

**13. City-Initiated Zoning By-law Amendment to allow Places of Worship in Urban Employment Areas**

**Modification du Règlement de zonage proposée par la Ville pour autoriser les lieux de culte dans les secteurs d'emploi urbains**

**Committee recommendations, as amended**

**That Council approve:**

- 1. amendments to Zoning By-law 2008-250 to permit small-scale Place of Worship facilities on 189 properties in industrial zones in Urban Employment Areas, as detailed in Document 1 and Document 2, as amended by the following:**
  - that Council amend By-law 2017-111 to add Urban Exception 2382 to 102 Bill Leathem Drive, and under Column V, add provisions that clarify that the recommendations in this report do not apply to 102 Bill Leathem Drive;**
- 2. that pursuant to the *Planning Act*, subsection 34(17) no further notice be given.**

**Recommandations du Comité, telles que modifiées**

**Que le Conseil approuve:**

- 1. les modifications proposées pour le *Règlement de zonage* (n° 2008-250), qui visent à ce que soit autorisé l'aménagement de petits lieux de culte sur 189 propriétés situées dans des zones industrielles de secteurs d'emploi urbains, comme l'indiquent les documents 1 et 2, dans sa version modifiée par ce qui suit .**
  - que le Conseil modifie le Règlement municipal n° 2017-111 afin d'ajouter l'exception urbaine 2382 au 102, promenade Bill Leathem et de préciser dans la colonne V que les recommandations du rapport ne s'appliquent pas au 102, promenade Bill Leathem.**

2. **que, conformément au paragraphe 34(17) de la Loi sur l'aménagement du territoire, aucun nouvel avis ne soit donné.**

Documentation/Documentation

1. Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated November 18, 2019 (ACS2019-PIE-EDP-0048)  
  
Rapport de la Directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 18 novembre 2019 (ACS2019-PIE-EDP-0048)
2. Extract of draft Minutes, Planning Committee, November 28, 2019  
  
Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 28 novembre 2019

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
28 November 2019 / 28 novembre 2019**

**and Council  
et au Conseil  
11 December 2019 / 11 décembre 2019**

**Submitted on 18 November 2019  
Soumis le 18 novembre 2019**

**Submitted by  
Soumis par:  
Don Herweyer**

**Director / Directeur**

**Economic Development and Long-Range Planning / Développement économique et  
plannification à long-terme**

**Planning, Infrastructure and Economic Development Department / Direction  
générale de la planification, de l'infrastructure et du développement économique**

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**Wards: ORLÉANS (1) KANATA  
NORTH (4) / KANATA NORD (4)  
STITTSVILLE (6) COLLEGE (8) /  
COLLÈGE (8) KNOXDALE-MERIVALE  
(9) GLOUCESTER-SOUTHGATE (10)**

**BEACON HILL-CYRVILLE (11) ALTA  
VISTA (18) KANATA SOUTH (23) /  
KANATA-SUD (23)**

**File Number: ACS2019-PIE-EDP-0048**

**SUBJECT: City-Initiated Zoning By-law Amendment to allow Places of Worship  
in Urban Employment Areas**

**OBJET: Modification du *Règlement de zonage* proposée par la Ville pour  
autoriser les lieux de culte dans les secteurs d'emploi urbains**

## REPORT RECOMMENDATIONS

That Planning Committee recommend that Council:

1. Approve amendments to Zoning By-law 2008-250 to permit small-scale Place of Worship facilities on 189 properties in industrial zones in Urban Employment Areas, as detailed in Document 1 and Document 2.
2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* 'Explanation Requirements' at the City Council Meeting of December 11, 2019," subject to submissions received between the publication of this report and the time of Council's decision.

## RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil d'approuver les modifications proposées pour le *Règlement de zonage* (n° 2008-250), qui visent à ce que soit autorisé l'aménagement de petits lieux de culte sur 189 propriétés situées dans des zones industrielles de secteurs d'emploi urbains, comme l'indiquent les documents 1 et 2.
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 11 décembre 2019 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

## EXECUTIVE SUMMARY

The Places of Worship zoning study was initiated by Motion 48/3 at City Council on April 12, 2017, which directed staff to undertake a study relating to institutional uses in Employment Areas and to recommend appropriate modifications to the Zoning By-law. This followed Council's approval of an Official Plan and Zoning By-law amendment for a Place of Worship at 102 Bill Leathem Drive in the South Merivale Business Park. Council's approval of the OPA and ZBLA was appealed by the Ottawa International Airport Authority and a decision by the Ontario Municipal Board is pending.

This report describes the analysis and recommendations that are proposed to give permission for small-scale Place of Worship land uses in Light Industrial and Business Park industrial zones in areas designated Urban Employment Area in the Official Plan, where certain criteria are met. The result is a City-initiated Zoning By-law amendment that affects 189 industrial properties in nine Wards throughout the City. This report also recommends the addition of a definition for Place of Worship in the Zoning By-law.

Public consultation for this study included a notification letter that was mailed to each owner of the affected properties, as well as the statutory requirement for newspaper advertisements in both English and French language newspapers, followed by a four-week comment period. A City web page was also created for the study, which provides a summary of the proposal, maps identifying affected properties and contact information for the planning file lead.

## RÉSUMÉ

L'étude de zonage sur les lieux de culte a été lancée le 12 avril 2017, suivant l'adoption de la motion 48/3 du Conseil municipal, qui demandait au personnel d'étudier certaines utilisations institutionnelles dans les secteurs d'emploi et de recommander des modifications à apporter au *Règlement de zonage*. Cette motion faisait suite à l'approbation par le Conseil d'une modification du Plan officiel et du *Règlement de zonage* visant à permettre un lieu de culte au 102, promenade Bill Leathem dans le parc d'affaires Merivale-Sud. L'approbation par le Conseil des modifications proposées pour le Plan officiel et le *Règlement de zonage* a fait l'objet d'un appel, interjeté par l'Administration de l'aéroport international d'Ottawa. Le Tribunal d'appel de l'aménagement local n'a pas encore rendu de décision.

Le présent rapport fait état de l'analyse et des recommandations du personnel, qui vont dans le sens d'une autorisation, sous réserve de certains critères, de petites utilisations

de lieu de culte dans les zones d'industrie légère et les zones de parc d'affaires et industriel des secteurs désignés « secteurs d'emploi urbains » dans le Plan officiel. Ainsi, la Ville propose une modification du *Règlement de zonage* touchant 189 propriétés industrielles dans neuf quartiers de la ville. Le rapport recommande également de définir le terme « lieu de culte » dans le *Règlement de zonage*.

Pour consulter le public, la Ville a envoyé un avis aux propriétaires des terrains visés et publié conformément à la loi une annonce dans des journaux français et anglais, après quoi elle a tenu une période de commentaires de quatre semaines. Elle a aussi créé une page sur son site Web, qui contient un résumé de la proposition, plusieurs cartes indiquant les propriétés concernées, et les coordonnées de l'urbaniste responsable du dossier.

## **DISCUSSION**

The City of Ottawa Zoning By-law generally does not permit institutional uses in industrial zones located in Urban Employment Areas. However, Official Plan Amendment (OPA) 180 introduced some flexibility for the consideration of low-density institutional uses in Urban Employment Areas through site-specific Zoning By-law amendments, provided they meet the following criteria under Official Plan Policy 3.6.5(2)(f):

- Compatibility with existing and permitted land uses identified in the Zoning By-law;
- Ability for the remainder of the Urban Employment Area to accommodate at least 2,000 jobs, as set out in Official Plan Policy 3.6.5 1;
- Completion of a compatibility assessment guided by the Ministry of Environment D-Series Guidelines; and
- Consideration of existing uses – particularly the impact that existing uses adjacent to and within the Urban Employment Area may already have on a proposed use that is permitted in the Zoning By-law.

Since OPA 180 came into force on November 9, 2017, the City of Ottawa has received several Zoning By-law amendments for the site-specific addition of a Place of Worship in industrial zones in Urban Employment Areas, such as a church or mosque in a business park or light industrial zone.

Industrial areas are attractive for many religious groups because of the relatively inexpensive land and availability of sufficient parking. There can also be sound planning

rationale for mixing institutional land uses with industrial land uses. For instance, where industrial lands host relatively innocuous activities that take place during regular office hours (e.g. business park offices), it is possible that a Place of Worship would be busiest at different times than existing surrounding land uses. In those cases, there is the opportunity to reduce peak period traffic impacts and find efficiencies through shared parking agreements.

However, planning applications to add a Place of Worship in industrial zones are often controversial and raise the following concerns:

- Potential for perceived diminished supply of industrial lands;
- Compatibility of Place of Worship land use in proximity to relatively high impact industrial activities and their associated noise, odour, vibration or traffic;
- Potential traffic and parking impacts of a Place of Worship on existing industrial activities;
- Multi-modal access concerns because of the distance between Places of Worship and residential zones and the adequacy of transit service and pedestrian and cycling facilities;
- Possibility of a Place of Worship and accessory or ancillary institutional land uses being considered sensitive land uses, which may prevent the future addition or expansion of nearby permitted industrial land uses; and
- Applicability of the Airport Operating Influence Zone

On March 28, 2017 Planning Committee considered an application for an OPA and Zoning By-law amendment to allow a Community Centre, Place of Assembly, and Place of Worship in the South Merivale Business Park. The proposal was approved by Planning Committee and subsequently by City Council on April 12, 2017, along with Motion 48/3:

“WHEREAS there is a desire to examine if circumstances exist where select institutional uses may be permitted as of right in some Employment Areas, rather than being subject to a rezoning, to provide more certainty for institutional uses wishing to locate in these areas;

THEREFORE BE IT RESOLVED that Planning Services undertake a study relating to select institutional uses in Employment Areas, and provide to Planning Committee and

Council by Q1 2018 a report and recommendation(s) on any suggested modification(s) to the Zoning By-law and/or policy documents.”

The motion directed staff to consider “select institutional uses... in Employment Areas” and this report specifically considers the appropriateness of Place of Worship land use in industrial zones in Urban Employment Areas. Applications for other institutional uses, such as schools, occur less frequently in industrial areas. These land uses are potentially more sensitive given the requirement for outdoor play areas for children and traffic impacts at peak periods during weekdays, rather than at various times including weekends for Place of Worship facilities. As a result, applications for other institutional uses such as schools in industrial areas will continue to require a Zoning By-law amendment application and be assessed on a case-by-case basis.

Where appropriate, and subject to OPA Policy 3.6.5(2)(f) and additional criteria outlined in this report, the City is prepared to give as-of-right permission for certain Place of Worship applications in industrial zones in Urban Employment Areas. It is anticipated that this will improve policy clarity and reduce the need for future Zoning By-law amendments.

### **Defining Place of Worship**

The Zoning By-law currently does not have a definition for Place of Worship. In recent decades, defining Place of Worship has been a moving target for municipalities, as many applications have changed from locally-focussed facilities that primarily host worship services to applications for larger facilities with a wider catchment area and broader range of land uses. The increased size, number of participants, diversity of land uses, and catchment area of these large Place of Worship facilities has resulted in additional land use impacts that are increasingly difficult to differentiate from other similar land uses, such as Place of Assembly and Community Centre, which are defined in the Zoning By-law as follows:

**Place of assembly** means a place designed and used to accommodate gatherings of people such as clubs, **karaoke bars**, escape rooms, reception halls, conference centres, legion halls, assembly halls and lodges, and for events such as trade shows, banquets, and political or other conventions.

**Community centre** means a multi-purpose facility that offers a variety of programs of a recreational, cultural, day care, social, community service, informational or instructional nature, and may include, as a portion of it, a **medical facility**.



In order to introduce more clarity between a Place of Worship, Place of Assembly, and Community Centre, it is proposed to add the following definition for Place of Worship in the Zoning By-law:

**Place of Worship** means a place or building that is used for the regular assembly of persons for the practice of religious worship, services or rites. A Place of Worship must not include a school, cemetery or scattering ground.

It is possible that a Place of Worship facility also include a Place of Assembly and Community Centre, particularly in large-scale facilities. In these cases, the Zoning By-law will continue to consider these facilities as containing multiple land uses with their respective definitions. While this approach may seem trivial when these uses are combined, it allows for more zoning precision in cases where only one or two of those three land uses are permitted. For example, there could be a case where a Community centre or Place of Worship is permitted but a Place of assembly would not be permitted because of proximity to residential uses and the potential for late-night noise impacts.

### **Locating Place of Worship Facilities in Industrial Zones in Urban Employment Areas**

The City of Ottawa Official Plan identifies Urban Employment Areas in Schedule B, and Part 11 of the Zoning By-law identifies industrial zoning for each property, whether General Industrial Zone (IG), Heavy Industrial Zone (IH), Light Industrial Zone (IL), or Business Park Industrial Zone (IP).

In considering the suitability for a Place of Worship in industrial zones in Urban Employment Areas, the following questions need to be resolved:

1. How to determine what size or scale of Place of Worship falls under the Official Plan definition of “low density institutional uses”;
2. Where those places of worship would be appropriate in Urban Employment Areas; and
3. How to expand permission for Place of Worship in Urban Employment Areas in the Zoning By-law.

#### **1. Low Density Institutional Uses**

Official Plan 180 allows for the consideration of “low density institutional uses” in Urban Employment Areas. In order to determine which Place of Worship facilities can be

considered “low density”, we can look at the distribution of existing facilities, which tend to fall into one of two categories.

The first can be considered small-scale Place of Worship, which is a locally-focussed facility that draws a community-scale catchment or may provide relatively specialized services with small gatherings, even if members are drawn from a city-wide catchment. These types of Place of Worship tend to be located in small stand-alone buildings or accommodated through conversions of existing business park offices or light industrial spaces. Their primary purpose is to host worship services or ceremonies or offer faith-based gatherings or services, such as study groups or counselling. The relatively small size of these facilities and their gatherings are expected to cause fewer and more minor land use impacts than large-scale Place of Worship facilities, and therefore are more likely to integrate into an industrial area without detrimental impacts to existing or future industrial activities.

Large-scale Place of Worship facilities, on the other hand, involve large buildings and congregations that draw a city-wide or regional catchment. They may draw hundreds of patrons from across the City at any given time for worship services or events, leading to the term “faith commuting”. A large-scale Place of Worship hosts a variety of activities and services beyond those offered by a small-scale Place of Worship, and may include a daycare, private school, emergency shelter, food bank, or recreation facility (e.g. gymnasium), which together have a function similar to a community centre. This can result in major impacts in terms of traffic, parking, and infrastructure requirements, and could have a detrimental impact to existing or future industrial activities.

Therefore, it is proposed to limit the as-of-right permission to small-scale Place of Worship in industrial zones in Urban Employment Areas. Applications for large-scale Place of Worship will still be considered, subject to the Official Plan policies noted above and a site-specific Zoning By-law amendment, which will provide the necessary studies (e.g. traffic, noise, infrastructure capacity) for City staff to undertake a fulsome evaluation and develop an informed recommendation.

### **Determination of Small-Scale vs. Large-Scale Place of Worship Facilities**

There is a need to establish a size threshold between small-scale and large-scale Place of Worship. Research on Place of Worship facilities in Ottawa provides a total of 188 properties that range in building size, as measured by gross floor area (GFA), from 95 square metres to 7782 square metres, with a median size of 365 square metres. The median compared to the range suggests a relatively high number of places of worship

at the smaller end of the GFA range, and a relatively small number of large GFA outliers. In fact, existing Place of Worship facilities under 400 square metres represent more than 50 per cent of all facilities, those under 1,000 square metres represent 85 per cent of all facilities, and those under 1,500 square metres represent 95 per cent of all facilities, which is represented in Figure 1 below.

Figure 1: Size of Existing Places of Worship Facilities in Ottawa

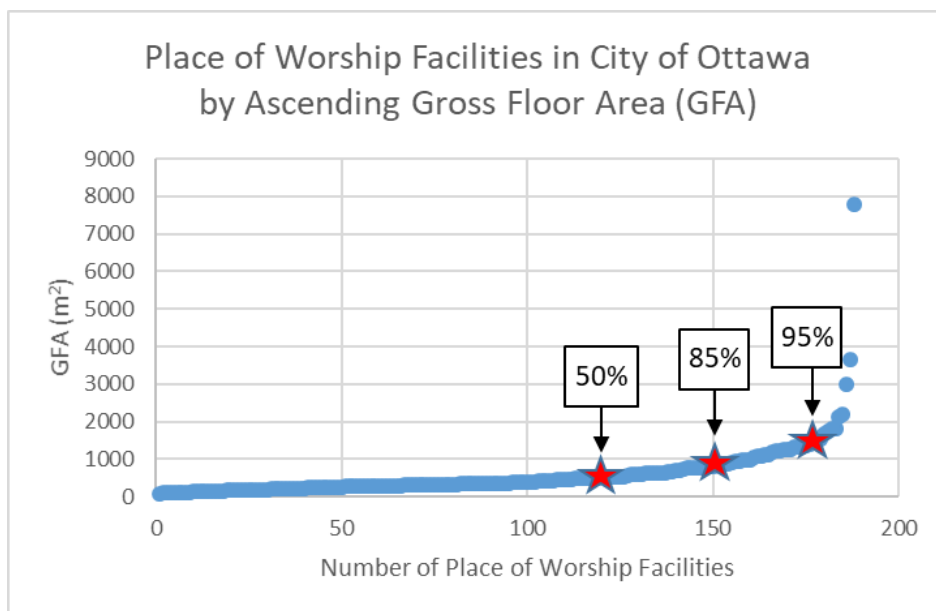
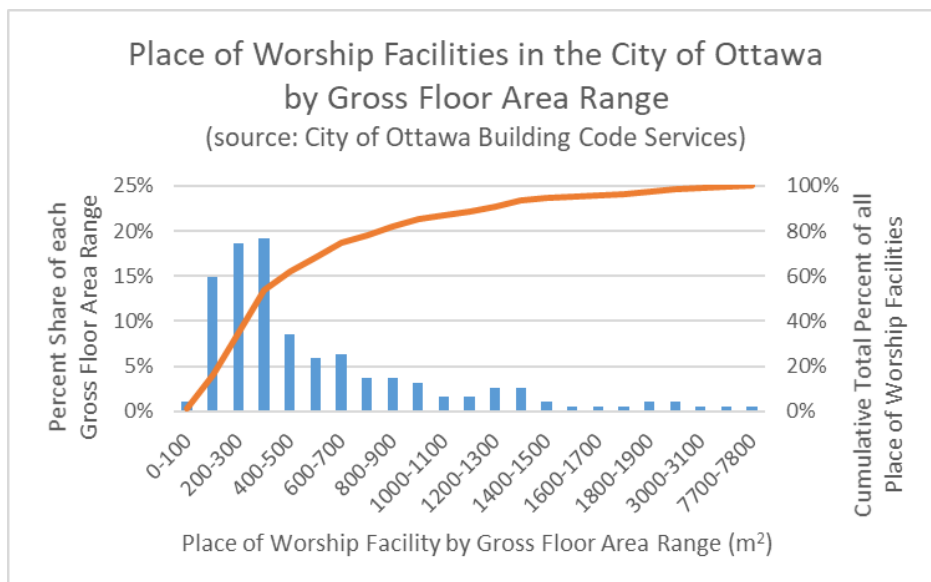


Figure 2 identifies the percent of all Place of Worship facilities in Ottawa by GFA size range. It demonstrates that the vast majority of existing facilities are in the smaller size ranges, particularly between 100-400 square metres.

Figure 2: Place of Worship Facilities in Ottawa by Gross Floor Area Range



In determining the size threshold between small-scale and large-scale Place of Worship facilities, the distribution of Place of Worship facilities suggests that small-scale facilities should capture the majority of all existing facilities. This implies a GFA threshold over 400 square metres, but where above 400 square metres depends on potential land use impacts.

### Land Use Impacts

The most noticeable land use impacts of locating a Place of Worship in an industrial zone are related to traffic and parking. Since parking availability largely determines its traffic impact, the amount of parking at a Place of Worship facility can be used as a reasonable indicator of land use impact.

The minimum parking space rates for Place of Worship are identified in the Zoning By-law, Section 101 (7), Table 101, N66, at 10 parking spaces per 100 square metres GFA of assembly area. There is a reduced rate of 5 parking spaces per 100 square metres GFA of assembly area in the Inner Urban Area and on Inner Urban Mainstreets, but since there are relatively few Urban Employment Areas in these locations, the parking requirement of 10 parking spaces per 100 square metres GFA of assembly area will be used for the purposes of this calculation. Also, note that only a portion of a Place of Worship will be assembly area – the rest can include hallways, washrooms, offices, meeting rooms, kitchens, storage areas, etc. Based on a review of available floorplans, it is estimated that 60 per cent of the total GFA of a given Place of Worship can be attributed to assembly area.

To gauge land use impacts of small-scale Place of Worship facilities with a GFA larger than 400 square metres, we can examine the parking requirements for facility sizes of 500 square metres, 1,000 square metres, and 1,500 square metres. A 500 square metres facility with 60 per cent space dedicated to assembly areas would result in 300 square metres of assembly area and a requirement for 30 parking spaces. A 1,000 square metres facility would result in 600 square metres of assembly area and a requirement for 60 parking spaces, and a 1,500 square metres facility would result in 900 square metres of assembly area and a requirement for 90 parking spaces.

In terms of parking impact, a parking lot with 30 spaces would occupy roughly 1,000 square metres or 0.1 ha. Compared to other institutional parking, this is similar to the parking lot of a typical local public library branch. A parking lot of 60 spaces would occupy roughly 2,000 square metres or about 0.2 ha. This is similar to what would be required for a new elementary school. A 90-space parking lot would occupy roughly 3,000 square metres or 0.3 ha, which is similar to what would be required for a new high school.

Industrial properties tend to be relatively large sites with low-rise buildings and surface parking lots, often in the front or side yard. While parking lot configurations, locations, materials and landscaping vary, it is the opinion of staff that a parking lot up to 0.2 ha on an industrial property can be considered acceptable in terms of surface area impacts and trip generation of up to 60 vehicles.

Therefore, based on an analysis of the distribution of Place of Worship facilities by GFA in Ottawa and a consideration of parking impacts, staff recommend that as-of-right permissions for “low density institutional uses” identified in OPA 180 apply to small-scale Place of Worship facilities with a maximum GFA of 1,000 square metres. This captures 85 per cent of all existing Place of Worship facilities in Ottawa.

Larger Place of Worship facilities are more likely to have more significant impacts on adjoining land uses in industrial zones. As a result, it is recommended that applications for Place of Worship facilities over 1,000 square metres in industrial zones in Urban Employment Areas require a site-specific major rezoning to allow staff to evaluate and manage these associated concerns.

## **2. Where to Allow Small-Scale Places of Worship in Urban Employment Areas**

The second major consideration is the identification of appropriate locations for these small-scale Place of Worship facilities in industrial zones in Urban Employment Areas.

Good planning principles suggest that these facilities should have multi-modal access, be located close enough to residential areas to serve a local catchment and be reached by pedestrians, and also located far enough away from industrial zones that are permitted to host relatively high-impact industrial activities.

As a result, it is proposed to add permission for Place of Worship with a maximum GFA of 1,000 square metres to properties that meet all of the following criteria:

1. Located in an Urban Employment Area identified in the Official Plan - Schedule B Urban Policy Plan;
2. Has frontage on, or potential for direct driveway access to, a major road (i.e. Collector, Major Collector or Arterial) identified in the Official Plan – Schedule E Urban Road Network;
3. Located within 600 m of a residential zone;
4. Located a minimum of 300 m away from IG and IH zones, where heavy industrial land uses are permitted.
5. Not located within the Airport Operating Influence Zone or the Airport Vicinity Development Zone in Schedule 6

The first criteria respond to the direction in OPA 180 described at the beginning of the report. The second and third criteria are intended to ensure adequate multi-modal transportation access (i.e. pedestrian, cycling and transit facilities) from nearby residential zones. The fourth criterion is intended to ensure adequate separation from heavy industrial activities and offers protection for existing and future industrial uses so that the introduction of institutional uses will not limit their permitted industrial activities.

Since the criteria above requires a buffer from zones that allow heavy industrial activities (IG and IH zones), it is proposed to limit the as-of-right permission for Places of Worship up to a maximum GFA of 1,000 square metres to IP (Business Park) and IL (Light Industrial) zones in Urban Employment Areas that meet the above criteria.

Document 2 identifies properties that are affected by this proposed Zoning By-law amendment. In total, there are 189 affected properties throughout Wards 1, 4, 6, 8, 9, 10, 11, 18 and 23. Note that the identification of these properties is influenced by the following considerations:

The Citigate Corporate Campus on the Strandherd map is limited by policies in the South Nepean Urban Area Secondary Plan (SNUASP), Areas 9 and 10. Most of these lands are designated Prestige Business Park, with Secondary Plan policies supporting a “corporate showcase” and a specific list of permitted uses (SNUASP Policy 2.2.5.1) that does not include Place of Worship. Therefore, Place of Worship will remain a prohibited land use in the Prestige Business Park.

None of the affected properties are located in the Airport Operating Influence Zone (AOIZ). Since Place of Worship is considered a sensitive land use in the AOIZ, any application for a Place of Worship in the AOIZ will continue to require an OPA and Zoning By-law amendment.

The proposed as-of-right permission for places of worship in Urban Employment Areas may result in a slight reduction in the number of applications for Zoning By-law Amendments and the collection of related application fees.

### **3. How to expand permission for Place of Worship facilities in Urban Employment Areas in the Zoning By-law**

The permission for Place of Worship is proposed to be added to the Zoning By-law as a conditional use in the IP and IL zones in the Zoning By-law. See Document 1 – Details of Recommended Zoning for details.

Despite these additional as-of-right permissions, proposed developments that are subject to Site Plan Control may also be subject to other requirements, such as a noise impact study, or an Environmental Compliance Approval.

### **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

Note that the Proposed Provincial Policy Statement – July 2019 includes Policy 1.3.2.3 that would prohibit residential and institutional uses from employment areas planned for industrial and manufacturing uses. In the Ottawa context, staff is of the opinion that those areas would be General Industrial (IG) or Heavy Industrial (IH) zones, which are not proposed to receive permission for Place of Worship. As a result, staff are of the opinion that even if the proposed PPS Policy 1.3.2.3 is unchanged and confirmed in the forthcoming PPS, the recommendations in this report are expected to continue to be consistent with the PPS.

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

## **COMMENTS BY THE WARD COUNCILLORS**

Councillor Gower provided the following comments:

“This City-initiated by-law amendment is affecting roughly 35 properties on or near Iber road in Stittsville. Introducing diversity and flexibility in our land-use policies is sound planning. In Industrial Parks such as Iber Road, a mix of uses ensures that the area is not deserted outside of business hours. This approach alleviates residents’ safety concerns and makes more efficient use of space, services and infrastructure. As a matter of policy, I fully support this zoning by-law amendment.

That being said, I am concerned about normalizing selected institutional uses on Iber Road under the belief that these uses are currently limited in scale. Over the years, Iber Road has seen a steady diversification of uses to include professional offices, sports facilities, training centres, art schools, daycares, clinics, breweries and stores operate alongside a City of Ottawa works garage, a construction vehicle dealer, manufacturing plants, and a Canada Post letter depot. The constant and diverse mix of uses sought out by this amendment is already established and the area performs well beyond its intended purpose.

Since amalgamation, Stittsville has grown around Iber Road. Concerns about places of worship preventing the addition or expansion of permitted industrial uses are misplaced. The development of the Kizell lands immediately east of Iber Road will add almost 2000 residential units to the area, effectively creating a thin industrial sandwich between two thick residential slices. The City should consider how it can normalise the varied institutional uses already thriving on Iber Road rather than protect the industrial zone.

Finally, the discussion of the controversial aspects of adding places of worship in Industrial zones cites multi-modal access concerns. As mentioned above, the distance between residential zones and potential places of worship is not a concern in Stittsville. Our concern is almost the opposite: The absence of a proper north-south arterial road in Stittsville due to the delays in funding the extension of Robert Grant Avenue has turned Iber Road into the *de facto* north south arterial. Iber links the growing Fernbank Area to Hazeldean Road and the 417 and is used – at great risk – by transit users walking to and from Hazeldean road.



Recognizing the transformation of Iber Road and its function as a key roadway link in our community is an important step in urbanizing this rural cross-section and making it safe for all users. Planners should review road design standards in these industrial areas to ensure that pedestrian and cycling infrastructure are established that properly support the diversification of uses.”

Councillor Egli is aware of the report and its recommendations. He looks forward to the public feedback dialogue.

Councillors Luloff, Sudds, Chiarelli, Deans, Tierney, Cloutier and Hubley are aware of this report.

### **LEGAL IMPLICATIONS**

There are no legal implications associated with implementing the recommendation within this report.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with the recommendations of this report.

### **FINANCIAL IMPLICATIONS**

The proposed as-of-right permission for places of worship in Urban Employment Areas may result in a slight reduction in the number of applications for Zoning By-law Amendments and the collection of related application fees.

### **ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with this report.

### **ENVIRONMENTAL IMPLICATIONS**

There are no environmental impacts associated with this report.

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priority:

- Governance, Planning and Decision-Making

## **CONSULTATION DETAILS**

Public consultation for this study included a notification letter that was mailed to each owner of the affected properties, as well as the statutory requirement for newspaper advertisements in both English and French language newspapers, followed by a four-week comment period between October 4 and November 1, 2019. A City web page was also created for the study, which provides a summary of the proposal, maps of affected properties and contact information for the planning file lead. Comments received during the four-week comment period were considered in the preparation of this report, as outlined in Document 3.

## **SUPPORTING DOCUMENTATION**

Document 1 Details of Recommended Zoning

Document 2 Location Maps Identifying Affected Properties

Document 3 Details of Consultation

## **DISPOSITION**

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

## Document 1 – Details of Recommended Zoning

Proposed changes to City of Ottawa Zoning By-law No. 2008-250, similar in effect to the following:

1. Amend Section 96 – Place of Worship and Place of Assembly as follows:
  - a. Add the following uses to 96(1):

Place of Assembly;  
Community Centre, limited to programs of community or social benefit;  
Recreation and athletic facility, limited to a gymnasium;  
One dwelling unit for the faith group leader;  
Day care;  
Retail uses to support the operation of the Place of Worship.
  - b. Re-letter the existing Subsection 96(2) as 96(3)
  - c. Add a new Subsection 96(2):

“The cumulative gross floor area of all ancillary uses must not exceed the gross floor area of worship space.”
2. Amend Section 203(2) as follows:
  - a. add a new provision 203(2)(g):

203(2)(g) a **place of worship** is permitted subject to:

    - (i) The provisions of Subsections 203(3) to (6)
    - (ii) maximum gross floor area: 1000 m<sup>2</sup>
    - (iii) not located within the Airport Operating Influence Zone or the Airport Vicinity Development Zone in Schedule 6
3. Amend Section 205(2) as follows:
  - a. add a new provision 205(2)(g) with the following provisions:

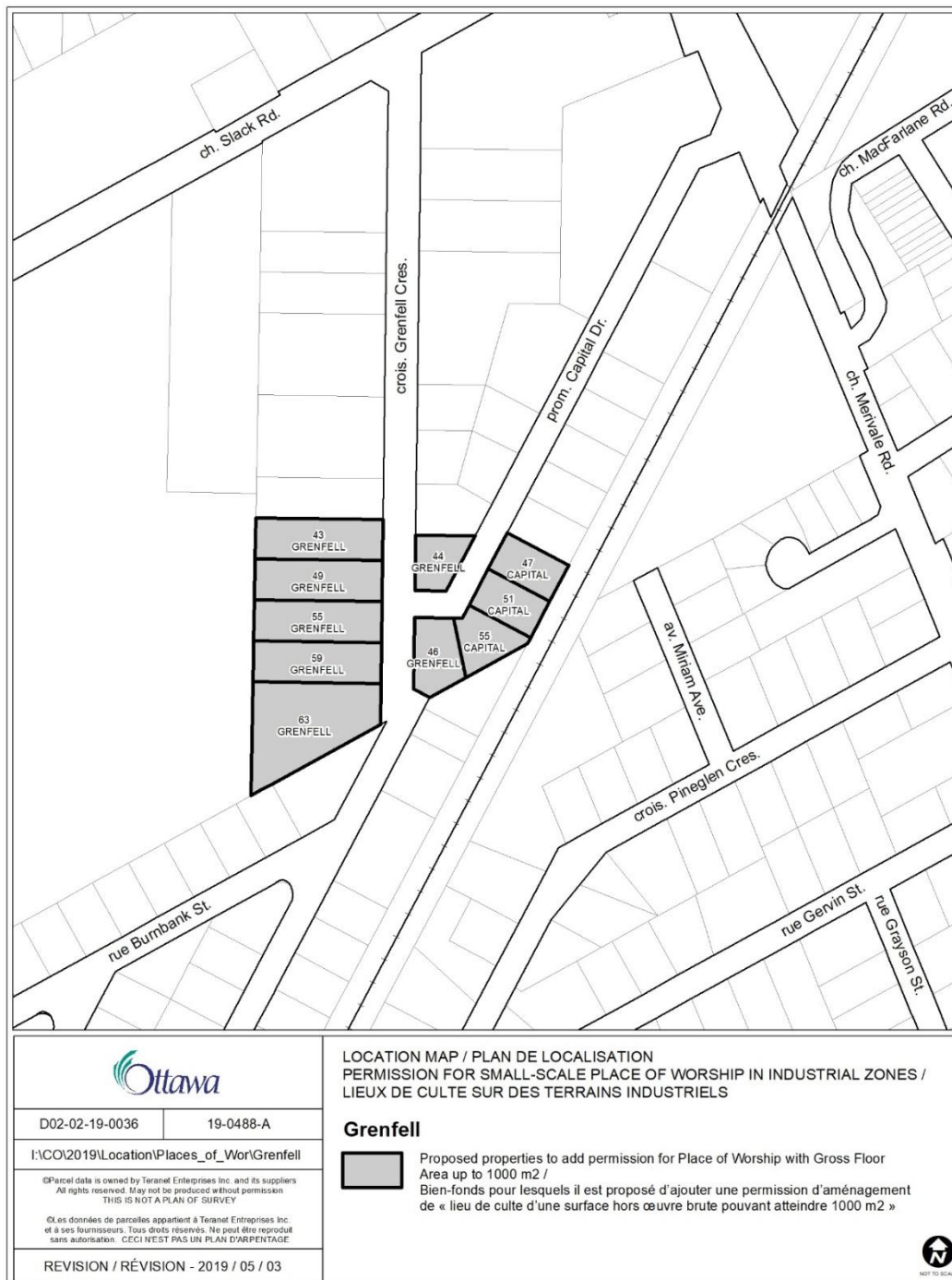
205(2)(g) a **place of worship** is permitted subject to

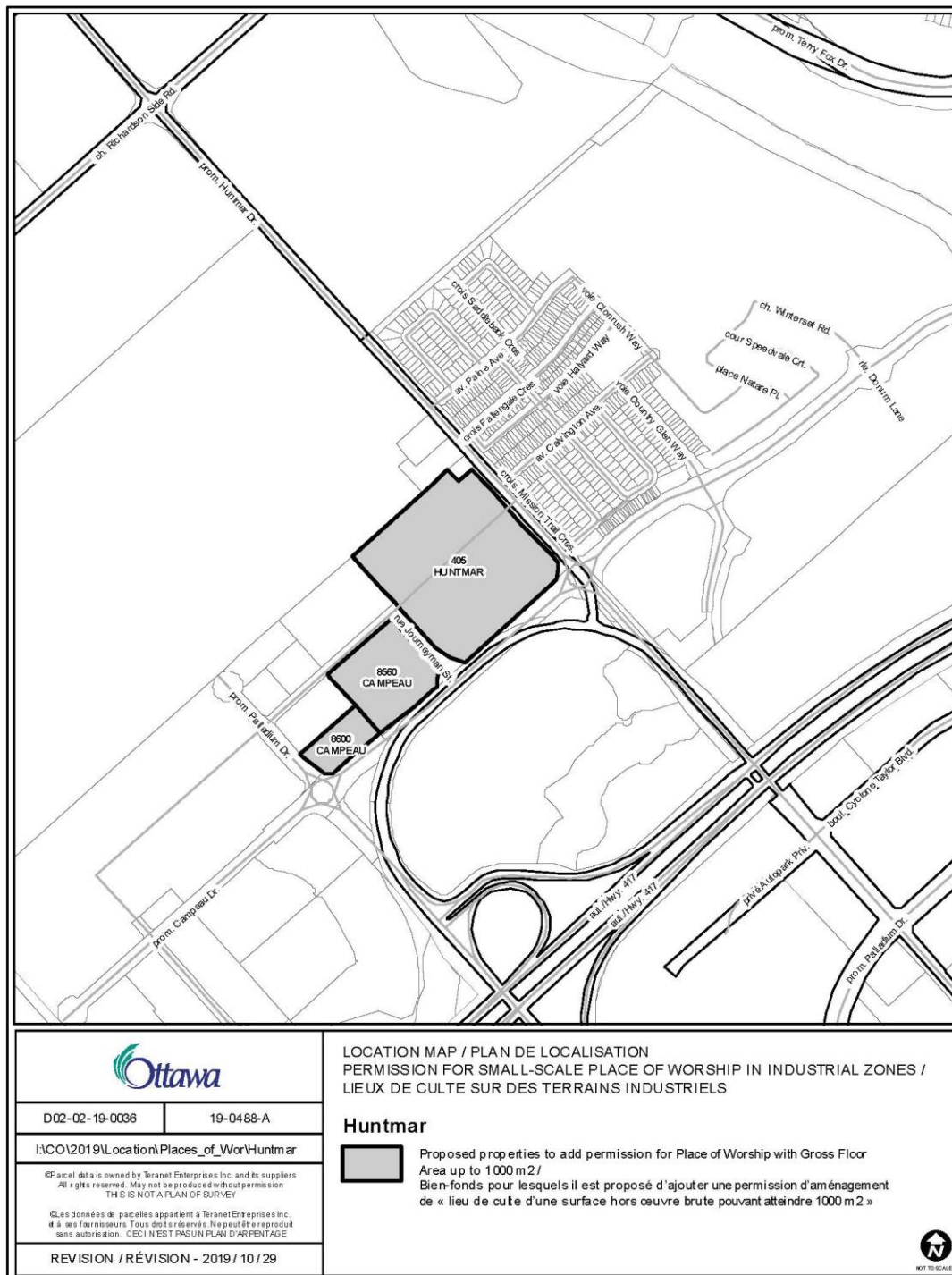
    - (i) The provisions of Subsections 203(3) to (6)

- (ii) maximum gross floor area: 1000 m<sup>2</sup>
  - (iii) not located within the Airport Operating Influence Zone or the Airport Vicinity Development Zone in Schedule 6.
4. Amend the following Urban Exceptions to add Place of Worship as a prohibited use:
- [1219], [2044], [2045], [2046], [2047], [2243], [2265], [2298], [2358], [2545]
5. Amend the following Urban Exceptions to add permission for Place of Worship, subject to 203(2)(g) or 205(2)(g), as applicable:
- [178], [1219], [1477], [1559], [1567], [2067], [2265], [2409], [2545]
6. Add a new definition for Place of Worship:

**Place of Worship** means a place or building that is used for the regular assembly of persons for the practice of religious worship, services or rites. A Place of Worship must not include a school, cemetery or scattering ground.

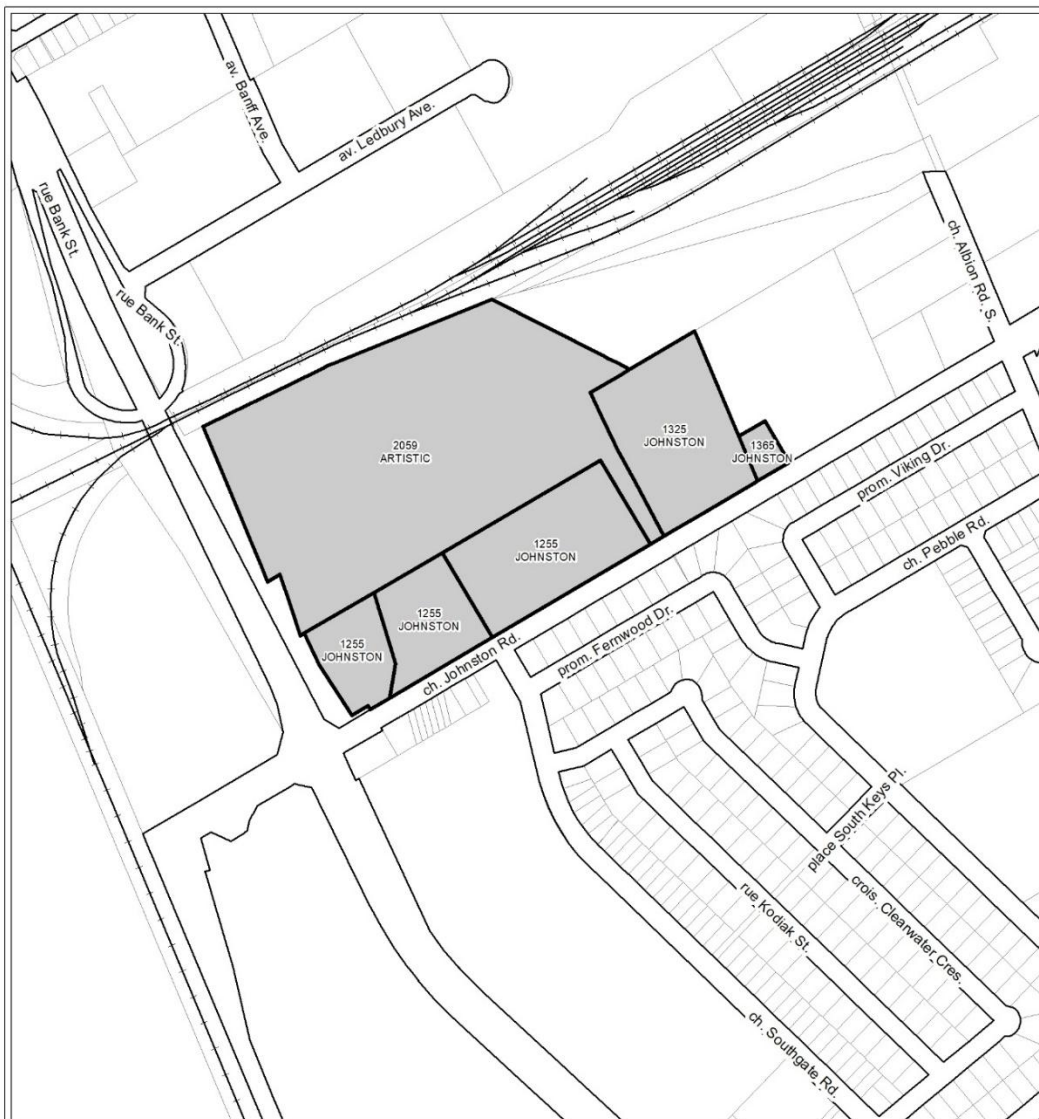
Document 2 – Location Maps Identifying Affected Properties










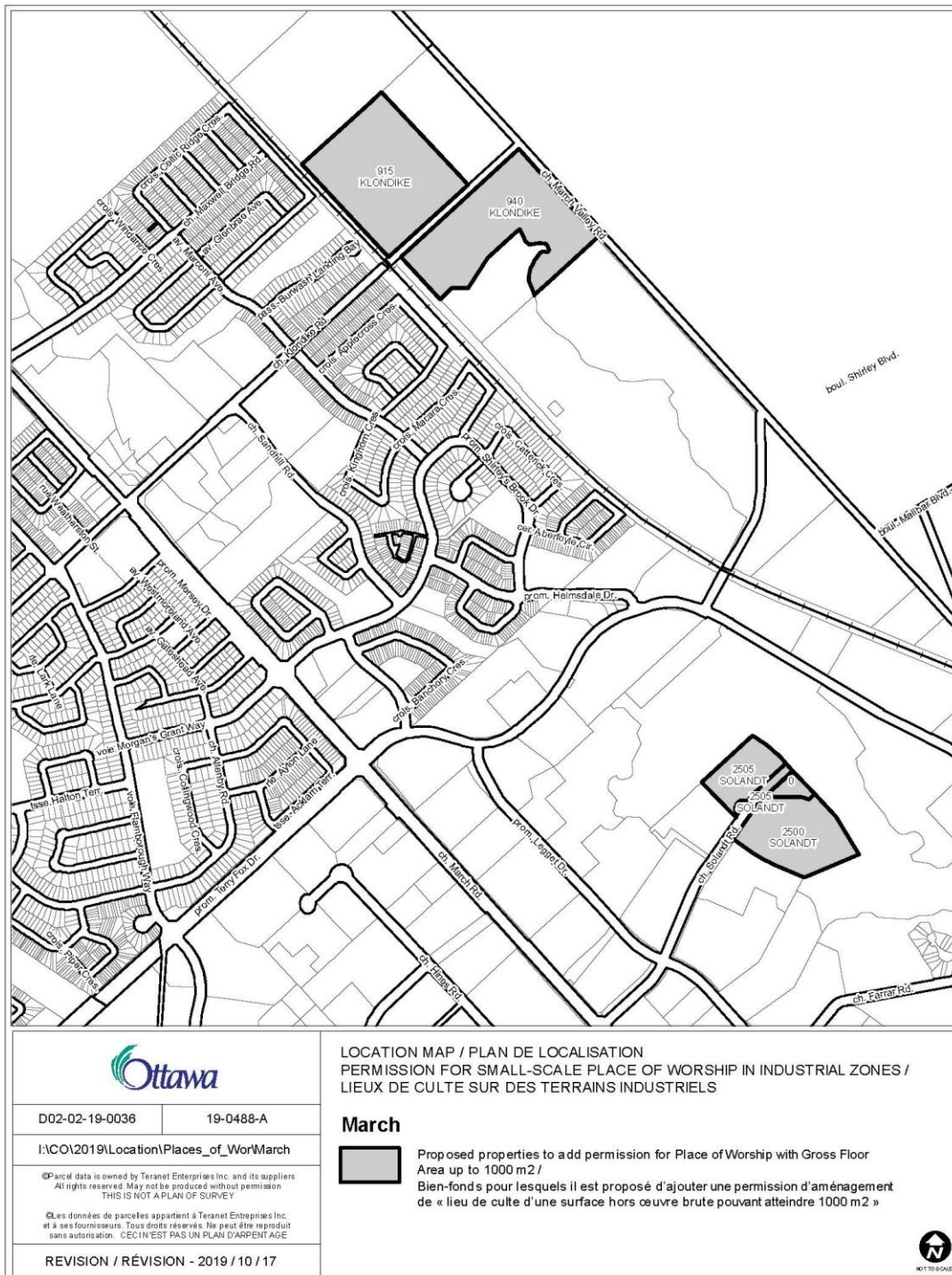




		<b>LOCATION MAP / PLAN DE LOCALISATION</b> <b>PERMISSION FOR SMALL-SCALE PLACE OF WORSHIP IN INDUSTRIAL ZONES /</b> <b>LIEUX DE CULTE SUR DES TERRAINS INDUSTRIELS</b>	
D02-02-19-0036	19-0488-A	<b>Johnston</b>	
I:\CO\2019\Location\Places_of_Wor\Johnston		 Proposed properties to add permission for Place of Worship with Gross Floor Area up to 1000 m2 / Bien-fonds pour lesquels il est proposé d'ajouter une permission d'aménagement de « lieu de culte d'une surface hors œuvre brute pouvant atteindre 1000 m2 »	
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LOCATION MAP / PLAN DE LOCALISATION  
PERMISSION FOR SMALL-SCALE PLACE OF WORSHIP IN INDUSTRIAL ZONES /  
LIEUX DE CULTE SUR DES TERRAINS INDUSTRIELS

### Robertson West / Ouest



Proposed properties to add permission for Place of Worship with Gross Floor  
Area up to 1000 m2 /

Bien-fonds pour lesquels il est proposé d'ajouter une permission d'aménagement  
de « lieu de culte d'une surface hors œuvre brute pouvant atteindre 1000 m2 »





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LOCATION MAP / PLAN DE LOCALISATION  
PERMISSION FOR SMALL-SCALE PLACE OF WORSHIP IN INDUSTRIAL ZONES /  
LIEUX DE CULTE SUR DES TERRAINS INDUSTRIELS

### Shefford



Proposed properties to add permission for Place of Worship with Gross Floor  
Area up to 1000 m<sup>2</sup> /

Bien-fonds pour lesquels il est proposé d'ajouter une permission d'aménagement  
de « lieu de culte d'une surface hors œuvre brute pouvant atteindre 1000 m<sup>2</sup> »

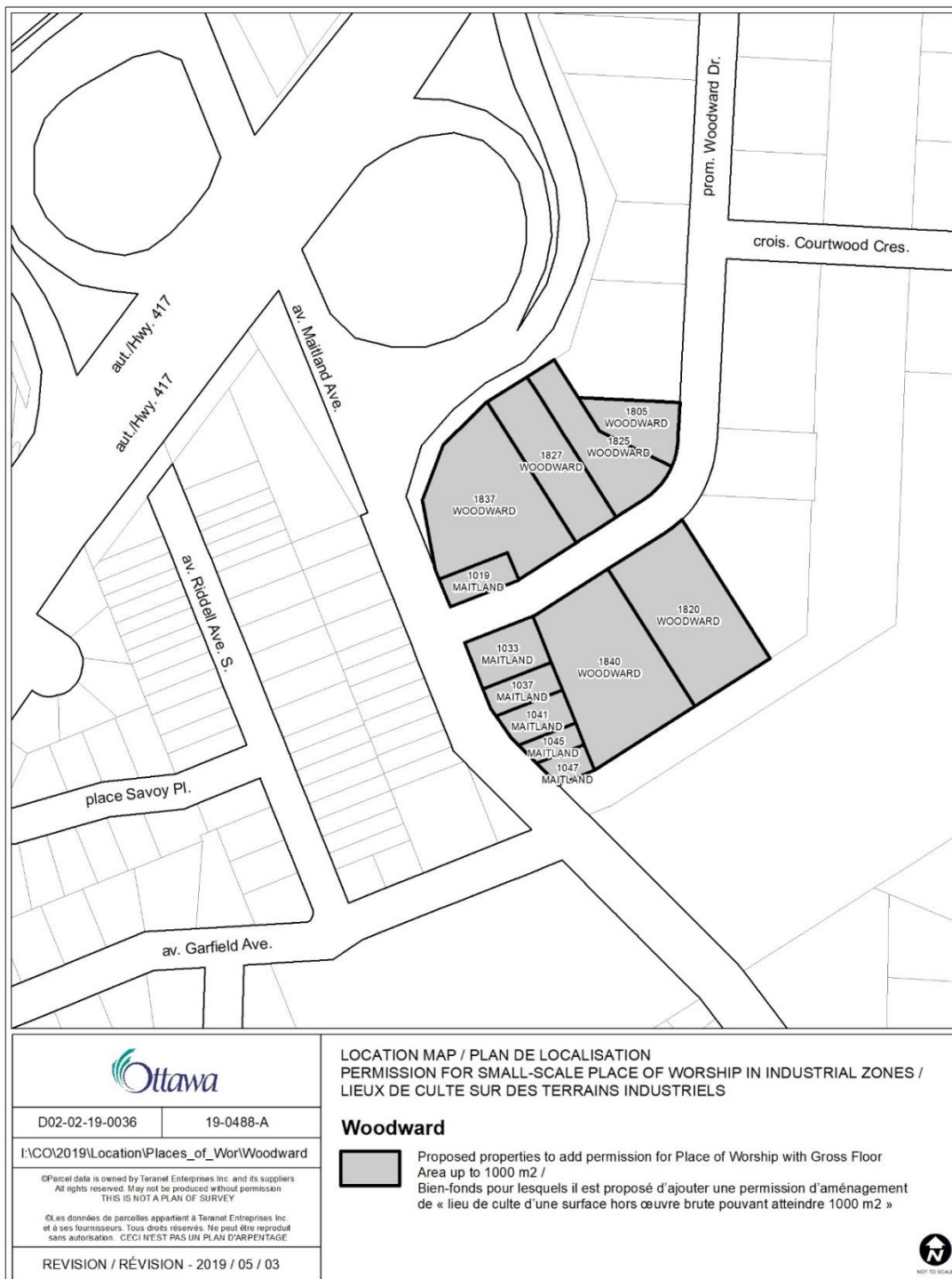












## **Document 3 – Details of Consultation**

### **Comments Received**

The four-week comment period between October 4 and November 1, 2019 resulted in four phone calls seeking clarification, six emails expressing no concerns, and two completed comment sheets (plus one duplicate email) in opposition to the proposed Zoning By-law amendment.

The first comment in opposition is from a landowner in the Grenfell/Colonnade area, saying the proposal would add to existing parking problems for commercial businesses in the area.

The second comment in opposition is from a business owner in the Lancaster area, expressing concerns about spill-over parking on their lot during weekdays and evenings.

### **Staff Response**

Staff understand there is some concern around the potential for a Place of Worship to exacerbate existing parking issues or to cause spill-over parking onto nearby properties. The first concern related to general parking impacts was addressed by limiting the as-of-right permission for a Place of Worship in certain industrial zones to a maximum gross floor area of 1,000m<sup>2</sup>. Based on existing parking requirements in Section 101 of the Zoning By-law, a Place of Worship facility of this size would require roughly 60 parking spaces, which would occupy around 0.2 ha and be similar to the parking requirements for a new elementary school. Given this maximum parking impact, it is the opinion of staff that this amount of parking and related vehicle trip generation could be reasonably accommodated in industrial areas identified in Document 2.

Regarding the second concern related to spill-over parking, it is important to note that the parking requirements in Section 101 of the Zoning By-law have to be accommodated on-site. If the site is too small for the required amount of parking, the applicant would need a minor variance or Zoning By-law Amendment, which could be refused. This process will ensure sufficient parking for a Place of Worship and minimize the chances of spill-over parking onto nearby properties.