

FOTENN

110 YORK STREET & 137 GEORGE STREET ZONING BY-LAW AMENDMENT



April 16, 2018

Planning Rationale

Zoning By-law
Amendment Application



Prepared for:



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Fotenn Consultants Inc. has been retained by Claridge Homes to prepare a Planning Rationale in support of a Minor Zoning By-law Amendment for the land municipally known as 110 York Street and 137 George Street in the Byward Market. The intent of this rationale is to assess the proposed development against the applicable policy and regulatory framework and determine if the development is appropriate for the site and compatible with adjacent development and surrounding community.

Our conclusions indicate that the proposed Minor Zoning By-law Amendment can be supported by the applicable policy and regulatory framework, and in doing so uphold good planning principles.

1.1 Application History

The development proposes an addition to the existing 17-storey Andaz Hotel in the Byward Market. The Andaz Hotel is part of a larger consolidated property owned by Claridge Homes which also includes existing commercial along Dalhousie Street.

The property was previously subject to development applications for the existing Andaz Hotel as well as a 22-storey residential condominium with 282 units and ground floor commercial. The development applications, including a Zoning By-law Amendment and Site Plan Control application, were approved by the City of Ottawa.

1.2 Development Proposal

Claridge Homes is proposing an addition to the Andaz hotel located at 325 Dalhousie Street (D02-02-12-0126). The addition will be located on the adjacent easterly parcel located at 110 York Street and a portion of 137 George Street. In order for the development to proceed, the building currently flanking the east side of the Andaz Hotel will be demolished. The addition will replace the existing building as well as the interior parking courtyard (five surface parking spaces) per the approved Site Plan. The hotel addition will be 19 storeys (59.37m) in height and will introduce 136 new units to the hotel. The proposed addition will respect and build upon the established hotel with regard to massing, height, and materials.

The ground floor will include a street-fronting great room/ballroom of 332m² with the remainder of the 938m² podium including supportive space for functions held in this room. Eight (8) units will be present on each of the 2nd through 18th floors. The 19th floor is intended to be used as a mechanical floor. The overall gross floor area will be 5,484m².

This addition will be accessible from the principal hotel at the ground level podium. The proposed tower will remain physically connected to the principal hotel, but there will be no access between both towers above the ground floor. It is intended that the addition will blend seamlessly with the existing tower so that it appears as one building.

The proposed tower will be set back 16.45 metres from the front of the podium facing York Street. This will reduce the impact of the additional massing of the addition, creating a human-scaled podium and maximizing sun exposure to the street. The building will also be recessed in the southwest corner to allow for window visibility from existing and proposed hotel units. The podium will include two green roof areas where the tower is not present to reduce the urban heat island effect while also improving hotel tenant views. The podium will create a continuous street frontage on York Street as a 0 metre front yard setback and interior side yard setback are proposed.

Although materials will be finalized when the subsequent Site Plan Control application is submitted, the materiality will be compatible with the existing Andaz Hotel building.

Parking access will be shared with the underground facility associated with the proposed 137 George Street condominium building, which will be expanded to continue under the 110 York Street property. Initial access to the ramp will be provided via a temporary ramp through the 137 George Street site. A new at-grade loading area is proposed with access from Dalhousie Street. Private garbage collection for the hotel will be provided via the Dalhousie access.

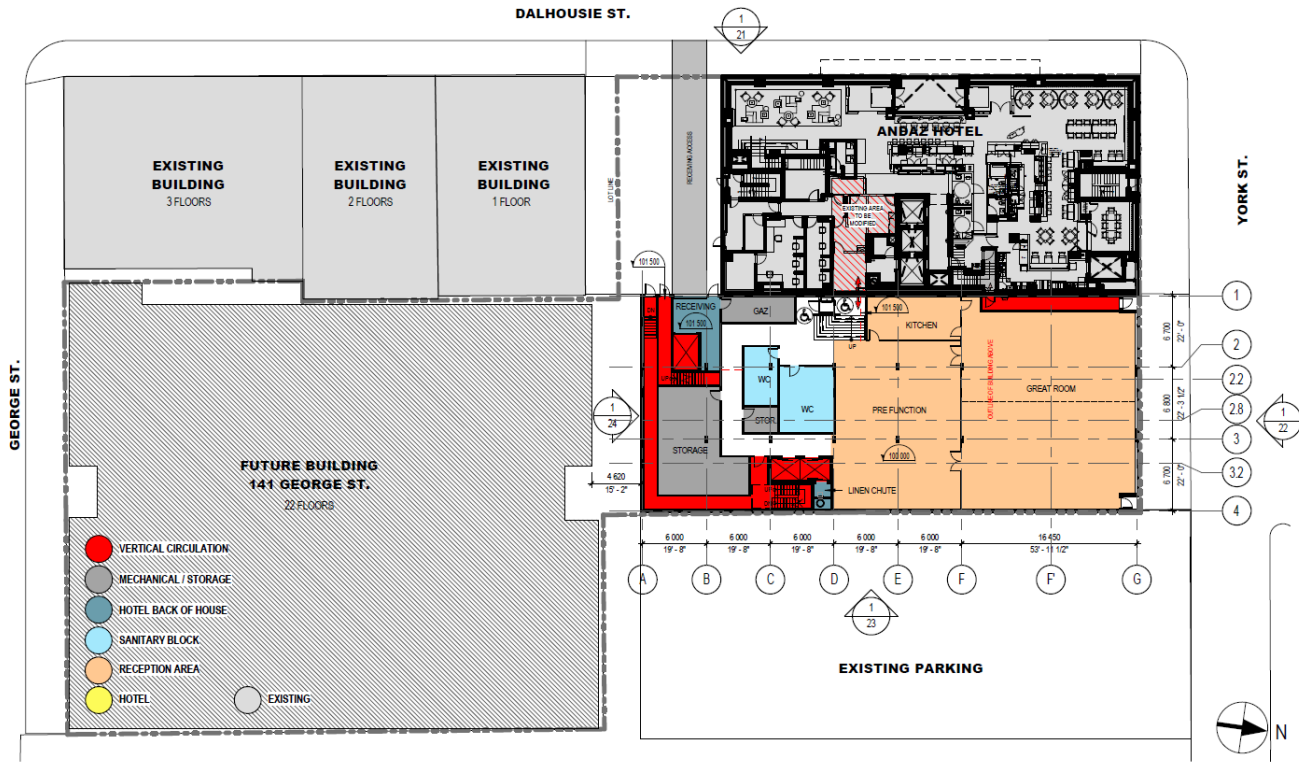


Figure 1: Site Plan (Ground Floor)



Figure 2: Rendering of Proposed Addition

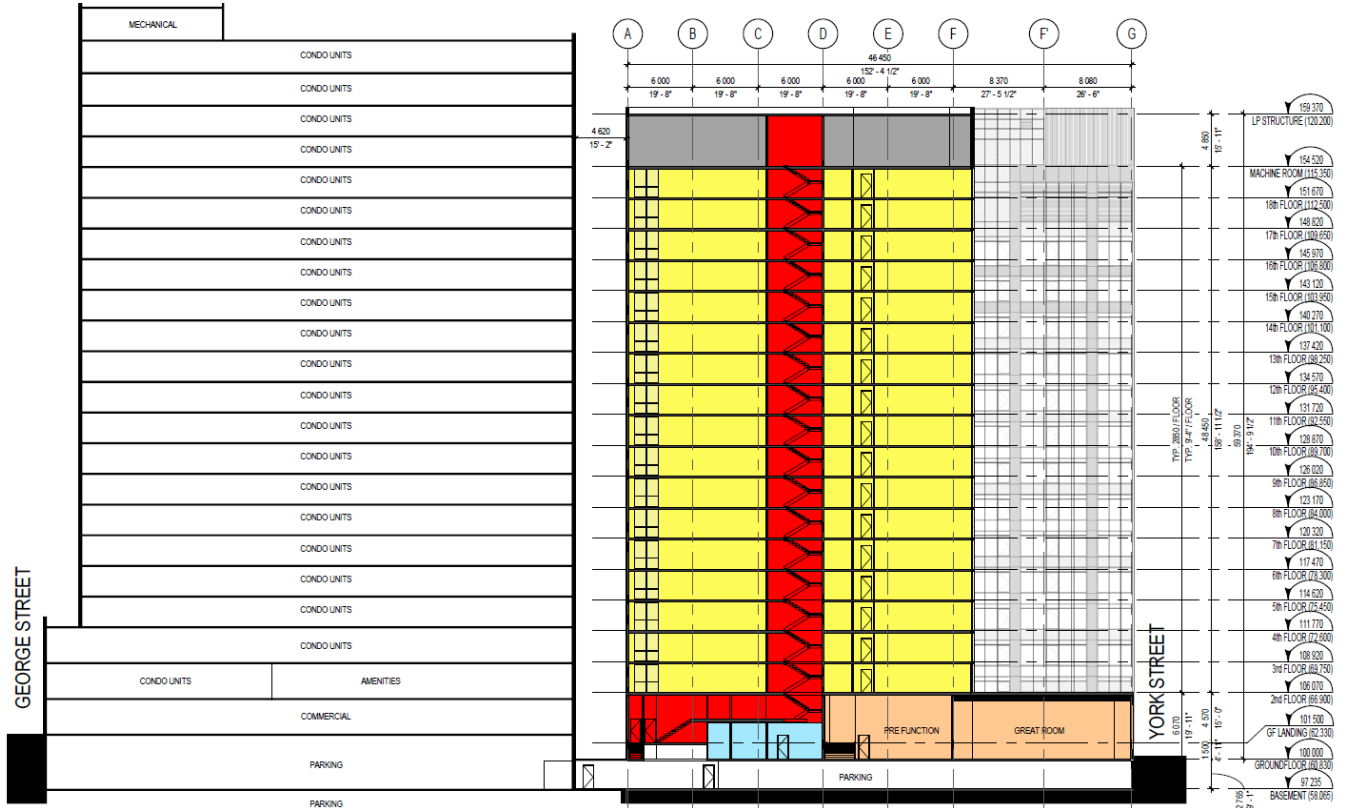


Figure 3: Longitudinal Cross-Section with 141 George Street for reference

1.3 Planning Applications

In order to proceed with the development proposal as described above, a Minor Zoning By-law Amendment application and Permit Under the Ontario Heritage Act will be filed concurrently. The Zoning Bylaw Amendment seeks to amend provisions of the City's Comprehensive Zoning By-law 2008-250 currently affecting two (2) separate zones. A separate Site Plan Control Application will be filed following submission and circulation of the Minor Zoning By-law Amendment and Heritage applications. As the property is located within a Heritage Conservation District, the existing building will require an application to demolish under the Heritage Act.

The majority of the York Street fronting portion of the property is zoned Mixed-Use Downtown Subzone 2, Schedule 74 (MD2 S74). The remainder of the site is Mixed-Use Downtown, Subzone 2, Exception 2031, Schedule 307 (MD2 [2031] S307). The intention is to allow the site zoning to permit the necessary height and provide relief from heritage overlay and minor performance standards.

1.4 Supporting Studies

A number of studies have been undertaken to assess the viability of a Minor Zoning By-law Amendment for this property as proposed herein. They have been summarized below.

Phase II Environmental Site Assessment (November 29, 2013)

A Phase II ESA was undertaken by Paterson Group to determine the environmental conditions which affect the site and any future development. The study assessed the quality of the soil and groundwater. The soil was sampled from four (4) boreholes on the property. The results indicated petroleum hydrocarbon impacted soil that is limited in extent. It further determined lead-contaminated soil within the fill layer, which may be remediated at the time of site redevelopment. Three (3) groundwater samples were taken. While 2012 samples indicated excess levels of chloroform, the most recent samples did not indicate any contaminants in the groundwater which exceed the MOE Table 3 standards for contamination. The recommended remediation includes the removal and excavation of all soil from the property, which will be undertaken upon development.

Transportation Impact Assessment (March 2018)

A Transportation Impact Assessment is currently being prepared by Novatech Engineering in accordance with the 2017 Transportation Impact Assessment guidelines.

Qualitative Wind Assessment (April 2, 2018)

Gradient Wind Engineering has prepared an updated qualitative wind assessment which reviews the appropriateness of the proposed hotel addition. This study has determined wind comfort for grade-level pedestrian-sensitive locations (sidewalks, building entrances, etc.) is expected to be suitable, and that the proposed development will not result in the degradation of wind conditions for surrounding buildings.

Servicing Study (April 12, 2018)

The revised Servicing Study for this property was undertaken by Novatech Engineering. This report elaborated upon the initial determinations of the Servicing Study prepared in February 14, 2014 which supported the development of the original Andaz Hotel. The further assessment undertaken for the purpose of this development proposal has confirmed that the site can support adequate sanitary, storm and water services in relation to the hotel addition.

2.0 SITE CONTEXT AND SURROUNDING AREA

2.1 Existing Conditions



Figure 4: Site Context

The subject property, 110 York Street and 137 George Street, are part of a block that is bounded by York Street to the north, Cumberland Street to the east, George Street to the south, and Dalhousie Street to the west and located on the easternmost edge of the Byward Market area.

110 York Street is approximately 520m² in size with 20.35m of frontage on York Street. A 639m² portion of the 137 George Street parcel will also be incorporated into the proposal, resulting in a site depth of 57.35m and area of 1,139m². A 2.5 storey brick building is currently present on-site (Figure 5). A previous Cultural Heritage Impact Statement undertaken for the site indicates that the building was established circa 1950. The 1990 Heritage Conservation District Study gave this property a rating of “4 – No heritage value”. While originally housing office uses, it has been converted to nightclubs on each of the above-ground floors.

The property municipally known as 137 George Street is currently vacant and is used as a temporary surface parking lot with a gate entrance from George Street. This property, along with 141 George Street, is slated for development as a 22-storey condominium tower with ground floor commercial.

The abutting Andaz hotel, located at 325/321 Dalhousie Street, is a 17-storey structure with a recessed area above the 14th floor for an outdoor patio. It includes 200 hotel units and additional ancillary uses typical to a hotel.



Figure 6: Existing Building On-Site in Context of Present Andaz Hotel

2.2 Surrounding Area

The site and surrounding area are located on the easternmost edge of the Byward Market area; a popular tourist destination with restaurants, bars, shops, entertainments uses and other key landmarks. It is also located on the western edge of what is referred to as Byward Village and also known as Lowertown. This is a predominantly residential area intertwined with commercial uses, heritage buildings and social service facilities. Dalhousie, George, and Rideau Streets serve as main commercial corridors, providing a range of pedestrian oriented uses.

The surrounding uses vary and consist primarily of mid-high rise residential buildings, low-rise commercial/retail uses, restaurants, offices, hotel and commercial surface parking lots. The following identifies the land uses that surround the site:

North:

The north side of York Street consists of low-rise heritage buildings generally containing commercial/retail uses and a 10-storey apartment building.

East:

Along York Street and to the east of the subject properties there is a commercial surface parking lot and beyond it a five (5) storey commercial building with retail uses on the ground floor. The commercial parking lot is located on a through lot that has frontage onto York Street to the north and George Street to the south. Further east, the block consists of a number of buildings converted to bar uses and three (3) storey residential townhomes with a high-rise building directly in behind. Along George Street, the same commercial parking lot can be accessed. Beyond the parking lot to the east, The Salvation Army building is located at the corner of George and Cumberland Streets.

South:

South of George Street is a block which fronts onto Rideau Street. Rideau Street functions as a major transit corridor and retail node and is characterized by a range of commercial uses, residential high-rise apartment buildings, restaurant and office uses. The easternmost edge of this block is occupied by a twenty-four (24) storey residential condominium building and an eleven (11) storey office building. Numerous 20th century low-rise buildings occupy the remainder of the block; housing commercial and nightlife uses.

West:

The lands to the west on the same block include some low-rise commercial uses. The block west of Dalhousie Street is occupied by the four (4) storey Marriott Hotel which encompasses the entire block moving north towards York Street. Beyond the hotel to the west are the Byward Market building, shops, restaurants, bars, and other commercial uses.

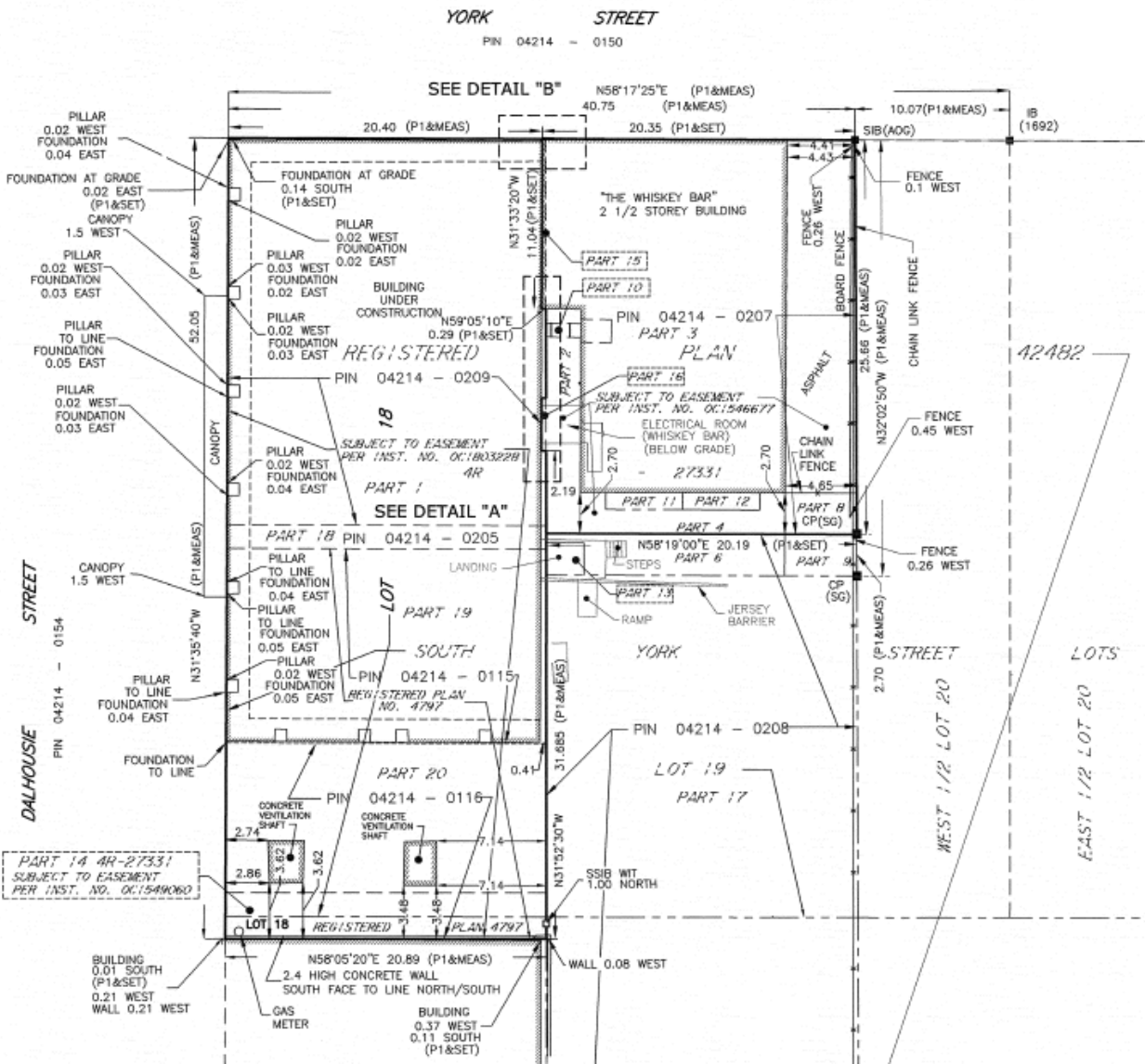


Figure 7: Survey Plan

2.3 Land Ownership

Claridge Homes owns all the properties associated with this development. This includes: 110 York Street; 321 Dalhousie Street; 325 Dalhousie Street; 137 George Street; and 141 George Street.

2.4 Road Network and Transit

As per Schedule F of the Official Plan (Figure 7), York Street is considered a local road for traffic purposes. Dalhousie Street is considered a Collector road, which then directs traffic to one of the numerous arterial roads

in the nearby vicinity. There will be no motor vehicle access to the site on York Street. Loading access will be from Dalhousie Street given its collector status, and parking access will be on George Street.



Figure 8: Schedule F - Central Area/Inner City Road Network

Schedule D of the Official Plan outlines the rapid transit network (Figure 9). The subject property is well supported by transit, with a Transit Priority Corridor (isolated measures) running along Dalhousie Street, a Transit Priority Corridor (continuous lanes) running along Rideau Street, and a Rapid Transit Station (LRT) within 320 metres. This extensive transit support is ideally suited for a hotel use such as that being proposed.

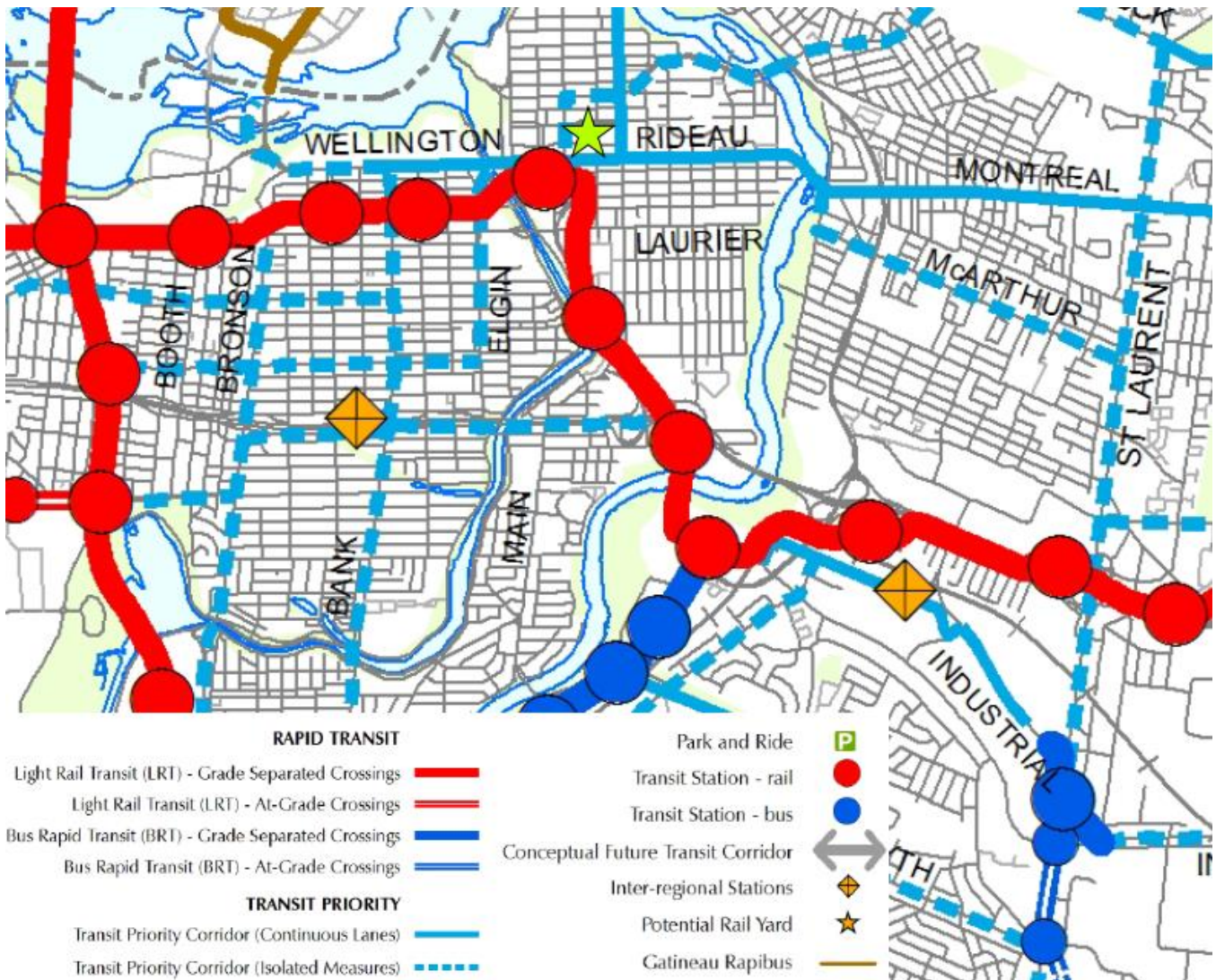


Figure 9: Schedule D - Rapid Transit Network

The subject property is well supported by the Primary Urban Cycling Network as noted on Schedule C of the Official Plan. The provision of cycling routes, in coordination with Ottawa’s numerous bicycle rental facilities, will reduce the impact of automobile use by tourists and visitors travelling within the downtown core.



Figure 10: Schedule C - Primary Urban Cycling Network

3.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) sets out a vision for land use planning in the Province of Ontario that encourages planning and development that is environmentally-sound, economically-strong and that enhances quality of life. Land planning policies are intended to promote efficient development patterns with a mix of housing, employment, open space and multi-modal transportation which are appropriate for and make efficient use of existing and planned infrastructure and public service facilities. The relevant policies to the subject application are as follows.

Section 1.1.1 provides policy guidance for efficient development and land use patterns. The relevant policies are discussed below. This section states:

“Healthy, liveable and safe communities are sustained by:

a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;

The proposal is efficient in that it makes use of underutilized land in an area appropriate for intensification and supported significantly by infrastructure and services.

b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

Adequate hotel uses in the downtown core reflect a long-term need. As the centre of the Nation’s Capital, tourism is a key industry within this area, and a continuous supply of hotel accommodation is essential to support this industry.

c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;

This development does not create environmental or public health and safety concerns. It is in a dense area that supports pedestrian, transit, and cycling modes as a priority over motor vehicles.

e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;

This proposal builds on an existing hotel use, thereby taking advantage of amenities already provided by the principal building.

f) improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;

Development of this site provides an opportunity to incorporate modern accessibility requirements into a prime location. The building will meet the accessibility requirements set out by the City and Province, in place of an aged building established before the primacy of equal access standards.

h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

The proposal is designed not to trigger any climate or biological concerns.

The proposed development of the subject property with a hotel is consistent with the policies of the PPS.

3.2 City of Ottawa Official Plan (2003, as amended)

The City of Ottawa's Official Plan (OP) provides a vision and a policy framework to guide the future growth of the City of Ottawa. It is a policy document that addresses matters of provincial interest as defined by the Planning Act and the Provincial Policy Statement. Official Plan Amendment No. 150 affects the subject lands and has recently been adopted and incorporated into the Official Plan document aside from select ongoing appeals, which are to be discussed in a later section. The applicable policies of the OP have been reviewed below.



Figure 11: Schedule B of the Official Plan

The subject site is designated “Central Area” on Schedule B: Urban Policy Plan to the City of Ottawa Official Plan (Figure 2).

3.2.1 Central Area Designation (Section 3.6.6)

The policies for the Central Area identify it as “the main tourist destination in the National Capital Region, with 5.5 million visitors yearly”. Policies for the Central Area promote its vital role in the city; protect its distinct identity and heritage character and the primacy of the Parliament Buildings and other national symbols. The policies aim to enhance the diversity and attractiveness of the Central Area by encouraging a broad range of land uses and day/night, year-round activities while protecting existing residential neighbourhoods in and near the Central Area.

In accordance with the Official Plan, the City will support the Central Area's role as the economic and cultural heart of the city by, among others:

-
- / Implementing the Central Area Secondary Plan, discussed below;
 - / Implementing the Downtown Ottawa Urban Design Strategy, discussed below;
 - / Protecting the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols;
 - / Ensuring that all development has regard to the Urban Design and Compatibility policies of the Official Plan, discussed below;
 - / Improving and enhancing the pedestrian environment in the Central Area; and
 - / Giving walking, cycling and public transit priority in the Central Area.

The development will support the Central Area policies in several ways. The development will add hotel suites to an area where tourism is to be promoted. The development will also enhance the pedestrian environment by providing an active use at grade, providing a continuous street frontage along York Street and creating space for green rooftops in a dense, urban environment.

Policy 2a states that The City will support the Central Area's role as the economic and cultural heart of the city and the symbolic heart of the nation by implementing the Central Area Secondary Plan, which establishes a vision and detailed policies for the desired future of the Central Area as the focus of government, tourism, business, retail, housing, major community facilities, entertainment and cultural activities.

The Central Area Secondary Plan will be discussed below. This proposal supports the City's vision for establishing the Central Area as the main tourist destination.

Policy 2e speaks to the aesthetic preservation of the Parliament Buildings and national symbols through height and viewpoint protection. It refers to Annex 8A – Central Area Key Views and View Sequences of the Parliament Buildings and other National Symbols. The Central Area policies protect the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols. In particular, buildings constructed in the areas of height control must not rise above the ridgeline of the roof of the Centre Block, cannot visually mar the silhouette of the Parliament Buildings, and cannot visually dominate the Parliament Buildings and other national symbols.

Annex 8A (Figure 8 below) situates the subject property within an "Area of Background Height Control". The proposed structure does not impede any viewpoints or view sequences. Given the direct easterly viewplane from Parliament Hill, the existing Andaz Hotel building will be visible and the addition on the western side will not. Although it contains additional levels, the proposed addition is of a similar height to the existing Andaz Hotel.

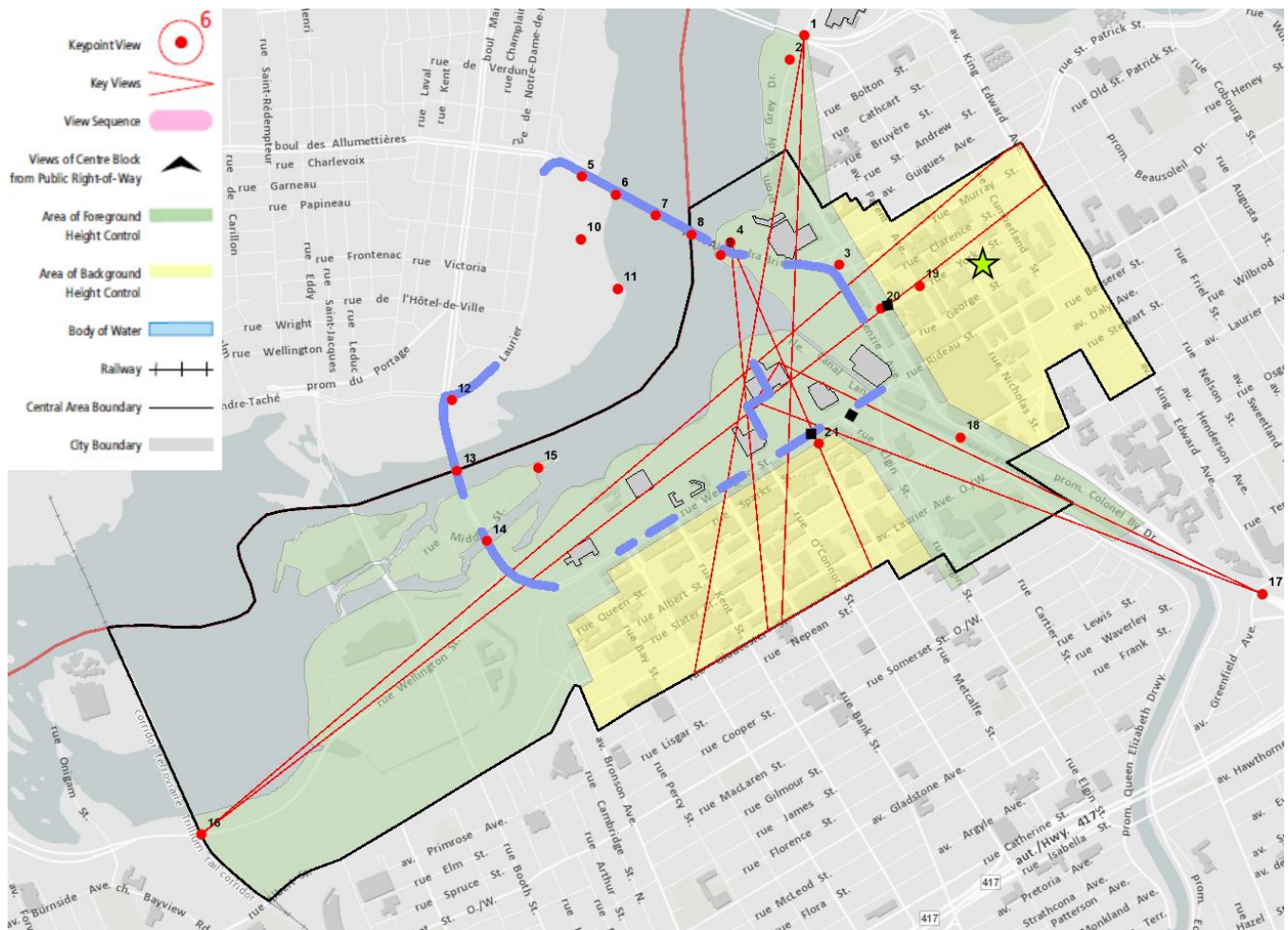


Figure 12: Adaptation of Annex 8A

The Central Area policies further state that the City's support for seeking an increase in building height will be limited to:

- / Properties where an angular height plane established in the Annexes does not apply;
- / The increased building height will not visually mar the silhouette of the Parliament Buildings or dominate the Parliament Buildings and other national symbols; and,
- / The site has not been the recipient of a transfer of floor space index.

The proposed development passes all three tests as it is not subject to the angular height plane of Annex 8B, it does not negatively impact the Parliament Buildings and other national symbols, and it has not been the recipient of a transfer of floor space index.

The Central Area policies state that for blocks that do not have an established angular height plane, maximum permitted building heights must not violate the intent of the visual integrity policy, must be consistent and compatible with building heights generally in the area where no height planes apply, and must be in keeping with the intent and aim of the building height policies in the Central Area Secondary Plan.

It is generally understood that the allowable heights above sea level increase travelling east along Rideau Street as one moves away from Parliament and decrease as one moves further north into Lowertown. On this basis, the proposed height of the Andaz addition is the same as the height of the existing hotel, which is deemed to be appropriate at this location.

Furthermore, the site is located in an area of ranging building profiles. In recent years, high-rise development has become a recognized component of the Byward Market area (see Figure 13). In addition to the existing Andaz hotel and the upcoming 141 George Street development, there are numerous similarly characterized high-rise buildings within the neighbourhood.



Figure 13: Established High-Rise Context

3.3 Additional Official Plan Policies

3.3.1 Compatibility (Section 2.5.1)

Section 2.5.1 provides guidance on how to appropriately incorporate compatible development into new building projects. Compatible development is defined in the OP as development that is not necessarily the same as or similar to existing buildings, but that enhances and coexists with existing development without undue adverse impacts. It ‘fits well’ within its physical context and ‘works well’ among those functions that surround it. The Official Plan emphasizes that the above objectives are achievable without designing a development to be the same as existing developments.

Within this section, various Design Objectives are outlined to guide development, of which the following principles are considered most applicable to the proposed development:

Enhance the sense of community by creating and maintaining places with their own distinct identity.
The existing Andaz Hotel supports the overall image of Ottawa as the Nation’s Capital and provides public access to key views of the City’s important landmarks. The addition to the Andaz Hotel will continue to create a sense of place and a distinct identity with interesting built form and materiality that is sensitive to nearby heritage buildings.

Define quality public and private spaces through development
The proposed structure defines the street edge with a human-scaled, attractive development which frames the street with a contextually appropriate building setback. It will include street-fronting pedestrian access and no parking or automobile aisles are provided between the building and the front property line.

Create places that are safe, accessible and are easy to get to, and move through
Pedestrian and cyclist access is prioritized for the front access of the building, directed to the existing street-fronting entrance. Automobile traffic and parking is routed to the underground facility shared with 141 George Street.

Ensure that new development respects the character of existing areas
The property is located at the edge of the Byward Market, which is characterized by a variety of built form, heritage resources and a range of commercial uses. The proposed addition respects the character of this important area by seamlessly blending with the existing building, incorporating a strong podium presence at the street and a tower that is significantly setback from the front of the property, and using light materiality that is compatible with nearby heritage resources. The building height is consistent with the existing Andaz building and the tower floor plate is slender in order to maximize sun exposure to pedestrian areas.

The building design will cohere well with the style of the 141 George Street condominiums; undertaken by the same architecture firm.

As discovered in the original applications for development on this property, there are no negative impacts to the Parliament Buildings and other landmarks of national significance.

To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment
The proposed development will be built to modern building and design standards and represents responsible intensification. Its proximity to the street edge and podium promote a comfortable pedestrian realm. The property has been designed with a green roof which will assist in offsetting the building’s carbon footprint and providing increased vegetative cover in a dense, urban environment.

3.3.2 Urban Design and Compatibility (Section 4.11)

Compatibility is achieved through a design that appropriately addresses impacts generated by infill or intensification. Section 4.11 of the Official Plan provides criteria that can be used to objectively evaluate the compatibility of infill or intensification. The proposed development meets the compatibility objectives established in Section 4.11 in the following ways:

Traffic	A Transportation Impact Assessment is currently being prepared in accordance with the 2017 Transportation Impact Assessment guidelines.
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Vehicular Access	The vehicle access point has been coordinated with 141 George Street to reduce sidewalk interruptions. Loading occurs away from the street edge to reduce visual impacts.
Parking Requirements	A total of 24 new parking spaces will be added to the underground parking area proposed for 141 George Street. The total number of underground parking spaces provided is 136. The parking provides adequate supply out-of-sight with only one access point crossing the sidewalk.
Outdoor Amenity Areas	The proposed development does not impact any nearby outdoor amenity areas in significant ways. The proposal is consistent with the height of the principal building. Given the highly dense nature of the Byward Market, there are few outdoor amenity yards in the near vicinity to be affected.
Loading Areas, Service Areas, and Outdoor Storage	Loading is provided on-site. It is oriented away from the public realm and integrated into the site. No outdoor storage is proposed.
Lighting	Lighting has been designed and will be installed to provide a safe and secure environment while meeting the City's requirements and ensuring no undue adverse impacts on adjacent properties.
Noise and Air Quality	A Noise Impact Study was undertaken by Novatech Engineering in support of the original application. Similar noise attenuation measures can be incorporated into the addition to reduce noise from roadway traffic along Dalhousie Street.
Sunlight	The site is currently zoned for high-rise development and the high-rise Andaz Hotel has been constructed. Some sunshading impacts were anticipated by both the original and more recently amended zoning permissions to permit the hotel and condominium buildings. An amended Sun-Shadow Study has been prepared which demonstrates minor contributions to shadowing as a result of the addition. The large building setback from the podium will increase the amount of sunlight to the street.
Microclimate	No microclimate impacts will occur as a result of the proposed development, which is currently occupied by a building and asphalt parking area.
Supporting Neighbourhood Services	The site is well-served by existing community amenities and will complement important tourist attractions, including the Byward Market, Art Gallery, Rideau Canal, etc. It is also well served by active transportation amenities including an attractive pedestrian environment and proximity to the LRT.

The proposed development will not generate undue adverse impact on the neighbouring properties and fulfills the compatibility objectives and principles outlined in Section and the criteria outlined in Section 4.11.

3.3.3 Secondary Plan for the Central Area

The Secondary Plan for the Central Area provides area-based policy direction for this portion of the City. It generally divides the land into either Character Areas or Theme Streets. The subject site can be considered within the Lowertown Character Area.

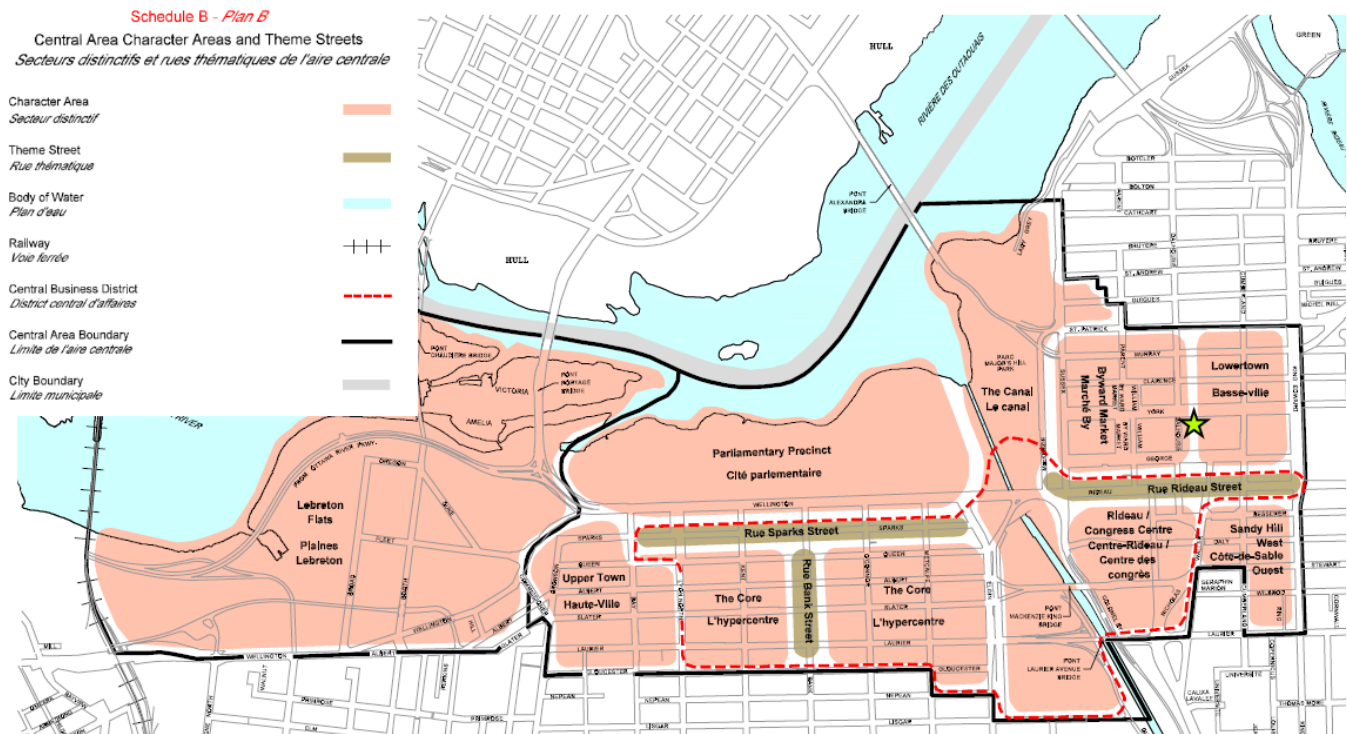


Figure 14: Schedule B of the Central Area Secondary Plan

The proposed development is in the *Lowertown Character Area*, which is generally bounded by St. Patrick Street (north), Rideau Street (south), Dalhousie Street (west), and King Edward Avenue (east). The primary objectives of the Lowertown Character Area focus on evolving the area to a distinct, predominately residential, pedestrian-oriented neighbourhood that improves livability, protects heritage character, and ensures new development is sensitive to the existing character. It must be noted that although the property is within the Lowertown area, it's frontage on Dalhousie requires specific attention to the public realm which is continued with the addition to the hotel.

In terms of scale, the Secondary Plan envisions attractive and higher profile buildings located within the southern part of Lowertown, between the south side of York Street and Rideau Street, where the property is located. The Secondary Plan also envisions that a mix of uses will evolve in the areas to the south and east of the Lowertown area, as is proposed through the development of this block of the Lowertown area. The proposed development reflects a vibrant commercial use that will provide an appropriate transition to commercial uses within the Byward Market area.

York Street, a distinctive street, is intended to serve as an important pedestrian promenade providing access to the Byward Market. The design of the podium and future landscaping will be reflective of that intention. The green roof will provide sustainability benefits to the building and increase the vegetative cover of the Lowertown area.

The property is located within a Heritage Conservation District, which was thoughtfully considered through previous development applications for the site. The Andaz Hotel addition proposes a massing and scale that is consistent with existing development on the site and materiality that is respectful of heritage resources in the area.

The design of the addition incorporates a number of objectives identified in the Secondary Plan, including the use of building setbacks that create a human scale of development, the use of a podium and tower form to limit shadow impacts to the street, and locating active uses on the ground floor adjacent to the public realm.

The development is consistent with the Secondary Plan as it locates a commercial use in an appropriate area of Lowertown, it proposes a building height that is consistent with the policy direction for higher profile buildings to be located in the southern area of Lowertown adjacent to Dalhousie Street, and it creates an attractive presence along York Street in accordance with the policies for York Street.

3.3.4 Byward Market Heritage Conservation District



Figure 15: Byward Market Heritage Conservation District Plan

The subject property is classified as “Category 4” in the Byward Market HCD. Properties classified as such within the district are considered to have little or no heritage significance. The Byward Market HCD provides guidelines for infill within the district. It states that ground floor frontages should have large window areas, and upper floors should have smaller window areas. This is reflected in the design and emphasized by the setback of the tower floorplate from the front of the property.

Many of the guidelines also speak to respecting the characteristics of adjacent heritage structures. The immediate westerly structure is the existing Andaz hotel, and the immediate easterly property is a surface parking lot. Therefore, there are not any significant heritage characteristics to draw from. The design approach is suitable in consisting of a low-rise podium with a glazed frontage and a tower set back further from the front property line.

The guidelines also note that parking which disrupts the continuity of the street edge is not appropriate. The proposal has located all parking underground with an access point outside of the HCD, therefore reflecting the intention of this policy.

3.4 Official Plan Amendment #150

As indicated previously, appeals are ongoing for select policies approved by council as part of OPA #150. These policies are assessed below.

Policy 10 of Section 2.2.2 states that intensification may occur in a variety of built forms provided the compatibility objectives are met, and that taller buildings should be located in areas that support the Rapid Transit Network. The proposal reflects a direct application of this directive. The compatibility and design objectives are elaborated upon in Section 4.11 of OPA #150 and accordingly reviewed below.

Design Element	Proposed Development
<p>Views</p> <p>2. Enhancing the City skyline</p> <p>3. Views of the Parliament Buildings from Beechwood Cemetery.</p> <p>4. Policies to protect views of the Parliament Buildings and other national symbols in the Central Area</p>	<p>The proposal will contribute to this intention through the elaboration of an established, quality component of the existing skyline.</p> <p>The proposal does not infringe on this vista.</p> <p>The proposal does not infringe on these views.</p>
<p>Building Design</p> <p>5. Compatibility of new buildings with surroundings</p> <p>6. Façade, window, and entranceway orientation are towards the street</p> <p>7. Design of major intersections</p> <p>8. Developments including loading facilities, service areas, and mechanical equipment</p>	<p>Buildings reflect local high-rise form.</p> <p>The building is oriented towards York Street.</p> <p>Not applicable.</p> <p>All machinery is located in a screened, top floor mechanical penthouse. Receiving area is set back from the Dalhousie Street frontage to reduce visibility.</p>
<p>Massing and Scale</p> <p>9. Building massing; spacing between buildings (setbacks); and transition</p>	<p>Building massing and transition have been</p>

<p>10. Provide a Shadow and/or Wind Analysis where required</p> <p>11. Transitions where building is taller than planned context</p> <p>12. Methods for addressing significant height changes: Incremental changes in building height; massing; building setbacks and stepbacks</p>	<p>managed through the location and orientation of the tower floorplate.</p> <p>Both a Sun-Shadow Study and a Wind Analysis have been completed.</p> <p>Transition will be consistent with that of the adjacent Andaz hotel building.</p> <p>Building design includes a podium and various articulation cuts for suitable impact reduction.</p>
<p>High-Rise Buildings</p> <p>13. Use of a podium and tower floorplate</p> <p>14(a). Tower separation</p> <p>14(b). Limitations for floor plates up to 750m² for residential and 1,500m² for commercial</p>	<p>Proposed building incorporates a tower and podium in its design.</p> <p>Although the tower is located in close proximity to the proposed condominium building, the south-west corner of the tower is setback for a landscaped roof area. There are three (3) hotel rooms on each floor which will back on to the adjacent condominium building. Privacy can be managed for these rooms through window placement. The location of the proposed addition does not affect any existing views.</p> <p>The proposed floor plate is well below these limitations at a size of 489 square metres.</p>
<p>Outdoor Amenity Areas</p> <p>15. Minimize undesirable impacts on the existing private outdoor amenity spaces</p> <p>16. Residential proposals should include well-designed, usable amenity areas that meet the Zoning By-Law Requirements.</p>	<p>There is minimal outdoor amenity space in the immediate vicinity of the property given the site context.</p> <p>Residential uses are not being proposed.</p>
<p>Public Art</p> <p>17. High rise buildings are encouraged to include public art.</p>	<p>Noted.</p>
<p>Design Priority Areas</p> <p>18(a). First storey should be taller in height.</p> <p>18(b). Locate front building facades parallel to street</p> <p>18(c). Include transparent windows at grade</p> <p>18(d). Use architectural treatments to soften public realm</p> <p>18(e). Provide sufficient lighting sources for public uses</p> <p>18(f). Use façade treatments to provide visual interest</p>	<p>Reflected in design.</p> <p>Reflected in design.</p> <p>Reflected in design.</p> <p>Reflected in design.</p> <p>Will be reflected in design through Site Plan Control.</p> <p>Reflected in design.</p>

18(g). Signage should contribute to character of area	Signage not presently contemplated.
19. Portion of development impacting public realm should incorporate: 19(a). weather protection elements 19(b). landscaping 19(c). enhanced pedestrian surfaces 19(d). coordinated furnishings and utilities 19(e). memorials and public art	Will be incorporated where possible.
20. Massing and scale of development will define and enclose public spaces	Proposal is supportive in defining and enclosing the surrounding area.
First Nations Peoples Design Interests 22. (Not applicable)	Not an identified area of First Nations interest

This proposal meets the direction of the Official Plan Amendment #150 policies which are presently under appeal.

3.5 Development Guidelines

3.5.1 Downtown Ottawa Urban Design Strategy

The proposed development is located within a Design Priority Area subject to the Downtown Ottawa Urban Design Strategy 2020 (DOUDS), specifically the Byward Market Precinct within DOUDS.

A number of strategic and design strategies are proposed for the Byward Market Precinct including streetscaping, parks and open space, and built form guidelines. One of the key strategy directions of the Byward Market Precinct is to develop a residential intensification area east of Dalhousie Street, with a goal of that area becoming one of the primary focuses for re-urbanization in the downtown. More specifically, a targeted strategy for the Eastern Market Re-urbanization Area is included. The proposed development meets the targeted strategy in the following ways:

- / Provides an attractive at-grade presence along York Street, transitioning towards the more active hotel entrance on Dalhousie Street.
- / Provides a sensitive built form that integrates well with the existing hotel and proposed residential condominium, while providing a strong street presence.
- / Makes efficient use of land in an area where the strategy envisions significant redevelopment opportunities at an urban scale. The building height matches the existing Andaz Hotel, providing a transition from the proposed 22-storey building to the south.

The proposed conforms to the general intent and objectives of the Downtown Urban Design Strategy.

3.5.2 Urban Design Guidelines for High-Rise Housing

The Urban Design Guidelines for High-Rise Housing deal with seven elements of design: Context; built form; pedestrian and public realm; open space and amenities; environmental considerations; site circulation and parking; and services and utilities. Not every guideline will apply to every development and as such, the intent is

not to use the guidelines as a checklist but to demonstrate a general adherence to the design direction provided in these documents.

The proposed development meets the following applicable design guidelines, among others:

- / **Guideline 1b:**
 - Reinforces a pattern of development blocks, street edges and site circulation that defines a public realm of street and open spaces and reflects or integrates the surrounding street pattern;
 - Uses proportions, rhythm, and height of the building base and tower to define relationships to other buildings;
 - Provides direct links to public transit, sidewalks and streets;
 - Creates transitions that integrate the new urban fabric with areas of established fabric.
- / **Guideline 5:** Creates a sense of transition between high-rise building and existing adjacent lower-profile areas through location and orientation of the building base and tower;
- / **Guideline 6:** Distributes the building form and massing in a manner appropriate to the existing York Street scale by utilizing a base podium with the tower in the background;
- / **Guideline 12:** Proposes a form and massing which responds to the planned function of the area and the site's characteristics and context;
- / **Guideline 13:** Uses a design for the lower portion of the building that supports human-scaled streetscapes and quality pedestrian environments;
- / **Guideline 14:** Uses clear windows and doors to make the pedestrian level façade transparent and accessible;
- / **Guideline 16:** Locates clear glazing to provide visual interest toward interior activity which enhances the buildings relationship to the public realm;
- / **Guideline 18:** Provides an architecturally detailed façade with no blank or featureless sides;
- / **Guideline 19:** Breaks up the overall bulk of the proposed development buildings into smaller segments through architectural detailing including changes of material and colour, contributing to a more slender appearing building;
- / **Guideline 20:** Creates separation for light, solar exposure, views, and privacy, by staggering the exterior walls of the addition;
- / **Guideline 31:** Provides views from the guest rooms to the streets and open space allowing visual surveillance and neighbourliness;
- / **Guideline 47:** A greenroof has been incorporated to delay stormwater discharge and reduce the urban heat island effect.
- / **Guideline 56:** Locates the majority of parking and service areas underground;
- / **Guideline 58:** Locates and designs garage entry so as not to detract from the streetscape;
- / **Guideline 62:** Locates utilities and services within the building and away from public view and public areas.

The proposed development generally meets the design direction provided in the Guidelines for High-Rise Housing.

3.6 Revised High-Rise Urban Design Guidelines and Zoning

The City is presently completing a study which has the intention of updating the above-noted guidelines and the associated Mixed-Use Downtown (MD) zoning. Both will affect the subject property. The revised guidelines will act to implement the High-Rise building policies currently under appeal within Official Plan Amendment #150.

The following are the new zoning provisions proposed to be added for High-rise Buildings in the MD - Mixed Use Downtown Zone:

-
- / Currently, there are no setback requirements in this zone, and the footprint of the building may cover the entire lot. The proposed provisions for high-rise buildings in the MD zone would require a 7.5 metre setback from the side and rear lot lines, for that portion of the high-rise building over six storeys.
 - / For two towers on one lot, there would be an additional requirement that the towers be a minimum of 15 metres apart.
 - / A minimum lot area of 900 square metres is proposed for corner lots, while a minimum lot area of 1350 square metres would be required for interior lots.

It should be noted that applications accepted by the City before a potential Council approval on May 23, 2018 will be considered under the existing zoning and design guidelines. This is the context under which this application has been submitted.

4.1 Mixed-Use Downtown Zoning Provisions

The property is currently split-zoned between two variants of the Mixed-Use Downtown, Subzone 2 – MD2 zone:

- / MD2, Schedule 74 – Area of existing 2.5 storey brick building
- / MD2, Exception 2031, Schedule 307 – Rear parking lot and access aisle

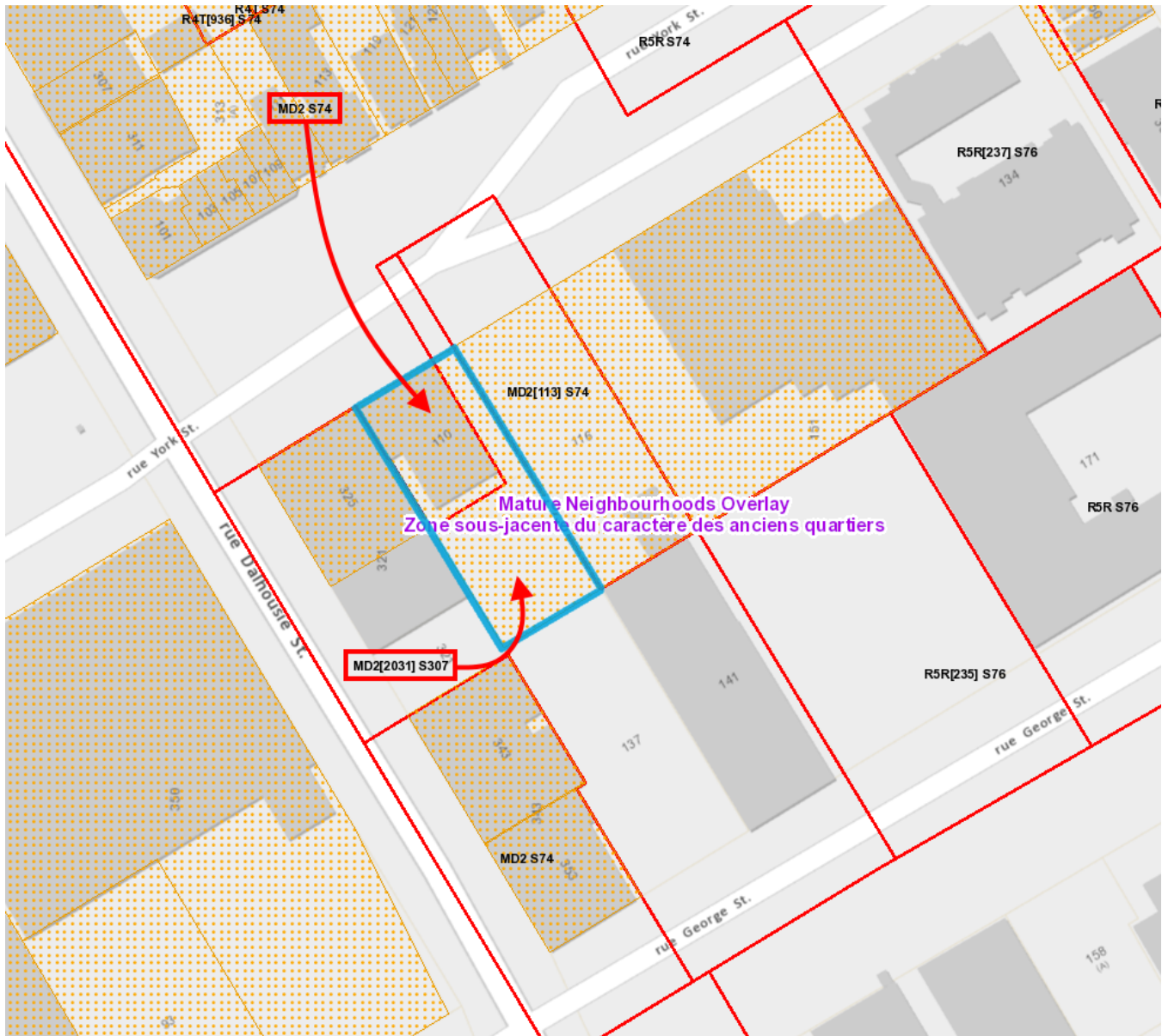


Figure 16: Zoning Map

The purpose of the MD zone is to:

- (1) support the Central Area, as designated in the Official Plan, as the central place in the region for employment and shopping while also allowing residential, cultural and entertainment uses;

- (2) ensure that the Character Areas in the Central Area, namely the Core Area, the Parliamentary Precinct, the ByWard Market, the Rideau/Congress Centre, the Canal Area, Lowertown, Upper Town, Sandy Hill West, LeBreton Flats and the four Business Improvement Areas, Rideau, Sparks, ByWard Market and Bank Streets, continue to serve as primary business or shopping areas and maintain their distinct character;
- (3) facilitate more intense, compatible and complementary development to ensure that the active, pedestrian-oriented environment at street level, particularly along Bank Street, Sparks Street and Rideau Street is sustained; and
- (4) impose development standards that will protect the visual integrity and symbolic primacy of the Parliament Buildings and be in keeping with the existing scale, character and function of the various Character Areas and Business Improvement Areas in the Central Area while having regard to the heritage structures of the Central Area.

Permitted uses within the MD2 subzone include the desired hotel use.

The MD2 subzone specifically notes that, “100% of that part of the ground floor fronting on a street, excluding lobby area, mechanical room and access to other floors, for a minimum depth of 3.0 metres, may only be occupied by one or more of the following uses;” including hotel as such a use. This proposal complies.

The MD2 subzone further notes that the cumulative GFA of lobbies, mechanical rooms, and access to other floors must not exceed 50% of the gross floor area of the ground floor of the building. The proposed floor plan complies with this requirement. Please note that the pre-function area serves as a “lobby” to the ballroom; however, it was not used to calculate the lobby, mechanical and access space areas as it is considered a supplementary use to the ballroom.

The MD2 zone limits the maximum width of permitted uses fronting onto select streets. The York Street frontage along the subject site does not have a prescribed maximum width.

The rear portion of the property is subject to Urban Exception 2031. This entails the following additional provisions:

- / residential visitor parking rate: 0.083 per unit;
- / required parking rate for a hotel: no spaces required;
- / subsection 85(6) does not apply and an outdoor rooftop commercial patio is permitted;
- / the maximum building heights will be as per Schedule 307;
- / 193(6), which requires that all parking spaces be located in a parking garage, does not apply;
- / Table 194A row 18, which limits permitted uses to a width of 16 metres on the ground floor, does not apply;
- / despite 194(2) (a) and (b) a hotel lobby is permitted on the ground floor of a building;
- / a minimum of 40% of the required total amenity area must be provided as communal amenity area;
- / no loading spaces required;
- / accessory uses associated with a hotel use may project above the maximum height limits; and,
- / despite subsection 193(6), a maximum of five surface spaces are permitted at 137 George Street.

The parking rate exceptions were necessary prior to the latest revisions to the minimum parking requirements as related to Schedule 1A of the By-law. Additionally, some of the exceptions noted above relate to the previous applications for the existing Andaz Hotel and the proposed 22-storey condominium building. Section 4.3 of this report proposes a new Urban Exception which incorporates the necessary provisions of this exception.

The proposed development is compared to the requirements of the MD2 zone below:

Zoning Mechanism	Required/Permitted	Provided	By-law Compliance
Lot Area (min)	No minimum	1,139m ²	Yes
Lot Width (min)	No minimum	20.35 m	Yes
Building Height (max)	Per schedules	59.37 m	No
Front and Corner Yard (max)	1m	0m	Yes
Interior Side Yard (min)	No minimum	0m	Yes
Rear Yard Setback (min)	No minimum	1.93m	Yes
Floor Space Index (max)	None unless shown on zoning	5.64	Yes
Width of Landscaped Area	No minimum except where a yard is provided and not used for development purposes	0m,	Yes
Hotel Parking (Area Z, none required)	0	24	Yes
Parking Space Dimensions	Width: 2.6m-2.75m Length: 5.2m or more	Width: 2.7m Length: 5.2m	Yes
Bicycle Parking (1 space/1,000m² GFA)	6	6	Yes
Loading Spaces	2	1	No
Loading Space Dimensions (Min)	Width 3.5m Length: 7m	Width 3.3 m Length: 7m	No

4.1.1 Building Height Schedules

As shown in Figure 13 of this report, this proposal is situated within two separate height schedules: Schedule 74 addresses the 110 York Street property (Figure 14) and Schedule 307, approved in 2013, addresses the 137 George Street property (Figure 15). It should be noted that a sliver of 110 York Street does not have a set height limit on either schedule. As a result, there is no established height limit for this portion of the property.

The 137 George Street portion of the property does not require a maximum height amendment as Area B on Schedule 307 permits heights of up to 70 metres, whereas 59.75 metres are being proposed.

The 110 York Street portion within Schedule 74 will require an amendment. The front portion sets out a height limit of 11 metres for a distance of 6 metres from the street. As the podium height is 6.07 metres, the podium height is compliant. However, the remaining area is subject to a 50 metre height limit, or none at all. The tower portion, as previously noted, will have a total height of 59.75 metres.

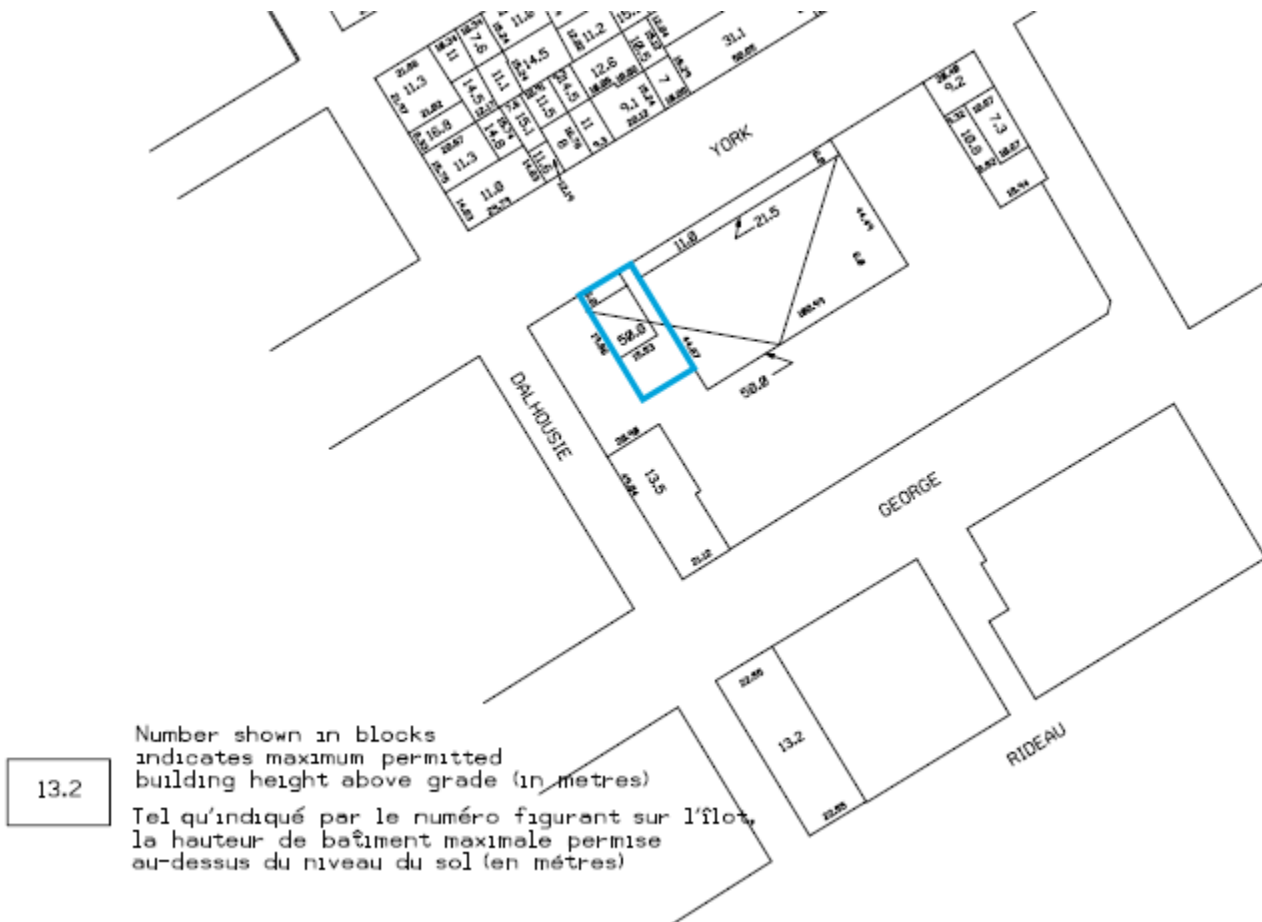


Figure 17: Schedule 74 of the Zoning By-law (formatted for this report)

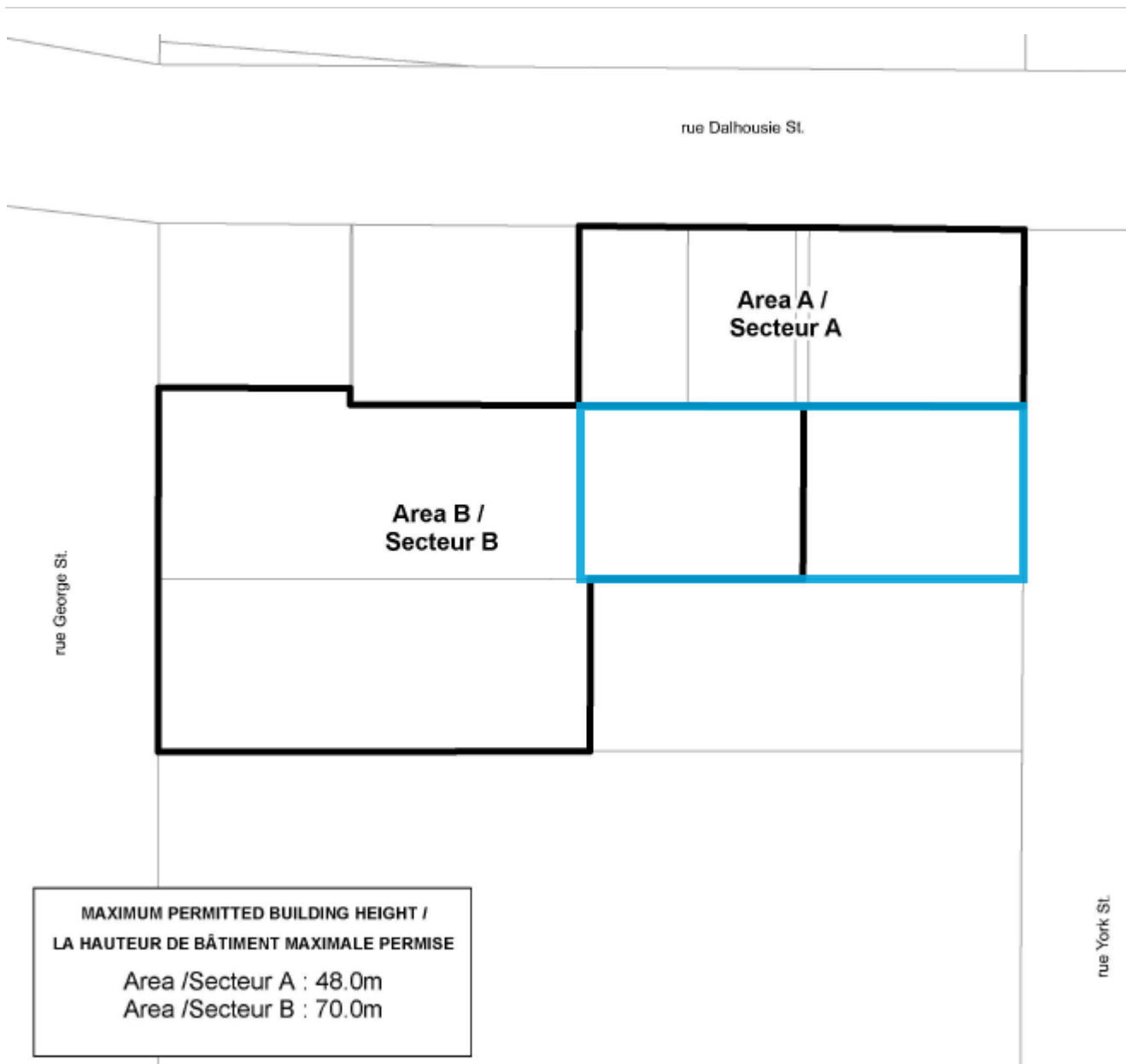


Figure 18: Schedule 307 of the By-law (formatted for this report)

4.1.2 Heritage Overlay (Section 60)

Section 60 of the zoning by-law refers to the heritage overlay. The subject property is within a heritage overlay as a result of the Byward Market HCD, which leads to additional provisions to encourage the retention of heritage buildings through zoning incentives.

Generally, the section requires that where a building in an area to which an heritage overlay applies is removed or destroyed it must be rebuilt with the same character and at the same scale, massing, volume, floor area and in the same location as existed prior to its removal or destruction. Additional provisions are also included for additions, projections beyond required yards, and for parking.

As is noted in our proposed zoning by-law amendment, relief from this section is being requested. The intention of this section is to protect the character of heritage areas and significant heritage buildings. It should be understood that the immediate character of this area does not reflect the scale of the present 110 York Street building. The overall character of the surrounding area is eclectic, spanning numerous eras and scales, and transitions to a higher built form immediately south of the property, on the other side of the boundary. As demonstrated by the HCD, the existing building does not have any meaningful heritage features that merit conservation. Therefore, the proposed development does not violate the intent of the Heritage Overlay as it does not adversely affect the local character or eliminate an important heritage asset.

4.2 Proposed Zoning By-law Amendment

I - Exception Number	II - Applicable Zones	III - Additional Land Uses Permitted	IV - Land Uses Prohibited	V - Provisions
XXXX (By-law 2018-XX)	MD2 [XXXX] SXXX	None	None	<ul style="list-style-type: none"> / The maximum building heights will be as per Schedule XXX; / Despite 194(2) (a) and (b) a hotel lobby and ballroom is permitted on the ground floor of a building / 1 loading space is required. / Minimum width of loading space is 3.3 metres. / Relief from the provisions of the Heritage Overlay



Figure 19: Draft Schedule XXX

5.0 CONCLUSION

The proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement, conforms to the policy direction of the Official Plan and the direction of the Secondary Plan for the Central Area, and conforms to all zoning provisions aside from those proposed for amendment. In our opinion, the proposed development represents good planning and is in the public interest.



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