

F1-1

Report

Planning, Design & Development Committee

Standing Committee of the Council
of the Corporation of the City of Brampton

PLANNING, DESIGN & DEVELOPMENT COMMITTEE

Date: April 7, 2009

File: P22 PW

DATE: April 20, 2009

Subject: Recommendation Report: Places of Worship Policy Review

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OVERVIEW:

- The City undertakes periodic review of its policies to ensure that they are current and responsive to the changing needs of its citizens. Recognizing that places of worship are a key means of strengthening the spiritual and social fabric of the community and a major contributor to quality of life, the City has initiated a review of the policies on places of worship to meet the growing needs and requirements of the City's many faith groups.
- This report presents the status of the Places of Worship Policy Review following extensive consultation since February 2008, including a public open house held on June 23, 2008.
- This report provides recommendations that build upon the consultant's work and recognize public input received, notably that places of worship are an integral community asset and should be permitted on a broad basis throughout the City, subject to basic land use compatibility and parking requirements.
- Staff are proposing to strengthen policies of the Official Plan to acknowledge the important role of places of worship and recognize that these facilities can be permitted in institutional, residential, commercial and business areas. Permission for smaller places of worship in light industrial areas is also recommended. The Official Plan will also provide criteria to properly assess a site-specific rezoning proposal for a place of worship (if/where required) in any land use designation.
- Revisions to the Official Plan are proposed to make the acquisition of reserve sites more realistic for faith groups. Sites to be reserved in new plans of subdivisions should be held for five years from assumption and zoned to permit places of worship with an alternate use permitted only through the lifting of a holding zone.
- A City-initiated amendment to the City's Zoning By-law is also proposed to permit places of worship, as of right, in a number of zones, including most residential, commercial and business zones. In light industrial zones, smaller places of worship may be permitted. Specific zoning provisions are recommended for parking, the size of facility, its location on certain roads and the type of permitted ancillary uses.
- Draft Official Plan and Zoning By-Law Amendments will be released for public review and comment. A statutory public meeting will be scheduled to receive formal comments on the draft documents before the amendments are finalized for Council adoption at a future meeting.

RECOMMENDATIONS:

1. That the report entitled "Recommendation Report: Places of Worship Policy Review" (File P22 PW) dated April 7, 2009 and attachments be received;
2. That the draft Official Plan Amendment respecting places of worship attached hereto as Appendix A is based upon the following principles:
 - (i) That places of worship represent an integral part of the City's social fabric and should be accommodated in as many areas of the City as possible subject to meeting compatibility and functional criteria;
 - (ii) That the ratio of 1 place of worship per 10,000 population continue to apply as a minimum target in the planning for new places of worship in secondary plan and block plan areas;
 - (iii) The size and land area requirements of places of worship will vary relative to the needs of the faith groups and the area and number of people to be served. Generally the size and service function is categorized as:
 - Small, local serving (or starter) place of worship
 - with a gross floor area of less than of 600 sq.m. (6,450 sq.ft.)
 - frontage on a collector or an arterial road having regular transit services (preferably at an intersection location)
 - accessibility to pedestrians and cyclists is an asset;
 - Medium, neighbourhood serving place of worship
 - with a gross floor area from 600 sq.m. to 1,500 sq.m. (6,450 sq.ft. to 16,125 sq.ft.)
 - frontage on a major collector or an arterial road having regular transit service (preferably at an intersection location)
 - accessibility to pedestrians and cyclists is an asset;
 - Large, Regional serving place of worship
 - with a gross floor area of greater than 1,500 sq.m. to 5,000 sq.m. (16,125 sq.ft. to 53,750 sq.ft.)
 - frontage on an arterial or major arterial road having regular transit service (preferably at an intersection location)
 - accessibility to pedestrians and cyclists is an asset;
 - Inter-Regional serving place of worship
 - with a gross floor area greater than 5,000 sq.m. (53,750 sq.ft.)
 - frontage on a major arterial road having regular transit service (preferably at an intersection location)
 - accessibility to pedestrians and cyclists is an asset.

- (iv) That places of worship shall be permitted in Institutional, Residential (except Estate, Village and Upscale Executive), Retail, Office, Central Area and Business Corridor designations, subject to land use compatibility and functional criteria (as listed in Recommendation 2(vi) below). Only Small places of worship shall be permitted in Industrial designated areas that are intended for light industrial uses, subject to land use compatibility and functional criteria.
 - (v) That sites shall be reserved in secondary plan areas and set out in new block plans and plans of subdivisions with the size of the sites varying upon the anticipated need and distribution of place of worship sites. The sites to be reserved shall be zoned to permit a place of worship use and for an alternative use or uses to be permitted through the lifting of a holding zone only after a period of 5 years from the date of assumption of the plan of subdivision within which the place of worship site is located;
 - (vi) That places of worship shall adhere to the following functional and land use compatibility criteria:
 - On-site parking shall be provided to accommodate regular worship attendance times and other events or occurrences that take place on a regular basis.
 - Site plan approval shall apply to all stand-alone place of worship facilities and have regard for site layout and function, architecture, traffic generation and road capacity, landscaping, lighting, fencing and noise.
 - Sensitive ancillary uses such as residential quarters (except that of a caretaker), day care, private schools and outdoor activities shall not be permitted in industrial areas and within the Lester B. Pearson International Airport (LBPIA) Operating Area.
3. That the draft Zoning By-Law Amendment respecting places of worship attached hereto as Appendix B is based upon the following principles:
- (i) that places of worship be permitted more broadly and in more zones as follows:

F1-4

- Small and Medium places of worship in Residential zones (except Estate, Village and Upscale Executive) on lots with a minimum size of 2 acres each with direct frontage on road 23 metres wide or greater and subject to a set of performance standards;
 - Small and Medium places of worship in commercial and business/office zones only on lots with frontage on road 23 metres wide or greater and subject to a set of performance standards;
 - Small places of worship in light industrial zones only on lots with frontage on a road 23 metres wide or greater and subject to a set of performance standards including the requirement to be only within a multiple-unit building and the exclusion of sensitive uses.
- (ii) In order to provide appropriate transition, places of worship with some form of previous temporary use approval will be permitted subject to meeting a set of criteria with attention paid to land use compatibility and the availability of adequate parking.
- (iii) Parking requirements to be based upon the worship area person capacity of a place of worship which is to be calculated based on the net floor area of the main worship area. It will generally include the main worship hall and meeting rooms intended for religious rites and practices but exclude storage, office and any food preparation areas. For the purposes of parking calculations, the main worship area shall equal to 70 percent of the gross floor area of the largest floor of the building while a net/gross floor area ratio of 70 percent shall be used to derive the net worship area;
- (iv) That the definition for place of worship, and accessory and auxiliary uses be updated to reflect the broad community role performed by places of worship as follows:

“A place of worship shall mean a place or building or part thereof including accessory buildings or structures that are used for the regular assembly of persons for the practice of religious worship, services or rites. It may include accessory uses such as classrooms for religious instruction, including programs of community social benefit, assembly areas, kitchens, offices for the administration of the place of worship, a single residence for the faith group leader, and a small scale day nursery, but shall not include a cemetery or more than one dwelling unit”; and,

- (v) That the various terminologies in the Official Plan and Zoning By-law including “churches” and “religious institutions” be standardized and replaced by the term “place of worship” to better reflect the contemporary role and multiple functions as a house for prayer, and a centre providing community, social, and educational services.
- 4. That staff be authorized to release the draft Official Plan Amendment and draft Zoning By-Law Amendment respecting places of worship for public review and comment;
- 5. That a statutory public meeting be targeted for June 15, 2009 in accordance with City Council procedures in order to receive public input and formal public comment on the City initiated draft Official Plan Amendment and draft Zoning By-Law Amendment; and an open house be held in May 2009 to provide an added opportunity for public input prior to the statutory public meeting; and,
- 6. That staff be directed to report back to Council on the circulation of the draft planning amendments and prepare the final Official Plan and Zoning By-Law Amendments, taking into account the public input received, for Council adoption at a future meeting.

BACKGROUND:

Purpose of the Places of Worship Policy Review

The Places of Worship Policy Review was initiated by the City of Brampton in 2005. Recognizing that places of worship are a key means of strengthening the spiritual and social fabric of the City and a major contributor to one's quality of life, the Review was tasked to:

“...examine issues related to the desire, needs, and preference of faith groups so as to determine appropriate policy that will ensure that places of worship locate in reserve sites as intended or other appropriate residential and non-residential areas and that they develop as an integral community asset serving the Brampton population”.

Review Process

A team of consultants led by Macaulay, Shiomi and Howson Ltd was retained by the City to undertake the Places of Worship Policy Review. An Advisory Committee was established consisting of representatives from various faith groups in Brampton, developers/landowners, planning consultants, City Councillors, and staff from Planning, Design and Development Department and,

Economic Development Office. The Advisory Committee met six times and provided valuable input into the study. A Public Open House was held on September 14, 2006 to seek public input on the policy review.

The consultants completed their study in the Fall of 2007. The recommendations of the consultant were presented in a Discussion Paper entitled "Places of Worship Policy Review Discussion Paper". Staff provided the Planning, Design and Development Committee with an update on the status of the study on February 4, 2008 and was directed to bring the consultant's findings and recommendations to a subsequent meeting for further direction. On February 20, 2008, the Places of Worship Policy Review Discussion Paper prepared by the consultant team was received by Planning, Design and Development Committee. Staff received direction to release the Discussion Paper for full public consultation and to report back to Council on the feedback received before proceeding to the next stage of the review.

The public has been extensively consulted and provided substantial feedback on the Places of Worship Policy Review Discussion Paper since its release, through various channels, such as written submissions, emails, meetings with City staff and a public open house held on June 23, 2008.

Purpose of the Report

The purpose of this report is to present the results of public consultation and provide staff recommendations on policy direction for the Places of Worship Policy Review based on the input received on the Discussion Paper. A Draft Official Plan Amendment and Draft Zoning By-Law Amendment have been prepared and attached hereto as Appendices A and B setting out the proposed changes. This report seeks direction from City Council to release the draft documents for public review and comment and authorization to hold a statutory public meeting to receive formal input.

Background materials are attached hereto as Appendices C to E respectively including the City's response to comments received on the Places of Worship Policy Review Discussion Paper; meeting notes of the Public Open House held on June 23, 2008, and copy of the written submissions received on the Discussion Paper.

CURRENT SITUATION:

Input Received from Public Consultation

Following the release of the Discussion Paper in February 2008, a number of residents, faith groups, developers and stakeholders have provided input including:

- Dr. Randy Neilson, Spokesperson for the Brampton Faith Coalition
- The Toronto Diocese of the RCEC (represented by Glenn Schnarr Associates)
- Metrus Development Inc.
- Harvest Worship Centre (represented by Gagnon Law Bozzo)
- Suraksha Sharma (represented by Gagnon Law Bozzo)
- North West Brampton Landowners Group (represented by Gagnon Law Bozzo)
- Building Industry and Land Development Association (BILD)-Peel Chapter
- Rice Development Company Inc.
- Babu Mathew and Mathew Varghese
- Jasbindra Mahal
- Members of Swaminarayan World Organization including Biren Shah, Vinod Patel, Rasik Patel, Jitendra Patel, Dipak Patel, Pranav Basher, Ghanshyam Patel, Tarak Patel, Bhupendra Patel, Girish Patel, Sanjiv Dwivedi, Kashyap Thakhar, Vrajesh Patel, Kalpesh Patel, and Suresh Choksey

A Public Open House was held on June 23, 2008 at the Courtyard Marriott Hotel and Conference Centre in Brampton and was well attended by more than 300 persons. As well, staff also met with a number of stakeholders to discuss their specific development proposals and to hear their feedback on the Discussion Paper. The City's response to comments are attached hereto as Appendix C. Meeting notes of the Public Open House are attached as Appendix D to this report, and copy of the written submissions received are attached hereto as Appendix E.

The ensuing discussion provides an overview of the findings and recommendations of the Discussion Paper, input received from public consultation, and staff's response (including proposed modifications to consultant's recommendations). The discussion is organized around the following areas:

- Need including the ratio and number of reserve sites required for places of worship;
- Size of places of worship;
- Location including issues related to reserve sites in greenfield areas, permitting places of worship on a broader basis within the City and in more land use designations, particularly in employment areas; and,
- Performance standards for inclusion into the City's Zoning By-law including parking requirements, and definitions for place of worship, accessory and auxiliary uses.

Discussion on Input Received

Need-Ratio and Number for Reserve Sites

Comments received from public consultation confirms the Discussion Paper's conclusion that the ratio of 1 place of worship per 10,000 population is not an issue. As such, this ratio will continue to be used as a minimum criteria in planning new communities and as one of the factors in determining the number of sites to be designated in the City's secondary plans. These reserve sites together with the enhanced opportunities in other areas as proposed in this report should provide sufficient sites to meet the anticipated demand for places of worship development in the City in the coming years.

Size and Location Criteria

Besides use, the size of a place of worship represents another significant determinant of compatibility respecting traffic generation and land use compatibility. The consultant recommended that general criteria related to location and access be established for places of worship on the basis of their scale. Two sets of criteria were proposed, including one for small places of worship (i.e. those with an area of 930 sq.m./10,000 sq.ft. or less) and another for large places of worship (i.e. those with an area of more than 930 sq.m./10,000 sq.ft.). Detailed criteria are set out in Table 1.

Staff support the principle of categorization of places of worship based on floor area. Feedback received from consultation indicates similar support but suggests that the consultant's grouping may be too coarse and an oversimplification of the variety of places of worship in the City. Based on input received from various faith groups, and research undertaken to date, staff recommend that the following four categories for places of worship be considered:

- small/local: <600 sq.m. (6,450 sq.ft.) GFA
- medium/neighbourhood: 600 sq.m. (6,450 sq.ft.) -1,500 sq.m. (16,125 sq.ft.) GFA
- large/regional: >1,500 sq.m. (16,125 sq.ft.)-5,000 sq.m. (53,750 sq.ft.) GFA; and,
- inter-regional: >5,000 sq.m. (53,750 sq.ft) GFA

Staff's recommended revised categorization and associated locational criteria are listed in Table 1.

The proposed classification based on the size (in terms of accommodation area) and service function of places of worship give recognition to their diverse needs and requirements. As a corollary of the categorization, policies can be more tailored to better meet their specific needs. For example, the locational criteria

Table 1 Classification of Places of Worship by Size and Associated Location Criteria

F1-9

Discussion Paper's Direction		Public Input Received	City's Recommendation
Small Size: ≤930 sq.m. (10,000 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on arterial road or major collector road, which has regular transit service, at an intersection with another public road; and, Easily accessible by pedestrians and bicyclists 	Small Size: <600 sq.m. (6,450 sq.ft.) GFA or a worship area capacity of <250 people	Small/Local Size: <600 sq.m. (6,450 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on collector or arterial road, which has regular transit service, preferably at an intersection with another public road; and, Easily accessible by pedestrians and cyclists. Permitted as of right in Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, certain Industrial, Institutional and Central Area designations of the OP, subject to meeting performance standards in the Zoning By-law 	Small/Local Size: <600 sq.m. (6,450 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on collector or arterial road, which has regular transit service, preferably at an intersection with another public road; and, Easily accessible by pedestrians and cyclists. Permitted as of right in Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP, subject to meeting performance standards in the Zoning By-law
Large Size: >930 sq.m. (10,000 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on an arterial road, with regular transit service, at an intersection with another arterial or major collector road; Easily accessible by pedestrians and bicyclists; and, In areas with predominantly higher density residential uses or adjacent to other institutional uses or non residential development. 	Medium Size: 600-2,000 sq.m. (6,450-21,500 sq.ft.) GFA or a worship area capacity of 250-1,000 people	Medium/Neighbourhood Size: 600 sq.m. (6,450 sq.ft.) -1,500 sq.m. (16,125 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on a major collector or arterial road, with regular transit service, preferably at an intersection with another arterial or major collector road; and, Easily accessible by pedestrians and cyclists. Permitted as of right in Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP, subject to meeting performance standards in the Zoning By-law 	Medium/Neighbourhood Size: 600 sq.m. (6,450 sq.ft.) -1,500 sq.m. (16,125 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on a major collector or arterial road, with regular transit service, preferably at an intersection with another arterial or major collector road; and, Easily accessible by pedestrians and cyclists. Permitted as of right in Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP, subject to meeting performance standards in the Zoning By-law
	Large Size: 2,000-5,000 sq.m. (21,500-53,750 sq.ft.) GFA or a worship area capacity of >1,000-2,500 people	Large Size: 2,000-5,000 sq.m. (21,500-53,750 sq.ft.) GFA or a worship area capacity of >1,000-2,500 people	Large/Regional Size: >1,500 sq.m. (16,125 sq.ft.)-5,000 sq.m. (53,750 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on an arterial or major arterial road, with regular transit service, preferably at an intersection with another arterial road; and, Easily accessible by pedestrians and cyclists. In Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP, subject to rezoning.
	Super Large Size: >5,000 sq.m. (53,750 sq.ft.) GFA or a worship area capacity of >2,500 people	Inter Regional Size: >5,000 sq.m. (53,750 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on a major arterial road, with regular transit service, preferably at an intersection with another major arterial road; and, Easily accessible by pedestrians and cyclists. In Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP, subject to rezoning. 	Inter Regional Size: >5,000 sq.m. (53,750 sq.ft.) GFA <ul style="list-style-type: none"> Frontage on a major arterial road, with regular transit service, preferably at an intersection with another major arterial road; and, Easily accessible by pedestrians and cyclists. In Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP, subject to rezoning.

can be further broadened to relate to specific land use designations and zones. It is anticipated that generally small and medium places of worship could be permitted as-of-right in a variety of zoning categories and that larger regional facilities would require a site specific rezoning as discussed in the next section of this report.

Location

Reserve Sites in Greenfield Areas

The City's Official Plan currently requires the designation of place of worship reserve sites in new secondary and block plans and their retention for acquisition by faith groups for a period of three years after subdivision plan registration. The consultant recommended that the City continue its role in site reservation as well as the policies regarding reserve period and dual zoning (i.e., allowing other residential uses as an alternative to places of worship).

Public input received indicates that it is appropriate for the City to continue its role in designating sites for places of worship in new secondary plans/block plans. However, some faith groups have expressed doubts regarding the effectiveness of the current site reservation policy. These concerns relate to the length of the three-year retention period which is considered too short a timeframe for faith groups to work with, including time to get funding and set up other financial arrangements to acquire the reserve sites. The relatively short timeframe and the fact that the sites are dual zoned provide an impetus for a landowner to hold on to the sites and develop the permitted residential use following the expiry of three year period. This is considered to contribute to the high land cost of the reserve sites, making them often unaffordable to most faith groups.

The landowner and development industry stakeholders (including Metrus, Building Industry and Land Development Association [BILD], and the North West Brampton Landowners Group) are requesting the City to maintain the current policy of the site reservation period and dual zoning. In their view, these measures are considered to be working well as they provide certainty for future homeowners about the use of these sites. It is also noted that the practice of dual zoning is the same for another institutional use like school sites. Metrus advised that there has been success with faith groups acquiring sites from developers within the three-year period in the Springdale area of the City.

The current three-year retention period was adopted based on the recommendation of the policy review for places of worship undertaken by the City in 2000. The reduction from five years to three years has not appeared to have much impact on the take up rate of reserve sites in Brampton. According to the consultant's research and input provided by many faith groups, the take up rate of place of worship reserve sites is influenced by a number of factors such as site

size, location, supply of sites, and financial capability of the groups. It is not influenced by the time period alone. As such, a comprehensive approach is required to tackle the issues although it is recognized that there is limited influence that land use planning has on land economics. The City should continue to play its role in site reservation in secondary plans and block plans. In addition, the City should also ensure that other opportunities such as infilling and redevelopment are allowed to meet the diverse needs of the faith community.

With regards to reserve sites in secondary/block plans, staff believe that there is merit in revising the existing policy to extend the retention period from the current "3-year from registration" to "5-year from assumption". Staff recommend that such sites be zoned to permit places of worship with an alternative use permitted only through the lifting of a holding zone. The holding zone would only be lifted when it has been demonstrated to the City Council's satisfaction through a formal process (including a statutory public meeting pursuant to the *Planning Act*) that there is alternative site or facility available to meet the anticipated demand and that the site has been actively marketed as a place of worship site.

Such measures are expected to go some way to minimize the potential effect of the permitted alternative use while sufficient flexibility will continue to be maintained for alternative uses in the event that there is no take up during the retention period, subject to a formal planning process (i.e. rezoning).

To ensure that the diverse requirements of various faith groups are met, staff support the consultant's recommendation of requiring developer to use the current standard of 0.6 to 1.2 ha (1.48 to 2.96 ac.) as a minimum site size for place of worship reserve sites and that a variety of site sizes and locations should be designated across the City in the new greenfield areas.

Permitting Places of Worship in More Land Use Designations

Places of worship have evolved to provide a broader role in the community and offer a range of services in addition to religious worship. Given their size, level of activities, and the diverse needs of the various groups, how and where they should be located is an important issue for land use planning.

The City's Official Plan currently permits places of worship in a number of land use designations subject to designation as a permitted use in a secondary plan. Places of worship are permitted in Institutional designation and are particularly encouraged to locate in Residential designations (with the exceptions of Village, Estate and Upscale Executive Housing areas) so that they are close to the population they serve and contribute to the objective of building complete communities. As well, places of worship are permitted in Commercial/Retail and Central Area designations of the Official Plan. The major consideration is use compatibility as places of worship have the potential of causing significant impacts if not suitably located.

A significant comment that emerged from public consultation was that the City should permit places of worship as-of-right in more land use designations of the Official Plan. Places of worship should not be expressly prohibited from locating in any designation outlined in the Official Plan. Applications for these uses should be considered on their individual merits, subject to meeting certain planning criteria.

In addition, a number of stakeholders have requested the City to consider pre-zoning sites to permit the development of places of worship as of right in many more locations.

Staff support the consultant's recommendation to permit places of worship in more locations including certain Business Corridor and Industrial designations. Based on the public input received, staff are also proposing to further relax the conditions proposed in the Discussion Paper to permit smaller places of worship as of right and existing places of worship on a permanent basis.

Staff recommend that the policies in the Official Plan be revised to provide more clarity regarding the land use designations in which places of worship will be permitted as follows:

- Residential except Estate Residential, Village Residential and Upscale Executive Housing;
- Office;
- Regional, District, Neighbourhood and Convenience Retail;
- Business Corridor where secondary plan designates as Mixed Commercial/Industrial, Highway Commercial, Service Commercial, and Business;
- Institutional; and,
- Central Area.

Staff have also reviewed and identified zoning categories in the City's Zoning By-Law where places of worship could be permitted as of right. The recommendation is as follows:

Zones that Currently Permit Places of Worship

- Residential Hamlet One (RHm1)
- Commercial One (C1)
- Service Commercial (SC)
- Institutional One (I1)
- Central Area Mixed Use One (CMU1)

Zones that Proposed to Permit Places of Worship

- All Residential except Residential Rural Estate One/Two (RE1/RE2); Residential Hamlet One (RHm1) in Huttonville; Residential Hamlet Two (RHm2) and those designated for Upscale Executive Housing
- Commercial One, Commercial Two and Commercial Three (C1, C2 and C3)
- Industrial One, Industrial Two, Industrial Three and Industrial Four (M1, M2, M3 and M4) zones in Business Corridor
- Industrial One (M1) within 500 metres from a Residential zone
- Industrial Business (MBU)
- Service Commercial (SC)
- Highway Commercial One and Two (HC1 and HC2)
- Institutional One and Institutional Two (I1 and I2)
- Central Area Mixed Use One (CMU1)
- Downtown Commercial and Downtown Commercial One (DC and DC1)

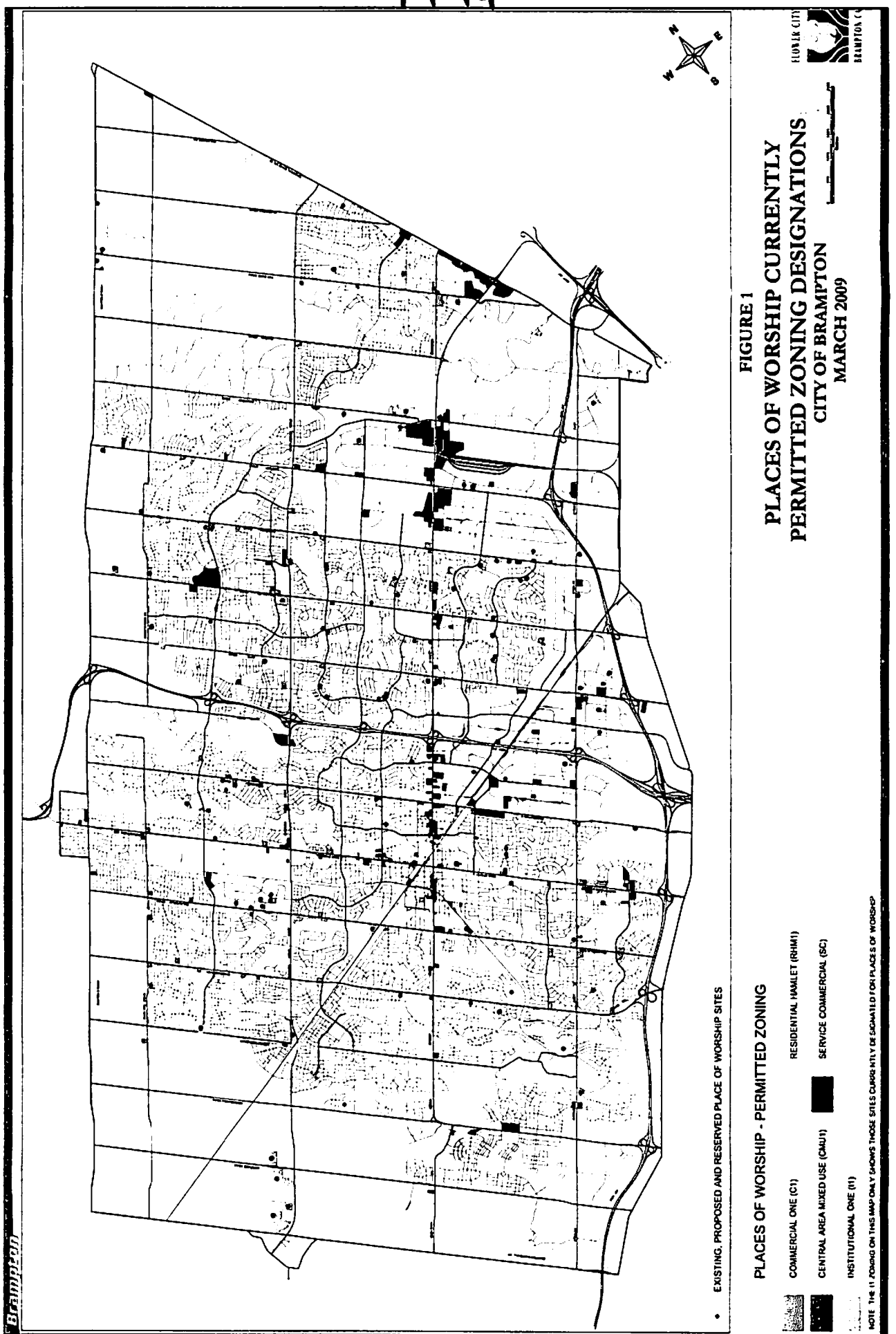
Table 2 in Appendix C provides more details on these recommendations. In general, smaller places of worship will be permitted as-of-right in the above zones while regional and larger facilities will be permitted subject to rezoning process. The proposal will permit places of worship on a much broader basis as depicted generally in Figure 1 and Figure 2, which show the current and recommended permitted zones respectively.

To ensure that the as-of-right zoning does not cause any adverse external impact especially on industrial properties, performance standards will be included in the zoning by-law such as total GFA permitted per lot, minimum road frontage, parking, and restriction on sensitive uses.

Permitting Places of Worship in Employment Lands

To balance faith groups' need for more affordable accommodation and address potential interface problems of permitting such establishments in employment areas, especially Industrial designations, the Discussion Paper recommended that places of worship be permitted in the Business Corridor designation of the Official Plan, and some Industrial zones where the secondary plan permits a mix of lighter industrial and commercial uses. Such uses should be restricted to those "incubator" establishments and as such should be restricted in size (ranging from 275 sq.m. to 465 sq.m. per lot).

In Industrial areas where there is a larger presence of traditional manufacturing type operations, the Discussion Paper recommended that places of worship should only be permitted on a temporary basis. For those existing places of worship legally established through Committee of Adjustment approvals in Industrial and Business Corridor designations whose previous time limited approvals have recently expired, the Discussion Paper recommended that





permission may be given to enable them to continue operation for a maximum of six years subject to certain conditions in order to provide sufficient time for them to find permanent accommodation.

Substantial feedback was received on the Discussion Paper's proposals regarding places of worship in employment areas. Many oppose the restrictions proposed particularly the time limited approval and on permitted floor area. They requested that Business Corridor and Industrial designations be considered on a longer term basis and not just limited to "incubators". In their view, these restrictions wrongly assume that such faith groups will grow out of the "incubator" stage and the temporary location. As well, such short term arrangements can have counter-productive impacts to both faith groups as well as landlords.

Staff acknowledge the need to provide for a variety of faith groups and their diverse requirements. However, this has to be considered within the City's overall planning context.

Currently, places of worship are not permitted as of right in Industrial zones in Brampton. Application has to be made to the City's Committee of Adjustment for permission under Section 45 of the Planning Act to locate in the Industrial zones. The Committee of Adjustment has approved many such applications on a temporary basis with duration ranging from one to five years. The time limit is intended to allow time for the place of worship to find a permanent location.

In a wider policy context, Brampton is required under the Provincial Policy Statement and Growth Plan to ensure an adequate supply of employment lands and their protection from conversion to non-employment uses. The City commissioned Hemson Consulting Ltd. to undertake the "City of Brampton Employment Land Strategy" as input into the Growth Plan conformity exercise. The study recognizes that employment land today accommodates a wide range of economic uses including traditional industrial use as well as research and development, commercial and accessory retail and increasingly, institutional and community facilities (including places of worship). The study further recognizes that demand for places of worship on employment land will likely continue in the future. As such, Hemson is recommending that the City develop policies to direct, restrict or concentrate uses such as places of worship in a way that enables these uses to co-exist with the existing and future industrial uses.

Staff recognize that some employment areas are suited for a mix of uses including the Business Corridor designation of the Official Plan and some Industrial areas where secondary plans permit or there are already existing mixed lighter industrial and commercial uses. As well, some of the multi-unit or older industrial buildings not in keeping with the current manufacturing or warehousing standards can support uses that will act as a buffer between more active employment and residential uses. Places of worship can act as a viable interim or reuse of such building inventory where there are no conflicts with

adjacent uses and where there is sufficient spaces and parking for a place of worship use.

As such, staff would recommend smaller places of worship be permitted as of right in certain business and light Industrial areas. These include Business Corridor (where a secondary plan designates mixed commercial industrial, highway commercial, service commercial and business uses) and light industrial zones that are located close to residential areas (i.e. Industrial One zone located approximately 500 meters from a residential zone) if the specified conditions are met such as parking, frontage on a major road, restriction on sensitive uses etc. This is also in recognition of the fact that many faith groups are and will stay small in size and their need is better served by this type of accommodation.

Staff also recommend another revision to the Discussion Paper's recommendation that places of worship currently operating in Industrial designations/zones on temporary planning permission or those have recently expired, be granted permission to enable them to remain permanently within these locations, subject to meeting conditions respecting size, parking, land use compatibility, etc.

It is expected that such a proposed policy framework will provide sufficient opportunities and flexibility to meet the demand of the faith groups especially the small and medium size establishments that the need for locating in traditional industrial areas will diminish.

Zoning Standards

Parking

The consultant's review found that the City's existing parking standard in the Zoning By-Law is ambiguous due to the lack of a definition for "worship area" and the requirement related to non-fixed seating. The ambiguity is considered to have contributed to the underprovision of parking in many cases. The City's consultants have therefore recommended that more focus be placed on the person capacity of the worship area rather than on seating, to allow for a universal application of the parking standards and a more accurate assessment of the parking requirements. The proposed revised parking standard is as follows:

1 space for every 4 persons in worship area capacity, where worship area capacity shall be calculated as any combination of the following:

- (i) 1 fixed seat in the worship area per person;
- (ii) 0.5 metres of bench width in the worship area per person;

- (iii) 1.0 sq.m. net worship floor area per person of non-seating or non-fixed seating areas.

Where a place of worship includes other areas of assembly outside of the worship area, such as halls or auditoriums, 1 parking space per 8 sq.m. of assembly area (not including the worship area) shall apply if such requirement exceeds the requirement in a) above.

“Worship Area” shall be the net floor areas, whether above or below established grade, within the walls of sanctuary, hall or meeting room(s) that a faith group uses for the practice of its religious rites or services, including any balcony or other area that, by the removal or opening of any walls or partitions, can expand the area of the sanctuary, hall or meeting room(s), and any choir or musicians area. Floor areas intended solely for the use of the faith group leader, such as the altar or pulpit areas, are not included in the worship area.

“Worship Area Capacity” shall mean the number of persons for whom the worship area(s) is designed, as determined in the parking regulation. For the purpose of this calculation, fixed seat means any seating that is permanently secured to the floor; non-fixed seating areas are floor areas where no seats are provided or seats are not secured to the floor.

The consultant’s suggestions also include provision for flexible consideration of reduced parking based on a parking study and recognition of other potential parking options such as shared parking and on-street parking.

Although there was much consensus around the standard of 1 space per 4 person capacity, there was much input on the challenges of developing a method of calculating person capacity given the wide variety of worship hall arrangements.

There was considerable public comment that the proposed parking standards do not adequately recognize the special characteristics of the City’s non-Christian faith groups. For example, prayer and meditation occur spontaneously and randomly instead of at scheduled times for some of these groups.

Staff note that the diverse characteristics of the different faith groups have been given due consideration in the review of parking standards. The use of person capacity as a factor is an example of such consideration which has taken into account the operational characteristics of some faith groups and the trend towards non fixed seating arrangements. Nonetheless, the proposed policy framework provides for flexible consideration for reduced parking subject to a

parking study which is to be based on such considerations as worship pattern and schedule, usage, auxiliary and accessory uses.

Some faith groups including the Brampton Faith Coalition suggested that the City should consider simplifying the methodology for parking calculations especially that respecting the calculation or definition of worship area. Their suggestion included using a net/gross floor area ratio of 70% to derive the net worship area for the purposes of parking calculations. The group noted that such methodology was adopted by the City of Hamilton. As well, the Coalition suggested that as the City promote location of places of worship close to public transit, reduction in parking requirements for these establishments should be allowed.

Staff further investigated the City of Hamilton's parking standards with the assistance of iTrans Consulting. It was found that the City of Hamilton has recently revised their Zoning By-Law respecting parking requirements including that for places of worship (By-Law 08-227, September 24, 2008) as follows:

From:

1 for every classroom plus 1 for each 7 seat capacity in that part of the building used for worship or 1 for every classroom plus 1 for each 23.0 square metres of floor area used for hall, auditorium or similar use involving the assembly of persons not including the place of worship, whichever results in the greater requirement.

To:

1 for every 10 square metres of gross floor area, inclusive of a basement or cellar, to accommodate such use.

Staff support iTrans' recommended parking standards based on person capacity of the worship area as it addresses a wide range of situations involving fixed seating and non fixed seating arrangements. This methodology is considered reflective of and appropriate for Brampton in addressing the diverse needs and characteristics of the various faith groups across the City.

Staff also consider the faith groups' suggestion to simplify the definition of worship area is supportable. To this end, a revised definition/calculation of worship area is proposed as follows:

"For the purposes of parking requirements, net worship area shall be calculated as 70 percent of the GFA of the main worship area, whereby the main worship area shall be calculated as 70 percent of the GFA of the largest floor of the building."

This provides a simpler numerical definition which builds on the premise that parking provision will be based on the use which accommodates the most people at any one time, i.e., the main worship area. Essentially, this includes the

sanctuary or the main worship hall which is the area where the practice of religious rites or services takes place as well as rooms/areas adjacent to the sanctuary which are used for the same purposes that normally occur simultaneously.

Input received from various faith groups and staff's review of the floor plans of existing and planned places of worship further reveal that these main worship areas are usually located on the same level which is often the largest floor of the building. The analysis also reveals that while there is a variety of floor layout and usage, on average, these worship areas make up approximately 70% of the GFA of the largest floor. An average efficiency or net/gross floor ratio of approximately 70% is then used to derive the net worship area. This ratio of 70% is considered appropriate and representative of the various types of worship areas, based on research undertaken by staff and input from the various faith groups, including the Brampton Faith Coalition. As such, this definition/methodology is recommended to be adopted which will provide an easily interpretable and equitable mechanism for identifying parking requirements that still meet the needs of most faith groups and not impacting adjacent properties. Using proxy sites, the requirements under the various parking standards are calculated as presented in Table 2 for comparison.

The Toronto Diocese and the Brampton Faith Coalition have urged the City to approve the use of shared parking arrangements, particularly for those sites with multiple uses to meet on-site parking requirements.

In principle, staff support shared parking for places of worship with auxiliary uses. The extent to which shared parking is permitted would depend on the nature of the auxiliary use and would have to be supported by a parking study. As well, any shared parking arrangement would need to be documented in agreement between the users and landowners.

Table 2 Comparison of Parking Requirements

Place of Worship	Location	Site Area	Gross Floor Area	Worship Area	Provided	Current City Requirement ^a	ITRANS Proposal ^b	City Proposed Alternative ^c Fixed Seating	City Proposed Alternative ^c Non Fixed Seating
Ahmadiyya Muslim Mosque	Hwy 10 & Sandilwood	10,124 sq.m.	B 1152 sq.m. G 1152 sq.m. 2 nd 1043 sq.m. Total 2195 sq.m.	746 sq.m.	132	93	186	N/A	Estimated net worship area/ person capacity: 564 sq.m./ 564 persons 141 parking spaces
Gurdwara Sikh Temple	P. Robertson & Dixie Road	11,603 sq.m.	G 1161 sq.m. B 1165 sq.m. M 105 sq.m. Total 2432 sq.m.	325 sq.m.	232	86	81	N/A	Estimated net worship area/ person capacity: 570 sq.m./ 570 persons 143 parking spaces
The Church of Archangel Michael & St. Takla	12061 Hurontario St	22,480 sq.m.	Church B 1487 sq.m. G 1,411 sq.m. 2 nd 410 sq.m. total church 3,308 sq.m. activity area school 1332 sq.m. social/sports 1633 sq.m. total activity area 2,965 sq.m. total GFA 6,117 sq.m.	Church area 3,308 sq.m./ 552 seats	263	254	138 for church (552 seats) plus 20 for school/daycare 89 for sports & social total 247	552 seats/ 138 parking spaces (for church only) plus 20 for school/daycare 89 for sports & social total 247 parking spaces	Estimated net worship area/ person capacity: 1485 sq.m. (based on building coverage of 3,030 sq.m.)/1485 persons 371 parking spaces
New Apostolic Church	45 Eastbourne Drive	5,514 sq.m.	Church 1,369.9 sq.m.	250 seats	63	63	63	250 seats/ 63 parking spaces	Estimated net worship area/ person capacity: 671 sq.m./ 671 persons 168 spaces
Brampton Second Christian Reformed Church	444 Steeles Ave West	13,294 sq.m.	2,830 sq.m.	600 fixed seats	173	Sanctuary 163 Gym and non concurrent 130 Total 293	church 150 Gym and non concurrent 130 Total 280	Church 600 seats 150 parking spaces Gym and non concurrent 130 parking spaces Total 280 parking spaces	Estimated net worship area/ person capacity: 1387 sq.m./ 1387 persons 347 parking spaces
A typical POW in Industrial premises			930 sq.m. total GFA	930 sq.m. (assuming 100% GFA)	N/A	111	232	N/A	Estimated net worship area/ person capacity: 455 sq.m./ 455 persons 114 parking spaces
A typical POW in Industrial premises			500 sq.m. total GFA	500 sq.m. (assuming 100% GFA)	N/A	60	125	N/A	Estimated net worship area/ person capacity: 245 sq.m./ 245 persons 61 parking spaces

Parking Standards

- 1 space per 4 seats or where no seat is provided, 8.4 square metres of worship area or portion thereof
- 1 space for every 4 persons in worship area capacity, where worship area capacity shall be calculated as any combination of the following:
 - 1 fixed seat in the worship area per person;
 - 0.5 metres of bench width in the worship area per person;
 - 1 sq.m. net worship floor area per person of non-seating or non-fixed seating areas.
 - Where a place of worship includes other areas of assembly outside of the worship area, such as halls or auditoriums, 1 parking space per 8 sq.m. of assembly area (not including the worship area) shall apply if such requirement exceeds the requirement in a) above.
- Where seating capacity is provided, parking requirement is calculated using ITRANS' standard as in b.
Where seating capacity is not provided, net worship area is derived by multiplying the GFA main worship area by 70%, whereby the latter is assumed to be 70% of the GFA of the largest floor. Seating capacity and parking requirement are then calculated using ITRANS' standard as in b.

Definitions of Place of Worship, Accessory and Auxiliary Uses

The Discussion Paper recommended that terminologies in the Official Plan and the Zoning By-law including the term “church” and “religious institution” be standardized and replaced by the broader and more contemporary term of “place of worship”. An updated definition for the places of worship is proposed by the consultant as follows:

“A Place of worship shall mean a place or building or part thereof including accessory buildings or structures that are used for the regular assembly of persons for the practice of religious worship, services or rites. It may include accessory uses such as classrooms for religious instruction, including programs of community social benefit, assembly areas, kitchens, offices for the administration of the place of worship, a single residence for the faith group leader, and a small scale day nursery, but shall not include a cemetery or more than one dwelling unit.”

Substantial public feedback was received regarding the need for the policy review to give recognition to the multiple roles that places of worship play in the community and the various functions and services that they provide, in addition to religious worship purposes.

The City continues to recognize the important role faith groups and places of worship play in the community which will continue to be the guiding principle for planning policy for such establishments. The intention of the proposed amendments is therefore to bring the relevant policies and definitions of the City’s planning document up to date to reflect their contemporary role. As such, the terms “religious institution” and “church” are proposed to be replaced by “place of worship” which is consistent with the terminology used in the 2006 Official Plan.

The revision also provides a clear definition for accessory and auxiliary uses. The inclusion of such references gives recognition to the integral nature of accessory uses, and provides clarity for interpretation. Accessory uses are those uses incidental to the practice of religious rites and as such will be permitted as of right. Examples of accessory uses include classrooms for religious instruction, programs for community social benefit, assembly areas related to worship, kitchens, a small scale day nursery, a residence for the faith group leader, and offices in support of the worship use.

Auxiliary uses are defined as uses that are not an integral part of the place of worship and/ or may be planned together on the same site. Examples of auxiliary uses include cemeteries, schools which offer academic programs other than religious instruction, senior/retirement housing, supportive housing, and commercial space. Given their nature, and the need to protect the existing development from the introduction of sensitive uses and to take into

consideration other compatibility issues, auxiliary uses are encouraged to be located at larger place of worship sites and will require permission through a rezoning and/or an Official Plan Amendment.

Recommended Policy Directions:

This report has provided draft recommendations that build upon the consultant's work and recognize input received from public consultation, notably that places of worship should be permitted on a broad basis throughout the City, subject to land use compatibility and functional requirements. The proposed policy framework is comprehensive and progressive which will further strengthen the role of places of worship as an integral community asset and meet the diverse needs of the faith community. The key planning principles and policy directions recommended by staff are discussed below.

With regards to the draft official plan amendment, the policies are based upon the following principles:

- (i) That places of worship represent an integral part of the City's social fabric and should be accommodated in as many areas of the City as possible subject to land use compatibility and functional criteria;
- (ii) That the minimum ratio of 1 place of worship per 10,000 population continue to apply in the planning for new places of worship in secondary plan and block plan areas;
- (iii) The size and land area requirements of places of worship will vary relative to the needs of faith group and the area and number of people to be served. Generally the size and service function is categorized as:
 - Small, Local serving (or starter) place of worship
 - with a gross floor area of less than of 600 sq.m. (6,450 sq.ft.)
 - frontage on a collector or an arterial road having regular transit service (preferably at an intersection)
 - accessibility to pedestrians and cyclists is an asset;
 - Medium, Neighbourhood serving place of worship
 - with a floor area from 600 sq.m. to 1,500 sq.m. (6,450 sq.ft. to 16,125 sq.ft.)
 - frontage on a major collector or an arterial road having regular transit service (preferably at an intersection)
 - accessibility to pedestrians and cyclists is an asset;
 - Large, Regional serving place of worship

F1-24

- with a gross floor area of greater than 1,500 sq.m. to 5,000 sq.m. (16,125 sq.ft. to 53,750 sq.ft.)
 - frontage on an arterial or major arterial road having regular transit service (preferably at an intersection)
 - accessibility to pedestrians and cyclists is an asset;
 - Inter-Regional serving place of worship
 - with a gross floor area greater than with 5,000 sq.m. (53,750 sq.ft.)
 - frontage on a major arterial road having regular transit service (preferably at an intersection)
 - accessibility to pedestrians and cyclists is an asset.
- (iv) That places of worship shall be permitted in Institutional, Residential (except Estate, Village and Upscale Executive), Retail, Office, Central Area and Business Corridor designated areas, subject to land use compatibility and functional criteria (as listed in subsection (vi) below). Only smaller places of worship shall be permitted in Industrial designated areas that are intended for light industrial uses, subject to land use compatibility and functional criteria.
- (v) That sites shall be reserved in secondary plan areas and set out in new block plans and plans of subdivisions with the size of the sites varying upon the anticipated need and distribution of place of worship sites. The sites to be reserved shall be zoned to permit a place of worship use and for an alternative use or uses to be permitted through the lifting of a holding zone only after a period of 5 years from the date of assumption of the plan of subdivision within which the place of worship site is located;
- (vi) That places of worship shall adhere to the following functional and land use compatibility criteria:
- On-site parking shall be provided to accommodate regular worship attendance times and other events or occurrences that take place on a regular basis.
 - Site plan approval shall apply to all stand-alone places of worship facilities and have regard for site layout and function, architecture, traffic generation and road capacity, landscaping, lighting, fencing and noise.
 - Sensitive ancillary uses such as residential quarters (except that of a caretaker), day care, private schools and outdoor activities shall not be permitted in industrial areas

and within the Lester B. Pearson International Airport (LBPIA) Operating Area.

Staff are proposing to amend Zoning By-law 270-2004 through a City initiated zoning amendment to permit places of worship more broadly and in more zones as follows:

- Small and Medium places of worship in Residential zones (except Estate, Village and Upscale Executive) on lots with a minimum size of 2 acres each with frontage on road 23 metres wide or greater and subject to a set of performance standards;
- Small and Medium places of worship in commercial and business/office zones only on lots with frontage on road 23 metres wide or greater and subject to a set of performance standards;
- Small places of worship in light industrial zones only on lots with frontage on a road 23 metres wide or greater and subject to a set of performance standards including the requirement to be only within a multiple-unit building and the exclusion of sensitive uses

Places of worship with some form of previous temporary use approval will be permitted through the City initiated zoning amendment subject to a set of criteria with special attention paid to land use compatibility and the availability of adequate parking.

Zoning By-Law 270-2004 will also be amended to set out general requirements and restrictions respecting places of worship, including the following parking, performance standards and definitions:

- Parking requirements to be based upon the worship area person capacity of a place of worship which is to be calculated based on the net floor area of the main worship area. It will generally include the main worship hall and meeting rooms intended for religious rites and practices but exclude storage, office and any food preparation areas. For the purposes of parking calculations, the main worship area shall equal to 70 percent of the gross floor area of the largest floor of the building whereby a net/gross floor area ratio of 70 percent shall be used to derive the net worship area;
- That the definition for place of worship, and accessory and auxiliary uses be updated to reflect the broad community role performed by places of worship as follows:

"A place of worship shall mean a place or building or part thereof including accessory buildings or structures that are

used for the regular assembly of persons for the practice of religious worship, services or rites. It may include accessory uses such as classrooms for religious instruction, including programs of community social benefit, assembly areas, kitchens, offices for the administration of the place of worship, a single residence for the faith group leader, and a small scale day nursery, but shall not include a cemetery or more than one dwelling unit"; and,

- That the various terminologies in the Official Plan and Zoning By-law including "churches" and "religious institutions" be standardized and replaced by the term "place of worship" to better reflect the contemporary role and multiple functions as a house for prayer, and a centre providing community, social, and educational services.

Draft Official Plan and Zoning By-Law Amendments

Based on the above principles, staff have drafted Official Plan and Zoning By-Law amendments attached hereto in Appendices A and B setting out the proposed changes. Council's authorization is sought through this report to release these documents for public consultation including the holding of a statutory public meeting pursuant to the *Planning Act* on June 15, 2009.

NEXT STEPS:

Upon Council's endorsement of this report, the attached draft Official Plan and Zoning By-Law Amendments will be released for circulation to the public and stakeholders. A statutory public meeting will be targeted for June 15, 2009 in accordance with City Council procedures to receive formal comments on the City's planning amendments. As well, an open house will be scheduled in May 2009 to provide an added opportunity for public input prior to the statutory meeting.


Staff will prepare revised Official Plan and Zoning By-Law Amendments taking into consideration input received from the circulation of the draft amendments and present the final documents to City Council for approval at a future meeting.

Respectfully submitted,

Original Signed By


Adrian Smith, MCIP, RPP
Director, Planning and
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Original Signed By


John Corbett, MCIP, RPP
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Attachments

Appendix A	Draft Official Plan Amendment
Appendix B	Draft Zoning By-Law Amendment
Appendix C	Staff Response to Comments Received on the Places of Worship Policy Review Discussion Paper dated January 2008
Appendix D	Meeting Notes of June 23, 2008 Places of Worship Policy Review Public Open House
Appendix E	Comments Received on the Places of Worship Policy Review Discussion Paper dated January 2008

F1-28

Appendix A

Draft Official Plan Amendment

AMENDMENT NUMBER OP2006-____
TO THE OFFICIAL PLAN OF THE
CITY OF BRAMPTON

1. Purpose:

The purpose of this amendment is to implement the recommendations of the Places of Worship Policy Review by updating the policies related to places of worship in the City of Brampton Official Plan. This amendment proposes to:

- provide continued recognition of the important role faith groups play in the City and places of worship's contribution to building sustainable, complete communities;
- provide a holistic planning approach that is responsive to the diverse needs of the Brampton faith community;
- provide a variety of opportunities to permit places of worship on a broad basis throughout the City; and,
- enhance clarity, efficiency and certainty for the development of places of worship by providing clear policy direction around permitted uses and performance standards.

2. Location:

This amendment affects all lands within the City of Brampton.

3. Amendments and Policies Relative Thereto:

3.1 The document known as the Official Plan of the City of Brampton is hereby amended:

- (1) by amending Section 4.1, Residential, Section 4.1.1, General Policies, subsection 4.1.1.1 by deleting the word "churches" in the second sentence and replacing it with the phrase "places of worship subject to Section 4.8.8 of this Plan".
- (2) by amending Section 4.1.7.9 (iii) (a) Supportive Lodging Houses by deleting and replacing the word "churches" with "places of worship".

- (3) by amending Section 4.1.7.15 (ii) (a) Retirement Housing by deleting and replacing the word “churches” with “places of worship”.
- (4) by amending Section 4.2, Central Area, Section 4.2.2.1 (iii) by adding the following new phrase at the end of the section:

“and places of worship subject to Section 4.8.8 of this Plan.”
- (5) by amending Section 4.2.3, Office Centre Section 4.2.3.1 by adding the following before the last sentence:

“Places of worship shall be permitted subject to Section 4.8.8 of this Plan.”
- (6) by amending Section 4.2.9, Regional Retail Policies, Section 4.2.9.5 by adding the following new sentence at the end of the section:

“Places of worship shall be permitted subject to Section 4.8.8 of this Plan.”
- (7) by amending Section 4.2.10, District Retail Policies, Section 4.2.10.5 by adding the following new sentence at the end of the section:

“Places of worship shall be permitted subject to Section 4.8.8 of this Plan.”
- (8) by amending Section 4.2.11, Local Retail Policies, Section 4.2.11.6 by adding the following new sentence at the end of the section:

“Places of worship shall be permitted subject to Section 4.8.8 of this Plan.”
- (9) by amending Section 4.3.1, Business Corridor, by adding the following new sentence at the end of the first paragraph:

“Places of worship shall be permitted subject to Section 4.8.8 of this Plan.”
- (10) by amending Section 4.3.2, Industrial, Section 4.3.2.1 by adding the following sentence after the first sentence:

"Places of worship shall be permitted in limited locations subject to the designation in the Secondary Plan and Section 4.8.8 of this Plan."

- (11) by amending Section 4.8, Institutional and Public Uses, Section 4.8.1, General Policies, Section 4.8.1.1, by replacing the word "major" with "large scale" in the first sentence.
- (12) by amending Section 4.8.4.1 (ii) (a) Long Term Care Centres by deleting and replacing the word "churches" with "places of worship".
- (13) by amending Section 4.8, Institutional and Public Uses, Section 4.8.8, Places of Worship, by deleting the section and replacing it with the following:

"4.8.8 Places of Worship

In addition to religious worship and practices, many places of worship also provide social and community related functions and services. They often serve as the focal point of the community. The City of Brampton recognizes the important role faith groups play and the contribution places of worship make to the objective of building sustainable, complete communities.

Places of worship are predominantly permitted and traditionally located on lands designated Residential on Schedule A of this Plan, to reinforce their role as an integral community asset and the intention of planning them close to the population they serve. A range of other development opportunities are also provided for places of worship throughout the City to meet the diverse needs of various faith groups. Due consideration should be given to land use compatibility and the ability to meet functional requirements such as parking to ensure that places of worship are suitably integrated with the community and surrounding land uses.

Policies

Size and Location Criteria

- 4.8.8.1 For the purposes of this Plan, places of worship are categorized into four groups based on facility size and service function and are subject to the following locational criteria:

- (i) Small, local serving place of worship
 - a gross floor area of less than 600 sq.m. (6,450 sq.ft.)
 - frontage on a collector or an arterial road with public transit service, preferably at an intersection with another public road;
 - good accessibility to pedestrians and cyclists;
- (ii) Medium, neighbourhood serving place of worship
 - a gross floor area from 600 sq.m. to 1,500 sq.m. (6,450 sq.ft. to 16,125 sq.ft.)
 - frontage on a major collector or an arterial road with public transit service, preferably at an intersection with another major collector road;
 - good accessibility to pedestrians and cyclists;
- (iii) Large, regional serving place of worship
 - a gross floor area of greater than 1,500 sq.m. to 5,000 sq.m. (16,125 sq.ft. to 53,750 sq.ft.)
 - frontage on an arterial or major arterial road with public transit service, preferably at an intersection with another arterial road;
 - good accessibility to pedestrians and cyclists;
- (iv) Inter-regional serving place of worship
 - a gross floor area greater than 5,000 sq.m. (53,750 sq.ft.)
 - frontage on a major arterial road with public transit service, preferably at an intersection with another major arterial road;
 - good accessibility to pedestrians and cyclists.

Accessory and Auxiliary Uses

4.8.8.2 Places of worship shall be used primarily for the practice of religious worship or rites. Accessory uses which are incidental and integral to the primary use of religious practices are also permitted unless prohibited by the LBPIA Operating Area policies of this Plan. Examples of accessory uses include, but are not limited to, classrooms for religious instruction, assembly areas related to worship, kitchens, a residence for the faith group leader, a small scale day nursery and offices in support of worship use.

4.8.8.3 Auxiliary uses are uses that are not an integral part of the place of worship and its primarily use of religious practices but may be planned to function together on the same site.

Auxiliary uses associated with a place of worship are generally appropriate on larger sites that are of a size sufficient to accommodate Medium or larger places of worship, unless prohibited by the LBPIA Operating Area policies of this Plan. These uses must be permitted in the Zoning By-law or necessitate a zoning by-law amendment. Examples of auxiliary uses include but are not limited to cemeteries, schools which offer an academic program in addition to religious instruction, supportive housing, and assembly areas for purposes other than worship or which have a commercial function such as a banquet hall or a recreation facility for the faith group or others.

4.8.8.4 Places of worship shall satisfy the following functional and land use compatibility criteria as well as those specified for the land use designation that it is located in as set out in Sections 4.8.8.6 to 4.8.8.8:

- On-site parking shall be provided to accommodate regular worship attendance and other events and occurrence that take place on a regular basis;
- All stand alone place of worship facilities shall be subject to site plan approval and

shall have regard for site layout and function, architecture, traffic generation and road capacity, parking, landscaping, lighting, fencing and noise; and integration with the surrounding existing or planned development; and,

- Sensitive uses such as residential quarters (except that of a caretaker), day care, private schools and outdoor activities shall not be permitted in Industrial designations and within the Lester B. Pearson International Airport (LBPIA) Operating Area.

Permitted Designations and Zones

4.8.8.5 Places of worship shall be permitted in the following land use designations, subject to designation and policies in the secondary plan, and satisfying the general criteria listed in Section 4.8.8.4 as well as those relevant to the specific land use designation as set out in Sections 4.8.8.6 to 4.8.8.8:

- Institutional;
- Residential with the exceptions of Estate, Village and Upscale Executive Housing;
- Retail;
- Office;
- Central Area;
- Business Corridor; and,
- Certain Industrial designations as set out in Section 4.8.8.8.

Smaller places of worship are generally permitted without the need to amend this Plan. Larger places of worship including those in the Large, Regional and Inter-Regional categories shall be permitted only through an amendment to the City's Zoning By-Law and to the applicable secondary plan.

4.8.8.6 Places of worship shall be permitted on lands designated Residential on Schedule A of this Plan except for those lands designated "Upscale

Executive Housing Special Policy Areas" on Schedule A1 of this Plan, subject to the specific designation and policies in the secondary plan and the following criteria:

- Those in the Small and Medium categories as set out in Section 4.8.8.1 above;
- Minimum lot size shall be 0.8 ha (2 acres);
- Compatibility with the existing and planned adjacent uses in design, scale and character;
- Frontage on a road with a minimum right of way width of 23 metres, preferably at the intersection with another collector road;
- Easily accessible by public transit, pedestrians and cyclists;
- Meeting parking standards; and,
- No adverse impact on traffic and the local road network.

Large, Regional and Inter-Regional places of worship shall be permitted subject to an amendment to the applicable Secondary Plan and the City's Zoning By-Law.

4.8.8.7 Places of worship shall be permitted on lands designated Business Corridor on Schedule A of this Plan where a secondary plan designates Mixed Commercial/Industrial, Highway Commercial, Service Commercial, Highway and Service Commercial or Business, subject to satisfying the following criteria:

- Those in the Small category as set out in Section 4.8.8.1 above;
- Those in the Medium category as set out in Section 4.8.8.1 above shall be permitted subject to rezoning;
- The gross floor area of place of worship uses shall not exceed 600 sq.m. per lot for Small places of worship; and 1,500 sq.m. per lot for Medium places of worship;
- Compatibility with the existing and planned adjacent uses in design, scale and character;

- Easily accessible by public transit, pedestrians and cyclists;
- Meeting parking standards; and,
- No adverse impact on traffic and the local road network.

Large, Regional and Inter-Regional places of worship shall be permitted subject to an amendment to the applicable secondary plan and the City's Zoning By-Law.

4.8.8.8 Places of worship shall not be permitted on industrial lands except those located within the Business Corridor designation on Schedule A of this Plan or zoned for light industrial uses that are located approximately 500 metres from a Residential zone, subject to the specific designation and policies in the secondary plan and satisfying the following criteria:

(i) Places of worship proposed on lands zoned for light Industrial uses and located approximately 500 metres from a Residential zone shall be subject to the following criteria:

- Those in the Small category as set out in Section 4.8.8.1 above;
- Accommodation shall be within a multiple-unit building only;
- The gross floor area of place of worship uses shall not exceed 600 sq.m. per lot;
- Frontage on a road of a minimum right of way width of 23 metres;
- Day care or sensitive uses shall not be permitted as accessory uses;
- No outdoor activity area shall be permitted;
- Compatibility with the existing and planned adjacent uses;
- Meeting parking requirements;
- No adverse impact on traffic and the local road network; and,
- No residential or sensitive uses shall be permitted in the Lester B. Pearson International Airport (LBPIA) Operating Area.

(ii) Places of worship proposed on Industrial lands designated Business Corridor on Schedule A of this Plan shall be subject to the following criteria:

- Those in the Small and Medium categories as set out in Section 4.8.8.1 above;
- The gross floor area of place of worship uses shall not exceed 1,500 sq. m. per lot;
- Frontage on a road of a minimum right of way width of 23m;
- Day care or sensitive uses shall not be permitted as accessory uses;
- No outdoor activity area shall be permitted;
- Compatibility with the existing and planned adjacent uses;
- Meeting parking requirements;
- No adverse impact on traffic and the local road network; and,
- No residential or sensitive uses shall be permitted in the Lester B. Pearson International Airport (LBPIA) Operating Area.

4.8.8.9 Notwithstanding Section 4.8.8.5 to Section 4.8.8.8 above, places of worship shall not be permitted on lands where it is expressly prohibited in the applicable secondary plan.

4.8.8.10 The City will not support temporary use by-law for places of worship within employment areas. In order to provide appropriate transition, places of worship established through approval from the Committee of Adjustment existing on the date of the final approval of this Official Plan Amendment in Industrial or Business Corridor designations or have temporary approval recently expired shall be permitted to continue on a permanent basis through a City initiated amendment to the Zoning By-Law subject to satisfying the criteria stipulated for the designation and zone within which it is located.

Reserve Sites

- 4.8.8.11 The City shall designate reserve sites for places of worship in new secondary plans, in consultation with faith groups, and incorporate them into block plans and plans of subdivision. These reserve sites will be an important source of new sites for places of worship in greenfield areas of the City.
- 4.8.8.12 A ratio of one place of worship site per 10,000 persons will be used in determining the minimum number of new sites to be reserved in new secondary plan areas to meet demand arising from anticipated population growth.
- 4.8.8.13 The reserve sites for places of worship should be at a minimum size range of 0.6 to 1.2 hectares (1.48 to 2.96 acres) each. A variety of sizes and locations should be provided and distributed to meet the diverse needs and requirements of various faith groups.
- 4.8.8.14 The reserve sites shall be retained for acquisition and use as places of worship for a period of five years from the date of assumption of the plan of subdivision within which they are located.
- 4.8.8.15 The places of worship reserve sites may be zoned to also permit alternative use(s) which shall only be permitted through the lifting of a holding zone after the expiry of the retention period (i.e., five years from the date of assumption of the plan of subdivision). The holding designation shall be removed by an amendment to the Zoning By-Law subject to satisfying the following criteria:
 - (i) Availability of an alternative site or facility in the immediate vicinity which maintains the minimum number of sites required for the secondary plan area;
 - (ii) The landowner provides evidence to the satisfaction of the City that the site is not a viable place of worship site; and,

- (iii) The owner provides details to demonstrate how the alternative development can be accommodated on the site, including but not limited to the provision for any public roads required to accommodate the alternative use, in conformity with all City standards and guidelines.

4.8.8.16 The City shall, during secondary and block planning, encourage developers, faith groups and organizations to collaborate and negotiate at the earliest possible stage to work out an equitable allocation of the place of worship reserve sites.

4.8.8.17 The City shall require the developer to post a suitable sign on the place of worship reserve site immediately following the registration of the subdivision plan. The sign should indicate that the site's designation and zoning for a place of worship, any alternative use that may be permitted and provide contact information of the owner and the City.

Area with No Approved Secondary Plan in Place

4.8.8.18 Notwithstanding any other policies in this Plan, places of worship shall not be permitted on lands where there is no approved Secondary Plan in place. Official Plan Amendment applications seeking approval to permit a place of worship prior to a secondary plan is approved must demonstrate that the proposed proposal will not prejudice or negatively impact future development in the secondary plan area. The application must be accompanied by supporting materials which include a planning report taking into account the proximity of the site to existing development, ability to front on a major road, ability to be serviced with municipal water and sewer and impact on the future planning of the Secondary Plan.

Parking

- 4.8.8.19 Parking shall be provided on site in accordance with the City's Zoning By-Law standards which are based on the worship area person capacity of the place of worship. Sufficient parking shall be provided to meet typical peak demand. Places of worship seeking to reduce on-site parking provision shall require approval from the City by submitting a parking study.
- 4.8.8.20 Appropriate documentation and approval of a parking study shall be required for shared parking arrangements.

Design and Accessibility Considerations

- 4.8.8.21 The design of places of worship shall reinforce their function as the focal point for the community and shall be in accordance with the Urban Design policies of this Plan, and the City-wide Development Design Guidelines.
 - 4.8.8.22 The City shall encourage the application of the City of Brampton Accessibility Technical Standards in the design and improvement of places of worship."
- (14) by amending Section 5.2, Definitions "Community Services" by adding the following new sentence at the end:

"However, the term "Community Services" shall not include a place of worship."
 - (15) by amending Section 5.9 Holding By-Laws by deleting and replacing the word "church" in the second sentence by "place of worship".

Approved as to Content:

F1-41

Adrian Smith, MCIP, RPP
Director, Planning & Land
Development Services

F1-42

Appendix B

Draft Zoning By-Law Amendment

To amend By-law 270-2004, as amended

The Council of the Corporation of the City of Brampton ENACTS as follows:

1. By-law 270-2004, as amended, is hereby further amended:

- (1) by deleting from Section 5 thereto the name and definition of "Religious Institution" and replacing it with the following:

"PLACE OF WORSHIP or RELIGIOUS INSTITUTION shall mean a building or place, or portion of a building or place wherein people assemble for religious worship, religious services or religious rites purposes, and may include as accessory uses, except where specific accessory uses are prohibited, classrooms for religious instruction, other faith group function assembly areas, kitchens, offices, a day care and one habitable living unit which may include up to 3 guest rooms."

- (2) by adding to Section 5 the following:

"PLACE OF WORSHIP – MAIN WORSHIP AREA shall mean the portion of the Place of Worship in which the main worship functions occur. The floor area of the Place of Worship - Main Worship Area shall be 70 percent of the total floor area of the largest floor of the Place of Worship."

"PLACE OF WORSHIP - NET WORSHIP AREA shall be 70 percent of the floor area of the Place of Worship - Main Worship Area and contain fixed seating as seats or benches permanently attached to the floor or a fixed number of linked yet moveable seats, or contain non-fixed seating as open floor area or a non-fixed number of moveable seats.

"PLACE OF WORSHIP – OTHER ASSEMBLY AREA shall mean the largest of those areas within a Place of Worship used for the assembly of people other than the Place of Worship - Main Worship Area."

- (3) by adding thereto "A Place of Worship" as a permitted use in the following zones:

R1A, R1A(1), R1A(2), R1A(3), R1B, R1B(1), R1B(2), R1B(3), R1C, R1C(1), R1D, R1E-x, R1F-x, R2A, R2A(1), R2A(2), R2B, R2B(1), R2C, R2D-x, R2E-x, R3A, R3A(1), R3A(2), R3A(3), R3A(4), R3B, R3B(1), R3C, R3D-x, R3E-x, R4A, R4A(1), R4A(2), R4A(3), R4B, C2, C3, HC1, HC2, DC, DC1, MBU and M1

- (4) By deleting "Religious Institution" as a permitted use in a Residential Hamlet One (RHm1) zone.

- (5) By replacing "Religious Institution" as a permitted use in a Commercial One (C1) and a Service Commercial (SC) zone with "Place of Worship."

- (6) By adding to Section 6 thereto the following:

"6.35 Where a Place of Worship is listed as a permitted use in any parent zone, it is deemed to be a permitted use in any such parent zone with a special section unless a Place of Worship or Religious Institution is specifically prohibited by the special section, or unless the parent zone or parent zone with a special section is located in the areas shown as 'Executive Housing Areas' on Schedule F of this By-law."

- (7) By adding thereto Schedule F, 'Executive Housing Areas' as shown attached as Schedule A to this by-law.

- (8) By adding thereto Schedule G, 'Business Corridor Areas' as shown attached as Schedule B to this by-law.

(9) by deleting from Section 20.3.1 thereto the parking requirement for a Religious Institution and replacing therewith the following:

Place of Worship or Religious Institution	<p>The greater of A) or B):</p> <p>A) 1 parking space for every 4 fixed seats or for each 2 metres of fixed bench space in the Place of Worship – Net Worship Area, or 1 parking space for each 4 square metres of the Place of Worship - Net Worship Area when there is no fixed seating;</p> <p>B) 1 parking space for each 8 square metres of the Place of Worship – Other Assembly Area.</p>
---	--

(10) by adding to Section 10 thereto the following sub-section:

“10.26 In all Residential zones where a Place of Worship is a permitted use, the following requirements and restrictions shall apply for a Place of Worship:

- a) Minimum Lot Area – 0.8 hectares
- b) Minimum Building Setback – 7.5 metres, or half the building height whichever is greater, to all lot lines.
- c) Minimum Landscaped Open Space – 3 metres abutting all lot lines except at approved access locations
- d) Parking shall be maintained and provided in accordance with Sections 6 and 20 of this By-law.
- e) Street Frontage - The lot on which the place of worship is located shall have a front lot line or exterior side lot line on a public street having a right-of-way no less than 23 metres.”

(11) by adding to Section 20 thereto, the following sub-section”

“20.9 In all Commercial, Service Commercial, Highway Commercial and Downtown Commercial zones where a Place of Worship is a

F1-46

permitted use, the following requirements and restrictions shall apply for a Place of Worship:

- a) Maximum Gross Floor Area – 1,500 square metres for the total of all buildings or structures on the lot.
- b) Minimum Building Setback – 7.5 metres, or half the building height whichever is greater, to all lot lines.
- c) Minimum Landscaped Open Space – 3 metres abutting all lot lines except at approved access locations
- d) Parking shall be maintained and provided in accordance with Sections 6 and 20 of this By-law.
- e) Street Frontage - The lot on which the place of worship is located shall have a front lot line or exterior side lot line on a public street having a right-of-way no less than 23 metres.”

(12) by adding to Section 30 thereto, the following sub-sections”

“30.18 In all Industrial zones within the area shown as ‘Business Corridor’ on Schedule G of this By-law a Place of Worship shall be a permitted use and shall be subject to the following requirements and restrictions, and in all Industrial Business zones where a Place of Worship is a permitted use, the following requirements and restrictions shall also apply for a Place of Worship:

- a) Maximum Gross Floor Area – 1,500 square metres for the total of all buildings or structures on the lot
- b) Minimum Building Setback – 7.5 metres, or half the building height whichever is greater, to all lot lines.
- c) Minimum Landscaped Open Space – 3 metres abutting all lot lines except at approved access locations
- d) Parking shall be maintained and provided in accordance with Sections 6 and 20 of this By-law.

- e) **Street Frontage** - The lot on which the place of worship is located shall have a front lot line or exterior side lot line on a public street having a right-of-way no less than 23 metres."

"30.19 In all Industrial One (M1) zones where a Place of Worship is a permitted use, except in those Industrial One (M1) zones within the area shown as 'Business Corridor' on Schedule G of this By-law, the following requirements and restrictions shall apply for a Place of Worship:

- a) **a Place of worship shall only be permitted on a lot within 500 metres of a Residential zone and within a multiple-unit building where the Place of Worship does not occupy all the units of the building.**
- b) **Maximum Gross Floor Area of the Place of Worship – 600 square metres**
- c) **Accessory classrooms for religious instruction, day care, a habitable living unit and outdoor play or activity areas are not permitted.**
- d) **Parking shall be maintained and provided in accordance with Sections 6 and 20 of this By-law.**
- e) **Street Frontage** - The lot on which the place of worship is located shall have a front lot line or exterior side lot line on a public street having a right-of-way no less than 23 metres.
- f) **Shall be subject to all other requirements and restrictions of the zone in which the Place of Worship is located that do not conflict with 30.19 a) to e)."**

F1-48

- (13) By adding to Sub-section 6.34 thereto a "residential and day care accessory uses to a Place of Worship" as uses not included to be permitted within the area identified as the "Lester B Pearson International Airport Operating Area" on Schedule E to the By-law.

READ a FIRST, SECOND and THIRD TIME, and PASSED in OPEN COUNCIL,

this day of 2009.

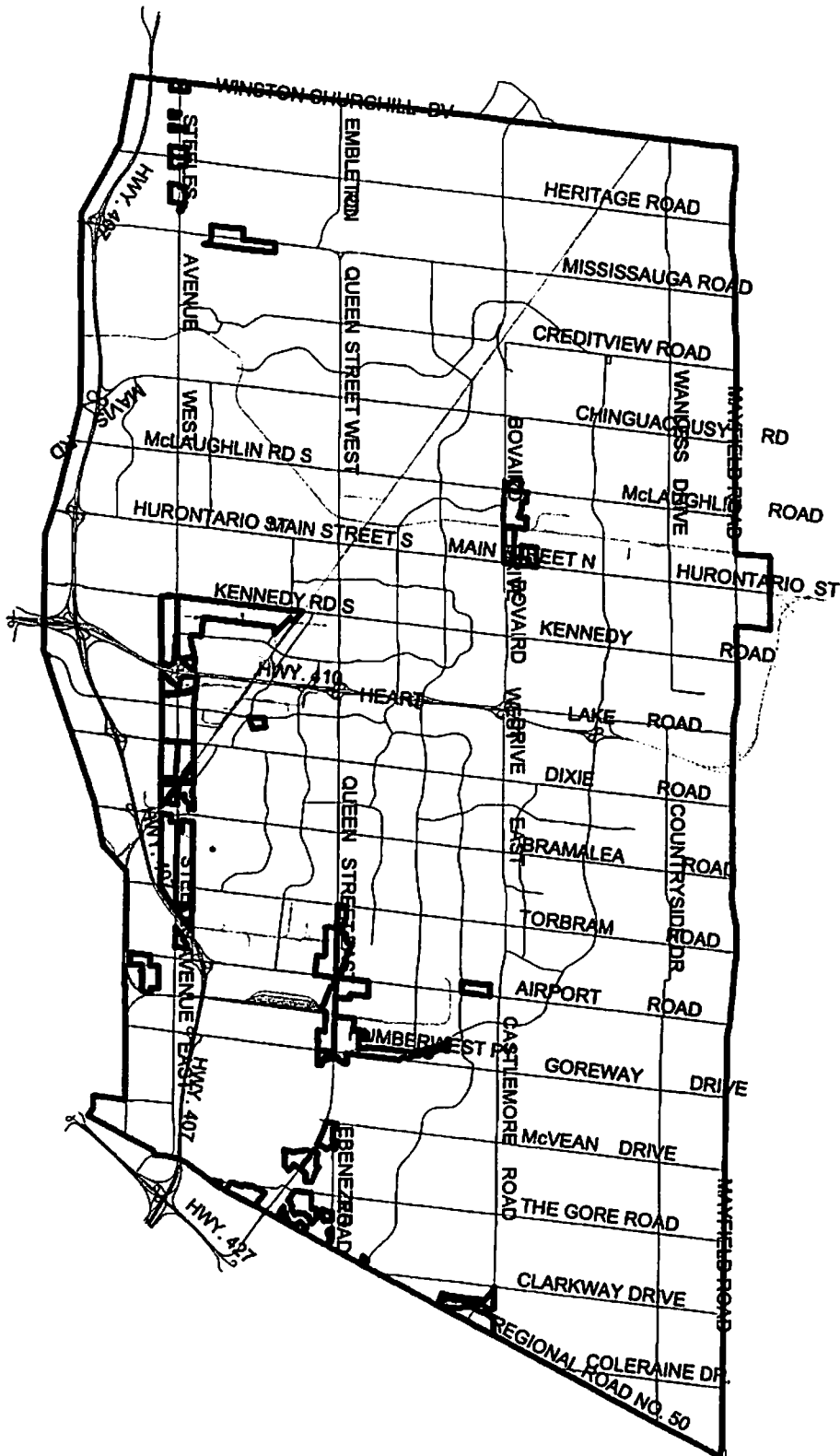
SUSAN FENNELL - MAYOR

PETER FAY - CITY CLERK

Approved as to Content:

Adrian Smith, M.C.I.P., R.P.P
Director, Planning and Land Development
Services

F1-49



SCHEDULE G - 'BUSINESS CORRIDOR'



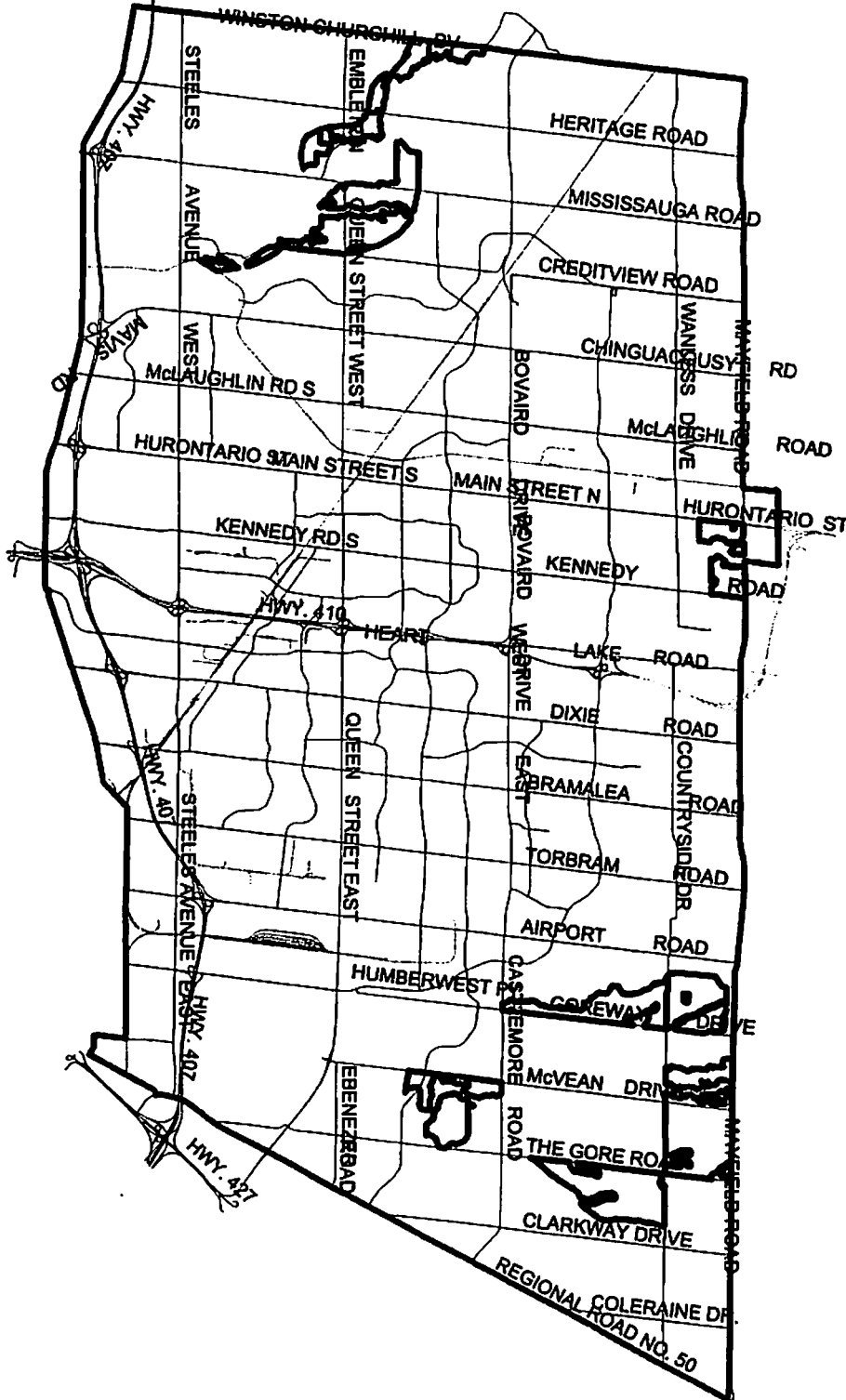
PLANNING,
DESIGN &
DEVELOPMENT

Date: 2009/04/14
Map No.: -

Drawn By: CK
File:

SCHEDULE A TO BY-LAW _____

F1-50



SCHEDULE F - 'EXECUTIVE HOUSING AREAS'

Appendix C

**Staff Response to Comments Received on
the Places of Worship Policy Review Discussion Paper
dated January 2008**

Need-Ratio and Number for Reserve Sites

Consultant's Finding and Recommendation

The consultant found that the current ratio of 1 place of worship per 10,000 population appears to be working well and should continue to be used as a factor in planning for the number of required sites to be designated in secondary plans/block plans. However, the consultant advised that it should be highlighted that the ratio is only one of the factors in the consideration and that it represents the minimum number of sites required to be provided.

Input Received

Both BILD and the Northwest Brampton Landowners Group consider it appropriate to continue using the ratio of 1 site per 10,000 population for the purposes of reserving place of worship sites in new secondary and block plans.

Staff Response

The comment received from public consultation confirms the consultant's study conclusion that the ratio of 1 place of worship per 10,000 population is not an issue. As such, it will continue to be used as one of the factors in determining the number of sites to be designated in the secondary plans/block plans. This ratio should be considered the minimum to be provided for the purposes of reserving place of worship sites in a new community. It should be made clear that existing places of worship that are serving an existing community should not be counted towards meeting the new requirement since the intent of the ratio is to provide opportunities to meet demand arising from new growth.

Size and Location Criteria

Consultant's Finding and Recommendation

Besides use, the size of a place of worship is one of the other significant determinants of compatibility respecting traffic generation and land use compatibility. The consultant recommended that general criteria related to location and access be established for places of worship on the basis of their scale. Two sets of criteria were proposed, including one for small places of worship (i.e. those with an area of 930 sq.m./10,000 sq.ft. or less) and one for large places of worship (i.e. those with an area of more than 930 sq.m./10,000 sq.ft.). Detailed criteria are set out in Table 1.

Input Received

input received from public consultation indicated that proposed classification for places of worship is too broad and not reflective of the characteristic and diversity of places of worship in the City. A finer grouping is considered necessary.

The Toronto Diocese is concerned with the use of 10,000 sq.ft (930 sq.m.) as the differentiation between small and large places of worship. They advised that even their small neighbourhood churches are at least 10,000 to 15,000 sq.ft. As such, the proposed categorization and the associated locational criteria will severely limit the site selection process and opportunities for these facilities. They suggest that either the definition for large place of worship be revised to at least 15,000 sq.ft or the locational criteria for large churches need to be widened to include collector roads in residential areas as well.

The Brampton Faith Coalition proposed that there should be four categories for places of worship, i.e., small, medium, large and very large and the grouping should relate to person capacity as well as floor area/worship area. 600 sq.m./6,450 sq.ft. is suggested as their starting point which is related to building code requirements. The categories are based on information provided by their members. They suggested that a finer classification as proposed should be used for the review of planning policies and parking standards for places of worship.

Staff Response

The intent of the proposed categorization of places of worship is to establish locational criteria according to their scale to better manage their potential impacts. The two proposed groupings i.e., large and small are based on input from the traffic consultant that large scale places of worship i.e. those with a worship area of 930 sq.m. (10,000 sq.ft.) are more likely to require parking and generate traffic that would impact low density residential development.

Staff support the principle of categorization of places of worship, based on floor area but agree that the consultant's grouping may be too coarse and an oversimplification of the variety of places of worship in the City. Based on the input received and research to date, staff is proposing to refine the categories into four, i.e., small/local, medium/neighbourhood, large/regional and inter-regional as listed in Table 1.

The categorization of places of worship based on their size or accommodation area gives recognition to their service function, and diverse needs and requirements. As a corollary of the categorization, policies can be more tailored to better meet their specific needs. For example, the locational criteria can be further broadened to relate to specific land use designations and zones. It is anticipated that generally small and medium places of worship could be

permitted as-of-right in a variety of zone categories and that large regional and inter-regional facilities would require site specific rezoning. The revised classification is expected to enhance certainty and efficiency for place of worship development. This will be discussed further in the next sections respecting permissions in the various land use designations and zones including those within employment lands.

Table 1 Classification of Places of Worship by Size and Associated Location Criteria

F1-55

Discussion Paper's Direction		Feedback from Public Consultation	City's Recommendation
Small Size: ≤930 sq.m. (10,000 sq.ft.) GFA <ul style="list-style-type: none"> ○ Frontage on arterial road or major collector road, which has regular transit service, at an intersection with another public road; and, ○ Easily accessible by pedestrians and bicyclists 	Small Size: <600 sq.m. (6,450 sq.ft.) GFA or a worship area capacity of <250 people	Small/Local Size: <600 sq.m. (6,450 sq.ft.) GFA <ul style="list-style-type: none"> ○ Frontage on collector or arterial road, which has regular transit service, preferably at an intersection with another public road; and, ○ Easily accessible by pedestrians and cyclists. ○ Permitted as of right in Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional, Institutional and Central Area designations of the OP subject to meeting performance standards in the Zoning By-Law 	
		Medium/Neighbourhood Size: 600 sq.m. (6,450 sq.ft.)-1,500 sq.m. (16,125 sq.ft.) GFA <ul style="list-style-type: none"> ○ Frontage on a major collector or arterial road, with regular transit service, preferably at an intersection with another arterial or major collector road; and, ○ Easily accessible by pedestrians and cyclists. ○ Permitted as of right in Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP subject to meeting performance standards in the Zoning By-Law 	
Large Size: >930 sq.m. (10,000 sq.ft.) GFA <ul style="list-style-type: none"> ○ Frontage on an arterial road, with regular transit service, at an intersection with another arterial or major collector road; ○ Easily accessible by pedestrians and bicyclists; and, ○ In areas with predominantly higher density residential uses or adjacent to other institutional uses or non residential development. 	Medium Size: 600-2,000 sq.m. (6,450-21,500 sq.ft) GFA or a worship area capacity of 250-1,000 people	Large/Regional Size: >1,500 sq.m. (16,125 sq.ft.)-5,000 sq.m. (53,750 sq.ft.) GFA <ul style="list-style-type: none"> ○ Frontage on an arterial or major arterial road, with regular transit service, preferably at an intersection with another arterial road; and, ○ Easily accessible by pedestrians and cyclists. ○ In Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP subject to rezoning. 	
		Inter Regional Size: >5,000 sq.m. (53,750 sq.ft) GFA <ul style="list-style-type: none"> ○ Frontage on a major arterial road, with regular transit service, preferably at an intersection with another major arterial road; and, ○ Easily accessible by pedestrians and cyclists. ○ In Residential (except Estate Residential, Village Residential and Upscale Executive Housing), Retail, Business Corridor, Institutional and Central Area designations of the OP subject to rezoning. 	
Super Large Size: >5,000 sq.m. (53,750 sq.ft) GFA or a worship area capacity of >2,500 people	Large Size: 2,000-5,000 sq.m. (21,500-53,750 sq.ft.) GFA or a worship area capacity of >1,000-2,500 people	Super Large Size: >5,000 sq.m. (53,750 sq.ft) GFA or a worship area capacity of >2,500 people	
		Super Large Size: >5,000 sq.m. (53,750 sq.ft) GFA or a worship area capacity of >2,500 people	

Location

Reserve Sites in Greenfield Areas

Consultant's Finding and Recommendation

The City Official Plan policies require the establishment of place of worship reserve sites in new secondary and block plans and their retention for acquisition by faith groups for a period of three years after subdivision plan registration. The consultant recommended that the City continues its role in site reservation as well as the policies regarding reserve period and dual zoning (i.e., allowing other residential uses as an alternative to places of worship).

Input Received

Input received indicates that it is appropriate for the City to continue its role in designating sites for places of worship in new secondary plans/block plans. However, some faith groups have expressed doubts regarding the effectiveness of the current site reservation policy. These concerns relate to the length of the three-year retention period which is considered too short a timeframe for faith groups to work with, including time to get funding and make other financial arrangements to acquire the reserve sites. The relatively short timeframe and the fact that the sites are zoned to permit residential uses provide an impetus for a landowner/developer to hold onto the sites and develop the permitted residential use after the three years. This is considered to contribute to the high cost of the reserve sites, making them often unaffordable to most faith groups.

Another impediment to the acquisition of reserve sites which was identified by faith groups is the site size. The current standard used by the City of 0.6 to 1.2 ha may not be sufficient for some places of worship.

Contrary to the faith groups, the landowner and development industry stakeholders (including Metrus, Building Industry and Land Development Association (BILD), and the North West Brampton Landowners Group) want to maintain the current policy of the site reservation period and dual zoning. These measures are considered to be working well as they provide certainty for future homeowners about the use of the sites. It is also noted that the practice of dual zoning is the same for another institutional use i.e. schools. Metrus advised that there has been success with faith groups acquiring sites from developers and completing the transactions within the three-year period in the Springdale area. Metrus recommended that the City should continue to maintain an inventory of available and proposed reserve sites and its currency and to make such information widely accessible to all parties concerned particularly the faith groups to facilitate their planning.

Staff Response

The current three-year retention period was adopted based on the recommendation of the 2000 Review. The reduction from five years to three years has not appeared to have much impact on the take up rate of reserve sites. According to the consultant's research and input provided by many faith groups, take up rate of place of worship reserve sites is influenced by site size, location, supply of sites, and financial capability of the groups. It is not influenced by the time period alone. As such, a comprehensive approach is required to tackle the issues although it is recognized that there is limited influence that planning has on land economics. The City should continue to play its role in site reservation in secondary plans and block plans. In addition to greenfield and free standing sites, the City should also ensure that other opportunities such as infilling and redevelopment are allowed to meet the diverse needs of the faith community. These options are discussed in further detail below.

Respecting reserve sites in secondary/block plans, staff consider that there is merit in refining the existing policy to provide more time and certainty for faith groups to overcome any potential challenge in acquiring reserve sites. To this end, staff suggest the retention period be extended from the existing "3-year from registration" to "5-year from assumption". Consideration should also be given to zone these reserve sites for "Institutional-Place of Worship" only. Alternatively, it can be zoned to permit places of worship with an alternative use permitted only through the lifting of a holding zone. Such measures are expected to go some way to minimize the potential effect of the permitted alternative use while sufficient flexibility will continue to be maintained for alternative uses in the event that there is no take up during the retention period, subject to a formal planning process, i.e. rezoning.

In terms of site size, staff support the consultant's recommendation of requiring developer to use the current standard of 0.6 to 1.2 ha as a minimum site size for place of worship reserve sites and that a variety of site sizes and locations should be provided. Staff also support the consultant's recommendation of making available the option of establishing two abutting blocks for development of one larger or two smaller places of worship to provide further flexibility.

Permitting Places of Worship in More Land Use Designations

Consultant's Finding and Recommendation

Places of worship have evolved to provide a bigger role in the community and a range of functions in addition to religious worship only. Given their size, level of activities, and the diverse needs of the various groups, how and where they should be located is an important issue for planning. The City's Official Plan

currently permits places of worship in a number of land use designations subject to the policies in the secondary plans.

The consultant recommends that the policies be relaxed to also permit places of worship in Business Corridor and Industrial designations subject to some restrictions on location, size, parking etc. The consultant also recommends that the Official Plan should provide clear policies as to which land use designations places of worship are permitted.

Input Received

A significant comment that emerged from the consultation was that the City should permit places of worship as-of-right in more land use designations, subject to meeting certain planning criteria. Places of worship should not be expressly prohibited from locating in any designation outlined in the Official Plan. Applications for these uses should be considered on their individual merits.

In addition, a number of stakeholders have requested the City to consider identifying more zones in the City's Zoning By-law where places of worship will be permitted as of right.

Staff Response

The Official Plan currently permits places of worship in a number of land use designations, subject to the policies in the secondary plans. Places of worship are permitted in Institutional and are particularly encouraged to locate in Residential designations (with the exceptions of Village, Estate and Upscale Executive Housing areas) so that they are close to the population they serve and contribute to the objective of building complete communities. As well, places of worship are permitted in Commercial/Retail and Central Area. The major consideration is use compatibility as places of worship have the potential of causing significant impacts if not suitably located.

Staff support the consultant's recommendation to also permit places of worship in certain Business Corridor and Industrial designations. As well, staff are also proposing modifications to the consultant's recommendation for these areas to permit smaller places of worship as of right and existing places of worship on a permanent basis. These will be discussed in the next section respecting employment lands.

The relevant policies in the Official Plan will be revised to provide more clarity regarding the land use designations in which places of worship will be permitted as follows:

- *Residential except Estate Residential, Village Residential and Upscale*

Executive Housing

- *Office*
- *Regional, District, Neighbourhood and Convenience Retail*
- *Business Corridor where secondary plan designates as Mixed Commercial/Industrial, Highway Commercial, Service Commercial, and Business*
- *Institutional*
- *Central Area*

Staff have also reviewed and identified major zones in the City's Zoning By-law where places of worship can be permitted as of right. The recommendation is as follows:

Current Permitted Zones

- *Residential Hamlet One (RHm1)*
- *Commercial One (C1)*
- *Service Commercial (SC)*
- *Institutional One (I1)*
- *Central Area Mixed Use One (CMU1)*

Proposed Permitted Zones

- *All Residential except Residential Rural Estate One/Two (RE1/RE2); Residential Hamlet One (RHm1) in Huttonville; Residential Hamlet Two (RHm2) and those designated for Upscale Executive Housing*
- *Commercial One, Commercial Two and Commercial Three (C1, C2 and C3)*
- *Industrial One, Industrial Two, Industrial Three and Industrial Four (M1, M2, M3 and M4) zones in Business Corridor*
- *Industrial One (M1) within 500 m from a residential zone*
- *Industrial Business (MBU)*
- *Service Commercial (SC)*
- *Highway Commercial One and Two (HC1 and HC2)*
- *Institutional One and Institutional Two (I1 and I2)*
- *Central Area Mixed Use One (CMU1)*
- *Downtown Commercial and Downtown Commercial One (DC and DC1)*

Table 2 provides more details on these recommendations including criteria which are expected to be met. In general, smaller places of worship will be permitted as of right while regional and larger facilities will be permitted subject to rezoning. The proposal will permit places of worship in a much broader basis as depicted generally in Figure 1 and Figure 2 which show the current and recommended permitted zones respectively.

F1-60

Table 2 Proposed Major Zones Permitting Places of Worship

Current Permitted Major Zones	Proposed Permitted Major Zones	Proposed Criteria
Residential Hamlet One (RHm1)	All Residential zones except: • Residential Rural Estate One/Two (RE1/RE2) • Residential Hamlet One (RHm1) in Huttonville • Residential Hamlet Two (RHm2) • Those designated for Upscale Executive Housing	Small and Medium POWs ¹ permitted as of right subject to meeting criteria as follows: • Minimum lot size of 2 acres • Frontage on a road 23 m wide or greater, preferably at the intersection with another collector road • Easily accessible by public transit, pedestrians and cyclists • Compatibility with existing and proposed adjacent development in use, design and scale • Meeting parking requirements • No adverse impact on traffic Large and inter-regional POWs may be permitted through rezoning.
Commercial One (C1)		
Service Commercial (SC)	Commercial One (C1)	
Institutional One (I1)	Commercial Two (C2)	
Central Area Mixed Use One (CMU1)	Commercial Three (C3)	Small and Medium POWs ¹ permitted as of right
	Industrial One (M1) in Business Corridor designation	Small and Medium POWs ¹ permitted as of right subject to meeting criteria as follows: • GFA<1500 sq.m. per lot • Frontage on a road 23 m wide or greater • Day care/sensitive uses not permitted as accessory uses • Outdoor activity area not permitted • Meeting parking requirements • Compatibility with existing and proposed adjacent uses • No residential and sensitive uses in Lester B Pearson International Airport (LBPIA) Operating Area
	Industrial Two (M2) in Business Corridor designation	
	Industrial Three (M3) in Business Corridor designation	
	Industrial Four (M4) in Business Corridor designation	
	Industrial Business (MBU)	Large POWs ¹ permitted by rezoning subject to meeting these criteria: • Day care/sensitive uses not permitted as accessory uses • Outdoor activity area not permitted • Meeting parking requirements • Compatibility with existing and proposed adjacent uses • No residential and sensitive uses in Lester B Pearson International Airport (LBPIA) Operating Area
	Service Commercial (SC)	
	Highway Commercial One (HC1)	Small POWs ¹ permitted as of right subject to meeting criteria as follows: • GFA<600 sq.m. per lot; and • Meeting parking requirements
	Highway Commercial Two (HC2)	Medium POWs ¹ permitted by rezoning subject to meeting criteria as follows: • Total GFA<1,500 sq.m. per lot; and • Meeting parking requirements
	Industrial One (M1) within 500 m from a Residential zone	Small POWs ¹ permitted as of right subject to meeting criteria as follows: • GFA<600 sq.m. per lot • Accommodation within multiple-unit building only • Frontage on a road 23 m wide or greater • Day care/sensitive uses not permitted as accessory uses • Outdoor activity area not permitted • Meeting parking requirements • Compatibility with existing and proposed adjacent uses • No residential and sensitive uses in Lester B Pearson International Airport (LBPIA) Operating Area
	Institutional One (I1)	
	Institutional Two (I2)	
	Downtown Commercial (DC)	
	Downtown Commercial One (DC1)	Preferably as part of a composite development
	Central Area Mixed Use One (CMU1)	

¹Scale of Places of Worship

Small (Local) <600 sq.m. (6,450 sq.ft.)

Medium (Neighbourhood) 600-1,500 sq.m. (6,450-16,125 sq.ft.)

Large (Regional) >1,500-5,000 sq.m. (16,125-53,750 sq.ft.)

Inter-Regional >5,000 sq.m. (>53,750 sq.ft.)

Permitting Places of Worship on Employment Lands

Consultant's Finding and Recommendation

To balance faith groups' need for more affordable accommodation and address potential interface problems of permitting such establishments in employment areas especially Industrial designations, the Consultant recommended that places of worship be permitted in Business Corridor, certain Industrial areas where the secondary plan permits a mix of lighter industrial and commercial uses, and Convenience Retail designations only. Such uses should be restricted to those "incubator" establishments and as such should be very limited in size. In Industrial designation where there is a larger presence of traditional manufacturing type operations, places of worship should only be permitted on a temporary basis. For those existing places of worship legally established through Committee of Adjustment in Industrial and Business Corridor designations whose previous time limited approvals have recently expired, permission may be given to enable them to continue operation for a maximum of six years subject to certain conditions.

Input Received

Substantial feedback was received on the consultant's proposals regarding places of worship on employment lands, particularly, in industrial areas. Many oppose to the restrictions proposed including the time limited approval and the cap on floor area permitted. Many respondents request that Business Corridor, and Industrial designations be considered on a potential long term basis and not limited to "incubators" only. In their view, these restrictions wrongly assume that such faith groups will grow out of the "incubator" stage and the temporary location. As well, they can have counter-productive impacts to both faith groups as well as landlords. There is tangible as well as intangible costs involved in relocation as faith groups may lose some of their members in moving to a new location.

This view is shared by Rice Development which agrees that there is and will continue to be a need for smaller non free-standing accommodations as there are currently and will continue to be a number of smaller congregations of 30 to 40 persons. They suggest that multi-unit industrial spaces is a good fit for these groups with respect to their operations and parking requirements given their predominantly evening and weekend operational hours. Rice Development is therefore not supportive of the proposed time limited approval as many faith groups will not grow and remain the same size. Notwithstanding, they suggest that it may be prudent to impose a cap on the percentage of the total gross floor area per centre permitted for religious institutions so that industrial remains the principal use and that their operations will not be subject to excessive impacts.

As noted in earlier sections of this Report, some including the Brampton Faith Coalition suggest that the City should consider pre-zoning sites to permit development of places of worship as of right to enhance efficiency and certainty.

Staff Response

Staff acknowledge the need to provide for a variety of faith groups and their diverse requirements. However, this has to be considered within the City's overall planning context.

Currently, places of worship are not permitted as of right in Industrial zones in Brampton, application has to be made to the City's Committee of Adjustment for permission under Section 45 of the Planning Act. The Committee has approved many such applications on a temporary basis with duration ranging from one to five years. The time limit is intended to allow time for the place of worship to find a permanent location.

Both the City's Economic Development and Planning staff have observed and become aware of a series of impacts that places of worship can have on certain industrial areas, primarily arising from use incompatibility. In addition to the effects on industrial traffic and parking, the Economic Development Office is particularly concerned about the potential constraints and in some cases, real negative impact of places of worship have on the ability of certain industrial operations located in permitted zones to be granted Certificates of Approval from the Ministry of Environment, particularly where sensitive accessory uses are involved such as private school and day care centre.

In a wider policy context, Brampton is required under the Provincial Policy Statement and Growth Plan to ensure provision of adequate employment lands and their protection for employment purposes. Specifically, the Provincial Growth Plan requires municipalities to provide adequate supply of employment land to accommodate Brampton's share of Peel's forecasted employment of 870,000. These policies further prohibit conversion of employment lands for non employment uses except as may be supported by a municipal comprehensive review. The City has retained Hemson Consulting Ltd. to undertake such a review entitled "City of Brampton Employment Land Strategy" as part of the Growth Plan conformity exercise. The study recognizes that employment land today accommodates a wide range of economic uses including traditional industrial use such as manufacturing, distribution and warehousing, as well as research and development, commercial and accessory retail and increasingly, institutional and community facilities including places of worship. While it is recommended that the City will need to retain all of the currently designated employment land supply and designate additional supply in Northwest Brampton in order to accommodate future employment growth and meet the objectives of the Provincial Growth Plan, it is recognized that demand for places of worship on employment land will likely to continue and that they may be appropriate within

certain employment areas provided that they do not have an adverse impact on industrial and employment activity and that they are well planned and integrated, particularly with respect to parking and traffic. The consultant recommends that the Places of Worship Policy Review should develop policies to direct, restrict or concentrate places of worship in a way that enables these uses to co-exist with the existing and future industrial-type uses.

Staff recognize that some employment areas are suited for a mix of uses including Business Corridor and some Industrial areas where secondary plan permits or there are already existing mixed lighter industrial and commercial uses. As well, some of the multi-unit or older buildings not in keeping with current manufacturing or warehousing standards can support uses that will act as a buffer between more active employment and residential uses. Places of worship can act as a viable interim or reuse of such building inventory where there are no conflicts with adjacent uses and where there is sufficient spaces and parking for place of worship use.

Whereas the consultant recommends that these approvals continue to be subject to time limit, staff consider that there is merit in permitting these uses on a permanent basis if the specified conditions are met and that it can be demonstrated that there will be no adverse impact caused to the adjacent uses. This is also in recognition of the fact that many faith groups are and will stay in small size. As such, staff would recommend smaller places of worship be permitted as of right in certain light Industrial areas and Business Corridor where secondary plan designates for mixed commercial industrial, highway commercial, service commercial and business if the specified conditions are met.

Staff also recommend another revision to the consultant recommendation that places of worship currently operating in Industrial designations /zones on temporary planning permission or those have recently expired be granted permission to enable them to remain permanently within these locations, subject to meeting conditions respecting size, parking, sensitive uses etc.

It is expected that the proposed policy framework has provided sufficient opportunities and flexibility to meet the needs of the faith groups especially the small and medium size establishments that the need for locating in traditional industrial areas is diminished.

Staff have also given further consideration to the suggestion of pre-zoning sites/properties for permanent use by places of worship. Potential candidates include underutilized or greyfield sites within the higher density Residential, Business Corridor and Industrial designations. Staff have reviewed this issue and have identified some corridors and areas which can be pre-zoned for places of worship uses. Preliminary recommendation regarding major zones where places of worship can be permitted are listed in Table 2.

The modifications to the consultant's recommendation respecting employment lands will balance the need of the traditional industries especially those involving traditional manufacturing and that of some faith groups. It will provide a readily available and potentially more affordable alternative to greenfield sites to meet the needs of the City's faith community especially those groups in the small or start-up categories.

Religious Park/Campus

Consultant's Finding and Recommendation

A campus type arrangement for places of worship such as a religious park has been examined in the 2000 Review and again in the current review. The conclusion is that such development has both advantages and disadvantages. The Advisory Committee does not favour such arrangement as it would lead to the isolation of worship places from the community they serve and therefore was not consistent with the objective of their function as an integral community asset.

Notwithstanding, the consultant recommends that campus style development should be maintained as an option for places of worship development but that it should be initiated by a landowner or faith groups.

Input Received

A resident, Mrs. Mahal has requested that the City to explore the concept of religious park.

Staff Response

A detailed discussion on religious park/campus is provided in Section 5.3 (ii) of the Discussion Paper. The 2000 Review concluded that there are inherent benefits and disadvantages to the proposal. The matter was revisited again in the current review and the response including that from the Advisory Committee was not very favourable.

Staff support the consultant's recommendation to keep the option open for parties interested in campus style development for places of worship.

Zoning Standards

Parking

Consultant's Finding and Recommendation

The existing parking standard is considered ambiguous due to the lack of a definition for "worship area" and the requirement related to non-fixed seating. The ambiguity is considered to have contributed to underprovision of parking in many cases. The consultant team therefore recommended that more focus be placed on the person capacity of the worship area rather than on seating, to allow for a universal application of the parking standards and a more accurate assessment of the parking requirements. The proposed revised parking standard is as follows:

- (a) 1 space for every 4 persons in worship area capacity, where worship area capacity shall be calculated as any combination of the following:
 - (i) 1 fixed seat in the worship area per person;
 - (ii) 0.5 metres of bench width in the worship area per person;
 - (iii) 1.0 sq.m. net worship floor area per person of non-seating or non-fixed seating areas,
- (b) where a place of worship includes other areas of assembly outside of the worship area, such as halls or auditoriums, 1 parking space per 8 sq.m. of assembly area (not including the worship area) shall apply if such requirement exceeds the requirement in a) above.

"Worship Area" shall be the net floor areas, whether above or below established grade, within the walls of sanctuary, hall or meeting room(s) that a faith group uses for the practice of its religious rites or services, including any balcony or other area that, by the removal or opening of any walls or partitions, can expand the area of the sanctuary, hall or meeting room(s), and any choir or musicians area. Floor areas intended solely for the use of the faith group leader, such as the altar or pulpit areas, are not included in the worship area.

"Worship Area Capacity" shall mean the number of persons for whom the worship area(s) is designed, as determined in the parking regulation. For the purpose of this calculation, fixed seat means any seating that is permanently secured to the floor; non-fixed seating areas are floor areas where no seats are provided or seats are not secured to the floor.

Other suggestions include provision for flexible consideration of reduced parking based on a parking study and recognition of other potential parking options such as shared parking and on-street parking.

Input Received

The Toronto Diocese had some concern regarding the wording of the proposed parking standards and how the proposed parking formula will work, especially relative to the assessment and where a combination of fixed seating areas and non-fixed seating areas is involved. They consider that the January 2008 consultant report had addressed most of their comments. The Toronto Diocese continues to advocate and urge the City to approve the use of shared parking arrangements on church sites with multiple uses to meet on-site parking requirements. Similar comment regarding shared parking was echoed by the Brampton Faith Coalition.

Some groups including Harvest Worship Centre and Suraksha Sharma commented that the current parking standards are already too severe and the increased requirements that will be resulted from the proposed standards will cause further economic hardship for many faith groups. In their opinion, the existing standards should be maintained. Suraksha Sharma also commented that the proposed parking standards do not adequately recognize the special characteristics of the City's non-Christian faith groups. For example, prayer and meditation occur spontaneously and randomly instead of at scheduled times for some of these groups. Such practice should be given due consideration in devising and applying the revised parking standards.

The Brampton Faith Coalition suggests that the City should consider using a net/gross floor area ratio of 70% to derive the net worship area for the purposes of parking requirement calculations. The group advises that the ratio is based on that used by the City of Hamilton and the majority of their members support this methodology. As well, the Coalition suggests that as the City promotes location of places of worship close to public transit, reduction in parking requirements for these establishments should be allowed.

Staff Response

Staff believe that the consultant's latest proposed parking standards have provided clarity in terms of wording and its application to various situations including those involving both fixed and non-fixed seating areas. Definitions for "worship area" and "worship area capacity" will further supplement the assessment. Staff believe that Toronto Diocese's comments in this respect have been addressed.

As regards shared parking, staff acknowledge that it has merits. There is

however difficulty in regulating, administering and enforcing such arrangement as stated in the Discussion Paper. Staff therefore consider the consultant's recommendation appropriate in that opportunity presents for shared parking for places of worship with auxiliary uses, however, the extent to which this is permitted would depend on the nature of the auxiliary use and would have to be supported by a parking study. As well, any shared parking arrangement would need to be documented in agreement between users and landowners.

Staff note that the diverse characteristics of the different faith groups have been given due consideration in the review of parking standards. The use of person capacity as a factor is an example of such consideration which has taken into account the operational characteristics of some faith groups and the trend towards non fixed seating. Notwithstanding, the proposed policy framework provides for flexible consideration for reduced parking subject to a parking study which is to be based on such considerations as worship pattern and schedule, usage, auxiliary and accessory uses.

Respecting Brampton Faith Coalition's suggestion of using the City of Hamilton's methodology of calculating the worship area based on a net/gross ratio, the City has made further research with the assistance of ITRANS Consulting. It was found that the City of Hamilton has recently revised their Zoning by-law respecting parking requirements for places of worship (By-law 08-227 September 24, 2008) as follows:

From:

1 for every classroom plus 1 for each 7 seat capacity in that part of the building used for worship or 1 for every classroom plus 1 for each 23.0 square metres of floor area used for hall, auditorium or similar use involving the assembly of persons not including the place of worship, whichever results in the greater requirement.

To:

1 for every 10 square metres of gross floor area, inclusive of a basement or cellar, to accommodate such use.

Staff support ITrans's recommended parking standards based on person capacity of worship area as it addresses a wide range of situations involving fixed seating and non fixed seating arrangements. This methodology is considered reflective of and appropriate for Brampton in addressing the diverse needs and characteristics of the various faith groups in the City.

Staff however consider that faith groups' suggestion to simplify the definition of worship area is supportable. To this end, a revised definition/calculation of worship area is proposed as follows:

"For the purposes of parking requirements, net worship area shall be

calculated as 70 percent of the GFA of the main worship area, whereby the main worship area shall be calculated as 70 percent of the GFA of the largest floor of the building.”

This provides a simpler numerical definition which builds on the premise that parking provision will be based on the use which accommodates the most people at any one time, i.e., the main worship area. Essentially, this includes the sanctuary or the main worship hall which is the area where the practice of religious rites or services takes place as well as rooms/areas adjacent to the sanctuary which are used for the same purposes that normally occur simultaneously. Input received from various faith groups and staff's review of the floor plans of existing and planned places of worship further reveal that these main worship areas are usually located on the same level which is often the largest floor of the building. The analysis also reveals that while there is a variety of floor layout and usage, on average, these worship areas make up approximately 70% of the GFA of the largest floor. An average efficiency or net/gross floor ratio of approximately 70% is then used to derive the net worship area. This ratio of 70% is considered appropriate and representative of the various types of worship areas, based on research undertaken by staff and input from the various faith groups, including the Brampton Faith Coalition. As such, this definition/methodology is recommended to be adopted which will provide an easily interpretable and equitable mechanism for identifying parking requirements that still meet the needs of most faith groups and not impacting adjacent properties. Using proxy sites, the requirements under the various parking standards are calculated as presented in Table 2 for comparison.

Table 3 Comparison of Parking Requirements

Place of Worship	Location	Site Area	Gross Floor Area	Worship Area	Provided	Current City Requirement ^a	ITRANS Proposal ^b	City Proposed Alternative ^c Fixed Seating	City of Hamilton By-law ^d
Ahmadiyya Muslim Mosque	Hwy 10 & Sandalwood	10,124 sq.m.	B 1152 sq.m. G 1152 sq.m. 2 nd 1043 sq.m. Total 2195 sq.m.	746 sq.m.	132	93	186	N/A	Estimated net worship area/ person capacity: 564 sq.m./ 564 persons 141 parking spaces
Gurdwara Sikh Temple	P. Robertson & Dixie Road	11,603 sq.m.	G 1161 sq.m. B 1165 sq.m. M 105 sq.m. Total 2432 sq.m.	325 sq.m.	232	86	81	N/A	Estimated net worship area/ person capacity: 570 sq.m./ 570 persons 143 parking spaces
The Church of Archangel Mikhael & St. Takla	12061 Huronlane St	22,490 sq.m.	Church B 1487 sq.m. G 1,411 sq.m. 2 nd 410 sq.m. Total church 3,308 sq.m. activity area school 1332 sq.m. social/sports 1633 sq.m. total activity area 2,965 sq.m.	Church area 3,308 sq.m./ 552 seats	263	254	138 for church (552 seats) plus 20 for school/daycare 89 for sports & social total 247	552 seats/ 138 parking spaces (for church only) plus 20 for school/daycare 89 for sports & social total 247 parking spaces	Estimated net worship area/ person capacity: 1485 sq.m. (based on building coverage of 3,030 sq.m.)/1485 persons 371 parking spaces
New Apostolic Church	45 Eastbourne Drive	5,514 sq.m.	total GFA 6,117 sq.m. Church 1,369.9 sq.m.	250 seats	63	63	63	250 seats/ 63 parking spaces	Estimated net worship area/ person capacity: 671 sq.m./ 671 persons 168 spaces
Brampton Second Christian Reformed Church	444 Steeles Ave West	13,294 sq.m.	2,630 sq.m.	600 fixed seats	173	Sanctuary 163 Gym and non concurrent 130 Total 293	church 150 Gym and non concurrent 130 Total 280	Church 600 seats 150 parking spaces Gym and non concurrent 130 parking spaces Total 280 parking spaces	Estimated net worship area/ person capacity: 1387 sq.m./ 1387 persons 347 parking spaces
A typical POW in Industrial premises			930 sq.m. total GFA	930 sq.m. (assuming 100% GFA)	N/A	111	232	N/A	Estimated net worship area/ person capacity: 455 sq.m./ 455 persons 114 parking spaces
A typical POW in Industrial premises			500 sq.m. total GFA	500 sq.m. (assuming 100% GFA)	N/A	60	125	N/A	Estimated net worship area/ person capacity: 245 sq.m./ 245 persons 61 parking spaces

Parking Standards

- 1 space per 4 seats or where no seat is provided, 8.4 square metres of worship area or portion thereof
- 1 space for every 4 persons in worship area capacity, where worship area capacity shall be calculated as any combination of the following:
 - 1 fixed seat in the worship area per person;
 - 0.5 metres of bench width in the worship area per person;
 - 1 sq. m. net worship floor area per person or non-seating or non-fixed seating areas.
- where a place of worship includes other areas of assembly outside of the worship area, such as halls or auditoriums, 1 parking space per 8 sq.m. of assembly area (not including the worship area) shall apply if such requirement exceeds the requirement in a) above.
- Where seating capacity is provided, parking requirement is calculated using ITRANS' standard as in b).
Where seating capacity is not provided, net worship area is derived by multiplying the GFA main worship area by 70%, whereby the latter is assumed to be 70% of the GFA of the largest floor of the building.
Seating capacity and parking requirement are then calculated using ITRANS' standard as in b).
1 space for every 10 sq.m. of gross floor area, inclusive of a basement or cellar, to accommodate such use.

Definitions of Place of Worship, Accessory and Auxiliary Uses

Consultant's Finding and Recommendation

The terminology respecting places of worship in the Official Plan and the Zoning By-law including the term "churches" and "religious institutions" should be standardized and replaced by the broader and more contemporary term of "places of worship". An updated definition for the places of worship is proposed by the consultant as follows:

"A Place of worship shall mean a place or building or part thereof including accessory buildings or structures that are used for the regular assembly of persons for the practice of religious worship, services or rites. It may include accessory uses such as classrooms for religious instruction, including programs of community social benefit, assembly areas, kitchens, offices for the administration of the place of worship, a single residence for the faith group leader, and a small scale day nursery, but shall not include a cemetery or more than one dwelling unit."

Input Received

Substantial feedback was received regarding the need for the policy review to give recognition to the multiple roles that places of worship play in the community and the various functions and services that they provide. In relation to this, some respondents are troubled by the various changes proposed in the Discussion Paper including the revised terminologies, i.e. the use of "places of worship" versus "religious institutions" and the exclusion of such reference from "community services" in the Official Plan and Zoning By-law.

Staff Response

The City continues to recognize the important role faith groups and places of worship play in the community which will continue to be the guiding principle for planning policy for such establishments. As well as a place for worship, they also provide spiritual, social, educational and community services that benefit not only their members but the general community. The intention of the review and the proposed amendments is therefore to bring the relevant policies and definitions up to date to reflect their contemporary role and to manage their impacts. As such, the terms "religious institution" and "church" are proposed to be replaced by "place of worship" as is consistent with that used in the 2006 Official Plan.

The revisions provide a contemporary definition for places of worship with clear definitions for accessory and auxiliary uses. The inclusion of such references gives recognition to the integral nature of accessory uses, and provides clarity for interpretation.

Accessory uses are those uses incidental to the practice of religious rites and as such will be permitted as of right. Examples are classrooms for religious instruction, programs for community social benefit, assembly areas related to worship, kitchens, residence for the faith group leader and offices in support of the worship use.

Auxiliary uses are uses that are not an integral part of the place of worship and/or may be planned together on the same site. Examples include cemeteries, schools which offer academic programs other than religious instruction, senior/retirement housing, supportive housing, and function of a commercial nature. The suitability of these uses will be assessed on a case by case basis. Give their nature, auxiliary uses are encouraged to be located at larger place of worship sites and will require permission through a zoning by-law amendment and/or an Official Plan Amendment. Consideration will be given to reducing the parking requirements as a result of shared use subject to the approval of a parking study.

As the new definition for place of worship will include reference to the community and social functions amongst others, the proposed change to the definition of "community services" is intended to add clarity. This change is also consistent with that used in the City's new Official Plan where the term "Community Services" is being phased out and replaced by "Institutional Uses" as in Section 4.8 of the Official Plan which place of worship is part of. The text in Section 4.8 respecting "institutional uses" and "places of worship" will be refined to help provide additional clarity.

F1-72

Appendix D

**Meeting Notes of June 23, 2008
Places of Worship Policy Review Public Open House**

**Places of Worship Policy Review Meeting
June 23rd, 2008
The Courtyard Marriott Hotel and Conference Centre –
90 Biscayne Crescent, Brampton**

City Representatives Present: Mayor S. Fennell
Regional Councillor John Sprovieri
City Councillor Sandra Hames

Planning, Design and Development Department:

J. Corbett, Commissioner
A. Smith, Director of Planning and Land
Development Services
J. Given, Manager of Growth Management and
Special Policy
D. Waters, Manager, Land Use Policy
P. Cooper, Policy Planner, Land Use
P. Aldunate, Development Planner
D. Jenkins, Development Planner
C. Lo, Policy Planner
C. Whittingham, Development Planner
T. Theocharidis, Development Planner
M. Vaughan, Policy Planner

Management and Administrative Services:

P. Fay, Deputy City Clerk
T. Brenton, Legislative Coordinator
M. DiLullo, Legislative Coordinator
C. Urquhart, Legislative Coordinator
S. Pacheco, Legislative Coordinator
L. Robinson, Legislative Assistant

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

The meeting commenced at 7:00 p.m.

Mayor Fennell welcomed and thanked residents for taking the time to attend the meeting. She advised that Brampton is one of the most culturally diverse City in Ontario and that the celebration of one's faith is an important issue facing the City. She stated that the City is reviewing its policies to meet the growing needs and requirements of the many faith groups in the community and that this meeting is to hear comments and receive input. She explained that no decision will be made at this time but the information provided will assist Council and staff to identify and address the concerns that are expressed at this meeting.

The Mayor introduced Mr. John Corbett, Commissioner of Planning, Design and Development, and Mr. Adrian Smith, Director of Planning and Land Development Services, Planning, Design and Development.

Mr. Smith advised that the Places of Worship of Review was initiated in June 2005 at the direction of Council. He provided an overview of the process to date and reiterated that the purpose of the meeting was to receive input on the Discussion Paper prepared by the City's consultant which does not represent the City's position at this stage. He highlighted the following:

- Study purpose
 - examine issues related to the desire, needs and preferences of the faith groups in Brampton
 - determine appropriate policy that will ensure places of worship locate in reserve sites as intended and develop as an integral community asset
 - the study is a planning study and does not deal with financial matters
- Policy Review Chronology
- Research Highlights
- Development Trends
 - increasing number and diversity of places of worship
 - increased commuting to places of worship
- Existing Policy Framework
 - City's Official Plan (OP) recognizes Places of Worship as a specific type of community service use
 - Secondary Plans establish a variety of approaches to Places of Worship
 - Zoning By-law generally does not permit use "as of right"
- Key Issues Identified
 - transportation and parking
 - site reservation
 - number, location and size of sites
 - accessory and auxiliary use
- Guiding Principles
 - Continued recognition of the important role faith groups play in the City
 - Improved protection for Places of Worship in new Secondary Plans/Block Plans
 - More policy direction to be provided including parking

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

- clear policy direction for auxiliary uses
- Consultant's Proposed Directions
 - consider establishing a Place of Worship working group
 - City to continue site reservation role
 - improved protection for reserve sites
 - clear policies on where use is permitted
 - places of worship in non-residential areas
 - evaluation criteria
 - location criteria
 - revisions to the City's Zoning By-law
 - revise parking standard in the Zoning By-law
 - provide clear definitions for accessory and auxiliary uses
- Next Steps
 - public feedback is encouraged on the Discussion Paper through mail, email or by meeting with City Planning staff
 - staff will report back to Council on the results of the public consultation and to seek further direction on proposed amendments
 - full public consultation including a statutory public meeting before Council adoption of any changes to policies.

Following the presentation, Mr. Smith called upon the attendees to express their views and provide comments.

Comments were provided by as follows:

Dan DeGaris, Brampton West Alliance Church

- Brampton West Alliance Church operates out of industrial units
- commend City for its leadership with respect to the Places of Worship Policy Review and for providing the opportunity for the various faith groups to be members of an Advisory Committee which is to provide input for consideration in the review
- after review of Discussion Paper, he found that some concerns that were previously stated were not addressed
- the report's suggestion that faith groups should locate in the Business Corridor is not practical because of the high cost of properties the unavailability of land in such areas.
- purchasing land from a developer for the purpose of a place of worship is financially not an option, as the reserved sites in subdivisions are dual zoned and the price of the land is based on residential use
- given the need for institutional lands, the City should consider zoning such lands strictly for institutional purposes
- the current 3 year reservation time restriction is a cause of concern because it does not allow enough time for faith groups to get the necessary finance and the price of land may also increase over time

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

- operating a place of worship from a school/recreation centre as suggested in the Discussion Paper is not feasible, given that most of the faith groups provide other services and programs at different times of the day and week, such as marriage counselling, meeting with youth groups, and assistance to new immigrants to Canada who wish to learn English
- the City should recognize the importance of the role and contribution of places of worship in the community
- the restriction on auxiliary uses is a major concern for the faith groups
- faith groups will suffer if recommendations in report are implemented
- understands the problems being faced by the City on this issue, and encouraged the City and the faith groups to work together to make policies that will be beneficial to both

Sidney Harkema, Christian Reformed Church, Crosspoint Christian Reform Church

- advised that he is involved in three Christian Reformed Churches and has had full co-operation from the City
- church is a sanctuary, a place of worship
- space behind the sanctuary is also used for community uses such as a classroom for bible lessons
- Christian churches have been an asset rather than a liability to the City
- urged that no changes be made to the current practice

Mr. Smith explained that the suggestion in the Discussion Paper with respect to accessory uses is that they be more permissive .

Ray Scanlan, Bramalea Baptist Church

- complimented Council and staff on the place of worship study
- concerns with respect to the comments in the study regarding the restriction on the number of people to twenty that can meet at a private home for the purpose of worship is an infringement of one's constitutional rights
- under the Canadian Charter of Rights and Freedoms (Part 1, Section 2) people have the right to assemble and worship without limitation and interference.

Mayor Fennell confirmed that no one will be prevented from participating in prayer meetings at a private home.

Randy Neilsen, Spokesperson for the Brampton Faith Coalition

- churches are not just places for the community to worship in and they are not the typical church of 30 years ago
- the churches of today are an asset to the community because of the services they provide, they are regarded as a social safety net that brings positive values to the residents
- the presence of the church in a community reduces crime rate and improves the quality of life for the community

F1-77
Place of Worship Policy Review
The Courtyard Marriott Brampton

- the report articulates the significance and value of the faith of the community, but does not provide viable solutions to the issues
- placing restrictions on places of worship will not resolve the issues, what is needed is more workable, sustainable and creative solutions, more options for places of worship
- need sites that permit places of worship as of right
- according to the report, 25 percent of the existing places of worship in the Faith Coalition which are currently being operated from industrial sites may be forced to vacate the premises
- other faith groups and Canadian Cities are observing how Brampton is responding to the issues facing places of worship
- acknowledges that because of the cultural diversity, the challenge for the City is making more sites available that are geographically accessible and culturally relevant to accommodate the needs of the various faith groups.
- would like to work with the City to find viable solutions that would resolve this matter and in this regard, has enlisted the professional services of a planning consultant, Catherine Gravely.

Catherine Gravely, consultant for Brampton Faith Coalition

- indicated that she was pleased to be working with the City to resolve the issues and to provide input in the Places of Worship Review
- referenced the Growth Plan conformity exercise and commented that the City should provide for all land uses including places of worship to meet the anticipated growth
- there are 150 places of worship in Brampton, another 75 will be required in the future
- focusing on commercial location is not a viable option as places of worship are not entirely compatible with and sometimes not welcomed in commercial development such as regional retail
- place of worship should be a permitted use 'as of right' in employment land as in many municipalities
- reference in the Discussion Paper with respect to sensitive land uses gives the impression that places of worship are receiving uneven treatment and that day cares, community clubs and paintball facilities are more valuable in employment lands
- More viable options should be provided such as in residential areas, especially for smaller places of worship which make up the majority.

Louise Gomez (provided written submission with list of questions on staff report dated February 14, 2008)

- referenced page F1-15 & 16 of the staff report with respect to places of worship not being permitted on lands outside of approved Secondary Plans and Block Plans without an amendment to the Official Plan and requested an explanation of the process that would allow the use

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

- referenced page F1-17 of the staff report with respect to definitions for 'Worship Area' and 'Worship Area Capacity', and an explanation of 'relationship of accessory and auxiliary uses for the places of worship'
- whether Provincial approval is required for an amendment to the policies in the City's Official Plan
- questioned how many subdivisions remain for development that would allow for opportunities for places of worship.

Clive Walter, Abundant Life Christian Ministries

- churches will be greatly impacted by the outcome of this review and as such we need to look at the best solution
- his church has done so much for the community, fed families with milk as far away as the City of Scarborough
- the churches of today are an asset to the community, they help to keep children away from crimes and improve the quality of life
- having a church in the community provides the opportunity to help youth and to build a better future.

Elizabeth Van Meggelen, Holland Christian Homes

- applauded the Brampton faith groups for expressing their concerns and appreciated the concerns for the Christian community.

John Layzell, Emmanuel United Church

- place of worship sites are not open only on Sundays, they are open every day and all facilities are used for community activities that are free of charge
- questioned what the intent of the City is and why does the City care about what other activities take place at the site
- suggested that Council and staff visit places of worship to get a better understanding of the type of auxiliary uses that are provided to the community

Davis Steele, Brampton Worship Centre

- thanked Mayor and staff for recognizing the issues being faced by the faith groups
- request policy makers to meet with the stakeholders i.e. the faith groups in order to get a better understanding of what is required
- the church should not be viewed as a business entity, it is built on the principles of God and the Christian faith needs to be understood before a policy can be written
- reiterated the concerns earlier expressed about the limitation on the number of people that can meet at a private home for the purpose of worship to twenty and noted the Mayor's comment that no one will be prevented from participating in prayer meetings at a private home.

F1-79
Place of Worship Policy Review
The Courtyard Marriott Brampton

Burt Sharpe, Salvation Army Pastor

- the Places of Worship Review has brought all the faith groups together
- defining the size of places of worship based on building size is not appropriate, rather it should be related to the size of the congregation and the focus should be on the needs of the congregation
- understand the need to regulate auxiliary uses but concerned about the comments on restricting certain uses
- industrial areas need a place of worship as people may need to gather if there is a disaster in the area
- complimented Mayor and staff for their excellent work.

Phylicita Thompson, Harvest Worship Centre

- church is a positive place, where one is taught to be exemplary citizens, with good values
- teens come to the church for help when they are troubled and cannot find social services elsewhere and they are made to feel safe
- the church becomes very visible to everyone in time of need
- how can the City consider limiting the size of a church and the number of people who would like to worship together in the time of need.

Neil Armstrong, Harvest Worship Centre

- City needs to understand that people need the church, that the church is regarded as a safe place where people can get help and to consider limiting the size of a church and the number of people who would like to worship together is wrong.

Cheryl Heath

- concerned that too many measures are being put in place which will make it difficult for the faith groups to facilitate a place of worship
- experienced a lot of red tape during her dealings with the City on another issue, planning studies and environmental studies are understandable but is it necessary for a place of worship.

Aakira Heath

- the Discussion Paper is suggesting that consideration should be given to locations close to major arterial roads for places of worship
- understood that lands along arterial roads are more expensive, so how is this relevant since it is not affordable for churches
- a church cannot be equated to a business and should not have to locate along major arterial roads
- there would also be no room for expansion along an arterial road because such areas are usually fully developed, while the place of worship sites are always expanding and more space will be required as the congregation grows.

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

Kenneth Kerrsey, Brampton Faith Coalition

- member of St. Bartholomew United Church
- referenced an article in The Toronto Star dated June 23, 2008 titled "Churches Kickstart Suburban Sprawl, Study Shows" and commented that Brampton City's staff are not the only ones having to deal with planning for fast growing churches
- trend seems to be that small neighbourhood churches are being replaced by a larger 'destination' churches, leaving the congregation without sufficient support
- some projects involving places of worship s end up at the Ontario Municipal Board (OMB)
- noted that one third of the places of worship in Mississauga and Brampton are located in industrial areas
- the suggestion that place of worship sites be located near employment lands at major arterial roads can severely impact employment areas, as other uses in employment areas do not provide much employment.

Kevin Begley, Harvest Worship Centre

- thanked Council and staff for the time and effort being spent on the Places of Worship Review and on balancing the interests of the various groups.
- acknowledged that there are many challenges for a fast growing City and appreciates the priority the Places of Worship Review is being given
- limitations on place of worship sites in industrial areas would create insurmountable problems for the congregations especially those presently located in the Business Corridor which make up 24% of all faith groups in Brampton.
- Consider the Business Corridor a good location for places of worship as it provides a buffer between residential and industrial areas
- concerned about the size of the congregation and auxiliary use restrictions on places of worship and the overall impact on the expanding faith population
- understands the problems being faced by the City on this issue, but the issues have to be resolved in a way that is beneficial both to the City and the faith groups.

Bob Simms, Brampton Worship Centre

- advised that he has worked at the Salvation Army and at shelters and food banks located in industrial areas feeding the homeless etc., which would confirm that operating out of industrial areas is not an issue
- questioned whether the consultants consulted with the faith groups and pastors in the course of their study
- commented that this is a free country based on Christian principles and the faith groups should have the freedom to relocate wherever it is felt a place of worship is needed
- with all the limitations and restrictions being suggested the perception is that the City is 'building walls instead of bridges' on this issue.

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

David Graham, Church of God

- questioned when the review process will be completed and what outcome is expected, and if it is appealed what is anticipated at the Ontario Municipal Board (OMB).

Staff explained that following public consultation, a recommendation report will be presented to Council on the results of public consultation in the Fall 2008 and to seek direction on the proposed amendments on the place of worship. A statutory public meeting will be held to seek public input before Council makes decision on the proposed amendments. It is hoped that the whole process will be completed by the end of 2008. However, the program can be extended if public input indicates that more time is required for the public and stakeholders to consider the proposals. Staff stated that the City would like to make the decision on the place worship review rather than have the decision made by the OMB.

Byron Nash, St. James The Apostle Anglican Church

- made reference to the Mayor's comment about not limiting the number of people who can assemble at a home for the purpose of worship
- other faith groups have remained silent and have not attended tonight's meeting but the issues being raised at the meeting impact all faith groups
- people who are in distress do not call City Hall for help, they call the church at all hours of the day and night, on week ends and holidays and they are never turned away
- because of the increased growth in population and the location of the churches, congregation must sometimes travel a long way to their place of worship.

Dwight Bryan, Dominion World of Faith

- worships in a hotel room
- has been looking for a permanent place of worship but finds it difficult because of the restrictions
- what would be helpful in finding a location is a current map that shows the locations where the use is permitted
- require demographic information to do projections .

Eric Olson, Christian Family Church

- started a place of worship at home, moved to a school gymnasium and because of the restrictions, moved to a unit in an industrial area
- congregation has grown to 500 and continue to grow and it is difficult to find a suitable location that is large enough to accommodate a congregation of this size
- access would be a concern with place of worship sites being permitted along major arterial roads
- there would also be no room for expansion along major arterial roads as these areas are usually fully developed with no usable frontage, while the congregation is continuously growing.

**Place of Worship Policy Review
The Courtyard Marriott Brampton**

- land reserved for places of worship are estimated to be just sufficient for 1,000 people each, which does not seem to be of sufficient size

Major Singh

- place of worship sites were previously called 'religious institutions'
- name should remain 'religious institutions' because of the many auxiliary uses that are associated with places of worship
- no one goes hungry at the temples/gurdwaras, people who are hungry are given food and a place to sleep if needed, services which the Region does not provide
- separating the auxiliary uses from a place of worship is not recommended
- an improved transit system is required to alleviate the parking issues which is a major issue with place of worship sites that the City needs to address
- city should also provide more pedestrian friendly environment and sidewalks for places of worship such as Sikh Temple as people usually walk and some go barefoot.
- existing temple located in an industrial area on Regan Road is an example of a successful temple and parking is not a problem there
- Committee of Adjustment (COA) process allows place of worship to operate in industrial zones.

Julia Lin , Burlington, Buddhist

- the church is a house of prayer which is open to all people all hours of the day and night (24/7)
- suggested the adoption of a policy that would allow place of worship sites in all zones subject to planning approval
- permitting place of worship sites in industrial areas will provide more employment opportunities which would make the City a wealthier place.

Bob Lackey

- spoke on behalf of 3 places of worship , indicating that one of the sites was approved to operate as a place of worship with the support of the City
- the two other locations have not been approved yet because of the concerns with the parking requirements, but these sites will work just as well and the City should reconsider
- operating place of worship sites from industrial areas seems to be working well
- concerned that the proposed parking standards will almost double the existing requirement and may drive out those operating temporarily in industrial area

George, Harvest Worship Centre

- the church has had a positive influence in his life and his success in school
- all the churches serve the same God

Imam Ahmed, Bovaird Drive/McLaughlin Road Mosque

- share sentiments and concerns of all present
- praying for a solution on the issues

F1-83
Place of Worship Policy Review
The Courtyard Marriott Brampton

Sheikh Ahmed, Brampton Islamic Centre

- this meeting has brought all the faith groups together
- even though they are all different the services they provide to the community are similar
- as a group they are determined to work with the City to bring about a positive outcome to this issue

Bill Wright

- the City is facing difficulties on the place of worship issue
- will pray for those in authority

Garfield Fray, Salvation Army

- financial issues with banks where churches are concerned as they are not conducive to financing
- acquiring land in 'free market society' is difficult for churches because of the lack of funding
- he is confused as to why this meeting is taking place because he expected the City to bring forward a proposal for a solution to the issues facing the church based on the report that was presented
- the restrictions and limitations being placed on place of worship sites will stifle the growth of the church, the gospel and Christianity
- questioned whether the faith groups, congregation and the users and providers of the church were consulted in the decision being made
- implored the City to listen to the people and the comments being provided at the meeting.

Staff advised that the process to date included a number of consultations with the faith groups. Their input was considered with expert opinion being presented by the consultants in the Discussion Paper. The City will move forward on the proposed amendment based on the comments provided at this meeting and from other sources.

Brenda Amin, Brampton Christian Fellowship

- single mom with four children who considers the church her family
- the church was there when she needed help
- requested that her 'church family' not be broken up

Meagan Fox, Alliance Church

- would like a retirement centre for missionaries with a place of worship on the same property
- would be a harmonious project where the church attendees would volunteer/participate in the caring for the residents of the retirement centre.

F1-84
Place of Worship Policy Review
The Courtyard Marriott Brampton

Staff explained that a retirement centre and a place of worship are two different uses that require two different zonings. Staff is prepared to consider any unique idea and to work with the proponent to find a feasible solution.

Alfred Cherubim, Redeemer Christ Assembly

- pastor of a church in an industrial area
- the building from which he is operating has been sold and he has two months to vacate the premises and he is finding it a very difficult situation financially
- questioned why industrial buildings that are being vacated cannot be used as a place of worship when the industrial areas are surrounded by residential areas
- when developing a secondary plan, place of worship sites should be included, the same way other amenities and services such as shopping malls, schools and gas stations are provided
- places of worship should be located where they are accessible by walking or by transit.

The Mayor thanked everyone for attending this meeting and providing their genuine and forthright comments. She reiterated that public consultation is very important to the City, and encouraged faith groups and residents to continue providing their input.

The meeting ended at 9:40 p.m.

F1-85

Appendix E

**Comments Received on the
Places of Worship Policy Review Discussion Paper
dated January 2008**

F1-86

Lo, Christina

From: Randy Neilson [rneilson54@rogers.com]
Sent: 2008/08/08 12:01 PM
To: Smith, Adrian; Lo, Christina
Subject: Places of Worship meeting Tuesday

Greetings!

We look forward to meeting with you on Tuesday at 10am. It looks like we will have the same 5 or 6 participants as the last meeting we had. I know that time will pass very quickly and that there are many issues that could take time so I ask you to consider the following:

In order to maximize our time in this meeting, I propose that we proceed as follows:

- 1) Clarify sizes of Places of Worship. We propose four sizes:
 - a) Small: <600 sq. meters or worship area capacity of 250 people or less, whichever is the more restrictive standard..(They would normally accommodate a maximum of 250 people with up to 60 parking spots.) Recent studies conclude that 2/3 of all urban churches are small.
 - b) Medium: 600 – 2000 sq. meters or a worship area capacity of between 250 and 1,000 whichever is the more restrictive standard.
 - c) Large: 2000 - 5000 sq. meters or a worship area capacity of between 1,000 and 2,500 whichever is the more restrictive standard.(Nationally, these large Places of Worship are less than 2% of all sites.)
 - d) Super Large: >5000 sq. meter or a worship area capacity of more than 2,500. Due to the impact of these Places of Worship they will be required to apply according to the normal planning processes.
- 2) Try to determine suitable zoning areas as-of-right for all sizes of Places of Worship:
 - a) It is counterproductive for faith groups and landlords to have time limited locations for Places of Worship.
 - i) This policy would appear to center out faith groups for extraordinary restrictions.
 - ii) This wrongly assumes that every faith group will grow out of the temporary location.
 - iii) This eliminates ownership as a possibility.
 - iv) This causes uncertainty for both the faith group and landlord who usually want a minimum of 5 year lease, plus 5 year renewal option.
 - v) It is extremely costly in time and money to do leasehold improvements that can only be amortized over a short time period.
 - vi) Whenever faith groups change locations they loose up to 40% of their members.
 - vii) It also is very costly in time, energy, advertising and finances to plan and implement a move, as well as prepare a new location.
 - viii) This uncertainty may persuade faith groups to meet in multiple homes rather than go through all the trouble and expense of a temporary location.
 - b) Examine each major land use category to see which zones are appropriate for Places of Worship of various sizes.
- 3) Discuss potential solutions for parking issues.
- 4) As time allows, discuss other areas.

2009/01/26

F1-87

Thanks,

Randy

Dr. Randy Neilson
Bramalea Christian Fellowship
11613 Bramalea Rd.
Brampton, ON L6R 0C2
905-799-1188

www.bcfchurch.net

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2009/01/26

F1-88

Lo, Christina

From: Carl Brawley [carlb@gsai.ca]
Sent: 2008/06/23 5:20 PM
To: Lo, Christina; Janice Given
Cc: Smith, Adrian; David Finnegan
Subject: Places of Worship Policy Review - June 23-08 Public Open House

Christina as I mentioned to you last week we act on behalf of the Toronto Diocese of the RCEC on various matters, including the above. As you are the planner who is now handling the above file, I thought I would take the opportunity to bring you up to speed on the primary concerns of the Toronto Diocese with respect to this study along with the attached past correspondence with your predecessor (Ohi) on this file.

Our primary concerns relate to parking standards & the differentiation of small vs. large place of worship. It appears in the January 2008 Consultant report that the previous parking requirement concerns may have been addressed relative to earlier consultant proposals although I have yet to compare the new parking formula relative to actual RCEC church sites to verify that. It is also still somewhat unclear as to how the parking formula works or will be interpreted relative to the assessment & combination of fixed seating areas and non-fixed seating areas.

We also continue to advocate the use of shared parking arrangements on church sites with multiple uses (such as was approved for St Eugene's) which the report suggests should not be used to meet on-site parking requirements. Shared parking arrangements result in the more efficient use of land and thus the size of sites which translates to the ever vital land cost to new churches.

The other primary concern is the 10000 ft² of dedicated worship space as the differentiation between small & large places of worship and the suggested locational criteria associated with the same. Even the traditional, local neighbourhood RCEC church is regularly built at between 10000 and 15000ft² of worship space only so all RCEC churches would fall into the large place of worship category. Some may climb to much larger buildings depending on the community being served such as the soon to be built St Eugene's Church on Steeles Avenue in west Brampton which has a worship space of about 35000 ft² of dedicated worship space and should be classified as a 'large' place of worship. However the 10000 ft² criteria to define small and large churches is of considerable continuing concern to the Toronto Diocese and we have in the past requested that the definition for small versus large church be increased to 15000 ft² so that the traditional RCEC local neighbourhood churches have a greater variety in site selections both in locations & price.

David Finnegan of the Toronto Diocese is unable to attend tonight and I am only able to attend the first hour of the open house tonight however we will continue to be plugged in & participate in the Study Process through David's seat on the Advisory Committee.

We look forward to working with you Christina and the successful, satisfactory conclusion of this Study Process.
Regards

Carl Brawley, MCIP, RPP
Glen Schnarr & Associates Inc.
T: 905-568-8888 F: 905-568-8894

www.gesai.ca

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2009/01/26

F1-89

Carl Brawley

From: David H. Finnegan [dhfinnegan@archtoronto.org]
Sent: Tuesday, September 04, 2007 1:32 PM
To: Carl Brawley; dhfinnegan@archtoronto.org
Subject: RE: Places of Worship - Update

Ohi,

This 10,000 sq ft definition on large Worship Space is still of concern to us. This would be our average Church Worship Space.

David

-----Original Message-----

From: Carl Brawley [mailto:carlb@gsai.ca]
Sent: August 31, 2007 3:23 PM
To: dhfinnegan@archtoronto.org
Subject: Fw: Places of Worship - Update

Carl Brawley, MCIP, RPP
Glen Schnarr & Associates Inc.
(T) 905-568-8888 (F) 905-568-8894
Email: carlb@gsai.ca

----- Original Message -----

From: Izirein, Ohi <ohi.izirein@city.brampton.on.ca>
To: Carl Brawley
Cc: Given, Janice <janice.given@city.brampton.on.ca>
Sent: Fri Aug 31 14:05:49 2007
Subject: RE: Places of Worship - Update

Hi Carl;

This is to acknowledge receipt of the email you sent yesterday as well as your previous email in which you provided comments about the proposed parking requirements for Places of Worship. Your comments on parking will be considered as part of our ongoing review of parking requirements for Places of Worship study.

Please note that the proposed size for "large" Places of Worship (10,000 sf) relates to the worship area and not the combination of all the other meeting areas of the building.

Thanks Carl.

-----Original Message-----

From: Carl Brawley [mailto:carlb@gsai.ca]
Sent: 2007/08/30 4:54 PM
To: David Finnegan
Cc: ohi.izirein@city.brampton.on.ca; Janice Given
Subject: RE: Places of Worship - Update

Ohi per my voice mail I have had further discussion with David Finnegan or the RCEC - Toronto Diocese and we have considerable concern with the

F1-90

Carl Brawley

From: Carl Brawley
Sent: Thursday, August 30, 2007 5:52 PM
To: David Finnegan
Cc: ohi.izirein@city.brampton.on.ca; Janice Given
Subject: RE: Places of Worship - Update

Ohi as further clarification to the preceding when I refer to 10,000 to 15,000ft² as the typical Catholic Church I am referring to actual worship space ONLY. If you add in ancillary space with church hall, parish offices, meeting rooms and rectory the building will typically run up to 30,000 to 35,000ft².

The 32,500ft² in the St Euenes Church is worship space only, the hall offices, rectory, etc are all in separate buildings.

Therefore if "large" place of worship is defined as worship space only then 10,000 - 15,000ft² is appropriate. If the definition is to include the ancillary uses also, then 30,000 to 35,000ft² would be the size of a typical Catholic Church.

Carl Brawley, MCIP, RPP
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-----Original Message-----

From: Carl Brawley
Sent: Thursday, August 30, 2007 4:54 PM
To: David Finnegan
Cc: ohi.izirein@city.brampton.on.ca; Janice Given
Subject: RE: Places of Worship - Update

Ohi per my voice mail I have had further discussion with David Finnegan or the RCEC - Toronto Diocese and we have considerable concern with the proposed policy change regarding the locational criteria (on arterial roads and in areas where nonresidential and high density residential uses predominate).

In our view the 10,000 ft² floor area is too small to define as a "large" church and subject the same to the locational restrictions proposed. Even though the proposed St Euenes' Church which will begin construction soon is about 32,500 ft² and perhaps should be located right on Steeles as it is, it is not the typical size of church that the Diocese builds. St Euenes size is a function of among other things the community it serves - that being the Polish community.

By far the majority of churches constructed by the Toronto Diocese is what I would term as a neighbourhood-based church and these facilities almost always still fall in the 10,000 to 15,000 ft² range as a rule given their typical draw and are suitably located in the catchment areas they serve, often internal to low density residential neighbourhoods. The proposed locational restrictions would severely limit the site selection process & opportunities for a regular sized Catholic Church.

F1-91

We would ask that the break point between the definition of "small" and "large" places of worship be increased to at least 15,000ft² or failing that, widen the locational criteria for large churches to include collector roads in residential areas. I would think that the 15,000 ft² size option would be the preferred avenue for the City given the sizes of some of the large "regional serving" worship facilities being built now.

Thank you for your assistance and look forward to your position on this and the other concerns of the Toronto Diocese.

Regards

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-----Original Message-----

From: Carl Brawley
Sent: Monday, August 20, 2007 5:10 PM
To: David Finnegan
Cc: ohi.izirein@city.brampton.on.ca; Janice Given
Subject: FW: Places of Worship - Update

David I spoke with Ohi regarding the attached parking standard for Places of Worship, the attached standard is still the same as what was presented in the May 2007 Draft policy Review report that you forwarded to me sometime but which I finally got a quick look through today.

Ohi indicated they are currently working with a revised (wording) parking requirement definition that he was going to send you as a member of Steering Group & when he sends you the same please forward to me.

Ohi indicated that their intent is to ably the 1 parking space for 4 seats & where no formal seating, the 1 space per 8.4 m² of worship area would apply but I have some serious reservations regarding the current proposed wording of the parking requirement & stated to Ohi that how they intend to apply the standard is not what the proposed parking requirement says. I also am concerned about the variety of possible interpretations of the wording of the proposed parking standard.

First off, the says the GREATER of 1 space per 4 persons capacity of worship area or 1 space per 8.4m² of worship area. Undertaking a quick analysis of the zoned St Eugene's site on Steeles, there are 1200 seats and 3284 m² of worship area. The seat figure generates a parking requirement of 300 spaces but the floor area generates a parking requirement of 391 spaces & the way the proposed standard is currently worded the 391 would apply.

Also section A reads 4 persons capacity of the worship area is 1 fixed seat per person, PLUS 0.5 metres of bench space per person, PLUS 0.75 m² of net floor area in non-fixed seating areas. Worship Area is proposed to be defined as aggregate of all floors in building measured between the exterior walls of the sanctuary, hall or rooms which a religious group utilizes for the observance of its religious services, including any balcony or area that can be opened on a temporary basis and any choir or musicians area, but excluding

F1-92

any areas intended solely for the use of the worship group leader such as altar or pulpit areas. In my mind that wording would invite parking calculations based on 1 space for 4 seats PLUS the 1 space per 0.75 m2 of net worship areas not occupied by the fixed seating or benches.

As noted I also had a quick review of the May 2007 Policy Review draft report and have a few minor concerns that are probably not worth mentioning other than parking requirements as above AND the staff recommendation/conclusion "The potential for considering alternative approaches to the provision of on-site parking (i.e. shared parking) should only be explored for overflow or non-required parking situations AND SHOULD NOT BE USED TO MEET ON-SITE PARKING REQUIREMENTS IN THE VIEW OF STAFF.

In my opinion shared parking arrangements are a more land efficient & reasonable approach on certain projects incorporating multiple uses with different peak usage periods. For instance on the St Eugene's project it is really a Polish cultural community with the church, Polonia Cultural (commercial) Centre & the Seniors residence. We justified through a parking study a shared parking arrangement between the church & cultural centre to be more (land & cost) efficient in the use of parking areas & land for 2 different uses with very different usage characteristics. If on the St Eugene's project we were required to meet full parking requirements both the church & cultural centre use separately the St Eugene's development site would have needed to be about 2 acres larger in area & provide another 125 or so parking spaces. This would have resulted in higher costs for the Toronto Diocese & resulted in the need for additional land and parking that would have been effectively utilized.

I trust the above is of some assistance. Oh would you please advise of developments at your end & what the timing is for the recommendation report to Planning Committee. If you wish to discuss above further, please call.

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-----Original Message-----

From: David H. Finnegan [mailto:dhfinnegan@archtoronto.org]
Sent: Thursday, August 09, 2007 3:41 PM
To: Carl Brawley
Subject: FW: Places of Worship - Update

Carl

What does this mean to us for future churches?

Thanks

David

-----Original Message-----

From: Izirein, Ohi [mailto:ohi.izirein@city.brampton.on.ca]

FI-93

Sent: August 3, 2007 4:03 PM

To: Ajit Singh Jhita (E-mail); Bob Lackey (E-mail); Dan Degaris (E-mail); David Finnegan (E-mail); Elizabeth Howson (E-mail); Isaac Kawuki-Mukasa (E-mail); Jennifer Armstrong (E-mail); Ken Newman (E-mail); Krishendath Maharaj (E-mail); Lewis Jourard (E-mail); michael gagnon; Norm Greene (E-mail); Paul Gill (E-mail); Raghbir Singh Chaggar (E-mail); Rev. Walter Joseph (E-mail); richard domes; Sam Hundal (E-mail); Sheikh Faisal Abdur-Razak (E-mail); Shekhar Puri (E-mail)

Cc: 'Norm Greene'

Subject: Places of Worship - Update

Dear members of the Advisory Committee;

The purpose of this email is to provide an update on activities related to the Places of Worship study since our Advisory Committee meeting of May 11, 2007. For your information:

- 1). The consultant has submitted a final draft of the Places of Worship Report for review by City staff;
- 2). The staff report to transmit the consultant's final draft report to the Planning Design and Development Committee is being completed. Staff are proposing to submit these reports for inclusion in the Committee's Agenda for either September 5th or 17th, 2007 Committee meeting. A copy of the staff and consultant reports will be sent to you before the meeting of the Committee.
- 3) We are also in the process of finalizing details for this study; one being parking requirement. We wish to advise that we have received a letter from one of the faith groups in Brampton expressing some concern about the proposed revisions to the parking standards for Places of Worship (see attached proposed parking standards).

Staff and the consultants are proposing to meet with this individual early in August to discuss the issues raised in their letter. We would like to extend an invitation to any member of the Advisory Committee that may wish to attend this meeting to discuss the parking requirement only.

Please advise me by August 8 if you would like to attend this meeting so as to send you a notice advising you of the date and time.

Thank you.

<<itransparkingstandards.doc>>

Ohi Izirein, MURP

Planning, Design and Development Department City of Brampton

2 Wellington St. West

Brampton, Ontario L6Y 4R2

Phone: 905-874-2061, Fax: 905-874-2099

Web Site: www.city.brampton.on.ca

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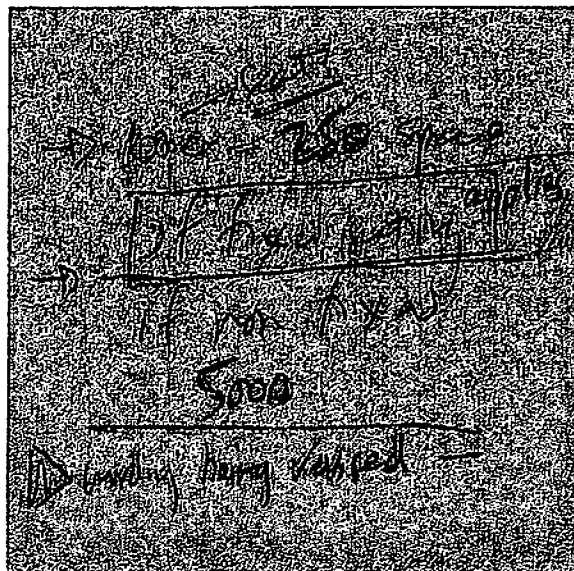
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F1-94

Proposed By-law (including floor area approach)

- (1) by deleting the parking requirements for Religious Institution in Section 20.3.1 and adding thereto the parking requirements for a Place of Worship as follows:

Place of Worship	<p>The greater of (a) and (b) below:</p> <p>a) 1 space per 4 persons capacity of worship area, provided that person capacity shall be calculated as follows:</p> <ul style="list-style-type: none">i. one fixed seat per person; plusii. 0.5 metres of bench space per person; plusiii. 0.75 square metres net floor area per person in non-fixed seating areas. <p>b) 1 space per 8.4 square metres of worship area</p> <p>c) Notwithstanding a) and b) above, when a Place of Worship includes a Place of Assembly, the parking requirement for the area of Place of Assembly shall apply if such requirement exceeds a) or b).</p>



F1-95

From: David Finnegan [dhfinnegan@archtoronto.org]
Sent: Tuesday, May 15, 2007 9:38 AM
To: Carl Brawley
Cc: Lauwers, Peter
Subject: Fw: Places of Worship: Advisory Committee Meeting

Carl

Here are some answers to my initial questions.
David

-----Original Message-----

From: "Izirein, Ohi" <ohi.izirein@city.brampton.on.ca>
Date: Tue, 15 May 2007 09:31:32
To: "'dhfinnegan@archtoronto.org'" <dhfinnegan@archtoronto.org>
Subject: RE: Places of Worship: Advisory Committee Meeting

1) No time frame was established for comments at the meeting. However, we are hoping that all comments will be submitted within two weeks so as to incorporate the comments and prepare a final report for consideration by Council.

2) We have scheduled to take the Report to Council in August to seek Council direction to hold a public meeting.

3) The number 10,000 sq. ft was established by our consultant. I will forward your email to her to confirm the rationale for the number.

4) We took note of all the comments and the suggestions offered at the meeting. The consultant and staff are yet to review and evaluate these comments and make a decision. For example the meeting did not agree with the 2500 sq. ft. limit for places of worship to be incubated in industrial area. Some considered 2500 to be too small. The time period for the reserve remains contentious, the role of the City in helping faith group acquire these lands continuous to be called to question. There was agreement that affordability is the key issue.

-----Original Message-----

From: David H. Finnegan [mailto:dhfinnegan@archtoronto.org]
Sent: 2007/05/14 5:03 PM
To: 'Izirein, Ohi'
Subject: RE: Places of Worship: Advisory Committee Meeting

Ohi

Thanks. I will review the draft report this week and get back to you. Where did definition of the Worship Space come from? Who decided on the 10,000 sq. ft. worship area classification and why? Can you advise if any recommendations are to be changed as a result of the other Faith Communities input at the May 11th Meeting?

Thanks

David

-----Original Message-----

From: Izirein, Ohi [mailto:ohi.izirein@city.brampton.on.ca]
Sent: May 14, 2007 11:49 AM
To: 'David Finnegan'
Subject: RE: Places of Worship: Advisory Committee Meeting

Hi David;

June 23, 2008

City of Brampton
2 Wellington Street West
5th Floor
Brampton, Ontario
L6Y 4R2

Attention: Mr. Adrian Smith, Director of Planning PDD Department

Dear Sir:

Re: **Places of Worship Policy Review
June 23, 2008 Public Meeting
Comments**

Unfortunately, I am unable to attend tonight's Public Meeting. Given my involvement in the Project Advisory Committee, I would like to offer the following comments related to the information presented to date.

Site Reservation

We are encouraged with the Consultant's recommendation to maintain the retention period for acquisition by faith groups for three years after subdivision plan registration. However, we have great concern with the recommendation to eliminate the dual zoning of the Place of Worship site and the mechanism to develop these sites for the alternate use. This causes a variety of problems:

- This will create uncertainty with future homeowners in new subdivisions regarding the use of the Place of Worship site after 3 years such as general use, site layout, lot sizes, access etc.
- When the dual zoning of Place of Worship sites was enacted by Council, it was established to address this uncertainty for possible buyers. Any removal of this policy will reintroduce these issues. By providing this information up front by way of warning clauses and a dual zoning bylaw provides ample notice as to the future use.
- School Sites are treated as a similar manner as Place of Worship sites.
- It is our experience that clauses contained in higher level planning documents such as Official Plans and Secondary Plans do not sufficiently inform the residents of Brampton of the alternate use.
- Also the proposed direction of the consultants identifies rezoning criteria that is subjective and unattainable in the event that after 3 years the landowner wants to rezone his lands.

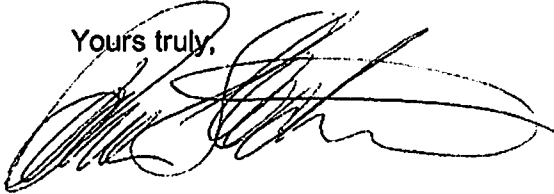
We respectfully suggest that the City not proceed in this manner, and consider the overall public good beyond an effort to control the economics of land. In our experience, the current process is not creating land values beyond the means of some faith groups as mentioned in the report. Our company has finalized transactions with 3 separate faith groups in the past 5 years in the Springdale area.

F1-97

Page 2.
City of Brampton
Attn: Mr. Adrian Smith, PDD Department
June 23, 2008

In summary, we feel the current policies at the City of Brampton are functioning appropriately. If there is any consideration by the City to change these policies we would strongly advise Brampton to follow other GTA municipalities and get out of the Place of Worship business altogether.

Yours truly,

A handwritten signature in black ink, appearing to read 'Darren Steedman', with a large, sweeping flourish extending to the right.

Darren Steedman, MCIP, RPP
Vice President

File: Sandringham General.

F1-98



Principals

Michael Gagnon, B.E.S., M.C.I.P., R.P.P.

Lily Law, B.E.S.

Jennifer Bozzo, B.E.S., M.C.I.P., R.P.P.

August 28, 2008

**Our File: P.N.06.1272.00
Worship Study**

**The Corporation of the City of Brampton
Planning, Design and Development Department
2 Wellington Street West
Brampton, Ontario
L6Y 4R2**

**Via: E-mail &
Hand Delivery**

**Attention: Mr. John Corbett,
Commissioner, Planning and Development Services
-and-
Janice Given,
Manager Growth Management & Special Policy, Planning and
Development Services
-and-
Kathy Zammit
City Clerk**

**Re: Places of Worship Policy Review – January 2008
Public Input – Harvest Worship Centre
City of Brampton**

Dear John, Janice and Kathy:

Gagnon Law Bozzo Urban Planners Ltd. (GLB) represents the Harvest Worship Centre (HWC), located at 79 Bramsteele Road in the City of Brampton.

For nearly five years, the HWC have offered a wide range of essential community services to its congregants and the general public from the above mentioned site. These services include spiritual, education and social guidance.

The HWC is located in an area of transition characterized by a broad range of institutional, commercial and industrial uses.

A review of the current land supply and the City's Places of Worship inventory reveals that there are few, if any, existing large buildings suitable to accommodate a congregation the size of the HWC (approximately 2,000 congregants). Recognizing this and taking into consideration projected growth of the congregation, it is easy to understand why our clients believe that the subject site is ideal for their needs.

GLB's participation on behalf of the HWC includes membership on the Places of Worship Advisory Committee, attendance at Open House Meetings, on-going dialogue with municipal staff and a previous submission related to the 'Draft' Places of Worship Policy Review Discussion Paper - May 2007 (see attached). Our client has requested that we also review the January 2008 version of the City of Brampton's Places of Worship Policy Review.

The following should be read in conjunction with the input filed on November 29, 2007.

General Policy

1. The inventory of existing Places of Worship sites needs to be verified and kept current in order for it to be considered a useful database. Case in point, the January 2008 inventory references two (2) separate HWC sites; one of which has not operated since 2005.
2. We continue to question the credibility of the base information which yielded the Recommendations for the City's Policy Review. Only 23 of the 141 surveys delivered to the City's Faith Groups were completed (16%). It is noteworthy that no surveys were collected from any of the City's numerous non-Christian Faith Groups.
3. A "one size fits all" policy approach does not adequately serve the needs of the City's diverse Faith Groups. Policy Recommendations should seek to guide the proper and effective development of Places of Worship, not just restrict their growth and development.
4. It appears that the City's Secondary Plans and Zoning By-law are out of step with the current policies included in the 2006 Brampton Official Plan, especially as they relate to Places of Worship within the Business Corridor, Industrial and Convenience Retail designations. We suggest that the appropriateness of individual Places of Worship be assessed on a site specific basis in the context of a set of logical locational criteria.
5. The new definition of "Worship Area", which essentially defines parking requirements, should not include areas for choirs and other musical purposes. Some Places of Worship may have instruments (organs, band equipment etc.) that occupy large areas. Based on the current definition, Places of Worship are to provide additional parking which is not commensurate with demand.
6. Places of Worship should not be deleted from the "Community Services" definition. Places of Worship are non-profit agencies which contribute the spiritual, mental and socio-economic well-being of the community and general public. It is worth noting that the Study recommends that the name "Place of Worship" replace "Religious Institution" within the Zoning By-law to recognize the "community service" uses that are associated to Places of Worship; somewhat contradictory.

Site Reservation

7. It has been acknowledged by many of the stakeholders with an interest in the current Study that the Site Reservation System has its faults. The failure of the Site Reservation System stems in part from the assumption that "one size fits all". In many cases, reserve sites are either too large, too small, located in less desirable locations within the City or in areas that are simply too expensive from a real estate market perspective.
8. Official Plan policy should strive to accommodate Places of Worship within either "Reserve Sites" or "Non-Reserve Sites" provided that specific locational criteria are met.
9. "Reserve Sites" are made available by the current Official Plan policy regime. That being said, Faith Groups should not be forced to only consider occupying "Reserve Sites". The objective should be to make sure that the diverse needs of various Faith Groups are appropriately accommodated.

Number, Location and Size

10. Additional flexibility must be provided in regard to the range of locations in which Places of Worship are permitted. Some Places of Worship may be best suited within Residential areas, whereas some may be better suited in Employment areas.
11. The City should acknowledge that there are limited and diminished opportunities to develop Places of Worship sites within the developed areas of the City. A general policy framework must also be established that provides more direction for the development of Places of Worship within existing developed areas. A set of development guidelines/criteria should be prepared and applied to Places of Worship sites within Greenfield areas. A separate set of guidelines should be prepared for infill proposals. All applications should be judged on their individual merit.
12. Notionally, Places of Worship should not be expressly prohibited from locating in any designation outlined in the Official Plan. Each individual application, no matter what designation or zoning it is governed by, should be processed and judged on a site specific basis. The merits of the individual application and its potential for integration within the host community should be carefully studied.
13. Places of Worship within the Business Corridor, Industrial and Convenience Retail designations should be considered on a potential long term basis and not limited to "incubators" only. As stated above, all applications should be considered based on their individual merit.

14. We do not support the proposed six (6) year maximum extension for Places of Worship within Industrial and Business Corridor designations. They should not be subjected to an artificial "sunset clause". If the proposed six (6) year maximum is applied the potential net outcome could be the elimination of nearly 25% of the City's established Places of Worship.
15. Large Scale Places of Worship should not be restricted to sites with frontage on Arterial Roads with regular transit service and at the intersection of another Arterial or Major Collector Road. This proposed Policy Recommendation, as well as other recommended policies relating to Large Scale Places of Worship, are far too general and overly restrictive. The potential net result will be the elimination of sites which may be suitable, desirable and appropriate for certain Places of Worship.
16. Appropriate traffic capacity and adequate services should be determined through the submission of supporting studies. The appropriateness of each proposal and its associated impact on traffic, transit and other services should be carefully evaluated.
17. The Study's suggestion that Large Scale Places of Worship should be located within or in direct proximity to High Density Residential areas should be reconsidered. If this policy were to be implemented, Large Scale Places of Worship would essentially only be permitted to locate along the Main Street and Queen Street Corridors. This would contradict the Study's effort to achieve a balanced distribution of Worship Sites throughout the City.
18. The suggested initiative to implement "predetermined" floor area caps for Places of Worship within Employment Areas (i.e. Industrial, Business Commercial, Service Commercial etc.) or any other designation should not be pursued. If the City and its consultant truly believe that a "one size fits all" approach does not effectively meet the needs of Faith Groups then by logical extension why would the Study recommend a "predetermined" floor area cap.

Parking

19. Proposed parking standards are too severe. We recommend that current applicable Zoning By-law standards be maintained. The application of increased parking standards will only serve to increase the financial hardship experienced by many Faith Groups.

Auxiliary Uses

20. The appropriateness of auxiliary uses within Places of Worship should be assessed on an application by application basis.


We are grateful for the opportunity to provide additional comment into the City's Places of Worship Policy Review. Please be advised that we may have additional comments in the future.

By way of this letter to the City Clerk, we request notification of the passage of any amendments to the Official Plan and Zoning By-law related to Places of Worship.

We would welcome an opportunity to discuss the above.

Looking forward to hearing from you.

Yours truly,



**Michael Gagnon, B.E.S., M.C.I.P., R.P.P.
Managing Principal Planner**



**Richard Domes, B.A.
Associate Planner**

c.c.: **Mayor Fennell & Members of Council
Adrian Smith, City of Brampton
David Waters, City of Brampton
Christina Lo, City of Brampton
Pastor Kevin Begley & Co-Pastor Pam Begley, Harvest Worship Centre**

F1-103



Established 1990

November 29, 2007

**The Corporation of the City of Brampton
Planning, Design and Development Department
2 Wellington Street West
Brampton, Ontario
L6Y 4R2**

**Attention: Mr. John Corbett,
Commissioner, Planning and Development Services
-and-
Ohi Izirein,
Planner, Planning and Development Services
-and-
Kathy Zammit
City Clerk**

**Re: Places of Worship Policy Review Draft Report
Public Input – Harvest Worship Centre
City of Brampton**

Dear John, Ohi and Kathy:

Gagnon Law Bozzo Urban Planners Ltd. (GLB) represents the Harvest Worship Centre (HWC) located at 79 Bramsteele Road. For approximately five years, the HWC has offered a broad range of essential community services from the existing building which occupies the subject lands. More specifically, they have provided spiritual, educational and social guidance to its congregants, as well as the general public.

The HWC has found that the facility they own at 79 Bramsteele Road is ideally suited to their needs. It has successfully co-existed within an environment that is characterized by a range of institutional, commercial and industrial uses. Since purchasing the subject site, our client has invested in upgrading the existing building. Their long term goal is to continue operating from 79 Bramsteele Road in perpetuity.

A review of existing Places of Worship across the City reveals that there are few, if any, existing large buildings suitable to accommodate a congregation the size of the HWC. Recognizing this and the projected growth of the congregation, it is easy to understand why the subject site is unique and ideal for HWC's growing and enthusiastic congregation.

Our client has requested that we review the City of Brampton's Places of Worship Policy Report.

Principals

Michael Gagnon, B.A., M.C.P., R.P.P.

Lily Law, B.E.S.

Jennifer Bozzo, B.A., M.C.P., R.P.P.

Our File:

P.N.06.1272.00

Worship Study

**Via: E-mail &
Hand Delivery**

F1-104

GLB's participation on behalf of the HWC includes participation as a member on the Places of Worship Advisory Committee and discussions with municipal staff.

The attached is a summary of our comments, observations and recommendations. Please be advised that in addition to the attached, we may have additional comments in the future.

By way of this letter to the City Clerk, we request notification of the passage of any amendments to the Official Plan and Zoning By-law related to Places of Worship.


We would welcome an opportunity to discuss the attached.

Looking forward to hearing from you.

Yours truly,



Michael Gagnon, B.E.S., M.C.I.P., R.P.P.
Managing Principal Planner



Richard Domes, B.A.
Associate Planner

c.c.: Adrian Smith, City of Brampton
David Waters, City of Brampton
Janice Given, City of Brampton
Pastor Kevin Begley & Co-Pastor Pam Begley, Harvest Worship Centre

*Principals*

Michael Gagnon, B.Sc., M.A., P.L.A.

Lily Law, B.Sc.

Jennifer Bozzo, B.A.

City of Brampton Places of Worship Policy Review

Harvest Worship Centre - 79 Bramsteele Road

November 29, 2007

The contents of the following tables should be read in conjunction with the "parent" City of Brampton Places of Worship Policy Review - Draft Report May 3, 2007.

Table 1: Comments on Executive Summary

Section/Page	Issue	Comments/Observations/Questions/Recommendations
1. Background	<p>History of Places of Worship Policy within the City</p> <p>"Good Planning Principles"</p> <p>Additional Planning Issues</p> <p>Community Needs</p>	<ul style="list-style-type: none"> What is meant by the suggestion that the City of Brampton has historically been a leader in recognizing the importance of Places of Worship (PoW)? What are the "good planning principles" being referred to for the proper location of PoW? Additional issues which must be addressed include: <ul style="list-style-type: none"> i) proximity to where people live; ii) notion of creating complete communities; iii) ability of PoW to co-exist within all zones; iv) needs/desires/abilities of individual religious groups What is the meaning of "community" as applied in the Report? How does the City's recommended policy meet the needs of the community and its worship groups if such policy restricts the ability of congregations to establish PoW throughout many areas within the City's fabric?
2. Study Purpose	Role of Places of Worship	<ul style="list-style-type: none"> The Places of Worship Review should be assessed as part of the City of Brampton's Official Plan Review. This submission should be considered in conjunction with comments submitted by Gagnon Law Urban Planners Ltd. on behalf of the Harvest Worship Centre on the "draft" new Brampton Official Plan policies as they relate to 79 Bramsteele Road.

<p>5. Key Issues</p>	<p>Key Issues</p> <p>Site Reservation</p> <p>Number, Location and Size</p> <p>Transportation and Parking</p> <p>Auxiliary Uses</p>	<ul style="list-style-type: none"> • Who decided on what the "Four Key Issues" would be? • What criteria were applied, if any? • The notion of "site reservation" does not recognize the financial constraints, nor the physical and spiritual needs of the diverse range of faith groups that comprises the City of Brampton. • The notion of "site reservation" does not recognize the financial constraints, nor the physical and spiritual needs of the diverse range of faith groups that comprises the City of Brampton • Given the varying needs, sizes, aspirations and types of PotW, it can be concluded that there is no "best location" for PotW in general. As such, the appropriateness of the location of a PotW should be assessed on an application by application basis. • Increased parking requirements ignore the fact that most faith groups have the tradition of families worshipping together (including travelling to and from PotW together). • Increased parking also promotes unnecessary driving, which undermines Provincial, Regional and Municipal efforts of promoting carpooling and the use of public transit. • Peak periods of traffic for adjacent uses must be considered in establishing appropriateness and compatibility of PotW (i.e. weekends for PotW versus weekdays for Industrial uses). • Appropriateness of Auxiliary Uses should be assessed on a site specific basis.
<p>6. Recommendations</p>	<p>Policy on Places of Worship – Bullet iii), Page iv)</p> <p>Auxiliary Uses – Bullet iv)</p>	<ul style="list-style-type: none"> • The policies on PotW should include provisions that permit and promote the use/redevelopment of existing residential and non-residential buildings. • Established policy should guide development of PotW, not restrict development of such. • Consideration of Auxiliary and Accessory Uses should be assessed on a site specific basis.

Table 2: Comments of Section 1: Introduction

Section	Issue	Comments/Observations/Questions/Recommendations
1.1 Background	History of Places of Worship Policy within Brampton	<ul style="list-style-type: none"> What is meant by the suggestion that the City of Brampton has historically been a leader in recognizing the importance of Places of Worship? Brampton's PoW Reserve Site initiative has been criticized by Worship Groups due to their inability to establish PoW. In fact this initiative has proven to provide increased hardship to Worship Groups rather than "leading" initiatives towards their well being.
1.2 Study Purpose	Integral Community Asset	<ul style="list-style-type: none"> The Harvest Worship Centre (HWC) and other PoW (essential community services) are important assets to the City and its people?
1.3 Study Trends	Development Trends	<ul style="list-style-type: none"> It is difficult to generalize PoW when institutions such as the HWC exist wherein their congregations are comprised of hundreds of people from numerous physical, ethnic and social backgrounds?

Table 3 – Comments on Section 2: Background

Section/Page	Issue	Comments/Observations/Questions/Recommendations
2.2 Development Trends	Diversity - Bullet i)	<ul style="list-style-type: none"> Policies should be as dynamic and flexible as is the breadth and diversity of the multitude of faith groups which are locally represented. One size does not fit all when it comes to most things, especially not the needs of religious groups.
	Trend in Size of Places of Worship – Bullet ii)	<ul style="list-style-type: none"> We agree that City policy should recognize the needs of PoW and not punish those that are successful and aspire to have their own facilities.
	Traffic/Safety Issues - Bullet iii)	<ul style="list-style-type: none"> Traffic implications, or lack thereof, that may result from the size or location of PoW should be assessed on site specific basis. Unless specifically posted, rights-of-way allow for on-street parking. Why is there a concern about on-street parking given the fact that roads are partially designed for this purpose?
	Use of Facility - Bullet iv)	<ul style="list-style-type: none"> PoW have traditionally done more than just "hands on prayer services", so why should they be regarded any differently today? The impacts of accessory and/or auxiliary functions, which are generally much smaller than regular prayer services, are negligible in comparison to the predominant function of the religious institution?

2.3 Policy & Regulatory Framework	2006 Official Plan Bullet iii)	<ul style="list-style-type: none"> Secondary Plan and Zoning is out of step with the policies dictated within the "new" Official Plan. Institutional uses within the Industrial designation should be deemed "appropriate" based on analysis of site specific applications and requested supporting studies.
	Secondary Plans - Bullet iv)	<ul style="list-style-type: none"> The City's self professed "limited or no direction with respect to Places of Worship" within the current Secondary Plans re-iterates the necessity of PoW applications within Industrial zones to be assessed on site-specific basis.

Table 4 – Comments on Section 3: Key Issues

Section/Page	Issue	Comments/Observations/Questions/Recommendations
3.2 Key Issues	Site Reservation - Bullet i)	<ul style="list-style-type: none"> • It comes as no surprise that the land development industry believes that the current process and policies are appropriately considering PoFW. The system, by and large, results in most religious groups not being able to facilitate their objective of securing land on which to build anything. • Failure of the site reservation system stems from the size and price of the reserved sites. In many cases sites are too expensive on a per acre basis. In other cases, reserved sites are not large enough to handle large and/or growing congregations.
	Number, Location and Size - Bullet ii)	<ul style="list-style-type: none"> • The notion that modern PoFW facilities exclusively serve a "regional" membership fails to recognize the importance and role of local PoFW to exist and serve their local areas. • Given that a percentage of some congregations reside outside of the immediate local community, it is more appropriate in some cases to locate PoFW along major transportation corridors, thereby affording enhanced visibility and accessibility.
	Transportation and Parking - Bullet iii)	<ul style="list-style-type: none"> • Parking restrictions have resulted in roadways becoming wasted resource. Additionally the costs associated with attaining and developing land for the sole purpose of parking, which will be left vacant for the majority of the time, is inefficient and wasteful in terms of financial and built resources.
	Auxiliary Uses -- Bullet iv)	<ul style="list-style-type: none"> • Auxiliary uses should be assessed on a site specific basis according to the required site specific studies.

Table 5 – Comments on Section 4: Site Reservation

Section/Page	Issue	Comments/Observations/Questions/Recommendations
4.2 Context	Land Use Planning – Bullet ii). Pg. 11	<ul style="list-style-type: none"> The proper location and size of PotW facilities should be assessed on site specific basis with regard to supporting studies.
	PotW in Developed Areas	<ul style="list-style-type: none"> There seems to be a lack of attention within the City's Policy Review with respect to PotW sites within existing developed areas.
	Places of Worship Reserve Sites Bullet iii). Pg. 12	<ul style="list-style-type: none"> A more reasonable and practical approach needs to be applied to the regulations governing PotW. The current approach is too rigid and results in many reserve sites which do not suit the needs of specific worship groups (i.e. location, size, affordability etc.)
4.3 Review and Analysis	Developed Areas of the City - Bullet iii)	<ul style="list-style-type: none"> Given the fact that "greenfield" development opportunities are dwindling, City policy should be more flexible when assessing applications for PotW within built areas. The Faith Group Work Group should also have the responsibility of establishing progressive policy regarding the establishment of PotW sites within areas already developed for Residential, Industrial and Commercial areas.
4.4 Recommendations	Available Sites	<ul style="list-style-type: none"> The three (3) year reserve period is far too short for Worship Groups to establish the financial means necessary to purchase a reserved site; if so desired. Recommendations should also include an internet forum on the City of Brampton Website listing all available PotW reserve sites including: location, size, Official Plan and Secondary Plan designations, Zoning and sale price. Given the limited success of the PotW site reservation process, more effort should be focused towards effectively assessing development applications on a site by site basis in both developed and undeveloped sections of the City.

Table 6 – Comments on Section 5: Number, Location and Size

Section/Page	Issue	Comments/Observations/Questions/Recommendations
5.2 Context	Compatibility of Sites	<ul style="list-style-type: none"> On the question of compatibility, in fairness to religious organizations, there are instances where adjacent uses and neighbour behaviour towards PotW sometimes cause problems related to compatibility. In short, compatibility goes both ways. It requires both give and take as well as a willingness to tolerate neighbours and those who are

		<p>“different”.</p> <ul style="list-style-type: none"> • We agree with the City’s direction in the Official Plan that other location factors and programs should warrant the location of PoTW in land use designations other than Residential. • Extra consideration must be given to the valuable and socially critical role PoTW play within the community. They are facilities, which for many individuals and families provide hope, inspiration, community, love, lessons in morality etc. Some of the relatively modest inconveniences associated with PoTW are insignificant when compared to the benefits they provide to the community. • Flexibility in policy as it relates to PoTW is crucial to the social fabric of Bramptonians and their way of life. If this flexibility requires the implementation of separate “soft” criteria for applications within “greenfield” areas then of those for existing developed areas, than it is in the best interests of the study to do so. • The appropriateness of PoTW development applications and their impact on their surrounding areas should be assessed on a site specific basis and established through analysis of the required supporting studies. • It must be noted that in order to achieve an appropriate balance of PoTW throughout the City an acceptable approvals process must be provided which will inhibit their appropriate development and use within all designations. • PoTW applications should be assessed on a site specific basis taking into consideration the impacts of traffic circulation and parking; not their size. • There should be no restrictions on how large or small PoTW can be as long as it can be shown that the required services are provided and that the site and its surrounding area can accommodate the use and its associated impacts.
	<p>Number of Places of Worship – Bullet i)</p> <p>Location, Size and Parking – Bullets ii) & iii)</p>	
5.3 Review and Analysis	<p>Land Use Designations Permitting Places of Worship - Bullet ii)</p> <p>Commercial Areas</p>	<ul style="list-style-type: none"> • The appropriateness of PoTW should not be judged on size alone. A preferred approach would be to assess the merits of an application in the context of reasonable criteria and the application of agreed upon planning principles. • What is the difference between an “Incubator” PoTW versus a “Permanent” PoTW in terms of one being permitted within certain Industrial and Commercial

	<p>designations and one not being permitted within these designations? Presumably the impact is the same. Is it also recommended that "Incubator" PotW be allowed in Residential areas?</p> <ul style="list-style-type: none"> • The appropriateness of proposed PotW within Business Corridors and/or other Commercial designations should be judged on the application of flexible criteria which allow for proposals to be judged on their relative merit.
Industrial Areas	<ul style="list-style-type: none"> • If it has been displayed that a PotW has been successfully integrated within an area and a Minor Variance was the means by which permission was granted, then it stands to reason that the subject PotW is an appropriate land use and as such should be supported on a permanent basis. • The appropriateness of auxiliary uses should be assessed on a site specific basis. • Could you define what is considered to be "located in close proximity to arterial or collector roads"? • The Municipality should be cautious and avoid suggesting that simply because a PotW is located within a Residential area that its land use is acceptable. Depending on the size and design of a PotW, a location within a Residential area may not be desirable. • The recommended Industrial "Incubator" GFA is too small and is highly impractical. The reality is that PotW have a difficult time raising funds to operate much needed programs, let alone set aside funds for the acquisition of sites and the construction of buildings. To restrict the size of Worship Groups within Industrial areas their congregations will not grow and therefore will never be able to donate/raise sufficient capital. • PotW have historically provided communities with social services. These services are funded in part through donations and also through fees associated with auxiliary uses (i.e. daycares and private schools). A prohibition on auxiliary uses serves to further erode the financial ability of PotW to finance sites and buildings. The appropriateness of auxiliary uses should be judged on a site specific basis.
Scale of PotW – Bullet iii)	<ul style="list-style-type: none"> • What objective criterion was applied to establish the difference between classifying "Large Scale" and "Small Scale" PotW? What was the "magic" in this determination? • We recommend against restricting "Large Scale" PotW to locations having frontage on Arterial

		<p>Roads, where they intersect with other Arterial or Major Collector Roads on the basis that such locations within the developed and greenfield areas of Brampton are neither readily available nor affordable.</p> <ul style="list-style-type: none"> • We further recommend against restricting "Small Scale" Po/W to locations fronting onto either an Arterial or Major Collector Road. There may be instances where it is appropriate to locate a "Small Scale" Po/W fronting on Minor Collector or Local Roads. • "Large Scale" Po/W should be allowable within all designations subject to an assessment of individual merit. • We agree with the City's criteria for evaluating Po/W in existing developed areas as outlined in the concluding three bullet points on pages 26 - 27. More specifically the City permits Po/W where it can be determined through applicable studies that a Po/W can be successfully integrate within the surrounding area.
5.4 Recommendations	Recommendation 1	<ul style="list-style-type: none"> • All designations should permit Po/W, subject to meeting a set of reasonable criteria. • "Incubator" Po/W should not be restricted to Commercial Retail and Industrial designations and reciprocally Po/W should not be restricted as an allowable use within all Commercial/Industrial areas. All manner of Po/W should be permitted throughout the City.
	Recommendation 3	<ul style="list-style-type: none"> • Po/W should remain as part of "Community Services". Community Services should be permitted within all designations.
	Recommendation 4	<ul style="list-style-type: none"> • Po/W should not be restricted from Industrial areas. • "Incubator" Po/W should not be limited to 232 square metres. The concept of "Incubator" Po/W should be abandoned.
	Recommendations 5 & 6	<ul style="list-style-type: none"> • The locational requirements for "Small" and "Large" scale Po/W should not be so restrictive as to make it impossibly difficult to develop them within the City.

Table 7 – Comments on Section 6: Transportation

Section/Page	Issue	Comments/Observations/Questions/Recommendations
6.2 Context	On-Street Parking - Bullet i)	<ul style="list-style-type: none"> If on-street parking is allowed in the by-law and no "no parking" signs are posted, then this issue is irrelevant. If parking is permitted, then it should be permitted no matter what the function or result of the overflow; presumably it's all the same.
	Increased Commutership - Bullet iv)	<ul style="list-style-type: none"> The distance congregants travel to their PoFW does not matter. It is the number of vehicle trips anticipated that should be analyzed.
	Alternate Functions - Bullet v)	<ul style="list-style-type: none"> PoFW provide these services to the community because many municipalities do not, or cannot offer them. Alternate functions within PoFW are generally performed during non-peak hours. Since these alternate functions typically have smaller participation levels than usual religious services there should not be an increase to the parking standards. The "doubling up" of functions is not normally a problem.
6.3 Review & Analysis.	Parking Standards - Bullet i)	<ul style="list-style-type: none"> Please identify which of the PoFW listed in Table 6.1 are currently operating versus the ones that are not.
	Worship Area - Pg. 34	<ul style="list-style-type: none"> Parking should be defined by the size of the Worship Area only (everything else is accessory).
	Auxiliary Uses – Bullet ii)	<ul style="list-style-type: none"> Historically, PoFW have been multi-purpose social and institutional facilities.
	Traffic – Bullet vi)	<ul style="list-style-type: none"> PoFW should not be restricted to locating at the intersection of major roads.
6.4 Recommendations	Recommendation 2	<ul style="list-style-type: none"> The City's new suggested parking standard is excessive. This standard neither reflects the financial realities facing PoFW, nor does it recognize how the vast majority of PoFW operate.

Table 8 – Comments on Section 7: Auxiliary Uses

Section/Page	Issue	Comments/Observations/Questions/Recommendations
7.2 Context	Auxiliary Uses – Bullets i) & ii)	<ul style="list-style-type: none"> As long as auxiliary uses maintain their "secondary" function and have been deemed appropriate based on the application of "good planning principles" during their assessment and approval, then they should have no bearing on the overall compatibility of a PoFW.
7.3 Review & Analysis.		<ul style="list-style-type: none"> Historically, PoFW have been multi-purpose social, religious and institutional facilities. Social, religious

		and other educational programs, seminars and events run by PoFW are critical to the community. Although these functions are not, and should not be categorized as "private school" functions, uses that would be considered "private schools" should be permitted based on the results of site specific studies.
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Table 9 – Comments on Section 8: Recommendations

Section/Page	Issue	Comments/Observations/Questions/Recommendations
Section 8.2 – General Conclusions	City of Brampton's Role in Places of Worship	<ul style="list-style-type: none"> What has the City of Brampton done, as a "leader" in facilitating the special needs and desires of religious groups and the general financial constraints that most Worship Groups face?
	Number, Location and Site Size – Bullet ii)	<ul style="list-style-type: none"> Policy direction may be appropriate only if it is flexible as it relates to issues of use, size and location and is not restrictive in nature. We agree that a large variation of PoFW site sizes needs to be established.
	Parking – Bullet iii)	<ul style="list-style-type: none"> If the City's existing parking standard was found to be generally appropriate, why then are changes to the parking standards being advanced?
	Auxiliary Uses – Bullet iv)	<ul style="list-style-type: none"> Historically, PoFW have been multi-purpose social and institutional facilities. Auxiliary uses are secondary and as such should have negligible bearing on surrounding uses.
Section 8.3 – Recommendations Recommendation 5	Recommendation 5	<ul style="list-style-type: none"> PoFW should not be restricted to operating within a limited number of land use designations. PoFW should be permitted within all designations. As for the notion of an "Incubator" PoFW, can this be further defined? If it is even possible to exactly define what an "Incubator" PoFW is, it is only appropriate that they also be permitted where all other PoFW are allowed. Furthermore, it is our recommendation that the concept of "Incubator" PoFW should be abandoned.
	Recommendation 6	<ul style="list-style-type: none"> PoFW should not be deleted from the Brampton Official Plan definition of "Community Services". They are a "Community Service", much the same as the other uses within this designation.
	Recommendation 7	<ul style="list-style-type: none"> "Incubator" PoFW should not be restricted to 232 square metres (2,500 square feet); this area is simply too small. What happens to the PoFW when it swells

		<p>beyond the "arbitrary" size limit? Where are they expected to go then?</p> <ul style="list-style-type: none"> • Uses that may be deemed "sensitive" should be determined by means of the appropriate supporting studies. Some consider PoFW to be sensitive land uses.
	Recommendation 8	<ul style="list-style-type: none"> • "Small" PoFW should not be forced to locate on Major Collector and Arterial Roads with transit service and at the intersection of another public road (Study should support mid-block PoFW).
	Recommendation 9	<ul style="list-style-type: none"> • "Large" PoFW should not be required to be located on the frontage of an Arterial Road with transit service; at an intersection to another public road and in areas where the predominant uses are non-residential or high density. The recommendation suggests that it is Brampton's objective to discourage the establishment of PoFW within the City except for locations where nobody lives or where the greatest concentration of people live.
	Recommendation 11	<ul style="list-style-type: none"> • PoFW should not be restricted to areas within established Secondary Plan areas. This approach is static and implies that PoFW are, in some capacity, an undesirable use and that Secondary Plan Areas, once established do not evolve. The City's approach implies that there is an inherent incompatibility between the PoFW and other uses, which is not necessarily correct.
	Recommendation 14	<ul style="list-style-type: none"> • Recommended parking standards are too demanding and excessive.

Table 10 – Comments on Appendix A: Background & Research

Section/Page	Issue	Comments/Observations/Questions/Recommendations
Section A1 Development Trends	Purpose & Research Data	<ul style="list-style-type: none"> • Census data used for the PoFW Policy Review is from 2001 and as such is outdated. A City growing as quickly as Brampton would benefit from using the latest information available from the 2006 Census information. It is possible that differences in the face, culture and nature of the City of Brampton have occurred since 2001, which may cause the City to reconsider some or all of its recommendations stated within the Policy Review. • It is very alarming that the City's Review is based upon a City initiated survey process in which a

		<p>dismal 16% of the surveys were responded to (23 out of 141 surveys responded). As none of the responded surveys were received from the non-Christian faith groups, how is it possible that the City can claim to represent the interests of all faith groups and Bramptonians by establishing strict policy based on such a lack of representation?</p> <ul style="list-style-type: none"> • Accuracy and/or currency of City's Places of Worship Inventory is concerning as several inaccuracies exist where in some cases worship sites are identified on the inventory but are not actually in operation.
A1.3.2	Religious Attendance	<ul style="list-style-type: none"> • Does the PoTW inventory reflect the attendance projections for each religious sect for the Municipality? Is there a deficiency of PoTW for certain non-traditional faith groups or non-traditional Christian groups?
A1.6	Other Facilities & Services	<ul style="list-style-type: none"> • It should not come as a surprise to the City and its consultant that PoTW are providing services over and above their primary religious function. The use of PoTW as multi-purpose "community services" has been in place for centuries. • Is it wrong for PoTW to open their arms and provide spiritual, financial or social guidance to the community even if they are not full time congregants?
A2.5	Places of Worship Policies in Surrounding Municipalities	<ul style="list-style-type: none"> • City of Mississauga classifies PoTW as a "Community Use". The Town of Oakville classifies PoTW as a "Community Institutional Use".
A3.3	Place of Worship Traffic Characteristics - Pg. A-48)	<ul style="list-style-type: none"> • Generally speaking, based on the information contained within Tables A3.2 & A3.3, in most instances ample parking appears to be provided. If most PoTW provide surplus parking, what is the City's motivation for increasing base parking standard?

The contents of the following table should be read in conjunction with the information package provided to the Advisory Committee at the September 6, 2007 Places of Worship Policy Review Project Advisory Committee Meeting at Brampton City Hall. This information package contained the City's recommended revisions to the PoTW Policy Review.

Table 11 – Comments on September 6, 2007 Places of Worship Advisory Committee Meeting

Section/Page	Issue	Comments/Observations/Questions/Recommendations
Draft Parking Requirements	Definitions – Page 1	<ul style="list-style-type: none"> • Floor area for choirs or musicians should not be included within the definition of Worship Area (perhaps these floor areas should be considered accessory).

	Parking	<ul style="list-style-type: none"> • Recommended standards are still considered excessive and must be further reduced to lessen the burden on these essential community services. • Accessory and auxiliary uses should not be subject to additional parking requirements as long as they remain secondary to Po/W use.
Draft Proposal for Po/W in Employment Areas	Employment Areas – Page 4	<ul style="list-style-type: none"> • We agree with the City's notion that there should be more location options for Po/W within Business Corridors; however we believe this should be the case within all designations. • As stated at the September 6, 2007 meeting, Po/W within Employment Areas will be given an Order to Comply after their second 3 year extension to their Temporary Use By-law. This approach appears to undermine the City's intention of facilitating the development of complete and healthy communities. • The maximum GFA areas proposed for Po/W within Industrial and Business Corridor Areas are too small and do not appropriately assess the limitations and boundaries, financial or otherwise, which religious groups face. • Accessory and auxiliary uses should be permitted in Po/W within Employment areas. Please provide further rationale on why these uses are not to be permitted. • How do you define what is considered "close proximity" when determining the locational criteria for Po/W within these Employment areas? • In regards to existing Po/W that have been established through the approval of a Minor Variance, there should not be any limitations on the proposed floor area of the Po/W if a Rezoning By-law Amendment or Temporary Use By-law is sought following the expiry of any Conditions of Approval in the previous Committee of Adjustment decision.

F1-118



Principals

Michael Gagnon, B.E.S., M.C.I.P., R.P.P.

Lily Law, B.E.S.

Jennifer Bozzo, B.E.S., M.C.I.P., R.P.P.

August 28, 2008

**Our File: P.N.06.1274.00
Worship Study**

**The Corporation of the City of Brampton
Planning, Design and Development Department
2 Wellington Street West
Brampton, Ontario
L6Y 4R2**

City File: C03W01.007

**Via: E-mail & Hand
Delivery**

**Attention: Mr. John Corbett,
Commissioner, Planning and Development Services
-and-
Janice Given,
Manager, Growth Management & Special Policy - Planning and
Development Services
-and-
Kathy Zammit
City Clerk**

**Re: Places of Worship Policy Review Report – January 2008
Public Input – Shri Ji Dham Temple
8027 Upper Churchville Road, City of Brampton**

Dear John, Janice and Kathy:

Gagnon Law Bozzo Urban Planners Ltd. (GLB) represents Suraksha Sharma owner of the property located at 8027 Upper Churchville Road in the City of Brampton. There is an existing modestly sized dwelling located on site. It represents what we believe to be an appropriate adaptive re-use.

The Shri Ji Dham Temple caters to the spiritual needs of a small Hindu congregation. The building suits the needs of this small Faith Group.

GLB's participation on behalf of the Shri Ji Dham Temple includes membership on the Places of Worship Advisory Committee, attendance at Open House Meetings, on-going dialogue with municipal staff, submission of a Formal Official Plan and Zoning By-law Amendment Application and a previous submission related to the 'Draft' Places of Worship Policy Review Discussion Paper - May 2007 (see attached). Our client has requested that we also review the January 2008 version of the City of Brampton's Places of Worship Policy Review.

The following should be read in conjunction with the input filed on August 7, 2007.

General Policy

1. The inventory of existing Places of Worship Sites needs to be verified and kept current in order for it to be considered a useful database. 8027 Upper Churchville Road is not listed as a proposed Place of Worship site in the City's inventory. A Formal Amendment Application was submitted in April 2007.
2. We continue to question the credibility of the base information which yielded the Recommendations for the City's Policy Review. Only 23 of the 141 surveys (16%) delivered to the City's Faith Groups were completed. It is noteworthy that no surveys were collected from any of the City's numerous non-Christian Faith Groups.
3. A "one size fits all" policy approach does not adequately serve the needs of the City's diverse Faith Groups. Policy Recommendations should seek to guide the proper and effective development of Places of Worship, not just restrict their growth and development.
4. It appears that the City's Secondary Plans and Zoning By-law are out of step with the current policies included in the 2006 Brampton Official Plan, especially as they relate to Places of Worship within the Business Corridor, Industrial and Convenience Retail designations. We suggest that the appropriateness of individual Places of Worship be assessed on a site specific basis in the context of a set of logical locational criteria.
5. The new definition of "Worship Area", which essentially defines parking requirements, should not include areas for choirs and other musical purposes. Some Places of Worship may have instruments (organs, band equipment etc.) that occupy large areas. Based on the current definition, Places of Worship are to provide additional parking which is not commensurate with demand.
6. Places of Worship should not be deleted from the "Community Services" definition. Places of Worship are non-profit agencies which contribute the spiritual, mental, socio-economic well-being of the community and general public. It is worth noting that the Study recommends that the name "Place of Worship" replace "Religious Institution" within the Zoning By-law to recognize the "community service" uses that are associated to Places of Worship; somewhat contradictory.
7. General Recommendations within the Policy Review seem to disregard the evolution of Places of Worship and the financial restrictions of smaller Worship Groups. They also fail to adequately address the important role small Places of Worship can play in the adaptive re-use of buildings.

8. How is one to determine when regular assembly in one's household for religious reasons is considered to be a public nuisance and detrimental to the "reasonable enjoyment" of neighbouring residential properties? One would assume that as long as functions are fully contained within the site and/or dwelling and that parking is provided in accordance with City ordinances, that such assembly would not be deemed burdensome on the surrounding community.

Site Reservation

9. It has been acknowledged by many of the stakeholders with an interest in the current Study that the Site Reservation System has its faults. The failure of the Site Reservation System stems in part from the assumption that "one size fits all". In many cases, reserve sites are either too large, too small, located in less desirable locations within the City or in areas that are simply too expensive from a real estate market perspective.
10. Official Plan policy should strive to accommodate Places of Worship within either "Reserve Sites" or "Non-Reserved Sites" provided that specific locational criteria are met.
11. "Reserve Sites" are made available by the current Official Plan policy regime. Faith Groups should not be forced to only consider occupying "Reserve Sites". The objective should be to make sure that the diverse needs of various Faith Groups are appropriately accommodated.

Number, Location and Size

12. Notwithstanding the current trend toward the development of larger Places of Worship, there will continue to be the need for modest facilities that serve smaller, more local and/or specialized congregations. Unfortunately, proposed locational restrictions make it almost impossible for smaller facilities to get established.
13. Additional flexibility must be provided in regard to the range of locations in which Places of Worship are permitted. Some Places of Worship may be best suited within Residential areas, whereas others may be better suited for Employment areas.
14. The City should acknowledge that there are limited and diminished opportunities to develop Places of Worship sites within the developed areas of the City. A general policy framework must also be established that provides more direction for the development of Places of Worship within existing developed areas. A set of development guidelines/criteria should be prepared and applied to Places of Worship sites within Greenfield areas. A separate set of guidelines should be prepared for infill proposals. All applications should be judged on their individual merit.

15. Notionally, Places of Worship should not be expressly prohibited from locating in any designation outlined in the Official Plan. Each individual application, no matter what designation or zoning it is governed by, should be processed and judged on a site specific basis. The merits of the individual application and its potential for integration within the host community should be carefully studied.
16. Smaller Places of Worship should be accepted as both “incubators” and “long term” facilities.
17. Small Scale Places of Worship should not be restricted to sites with frontage on Arterial or Major Collector Roads with regular transit service and at the intersection of another public road. This proposed Policy Recommendation, as well as other recommended policies relating to Small Scale Places of Worship, are overly restrictive. The potential net result will be the elimination of sites which may be suitable, desirable and appropriate for certain Places of Worship.
18. Appropriate traffic capacity and adequate services should be determined through the submission of supporting studies. The appropriateness of each proposal and its associated impact on traffic, transit and other services should be carefully evaluated.
19. The suggested initiative to implement “predetermined” floor area caps for Places of Worship within Employment Areas or any other designation should not be pursued. If the City and its consultant truly believe that a “one size fits all” approach does not effectively meet the needs of Faith Groups then by logical extension why would the Study recommend a “predetermined” floor area cap.

Parking

20. Proposed parking standards are too severe. We recommend that current applicable Zoning By-law standards be maintained. The application of increased parking standards will only serve to increase the financial hardship experienced by many Faith Groups.
21. The proposed parking standards do not adequately consider the religious traditions of the City's non-Christian Faith Groups. Prayer and meditation as practiced by many non-Christian Faith Groups is very spontaneous and lends itself to random “drop in” participation by congregants throughout the course of the day.

Auxiliary Uses

22. The appropriateness of auxiliary uses within Places of Worship should be assessed on an application by application basis.

F1-122

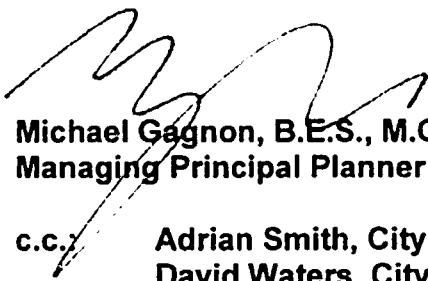
We are grateful for the opportunity to provide additional comment into the City's Places of Worship Policy Review. Please be advised that we may have additional comments in the future.

By way of this letter to the City Clerk, we request notification of the passage of any amendments to the Official Plan and Zoning By-law related to Places of Worship.

We would welcome an opportunity to discuss the above.

Looking forward to hearing from you.

Yours truly,



**Michael Gagnon, B.E.S., M.C.I.P., R.P.P.
Managing Principal Planner**



**Richard Domes, B.A.
Associate Planner**

c.c. **Adrian Smith, City of Brampton
David Waters, City of Brampton
Christina Lo, City of Brampton
Suraksha & Hari Sharma, 8027 Upper Churchville Road, Brampton**

F1-123



Established 1990

Principals

Michael Gagnon, B.Sc., M.C.P., S.C.P.

Lily Law, B.Sc.

Jennifer Bozzo, B.A., M.C.P., R.P.P.

August 7, 2007

The Corporation of the City of Brampton
Planning, Design and Development Department
2 Wellington Street West
Brampton, Ontario
L6Y 4R2

Our File:
P.N.06.1274.00
Worship Study
City File:
C03W01.007

Via: E-mail &
Hand Delivery

Attention: Mr. John Corbett,
Commissioner, Planning and Development Services
-and-
Ohi Izirein,
Planner, Planning and Development Services
-and-
Kathy Zammit
City Clerk

Re: Places of Worship Policy Review Draft Report - May 3, 2007
Public Input – Hari and Suraksha Sharma
City of Brampton

Dear John:

Gagnon Law Bozzo Urban Planners Ltd. (GLB) represents Hari and Suraksha Sharma owners of the property located at 8027 Upper Churchville Road in the City of Brampton. They have a vested interest in establishing a modestly sized Place of Worship as an adaptive re-use for a small portion of their existing residential dwelling. A formal Amendment Application to this effect has been submitted.

The Sharmas have taken an interest in the outcome of the City of Brampton's Places of Worship Policy Review. Their interest goes beyond how the City's Study impacts them today to include how it may impact applications submitted by other religious groups in the future. GLB's participation on behalf of the Sharmas has included membership in the Places of Worship Advisory Committee, discussions with City representatives and, as mentioned above, the filing of formal Amendment Application with the City.

The Sharmas have retained GLB to review the May 3, 2007 'draft' City of Brampton Places of Worship Policy Review.

On behalf of our client, please accept the attached set of comments, observations and recommendations on the 'draft' Places of Worship Policy Review. Please be advised that we may have additional comments in the future.

21 Queen Street East, Suite 500 • Brampton, Ontario, Canada L6W 3P1

Phone: (905) 796-5790 • Fax: (905) 796-5792 • E-mail: gagnon@idirect.com

F1-124

By way of this letter to the City Clerk, we request notification of the passage of any Amendments to the Official Plan and Zoning By-law related to Places of Worship

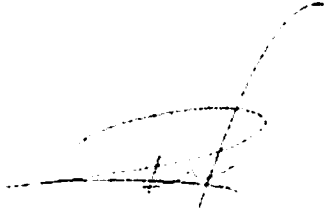
We would welcome an opportunity to discuss the attached set of comments, observations, recommendations and questions.

Thank you in advance for your assistance

Yours truly,

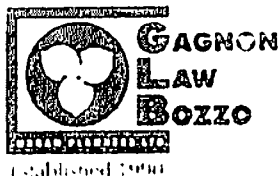


Michael Gagnon, B.E.S., M.C.I.P., R.P.P.
Managing Principal Planner



Richard Domes, B.A.
Associate Planner

c.c.: Adrian Smith, City of Brampton
David Waters, City of Brampton
Janice Given, City of Brampton
Hari & Suraksha Sharma
Rajan Sethi
Jennifer Bozzo, GLB Urban Planners Ltd.



Prepared by:
Michael Gagnon, Esq.
Lily Law, Esq.
Jennifer Bozzo, Esq.

City of Brampton Places of Worship Policy Review

August 7, 2007

The contents of the following tables should be read in conjunction with the "parent" City of Brampton Places of Worship Policy Review – Draft Report May 3, 2007.

Table 1: Comments on Executive Summary

Section/Page	Issue	Comments/Observations/Questions/Recommendations
1. Background	History of Places of Worship Policy within the City	<ul style="list-style-type: none"> What is meant by the suggestion that the City of Brampton has historically been a leader in recognizing the importance of Places of Worship (PoW)?
	"Good Planning Principles"	<ul style="list-style-type: none"> What are the "good planning principles" being referred to for the proper location of PoW?
	Additional underlying issues	<ul style="list-style-type: none"> Additional issues which must be addressed include: <ul style="list-style-type: none"> i) proximity to where people live ii) notion of creating complete communities
	Community Needs	<ul style="list-style-type: none"> What is the meaning of "community" as applied in the Report? By limiting the ability of establishing PoW for smaller religious groups, the perception is that the City may be anti-faith.
2. Study Purpose	Role of Places of Worship	<ul style="list-style-type: none"> The Places of Worship Review should be a part of the City of Brampton's Official Plan Review. This submission should be considered in conjunction with comments on the "draft" new Brampton Official Plan policies as they relate to 8027 Upper Churchville Road and 7631 Creditview Road.
5. Key Issues, Page ii	Key Issues	<ul style="list-style-type: none"> Who decided on what the "Four Key Issues" would be? What criteria were applied, if any?
	Site Reservation	<ul style="list-style-type: none"> The notion of "site reservation" does not recognize the financial constraints, nor the physical and spiritual needs of the diverse range of faith groups that comprises the City of Brampton.

6. Recommendations Bullet iii, Page iv Bullet iv	Number, Location and Size	<ul style="list-style-type: none"> Who do PotW serve if not the residents of the neighbourhoods which make up the City of Brampton?
	Transportation and Parking	<ul style="list-style-type: none"> Increased parking requirements ignore the fact that most faith groups have the tradition of families worshipping together (including travelling to and from PotW together). Increased parking also promotes unnecessary driving, which undermines Provincial, Regional and Municipal efforts of promoting carpooling and the use of public transit.
	Auxiliary Uses	<ul style="list-style-type: none"> Appropriateness of Auxiliary Uses should be assessed on a site specific basis.
	Policy on Places of Worship	<ul style="list-style-type: none"> The policies on PotW should include provisions that permit and promote the use redevelopment of existing residential and non-residential buildings.
	Auxiliary Uses	<ul style="list-style-type: none"> Consideration of Auxiliary and Accessory Uses should be assessed on a site specific basis.

Table 2 – Section 2: Background

Section/Page	Issue	Comments/Observations/Questions/Recommendations
2.2 Development Trends Bullet i	Diversity	<ul style="list-style-type: none"> Policies should be as dynamic and flexible as is the breadth and diversity of the multitude of faith groups which are represented locally. One size does not fit all when it comes to most things, especially not the needs of religious groups.
Bullet iii	Trend in Size of Places of Worship	<ul style="list-style-type: none"> Please provide statistical information to help substantiate and define the size and type of all PotW that are represented in the City, as well as these referenced "trends".
Bullet iv	Traffic/Safety Issues	<ul style="list-style-type: none"> Unless specifically posted, neighbourhood streets allow for on-street parking. Why is there a concern about on-street parking given the fact that roads are partially designed for this purpose?
Bullet iv	Use of Facility	<ul style="list-style-type: none"> PotW have traditionally done more than just "hands on prayer services", so why should they be regarded any differently today?
2.3 Policy & Regulatory Framework Bullet iv and v	Layout	<ul style="list-style-type: none"> Secondary Plan and Zoning is out of step with the financial and social realities facing religious groups. The policies and regulations as manifest today do not encourage the practicing of faith by the more marginalized, less financially endowed religious groups.
Bullet v	As-of-Right Zoning	<ul style="list-style-type: none"> Religious Institutions are a permitted use within RHm1 Zone.

2.4 Consultation Process
Village of Churchville
Bullet ii

- It is inappropriate to single out the Ourmat Mary Charitable Trust Society Proposal in a manner which treats the group any differently than the other religious groups which are, or wish to operate in any part of the City. It is disturbing considering that our clients are actively processing an amendment application, which as of yet has not been presented at a Public Meeting.

Table 3 – Section 3: Key Issues

Section/Page	Issue	Comments/Observations/Questions/Recommendations
3.2 Key Issues Bullet i	Site Reservation	<ul style="list-style-type: none"> • Should read “Residential” plans of subdivision? • It comes as no surprise that the land development industry believes that the current process and policies are appropriately considering PotW. The system, by and large, results in most religious groups not being able to facilitate their objective of securing land on which to build anything. • Failure of the site reservation system stems from the size and price of the reserved sites. In most cases sites are just too large and too pricey for religious groups who are trying to establish themselves.
Bullet ii	Number, Location and Size	<ul style="list-style-type: none"> • The notion that modern PotW facilities serve a “regional” membership fails to recognize the importance and role of local PotW to exist and serve within local neighbourhood areas.
Bullet iii	Transportation and Parking	<ul style="list-style-type: none"> • In this regard it would be worthwhile to define what a “residential neighbourhood” is in the context of the study. • By and large, due to parking restrictions many local roads are a wasted resource in terms of the parking of cars on a short-term basis.
Bullet iv	Auxiliary Uses	<ul style="list-style-type: none"> • Auxiliary uses should be assessed on a site specific basis.

Table 4 – Section 4: Site Reservation

Section/Page	Issue	Comments/Observations/Questions/Recommendations
4.2 Context Bullet ii, Pg. 12	Places of Worship Reserve Sites	<ul style="list-style-type: none"> • What is the basis for the conclusion that the three (3) year reserve period is too short? Are there any criteria that were applied to reach this position?
Bullet iii, Pg. 12		<ul style="list-style-type: none"> • A more reasonable and “practical” approach needs to be applied to the regulations governing PotW. The

<p>4.3 Review and Analysis Bullet ii, Pg. 14</p>	<p>Affordability of Sites</p>	<p>current approach is too rigid and results in many reserve sites which are simply too large for more modest needs of smaller PoFW; which includes: private prayer, meditation and religious spiritual consultation.</p>
<p>4.4 Recommendations</p>	<p>Available Sites</p>	<ul style="list-style-type: none"> On the question of compatibility, in fairness to religious organizations, there are instances where adjacent uses and neighbour behaviour towards PoFW sometimes cause problems related to compatibility. In short, compatibility goes both ways. Recommendations should also include an internet forum on the City of Brampton Website listing all available PoFW reserve sites including: location, size, Official Plan and Secondary Plan designations, Zoning and sale price.

Table 5 – Section 5: Number, Location and Size

Section/Page	Issue	Comments/Observations/Questions/Recommendations
5.2 Context	Effect of Surrounding Uses	<ul style="list-style-type: none"> Extra consideration must be given to the valuable and socially critical role PoFW play within the community. They are facilities, which for many individuals and families provide hope, inspiration, community, love, lessons in morality etc. The inconveniences associated with PoFW are insignificant when compared to the benefits they provide to the community.
Bullet ii	Location	<ul style="list-style-type: none"> The historic "small" scale of older PoFW is still relevant and desirable today for religious groups that are in their preliminary phases of establishment, and/or for more established groups who are seeking smaller congregations.
5.3 Review and Analysis Bullet ii	Land Use Designations Permitting Places of Worship	<ul style="list-style-type: none"> Why should PoFW not be permitted in Upscale Executive Housing areas?
Village Residential	Village Residential Designation	<ul style="list-style-type: none"> Can you explain how a PoFW can compromise the heritage character of a Village or any residential neighbourhood community that has historically had PoFW located therein (even more so if these PoFW were major focal points within the settlement areas)? Please identify wherein the current "existing" and "new" draft Official Plan it states that PoFW are not permitted in "Village Residential" designations. Also direct us to the rationale for this position. Then point out specific examples where modestly sized PoFW (under 5,000 sq. ft.) in the City of Brampton

Industrial	Places of Worship Within Industrial Designations	<ul style="list-style-type: none"> have caused widespread community disruption beyond that which can be tolerated. Please identify where in the "existing" and "proposed" Bram West Secondary Plan it states that PoW are not permitted within Village Residential designations. Afterwards please proceed to provide information of rationalization similar to that outlined in the previous point.
	"Incubator" Places of Worship	<ul style="list-style-type: none"> Most faith groups would prefer to not practice their faith and worship within Industrial Areas; nor should they have too (it should be an option but not mandated). Why should "Incubator" PoW only be permitted within certain Industrial and Commercial designations? The recommended industrial "Incubator" GLA is too small and as such is impractical.
	Scale of Places of Worship	<ul style="list-style-type: none"> The recommendation to locate larger sized PoW within non-residential areas contradicts the existing "reserve site" practice when processing residential plans of subdivision.
5.4 Recommendations Official Plan Recommendation 1	Official Plan Recommendations	<ul style="list-style-type: none"> All "Residential" designations should permit PoW, subject to meeting a set of reasonable criteria.
Recommendation 3	Community Services	<ul style="list-style-type: none"> Incubator PoW should not be restricted to Commercial Retail and Industrial designations.
Recommendation 4	"Incubator" Places of Worship	<ul style="list-style-type: none"> PoW should remain as part of "Community Services". "Incubator" PoW should not be limited to 232 square metres.
Recommendation 5 And 6	Large Scale Places of Worship	<ul style="list-style-type: none"> The requirements for "small" and "large" scale PoW should not be so restrictive.
Recommendation 8	Secondary Plans	<ul style="list-style-type: none"> Development of PoW outside of planned Secondary Plan area should be allowed.
Zoning By-law Recommendations		
Recommendation 2	Cap on regular assembly	<ul style="list-style-type: none"> The 20 persons cap on regular assemblies within residential dwellings is far too restrictive and should be substantially increased. Putting a limit on the

number of guests which attend household gatherings is against the rights of the citizens of Brampton.

Table 6 – Section 6: Transportation

Section/Page	Issue	Comments/Observations/Questions/Recommendations
6.2 Context	Special Events	<ul style="list-style-type: none"> Large groups of families and friends gather to celebrate religious holidays and events (i.e. Thanksgiving, Christmas, Hanukkah, Easter, etc.) within residential dwellings; how does this differ to the same gatherings within PoFW?
Bullet i	On-Street Parking	<ul style="list-style-type: none"> If on-street parking is allowed in the by-law and no “no parking” signs are posted, then this issue is irrelevant. If parking is permitted, then it should be permitted no matter what the function or result of the overflow; presumably it’s all the same.
Bullet iv	Increased Commutership	<ul style="list-style-type: none"> Not all PoFW are intended to be, or are regional facilities.
Bullet v	Alternate Functions	<ul style="list-style-type: none"> PoFW provide these services to the community because many municipalities do not, or cannot offer them. Alternate functions within PoFW are generally performed during non-peak hours. A building’s capacity (under the Building Code), is its capacity and as such there is a very real limit to the number of people who can comfortably “fit” in a building.
6.3 Review & Analysis, Bullet i	Parking Standards	<ul style="list-style-type: none"> Please identify which of the PoFW listed in Table 6.1 are currently operating versus the ones that are not.
Pg. 34	Worship Area	<ul style="list-style-type: none"> Parking should be defined by the size of the Worship Area only (everything else is accessory).
Bullet ii	Parking Standards for Auxiliary Uses	<ul style="list-style-type: none"> Historically, PoFW have been multi-purpose social and institutional facilities.
6.4 Recommendations Recommendation 2	Parking Standard	<ul style="list-style-type: none"> The City’s new suggested parking standard is excessive. This standard does not reflect the financial realities of most of the small PoFW that are struggling to function.

Table 7 -- Section 8: Recommendations

Section/Page	Issue	Comments/Observations/Questions/Recommendations
Section 8.2 General Conclusions	City of Brampton's Role in Places of Worship	<ul style="list-style-type: none"> What has the City of Brampton done, as a "leader" in facilitating the special needs and financial constraints of PoW, to aid in the challenges faced by smaller religious groups?
Section 8.3 Recommendations Recommendation 5	Official Plan	<ul style="list-style-type: none"> PoW should not be restricted to operating within a limited number of land use designations. PoW should be permitted within all Residential and Commercial designations. As for the notion of an "Incubator" PoW, can this be further defined? If it is even possible to exactly define what an "Incubator" PoW is, it is only appropriate that they also be permitted where all other PoW are allowed.
Recommendation 6	Definition of Community Services	<ul style="list-style-type: none"> PoW should not be deleted from the Brampton Official Plan definition of "Community Services". They are a "Community Service", much the same as the other uses within this designation.
Recommendation 7	"Incubator" Places of Worship	<ul style="list-style-type: none"> Incubator PoW should not be restricted to 232 square metres (2,500 square feet); this area is simply too small. What happens to the PoW when it swells beyond the arbitrary size limit? Where are they expected to go then?
Recommendation 8	Location of "small" Places of Worship	<ul style="list-style-type: none"> Small PoW should not have to be located on Major Collector and Arterial Roads with transit service and at the intersection of another public road. This approach is simplistic and while perhaps more appropriate for very large PoW it is not appropriate or desirable for smaller PoW; ultimately it will not serve the people of Brampton.
Recommendation 9	Location of "large" Places of Worship	<ul style="list-style-type: none"> Large PoW should not be required to be located on the frontage of an Arterial Road with transit service; at an intersection to another public road and in areas where the predominant uses are non-residential or high density. The recommendations suggest that it is Brampton's objective to discourage the establishment of PoW within the City.
Recommendation 11	Places of Worship Outside of Established Secondary Plan Areas	<ul style="list-style-type: none"> PoW should not be restricted to areas outside of established Secondary Plan areas. This approach is static and implies that PoW are, in some capacity, an undesirable use and that Secondary Plan Areas, once established do not evolve. The City's approach implies that there is an inherent incompatibility between the PoW and residential uses, which is

completely false.

Recommendation 14	Parking Standards	<ul style="list-style-type: none"> Recommended parking standards are too demanding on non-fixed seating PoW. The excessive standards, if applied to the non-fixed seating congregations, will cause some groups to break the arbitrary standard.
Recommendation 15	Places of Worship Working Group	<ul style="list-style-type: none"> Representatives from the Religious, Commercial and/or Industrial Communities should also be included within the Places of Worship Working Group.

Table 8 – Appendix A: Background & Research

Section/Page	Issue	Comments/Observations/Questions/Recommendations
Section A	Research Data	<ul style="list-style-type: none"> Census data used for the PoW Policy Review is from 2001 and as such is outdated. A City growing as quickly as Brampton would benefit from using the latest information available from the 2006 Census information. It is possible that differences in the face, culture and nature of the City of Brampton have occurred since 2001, which may cause the City to reconsider some or all of its recommendations stated within the Policy Review.
A1.3.2	Religious Attendance	<ul style="list-style-type: none"> Does the PoW inventory reflect the attendance projections for each religious sect for the Municipality? Is there a deficiency of PoW for certain faith groups?
A1.4.2	Worship Group Size	<ul style="list-style-type: none"> Figure 2-8 divides worship groups by increments of 200. This level of increment is too large and doesn't capture "smaller" PoW groups. According to the material presented, 85% of PoW attendees live in Brampton. What is the percentage of Brampton's "smaller" PoW attendees who live in the City?
A1.5.1	The Evolution of Worship Facilities	<ul style="list-style-type: none"> It appears that City policy has ignored its own findings on the first stage of the "Evolution of Worship Facilities". The PoW Policy Report ignores the fact that most PoW begin as meetings within private dwellings.
A1.5.2	Site Facility and Size	<ul style="list-style-type: none"> Please further define the 78% "majority" of respondents for worship area.
A1.5.4	Location of Places of Worship Sites	<ul style="list-style-type: none"> A majority of existing PoW sites are located within Residential and Estate Residential designations. Why is the City recommending a major shift away from historic practices?
A2.5	City of Brampton Zoning By-law	<ul style="list-style-type: none"> "Religious Institutions" are a permitted use within the RHM1 zone.

	Places of Worship Policies in Surrounding Municipalities	
A3.3	Place of Worship Traffic Characteristics	<ul style="list-style-type: none"> • City of Mississauga classifies PoW as a "Community Use". The Town of Oakville classifies PoW as a "Community Institutional Use". • Comment on the future PoW servicing a local community contradicts other statements within the Report that suggest that PoW are not an appropriate local use. (pg A-54)

F1-134



Established 1990

Principals

Michael Gagnon, B.E.S., M.C.I.P., R.P.P.

Lily Law, B.E.S.

Jennifer Bozzo, B.A., M.C.I.P., R.P.P.

August 5, 2008

The Corporation of the City of Brampton
2 Wellington Street West
Brampton, Ontario
L6Y 4R2

Our File:

P.N.98.560.00

Places of Worship

Hand Delivered

Attention: John Corbett, Commissioner of Planning, Design & Development
Adrian Smith, Director of Planning and Land Development Services
Janice Given, Manager of Growth Management & Special Policy
Christina Lo, Policy Planner (OP Review), Planning, Design & Development

Re: City of Brampton, Places of Worship Policy Review

We represent the North West Brampton Landowners Group. Our client group has an interest in some 3,000 acres of land within the northwest quadrant of the City of Brampton. More particularly, they own land within the area bound by Mayfield Road, The Credit River, Winston Churchill Blvd., as well as Mississauga Road, Bovaird Drive, Creditview Road, Wanless Drive and McLaughlin Road.

We have reviewed the most recent Places of Worship Policy Review Report and associated documentation. We would like to take this opportunity to provide you with our comments and observations on the Report.

We wish to register our concern with the notion of eliminating *dual zoning* for Places of Worship sites. We believe that the current policy, while not perfect is adequate.

The current system of *reserving sites*, separate from the issue of *dual zoning*, appears to be flawed. The system's failure is partially attributable to municipal site size and parking requirements, as well as macro-economic factors which impact the price of land within urban settlement areas. The cost of land is a function of *supply and demand*, and the expense associated with servicing and municipal approvals.

The current *dual zoning* policy has historically eliminated uncertainty regarding the use of Place of Worship sites. The existing policy is helpful in so far as it has addressed general land use, site layout, lot size and access issues.

We recommend that the City of Brampton maintain its current practice of *dual zoning* for Places of Worship sites. This approach provides notification for those who own property adjacent to potential Places of Worship sites regarding alternative possible use. The current *dual zoning* practice should be supported by similar policies in the Official Plan and corresponding Secondary Plans.

There are a number of other specific issues of importance which need to be addressed through the Study process.

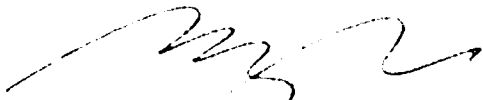
1. The *inventory* of available Places of Worship sites needs to be updated and kept current. In addition, the *inventory* of existing Places of Worship needs to be verified in order for it to be of any value as a data base.
2. As a general target/guideline the current practice of reserving one (1) Place of Worship site for every 10,000 population should be maintained.
3. It has been demonstrated through the Place of Worship Study that a "*one size fits all*" policy approach does not adequately serve the needs of the diverse faith groups located in Brampton. It is evident that some groups have extraordinary requirements which need to be accommodated on an individual, site specific basis.
4. There should be a set of basic uniform policies that establish a framework for accommodating small and modest *neighbourhood based* Places of Worship within "*greenfield developments*". In addition, the policy framework needs to accommodate the needs of larger, active and growing congregations. In the case of larger congregations they may need to be accommodated within "*commercial and industrial areas*".

We respectively request an opportunity to review the emerging policy framework. We suspect that this issue will take considerable time before it is finally resolved. In the meantime, we strongly recommend that current policies continue to apply.

We would like to be notified of all future stakeholder meetings in connection with the Places of Worship Study. We would also like to be copied on all Planning Committee and Council Resolutions regarding the adoption of future policies and by-laws governing Places of Worship.

Thank you for this opportunity to provide input.

Yours truly,



Michael Gagnon, B.E.S., M.C.I.P., R.P.P.
Managing Principal Planner

Cc: North West Brampton Landowners Group
Richard Domes, GLB Planners



BUILDING A GREATER GTA
Building Industry and Land
Development Association

F1-136

July 28, 2008

Mr. Adrian Smith
Director of Planning
Planning, Design & Development Department
City of Brampton
2 Wellington Street West
Brampton, Ontario
L6Y 4R2

RE: City of Brampton, Places of Worship Policy Review

The Building Industry and Land Development Association is in receipt of the *January 2008 Places of Worship Policy Review Report* and corresponding January/February staff reports and presents the following comments for your consideration:

We are extremely concerned that the City is contemplating eliminating dual zoning for Places of Worship sites and the mechanism to develop these sites for an alternate use. The dual zoning policy for Places of Worship sites was adopted by Council several years ago to address uncertainty for possible purchasers and future homeowners in new subdivisions regarding the use of the Place of Worship site three years after plan registration (such as general use, site layout, lot sizes, access, etc.) Any removal of this policy will reintroduce these issues. Providing this information up front by way of warning clauses and a dual zoning by-law provides ample notice as to the future use.

BILD recommends that Brampton continue with the practice of dual zoning as it will inform new residents of the specific alternate use in the event that it is not developed as a place of worship. The dual zoning of institutional uses such as schools and places of worship has been successful in the past at notifying residents of alternative land uses in the event the institutional use does not proceed. The existing approach is effective and should be maintained. Clauses contained in higher level planning documents such as Official Plans and Secondary Plans do not sufficiently inform Brampton residents of the alternate use. Maintaining dual zoning will allow for a simple approval process of the alternate use in the event that a faith group does not acquire the site, as new residents are clearly informed prior to purchase. In addition, dual zoning helps to eliminate the opportunity for the public to seek unrealistic land uses.

In addition, **BILD recommends that the City of Brampton:**

- **continue to reserve sites for a period of three years after the date of plan registration** which will give an appropriate amount of time for a faith group to acquire a site and allows the community to be completed in a timely manner.

20 Upjohn Rd, Suite 100
North York, ON M3B 2V9

Tel: 4163913445
Fax: 4163912118
www.bildgta.ca



BUILDING A GREATER GTA
Building Industry and Land
Development Association

F1-137

- ***continue to inventory the vacant place of worship sites*** (complete with Developer contacts) within the municipality so it can be provided as requested to a faith group seeking a site. Since the initiation of the Place of Worship Policy Review, the City has had a better understanding of the inventory of sites. We encourage the City to keep this information current and readily available.
- ***continue to allocate 1 faith site per 10,000 population.***
- ***recognize that each faith group has different requirements and provide a range of policies depending on the need.*** Regional Places of Worship will need different policies versus a local Place of Worship. Some faith groups are interested in large regional facilities while others function on a smaller community scale. A wider range of policies will allow greater flexibility in the location of possible worship sites.
- ***tax auxiliary uses if they function as a commercial or industrial entity.*** Any auxiliary use beyond the core function as a Place of Worship such as a daycare facility of Banquet Hall should pay the appropriate industrial or commercial tax as they generate a greater need for municipal infrastructure and should pay accordingly.

We trust that you will consider the overall public good, and take our comments in to consideration as you move forward with the Places of Worship Policy Review. BILD appreciates the opportunity to provide feedback, and looks forward to additional discussions on the matter.

Sincerely,

Ted Goddard
Chair, BILD Peel Chapter

cc. Paula Tenuta, BILD
Director, Municipal Government Relations

20 Upjohn Rd, Suite 100
North York, ON M3B 2V9

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Fax: 4163912118
www.bildgta.ca



F1-138

June 23rd, 2008

BY FACSIMILE TRANSMISSION

Mr. Adrian Smith, MCIP, RPP
Director, Planning & Land Development Services
THE CORPORATION OF THE CITY OF BRAMPTON
2 Wellington Street West
Brampton, Ontario
L6Y 4R2

Dear Mr. Smith:

RE: PLACES OF WORSHIP POLICY REVIEW
PUBLIC OPEN HOUSE - JUNE 23RD, 2008

Unfortunately we are unable to attend the Open House scheduled for June 23rd, 2008 regarding the Places of Worship policy review, however, we wanted to provide this letter as our input on the matter.

We concur with the notion that places of worship provide significantly to the cultural and social fabric of the Brampton community. We are aware, however, that church communities come in all shapes and sizes and that "one size does not fit all".

There is no doubt of the need for large, free-standing facilities accommodating hundreds, if not thousands, of members for worship as well as many other special functions and celebrations. At the other end of the scale, however, are the more intimate, personalized assembly groups catering to congregations of 30 or 40 persons. It is this latter type that we are writing to you about today.

These smaller groups cannot afford and do not need larger free-standing accommodations. They also do not need commercial space with expensive frontage and exposure. Their basic requirements are an affordable few thousand square feet in which to hold services and meetings a few times a week. We suggest that multi-unit industrial space continues to be a good fit for these types of assemblies with respect to their operations and parking requirements and given their predominantly evening and weekend operational hours.

F1-139

Mr. Adrian Smith
June 23rd, 2008
Page 2

We have heard that there may be suggested changes with respect to the permission of places of worship in industrial areas. We hope it is not a wholesale movement to delete this opportunity. To remove this permission would, in our view, severely limit the opportunity for many start-up and smaller congregations to maintain a viable operation. As for "incubator" status in these industrial locations, many of these smaller associations will never increase in size enough to move to a more permanent or free-standing facility, nor do they want to. As such, there should be no time limit established on their tenure.

So that small congregations do not predominate in certain industrial complexes, it may be prudent to place a cap on the percentage of gross floor area permitted to be occupied by religious institutions to ensure sufficient parking remains for the principal industrial users. This has been done in many locations throughout the City with respect to restaurants within industrial developments, as an example.

There is a place for small church groups to come together and celebrate their faith in industrial or office facilities, subject to certain controls. We would strongly support that any new City Policy regarding church location recognize this important component of the larger faith community in Brampton.

Yours truly,

RICE DEVELOPMENT COMPANY INC.

A handwritten signature in black ink, appearing to read "Roger Howard", with a stylized, flowing script.

Roger Howard

F1-140

Lo, Christina

From: Smith, Adrian
Sent: 2008/06/27 5:42 PM
To: 'babu mathew'
Cc: Lo, Christina
Subject: RE: Places of Worship Policy

Hi Mathew - we will incorporate a response to all comments received when we report back to Council in the fall. In the mean time, let me assure you the City has no intention of banning people getting together to pray, bbq or party in their homes. Also, a number of your comments highlight the difficulty for faith groups due to the high cost of land. City staff are looking to find solutions within the area of land use policy that the City has control over. However, the value of land is determined on the open market between a willing seller and buyer - that is a fundamental part of the system.

Looking forward to working with the community to find the best possible policy framework.

Regards

Adrian

Adrian J. Smith
 Director, Planning and Land Development Services
 City of Brampton
 2 Wellington Street West
 adrian.smith@brampton.ca
 Tel - 905-874-2052
 Fax - 905-874-2099

-----Original Message-----

From: babu mathew [mailto:babu_]
Sent: 2008/06/25 9:45 PM
To: Smith, Adrian
Cc: babu_
Subject: RE: Places of Worship Policy

Dear Mr. Adrian,

This refers to the City - Places of Worship Policy.

Could you please explain the following doubts I have:

a) We are Bible Based Believers and we believe according to Acts 2:46 breaking bread from house to house is a God devised worship order. If parking and noise are the problem for people like us to gather, why don't city ban barbeque, partying and other type of gathering in residential areas too.

b) Site Reservation Process

Price is a key factor in the acquisition of sites by worship groups; property values are too high for worship groups; Will City take over the proposed property and establish a base price for the land? (Faith Groups have no trust in land developers. So please don't throw faith group to profit motivated land developers.)

2009/01/26

F1-141

When Markem City Council proposed an idea like this years back, they established a price for the land with no service charges, no inflation hike in price and interest).

c) Whose jobs is it to grade, service and grassing the surrounding area of the proposed site?

d) City is not taking into consideration the present economic trend. Church Goers are more worried about Gas Price, lowering house price, layoff, recession etc. Worship groups cannot plan and finance the program as the City believes. What is the solution for that?

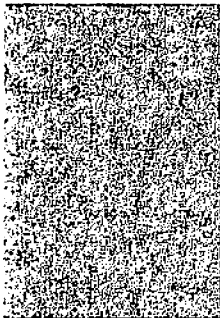
e) Say City passed the by-law and punished Faith Group for the violation of one of the clauses. If Faith Group believe the case as "Persecution" and come after the City, what will you do?

Please respond to my queries.

Thanks you
Sincerely

Mathew Varghese

From: adrian.smith@city.brampton.on.ca
To: babu_
Subject: Places of Worship Policy Review Public Open House
Date: Wed, 11 Jun 2008 13:06:49 -0400



Meeting Notice
Places of Worship Policy Review Public Open
House
June 23, 2008

The City of Brampton is holding a Public Open House to receive input on the Places of Worship Discussion Paper. Details of the Open House are as follows:

Date: Monday, June 23, 2008
Time: 6.00 to 7.00pm (registration and display of exhibits)
7.00 to 9.00pm (presentation followed by question & answer session)
Venue: The Courtyard Marriott Brampton Hotel and Conference

F1-142**Centre**

90 Biscayne Crescent, Brampton
(west of Hwy 410 and south of Steeles Avenue)

RSVP: Tel: 905-874-2050 or email: christina.lo@brampton.ca

Background on the Places of Worship Policy Review

This Open House represents part of the ongoing public consultation that the City is conducting for its Places of Worship Policy Review. The City is reviewing its policies to meet the growing needs and requirements of the City's many faith groups. The City of Brampton recognizes the significant contributions faith groups make as members of the community. Recognizing this vital role, a consultant, Macaulay Shiome Howson Limited, was hired to examine issues that should be considered when preparing policies and regulations that meet both the faith groups' changing needs and the needs of the community-at-large. This work was done in consultation with a multi-faith Advisory Committee.

The Consultant's findings and proposed policy directions are presented in a Discussion Paper released to the public in February 2008. The Discussion Paper addresses a number of planning and land use related issues including site reservation, location, size, auxiliary uses, traffic and parking. The Discussion Paper does not in any way represent the policy of the City at this time. The purpose of the Open House is to receive feedback on the Paper. No decision will be made on the proposed changes at the Open House.

Full Public Consultation

Public consultation plays a vital role in all City of Brampton processes. Information including the Discussion Paper is available on the City website at www.brampton.ca/city_dept/pdd/special-programs/worship.html. If you are unable to attend the Open House, you can provide your input by contacting Adrian Smith at 905-874-2050 or adrian.smith@brampton.ca.

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F1-143

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If you have any questions regarding the City's application of this Act please contact the City's Freedom of Information and Protection of Privacy Co-ordinator at 905-874-2118 or cityclerksoffice@brampton.ca.

F1-144

Lo, Christina

From: Smith, Adrian
Sent: 2008/06/23 11:08 AM
To: Lo, Christina
Subject: FW: Places of Worship Meeting

Pls include in File and add to mailing list.

thanks

Adrian

-----Original Message-----

From: Smith, Adrian
Sent: 2008/06/23 10:11 AM
To: 'JASBINDRA MAHAL'
Subject: RE: Places of Worship Meeting

Thank you very much for your comments Mrs. Mahal. We will certainly take your comments into consideration. You are not too late at all. Staff are currently receiving comments and we expect to report back to City Council in the Fall.

Regards

Adrian

Adrian J. Smith
 Director, Planning and Land Development Services
 City of Brampton
 2 Wellington Street West
 adrian.smith@brampton.ca
 Tel - 905-874-2052
 Fax - 905-874-2099

-----Original Message-----

From: JASBINDRA MAHAL [mailto:jasbindra.mahal@gmail.com]
Sent: 2008/06/23 12:21 AM
To: adrian.smith@brampton.ca
Subject: Places of Worship Meeting
Importance: High

Hello Mr. Smith

I read the notice in the Brampton Guardian about the meeting taking place on Monday June 23, 2008 about the "Places of Worship Policy Review". Unfortunately, I am unable to come. So I thought I would send you my comments. I just finished reviewing the discussion paper on the City of Brampton website.

I have been living in Springdale since 1995. The population has grown quickly and has become very diverse.

I live across from some undeveloped land on the corner of Sandalwood Parkway and Fernforest that is zoned for residential/place of worship. In the last few years developers have tried a few times to change the by-law from place of worship/residential to commercial. But the residents gave their input into why we did not need another commercial plaza in Brampton.

2009/01/26

Page 2 of 3

F1-145

A trailer stands on this property with all of its windows broken and graffiti on its external. There is a sign that shows a beautiful drawing of a Sikh temple yet no building has begun yet.

I am also a Sikh. In my childhood there were not very many Sikh temples. We used to rent recreational facilities to have our weekly prayers. Then members of our community purchased land on the corner of Dixie and Derry Roads which today stands as the Ontario Khalsa Darbar. Please bear with me as there is a reason I am giving you this history.

Every Sunday I attended religious services at the Ontario Khalsa Darbar as a child. And now I attend less frequently. But I am happy that this temple is not in a residential area for a number of reasons:

- the parking (there is never enough parking at the temples)
- the prayers that can be heard outside of the temple (due to the sound system).

Into the present, I see that a number of smaller Sikh temples are in the process of being constructed. As a Sikh I find it difficult when the temples are so close to residential areas because the service is not always on a set day and issues arise. So parking issues may arise daily. The sounds of the prayers can often be heard external to the temple which can be a disturbance to other residents.

The Sikh temple being constructed on the corner of Dixie Road and Peter Robertson has yet to be constructed. Why is a time period not given to complete the structure? How many years can that site maintain unfinished. It is an eyesore to the residents of Brampton.

The undeveloped site across from me (on the corner of Sandalwood Parkway and Fernforest) remains an eyesore to me. I maintain my property but I continue to look at a trailer that is broken, covered in graffiti, grass that does not get cut regularly, people taking their dogs to walks there and not scooping up their mess, and garbage being dumped there on and off.

I pay my property taxes on time. If the temple cannot be built on the corner of Sandalwood Parkway and Fernforest in a reasonable time frame why can't some nice houses be built? **Have you ever thought of giving the land owners a specific time period to construct the land and if it is not constructed it would be rezoned only for residential?**

I know that the population of Brampton has become very diverse. And I can tell you that I love living in Brampton. **However, more than ever we need our religious places to be separate from the residential areas and in religious parks, sort of like industrial parks.**

I have talked to a number of persons in my neighbourhood who are too busy to come to public meetings but we openly discuss the issues. We are a tolerant city but we have our issues. Last summer we had many residential fences and local malls with the words like "Pakki" written on them. We have underlying race issues which are not being addressed.

So for the following reasons I am suggesting that places of worship **not be constructed in residential areas:**

- the practices of one faith may not be feasible for another (for example, some Sikh prayers run very early or very late in the day)
- parking issues (with many cars being parked on residential streets, and being a nuisance to the occupying residents)
- loud prayers at all times of the day
- undeveloped lands are being bought by certain religious sects but only being partially developed (like at Dixie and Peter Robertson Roads) or not being developed at all (like at Sandalwood and

F1-146

Fernforest Roads) - hence causing a eyesore to Brampton's residents.

My suggestion would be to have religious parks, sort of like industrial parks. Industrial parks are a one place shopping place where there are businesses provided for the people. Why not set land apart where places of worship can be constructed. This would work for the following reasons:

- the parking would not be an issue (as it is in residential areas)
- the noise level of prayers would not be an issue
- it could accommodate the different architectural designs of the uniqueness of the different religions, and
- each time new land is released a standard size could be set aside for religious purposes (unlike the present time in which we do not know how much land to set aside).

We as the people of Brampton would be able to showcase the diversity of our faith groups.

I know it has not been done before, to have land designated as a religious park, but let's be innovative and do something different!

I apologize for the lateness of my email but I am a working mother of two and have very little time. But it was very important for me to send you my thoughts.

Thank you listening!

Mrs. Jasbindra Mahal

F1-147

Lo, Christina

From: SURESH CHOKSEY
Sent: 2008/11/23 12:08 AM
To: Lo, Christina
Subject: Policy review of place of worship in Brampton

Hello Ms. Christina, our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

We would strongly recommend that the industrial areas be given blanket allowable use for place of worship with out having to go through the long process of rezoning to help several faith groups to assemble for prayers and live with harmony and peace in the City of Brampton. This would give window to our children to learn about the culture and be a good citizen of Canada rather than learn culture on the road.

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I thank you in advance for your consideration.

Sincerely,

Suresh Choksey

2008/12/01

F1-148

Lo, Christina

From: girish patel [mailto:]
Sent: 2008/11/19 2:25 PM
To: Lo, Christina
Subject: Policy review of place of worship in Brampton

Hi,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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Thank You,

Girish Patel

2008/12/01

F1-149

Lo, Christina

From: vrajesh patel
Sent: 2008/11/20 11:40 PM
To: Lo, Christina
Subject: Policy review for place of worship in Brampton

Dear Christina,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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Your help in this matter is greatly appreciated.

Regards

F1-150

Lo, Christina

From: kashyap thakkar**Sent:** 2008/11/19 8:50 PM**To:** Lo, Christina

Hi,

I am very much happy to send my review for Place of Worship. first of all I would like to say I am Hindu Religious follower and we are experiencing extreme difficulty in locating suitable premises for worship in GTA.

So, My request is that please rezoning some place for our worship and make some easy producer for build a place of worship in Brampton.

Thank you very much for taking time to read my MSG.

Yours faithfully

Kashyap Thakkar

Share files, take polls, and make new friends - all under one roof. [Click here.](#)

F1-151

Lo, Christina

From: tarak patel
Sent: 2008/11/19 8:07 AM
To: Lo, Christina
Subject: Policy Review for place of worship in Brampton

Hi,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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Tarak Patel

2008/12/01

F1-152

Lo, Christina

From: Biren Shah
Sent: 2008/11/17 10:39 PM
To: Lo, Christina
Subject: place of worship in brampton

Hi christina,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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**Thank you,
Biren shah**

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2008/12/01

F1-153**Lo, Christina**

From: patel rasik
Sent: 2008/11/18 4:14 PM
To: Lo, Christina
Subject: Regarding Place of Worship in Industrial Area

Hi

Christina

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

We would strongly recommend that the industrial areas be given blanket allowable use for place of worship with out having to go through the long process of rezoning to help several faith groups to assemble for prayers and live with harmony and peace in the City of Brampton. This would give window to our children to learn about the culture and be a good citizen of Canada rather than learn culture on the road.

Please consider our request to allow Place Of Worship in Industrial area in Brampton city

Regards

Rasik Patel

Add more friends to your messenger and enjoy! Invite them now.

2008/12/01

F1-154

Lo, Christina

From: patel hema
Sent: 2008/11/18 8:06 PM
To: Lo, Christina
Subject: Worship place for Swaminarayan temple

Hi Christina,

Canada is multi cultural country and every body enjoying freedom for their religious, belief.

We believe in Hinduism and same like swaminaryan temple at 427 north.

But, our group face opposite cold wind to find worship place in this beautiful country and state.

We want to have a worship place in Brampton area to cater the need of all Hindus to worship lord and particular new generation, which desperately in need of love, care to cater the need of beautiful society of the future.

Can we please recommend to you please look in the matter about policy about the use of industrial area for worship place.

if you want to go in the detail, please feel free to contact

Thanks,

Dipak Patel

2008/12/01

FI-155

Lo, Christina

From: Pranav Basher
Sent: 2008/11/18 8:29 PM
To: Lo, Christina
Subject: A good appropriate opportunity for culture creation

Dear Christina,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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Thanks

Pranav Basher

Now with a new friend-happy design! Try the new **Yahoo! Canada Messenger**

2008/12/01

F1-156**Lo, Christina**

From: Biren Shah
Sent: 2008/11/17 10:39 PM
To: Lo, Christina
Subject: place of worship in brampton

Hi christina,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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**Thank you,
Biren shah**

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2008/12/01

F1-157**Lo, Christina**

From: Bhupendra Patel
Sent: 2008/11/19 1:53 PM
To: Lo, Christina
Subject: Policy review for place of worship in Brampton

Hi,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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**Yours Sincerely,
Bhupendra Patel**

From Chandigarh to Chennai - find friends all over India. [Click here.](#)

2008/12/01

F1-158

Lo, Christina

From: kalpesh patel
Sent: 2008/11/22 11:51 AM
To: Lo, Christina
Subject: divine activities

Respected Sir.

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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If you have any question please call me on :

Download prohibited? No problem. CHAT from any browser, without download.

2008/12/01

F1-159**Lo, Christina**

From: Jitendra Patel
Sent: 2008/11/18 7:51 PM
To: Lo, Christina
Subject: Policy review of place of worship in Brampton

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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**from
jitendra patel
SWO, CANADA**

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F1-160

Lo, Christina

From: Ghanshyam Patel
Sent: 2008/11/18 10:18 PM
To: Lo, Christina
Subject: worship place

Dear madam,

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

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Thanks,

GHANSHYAM

2008/12/01

FJ-161

Lo, Christina


From: vinod patel
Sent: 2008/11/17 11:07 PM
To: Lo, Christina

Our faith group is experiencing extreme difficulty in locating suitable premises or land which have the allowable use for place of worship. We appreciate that the Planning Department of City of Brampton recognizes that "there are not enough sites available for places of worship for whole lot of faith groups living in Brampton" and a report to review the policy has been commissioned.

We would strongly recommend that the industrial areas be given blanket allowable use for place of worship with out having to go through the long process of rezoning to help several.

Yours Sincerely,

**Vinod Patel
(Member**

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2008/12/01

F1-162

Lo, Christina

From: Dwivedi, Sanjiv
Sent: 2008/11/19 3:17 PM
To: Lo, Christina
Subject: SWO Place of worship in Brampton

Hello,

I am a follower of Swaminarayan World Organization (SWO- Canada). Since, we do not have our faith based group temple (Church) in Brampton city, it is very difficult for us to gather for praying and worship.

Though, we have a much difficulty to find a suitable premises, I am greatly appreciate if Planning Department - City of Brampton could consider the SWO request and allow us to start Temple Church in requested industrial area.

Thanks

SANJIV DWIVEDI

2008/12/01