

7. Zoning By-law Amendment – 1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent

Modification du Règlement de zonage – 1 et 9, chemin Canfield et 13, 15 et 17, Croissant Parkmount

Committee recommendation

That Council approve an amendment to Zoning By-law 2008-250 for 1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent to permit the expansion of the institutional zone and construction of a new ancillary community centre to the existing place of worship, as detailed in Document 3.

Recommandation du Comité

Que le Conseil approuve une modification du *Règlement de zonage* pour les 1 et 9, chemin Canfield et les 13, 15 et 17, croissant Parkmount afin d'autoriser l'agrandissement de la zone institutionnelle et la construction d'un centre communautaire adjacent au lieu de culte, comme le détaille le document 3.

Documentation/Documentation

1. Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated June 26, 2020 (ACS2020-PIE-PS-0074)

Rapport du Directeur, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 26 juin 2020 (ACS2020-PIE-PS-0074)

2. Extract of draft Minutes, Planning Committee, July 9, 2020

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, 9 juillet 2020

Report to
Rapport au:

Planning Committee
Comité de l'urbanisme
9 July 2020 / 9 juillet 2020

and Council
et au Conseil
15 July 2020 / 15 juillet 2020

Submitted on 26 June 2020
Soumis le 26 juin 2020

Submitted by
Soumis par:
Douglas James,
Acting Director / Directeur par intérim
Planning Services / Services de la planification
Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique

Contact Person / Personne ressource:
Mary Dickinson, Planner / Urbaniste, Development Review West / Examen des
demandes d'aménagement ouest
613-580-2424, 13923, mary.dickinson@ottawa.ca

Ward: KNOXDALE-MERIVALE (9)

File Number: ACS2020-PIE-PS-0074

SUBJECT: Zoning By-law Amendment – 1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent

OBJET: Modification du *Règlement de zonage* – 1 et 9, chemin Canfield et 13, 15 et 17, Croissant Parkmount

REPORT RECOMMENDATIONS

1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent to permit the expansion of the institutional zone and

construction of a new ancillary community centre to the existing place of worship, as detailed in Document 3.

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 July 15, 2020," 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 une modification du *Règlement de zonage* pour les 1 et 9, chemin Canfield et les 13, 15 et 17, croissant Parkmount afin d'autoriser l'agrandissement de la zone institutionnelle et la construction d'un centre communautaire adjacent au lieu de culte, comme le détaille le document 3.
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 15 juillet 2020 », 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

Staff Recommendation

Planning staff recommend approval of the zoning by-law amendment for 1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent to expand the existing Minor Institutional Subzone B, special exception 428 (I1B [428]) zone in order to facilitate the construction of a new 2,130 gross floor area community centre building and an expanded parking lot, which will support the existing church building on site. A zoning

schedule is also proposed (Schedule XXX) which will limit the use on a portion of the property which fronts onto Parkmount Crescent to detached dwelling.

The applicant is requesting the following changes to the zoning:

- a rezoning of the residential lots at 9 Canfield Road and 13, 15 and 17 Parkmount Crescent from Residential to Institutional;
- A reduced minimum parking rate for the new community centre building;
- A reduced landscape buffer between the parking lot and Canfield Road;
- Rewording the existing exception regarding a shared parking arrangement; and
- Permit a detached dwelling within the I1B [428] zone.

In addition to the requested amendments, staff propose the following additional amendments to the existing I1B [428] zoning:

- Reduce the maximum building height within the I1B [428] zone;
- The community centre building be only permitted as an ancillary use to the place of worship on site; and
- Specify, though a zoning schedule (Schedule XXX), that the existing detached dwelling on the church property is limited to being used as a detached dwelling, and a parking lot is not permitted on that portion of the property.

The proposal aligns with the applicable Official Plan policies for the subject site, including the policies set out for development in the General Urban Area, and policies relating to growth and compatibility.

Applicable Policy

In the Official Plan Section 2.1 and 2.2 relating to growth of the city, and Section 3.6.1 which outlines policies for development within the General Urban Area acknowledge the role of community serving uses such as churches and schools within our communities.

There is reference throughout the Official Plan to institutional uses and service uses which support the city's growing population. The policies in the following sections support this application: Section 2.5.1 and 4.11 relating to compatibility and urban design, and section 3.6.1 which set out development policies for lands designated General Urban Area.

Section 2.5.1 and 4.11 relating to urban design and compatibility, focuses on community design, patterns and locations of land use, density allocation and locations of community services and how these spaces function together. Compatible development is not necessarily the same or similar to existing buildings in the vicinity, but can enhance an established community through good design and innovation and coexist with existing development without causing undue adverse impacts on surrounding properties. At the neighbourhood scale, issues such as noise, light, parking and access and shadowing are important considerations.

Section 3.6.1, which outlines policies for development within the General Urban Area, is being met with this development proposal. The policies state that more intensive uses and uses that can generate nuisances, such as traffic or noise, should be located at the edges of communities adjacent to transit or arterial roadways that can carry people efficiently to and from the site without having to travel through local neighbourhoods.

Public Consultation/Input

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. Two public meetings were held where the invitation was extended to all members of the community. Both meetings were held prior to submission of a formal application, with the first on October 3, 2017 and the second on March 7, 2019 at the Trend Arlington Community Association (TACA) community centre. Councillor Egli, TACA executive, the applicant representatives, and City staff attended both meetings. Approximately 60-100 members of the community attended each meeting. Also prior to application submission, three small-group meetings were held which included a sub-group of community representatives, Councillor Egli and the applicant representatives. These were all held on November 21, 2017, July 18, 2018 and November 22, 2018. At the request of the TACA executive, the applicant representatives attended a meeting with the executives at TACA's request on April 9, 2019.

A summary of comments received and responses to those comments can be found in Document 4.

RÉSUMÉ

Recommandation du personnel

Le personnel de la planification recommande que soit approuvée une modification du *Règlement de zonage* pour les 1 et 9, chemin Canfield et les 13, 15 et 17, croissant

Parkmount afin de permettre l'agrandissement de la zone de petites institutions, sous-zone B, exception particulière 428 (I1B [428]), en vue de faciliter la construction d'un centre communautaire d'une surface de plancher hors œuvre brute de 2 130 et d'un plus grand stationnement, en complément de l'église qui se trouve déjà sur place. Une annexe de zonage est aussi proposée (annexe XXX), laquelle précisera qu'une habitation isolée est la seule utilisation permise pour une partie de la propriété donnant sur le croissant Parkmount.

Le requérant demande les modifications de zonage suivantes :

- Modification du zonage des lots résidentiels situés au 9, chemin Canfield et aux 13, 15 et 17, croissant Parkmount pour passer de la désignation « résidentielle » à « institutionnelle »;
- Diminution du taux minimal de stationnement pour le nouveau centre communautaire;
- Rétrécissement de la zone tampon paysagère entre le stationnement et le chemin Canfield;
- Reformulation de l'exception visant une entente quant au stationnement commun;
- Autorisation de construction d'une habitation isolée dans la zone I1B [428].

Le personnel propose en outre ce qui suit pour le zonage I1B [428] :

- Que l'on diminue la hauteur maximale de bâtiment dans la zone I1B [428];
- Que l'on autorise la construction du centre communautaire comme utilisation accessoire au lieu de culte seulement;
- Que l'on spécifie, dans une annexe de zonage (annexe XXX), que le bâtiment qui se trouve sur le terrain de l'église peut uniquement servir d'habitation isolée et qu'il est interdit d'aménager un stationnement sur cette partie de la propriété.

La proposition est conforme aux politiques applicables du Plan officiel pour le site visé, y compris les politiques relatives aux aménagements dans la zone urbaine générale et relatives à la croissance et à la compatibilité.

Politique applicable

Dans le Plan officiel, les sections 2.1 et 2.2, concernant la croissance d'Ottawa, ainsi

que la section 3.6.1, qui décrit les politiques d'aménagement dans la zone urbaine générale, soulignent l'importance des utilisations communautaires, comme les églises et les écoles, pour la collectivité.

Partout dans le Plan officiel, on mentionne les utilisations institutionnelles et de services qui répondent aux besoins de la population croissante. Les politiques suivantes sont favorables à cette demande : les sections 2.5.1 et 4.11, qui portent sur la compatibilité et le design urbain, et la section 3.6.1, qui établit les politiques d'aménagement pour les biens-fonds situés dans la zone urbaine générale.

Les sections 2.5.1 et 4.11 (design urbain et compatibilité) traitent essentiellement de la conception communautaire, des modes et des emplacements d'utilisation du sol, de l'attribution des densités, de l'emplacement des services communautaires et de la façon dont ces espaces forment un tout. Pour qu'un aménagement soit compatible, il ne doit pas forcément être identique ou similaire aux bâtiments avoisinants, mais doit plutôt améliorer le secteur en proposant des concepts innovateurs et de qualité et coexister avec les constructions existantes sans avoir d'effets négatifs sur les propriétés avoisinantes. À l'échelle du quartier, le bruit, l'éclairage, le stationnement, l'accès et l'ombrage constituent des considérations importantes.

La proposition satisfait aux critères de la section 3.6.1, qui décrit les politiques d'aménagement de la zone urbaine générale. Celles-ci précisent que les utilisations intensives et celles qui peuvent causer des nuisances (circulation, bruit) devraient se situer aux extrémités des quartiers, à côté de couloirs de transport en commun ou d'artères qui permettent de se déplacer sans qu'il soit nécessaire de traverser les quartiers.

Consultations publiques/commentaires

Un avis public a été donné et une consultation publique a eu lieu, conformément à la Politique d'avis et de consultation publique approuvée par le Conseil municipal pour les modifications du *Règlement de zonage*. Deux réunions publiques, auxquelles ont été invités tous les membres de la communauté, ont eu lieu avant la présentation de la demande officielle, soit le 3 octobre 2017 et le 7 mars 2019, dans les locaux de l'Association communautaire de Trend-Arlington (ACTA). Le conseiller Keith Egli, la direction de l'ACTA, les représentants du requérant et le personnel de la Ville ont assisté aux deux réunions. De 60 à 100 personnes étaient présentes à chacune d'entre elles. Trois réunions en petit groupe ont aussi eu lieu avant la soumission de la demande; un sous-groupe de représentants locaux, le conseiller Egli et les

représentants du requérant y ont participé. Elles se sont tenues le 21 novembre 2017, le 18 juillet 2018 et le 22 novembre 2018, respectivement. Les représentants du requérant ont participé à une réunion avec les dirigeants de l'ACTA, à la demande de l'Association, le 9 avril 2019.

Le résumé des commentaires et des réponses à ces commentaires se trouve dans le document 4.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent

Owner

St. Mary's Coptic Orthodox Church

Applicant

Nancy Meloshe of Stantec

Architect

N45 Architecture Inc., attn. Robert Matthews

Description of site and surroundings

The site is located at the northwest corner of Greenbank Road and Canfield Road in Ottawa's Trend-Arlington neighbourhood. The subject site includes 1 Canfield Road, which is the existing site of the place of worship, as well as 9 Canfield Road and 13, 15 and 17 Parkmount Crescent (See Document 1), which are all adjacent residentially zoned properties (R1FF) and on which all have detached dwellings. An existing place of worship and associated surface parking lot is located at 1 Canfield Road, with a single vehicular access from Canfield Road. The subject site is irregular in shape and 7,797 square metres (1.93 acres) in area, with 90 metres of frontage on Greenbank Road, 80 metres of frontage on Canfield Road and 55 metres of frontage on Parkmount Crescent. The site has a number of mature trees along the periphery of the site and along the

property lines that divide the existing property parcels that are intended to be consolidated.

The subject site is located at the corner of Greenbank Road, which is an arterial road, and Canfield Road, which is a collector road. The proposed expansion of the church site would result in lot frontage on Parkmount Crescent, which is a local street (See Document 5). The site is surrounded to the north and west by a low-density residential neighbourhood made up of detached dwellings. South of the site beyond Canfield Road are detached dwellings and a daycare centre, which is owned and operated by the owner of the subject site. Beyond this to the south is Knoxdale Public School. East of the subject site beyond Greenbank Road is a 5-storey apartment building a two-storey office building and a two-storey medical office building, all fronting onto Greenbank Road, beyond which is the Craig Henry residential neighbourhood.

The property is currently occupied by the existing St. Mary's Coptic Orthodox Church, surface parking, and a daycare playground, as well as three residential dwellings at 9 Canfield Road and 15 and 17 Parkmount Crescent which are intended to be demolished to accommodate the property expansion. The house at 13 Parkmount Crescent is also part of the subject site and it is intended to be maintained and will continue to be used as a residential dwelling that will be part of the church site (See Document 5).

Summary of requested Zoning By-law amendment proposal

The proposal includes the retention of the existing place of worship as well as the house at 13 Parkmount Crescent, and the demolition of the detached dwellings at 9 Canfield Road and 15 and 17 Parkmount Crescent. A new 2,130 square metre ancillary community centre building, which is primarily intended for use by the existing church community, is proposed on site as well as an expanded and reconfigured surface parking lot.

To facilitate this proposal, this report recommends rezoning 9 Canfield Road, 13, 15 and 17 Parkmount Crescent from the current R1FF zone (Residential First Density Zone, Subzone FF) to I1B [428] SXXX (Minor Institutional Zone, Subzone B, with special exception and subject to schedule XXX). 1 Canfield Drive is proposed to be rezoned from I1B [428] to I1B [428] SXXX such that the entire property will be within the same zoning designation. The proposed schedule XXX identifies 'Area A' which is the portion of the property where the detached dwelling, which is proposed to be retained, is currently located (See Document 2). Specific provisions are proposed to be added to exception 428 which will limit the use of 'Area A' on schedule XXX to detached dwelling,

and a parking lot within this area will be prohibited.

The proposal includes additional amendments to special exception 428 to allow for site specific relief required to accommodate the proposal, including a parking rate reduction for the community centre use, relief from landscape buffer provisions, and provisions to allow shared parking with the adjacent daycare at 2 Canfield Road. Staff have also proposed two site specific provisions which include limiting the height within the zone to 11 metres and requiring that the community centre only be permitted as an ancillary use to the church.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. Two public meetings were held where the invitation was extended to all members of the community. Both meetings were held prior to submission of a formal application, with the first on October 3, 2017 and the second on March 7, 2019 at the Trend Arlington Community Association (TACA) community centre. Councillor Egli, TACA executive, the applicant representatives, and City staff attended both meetings. Approximately 60-100 members of the community attended each meeting. Also prior to application submission, three small-group meetings were held which included a sub-group of community representatives, Councillor Egli and the applicant representatives. These were all held on November 21, 2017, July 18, 2018 and November 22, 2018. At the request of the TACA executive, the applicant representatives attended a meeting with the executives at TACA's request on April 9, 2019.

For this proposal's consultation details, see Document 4 of this report.

Official Plan designations

According to Schedule B of the Official Plan, the property is designated as General Urban Area. This designation permits a full range and choice of housing types in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses, as this mix will facilitate the development of complete and sustainable communities.

This permission for a broad mix of uses does not imply that all uses will be permitted everywhere within this designation, but instead, that the Zoning By-law will regulate the

location, scale and type of land use in accordance with the provisions set out in the Official Plan. The General Urban Area designation indicates that uses that serve wider part of the city will be located at the edges of neighbourhoods on roads where the needs of these uses can be met more easily and impacts controlled. Also, within this designation, the City supports infill development and other forms of intensification in a manner that enhances and complements the desirable characteristics, including pattern and scale, of the surrounding area.

Planning rationale

The requested zoning amendments associated with this development proposal includes the expansion of this institutional property by way of rezoning four adjacent residential lots, being 9 Canfield and 13, 15 and 17 Parkmount Crescent, from R1FF to I1B [428] SXXX to allow for additional space for the new ancillary community centre and expanded parking lot. The proposal also includes some site specific changes to the exception within the proposed Institutional zone (I1B [428] SXXX) including amendments to the applicable development standards with minimum parking requirements and landscape buffer requirements.

The newly expanded parcel will maintain an interface with the residential neighbourhood and will abut four immediately adjacent residential lots. This is not a new relationship, as the institutional use and the residential have been coexisting adjacent to one another for many years.

The expanded church property will also have approximately 56 metres of frontage on Parkmount Crescent, where previously the property did not have any frontage on this local street. As the church intends to keep the house at 13 Parkmount for residential use, 20 metres of the Parkmount frontage will be residential, whereas the remaining 36 metres will be fencing, beyond which will be the church parking lot. The impact of the expansion and development on the adjacent neighbourhood is being adequately mitigated through building design, site design and the use of landscape screening and fencing. As such the proposal is addressing compatibility considerations and is not expecting to adversely impact the surrounding properties. The applicant has also provided a rendering of the visual impact of the expanded site and proposed building from Parkmount Crescent, which identifies that although the streetscape will change as a result of this proposal, the development is considered compatible, with minimal impacts.

The site's existing location at the intersection of an arterial and collector roadway is identified within the General Urban Area policies as being an appropriate location for larger buildings and higher intensity uses. The church intends to maintain a single vehicular access to the site off Canfield Road. Based on feedback provided through the public circulation, vehicular access and pedestrian access from Parkmount Crescent will not be permitted to or from the subject site. As part of the site plan application, access will be restricted through the use of fencing as well as the implementation of a 30 cm reserve along the Parkmount Crescent property line.

The current institutional zoning in place for the existing church property permits a maximum building height of 18 metres. The tallest part of the proposed building is 10.35 metres (11 metres including the parapet). As the subject property is proposed to be expanded and the property will have frontage on Parkmount Crescent, which is a local street, staff are proposing a reduction of the maximum building height to 11 metres, which is compatible with the surrounding low-density residential neighbourhood.

The minimum building setback to the adjacent residentially zoned properties is 7.5 metres, which is being respected. Institutionally zoned properties that are generally compatible with residential neighbourhoods, including schools and places of worship, fall within the zoning designation of Minor Institutional Zone. The minimum setback requirement of 7.5 metres from an adjacent residential property is the standard minimum across this designation, with maximum height permission ranging from 15 metres to 18 metres. The proposed church expansion and proposed new community centre building is respecting this setback and is proposing a building that is 3 metres below the lowest maximum height within the minor institutional zone range, and 7 metres shorter than the existing I1B [428] height maximum of 18 metres.

The building design for the proposed two-storey building plus basement, which is partially above-grade, includes variation in height and articulation of the façade which both work towards breaking up the appearance of this approximately 2,130 square metre building. The building has an average height of 10.36 metres, with the lowest heights being the northwest portion of the building, which will be most visible from Parkmount Crescent, and a step-down in height at the northeast corner of the building, which is adjacent to residential rear yards. These efforts to break up the mass, along with the use of quality building materials and glazing, serve to address considerations of compatibility with the adjacent residential homes, and from Parkmount Crescent.

The proposal to expand the subject property in order to facilitate the construction of a new community building for the church conforms to the Official Plan, including policies

for development within the General Urban Area, and policies relating to urban design and compatibility found in Section 2.5.1 and 4.11 of the Official Plan. The church is a community serving use which are identified in the Official Plan as a critical part of the urban fabric and which serve and support the city's growing population. In addition, the proposal to demolish three homes to accommodate the expansion is consistent with the Official Plan policies on managing growth within the city.

In addition to expanding the church property, the applicant is requesting an amendment to the existing site-specific exception (exception 428) for the site, which states that 'a minimum of 15 parking spaces are to be permanently reserved for the use of the place of worship located on the property known municipally as 2 Canfield Road'. Staff support the request to reword this exception to acknowledge that the 15 parking spaces for the daycare are not for their exclusive use, but instead those spaces are being shared between the daycare and the church. As the daycare is open only during weekdays, and the church only requires the full extent of their parking lot during weekend services, shared parking between these two uses represents an appropriate parking arrangement.

The applicant is also seeking relief from the required minimum requirements for landscape buffers surrounding parking lots. While the majority of the parking lot is meeting or exceeding the minimum requirement of a three-metre landscape buffer, the edge of the parking lot adjacent to Canfield Road has been designed with a zero-metre buffer. This parking area, which exists currently as part of the church parking lot, is located between the church building and the Canfield property line. The amount of space within this area is such that an efficient parking lot with stalls on both sides of the drive aisle can only be achieved if the landscape buffer is reduced to zero. Because the site plan shows that the landscape buffer requirements will be met or exceeded in all other locations on site, and because the area where the reduction is being requested will not cause adverse impacts from a compatibility standpoint, staff are supportive of the proposed reduction.

Regarding minimum parking space requirements, the applicant is requesting a reduction from the required overall site requirement of 113 spaces to 98 spaces. Of the 113 spaces that would currently be required for the proposed development, 28 spaces are required to support the place of worship use under the current parking rate of 10 spaces per 100 square metres of assembly space (this includes the existing sanctuary, mezzanine and altar, which totals 276.2 square metres). The remaining 85 spaces are

associated with the community centre use under the current rate of four spaces per 100 square metres of gross floor area (2,131.4 square metres is proposed).

Support for the reduction to 98 spaces on site is based on how the church and community centre will be used and the scheduling of the services. The St. Mary's Coptic Church functions in such a way that all congregants are in the sanctuary for the liturgy. The community centre building is used exclusively before and after the liturgy by the congregation. The congregation size is limited by the size of the sanctuary, which has a capacity of approximately 250 people. Therefore, the typical use of the buildings on site would very rarely see both the church and community centre building used simultaneously. In addition, if the church congregation grows beyond the current capacity of 250 people, the church intends to add a second liturgy either on a Saturday or adjust their current schedule to accommodate two completely separate liturgies as opposed to increasing the number of congregants who would attend the church at any given time. For these reasons, staff are supportive of the reduction in parking space rate to a total of 98 spaces on site.

Three special exceptions have been proposed by staff which will contribute positively towards the compatibility of the larger church site with the adjacent residential neighbourhood. The first exception limits the community centre use such that it can only function as an ancillary use to the place of worship. Although the community centre use is currently permitted as-of-right within the I1B [428] zone, the rationale for the proposed parking reduction to 98 spaces from the required 113 relies in part on the community centre being a supportive use to the existing church on site, therefore the owner can only benefit from the supported parking reduction if this interconnected relationship between the uses is maintained. The second exception proposed by staff is a reduction in the maximum height of the subject site from 18 metres to 11 metres, which was discussed above. The third exception relates to Schedule XXX, which identifies the portion of the property where the residential dwelling at 13 Parkmount Crescent is located as Area A. Area A is proposed to only allow a residential dwelling as a permitted use. Maintaining this home for residential purposes, and as a dwelling that will be made available for rent, serves to integrate the church property with the adjacent residential neighbourhood.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2014 and 2020 Provincial Policy Statements.

RURAL IMPLICATIONS

There are no anticipated rural implications.

COMMENTS BY THE WARD COUNCILLOR

Councillor Egli provided the following comment:

This is a difficult proposal to consider. On one hand, you have a regional church that has been in place for over 20 years that wishes to expand its footprint. On the other hand, you have a long established community that is not against the church expansion but is dismayed about the unwillingness of the church to come up with a design plan that does not sacrifice perfectly good residential homes to allow for greater parking.

While the church has made some modifications whereby they will demolish 3 homes as opposed to 5 they still insist they must take 3 perfectly good homes out of the housing stock of the community. Additionally, the proposal would significantly reduce the lot size of a fourth home. This would gut a perfectly quiet residential neighbourhood for the purposes of a parking facility that will likely only be used one or two days a week with any regularity. Yet the facility would be permanent, sitting there 7 days a week year round.

The community has organized a committee to respond to the application and has been attempting to meet with the applicant to discuss alternatives to knocking down the homes. While there were some meetings early on, the church is now reluctant to meet. They do not want to discuss if there is another way forward other than taking down the homes though they would discuss site plan.

Some alternatives for consideration include the use of another church owned property on Greenbank Road for parking. The church is not prepared to discuss this even though it has been a vacant lot for years. An apartment building across the street from the church faced a similar problem when building and opted to go underground. The church believes this to be too expensive even though they potentially have 5 homes and the vacant lot they could sell to finance the project. Finally, the church could enter into a long term parking agreement with the medical building and/or office building both located across the street. The two together should help to alleviate the proposed onsite parking needs. Though this approach has challenges with regard to making such an arrangement permanent through the planning process. The church has entered into a short term agreement with the medical building that could be renewed but frankly it is unlikely that there will even be shovels in the ground within a year.

There may be other options as well, but it is difficult to explore them without a willingness to meet and talk.

Let me be clear, the community as I understand its position, is not generally against the church expanding its footprint but rather the manner in which it is being proposed. There is, however, a fear that if this application is granted and the church still owns all 5 homes then this is only phase one and it will be back in a few years asking for further expansion as per their original plans. I have suggested as a gesture of good faith that the church sell the remaining homes back into the community thus mitigating that fear. There is no interest on the church's part in pursuing this option. While I have tried to broker some sort of a compromise solution it is difficult to do when the applicant is reluctant to discuss the central issue of concern.

I am left with little alternative but to urge committee members not to endorse the applicant's proposal. My office has received many emails concerning this proposal including over 60 emails urging me not to support this project. While some cite noise or traffic/inappropriate parking practices (which has been a long time concern with the existing church building), the vast majority speak to the negative impact of dropping a parking lot into the middle of a quiet residential neighbourhood. They are not wrong, this neighbourhood will never be the same if the zoning change is approved. There will be no going back and fixing it. This intrusion on the community will be permanent."

LEGAL IMPLICATIONS

Should the recommendations be adopted and the resulting zoning by-law be appealed to the Local Planning Appeal Tribunal, it is anticipated that a three to four day hearing will result. It is anticipated that this hearing can be conducted within staff resources. In the event that the zoning application is refused, reasons must be provided. Should there be an appeal of the refusal, it would be necessary to retain an external planner and possibly a witness in the area of transportation who could provide opinion evidence in the area of parking requirements.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

There are no Asset Management issues related to this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications associated with the approval of the zoning amendment. In the event the zoning amendment is refused and appealed, external resources would be retained. This expense would be absorbed from within Planning, Infrastructure and Economic Development's operating budget.

ACCESSIBILITY IMPACTS

Accessibility requirements and goals are being addressed through the associated site plan control application.

ENVIRONMENTAL IMPLICATIONS

Redevelopment of the subject site based on the recommendations within this report will result in the requirement for some tree removals on the subject site. Approximately 14 trees will be removed which range in diameter from 30 to 43 cm DBH, as well as a number of smaller trees. In accordance with the landscape plan and tree conservation report which is currently under review as part of the associated site plan process, tree retention is proposed around the periphery of the property wherever possible. In addition, a comprehensive tree planting plan is currently under review as part of the site plan, which includes new planting as part of the development proposal.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Thriving Communities
- Service Excellence through Innovation
- Sustainable Infrastructure

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-19-0145) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of issues associated with the review of the file.

SUPPORTING DOCUMENTATION

Document 1 – Location Map

Document 2 – Zoning Schedule

Document 3 – Details of Recommended Zoning

Document 4 – Consultation Details

Document 5 – Site Plan

Document 6 – Elevations

Document 7 – Street-level visualizations

CONCLUSION

The department is recommending approval of the subject application because the proposal is consistent with the Official Plan policies relating to community serving uses, redevelopment, and compatibility within the General Urban Area. The proposal is an expansion of an existing church property which is appropriately located at the intersection of an arterial and collector street. The impact of the proposed community building on the adjacent residential neighbourhood has been mitigated through building design, which includes a compatible building height and setbacks. The appropriate use of landscape screening and fencing, and with vehicular access being exclusively from Canfield Road, the impacts of the proposed redevelopment are being appropriately mitigated.

DISPOSITION

Legislative Services, Office of the City Clerk to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

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.

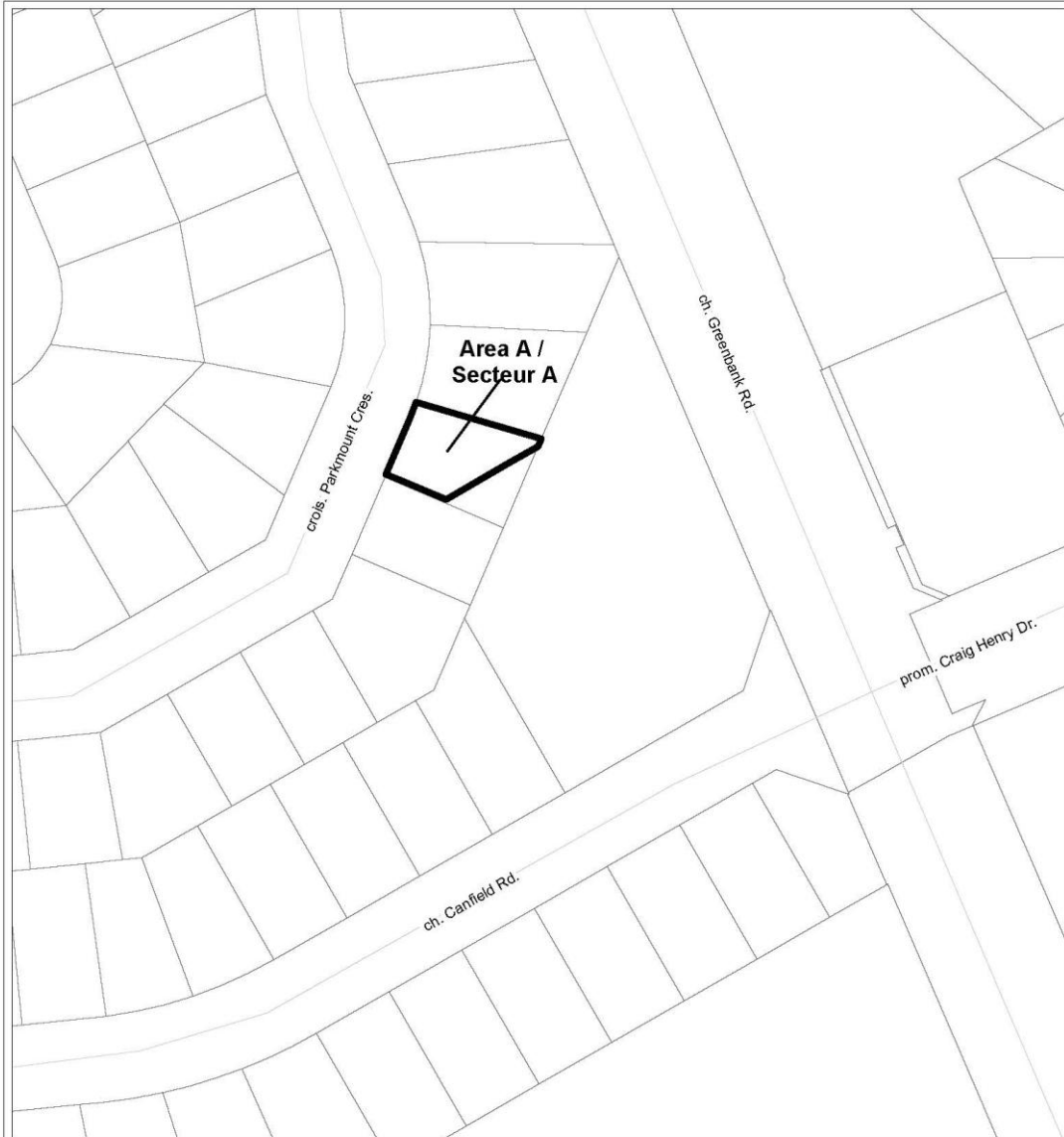
Document 1 – Location Map


For an interactive Zoning map of Ottawa visit geoOttawa



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE SITE PLAN / PLAN D'EMPLACEMENT	
D02-02-19-0145	20-0449-D	9 ch. Canfield Road 13, 15, 17 crois. Parkmount Crescent	
I:\CO\2020\Zoning\Canfield_1_Zone		 Area A to be rezoned from R1FF to I1B [428] SXXX Le zonage du secteur A sera modifié de R1FF à I1B [428] SXXX Area B to be rezoned from I1B[428] to I1B [428] SXXX Le zonage du secteur B sera modifié de I1B[428] à I1B [428] SXX	
<small>©Parcel data is owned by Terranet Enterprises Inc. and its suppliers. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY.</small> <small>©Les données de parcelles appartiennent à Terranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE.</small>		 <small>NOT TO SCALE</small>	
REVISION / RÉVISION - 2020 / 06 / 23			

Document 2 – Zoning Schedule



	
D02-02-19-0145	20-0449-D
I:\CO\2020\ZKP\Canfield_1_Schedule	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY</small>	
<small>©Parcel data appartient à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>	
This is Schedule XXX to Zoning By-law No. 2008-250 Annexe XXX au Règlement de zonage n° 2008-250	
This is Attachment X to By-law Number 2020-XXX, passed January XX, 2020 Pièce jointe n° X du Règlement municipal n° 2020-XXX, adopté le XX janvier, 2020	
	

Document 3 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1 and 9 Canfield Road and 13, 15 and 17 Parkmount Crescent:

1. Rezone the lands shown as Area A in Document 1 from R1FF to I1B [428]SXXX.
2. Rezone the lands shown as Area B in Document 1 from I1B[428] to I1B[428]SXXX.
3. Amend Part 17 to include Schedule XXX as shown in Document 2.
4. Amend exception 428 in Section 239, Urban Exceptions with provisions similar in effect to the following:
 - a) In column II remove the text: I1B[428]
 - b) In column II add the text: I1B[428]SXXX
 - c) In column V remove the text:
 - i) a minimum of 15 parking spaces to be permanently reserved for the use of the place of worship located on the property known municipally as 2 Canfield Road
 - d) In column V add the text:
 - i) In area A on zoning schedule XXX, only detached dwelling is a permitted use.
 - ii) In area A on zoning schedule XXX, parking lot is not permitted.
 - iii) Maximum building height is 11 metres.
 - iv) A community centre use is only permitted as an ancillary use to a place of worship and Section 96(2) does not apply.
 - v) A minimum of 15 parking spaces are to be shared with the use located at 2 Canfield Road.
 - vi) Minimum landscape buffer for a parking lot adjacent to Canfield Road is 0 metres.
 - vii) The minimum parking rate for an ancillary community centre is 3.3 spaces per 100 metres squared gross floor area.

Document 4 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. Two public meetings were held where the invitation was extended to all members of the community. Both meetings were held prior to submission of a formal application, with the first on October 3, 2017 and the second on March 7, 2019 at the Trend Arlington Community Association (TACA) community centre. Councillor Egli, TACA executive, the applicant representatives, and City staff attended both meetings. Approximately 60-100 members of the community attended each meeting. Also prior to application submission, three small-group meetings were held which included a sub-group of community representatives, Councillor Egli and the applicant representatives. These were all held on November 21, 2017, July 18, 2018 and November 22, 2018. At the request of the TACA executive, the applicant representatives attended a meeting with the executives at TACA's request on April 9, 2019.

Public Comments and Responses

Comment:

The proposed development does not fit with the character of the adjacent residential neighbourhood, specifically fencing and a parking lot.

Response:

There are examples of similar lengths of fencing along the right-of-way within the surrounding neighbourhood. Most notably, this is a typical treatment for corner side yards by homeowners to provide privacy within their back yard that is adjacent to the road. A nearby example of this can be found at Banner and Parkmount. A street level visualization has been provided by the applicant from Parkmount, which shows that the impact of the proposed new building from Parkmount does not represent an incompatible relationship. It should also be noted that there is no intention to allow access to the church site from Parkmount, and therefore any traffic impacts are not expected to impact Parkmount Crescent.

Comment:

The demolition of three residential homes to accommodate the church expansion should not be permitted as it works against the city's housing affordability goals in a

time when the city has declared a housing crisis.

Response:

The proposal represents a redevelopment project that will result in a change of use for a portion of the subject property from residential to institutional. The Official Plan acknowledges that uses will change as a result of redevelopment proposals and does not set out policies that prevent a change of use such as the one proposed. Housing policies and residential affordability are critical to a healthy and thriving city. Yet the Official Plan also acknowledges the role of service uses, institutional facilities and employment as necessary in order to ensure those who live in Ottawa have places that facilitate community gathering, recreation and worship.

Comment:

The applicant should consider alternative options for expansion that does not require the homes fronting onto Parkmount Crescent to be demolished.

Response:

A number of alternative site design options were considered by the applicant prior to application submission. The applicant determined that the additional lands from 9 Canfield and 15 and 17 Parkmount Crescent was critical to the expansion plans. Staff support the process of assessing a range of options, yet staff also have an obligation to review a proposal, as submitted, to determine if it adequately conforms to applicable planning policy.

Comment:

The congregants are mainly from outside the neighbourhood and the expansion does not contribute to the community.

Response:

Places of worship have evolved over time and today, it is typical that they draw their congregations from a wider geographical area than in the past. Despite this shift, places of worship continue to play an important role as a community serving use within cities. The location of this church at the edge of an established community and at the intersection of an arterial road and a collector road represents an appropriate location that will reduce the impacts. The church has offered the use of the community centre

building to the surrounding area are hopeful that the community will take them up on this offer.

Comment:

The proposal will result in a significant amount of mature tree loss on the subject site that should not be permitted.

Response:

Trees within the area of the new community centre will require removal. To address this loss, the applicant has provided a comprehensive planting plan to replace the lost trees. In addition, significant retention of trees and hedges around the periphery of the site are being protected as part of the proposal.

Comment:

Currently the church parking overflows on Sundays onto Canfield Road, which is a narrow road. This creates particular challenges in the winter.

Response:

The expansion of the church property includes a total of 98 parking spaces, where currently 75 parking spaces are located on site. As the congregation attending the church at any given time is not expected to increase, the additional 23 parking spaces will better accommodate the parking demand. On-street parking is available on Canfield Road and can be used by those who may need it, although the expected need for that on-street parking is expected to decrease as a result of the additional parking on site. The applicant is also committed to a shared parking arrangement with a neighbouring property owner.

Comment:

Congregants are not following the on-street parking by-laws when they park on Canfield Road due to the church parking lot being full.

Response:

This comment was provided to the applicant. The applicant has and will continue to ensure the congregation is informed relating to the on-street parking by-law regulations.

Comment:

There is concern that the expansion of the site, which will result in the property having frontage on Parkmount Crescent, will result in congregants parking on Parkmount Avenue if the parking lot is full. Parkmount Crescent is a narrow local road that cannot safely accommodate an influx of on-street parking.

Response:

No vehicular or pedestrian access is proposed from Parkmount Crescent to the church property, which is expected to eliminate Parkmount Crescent as a desirable place to park for congregants, as the walk from Parkmount to the church is approximately 350 metres.

Comment:

The access to the church site should be from Greenbank and not Canfield.

Response:

Greenbank Road is a major arterial Road and Canfield Road is a collector street. For properties such as the subject site that benefit from a corner location at the intersection of an arterial and collector road, the preference is to provide access from the collector road, as this represents an efficient and safe configuration.

Comment:

There are already issues of noise and light pollution from the church property which will be made worse by the expansion of the property to Parkmount Crescent.

Response:

Through the site plan review process, lighting and noise are being reviewed in detail to ensure the proposal adequately mitigates these potential issues.

Comment:

The proposed reduced parking rate will have adverse impacts on the surrounding neighbourhood, as there are already cars that park on Canfield Road on Sundays during church services.

Response:

There are currently 75 parking spaces on the existing church property, and this proposal increases the parking space count to 98 spaces. Although the development proposal includes the addition of a new community centre building, the size of the church sanctuary will be a limiting factor in how many people attend the church at any given time. The additional 23 parking spaces on site are expected to accommodate the majority of the parking demand for a single church service. The church has also indicated that they have a commitment for shared parking with a property nearby.

Comment:

The current zoning allocates 15 parking stalls on the subject site for the daycare across the street, which means that not all parking spaces on the church site can be counted as being for the exclusive use of the church property.

Response:

The current exception within the zoning that allows the daycare to locate their 15 parking spaces on the church property. As the parking needs for the church is mainly on weekends and the daycare only during the week, there is a rationale to continue to allow for a shared parking arrangement. The existing exception will be reworded to clarify that the 15 spaces are shared spaces between the two uses as opposed to exclusive use.

Comment:

There is concern that the stormwater runoff from this site will adversely impact the immediately adjacent properties.

Response:

There is a requirement for the applicant to control their stormwater on site and release it in a controlled manner and rate to the city system. The associated site plan application is still under review by the city. Staff will ensure that the stormwater management design meets city guidelines and won't adversely impact adjacent properties.

Comment:

The church site is graded higher than the neighbourhood to the north and they are proposing retaining walls. The grade difference will make the building appear taller than it is stated to be.

Response:

The site design is addressing the grade change through the use of a retaining wall near the northwest corner of the proposed building. The adjacent lands to the north are somewhat lower than the church property along the north property line therefore there are some points of the building where the building may appear slightly taller than the stated height. Efforts have been made through the building design to vary the height of the building which will help mitigate the impact of the new building on the adjacent neighbourhood.

Comment:

The church does not maintain their properties to an acceptable standard currently so the city should not consider allowing them to expand.

Response:

This comment was relayed to the applicant who has acknowledged that there are members of the community who feel that further efforts towards property upkeep are requested.

Comment:

The church is proposing to keep the house at 13 Parkmount Crescent. What will this house be used for?

Response:

The house is intended to be used exclusively for residential purposes, and the zoning details in this report indicate this.

Comment:

The church has not been willing to listen to the community concerns and has made very little change to the proposal to address concerns.

Response:

A number of consultations with the community took place prior to formal application submission. In response to community comments, the applicant has made the following changes to the proposal: designed the site such that pedestrian and vehicular traffic cannot access the site from Parkmount Crescent, increased the setback from Parkmount Crescent to the screen fence, made adjustments to the massing of the

proposed building to help mitigate the impact of the size of the building on the adjacent neighbourhood, and are working with a neighbouring property owner to address overflow parking.

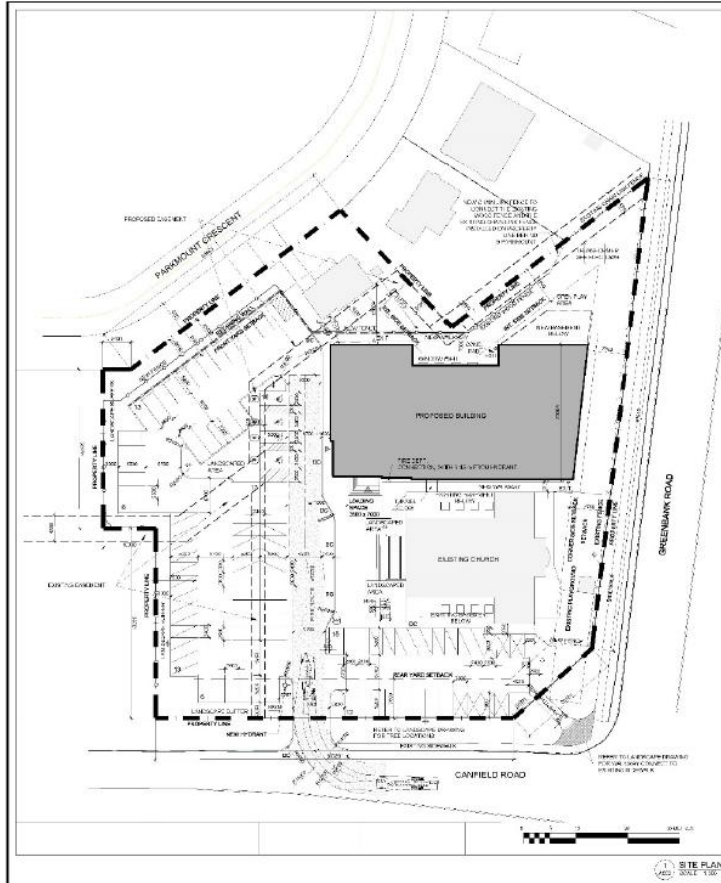
Comment:

Section 98 of the zoning by-law states that ancillary uses to a church, such as a community centre, should not exceed the size of the church itself, but this community centre building is significantly larger than the church and should not therefore be permitted.

Response:

Because a community centre is a stand-alone permitted use within the I1B [428] zone, the size limitations outlined in Section 98 do not apply. The recommendation in this report does restrict the community centre use to being ancillary to the place of worship, as this relationship between the two uses form part of the rationale for the proposed parking reduction to 98 spaces.

Document 5 – Site Plan



GENERAL INFORMATION
 PROJECT INFORMATION
 PROJECT NAME: ST. MARY COPTIC ORTHODOX CHURCH EXPANSION
 PROJECT ADDRESS: 1 CANFIELD ROAD, OTTAWA, ONTARIO
 PROJECT OWNER: ST. MARY COPTIC ORTHODOX CHURCH
 PROJECT ARCHITECT: N4S ARCHITECTURE INC.

PROJECT INFORMATION
 ZONING INFORMATION
 ZONING DISTRICT: R-10
 ZONING BY-LAW: 2002-01-001
 ZONING DESCRIPTION: RESIDENTIAL SINGLE-FAMILY

PROJECT INFORMATION
 BUILDING STATISTICS
 TOTAL FLOOR AREA: 1,200 SQ. M.
 TOTAL VOLUME: 15,000 CU. M.
 NUMBER OF STOREYS: 2
 NUMBER OF UNITS: 1
 PROJECT COMMENCEMENT DATE: 2020

PROJECT INFORMATION
 REGULATORY INFORMATION
 PERMIT TYPE: SITE PLAN
 PERMIT NUMBER: 15-134
 PERMIT DATE: 2020-07-15

PROJECT INFORMATION
 LEGEND
 PROPOSED BUILDING
 EXISTING BUILDING
 EXISTING DRIVEWAY
 EXISTING DRIVEWAY
 EXISTING DRIVEWAY

PROJECT INFORMATION
 SCALE: 1:100
 DATE: 2020-07-15



ST. MARY COPTIC ORTHODOX CHURCH
 OTTAWA, CANADA

1. ISSUED FOR PERMIT PLAN CONTROL (18 JUL 2020)	DATE
2. ISSUED FOR PERMIT PLAN CONTROL (18 JUL 2020)	DATE

N4S ARCHITECTURE INC.
 2500 BAYVIEW AVE. SUITE 100, SCARBOROUGH, ONTARIO M1S 5V7
 TEL: (416) 291-1111

ST. MARY COPTIC ORTHODOX CHURCH EXPANSION
 1 CANFIELD ROAD, OTTAWA, ONT.
 PREPARED BY: N4S ARCHITECTURE INC.
 DATE: 2020-07-15

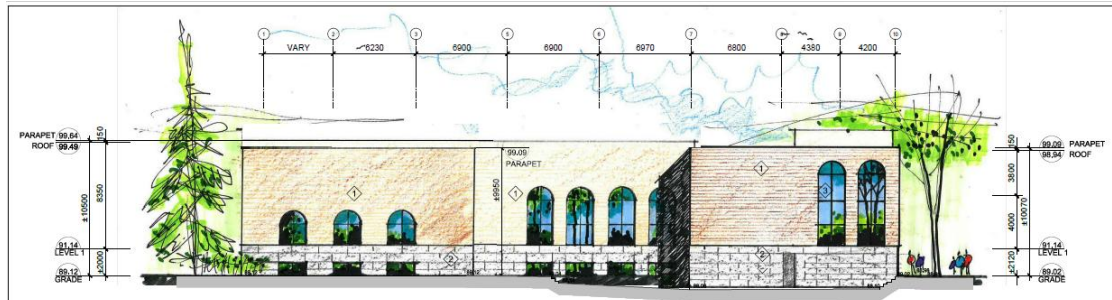
ST. MARY COPTIC ORTHODOX CHURCH EXPANSION

DATE: 2020-07-15	BY: [Signature]
DATE: 2020-07-15	BY: [Signature]

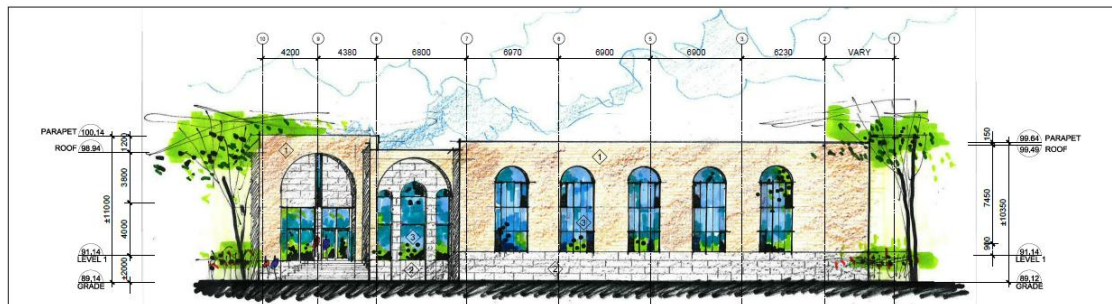
15-134 A-002

DRAWN: [Name]

Document 6 – Elevations



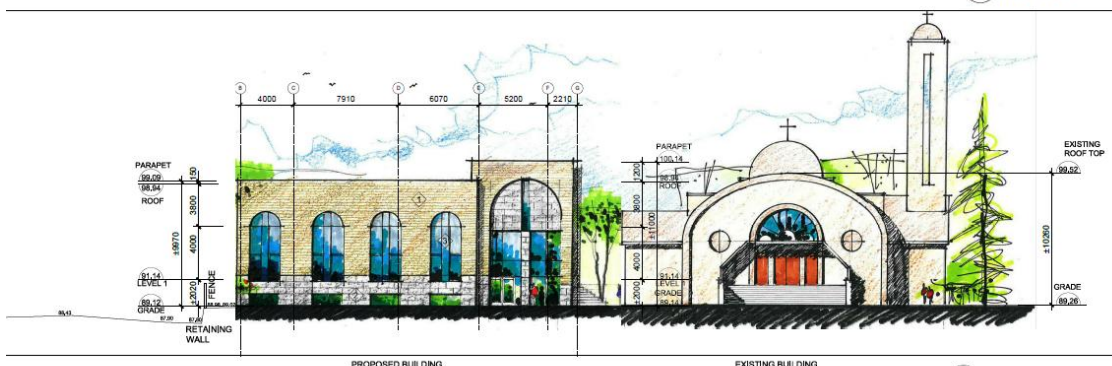
4 NORTH ELEVATION
 A201 SCALE 1:200



3 SOUTH ELEVATION
 A201 SCALE 1:200



2 EAST ELEVATION
 A202 SCALE 1:200



1 WEST ELEVATION
 A202 SCALE 1:200

Document 7 – Street-level Visualizations

View from Parkmount Crescent looking east



View from Canfield Road looking northeast

