



City of
Ville d' **Ottawa**

Department of Planning,
Economic Development and Housing

Service de l'urbanisme,
de l'expansion économique et du logement

111 Sussex, Ottawa, Ontario K1N 5A1

OCS3041/0110

June 12, 1996

To Whom it May Concern:

Re: Temporary Parking Lot Study

Enclosed is a copy of the draft Terms of Reference for a study of "Temporary Surface Parking in the Central Area and Inner City Residential Districts". The study objectives are to review supporting information and policy direction on temporary parking, to assess the appropriateness of this use and to determine ways of clarifying the City's position on the matter. Please send us any comments that you may have concerning this Terms of Reference.

It is our intention to complete the study by the end of 1996. You will be kept informed of the progress made, and material related to the study will be forwarded to you as it becomes available. If you wish more information please call Mr. Charles Lanktree at 244-5300 ext. 3859.

Yours truly,

John L. Moser,
Director of Planning.

MF/mf

Encl.

c.c. Councillor Elisabeth Arnold,
Somerset Ward OT6

Councillor Stéphane Émard-Chabot,
Bryère-Strathcona Ward OT5

Director,
Licensing, Transportation and Parking Branch,
Department of Engineering and Works

**TERMS OF REFERENCE
TEMPORARY SURFACE PARKING IN THE CENTRAL AREA
AND INNER CITY RESIDENTIAL DISTRICTS**

June, 1996

**City of Ottawa
Department of Planning, Economic Development and Housing**

Table of Contents

Table of Contents.....i

1.0 Introduction.....1

2.0 Background.....1

3.0 Objectives.....2

4.0 Study Tasks and Phasing.....2

5.0 Public Participation.....4

APPENDIX A

Study Area Map

2014
 2015
 2016
 2017
 2018
 2019
 2020
 2021
 2022
 2023
 2024
 2025
 2026
 2027
 2028
 2029
 2030
 2031
 2032
 2033
 2034
 2035
 2036
 2037
 2038
 2039
 2040
 2041
 2042
 2043
 2044
 2045
 2046
 2047
 2048
 2049
 2050

1.0 Introduction

In recent years the number of requests for temporary zoning to accommodate surface parking on vacant lots has increased markedly. The position City Council has taken with respect to these requests has precipitated appeals to the Ontario Municipal Board (OMB). Appeals have been filed by either the affected residents in opposition to, or by parking lot operators in support of, temporary zoning for surface parking. The rulings of the OMB have revealed some deficiencies in the policy direction and available parking supply information to address this issue.

From an Official Plan (OP) perspective, temporary surface parking is considered to be a detrimental phenomenon within the city as it encourages the use of private cars with their related pollution, and it creates negative impacts on the pedestrian environment. In order to address this issue a specific policy was included in the OP [Sc. 5.9.2.2 f)] which, in association with other transportation strategies, is intended to discourage this use, especially in the Central Area. Also, the zoning within the Central Area requires that parking be located within a building or structure, thereby mitigating the visual impact of this use. Applications for temporary zoning to permit surface parking have been supported by staff only where the OP provisions for such temporary uses are satisfied.

This "terms of reference" provides an outline of the key policy components and parking supply information which should be applied to the review of applications for temporary surface parking lots in the Central Area and within inner city residential districts (Bruyère-Strathcona Ward - OT5, Somerset Ward - OT6). The findings of this study will provide a comprehensive approach to address temporary surface parking.

2.0 Background

Recently, the downturn in development activity in the city has contributed to increased numbers of requests for temporary zoning to permit surface parking lots. The majority of these requests have been for sites within the Central Area and inner city residential neighbourhoods. Due primarily to fires and other demolition activity more vacant sites are appearing. More opportunities are, therefore, becoming available for public parking operators. This has caused increased pressure on City Council to clarify its position on the appropriateness of this use. The Local Architectural Conservation Advisory Committee (LACAC) has also recently expressed concern that this trend could significantly impact on the integrity of residential districts. The number of proposals for parking lots within the inner city neighbourhoods (Bruyère-Strathcona Ward - OT5, Somerset Ward - OT6) would indicate that these two Wards represent the primary residential areas which should be included in a study of temporary parking lots.

A recent Ontario Municipal Board (OMB) ruling concerning 186-198 St. Patrick Street has further complicated this issue as the Board decided against Council's position that would have limited the duration of a temporary parking lot to one more year. Essentially the Board decided that Policy 5.9.2.2 f), which discourages temporary parking within the Central Area, cannot provide a complete answer in the determination of the need and appropriateness of this use. The Board placed more weight on Policy 1.5.3 p) of the Central Area Secondary Plan

which states that parking is critical to the vitality, ambience and continuous pedestrian oriented heritage character of the By Ward Market. That decision also emphasized OP Objective 5.9.2.1 concerning parking and loading in the Central Area. The Board construed the use of the term "optimum supply" with respect to the provision of parking to mean that there is no maximum supply but that this must be balanced with other aspects of the parking strategy and further that parking is recognized as a necessary component of the transportation system.

In a separate recent decision concerning a temporary parking lot at 227-231 King Edward Avenue, the Board called into question Section 13.17 of the Official Plan which sets out the policy provisions for temporary uses. Although it did not form part of the rationale for the Board's decision, the ruling drew attention to the requirement of all zoning by-laws to conform to the OP (Sc. 24 (1) Planning Act S.O). Currently Section 13.17 of the OP states that temporary use by-laws need not conform to the OP. This could have significant implications for the future application of the temporary use provisions in the OP and, therefore, necessitates further investigation.

Although one may not agree with the interpretation or characterization of the applicable policies by the Board, we must now deal with the outcome. Clearly, there is a need for greater data and research support as well as analysis of relevant factors concerning this issue, such as parking supply (ie. need), and the compatibility of surface parking within the physical context of the Central Area and inner city neighbourhoods (ie. appropriateness).

3.0 Objectives

The intent of this study is as follows:

- to review the parking supply information and policy direction on temporary parking;
- to assess the appropriateness of the policy direction concerning temporary parking; and
- to determine the means which should be utilized to clarify Council's position on this issue.

4.0 Study Tasks and Phasing

Phase One - Information Gathering

- a) To determine the need for temporary parking on a site-by-site basis it will be necessary to monitor the supply of parking within and near the Central Area. Current parking utilization data is available on a block by block basis as an update to the 1985 Central Area Parking Study which is now being undertaken by Delcan Corporation under the supervision of the Licensing, Transportation and Parking Branch of the Department of Engineering and Works. This available data will be reviewed and information extracted which is pertinent to parking as a temporary use.

Parking supply within the inner city residential neighbourhoods is seen as a function of the policy direction provided by the OP and the parking requirements set out in the zoning by-law. All pertinent controls affecting parking supply will be extracted and their overall effectiveness determined.

- b) The appropriateness of a temporary parking lot will be considered relative to potential impacts created in its relationship with the characteristics of the surrounding district. A number of typical relationships within various parts of the Central Area and inner city neighbourhoods will be inventoried to determine the key elements to be assessed concerning the compatibility of surface parking within these areas.
- c) The relevant policies of the OP will be identified. This will include portions of the temporary use provisions in Section 13.17, the primary and secondary plan for the Central Area and the available secondary plans for the various inner city neighbourhoods.
- d) The distribution and duration of temporary surface parking lots will be mapped to determine the geographic impact of this use as well as its longevity on a site-by-site basis.

Phase Two - Analysis of Pertinent Information

- a) The pertinent parking data from the "Delcan Study" for the Central Area and related information for the inner city neighbourhoods will be analyzed to determine the parking supply, its distribution and usage. This will assist in assessing the need for any additional parking, whether temporary or permanent, within the study area.
- b) An analysis of the relationship of surface parking to its immediate surroundings within the study area will be undertaken to determine the criteria for compatibility of this use given the range of potential locations.
- c) A general policy review of relevant sections of the OP will be undertaken to determine their effectiveness to address temporary parking. A strategic approach will be formulated towards the objective of creating a comprehensive policy framework concerning this issue.

Phase 3 - Study Findings

- a) Criteria will be established which will assist in the determination of the need for additional parking in proximity to a property which is the subject of an application to zone for temporary parking.
- b) A set of criteria will be outlined for use in the assessment of the compatibility of surface parking at a given location.
- c) A set of landscape design guidelines will be formulated to mitigate

the negative impacts of temporary parking.

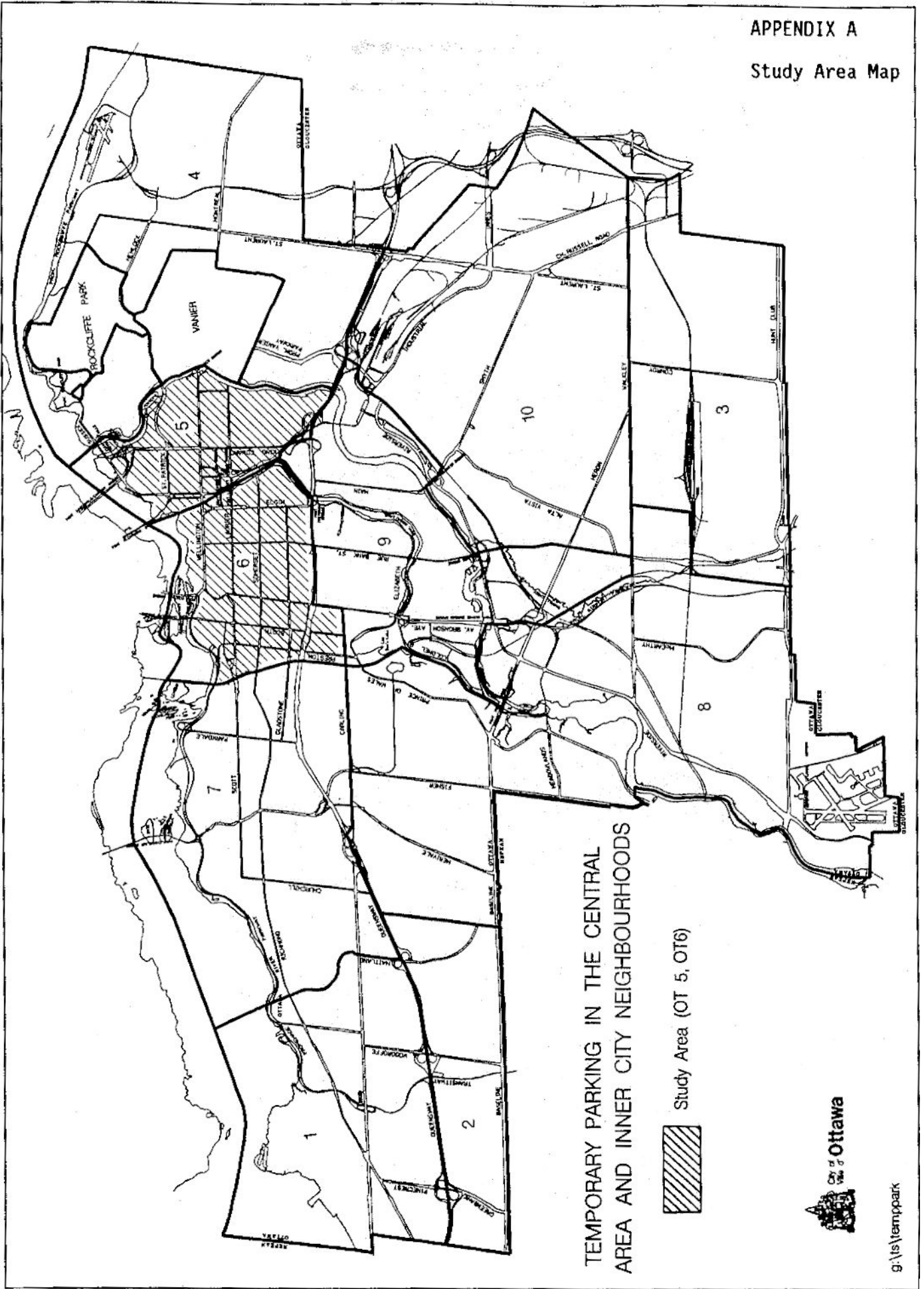
- c) An Official Plan amendment will be recommended which will outline a series of policies to address temporary surface parking throughout the study area.

5.0 Public Participation


Prior to the initiation of the study, the terms of reference will be distributed to the stakeholders including: the Ward Councillors for Bruyère-Strathcona - OT5, and Somerset - OT6, the affected Community Associations, Business Improvement Associations, members of the Central Area Parking Task Force and parking lot operators, for their review and comment. Comments will be received, reviewed and incorporated into the terms of reference by planning staff. The terms of reference will be presented to the Planning and Economic Development Committee (PEDC) for review and approval.

Following initiation of the study any necessary additional meetings or consultation with the stakeholders will be carried out and the resulting input documented. The draft report, which outlines the study findings, recommendations, and a record of public participation, will also be distributed to the stakeholders prior to the meeting of the PEDC. A public meeting will be held at PEDC to discuss the study findings and recommendations. The recommendations will then be forwarded to City Council for approval. The disposition resulting from City Council's approval will be carried out as work programme items.

APPENDIX A
Study Area Map



TEMPORARY PARKING IN THE CENTRAL
AREA AND INNER CITY NEIGHBOURHOODS

 Study Area (OT 5, OT6)

