

DATE: April 23, 2002

TO: Chairman and Members of the Planning and Development Committee

FROM: Thomas S. Mokrzycki, Commissioner of Planning and Building

SUBJECT: **Response to Comments - The Review of Parking Standards for Multi-Use Places of Religious Assembly - Supplementary Report**
MEETING DATE: May 13, 2002

ORIGIN: Recommendation PDC-0106-2000

BACKGROUND: On July 4, 2000, the Planning and Development Committee (PDC) considered the report titled *"The Review of Parking Standards for Multi-Use Places of Religious Assembly and Worship Areas in Schools"* dated June 13, 2000 from the Commissioner of Planning and Building and adopted the following Recommendation PDC-0106-2000:

"That the report titled "The Review of Parking Standards for Multi-Use Places of Religious Assembly and Worship Areas in Schools" dated June 13, 2000 from the Commissioner of Planning and Building be circulated to the Peel District School Board, the Dufferin-Peel Catholic District School Board, the Mississauga Inter-Church Regional Planning Association, all places of religious assembly in Mississauga, and all private schools in Mississauga registered with the Ministry of Education and Training, for review and comment."

Recommendation PDC-0106-2000 was adopted by City Council on July 12, 2000.

In accordance with Recommendation PDC-0106-2000, the report dated June 13, 2000 (attached as Exhibit S-1) was circulated to the Peel District School Board (PDSB), the Dufferin Peel Catholic District School Board (DPCDSB), the Mississauga Inter-Church Regional Planning Association, existing places of religious assembly (PRAs) and existing private school operators registered with the Ministry of Education and Training.

The June 13, 2000 report dealt with two issues: parking standards for large multi-use PRAs; and, parking standards for existing school facilities used as PRAs. The latter issue was incorporated into a recent study on private schools located in residential areas. On March 18, 2002, a public meeting was held to consider the report titled *"Response to Comments - Private Schools in Residential Areas and Review of Parking Standards for Worship Areas in Private Schools and Publicly-Funded Schools"*, dated February 26, 2002. The recommendation of the report was subsequently adopted by City Council on March 27, 2002 and associated Official (City) Plan and Zoning By-law amendments were enacted at the same meeting. Therefore, this report deals only with comments received on the parking standards for large multi-use PRAs issue.

COMMENTS:

Required parking for PRAs is currently determined by the size of the worship area and/or the number of fixed seats in the worship area, with all other areas, with the exception of private schools and day care facilities, generally being considered accessory to the principal use. Accessory uses require no additional parking. Where a banquet/social/multi-purpose hall is permitted by the zoning, and the hall is the same size or larger than the worship area, it is not considered accessory and parking is required for the total area of the hall at the current by-law standard of 10.8 spaces/100 m² (10 spaces/1 000 sq.ft.) GFA in addition to the

parking required for the PRA. Although this is an interpreted practice, it has not been formalized in the Zoning By-laws. The June 13, 2000 report recommended that this practice be formalized in order to avoid any possible problems with interpretation.

Comments related to the recommendation were received from representatives of three religious organizations: the Malton Bible Chapel, the Phap Vietnamese Buddhist Cultural Centre of Ontario, and the Canadian Islamic Trust Foundation/Islamic Society of North America. The subject report provides an outline of the comments received, followed by a staff response.

Malton Bible Chapel Comments (Exhibit S-2)

The Malton Bible Chapel, located at 3093 Churchill Avenue, provided comments related to the current parking standard for PRAs. In their opinion, the current standard is onerous and should be revisited and based upon building capacity and fire code regulations. The Malton Bible Chapel is concerned that if they wish to expand their church in the future, the existing regulation would be a hindrance. It is further noted that all of the rooms in the church are not used at the same time and that many rooms are used by children.

Response

As detailed in the June 13, 2000 report, a comprehensive parking study which reviewed parking demand associated with 62 PRAs was undertaken in 1987 which ultimately resulted in the implementation of the existing parking standards in 1991. The subject study does not propose to review the current PRA standard, and further, staff are satisfied that the existing standard remains appropriate. If the Malton Bible Chapel expands in the future, the standard in existence at the time the church was built in 1963, 1 space/6 seats (seats refers to the chapel and choir area), would apply to the existing portion of the church. Only the new area would be subject to the current standard. Further, it

should be noted that any rooms which are accessory to the worship area, such as those used for children's Sunday school, are not included in the calculation of required parking. The changes as proposed in the June 13, 2000 report would only affect those PRAs with banquet/social/multi-purpose halls of a substantial size. At this time, staff do not recommend revisiting the existing parking standard for either PRAs or banquet halls.

**Phap Van Vietnamese Buddhist Cultural Centre of Ontario
Comment (Exhibit S-3)**

The Phap Van Vietnamese Buddhist Cultural Centre of Ontario provided comments in support of addressing the issue of larger PRAs conducting activities other than worship services and concern regarding the impact of these facilities on surrounding residential communities. The recommendation as presented in the June 13, 2002 report was supported.

Response

No response required.

Blake, Cassels & Graydon's Comment (Exhibit S-4)

Blake, Cassels & Graydon provided comments on behalf of the Canadian Islamic Trust Foundation/Islamic Society of North America. Blake, Cassels & Graydon's client own two properties, the Islamic Centre at 2200 South Sheridan Way and the ISNA School at 1525 Sherway Drive. Only the former property was referred to in the discussion of the large multi-use PRAs issue.

The development of the Islamic Centre at 2200 South Sheridan Way was the subject of an extensive Ontario Municipal Board (OMB) hearing. The development proposal was approved by the OMB subject to the provisions of a site specific zoning by-law which set out a minimum number of parking spaces required for the development.

Blake, Cassels & Graydon does not believe that this portion of the report will affect the parking requirements for 2200 South Sheridan Way. They reserve the opportunity to revisit the issue

if the parking standards applicable to the site are impacted by any proposed by-law amendments arising out of this report. In addition, they note that the proposal *"fails to recognize the usual movement of participants from worship area to social hall"*.

In conclusion, Blake, Cassels & Graydon advise that *"...the document is bereft of substantiated data establishing a real and material problem. In the absence of that data, we would suggest that it is inappropriate to introduce the type of provision which is suggested in your conclusion."*

Response

The proposed development at 2200 South Sheridan Way is the subject of a special section in Zoning By-law 5500 which provides a minimum number of required parking spaces. Blake, Cassels & Graydon is correct in their understanding that the recommendation will not affect the required parking at 2200 South Sheridan Way for the development proposal approved by the OMB.

Although it is recognized that in many instances the PRA congregation move from the worship area to a banquet/social/multi-purpose hall area and the demand for parking remains relatively constant, in some situations, both facilities are being used simultaneously by separate groups. It is the latter situation where both areas, with high parking demand requirements, occurring on the site at the same time, where parking supply problems may arise. Numerous peak period calculations were contemplated but due to the diversity in uses and practises at individual PRAs, depending on the customs and objectives of the PRA and the particular congregation, none could appropriately service all situations. It is the practise of the City that in these cases a conservative approach be used for by-law purposes, recognizing that relief through the Committee of Adjustment can be provided on an individual site basis.

CONCLUSION:

The report titled *"The Review of Parking Standards for Multi-Use Places of Religious Assembly and Worship Areas in Schools"* dated July 13, 2000 from the Commissioner of Planning and Building was circulated to the DPCDSB, the PDSB, the Mississauga Inter-Church Regional Planning Association, all PRAs in Mississauga, and all private schools in Mississauga registered with the Ministry of Education and Training.

The July 13, 2000 report dealt with two issues: parking standards for large multi-use PRAs; and, parking standards for existing school facilities used as PRAs. Comments received on the first issue are addressed in this report. Comments received on the second issue were included in the report titled *"Response to Comments - Private Schools in Residential Areas and Review of Parking Standards for Worship Areas in Private Schools and Publicly-Funded Schools"* dated February 26, 2002 and considered by the PDC on March 18, 2002.

The July 13, 2000 report recommended that if PRAs have banquet/social/multi-purpose halls which are permitted by the zoning and are the same size or larger than the size of the worship area, parking be provided for the hall in addition to that required for the worship area, at the banquet hall rate of 10.8 spaces/100 m² (10.0 spaces/1,000 sq.ft.). This approach is currently used but is not in the text of the Zoning By-laws. It was recommended that a clause be added to the Zoning By-laws to formalize the requirement for additional parking.

Comments were received from representatives of three religious organizations. After reviewing all comments, no modifications are recommended. A public meeting is required to consider the proposed amendment to the Zoning By-laws.

RECOMMENDATION:

That a public meeting be held at the Planning and Development Committee to consider a proposed amendment to Zoning By-law 5500 (former Town of Mississauga), By-law 65-30 (former Town of Streetsville) and By-law 1227 (former Town of Port Credit), regarding the parking standards for Places of Religious Assembly as outlined in the report titled *"Response to Comments - The Review of Parking Standards for Multi-Use Places of Religious Assembly - Supplementary Report"* dated April 23, 2002 from the Commissioner of Planning and Building.

Original Signed By: _____

Thomas S. Mokrzycki
Commissioner of Planning and Building