender and equity lens to understand and anticipate impact of any proposed housing or neighbourhood regulations on women and gender diverse persons. Preliminary modeling of 613 Flats in market conditions shows that they will price out people of middle and lower income, entrenching the inequities of our existing urban neighbourhoods.
- 15 Section 3.2.2 states that residences for seniors are to be located at Hubs and along corridors. This should be revised; “Buildings designed to be ideal for right-sizing seniors should be located on neighbourhood streets in regenerating areas within the overlays.”



Proposed changes to the draft OP: VISION

- 16 Section 2.2.1 must include; “Office space over small shops will provide desired locations for employment and enliven communities during the day. New car-centric shops and offices will not be permitted in regenerating neighbourhoods.
- 17 In Section 2.2.3.2 a first bullet point should be added for the most significant and most affordable feature of sustainable building design; “Multi unit buildings in which insulation is shared by sharing walls, floors and ceilings.”
- 18 The draft Official Plan does not have any consolidated statement identifying the reason or benefits of walkable neighbourhoods or a model shift to reduce car dependence in favour of active transportation. This must be added to unify our City around this vision. Just as the draft proposes monitoring intensification, the Official Plan must also outline a yearly process for monitoring the impacts of our growing modal shift, measuring it's impact environmentally, financially and socially. A section should be included in the Official Plan to describe this monitoring process and to highlight the value of the items being measured.
- 19 Section 2.2.1 (pg.18) The stated Policy Intent for *Regeneration* vaguely applies to both existing neighbourhoods and future Hubs, whereas these two scenarios are so different that they must be considered separately. The Policy Intent behind the regeneration of existing neighbourhoods into complete 15-minute communities must be more fully expanded on pg 19, to capture the extraordinary benefits anticipated in this transformative policy direction. Pg 19, Policy Intent 1 should be revised to note that, of the population increases targeted for existing urban areas, about 70% will be absorbed into existing neighbourhood fabric. Additionally this item should note that “this density increase is key to neighbourhood *regeneration*, to increase commercial demand and attract small shops and services at walking distance to homes.”



How to Trigger *Regeneration*; Transition to a Culture of Walking

Our existing neighbourhoods are fixed in a pattern of infill and community outrage. This Official Plan must usher in a new reality for Ottawa's existing neighbourhoods. *Regeneration* is the promise of change that is a win for all; it can be achieved while respecting and enhancing existing valued neighbourhood characteristics, it makes our neighbourhoods more environmentally sustainable and resilient, make residents healthier, builds social cohesion, makes our neighbourhoods more equitable, and it opens up development opportunities for infill builders.

The key to triggering successful *regeneration* (and a modal shift to a culture of walking) and the key to escaping of old patterns, is in a holistic and collaborative approach. Zoning must open up business opportunities for developers to build just the kind of infill housing, small shops and offices, that make existing streets more animated, walkable and green; infill that is sensitive in scale and proportion and improves the street. Upgrades to infrastructure, paths, trees, parks and recreational facilities must be scheduled such that *regenerating* communities embrace change with confidence that their neighbourhood is becoming complete and wonderful. All changes must be modeled in advance¹, and monitored as they unfold.

Where to Trigger *Regeneration*²

The draft Official Plan focuses the geographic extent of *intensification* to *Hubs* and *Overlays*³. The Official Plan must be systematic and clear in its language: existing neighbourhoods '*regenerate*', while *Hubs* '*redevelop*'. These two processes are very different, and the results envisioned are very different. As noted on page 18 of in the draft Official Plan, the City must ensure that "the services, parks, recreational facilities, public spaces, and other elements of a complete neighbourhood are keeping up with the increases in population".⁴ This statement should apply to both *regeneration* and *redevelopment* at *hubs*. And this concept of complete neighbourhoods is absolutely critical, and there must be follow through of this idea throughout the Official Plan.⁵

All existing neighbourhoods should benefit from increased walking infrastructure, but *regeneration* should be focused in neighbourhoods well positioned to absorb density together with the upgrades needed to be complete.

Corridors now dominated by vehicular traffic, running through *overlays*, should not be targeted for *regeneration* as these streets perpetuate car culture at this time⁶. These locations are not enjoyable for walking. But more importantly, if permitted, they will attract car-centric commercial and office spaces and perpetuate car culture. They will absorb new commercial demand, leaving no openings in the market for small business. And without office spaces above them, small businesses will fail from the lack of day time shoppers.⁷

Hubs are generally areas of major redevelopment, and are not now built up residential neighbourhoods. Walkable Ottawa supports the draft OP proposal for them to be rebuilt as complete walkable communities. This reconstruction is very different than *regeneration* in existing neighbourhoods, and should be dealt with separately in the draft OP to provide clarity⁸.

The *Transforming* and *Evolving Neighbourhood Overlays*⁹ proposed in the draft Official Plan are very helpful tools¹⁰ to sort neighbourhoods according to their method and timeline for transition to



walkability¹¹, however the mapped extent of these areas must be refined¹². Neighbourhoods within the *Transforming Overlay* should transition more quickly than in the *Evolving Overlay*, with some neighbourhoods completing the transition in the next few years.

Mapping and Modeling to Target Areas for *Regeneration*

The City's Infrastructure department is modeling our existing underground water supply system, as well as our storm water and waste water collection systems. As a result they will be able to identify areas that have capacity to receive infill, areas that can more easily be upgraded to meet increased need, and areas of the City where upgrades are prohibitively expensive or disruptive.¹³ The Infrastructure Department is also able to identify the kinds of infill that increase the burden on these systems, and the kinds of infill that present opportunities to lighten the burden on these systems. (Much of the small multi-unit infill that Walkable Ottawa proposes for neighbourhoods would lighten the load on both storm and sanitary systems.)

Neighbourhoods must also be mapped and modeled in terms of their infrastructure of parks, recreational and social facilities. These can only be understood in proportion to existing population density, so this mapping must be hybrid mapping that shows where needs are being met in proportion to population, and areas that are under-served. It must also identify areas where upgrades are prohibitively expensive.

There are other elements of neighbourhood completeness that must similarly be mapped to identify challenge and opportunity, and inform decision making. These include sidewalks, bike lanes, trees and outdoor cultural activity spaces. And although this would be a more abstract exercise, it is also important to identify those elements within communities that signify or celebrate neighbourhood identity and build a sense of belonging. These spaces must be preserved and elevated throughout *regeneration*, and opportunities for more of these places must be carved out within the public realm.

With all of this context mapping in hand, proposed density increases must be modeled¹⁴ and mapped. It is necessary to model new development patterns in the context of real estate and construction economies, to ensure that modeling is robust and realistic. Development pattern and density maps should be layered onto infrastructure and community infrastructure modeling and mapping. This composite tool will allow informed decision making, allow us to identify the 'sweet spots' for *regeneration*. They can become the basis for an informed public consultation processes that guides decision making, build consensus, and unifies communities around a shared vision for their future upgrades and density increases.¹⁵



Proposed Criteria for areas to be included within an *Overlay*¹⁶

<i>Transforming Overlay</i>	<i>Evolving Overlay</i>
average density on residential properties is at least 25du/ha ¹⁷	average density on residential properties less than 25du/ha
already has some small shops and services walking distance from homes	
not divided up by busy, wide, high-traffic road(s)	
The majority of homes were built at least 60 years ago	
if there is a heavy traffic flow through, into or out of the neighbourhood, there are roads appropriate to carry heavy traffic that are not the same as future walkable shopping destinations	
necessary upgrades to underground infrastructure, parks, social or recreational facilities (to meet demand of anticipated population increases) would not be prohibitively expensive	
it is not prohibitively expensive to expand the transit network as necessary to provide dependable rapid transit, if not already available at a walking distance from all parts of the regenerating area	

Criteria should not be seen as 'hard and fast', but is helpful and adds clarity.

Carlinton is an example of one neighbourhood who's *overlay* should be changed. Based on this criteria it fits more closely within the *Transforming Overlay*, but is now shown in the draft Official Plan as *Evolving*.

A third category of *overlay* is needed; the *Regenerated Neighbourhood Overlay*.¹⁸ This *overlay* would be applied to neighbourhoods once they shift from auto-dependence to a culture of walking, and where a neighbourhood is complete with all daily needs located within a short walk of homes.



Planning Community Upgrades in pace with Density Increases¹⁹

Neighbourhoods within *Transforming* and *Evolving Overlays* will transition differently. *Evolving Neighbourhoods* will require a greater density increase over a longer period of time, before there is enough population to attracting small shops. Consultations, analysis, regulations and upgrades are needed at different times as follows²⁰:

Work Plan for Triggering Regeneration	<i>Trans- forming Overlay</i>	<i>Evolving Overlay</i>
Community Workshops ²¹ to; <ul style="list-style-type: none"> • understand current status re <i>overlay</i> designation and regeneration targets, • build awareness and support for <i>regeneration</i>, • identify barriers to walkability and the kinds of solutions appropriate to each neighbourhood, • identify ideal locations for small shops, services and office space,²² • identify parks and recreational needs unique to a neighbourhood²³, • identify preferred transitional parking solutions, • consider cultural enhancements and/or landmarks²⁴, • review modeling of anticipated '<i>gentle-density</i>', how it would look, and it's anticipated cumulative effect. 	Now	Now
Identify streets or nodes ideal for small shops, services and office space	Now	Now
Construction of sidewalks two sides of the street in high foot traffic routes including near transit stops	Now	Now
Construction of sidewalks on at least one side of each street	Later	Later
Construction of transitional sidewalks on one side of each street ²⁵	Now	Soon
Construction of sidewalks on two sides of each street designated to receive small shops, services and office space ²⁶	Now	Now
Reconstruction of roads to include dedicated bike lanes and trees on streets designated to receive small shops, services and office space ²⁷	Now	Soon
Construction of pedestrian links (foot bridges, crosswalks, linear parks) ²⁸	Now	Soon
First priority snow clearing of sidewalks and bike paths ²⁹	Now	Now
First priority snow clearing of transitional sidewalks ³⁰	Now	Later
Assessment of neighbourhood parks, benches, and recreational facilities, compared to anticipated population growth. ³¹	Now	Later
Upgrades to underground services, roads, infrastructure, as necessary to support anticipated intensification ³²	Start Now	Later



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Parks and Recreational Upgrade Plan ³³	Now	Later
Parks and Recreational acquisitions and Upgrades ³⁴	Start Now	Later
Street Tree Planting ³⁵	Now	Now
Zoning for tree roots ^{36 37}	Now	Now
Parks on Private Properties and neighbourhood benches ³⁸	Now	Now
Residential Form Based Zoning	Now	Now
Mixed Use Form Based Zoning for small shops, services and office space ³⁹	Now	Now
Zoning for temporary or pop-up shops (in locations identified for future small shops, services and office space) ⁴⁰	Now	Now
In the same locations as the above item; Upgrades to hard and soft landscaping, and the addition of street furniture and other elements, to carve out space for activities and growing community identity. ⁴¹		
Zoning to prohibit new car-centric commercial / office / educational facilities, including stores of more than 25m street frontage, stores with more than a few parking spaces and stores fronting onto streets with high traffic flow. ⁴²	Now	Now
Eliminate lengthy and expensive applications processes for desired neighbourhood infill and for small shops, services and office spaces ⁴³	Now	Now
Adjust regulations and fees to support business models for development of desirable residential and mixed use infill ⁴⁴	Now	Now
Zoning and regulations for Transitional Parking ⁴⁵	Now	Now
Transitional Parking phase out ⁴⁶	Sooner	Later
Modeling of proposed zoning and regulations	Now	Now



Proposed changes to the draft OP: MECHANICS

- 1 Section 3.2.16 should be revised to include the following statement; “The City shall model and project patterns and amounts of residential infill, new small shops and services in neighbourhoods, and the % modal shift to active transportation. In addition, the City shall...”
- 2 Section 2.2.1 on *Regeneration* should clearly state that this is intended only for *Hubs* and *Overlays*, and that by the end of the 25 year period of regeneration, 20% of Ottawans will live in the regenerated neighbourhoods of the *Overlays*, in fully walkable and complete communities.
- 3 In the following sections the references to “*Hubs and Corridors*” must be changed to “*Hubs and Overlays*”, as it is evident elsewhere in the draft OP that this is in fact what is intended and because car-centric developments along corridors are counter to the walkable vision; 4.2.1.2, 3.2. Section 3.2.8&9 should be labeled “Redevelopment in Hubs”
- 4 This concept is in Section 2.2.1 on page 18 but then does not appear again in the document. This oversight could be corrected by adding to section 11; “Community, development industry and small business input is critical to understanding needs, opportunities and constrains in an evolving neighbourhood.” Also to section 3 regarding infill and intensification, the Official Plan should state that; “Neighbourhoods should be assessed to ensure that it is possible to upgrade parks, walking paths/sidewalks, and recreational faculties in proportion to population density, before being zoned for increased intensification, and before being included in an *overlay*.”
- 5 The Official Plan must provide clear answers as to how the City will ensure that we will “keeping up with the increases in population” so that neighbourhoods are complete. What exactly are the necessary elements for a given population/community? Who decides, and how? And how will we measure our progress, our success? Answers to these questions belong in Section 2.2.1, and should be elaborated throughout the text.
- 6 Section 3.2 should speak to regeneration in *Hubs* and *Neighbourhoods*, not *Corridors*.
- 7 The Official Plan must be edited throughout to remove the concept of *regeneration* along *corridors*.
- 8 Section 3.2.6-9 should be revised to provide clarity – are these statements for the reconstruction of *Hubs* only, or are they intended for other areas as well.

Change the title of Section 6.3.2 to “Guide for redevelopment at Hubs to create 15 minute neighbourhoods.” This section is not about *regeneration*. The Plan must be systematic and clear in it's language. Neighbourhoods '*regenerate*'. Hubs '*redevelop*'. These two processes are very different, and the results envisioned are very different.

- 9 *Overlays* are a powerful and important planning tool for *regeneration*. Transects are useful in understanding our City as it is today, in varied degrees of urbanity. But *overlays* are a tool that help us move forward. The following sections of the draft OP, about neighbourhood *regeneration*, are repetitive and confusing. 5.1.5.1, 5.2.1.4, 5.2.4.1, 5.3.4.1, 5.6.1, 5.6.1.2., 2.2.1.3, 2.2.4.1&2, They should be deleted, and replaced with only one section about *regenerating* neighbourhoods within *overlays*.
- 10 Sections 5.3.1.4.b and 4.2.1 are examples of a clauses that are unusually long and complex, describing areas that are within an *overlay*, rather than using the word '*overlay*'. The *overlay* is a great tool. The OP should use it and refer to it consistently.



Proposed changes to the draft OP: MECHANICS

- 11 In Section 2.1 Big Move 3, *Overlays* are described as “identified where specific policy direction is needed beyond those contained in land use designations to guide growth” but should instead be described as “tools to sort and regulate areas for *regeneration*.” Instead this definition is buried in section 5.6.1.3.2.b.
- 12 The draft OP contains many complicated statements about proximity to transit and abutting geographic conditions, using radii to prescribe the extent of certain upgrades. *Overlays* are a much better tool for this. Moreover, most of these identified upgrades are effective only when they are contiguous throughout a *regenerating neighbourhood*, sidewalks being the best example. The following sections should be re-written to apply their respective upgrades throughout an overlay, rather than by measured radii; Sections 3.2.19, 4.1.3.2, 4.1.2.7, 6.3.1.4
- 13 Section 3.2.18 proposes expensive upgrades to infrastructure to facilitate regeneration, and seems to assume that these are necessary to meet density targets. However multi-unit infill is the most cost effective form of new density in terms of infrastructure costs. We must direct *regeneration* away from any areas where infrastructure upgrades are unusually expensive.
- 14 Section 3, opening paragraph must include; “All proposed intensification has or will be modeled in 3D, as well as numerically to provide projections regarding density increases, housing types, housing costs, emissions reductions, City cost savings, health impacts, etc., so that the effects of proposed regulations can be anticipated.” See examples in the last section of this document.
- 15 Section 2 should include this outline for implementation of a multi layered mapping and modeling exercise for *regenerating* neighbourhoods. This road map must be a key part of our vision, not an after thought in a process clause later in the document. It has become painfully clear through Walkable Ottawa's ongoing consultation and collaboration that neighbourhoods and community groups need to see this kind of mapping and modeling in order to feel included, informed, and in order to have confidence that decision making for their neighbourhoods is fact-based.
- 16 Section 5.6.1.3.1 contains an incomplete list of criteria for lands within the *Transforming Overlay*. There is no similar list for the *Evolving Overlay*. The chart above should be included in Section 5 to add clarity.
- 17 This calculation is based on the ratio dwelling units to the area of development land, and does not include the neighbourhood as a whole c/w road and parks. How are the density requirements of Table 3 calculated?
- 18 Section 5.6.1.4 should added; “A third category of Overlay is needed; the *Regenerated Neighbourhood Overlay*. This overlay would be applied to neighbourhoods once they shift from auto-dependence to a culture of walking, and where a neighbourhood is complete with all daily needs located within a short walk of every home. This *overlay* would no longer require any transitional regulations and would not require further density increases to facilitate *regeneration*. Transitional parking should be phased out, permanent sidewalks completed, and further developments subjected to greater scrutiny through Site Plan Control or similar, to ensure value added to the community. Intensives for restoration, energy upgrades and adaptive re-uses should be instituted.”
- 19 Section 2.2.1 identifies that in regenerating neighbourhoods community upgrades must keep up with population growth however this concept is not carried throughout the draft as it should be.



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- 20 This chart should replace Sections 4.1.2. Readers of the draft Official Plan seem to unanimously object to its complexity. This chart is simple and clear. After including the chart, all other recurrences of the same information must be deleted from the text, to shorten it and make it more readable.
- 21 Section 2.2.1.3 refers to secondary plans and area specific policies, but not to simpler forms of collaborative engagement that are necessary for *regeneration* to succeed. Section 11 should include this concept for Community Workshops.
- 22 Ideal locations for shops and offices must not be selected based only on proximity to a transit station. Delete Section 6.3.1.4.6. Community consultation should direct selection of ideal locations, based on criteria identified in Section 6.3.3
- 23 Section 4.4.2.2 refers to the range of park typologies and recreational amenities to be identified in secondary and local plans. But community members should be solicited for insights regarding neighbourhood needs well in advance of lengthy planning exercises, so that acquisitions can be strategized.
- 24 Section 2.2.6.3 refers to the enhancement of urban fabric with cultural landmarks and cultural expression. This is an important element of *regeneration*, but also requires collaborative engagement.
- 25 Add to Section 4.1.2; “Transitional rumble or paint strip sidewalks are quick and affordable, limit parking to the other side of the street, and a snow cleared at no additional cost to the city as they would be cleared with the street.”
- 26 Section 4.1.2.13 proposes that upgrades for complete streets would be for Corridors, and only as streets come due for reconstruction. This must be revised to give priority to neighbourhood streets ideal for building a walking culture and zoned to receive small shops and offices.
- 27 Section 4.1.2.9&13 makes only vague reference to this.
- 28 Section 4.4.3.e should be revised; linear parks can be a significant addition to *regenerating neighbourhoods*, providing critical pedestrian links.”
- 29 Section 4.1.2.f speaks to winter maintenance standards prioritizing active transportation, however it needs to be much more explicit; “ Winter maintenance of walking and biking infrastructure within *regenerating neighbourhoods* must be prioritized at the same level as street snow clearing.”
- 30 Section 4.1.2.f should also include; “ Winter maintenance of transitional walking paths within *regenerating neighbourhoods* must be prioritized and undertaken at the same level as street snow clearing.”
- 31 Section 4.8.3 identifies the desired distances from homes to parks, but should be revised to define the size or quality of parks in relation to population and projected population increases.
- 32 Infrastructure upgrades may be game stoppers for some neighbourhoods, but in general, gentle density in existing neighbourhoods is the most affordable for the City in terms of infrastructure.
- 33 Section 4.4.1.4.d should be change to; “Where infill redevelopment occurs in *regenerating neighbourhoods* (within an *overlay* area) and the existing neighbourhood parks do not meet proximity requirements set out in Section 4.8.3, or requirements for parks in proportion to population densities (to be added to Section 4.8.3), all



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cash-in-lue collected will remain in the neighbourhood and used within 5 years of collection.”

- 34 Section 7.4.1.f should include text regarding new lands and upgrades; “Acquisition of land for parkettes, community gardens, linear parks and parks.” And 7.4.1.g; “Upgrade or re-landscaping of existing underutilized parkland.”
- 35 Section 2 should include; “Shaded walks are important in *regenerating neighbourhoods* in order to make walking enjoyable.” Section 4 should include; “Tree canopy to shade sidewalks and transitional sidewalks should be increased to 40% as quickly as possible in *regenerating neighbourhoods*. Community groups and stakeholders must work with Forestry Ottawa to take advantage of all possible tree planting opportunities including planting trees on front lawns or on city property between front yard and edge of street, in forgotten spaces around boulevards and buildings.”
- 36 A new consolidated section on zoning should include; “New form based zoning must include required areas for root space, under soft surface landscaping and free of underground services, with language designed to allow infill development to be designed around existing tree roots without reducing the permitted build-able area. Zoning must balance permissions and limitations to incentivize tree preservation.” This would eliminate some existing economic incentives for tree removal.
- 37 A new consolidated section on zoning should include; “Underground services from the street to dwelling units must be located to give first priority to tree roots, despite the inconvenience and added costs associated with locating services below driveways and sleeved under floor slabs.”
- 38 Section 4.4.6 should be revised; “There shall be no limit on how small a Park on Private Property can be. Parks no larger than a bench are a welcome addition to *regenerating neighbourhoods*.”
- 39 Section 3.5.2; “Offices are critical to the success of *regenerating neighbourhoods* because small shops depend on office workers as lunchtime shoppers.”
- 40 A new section should be added; “In neighbourhoods targeted for *regeneration*, but where are a new few or no small shops, pop up shops and markets will be promoted in veins or nodes zoned to attract future small shops and office spaces. These temporary activities will begin to establish these places within the neighbourhood as places that are desirable walking destinations and important to the dynamic and identity of the neighbourhood. In this way, this temporary use will generate an urban context in which small business development is much more viable, and stimulate *regeneration*.”
- 41 To the above new section we should add; “A neighbourhood's targeted locations for future small shops and services will receive upgrades to hard and soft landscaping, and the addition of street furniture and other elements, to carve out space for activities and growing community identity.” This kind of project is sometimes call a *Community Commons*, and can fit on a 6 or 7m wide road widening.
- 42 Section 4.1.4.10 should be revised; “Parking lots for more than 6 cars will not be permitted in *overlays*, either on the surface or underground, except temporary parking lots, parking below residential uses, or parking dedicated for the use of neighbourhood residents.”
- 43 Add the following; “Applications and approvals processes for desired residential and mixed use development in *regenerating neighbourhoods* must be newly designed specifically to be low in cost and such



Proposed changes to the draft OP: MECHANICS

that all site plan related elements can be reviewed, revised and approved concurrently with a permit application.”

- 44 Add the following; “Applications and approvals processes and fees for desired residential and mixed use development in *regenerating neighbourhoods* must be considered in the context of the business models that generate desired development, to ensure that approvals and fees are not prohibitive.”
- 45 Add a Section 4.1.4.11; “Transitional parking will be permitted in regenerating areas (*transforming* and *evolving overlays*) to meet temporary parking needs for new residents without permanent on site parking, as well as those driving to shops, services and offices. Transitional parking solutions include
 - surface parking lots on previously residential land (demolition permitted for this use)
 - street permit parking (a solution where existing lot fabric is wide)
 - short driveway parking (on driveway, partly on city road allowance, bumper close to edge of street or sidewalk)
- 46 Add a Section 4.1.4.11; “transitional parking rights will be revoked and curbs reinstated when an area becomes part of the *regenerated neighbourhood overlay*.”



Just the right Density to Regenerate

Increased population densities are required for a transition from car-centric to walkable neighbourhoods, in order to support shops within walking distance of all homes.¹ A neighbourhood that already has some delightfully walkable commercial will require less infill housing in order to reach a tipping point to a walking culture -- in order to *regenerate*. A neighbourhood with few or no shops within a delightful walk of existing homes may require as much as a doubling of density. At the same time, new car-centric commercial developments must not be developed nearby to tempt shoppers back into their cars. If new car-centric development is made available and absorbs new demand, an even greater residential density increase will then be required. With this relationship in mind, we can define the purpose and value of infill; increased residential density is one of the tools necessary to achieve *regeneration*². Once a neighborhood has become fully and delightfully walkable, achieving the extraordinary environmental and social benefits of *regeneration*, the value of infill shifts to a function of renewal and upgrade.

A New Planning Paradigm for Regenerating Neighbourhoods^{3 4 5}

In order to pepper our streets with more porches and people spaces, in order to have new buildings that 'fit' but are not all the same, in order to house all varieties of households, in order for our existing neighbourhoods to *regenerate*, we must embrace a new pattern of development with multi-unit housing, and a new way of regulating. We will have to let go of the paradigms of planning that have dominated North American cities for the past century.⁶

Change is hard. Change is scary. But this kind of change is good news: for residents who want new infill to fit in, for community associations and developers who struggle with the befuddling complexities of planning, for designers and residents who tire of their adversarial relationship, for city planners who battle market forces like tilting at windmills. This kind of change could be the breath of fresh air we are all longing for.

The changes to neighbourhood development patterns that Walkable Ottawa proposes would result from new finely tuned regulations, as described in the chart below. Our modeling demonstrates that this change is possible only if new regulations are thorough; remember, this is an ecosystem. And our modeling shows that we can achieve *regeneration* and intensify our neighbourhoods **without height increases** greater than 2.5 storeys in most neighbourhoods, and 3.5 storeys in areas that are now built or zoned to that height. Mixed use buildings need be only half a storey taller than residential buildings for this development pattern to succeed. Front yard setbacks need not be significantly changed.

There are a number of regulatory tools we will have to let go of because they are a barrier to *regeneration*. And there are a number of new regulatory approaches that are critical and absolutely must be outlined in our Official Plan⁷. These must apply only to areas undergoing *regeneration*.

Regulatory Barriers to Regeneration:	Regulatory framework needed for Regeneration:
Complex, long, wordy and incomprehensible zoning ⁸ (these increase housing cost and destroy	Simple zoning with more maps and less words



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meaningful community consultation)	
Unit count limits ⁹ and typological definitions of residential buildings: 'single-family', 'semi', 'town', 'triplex', 'secondary dwelling unit', 'primary dwelling unit' ¹⁰ , 'large dwelling unit' ¹¹ (these definitions reduce diversity, limit design solutions and prevent desired density in context sensitive multi-unit buildings) ¹²	Form based zoning that regulates the outside form of buildings to 'fit' their context, regulating their spacing and setbacks, as per existing patterns (irregardless of the number, size or distribution of units within)
Regulation of lot coverage	
Height limits significantly taller than existing buildings or existing zoning within regenerating neighbourhoods	Form based zoning that regulates height ¹³ and roof lines to compliment existing buildings or to match existing zoning for singles and semi's (irregardless of the number, size or distribution of units within)
	Form based zoning that regulates height ¹⁴ and roof line in areas designated for mixed uses in neighbourhoods to be 1/2 storey taller than existing buildings or existing zoning for singles and semi's
Zoning that lists permitted uses (this does not allow desirable evolution over time, generates social sorting, and sets the stage for housing shortages)	Zoning that limits most neighbourhood streets to residential uses, home businesses, schools, daycares and temporary surface parking lots.
	Zoning that does not limit uses along areas ideal for small shops, services and office spaces, and instead of zoning-in desired uses, just zones-out nuisance, like noisy or smelly activities
Complex zoning clauses that require landscaped areas intended for street trees	Simply defined zoned areas for unobstructed tree root and canopy located between front facades and the edge of the street
Zero for shallow front yard setbacks with only small areas of formal landscaping or hard surfacing ¹⁵	
Zoning minimum unit or room sizes ¹⁶ (minimum room sizes are regulated provincially)	No regulations of minimum unit or room sizes except for the continuation of existing prohibitions of student dormitories, rooming houses and short term rentals, except on <i>corridors</i>
Lot width and area requirements ¹⁷ (these price people out, limit desired design solutions and sometimes promote unnecessary demo of older homes)	Zoning of building shapes and sizes, not lot (property) shapes or sizes,
Traditional rectangular lot patterns (these limit	



REGULATORY FRAMEWORK

new housing solutions)	
Zoning based on existing patterns of car infrastructure ¹⁸ (these are clumsy and ineffective)	Zoning-out street facing features that do not animate the street, including car ports and garage doors Zoning to permit transitional parking for new residents and those driving to new small shops and offices using the least amount of pavement possible, including temporary short driveway parking, street permit parking, temporary private surface parking lots, new underground parking that can transition to become long term community parking.
Zoning to limit projections, porches and bay windows (this makes streets more boring to walk along and is now a part of our zoning)	Zoning to permit / promote bay windows and architectural features and to require people spaces between front facades and the street, including porches, balconies and terraces
Zoning to hide smaller dwelling unit entrances from the street (this is discriminatory and is now a part of our zoning)	Form based zoning that regulates the street facing articulation of buildings, requiring semi private spaces between buildings and streets, and regulating dedicated entrances ¹⁹
Zoning ideas grounded in 'sticks or carrots' (these approaches are ineffective when they turn a blind eye to market forces)	Zoning to compliment and coordinate with market forces, designed to open up business opportunities for development of the infill we want
Regulations or application processes that make the infill we want prohibitively expensive to develop ²⁰	Regulations and application processes designed to streamline the infill development we want
Density minimums and maximums ²¹ for infill in <i>regenerating neighbourhoods</i> (Minimums are irrelevant to <i>regeneration</i> ... What infill developer builds to minimums? Maximums + with other regulations motivate development of high-end product despite market demand and need for other housing.)	<i>Regenerated Overlay</i> regulations so that qualifying neighbourhoods (that meet the definition of 'regenerated and complete') become subject to development application review to ensure proposed developments benefit the community and do not over burden community infrastructure
Zoning to promote new car-centric commercial and office space developments	Zoning to prohibit new car-centric commercial and office space developments within 10 minutes drive of residential neighbourhoods
New zoning clauses that render existing buildings non-compliant and trigger variance applications for renovations to increase the number of dwelling units	Zoning clauses to grandfather existing conditions when renovating to add dwelling units into existing buildings



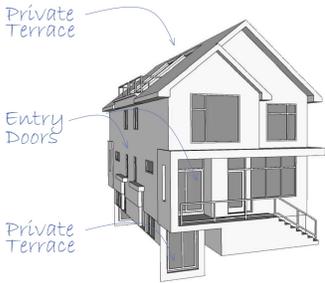
Unclear and complicated garbage storage requirements	Clear, simple, affordable garbage storage requirements in zoning for multi-unit buildings of 12 units or less
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With this new approach to regulating development in *regenerating* areas, it is possible that in 25 years, 20% of Ottawans would be living within the areas of the proposed *overlays*, with roughly half housed in newer multi-unit buildings that 'fit-in', and half in older homes (see diagrams below). As much as 1 lot per 100 per year would have been redeveloped. More than 75% of existing homes would remain.

But this is not enough. Over time this pattern of *regeneration* must be expanded to more and more of Ottawa's neighbourhoods.

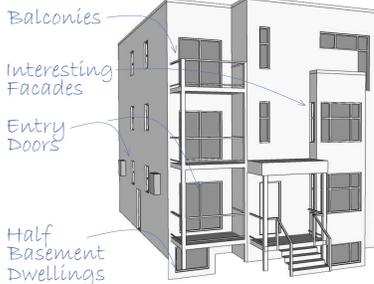
In the mean time, car-centric commercial and office space developments must be prohibited within a 10 minute drive of residential neighbourhoods, or else regeneration will become less and less achievable as time goes by.

2.5 STOREY MULTI UNIT BUILDINGS



- mixed unit sizes
- ground oriented units front and back
- dedicated garden space front and rear + porches / terraces / rooftops
- dedicated entrances
- freehold ownership of some units, rental of others
- front yard parking for 30-40% of the units, timing out after neighbourhood becomes walkability and complete

3.5 STOREY APARTMENT BUILDINGS



- 7+ dwelling units, shared exits
- some dedicated entrances for ground oriented units
- rental ownership (some condo)
- garden front and rear + porches / terraces / rooftops
- ground oriented unit front and rear with dedicated use of yards
- limited front yard parking
- rear yard parking (20+ units)

Proposed changes to the draft OP: REGULATORY FRAMEWORK

- 1 This explanation of the importance and value of density increases in a regenerating neighbourhood is buried in Section 5.2.1.4.e of the draft OP, and should be elevated to Section 2.2.1, as it is a critical part of the narrative about *regeneration*.
- 2 This concept should replace Table 3.
- 3 There is a significant amount of language dedicated in the draft Official Plan toward new ways to regulate through zoning (4.2.1.a, 4.2.a,b,c 4.6.6.7, 5.1.5, 5.2.4, 5.3.4, 5.6.1.1, 6.3.2). These references and statements need to be consolidated to one place in the document, with some statements much reduced in detail (leaving out zoning language), and others with detail added to clarify intent. Our chart on page 14 of this document should be used as a basis for this new consolidated section.
- 4 Zoning language does not belong in an Official Plan, therefore sections 4.2.1.3,4,5 and others like them must be deleted.
- 5 It seems that a re-write of zoning on lands outside of the overlays is quite unnecessary, as the draft Official Plan clearly does not intent for any change to development patterns in these areas. (as per Section 5.6.1.1) What a great opportunity to save the City lots of time and money! Existing zoning need only be revised to prohibit car-centric commercial, office and educational facilities. Rezoning efforts can focus on overlay areas. Overlay areas must be expanded progressively to give more an more of our existing neighbourhoods the opportunity to regenerate.
- 6 There is language in the draft Official Plan to suggest this intent (ex. “bold policies” in Big Move 4) but other sections that contradict (ex 4.2.3.3)
- 7 **All sections explaining zoning intent or regulatory tools for *regenerating neighbourhoods* should be combined into one location, and include the items in this chart (pg 14 of this document). This material should not repeat elsewhere.**
- 8 Lot shape and size clause in 5.2.4.1.b and 5.3.4.1.b should be consolidated, and any contradictions to this elsewhere in the draft Official Plan must be removed, including any statements about lot size or area. We must zone the form of the building to fit in, not the lot. We can't see lot lines when we walk down the street. We see buildings, spaces between buildings, sky over buildings, features of buildings and trees.
- 9 Delete max or min unit count references in 4.2.1.2.a & b and 2.2.1.3 and density requirements in Table 3, or specify that this table does not apply to *regeneration*, only to *redevelopment* in *hubs*.
- 10 Section 4.2.1.3 & 4 includes zoning language that does not belong in an Official Plan, and that uses the term “primary unit” which should no longer be used if form based zoning is enacted.
- 11 Delete Section 2.2.1.2 and large unit column in Table 3.
- 12 Delete all references to typology within overlay areas including 'large dwelling' – what if some seniors what to live together in smaller units? Also, promote right-sizing to free up larger units.
- 13 Section 6 should include a map of overlay neighbourhoods showing permitted 2.5 or 3.5 storey building heights, based on existing zoning for singles and semi's in each area. Modeling demonstrates that no further height increases are necessary to meet density targets if these other proposed zoning changes are made.



Proposed changes to the draft OP: REGULATORY FRAMEWORK

Areas ideal for small shops, services and office spaces are identified (Section 6.3.3), they should also be mapped, and assigned a height one half storey taller than the surrounding residential zoning, with ground floor spaces required to be at the level of the sidewalk. (Yes, it is that simple.)

Table 8, row 2, column 3 should be revised; “Multi-unit housing the same height as existing surrounding neighbourhood.

Section 5.3.3.a-c should specify building heights to match existing neighbourhoods.

- 14 It is critical that these buildings in areas ideal for small shops, services and office spaces are permitted to exceed the height of nearby residential zoning by one half storey, in order to ensure that the development business model for these projects is competitive with nearby residential projects, which are not encumbered by the requirement for ground levels to be at the level of the sidewalk. Otherwise these future walking destinations will not be redeveloped at all.

Section 5.2.3.2.a must include; “Areas along veins or at nodes identified to be ideal for small shops and office spaces, must be zoned to permit building heights that are 1/2 a storey taller than the zoned height permitted in the surrounding residential neighbourhood.”

- 15 Table 6 on page 126 should be deleted.

- 16 Column 4 in Table 3 should be deleted. It seems to propose to 'fix what ain't broke'.

Section 4.2.3.3.a should be deleted as this is obsolete if unit numbers are not regulated.

- 17 Delete Section 4.2.6.b

- 18 Sections 4.1.4.9.a, 5.1.1.6, 5.6.1.3.3 must be deleted, to remove future zoning based on existing curb cuts.

- 19 The draft Official Plan's definition of *Missing Middle* uses the undefined term '*ground oriented*'. A clearer term is '*dedicated entrances*'.

- 20 Site plan apps to run concurrent with building permit apps (1 month) by standardizing requirements and providing short cut options for site servicing

- 21 Density requirements may be appropriate at *redevelopment* sites in *hubs*, but are out of place in the regulation of *regeneration* in neighbourhoods, where market demand will maximize density increases within the limits imposed by form based zoning, and to meet real estate expectations. Section 3.2.3 and Table 3 should be revised to apply only to *hubs*. Delete Section 4.2.3.3.a.

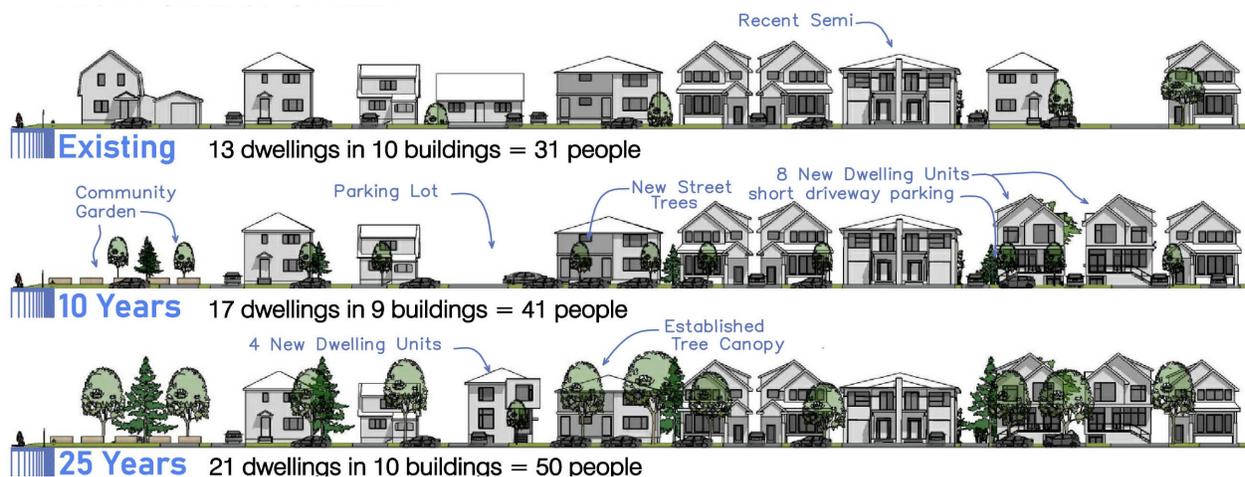


Are Intensification Targets Realistic for *Regenerating* Areas?

Walkable Ottawa has modeled what the impacts our proposed kinds of regulations on a series of neighbourhood streets, subject to today's market demands and construction / development pressures. Our modeling demonstrates that required densities can be achieved within the limits of compatible building sizes and shapes, and at the same time improve streetscape character. Our modeling demonstrates that 4 storey new development is not required on neighbourhood streets, and that extensive redevelopment of corridors is also not necessary to meet density targets.

The following example shows the proposed kind of transition in neighbourhood fabric, based on zoning principles previously identified in this document and the removal of barriers to development in the form of complicated and costly application processes.

This pattern of redevelopment is not possible (would not occur as a result of proposed regulatory changes together with market forces), **unless this street was within a neighborhood that was steadily transitioning to become walkable and complete.**



This transition includes the introduction of multi-unit buildings that visually fit the shape, size and spacing of buildings on this street. On this sample street this results in;

- a 60% increase in population,
- a 1.5% reduction of paving to park cars (not including the street),
- a 3% increase in hard surfaces including roofs,
- an increase of parking during transition and then a reduction in parking -- the existing street has 2.04 parking spaces (ps) per dwelling unit (du), at 10 years there are 2.39ps/du, at 25 years there are 1.56ps/du
- a dramatic increase in street trees and street tree canopy as illustrated,
- infill with significant root and canopy space for new tree planting,
- an increase in the diversity of housing available on the street, including compact 1 to 3 bedroom ground oriented homes to compliment the existing predominantly larger



- ground oriented homes,
- a mix of new freehold and rental units,
- options for some new buildings to be designed in a way that would be ideal for aging adults,
- the potential for more affordable housing for larger households, as a result of creating options for older adults to right-size and freeing up older housing for resale,
- new infill housing at a lower price point than infill housing today.

The street that was modeled and analyzed in the previous image would look like this:



Each neighbourhood is slightly different, with different lot sizes and existing building heights. Walkable Ottawa has studied 5 sample streets and found that most produce about a doubling of population, using the same set of infill regulations. Neighbourhoods with established housing or new housing, such that development lots are less likely to come onto the market, produce much less new density.

Modeling of intensification proposed in the draft Official Plan

Walkable Ottawa has also studied the impacts of the draft Official Plan and the kinds of regulations it proposes. It is evident that with proposed policies we will not meet density targets, not succeed in *regenerating* our *overlay* neighbourhoods, and not provide needed housing for our diverse households. 47% of new housing will not be built in apartment buildings taller than tree canopy because there is not 47% demand for this housing option. 53% will not be housed in *regenerating neighbourhoods* if the only housing option is higher-end variations on 3 door rows without parking.

The following image shows the effect of the draft Official Plan's proposals on a sample street, subject to real estate and construction industry forces.



This transition includes the introduction of 6-1-3 Flats as proposed in the draft Official Plan. On this sample street this results in;

- a 20% increase in population,
- a 1% reduction of paving to park cars (not including the street),
- a 2% increase in hard surfaces including roofs,
- a reduction in parking from 2.06ps/du to 1.61ps/du with no transitional parking,
Note: Street parking, as proposed in the draft Official Plan, does not work as transitional parking on this street because the lots are narrow and there are a lot of driveways taking the place of street parking spaces.
- a increase in tree canopy is possible, but not in front of the 613 Flat, where the front setback and front patio leaves little space for roots, *Note: The draft Official Plan does not commit to increasing the tree canopy on regenerating streets.*
- No increase in the diversity of housing available on the street; additional basement unit same as existing basement units (in older home with small windows and pour air quality) and 613 Flat with 3 large units similar to existing homes on this street but more expensive with high end interior finishes and no parking, *Note: The 613 Flat, as proposed in the Official Plan, would have limited uptake in the housing and development market as it is a difficult business model. It would be expensive to build and produce large units, therefore it would be targeted to higher income households. But it has no on-site parking which is a must for the majority of higher price-point sales.*



The draft Official Plan's vision for neighbourhoods in *overlay* areas to transition to become equitable, socially engaging, fully walkable and complete neighbourhoods is wonderful, but its policy framework needs to be revamped. Walkable Ottawa believes that our proposed fine tuning would allow this Official Plan to become the foundation for successful *regeneration*.

