

**ELGIN STREET PLANNING STUDY**  
**PRELIMINARY PROPOSALS - PARKING AND CASH-IN-LIEU OF PARKING**  
**DISCUSSION PAPER**

**Phase II - Workshop 6**  
**October 23, 1997 - 7:00pm to 10:00pm**

**Ottawa-Carleton Centre - Festival Site Room**

**INTRODUCTION**

The Elgin Street Planning Study has progressed to a stage where detailed proposals for Elgin Street have been developed. These focus on the four key topic areas that have served as the basis for discussion through the Existing Conditions analysis (Phase I) and throughout Phase II of the study.

This discussion paper is focused on proposals related to Parking and Cash-in-Lieu of Parking. They deal with parking related Official Plan policies, strategies to increase available public parking in the area, modifications to the Cash-in-Lieu process and by-law as they apply to Elgin Street, and parking related zoning changes. The proposals derive principally from the Parking and Cash-in-Lieu of Parking Strategy agreed to at a workshop held on June 26, 1997.

A previous workshop (October 8, 1997) dealt with general planning policies and regulatory controls with a focus on land use and land use related proposals. One additional workshop scheduled for November 18, 1997 will deal with circulation systems, urban design and streetscaping. All the proposals will then be refined and presented at a public meeting to conclude Phase II of the Study.

Phase III of the Study will establish time frames for the proposals which will be translated into actions and initiatives within a Strategic Plan. Some proposals may however be brought forward for action prior to completion of the strategic plan. Phase III will conclude with Council approval of the Strategic Plan

**A. OFFICIAL PLAN POLICIES (CENTRETOWN SECONDARY POLICY PLAN)**

A series of policies are proposed for the Centretown Secondary Policy Plan to address the areas parking conditions and to provide direction for the consideration of Cash-in-Lieu of Parking requests in the Elgin Street Commercial Area. These policies respond to the unique characteristics of Elgin Street and will establish a framework to enhance the areas parking supply and to allow for consideration of factors other than those set out in the general policies of the Official plan dealing with Cash-in-Lieu. The proposed policies, detailed in

Attachment 1, are focused on the following:

- Providing policy support for ongoing initiatives to increase/maximize on-street parking and to maximize use of off-site parking facilities in the area.
- Providing for and encouraging the provision of long term employee parking either on-site or off-site and directing support for Cash-in-Lieu requests to short term customer parking.

Establishing a framework for consideration of Cash-in-Lieu requests to allow:

- a) new uses/changes in use or for development where it is demonstrated that there is minimal or no demand for parking for a proposed use or development, and
  - b) new development or increased floor area for existing development (additions) where such development will contribute to achieving key objectives for the area such as increased residential or a desired commercial use.
- Providing a framework for acceptance of reduced payments and deferred payments for Cash-in-Lieu.

#### **B. INITIATIVES TO INCREASE PARKING SUPPLY/USE**

The Department of Engineering and Works on an on-going basis investigates areas where parking deficiencies/problems have been identified and initiate actions as needed to increase available parking supply in the most cost effective manner possible. These actions can and often do focus on maximizing on street parking, maximizing use of existing parking facilities through joint venture initiatives and/or participating through joint venture initiatives to provide public parking within a redevelopment project. The Parking Strategy that has been determined best for the Elgin Street area is focused on all of the above. Opportunities to increase available on street parking along Elgin Street and along side streets has been identified as the first priority followed by an investigation of opportunities to maximize use of available off street parking facilities. Should a redevelopment opportunity arise, the department would also examine the potential to become involved through a joint venture initiative to provide public parking. Finally, should it be determined that a deficiency remains following implementation of the priority initiatives, an option remains to develop a municipal parking facility on lands leased or purchased by the City.

To date, investigations in the Elgin Street area have focused on identifying opportunities to increase parking supply along Elgin Street and on eliminating unnecessary on street parking restrictions such as the no parking zone adjacent to St Johns Church along Cooper Street. Also some work has been initiated to examine opportunities for angle parking along side streets. From the work done, approximately 25 - 35 new parking spaces have been identified along Elgin Street. The number may increase or decrease slightly depending on feedback from OC Transpo related to required location and number of Bus Stops and determinations yet to be made with respect to required loading areas. Work associated with investigating angle parking for side streets is continuing and once determinations are made with respect to locations where this is both technically

possible and cost effective, input will be sought from business groups and the Ward Councillor prior to implementation.

Work to explore opportunities and to identify ways to maximize use of existing off street parking facilities has not yet been initiated. Also there may be opportunities to respond to business needs by introducing short term parking meters (ie. 15 minutes) at strategic locations in proximity to businesses such as dry cleaners and convenience stores and to extend the period of meter controls past 5:30 pm to 8:30 or 9:00 pm. These also have not been explored. Finally, elimination of the current peak period on-street parking restrictions along Elgin Street has been identified as an initiative to pursue with the Region.

Attachment 2 details the proposals developed. These serve to provide support to the actions and initiatives of the Department of Engineering and Works as discussed above and that advance other actions and initiatives that have potential but that have not been initiated to date.

### **C. CASH-IN-LIEU OF PARKING PROCESS AND BY-LAW**

Throughout the course of the Elgin Street Study, numerous concerns related to Cash-in-Lieu were expressed by all interest groups. Consistent with the Cash-in-Lieu Strategy agreed to at the Workshop held on June 26, 1997, a number of modifications are proposed to the current Cash-in-Lieu Process and By-law. Under the current process, Cash-in-Lieu approval authority is delegated to staff through the Cash-in-Lieu By-law which sets out the requirements that must be met for approval and sets out the rates that are to be applied. However, there is no ability for staff to refuse Cash-in-Lieu applications (refusals must be considered by Council), nor is there a framework for staff under delegated approval authority to consider factors, other than those set out in the Official Plan, that may be important in determining the appropriateness or inappropriateness of a Cash-in-Lieu request. Also, there is no consistent framework to deal with requests for reduced payments or deferred payments. Finally, for the Elgin Street Commercial Area, the Cash-in-Lieu rates equal rates associated with the Central Area. These rates are significantly higher than rates that apply in all other areas of the City including other areas of Centretown.

The modifications proposed to the Cash-in-Lieu process are established through the proposed Official Plan Policies set out in Attachment 1. Attachment 3 details the proposed modifications to the Cash-in-Lieu By-law to support the proposed Official Plan Policies.

(Note: The proposed modifications while being specific to the Elgin Street Commercial Area may be expanded to be applicable for all Cash-in-Lieu requests on a city wide basis.)

### **D. ZONING RELATED PARKING CONTROLS**

The Comprehensive Zoning By-law sets out the amount of parking required for different commercial uses and in the Elgin Street Area requires this parking to be located on-site. Since many uses along Elgin Street were established prior to any zoning being in place to require parking, many properties enjoy a legal

non-conforming right not to provide parking for those uses that existed when parking requirements were introduced. These non-conforming rights stay with the land for as long as the building remains and can be applied against new uses when changes in use occur. However, for any new use that has a higher parking requirement than the use being replaced and for additions that increase floor area, additional parking must be provided or an exemption must be approved through a Cash-in-Lieu approval.

With the foregoing context, the zoning related modifications proposed are directed to introducing some flexibility in providing required parking. No changes to the current parking requirements for different commercial uses are proposed. These were reviewed in the context of the Elgin Street Parking Study (1988 and updated to 1993) with a conclusion that the zoning by-law requirements very closely match actual parking demand for different commercial uses.

The details of the parking related zoning changes are set out in Attachment 4. They are a refinement of those set out in the discussion paper presented on October 8.

#### **E. PARKING RELATED SUGGESTIONS ARISING FROM OCTOBER 8, 1997 WORKSHOP**

The following two suggestions, dealing with Cash-in-Lieu and parking requirements, were put forward on October 8, and are included for discussion at this workshop.

- Investigate the use of Cash-in-Lieu funds to enhance Elgin - "Elgin Street Reserve"
- Eliminate parking requirement for basement and upper floor retail/commercial

For Further Information Contact John Smit at 244-5300 ext.3866

## ATTACHMENT 1

**DETAILS OF PROPOSED PARKING RELATED OFFICIAL PLAN POLICIES  
(CENTRETOWN SECONDARY POLICY PLAN)**

The following policies for inclusion in the Centretown Secondary Policy Plan are in addition to the proposed policies presented and discussed at the October 8, 1997 workshop and apply specifically to Elgin Street.

**Parking and Cash-in-Lieu of Parking - Elgin Street Commercial Area**

City Council recognizes that the majority of properties within the Elgin Street Commercial area do not provide on-site parking and that in many cases it either is not desirable or possible to provide on-site parking that may be required as a result of changes in use and additions to existing buildings, or that may result from a redevelopment initiative. At the same time, it is recognized that accessible and visible parking is necessary to sustain a healthy commercial street and that parking spillover into adjacent residential areas adversely impacts the residential community. Accordingly, Council is committed to a balanced strategy that is focused on increasing parking supply and maximizing parking supply use to minimize spillover parking impacts, and allowing for the application of the Cash-in-Lieu process in a manner that is responsive to the unique characteristics of the Elgin Street Commercial Area to support the Elgin Street Vision while also ensuring that approvals do not contribute significantly to the current parking shortage.

(The following establishes the detailed policy framework to support the foregoing and to guide the manner in which parking is provided and existing parking utilised and for Council consideration of Cash-in-Lieu proposals within the Elgin Street Commercial area.)

**Parking**

- City Council shall pursue initiatives to maximize available on-street parking within and immediately adjacent to the Elgin Street Commercial area in a manner that is responsive to the parking needs of businesses. In particular, Council will ensure that on-street parking provided will allow for short convenience stops and longer term customer parking needs and will request the Regional Municipality of Ottawa-Carleton to permit parking along both sides of Elgin Street during both the morning and afternoon peak periods.

City Council shall pursue and support initiatives to maximize use of existing area parking facilities through joint use agreements, supporting rezoning proposals to allow use of existing parking provided for existing developments for public parking where the policies of the Official Plan related to shared parking can be satisfied, permitting off-site parking

for Elgin street businesses and encouraging Elgin Street Employers to provide employee parking off-site to accommodate their employee parking needs.

- City Council shall require where off-site parking is provided in accordance with the Comprehensive zoning by-law, proof of a lease agreement that confirms the provision of off-site parking. This lease will be required to remain in effect until such time as the use changes so as to no longer require that parking be provided off-site or other arrangements or approvals are sought that will ensure continuing compliance with the comprehensive zoning by-law.

#### Cash-in-Lieu of Parking

- In recognition that not all businesses have similar parking demands, City Council in considering Cash-in-Lieu applications pursuant to Policy 7.8.2 e) in Volume I will also have regard to the following factors:
  - the contribution of the use or proposed development to maintaining a healthy and vibrant commercial mix for the area as determined through a retail study,
  - the actual parking needs for a proposed use or development as determined through a parking study prepared by a transportation planning engineer for the proposed use or development,
  - in the case of commercial uses or developments, whether any required parking that may be provided off site, will accommodate long term employee parking needs, or short term customer parking with a view to giving priority to exempting the provision of short term parking provided it is also demonstrated, as set out above, that the by-law requirements for the use or development exceed the actual parking demand.
- While City Council is committed to ensuring that the rates for Cash-in-Lieu reflect the cost of providing parking, City Council recognizes that the Cash-in-Lieu rate set out in the Cash-in-Lieu By-law may not be justified in all cases. Accordingly, City Council will give consideration to reductions of the Cash-in-Lieu rate where the following applies:
  - it is demonstrated through a parking study that there is no demand associated with the use or development for the parking for which exemption is requested, and
  - the proposed use or development is consistent with the land use policies for Elgin Street, supports the Elgin Street vision, and will contribute to achieving the retailing mix determined for the street through a Retail Study.

Where Council is satisfied that a reduced payment is appropriate, the total amount will be reduced by the percentage of the required parking for which exemption is requested that is deemed in excess of actual demand as determined through a parking study (ie. if an exemption of 4 spaces is requested and it is determined that the actual parking demand is 2 spaces, the amount of the Cash-in-Lieu will be reduced by 50%). In no case however will the amount be reduced to less than one dollar for each space. (Planning Act requirement)

- City Council will give consideration upon request, where approval of Cash-in-lieu is given, to accepting a deferred payment plan. Such a deferred payment plan will be at the discretion of Council but shall not extend beyond three years from the date of the Cash-in-Lieu approval and shall not extend beyond three equal payments submitted to the City with the first payment due on the date that the Cash-in-Lieu agreement is signed. All deferred payment plans will be set out in the Cash-in-Lieu agreement and any default on any payment will render the Cash-in-lieu approval null and void necessitating the submission of a new application for consideration.

## ATTACHMENT 2

## PROPOSALS TO INCREASE PUBLIC PARKING

- A. Develop a strategy jointly between the Department of Planning, Economic Development and Housing and the Department Engineering & Works, in consultation with employers and area parking lot operators to:
1. secure off-site parking for employees in the Elgin Street Area
  2. promote the use of off-street parking by Elgin Street patrons

## Factors to be considered in developing the Strategy

- Potential joint-venture agreements
  - Potential revenue and/or cost sharing arrangements between the City, Elgin Street businesses, and parking facility owners/operators
  - Development of a promotional strategy
  - Providing monthly parking passes for employees of Elgin Street businesses
  - Potential customer support/incentive programs (ie. program to refund off-site parking costs, off-site parking tokens)
- B. Request as a priority that the Regional Municipality of Ottawa-Carleton eliminate the current peak period parking restrictions along Elgin Street.
- C. Provide one or two 15 minute parking meters for blocks along Elgin Street where there are existing businesses that have a need for short term customer parking such as dry cleaners, ATM outlets/banks, and convenience stores.
- D. To ensure that there is short term parking available for customers during the evening, it is proposed that the time period for parking meter controls along Elgin Street and along side streets for a distance of one block east and west of Elgin Street be extended from 5:30 pm to 9:00 pm.
- E. Implement as a priority the creation of new angled on street parking along side streets leading to Elgin Street.



## ATTACHMENT 3

**DETAILS OF PROPOSED MODIFICATIONS TO THE CASH-IN-LIEU BY-LAW**

Amend the Cash-in-Lieu of Parking By-law as follows:

1. In addition to delegating the authority to approve Cash-in-Lieu applications to the Director of Planning, provide the Director of Planning the authority to refuse Cash-in-Lieu applications in the Elgin Street Area where the policies set out in the Official Plan including those proposed for the Centretown Secondary Policy Plan are not satisfied.
2. Enable the Director of Planning to approve deferred payment plans and to reduce the rate set out in the by-law for Cash-in-Lieu approvals in the Elgin Street Area in accordance with the Policies set out in Attachment 1 dealing with deferred payments and with reduced payments.
3. Delete the Elgin Street Area from the area included within the Central Area so that the by-law rates for Cash-in-Lieu within the Elgin Street Commercial Area are the same as the by-law rates that apply to other areas of Centretown.

## ATTACHMENT 4

## DETAILS OF PARKING RELATED ZONING CHANGES

1. Delete required parking for residential uses within the Elgin Street Commercial Area
2. Permit 50% of any required parking for commercial uses to be located off-site within 250 m. of the property provided:
  - a) the use for which parking is required has a gross floor area less than 100 sq.m. in the case of ground floor commercial uses,
  - b) public parking is a permitted land use for the site where off-site parking is to be provided.