

Backgrounder

October 23, 1998

ACS1998-1301-118

Commercial Parking on Place of Worship Sites

Stationnement commercial sur les terrains des lieux de culte

Issue

- many places of worship in the city offer their parking lots for use by others during weekdays when the lots are largely unused.
- over the last three years, the City has received numerous applications requesting permanent rezonings to permit such use; to date Council has allowed temporary rezonings on a site-specific basis while awaiting the results of a study to evaluate options available.

What's New

- City staff recommend to Council an option which would continue to require site-specific rezonings to permit commercial parking on place of worship sites, subject to regulations which would be standardized in the *Zoning by-law, 1998*.
- commercial parking would be prohibited if the place of worship has a shared parking arrangement with other on-site uses
- only the following off-site uses would be allowed, subject to zoning regulations: ecclesiastical residences, parks, schools, daycares, day hospices, offices, laboratories, computer/data centres, cemeteries and court houses. These off-site uses would have to meet the minimum required number of parking spaces on their own sites, pursuant to the zoning by-law.

Impact

- allowing places of worship to use their parking lots in this way will not only serve as a source of extra revenue for these institutions but will likely decrease the on-street traffic generated by those who would have few other parking options.
- the recommended cap on commercial parking will provide ample opportunity for commercial parking while requiring an upset limit to ensure against overflow onto streets
- granting site-specific rezonings on a permanent basis will obviate the need to raise the issue on each site and will eliminate potential appeals to the Ontario Municipal Board every three years when the temporary rezoning expires.
- the requirement for site-specific rezonings coupled with the need for a yearly license will help to ensure that parking regulations on these sites are met.

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City of
Ville d' **Ottawa**

October 23, 1998

ACS1998-1301-118

PD1B0251

(File: OZS96-003)

Department of Urban Planning and Public
Works

Ward/Quartier

City Wide

- Planning and Economic Development
Committee / Comité de l'urbanisme et de
l'expansion économique
- City Council / Conseil municipal

Action

Commercial Parking on Place of Worship Sites

Stationnement commercial sur les terrains des lieux de culte

Recommendation

That an amendment to the *Zoning By-law, 1998*, be APPROVED, as detailed in Document 1.

October 26, 1998 (11:07a)

E. M. Robinson
Commissioner of Urban Planning and Public
Works

ED:ed


Contact: Elizabeth Desmarais - 244-5300 ext. 1-3503

October 26, 1998 (2:24p)

Approved by
John S. Burke
Chief Administrative Officer

Financial Comment

The additional revenue generated from licensing commercial parking on Places of Worship is expected to be insignificant. Property taxation of commercial parking on Places of Worship will not measurably increase the tax base.


October 26, 1998 (10:01a)

for Mona Monkman
City Treasurer

BH:ari

Executive Report

Reasons Behind Recommendation

Background

Numerous applications have been submitted over the last three years requesting permanent rezonings to permit place of worship parking lots to be used to serve uses located on other sites. To date, City Council has permitted temporary rezonings on a site-specific basis, to allow the lots to be used for parking purposes by off-site uses. The reason for the granting of temporary rezonings, rather than permanent ones, was to permit the commercial use of the parking lots while awaiting the outcome of this study.

In light of the interest in this issue, this study was undertaken to determine whether and under what circumstances, commercial parking on place of worship parking lots might be warranted. The study evaluates options for the efficient use of existing place of worship parking lots, while recognizing the need for the parking to continue to be made available on-site for the principal institutional use.

Research undertaken for this study included: a questionnaire which was sent to all places of worship in the city, outside of the Central Area, to gauge the current level of use of the parking lots for commercial parking purposes, and the demand for such parking (See Document 2); extensive site visits to over sixty-five places of worship during the month of June 1998; on-site parking counts undertaken by the Department in July 1998 (see Document 3); and circulation of a discussion paper detailing four zoning options to all community associations and places of worship in the city, with a request for written comments.

The City's Official Plan does not contain any policies specific to the issue of commercial parking on place of worship sites. However, Section 7.8.2. d) indicates that Council will give consideration to reducing parking requirements in mixed-use developments. Though this study does not entail consideration of mixed-use development (multiple uses on one lot sharing a parking facility), this Official Plan policy indicates Council's recognition of and consideration

of the concept of different uses sharing parking spaces. The idea inherent in these provisions is to facilitate the most efficient use of parking facilities and to avoid the creation of more parking than is actually necessary.

Part III of the *Zoning By-law, 1998* details the required parking standards for land uses, including the minimum parking space requirements, minimum required aisle and parking width and length, amongst other regulations. Table 53 establishes the minimum parking space standard for places of worship at 10 spaces per 100 square metres of gross floor area. The *Zoning By-law, 1998* does not address the concept of commercial parking by off-site uses on institutional sites.

The majority of place of worship properties have been zoned Minor Institutional (I1), although some sites which are located within commercial strips are zoned Neighbourhood Commercial (CN), General Commercial (CG) or District Linear Commercial (CD). The City's Official Plan requires that institutional sites must now be in institutional, rather than in residential, zones. Having been permitted historically in residential zones, explains in part, why the vast majority of places of worship are located within residential neighbourhoods on local roads.

Zoning-related Parking Issues on Place of Worship Sites

1. Adequate parking and efficient use of parking lot

The most significant issue with respect to place of worship parking lots is that there must be adequate space available for clergy, employees, worshippers and other users of the place of worship facility. Though the frequency of use and the practice of faith differs, the main trend is that each place of worship makes use of its site primarily on weekends, and at night. Services are held primarily on Sundays, but also occur on Saturday and Friday. In addition, events and festivities are often held during the week, though these are less frequent and there is not any one week day or time of day during which these events are held. Special events are of a short duration during the day, and need only use the parking lot for a specified period of time (usually less than two hours). Evening use of the place of worship buildings varies, and may consist of worship-related as well as unrelated activities such as group meetings, classes, bingos, bridge, charities, and youth groups.

Because the parking lots exist and are left unused throughout most of the weekdays, many places of worship, either formally through temporary rezonings or informally through lease, rental or other arrangements, pursue the use of their parking spaces for uses located on other lots. By permitting a number of spaces to be used by others, the places of worship generate revenue and permit a more efficient use of their land. In so doing, they are often decreasing the on-street traffic generated by those who would have few other parking options.

The Department undertook on-site parking counts of nine specific places of worship, at two hour intervals on Friday July 10, Saturday July 11 and Sunday July 12, 1998. The results of the counts, noted in Document 3, include the following:

- ▶ because the counts were taken during summer months, a factor of 20% was added to the results to account for those vacationers who otherwise might have attended the place of worship or used the parking lot while at an off-site use. The 20% factor is

shown on Document 3 as shaded columns. Even with the 20% factor, the statistics indicate the general underuse of the parking lots, both during the week and on the weekend.

- ▶ there are only two instances, both on Sunday, where the on-site parking demand exceeded the supply.
- ▶ three of the nine places of worship had their highest parking usage on Friday, with their parking rates ranging from 37% to 50% (actual count). Note that the site with the 50% usage is one of the places of worship which currently has a temporary site-specific zoning to permit the commercial use of its parking lot. A second of the three sites has a sign indicating that parking spaces are available for rent.
- ▶ Friday usage ranged from 3% to 50% (actual), with an average of 20.5% (actual) or 24.6% (20% increase factor).
- ▶ Saturday usage ranged from 0% to 30% (actual) with an average of 13% (actual) or 15.6% (20% increase factor)
- ▶ Sunday usage was the highest with a range of 0% to 120% (actual) with an average of 55% (actual) or 66% (20% increase factor)

2. Municipal Zoning Requirements

Place of worship parking lots are not considered to be a principle use but rather an accessory use to the permitted place of worship. However, once any number of spaces are proffered to the public for compensation, such parking lots become commercial parking lots.

While it may be feasible to consider the use of place of worship parking lots for commercial parking purposes, the minimum number of parking spaces required pursuant to the *Zoning By-law, 1998* should continue to apply and to be met, except where the use is “grandfathered” and existed prior to the zoning by-law parking requirements. As such, the intent of this study is not to suggest any decrease in the required minimum number of parking spaces, but rather to consider whether those required parking spaces may be used by others at off-peak, low demand times.

In addition, though it may be feasible to have off-site uses utilize the place of worship for parking purposes, it would not exempt those uses from having to meet the minimum required number of parking spaces on their own sites, pursuant to Section 41 of the *Zoning By-law, 1998*.

It must be noted that the parking lot would not be permitted without the existence of the place of worship, which it is intended to serve. If the place of worship is removed, the parking lot may not continue as a stand-alone use, as it is not permitted in the Minor Institutional zone. Stand-alone parking lots also are not permitted in the General Commercial (CG) zone, but they are permitted in the Neighbourhood Commercial (CN) and District Linear Commercial (CD) zones. There are few places of worship in the latter two zones, and of these, few have any or adequate on-site parking.

3. Location

The vast majority of places of worship are either located on, or their parking lots are accessed by, local roads. Those few sites with access from arterial and major collector roads often have no on-site parking, and rely on on-street parking and alternate modes of transportation for their worshippers.

The majority of the sites are surrounded by medium- or high-density residential uses, commercial, institutional or open space uses. Few places of worship are located immediately adjacent to low-density residential development.

Access to the properties is of importance, as in some instances cars must drive through a residential neighbourhood to enter and exit the site.

4. Size of place of worship parking lots

The size and design of the parking lots varies greatly across the city, with the larger parking lots located outside the inner urban area. It is interesting that many places of worship have little (less than 10) to no on-site parking. In these instances, on-street parking and other modes of transportation must be relied upon to meet the demands imposed by those attending the sites, and yet these places of worship have existed for years and continue to be used for worship, events, ceremonies and other activities.

5. Complementary uses

In considering whether to permit commercial parking on place of worship sites, it is important to consider what types of off-site uses would have parking needs which would not conflict with the high-peak high-demand parking times (at night and on weekends) of these institutional uses. Important factors to consider are the duration of the parking and the times when the parking spaces would be used. It should be noted that municipal councils do not have the authority to impose regulations which restrict a use to a particular time, day or frequency of use.

Those uses which would appear to conflict with the parking demands of the places of worship include:

- residential uses - as the parking needs of the residents' vary, and include long term, high-demand at night and on weekends
- retail uses - as the parking needs vary, include high-demand at night and on weekends, and because of the high-turnover of customers throughout the day which creates a steady flow of traffic in the neighbourhood
- "entertainment" uses, including restaurants, movie theaters, hotels - as the parking needs of the customers coincide with the high-peak, high-demand parking usage of place of worship sites and because of the high-turnover of customers which creates a steady flow of traffic in the neighbourhood throughout the day and evening

- certain institutional uses such as community centres, libraries, hospitals and medical clinics which also make use of their sites in the evenings and on weekends
- industrial uses, other than for employees' cars, as the parking of heavy vehicles is inappropriate on place of worship sites

Those uses which would appear to complement the parking demands of the places of worship include:

- ecclesiastical residences
- leisure and open space uses, such as parks
- some institutional uses, such as schools, daycares, day hospices, cemeteries, because of the long-term parking needs by staff and users during the day, and greatly reduced at night, with limited use on weekends
- office-type uses because of the long-term parking needs during the day, and not at night and on weekends

Other Parking Issues on Place of Worship Sites

1. Licensing

Once there is public use of a parking lot for compensation, that parking lot becomes a commercial venture. The City Licensing By-law No. L-6 requires that a "public garage", which includes within its definition a parking lot, be licensed. The 1998 yearly licensing fee is \$85.00, plus a \$30.00 initial processing fee. Subsequent license renewals are required on a yearly basis at a cost of \$30.00.

Any place of worship which rents or leases any one or more parking spaces would be required to be licensed. Informal shared parking arrangements, where there is no compensation, would be exempt from a license. Two respondents indicated that they do not "charge rent", but receive monetary "donations" in exchange for permission to park on their lots, and do not consider the use of their parking as a commercial venture, but rather as a form of "fund-raising". However, as noted, any exchange of money for permission to park results in the creation of a commercial parking lot, pursuant to Licensing By-law No. L-6.

2. Property Taxation

Properties are assessed by the provincial government based on the land uses contained thereon. Places of worship are exempt from property taxes, though any other land use which is undertaken on a place of worship site, such as a residence, is assessed and subject to applicable taxation. If a portion of any use's, including a place of worship's, parking lot is utilized not only as an accessory use but as a commercial one, that portion of the parking lot which is rented or leased is subject to property tax assessed at a commercial mill rate.

Recommended Zoning Strategy

The Discussion Paper presented four zoning options as possible methods of regulating the commercial use of place of worship parking lots, as follows:

1. Option 1 would permit commercial parking on place of worship sites without the need for a rezoning, subject to the following regulations:
 - ▶ commercial parking is prohibited if the lot containing the place of worship abuts R1 or R2 zones;
 - ▶ commercial parking is prohibited if the place of worship has a shared parking arrangement with other on-site uses.
2. Option 2 is a continuation of the current process, by reviewing each place of worship request to permit commercial parking on a site-specific basis. Site-specific rezonings could be undertaken either on a temporary or a permanent basis.
3. Option 3 would permit commercial parking on place of worship sites without the need for a rezoning, subject to the following regulations:
 - ▶ commercial parking is prohibited if the lot containing the place of worship abuts the R1 or R2 zones;
 - ▶ commercial parking is prohibited if the place of worship has a shared parking arrangement with other on-site uses;
 - ▶ only the following off-site uses would be permitted to make use of the place of worship parking lot, subject to the zoning regulations presented under this option: ecclesiastical residences, parks, schools, daycares, day hospices, offices, laboratories, computer/data centres, cemeteries and court houses; and
 - ▶ no less than 20 parking spaces must be reserved at all times for the place of worship use.
4. Option 4 would require site-specific rezonings subject to a standardized set of zoning regulations which would be placed in the General Provisions of the *Zoning By-law, 1998*, including:
 - ▶ commercial parking would be prohibited if the place of worship has a shared parking arrangement with other on-site uses;
 - ▶ only the following off-site uses would be permitted to make use of the place of worship parking lot, subject to the zoning regulations presented under this option: ecclesiastical residences, parks, schools, daycares, day hospices, offices, laboratories, computer/data centres, cemeteries and court houses; and
 - ▶ no less than 20 parking spaces must be reserved at all times for the place of worship use.

Note that Options 3 and 4 are similar except that site-specific rezonings would continue to be required in the case of Option 4.

Regardless of the Option chosen, three regulations must be included in the zoning by-law:

- ▶ the zoning by-law must indicate that the required place of worship parking spaces may be used so that there is no confusion or interpretation that it is only spaces which are in excess (i.e. additional or “provided” parking) of the required amount which may be utilized by off-site uses;
- ▶ the zoning by-law must include a clause to the effect that a “parking lot” (i.e. a commercial venture) is permitted in association with a place of worship use. (“Parking lot” is defined in the *Zoning By-law, 1998* as a “lot or other place used for the temporary parking of four or more passenger vehicles”). This will enable commercial parking on place of worship sites by off-site uses despite the fact that a “parking lot” is not a permitted use in the Minor Institutional and General Commercial zones; and
- ▶ the zoning by-law must include a clause to the effect that those off-site uses permitted to make use of place of worship parking spaces would not be exempt from having to meet the minimum required number of parking spaces on their on sites, pursuant to Section 41 of the *Zoning By-law, 1998*.

Comments received seemed to focus on the regulations themselves, with few choosing a preferred option. Nevertheless, of those who chose an option, the preference was for Option 4.

Most of the respondents favoured the site-specific rezoning approach which permits public input and Council consideration on a case-by-case basis, which may address unique circumstances associated with the zoning of the site and surrounding land uses, with but one respondent stating that temporary, rather than permanent, rezonings only should be considered.

Respondents supported the identification of, and the regulation to restrict commercial parking to, complementary uses only, with one respondent noting concern with the enforcement of this regulation. One respondent requested that university be added to the list of uses which may use place of worship parking lots. In reconsidering whether university is an appropriate use, the Department recognizes that while there may be on-street parking demands by users of universities, the use is not considered to be complementary as its facilities are used nights and weekends, and there is a high-turnover of traffic throughout the day associated with such use. Therefore, it is not recommended that a university be considered an appropriate use to utilize place of worship parking lots.

Opinion varied as to whether to support a regulation which would prohibit commercial parking on place of worship sites which abut the R1 and R2 zones. Note that only those options which do not result in the need for a rezoning to permit commercial parking proposed a prohibition on lands abutting the low density residential zones. There is no need to set a standard prohibition on the use of lands abutting the R1 or R2 zones, in the case of site-specific rezonings, as each rezoning would be subject to the public review process, including the appeal process. Moreover,

any rezoning request may consider a change to any zoning regulation contained within the zoning by-law, and therefore such a regulation could be modified or deleted through any site-specific rezoning. Given the ineffectiveness of such restriction, and the fact that there is site-specific public review, a regulation to prohibit the use on lands abutting the R1 and R2 zones is neither necessary nor effective.

Finally, there was wide support for placing a limit on the number of parking spaces, though opinion varied as to how to impose such a regulation. While one respondent clearly opposed the regulation of a minimum of 20 spaces to be reserved solely for church purposes at all times, one felt that a maximum number of spaces should be permitted to be used for commercial parking. Two respondents felt that using a percentage would be better as one standard figure might be too high in one instance, and too low in another instance.

Preferred Option

Staff recommend a revised Option 4 which would continue to require site-specific rezonings to permit commercial parking on place of worship sites, subject to regulations which would be standardized in the General Provisions Section of the *Zoning by-law, 1998*. The one change would be to replace the proposed minimum 20 spaces, with a minimum of 35% of the parking space which must be reserved for place of worship purposes at all times. The minimum 35% corresponds to the largest average amount of parking found to be needed on a Sunday, as observed through the parking count study. The recommended cap on commercial parking will provide ample opportunity for commercial parking, while requiring an upset limit to ensure against overflow onto streets. The cap also ensures that there will remain at least 35% of the spaces for use by the place of worship, and does not preclude any small parking lots from having a portion available for commercial use.

It is further recommended that site-specific rezonings, where deemed appropriate, be granted on a permanent, and not on a temporary, basis. To continue with temporary rezonings means that the issue will continue to be raised on each site, and the use will be subject to the potential appeal process to the Ontario Municipal Board every three years when the temporary rezoning expires. If commercial use of a place of worship site is appropriate and is regulated properly in the zoning by-law to minimize disruption to a neighbourhood, then it is appropriate that permanent rezonings to permit the use should be granted.

There are many advantages to the introduction of city-wide zoning provisions applied on a site-specific basis to regulate this use, including:

- ▶ a strategic approach is adopted based on the trends identified with the use;
- ▶ each site-specific rezoning would be subject to the same set of standardized regulations;
- ▶ public process and consideration continues on a site-specific basis which could address unique circumstances associated with the zoning of the site and surrounding land uses;
- ▶ additional zoning regulations could be included and tailored to the specific site;

- ▶ there is no need to set a standard prohibition on the use on lands abutting the R1 or R2 zone, as each rezoning would be dealt with through site-specific review and public process;
- ▶ prohibiting commercial parking on lands already the subject of shared parking is reasonable as any additional parking would create overflow and is unlikely to be desirable to places of worship in any event;
- ▶ placing a cap on the total amount of commercial parking, by requiring that a minimum of 35% of the spaces be reserved solely for place of worship purposes at all times, will ensure that there is adequate space left for place of worship staff and functions, and will also control the maximum amount of commercial parking;
- ▶ restricting the types of off-site uses which may utilize the place of worship sites to those which have primarily long-term, weekday parking needs ensures that the resultant traffic is low and potential parking conflicts are minimized;
- ▶ because of the standardized set of regulations, site-specific rezonings could be handled on a permanent, rather than temporary basis, as both strategic and site-specific issues would be addressed.

As noted in the Discussion Paper, enforcing the 35% minimum number of spaces to be reserved for the sole use of the place of worship, as well as restricting the types of uses which may make use of parking on the site may be difficult to enforce. Nevertheless, the Department does not believe this to be of great concern, as the requirement for site-specific rezonings coupled with the requirement for a yearly license will assist in ensuring that the regulations are met.

Consultation

The Licensing, Transportation and Parking Branch of the Department of Urban Planning and Public Works was contacted regarding the licensing of places of worship and the interpretation of a “parking garage” as defined and regulated under the City’s Licensing By-law No. L-6. In addition, the said Branch undertook the parking counts on nine places of worship in July, 1998. The results of both the licensing and the parking counts are addressed in the body of this report, and were made known to the public and the place of worship operators through the Discussion Paper.

Public consultation included the mailing of a questionnaire to all places of worship in the city, located outside of the Central Area, to gauge the amount of and demand for commercial parking on their parking lots; and the distribution of a Discussion Paper to all community associations and places of worship with a request for written comments on the four presented zoning options. There were 12 respondents to the Discussion Paper. Most of the comments received have been incorporated into the body of the report. The remaining comments are discussed in Document 4.

Disposition

Department of Corporate Services, Statutory Services Branch to notify Regional Municipality of Ottawa-Carleton, Development Approvals Division, of City Council's decision.

Office of the City Solicitor to forward implementing by-law to City Council.

Department of Urban Planning and Public Works to prepare and circulate the implementing zoning by-law.

List of Supporting Documentation

Document 1	Details of Recommended Zoning
Document 2	Commercial Parking on Place of Worship Properties
Document 3	Percentage Occupancy of Place of Worship Parking Lots
Document 4	Consultation Details

Part II - Supporting Documentation

Details of Recommended Zoning

Document 1

That the General Provisions Section be amended to introduce standards which would be applied in the case of site-specific rezonings to regulate parking by off-site uses on lots developed with places of worship:

The following is permitted through site-specific rezonings only:

1. Parking that is not required for, and is not accessory to a place of worship, is permitted on the same lot as, and in a zone where a place of worship is a listed permitted use, and where a parking lot is not listed as a permitted use;
2. Both the required and provided place of worship parking spaces may be used as parking spaces by off-site uses;
3. A minimum of 35% of the place of worship parking spaces must be reserved at all times for the sole use of the place of worship.
4. Only the following uses, located on a lot separate from the place of worship lot, may utilize parking spaces in a place of worship parking lot:
 - ▶ ecclesiastical residence
 - ▶ park
 - ▶ school
 - ▶ daycare
 - ▶ day hospice
 - ▶ office
 - ▶ laboratory
 - ▶ computer/data centre
 - ▶ cemetery
 - ▶ court house
5. The uses listed in 4. are not exempt from having to meet the minimum required number of parking spaces, as detailed in part III of the *Zoning By-law, 1998*, on site, pursuant to Section 41 of the *Zoning By-law, 1998*.
6. Parking is prohibited by any use located on a lot separate from the place of worship lot if there is any other use, other than an ecclesiastical residence, located on the same lot as the place of worship

QUESTIONNAIRE RESULTS**Total Number of Respondents: 87 or 54%**

3. Has your institution ever permitted its on-site parking spaces to be used, rented or leased by uses located on other lots?

YES 36% NO 53%

N/A 2% No on-site parking 9%

4. Has any individual, business, institution, organization or other similar type of group ever approached your institution with a request to use, rent or lease one or more of the parking spaces on your site?

YES 46% NO 40%

N/A 2% No on-site parking 9%

Not answered 2%

5. Are some or all of your parking spaces currently being used, rented or leased by uses located on another lot?

YES 25% NO 61%

N/A 2% No on-site parking 9%

Not answered 2%

4. IF YES, we would appreciate knowing the total number of parking spaces your site contains, as well as the total number of spaces being used, rented or leased:

TOTAL NUMBER OF PARKING SPACES See next page for results

TOTAL NUMBER OF PARKING SPACES USED, RENTED OR
LEASED BY USES LOCATED ON ANOTHER LOT See next page for
results

Results of Question 4 varied, as expected. Information obtained indicates that there is no average percentage of parking spaces which are being used by off-site uses. The percentages varied from 11% to 100%.

Finally, many respondents included written comments in their returns. Noted below are these comments:

- makes informal arrangements for parking on other lots during worship period
- has been approached but no available space as community centre always booked with functions
- [The place of worship] parking lot is operated as a licensed business
- grants requests for parking free of charge
- informally used by abutting commercial use
- often needs to use parking on adjacent lot, as has inadequate parking on-site
- two respondents have reciprocal arrangement, wherein uses adjacent lot for overflow parking during worship, and permit adjacent uses to use their lots at low peak demand times
- would be pleased to be able to rent its parking spaces
- from 8:00 a.m .to 5:00 p.m weekdays, the place of worship does not use approximately 70 of its 100 spaces
- the place of worship permits parking by off-site uses, with the only formality being written permission (no fee or lease)
- one place of worship is constantly encroached by employees of a nearby institutional use
- one place of worship has inadequate parking and is seeking to be able to use space off-site for worshipers' parking needs

Percentage Occupancy of Place of Worship Parking Lots

Document 3

Document 3 - Percentage Occupancy of Place of Worship Parking Lots

Friday, July 10, 1998

Location	Total Spaces	Cars	% Occupancy	% Occupancy + 20%	09:00 AM	11:00 AM	01:00 PM	03:00 PM
1 Temple of Israel	41	1	2.4%	2.4%	1	34	0	0
2 Greek Orthodox Church	75	35	46.7%	56.0%	83	83	24	35
3 St. Peter St. Paul	176	83	47.2%	55.6%	7	7	73	77
4 Salvation Army - Woodroffe Templ	48	6	12.5%	15.0%	0	0	6	0
5 Saint Remi	113	0	0.0%	0.0%	41	0	0	4
6 St. Joseph's	111	32	28.8%	34.6%	2	2	30	20
7 Calvary Baptist	27	2	7.4%	8.9%	1	1	2	2
8 Rideau Park United	25	4	16.0%	19.2%	3	3	3	2
9 Britannia United	54	1	1.9%	2.2%	0	0	0	1

Saturday, July 11, 1998

Location	Total Spaces	Cars	% Occupancy	% Occupancy + 20%	09:00 AM	11:00 AM	01:00 PM	03:00 PM
1 Temple of Israel	41	0	0.0%	0.0%	12	0	0	4
2 Greek Orthodox Church	75	1	1.3%	1.6%	14	6	5	8
3 St. Peter St. Paul	176	4	2.3%	2.7%	0	0	4	3
4 Salvation Army - Woodroffe Templ	48	5	10.4%	12.5%	0	0	0	0
5 Saint Remi	113	0	0.0%	0.0%	0	0	0	0
6 St. Joseph's	111	1	0.9%	1.1%	2	8	8	1
7 Calvary Baptist	27	2	7.4%	8.9%	8	3	3	2
8 Rideau Park United	25	1	4.0%	4.8%	2	1	1	4
9 Britannia United	54	0	0.0%	0.0%	0	0	0	1

Sunday, July 12, 1998

Location	Total Spaces	Cars	% Occupancy	% Occupancy + 20%	09:00 AM	11:00 AM	01:00 PM	03:00 PM
1 Temple of Israel	41	0	0.0%	0.0%	0	0	0	0
2 Greek Orthodox Church	75	8	8.0%	9.6%	7	52	2	2
3 St. Peter St. Paul	176	2	1.1%	1.4%	48	48	3	1
4 Salvation Army - Woodroffe Templ	48	0	0.0%	0.0%	25	0	2	1
5 Saint Remi	113	82	72.6%	87.1%	10	10	6	0
6 St. Joseph's	111	28	25.2%	30.3%	22	22	10	9
7 Calvary Baptist	27	3	11.1%	13.3%	4	4	7	5
8 Rideau Park United	25	30	120.0%	144.0%	31	31	7	9
9 Britannia United	54	0	0.0%	0.0%	0	0	0	0

As noted in the body of the report, a questionnaire was mailed to all places of worship seeking information on the need and demand for commercial parking, a summary of responses of which is attached as Document 2. In addition, a Discussion Paper summarizing the issue and detailing four zoning options was mailed to all places of worship as well as to all community associations with a request for written comments.

Below are comments made which have not been responded to in the body of the report, but which are dealt with herein.

- Comment: A place of worship whose parking abuts an R1 or R2 should not be permitted to request a site-specific rezoning
Response: No landowner may be prohibited from applying for a rezoning, pursuant to their rights under the *Planning Act, 1990*.
- Comment: The 20% increase factor attached to the engineering statistics is indefensible.
Response: The 20% increase factor is considered to be a reasonable increase and represents one-fifth of the population which may be on holiday during a summer weekend.
- Comment: How is Section 7.1.4 of the Official Plan dealt with in view of this study - the policy states that City Council “support[s] the Regions’s desired transit ridership for peak hour traffic by establishing parking standards in the comprehensive zoning by-law which restrict and limit the amount of long-term parking”.
Response: The purpose of this study is not to recommend any change to any of the parking rates, and indeed notes that where commercial parking may be permitted through site-specific rezoning, that the existing required place of worship parking spaces may be used. The recommendation of this study is meant to promote the efficient use of existing, underutilized place of worship parking lots while helping to alleviate on-street parking concerns. Efficient use of land and alleviation of on-street parking are Official Plan policies.
- Comment: Concerned with the effect of commercial taxation for that portion of lands which would be used for commercial parking. There is no point in allowing places of worship to use parking lots to raise funds if proceeds then disappear in taxes.
Response: Taxation is based on provincial assessment and is outside of the mandate of a municipal zoning by-law. Regardless of whether a site is zoned for commercial use (in this instance, for a commercial parking lot), if the province determines that there is a commercial activity on the site, then the commercial mill rate is applicable.
- Comment: Report should address the minimum number of disabled parking spaces, as well as ensure that the parking lot revenue collection method does not preclude its use by the disabled.
Response: The City’s Traffic and Parking By-law, and not the zoning by-law, establishes the regulations for parking spaces for the disabled.

- Question: Are multi-level car parks included or excluded from the definition of parking lot? Would these be allowed on place of worship parking lots?

Response: Any land use may have a parking garage on its lot, provided it conforms with applicable zone regulations (e.g. setbacks, height, etc.). As such, a place of worship may have one regardless of whether the parking would be solely accessory to the use, or would be both accessory and commercially-used.