

Planning Rationale in Support of an Application for Zoning By-law Amendment

Hampton Inn by Hilton
116 York Street
City of Ottawa



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TABLE OF CONTENTS

1.0 Introduction.....	1
2.0 Site Overview	1
2.1 Site Description.....	1
2.2 Site Context	2
3.0 Description of Proposed Development.....	5
4.0 Zoning By-law Analysis	7
4.1 Conformity with Zoning By-law 2008-250	7
4.2 Proposed Zoning By-law Amendment	10
5.0 Planning Policy Context	11
5.1 Provincial Policy Statement	11
5.2 City of Ottawa Official Plan	13
5.3 Central Area Secondary Plan	17
5.4 Byward Market Heritage Conservation District Plan.....	18
5.5 Downtown Ottawa Urban Design Strategy	19
5.6 Transit-Oriented Development Guidelines.....	20
5.7 Urban Design Guidelines for High-Rise Buildings	21
6.0 Technical Studies and Plans	24
7.0 Summary and Conclusions	24

EXHIBITS

Exhibit A – GeoOttawa aerial imagery, Subject Property is outlined in blue.....	2
Exhibit B – Google Earth 3D view, Subject Property is outlined in blue	2
Exhibit C – Site viewed from York Street	2
Exhibit D.1 – 101 to 135 York Street.....	3
Exhibit D.2 – 110 York Street.....	3
Exhibit D.3 – 325 Dalhousie Street	3
Exhibit D.4 – 343 and 353 Dalhousie Street	4
Exhibit D.5 – 137 and 141 George Street	4
Exhibit E – Hotel entrance and podium viewed from York Street	5
Exhibit F – Northern and eastern elevations	6
Exhibit G – Height comparison vs. 325 Dalhousie Street	6
Exhibit H – Schedule 74 height limit.....	8
Exhibit I – Annex 8A, Subject Property is shown in red	13
Exhibit J – Central Area Secondary Plan.....	17
Exhibit K.1 – 350 Cumberland Street. Google Streetview.	18
Exhibit K.2 – 153-161 York Street, Brown Tenements. Google Streetview.	18
Exhibit L – Proximity to current and future rapid transit stations.....	20
Exhibit M – Street level rendering	22

TABLES

Table 1 – MD Zone Provisions.....	7
Table 2 – Draft Zoning By-law Amendment.....	10

1.0 Introduction

Holzman Consultants Inc. has been retained by Bayview Ottawa Holdings Ltd. to prepare a planning rationale in support of an application for Zoning By-law Amendment at 116 York Street in the Rideau - Vanier ward of the City of Ottawa (the "Subject Property"). The purpose of the application is to facilitate the development of a 17-storey hotel under the Hampton Inn by Hilton brand.

A Zoning By-law Amendment (Minor) is required to address four deficiencies from the performance standards of the Zoning By-law. To demonstrate that the requested amendment represents good land use planning and will improve the urban quality of the Byward Market, this report contains an analysis of the following:

- Provincial Policy Statement;
- City of Ottawa Official Plan;
- Central Area Secondary Plan;
- Byward Market Heritage Conservation District Plan;
- Downtown Ottawa Urban Design Strategy;
- Transit-Oriented Development Guidelines; and,
- Urban Design Guidelines for High-Rise Buildings.

The Zoning By-law Amendment, when approved, will be followed by an application for Site Plan Control to address the detailed aspects of the hotel, its design, and how it will function. An additional opportunity for public consultation will occur during this process.

Pre-consultation was completed with City Staff and a representative from the Lowertown Community Association on October 10, 2017, and with the Urban Design Review Panel on June 7, 2018. Their comments have been considered and are reflected in the current design plans.

2.0 Site Overview

2.1 Site Description

The Subject Property is located in the Byward Market neighbourhood of Ward 5 – Rideau - Vanier. The site is approximately 60 m to the east of the intersection of Dalhousie Street and York Street, as shown in **Exhibit A**. The rectangular parcel has 20.1 m of frontage on York Street, a depth of 50.5 m, and a total area of 1,016 m². The Subject Property is legally described as:

Lot 20 (South York Street) on Registered Plan 42482, City of Ottawa

PIN: 0421-40120

The Subject Property is currently occupied by a surface parking lot accessed from York Street, which is a legal non-conforming use. There is no vegetation present on the site and minimal grade changes. Inference from the City of Ottawa's aerial imagery indicates that the site has been used for parking since 1991 or earlier.



Exhibit A – GeoOttawa aerial imagery, Subject Property is outlined in blue



Exhibit B – Google Earth 3D view, Subject Property is outlined in blue



Exhibit C – Site viewed from York Street



2.2 Site Context

The Subject Property is located in a block bounded by Dalhousie Street to the west, York Street to the north, Cumberland Street to the east, and George Street to the south. The properties that form the context of the Subject Property are described below.

North – 101 to 135 York Street

The properties to the north across York Street are dominated by two and three-storey buildings housing a variety of commercial and residential uses, including a pub, coffee shops, and restaurants. A ten-storey residential tower is located to the northeast of the Subject Property at 135 York Street.

**Exhibit D.1 – 101 to 135 York Street**

West – 110 York Street

110 York Street abuts the western lot line of the Subject Property, and is currently occupied by a two-storey brick building housing the Whiskey Bar nightclub.

An application for Zoning By-law Amendment was submitted on April 17, 2018 on behalf of Claridge Homes to permit a 19-storey addition to the Andaz Hotel on this property. It is understood that the proposed addition will occupy the entirety of the property, abutting the western lot line of the Subject Property.

**Exhibit D.2 – 110 York Street****Exhibit D.3 – 325 Dalhousie Street**

West – 325 Dalhousie Street

325 Dalhousie Street is occupied by the 15-storey Andaz Hotel. This development was previously considered by the City of Ottawa in 2012, when applications for Zoning By-law Amendment (D02-02-12-0126) and Site Plan Control (D07-12-12-0199) were submitted on behalf of Claridge Homes. The hotel was subsequently opened in 2016.

West – 343 and 353 Dalhousie Street

Located to the southwest of the Subject Property at the intersection of Dalhousie Street and George Street, these properties are occupied by one, two, and three-storey buildings used for a variety of restaurant and commercial uses.

South – 137 and 141 George Street

137 and 141 George Street are two rectangular parcels abutting the southwestern and southern lot lines of the Subject Property, respectively. Both properties are currently occupied by surface parking lots; the lot on 141 George Street was established through a Temporary Zoning By-law Amendment in 2017, with the use not to exceed three years (D02-02-16-0090).

Both properties have Site Plan Approval for the construction of a 22-storey mixed-use residential and commercial building, which was addressed through the Zoning By-law Amendment and Site Plan Control applications applicable to 325 Dalhousie Street. It is not known when this development will proceed.



Exhibit D.4 – 343 and 353 Dalhousie Street



Exhibit D.5 – 137 and 141 George Street

East – 151 George Street

To the east of the Subject Property is a five-storey office building with ground-floor commercial uses. The property, municipally known as 151 George Street, is a through-lot with frontage on both York Street and George Street. The associated parking lot for the office building abuts the eastern lot line of the Subject Property, with the parking lot extending to the George Street lot line (**Exhibit A**). This building is set along the lot line abutting York Street without any setback. No development applications are currently active for this property.

3.0 Description of Proposed Development

The subject Zoning By-law Amendment is being requested in order to permit the development of a 17-storey hotel under the Hampton Inn by Hilton brand. The proposal includes a two-storey podium housing hotel functions including: the lobby, lounge area, dining area, and fitness centre. The third-storey, within the tower, will include several meeting rooms. A terrace with a mix of deciduous and evergreen vegetation is proposed on the northern edge of the podium, facing York Street. A café is proposed on the ground floor which will serve hotel guests and pedestrians on York Street.

Approximately 16 guest suites will be accommodated on each floor, for a total of 224 suites over the 14 floors of the hotel tower. The tower is stepped back from York Street by 6 m, with this step back housing the terrace.

The ground floor offers sufficient space for a vehicular drop-off area, with adequate room reserved for cars entering and exiting. Space for the loading of service vehicles is also provided within the ground floor set well within the building. Three levels of underground parking are proposed, with access to the parking garage via a driveway from York Street. A total of 63 vehicular parking spaces limited to hotel guests are proposed.

The conceptual design of the hotel is sympathetic to its context, with natural stone and brick cladding used to respond to the area heritage character (**Exhibit F**). Modern glazing and cladding is used on the upper floors of the tower in harmony with the prevailing design of high-rise buildings in the area. The height of the stone façade is consistent with the height of the facades of the nearby buildings on the same side of the street.



Exhibit E – Hotel entrance and podium viewed from York Street

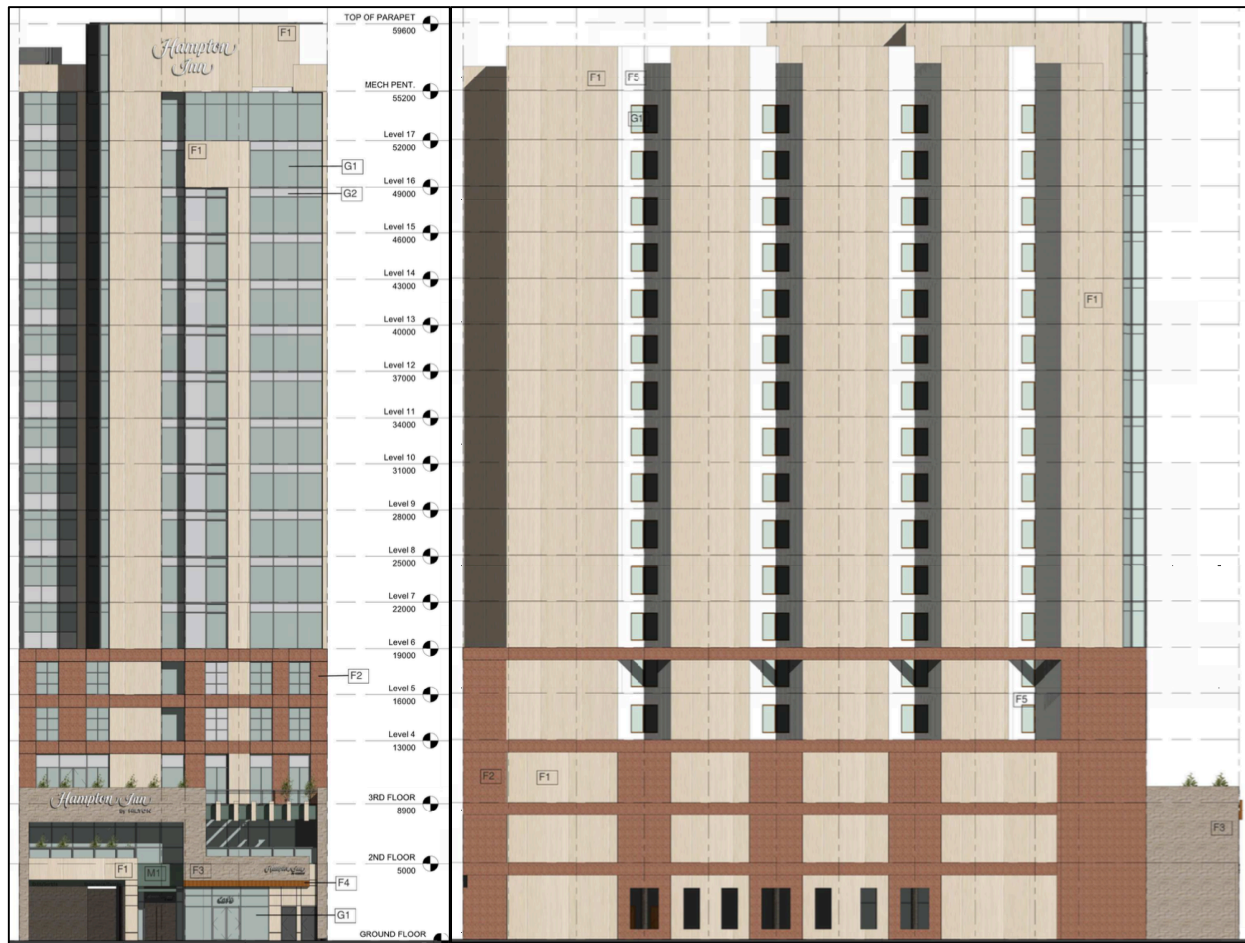


Exhibit F – Northern and eastern elevations

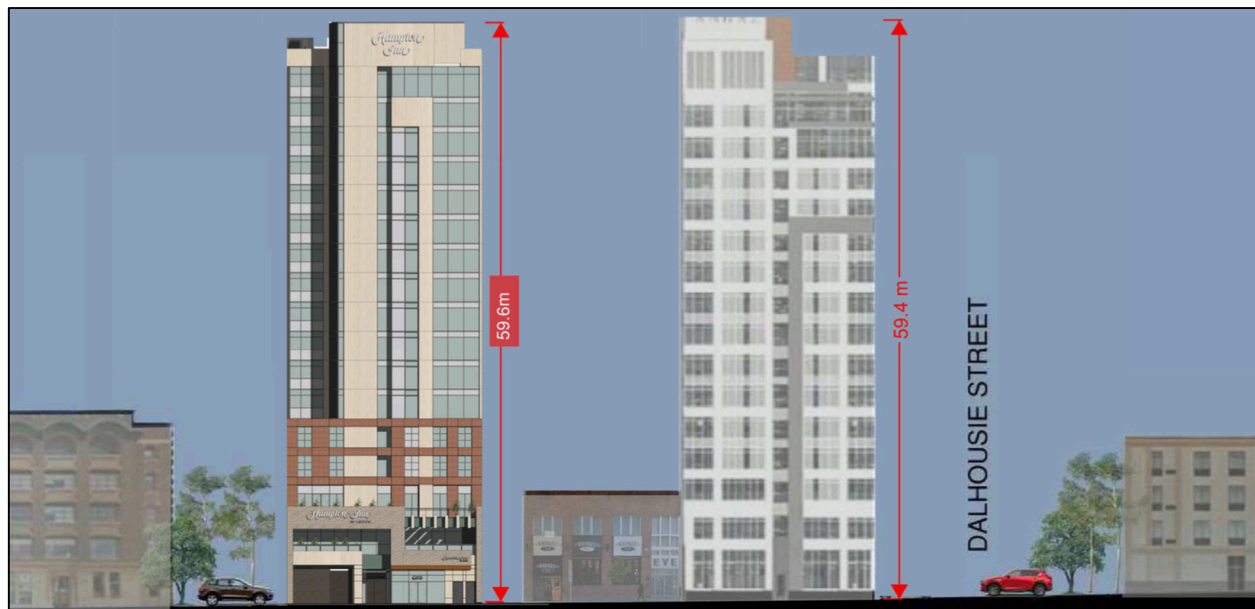


Exhibit G – Height comparison vs. 325 Dalhousie Street

4.0 Zoning By-law Analysis

4.1 Conformity with Zoning By-law 2008-250

The Subject Property is currently zoned Mixed-Use Downtown, Subzone 2, Urban Exception 113, Schedule 74 (MD2[113] S74).

Section 193 – MD Zone Provisions

Per Section 193(1), both a hotel and a restaurant are permitted uses on the Subject Property.

Per Section 193(1)(c), the proposed parking garage is also permitted, as 100% of the ground floor fronting on the street, excluding pedestrian and vehicular access, is occupied by the hotel use for a minimum depth of 3 m.

Per Section 193(2), the hotel use occupies at least 50% of the ground floor area.

In conformity with Section 193(5), no outdoor storage is proposed.

In conformity with Section 193(6), all parking spaces are located in an underground parking garage.

Table 1 – MD Zone Provisions

Zoning Mechanism	Required	Provided
Minimum lot area	No minimum	1,015.5 m ²
Minimum lot width	No minimum	20.1 m
Minimum front yard and corner side yard	No minimum	0 m
Minimum interior side yard	No minimum	0 m
Minimum rear yard	No minimum	0 m
Maximum building height	As per Schedule 74	59.6 m
Maximum floor space index	Not applicable	14.2
Minimum width of landscaped area	No minimum	0 m
Minimum width of landscaped area around a parking lot	See Section 110	

Section 194 – MD2 Zone Provisions

Section 194(2) establishes the provisions for the MD2 subzone.

- a) 100% of that part of the ground floor fronting on a street, excluding the lobby area, mechanical room and access to other floors, for a minimum depth of 3.0 metres, is occupied by the hotel use. **Compliance is achieved.**

- b) The cumulative total gross floor area 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. **Compliance is achieved.**
- c) The maximum permitted use width provisions of Table 194A do not apply to the Subject Property. **Not applicable.**
- d) The provisions of Subsection 193(3)(c) do not apply and the maximum front yard and corner side yard is 1 metre. **Compliance is achieved, both yards are 0 m.**

Urban Exception 113

Urban Exception 113 states that parking is only required for permitted commercial uses. The minimum parking rate will be discussed below.

Schedule 74

Schedule 74 establishes the maximum permitted building heights for several blocks in the Byward Market, including the Subject Property. Three different maximum heights apply:

1. A maximum of 11.0 m up to a depth of 6.0 m from the York Street lot line
 - Provided: 8.8 m
2. A maximum of 21.5 m for the northeastern portion shown in **Exhibit H**
 - Provided: 59.6 m
3. A maximum of 50.0 m for the southwestern portion shown in **Exhibit H**
 - Provided: 59.6 m

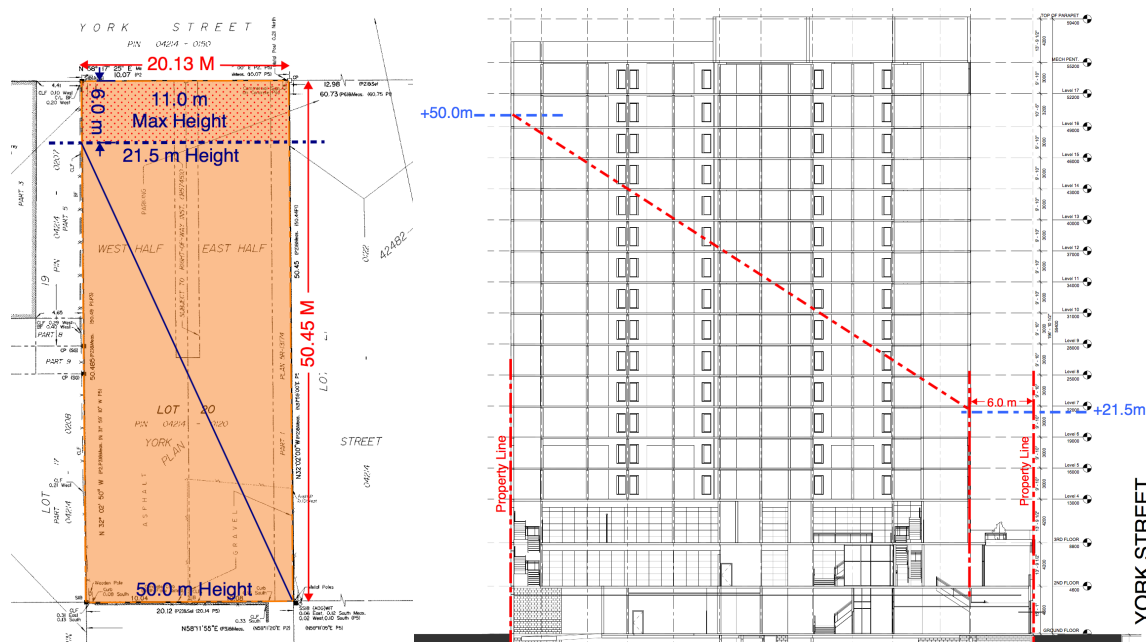


Exhibit H – Schedule 74 height limit

Therefore, the proposal conforms to the height limit established for the podium, but the tower will not conform to maximum heights 2 and 3 as identified above.

The intent of the angular plane used in Schedule 74 is to gradually transition building heights from the street. However, applying such a shallow plane across the Subject Property renders the upper storeys largely undevelopable. As shown in the Schedule 74 cross-section (**Exhibit H**), the floor areas of Floors 10-14 become prohibitively small for their intended purposes. Therefore, while the angular plane may seek to achieve built form objectives, it does so at the expense of the building functionality and usability. This proposal has regard to the intent of the angular plane in that it provides for a transition of heights to the street level.

Section 60 – Heritage Overlay

The Subject Property is located within the Byward Market Heritage Conservation District. As explored in the enclosed Cultural Heritage Impact Statement, a two-storey brick house was located on the western side of the Subject Property. This house was demolished after 1978, triggering the rebuilding provision of Section 60(1).

The purpose of Section 60(1) is to “encourage the retention of existing heritage buildings by offering zoning incentives to reuse the buildings...” Relief from Section 60(1) is requested, as the previous two-storey house demolished over 30 years ago cannot be said to contribute to the character of the Byward Market Heritage Conservation District. Limiting development to that which replicates the scale, massing, volume, and floor area of the house would be:

- An inefficient use of valuable land in the Byward Market;
- Contrary to City intensification and redevelopment policies; and,
- A misinterpretation of the intent and purpose of Section 60.

No surface parking lot is proposed and the setback for the parking garage conforms to that of the underlying zone; therefore, Sections 60(6) and (7) are satisfied.

Section 64 – Permitted Projections Above the Height Limit

This section does not apply to the mechanical penthouse, as the maximum height is established through a Central Area Height Schedule (Schedule 74). The 59.6 m building height requested in the amendment includes the mechanical penthouse.

Sections 100-114 – Parking, Queuing, and Loading Provisions

The Subject Property is located in Area Z on Schedule 1A of the Zoning By-law. Per Section 102(2), no off-street motor vehicle parking is required. A total of 63 parking spaces have been proposed in a three-level underground garage to serve hotel guests. This is a rate of 0.28 parking spaces per hotel suite, or approximately 1 space for every 4 suites.

As will be discussed below, it is anticipated that the majority of hotel guests will arrive via transit, active transportation, or other modes (e.g. Uber, taxis); this is supported by vehicle counts available in the Transportation Impact Brief – Screening Form. However, a balance must be found that minimizes spill-over parking onto nearby streets, lots, and garages. The 63 spaces proposed are limited to hotel guests and will have no visual impact on the site context, therefore sufficient parking can be accommodated without disruption to the area for those guests that choose to drive their personal vehicles.

The Subject Property is located within 600 m of the Mackenzie King and Laurier rapid transit stations identified on Schedule 2A of the Zoning By-law. However, a hotel is not one of the uses identified in Section 103 as incurring a maximum parking rate.

Section 106 – Parking Space Provisions and Section 107 – Aisle and Driveway Provisions will be conformed to.

As all parking, loading, and refuse collection areas are located internal to the building, the provisions of Section 110 do not apply.

At least 15 bicycle parking spaces will be included during the Site Plan Control process, in conformity with Section 111.

Per Section 113, the proposed hotel requires 2 loading spaces, whereas 1 has been provided. As the hotel is to be served by light single unit delivery vehicles (length of 6.4 m), the 3.0 m width of the loading space is substandard relative to Table 113B. The ability of the hotel to accommodate such vehicles is detailed in the enclosed turning templates.

4.2 Proposed Zoning By-law Amendment

From the review of the Zoning By-law presented in Section 4.1, four amendments are required to address the performance standards of the site. The text of the proposed Urban Exception is shown in Table 2.

Table 2 – Draft 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-XXX)	MD2 [XXXX] S74	None	None	<ul style="list-style-type: none"> - Despite Schedule 74, the maximum building height is 59.6 m - Section 60(1) is not applicable - 1 loading space is required - The minimum width of a loading space shall be 3.0 m

5.0 Planning Policy Context

As described above, a Minor Zoning By-law Amendment addressing four performance standards is required in order for the development to proceed. In order to demonstrate that such an amendment represents good land use planning, hierarchically superior planning policy documents must be considered. The applicable policy framework includes the:

- Provincial Policy Statement;
- City of Ottawa Official Plan;
- Central Area Secondary Plan;
- Byward Market Heritage Conservation District Plan;
- Downtown Ottawa Urban Design Strategy;
- Transit-Oriented Development Guidelines; and,
- Urban Design Guidelines for High-Rise Buildings.

5.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) provides provincial-level policy direction on matters related to land use planning and development, with the current PPS released in 2014. Issued under the legislative authority of Section 3(1) of the *Planning Act*, development plans are to be consistent with the PPS (Section 3(5)(a)).

Clear direction is provided on the need to build healthy and strong communities, with Section 1.1.1 providing eight factors that contribute to this goal. Each factor is examined relative to the proposed development below:

- a) By building on an underutilized lot, a significant increase in usability can be achieved without the need to extend municipal infrastructure or expand the urban area, which constitutes efficient development;
- b) The proposal introduces new suites to address the long-term need for hotel space in the Byward Market;
- c) The development is not anticipated to cause any environmental or public health and safety concerns;
- d) The expansion of the City of Ottawa's settlement areas is not prevented, as the development is proposed within the existing urban boundary;
- e) The development is cost-effective as it makes use of existing municipal services and other infrastructure, without the need for major expansions;
- f) The proposed hotel will meet all City of Ottawa and Province of Ontario accessibility standards in order to be fully accessible;
- g) The current municipal infrastructure and electrical systems are adequate to support the proposed development. The hotel use is not expected to place a significant burden on public service facilities operated by the City of Ottawa; and,

- h) The site is currently paved with minimal biodiversity on the property. By locating in a transit-supportive area of the City, guest reliance on vehicular modes may decrease. The proposed modern hotel will be designed with environmental best practices.

116 York Street is within one of Ottawa's settlement areas; the vitality of such areas is linked to the long-term economic prosperity of the city. By locating in a settlement area, the development proposal is consistent with this policy direction. Section 1.1.3.2 provides direction on how settlement area lands shall be used; accordingly:

- The moderately high density proposed is an efficient use of land;
- The development does not require the uneconomical expansion of public infrastructure;
- The hotel will support active transportation for guests visiting downtown Ottawa; and,
- The proximity of the site to major rapid transit stations supports transit.

Intensification through redevelopment at the level that is proposed is contemplated in Section 1.1.3.3. The proposal can be accommodated without compromising public health and safety and without degrading the natural and cultural resources of Ottawa. Further, the availability of suitable infrastructure and the compatibility with existing building stock satisfies the criteria for the promotion of such intensification.

The Subject Property is located in an area with established vehicular, transit, and active transportation networks, with such systems addressed in Section 1.6.7 of the PPS. In keeping with Section 1.6.7.2, the level of growth proposed can be accommodated without the expansion of municipal roads and infrastructure. As will be explored in Section 5.6, the development embraces Transit-Oriented Development principles by providing a density that supports the OC Transpo rapid transit networks, with the site within 600 m of the Mackenzie King, Laurier, and Rideau (future) rapid transit stations.

The proposed Hampton Inn by Hilton, through the introduction of 224 new hotel suites to the Byward Market, represents a substantial economic development opportunity. Long-term economic prosperity as it relates to land use planning is described in Section 1.7.1. The proposed hotel, through the redevelopment of an unsightly surface parking lot, will enhance the vitality of York Street and encourage a sense of place in keeping with (c) and (d). The concept of sustainable tourism as presented in (g) is multi-faceted; accommodating visitors to Ottawa in a location where active transportation and transit service is available will lower the environmental impact of tourism through a decreased reliance in auto-based modes.

Therefore, the proposed development is consistent with the Provincial Policy Statement (2014) and embraces the land use planning best practices presented therein.

5.2 City of Ottawa Official Plan

The City of Ottawa Official Plan (OP) encompasses three documents – the Official Plan, Official Plan Amendment #150, and Official Plan Amendment #180. Amendment #150 was undertaken as a 5-year review to the original document which was then appealed, where further changes were made that became the basis for Amendment #180. These policies have been assessed below as they pertain to the Subject Property.

Section 3.6.6 – Central Area Designation

The Subject Property is designated Central Area on Schedule B of the Official Plan, with the relevant policies for this land use designation established in Section 3.6.6. The introduction for this designation highlights the tourist value of this area; the proposed hotel will help support the over 5.5 million annual visitors that come to downtown Ottawa by offering 224 new suites.

The Subject Property is located within an Area of Background Height Control designated on Annex 8A of the Official Plan, as shown in **Exhibit I**. Policy 2(e) establishes how the symbolic views of Parliament will be protected from being compromised by new development. As the proposed hotel is outside of the closest key view plane and screened from sight by the similarly sized building at 325 Dalhousie Street, no impacts will occur.

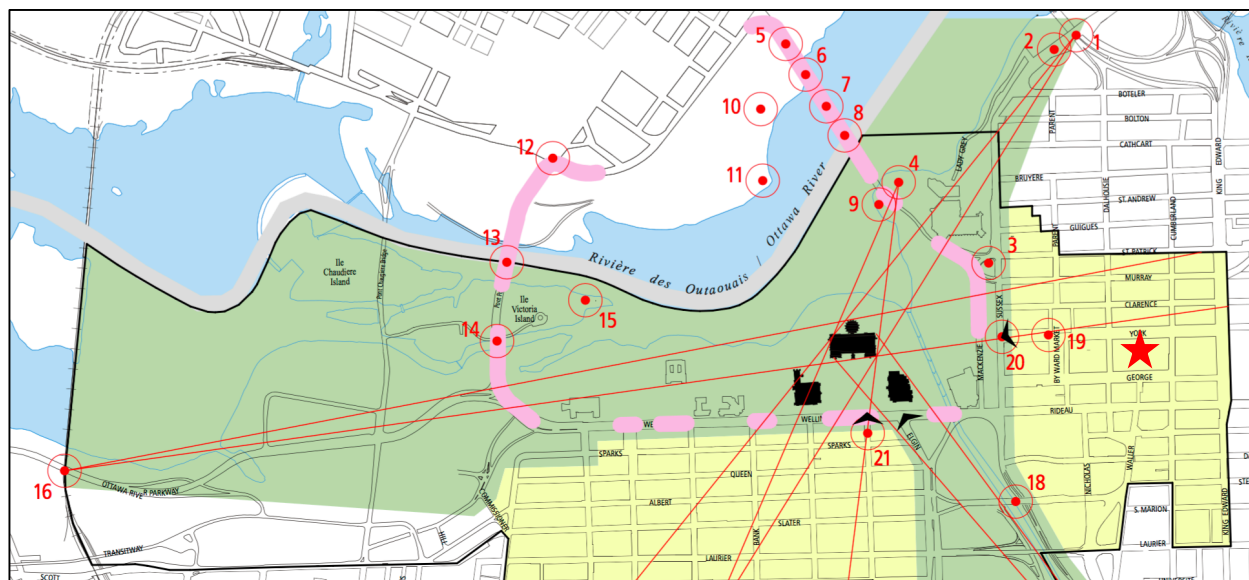


Exhibit I – Annex 8A, Subject Property is shown in red

Building heights are established throughout the Central Area in Annex 8B; while the Subject Property does not have a maximum height established in this annex, Policy 2(e)(iv) provides guidance on this matter. In evaluating this policy:

- The requested height increase does not violate the intent of this policy, as the views of Parliament are not compromised;

- The requested height is consistent with that of the adjacent property (325 Dalhousie, see **Exhibit G**) and with existing high-rise buildings to the south; and,
- The request height is in keeping with the Central Area Secondary Plan, as will be explained in Section 5.3.

Policy 2(h) states that the City will “*encourage the location in the Central Area of major facilities to enhance existing retail areas, tourist and convention facilities...*” The proposed development, offering an influx of new hotel suites that will support the aforementioned facilities, is clearly consistent with this policy. Therefore, the requested height will allow for additional suites to accommodate the type of visitors to the Central Area anticipated in the Official Plan.

Policy 7 highlights several key zones within the Central Area; York Street is described as an entrance to and promenade through the By Ward Market, with significant heritage character. Acknowledging this, the redevelopment of the Subject Property from an underdeveloped parking lot to a vibrant hotel use will improve the pedestrian experience and the overall urban fabric along York Street.

The proposed redevelopment is also in keeping with Policy 9, which addresses parking in the Central Area. The existing parking lot at 116 York Street, located along a key street, adds little by way of visual character to the area and no screening is used. By shifting the hotel parking underground, the current auto-centric character of the site will be lessened.

Section 2.2.2

The proposed development constitutes intensification through the redevelopment of an underdeveloped site per Policy 2 of Section 2.2.2. Such intensification is directed to the Central Area in Policy 4, with the suitability of the property to support increased density improved by the proximity to nearby rapid transit stations (see Section 5.6).

Section 2.5.1 – Urban Design and Compatibility

The Subject Property is located in a Design Priority Area as established by Policy 5 of Section 2.5.1. Therefore, the proposed development will be reviewed for its “*contribution to an enhanced pedestrian environment and [its] response to the distinct character and unique opportunities of the area.*” In order to explore how the proposal can contribute positively to the urban design of the Byward Market, the proponent pre-consulted with the Urban Design Review Panel in the spring of 2018.

Per Policy 1, the proposed development must address the intent of the Design Objectives and Principles. Four of these principles are highlighted below:

- To enhance the **community** of the Byward Market, the proposal is sensitive to the mixed-character of the area, including its heritage context and nearby high-rise buildings. Quality is emphasized in the design of the hotel.

- The development respects the York Street **public realm** through the introduction of an active use connected to the street. The podium will improve the sense of enclosure and the continuity of building facades.
- The hotel will be **safe** and **easy to travel to** through access to municipal roads, sidewalk and bike path networks, and extensive OC Transpo service. **Accessibility** is a priority, with the hotel respecting the latest standards.
- The building massing, cladding, and style respects the heritage **character** of the Byward Market.

Section 4.11 – Urban Design and Compatibility

Section 4.11 of the Official Plan outlines a range of policies that set a standard for urban design and compatibility in Ottawa.

Policy 2 sets weighted criteria to help determine whether the proposed development is compatible with its context, and whether the increased density requested is suitable.

The sub-policies are addressed below:

- a. **Traffic:** The Subject Property has access to Dalhousie Street and King Edward Avenue, which are designated Collector and Arterial roads, respectively. While it is anticipated that a high proportion of guests will arrive on non-vehicular modes, the vehicular traffic can be adequately handled through the area road network.
- b. **Vehicular Access:** Vehicular access is located off of York Street. While this interferes with the pedestrian realm, the drop-off, loading, and garage access areas are located entirely within the building and screened from adjacent properties. This will minimize any disruption that may occur.
- c. **Parking Requirements:** The 63 spaces proposed are considered adequate for the size of the hotel, with the expectation that the majority of guests will not arrive via personal vehicles. The reduction in parking is consistent with the proximity of the site to nearby rapid transit stations.
- d. **Outdoor Amenity Areas:** The primarily non-residential context of the site and the separation from York Street mean that impacts on private amenity areas will be minimal.
- e. **Loading Areas, Service Areas, and Outdoor Storage:** Both the loading and service areas are located within the building, and no outdoor storage is proposed.
- f. **Lighting:** Measures will be taken to minimize light spill over and glare.
- g. **Noise and Air Quality:** It is not anticipated that the proposed development will generate significant adverse noise and detriments to air quality. Such factors will be controlled.
- h. **Sunlight:** A shadow study has been prepared for the proposed development.
- i. **Microclimate:** The inclusion of vegetation on the second-storey terrace will help to improve the microclimate of the proposed hotel.

- j. Supporting Neighbourhood Services: Given the short-term nature of hotel guest stays, the proposed hotel will not be significantly reliant on neighbourhood services. A new café will be introduced on the ground floor that will be accessible to the public.

Through the use of a continuous frontage across the property line, the York Street public realm will be better defined in accordance with Policy 4. This is consistent with the existing building fabric.

Policy 8 establishes the areas where high-rise buildings may be permitted; the Subject Property qualifies given its location within the Central Area.

Policy 11 sets five measures to be evaluated for the approval of high-rise buildings:

- a. The building scale, massing, and height are comparable to that of the adjacent development at 325 Dalhousie (**Exhibit G**). Efforts are made, through the two-storey podium, to create a synergistic relationship with nearby low-rise buildings, and the 17-storey tower transitions southern Lowertown to the high-rise buildings common further to the south.
- b. The proposal will enhance the east to west York Street viewscape by better defining and enclosing the public realm, and through the redevelopment of an unsightly surface parking lot. Through high quality materials and design, the building will contribute positively as an aesthetically pleasing addition.
- c. The rooftop treatment is subdued, with tasteful signage used on its northern face. The simple design used does not conflict with that of 325 Dalhousie or other developments, embracing uniformity.
- d. High-quality architecture has been embraced in the proposal, with all relevant Council-approved design guidelines explored below.
- e. The proposal will introduce an active use to the York Street public realm, with the primary entrance directly abutting the sidewalk. Active interior uses, including a café, the second-storey dining area, and terrace, face York Street and are exposed through extensive glazing. This creates strong animation and a visual connection to the street.

In requesting additional height for the proposed development, the need to effectively transition the high-rise building to its low and mid-rise context is acknowledged. As specified in Policy 12, the two-storey podium and stepped back tower design used is sympathetic to the two and three-storey buildings to the north. The building itself is a transition to the approved 22-storey residential tower at 137 and 141 George Street, and to the high-rise buildings further to the south.

Official Plan Amendment #150

Official Plan Amendment #150 introduced two policies specific to High-Rise Buildings under Section 4.11. These are addressed below:

- 13. In keeping with this policy, a step back is included above the second storey equivalent to the height of one storey. The 6.0 m step back is approximately equivalent to the height of one storey.

14. The tower achieves the objectives of Policy 14:

- a. The proposed hotel will be adequately separated from the current tower at 325 Dalhousie Street, with approximately 21 m between the two towers. This distance is sufficient to maintain privacy, preserve public views and sky views, and minimise wind and shadow impacts.
- b. The approximate 1,000 m² floor plate is limited in size.

Official Plan Amendment #180

Official Plan Amendment #180 is scoped to address the growth projections underlying the amendment, as well as policies for Employment Lands and Agricultural Lands. The policies of this amendment do not impact the proposed development.

Therefore, the Subject Property is a supportable site for intensification per the City of Ottawa Official Plan. Further, the proposed development has been designed in accordance with current urban design and compatibility policies. As such, the proposal conforms to the Official Plan.

5.3 Central Area Secondary Plan

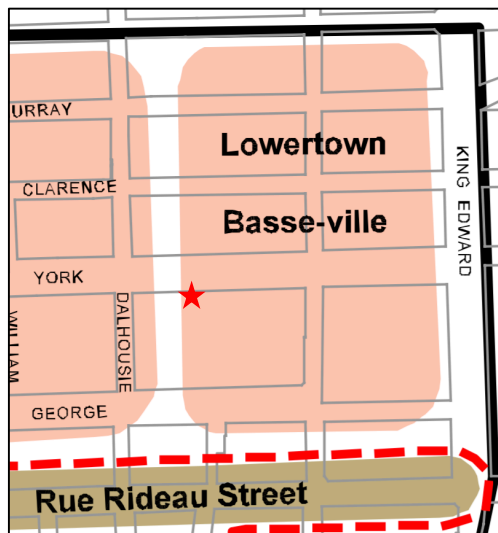


Exhibit J – Central Area Secondary Plan

The Central Area Secondary Plan was prepared by the Former City of Ottawa. Per Schedule B, the Subject Property is located in the Lowertown Character Area; the policies of Section 1.8 are addressed below to demonstrate how the proposed development conforms to the Central Area Secondary Plan.

The Lowertown Character Area spans eight blocks between King Edward Avenue and Dalhousie Street. The vision articulated in the Secondary Plan includes attractive medium to high-profile buildings along the south side of York Street, with York Street specifically identified as a pedestrian promenade and entranceway into the Market. Therefore, the building height proposed is in keeping with this vision provided that it is an aesthetically pleasing addition.

Eight design criteria (Residential Design Criteria) are established for high-profile buildings which should be considered for the proposed amendment for the building height. Per (ii), the human scale of York Street is improved through the use of the two-storey podium, with the tower portion set back further from the street. The context to the north is defined by two and three-storey buildings; this is matched by the podium, with the 17-storey tower gradually transitioning to the buildings over 20 storeys to the south, and to the Site Plan Approved 22-storey residential tower at 141 George Street (see criteria iii).

Therefore, the height proposed is anticipated in the vision for Lowertown articulated in the Central Area Secondary Plan, and the development has been designed to satisfy the criteria with respect to setbacks, human scale form, and transitioning.

5.4 Byward Market Heritage Conservation District Plan

The Byward Market Heritage Conservation District (HCD) Plan was prepared in order to recognize and protect the unique commercial character, architectural value, and historical significance of the area. The Subject Property is located within Area A – Heritage Conservation District, Sub-Area 6 on the plan. Among the character defining elements of the Byward Market are: low-rise buildings, dense development that covers the majority of the lot, and diverse and layered architecture.

Two properties approximately 110 m to the east are individually designated under Part IV of the Heritage Act: 350 Cumberland Street (**Exhibit K.1**), designated in 1985, and 153-161 York Street (**Exhibit K.2**), designated in 1981. 153-161 York Street was designated as it is the only remaining example of a four-row dwelling of its style in the area, and the property exhibits architectural interest. 350 Cumberland Street was also designated for its architectural value, with its brick veneer contributing to its character.

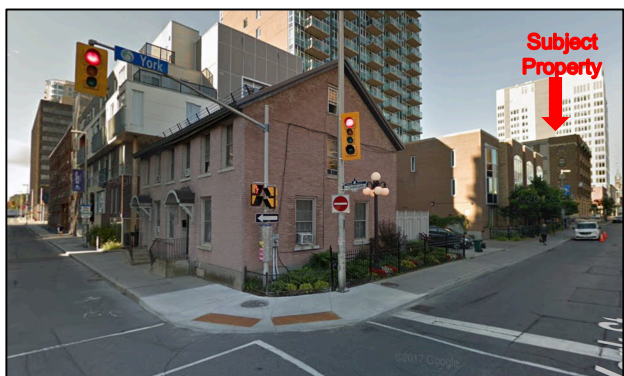


Exhibit K.1 – 350 Cumberland Street.
Google Streetview.

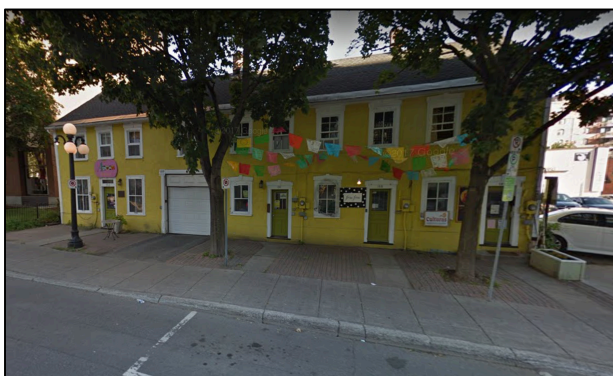


Exhibit K.2 – 153-161 York Street, Brown
Tenements. Google Streetview.

In Section 4.2.3, the HCD Plan states that height and density controls are used to ensure that new developments respect the height and density of existing heritage properties. Figure 4.8 of the Plan recommends that the Subject Property be limited in its height to 16.0 m, given the prevailing pattern of development at that time which was under 20.0 m. The proposed development respects the intent of this recommendation by limiting the two-storey podium to 8.8 m; the podium directly interfaces with the street and is most closely connected to its context, with the tower further stepped back from York Street.

With respect to the introduction of new developments, the HCD Plan recognizes that *“the Byward Market area... is marked by a layering of styles, materials, and details from many periods.”* This represents a balanced approach to heritage conservation, with the same balance reflected in the proposed hotel. Through the use of brick and natural

stone, a sympathetic relationship is fostered with nearby heritage buildings, with a specific emphasis on 350 Cumberland Street. Such materials are complementary to the modern cladding and glazing used elsewhere on the hotel, creating an overall positive addition to the Byward Market.

Appendix A establishes a range of guidelines for the improvement of the streetscape within the study area. Guideline 2.3 prioritizes the protection of sunlight, with this addressed through the enclosed shadow study. The redevelopment of the unscreened surface parking lot is recognized as a positive change for the character of the area in Guideline 2.4.

Appendix B includes building design guidelines applicable to new development. The introductory text of Guideline 3.4 succinctly captures the context into which the proposed development is being introduced: “*The Market has been undergoing a continuous process of infill for [over] one hundred and fifty years.*” The proposed hotel is the next step in the evolution of the Byward Market, yet it is a step that balances the value of the past with a progressive future. Per the recommendations of Appendix B:

- As previously discussed, the scale and height of the podium are complementary to that of nearby heritage buildings, constituting a balanced form of heritage-sensitive development, in fact it introduces a setback that is not present on the abutting five-storey building to the east;
- Grade-level commercial uses are introduced with the hotel lobby and café, with larger window areas at the ground floor;
- The approximate 30' width of the café and hotel façade respects the horizontal scale of development common throughout the Byward Market;
- The 0 m building setback is consistent with that of the York Street (south) streetscape; and,
- No surface parking is proposed and removes existing surface parking.

Therefore, the proposed hotel has been designed where possible to create a sympathetic relationship with nearby heritage buildings and the character of the broader Byward Market Heritage Conservation District.

5.5 Downtown Ottawa Urban Design Strategy

The Downtown Ottawa Urban Design Strategy was adopted in 2004 to articulate a broad urban design framework for the area. The Subject Property is located within the Byward Market Precinct, an identified core growth area. Empty parking lots such as the one currently occupying the Subject Property are identified as being prime opportunities for intensification. The document contains strategies for the Byward Market at the precinct-wide scale, with targeted strategies for the area around the Subject Property.

One of the precinct-wide strategies is for properties east of Dalhousie Street to undergo redevelopment and intensification; while no additional greenspace is provided, surface parking is removed in keeping with this strategy. While residential infill is the preferred form of development east of Dalhousie, a hotel is permitted by the Zoning By-law and is

compatible with residential uses. Further, this strategy highlights how high-rise development is expected to occur in the vicinity of the subject lands, the type of use notwithstanding.

A targeted strategy of the Byward Market Precinct is for York Street to be re-imagined and established as a backbone of the public realm. While the proposal does not follow the garden street concept presented, it will successfully redevelop an underutilized property that currently adds little to the public realm. Through the introduction of a café and through increases in pedestrian traffic with hotel guests, the public vision of York Street will gradually improve.

Therefore, the redevelopment of the Subject Property with a high-rise hotel is consistent with the Downtown Ottawa Urban Design Strategy.

5.6 Transit-Oriented Development Guidelines

The Transit-Oriented Development Guidelines were adopted in 2007 and are applicable to all properties within 600 m walking distance of rapid transit stations.

The Subject Property benefits from its close proximity to both the Laurier (600 m) and Mackenzie King (540 m) rapid transit stations (**Exhibit L**). The anticipated opening of the Confederation Line Light Rail Transit (LRT) system in late-2018 will further improve transit access to the Subject Property, as the future Rideau Station is 300 m from the site. Therefore, the proposed hotel will have direct access to key destinations including:

- Ottawa MacDonald Cartier International Airport: Route 97 from Mackenzie King station
- Ottawa Train Station: Routes 61 and 62 from Mackenzie King station, and the Confederation Line from Rideau station
- Ottawa Central (Bus) Station: Route 6 from Dalhousie / York

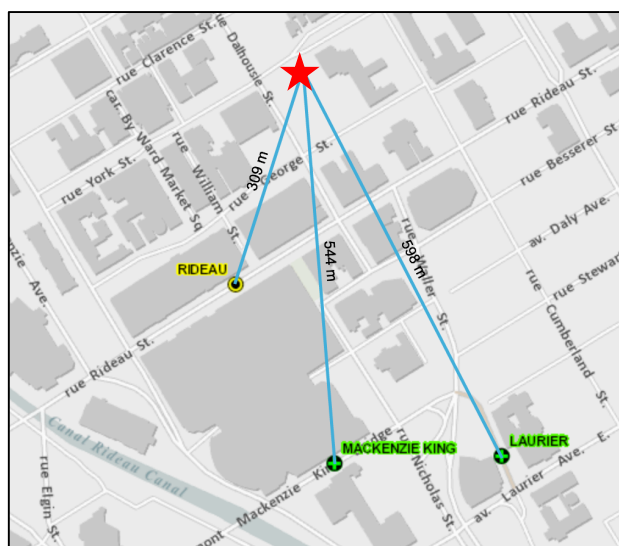


Exhibit L – Proximity to current and future rapid transit stations

A key principle of Transit-Oriented Development (TOD) is ensuring that transit-supportive land uses are located near rapid transit stations at sufficient densities. Guideline 1 identifies a hotel as a transit-supportive use; through easy access to the transportation hubs identified above, hotel guests may not need to rely on their vehicles to enter Ottawa. Therefore, the Subject Property is a strong candidate for intensification, and the height increase can be justified as introducing density consistent with TOD principles.

While high-density development is encouraged, the guidelines also seek to ensure that all development is high-

quality. In keeping with Guideline 7, the proposed hotel is located close to York Street to encourage walking to public transit. As explored in Section 5.2, the two-storey podium and tower gradually transition the properties north of York Street to the buildings over 20 storeys to the south. Guideline 11 recommends that buildings higher than four storeys are stepped back from the street, as is the case with the proposed tower.

Therefore, the proximity of 116 York Street to multiple current and future rapid transit stations makes the site a strong location for additional density in order to support transit ridership. Further, steps have been taken in accordance with the guidelines to ensure that the building will contribute positively to its context.

5.7 Urban Design Guidelines for High-Rise Buildings

In 2009, City Council adopted the Urban Design Guidelines for High-Rise Housing, a set of non-binding guidelines used to inform the development review process. On May 9, 2018, City Council adopted the revised Urban Design Guidelines for High-Rise Buildings. As the proposal exceeds 10 storeys, it is subject to these guidelines.

Unresolved appeals to the high-rise provisions of Official Plan Amendment #150 have prevented the passage of amendments to the Zoning By-law to give effect to the general guidelines. Therefore, despite the new guidelines that have been adopted, the provisions of the Zoning By-law have no legal force and effect. The analysis below relies on the 2018 guidelines.

Section 1 – Views, Vistas, and Landmark Buildings

The Official Plan provisions for the protection of the views of Parliament have been addressed in Section 5.2, with the development conforming to these provisions and satisfying Guideline 1.2.

The proposed hotel is a background building per the Guidelines that will frame the east-west view of York Street. By improving the enclosure felt on York Street and reanimating an underdeveloped lot, the hotel will improve an important view corridor in accordance with Guideline 1.6.

In keeping with Guideline 1.9, the proposed step back from the podium to the tower respects the pedestrian scale of York Street and the context buildings to the north. The wide Right-of-Way for York Street (approximately 38.5m) helps to mitigate any negative impacts of the additional building height, setback from the front lot lines. The character of the urban fabric is addressed through the use of brick and stone cladding on the lower levels, with modern glazing used on upper floors; this is sympathetic to nearby heritage and new high-rise buildings. The 17-storey proposal is an incremental step between the low and mid-rise buildings to the north and the 20 to 28 storey buildings to the south, and is consistent with the height of the nearby Andaz Hotel (Guidelines 1.9 and 1.11, see **Exhibit G**).

The two-storey podium has been used to successfully relate the proposal to its low-rise northern and eastern contexts, per Guideline 1.12. While a 45° angular plane could not

be achieved, a 6 m step back is used to satisfy the intent of an angular plane, that being to limit the canyon effect felt at the street level assisted by the width of the right-of-way.

The suitability of the lot to accommodate high-rise development is addressed through several policies. The lot is regular in shape, satisfying Policy 1.14, and abuts the public realm on one of its lot lines, partially satisfying 1.15. While the lot area is deficient relative to Policy 1.16, the efficient and compact design of the podium and tower floor plates supports the smaller lot area.

The relationship between the proposal, the Heritage Conservation District, and individually designated properties is addressed in detail in Section 5.4. Through the use of natural stone and brick in the building façade and through the two-storey podium, the materials and height that contribute to the heritage character of the area are respected (Guidelines 1.22 and 1.23).

Section 2 – Built Form

High-rise buildings need to both enhance the pedestrian experience and the image of the community through the expression of the building. The redevelopment of a surface parking lot offers an opportunity to reanimate York Street and improve the pedestrian experience. The glazing and active entrance creates a relationship with the street, in harmony with the context. The middle and top of the tower, through the façade treatments described above, respect and enrich the skyline of the Byward Market.

As a point-style building, the proposed hotel is the preferred form of high-rise development in the guidelines. Substantial attention has been given to the hotel base, given the connection to the pedestrian realm. The podium forms a continuous building edge with the context street wall (Guideline 2.13), and the height of the base is appropriate against Guidelines 2.15 and 2.17. The two and three-storey buildings that



Exhibit M – Street level rendering

form the context to the north and immediate west have been matched through the height of the podium, in keeping with Guideline 2.19.

The Subject Property, and numerous other properties in the Byward Market, is constrained by its lot area and proximity to other buildings. The proposed development cannot comply with the 23 m tower separation distance guideline from the nearby Andaz Hotel and approved 22-storey building at 141 George Street, nor with the minimum 11.5 m lot line setback (Guideline 2.25). The previous 2009 Guidelines also recommended that towers be separated, but such a recommendation was performance based instead of numeric.

The intent of such a separation is to improve privacy, natural light, and other factors. Evaluated against this intent, the 21 m provided from the Andaz Hotel should be sufficient.

The 6 m step back proposed is supported by Guideline 2.29. High quality materials are used for the tower faces (Guideline 2.32), with brick and natural stone used to respect the context of the site. The rooftop treatment is subdued, but the enclosure of mechanical equipment in the penthouse limits a cluttered appearance per 2.36.

Section 3 – Pedestrian Realm

The proposal will strongly benefit the York Street public realm. The introduction of a ground-floor café and hotel lobby will improve the animation of York Street, with extensive glazing used to reveal the building's function (Guideline 3.12). Parking is located underground and loading is accommodated internal to the site, per Guidelines 3.14 and 3.16.

Therefore, the proposed hotel embraces the intent of the Urban Design Guidelines for High-Rise Buildings. The proposal offers a strong opportunity to improve the urban fabric of the Byward Market and to enhance the developing skyline of the area.

6.0 Technical Studies and Plans

Along with this Planning Rationale, the following technical studies and plans have been prepared in support of this application.

1. Concept Plan
2. Survey Plan
3. Building Elevation Drawings
4. Wind Analysis
5. Shadow Analysis
6. Design Brief
7. Cultural Heritage Impact Statement
8. Geotechnical Study
9. Site Servicing Brief
10. Transportation Impact Brief – Screening Form
11. Phase I Environmental Site Assessment

7.0 Summary and Conclusions

1. The proposal conforms to the majority of the provisions of the Zoning By-law, with four deficiencies identified relating to building height, the heritage overlay, and loading;
2. The proposal is consistent with the Provincial Policy Statement;
3. The application is consistent with the Central Area designation and conforms to the relevant provisions the Official Plan;
4. The proposal generally conforms to the Central Area Secondary Plan;
5. The proposal respects the Byward Market Heritage Conservation District Plan and is sympathetic to nearby heritage properties;
6. The hotel has been designed in a manner that respects the Downtown Ottawa Urban Design Strategy, Transit-Oriented Development Guidelines, and Urban Design Guidelines for High-Rise Buildings;
7. The proposed hotel is a strong opportunity to rejuvenate York Street through the redevelopment of the underdeveloped Subject Property; and,
8. The proposal will support the vitality of the Byward Market and downtown Ottawa through the provision of 224 new hotel suites.

Based on the above rationale, this application for Zoning By-law Amendment is appropriate and represents sound and defensible land use planning.

Prepared by;

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