

3095 Albion Road North

Planning Rationale

3095 Albion Road North
Zoning Amendment & Site Plan Applications
PLANNING RATIONALE

Prepared For:

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1.0 INTRODUCTION

1.1 Purpose

Novatech has prepared this Planning Rationale report in relation to concurrent Site Plan and Zoning Amendment applications for the proposed development of a mosque, school and community centre, to be known as the "Ahlul-Bayt Centre Ottawa" (ABCO). The subject property is located at 3095 Albion Road North in the City of Ottawa. This Planning Rationale outlines the various aspects of the proposal and demonstrates how the proposed development is consistent with the Provincial Policy Statement, conforms to the policies of the City of Ottawa Official Plan, meets the intent of the Zoning By-law and represents good planning.

1.2 Site Location & Description

The subject property is owned by the Trustees of Ahlul-Bayt Centre Ottawa and is legally described as Part Lot 2, Concession 4, in the former Township of Gloucester, as identified as Parts 1 to 3 on Reference Plan 4R-24494. The site is known municipally as 3095 Albion Road North and is located to the south of Walkley Road, east of Bank Street.



Figure 1: Location Map of Subject Property

The subject property is a long, narrow parcel of approximately 1.55 ha and is currently vacant. The site is generally flat and slopes gently downward to the south and west. The majority of the property is open and lightly vegetated with grass and brush. There has been some site disturbance and fill material is present in the western and central portions of the site. The disturbance is attributed to some underground services having been partially installed as per a previously-approved site plan. Given that the approved plan differs substantially from what is presently proposed, some of the services will have to be removed and or abandoned.

There are also City-owned sanitary and storm trunk sewers running in an east-west fashion along the south property line. These sewers are located within a 9-metre servicing easement and are to remain. Although the easement agreement expires in 2019, it is understood that the City wishes to retain the services and extend the easement agreement.

1.3 Surrounding Uses & Community Context

There are a variety of land uses in the immediate area. A rail yard is situated approximately 150 metres south of the site. Abutting the rear portion of the site to the southeast, OC Transpo has a maintenance facility where it performs O-Train car servicing.

Immediately to the west of the subject property, the vacant parcel of land on the west side of Albion Road North is owned by the City of Ottawa and is intended for development as a sports facility with multiple playing fields managed by the City's Parks & Recreation Department. These fields would be an extension of the existing Ledbury Park, which is accessed from Ledbury Avenue, off Bank Street.

Twin Equipment owns and operates the abutting parcel of land to the north. Twin Equipment is a business that provides specialized sales and service in the area of truck bodies and equipment. There are a number of other businesses operating from the Twin Equipment property, including an Ontario Ministry of Transportation office, Goodfellow Wood Specialists, Industrial Concrete Pumping, Raymond Roofing, Clintar Landscape Management Services, Temkor Manufacturing.

A Hydro Corridor abuts the Twin Equipment site to the north and runs along the south side of various residential neighbourhoods, approximately 150 metres north of the subject site. To the north of the Hydro Corridor, with the exception of Hydro Ottawa offices and a local commercial plaza, land use on both the east and west sides of Albion Road North is residential in nature and comprised principally of townhouses and high-rise apartment buildings.

1.4 Transportation & Transit Network

According to Schedule E of the City of Ottawa Official Plan, the portion of Albion Road North that is to the north of Kitchener Street is a designated collector road with curbs and asphalt sidewalks. The portion of Albion Road North south of Kitchener Avenue and upon which the subject property fronts, is a two-lane local-designated road with gravel shoulders and no sidewalks.

Walkley Road is an existing arterial road with multiple lanes of travel, including turn lanes.

It is noted that Albion Road North dead-ends just south of the entrance to the subject property, as the road is bisected by the rail yards that run east-west. Accordingly, the subject property is only accessible from Albion Road North and has no physical connection to Albion Road South.

The subject property is not especially well-served by public transit and is not within 600 m of a transit station. The nearest station is Greenboro station, which is located at the north end of the South Keys shopping centre and is approximately 1 km away. The nearest bus stop is located at Albion Road North and Heatherington Road, approximately 550 m to the north of the subject site. Further transportation information is provided in the Transportation Impact Study.

2.0 THE PROPOSAL

2.1 Site History

The subject site is the product of a severance from the original Twin Equipment land holding which was completed in 2010. A site plan application was subsequently approved for the development of three, two-storey office condominium buildings ranging in size from 1,400 m² to 1,700m² GFA, with surface parking. Site plan approval for 3091 Albion Road North was linked to the approval for 3095 Albion Road North, as there are some shared elements such as drainage and the main access driveway from Albion Road North. Site plan approval has been extended annually for both properties and will lapse in June of 2016 if not extended again.

A limited amount of subsurface work was started in relation to civil servicing works for the site but was ultimately abandoned when it became clear to the owner that the market demand for office condominiums at this location was not sufficient to proceed with registering the site plan agreement and commencing construction in earnest.

2.2 Discussion of Existing Ahlul-Bayt Centre Ottawa

The Ahlul-Bayt Centre Ottawa (ABCO) is a Lebanese Muslim Canadian registered charitable organization. Established in 1993, ABCO promotes the teachings of Islam and offers religious and spiritually-uplifting guidance in accordance with the Islamic Shia Ithna-Ashri school of thought. ABCO offers their community ongoing social, cultural, educational, and religious services through various initiatives including a mosque, full time school, scouts program, youth club, women's committee and part-time Arabic language school. ABCO is comprised of approximately 250 families, who live throughout the City, although approximately 50% of which live in the south portion of the City, south of Heron Road.

ABCO currently operates from their facility at 200 Baribeau Street, which is a former French Catholic school building. The building is approximately 2,600 m² (28,000 sq. ft.) and is located on a lot that is approximately 1.27 ha (3 acres) in area. Part of the school is used as a prayer hall and the school gym is regularly used as an auditorium for religious activities. Parking for members is provided on site. The parking lot has been adapted to accommodate the number of vehicles requiring parking by converting some of the outdoor yard space previously associated with the school to achieve a total of approximately 200 parking spaces.

A full-time primary school operates on weekdays. ABCO also holds bi-weekly prayer meetings throughout the year as well as observing special occasions such as daily prayer and supplication through the month of Ramadan, Lailat ul Qadar nights (three nights during the month of Ramadan), Eid ul Fitr, Eid ul Adha, 13 days of Muharram, anniversaries of the prophet Muhammad (PBUH) and his household, and a number of other religious occasions.

The Baribeau location does not meet ABCO's needs in terms of space, facilities and separation of uses. The current location does not have a swimming pool or dedicated banquet hall and does not provide a large enough area for a dedicated prayer hall. The daily full-time primary school prevents other uses from occurring at the same time because the spaces are not physically separated. ABCO purchased the property at 3095 Albion Road North with an intention to build a purpose-built facility that will more effectively meet the needs of their members and offer various currently-unavailable amenities. Once the new facility is built, ABCO will sell the Baribeau Street property.

ABCO also currently rents a small space at 1800 Bank Street for a youth drop-in centre. The proposed facility on Albion Road North would replace this space and ABCO would no longer need to rent it.

2.3 Project Description

The Trustees of Ahlul-Bayt Centre Ottawa purchased the subject property from Twin Equipment in 2012. The property was ideal for ABCO because of its large size, central location within the City, and relatively quiet neighbourhood in terms of both other land uses and existing background traffic and on-street parking. As well as offering these benefits, the site's low visibility and limited accessibility – which would be a significant deterrent for typical commercial or industrial users – was not an issue for ABCO, but it did render the site relatively attractive from the perspective of acquisition costs.

The proposed ABCO complex development includes the construction of a two-storey building (plus basement) with a total gross floor area on all three floors of 6,860 m². The building will contain a mosque, an elementary school (kindergarten to grade 8) and a community centre. As part of the complex, various recreational amenities would be provided, notably including a gymnasium and indoor swimming pool. In addition, a place of assembly (banquet hall with kitchen facilities) for special events is to be located in the basement.

The proposed building is to be positioned towards the west end of the site, adjacent to the street and existing shared driveway into the property. This gives the development some street presence while providing a large consolidated space for surface parking on the east side of the site, to the rear of the building. A fully fenced outdoor playground area associated with the elementary school is proposed on the west and south sides of the building. Strategically situated along the Albion Road North frontage, the playground is directly across the street from future City of Ottawa sports fields on the west side of Albion Road North, as well as being well screened from the abutting property to the south with a 2.2-metre high masonry wall.

All loading and garbage storage is located on the south side of the building and accessed from a dedicated aisle within the parking lot. The proposed parking area, located to the rear of the building and screened from Albion Road North, is designed to accommodate a large volume of cars. The 285 parking spaces are organized into rows with main drive aisles on the north and south sides to expedite access to and from the parking lot. The layout of parking is designed with no dead-ended aisles and the south drive aisle is intended to be one-way eastbound to facilitate safe and convenient ingress to and egress from the parking lot during times of higher utilization.

The main building (mosque) entrance is located at the northeast corner of the building adjacent to the main driveway and accesses the ground floor where the two-storey main prayer hall is located, as well as the gymnasium, reception/banquet hall, pre-school, offices and staff room.

Prayer services are offered five times per day, though peak attendance for weekly prayers occurs on Friday afternoons at approximately 1:00 pm. Relative to many other Muslim groups, less emphasis on attendance at the mosque for prayers is placed by the community and, therefore, attendance is expected to be lower than that which is observed at many other mosques in Ottawa. It has been assumed that as many as 200 persons would be in attendance at midday on Friday (not including school children and staff already on-site).

A large portion of the second storey floor area is open to the gymnasium and main prayer hall below. The school is located on the second storey and contains a total of 16 classrooms, a resource room, and washrooms. The school includes approximately 170 students, 17 teachers and administrative staff and will be in session from Monday to Friday between 8:15 am and 3:15 pm. It is located at the west end of the building and is separated from the upper prayer hall, meeting room, and children's party room by an open area to the lobby below.

The community centre facility includes an indoor pool, gymnasium, squash court and additional office space is located in the basement. The exercise facility is proposed to be open from 7:00 am to 10:00 pm but access to some facilities will be limited during school hours.

ABCO also offers religious education, youth groups, Scouts and a heritage language program. A religious education session is hosted every Thursday evening at approximately 7:00 pm. Attendance is in the order of 200 people and includes children and adults. The youth groups are held on Friday evenings for the girls' group and Saturday evenings for the boys' group. A team of 8 to 10 counsellors run the youth groups and there are approximately 100-120 youth who attend each group. The Scouts program is held on Saturday mornings and includes boys and girls aged 6 to 14. The program is led by a team of 15 Scout leaders. A Heritage Language Program is hosted on Saturdays and can include as many as 160 students and 15 teachers.

The banquet room, lounge room and kitchen facilities are located in the basement and will be used to host a variety of community functions through the year. Up to 8 annual events are anticipated at the ABCO facility with attendance as high as 600 persons at each event. Five of the events are typically held on a Saturday evening while the remaining 3 events occur during the morning hours. The facilities will also be available for other bookings such as family events throughout the year.



Figure 2: Rendering of Proposed Building Looking Southwest

Approximately 20 full-time staff, including an Imam, principal, vice-principal, teachers and administrative staff would be employed by ABCO. An additional 43 part-time staff would be employed and would include cleaning staff, security, heritage language teachers, banquet staff and events coordinators. As a total, the proposed development will employ approximately 63 staff.

In addition to the paid positions mentioned above, there are also a number of volunteer positions with ABCO. The Executive Board has 9 members, the Trustee Board has 5 members and there are 15 Scout leaders who volunteer for the Sunday morning Scout program.

3.0 PROPOSED ZONING BY-LAW AMENDMENT

The site is currently zoned IL - Light Industrial for the front (west) portion of the site to a depth of approximately 130 metres and IH - Heavy Industrial for the remainder (east) portion, in the City of Ottawa's Zoning By-law 2008-250, as amended. It has been determined that a zoning amendment is required to accommodate the proposed development.

The zoning amendment would rezone the entirety of the subject property to the IL Zone and include a site-specific exception to add the following uses to the already-permitted IL uses for the property:

- place of worship
- school
- community centre

The proposed development will proceed on the basis of the IL - Light Industrial performance standards, with the exception of the interior side yard setback on the north side of the proposed building which, in part for architectural reasons, is to be reduced from 7.5 m to 4.8 m.

Additionally, a reduction to the minimum number of loading spaces from 2 to 1 is proposed, due to the minimal need for loading facilities for the combination of uses proposed.

A number of technical studies have been prepared in relation to the proposed development, the requirement for which was confirmed at a pre-application consultation meeting with the City. The requisite studies for the concurrent Site Plan and Zoning By-law amendment applications include a Transportation Impact Study, Noise Study, Stormwater Management and Servicing Brief, Phase 1 ESA and Geotechnical Report. The findings of these studies are discussed in Section 5.

4.0 PLANNING ANALYSIS

4.1 Provincial Policy Statement (2014)

The 2014 Provincial Policy Statement (PPS) came into effect on April 30, 2014. The PPS provides policy direction on matters of provincial interest, including policies that promote building strong sustainable communities, managing resources, and protecting public health and safety. Ultimately, the PPS aims to encourage communities that are based on efficient land use, which are economically strong, environmentally sound, and which foster social wellbeing. Since not all policies of the PPS directly apply to this development, this report demonstrates consistency with policy areas that are directly relevant to the proposed development.

Section 1 of the PPS focuses on building strong communities through policies that direct patterns of growth, address the use of appropriate infrastructure and municipal services, and provide for a range of dwelling types to suit housing needs. Section 1.2.6 of the PPS speaks to Land Use Compatibility between major facilities and sensitive land uses, such that they are appropriately designed, buffered and/or separated from each other to avoid any adverse effects due to odour, noise and other contaminants, minimize the risk to public health and safety, and to ensure the long-term viability of major facilities. Major facilities include, but are not limited to, transportation infrastructure such as the rail yard to the south of the subject property. Sensitive uses include those being proposed on the subject site, such as school and associated outdoor playground. The potential for adverse effects has been addressed through the preparation of a Noise Study which determined that a masonry wall along the south property line would mitigate any potential noise impacts for the outdoor play area. The other proposed uses on the subject site occur indoors and the building's construction, orientation and fenestration is such that it would not be negatively affected by rail yard noise.

It is noted that there are various existing and proposed sensitive land uses in the area. These include residential developments to the south of the rail yards, as well as the proposed City of Ottawa sports fields on lands immediately to the west of the subject property. In addition, the Twin Equipment offices and MTO client services outlet on the abutting parcel to the immediate north of the subject property are noise-sensitive uses.

Section 1.3 of the PPS discusses Employment policy, which promotes economic development and competitiveness by providing for an appropriate mix and range of employment and institutional uses to meet long-term needs. The proposed institutional uses are consistent with the PPS Employment policies.

PPS Employment policy also states that providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses, should be promoted. The proposed development is consistent with PPS policy direction, as it would introduce a significant quantity of employment on this infill development site.

The PPS defines Employment Areas as those areas designated in an Official Plan for clusters of business and economic activities. While the intent of the PPS is that the principal uses within Employment Areas will be employment generators, the PPS leaves the determination of specific uses to be permitted in such areas to municipalities through their Official Plans. It is important to note that the PPS does not restrict permitted uses within Employment Areas to solely those uses associated with manufacturing, warehousing and offices. It provides for other uses as may be determined in municipal Official Plans and zoning by-laws. It is our view that the City's Official Plan, which permits institutional uses within Employment Areas (i.e., lands designated either Employment or Enterprise) is consistent with the PPS.

It is also important to recognize that the subject property was the product of a severance from an already-developed light industrial land holding. The severance represented an attempt to intensify, rather than change, the use of the overall land holding. The severance involved the retention of all existing employment uses on the retained property at their existing scale. Accordingly, the proposed development of the subject property with the ABCO facility constitutes the addition of new uses to what was a larger underutilized land holding.

Section 2 of the PPS sets out policies for the protection of natural heritage, water, agriculture, minerals and petroleum, mineral aggregates, and cultural resources, all for their economic, environmental and social benefits. These resource interests of the PPS have been reviewed in the context of the site location, and where such resource considerations have been determined to be a factor, these factors have been evaluated. A Fish Habitat Observation Report was prepared in 2007 in relation to the previous site plan approval in order to identify any potential fish habitat on the subject site. The Report identified several low, wet areas on the subject site, which is located approximately 800 metres east of Sawmill Creek. Any flows from on-site channels are collected by a larger tributary that flows west and enters Sawmill Creek approximately 780 metres west. The Report determined that the removal of the on-site channels would not appear to have any potential impact on the productivity of the Sawmill Creek system. Additionally, a report has been prepared to evaluate and design storm water management and servicing to support the proposed development.

Section 3 of the PPS addresses the protection of public health and safety through policies that relate to natural hazards and human-made hazards. A Phase I Environmental Site Assessment has been prepared to assess any human-made hazards and the results do not identify any

potentially contaminating activities (PCAs) on site. Additionally, a Geotechnical Investigation was completed for the site in relation to the proposed development and concluded that the subsurface conditions are suitable for the proposed building. Since there are no hazards and/or known contamination hazards associated with the site, the proposed development does not conflict with provincial public health and safety policies outlined in Section 3 of the PPS.

Based on the foregoing, the proposed development is consistent with all relevant policies of the 2014 Provincial Policy Statement.

4.2 Official Plan, as amended by OPA 150 (2013)

The City of Ottawa Official Plan was adopted by Council in 2003. To implement changes based on a comprehensive 5-year review as required by the Planning Act, Official Plan Amendment No. 150 was adopted by Council and approved by the Minister of Municipal Affairs and Housing on April 24, 2014. Although OPA150 is under appeal and, therefore, not in full force and effect, in an abundance of caution the online annotated copy of the Official Plan, as amended, was used for the preparation of this report.

The subject site is located within the Urban Area and is designated Employment Area on Schedule B of the Official Plan.

4.2.1 Intensification within the Urban Area (Official Plan Section 2.2.2)

The Official Plan's policies on Managing Intensification within the Urban Area are detailed in Section 2.2.2 of the Plan. In relation to the proposed development, Policy 2 states that employment intensification is the development of a property, building or area that results in a net increase in jobs and/or gross floor area and may occur by (c.) infilling of vacant or underutilized land within the Employment lands. Furthermore, Policy 19 details the policy direction for Intensification Outside of Target Areas (as Employment Area is not included in the target areas identified for intensification, as per Policies 4-9), and states that the 'City also supports compatible intensification within the urban area boundary' and that 'intensification that is compatible with the surrounding context will also be supported on...sites that are no longer viable for the purpose for which they were originally used or intended'.

The subject property is the product of a severance obtained in 2010. Twin Equipment Ltd, which previously owned the property, deemed the subject lands surplus to their business needs and severed the 1.55 ha parcel for development. The proposed development of the site will generate a significant increase in jobs and gross floor area, and directly meets the definition of employment intensification within the Employment Area designation.

4.2.2 Employment Area (Official Plan Section 3.6.5)

The site is designated Employment Area on Schedule B of the Official Plan, for which policies are outlined in Section 3.6.5. Policy 1 states that Employment and Enterprise Areas shall provide for the concentration of at least 2,000 jobs at a range of densities and fulfill the projected need for employment land in the city to the planning horizon. Employment and Enterprise Areas are distributed throughout the urban area in order to support the goal of

achieving a balance between housing and jobs, especially in communities outside the greenbelt. The policy clearly states that Employment and Enterprise Areas must have access to designated truck routes.

The Employment Area designation in which the subject property is located has an area of approximately 685 ha (including only those employment lands south of Walkley Road, not the larger Employment Area designation that captures the rail corridor north and east to the 417). As outlined in Policy 1 of Section 3.6.5, Employment Areas are intended to provide for a concentration of a minimum of 2000 jobs. It is anticipated that these jobs will be distributed over the Employment Area at a range of densities. The subject property is 1.55 ha in size, which represents a mere 0.2% of the lands within the Employment Area. Therefore, a 1.55 ha parcel has an equivalent minimum job target of approximately 4.5 jobs.

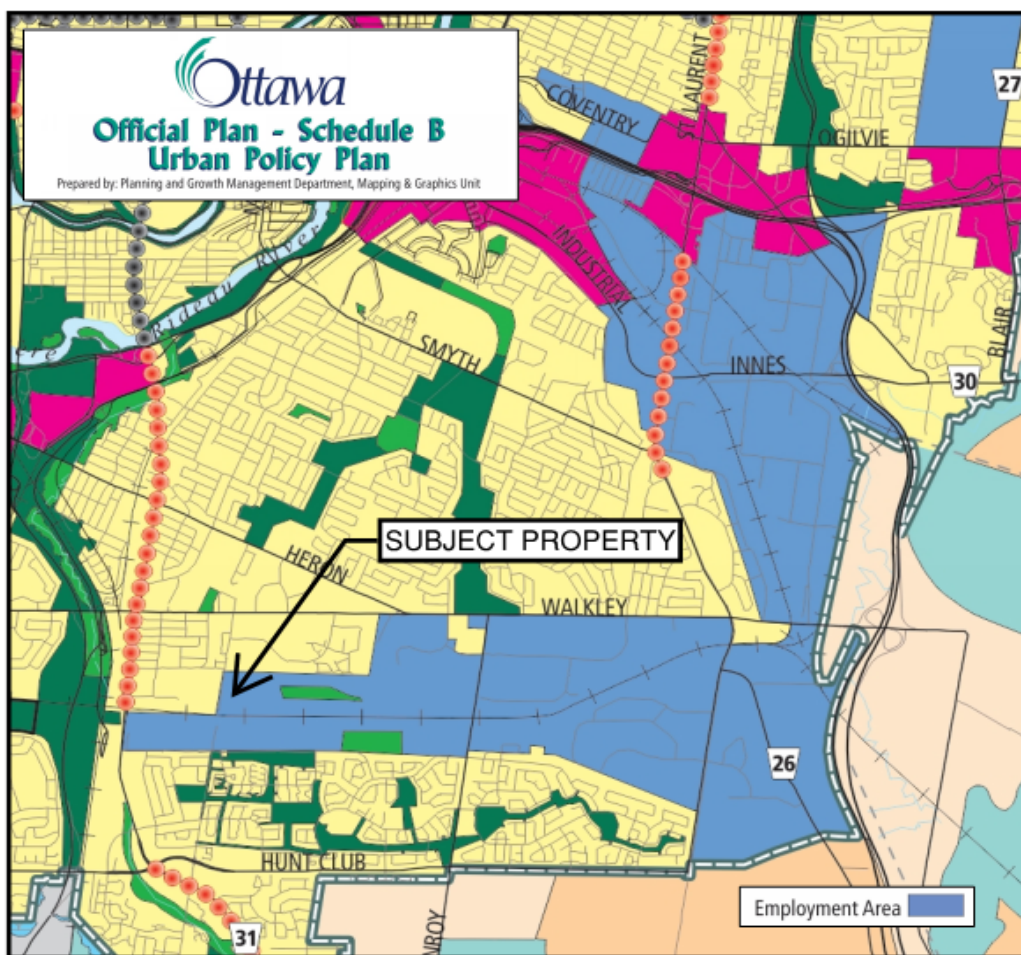


Figure 3: Extract of Official Plan Schedule B – Urban Policy Plan

The proposed facility will employ 20 full-time people and 43 part-time people, for a total of 63 jobs, which is more than 14 times greater than the subject property’s share of the minimum target for the Employment Area of which it forms part. Although it is reasonable to assume that the larger Employment Area designation already achieves significantly more than the minimum target outlined in the Official Plan, the proposed development generates employment opportunities in excess of what might be expected of a parcel of its size, particularly given that it is an infill parcel severed from a larger light industrial land holding that continues to be used as such.

The following table details the number of ABCO employees, both full-time and part-time, who would be employed by the proposed development.

Table 1: Employment Generated by Proposed Development

| Full-Time Staff | | Part-Time Staff | |
|--------------------|----|------------------------------|----|
| Imam | 1 | Cleaning Staff | 4 |
| Principal | 1 | Security | 2 |
| Vice-Principal | 1 | Audio/Visual | 1 |
| Administrative | 1 | Maintenance | 1 |
| Reception | 1 | Events Coordinator | 1 |
| Teachers | 13 | Sports Activity Coordinator | 6 |
| Executive Director | 1 | Heritage Language Teachers | 15 |
| Reception/Admin | 1 | Banquet Hall – Chef | 1 |
| | | Banquet Hall – Assistants | 2 |
| | | Banquet Hall – Serving Staff | 10 |
| Full-Time Subtotal | 20 | Part-Time Subtotal | 43 |
| Total | | | 63 |

In terms of its location within the Employment Area designation, the subject property is located on the western edge of the designation, with Albion Road North constituting the boundary between the Employment Area and General Urban Area designations. Additionally, the lands are not well served in terms of transportation routes. Designated City of Ottawa urban truck routes in the vicinity of the subject property include Walkley Road, Bank Street and Conroy Road. The portion of Albion Road North onto which the proposed development fronts is a local road in the Official Plan, rather than a designated collector or arterial. Albion Road North travels through a residential neighbourhood for approximately 500 metres before reaching Walkley Road. It is not a designated truck route. The subject site would not, therefore, be suitable for any industrial uses that involved heavy trucks or large traffic volumes. The proposed ABCO use anticipates primarily passenger vehicle transportation, as detailed in the TIS, which is much better suited to the existing road network and surrounding residential community.

As per Policy 2.a. of Section 3.6.5, the Zoning By-law that implements the Employment Area designation is intended to permit a variety of employment-generating uses, such as warehousing and distribution, manufacturing, communications, storage, construction, office, institutional and research and development uses. The proposed ABCO complex is an

institutional facility that is comprised of several inter-related components - a place of worship, school, reception/banquet hall and community/recreation centre – all of which are clearly permitted within the Employment Area designation under the aegis of being institutional in nature. It is noted that, although these various uses are defined as distinct and separate uses for the purposes of Zoning By-law definitions, in fact the ABCO facility is such that it will function as one integrated institutional complex.

It should also be noted that Policy 2.c. of Section 3.6.5 of the Official Plan details those ancillary uses that will be permitted by the Zoning By-law for designated Employment Areas. The purpose of such complementary-type uses is to serve the employees of the Employment Area, the general public in the immediate vicinity and passing traffic. Such ancillary uses include recreational, health and fitness uses, child care and service commercial within a building containing a permitted use, in groups as part of a small plaza, or on small lots. While the proposed ABCO facility is a principal institutional use contemplated by the OP, some of its component uses (which include recreation, health, fitness, child care) are also very similar to the ancillary uses contemplated for the Employment designation.

One of the significant benefits that institutional uses such as ABCO offer to Employment Areas is the people and activity that they can bring into such areas in the evenings and on weekends. In the case of this particular area, the south portion of Albion Road North is virtually devoid of life outside typical weekday work hours. The proposed ABCO facility will bring people into the area on a daily basis both during the day and into the evening hours. The building will have a strong presence on the street, with windows and entrances that provide eyes on the street and abutting properties, thus providing for better security. Additionally, the proposed school playground adjacent to the street will also create an active area along the street edge, as well as complement the future Municipal sports fields across Albion Road North to the west.

Policy 2.e. states that, the Zoning By-law for Employment Areas shall distinguish uses with characteristics that are likely to impact negatively on surrounding areas (e.g. industrial uses that produce odours, dust, smoke, heavy equipment movement, large areas of outdoor storage or noise) from those uses that are likely to have negligible impacts. Clearly, the proposed ABCO facility is an institutional use that is highly unlikely to have negative impacts on surrounding lands. In this regard, it fits well to a Light Industrial (IL) zone and a physical location at the west end of the subject property, adjacent to Albion Road North and abutting Light Industrial zoned properties to the north and south. Furthermore, the school and associated outdoor playground are located at the west end of the building, directly across the street from the City of Ottawa lands slated for development as sports fields. The school and its playground represent compatible and complementary uses to the proposed City sports fields. The balance of the ABCO facility, consisting of the proposed mosque, reception/banquet hall and community centre – all of which are indoor uses - will be situated directly south of the west (front) portion of the Twin Equipment building, which consists of office uses associated with both MTO and Twin Equipment. These uses, also located on lands with Light Industrial zoning, are seen as compatible with the ABCO facility and vice versa.

It should also be noted that the mosque, community centre and banquet hall are indoor uses and will not be affected by any external influences such as rail yard related noise. Only the ABCO parking facilities are to be located in the rear of the site, in closer proximity to those off-site uses that are more likely to generate noise nuisance. All loading and refuse/recycling storage areas on the subject property are ideally situated at the southeast portion of the proposed building abutting the rail yard, such that these service areas are not visible from the street, neighbouring properties or to those using the main entrance to the mosque.

4.2.3 Designing Ottawa (Section 2.5.1)

Sections 2.5.1 – Designing Ottawa of the Official Plan deals with the goals associated with good community design, such as patterns and locations of land use, relative densities, street networks, and the allocation of community services and facilities. Furthermore, urban design concentrates more on the details relating to how buildings, landscapes, and adjacent public spaces look and function together. The key components of urban design are built form, open spaces, and infrastructure.

As per Section 2.5.1, the following Design Objectives are qualitative statements of how the City wants to influence the built environment as the city matures and evolves. These Design Objectives are broadly applicable to plans and development in all land use designations and from a city-wide to a site-specific basis. As per Policy 1, in the review of development applications, the Design Objectives set out below will apply, as applicable. Proponents of new development will be required to demonstrate how their proposal addresses the Objectives.

1. To enhance the sense of community by creating and maintaining places with their own distinct identity.
2. To define quality public and private spaces through development.
3. To create places that are safe, accessible and are easy to get to, and move through.
4. To ensure that new development respects the character of existing areas.
5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.
6. To understand and respect natural processes and features in development design.
7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.

The proposed development is an institutional facility which has a distinct identity and includes a high level of architectural design on a parcel of property that is currently vacant. The surrounding area includes a variety of land uses and the proposed uses will be compatible with the existing character of the area. Although the main prayer hall and primary entrance is located at the east end of the building adjacent to parking, the building has a strong street presence at the southern terminus of Albion Road North with its well fenestrated west elevation and a corner

element that provides visual interest to those approaching the site. The minaret at the main entrance will be approximately 14 metres in height and will be highly visible from the street. An entrance to the school is provided in the northwest portion of the building and the outdoor play area associated with the school provides both animation and a green/landscaped area adjacent to the street. This is considered important, given that landscaped front yards are dominant characteristics of a number of adjacent properties on Albion Road North.

Additionally, all parking, loading and garbage storage is located such that it is completely hidden from the street.

4.2.4 Review of Development Applications (Official Plan Section 4)

Sections 4.1 through 4.10 of the Official Plan outline the policies the City uses to review development applications, including zoning by-law amendments and site plan applications pertaining to a site-specific property, in this case.

The proposed development respects the following policies:

- Relating to Policy 4.1 (Site-Specific Policies and Secondary Policy Plans), the subject site is not located within a Secondary Plan area;
- Relating to Policy 4.2 (Adjacent to Land-Use Designations), the subject site is not adjacent to the Rideau Canal, the TransCanada Pipeline right-of-way, Significant Wetland, Natural Environment Area, Urban Natural Feature, Greenbelt, Central Experimental Farm, rural natural heritage system, Village boundary, Resource area, licensed quarry or pit, solid waste disposal site, significant habitat of endangered or threatened species, Earth Science Area of natural and Scientific Interest, or any natural heritage system features;
- Relating to Policy 4.3 (Walking, Cycling, Transit, Roads and Parking Lots), the subject site fronts onto a local road and is within 250 m of a Collector Road, 735 m of an Arterial Road and 150 m of a city-wide, off-road multi-use pathway which includes cycling;
- Relating to Policy 4.4 (Water and Wastewater Services), the subject property is currently serviced by existing municipal water and wastewater facilities. Services run south on Albion Road North and have sufficient capacity to accommodate the proposed development;
- Relating to Policy 4.5 (Housing), the proposed development does not include housing;
- Relating to Policy 4.6 (Cultural Heritage Resources), the subject property does not contain any cultural heritage resources;

- Relating to Policy 4.7 (Environmental Protection), a Fish Habitat Observation Report was prepared in 2007 in relation to the previous site plan approval in order to identify any potential fish habitat on the subject site. The Report determined that the removal of the on-site channels would not appear to have any potential impact on the productivity of the Sawmill Creek system. No environmental features have been identified on the site;
- Relating to Policy 4.8 (Protection of Health and Safety), the subject site is not affected by designations on Schedule K of the Official Plan (flood plains, wellhead protection or unstable soils). A Geotechnical Study was conducted and determined that, from a geotechnical perspective, the subject site is considered satisfactory for the proposed development. A Phase 1 ESA was prepared and did not identify any potentially contaminating activities (PCAs) on the subject site. A Noise Study was prepared, which determined that there is no conflict between the proposed noise-sensitive land use and the existing rail line south of the subject property provided that a masonry wall is located on the south property limit to buffer the outdoor play area. There are no land-use constraints due to airport and aircraft operations given that the subject property is outside the airport zoning regulations;
- Relation to Policy 4.9 (Energy Conservation Through Design), the proposed building will include standard energy conservation measures; and
- Relating to Policy 4.10 (Greenspace Requirements), cash in lieu of parkland will be assessed through the Site Plan process.

As per Section 4.11 (Urban Design and Compatible Development), at the city-wide scale, issues of compatibility are addressed in the Official Plan through the appropriate designation of land and associated policies that direct where and how certain categories of land use should be permitted to develop. Furthermore, at the scale of neighbourhoods or individual properties, issues such as noise, spillover of light, accommodation of parking and access, shadowing, and micro-climate conditions are prominent considerations when assessing the relationships between new and existing development. The Official Plan goes on further to state that often, to arrive at compatibility of scale and use will demand a careful design response, one that appropriately addresses the impact generated by infill or intensification. Therefore, good building design and site layout can address issues of compatibility and use.

The purpose of the policies that follow is to set the stage for requiring high quality urban design in all parts of the city and design excellence in design priority areas. The policies in this section are the responsibility of the development proponent to implement in the design of their site. The design and compatibility of a development application are evaluated, at the time of application submission, in the context of this Section, as well as the design objectives in Section 2.5.1.

Views – The subject site is not within proximity to Parliament and is not a high-rise building. Additionally, there are no public view-points such as monuments, bridges, civic spaces, landforms, or other valued spaces near the subject property. The proposed building is of high architectural design and will become a focal point at the southern terminus of Albion Road North.

Building Design –The design of the development constitutes a significant upgrade to the existing character of the surrounding area in terms of architectural design, fenestration/entries and building presence. The principal facade is oriented to the street, with windows and architectural elements that enhance the view from the public realm. All loading, garbage collection and service areas are entirely concealed at the south side of the building. The proposed landscaping will enhance the parking area, as well as those areas around the building.

Massing and Scale – In order to achieve successful neighbourhood integration and compatibility with the character of the surrounding community, the proposed building is two storeys plus basement, covers approximately 17% of the subject property and is located at the west end of the site, with a strong relationship to the street.

High-Rise Buildings – The proposed building is two storeys plus basement. Any potential impacts of high-rise buildings such as influencing microclimate, shadowing adjacent properties and public spaces, disruption of public views and the character of heritage districts and influencing street environments are not an issue in the context of the proposed development or its environs.

Outdoor Amenity Areas – There will be no impact on existing private amenity spaces on abutting residential properties because there are no abutting residential properties. Although there are no requirements under the Zoning By-law for amenity space in relation to the proposed uses, a fenced outdoor playground area is associated with the school and located on the west side of the building, away from industrial rail yard uses and parking lot traffic. The playground area meets Provincial size requirements for outdoor play areas. Furthermore, the outdoor play area is located across the street from planned Municipal sports fields that are highly complementary to the proposed school use. Finally, the large outdoor green space between the building and the street replicates the landscaped front yards that are characteristic of the bulk of other properties along Albion Road North.

Public Art – The proposed development is not located at a prominent location and does not include public art.

Design Priority Areas – The subject site is not located within a Design Priority Area, such areas being identified as target areas of intensification and other prominent areas which are deemed to be significant destinations in the City. Notwithstanding this, considerable emphasis has been placed by ABCO on achieving high quality urban design.

4.3 City of Ottawa Zoning By-law 2008-250

The Comprehensive Zoning By-law, No. 2008-250, as amended, zones the site as "Light Industrial – IL" for the front (west) portion of the site to a depth of approximately 130 metres and "Heavy Industrial – IH" for the rear (east) portion. The application of these two zones generally supports the Employment designation in the Official Plan, in terms of permitted uses and performance standards. The full extent of the proposed building is located in the front portion of the site, which is zoned IL.

The intent of the IL Zone is to permit a wide range of low impact light industrial uses, as well as office and office-type uses in a campus-like industrial park setting. It is noted that various uses such as places of assembly, instructional facilities, day cares, etc. are included among permitted uses. The IL Zone also allows certain complementary uses such as recreational, health and fitness uses and service commercial to serve the employees of the area, the general public in the immediate vicinity and passing traffic. The IL Zone prohibits uses which are likely to generate noise, fumes, odours or are hazardous or noxious, provides development standards that would ensure compatibility between uses and would minimize the negative impact of the uses on adjacent non-industrial areas.

The proposed institutional uses that together make the ABCO facility are similar to a number of the uses permitted in the IL Zone.

Permitted uses in the IL Zone include the following:

- animal care establishment
- animal hospital
- amusement centre
- amusement park
- automobile dealership
- automobile rental establishment
- automobile service station
- bank
- bank machine
- broadcasting studio
- car wash
- catering establishment
- convenience store
- day care
- drive-through facility
- emergency service
- gas bar
- heavy equipment and vehicle sales, rental and servicing
- instructional facility
- light industrial uses
- medical facility
- municipal service centre
- office
- park
- parking garage
- parking lot
- place of assembly
- personal service business
- post office
- printing plant
- production studio
- recreational and athletic facility
- research and development centre
- restaurant
- service and repair shop
- small batch brewery
- technology industry
- training centre
- truck transport terminal
- warehouse

Two of the main use components of the proposed development are the mosque and banquet hall (place of assembly), which is a permitted use in the zone. Places of assembly are designed and used to accommodate gatherings of people for various events such as, but not limited to, banquets. Although a mosque (place of worship) is not currently a permitted use in the IL zone, the gathering of groups of people for religious purposes is an institutional use that is a logical extension of a place of assembly.

With respect to the proposed elementary school, the IL zone already includes both day care and instructional facilities as permitted uses. A school, such as that proposed, is not dissimilar in nature. Children are being supervised in a structured, educational environment.

In relation to the proposed community centre, it incorporates a pool, gymnasium, whirlpool, sauna and squash court. In short, it embodies many of the characteristics of a recreational and athletic facility, which is an already-permitted use. Arguably, the community centre, like a recreational and athletic facility, is also a “public” facility in the same sense as the latter, as contemplated by the Zoning By-law. It is “public” in the sense that it is open to all who choose to join ABCO. In addition, the proposed community centre also provides a venue for other activities such as heritage language training and cultural programs. These activities are no different from those found in an instructional facility, which is an already-permitted use.

The proposed ABCO facility (and the component uses that comprise it) meets the intent of the Light Industrial zone. They are compatible with zoning and use of the parcel to the north, where light industrial uses are permitted in the part of the site abutting the developed portion of the subject property. The rail yard to the south is zoned IL-Light Industrial. The proposed development and requested zoning amendment do not negatively affect the future development potential of the abutting properties.

In relation to the City-owned lands to the west, across Albion Road North, the zoning is DR2 (Development Reserve 2), which is a DR zone that would accommodate buildings and uses operated by government bodies and agencies; this would include the proposed Municipal sports fields. Accordingly, an amendment to the zoning of the subject property to accommodate the ABCO uses – a place of worship, a school and a community centre – will provide an excellent fit to the proposed uses and existing zoning of the City-owned lands.

The performance standards of the IL Zone are as follows along with a summary of the proposed development:

Table 2: Light Industrial Zone Provisions

| Table 203 – IL Zone Provisions | | |
|---|----------------------|-----------------------------|
| Zoning Mechanism | Required | Provided |
| (a) Minimum lot area | 2,000 m ² | 15,514 m ² |
| (b) Minimum lot width | No minimum | 51.82 m |
| (c) Maximum lot coverage | 65 % | 17 % |
| (d) Minimum front yard and corner side yard setback | 7.5 m | 15.26 m |
| (e) Minimum Interior side yard setback | | |
| (i) for uses listed in subsection 203(1) abutting a residential or institutional zone | 15 m | N/A |
| (ii) all other uses | 7.5 m | 9 m (south) & 4.8 m (north) |

Table 2: Light Industrial Zone Provisions (continued)

| Table 203 – IL Zone Provisions | | |
|---|--|----------|
| Zoning Mechanism | Required | Provided |
| (f) Minimum rear yard setback | | |
| (i) for uses listed in subsection 203(1) abutting a residential or institutional zone | 15 m | N/A |
| (ii) abutting hydro or railway right-of-way | 3.5 m | N/A |
| (iii) all other cases | 7.5 m | 24.2 m |
| (g) Maximum floor space index | 2 | 0.44 |
| (h) Maximum building height | | |
| (i) within 20 metres of a residential zone | 11 m | N/A |
| (ii) in all other cases | 18 m | 10.3 m |
| (i) Minimum width of landscaped area | | |
| (i) abutting a residential or institutional zone | 3m; may be reduced to one metre if a 1.4 metres high opaque screen is provided | N/A |
| (ii) abutting a street | 3 m | N/A |
| (iii) in all other cases | No minimum | Varies |

The proposed development meets all of the performance standards of the IL zone, with the exception of the north interior side yard setback. In order to achieve architectural and urban design objectives, the building has been brought closer to the street and main internal driveway to provide a focal point adjacent to Albion Road North. As a result, the building is located 4.8 m from the north property line. The main driveway that provides shared property access with Twin Equipment ensures adequate driveway width and fire lane access to the building and parking lot. Accordingly, the reduced interior side yard would appear appropriate.

As per Zoning By-law 2008-250, a total of two loading spaces are required for the proposed development. Given that the proposed development operates as one complex and has complete control over their loading needs and scheduling, only one space has been provided. Practically speaking, the proposed uses have limited requirements for loading, and most needs will be met by small trucks such as those that typically deliver office/school supplies. These deliveries will likely use the lay-by provided near the entrance to the school at the front of the building. Larger deliveries, such as those for catered receptions/banquets, can be handled within the one loading space at the rear of the building. Garbage and recycling pickups are limited-frequency events that are scheduled and will be addressed through a private contractor, with negligible potential for conflicts with other loading needs. Under the circumstances, which involve a single entity owning and occupying the site, one loading space would appear adequate for anticipated needs.

Although no special zoning provisions are sought in relation to parking for the ABCO facility, parking requirements are detailed in the table below for the proposed uses, as per Zoning By-law 2008-250. The minimum requirements are met and the provided parking easily accommodates the anticipated number of people coming to the site, given that parking is shared among uses that tend to operate at different times. It is noted that, based on the experience of other sites in the City, mosques can generate significant parking and traffic issues. This particular site, however, has both operational and locational characteristics that render it unlikely to cause such issues.

Table 3: Parking Requirements of Proposed Development

| Proposed Use | Parking Rate | Number of Spaces Required | |
|------------------------|---------------------------|---------------------------|-----|
| Place of Worship | 10/100 m ² GFA | 990 m ² GFA | 99 |
| Place of Assembly | 10/100 m ² GFA | 1029 m ² GFA | 103 |
| Community Centre | 4/100 m ² GFA | 1395 m ² GFA | 56 |
| School | 1.5/ Classroom | 16 Classrooms | 24 |
| Total Required Parking | | | 282 |
| Provided Parking | | | 285 |

5.0 SUPPORTING STUDIES

5.1 Transportation Impact Study

A Transportation Impact Study was prepared in relation to the proposed development. The study area includes Albion Road North between the site access and Walkley Road, as well as the signalized intersection of Bank Street and Kitchener Avenue. Trip generation was reviewed for the proposed uses and their times of activity. Given the limited access to transit and the city-wide catchment area, it has been assumed that few people will travel by non-auto modes, however, high proportions of car-pooling are anticipated and estimated vehicle occupancies are identified.

5.2 Noise Study

A noise feasibility assessment was performed for the proposed place of worship, school and community centre at the subject site. The major sources of noise in the area can be attributed to the Walkley Yard maintenance and storage facility to the southeast, in association with the rail yards. The assessment found that central air conditioning is required, which will allow building occupants to keep exterior windows and doors closed to maintain a comfortable environment. Minimum building construction in all areas is also required to satisfy the Ontario Building Code (2012). Noise levels at the outdoor playground area require the implementation of noise control measures. A 2.2-metre noise barrier along the south property line will reduce noise levels and also provide a secure outdoor play area, provided it is constructed in accordance with recommendations.

5.3 Phase 1 Environmental Site Assessment

A Phase I – Environmental Site Assessment was conducted for the property by Paterson Group. The purpose of the Phase I ESA was to research the past and current use of the site and study area in order to identify the potential for any environmental concerns to have impacted the subject property. Historical research, personal interviews and a site visit were undertaken. The results of the Phase 1 ESA do not identify any potentially contaminating activities (PCAs) on the subject site. Furthermore, any PCAs within the study area, including 3091 Albion Road North, are not considered to represent Areas of Potential Environmental Concern to the subject site based on their separation distance and/or inferred down-gradient or cross-gradient location. Therefore, a Phase II Environmental Site Assessment will not be required for the property.

5.4 Geotechnical Investigation

Paterson Group was also retained to conduct a geotechnical investigation of the subject site for the proposed development. The objectives of the investigation were to determine the subsurface soil and groundwater conditions based on historical test hole information and with the completion of new boreholes, as well as provide geotechnical recommendations for the design of the proposed development including construction considerations that could affect the design. It was determined that, from a geotechnical perspective, the subject site is considered satisfactory for the proposed development.

5.5 Stormwater Management & Servicing Report

Novatech was retained to complete the site servicing and stormwater management design for the proposed development at 3095 Albion Road North. The Report concludes that the existing municipal watermain and sanitary sewer in Albion Road North are adequate to service the proposed development provided they are extended to the subject property. On-site water quantity and quality control are required and stormwater management for the site will be provided by a surface stormwater storage system, which has been adequately sized to provide the required storage in order to control the 100-year post-development flow and over control the 5-year flow from the site to the allowable release rates. The tributary area, drainage patterns and outlet point from the site to the existing tributary of Sawmill Creek south of the property are all being maintained.

6.0 CONCLUSIONS

This report has been prepared in relation to a zoning by-law amendment application to change the zoning of 3095 Albion Road North from IL (Light Industrial) and IH (Heavy Industrial) to IL-x (Light Industrial – Exception) to accommodate the Ahlul-Bayt Centre Ottawa, a facility including a mosque, elementary school and community centre, together with a reception/banquet hall and recreational amenities.

The proposed zoning amendment is consistent with the relevant policies of the Provincial Policy Statement, including policies relating to employment areas, the promotion of efficient land use patterns through fully utilizing municipal infrastructure, and the protection of public health and safety.

The subject lands are designated Employment Area in the City of Ottawa's Official Plan and situated at the western limit of the designation, immediately across a locally-designed street (Albion Road North) from the General Urban Area designation. The ABCO complex constitutes a multi-component, employment-generating institutional use that is in conformity with the uses identified for the Employment Area. This report also demonstrates that the proposed ABCO complex and its associated zoning amendment meet compatibility objectives of the Official Plan in relation to surrounding uses in the area. The proposed facility constitutes an intensification of use on the lands, offering the potential to bring approximately 63 jobs to the area, and with no negative impact on the various existing land uses in the vicinity.

The proposed amendment to Zoning By-law 2008-250 would see the addition of a place of worship, school and community centre to the range of permitted IL uses for the subject property. This zoning will facilitate the development of a complex comprising a mosque, school and community centre, as well as a reception/banquet hall and various recreational and athletic amenities. The proposed complex is compatible with the intent of the IL Zone and similar to many of the uses already permitted by the IL zone, such as places of assembly, instructional facilities, day cares and recreational and athletic uses.

The IL zone prohibits uses that are likely to generate noise, fumes, odours or are hazardous or noxious, and sets out development standards to ensure compatibility between uses and that minimize the negative impact of the uses on adjacent areas. The proposed ABCO facility clearly does not constitute a nuisance use, even with respect to such matters as traffic or on-street parking impacts. At the same time, it is also not likely to be adversely affected by the nature of adjacent existing or anticipated future uses in the area. Indeed, the future City of Ottawa sports fields on the west side of Albion Road North represents a compatible and complementary use with the proposed school and playground at the west end of the subject property.

While the proposed development generally meets all performance standards of the Zoning By-law, reductions to the north interior side yard setback and loading space requirements of the Zoning By-law have been requested for reasons primarily related to design considerations or functional/operational needs of the facility. It has been demonstrated that these represent good planning.

Although Albion Road North – a locally-designed street - terminates at the subject property, it has good connectivity to Walkley Road and Bank Street, albeit through some principally residential neighbourhoods. The road network is, accordingly, much better suited to passenger vehicle traffic than the heavy trucks that are associated with many other employment-generating uses. While mosques do have the potential to generate significant parking and traffic issues, it has been demonstrated that the ABCO complex has locational, operational and site design characteristics that make it unlikely to be the cause of off-site traffic or parking pressures.

In closing, the ABCO facility complies with the policy directions set out in the Provincial and Municipal planning frameworks, will generate significant employment and bring life to an area that was previously devoid of people on evenings and weekends. Finally, the facility meets all functional, safety, convenience, compatibility, aesthetic and urban design criteria for such development.

NOVATECH

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