

April 1, 1999

ACS1999-PW-PLN-0001
(File: OZP1998/016)

Department of Urban Planning and Public
Works

Ward/Quartier
OT4 - Rideau

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

Action/Exécution

Zoning - 1161 River Road

Zonage - 1161, chemin River

Recommendations

1. That the application to amend the *Zoning By-law, 1998*, as it applies to the lands affecting 1161 River Road as shown on Document 4, to allow a parking lot on a permanent basis up to a maximum of 175 parking spaces, be REFUSED.
2. That an amendment to *Zoning By-law, 1998*, as it applies to the I1[599] zone designation for the lands affecting 1161 River Road as shown on Document 4, to allow parking as detailed in Document 3, be APPROVED.
3. That an amendment to Zoning By-law Number Z-2K, from P to P-x, as it applies to the lands affecting 1161 River Road as shown on Document 5, to allow parking as detailed in Document 3, be APPROVED.



April 8, 1999 (2:25p)

Edward Robinson
Commissioner of Urban Planning and Public
Works

DC:dc

Contact: John Moser - 244-5300 ext. 1-3860



April 8, 1999 (4:15p)

Approved by
John S. Burke
Chief Administrative Officer

Financial Comment

N/A



April 8, 1999 (12:57p)

for Mona Monkman
City Treasurer

CP:ari

Executive Report

Reasons Behind Recommendations

Recommendation 1

The recommendation of refusal to amend the *Zoning By-law, 1998*, to allow a parking lot up to a maximum of 175 parking spaces, is based on the following:

The Department of Urban Planning and Public Works conducted a study in 1998 titled "*Commercial Parking on Place of Worship Sites*" to determine whether and under what circumstances parking on place of worship sites might be warranted. On November 10, 1998, the Planning and Economic Development Committee approved the Department's recommendation for site-specific rezonings where public input and City Council consideration, on a case-by-case basis, would address the unique circumstances associated with the zoning of the site and surrounding uses. By-law Number 6-99 was enacted by City Council at its meeting of January 20, 1999, and then included in the *Zoning By-law, 1998*, as Sections 37c and 37d.

If the place of worship was able to lease all of the available spaces on site, there would not be enough parking for their use and the vehicular traffic volumes would increase on residential streets. At present, the latest Site Plan Control Approval for the subject site indicates that 175 parking spaces are available. Based on calculations using the formulae in Section 37d of *Zoning By-law, 1998*, a total of 40 parking spaces must be reserved at all times for the sole use of the place of worship and the remaining 135 can be used by the R.C.M.P. employees.

Recommendation 2

Official Plan

The Regional Municipality of Ottawa-Carleton's Official Plan designates the subject lands as "General Urban Area". The Planning and Development Approvals Department of the Region has informed us that they do not have any comments regarding the proposal.

The City's Official Plan designates the subject property as "Residential Area". This designation permits a variety of residential and limited non-residential uses. Reference is made to Policy 3.6.2 e) which states in part that City Council may consider 'limited' non-residential uses in the Residential Area designation provided that:

- i) such locations are isolated from, or at the periphery of, existing concentrations of residential development;
- ii) such uses are located on a major collector or arterial roadway; and
- iii) the proposed use is compatible with existing residential uses.

Although the vehicular access to the site is exclusively from River Road which is a local road, the subject site is isolated and located at the periphery of an existing residential area.

As indicated in the report approved by City Council on October 4, 1995, which allowed a public parking area for a temporary period ending on December 1, 1998, a parking lot use may be considered under the Temporary Use provisions of the Official Plan and the Planning Act for periods of up to a maximum of three years. Such uses may be permitted upon careful consideration by City Council based on the need and appropriateness of temporary parking and the assurance that the objectives and policy direction of the Official Plan are not adversely affected by the temporary use. In 1995, the Department recognized that the Sts. Peter & Paul Church depended upon the revenue generated from the parking and accordingly recommended approval to permit parking for the uses located in the abutting G(1.0) zone for a temporary period of time ending on December 1, 1998. The temporary period would also provide sufficient time for the Church to re-examine alternative means to generate funds and address stormwater management, drainage and other Site Plan Control issues.

It is also important to note that the 1995 report indicated that the Department would not support any further extension beyond the recommended time period given the following:

- i) alternative on-site parking is readily available on the R.C.M.P. site;
- ii) the Official Plan designates Queen Mary Street and River Road as local roads which generally carry less traffic than what these streets are experiencing as a result of the additional traffic accessing this parking lot; and,
- iii) traffic volumes along Queen Mary Street and River Road are in excess of what is generally accepted in a residential area (see Traffic Volumes below). [Official Plan Policy 7.5.2 a)iv) has a corresponding peak hour traffic volume permitting approximately 100 vehicles per hour on a local road (ie. River Road) which is now exceeded. The noted policy is considered to be a City Council approved guideline].

Notwithstanding the above-noted, the Department of Urban Planning and Public Works has since conducted a study (1998) titled "*Commercial Parking on Place of Worship Sites*" to determine whether and under what circumstances parking on place of worship sites might be warranted. On November 10, 1998, the Planning and Economic Development Committee approved the Department's recommendation for site-specific rezonings where public input and City Council consideration, on a case-by-case basis, would address the unique circumstances associated with the zoning of the site and surrounding uses.

At present, the latest Site Plan Control Approval for the subject site indicates that 175 parking spaces are available. Based on calculations using the formulae in Section 37d of *Zoning By-law, 1998*, a total of 40 parking spaces must be reserved at all times for the sole use of the place of worship and the remaining 135 could be used by the R.C.M.P. employees.

Traffic Volumes

On Thursday, October 22, 1998, the Licensing, Transportation and Buildings Branch conducted a survey of traffic volumes on River Road (south of Prince Albert Street). The survey revealed that the parking lot was used primarily by R.C.M.P. employees who contribute to approximately 25-33% of the total traffic volume on River Road (south of Prince Albert Street) during the peak-periods (see *Table 1* on Document 5).

Based on the “*Commercial Parking on Place of Worship Sites*” study, and on the traffic impact study which has determined that only 25-33% of the total traffic volume on River Road (south of Prince Albert Street) is generated by the users of the church parking lot during the peak-periods, it is the position of the Department that the continuance of parking lot use is appropriate and should be permitted on a permanent basis.

Recommendation 3

As Committee and Council are aware, the *Zoning By-law, 1998*, has been appealed to the Ontario Municipal Board, although no sections pertinent to this site nor the proposed land use have been appealed. It is expected that the new zoning by-law will be in force, save and except for appealed portions, by the spring of 1999. Until then, the most restrictive Zoning By-law applies. In the case of the subject property, both Zoning By-law Number Z-2K and *Zoning By-law, 1998*, do not permit the proposed use. As such, it is also necessary to amend Zoning By-law Number Z-2K to correspond with the amendment of the *Zoning By-law, 1998*.

Environmental Impact

A Municipal Environmental Evaluation Process (MEEP) checklist was completed and no environmental impacts were identified by the applicant.

Consultation

Twenty responses were received as a result of the posting of an on-site information sign and notification sent to the concerned community groups and area residents. Five are in favour and fifteen are opposed to the proposal for the following reasons:

- ▶ increase of traffic volumes in residential neighbourhood;
- ▶ excessive speeding of users;
- ▶ the new traffic signs installed as a result of the report entitled “Traffic - River Road - Donald Street Assessment” are not respected;
- ▶ additional vehicles travelling through neighbourhood create unnecessary air pollution and noise;
- ▶ not an appropriate use;

- ▶ R.C.M.P. Headquarters site has the available land and parking spaces including excellent public transportation along Vanier Parkway;
- ▶ revenues from commercial parking should not be at the expense of the neighbourhood;
- ▶ goes against the City's Official Plan (providing parking discourages incentives for car pooling / cycling to work / transit ridership).

Disposition

Department of Corporate Services, Statutory Services Branch to notify the agent (Joseph Y. Obagi, c/o Cooligan Ryan, 1100-200 Elgin Street, K2P 1L5), the Corporate Finance Branch, Revenue Section, Assessment Control Supervisor and the Regional Municipality of Ottawa-Carleton, Plans Administration Division, of City Council's decision.

List of Supporting Documentation

Document 1	Explanatory Note - Amendment to <i>Zoning By-law, 1998</i>
Document 2	Explanatory Note - Amendment to Zoning By-law Number Z-2K
Document 3	Details of Recommendations
Document 4	Location Map - <i>Zoning By-law, 1998</i>
Document 5	Location Map - Zoning By-law Number Z-2K
Document 6	Municipal Environmental Evaluation Process (MEEP) Checklist - (on file with City Clerk)
Document 7	Consultation Details

Part II - Supporting Documentation

Explanatory Note - Amendment to Zoning By-law, 1988

Document 1

EXPLANATORY NOTE TO BY-LAW NUMBER ____ -99

By-law Number _____ amends *Zoning By-law, 1998*, the City's Comprehensive Zoning By-law. This amendment affects the zoning of the site occupied by the Sts. Peter & Paul church and rectory. The site is known municipally as 1161 River Road and is located at the extreme south end of River Road, just north of the Royal Canadian Mounted Police (R.C.M.P.) Headquarters. This amendment is intended to permit the continuance of parking lot use on place of worship site on a permanent basis.

Current Zoning

The current zoning of the subject property, I1[599], is a Minor Institutional Zone that permits a range of neighbourhood-serving and institutional uses including community centre, day care, library, place of worship. Exception number [599] permits the additional parking lot use (with certain provisions) for a temporary period of time which expired on December 1, 1998. The current zoning was enacted by City Council on July 3, 1996. This zoning permitted a parking lot with a maximum of 175 parking spaces for the uses located in the abutting CE5 F(1.0) zone (R.C.M.P. lands).

For your information, a re-zoning application was received on April 24, 1998 and was subject to a project management timeline. The processing of the application took longer than the maximum 165 calendar day timeframe. The preparation of the report was delayed until the report titled "*Study - Commercial Parking on Place of Worship Sites*" was considered by Planning and Economic Development Committee on November 10, 1998. By-law Number 6-99 was enacted by City Council at its meeting of January 20, 1999.

Requested Zoning

The applicant is requesting that the *Zoning By-law, 1998*, be amended to provide a parking lot on a permanent basis with a maximum of 175 parking spaces for the uses located in the abutting CE5 F(1.0) zone (R.C.M.P. Headquarters).

Recommended Zoning

The recommended zoning amends the *Zoning By-law, 1998*, by replacing the text of exception 599 of the existing I1[599] zone designation for the lands affecting 1161 River Road to allow parking on place of worship site pursuant to Sections 37c and 37d of the *Zoning By-law, 1998*. For the purposes of this application, this means that the new zoning exception would restrict the number of parking spaces for the office use (R.C.M.P.) on place of worship site (1161 River Road) to a total of 135. A total of 40 parking spaces will be reserved at all times for the sole use of the place of worship.

EXPLANATORY NOTE TO BY-LAW NUMBER ____ -99

By-law Number _____ amends By-law Number Z-2K, the City's Comprehensive Zoning By-law. This amendment affects the zoning of the site occupied by the Sts. Peter & Paul church and rectory. The site is known municipally as 1161 River Road and is located at the extreme south end of River Road, just north of the Royal Canadian Mounted Police (R.C.M.P.) Headquarters. This amendment is intended to permit the continuance of parking lot use on place of worship site on a permanent basis.

Current Zoning

The current zoning of the subject property is P-x-tp[99] which is a Public Use Zone that permits a range of neighbourhood-serving, emergency and institutional uses including community centre, fire station, place of worship. Exception number [99] permits the additional parking lot use (with certain provisions) for a temporary period of time which expired on December 1, 1998.

The current zoning was enacted by City Council on July 3, 1996. This zoning permitted a parking lot with a maximum of 175 parking spaces for the uses located in the abutting G(1.0) zone (R.C.M.P. lands) for a temporary period of time which expired on December 1, 1998.

For your information, a re-zoning application was received on April 24, 1998 and was subject to a project management timeline. The processing of the application took longer than the maximum 165 calendar day timeframe. The preparation of the report was delayed until the report titled "*Study - Commercial Parking on Place of Worship Sites*" was considered by Planning and Economic Development Committee on November 10, 1998. By-law Number 6-99 was enacted by City Council at its meeting of January 20, 1999.

Requested Zoning

The applicant is requesting that By-law Number Z-2K be amended to provide a parking lot on a permanent basis with a maximum of 175 parking spaces for the uses located in the abutting G(1.0) zone (R.C.M.P. Headquarters).

Recommended Zoning

The recommended zoning amends By-law Number Z-2K by removing "-tp" and replacing the text of exception 99 of the existing P-x-tp[99] zone designation for the lands affecting 1161 River Road to permit a public parking area pursuant to Sections 37c and 37d of the *Zoning By-law, 1998*.

For the purposes of this application, this means that the new zoning exception would restrict the number of parking spaces for the office use (R.C.M.P.) on place of worship site (1161 River Road) to a total of 135. A total of 40 parking spaces will be reserved at all times for the sole use of the place of worship.

DETAILS OF RECOMMENDATIONS

Document 3

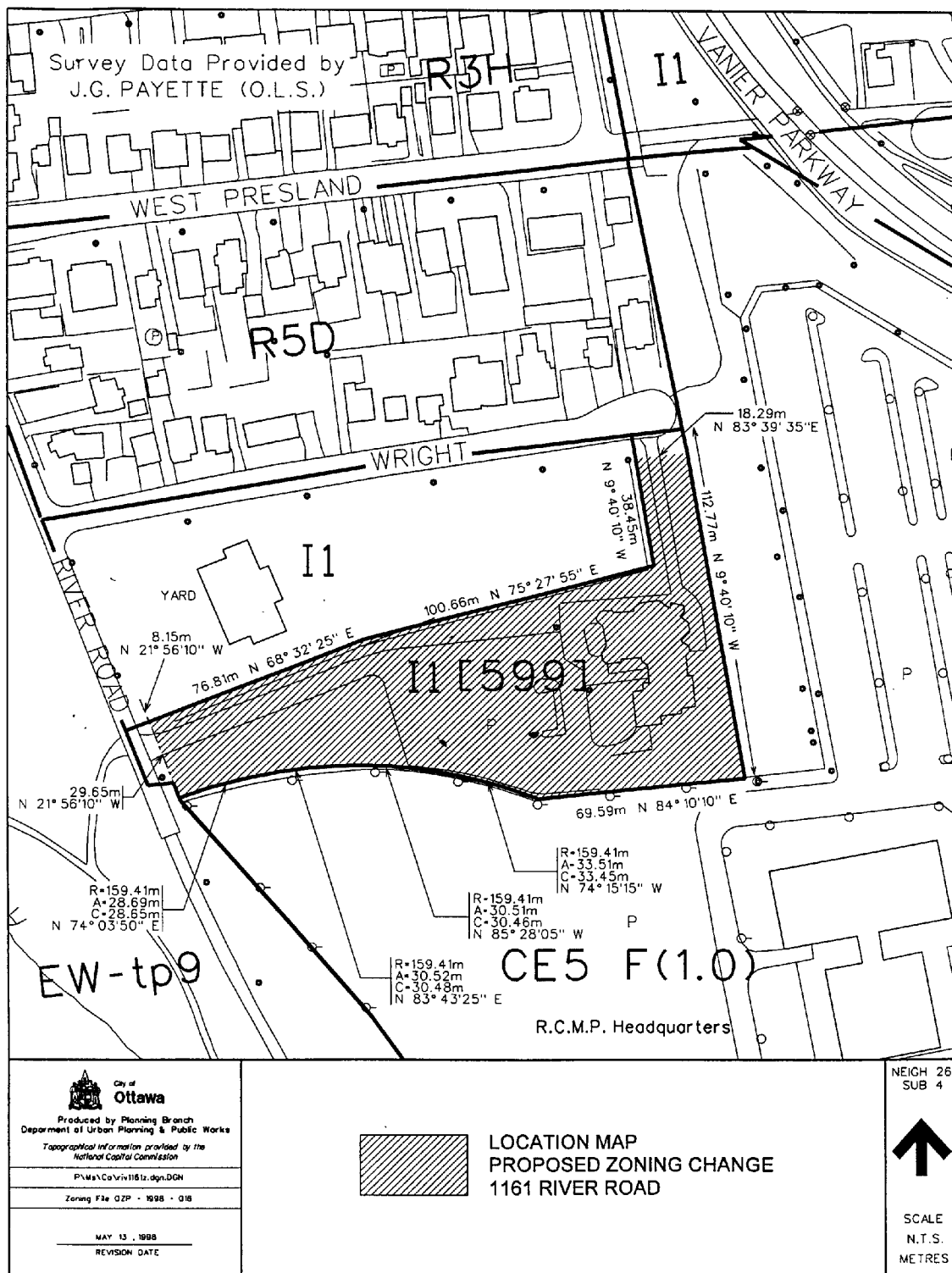
Recommendation 2 - Zoning By-law, 1998

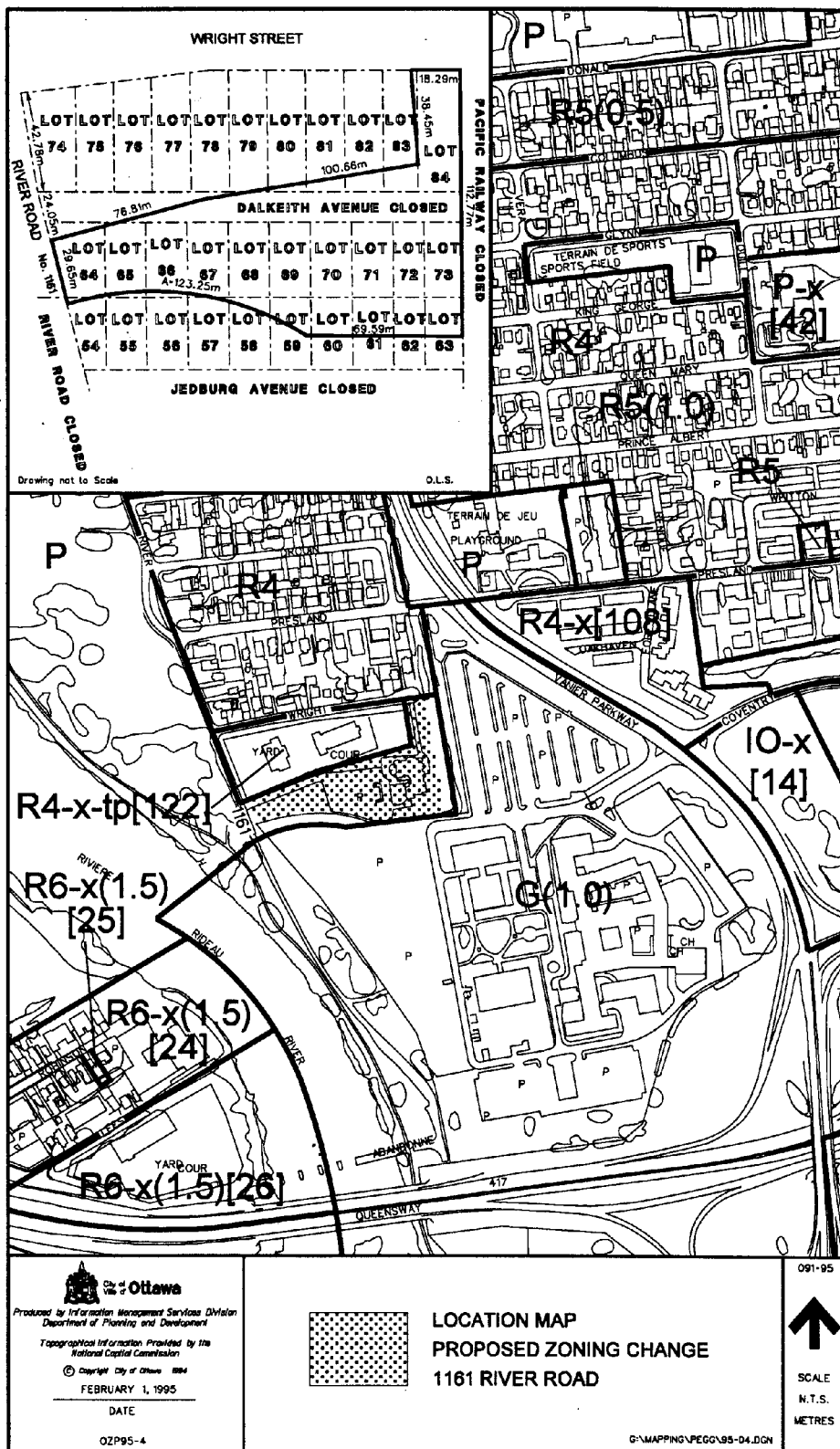
Strike out the text in column II of exception 599 found in Part XV of the by-law and substitute with the following:

1. parking on place of worship site pursuant to Sections 37c and 37d.
2. Strike out the text in column IV of exception 599 found in Part XV of the by-law.

Recommendation 3 - Zoning By-law Number Z-2K

- ▶ Permit a public parking area pursuant to the provisions of Sections 37c and 37d of the *Zoning By-law, 1998*.





COMPATIBILITY WITH PUBLIC PARTICIPATION**NOTIFICATION AND CONSULTATION PROCESS**

Notification and consultation procedures were carried out in accordance with the Early Notification Procedure P&D\PPP\N&C #1 approved by City Council for Zoning Amendments.

SUMMARY OF PUBLIC INPUT

Twenty responses were received as a result of the posting of an on-site information sign and notification sent to the concerned community groups and area residents. Five are in favour and fifteen are opposed to the proposal for the following reasons:

- increase of traffic volumes in residential neighbourhood;
- excessive speeding of users;
- the new traffic signs installed as a result of the report entitled “Traffic - River Road - Donald Street Assessment” are not respected;
- additional vehicles travelling through neighbourhood create unnecessary air pollution and noise;
- not an appropriate use;
- R.C.M.P. Headquarters site has the available land and parking spaces including excellent public transportation along Vanier Parkway;
- revenues from commercial parking should not be at the expense of the neighbourhood;
- goes against the City’s Official Plan (providing parking discourages incentives for car pooling / cycling to work / transit ridership).

Reasons for re-zoning as stated by the applicant:

- To provide additional off-site parking for neighbouring lot which is owned and operated by the R.C.M.P.;
- To raise funds for the continued financial independence of the Sts. Peter & Paul Church;
- To achieve the optimum land use potential for the subject property.

APPLICATION PROCESS TIMELINE STATUS

This application was received on April 24, 1998 and was subject to a project management timeline, as recommended by the “A Better Way Task Force Report”. A process chart establishing critical milestones was prepared and circulated as part of the technical and early notification process. The processing of the application took longer than the maximum 165 calendar day timeframe. The preparation of the report was delayed until the report titled “*Study - Commercial Parking on Place of Worship Sites*” was considered by Planning and Economic Development Committee on November 10, 1998. By-law Number 6-99 was enacted by City Council at its meeting of January 20, 1999.

INPUT FROM OTHER DEPARTMENTS OR GOVERNMENT AGENCIES

COUNCILLOR'S COMMENTS

Councillor Richard Cannings is aware of the application.

LICENSING, TRANSPORTATION AND BUILDINGS BRANCH

The following comments are provided at the request of the Planning Branch to assist in drafting a report regarding the rezoning of 1161 River Road. These comments will also serve as a response to the September 26, 1995, directive from the Planning and Economic Development Committee which stated that staff report back with a permanent traffic solution to solve the concerns of local residents regarding traffic on River Road.

Site Access:

Vehicular access to the site is exclusively from River Road. Connections to this site are from the Vanier Parkway, via Queen Mary Street, Donald Street, McArthur Road, or Montreal Road. All vehicles accessing the lot must pass through the intersection of River Road and Prince Albert Street, as this is the only access to the area bounded by Prince Albert Street (N), the Rideau River (W), the Vanier Parkway (E), and the Queensway and R.C.M.P. property (S).

Survey Method:

A vehicle volume count was conducted on Thursday, October 22nd, 1998, to supplement our site checks and other investigations conducted in the interests of this report. Vehicle volumes were recorded at two locations, the entrance to 1161 River Road, and River Road immediately south of Prince Albert Street, in order to determine the rate of the parking lot trip generation as a function of the total traffic volume.

Results:

Table 1

October 22/98	River Rd. South of Prince Albert			1161 River Road Entrance			Percentage of River Road Volume		
Survey Times	South-bound	North-bound	Tot.	Enter (South)	Exit (North)	Tot.	North-bound	South-bound	Total Volume
7:00-8:00 am	86	39	125	60	0	60	0%	70%	48%
8:00-9:00 am	127	105	232	26	4	30	3	21	13
7:00-9:00 (2 hrs.)	213	144	357	86	4	90	2	40	25
3:30-4:30 pm	53	106	159	5	61	66	58	9	42
4:30-5:30 pm	55	65	120	0	24	24	37	0	20
3:30-5:30 (2 hrs.)	108	171	279	5	85	90	50	5	33

Observations: Based on site observations and background information within our files, the following is provided for your information:

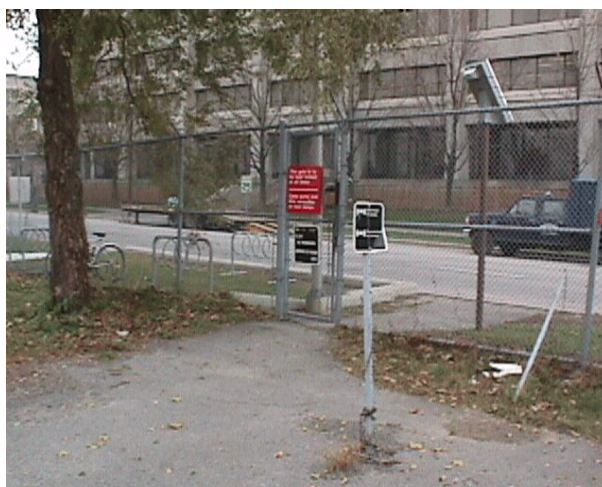
- 22/10/98 (07:00-09:00) - 86 cars entered the church parking lot.
- 10/11/98 (09:00) - 116 cars parked in the church parking lot.
- Church Permit Parking - \$30.00 monthly (including taxes).

- Approximately 250 vacant parking spaces(daily) on R.C.M.P. lot to the immediate south*.

- R.C.M.P. permit parking - \$43.78 monthly (including taxes)*.

**This information was obtained via a telephone conversation with Doug Adams - RCMP (9/11/98)*

- Keys provided to employees to access R.C.M.P. property through a secured gate; gate is located on R.C.M.P. property abutting 1161 River Road (see photo).



- It was also observed that much of the remaining River Road traffic not accounted for by the church lot was generated by the private school located adjacent to 1161 River Road. This traffic entailed the loading and unloading of children at the school, and was mostly evident between 8:00 and 9:00 AM.
- 10/11/98 (09:30) 12 cars parked in the private school's lot.

Conclusions:

- The most recent surveys of traffic volumes on River Road reveal that the permit parking used primarily by R.C.M.P. employees at 1161 River Road is contributing approximately 25-33% of total traffic volume during the peak-periods on River Road south of Prince Albert. (See Table 1)
- The percentage of total volume varied from a one hour AM peak of 48% (60/125) and a one hour PM peak of 42% (66/159), to AM and PM volume rates of 13% and 20% respectively.
- The R.C.M.P. maintains that access through their site is restricted, and that vehicle access to the church's parking lot would require a costly and unfeasible gated entrance.

- The R.M.O.C. has dismissed the possibility of the Church's parking lot being allowed direct access to the Vanier Parkway.
- There are approximately 250 vacant parking spaces per day located within the R.C.M.P. property, with more to be available once the on-site construction project is completed (construction and contractors' vehicles are currently occupying on-site parking spaces). Considering this, there appears to be more than sufficient on-site parking spaces to serve the parking demands of the R.C.M.P. HQ.
- Based on our data and observations, it is expected that the traffic on River Road south of Prince Albert Street generated by the church's permit parking operation would be relocated onto the Vanier Parkway, where it would access the R.C.M.P. site, should weekday permit parking at 1161 River Road be eliminated. Based on the data in *Table 1*, the following predicts the resulting traffic volumes on River Road:

<i>Table 2</i> Approximate adjustment to hourly traffic volumes	Current Volume			Predicted Volume		
	South-bound	North-bound	Total	South-bound	North-bound	Total
7:00-8:00 am	86	39	125	26	39	65
8:00-9:00 am	127	105	232	101	101	202
3:30-4:30 pm	53	106	159	48	45	73
4:30-5:30 pm	55	65	120	55	41	96