

**Subject: Consideration of Objection to the Notice of Intention to Designate
251 Northwestern Avenue under Part IV of the *Ontario Heritage Act***

File Number: ACS2025-PDB-RHU-0035

**Report to Built Heritage Committee on September 9, 2025
and Council September 24, 2025**

**Submitted on August 28, 2025 by Court Curry, Manager, Right of Way, Heritage,
and Urban Design Services, Planning, Development and Building Services**

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Ward: Kitchissippi (15)

**Objet: Examen de l'opposition à l'avis d'intention de désigner le 251,
avenue Northwestern en vertu de la partie IV de la *Loi sur le
patrimoine de l'Ontario*.**

Dossier : ACS2025-PDB-RHU-0035

Rapport au Comité du patrimoine bâti

le 9 septembre 2025

et au Conseil le 24 septembre 2025

**Soumis le 28 août 2025 par Court Curry, Directeur, Services des emprises, du
patrimoine, et du design urbain, Direction générale des services de la
planification, de l'aménagement et du bâtiment**

**Personne ressource : Greg MacPherson, Urbaniste du patrimoine II, Planification
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Quartier : Kitchissippi (15)

REPORT RECOMMENDATIONS

That the Built Heritage Committee recommend that Council:

1. Not withdraw the Notice of Intention to Designate 251 Northwestern Avenue and proceed with the designation process under Part IV of the *Ontario Heritage Act*; and
2. Enact a by-law to designate the property generally in accordance with the revised Statement of Cultural Heritage Value attached as Document 4, in consideration of the objection received by the City Clerk.

RECOMMANDATIONS DU RAPPORTS

Que le Comité du patrimoine bâti recommande au Conseil municipal :

1. de ne pas retirer l'avis d'intention de désigner la propriété située au 251, avenue Northwestern et de poursuivre le processus de désignation en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*; et
2. de promulguer un règlement municipal désignant le bien-fonds conformément, dans son ensemble, à la déclaration révisée de valeur sur le plan du patrimoine culturel ci-jointe (document 4), compte tenu de l'opposition reçue par la greffière municipale.

BACKGROUND

At the May 13, 2025, Built Heritage Committee meeting, staff presented report [ACS2025-PDB-RHU-0006](#) recommending the property at 251 Northwestern Avenue for designation under Part IV of the *Ontario Heritage Act* (OHA). The report concluded that the property had cultural heritage value as it met five of the nine criteria defined in Regulation 9/06 of the OHA. The Built Heritage Committee recommended that the property be designated under Part IV of the OHA according to the Statement of Cultural Heritage Value (SCHV) included as Document 4 to the above noted report.

This recommendation was approved by City Council on May 28, 2025. Accordingly, City Council directed staff to issue a Notice of Intention to Designate (NOID) under Section 29 (1.1) of the OHA for 251 Northwestern Avenue. In accordance with the *Ontario Heritage Act* Alternative Notice Policy, the NOID was published on the City's website on June 11, 2025. In accordance with the OHA, the NOID was also served on the property owner and the Ontario Heritage Trust.

Under Part IV, Section 29 (5) of the *Ontario Heritage Act* (OHA) any person can serve the City with notice of objection to a Notice of Intention to Designate (NOID) within 30

days after its publication. City Council must consider objections and render a decision to either withdraw or proceed with the designation within 90 days from the end of the objection period.

A Notice of Objection (see Document 1) related to 251 Northwestern Avenue was received by the City Clerk from the property owner on July 3, 2025. The notice was received within the required timeframe set out in the OHA.

Council has until October 9, 2025 to consider these objections and either withdraw the NOID or pass a by-law to designate the property. This report was prepared in response to the objection received.

Cultural Heritage Value of the Property

Regulation 09/06 (see Document 2) establishes criteria to determine if a property is of cultural heritage value or interest. A property may be designated under Section 29 of the *Ontario Heritage Act* if it meets two or more of the nine criteria set out in the regulation. Through research and evaluation, staff have determined that 251 Northwestern Avenue meets five of the nine criteria. Detailed research and analysis are outlined in the Cultural Heritage Evaluation Report attached to report [ACS2025-PDB-RHU-0006](#).

The Ottawa Mosque at 251 Northwestern Avenue has design value because it is the earliest purpose-built mosque in Ottawa, constructed between 1974 and 1979, and among the earliest purpose-built mosques in Ontario. The property has further design value because it is a rare and unique example of a modernist place of worship as the only modernist mosque in Ottawa. The building is characteristic of the modernist style through its simple built form, irregular plan, and use of contemporary cladding materials and incorporates traditional Islamic architectural features including the characteristic dome and minaret.

The property has historical value because it has direct associations with the Ottawa Muslim Association (OMA), a grassroots organization founded in 1962 to serve the National Capital Region's Muslim community. The OMA established the Ottawa Mosque, funded its construction, and continues to operate the facility and its religious services along with educational programming and social services. The property has further historical value because it has the potential to yield further information about Ottawa's early and contemporary Muslim communities.

The property has contextual value because it is a landmark. The mosque is prominently located north of Scott Street and the LRT Corridor/Transitway making the building's dome and minaret highly visible from the east and west. 251 Northwestern Avenue has

further contextual value because it is functionally linked to its surroundings – the site was selected by the OMA because of its central location and proximity to the community’s former meeting space, transit, and major workplaces.

The subject property was listed on the City’s Heritage Register as part of the Heritage Inventory Project. Changes to the *Ontario Heritage Act* through Bill 23 will result in the removal of the property from the City’s Heritage Register if Council does not issue a Notice of Intention to Designate the property by December 31, 2026. Further, Council will not be able to re-list the property for five years after this date.

DISCUSSION

The notice of objection is attached to this report as Document 1. This letter outlined the OMA’s reasons for objection to the NOID:

- (1) concerns with the limited time available to consult the Mosque’s community following a change in OMA leadership in early 2025; and
- (2) concerns with the potential impact of designation on the OMA’s ability to maintain, alter, or expand the mosque in the future.

Following Heritage Planning staff’s review of the objection letter, staff met with representatives of the OMA at the Ottawa Mosque on Tuesday, July 15, 2025, to discuss the objection and clarify the concerns expressed in the letter. After this meeting, staff provided the OMA with a revised version of the Statement of Cultural Heritage Value (SCHV) approved by Council as part of the original NOID. The OMA responded with further suggested revisions to the SCHV which staff were amendable to. Via email, it was agreed that the OMA would support the designation of 251 Northwestern Avenue provided that the designating by-law enacts the revised SCHV. A track changes version of the revised SCHV is attached to this report as Document 3, and a final version of the revised SCHV is attached as Document 4.

On July 18, 2025, the OMA submitted an additional letter to the Built Heritage Committee stating that the concerns outlined in their objection letter have been resolved. This letter is attached to this report as Document 5.

Recommendation 1

Having considered the concerns set out in the objection letter and discussed these with the OMA, staff revised the SCHV in collaboration with the OMA to expand the description of the property’s historical and associative value and clarify the description of heritage attributes for the building’s dome and minaret. Further, staff have included clarifying language that excludes the parking lot, outbuildings, and future additions from

the designation. Staff note that the intent of this exclusion is not to exempt the construction of a future addition from the *Ontario Heritage Act's* permit process, but to clarify that a future addition would not be considered a heritage attribute as per the SCHV.

Given that the revised SCHV has been accepted by the OMA, and that the OMA's July 18, 2025 letter states that the concerns set out in the original objection letter have been addressed, staff maintain the position that the property merits designation under Part IV of the *Ontario Heritage Act* for its cultural heritage value and recommend that Council proceed with the passage of a by-law to designate this property and not withdraw the NOID.

Recommendation 2

Should Committee and Council agree with the recommended changes to the SCHV and that the designation should proceed, the next step in the designation process is for Council to pass a designation by-law. Recommendation 2 has been included to expressly note that the by-law should reflect the revised SCHV, attached to this report as Document 4.

Conclusion:

Heritage staff maintain the position that the property merits designation under Part IV of the *Ontario Heritage Act* for its cultural heritage value and recommends that Council not withdraw the NOID. Staff have worked with the owner to revise the SCHV as described in this report to resolve the owner's concerns. Should Committee and Council agree with the revisions, a designation by-law should be passed reflecting the attached revised SCHV.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications resulting from the recommendations of this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

LEGAL IMPLICATIONS

Having received an objection, Council must consider same and make a decision whether or not to withdraw the Notice of Intent to Designate the property within 90 days. If Council does not withdraw the Notice of Intent to Designate, then it may pass a by-law designating the property within 120 days after the date of the initial publication of the

Notice of Intention. Any person who objects to the by-law may appeal to the Ontario Land Tribunal.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Leiper is aware of the Notice of Objection to the designation of 251 Northwestern Avenue.

CONSULTATION

Heritage staff have consulted with the owner and have worked to resolve their concerns. Heritage staff met with Councillor Leiper and representatives of the Ottawa Muslim Association at the Ottawa Mosque on July 15, 2025 to discuss the objection. Correspondence following this meeting is attached to this report.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

RURAL IMPLICATIONS

There are no rural implications.

APPLICATION PROCESS TIMELINE STATUS

The statutory timeline for consideration of these objections under the *Ontario Heritage Act* will expire on October 9, 2025.

SUPPORTING DOCUMENTATION

Document 1 Objection Letter

Document 2 Ontario Regulation 9/06

Document 3 Original Statement of Cultural Heritage Value, 251 Northwestern Avenue (with tracked changes)

Document 4 Recommended Revised Statement of Cultural Heritage Value, 251 Northwestern Avenue

Document 5 Objection Resolution Letter

Disposition

If, after considering the objection to the Notice of Intention to Designate the property known as 251 Northwestern Avenue Council, proceeds with the designation of the property under Part IV of the *Ontario Heritage Act*, several actions must be taken:

1) Heritage Planning Branch, Planning, Development and Building Services Department, is to finalize the designation by-law, under the authority of the approval of this report and Legal Services to submit to City Council for enactment within 120 days of the publication of the Notice of Intention to Designate as prescribed in Section 29(8) of the *Ontario Heritage Act*.

2) Office of the City Clerk, Council and Committee Services to cause a copy of the by-law together with statement explaining the cultural heritage value or interest of the property and description of the heritage attributes of the property, to be served on the owner of the property and on the Trust according to the requirements of the *Ontario Heritage Act*. Heritage Planning Branch, Planning, Development and Building Services Department to ensure publication of the notice of the by-law according to the requirements of Section 29(8)(4) of the *Ontario Heritage Act*.

If, after considering the Objection to the Notice of Intention to Designate the property known as 251 Northwestern Avenue, Council decides to withdraw the notice and not proceed with the designation of the property under Part IV of the *Ontario Heritage Act*, several actions must be taken:

1) Heritage Planning Branch, Planning, Development and Building Services Department, is to prepare the notice of withdrawal. Office of the City Clerk, Council and Committee Services to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision to withdraw the Notice of Intention to Designate 251 Northwestern Avenue under Part IV of the *Ontario Heritage Act*.

2) Heritage Planning Branch, Planning, Development and Building Services Department to ensure publication of the notice of withdrawal according to the requirements of Section 29 the *Ontario Heritage Act*.

Document 2 – Ontario Regulation 9/06

CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE OR INTEREST

Consolidation Period: From January 1, 2023, to the e-Laws currency date.

Last amendment: 569/22.

This is the English version of a bilingual regulation.

Criteria, s. 27 (3) (b) of the *Act*

1. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 27 (3) (b) of the *Act*. O. Reg. 569/22, s. 1.

(2) Property that has not been designated under Part IV of the *Act* may be included in the register referred to in subsection 27 (1) of the *Act* on and after the day subsection 3 (2) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force if the property meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.
2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.
3. The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.
4. The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.
5. The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.
6. The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.
8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.
9. The property has contextual value because it is a landmark. O. Reg. 569/22, s. 1.

(3) For clarity, subsection (2) does not apply in respect of a property that has not been designated under Part IV but was included in the register as of the day subsection 3 (2)

of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force. O. Reg. 569/22, s. 1.

Criteria, s. 29 (1) (a) of the *Act*

2. (1) The criteria set out in subsections (2) and (3) are prescribed for the purposes of clause 29 (1) (a) of the *Act*. O. Reg. 569/22, s. 1.

(2) Section 1, as it read immediately before the day subsection 3 (2) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force, continues to apply in respect of a property for which a notice of intention to designate it was given under subsection 29 (1.1) of the *Act* after January 24, 2006 and before the day subsection 3 (2) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force. O. Reg. 569/22, s. 1.

(3) In respect of a property for which a notice of intention to designate it is given under subsection 29 (1.1) of the *Act* on or after the day subsection 3 (2) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force, the property may be designated under section 29 of the *Act* if it meets two or more of the criteria for determining whether it is of cultural heritage value or interest set out in paragraphs 1 to 9 of subsection 1 (2). O. Reg. 569/22, s. 1.

Criteria, s. 41 (1) (b) of the *Act*

3. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 41 (1) (b) of the *Act*. O. Reg. 569/22, s. 1.

(2) Subject to subsection (3), in the case of a by-law passed under subsection 41 (1) of the *Act* on or after the day subsection 5 (1) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force, a municipality or any defined area or areas of it may be designated by such a by-law as a heritage conservation district under subsection 41 (1) of the *Act* if the municipality or the defined area or areas of it meets the following criteria:

1. At least 25 per cent of the properties within the municipality or defined area or areas satisfy two or more of the following:
 - i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.
 - ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
 - iii. The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.

- iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
- v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
- vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
- vii. The properties have contextual value because they define, maintain or support the character of the district.
- viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
- ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark. O. Reg. 569/22, s. 1.

(3) Subsection (2) does not apply in respect of a by-law passed under subsection 41 (1) of the *Act* on or after the day subsection 5 (1) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force if a notice of a public meeting required to be held for the purposes of the by-law under subsection 41.1 (7) of the *Act* was given before the day subsection 5 (1) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force. O. Reg. 569/22, s. 1.

(4) For clarity, the requirement set out in subsection 41.1 (5.1) of the *Act*,

- (a) does not apply in respect of a by-law under subsection 41 (1) of the *Act* that is passed before the day subsection 5 (1) of Schedule 6 to the *More Homes Built Faster Act, 2022* comes into force; and
- (b) does not apply in respect of a by-law under subsection 41.1 (2) of the *Act*. O. Reg. 569/22, s. 1.

Document 3 - Original Statement of Cultural Heritage Value, 251 Northwestern Avenue (with tracked changes)

Description of Property

251 Northwestern Avenue is a two-storey, brown ~~brick-clad~~ **brick-clad**, irregular-shaped building with a dome and minaret with Modernist architectural influences. The building was constructed between 1973 and 1979 with an addition in 1996 and is located on the east side of Northwestern Avenue north of Scott Street in Champlain Park, Ottawa.

Statement of Cultural Heritage Value or Interest

251 Northwestern Avenue has design value as the earliest mosque built in Ottawa and one of the earliest in Ontario, constructed between 1974 and 1979. Additionally, 251 Northwestern Avenue is a unique and rare expression of a Modernist place of worship as the only Modernist mosque in Ottawa. The building is characteristic of the Modernist style with its simple form and use of contemporary construction materials. Finally, 251 Northwestern Avenue has design value as a representative example of a contemporary mosque with traditional Islamic architecture features including its characteristic dome, minaret, and prayer hall with a square plan.

251 Northwestern Avenue has historical and associative value because it has direct associations with the Ottawa Muslim Association. The OMA is a grassroots organization that was founded in 1962 to serve the Muslim community in the National Capital Region. One of their early goals was to open a purpose-built mosque, which they accomplished with the construction of the Ottawa Mosque, at 251 Northwestern Avenue, finished in 1979. The OMA operates the Ottawa Mosque and its religious services, ~~in addition to a library,~~ educational programming, and social services. **In addition, the OMA has engaged in Interfaith work and cooperation, including support for the Spiritual Care for Secondary Schools program, the Multifaith Housing Initiative, and other Interfaith endeavors.**

251 Northwestern Avenue has associative value because it yields and has the potential to yield further information about Ottawa's early and contemporary Muslim community.

251 Northwestern Avenue has contextual value because it is functionally linked to its surroundings. The property was strategically selected as the location for the Ottawa Mosque because of its central location adjacent to the community's former meeting space, and its proximity to workplaces and public transit.

251 Northwestern Avenue has contextual value as a landmark due to its prominent location north of Scott Street and the high visibility of its iconic architectural features, including the minaret and dome.

Description of Heritage Attributes

Key exterior attributes that contribute to the heritage value of 251 Northwestern Avenue as a unique expression of Modernist place of worship with traditional Islamic architectural features include:

- Two-storey irregular massing
- Brown brick cladding
- Large semi-circular and circular windows on multiple façades
 - Metal band across the circular window on the west façade with an Arabic inscription
- ~~Copper covered~~ **Rooftop** dome with semi-circular windows below, topped with a finial
- ~~Octagonal minaret with semi-circular and arched motifs, projecting balcony, copper covered cone, topped with a finial~~ **projecting above the second storey, located near the southwest corner of the building**

Key attributes that demonstrate 251 Northwestern Avenue's contextual value are:

- Its location immediately north of the Transitway, lending to its visibility along Scott Street and its landmark status

This designation applies only to the exterior of the Mosque building, as existing on the date this by-law was registered. The interior of the building, **the surface parking lot,** and any **existing** outbuildings are excluded **from** this designation. **Future additions and outbuildings are excluded from this designation.**

Document 4 - Recommended Revised Statement of Cultural Heritage Value, 251 Northwestern Avenue

Description of Property

251 Northwestern Avenue is a two-storey, brown brick-clad, irregular-shaped building with a dome and minaret with Modernist architectural influences. The building was constructed between 1973 and 1979 with an addition in 1996 and is located on the east side of Northwestern Avenue north of Scott Street in Champlain Park, Ottawa.

Statement of Cultural Heritage Value or Interest

251 Northwestern Avenue has design value as the earliest mosque built in Ottawa and one of the earliest in Ontario, constructed between 1974 and 1979. Additionally, 251 Northwestern Avenue is a unique and rare expression of a Modernist place of worship as the only Modernist mosque in Ottawa. The building is characteristic of the Modernist style with its simple form and use of contemporary construction materials. Finally, 251 Northwestern Avenue has design value as a representative example of a contemporary mosque with traditional Islamic architecture features including its characteristic dome, minaret, and prayer hall with a square plan.

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251 Northwestern Avenue has associative value because it yields and has the potential to yield further information about Ottawa's early and contemporary Muslim community.

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251 Northwestern Avenue has contextual value as a landmark due to its prominent location north of Scott Street and the high visibility of its iconic architectural features, including the minaret and dome.

Description of Heritage Attributes

Key exterior attributes that contribute to the heritage value of 251 Northwestern Avenue as a unique expression of Modernist place of worship with traditional Islamic architectural features include:

- Two-storey irregular massing
- Brown brick cladding
- Large semi-circular and circular windows on multiple façades
 - Metal band across the circular window on the west façade with an Arabic inscription
- Rooftop dome with semi-circular windows below, topped with a finial
- Octagonal minaret projecting above the second storey, located near the southwest corner of the building

Key attributes that demonstrate 251 Northwestern Avenue's contextual value are:

- Its location immediately north of the Transitway, lending to its visibility along Scott Street and its landmark status

This designation applies only to the exterior of the Mosque building, as existing on the date this by-law was registered. The interior of the building, the surface parking lot, and any existing outbuildings are excluded from this designation. Future additions and outbuildings are excluded from this designation.