

# PLACES OF WORSHIP POLICY REVIEW



PREPARED FOR THE  
CITY OF BRAMPTON  
FOR DISCUSSION PURPOSES ONLY

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## *Executive Summary*

### **1. Background**

The City of Brampton has been a leader in recognizing the important role faith groups play in contributing to the quality of life in the community. In particular, the City actively supports the development of Places of Worship in new residential areas through their site reservation process. At the same time, the City through their policies ensures that Places of Worship are located in a manner which serves the residents, while minimizing issues such as traffic and parking.

The significance of Places of Worship to the City is reflected in the regular review and purposeful changes which have occurred in the City's policy approach, including this 2006-2008 Places of Worship Policy Review.

### **2. Study Approach**

The first phase of the Study included background research focused on an examination of development trends; existing policy and regulatory framework; and transportation considerations. Research included a Places of Worship Inventory; Faith Group Survey; and a parking standard assessment. The results are set out in Appendix A to the report.

Based on the background research, a number of key issues were identified for consideration by the City, together with related policy alternatives. These were subject to review in a series of meetings with the Advisory Committee through 2006 and 2007, and at a public open house in September 2006. Based on that input, further research was carried out, including additional review by City staff, and proposed directions related to Places of Worship were developed, for further consideration and review.

### **3. Key Issues**

Based on the background research and consultation process, four key issues were identified with respect to Places of Worship. These are:

- **What role should the City continue to play in site reservation?**

The City Official Plan policies require the establishment of Worship Reserve sites in plans of subdivision, and their retention for acquisition by faith groups for a period of three years after subdivision plan registration.

Concerns have been identified with the process and how successful it is in “delivering” sites for Places of Worship. Related to that issue, is the question of whether the City should continue to be involved in assisting faith groups through the use of site reservation and if so, to what extent.

- **Where should Places of Worship be located?**

Places of Worship are no longer uses which serve a particular residential neighbourhood. Given the size and level of activity generated by most Places of Worship, and the needs of faith groups at the various stages of their development, where are Places of Worship best located? This issue must also take into consideration the fact that faith groups have difficulties finding sites for Places of Worship. Regardless of the position established with respect to the site reservation process, how should this situation be addressed?

- **How should parking for Places of Worship be regulated?**

The need to provide sufficient parking for Places of Worship was recognized as a major transportation issue. Issues around the detailed method of calculating parking, as well as the parking rate, were identified. Faith groups also identified the provision of parking as a major concern because of the costs involved.

- **How should accessory and auxiliary uses be treated?**

Auxiliary uses such as private schools and residential developments on Place of Worship sites have the potential to cause conflicts with adjacent development. Issues include compatibility, traffic and parking. Regulation of such uses was recognized as important, and the need to distinguish these types of uses from accessory uses which are significant elements of Places of Worship (e.g. classrooms for religious instruction, offices, community services) was identified.

#### **4. *Proposed Directions***

To address the identified issues, proposed directions have been developed. These relate to certain key principles:

***i) Principle: Continued recognition of the important role faith groups play in the City***

**Proposed Directions**

- That the City considers establishing a Place of Worship Working group to provide a forum for discussion of a range of mutually beneficial topics related to periodic monitoring of the City's Places of Worship policies including issues such as parking and fire safety.

***ii) Principle: Improved protection for Places of Worship sites in new Secondary/Block Plans***

**Proposed Directions**

- That the City continues to reserve specific sites in new residential areas for Places of Worship for a minimum of 3 years, while making it clear that these are not the only sites where Places of Worship may locate.
- That the ratio of 1 Place of Worship per 10,000 population continue to be used as one factor in determining the minimum number of sites to be designated in the Secondary Plan/Block Plans, but that it be made clear that this is in no way to be considered as a maximum number of Places of Worship for a community. Rather, this is a minimum to be provided by developers for a new community as reserve sites.
- That any alternative use of a reserve site, after the 3 year reserve period, other than a public or institutional use, would require a Zoning By-law amendment which will only be approved subject to specific criteria such as the availability of an alternative site or facility in the immediate vicinity.

iii) ***Principle: The Official Plan policies and Zoning regulations should provide more direction with respect to the development of Places of Worship, including parking***

#### **Proposed General Directions**

- That the Official Plan clearly identify that Places of Worship are permitted in the Residential, Central Area, Regional Retail, Neighbourhood Retail, Convenience Retail, Business Corridor and Industrial designations, in accordance with the specific policies for each land use designation.
- That Places of Worship in Business Corridor, Industrial and Convenience Retail designations would be restricted to uses which perform an “incubator” function, and as such would be limited in size, and permitted on a temporary basis in Industrial designations with the exception of certain Secondary Plans.
- Places of Worship legally established through the Committee of Adjustment in Industrial and Business Corridor designations whose previous time limited approvals have recently expired, may be permitted to operate for a maximum of six years subject to certain conditions.
- That the terminology in the Plan with respect to Places of Worship be clarified, in particular all of the occurrences of the term “church” in the Official Plan should be replaced with the term “place of worship”.
- That general criteria related to access and location be established for small Places of Worship to be defined as establishments 930 sq. m. (10,000 square feet) or less, and large Places of Worship.

- That criteria be added to the Official Plan to allow for the evaluation of the appropriateness of Places of Worship applications for rezoning in existing developed areas, including traffic impact, parking, and compatibility with adjacent lands.
- That notwithstanding their designation, Places of Worship not be permitted on lands outside of approved Secondary Plans and Block Plans without an amendment to the Official Plan.
- That revisions to the City's Zoning By-law be considered to:
  - prohibit the assembly of persons where such assembly impacts the reasonable enjoyment of property by neighbouring property owners; and,
  - explicitly identify Places of Worship as a permitted use within specific existing buildings including not only schools and City facilities, but also theatres, cinemas, halls and other places of assembly, subject to meeting parking requirements.

#### **Proposed Directions regarding Parking**

- That consideration be given to modifying the Official Plan policies for Places of Worship to require that all applications to reduce parking requirements (zone changes, variances) submit a parking study.
- That revisions to the City's Zoning By-law be considered to:
  - clarify the existing parking standard for Places of Worship with respect to measuring worship area capacity;
  - provide in the calculation of parking for situations where there may be an area of assembly on the site, as well as the worship area such that parking would only be calculated on the basis of the larger of the two uses, and,
  - add definitions for "Worship Area" and "Worship Area Capacity" .

*iv) Principle: The policies should provide direction with respect to auxiliary uses.*

#### **Proposed Direction**

- That the City's Official Plan and Zoning By-law be revised to provide a clear definition of Place of Worship and the relationship of accessory (such as kitchen and classrooms for religious instruction) and auxiliary (such as schools and housing) uses with respect to Places of Worship. In addition, the term "Religious Institution in the Zoning By-law should be replaced with "Place of Worship".



# 1. INTRODUCTION

## 1.1 BACKGROUND

The City of Brampton has been a leader in recognizing the importance of Places of Worship to the quality of life in the community. This is most evident in its Worship Reserve site policy requirements, which are unique in the Greater Toronto Area (GTA)

At the same time, the City has recognized that Places of Worship should be located in a manner which reflects good planning principles. Issues which must be addressed through policy and regulation include matters such as location, traffic and parking.

The significance of Places of Worship to the City is also reflected in the regular review and purposeful changes which have occurred in the City's policy approach. The 2006-2008 Places of Worship Policy Review reflects the City's recognition of the need for continuing assessment of the factors which affect the development of religious institutions to ensure that all its policies and regulations provide the most appropriate mechanisms to meet the community's needs.

## 1.2 STUDY PURPOSE

The purpose of the Study as set out in the Terms of Reference was to examine:

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

## 1.3 STUDY APPROACH

The first phase of the Study included background research, detailed in Appendix A, which focused on an examination of:

- i) development trends, including:
  - population trends (ethnicity, language, age);
  - Brampton's religious profile (religious affiliation, religious attendance);
  - faith group profile (characteristics, size, residence location);
  - worship facilities (evolution of facility needs, site and facility size, capacity of facilities, location of places of worship, access to facilities); and,
  - associated facilities and services.

ii) existing policy and regulatory framework:

- Provincial Policy Statement;
- Region of Peel Official Plan;
- Brampton Official Plan;
- Brampton Zoning By-law
- policies in other municipalities;
- OMB decisions; and,
- Assessment Act.

iii) transportation considerations:

- parking;
- traffic;
- locating places of worship; and,
- traffic impact and parking studies.

Research included:

- Places of Worship Inventory;
- Faith Group Survey;
- parking standard assessment;
- consultation with the Advisory Committee;
- consultation and meetings with City staff; and,
- consultation with the public

Based on the background research, a number of key issues were identified for consideration by the City, together with related policy alternatives:

- Site reservation;
- Number, Location and site size;
- Transportation and Parking; and,
- Auxiliary uses.

The issues and policy alternatives were subject to review in a workshop held with the Project Advisory Committee and a public open house. In addition, comments and information were provided by City staff. Based on that input, additional research was carried out, including additional review by City staff, and proposed directions related to Places of Worship were developed, including policy and zoning directions to be further considered through a consultation process with faith groups, the public and development industry.

## 1.4 REPORT FRAMEWORK

The report format is as follows:

- i) Section 2      Background  
This section summarizes the general implications of the background research and consultation process. The detailed background analysis is found in Appendix A to the report, while Appendices B and D summarize the results of the consultation process to date.
  
- ii) Section 3      Key Issues  
Section 3 outlines the key issues identified through the study process.
  
- iii) Sections 4-7      Issue Review  
These sections outline for each of the key issues
  - the context based on the background research and consultation to date;
  - rationale for the proposed direction;
  - proposed direction.
  
- iv) Section 8      Proposed Directions  
Section 8 summarizes the proposed directions related to Places of Worship.

## 2. BACKGROUND

### 2.1 CONTEXT

The first phase of the Study included background research focused on an examination of:

- i) development trends;
- ii) existing policy and regulatory framework; and,
- iii) transportation considerations.

The second phase of the Study involved the development of policy and regulatory options; public consultation with respect to the background research and options; additional research where required, and formulation of proposed directions.

This section summarizes the key implications of the background research. Appendix A provides a detailed discussion of the findings of the original research.

Section 2 also highlights the implications of the input received from the Advisory Committee and at the public open house. Appendix B summarizes the results of the consultation process, while Appendix C summarizes the policy alternatives which were considered as part of the consultation process.

### 2.2 DEVELOPMENT TRENDS

Section A1 of Appendix A includes detailed information on the existing situation and trends for Places of Worship as they relate to Brampton. In the Appendix, there are detailed findings on population and demographic trends, Brampton's religious profile and trends in the evolution of Places of Worship. These provide the basis for the following summary of key findings which have implications for the development of policies with respect to Places of Worship in Brampton:

i) **There are increasing numbers and diversity of Places of Worship**

The City's population is growing rapidly and becoming more ethnically diverse. Development of Places of Worship is directly related to the needs of this growing population. In addition, the trend to ethnic diversity suggests a wider representation of faiths. As a result there will be:

- Increases in the number and type of new Places of Worship; and,
- Existing facilities will expand and/or move.

The diversity of these facilities means that it is extremely difficult to predict what their needs will be with respect to both site and building size, and location, particularly on a City wide basis. There is a trend to larger facilities (over 929 sq. m/10,000 sq. ft worship areas), at the same time the majority of the information about existing development indicates that there are, and will continue to be, many facilities which are smaller than 929 sq. m (10,000 sq. ft.) in size.

Further, even the smaller facilities will not be neighbourhood based, but will draw their members from a wider area. This is a result of a variety of different factors including the diversity and mobility of the population, the number of different faith groups, and the lack of financial and human resources (e.g. declining numbers of clergy). This has implications for the size and type of facilities, and the mode of travel to the facility.

Additionally, many new faith groups are not as formally organized/structured as was the case in past, so communication with and by these groups is more challenging.

ii) **The facility (building) requirements of faith groups vary over time and between faith groups.**

The facility (building) requirements of faith groups vary over time as the individual groups evolve. As a consequence, City policy should recognize the needs of both smaller, newer faith groups requiring temporary facilities, and established groups with their own facilities.

iii) **All Places of Worship have potential land use and traffic implications, particularly parking**

Ideal sites are those which are visible and accessible on major roads. However, regardless of the site location and size, the provision of adequate parking can be a concern. This is accentuated by the difficulty of establishing seating capacity, and the resulting potential for parking shortfalls. The issue is of concern for a number of reasons:

- Land use compatibility and related impacts with neighbours/safety issues  
Compatibility issues with neighbours or unsafe conditions result because “over flow” parking occurs on local streets or parking lots on other properties. This is a particular concern when the parking is illegal (e.g. driveways or fire hydrants are blocked, parking too close to intersections, or parking on both sides of the road, impeding emergency vehicle access);
- Safety of Congregants  
Congregants may have to park a distance away in areas which are not completely safe, or which require them to cross busy roads to reach the Place of Worship.
- Costs of Providing On-Site Parking  
The costs of providing sufficient on-site parking can be onerous for a congregation. In addition, given the fact that the majority of the parking is only required once or twice a week it is not an efficient use of land.

Depending on the size and location of the place of worship, traffic may also be an issue.

Other matters which can sometimes be of concern to neighbours include noise and lighting. However, these issues do not seem to be of the same significance as parking and traffic.

- iv) **Many Places of Worship provide a range of services not only to their members, but also to the rest of the community. They are an important part of the “social safety net”.**

Many Places of Worship provide a range of services and facilities beyond their worship function. These are important and beneficial elements of Places of Worship that serve members, but also the general community. At the same time they may have land use implications. The on-going use of Place of Worship sites beyond their worship function must be considered in the assessment of development proposals related to matters such as parking, traffic, noise and lighting.

### **2.3 POLICY AND REGULATORY FRAMEWORK**

The following is a review of the planning policy and regulatory context for Places of Worship.

- i) Provincial Policy Statement (PPS) and Growth Plan  
The Provincial Policy Statement and the Growth Plan do not provide specific direction with respect to Places of Worship. However, with respect to employment areas, while the PPS and the Growth Plan do not specifically permit institutional uses such as Places of Worship, they do not preclude them either.
- ii) PPS, Growth Plan and Region of Peel Official Plan  
Both the PPS, Growth Plan and the Region of Peel Official Plan encourage intensification, compact form and mixed use development, as well as the creation of healthy communities. This focus has implications for the location and form of development of Places of Worship (e.g. infill development, sites well served by transit).
- iii) City of Brampton Official Plan  
The City’s Official Plan (2006) includes Places of Worship as an institutional and public use as presented in Section 4.8. The Major Institutional Uses designation on Schedule ‘A’ to the Official Plan is intended to include Major Places of Worship, although none is presently shown on the schedule (Section 4.8.1.1).

The preamble to Section 4.8 provides a general description on what institutional and public uses are, but there is no clear definition for an institutional use in the Official Plan. Based on the structure of Section 4.8 which includes a specific section, 4.8.8, for Places of Worship, it has been assumed that Places of Worship are an institutional use in the context of the 2006 Official Plan.

Under the 2006 Official Plan, “Institutional Use” (or “community services” use), including Places of Worship, may be permitted in a number of designations provided such uses are

specifically designated in the appropriate Secondary Plan. These designations include Residential (Section 4.1.1.1), Office (Section 4.2.3.1), and Retail (Section 4.2.8.1) designations. In the Industrial designation, only limited institutional uses may be permitted as practical and appropriate (Section 4.3.2.1) subject to appropriate sub designations and policies in the secondary plan, with the general policy direction being to restrict such uses. The City also encourages institutional uses to locate in the Central Area (Sections 4.2.2.1 and 4.2.2.2) which is the cultural, economic and entertainment heart of the City.

The City's Official Plan indicates that the City "shall encourage the location of Places of Worship sites throughout the City in accordance with identified needs as a means of strengthening the spiritual and social fabric of the community" (Section 4.8.8.). As part of implementing this direction, the policies require the establishment of Worship Reserve sites in plans of subdivision, and their retention for acquisition by faith groups for a period of three years after subdivision plan registration. This approach is unique in the Greater Toronto Area. Other municipalities do recognize that Places of Worship provide a service to the community, but they do not include in their Official Plans any requirement for municipal involvement in the identification and protection of sites for Places of Worship (See Appendix A, Table A2.1 for summary of the policies of comparable municipalities).

iv) Secondary Plans

The Secondary Plans include a variety of approaches to Places of Worship. Many of them provide specific directions related to this use and Table A2.1 in Section A2 of Appendix A provides a summary of these policies. Most of the Plans for residential areas include some direction regarding Places of Worship, in particular, the newer plans include policies which were updated in 2000. The secondary plans for Residential areas identify specific sites for Places of Worship, but such sites also permit residential uses subject to the reservation process. The majority of the Plans for employment areas include limited or no direction with respect to Places of Worship. It should also be noted that there are seven areas for which no secondary plan has been prepared.

v) Zoning

The City's current Zoning By-law permits Places of Worship, as of right, only in certain limited zones (e.g. Commercial One (C1), Service Commercial (SC), Institutional (I1) Zones). As a consequence, in existing developed areas most Places of Worship would require a rezoning as a condition of development.

In new areas, Secondary Plans/Block Plans are required prior to development, and the implementing zoning by-law for individual subdivisions will zone sites for Places of Worship and low density residential uses (dual zoning).

## 2.4 CONSULTATION PROCESS

The consultation process involved input from the following:

i) Advisory Committee

Meetings were held at key points of the study with the Advisory Committee. The Committee included representatives of a range of faith groups, the development industry, and City departments, as well as two members of Council. A range of general issues and concerns were identified through discussions with the Advisory Committee, particularly through a workshop held to consider policy options in August 2006. Appendix B summarizes the results of the workshop. Appendix D summarizes the Committee's input to the draft report.

ii) General Public

A Public Open House was held in September 2006 to provide a forum for input from the public. In addition to the questions and comments at the Open House, a number of written submissions were also received. Appendix B summarizes the results of the Open House. Concerns identified related to traffic, parking, the location of Places of Worship in industrial areas, the perceived need for more sites of Places of Worship and the proposed location of a Place of Worship in Churchville.

iii) City Staff

In addition to participation on the Advisory Committee, City staff provided input on specific technical issues and general issues which arose during the course of the study including the regulation to address assembly in houses in residential zones and the policies with respect to industrial areas. This also included background information related to the economic implications of the reserve policy, input with respect to parking issues, as well as safety and other issues related to the use of residential dwellings as Places of Worship



### 3. KEY ISSUES

#### 3.1 PURPOSE

This section summarizes the key issues identified through the background research and the consultation process outlined in Section 2 and the Appendices. Discussion of each of the issues and proposed policy and regulatory directions are detailed in Sections 4-7.

#### 3.2 KEY ISSUES

Based on the background research and consultation process, key issues were identified with respect to Places of Worship. These are:

**i) Site Reservation**

The City's Official Plan identifies a role for the City with respect to the establishment of Places of Worship. As part of implementing this direction, the Official Plan policies have for many years required the establishment of Worship Reserve sites in residential plans of subdivision. The policies require the retention of the Reserve Sites for acquisition by faith groups for a period of three years after subdivision plan registration. The process of requiring Worship Reserve sites does not restrict the number of Places of Worship sites that may ultimately locate in a community through various means, such as in commercial zones or through site-specific rezoning. Rather the intent is to ensure that the opportunity for the location of at least some Places of Worship is provided for in newly developing residential areas.

However, concerns have been identified with the Reserve Site process and how successful it is in "delivering" sites for Places of Worship, although some landowners generally appear to feel that it is working appropriately<sup>1</sup>. Nevertheless, the concerns have been somewhat substantiated by a review of the "take up" of reserve sites in five secondary plan areas.

There is question, therefore as to the effectiveness of the site reservation process. Related to that issue, is the question of whether the City should continue to be involved in assisting Places of Worship through the use of site reservation and if so, to what extent. In considering this question, it is important to take into account the fact that the faith groups identified a strong need to be made more aware of the availability of sites and the planning of new neighbourhoods.

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<sup>1</sup> Letter from Metrus Developments Inc., September 2006.

**ii) Number, Location and Site Size**

Many Places of Worship no longer just serve a particular residential neighbourhood. Given the size and level of activity generated by most Places of Worship, and the needs of faith groups at the various stages of their development, where are Places of Worship best located? This issue must also take into consideration the fact that faith groups have difficulties finding sites for Places of Worship. Regardless of the position established with respect to the site reservation process, how should this situation be addressed?

**iii) Transportation and Parking**

The need to provide sufficient parking for Places of Worship was recognized as a major transportation issue, particularly for Places of Worship without fixed seats. Issues around the detailed method of calculating parking, as well as the parking rate, were identified. Faith groups also identified the provision of parking as a major concern because of the costs involved. As a result, concerns were expressed with any modifications to the parking standards which would increase the parking requirements.

In addition, to parking, some concern was expressed about traffic generated by Places of Worship

**iv) Auxiliary uses**

The potential for auxiliary uses such as private schools and residential developments on Place of Worship sites to cause conflicts with adjacent development was recognized. Issues include compatibility, traffic and parking. Regulation of such uses was recognized as important, and the need to distinguish these types of uses from accessory uses which are important elements of Places of Worship which can be of great benefit not only to faith group members, but also in many cases to the community at large (e.g. classrooms for religious instruction, offices, meeting facilities) was identified.

<b>3.3 ISSUE REVIEW</b>
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The following sections outline, for each issue:

- i) the context based on the background research and consultation;
- ii) rationale for the proposed directions related to the issue; and,
- iii) the proposed directions

The report concludes by outlining proposed directions related to all the issues.

## 4. SITE RESERVATION

### 4.1 PURPOSE

The City's current Site Reservation policy approach was identified through the study process as a key issue. This section outlines:

- i) the context based on the background research and consultation;
- ii) rationale for proposed directions related to the issue; and,
- iii) the proposed directions.

### 4.2 CONTEXT

The Official Plan policies require the designation of Place of Worship Reserve sites through the Secondary Plan and Block Plan processes. The policy is implemented through the protection of such sites in plans of subdivision, and their retention for acquisition by faith groups for a period of three years after subdivision plan registration (site reservation process).

The City's interest in ensuring that Places of Worship find suitable sites to meet their needs arises from two perspectives:

- i) **Social**  
Places of Worship support the social and spiritual needs of the community. As part of that role, they provide a range of social services, not only to their members, but often for other residents of the community as well.
- ii) **Land Use Planning**  
Places of Worship can potentially create conflicts with surrounding uses, particularly with respect to parking and traffic, if they are not located properly and sufficient parking provided. The increasing size and function of many of these facilities creates an even greater potential for land use conflicts.

It is the former consideration, the role of Places of Worship in strengthening the social fabric of the City, which has led the City to its active role in the reservation of sites by Places of Worship in newly developing residential areas. The City's role in site reservation is almost unique in the Greater Toronto Area.<sup>2</sup> The process of requiring Worship Reserve sites does not restrict the number of Places of Worship sites that may ultimately locate in a community through various means, such as in commercial zones or through site-specific rezoning. Rather the intent is to ensure that the opportunity for the location of at least some Places of Worship is provided for in newly developing residential areas.

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<sup>2</sup>The only other municipality which had a similar approach is the Town of Markham.

It should be noted, however, that following a review of City policy in 1999-2000, the reserve period was reduced from five years, or in the case of Springdale five years or 95% occupancy whichever occurred later, to the current three years. In addition, the Place of Worship/population ratio was changed from 1:5,000 to 1:10,000 for new Secondary Plans. This review also recommended that the City explore the location of Places of Worship in non-residential areas.

Based on the results of the Advisory Committee option review workshop, while faith groups appreciate the City's efforts, the site reservation practice is still perceived by some members of the Committee as not working well in making sites available to faith groups for the following reasons:

- i) The practice of pre-zoning the reserve sites to permit low density residential uses, in addition to Places of Worship, is considered to contribute to the high land costs because the land value reflects the permitted residential uses. The practice is viewed as one factor in making the sites unaffordable for many faith groups. The issue of affordability was a key underlying concern raised throughout the study process by faith group representatives.
- ii) The reserve period (3 years) is felt to be too short to allow faith groups time to acquire the sites. At the same time, the relatively short reserve period is viewed as an incentive for developers to retain the land through the reserve period so that they can develop it for residential purposes. Specific cases have been identified where the landowner has refused to entertain any discussions with faith groups around site purchase because the site was not "available for 3 years" or was being used for sales offices.
- iii) There is difficulty in finding reserve sites of a suitable size and location to meet the requirements of faith groups. The relatively small size of reserve sites does not meet the needs of all groups.

These conclusions are similar to those reached in the 1999-2000 review. However, at that time it was also concluded that a large number of reserve sites meant "there was insufficient demand given prevailing market and cost realities." Given the difficulty of dealing with the affordability issue, the reserve period and Place of Worship/population ratio were reduced. This ensured that there would still be reserve sites, but reduced the numbers, recognizing that there was limited take up.

An analysis prepared by City staff of the "take up" of reserve sites in five secondary plan areas provides some substantiation for the concerns about the limited "take up" of reserve sites (See Table 4.1). As the table demonstrates, more sites have been developed for other uses than have been used for Places of Worship, while a significant number of sites still remain available. This includes communities like Springdale where Places of Worship were provided based on a ratio of 1/5,000 and newer communities where the ratio is 1/10,000. For instance, Fletchers Meadow where Reserve Sites were allocated based on a ratio of 1/10,000 had six Reserve Sites of which four were used for other uses and two remain available. However, the key issue is the affordability of the land, the same issue identified in 1999-2000.

**Table 4.1 Reserve Site status**

Secondary Plan Area	Reserve Sites					
	# of Sites Reserved	# Taken up by Faith Groups	% of Reserve Sites Acquired by Faith groups	Reserved Sites Developed for other Uses	% of Reserved Sites Developed for other Uses	Available Reserve Site (2006)
Springdale (SPA 28)	19*	6	30%	8	42%	5
Bram West (SPA 40)	2	0	0	0	0%	2
Bram East (SPA 41)	6	0	0%	4	66%	2
Fletchers Meadow (SPA 44)	3	0	0%	1	33%	2
Credit Valley (SPA 45)	4	0	0%	1	25%	3

Notes: \* Number based on the reserve ratio of 1:5000 (place of worship to population, rather than the current ratio of 1:10,000).

### 4.3 REVIEW AND ANALYSIS

The results of the background research and the public input, which included the review of a range of alternatives to the current site reservation policy, supported some continued special recognition of the need to protect sites for Places of Worship. At the same time, it was recognized that the site reservation process may not be ideal in making sites known and available to faith groups. Three key considerations play a role in the analysis of this issue:

i) Reservation Period

The current three year reservation period does not appear to protect the reserve sites for sufficient time to allow acquisition by the faith groups. However, the 1999-2000 review indicated that even with a longer reserve period (five years), take up of the reserve sites was not occurring to the extent anticipated. Therefore, the time element (alone) of the reservation process appears not to be the issue. Without other changes, a longer reservation period is not likely to improve the take-up rate.

It should be noted that one option would be for the City to abandon the practice of requiring developers to provide reserve sites and leave the location of Places of Worship entirely to site specific institutional or other appropriate rezoning, as is the case in most other GTA municipalities. However, this option has not been put forward in the proposed direction, despite the limited take-up of reserve sites, because it would eliminate one more option for faith groups to establish sites in already challenging circumstances.

ii) Affordability of sites

Faith groups have indicated that many are unable to purchase reserve sites because of their high cost. This is an ongoing issue which the City has limited ability to control.

The one factor which the City can give consideration to addressing is the dual zoning of the reserve sites. City's Realty Services staff has advised that where more than one use is permitted on a property, and their relative value is different, that the land would take on the value of the "highest and best" use permitted on the site or in the area.<sup>3</sup> On this basis, it could be argued that the value of the land is inflated because the sites are also designated and zoned to permit low density residential uses. The low density residential use increases the value of the land because it, rather than the Place of Worship use, is deemed to be the "highest and best" use of the land. This land use designation/zone is viewed as a factor in making the reserve sites unaffordable for faith groups.

To address the concern about affordability, one suggested approach is to limit the uses in the implementing zoning to a Place of Worship use and other public and institutional uses, and not to permit residential or other alternative uses. The sites would continue to be identified and designated through the Secondary Plan and Block Plan process as Place of Worship Sites, while continuing to permit alternative uses such as low density residential. Therefore, to enable the development of the residential or other alternative uses, other than public or institutional uses, a zoning by-law amendment would be required. In order that such a zoning by-law amendment may be supported, the change would have to conform to specific criteria in the Official Plan including availability of an alternative site and demonstration that the site is not viable for a place of worship. In addition, the three year reserve period would still apply so that an application for an amendment to the zoning by-law could not be submitted before the end of the reserve period.

This approach would reduce the development potential of reserve sites and potentially reduce the value of the land by making it more difficult to develop for another use. However, the relative ease of a zone change may not actually result in reducing land value to any noticeable degree.

To address the potential ease of rezoning, a variation of the above noted approach would be to require both an official plan amendment and zone change to permit the competing, residential uses or alternative uses, other than public or institutional uses. According to the City's Realty Services staff, this should have a more favourable impact on moderating land value. However, an Official Plan amendment in turn creates a much more onerous process for the landowner to undergo. The imposition of such a requirement is difficult to justify given that the principle of permitting low density residential development on Places of Worship sites has been long established, and there are no issues related to compatibility.

It is therefore proposed for consideration, that the City of Brampton Secondary Plan designations for reserve sites continue to permit Places of Worship and low density residential and other alternative uses of Place of Worship sites. However, the policies would

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<sup>3</sup> Source: Ann Pritchard, Acting Manager, Realty Services, City of Brampton, emails 2006/09/06 and 2007/01/10.

not permit such alternative uses without a Zoning By-law amendment. Such a rezoning would be subject to specific criteria including availability of an alternative site and the demonstration that the site is not viable for a place of worship. .

iii) Awareness by Faith Groups

The focus of the City's current Place of Worship Official Plan policies is on the provision of locations for new Places of Worship and consultation with faith groups as part of that process. However, while the Official Plan policies refer to the need for coordination with the relevant religious organizations, there is no specific mechanism for implementing this policy. Further, as the City develops there will be fewer opportunities for "greenfield" development and more faith groups will be looking at sites in already developed areas of the community. A vehicle for the discussion of issues which arise during the review of such applications would assist both the City and the faith groups. In addition, the important role of faith groups in the community, which is acknowledged in the preamble to Section 4.8.8 of the Official Plan, means that there should be an opportunity established for discussions between faith groups and the City related to common issues of concern which is recognized in the policies of the Official Plan.

Further, in discussions with the City's parking and fire enforcement staff on matters related to Places of Worship, it was identified that there are already a number of ongoing discussions and cooperative efforts related particularly to finding parking solutions, which are mutually valuable. These types of discussions would benefit from an expanded forum with representatives of faith groups across the City and which would include education on matters of fire safety.

Therefore, there are mutual benefits to the establishment of a Faith Group working group which would include various City departments and would meet to discuss topics with the aim of ongoing resolution and education which is mutually beneficial to both the City and the faith community. In particular, the objectives of such a group would be to provide:

- a forum for discussion of a range of mutually beneficial topics related to Places of Worship including issues such as parking and fire safety which both City staff and the faith groups feel would be mutually valuable; and,
- a forum for communication between the City and the broader faith group community to monitor the effectiveness of the Places of Worship policies

#### **4.4 PROPOSED DIRECTIONS**

Based on the review and analysis related to the site reservation process, the following proposed directions are suggested for further consideration:

1. That the City continues to designate specific sites in Secondary Plans and Block Plans for Places of Worship, while ensuring that the Official Plan policies make it clear that these are not the only sites in newly developing residential areas where Places of Worship may locate.

2. That a minimum three year reservation period for Places of Worship sites be maintained in new Secondary Plans and Block Plans.
3. That the City of Brampton Secondary Plan designations for Place of Worship reserve sites continue to permit Places of Worship and low density residential and other alternative uses of Place of Worship sites. However, the policies would not permit alternative uses other than public and institutional uses, without a Zoning By-law amendment. Should a Zoning By-law amendment to permit alternate uses be applied for, after the three year reservation period, the following policies would guide the consideration of the application:
  - availability of an alternative site or facility in the immediate vicinity which maintains the minimum number of planned sites for the area including approved sites and existing facilities being used for a Place of Worship;
  - the landowner provides evidence to the satisfaction of the City that the site is not a viable place of worship site; and,
  - the owner provides details which show how the alternative development can be accommodated on the site, including but not limited to the provision for any public roads (in conformity with all City standards and guidelines) required to accommodate the alternate use.
4. That the City consider establishing a Place of Worship Working group comprised of representatives of the range of faith groups; the development community, and City staff from Planning, Fire, Enforcement, and Parking to provide a forum for discussion of a range of mutually beneficial topics related to periodic monitoring of the City's Places of Worship policies and issues such as parking and fire safety.



## 5. NUMBER, LOCATION AND SITE SIZE

### 5.1 PURPOSE

The locations for Places of Worship and the size of their sites were also significant issues identified through the study process. This section outlines:

- i) the context based on the background research and consultation;
- ii) rationale for the proposed directions related to the issue; and,
- iii) the proposed directions.

### 5.2 CONTEXT

The City of Brampton has acknowledged through the Official Plan and its active involvement in planning for Places of Worship, the need for the City to “encourage the location of Places of Worship sites throughout the City in accordance with identified needs as a means of strengthening the spiritual and social fabric of the community” provided that they are “compatible with and complement existing and abutting land uses, be a good fit with residential areas and be designated in areas where they can derive mutual benefits from compatible land uses”(Section 4.8.8.).

Places of Worship are encouraged in residential areas, although “other location factors and programs could warrant their location in other land use designations:” (Section 4.8.8.). Through the study review, some of the members of the faith groups who formed part of the Advisory Committee have continued to express concerns that there are not enough sites or sufficient suitable sites to meet their collective needs. They have asked that some additional flexibility be provided in the range of locations where Places of Worship are permitted. However, it was recognized that with additional flexibility would come the need for criteria against which applications would be evaluated, including different criteria for “greenfield” and existing developed areas.

Balancing the needs of faith groups to expand opportunities to locate in a variety of land uses are the interests of the neighbours who seek to ensure that the Place of Worship does not interfere with the normal enjoyment or use of their property, whether it be residential or commercial/industrial.

#### i) Number of Places of Worship Sites

Currently the City uses, as one factor in determining the number of Reserve Sites in a residential Secondary Plan area, a ratio of 1 Place of Worship for every 10,000 population within that Secondary Plan area. It is important to recognize that the requirement for new Place of Worship sites at a minimum ratio of 1:10, 000 population applies only to new secondary plan areas and nothing prevents additional sites being planned for both in the secondary plan area and elsewhere. The broad locational opportunities for new Places of

Worship which are set out for consideration in this study will provide opportunities for new growth of worship facilities to meet Brampton's growing needs.

The City's records indicate that in March 2007 there were 123 Places of Worship and approximately 140 faith groups in Brampton which is a ratio of 1 Place of Worship per 2,700 population. However, the current ratio reflects development which has occurred over time, not just Places of Worship which have developed in new Secondary Plan/Block Plans. Further, the sites are not distributed evenly through the City. There are some areas such as the Downtown; the residential community bounded by Queen St. E, Torbram Road, Steeles Ave. E and Bramalea Road; and the industrial area bounded by Steeles Ave. E, Highway 407 and Highway 410 which have much higher concentrations than others, in the order of eight to nine Places of Worship. The reverse is also true with some large areas such as the residential community bounded by Castlemore Road, Highway 410, Queen St. E and Kennedy Road and the largely industrial area bounded by Castlemore Road, Airport Road, Queen St. E and Torbram Road which have only one or two Places of Worship. As a result, this City-wide ratio does not provide a basis for determining the number of Places of Worship which should be designated in new Secondary Plan/Block Plans.

The minimum ratio of 1 place of worship per 10,000 population was not identified as an issue through this study, and, therefore, would continue to be used as one factor in determining the number of sites to be designated in the Secondary Plan/Block Plans.

ii) Location

Places of Worship were historically smaller scale uses designed to serve specific residential neighbourhoods. The City's approach to locating Places of Worship, which encourages them in residential areas, reflects this traditional practice.

Today, the diversity of faith groups and the fact that many Places of Worship serve congregants from a wide area, mean that, while Places of Worship are still appropriate in residential areas, the size of many of the places of worship requires that careful consideration be given to their location. For instance, the majority of the faith groups who responded to the Survey conducted as part of the background research (See Appendix A) have floor areas devoted to worship of less than 929 sq. m (10,000 sq. ft.), however there were a number which had larger worship areas including one of 4,180 sq. m. (45,000 sq. ft.). There was also an indication in the Survey that the numbers of congregants attending services can vary significantly, as many respondents identified provision for considerable overflow seating.

Faith groups need sites for Places of Worship which allow them to meet the needs of their members both socially and spiritually, as well as, in many cases, the needs of other members of the community. However, the type of site and facility can vary significantly in terms of location and size. These variations reflect the wide variety in the way the various faith groups operate, and their different stages of development. For instance, the development of Places of Worship generally follows four stages each of which requires its own special site and facility:

- meeting in the homes of individual members;

- use of rented or other temporary facilities, perhaps commercial or industrial space, or shared space with another faith group;
- construction of a place of worship; and,
- expansion of the place of worship, or creation of a new faith group with its own facility.

As a result of this evolution experienced by some faith groups, there is a broad range of location requirements based on their stage of growth. Affordability is a determinant in the decisions around location even with well established groups. Not only is the primary cost of the building of concern, but there is also a cost concern with providing sufficient parking and other site amenities, adding significantly to the cost of a development and creating a barrier to the development of Places of Worship.

The needs of faith groups must also be balanced with the needs of the adjacent land uses. Conflicts can arise where inadequate parking is provided, and from traffic, noise and light, particularly in a residential area. This can occur at all stages of the development of Places of Worship. For instance on January 10, 2007, City Council heard from several delegations concerning the impacts created by the alleged use of a residential dwelling on Fenton Way as a Place of Worship.<sup>4</sup>

It is important to explore alternative policy approaches to the location of Places of Worship to determine in what areas of the City Places of Worship should be encouraged to locate and under what conditions. The policy must balance the needs of surrounding uses, while taking into account the fact that faith groups have difficulties finding sites.

While each Place of Worship operates in a different manner, the key issue in terms of impacts on adjacent land uses relates to parking, and traffic. If insufficient parking is provided or the use is located inappropriately, these impacts can be significant regardless of the size of the worship area. However, based on general experience, the Study's traffic consultant has indicated that particular concern should be given to the location of Places of Worship with a worship area of more than 929 sq. m (10,000 sq. ft.). Such large scale Places of Worship are more likely to generate parking and traffic which would impact on adjacent low density residential development.

iii) Site Size

Another impediment to the acquisition of the reserve sites which was identified by faith groups was the size of the reserve sites. The current standard used by the City of 0.6 to 1.2 hectares is often not large enough for many faith groups. For a variety of reasons, faith groups which are at the stage of constructing a Place of Worship require sites which can accommodate not only the worship area, but other accessory uses, as well as parking areas. As a result, consideration should be given to establishing the current City standard of 0.6 to 1.2 hectares as a minimum size, while making it clear that a variety of site sizes and locations should be established. In particular, consideration should be given to providing for the option of the establishment of two abutting blocks which could be used for one or two Places of Worship.

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<sup>4</sup> Minutes of Committee of Council Meeting, January 10, 2007, Parking Restrictions on Fenton Way.

### 5.3 REVIEW AND ANALYSIS

A policy approach which permits the location of Places of Worship in most land use designations, including employment areas, was the general consensus of the consultation process. However, it was also recognized that they are not appropriate in all land use designations and where they are, specific criteria and zoning regulations need to be established with respect to the site, location and building size. In that regard, the following directions are proposed for consideration:

i) Meeting in Houses

Research confirms that the initial step in the formation of many faith groups is meetings in private residences, often starting as a collection of friends and family. On a limited basis, involving a small number of people, this tends not to create any impacts in the neighbourhood, not unlike other private gatherings of friends and family. However, once the number of people reaches a point that it becomes difficult to provide parking on site or in the neighbourhood, it can lead to traffic and parking impacts such as congestion, blocked driveways and general issues with higher traffic volumes than local streets are designed to accommodate. This is the nature of the matters raised by residents on Fenton Way at the Committee of Council meeting of January 10, 2007.<sup>5</sup>

During the Places of Worship Advisory Committee meetings, the opportunity to allow new faith groups to meet initially in a private residence was suggested as an option for small groups. While there may be merit in accommodating very small private gatherings for worship as a means of facilitating the faith needs of the community, it is essential to ensure that they do not evolve into a size of assembly that negatively impacts stable, residential neighbourhoods due to traffic and parking issues or creates safety issues. The City's Fire Department staff has expressed concerns that private dwellings are not equipped with adequate fire safety measures (e.g. suitable (code-compliant) construction materials, sprinklers, alarms) for large gatherings which take place on a regular basis which exceed the occupancy load. Further, the location of many such assemblies in private dwellings and in various locations throughout the City are unknown, creating life safety issues not only due to the building construction and capacity, but also because of the difficulty in accessing the building with emergency vehicles should a fire occur, where access may be impeded by the parking of congregant's vehicles on narrow, local streets.

Accordingly, the proposed direction is that a new general regulation be added to the Zoning By-law to prohibit the use of a dwelling for regular assembly if it interferes with the enjoyment of the surrounding residential properties. The intent of the proposed wording is not to interfere with social and special events which may occur from time to time. Following consultation with various City staff, the following suggested wording is proposed for consideration:

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<sup>5</sup> Minutes of Committee of Council Meeting, January 10, 2007, Parking Restrictions on Fenton Way.

A dwelling unit shall not be used for the regular assembly of persons to the effect that it constitutes a public nuisance or generates parking, traffic, noise or activities that interfere with the reasonable enjoyment of properties in the area for residential purposes.

Further, it is proposed that the current definition of “religious institution” in the Zoning By-law be deleted and replaced with a new definition, and that the term “place of worship” be substituted, to be consistent with the Official Plan<sup>6</sup>. The intent of this proposed change is to more clearly recognize the accessory uses which are found associated with Places of Worship.

- Current Definition

“Religious Institution shall mean a building or place, or portion of a building or place wherein people assemble for religious worship.”

- Proposed Revised Definition:

“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.”

ii) Shared Use Sites:

During the study, the Advisory Committee explored various alternative locations for Places of Worship including the use of existing buildings such as schools and City facilities. Campus arrangements were also considered.

Meeting in existing buildings such as schools and community centers offers an alternative for faith groups who do not have the capital investment required for a Place of Worship. A number of faith groups have made arrangements for the use of these types of facilities. However, while this type of arrangement may provide an option for some groups, others may consider it to be unsatisfactory because it does not provide a sense of permanency for the faith group compared with leasing, for example, a unit in the industrial area.

City staff has advised that where a Place of Worship is permitted in the Zoning By-law, there is nothing that prohibits facilities such as schools and community centres from being used by faith groups.

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<sup>6</sup> Note: This definition is also proposed to include details with respect to accessory uses as per the recommendation of Section 7 of this report.

The Advisory Committee also discussed the merits of a Campus arrangement for Places of Worship because of the benefits of sharing parking and other amenities. This option was explored in detail at the direction of Council during the 2000 Policy Review. On the basis of a staff analysis of the Place of Worship Campuses in Mississauga and other GTA locations, in a report dated November 20, 2000, it was concluded that there are inherent benefits and disadvantages to campus arrangements for faith groups including:

- a) Advantages:
  - reduction of cost for land purchase and development ;
  - shared use of on site amenities such as parking; and,
  - sharing of operation costs including landscaping and snow removal;
- b) Disadvantages:
  - difficulties of finding the right mix of faith groups to make the benefit of sharing the cost of developing the campus worthwhile; and,
  - administrative and design issues related to programming of events and activities to avoid conflicts.

Some of the members of the Advisory Committee did not support campus arrangement as they argued that a campus would lead to the isolation of Places of Worship from the communities they serve. Nonetheless, the campus arrangement is an option that should continue to be available to faith groups in the City. However, the development of a Place of Worship campus would need to be initiated by a landowner or faith groups who have expressed a special interest in a campus location.

iii) Land Use Designations Permitting Places of Worship

The significant variation in building and site size, service area, parking requirements and other parameters related to Places of Worship makes it difficult to develop a “one size fits all” policy approach.

It is proposed that the Official Plan would continue to encourage the location of Places of Worship in residential areas, with some restrictions, but, would also permit the use in a number of commercial designations. In addition, provision would be made for very small, Places of Worship in certain industrial areas subject to specific regulations. As with all uses, they are also subject to being permitted in the individual Secondary Plans.

- **Residential**

The policies will continue to encourage Places of Worship to locate in the Residential designation, although as is currently the case there would be an exception for Upscale Executive Housing areas. In addition, specific criteria will be provided for the location of Places of Worship to ensure that any impacts (e.g. parking, traffic) are minimized.

- **Village Residential**

A specific written submission was received with respect to the need to be sensitive to development within the Churchville Heritage District. Concerns were also raised at the public open house. Issues identified included that the proposal would compromise the heritage character of the community, traffic and parking.

The Village of Churchville falls within the “Village Residential” designation in the 2006 Council adopted Brampton Official Plan. The Village also remains as the only heritage conservation district in Brampton, originally established in 1990.

In 2007, the City completed the Churchville Planning and Heritage Study recommending a number of policy changes to the Heritage Conservation District Plan, Official Plan and zoning provisions to reflect updates to the Ontario Heritage Act and recent development proposals. Part of the review involved examining the uses permitted in the Village Residential designation in the Bram West Secondary Plan. The uses in the Village Residential designation were expanded to include home workshops/offices and public uses. However, places of worship were not recommended to be included as a permitted use in the Village. These types of uses would generally have a broader catchment area that would present issues with traffic generation and parking space requirements, which would be inconsistent with the character of the Village.

Finally, this study direction includes the redefining of the term “Community Services” to exclude Places of Worship. The intent of this change is to assist in clarifying in Official Plan policies, where Places of Worship are permitted. In no way is it intended to prohibit the programs of social benefit that operate in Places of Worship for the general benefit of the community. This redefinition would also result in clarifying that Places of Worship are not permitted on lands designated Village Residential.

- **Commercial**

The policies will encourage Places of Worship in the Central Area, and Regional Retail and Neighbourhood Retail designations. However, specific criteria will be provided for the location of Places of Worship to ensure that any impacts are minimized. In addition, area specific policies may provide for exceptions. In particular, to ensure that Places of Worship in Convenience Retail areas are appropriate for the location, the proposed direction would include that any Place of Worship be restricted in size so that it would provide only an “incubator” function for new faith groups (e.g. total floor area not to exceed 465 sq. metres (5,000 sq. ft) per lot). For a full description of the incubator regulations see the industrial commentary below.

- **Industrial**

A review of the existing locations of Places of Worship shows that approximately 24% of the sites in 2007 are located within the City’s industrial area-most in small rental units in industrial complexes. This is symptomatic of the need for Places of Worship to find

affordable premises as they become established. Some Places of Worship may evolve from small family meetings in residential dwellings to needing a larger meeting space where the site can provide the required parking. These industrial units are less expensive than securing and building their own building. Most often, these types of premises are rented, but some have been established in industrial condominium units that are purchased by the faith group.

Because Places of Worship are not permitted in industrial zones, City staff has advised that the City's Committee of Adjustment has received many applications for permission under Section 45 of the Planning Act to allow a change of use to permit the place of worship. The Committee has approved many applications on a temporary basis only, with a variation on the time period. This approach does not provide the faith group with the certainty they require to continue their operation and these Committee decisions have been made in the absence of comprehensive policies which look at the implications of establishing the use in industrial areas. These temporary approvals have created ongoing administrative demands on staff to monitor the sites and address recurring applications to extend the time period. This is one of the reasons this study was initiated, to determine if Places of Worship should be permitted in industrial areas.

In many industrial areas, City staff have advised that Places of Worship have created traffic and parking problems. This is particularly seen to be an issue on weekdays during the normal business hours of adjacent businesses. According to both the City's enforcement and traffic staff, a number of calls from nearby business owners are received due to Place of Worship patrons parking in parking spaces dedicated to adjacent businesses. Further, the interference with truck traffic movements by parking in non-parking areas has been a problem in some areas. Traffic and parking problems may be further compounded by those Places of Worship with accessory uses such as day care.

Uses such as day cares and private schools, which may be part of the Place of Worship use, also create a more significant land use compatibility problem. City Economic Development staff<sup>7</sup> have identified concerns with this, particularly where the Place of Worship is near heavier industrial uses. Uses such as residential, day care, schools, Places of Worship and outdoor recreation are considered "sensitive uses" under guidelines (D-6) developed by the Ministry of Environment, entitled Compatibility Between Industrial uses and Sensitive Land Uses. The sensitivity relates to the outdoor activities associated with these uses and the potential impact of air borne industrial contaminants on human health. The guidelines recommend minimum separation distances and other mitigation measures. However, the type of mitigation cannot be easily predicted as it depends on the nature of the industrial uses and the relationship to the sensitive use, as well as the form of the development. The guidelines provide for a reduction in the minimum distance where studies satisfactorily demonstrate the mitigation of impact, and in cases of redevelopment, infill and mixed use development. As a result, there is a need to curtail the type of activity associated with Places of Worship to ensure land use compatibility and minimize impacts on the economic viability of the industrial area.

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<sup>7</sup>J. Baines, Manager, Economic Development, Memorandum, December 19, 2006.



Both the Provincial Policy Statement and Provincial Growth Plan contain policies aimed at ensuring the provision of sufficient land to provide for a range of employment uses to accommodate the employment forecasts in the Growth Plan. They do not provide clear direction with respect to institutional uses. The location of non-employment uses such as places of worship in employment areas can limit their potential to achieve these forecasts and this is a factor which should be taken into consideration with respect to the location of places of worship in industrial areas.

Within the context of these issues, it is apparent that careful consideration must be given to the extent to which Places of Worship are permitted in industrial areas. There is a need to balance the requirement for providing industrial land for traditional industrial uses without any significant constraints on their standard business operations and to comply with Provincial policy, with the recognition that new faith groups may require “incubator” areas where they can locate without the need to develop their own building. To do so requires detailed regulation around location, unit size, and type of uses permitted along with the primary worship use.

To achieve this objective, careful consideration has been given by City staff as to whether Places of Worship should be permitted in industrial areas and it has been concluded that there is merit in permitting Places of Worship to a limited degree in industrial areas, for the benefit of the faith groups, provided:

- the locations and uses are limited to those that have the least detrimental impact on the business functions;
- facilities are limited in size; and,
- some facilities are permitted for a temporary period only

Relative to location, those areas least likely to impact the viability of the true industrial operations are those mixed commercial/industrial areas along the Arterial Roads. This translates to the Business Corridor designation in the Official Plan, and those secondary plan designations which permit such a mixture. Even in these locations, it is important to limit the size of the Place of Worship. Originally, the City’s Economic Development staff suggested a maximum unit size in the order of 230 square metres (2500 square feet), given the average unit size in the industrial plazas in transition. However, many of the Place of Worship Advisory Committee members expressed concern that this size was not viable as the worship area could not accommodate the number of congregants required to save money to afford to grow into a freestanding facility.

As described above, it is also necessary to limit the range of accessory uses in these facilities in Industrial areas so as to further reduce potential conflicts as identified through the sensitive land use guidelines of the Ministry of Environment relative to the nearby industrial operations. Accordingly it is recommended that those accessory uses which would be deemed to be “sensitive” be prohibited as uses accessory to Places of Worship in industrial areas. This would include such uses as day care. Although private schools are also not allowed (by virtue of their not being accessory to a place of

worship), the policy will reinforce this. Further, the use of outdoor space intended for the gathering of people associated with the place of worship would not be permitted.

It was determined that the proposed Official Plan policy direction should provide opportunities for larger Places of Worship in limited industrial areas, and smaller facilities, on a temporary basis in other industrial areas. Accordingly, the following is proposed for consideration:

- (i) That small “incubator” Places of Worship be permitted by a temporary use By-law on lands designated as Industrial to provide opportunities for start-up Places of Worship on a temporary basis, subject to final approval of a temporary use by-law including the following regulations:
  - gross floor area not to exceed 275 square meters on any lot;
  - not permitting day care facilities as an accessory use;
  - not permitting outdoor activity area; and,
  - location within 500 metres of a residential development
- (ii) That Places of Worship with a total gross area not to exceed 465 square meters per lot be permitted on lands designated as Convenience Retail and Business Corridor and within certain Industrial areas where Secondary Plan designations which permit a mix of commercial and lighter industrial uses .

There are a number of existing places of worship in Industrial and Business Corridor designations which have been legally established through the Committee of Adjustment as permitted uses on a temporary basis. It is proposed that the Official Plan direct that where such approvals have recently expired, that the uses may be permitted to continue to operate at the existing location for a period of three years (with a potential for extension for another three years), provided that there have been no detrimental conflicts with adjacent land uses and provided that if the parking requirement cannot be met, no known parking problems exist. This is intended only to accommodate the transition to permitted locations for those existing uses in locations that would not permit them to remain over the long term.

The proposed policy direction related to Place of Worship uses in Industrial areas is intended to ensure that a clear policy framework is established for a proponent applying to amend the Zoning By-law. The proposed Official Plan policy is also intended to assist the Committee of Adjustment in making decisions on matters pertaining to minor variances relative to the regulations for Places of Worship in industrial areas.

- **Major Institutional**

The Major Institutional Uses designation on Schedule ‘A’ to the Official Plan (2006) is intended to include only major institutional uses, including Major Places of Worship. The designation does not currently include any Places of Worship. However, the designation should continue to be reserved for large facilities, given trends identified in

the background research to the creation of larger Places of Worship in other jurisdictions, particularly the United States.

iv) Scale of Places of Worship

The size of Places of Worship is a significant determinant of compatibility relative to traffic generation and general compatibility with adjacent uses.

In all land use designations, it is proposed that the development of Places of Worship would be subject to specific locational criteria depending on their size as measured by floor space. The Official Plan would differentiate between large and small scale places of worship. The differentiation is based on input from the traffic consultant which indicates that particular attention should be given to the location of Places of Worship with a worship area of more than 930 sq. m (10,000 sq. ft.). Such large scale Places of Worship are more likely to generate parking and traffic which would impact on adjacent low density residential development.

Therefore, large scale Places of Worship are proposed to be defined as those with worship areas of over 930 sq. m. (10,000 sq. ft) of net floor area. The proposed locational criteria for such large scale facilities suggest a location on sites:

- with 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;
- in areas where the predominant uses are higher density residential development or sites which are adjacent to other institutional uses or non-residential development,

Proposed locational criteria for small scale Places of Worship, with worship areas of 930 sq. m. (10,000 sq. ft) or less of net floor area suggest locations on sites:

- with 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.

In addition to the criteria above, the following are proposed as a guide in evaluating applications for Places of Worship in existing developed areas in designations which permit such uses subject to a zoning by-law amendment:

- where issues related to traffic have been identified, it can be demonstrated through the submission of technical studies in accordance with terms of reference approved by the City, that impacts on adjacent existing or planned uses related to traffic can be mitigated to the satisfaction of the City;

- where the proponent demonstrates that they can provide the parking on-site required by the City's parking standard for places of worship, unless it is demonstrated through the submission of a parking study, in accordance with terms of reference approved by the City, that through a reduced parking standard that sufficient parking can be provided for the proposed use; and,
- where it has been demonstrated, to the satisfaction of the City, in existing developed areas, through the submission of a conceptual plan that the proposed development can be integrated with the surrounding existing or planned development with respect to building orientation, site layout, design of parking areas and landscaping and is in conformity with the Urban Design policies of the Official Plan and the City's Development Design Guidelines, and, where applicable the policies of any Heritage District Conservation Plan.

v) Lands Without Secondary Plans

Currently there are seven areas without secondary plans in the City:

- SPA #48 Sandringham-Wellington North
- SPA #50 Vales of Humber
- SPA #47 Highway 427 Industrial
- SPA #26 Toronto Gore Rural Estate
- SPA #51 Mount Pleasant
- SPA #52 Mount Pleasant West
- SPA #53 Huttonville North.

Within these areas there are six existing Places of Worship, of which four are located in the Northwest Brampton Urban Development Area which includes SPAs 51, 52 and 53. However, applications for additional Places of Worship can be anticipated, given the fact that unserviced lands are more affordable than lands on full municipal services within approved Secondary Plans.

City Planning staff have identified significant concerns with the establishment of Places of Worship on lands without Secondary Plans. Issues identified include the lack of adequate municipal services and the compromising impact on proper future land use and transportation planning for the secondary planning area. Experience in other communities, substantiate these concerns. For instance in North Oakville, the location of Places of Worship in an undeveloped area in advance of the development of a Secondary Plan prejudiced the establishment of future land use with substantial Places of Worship and auxiliary uses locating on lands ultimately proposed for employment uses. Further, major institutional uses were permitted on private services which proved inadequate, and in a location which did not easily permit extension of municipal services.

The City's Official Plan (Section 5.4.12 2006 Plan) includes a policy that requires secondary plans prior to the approval of development applications which are deemed to be premature.

*Secondary Plan(s) shall be adopted for the applicable secondary plan areas shown on Schedule “G” prior to the approval and/or release of development applications which are determined to be premature or which may prejudice or negatively impact future development within the respective secondary plan areas. “*

The proposed Official Plan policy direction would not permit the establishment of new Places of Worship prior to the approval of Secondary Plans/Block Plans. It is not appropriate to permit these uses without municipal services, given the size and intensity of many of the developments. Further, it limits the opportunity to properly design the mix of land uses in the community, establish the most appropriate road patterns and identify the most suitable location within the secondary plans for a Place of Worship relative to adjacent uses and traffic impacts. While the proposed Official Plan policy direction would not specifically permit their establishment ahead of the Secondary Plan, it is suggested that the Amendment would include the types of matters that would need to be addressed in supporting material if an Official Plan Amendment were submitted, including proximity to existing development, located at the intersection of major roads, able to be easily serviced and ability to clearly demonstrate that it would not have a negative impact on the future planning of the neighbourhood.

#### **5.4 PROPOSED DIRECTIONS**

That the following key amendments to the City of Brampton Official Plan be considered:

1. That the potential for amending Section 4.8.8 Places of Worship to clarify the designations in which Places of Worship are permitted be considered. These are Residential Central Area, Regional Retail, Neighbourhood Retail, Convenience Retail, Business Corridor and Industrial designations, in accordance with the specific policies which would be added to each land use designation. In particular, Places of Worship in Business Corridor, certain Industrial areas where Secondary Plan designations permit a mix of commercial and lighter industrial uses, and Convenience Retail designations would be restricted to uses which perform an “incubator” function, and as such would be very limited in size. This would also apply in the Industrial designation, but in addition such uses would only be permitted on a temporary basis subject to approval of a temporary use by-law. In addition, existing Places of Worship legally established through the Committee of Adjustment in Industrial and Business Corridor designations whose previous time limited approvals have recently expired, may be permitted to operate for a maximum of six years subject to certain conditions.
2. That the ratio of 1 Place of Worship per 10,000 population continue to be used as one factor in determining the number of sites to be designated in the Secondary Plan/Block Plans, but that it be made clear that this is in no way to be considered as a maximum number of Places of Worship for a community. Rather, this is a minimum to be provided by developers for a new community as reserve sites.
3. That the terminology in the Plan with respect to Places of Worship be clarified, in particular all of the occurrences of the term “church” in the Official Plan should be replaced with the term “place of worship”.

4. That small Places of Worship be defined as establishments 930 sq. m. (10,000 square feet) or less; and that the criteria for the location of small Places of Worship include locations with frontage on a Major Collector or Arterial Road with regular transit service, and at an intersection with another public road; and, easily accessible by pedestrians and cyclists
5. That large Places of Worship be defined as establishments greater than 930 sq. m. (10,000 square feet); and that the criteria for the location of large Places of Worship include locations with frontage on an Arterial Road with regular transit service; at an intersection with another Arterial or Major Collector road; in areas where the predominant uses are higher density residential development or which are adjacent to other institutional uses or non-residential development; and, easily accessible by pedestrians and cyclists.
6. That criteria be added to Section 4.8.8 of the Official Plan to allow for the evaluation of the appropriateness of Places of Worship applications for rezoning, including traffic impact where traffic is considered an issue, ability to provide required parking, and compatibility with adjacent lands.
7. That notwithstanding their designation, Places of Worship not be permitted on lands outside of approved Secondary Plans and Block Plans without an amendment to the Official Plan.

That consideration be given to revising the City's Zoning By-law as follows:

1. The replacement of the term "Religious Institution" in the Zoning By-law with the term "Place of Worship" and the definition be revised to clarify its intent and the relationship of accessory uses and auxiliary uses with respect to Places of Worship, including recognition of community service uses as accessory uses.
2. The addition of a general regulation for residential zones which will prohibit the assembly of persons where such assembly impacts the enjoyment of property by neighbouring property owners.
3. To explicitly identify Places of Worship as a permitted use within specific existing buildings including not only schools and City facilities, but also theatres, cinemas, halls and other places of assembly, subject to meeting parking requirements.

## 6. TRANSPORTATION

### 6.1 PURPOSE

Transportation, more specifically traffic and parking, considerations have been identified as a key concern with Places of Worship in terms of their impact on the adjacent areas. This section outlines the context followed by a discussion on the issues related to traffic and parking, the rationale for the proposed directions related to the issue; and proposed directions for resolving the issues.

### 6.2 CONTEXT

Based on information from the background research and our understanding of current trends, Places of Worship are increasingly serving people outside of the neighbourhood where they are live. The amount of traffic is increased as people drive to these Places of Worship, and often, on-site parking is insufficient, especially when special events are held at these locations. The provision of adequate parking is often difficult to determine based on seating capacity when there is no fixed seating for some of the faith groups. The following issues have been identified:

- i) Insufficient parking for some Places of Worship results in conflict with neighbours and creates unsafe conditions in the neighbourhood. When on-site parking is insufficient, the amount of parking on local streets, as well as unauthorized parking on other properties in the surrounding area, tend to increase. Issues such as blocked driveways, parking too close to fire hydrants or intersections, parking on both sides of the road, thereby creating problems for emergency vehicular access on narrow streets, have all been identified.
- ii) The safety of congregants is compromised by insufficient on site parking when they have to cross busy roads to reach the Places of Worship.
- iii) The costs of providing sufficient on-site parking can be onerous for the faith group and the parking rarely is sufficient to meet peak demands for special services. Alternate arrangements such as sharing parking with adjacent uses may not always be available or viable options.
- iv) Increasing traffic volumes around places of worship as congregants travel greater distances to their faith group.
- v) Many Places of Worship are now performing a variety of social and community functions which have intensified land use and the resultant increase in traffic and need for additional parking. Identifying what constitute these additional uses and determining the appropriate parking ratio continue to be a challenge.
- vi) The City's current parking standard does not define worship capacity or define a seat.

### 6.3 REVIEW AND ANALYSIS

Issues related to transportation and parking were considered by the Project Advisory Committee, in particular during their Workshop held in August 14, 2006. These issues were also discussed at the Public Open House held on September 14, 2006, as well as a meeting on September 6, 2007. Although there was recognition of the concerns caused by parking, those members of the public attending the public information session and those faith groups on the Advisory Committee did not identify significant concerns with the existing parking standard.

However, City staff expressed the concern that the existing standard is not clear and should be revised generally in accordance with the recommendations of the background analysis. The need for revisions to the parking requirement was supported by the City's enforcement and traffic staff, as well as the City's Fire Department.

In addition to the actual parking standard, there was a recognition by faith groups and the transportation consultant for the study, that there should be some consideration given to other options for providing parking. Suggestions included recognition of the potential for shared parking with other uses and on-street parking, as well as modifications to the parking standard based on the results of a parking study for a specific proposal.

The following outlines the rationale and revisions to the parking standard proposed for consideration, as well as parking alternatives and general traffic considerations.

i) Parking Standard for Places of Worship

The City's current parking requirement for "religious institution" is:

*1 parking space per 4 seats or where no seat is provided, 8.4 square metres of worship area or portion thereof.*

The iTrans study and transportation analysis undertaken as part of this review (See Appendix A, Section A3) examined parking requirements both for Places of Worship and accessory and auxiliary uses and discussed the seating considerations of Places of Worship from a traffic perspective, as well as the type of criteria required as a basis for conducting a traffic impact and parking study.

The study indicated that the lack of definition for "worship area", and the ambiguity related to how a seat is defined, contribute to situations where there may be insufficient on site parking in newer Places of Worship that do not generally have fixed seats. As a result, iTrans recommend the need to focus more on the provision of parking for 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 projection of the required parking spaces.



To reflect this direction, iTrans initially recommended that the parking standards be revised as follows:

*1 parking space based on the greater of: 1 space per 4 persons capacity of the worship area or 1 space per 8.4 square metres of worship area or portion thereof provided that person capacity shall be calculated based on the following:*

- *One fixed seat per person, plus*
- *0.5 m bench space per person, plus*
- *0.75 m<sup>2</sup> net floor area per person in non-fixed seating areas.*

The iTrans study also recommended that the term “worship area” be defined in the Zoning By-law to ensure that there is no ambiguity in the assessment of specific applications, unlike the current situation

Worship area was initially proposed to be defined by iTrans as:

*Worship Area means the aggregate of those areas (whether above or below established grade) measured between the walls of the sanctuary, hall or meeting room(s) which a religious group, organization or denomination utilizes for the observance of its religious services, including any balcony or area which can be opened on a temporary basis to such a sanctuary, hall or meeting room(s) by the removal or opening of any walls or partitions and any choir or musicians' area, but excluding any areas intended solely for the use of the worship group leader such as altar or pulpit areas.<sup>8</sup>*

The faith groups on the Advisory Committee were concerned that a change in the parking requirement would make it more difficult to provide the required parking. To address this concern, based on input from the Advisory Committee and City staff, iTrans has proposed that the parking requirement be modified 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. one fixed seat in the worship area per person;
  - ii. 0.5 metres of bench width per person;
  - iii. 1.0 square metres net worship floor area per person of non-seating or non-fixed seating areas,”

Given the range of non-worship activities that Places of Worship are used for, City staff also believes that there is a need to ensure that a revised parking requirement is not based solely on the size of the worship area, while also ensuring that the requirement „does not “double count” capacity. Where the Place of Worship is also used as a community hall/banquet hall, such a facility could accommodate more people than the actual worship area. To address this, it is suggested that the amount of parking should be based on the floor area devoted to the use which accommodates the most people at any one time. This approach assumes that

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<sup>8</sup> Note: This differs somewhat from that recommended in Section 6.4 based on input from City staff.

it is unlikely that both the worship area and the place of assembly would be in use simultaneously. This would result in a parking standard for Places of Worship 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. one fixed seat in the worship area per person;
- ii. 0.5 metres of bench width in the worship area per person;
- iii. 1.0 square metres 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 square metres of assembly area (not including the worship area) shall apply if such requirement exceeds the requirement in a) above.”

In addition, iTrans is also proposing some revisions to the definition of “Worship Area” and the addition of a definition of the term “Worship Area Capacity” to assist in the interpretation of the Zoning By-law as follows:

“**WORSHIP AREA** shall the net floor areas, whether above or below established grade, within the walls of a 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.”

ii) Parking Standards for Places of Worship with Auxiliary Uses

Many Places of Worship are no longer just a “premises used by a charitable religious group(s) for the practice of religious rite.” Cultural, educational, recreational, social and similar purposes are also being undertaken at many Places of Worship. In contrast to accessory space, which is incidental to the general use of Places of Worship, auxiliary uses for Places of Worship may include facilities such as banquet/dining hall facilities, or private schools which generate significant parking requirements. Auxiliary uses may also be identified by the potential for “profit-making” and capability of generating traffic independent of the Place of Worship.

It proposed that consideration should be given to clarifying that the required parking will have to take into account the parking requirements for both the Place of Worship and any

other auxiliary uses on the site (e.g. academic schools, residential uses). There may be an opportunity for shared parking, but the extent to which this is permitted would depend on the nature of the auxiliary use and would generally have to be supported by the submission of a parking study.

Further, in instances where a proposed auxiliary use is not defined in the Zoning By-law, iTrans suggests that it be considered as a “Place of Assembly”. The parking requirement for assembly halls, as noted in By-law 200-82, is:

*1 parking space for each 8 square metres of gross commercial floor area or portion thereof.*

iii) Total Parking Requirements

Based on the parking standards for Places of Worship and auxiliary uses, it is proposed that consideration be given to total parking requirements for Places of Worship which would be the sum of:

- Parking requirements for the worship use and accessory space as defined previously in this section;
- Parking requirements auxiliary uses to be based on the City’s current standards for those individual uses; and
- Residential parking requirements for accessory residential uses.

The recommended parking standards have the following advantages:

- All types of “seating” arrangements for Places of Worship are considered, and,
- Parking for auxiliary and residential uses will be appropriate for those uses.

However, it is recognized that each Place of Worship is unique. Therefore, the policies for Places of Worship should recognize the potential for the establishment of reduced parking requirements to reflect specific circumstances, including shared parking arrangements where a significant auxiliary use is located on the site. A parking study would be required as a basis for the reduced requirements. The parking study should address the following:

- Capacity of the Place of Worship;
- Any formal agreements to share parking with nearby uses; and,
- Usage of the Place of Worship, including accessory and auxiliary space.

iv) Official Plan Policy

Parking issues related to Places of Worship are one of the major concerns with such uses, and, if not properly dealt with, can have significant impacts on adjacent uses. In particular, City staff has identified concerns where variances have been granted by the Committee of Adjustment with respect to parking. In the examples identified by staff, the lack of sufficient parking in industrial areas has resulted in situations where truck traffic has been blocked, and in both residential and industrial areas, the movement of emergency vehicles has been impeded. Modifications to the City’s Zoning By-law will assist in ensuring that adequate

parking is available. However, it is proposed that consideration be given to modifications to the Official Plan policies which would also highlight the importance of the provision of adequate parking for Places of Worship. This policy framework should make it clear that any variance to the parking standards should be made only after detailed review of the potential impacts.

v) Shared and Alternative Parking:

In view of the financial difficulties experienced by faith groups in the provision of on site parking, various alternative parking arrangements were reviewed. The intent of such alternative parking arrangements would be to meet parking demands and relieve congestion, especially during special occasions. These alternative parking arrangements included shared parking and pre-arranged parking with adjacent uses such as commercial, recreational or institutional uses (e.g. schools). Although, alternative parking arrangement may provide needed relief, in City staff's view, it is difficult to regulate and administer the parking requirement to ensure the minimum parking requirements of both uses are met, and that both uses do not require the parking at the same time. Further, it is difficult to ensure that such arrangements are permanently established. Most property owners are reluctant to enter into agreements registered on title which ensures that parking is available to the Place of Worship in perpetuity. As a result, alternative or shared parking arrangements should generally not be considered as meeting required parking, but should be explored primarily for accommodating overflow or non-required parking.

There is value in faith groups continuing to seek private arrangements with adjacent property owners for parking above and beyond the on-site parking requirement. It can have a significant impact on the parking congestion, particularly for infrequent, large attendance occasions. To help facilitate this, it is proposed that, wherever possible, Places of Worship, particularly larger Places of Worship, be located adjacent to other institutional or commercial uses where the opportunity for informal shared parking arrangements may be available.

vi) Traffic

Most Places of Worship no longer function primarily as a community focused spiritual centre for the immediate neighbourhood. In addition, they offer a variety of programs over and above their traditional (worship) function and these programs do not all occur on one particular day of the week. As a result, the intensity of use, which attracts people citywide and beyond to these destinations, can create traffic problems for surrounding residential development. To mitigate the potential for traffic impacts,, it is proposed that Places of Worship generally be located at the intersection of major roads, including major collector roads and arterial roads.

The analysis of trip generation rates by iTrans study indicate that great care should be taken in applying trip generation values to individual Places of Worship because different types of religious institutions have varying transportation demands and those demands may vary over time. This should be taken into account by City staff when traffic studies are required.

## 6.4 PROPOSED DIRECTIONS

Based on the review and analysis related to the parking and traffic issues, the following proposed directions are suggested for further consideration:

1. That consideration be given to modifying the Official Plan policies for Places of Worship to require that all applications to reduce parking requirements (zone changes, variances) submit a parking study.
2. That a revision to the City's Zoning By-law be considered, as follows:
  - a) That the parking standard for Place of Worship be deleted and replaced with the following:
    - “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. one fixed seat in the worship area per person;
      - ii. 0.5 metres of bench width in the worship area per person;
      - iii. 1.0 square metres 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 square metres of assembly area ( not including the worship area) shall apply if such requirement exceeds the requirement a) above.”
  - b) That definition for “Worship Area” and “Worship Area Capacity” be added as follows:

“**WORSHIP AREA** shall the net floor areas, whether above or below established grade, within the walls of a 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.”

## 7. AUXILIARY USES

### 7.1 PURPOSE

Auxiliary uses developed on Place of Worship sites may result in a number of issues. This section outlines:

- i) the context based on the background research and consultation;
- ii) rationale for the proposed directions related to the issue; and,
- iii) the draft proposed direction.

### 7.2 CONTEXT

Auxiliary uses such as private schools, community centres, supportive housing and banquet halls are becoming more common in association with Places of Worship. These uses do not normally form a part of a Place of Worship use and are in addition to accessory uses such as offices, meeting rooms, kitchens and classrooms for religious instruction. The trend to add auxiliary uses is increasing in response to government cutbacks, and to meet the special social, educational, recreational and cultural needs of congregants. There are also indications in the literature that such uses become more common and significant as the size of a Place of Worship increases.

The inclusion of auxiliary uses, whether as an addition to an existing Place of Worship site or as part of the development of a new use, can change the potential impacts of the proposed development. In particular:

- i) Conflicts between employment uses and sensitive land uses  
Where Places of Worship are permitted in employment areas, auxiliary uses which are “sensitive” land uses such as residential development and schools may create conflicts with the surrounding employment uses.
- ii) Additional potential for impacts on adjacent uses  
Most Places of Worship have peak activity once a week. However, uses such as schools and banquet facilities will result in on-going activity at the site and the implications for surrounding development with respect to increased parking, traffic, noise, and light impacts will have to be factored into the evaluation of any proposed development.

### 7.3 REVIEW AND ANALYSIS

Through the consultation process, there was a recognition of the potential impacts of auxiliary uses, compared with the normal activity of Places of Worship. At the same time, concerns were expressed that the additional evaluation required for proposed auxiliary uses, not preclude normal accessory uses. To ensure this, there was recognition of the need to clearly define the term “accessory” as it pertains to Places of Worship, including programs which meet community social needs. Such an approach will clarify that accessory uses such as classrooms for religious instruction and offices, would be permitted “as of right” and deemed to be a normal part of the Place of Worship use. Auxiliary uses, such as private schools and residential development, would not be permitted without a zoning by-law amendment, and possibly an Official Plan amendment depending on the land use designation. Such an amendment would be based on a review of the planning merits of the proposed use. Regard would be given in this evaluation of proposed auxiliary uses to the potential for reducing parking requirements as a result of the shared use of the site. Auxiliary uses which include a residential or a school or other similar use which could cause conflicts with employment uses would not be permitted on the site of a Place of Worship in an employment area.

To address these issues, consideration should be given to modifications to the Official Plan to add clear statements defining Places of Worship and auxiliary uses such as the following:

- Places of Worship shall be used primarily for the practice of religious rites, and include accessory uses which are subordinate and incidental to the practice of religious rites. Examples of accessory uses include, but are not limited to, classrooms for religious instruction, programs for community social benefit, assembly areas related to worship, kitchens a residence for the faith group leader, and offices in support of the worship use.”
- “Auxiliary uses associated with a Place of Worship are uses which, unlike accessory uses, are not an integral part of all Places of Worship, but may be planned to function together on the same site.

Auxiliary uses associated with a Place of Worship are generally only appropriate on sites permitting large Places of Worship and must be permitted in the zoning by-law or necessitate a zoning by-law amendment. Consideration will be given to reducing the parking requirements as a result of the shared use of the site subject to the submission of appropriate parking studies.

Examples of auxiliary uses include, but are not limited to cemeteries, schools which offer an academic program in addition to religious instruction, seniors/retirement housing, 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.”

## 7.4 PROPOSED DIRECTIONS

That revisions to the City's Official Plan and Zoning By-law be proposed to better define "Place of Worship" to clearly indicate those uses which are deemed to be accessory uses with respect to Places of Worship, and those uses which are auxiliary uses.



## **8. PROPOSED DIRECTIONS**

### **8.1 PURPOSE**

Based on the results of the review and analysis of Places of Worship, proposed directions related to Places of Worship were developed, including policy and zoning directions. These are summarized below.

### **8.2 GENERAL DIRECTIONS**

The City of Brampton has been a leader in recognizing the importance of Places of Worship to the quality of life of the community. However, issues have been identified with the current policy approach as follows:

i) Site Reservation

The Worship Reserve site process has been a key part of the City's approach to Places of Worship. However, its effectiveness at making available affordable sites in new residential areas which meet the needs of the faith groups appears to be limited. Specific concerns relate to the relatively short reserve period (three years) and the "dual zoning" of the sites for residential uses which appears to affect the affordability of the properties for Places of Worship. Faith groups also requested more opportunities for input early in the development of Secondary Plans and Block Plans to ensure that reserve sites better meet their needs.

ii) Number, Location and Site Size

The increasing diversity of Places of Worship, and the size of many of the uses, requires that careful consideration be given to their location to ensure that impacts on adjacent uses are minimized. At the same time, the difficulties faith groups have in finding affordable sites which meet their needs with respect to size much be taken into account. As a result, it is important to provide additional direction in the Official Plan with respect to the location of these uses. Further, the need for a variety of site sizes needs to be established. However, the current ratio of 1/10,000 which is used as one factor in the determining requirements for Reserve Sites appears to be appropriate, recognizing that it establishes a minimum standard only.

iii) Parking

Parking for Places of Worship is a major concern with respect to impacts on the areas adjacent to these uses, but also because the provision of adequate parking can have significant cost implications for the faith group. The City's existing standard was reviewed and found to be generally appropriate. However, some revisions to clarify its intent are

proposed. The potential for considering alternative approaches to the provision of on-site parking (e.g. shared parking) is proposed to be explored for overflow or non-required parking situations and not to be used to meet on-site parking requirements in the view of City staff.

iv) Accessory and Auxiliary Uses

Auxiliary uses such as private schools, community centres and supportive housing are becoming more common in association with Places of Worship. These uses do not normally form part of a Place of Worship use, unlike accessory uses such as offices, meeting rooms and kitchens. The inclusion of auxiliary uses can change the potential impacts of a Place of Worship. A clear definition of the difference between auxiliary and accessory uses is considered to be necessary to address this issue, together with direction on how auxiliary uses would be evaluated.

### 8.3 PROPOSED DIRECTIONS

To address the identified issues, proposed directions have been developed to reflect the following principles and considerations:

i) Continued recognition of the important role faith groups play in the City

Brampton has always recognized the key role Places of Worship play in enhancing the social and spiritual well-being of Brampton residents. However, the policies of the Official Plan should provide for a mechanism for on-going dialogue with faith groups.

ii) Improved protection for Places of Worship sites in new Secondary/Block Plans

The Reserve site process has not been entirely effective in allowing for the development of Place of Worship sites. Consideration should be given to modifying the policies of the Plan to require the designation of sites for Places of Worship, without the “dual zoning” for residential development which is perceived as being an impediment to the development of the sites for Places of Worship. Residential and other alternative uses would only be permitted on sites designated for Places of Worship subject to specific criteria established in the Official Plan and a zoning by-law amendment, and such an amendment should only be given consideration following the end of the three year reserve period;

iii) The policies should provide more direction with respect to the development of Places of Worship, including parking.

Places of Worship choose locations in existing areas, as well as newly developing communities. The policies should establish locational and other criteria for the evaluation of applications for Places of Worship development in existing developed areas where the land use designation permits such uses, including criteria related to parking. In addition, specific direction should be given with respect to the circumstances in which Places of Worship may locate in industrial areas.

- iv) The policies should provide direction with respect to auxiliary uses

Given the number of auxiliary uses being developed on Place of Worship sites, the policies should evaluate criteria for the review of such uses. However, the policies also need to make it clear that such a review does not apply to normal accessory uses which are important elements of a Place of Worship.

**The proposed directions suggested for further consideration are summarized below:**

1. That the City continues to designate specific sites in Secondary Plans and Block Plans for Places of Worship, while ensuring that the Official Plan policies make it clear that these are not the only sites in newly developing residential area where Places of Worship may locate.
2. That a minimum three year reservation period for Places of Worship sites be maintained in new Secondary Plans and Block Plans.
3. That the ratio of 1 Place of Worship per 10,000 population continue to be used as one factor in determining the minimum number of sites to be designated in the Secondary Plan/Block Plans, but that it be made clear that this is in no way to be considered as a maximum number of Places of Worship for a community. Rather, this is a minimum to be provided by developers for a new community as reserve sites.
4. That the City of Brampton Secondary Plan designations for Place of Worship reserve sites continue to permit Places of Worship and low density residential and other alternative uses of Place of Worship sites. However, the policies would not permit alternative uses, other than public and institutional uses, without a Zoning By-law amendment. Should a Zoning By-law amendment to permit alternate uses be applied for, after the three year reservation period, the following policies would guide the consideration of the application:
  - availability of an alternative site or facility in the immediate vicinity which maintains the minimum number of planned sites for the area including approved sites and existing facilities being used for a Place of Worship;
  - the landowner provides evidence to the satisfaction of the City that the site is not a viable place of worship site; and,
  - the owner provides details which show how the alternative development can be accommodated on the site, including but not limited to the provision for any public roads (in conformity with all City standards and guidelines) required to accommodate the alternate use.
5. That the potential for amending Section 4.8.8 Places of Worship of the Official Plan to clarify the designations in which Places of Worship are permitted be considered. These are Residential, Central Area, Regional Retail, Neighbourhood Retail, Convenience Retail, Business Corridor and Industrial designations, in accordance with the specific policies which would be added to each land use designation. In particular, Places of Worship in Business

Corridor, certain Industrial areas where Secondary Plan designations permit a mix of commercial and lighter industrial uses, and Convenience Retail designations would be restricted to uses which perform an “incubator” function, and as such would be very limited in size. This would also apply in the Industrial designation, but in addition such uses would only be permitted on a temporary basis subject to approval of a temporary use by-law. In addition, existing Places of Worship legally established through the Committee of Adjustment in Industrial and Business Corridor designations whose previous time limited approvals have recently expired, may be permitted to operate for a maximum of six years subject to certain conditions.

6. That the terminology in the Plan with respect to Places of Worship be clarified, in particular all of the occurrences of the term “church” in the Official Plan should be replaced with the term “place of worship”.
7. That small Places of Worship be defined as establishments 930 sq. m. (10,000 square feet); or less and that the criteria for the location of small Places of Worship include locations with frontage on a Major Collector or Arterial Road with regular transit service, and at an intersection with another public road; and, easily accessible by pedestrians and cyclists.
8. That large Places of Worship be defined as establishments greater than 929 sq. m. (10,000 square feet); and that the criteria for the location of large Places of Worship include locations with frontage on an Arterial Road with regular transit service; at an intersection with another Arterial or Major Collector road; in areas where the predominant uses are higher density residential development or which are adjacent to other institutional uses or non-residential development, and, easily accessible by pedestrians and cyclists.
9. That criteria be added to Section 4.8.8 of the Official Plan to allow for the evaluation of the appropriateness of Places of Worship applications for rezoning, including traffic impact, where traffic is considered an issue, ability to provide required parking, and compatibility with adjacent lands.
10. That notwithstanding their designation, Places of Worship not be permitted on lands outside of approved Secondary Plans and Block Plans without an amendment to the Official Plan.
11. That consideration be given to modifying the Official Plan policies for Places of Worship to require that all applications to reduce parking requirements (zone changes, variances) submit a parking study.
12. That the City’s Official Plan and Zoning By-law be revised to provide a clear definition of Place of Worship and the relationship of accessory and auxiliary uses with respect to Places of Worship. In addition, the term “Religious Institution in the Zoning By-law should be replaced with “Place of Worship”.
13. That revisions to the City’s Zoning By-law be considered as follows:

- That a general regulation be added for residential zones which will prohibit the assembly of persons where such assembly impacts the enjoyment of property by neighbouring property owners as follows:

A dwelling unit shall not be used for the regular assembly of persons to the effect that it constitutes a public nuisance or generates parking, traffic, noise or activities that interfere with the reasonable enjoyment of properties in the area for residential purposes.

- That the parking standard for Place of Worship be deleted and replaced with the following:

“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. one fixed seat in the worship area per person;
- ii. 0.5 metres of bench width in the worship area per person;
- iii. 1.0 square metres 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 square metres of assembly area ( not including the worship area) shall apply if such requirement exceeds the requirement a) above.”

- That definitions for “Worship Area” and “Worship Area Capacity” be added as follows:

“**WORSHIP AREA** shall the net floor areas, whether above or below established grade, within the walls of a 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.”

- That the By-law be amended to explicitly identify Places of Worship as a permitted use within specific existing buildings including not only schools and City facilities, but also theatres, cinemas, halls and other places of assembly, subject to meeting parking requirements.

14. That the City consider establishing a Place of Worship Working group comprised of representatives of the range of faith groups; the development community, and City staff from Planning, Fire, Enforcement, and Parking, to provide a forum for discussion of a range of mutually beneficial topics related to periodic monitoring of the City's Places of Worship policies including issues such as parking and fire safety.

**APPENDIX A**

**BACKGROUND RESEARCH SUMMARY**

## **PLACES OF WORSHIP BACKGROUND RESEARCH SUMMARY**

The following outlines in detail the results of the background research related to:

- i) Section A1 - Development Trends;
- ii) Section A2 – Policy and Regulatory Framework; and,
- iii) Section A3 – Transportation Considerations.



## A1 DEVELOPMENT TRENDS

### A1.1 PURPOSE

This section summarizes the results of the background research with respect to trends relevant to the development of Places of Worship in Brampton including:

- i) related population trends;
- ii) City's religious profile;
- iii) profile of Brampton's religious groups;
- iv) trends in the development of Places of Worship; and,
- v) the role of auxiliary facilities and services.

Map 1 illustrates the location of existing Places of Worship in the City based on the City's Inventory of Existing Places of Worship, 2005 as updated to 2007<sup>9</sup>. In addition to a review of the literature, input to this analysis of development trends is also provided by;

- i) Census statistics and analysis from Statistics Canada; and,
- ii) The City of Brampton Survey of Existing Places of Worship, although the size of the sample and the fact that no non-Christian groups responded limit any conclusions which can be drawn from the survey<sup>10</sup>.

### A1.2 RELATED POPULATION TRENDS

#### A1.2.1 Population

The City of Brampton has become a major urban centre as a result of rapid population and employment growth over the last 25 years. Its population in 2006 is estimated to be approximately 433,000. This reflects an increase of 34% over the 1981 population (See Table A1-1 and Figure 2-1). Based on the 2001 Census population, the City was the third largest municipality in the Greater Toronto Area (GTA) and the fourteenth largest city in Canada.<sup>11</sup>

**TABLE A1-1**

<sup>9</sup> Note: Map 1 has been updated, although no significant changes have occurred between 2005 and 2007, however the data derived from the inventory and referenced in this section still reflects the 2005 inventory.

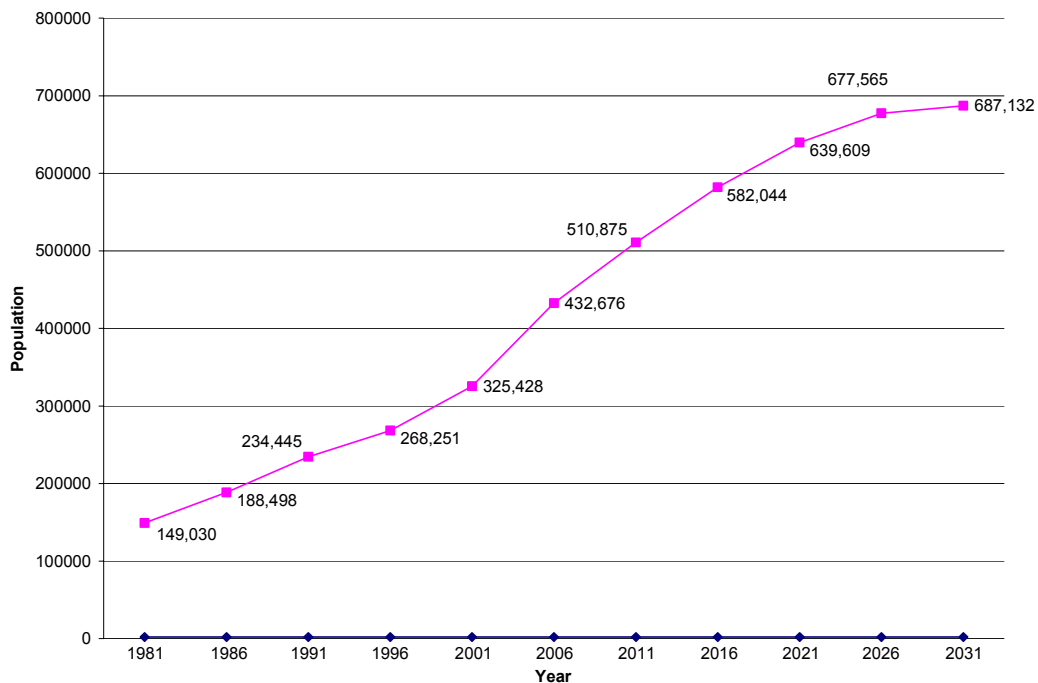
<sup>10</sup> The City of Brampton Survey of Existing Places of Worship was carried out in February and March 2006. Twenty-three responses were received, a return rate of 16% based on the total of 141 surveys which were mailed out. However, of those surveys mailed out by the City, ? were returned as undeliverable. A return rate of ? was achieved based on the surveys which were delivered. Unfortunately, none of the returned surveys were from non-Christian worship groups.

<sup>11</sup> City of Brampton, Brampton Growth Management Program Development Outlook Report Part 1: Final Report 2004, p. 13.

City of Brampton Population Growth Trends 1981 - 2031			
Year	Population	Growth during preceding 5 Year Period	Percent Increase over 5 Year Period
1981	149,030	-	-
1986	188,498	39,468	26%
1991	234,445	45,947	24%
1996	268,251	33,806	14%
2001	325,428	59,177	22%
2006	432,676	107,248	33%
2011	510,875	78,199	18%
2016	582,044	71,169	14%
2021	639,609	57,565	10%
2026	677,565	37,956	6%
2031	687,132	9,567	2%

Source: Statistics Canada 1981, 1986, 1991, 1996 & 2001 Censuses of Canada and Brampton Growth Management Program, Development Outlook Report 2004

Figure 2-1  
City of Brampton Population Growth Trends 1981-2031



Source: Statistics Canada 1981, 1986, 1991, 1996 & 2001 Censuses of Canada and Brampton Growth Management Program, Development Outlook Report 2004

Not only is Brampton one of the fastest growing municipalities in Canada and the Greater Toronto Area (GTA), but high levels of population and employment growth are projected to continue based on its location in the GTA; the continued strong growth projected for the Ontario and GTA

economies; and the City’s ready supply of vacant employment land<sup>12</sup>. The growth levels for the City are described in the Brampton Growth Management Outlook Program Development Outlook Report, Part 1: Final Report 2004 as follows:

“...growth levels in Brampton have increased from rates of about 8,000-15,000 people per year through the late 1990’s to 15,000 to 19,000 per year in 2000 and 2001. In 2002, 6459 permits issued yielded a population increase of approximately 21,400; in 2003, 6670 permits issued yielded a population increase of 22,000, and with over 9,500 permits issued in 2004, the City can expect another 30,000 people. Brampton is expected to grow by about 18,000 people per year in the coming years, which amounts to about 5500 residential units per year.”<sup>13</sup>

These high levels of growth, and the tremendous level of change associated with them, mean that Places of Worship have a significant role to play in providing not only for religious observances, but also as places where residents come together to organize and attend to the needs of their community. Faith groups are organizations which are key parts of the “social safety net”.

### A1.2.2 Ethnicity

The original settlers of Brampton were English; however, the population based on both the 1996 and 2001 Census is extremely ethnically diverse (See Table A1-2 and Figure 2-2). While residents of Canadian and British origins (English, Scottish and Irish) together comprised 19.1% of the City’s population in 2001, of the other major ethnic groups people of East Indian descent comprised 14.2% of the population, Italian 5.1%, Jamaican 4.3%, Portuguese 4.2%, Filipino 1.8% and Chinese 1.5%. More significantly, 49.8% of the population did not form part of these ten major ethnic groups. This trend toward ethnic diversity suggests a wide representation of faiths may also be expected.

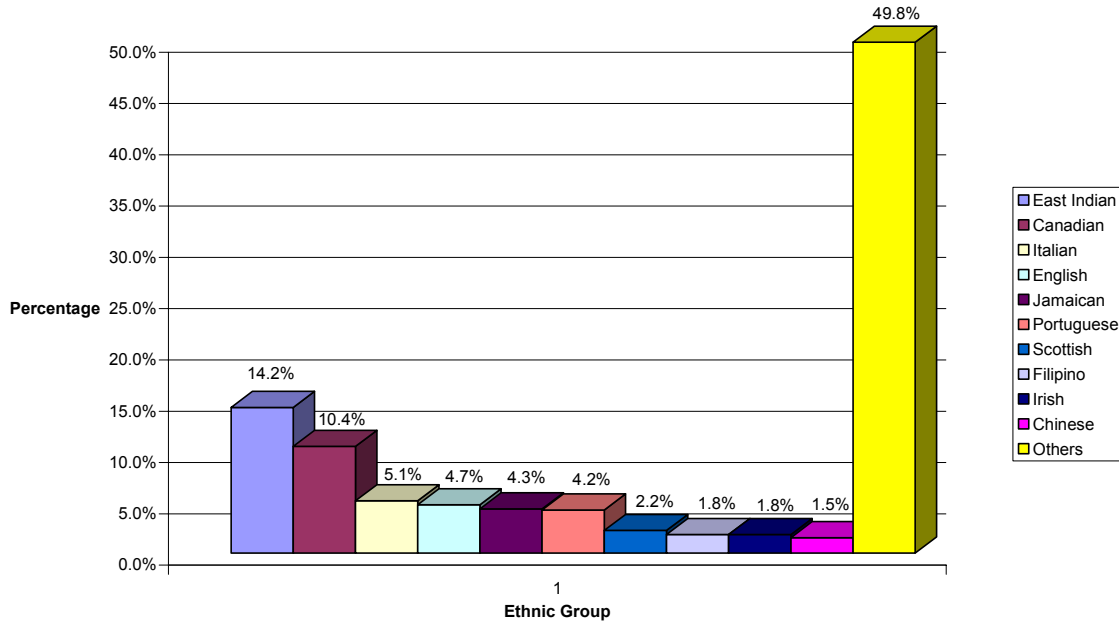
<b>TABLE A1-2</b>		
<b>City of Brampton Population by Top 10 Ethnic Origins</b>		
<b>Ethnic Group</b>	<b>1996</b>	<b>2001</b>
East Indian	9.6%	14.2%
Canadian	10.1%	10.4%
Italian	6.1%	5.1%
English	7.6%	4.7%
Jamaican	3.5%	4.3%
Portuguese	4.9%	4.2%
Scottish	2.8%	2.2%
Filipino	1.5%	1.8%
Irish	2.1%	1.8%
Chinese	1.7%	1.5%
Others	50.1%	49.8%

Source: Statistics Canada 1996 & 2001 Censuses of Canada

<sup>12</sup> City of Brampton, *ibid.*, p. 14.

<sup>13</sup> City of Brampton, Brampton Growth Management Program Development Outlook Report Part 1: Final Report 2004, p. 13.

**Figure 2-2**  
**City of Brampton's 2001 Population by Top 10 Ethnic Origins**



Source: Statistics Canada 2001 Censuses of Canada.

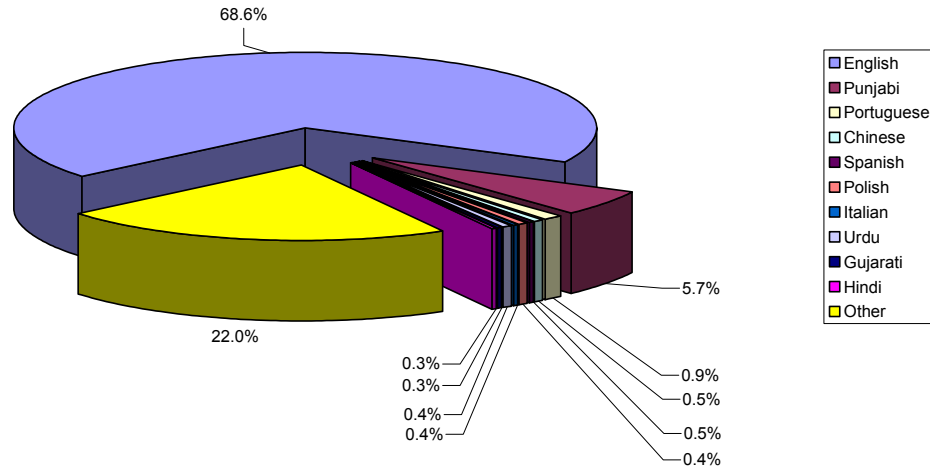
### A1.2.3 Language

Language	1996	2001
English	80.8%	68.6%
Punjabi	4.7%	5.7%
Portuguese	2.0%	0.9%
Chinese	1.0%	0.5%
Spanish	0.7%	0.5%
Polish	0.6%	0.4%
Italian	0.9%	0.4%
Urdu	-	0.4%
Gujarati	0.5%	0.3%
Hindi	0.4%	0.3%
Other	8.4%	22.0%

Source: Statistics Canada 1996 & 2001 Censuses of Canada

As the population has diversified so too have the languages spoken. The 1996 and 2001 Census found a significant decrease between 1996 and 2001 from 80.8% to 68.6% in the number of households where the home language is English (See Table A1-3 and Figure 2-3). English still remains the major home language, with Punjabi at 5.7% in 2001 being the only other significant major home language. However, similar to the ethnic diversity, the remaining 25.7% of the population speaks a very wide variety of languages. For instance Polish, Italian and Urdu are each the home languages of 0.4% of the population.

**Figure 2-3**  
**City of Brampton's 2001 Population by**  
**Top 10 Home Language, Single Response**



Source: Statistics Canada 2001 Censuses of Canada.

### A1.2.4 Age of Population

Table A1-4 identifies the percentage of the population in key age groups for 1991, 1996 and 2001. This reflects an increase in the percentage of the population over 60, as well as in the 40 to 59 age group, balanced by decreases in the 0-19 and 20 to 39 age groups. This reflects a Province wide trend to an aging population. However, in Brampton's case, while the percentage of the total population indicates an increase in the older age groups, of course, the total number of people in all age groups is still increasing because of the significant increase in population. An aging population has implications for religious attendance with seniors having the highest attendance rates, while those aged 25-34 have the lowest.<sup>14</sup>

Age Category	1991	1996	2001
0 to 19	31.6%	31.0%	30.3%
20 to 39	36.6%	34.9%	32.7%
40 to 59	23.4%	24.7%	26.5%
60 +	8.2%	9.4%	10.4%

Source: Statistics Canada 1991, 1996 & 2001 Censuses of Canada

<sup>14</sup> Warren Clark, Pockets of belief: Religious attendance patterns in Canada, Canadian Social Trends, Spring 2003, Statistics Canada- Catalogue No. 11-008, p. 3.

## A1.3 BRAMPTON'S RELIGIOUS PROFILE

### A1.3.1 Religious Affiliation

Religion	1991	2001
Catholic	40.2%	35.0%
Protestant	42.4%	27.9%
No Religious Affiliation	5.8%	11.1%
Sikh	2.0%	10.6%
Hindu	1.5%	5.4%
Muslim	-	3.5%
Christian	5.8%	3.4%
Christian Orthodox	0.7%	1.3%
Buddhist	0.3%	1.0%
Eastern Religions	-	0.2%
Other	1.3%	0.1%

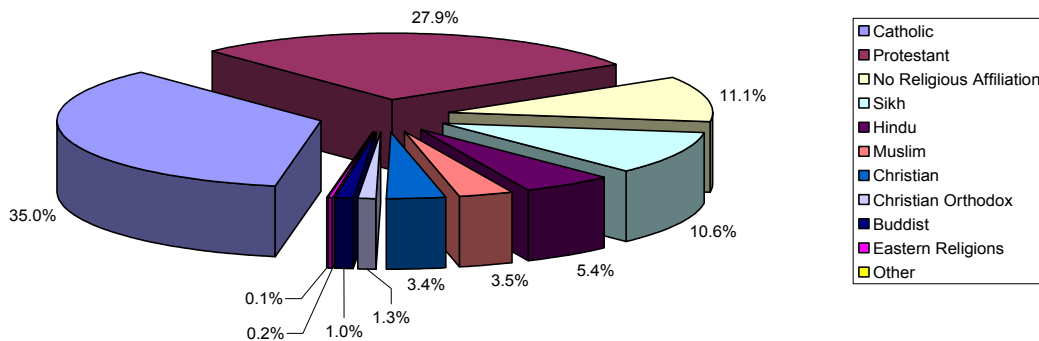
Source: Statistics Canada 1991 & 2001 Censuses of Canada

Table A1-5 and Figure 2-5 summarizes the religious affiliation of Brampton residents according to the 1991 and 2001 Census. In 2001, 67.6% of all residents identified themselves as Catholic or Protestant, while 11.1% had no religious affiliation. The remaining 20.8% belonged to a range of other religions of which the largest at 10.6% identified themselves as Sikhs.

This represents a significant change from 1991, when 78.1% of all residents were Catholic or Protestant, while 10.9% had no religious affiliation. The remaining 11% belonged to a range of religions of which the most significant were Sikhs with 3.7%.

The shift reflects the increasing diversity of the population. The most significant change is a reduction in the percentage of the population identifying themselves as Protestant from 40% in 1991 to 27.9% in 2001, and the increase in other religions from 11% to 25.5%.

**Figure 2-5  
City of Brampton's 2001 Population by Religious Affiliation**



Source: Statistics Canada 2001 Censuses of Canada.

### A1.3.2 Religious Attendance

There are no statistics available with respect to the rate of religious attendance of Brampton residents. However, an analysis of Statistics Canada data (See Table A1-6) on religious attendance patterns for the Toronto census metropolitan area (CMA) indicates that 28% of Canadian-born residents report religious attendance at least once a month between 1999-2001, a reduction of 3% from the 1989-1993 period. However, 50% of those born outside Canada report regular religious attendance in 1999-2001, an increase of 6% over the 1980-1993 period. This compares with the average attendance in Ontario of 36% and Toronto of 38% in 1999-2001, and 38% and 37% respectively in 1989-1993.

<b>TABLE A1-6</b>			
<b>Religious Attendance (at least one per month)</b>			
% of population aged 15 and over			
<b>Toronto</b>	<b>Average 1989-1993</b>	<b>Average 1999-2001</b>	<b>Difference</b>
<b>Canadian Born</b>	31	28	-3
<b>Born outside Canada</b>	44	50	6

*Source: Statistics Canada, General Social Survey*

The analysis of these statistics indicates:

“Many factors influence the level of religious attendance, including demographics, immigration patterns and the cultural history of a region. Religious attendance is strongly related to age: seniors have the highest attendance rates, while those aged 25-34 have the lowest....Immigrants are concentrated in Canada’s three largest CMA’s (Toronto, Montreal and Vancouver). Because immigrants attend religious services more frequently than Canadian-born adults, their presence in these cities may influence attendance rates...”<sup>15</sup>

Given the large proportion of the Brampton’s residents not born in Canada (40% based on the 2001 Census) and the trends toward an aging population, it is anticipated that regular attendance at religious services would be as high, or higher, than average for the Toronto CMA.

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<sup>15</sup> Warren Clark, “Pockets of belief: Religious attendance patterns in Canada” in Canadian Social Trends, Spring 2003, Statistics Canada Catalogue No. 11-008. p. 3-5.

## A1.4 FAITH GROUP PROFILE

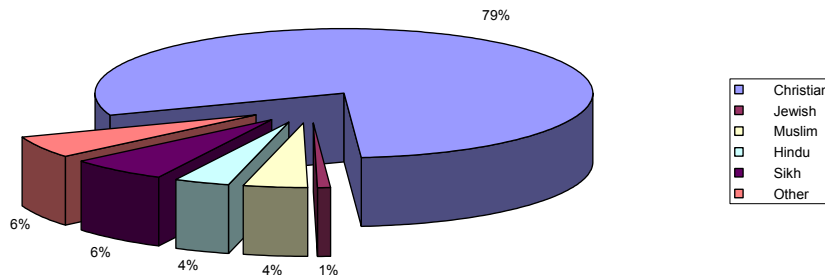
### A1.4.1 Faith Group Characteristics

Table A1-7 and Figure 2-7 categorizes the known faith groups by faith category, while Map 1 identifies the names and location of the facilities. With a total of 141 known faith groups, there is 1 faith group per 3,000 population in the City.

<b>Table A1-7 Faith Groups by Faith Category*</b>		
<b>Faith Category</b>	<b>Number of Faith Groups</b>	<b>Percentage of Known Faith Groups</b>
<b>Total Christian</b>	<b>112</b>	<b>79.4%</b>
Roman Catholic	13	9.2%
Main Stream Christian (United, Anglican, Presbyterian and Lutheran)	24	17.0%
Other Christian	75	53.2%
<b>Other Religions</b>	<b>29</b>	<b>20.6%</b>
Jewish	1	0.7%
Muslim	6	4.3%
Hindu	5	3.5%
Sikh	9	6.4%
Other	8	5.7%
<b>Total</b>	<b>141</b>	<b>100%</b>

\*Source: City of Brampton Places of Worship Inventory, 2005.

**Figure 2-7  
Worship Groups by Faith Category**



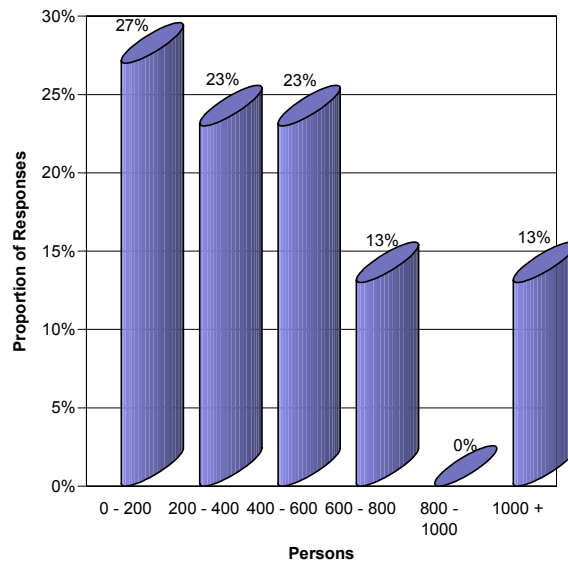
\*Source: City of Brampton Places of Worship Inventory, 2005.



### A1.4.2 Faith Group Size

With respect to the size of the membership of these faith groups, based on the Survey of Existing Places of Worship, the majority of the faith groups are relatively small (See Figure 2-8). Fifty per cent of the respondent organizations have 400 or fewer members, while 87% had 800 or fewer members. However, there is also evidence of some very major facilities with three respondents indicating that they had more than 1,000 members.

**Figure 2-8**  
**City of Brampton**  
**Places of Worship Survey**  
**Total Worship Group Size**



\*Source: City of Brampton Places of Worship Survey, 2005.

Despite the results of the survey, it should be noted that the literature has identified a trend, particularly in the United States to the creation of larger Places of Worship, including “mega-churches”. While there are a few major facilities in Canada such as the Prayer Palace at Highway 400 and Finch which can seat 4,500, these are an exception, as indicated by the response to the Survey. Nevertheless, the survey results in combination with the literature review indicate that faith group membership can range from less than 50 to well over 1,000.

### A1.4.3 Worshiper’s Residence Locations

Traditionally, faith groups have served the local population. However, many Places of Worship now serve a more widely dispersed congregation, in some cases extending well beyond the municipal boundaries. Nevertheless, the survey response indicates that 85% of the members of the respondent faith groups live in Brampton, with 15% living in other communities. Not surprisingly given the number of members of these faith groups who already live in Brampton, only three respondents indicated that they felt significant members of their congregation living outside Brampton would move to the community in the future.

Those groups with more than 600 members did have a lower percentage of their members residing in Brampton, including one facility which indicated that only 10% of its members were City residents. The median number of members of these larger facilities residing in Brampton was 80%, while the median number of members of facilities with less than 600 members was 90%. This would appear to indicate that larger facilities serve a more regionally based membership.

The literature confirms a trend towards the establishment of faith groups to serve dispersed congregations. For instance, in Chaudhry's examination of the development of mosques in the GTA, he found that although traditionally there were both local and regional mosques in the Islamic faith, in the GTA, 26 out of 27 mosques examined in 1996 were serving a widely spread regional population. He concluded that:

"The multicultural and multifaith neighbourhoods of today are all the more unsuited to sustaining Places of Worship tied to local populations."<sup>16</sup>

Other religious organizations include both local and regional facilities. For example:

- i) The Catholic Church has two types of churches: territorial churches which serve defined, often local boundaries, and regional churches, which do not have a boundary and tend to have broader, regional draws.<sup>17</sup>
- ii) The United Church has had a variety of models for the establishment of churches including the neighbourhood church in the 1950's and 60's and "Ventures in Mission" facilities of the early 1980's which were larger than the neighbourhood churches, more accessible and located on main roads so as to draw from entire communities (e.g. Heart Lake and North Bramalea). More recently, the Church is giving consideration to a new model of church development the Regional Destination Church which operates seven days a week with a staff team rather than a single ministry agent, located on a main road on a highly visible site<sup>18</sup>

Congregations which serve more dispersed memberships may result from several factors:

- i) service to a minority ethnic, language or religious community within the larger GTA;
- ii) service to recently established groups, without their own worship buildings;
- iii) a physical location close to the City's boundary;
- iv) economies of scale – Places of Worship are expensive to construct, resulting in larger thresholds before a faith group will split and create a new congregation in a new structure, serving a more "local" population; and,

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<sup>16</sup> Chaudhry, M.A., Planning Policies and the Development of Mosques in Toronto, Queen's University Master's Report, 1996.

<sup>17</sup> Macaulay Shiomi Howson Ltd. et. al. Town of Markham Places of Worship Study Background Issues & Options Report, June 2002, Appendix C.

<sup>18</sup> Martindale Planning Services, Dufferin and Peel Church Planning Study, Final Report, May 2004. pp 47-48.

- v) service to a faith group which is declining in membership resulting in a need to consolidate facilities.<sup>19</sup>

## A1.5 WORSHIP FACILITIES

### A1.5.1 The Evolution of Worship Facilities

Based on a review of the literature, it would appear that the development of Places of Worship follows four stages:

- i) meeting in the homes of individual members;
- ii) use of rented or other temporary facilities, perhaps commercial or industrial space, or shared space with another faith group;
- iii) construction of a place of worship; and,
- iv) expansion of the place of worship, or creation of a new faith group with its own facility.<sup>20</sup>

These development stages seem to apply to most religious groups, although the initial stages may not be applicable to long established faith groups such as Catholic and mainline Protestant Churches where the planning for new facilities occurs on a more centralized basis. As noted by Quadeer:

“The building of a mosque or Islamic center for a congregation typically moves through three stages. In the beginning, someone’s living room serves as the gathering place for weekly prayers. As the community expands, the congregation moves to a rented hall and eventually to a disused church or large home. Finally a community builds a proper mosque.”<sup>21</sup>

i) Initial Stages of Development

Initially, faith groups are very mobile, operating out of various addresses as they grow, and often using non-traditional venues such as residences, industrial units, schools or other Places of Worship. Of the respondents to the Survey, the majority are long standing operations and own their facilities. However, four respondents used rented facilities.

These four are all recently established faith groups, and in one case the respondent indicates that they are a “daughter” church created to serve members of a church in a nearby community who live in Brampton. The rented facilities include industrial units and a public school. The group using the public school notes that they relocated from an industrial complex after six years, while another group relocated from Mississauga. One of the groups using an industrial unit shares the space with two other faith groups.

All four respondents indicate that they will be seeking to own their own facility. However, the use of temporary facilities plays an important part in the life of a faith group. Nevertheless, planning issues may arise similar to those found for permanent Places of Worship including parking, traffic and noise. Further, the ability of the group to resolve

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<sup>19</sup> Macaulay Shiomi Howson Ltd., *ibid.*, p. 14.

<sup>20</sup> Macaulay Shiomi Howson Ltd., *ibid.*, p. 15.

<sup>21</sup> Quadeer, M. “Planning for Multiculturalism in Ontario Cities”, *Town and Country Planning*, August 1993.

these issues may be more limited because they do not own the location or have the finances to address the issues. Another concern is that worship groups in temporary sites may be operating in locations that do not permit Places of Worship.

ii) Established Facilities

If a faith group is successful and grows to a certain threshold size, it will usually establish a permanent site. Traditionally, the group will remain in that location, however, if the congregation grows, the group may expand its existing facility, move to another site or establish a “daughter” or satellite faith group.

The Places of Worship Survey found that of the 19 respondents who own their own buildings, 16 groups have a membership which is growing. Of that number, 11 have plans to expand, three on site, six on another site in Brampton, one in another municipality and one at a location to be determined. Those looking at another site did not specify whether they intend to move or create a new group, except for one respondent who has specific plans to create a new “daughter” congregation in a rented school.

The potential size of the new facility for those who specified included three at 929 sq. m. (10,000 sq. ft.) or less; three between 929 and 2,787 sq. m. (10,000-30,000 sq. feet) and two between 2,787 and 6,500 sq. m. (30,000-70,000 sq. ft.).

The threshold size for creation of a new faith group varies significantly between faith groups, and may change over time. As noted previously, the United Church has had a variety of models for new church development since the 1950’s. A specific example of the different approaches is the Eastern Canadian District of the Evangelical Fellowship of Canada which encourages the creation of one church for every 2,000 people, and the Roman Catholic Church which have larger churches (i.e. 1,000 seats) which require a service area of 40-50,000 people per church. The different approaches arise from a variety of factors. For instance, one of the reasons for the large size of the Roman Catholic churches is the shortage of clergy.

The responsibility for the creation of a new faith group or a new worship facility also varies between faith groups. The central organizations of some faiths play a major role in the planning, location and development of new facilities. For instance, many of the long established religions such as the Roman Catholic, Anglican and United Churches all utilize demographic models and/or planning and other consulting input in planning for new facilities. All the respondents to the survey, with the exception of two, needed the approval of a central authority to expand. On the other hand, for other faith groups with no major central organization (e.g. Islamic), the initiative for new facilities arises from adherents at the local level.

In conclusion, the space requirements of a faith group vary both over time (as the individual group evolves) and between faith groups. City policy must recognize the needs of both the small, newer faith groups requiring temporary facilities in accommodation which may be designed for other uses, and larger faith groups requiring permanent purpose-built Places of Worship.

### **A1.5.2 Site and Facility Size**

The Survey provides a cross-section of information with respect to site and facility size as follows:

i) Site Size

The sites, excluding rental sites for which no site size information was provided, range from 0.04 ha (0.09 acres) to 17 ha (43 acres) in size. However, the majority, 15 of the 19 sites, are less than 1.2 ha (3 acres), with an average site size of 0.7 ha (1.7 acres). The remaining sites, however, with one exception, significantly exceed 1.2 ha (3 acres), being 1.5 ha (3.7 acres), 3 ha (8 acres), 4 ha (10 acres) and 17 ha (43 acres) respectively.

ii) Floor Area of Worship Area

The majority (78%) of respondents had floor areas devoted to worship of less than 929 sq. m. (10,000 sq. ft.). The remaining respondents had worship areas of 1,115 sq. m. (12,000 sq. ft.), 1,304 sq. m. (15,000 sq. ft.), 1,530 sq. m. (16,500 sq. ft.) and 4,180 sq. m. (45,000 sq. ft.) respectively. There is no evidence to a trend to larger Places of Worship being built more recently as has been experienced elsewhere (e.g. Town of Markham), as the largest facilities were all built in the 1970's or early 80's.

iii) Overflow Areas

Twelve of the respondents (52%) had overflow areas within their Places of Worship. The average additional floor space was 300 sq. m. (3,229 sq. ft.). The additional number of worshipers which can be accommodated ranged from 60 to 450.

This information seems to indicate that Places of Worship and their sites remain relatively small. However, the literature, as noted above, also identifies a shift to larger Places of Worship, a trend observed in other areas of the GTA and the United States. The increase in size reflects larger worship areas, as well as a range of auxiliary facilities (See discussion in Section 2.6 of this report), designed to attract more attendees and better serve the community. The implications of the increase in size include greater potential for land use conflicts, if the uses are not carefully planned. Concerns include parking, traffic, noise and lighting.

A related trend in the literature is the development of the “mega-church”.<sup>22</sup> While no benchmark is provided with respect to the minimum size required to attain this description, such Places of Worship are described as drawing “only minimally from the surrounding neighbourhood for their membership of thousands most of whom will drive to services from as far as 50 miles away. Activities flourish all week long, and the traffic appears to never cease.” The best known example is Willow Creek Community Church in South Barrington, Illinois, northwest of Chicago which has 15,000 people attending Sunday services.

The “mega-church” phenomenon appears to be primarily an American form of development. Nevertheless, there are some examples of what may be “mega-churches” in Canada, the most significant being the Prayer Palace at Finch and Highway 400 in Toronto which can seat 4,500

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<sup>22</sup> Jim Schwab, “Zoning and Big Box Religion”, Zoning News, American Planning Association, November 1996 and E. Moreno, “Faith-Based Development”, Urban Land, June 2005.

people and is 11,000 sq. m.(118,400 sq. ft.) in size on a 6.3 ha (15.6 acres) site. In addition, while many new Places of Worship would not be regarded as “mega- churches”, there is evidence of a trend to build larger facilities than in the past for a variety of reasons. As a result, the implications of larger place of worship facilities should be taken into account in future planning, while recognizing that there will continue to be many smaller facilities as well, particularly in the initial stages of the development of a faith group.

In addition, the use of technology may impact on the need for members to actually attend every service. For example, the North Brampton United Church is offering live audio of their Sunday services through their website, and other Places of Worship offer live audio and video.<sup>23</sup>

### **A1.5.3 Capacity of Place of Worship Facilities**

Table A1-9 identifies the gross floor area of the worship area and the amount of regular seating and overflow seating, as well as attendance at regular services. However, while these figures give an indication of the “capacity” of the place of worship, the actual “capacity” is difficult to define.

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<sup>23</sup> M. Funston, “From pews to far between”, Toronto Star, April 17, 2006.

<b>TABLE A1-9</b> <b>Capacity, Seating and Attendance</b> <b>City of Brampton Places of Worship Study</b>		
<b>Regular Attendance</b>	<b>Regular Seating (overflow seating)</b>	<b>Worship Area GFA</b>
50	80	1,600
70	200	1,800
75	300 (100)	6,000
95	190	1,830
100	200 (264)	6,480
100	120	4,500
110	225 (75)	12,000
120	26 pews (300)	2,600
140	100	2,500
150	160	9,000
180	620	7,000
200	328 (60)	3,820
200	320	6,000
250	300	6,500
275	430	5,810
300	425	5,600
300	300	5,000
350	42 pews	4,000
400	400 (450)	15,000
400	375 (100)	800
450	375 (100)	2,000
1000	1800	45,000
1600	1200 (220)	16,500

Source: Analysis of City of Brampton Places of Worship Survey, 2005.

Under the Ontario Building Code, rooms within a place of worship are assessed an occupant load at permit application stage based on each rooms specified use. The standard usually applied to areas within a place of worship is for “assembly occupancy” meaning:

“the occupancy or use of a building or part thereof by a gathering of persons for civic, political, travel, religious, social, education, recreational or like purposes or for the consumption of food or drink.” (Section 1.1.3.2.(1))

Assembly occupancy under the Code is determined based on:

- i) the number of fixed seats;
- ii) 0.75 sq. m. (8 sq. ft.) per person for space with non-fixed seats or stages for theatrical performances;
- iii) 0.4 sq. m (4.3 sq. ft.) per person for standing space; and,
- iv) 1.85 sq. m.(20 sq. ft.) per person for classroom or lounges.

It is the responsibility of the architect to specify occupancy loads on his/her design at the building permit stage. Alternatively the architect may identify an occupancy load based on the number of persons for which the space is designed by the architect.

Determining capacity of a place of worship is complicated due to:

- i) the flexibility in total seating in the main worship area;
- ii) the flexibility in the area used to accommodate the seating;
- iii) the tradition of some faiths to provide no seating in their worship areas; and,
- iv) differences among faith groups as to where men, women and children worship.

As a result, the calculation of “capacity” is subjective. This is a significant concern as permitted capacity is used in determining parking requirements. Section 6.18.7.8, Off-Street Parking Requirements, of the City’s Comprehensive Zoning By-law establishes the parking standard for a place of worship as 1.0 space/5 persons permitted capacity. Use of the wrong capacity for parking calculations can result in a shortage of parking.

Analysis of the results of the Survey of Places of Worship, and information from other municipalities confirms the difficulty of establishing capacity, and the potential implications for parking shortfalls. The analysis differentiates between regular capacity and overflow capacity.

i) Regular Capacity

The Survey results identify the typical number of attendees at regular services, as well as the number of regular seats in the worship areas. In most cases the typical number of regular attendees is less than the number of available seats. However, five of the 21 respondents (24%) who provided the required information identified regular and overflow seating capacity equal to or less than the number of regular attendees at their weekly services.

This is similar to the 14% of the respondents to a survey of Places of Worship in a recent study in the Town of Markham who identified attendance at regular services as meeting or exceeding the regular seating capacity. More significantly, 26% of the respondents to that



survey identified “regular” seating higher than the figure used for calculating their approved site plan.<sup>24</sup> Furthermore, Chaudhry’s survey of mosques in the GTA found that three of eight mosques surveyed were over capacity for the regular Friday services.<sup>25</sup>

ii) Special Services

All the respondents to the Survey identified the fact that between once and four times a year, special services are held. For the majority of respondents these are attended by significantly more people than attend regular services, between 1.25 and 5.4 times regular attendance. In some cases, the respondents indicate that the location of the service is moved to a larger venue (e.g. Brampton Fairgrounds) or additional services are held. However, in most cases the service is held at the regular facility. Forty-seven percent of the respondents who provided the required information indicated that they did not have sufficient regular or overflow seating to accommodate the additional attendees.

The capacity of a place of worship can be expanded through the use of a number of accommodations, in addition to the use of overflow areas with non-fixed seating (stacking/folding chairs) including:

- i) standing room;
- ii) more persons per bench where bench seating is used;
- iii) use of other rooms besides the main worship area with video and/or audio links;
- iv) additional worship services;
- v) outdoor space; and,
- vi) alternative locations.

Nine of the 23 respondents identified the use of overflow space which provided for between an 18% and 132% increase in seating. The use of other venues and additional services was also indicated as methods accommodating special services. However, where additional services are used, a parking issue may be created if the services are spaced too closely together, resulting in an overlap of attendees.

#### **A1.5.4 Location of Place of Worship Sites**

Map 1 identifies the Places of Worship identified in the City’s Inventory of Places of Worship. Existing Places of Worship are currently found in a wide range of Official Plan land use designations. The majority are located in the Residential or Estate Residential designations (54%) or the Central Area designation (10.6%). This reflects the historic policy permission for Places of Worship in the residential and central areas. Despite the direction in the Official Plan, 23% are found in the Industrial designations, and 5% in Agricultural or Open Space designations (See Figure 2-9).<sup>26</sup>

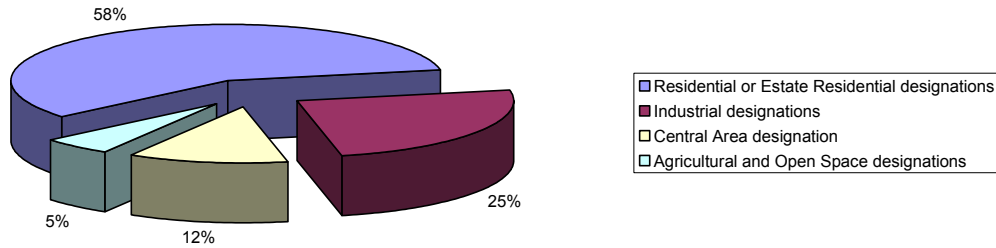
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<sup>24</sup> Macaulay Shiomi Howson Ltd. et. al. Town of Markham Places of Worship Study Background Issues & Options Report, June 2002, p. 23 recognizing that not all of the respondents to the survey provided the required information.

<sup>25</sup> Chaudhry, M.A., Planning Policies and the Development of Mosques in Toronto, Queen’s University Master’s Report, 1996.

<sup>26</sup> Note: These figures reflect the 2005 Inventory, while the Map has been updated to 2007, however there has been no significant change in the percentages (ie. amount in Industrial areas has increased from 23 to 24%)

**Figure 2-9**  
**Location of Places of Worship**



\*Source: City of Brampton Places of Worship Inventory, 2005

#### **A1.5.5 Access to Place of Worship Sites.**

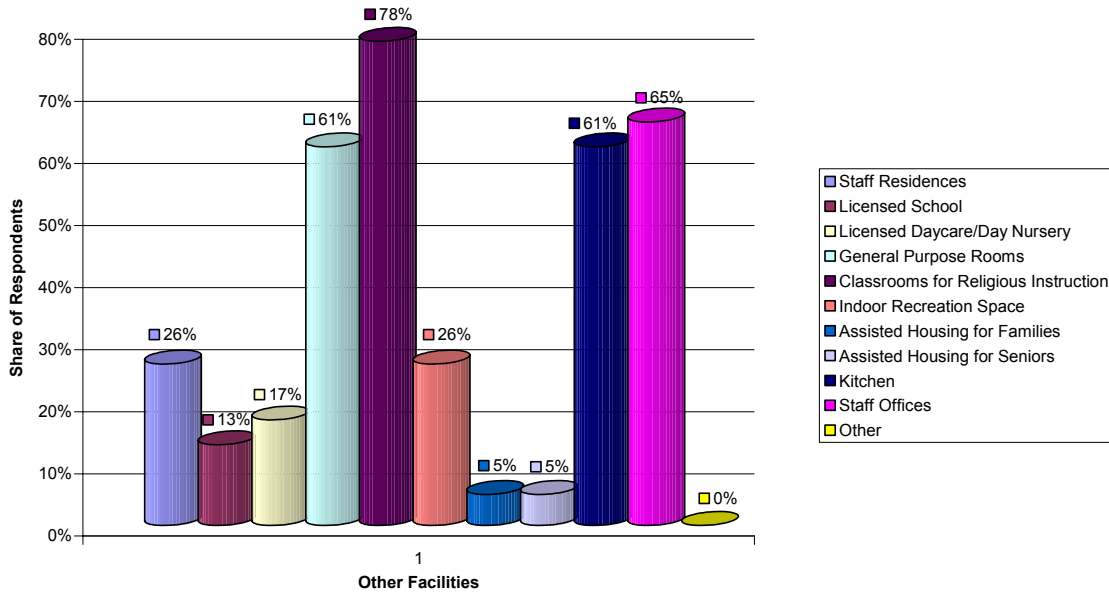
Regardless of the location of the Places of Worship, 82% of respondents identify the automobile as the primary mode of travel by 90% of their attendees. However, use of public transit and walking were utilized by significant numbers (5-10% or more) where this was a viable option.

### **A1.6 OTHER FACILITIES AND SERVICES**

Places of Worship provide a range of services and facilities beyond their worship function. Some of these are primarily for their congregations, while others serve the general community. Places of Worship, particularly in a fast growing community such as Brampton provide a refuge, a place where links with others can be created, and a socialization space.

The Places of Worship Survey found that virtually all the respondent's facilities contained on-site floor area additional to the worship space. Figure 2-10 and Table A1-10 outline the type of facilities provided ranging from classrooms for religious instruction (73%) to general purpose rooms (61%), and indoor recreation space (26%).

**Figure 2-10**  
**City of Brampton**  
**Places of Worship Survey**  
**Incidence of Auxiliary Facilities**



\*Source: City of Brampton Places of Worship Survey, 2005.

**TABLE A1-10**

**Relationship between GFA and Specific Other Facilities**  
**Places of Worship Study**

GFA (sq.m.)	Number of Respondents in Sample	Number with Licensed Daycare of Private School	Percent with Licensed Daycare or Private School	Number with Indoor Recreation Facilities	Percent with Indoor Recreation Facilities
N/A	6	0	0%	0	0%
0 - 929	12	3	25%	4	33%
930 - 2,787	2	0	0%	2	100%
2,788 - 6,503	2	1	50%	0	0%
6,504 - 10,219	0	0	0%	0	0%
> 10,220	1	1	100%	1	100%
<b>TOTAL</b>	<b>23</b>	<b>5</b>	<b>22%</b>	<b>7</b>	<b>30%</b>

Source: Analysis of City of Brampton Places of Worship Survey, 2005.

Furthermore, the majority of the facilities are used by other community groups including school and music groups, day care and schools, youth groups (e.g. Scouts/Guides) and support groups (e.g. AA).

However, in addition to the typical accessory uses associated with Places of Worship such as offices, classrooms for religious instruction and meeting rooms, a number of facilities at a range of uses not directly related to the worship function including licensed day care and schools.

The literature review indicates that place of worship facilities are increasingly in demand because of government cutbacks and the high cost of renting other facilities. Fees charged by faith groups for the rental of their facilities can only focus on custodial cost recovery so as not to impact the place of worship's "non-profit" status. In this regard, some Places of Worship only make their facilities available to other "non-profit" uses, while others rent their space to private functions, such as banquets. In addition, Places of Worship serving minority ethnic groups are increasingly being used as religious or cultural "centres".<sup>27</sup>

Faith groups have traditionally provided other services to the community, and the Survey results and the literature confirm that faith groups and their membership continue to provide services that are an important part of the "social safety net". A 1996 study undertaken by Handy and Cnaan of 46 congregations in London, Kingston and Toronto, found that faith groups are actively involved in providing a range of social services. The beneficiaries of these programs were found to four times more likely to be non-members than members.<sup>28</sup>

The role of faith groups and their Places of Worship, therefore, is more than just worship—they are also places where people come together to organize and attend to the needs of their community. However, there is a difference between normal, accessory uses accessory to the place of worship, and the use of the facility or its site for additional uses such as private schools, supportive housing and social and cultural centres. These uses, while they may assist in meeting the community's needs, have significant land use implications and must be evaluated as such.

In either case, accessory and/or additional uses mean that the use of Places of Worship goes on a regular basis, not just when religious services are being held, although the services generally attract the largest number of attendees at any one time. The on-going use of these facilities must be considered in the assessment of development proposals related to matters such as parking, traffic, noise and lighting.

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<sup>27</sup> Macaulay Shiomi Howson Ltd *ibid.*, p. 33.

<sup>28</sup> Handy, F. & Cnaan, R. "Religious Nonprofit: Social Service Provision by Congregations in Ontario", The Nonprofit Sector in Canada, ed. K.G. Banting, School of Policy Studies, Queen's University, 200.

## A1.7 IMPLICATIONS

The implications of the review of trends with respect to population and faith groups and facilities for the development of policies with respect to Places of Worship in Brampton can be summarized as follows:

i) Increasing Numbers and Diversity of Places of Worship

The City's population is growing rapidly and becoming more ethnically diverse. Development of Places of Worship is directly related to the needs of this growing population. In addition, the trend to ethnic diversity suggests a wider representation of faiths. As a result there will be:

- a) Increases in the number and type of new Places of Worship; and,
- b) Existing facilities will expand and/or move.

The diversity of these facilities means that it is extremely difficult to predicate what their needs will be with respect to size (both with respect to site and building) and location. There is a trend to larger facilities (over 929 sq. m/10,000 sq. ft worship areas), at the same time the majority of the information about existing development indicates that there are and will continue to be many facilities which are smaller than that.

However, even the smaller facilities, will not be neighbourhood based, but will draw their members from a wider area. This is a result of a variety of different factors including the diversity and mobility of the population, the number of different faith groups, the mobility of the population, and the lack of financial and human resources (e.g. declining numbers of clergy). This has implications for the size and type of facilities, and the mode of travel to the facility.

ii) The facility requirements of faith groups vary over time and between faith groups.

The facility requirements of faith groups vary over time as the individual groups evolve. City policy must recognize the needs of both smaller, newer faith groups requiring temporary facilities, and established groups with their own facilities.

iii) All Places of Worship have potential land use and traffic implications, particularly parking

Ideal sites are those which are visible and accessible. However, regardless of the site parking is always a concern. This is accentuated by the difficulty of establishing seating capacity, and the resulting potentials for parking shortfalls. Other matters of concern include traffic, noise and lighting.

- iv) Places of Worship provide a range of services not only to their members, but also to the rest of the community. They are an important part of the “social safety net”.

Places of Worship provide a range of services and facilities beyond their worship function. These serve members, but also the general community. At the same time they may have land use implications. . The on-going use of these facilities beyond their worship must be considered in the assessment of development proposals related to matters such as parking, traffic, noise and lighting.

## A2 POLICY AND REGULATORY FRAMEWORK

### A2.1 PURPOSE

This section will focus on the land use policy and regulatory context with respect to Places of Worship, both in the City of Brampton and other municipalities. In addition, to provide an appropriate context, the applicable provincial and regional policies, as well as the Assessment Act, are also discussed.

### A2.2 PROVINCIAL POLICY STATEMENT AND THE GROWTH PLAN

The Provincial Policy Statement (PPS) is issued under the authority of Section 3 of the Planning Act and the latest version came into effect on March 1, 2005. All decisions affecting planning matters are required to be “consistent with” with the PPS. The Growth Plan for the Greater Golden Horseshoe (Growth Plan) was prepared and approved under the Places to Grow Act, 2005. It provides policies related to growth management and prevails over the PPS where there is a conflict except for policies related to natural environment or human health. All decisions under the Planning Act must conform to the Growth Plan.

The PPS does not include any direction specific to Places of Worship. However, it states in Section 1.1.2 that:

“Sufficient land shall be made available through *intensification* and *redevelopment*, and, if necessary, *designated growth areas*, to accommodate an appropriate range and mix of employment opportunities, housing **and other land uses** (*emphasis added*) to meet projected needs for a time horizon of up to 20 years.”

A key direction of the PPS is on focusing growth in urban areas and ensuring that land use patterns are based on (Section 1.1.3.2):

- “a) densities and a mix of land uses which:
  1. efficiently use land and resources;
  2. are appropriate for, and efficiently use, the *infrastructure* and *public service facilities* which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion; and,
  3. minimize negative impacts to air quality and climate change, and promote energy efficiency....; and,
- b) a range of uses and opportunities for *intensification* and *redevelopment*...”

In addition to the focus on the efficient use of land, the other relevant direction in the PPS related to Places of Worship is that it directs municipalities in Section 1.3.1 to promote economic development and competitiveness by:

“providing for an appropriate mix and range of employment (including industrial, commercial and **institutional uses** (*emphasis added*)) to meet long-term needs”.

In addition, while the policy does not specifically identify institutional uses as being permitted in employment areas, it does not preclude them either. Employment areas are defined in Section 6 of the PPS as:

“... those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.”

The Growth Plan also does not include specific direction with respect to Places of Worship. However, while it includes the same definition of employment areas as the PPS, it seems to recognize that institutional uses are employment uses. In particular, in Section 2.2.6.2 it states:

“Municipalities will promote economic development and competitiveness by- a) providing for an appropriate mix of employment uses including industrial, commercial and **institutional uses** (*emphasis added*) to meet long-term needs...”

In addition, in Section 2.2.6.4 it states:

“Major office and appropriate major institutional development should be located in urban growth centres, major transit station areas, or areas with existing frequent transit service, or existing or planned higher order transit service.”

### A2.3 REGION OF PEEL OFFICIAL PLAN

The Region of Peel Official Plan “outlines strategies to guide growth and *development*” for the period 1996 to 2021 (Section 1.3). Detailed matters are covered by local municipal official plans and there is limited direction in the Plan relating to lands in the “Urban System”.

Schedule D, Regional Structure, of the Regional Plan incorporates the majority of the City of Brampton in the lands identified as “Urban System”. There is only one area in the northwest section of the City in the “Rural System”, and the City and the Region have adopted amendments to their Official Plans to incorporate this area into the urban boundary. Those amendments have been appealed to the Ontario Municipal Board and the hearing commenced in June 2006.

The Plan does not provide any specific directions related to Places of Worship or institutional uses in general. However, similar to the PPS, the Plan seeks to achieve in the Urban System, an “intensified and *compact form* and mix of land uses in appropriate areas that efficiently use land, *services, infrastructure* and public finances....” (Section 5.3.1.4)



It also recognizes the need to provide for “*healthy communities* for those living and working in *Peel Region*, offering a wide range and mix of housing, employment, and recreational and cultural activities.” (Section 5.1.2).

## A2.4 CITY OF BRAMPTON OFFICIAL PLAN

The City has recognized the significance of Places of Worship to the community. This is reflected in its new Official Plan, adopted in October 2006, which provides specific direction related to Places of Worship.

The Official Plan consists of three parts:

- i) The General Plan which establishes the general direction for planning and development in Brampton, and includes as part of the Institutional and Public Uses policies in Section 4.8 provisions related to Places of Worship in Section 4.8.8; and,
- ii) Secondary Plans which implement and adapt the direction in the General Plan in response to specific circumstances in individual planning districts. Many of the Secondary Plans for residential areas provide more specific directions related to Places of Worship.
- iii) Community Block Plans which implement the policies of the Secondary Plans on a sub-area basis by coordinating completion of detailed environmental, servicing, transportation, urban design and growth management analysis and approvals.

The policies of the General Plan related to Institutional and Public Uses stress in the Introduction to Section 4.8 that Institutional and Public Uses provide a public benefit to the community. The key direction, as reflected in the objectives for to Institutional and Public Uses in Section 4.8, is a focus on ensuring the “equitable allocation and integration of to Institutional and Public Uses throughout the City”.

The general policies indicate in Section 4.8.1.1 that the Major Institutional Uses designation on Schedule “A” includes major places of worship. Smaller scale to institutional and public uses would be permitted as complementary uses in all relevant designations provided such uses are specifically designated in the relevant Secondary Plans. Section 4.8.1.7 establishes a series of criteria which should be taken into consideration in considering appropriate locations for to Institutional and Public Uses during the preparation of Secondary and/or Block Plans. In addition, the policies for the various land use designations generally provide some direction indicating whether institutional uses would be a permitted (e.g. Residential Section 4.1.1.1).

In terms of the specific policies for Places of Worship in Section 4.8.8, the key direction is:

“The City of Brampton shall encourage the location of Places of Worship sites throughout the City in accordance with identified needs as a means of strengthening the spiritual and social fabric of the community.”

The policies in Sections 4.8.8.1 through 4.8.8.11 reflect this direction and relate to various actions that the City will take to ensure that this objective is achieved including:

- i) designation and maintenance of an inventory of existing and proposed Places of Worship;
- ii) encouraging in the Secondary Plan/Block Plan processes early collaboration and negotiation of the stakeholders related to the establishment of sites for Places of Worship;
- iii) designation through the Secondary Plan/Block Plan processes of an appropriate number of Worship Reserve sites and equitable distribution of such sites to the extent possible;
- iv) encouragement of a process of first refusal for denominations which express interest in specific sites;
- v) requirement that Worship Reserve sites be included in appropriate subdivision plans and retained for acquisition and use as Places of Worship for a period of 3 years after subdivision plan registration, but permitting their use in the alternative for Low Density Residential without a Plan amendment;
- vi) indicating that the City will not process development applications for redesignation of such sites prior to the expiry of the 3 year period;
- vii) requiring in the review of subdivision plans that developers indicate how the road pattern and lotting in the vicinity of reserve sites can be extended or modified to develop the site for the alternative land use;
- viii) requiring developers to post a sign on reserve sites indicating their designation and the alternative land use;
- ix) indicating that the design of Places of Worship reinforce their social function and act as focal points for the community; and,
- x) encouraging applications of the City's Accessibility Technical Standards in the design and improvement of Places of Worship.

The Secondary Plans include a variety of approaches to Places of Worship. Many of them provide specific directions related to this use and Table A2.1 provides a summary of those policies. Most of the Plans for residential areas include some direction regarding Places of Worship, in particular, the newer plans which are marked with an asterisk in Table A2.1, include policies which were updated in 2000. The majority of the Plans for employment areas include limited or no direction with respect to Places of Worship.

<b>Secondary Plan</b>	<b>Policy Summary</b>
*Northwest Sandalwood Parkway (2a)	<p>Section 3.4.7 indicates that two sites are identified and sets out five principles to guide the development of the sites including:</p> <ul style="list-style-type: none"> <li>• Requirement that they be included in the appropriate subdivision plans as a condition of draft approval and held for a period of 3 years after registration;</li> <li>• Site size between 0.6 and 1.2 hectares;</li> <li>• Sites to be zoned for Places of Worship purposes, but also</li> </ul>

<sup>29</sup> Input to table provided by City of Brampton Staff.

**Table A2.1<sup>29</sup>**  
**Secondary Plan Place of Worship Policies**

Secondary Plan	Policy Summary
	<p>for low and medium density residential;</p> <ul style="list-style-type: none"> <li>• Use can be shifted to another site without an plan amendment; and,</li> <li>• Sites to have arterial road exposure but access from a local or collector road.</li> </ul>
*Bram West (40)	<p>Places of Worship are permitted in the Community Centre designation (Section 3.2.22). They are also permitted on reserved sites for Places of Worship (Section 3.4.7) subject to the following principles:</p> <ul style="list-style-type: none"> <li>• be included in the appropriate subdivision as a condition of draft approval and held for use for Place of Worship purposes for a period of 3 years</li> <li>• be approximately 0.8 – 1.2 hectares (2 – 3 acres) in size;</li> <li>• with restricted arterial road access subject to approval by the City;</li> <li>• be zoned for Places of Worship purposes or dual zoned to permit suitable alternative development without further amendment to the Official Plan, in the event that it is not acquired for Places of Worship purposes within 3 years.</li> </ul>
*Vales of Castlemore (SPA#42)	<p>Sections 3.4.7 – 3.4.10 provide policies similar to those above but, the policies:</p> <ul style="list-style-type: none"> <li>• establish a minimum site size of 0.8 hectares;</li> <li>• reference the need for conformity with the policies of the General Plan;</li> <li>• permits alternate residential uses if sites not used for Places of Worship provided such uses are compatible with surrounding uses; and,</li> <li>• developer is required to demonstrate how the sites can be developed for alternative uses at draft plan stage.</li> </ul>
*Bram East (SPA#41)	<p>Sections 3.4.7-3.4.10 provide policies similar to those for the Vales of Castlemore, however the alternative residential uses are specified as having the potential to be not just Low Density Residential uses but also Low/Medium and Cluster/High Density or other suitable designation.</p>
Snelgrove (SPA #1)	<p>Section 1.6 related to Plate 1 and 2 of the secondary plan indicates that church sites not needed as indicated on Plate 2 can be redistributed or relocated according to neighbourhood principles or may be allocated for compatible residential use without an Official Plan Amendment, providing the social need for a church is met.</p>
Snelgrove (SPA#2)	<p>The Light Industrial policies (Section 5.2.1) permit non-industrial uses including community services. The Institutional</p>

**Table A2.1<sup>29</sup>**  
**Secondary Plan Place of Worship Policies**

Secondary Plan	Policy Summary
	<p>policies in Section 8 only reference a community centre and schools. Some policies are included from the Official Plan that reference the need for church sites, but none are identified on the plans.</p>
<p>Heart Lake West (SPA #3) and Heart Lake East (SPA#4), Madoc (SPA#9)</p>	<p>Church sites, if not needed in the measure or location identified on Plate 2, can be redistributed or relocated in line with neighbourhood design principles or may be allocated for compatible residential use without an Official Plan Amendment proved the social need for church sites is met. Additional sites may also be required and, will be selected at the time of detailed consideration of plans of subdivision.</p> <p>Policies for the Bovaird – Kennedy Area in the Heart Lake Plans identify a need for four Place of Worship sites. The policies require each developer of 400 or more units to reserve a Place of Worship site on a Collector or Minor Collector road.</p> <p>Policy in the Madoc Plan permits a church on a high density residential site at Kennedy Road North and Vodden Street</p>
<p>Brampton West (SPA#6)</p>	<p>Section 1.6 of Chapter C35 of Section C and Section 5.7 require that church sites not needed in the location shown in Plate 2 can be redistributed or allocated for compatible residential use without an Official Plan Amendment, providing the social need for church is met</p>
<p>Downtown Brampton (SPA #7)</p>	<p>Institutional uses are permitted in the Central Area Mixed-Use and Institutional designations. Institutional designations are intended to provide for the continued operation of existing uses.</p>
<p>Bram North (SPA#8)</p>	<p>Sections 1.6 and 5.7 require that church sites not needed in the location shown in Plate 2 can be redistributed or allocated for compatible residential use without an Official Plan Amendment, providing the social need for church is met</p>
<p>*Fletchers Creek (SPA#23)</p>	<p>Section 5.13 states that Church sites will be reserved on lands owned by the Catholic Archdiocese of Toronto and other large subdivisions. If the sites are not acquired for church purposes, they will be released for residential development.</p> <p>Identifies one reserve site in a low density area. .</p>
<p>*Fletcher’s Meadow (44)</p>	<p>Section 3.4.7 indicates that Places of Worship shall be located on reserved sites and developed according to the following principles;</p> <ul style="list-style-type: none"> <li>• be included in the appropriate subdivision as a condition of draft approval and held for use for Place of Worship purposes for a period of 3 years</li> </ul>

**Table A2.1<sup>29</sup>**  
**Secondary Plan Place of Worship Policies**

Secondary Plan	Policy Summary
	<ul style="list-style-type: none"> <li>• be approximately 0.8 – 1.2 hectares (2 – 3 acres) in size;</li> <li>• with restricted arterial road access subject to approval by the City;</li> <li>• be zoned for Places of Worship purposes or dual zoned to permit suitable alternative development without further amendment to the Official Plan, in the event that it is not acquired for Places of worship purposes within 3 years.</li> </ul>
Goreway Drive Corridor (SPA#39)	Permits religious institutions on lands designated as Institutional. Also contains special policies pertaining to the location of institutional uses in special areas.
Westgate (SPA#10)	Church site shows on plan but there are no specific policies.
Central Park (SPA#11),	No policies, but two sites (1.2 acre and a 2.5 acre) for churches are included in the land budget for the Westerly and Easterly Villages in Appendix A.
Southgate (SPA#21)	Identifies two church sites and includes a special policy for another church.
Northgate (SPA #12)	Permits social and community facilities in the Civic Centre. Other policies do not reference Places of Worship, but a 1.2 acre church site and a 2.5 acre area for churches are identified in the land budget in Appendix A.
Gore Industrial South (SPA#23) Bramalea South (SPA#22), Bramalea North Industrial (SPA#13), Parkway Belt West (SPA#32), Industrial Area, Airport Road/Highway 7 (SPA#37)	No policies with respect to institutional or places of worship
Steeles Industrial (SPA#25)	Provision for institutional use including churches.
Brampton East (SPA#17)	Permits Places of Worship under the Institutional designation. It is the intention of this designation to encourage existing permitted uses to continue, with any changes to another designation permitted only by an amendment to the Plan.
Brampton East (SPA#18)	Policies indicate that the Plan designates existing major institutional uses as Institutional, including two churches. Plan was amended by OP93-87 to permit a free standing religious institution as an alternative to industrial uses on a specific site on Selby Road.
Bramalea West Industrial	No policies with respect to Institutional, but map identifies two

<b>Secondary Plan</b>	<b>Policy Summary</b>
(SPA#19)	existing Institutional uses, neither of which are Places of Worship.
Avondale (SPA#20). Esker Lake	No policies on Places of Worship.
Queen Street Corridor (SPA#36)	Institutional uses are permitted in the Central Area Mixed-Use and Institutional designations. Institutional designations are intended to provide for the continued operation of existing uses.
Bramalea Road South (SPA#38)	Permits Institutional Use in Mix-Use (Office & Retail) designation
Sandalwood Industrial East (SPA#2)	No policies, but plan shows a Place of Worship site and Institutional designations.
Fletchers Creek Village (SPA#43)	Identifies one reserve site in a high or medium density area. and specific principles which are applicable including retention for 3 years, site size and alternative zoning.
Credit Valley (SPA#45)	Section 5.5 provides details on policies related to Places of Worship.
Vales North (SPA#49)	No specific policy related to places of worship.

## A2.5 CITY OF BRAMPTON ZONING BY-LAW

Zoning By-law 270-2004 uses the term “Religious Institution” for Places of Worship and the term is defined in Section 5.0 Definitions as:

“...a building or place, or portion of a building or place wherein people assemble for religious worship.”

This type of general definition is similar to the definitions used in most municipal zoning by-laws. For instance, the Town of Markham’s recently developed Markham Centre By-law 2004-196 defines a Place of Worship as “a premises used by a charitable religious group(s) for the practice of religious rites.” The City of Mississauga’s draft new zoning by-law defines a Place of Religious Assembly as “a building, structure or part thereof that is used as a place of public worship.”

The By-law permits religious institutions only in a few zones (e.g. the Commercial One (C1), Service Commercial (SC), Institutional One (I1) Zones). All three zones permit a range of other uses which appear designed to serve an adjacent residential area. The Institutional One Zone, for instance also permits:

- a public or private school;
- a day nursery;

- a park, playground or recreation facility operated by a public authority;
- a group home type 1 or group home type 2; and,
- accessory uses.

The parking requirements for a Religious Institution use are found in Section 20 which establishes the General Provisions for Commercial Zones. The requirement is:

“1 parking space for every 4 seats or where no seat is provide (*sic*), 8.4 square metres of worship area or portion thereof”.

## A2.6 POLICIES IN OTHER MUNICIPALITIES

Unlike Brampton, the majority of municipalities do not provide any detailed specific direction regarding Places of Worship in their Official Plans. In particular, the majority of municipalities do not become involved in the efficient allocation of Place of Worship sites.

Table A2.2 summarizes policies from Official Plans of communities comparable to Brampton in the Greater Toronto Area which do provide some specific direction related to Places of Worship.

<b>Table A2.2 Other Municipal Policies</b>	
<b>Municipality</b>	<b>Policy Summary</b>
Vaughan	The Official Plan classifies Places of Worship as institutional uses (Section 4.2.4 of OPA 600). Section 4.2.4.3 provides policies for Places of Worship. It permits large scale facilities on arterial roads without specific designation or amendment to the Plan. Smaller scale facilities may be permitted on arterial or primary roads without amendment to the Plan. In the Rural Area, Places of Worship are subject to an Official Plan amendment and the use is prohibited in the Agriculture Area.
Mississauga	The Official Plan classifies Places of Worship as Community Uses. Community Uses are permitted in all designations, however, Section 3.16.4 of the Plan establishes eight criteria which will be used to evaluate applications for Places of Worship including provision of adequate on-site parking, site on an arterial or major collector road, preferably at intersections and compatibility with surrounding land uses. The policies also encourage shared parking wherever possible.
Markham	The Official Plan; <ul style="list-style-type: none"> <li>• prohibits Places of Worship in the rural area;</li> <li>• permits them in all designations in the urban area on sites of less than 2.5 hectares, with the exception of one of the employment designations (Industrial(Business Park Area));</li> <li>• requires zoning approval for new Places of Worship in hamlets and Heritage Main Street designations;</li> <li>• requires an official plan amendment for all sites over 2.5 hectares, except for certain exceptions where the site area is 2 hectares’</li> <li>• requires all Places of Worship to be subject to a rezoning and site plan approval;</li> <li>• establishes detailed criteria for the evaluation of applications for Places of Worship including location and parking;</li> <li>• establishes the Town’s commitment to work with the faith communities to develop Places of Worship;</li> </ul>



<b>Table A2.2 Other Municipal Policies</b>	
<b>Municipality</b>	<b>Policy Summary</b>
	<ul style="list-style-type: none"> <li>• requires planning approvals for auxiliary uses; and,</li> <li>• establishes special requirements for Markham Centre and Heritage Conservation Areas.</li> </ul>
Oakville	Places of Worship are considered community institutional uses. They are not specifically designated in secondary plans. Such uses are permitted in the rural area, but this reflects the fact that the area is intended for future urban development.
Richmond Hill	Applications for Places of Worship in residential areas are evaluated based on a set of criteria which include: <ul style="list-style-type: none"> <li>• requirement for a location at the intersection of arterial roads or arterial and collector roads;</li> <li>• submission of parking and traffic studies; and,</li> <li>• all developments subject to site plan control.</li> </ul>
Burlington	Places of Worship are considered institutional uses. They are permitted in all land use designations, with the exception of Greenlands and Watercourses. However, they are directed to locations which abut arterial or collector roads. Further, in rural areas they are required to locate in Rural Settlement Areas.
Pickering	The Official Plan for the Town of Pickering identifies places of religious assembly as a community service. However, no specific direction is provided in the Plan with respect to any municipal involvement in the establishment of such uses. Community services are permitted in mixed use, employment and residential areas.
Oshawa	Places of Worship are identified as Institutional uses. Major uses are located in areas designated “Institutional” while community related uses are permitted in “Institutional” or Residential” designations. The policies provide direction with respect to minimizing the impacts of such uses (e.g. noise, traffic and shade) on adjacent land uses, particularly residential development. Specific areas are to be identified in Part II Plans for institutional uses. However, these designations appear to be primarily for schools, which other institutional uses being permitted when a school is not required.
Whitby	Places of Worship are identified as Institutional uses. Such uses are to be located in areas which complement the general policies of the Plan. Location and general design criteria are provided in the Plan including provision of adequate parking and buffering.

**A2.7 ONTARIO MUNICIPAL BOARD DECISIONS**

Decisions of the Ontario Municipal Board (OMB) are not precedent setting. However, a review of past decisions can be useful in determining specific principles which have guided the Board in the evaluation of similar applications. These decisions also assist in understanding how the Board may interpret overriding Provincial legislation, including the Provincial Policy Statement.

There are a number of Board decisions which have dealt with Places of Worship. The analysis of the decisions indicates that the Board has evaluated such applications on land use planning grounds with specific considerations relating primarily to matters such as parking and traffic and other similar impacts. Religion, or religious practices, is not an issue which is considered except insofar as it can be demonstrated that it has land use implications. As noted in the decision with respect to Canadian Islamic Trust Foundation v. Mississauga (City) in 1998:

“...there were suggestions throughout the hearing that the opposition that was mobilized by this proposal was based on considerations other than planning considerations.

The Board found that there were substantive and historic planning issues that arose as a result of this project, and that for the most part, the concerns expressed were sincere and honest, although in some cases, possibly based on a lack of knowledge or understanding....

In any event, the Board would like to reiterate what it said repeatedly throughout the hearing; that the Board makes decisions on the evidence it hears with respect to the planning and legal issues.”

## A2.8 ASSESSMENT ACT

Institutional uses such as Places of Worship, public and separate schools and public hospitals have traditionally been exempt from paying land taxes on the basis that they provide benefits to society. The current Assessment Act states in Section 3(1) that “all real property in Ontario is liable to assessment and taxation, subject to the following exemptions from taxation”. Among the exemptions are a number related to religious organizations including the following:

“3. Land that is owned by a church or religious organization or leased to it by another church or religious organization and that is:

- i. a place of worship and land used in connection with it,
- ii. a churchyard, cemetery or burying ground, or
- iii. 50 per cent of the assessment of the principal residence and land used in connection with it of the member of the clergy who officiates at the place of worship referred to in subparagraph i, so long as the residence is located at the site of the place of worship.

This paragraph applies to the 2001 and subsequent taxation years.....

5. Land owned, used and occupied solely by a non-profit philanthropic, religious or educational seminary of learning or land leased and occupied by any of them if the land would be exempt from taxation if it was occupied by the owner. This paragraph only applies to buildings and up to 50 acres of land.....”

## A2.9 IMPLICATIONS

The review of the policy and regulatory context for Places of Worship has indicated that:

- The PPS does not specifically permit institutional uses such as Places of Worship in employment areas, but it does not preclude them either.
- Both the PPS and the Regional Plan encourage intensification and compact form and mixed use development, as well the creation of healthy communities. This focus has implications for the location and form of development of Places of Worship (e.g. infill development, sites well served by transit).
- The City's Official Plan recognize Places of Worship as a Community Service use. Large scale Community Service uses are found in Community Service designations, while smaller scale uses, including most Places of Worship are permitted as complementary uses in all relevant designations. Generally, Places of Worship appear to be permitted in residential designations, or commercial designations serving residential areas. In most cases they are not permitted "as of right" in employment areas.
- The City's Official Plan, unlike most other municipalities, establishes a responsibility on the part of the City for "efficient allocation of Place of Worship sites throughout the City in accordance with identified need." As part of implementing this direction, the policies require the establishment of Worship Reserve sites and their retention for acquisition by faith groups for a period of three years after subdivision plan registration.
- The City's Secondary Plans establish a variety of approaches to Places of Worship based on the direction in the General Plan. Generally, the secondary plans for residential areas designation sites for Places of Worship, while the secondary plans for employment areas do not specifically permit Place of Worship uses.
- The City's Zoning By-law permits Places of Worship, as of right, in only two commercial zones and an institutional zone. As a consequence, most Places of Worship would require a rezoning as a condition of development.
- The Assessment Act provides certain exemptions from assessment and taxation for religious organizations.

## A3 TRANSPORTATION CONSIDERATIONS

### A3.1 CONTEXT

Traffic concerns, and particularly those related to parking, are significant issues with respect to Places of Worship. For instance, 30% of the respondents to the Existing Places of Worship Survey noted that they had concerns with their current parking arrangements, and even those with no concerns often indicated through other information they provided that parking is a significant issue for them (e.g. use of on-street parking, provision of significant parking spaces).

Traffic concerns are amplified by the tremendous growth in the City of Brampton, with applications for new Places of Worship, plus increasing parking and traffic problems with existing facilities. The current By-law parking requirement has been in effect since 2000. Accordingly, a review by iTrans Consulting Inc (iTrans) was carried out to determine if the existing By-law requirements are still appropriate. In addition, other issues related to transportation were addressed.

The concept of place of worship is constantly evolving and expanding. Different religious and cultural ideals have altered the historical place of worship use and form. The original idea of the place of worship being primarily a main worship area with row upon row of seats is no longer the norm. In addition, other ancillary uses like daycares, schools, offices, residences are becoming more prevalent. Further, the place of worship is no longer serving the local community (within walking-distance), but a larger regional community.

With the significant increase of population in the City of Brampton, the need and proliferation of the development of diverse Places of Worship has increased to meet the needs of the increased and more diverse population. In order to meet this additional demand, a comprehensive policy must be in place to accommodate the transportation impacts associated with the diverse religious institutions. Accordingly several issues have been identified, which include:

- The appropriateness of existing parking rate – is the standard too low?
- When is a traffic impact study required?
- From a traffic perspective are there certain land uses more compatible than others where Places of Worship should be located?
- When is a parking study required?

The challenge is to develop transportation policies that encompass the various characteristics of the myriad of religious institutions in a manner that ensures equality, without compromising the City's transportation system.

## A3.2 PARKING REQUIREMENTS

### A3.2.1 Parking Issues

The provision of insufficient parking is the key issue identified with Places of Worship based on the research carried out for the study. The Survey results substantiate this concern, with respondents identifying the need to use on-street parking to meet parking demand or, in one case citing the parking issue as part of the rationale for the establishment of a “daughter” congregation. Even those respondents who did not identify a parking issue are responding to the concern by using a variety of mechanisms such as providing substantial parking areas, permitting parking on grassed areas for special occasions, or making arrangements with adjacent facilities such as schools to allow parking.

The issue is of concern for a number of reasons:

- Conflicts with neighbours/safety Issues
- Conflicts with neighbours or unsafe conditions result because “over flow” parking occurs on local streets or parking lots on other properties. This is a particular concern when the parking is illegal (e.g. driveways or fire hydrants are blocked, parking too close to intersections, or parking on both sides of the road);
- Safety of Congregants  
Congregants may have to park a distance away in areas which are not completely safe or which require them to cross busy roads to reach the place of worship.
- Costs of Providing On-Site Parking  
The costs of providing sufficient on-site parking can be onerous for a congregation. In addition, given the fact that the majority of the parking is only required once or twice a week it is not an efficient use of land.

Faith groups have tried a variety of ways to resolve the shortage of parking, with varying degrees of success. The Survey results indicate that many of the respondents have verbal arrangements with adjacent uses, most commonly schools, to use their parking lots. The “verbal” nature of these contracts, however, is an indication that the arrangements cannot be relied upon in the long term. In addition, the congregants may not use the alternative arrangements because they are inconvenient, and it is more convenient to park on adjacent streets, an issue identified by one respondent to the Survey.

Other alternatives include carpooling, transit and walking. However, these may not be feasible or convenient. Certainly, 80% of the Survey respondents indicated that between 90% and 100% of their congregants travel to the place of worship by car.

Another alternative, especially for special occasions, is to provide additional worship services. This can be a valuable tool to manage parking problems. However, if additional services are added, they have to be scheduled to ensure there is no significant overlap in arrival and departure times for congregants, or parking and traffic problems may be exacerbated rather than resolved.

### A3.2.2 Existing City of Brampton Parking Standard

The existing City of Brampton Zoning By-Law 200-82 provides the following information regarding Places of Worship:

- The definition of a place of worship (religious institution) for Brampton:

*Shall mean a building or place, or portion of a building or place wherein people assemble for religious worship.*

- The specific parking requirement:

*1 parking space per 4 seats or where no seat is provided, 8.4 square metres of worship area or portion thereof.*

The parking requirement recognizes both worship area gross floor area (GFA) and seats as governing factors. However, there is no specific definition of the term “worship area”, nor is it clear how a seat is defined. All the respondents to the Existing Places of Worship Survey indicated that they provided seats for their congregants. However, 74% had a least some portion of the total seating available which was classified as “movable”, while 34% of the respondents provided only “fixed” seating.. Further, 52% of the respondents were able to provide additional overflow seating, usually folding chairs. In some cases, the overflow seating could accommodate a substantial number of people (75-450 people). It is not clear from the regulation how the By-law would deal with the different types of seating identified.

### A3.2.3 Defining Worship Area and Person Capacity

Where a definition of worship area is used, whether in the Brampton By-law for situations where there is no seating, or, in other By-laws for other circumstances, there are challenges in defining the actual worship area and its person capacity, due to:

- Flexibility in total seating in the main worship area;
- Occasional use of temporary seating;
- Flexibility in the area used to accommodate the seating;
- The tradition of some faiths to provide no seating in their worship areas; and,
- Differences among faith groups as to where men, women and children worship.

To address these issues, iTrans recommended that a definition of worship area should be included in the Zoning By-law. The definition should include, in addition to the main worship area, all other areas that are used for the observance of religious services. In particular, it should address those places of worship with balconies or flexible walls which can be removed to accommodate additional seating.

The following definition, which addresses these criteria, was initially suggested by iTrans:

*Means the aggregate of those areas (whether above or below established grade) measured between the walls of the sanctuary, hall or meeting room(s) which a religious group, organization or denomination utilizes for the observance of its religious services, including any balcony or area which can be opened on a temporary basis to such a sanctuary, hall or meeting room(s) by the removal or opening of any walls or partitions and any choir or*

*musicians' area, but excluding any areas intended solely for the use of the faith group leader such as altar or pulpit areas.*

However, through the study process, iTrans suggested some revisions to the definition of “Worship Area” and the addition of a definition of the term “Worship Area Capacity” to assist in the interpretation of the Zoning By-law as follows:

“**WORSHIP AREA** shall the net floor areas, whether above or below established grade, within the walls of a 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.”

Not all Places of Worship provide fixed seating, and as identified through the Survey, an individual Places of Worship may provide a variety of forms of seating. Accordingly, a method is needed to determine the person capacity of worship areas without fixed seating or which provides fixed seating in combination with other forms of seating.

The occupant load of an area used for religious assembly is generally determined by the following approaches:

- Where there are fixed seats, by the number of fixed seats (Ontario Building Code)
- Where there are benches, by 0.5 m bench space per person
- Where there are spaces with no fixed seats or benches, by the area occupied by each person - 0.75 sq m per person for space with non-fixed seats (Ontario Building Code)

The following approach to the calculation of the person capacity of the worship area is suggested:

- *One fixed seat in the worship area per person;*
- *0.5 m bench width in the worship area per person;*
- *1.0 square metres net worship floor area per person of non-seating or non-fixed seating areas*

At the time of site plan application, the architect should be required to provide a written confirmation of the occupant load of the worship area, as defined. For further clarity, it might be appropriate for some Places of Worship to restrict the total capacity of the area used for worship either through the zoning by-law or site plan agreement.

#### **A3.2.4 Parking Standards for Places of Worship**

As a basis for evaluating the City's existing parking standard a comparison of municipal parking standards was carried out, in addition to a proxy site survey.

Table A3.1, and Figures 3.1, 3.2 and 3.3 summarizes the results of the comparison of municipal parking standards. Based upon the review of several municipal by-laws, the average parking rate based upon the number of seats, gross floor area (GFA) and person capacity is summarized below:

- 1 space per 6.0 seats ;
- 1 space per 11.41 s.m. GFA; and,
- 1 space per 4.25 person capacity.



Table A3.1 Comparison of Parking Standards for Places of Worship	
Municipality	Zoning By-Law Parking Requirement
City of Burlington, ON	6 spaces per 100 m <sup>2</sup> of GFA
City of Oshawa, ON	1 space per 6 fixed seats or 4 metres of bench space, or 1 space for each 6 s.m. of assembly floor area, whichever is greater
City of Hamilton, ON	1 for every classroom plus 1 for each 7 seat capacity in that part of the building used for worship <b>or</b> 1 for every classroom plus 1 for each 23.0 square metres of floor area used for hall, auditorium <b>or</b> similar use involving the assembly of persons not including the place of worship, whichever results in the greater requirement.
Town of Markham, ON	1 space per 4 persons of the <i>worship area capacity</i> ; <b>or</b> 1 space per 9 square metres of the <i>net floor area</i> of the <i>Worship Area(s)</i> and any accessory use areas, excluding any residential uses.
Town of Cobourg, ON	The greater of: - 1 space for every 6 fixed seats or fraction thereof, <b>or</b> - 1 space for every 9 m <sup>2</sup> (100 ft <sup>2</sup> ) of gross floor area or portion thereof
City of Kingston, ON	1 parking space for each 10 seats. Where individual seats are not provided, each 0.5 m of benches or other similar seating shall be considered as 1 seat for the purpose of determining requirements.
City of London, ON	1 per each 4 persons church capacity
City of Barrie, ON	1 space for every 5 persons to be accommodated according to the maximum permitted capacity of the sanctuary in the Place of Worship
City of Guelph, ON	1 per 5 seats or 1 per 10 m <sup>2</sup> G.F.A. <b>used</b> for a hall, auditorium <b>or</b> similar <b>use</b> involving the assembly of persons, whichever is greater. Where public assembly seating is provided in the form of fixed benches or pews, then 0.5 metres of each such bench or pew length shall be considered as equaling one seat. The number of persons to be accommodated for public assembly activities with movable seating shall be based on 1 person per 1 m <sup>2</sup> of movable seating.
City of Mississauga, ON (Draft requirements from Zoning By-Law Project)	1.0 space per 4.5 seats for permanent fixed seating (1); plus 27.1 spaces for any non-fixed moveable seating per 100 m <sup>2</sup> <b>GFA - non-residential</b> , all in the <b>worship area</b> or 27.1 spaces for all

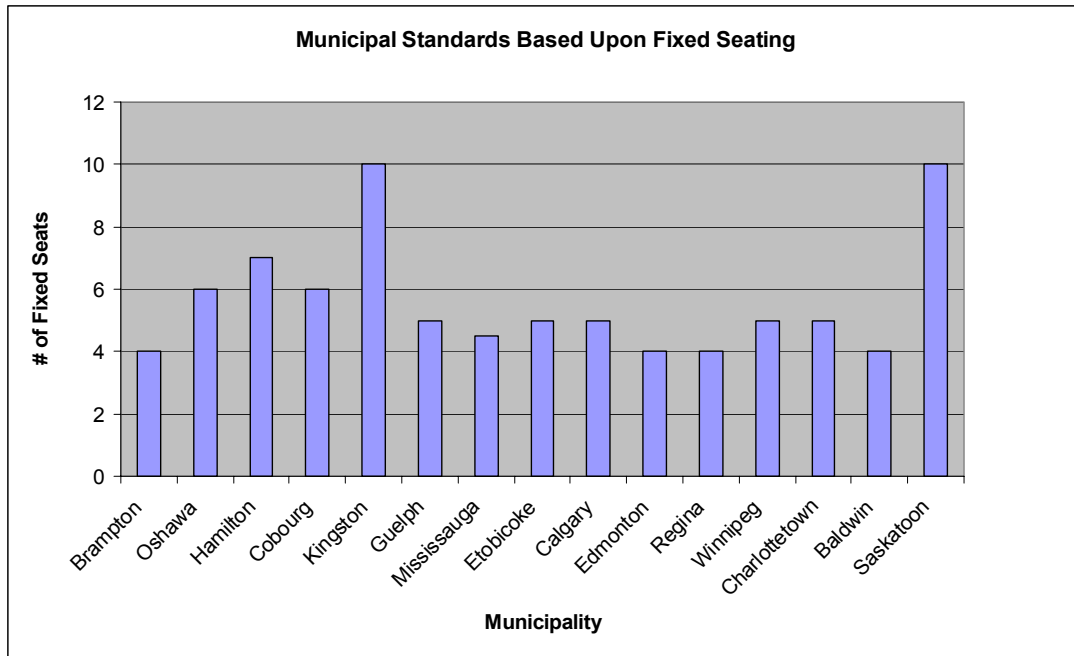
**Table A3.1 Comparison of Parking Standards for Places of Worship**

Municipality	Zoning By-Law Parking Requirement
	<p>non-fixed moveable seating per 100 m<sup>2</sup> <b>GFA - non-residential</b>, in the <b>worship area</b> <u>or</u> 10.0 spaces per 100 m<sup>2</sup> <b>GFA - non-residential</b>, whichever is greater</p> <p>Where the <b>worship area</b> of a <b>place of religious assembly</b> includes permanent fixed seating or non-fixed moveable seating for clergy, leaders, choirs, or musicians, such seating or area shall be included in the calculation of seating for the purpose of calculating required parking. Where a <b>banquet hall/conference centre/convention centre</b> or community/multi-use hall and a <b>place of religious assembly</b> are permitted <b>uses</b> on the same <b>lot</b>, and where the area of the <b>banquet hall/conference centre/convention centre</b> or community/multi-use hall is the same size or larger than the <b>worship area</b> of the <b>place of religious assembly</b>, parking will be required for the <b>banquet hall/conference centre/convention centre</b> or community/multi-use hall in accordance with the <b>banquet hall/conference centre/convention centre</b> applicable regulations contained in Table 3.1.2.2 of this By-law in addition to the parking required for the <b>place of religious assembly</b>.</p>
City of Kitchener, ON	1 space for every classroom plus 1 space for each 7 seat capacity in that part of the building used for worship <u>or</u> 1 space for every classroom plus 1 space for each 23 metres of floor area used for hall, auditorium or similar use involving the assembly of persons not including the place or worship, whichever results in the greater requirement.
City of London, ON	1 space per each 4 persons church capacity
Town of Ajax, ON	1 parking space per every 4 person(s) maximum capacity in the largest room of assembly.
Former City of Scarborough, ON	7.7 spaces per 100 m <sup>2</sup> GFA
Former City of Etobicoke, ON	1 space per 5 seats designated capacity
Former City of North York, ON	1 spaces per 28 m <sup>2</sup> of bedroom area; plus 1 space per 4.7 m <sup>2</sup> of floor area of main worship area, <u>or</u> 1 space per 21 m <sup>2</sup> of GFA; whichever is greater, for the place of worship.
Town of Milton, ON	1 parking space per 5.5 m <sup>2</sup> of GFA in the nave + 10.8 spaces per 100 m <sup>2</sup> of GFA for a public hall, banquet hall or community/multi-use hall if permitted and associated with or on the same site as the place of worship

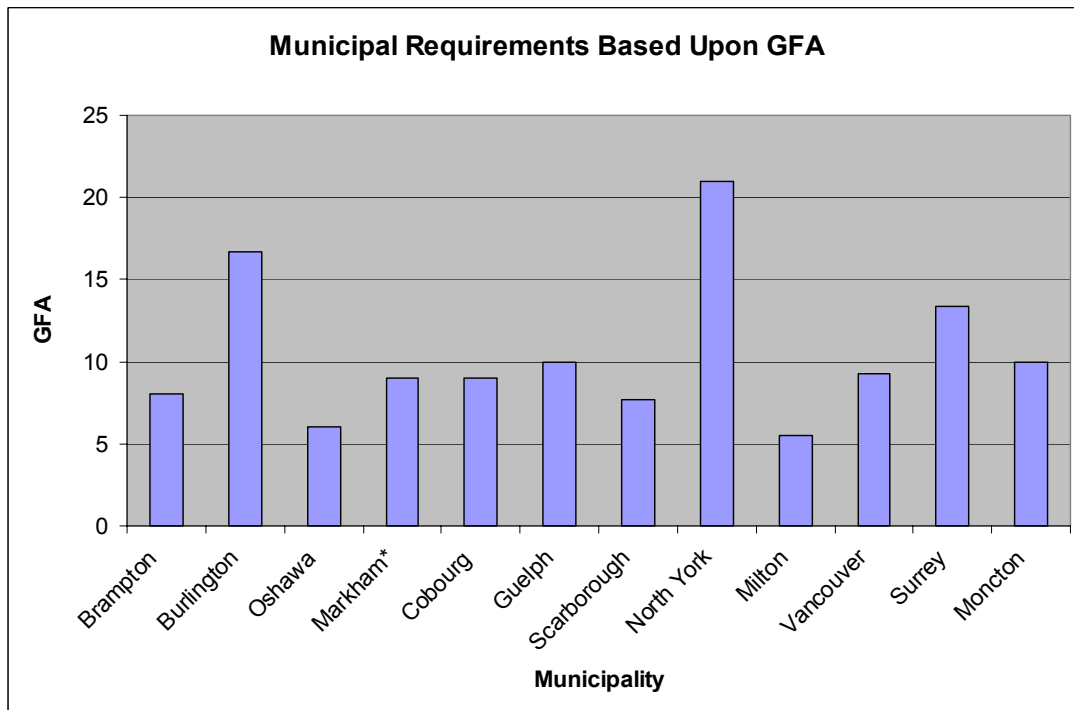
<b>Table A3.1 Comparison of Parking Standards for Places of Worship</b>	
<b>Municipality</b>	<b>Zoning By-Law Parking Requirement</b>
City of Vancouver, BC	A minimum of one space for each 9.3 square metres of floor area used for assembly purposes, except that where two or more separate areas of assembly exist within a site and are not used concurrently, the Director of Planning may require parking for only the largest of these areas.
City of Surrey, BC	7.5 <i>parking spaces</i> for every 100 sq. m. [1075 sq. ft.] of GFA (reduced by 20% in the downtown)
City of Calgary, AB	1 stall per 5 seating spaces
City of Edmonton, AB	1 space per 4 seats
City of Regina, SK	1 space per 4 seats, except downtown where there is no requirement
City of Saskatoon, SK	1 space per 10 seats in main assembly area, or where no fixed seats are provided, 1 space per 7.5 s.m. of GFA devoted to main assembly area
City of Winnipeg, MB	1 space for each 5 seats in the principal assembly area, but not less than 10 spaces
City of Moncton, NB	1 space for every 10 s.m. of GFA
City of Charlottetown, PEI	1 space per 5 seats or 3 m (9.8 ft.) of bench space
Township of Baldwin, ON	1 space per 4 seats or 4.5 meters of bench space <b>or</b> 4.5 m <sup>2</sup> of GFA, whichever is greater.
<b>Brampton, ON*</b>	<b>1 space per 4 seats or where no seat is provided, 8.4 square metres of worship area or portion thereof</b>

\* Based upon iTRANS recommendation in Brampton Parking Standards Study

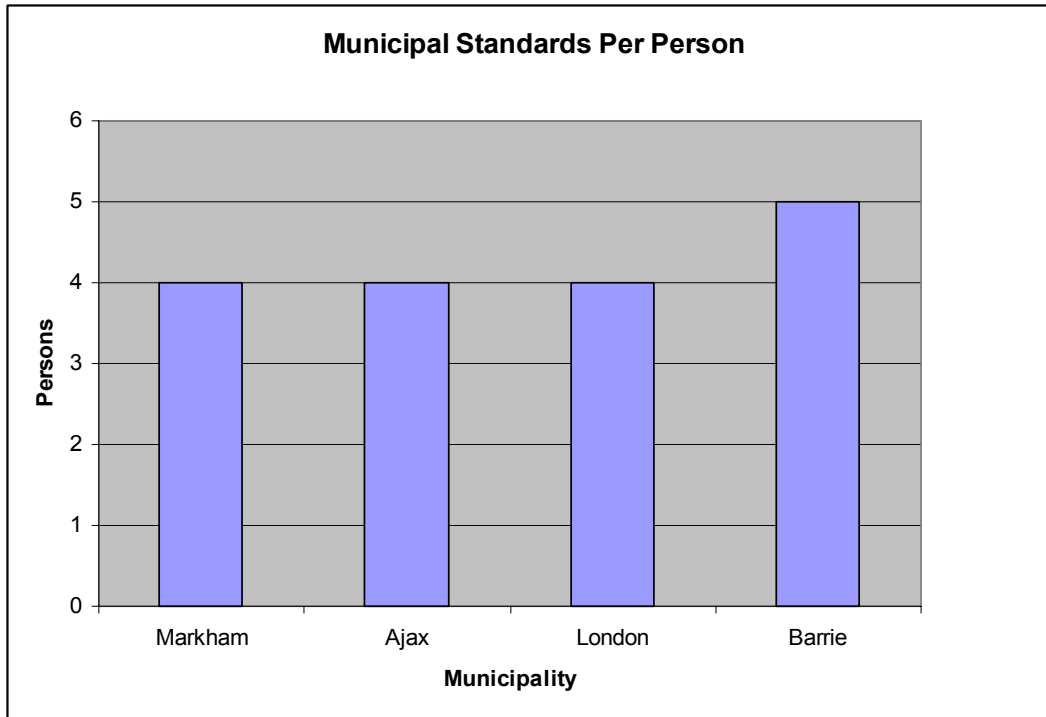
**Figure 3.1 Comparison of Municipal Parking Standards Based on Fixed Seating**



**Figure 3.2 Comparison of Municipal Parking Standards Based on GFA**



**Figure 3.3 Comparison of Municipal Parking Standards Based on Person(s) Capacity**



In addition to the comparison of parking standards in other municipalities, the 2000 Parking Standards Study included proxy site surveys in Brampton. The results of this proxy site survey are summarized in the tables below. This data served as the basis for the parking rate used by the City of Brampton.

In addition, two recent transportation studies prepared for Brampton for a Muslim Mosque and Sikh Temple have been included in our analysis to assist in updating the parking rates. These two religious sects are just examples of the diverse faith groups in the City of Brampton. In order to understand the transportation demands associated with different religions and cultures, it is critical to understand the characteristics of individual Places of Worship.

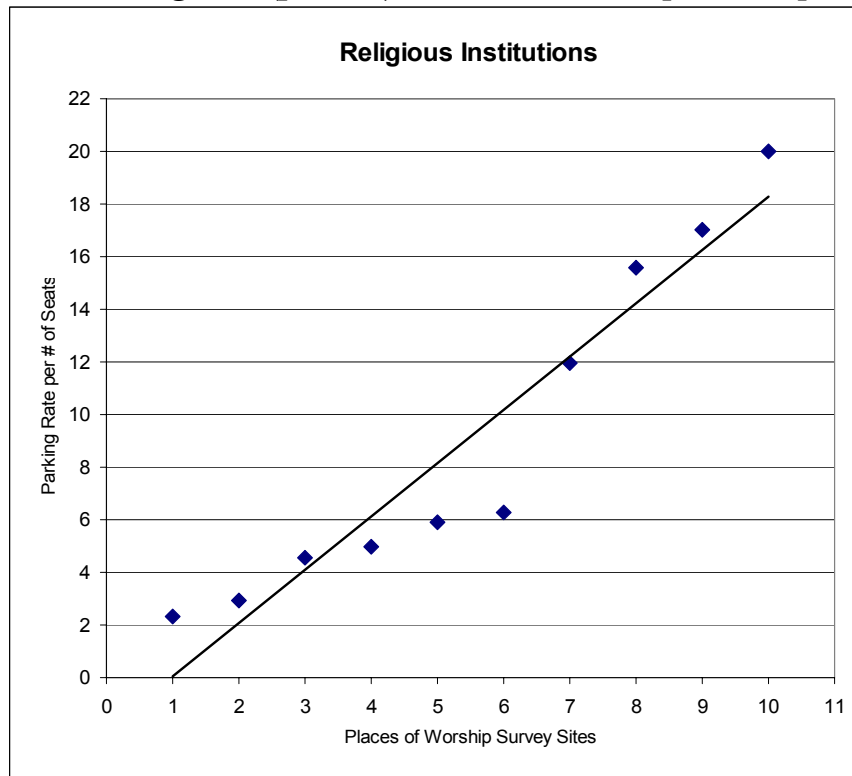
**Table A3.2 Proxy Site Data of Various Brampton Places of Worship, 2000**

Name	Location in Brampton	Survey Time	Number of Seats	GFA (sq.m)	Available Spaces	Total Spaces Utilized	Actual Parking Rate —space per seat	Actual Parking Rate 1 space per ___ seats
Kingdom Hall	360 Conestoga Drive	Sunday 10:00 AM	130	790	104	56	0.43	2
Jehovah's Witness	63 Church St	Sunday 10:00 AM	500	1,010	200	171	0.34	3
Immanuel Christian Reformed Church	525 North Park Drive	Sunday, 7:00 AM	250	916	50	55	0.22	5
Islami Prayer Hall	224 Mill Street South	Sunday 10:30 AM	225	1,174	55	45	0.20	5
Augsburg Lutheran Church	925 North Park Drive	Sunday 9:30 AM	165	849	59	28	0.17	6
North Bramalea Presbyterian Church	1989 North Park Drive	Sunday 9:30 AM	270	1,235	55	43	0.16	6
Brampton Chinese Baptist Church	101 Malta Avenue	Sunday 8:00 AM	800	2,202	120	67	0.08	12
Our Lady of Fatima Catholic Church	9050 Dixie Road	Sunday 9:00 AM	2058	23,700	411	132	0.06	16
Bramalea Baptist Church	940 North Park Drive	Sunday 9:30 AM	750	1,197	40	44	0.06	17
St. Anthony's of Paderia Church	64 Timberlane Drive	Tuesday, 5:15-7:00 PM	500	1,163	64	25	0.05	20
Nanaksar Prayer Hall								
<b>Total</b>			<b>5,648</b>	<b>34,236</b>	<b>1158</b>	<b>666</b>		

The average rates below are based upon survey data from 10 sites in City of Brampton.

<b>Table A3.3 Average Parking Rates</b>		
<b>Demand Based</b>	<b>Supply Based</b>	<b>Average Parking Utilization Rate</b>
0.12 spaces per seat	0.21 spaces per seat	57.5%
1.0 space per 8.48 seats	1.0 space per 4.88 seats	
1.0 space per 51.40 s.m. GFA	1.0 space per 29.56 s.m. GFA	

Figure 3.4 Parking Rate (per seat) of Places of Worship in Brampton, 2000



The results of the proxy site surveys for both the Sikh and Muslim Places of Worship are summarized below:

Place of Worship	Total GFA s.f.(s.m.)	Worship Area GFA s.f. (s.m.)	Peak Parking Demand	Parking Supply	Utilization	GFA Rate per 1000 s.f 100 (s.m.)	WAGFA Rate per 1,000s.f. (100 s.m.)
Sikh	5,240 (486)	3,078 (286)	52	65	80%	9.92 (10.70)	16.89 (18.18)
Sikh	20,330 (1,888)	12,206 (1,134)	77	105	73%	3.79 (4.08)	6.31 (6.79)
Sikh	12,510 (1,162)	7,502 (697)	186	126	148%	14.87 (16.01)	24.79 (26.69)
Sikh	7,530 (699)	4,510 (419)	48	103	47%	6.37 (6.87)	10.64 (11.46)
Sikh	5,020 (466)	3,014 (280)	62	170	36%	12.35 (13.30)	20.57 (22.14)
<b>Average</b>							
	<b>10,126 (940)</b>	<b>6,062 (563)</b>	<b>85</b>	<b>114</b>	<b>75%</b>	<b>9.46 (10.19)</b>	<b>15.84 (17.05)</b>

Source: Sikh Heritage Centre Parking Study, Sernas Transtech.(2006)

The results of the parking demand rate for Sikh Temples is based upon gross floor worship area and are higher than the supply-based rate obtained in the 2000 Parking Standards Study of 1.0 space per 29.56 s.m.

<b>Table A3.5 Proxy Site Survey Muslim Mosques</b>							
Place of Worship	Total GFA s.f. (s.m)	Worship Area GFA s.f. (s.m)	Peak Parking Demand	Parking Supply	Utilization	GFA Rate per1000 s.f. ( 100 s.m.)	WAGFA Rate per 1,000 s.f. (100 s.m.)
Muslim	11,000 (1,022)	5,700 (530)	160	200	80%	14.55 (15.66)	28.07 (30.19)
Muslim*	12,200 (1,133)	7,300 (678)	190	85+55 (140)	136%	15.57 (16.77)	26.03 (28.02)
Muslim	10,996 (1,022)	2,787 (259)	94	113	83%	8.55 (11.06)	33.73 (36.29)
<b>Average</b>							
	<b>11,399 (1,059)</b>	<b>5,262 (489)</b>	<b>148</b>	<b>151</b>	<b>98%</b>	<b>12.89 (14.50)</b>	<b>29.28 (31.50)</b>

Source: Traffic Study for Ahmadiyya Muslim Mosque, Paradigm Transportation Solutions Limited (2006)

\* This facility has a shared parking agreement in place.

The results of the parking demand rate for Muslim Mosques, based upon gross floor worship area, is comparable to the supply-based rate obtained in the 2000 Parking Standards Study of 1.0 space per 29.56 s.m.

The Muslim and Sikh Places of Worship are similar in the sense that worship areas do not have formal seating arrangements and that the worship area accounts for approximately between 50% and 60% of the total gross floor area (GFA) (with some site to site variations).

Based on this review of parking standards, it was suggested initially by iTrans that the parking standard for the worship use currently being used by the City is generally appropriate, but that it be revised so that it is not based on seating, but on person capacity of the worship area as follows:

*1 parking space based on the greater of: 1 space per 4 persons capacity of the worship area or 1 space per 8.4 square metres of worship area or portion thereof provided that person capacity shall be calculated based on the following:*

- One fixed seat per person, plus
- 0.5 m bench space per person, plus
- 0.75 m<sup>2</sup> net floor area per person in non-fixed seating areas.

The iTrans study also recommended, as discussed above, that the term “worship area” be defined in the Zoning By-law to ensure that there is no ambiguity in the assessment of specific applications, unlike the current situation



The faith groups on the Advisory Committee were concerned that a change in the parking requirement would make it more difficult to provide the required parking. To address this concern, based on input from the Advisory Committee and City staff, iTrans has proposed that the parking requirement be modified 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:

- iv. one fixed seat in the worship area per person;
- v. 0.5 metres of bench width per person;
- vi. 1.0 square metres net worship floor area per person of non-seating or non-fixed seating areas,”

Given the range of non-worship activities that Places of Worship are used for, City staff also believes that there is a need to ensure that a revised parking requirement is not based solely on the size of the worship area. Where the Place of Worship is also used as a community hall/banquet hall, such a facility could accommodate more people than the actual worship area. To address this, City staff has suggested that the amount of parking should be based on the floor area devoted to the use which accommodates the most people at any one time. This approach assumes that it is unlikely that both the worship area and the place of assembly would be in use simultaneously. This would result in a parking standard for Places of Worship 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. one fixed seat in the worship area per person;
- ii. 0.5 metres of bench width per person;
- iii. 1.0 square metres 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 square metres of assembly area (not including the worship area) shall apply if such requirement exceeds the requirement a) above.”

In addition, iTrans, as noted above, is also proposing some revisions to the definition of “Worship Area” and the addition of a definition of the term “Worship Area Capacity” to assist in the interpretation of the Zoning By-law as follows:

“**WORSHIP AREA** shall the net floor areas, whether above or below established grade, within the walls of a 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.”

### **A3.2.5 Parking Standards for Accessory Space**

Accessory space is defined in By-law 200-82 as:

*Shall mean a use which is incidental, subordinate and exclusively devoted to the principal use of the lot and buildings thereon, located on the same lot.*

Typical accessory uses for Places of Worship include small kitchens, offices, classroom space related to the religious teachings on the day that service/ celebration, and general purpose space. These types are uses are classified as “Accessory Uses”, since they are minor in nature and do not generate traffic on their own and usually coincide with the place of worship activities during typical days of operation.

### **A3.2.6 Parking Standards for Auxiliary Space other than assembly areas**

The place of worship is no longer just a “premises used by a charitable religious group(s) for the practice of religious rite.” Cultural, educational, recreational, social and like purposes, are also being undertaken at Places of Worship. In contrast to accessory space, which is incidental to the general use of Places of Worship, auxiliary uses for Places of Worship include may include day care/ nursery facilities, banquet/dining hall facilities, or classrooms for the intent of teaching beyond the typical operations associated with Places of Worship. Auxiliary uses may also be identified by the potential for “profit-making” and is capable of generating traffic independent of the place of worship.

It should be made clear that the required parking will have to take into account the parking requirement for both the Place of Worship and any other uses on the site. There may be an opportunity for shared parking, but the extent to which this is permitted will have to be supported by the submission of a parking study.

Further, in instances where a proposed auxiliary use is not defined in the Zoning By-law, iTrans suggests that it be considered as a “Place of Assembly”. The parking requirement for assembly halls, as noted in By-law 200-82, is:

*“1 parking space for each 8 square metres of gross commercial floor area or portion thereof”.*

In addition, to the above-noted accessory and auxiliary uses, one or two accessory residences are permitted. Their parking requirements should be based on residential parking requirements and their floor area should be excluded from the net floor area of the place of worship.

### **A3.2.7 Total Parking Requirements**

Based on the parking standards for Places of Worship and auxiliary uses, total parking requirements for Places of Worship as proposed would be the sum of:

- Parking requirements for the worship use and accessory space as defined previously in this section;
- Parking requirements auxiliary uses to be based on the City's current standards for those individual uses; and
- Residential parking requirements for accessory residential uses.

The recommended parking standards have the following advantages:

- All types of "seating" arrangements for Places of Worship are considered, and,
- Parking for auxiliary and residential uses will be appropriate for those uses.

However, it is recognized that each Place of Worship is unique. Therefore, the policies for Places of Worship should recognize the potential for the establishment of reduced parking requirements to reflect specific circumstances, including shared parking arrangements where a significant auxiliary use is located on the site. A parking study would be required as a basis for the reduced requirements. The parking study should address the following:

- Capacity of the Place of Worship;
- Any formal agreements to share parking with nearby uses; and,
- Usage of the Place of Worship, including accessory and auxiliary space.

## **A3.3 PLACES OF WORSHIP TRAFFIC CHARACTERISTICS**

A review of the Institute of Transportation Engineers (ITE) publications plus the use of proxy site data from iTRANS Consulting Inc. and other traffic impact studies has provided some insight into the traffic characteristics of various Places of Worship. In addition, typical travel mode and vehicle occupancy rates have been identified to assist in the understanding of the transportation characteristics associated with Places of Worship.

### **A3.3.1 Trip Generation**

Below is a summary of the various trip generation sources for Places of Worship including the ITE Trip Generation Manual, 7<sup>th</sup> Edition, in-house data collected by iTRANS Consulting Inc., plus data from other consultants made available by the City of Brampton for Places of Worship.

**Table A3.6 ITE Trip Generation Manual 7<sup>th</sup> Edition Church (560)**

<b>Time Period</b>	<b>Average rate (1000 s.f.)</b>	<b>Fitted Curve Equation</b>	<b>Distribution in(out)</b>
Weekday	9.11	Not given	50% (50%)
Weekday, peak Hour of adjacent Street Traffic (7am-9am)	0.72	Not given	54% (46%)
Weekday, peak Hour of adjacent Street Traffic (4pm-6pm)	0.66	Not given	52% (48%)
Weekday AM Peak Hour Generator	1.28	Not given	50% (50%)
Weekday PM Peak Hour Generator	1.41	$\ln(T) = 0.49 \ln(X) + 1.85$	59% (41%)
Saturday	10.37	Not given	50% (50%)
Saturday Peak Hour Generator	3.54	Not given	71% (29%)
Sunday	36.63	$\ln(T) = 0.59 \ln(X) + 4.77$	50% (50%)
Sunday Peak Hour	11.76	$T = 9.59 (X) + 73.65$	50% (50%)
<b>Time Period</b>	<b>Seats</b>	<b>Fitted Curve Equation</b>	<b>Distribution in(out)</b>
Saturday	0.90	Not Given	50% (50%)
Saturday Peak Hour Generator	0.60	Not Given	43% (57%)
Sunday	1.53	Not Given	50% (50%)
Sunday Peak Hour	0.63	$T = 0.61 (X) + 11.56$	52% (48%)

**ITE Trip Generation Manual 7<sup>th</sup> Edition  
Synagogue (561)\***

<b>Time Period</b>	<b>Employees</b>	<b>Fitted Curve Equation</b>	<b>Distribution in(out)</b>
Saturday Peak Hour Generator	4.52	Not given	42% (58%)
Sunday Peak Hour Generator	12.55	Not given	49% (51%)
<b>Time Period</b>	<b>Family Member</b>	<b>Fitted Curve Equation</b>	<b>Distribution in(out)</b>
Saturday Peak Hour Generator	0.09	Not Given	50% (50%)
Sunday Peak Hour Generator	0.25	Not Given	49% (51%)
<b>Time Period</b>	<b>Average rate (1000 s.f.)</b>	<b>Fitted Curve Equation</b>	<b>Distribution in(out)</b>
Saturday Peak Hour Generator	2.73	Not Given	42% (58%)
Sunday Peak Hour Generator	7.58	Not Given	49% (51%)

\* Small sample size

The trip generation rates below were derived from the 2005 iTRANS Consulting Inc. Traffic Study entitled: *Scarboro Gospel Temple (Scarborough) Traffic Impact Study*. The trip rates were based upon available seating and the number of worshippers.

Weekday Congregation = 90

Weekday Seats = N/A

**Weekday Adj. Street Peak Hour = 1.32 per family member**

Sunday Congregation = 1160  
 Sunday Seats = N/A

**Sunday Adj. Street Peak Hour = 0.406 per family member**  
**Sunday Pre-Service Trip Rate = 0.255 per family member**  
**Sunday Post-Service Trip Rate = 0.406 per family member**

**Table A3.7 Scarborough Gospel Temple Trip Generation**

		<b>In</b>	<b>Out</b>	<b>Total</b>	<b>In%</b>	<b>Out%</b>
PM Peak Hour	veh / h	80	39	119	67%	33%
Adj. Street Peak Hour	veh/ h	68	403	471	14%	86%
Sunday Pre-Service Peak Hour	veh / h	240	56	296	81%	19%
Sunday Post-Service Peak Hour	veh / h	68	403	471	14%	86%

The following trip generation rates were derived from the April 2006 Paradigm Transportation Solutions Limited Traffic Study entitled: *Ahmadiyya Muslim Mosque (Huronario Street, Brampton) Traffic Impact Study*. As part of the traffic study requirements, three proxy sites were surveyed to determine the transportation characteristics associated with Muslim Mosques. The trip generation rates have been based upon both the gross floor area and designated worship area.

**Average Trip Generation Rate for Muslim Mosque Place of Worship**

(Weekday AM and PM Peak)

GFA = 11,600 (1,078) Designated Worship Area = 6,150 (571)

(Weekday Midday Peak)

GFA = 11,399 (1059) Designated Worship Area = 5,029 (467)

**Table A3.8 Mosque Trip Generation**

	<b>Trip Rate per 1,000 s.f. GFA</b>	<b>Trip Rate per 100 s.m. GFA</b>	<b>In%</b>	<b>Out%</b>
Weekday AM Peak Hour*	1.55	1.67	44%	56%
Weekday Midday Peak Hour	19.45	20.93	74%	26%
Weekday PM Peak Hour*	3.62	3.90	52%	48%
	<b>Trip Rate per 1,000 s.f. WAGFA</b>	<b>Trip Rate per 100 s.m. WAGFA</b>	<b>In%</b>	<b>Out%</b>
Weekday AM Peak Hour*	2.93	3.15	44%	56%
Weekday Midday Peak Hour	44.08	47.47	74%	26%
Weekday PM Peak Hour*	6.83	7.36	52%	48%

Source: Adapted from Paradigm Transportation Solutions Limited Traffic Study for Ahmadiyya Muslim Mosque.

\* Average is only based upon two sites due to available data.

Below is a comparison of the ITE and proxy site rates for a Church, Synagogue and Mosque. As this table indicates, these three examples out of the numerous religious institutions have varying transportation demands associated with them. Furthermore, the limited number Mosques may inflate the trip generation numbers. As more Places of Worship are constructed over time for religions that currently have few institutions available, the concentration of worshippers may be redistributed to other areas, closer to their homes. Accordingly, great care should be given to applying trip generation values to individual Places of Worship.

<b>Time Period</b>	<b>Average rate (1000 s.f.)</b>	<b>Fitted Curve Equation</b>	<b>Distribution in(out)</b>
Mosque (Friday Peak Hour)	19.45	Not applicable	74% (26%)
Synagogue (Sunday Peak Hour)	7.58	Not Given	49% (51%)
Church (Sunday Peak Hour)	11.76	$T = 9.59 (X) + 73.65$	50% (50%)

### **A3.3.2 Mode of Travel and Vehicle Occupancy Rates**

Below is a comparison of the mode of travel between Places of Worship in the Town Markham and the City of Brampton. As the results illustrate, there is a higher rate of automobile use among worshippers in the City of Brampton.

**Table A3.10 Mode of Travel Comparison**

	<b>Markham N = 61</b>	<b>Brampton N = 23</b>
<b>Mode</b>	<b>Percentage</b>	<b>Percentage</b>
Automobile	89.0%	94.0%
Public Transit	2.0%	2.0%
Buses or Arranged Transportation	3.0%	1.0%
Walking	5.0%	2.0%
Other	1.0%	1.0%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Town of Markham Places of Worship Study and Brampton Places of Worship Survey.

Although there is no vehicle occupancy rates available from the City of Brampton, a 1990/91 Markham parking survey found that there is an **average of 2.5 persons per vehicle occupancy rate** for people travelling to Places of Worship. This figure is generally consistent with other car occupancy surveys for Places of Worship. Although different faiths may have different car occupancies, we conclude that 2.5 persons per car is a reasonable assumption for determining the parking standard for the average place of worship.

### **A3.4 LOCATING PLACES OF WORSHIP**

There is a balance associated with the location of Places of Worship. If located within or adjacent to residential area, worshippers may be more inclined to walk, however if inadequate parking facilities are provided this may result in a spill-over affect onto adjacent roadways, which may become a contentious issues with neighbours. This is especially evident during special religious occasions when traffic and parking issues are more evident than usual.

Conversely, if located in commercial or industrial areas automobile is use is encouraged for travel to and from Places of Worship. Although in some cases, the parking issues may be resolved, overall transportation goals and policies to reduce automobile trips may be compromised. Furthermore, there may still be parking and traffic issues, where industrial and commercial uses operate seven days a week and/or Places of Worship have their major services or other events during the week. This presents a challenge to that cannot be mitigated by limiting the location of Places of Worship to within specific land use areas.

There are several elements that need to be assessed in the evaluation of Places of Worship development proposals including but not limited to:

- Compatibility of land uses;
- Scale of development in relation to adjacent neighbourhood;
- Impact of peak traffic periods on adjacent roadway and operations of neighbouring land uses;
- Potential for identifying locations for Places of Worship within the Secondary Plan process;
- Potential to locate Places of Worship adjacent to land uses where the peak hours of operation do not coincide (i.e. adjacent to schools); and,
- Impact of peak parking periods on adjacent roadway and operations of neighbouring land uses.

### **A3.5 CRITERIA TO CONDUCT A TRAFFIC IMPACT AND PARKING STUDY FOR PLACES OF WORSHIP**

Given the unique nature of individual Places of Worship, provision must be made for exceptions to any general regulations. Parking and traffic studies provide the basis for such exceptions.

#### **A3.5.1 Parking Studies**

A parking study is not required for an application for a new place of worship unless there is an application to reduce the parking requirements. However, where an applicant wishes to reduce the parking requirements, it is proposed that a parking study be required. The parking study should address the following:

- Capacity of the place of worship;

- Formal agreements to share parking with nearby uses; and,
- Usage of the place of worship, including accessory and auxiliary space.

This proposal would provide greater certainty for applicants on the need for a parking study and the parking requirements, also resulting in greater predictability on the size requirements of sites for new Places of Worship. In addition, the recommendation would reduce the time, effort, and cost associated with parking studies, by requiring parking studies only where the applicant wishes to reduce the parking requirement.

If an applicant intends to submit an application to reduce the by-law parking requirements, iTrans suggests that the applicant consult with the City to confirm the scope of work for the parking study.

### **A3.5.2 Traffic Studies**

A review of several traffic impact study (TIS) guidelines from various municipalities including, the Town of Markham, City of Toronto, City of Vaughan, Regional Municipality of Halifax, Region of Waterloo, Region of Halton and Haldimand County, indicated that the criteria established were very similar with few variations.

It is not possible to provide generic criteria governing the need for a TIS. However, as a general guide, a TIS will generally be required if the proposed development or redevelopment will add more than 100 (new) peak-hour, peak-direction person trips to the transportation system.

There may be other factors that may indicate the need for a TIS even if fewer than 100 peak hour, peak-direction person trips are projected, these include:

- The development or redevelopment proposal incorporates direct vehicular access to an arterial road;
- The vehicular traffic generated by the development would result in volume/capacity ratios at a signalized intersection becoming critical (i.e. greater than 0.85 overall or for a shared through/turning movement, or greater than 1.0 for an exclusive turning movement);
- The development or redevelopment proposal is in an area with significant traffic congestion and/or a high expected rate of population or employment growth;
- The development or redevelopment proposal requires an Official Plan amendment;
- The development or redevelopment proposal is not envisaged by local land-use/transportation plans;
- A traffic signal is proposed as part of the development/redevelopment application;
- Any request for a variance from the established parking by-law requirements; and
- If in the opinion of staff that as a result of the development/redevelopment application adverse operation and/or safety impacts to the transportation system will occur.

iTrans indicates therefore, that a traffic impact study be required for all applications for a new place of worship or expansion of existing Places of Worship that are expected to create 100 peak hour, peak direction person trips or if the City staff deem that the addition of traffic will compromise the



successful operation of the adjacent road network and/or there is a potential road safety impact related to the proposed development.

**APPENDIX B**  
**SUMMARY OF PROJECT ADVISORY COMMITTEE WORKSHOP  
AND PUBLIC OPEN HOUSE**

**CITY OF BRAMPTON**  
**PLACES OF WORSHIP POLICY REVIEW**  
**ADVISORY COMMITTEE WORKSHOP**  
**AUGUST 14, 2006**

**SUMMARY**

**1. Purpose**

The Workshop was designed to provide the Advisory Committee with an opportunity to give detailed consideration to the potential policy options related to places of worship.

**2. Format**

Following a welcome and introductions, Janice Given, Co-Chair of the Advisory Committee, outlined the Workshop Purpose and Process. Elizabeth Howson, the City's Consultant for the Policy Review, then made a presentation on issues and potential options. After a question period, there were three "breakout" groups. Each group discussed the four key issues related to places of worship:

- Site reservation;
- Location/site size;
- Parking; and,
- Auxiliary use.

At the end of the break out sessions, the groups reported back to the whole group and a general discussion followed.

**3. "Break out" Group Conclusions**

**3.1 Groups A and D**

**i) Site Reservation**

This group expressed concerns about the site reservation process. They felt:

- It was not open - misguided;
- Not working for everyone; and,
- Size and affordability an issue.

In response to these concerns, the group proposed:

**a) Site Size**

That Secondary Plans include a full range of different site sizes (i.e. a number of x sized, a number of y sized, a number of z sized).

b) Official Plan Policies

Official Plan policies should, be more flexible and there should be stronger policies regarding site reservation similar to policies for schools.

c) Site Reservation Period

A permanent (single use) zone preferred as prices so high.

d) Working Group

The group supported the idea of a working group to deal with site/process issues.

**ii) Location & Site Size**

The group wanted flexibility in location, including potential for locations in some employment areas, but maybe on the fringe. The group proposed that site/location criteria should be developed.

The Group also indicated that the statement in the preamble should not be universally stated and suggested a rewording. They also indicated that Council needs to determine how faith groups will be handled in the community (there is no moratorium during the study but there is a perception).

**iii) Parking**

The options are not discreet and the two options should be combined.

**iv) Auxiliary Uses**

The terms “auxiliary” and “accessory” should be defined and clarified. In addition, the uses which can go into a “place of worship” should be limited, especially in employment areas. The group supported the idea that auxiliary uses should be permitted unless their impact is very different, then regulate with different criteria.

**3.2 Group B**

**i) Site Reservation**

Group B benefited from input from developer’s representative. The group recognized that there are some conflicting interests between developers and faith groups, but also considerable consensus among the group.

The group concluded that the City should continue to have a site reservation process as it is meeting a need. However, they felt some changes needed to be made to the current approach:

- a) **Site Size**  
Current reserve sites (2-3 acres) are considered too small given current trends. The site size should reflect a review of trends and a variety of site sizes should be provided.
- b) **Reservation Period**  
The current 3 year reserve period is considered too short, a return to the 5 year period is proposed. However, retention of some type of time line and dual zoning proposed to ensure the sites do not remain vacant for a long period of time.
- c) **Location**  
Sites should be located on arterial roads.
- d) **Costs**  
Concerns were expressed with the costs of the reserved sites. There was no consensus on this issue. It was suggested that dual zoning affects the costs and that there should be a “cap” on the price on one hand vs. leaving it to the market on the other.
- e) **Other Issues**
  - Faith groups should be invited to participate in on-going planning studies and get early notice of same. They should be involved not only at draft approval stage, but 2-4 years earlier to give time to fund raise.
  - City should carry out a review of its own facilities to determine the potential for making such facilities available for rent to new faith groups.
  - Not a good idea to group all places of worship together, forces members to travel beyond the local area.

**ii) Location & Site Size**

Group B supported an enhancement of the current Official Plan policy to permit places of worship in all main land use categories. In particular, they concluded that places of worship should be permitted in industrial areas “as they are not busy on weekends”, and the use of existing space allows new faith groups to save money to purchase and build new buildings. Industrial areas also provide an opportunity for smaller groups to lease space. They perceived commercial areas as being a concern as there is too much “competition for parking on weekends”. They also indicated that parking could be a problem in residential areas as sites may not be large enough.

Other related matters, the group identified include:

- a) **Criteria for Application Evaluation**  
The group supported the establishment of criteria for the evaluation of applications, and indicated that there should be one set of criteria for

“greenfield” development, another set for “infill” development and that the criteria should relate to specific land use areas.

- b) Location  
Places of worship should be located beside schools and parks.
- c) Site Size

The current site size was deemed to be appropriate (30-40% of sites in Credit Valley picked up according to development representative). However, the group also suggested that 5 acre sites should also be considered which might be shared by different denominations. For instance, the City could identify two 2.5 acre sites adjacent to each other which could be sold to two different faith groups for used by one faith group for a larger facility.

### iii) **Parking**

The Group supported the enhancement of the existing approach. They also indicated the following:

- a) On-street parking  
They noted that the use of on-street parking can create a problem because of lack of room.
- b) Modification of Parking Standards  
They supported the current standard, but modifications to the parking standard if shared parking available and/or based on a parking study.
- c) Parking Standard  
The Group indicated that the parking standard should be based on:  
“
  - Worship –size m<sup>2</sup> area
  - Other rooms – x spots per other uses
  - Conflict with other uses in multi-use sites. Not a problem with sole use sites.”

Place of worship capacity should be determined based on Building Code. Rooms outside of worship area should have a lesser requirement.

### iv) **Auxiliary Uses**

The Group indicated that auxiliary uses would include schools and residential development, while accessory uses would include classrooms for religious studies, meeting rooms and offices. Auxiliary uses are separate and distinct from places of worship and should be treated separately. In contrast, accessory uses are associated with the place of worship use.

### 3.3 Group C

#### i) Site Reservation

Group C commended the City for recognizing the importance of places of worship to support the social fabric. They felt the site reservation process was not perfect, but necessary. They indicated that the current approach makes it too difficult for faith groups and preferred the maximization of the City role option. In particular, they noted:

- a) Site Size  
There needs to be flexibility in site size, no one size is appropriate for all faith groups.
- b) Reservation Period  
The proposed 10 year reservation period would give faith groups time to organize themselves and raise funds. Further the longer period would be an incentive for the landowner to sell to a faith group. With the current 3 year period, it is easy for the landowner to delay until he can sell for residential purposes.
- c) Other Issues  
In addition to the site reservation process, there needs to be a range of other mechanisms to support faith groups.

#### ii) Location & Site Size

Group C felt that, regardless of location whether employment or residential, there was a need to provide for “incubator” opportunities. They indicated that temporary zoning should be available for new faith groups in residential areas to ensure that they were able to operate in a legal manner.

In addition to their position on new uses, Group C indicated that the Official Plan should broaden the policies on where places of worship are permitted, that it was more realistic to let these uses locate in all areas and would assist with respect to the costs of sites. Further, they felt that the Plan should set out clear rules so that places of worship know what “tests” they have to meet. At the same time, the Group indicated that there had to be some flexibility built into the process.

#### iii) Parking

Group C focused on on-street parking. They indicated that the City needs to recognize that places of worship are using the streets to park and to build this into the approach to evaluating the parking needs of places of worship. At the same time, the Group indicated that residents’ concerns need to be recognized.

In particular, the Group indicated that:

- a) the streets need to be designed to accommodate parking (e.g. extra lane for parking);
- b) signs need to be put up indicating the times when parking for places of worship is permitted;
- c) consideration should be given to building public parking garages in areas where there is demand from places of worship and other uses; and,
- d) the need for parking for special events should be recognized.

**iv) Auxiliary Uses**

Group C indicated that there should be a specific policy in the Official Plan related to auxiliary uses.

**4. General Conclusions**

The groups put forward a number of good ideas related to potential policy directions. In particular, there was general support for:

- i) the site reservation process, but with modifications including an extension of the site reservation period and flexibility in size including opportunities for larger sites.
- ii) permitting places of worship in a broader range of locations, particularly employment areas, while ensuring that specific criteria are established with respect to site and location including criteria for greenfield and infill situations.
- iii) additional flexibility for the development of solutions to parking issues (e.g. shared parking); and,
- iv) definition of auxiliary and accessory uses and development of related policies.



Public Open House:  
**Places of Worship Policy Review**

Place: The Atrium, Brampton City Hall  
Date: September 14, 2006  
Time: 7:00 p.m. to 9:00 p.m.

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**Notes:**

A total of 60 interested parties signed the attendance sheet for the public open house. Participants were issued a comment form to be completed either at the meeting or mailed to the City at their convenience. Participants also viewed materials displayed during the open house portion of the meeting.

The meeting started formally at about 7:30 p.m. Ohi Izirein, Project Coordinator, welcomed participants to the meeting and stated the purpose of the meeting as being to gather comments from interested parties. Ohi also introduced the project consultant, staff and council members that were present and those involved in the project.

**Presentation:**

With the aid of a PowerPoint presentation, the consultant, Elizabeth Howson, provided information about the purpose of the project, research findings, and the expected outcome of the project. A copy of the outline for the PowerPoint presentation is attached.

Following the presentation, the meeting was opened for questions and comments from participants:

**Questions & Comments:**

1. Since places of worship do not meet Monday to Friday during business hours, they do not create a conflict, do not hinder industrial users and pose no parking problems. *(Answer: Not in all cases, certain faith groups meet on weekdays and on Fridays. As a result, places of worship have the potential to create problems for industrial users. Also some industries now operate 24/7).*
2. What about traffic? Why did the report focus more on parking than traffic issues? The issue of traffic is significant because people no longer walk to places of worship. *(Answer: Traffic is an issue and something that has to be addressed but parking is a more significant issue.)*
3. What is the impact of places of worship on adjoining existing land use? Should not decision makers have considerations for their impacts on existing land use when a new application is made for a place of worship? What if the neighbours do not want places of worship in their area? *(Answer: Council decisions evaluate impacts of new proposals and take into consideration public opinion. If the public or area residents are unhappy, appeals can be made to the OMB).*

4. What is the source for the statistics on church attendance? (*Answer: Data used in this study is derived from Statistics Canada*).
5. Are some of the lands in the Bram West Secondary Plan designated for places of worship? (*Answer: Yes*).
6. The proposed revised standard for parking will pose problems for places of worship that wish to expand. (*Answer: The proposed standard is intended to clarify existing ambiguity. The revised parking standard would be a lot easier to implement than the existing standard*).
7. A member of the Moslem community complimented the City of Brampton for taking the positive steps to review Places of Worship Policy. He considered the City to be very proactive and accommodating. However, he wanted to know whether different policies would be proposed for different faith groups. (*Answer: New policies will recognize the differences in faith groups. It will, however, not propose different policies for each faith group*).
8. What would be the effect of the proposed policies on existing places of worship in industrial areas? Will existing facilities be allowed to continue to operate? (*Answer: Existing places of worship will be "grand fathered", but such uses may not expand except by an application to rezone*).
9. Brampton and Mississauga need more lands allocated for places of worship. The speaker went further to announce that Brampton and Mississauga have been targeted for major church growth as these cities are considered to be underserved by churches.

### **Next Steps:**

Bill Winterhalt stated that comments from this meeting would be considered and incorporated into the final report, along with the input of the Advisory Committee and staff. The next steps include:

- The consultant and staff will refine and analyze the options.
- Bring back final report to the Advisory Committee in November/December.
- Report with final recommendations to Council in January.
- Prepare any required implementing OPA's for Council's adoption, etc.
- Formal Public Meeting and adoption of OPA.

The meeting ended at 9:00 p.m.

### **Written Comments**

In addition to the comments made at the meeting, three comment sheets and two written submissions were received. Key points raised in the comment sheets are as follows:

- Parking is a major concern and it was proposed that the issue should be resolved through approaches which require places of worship to be located in or adjacent to other uses such as shopping malls which should be required to allow their parking spaces to be used for parking for places of worship.
- In addition, during special events, it is proposed that the City give permits to allow parking on roads near the place of worship.

- A concern was expressed about the City having too much control and that there needs to be some flexibility for places of worship.
- With respect to the design of places of worship, it was indicated that buildings should be multi functional to meet different needs within the community.
- With respect to traffic, it was suggested that there be one entrance on a busy street and another on a side street and it was noted that traffic concerns would be no different than those during rush hour.
- It was noted that the statistics should reflect Brampton only, not Statistics Canada and their analysis.

The written submissions included one from Metrus Developments which supported the current site reservation process or no involvement by the City in site reservation; a policy approach which provides for flexibility in the location of places of worship; the current parking standard; and auxiliary uses should pay appropriate taxes. The other submission was from a resident of Churchville who provided background on that Village and its Heritage District designation as well as a place of worship which has been proposed for the community and the concerns arising from that proposal.

**APPENDIX C**  
**POLICY ALTERNATIVES**

## POLICY ALTERNATIVES

### SITE RESERVATION

#### 1. No Requirement for Site Reservation

##### 1.1 Alternative

Under this alternative policy approach:

- City would no longer require Worship Reserve Sites to be protected in plans of subdivision in new Secondary Plan/Block Plan areas, although potential locations for Places of Worship could still be identified in Secondary Plans and Block Plans. However, representatives of faith groups would be kept advised of any on-going planning studies and invited to participate as appropriate so that they would be aware of proposed development and potential locations for their facilities.
- City would provide clear and specific direction in the Official Plan with respect to the location of Places of Worship, and the City's commitment to assist faith groups in finding sites which meet their needs and are appropriate locations from a land use perspective.
- As part of the City's commitment to assist Places of Worship, the Planning Department would identify one planner as a liaison with faith groups looking for sites to assist them in "navigating" the planning process, and the identification of general areas which could meet their needs.

##### 1.2 Potential Benefits

- Recognizes that Places of Worship are no longer a local use serving a specific residential area and that it is difficult to determine in advance the size of site and locations which may be suitable for Places of Worship.
- Recognizes that amount of remaining "greenfield" development land in the City is relatively limited and thus the potential for "reserve" sites is also limited.
- Puts in place a system which provides assistance to faith groups, regardless of the location in which they are looking for a site.
- Provides direct assistance to faith groups in locating a site which is suitable for their needs, but takes the City out of any direct involvement in site acquisition.

### **1.3 Potential Concerns**

- Provides no “incentive” for development community to make Places of Worship sites available in newly developing areas. May further impact ability of Places of Worship to find suitable sites in new residential areas.

## **2. Enhancement of Current Approach**

### **2.1 Alternative**

This Alternative involves the continuation of the current approach, with some enhancement to address the issues identified through the study.

- City would continue to require specific sites for Places of Worship to be set aside in plans of subdivision in new secondary plan areas for 3 years.
- Minimum size of sites could vary beyond that currently required (approximately 0.8 – 1.2 hectares (2 – 3 acres)) and could reflect need for larger sites based on input received at time of preparation of Secondary Plan.
- Restrict zoning of sites to religious institution only. A change to permit residential development would require a rezoning and allow the City to evaluate the need to preserve as a Place of Worship.
- City would provide clear and specific direction in the Official Plan with respect to the location of Places of Worship and the City’s commitment to assist faith groups in finding sites which meet their needs and are appropriate locations from a land use perspective.
- As part of the City’s commitment to assist Places of Worship, the Planning Department would identify one planner as a liaison with faith groups looking for sites to assist them in “navigating” the planning process, and the identification of general areas which could meet their needs.

### **2.2 Potential Benefits**

- Provides the potential for some new Place of Worship sites in newly developing residential areas.
- Increase in site size and requirement to rezone to permit residential development may increase potential for take up of sites.
- Puts in place a system which goes beyond providing reserve sites, as it would provide assistance to faith groups regardless of the location in which they are looking for a site.

## **2.3 Potential Concerns**

- Take up of reserve sites has been limited in the past for a variety of reasons, not just site size (e.g. land cost) and dual zoning. Therefore, changes to the reserve site system may not significantly increase the “take up” rate.

## **3. Maximization of City Role in Encouraging Places of Worship**

### **3.1 Alternative**

This alternative involves maximization of the City’s role in encouraging Places of Worship including:

- City would continue to require specific sites for Places of Worship to be set aside in Secondary Plans or Block Plans and plans of subdivision, but the period retaining the sites would be increased from 3 to 10 years. In addition, the size of the sites would be increased.
- City would provide clear and specific direction in the Official Plan with respect to the location of Places of Worship and the City’s commitment to assist faith groups in finding sites which meet their needs and are appropriate locations from a land use perspective.
- As part of the City’s commitment to assist Places of Worship, the Planning Department would identify one planner as a liaison with faith groups looking for sites to assist them in “navigating” the planning process, and the identification of general areas which could meet their needs.
- City would carry out a review of its own facilities, in consultation with faith group representatives, to determine those facilities which could be made available for rent as interim facilities for newly formed faith groups and to establish criteria to for such rentals.
- City would establish an on-going co-ordination committee to work with Faith Groups on issues not only related to the location of Places of Worship, but also other issues where faith groups can provide input or require assistance.

### **3.2 Potential Benefits**

- Potential for an increase in site size and an increased time for faith groups to exercise the option of acquiring the sites may increase potential for take up of sites in new residential areas.
- Puts in place a system which goes beyond providing reserve sites, as approach provides assistance to faith groups regardless of the location in which they are looking for a site.

- Puts in place a system that works with faith groups on issues beyond site acquisition, recognizing their importance to the social fabric of the community.

### **3.3 Potential Concerns**

- Take up of sites has been limited in the past for a variety of reasons, an increase in site size and take up time may not resolve the issue and has cost implications for the land owner.
- If site is not developed for 10 years, potential property standards issues may arise.

## **LOCATION AND SITE SIZE**

### **1. Enhancement of Current Official Plan Policy**

#### **1.1 Alternative**

The current policy approach encourages Places of Worship in residential areas, but also may allow them in other areas. However, the criteria for the location of Places of Worship is not clearly set out in the Plan. This option would see clearer direction provided in the Official Plan as follows:

- i) Places of Worship continue to be encouraged to locate in residential areas.
- ii) Places of Worship may also be permitted in employment and commercial areas.
- iii) Policies are enhanced to provide some basic criteria to guide the location of Places of Worship, including requirements for location on an arterial or major collector roads and adjacent to other commercial and community service uses.

#### **1.2 Potential Benefits**

Sets out clearer direction than is currently available with respect to the location of Places of Worship.

#### **1.3 Potential Concerns**

With limited criteria, all issues and concerns may not be addressed.

### **2. Broaden Policies on Location but add Detailed Locational Criteria**

#### **2.1 Alternative**

This option would provide greater flexibility in location, but with more detailed criteria for the evaluation of applications for Places of Worship.



- i) Establish a policy approach which permits Places of Worship in all Land Use designations, other than Environmental Features.
- ii) Identify specific criteria in the Official Plan and Secondary Plans for the evaluation of applications for new Places of Worship, including:
  - A location abutting or adjacent to other institutional, commercial, mixed use or higher density residential uses, particularly uses with the potential for shared parking;
  - A location abutting an arterial road or major collector road ;
  - Off-street parking and internal traffic circulation on the Place of Worship site, meets the City's parking requirements, or is justified to the City's satisfaction based on submission of a traffic and/or parking study;
  - A plan has been developed to provide parking or alternative mechanisms for special events to the City's satisfaction;
  - A location or conceptual plan which demonstrates, for sites in or adjacent to a residential area, that impacts related to noise and light can be effectively managed to mitigate negative impacts on adjacent residential development to a level deemed appropriate by the City;
  - A location which is accessible to pedestrians, and where there is existing or future availability of public transit within a short walking distance; and,
  - Where a site contains buildings, structures, or features of architectural and/or historic merit, the City shall obtain input from the Brampton Heritage Board, with respect to the protection of such features and their integration with the proposed development.
- iii) Continue to identify potential sites for Places of Worship as part of the Secondary Plan and Block Plan process, including areas in employment and commercial designations which are appropriate for consideration of such uses.
- iv) Specifically acknowledge that as development in the City intensifies, and greenfield areas are developed, that new Places of Worship will occur through infill. Establish the type of studies, plans and assessments which may be required by the City, where relevant, as part of the evaluation of the application.

## 2.2 Potential Benefits

Provides more location options not only for new groups, but also for established groups, and, thus more opportunities for faith groups to find a site and/or facility that meets their needs.

## 2.3 Potential Concerns

- i) May take up employment land and create conflicts with employment uses, particularly if the Places of Worship wishes to expand to include sensitive uses such as a school or affordable housing,
- ii) May result in conflicts with employment and commercial uses related to traffic and parking.

### **3. Provide “Incubator” Opportunities for Places of Worship**

#### **3.1 Alternative**

Regardless of the option alternative selected, in recognition of the difficulties of finding sites for new Places of Worship, consideration could be given to reducing the regulation of locations for religious institutions, through approaches such as permitting Places of Worship to locate in existing buildings in employment and commercial areas without a rezoning,

#### **3.2 Potential Benefits**

- i) Provides more flexibility for the establishment of new faith groups, with minimum of planning approvals
- ii) Provides opportunities to legalize existing uses which may be occurring illegally.

#### **3.3 Potential Concerns**

Potential for impacts related to matters such as traffic and parking.

## **PARKING**

### **1. Enhancement of Existing Approach**

#### **1.1 Alternative**

This option would not make any changes to the existing parking standard, but would provide policies and new zoning regulations which would allow a more flexible approach to the provision of parking including:

- i) recognition of shared parking arrangements or long term leasing of spaces off site where long term agreements can be obtained;
- ii) reduced parking standards where a Place of Worship is located within a specified distance of a public parking facility and/or on a major transit line with regular weekend service; and,
- iii) reduction in the parking standard through zone change or minor variance based on submission of a parking study.

#### **1.2 Potential Benefits**

- i) Maintains same standard for existing and new Places of Worship.
- ii) Provides some flexibility so that not all parking must be provided on-site, reducing costs for Places of Worship.

### 1.3 Potential Concerns

- i) Does not resolve issues which have been identified with existing parking standard.
- ii) If parking is not located conveniently, in close proximity, it may not be used by congregants which may create conflicts with adjacent uses.

## 2. Revised Parking Standard Approach

### 2.1 Alternative

The parking standard would be revised, as recommended by iTRANS:

#### Current Standard

*1 parking space per 4 seats or where no seat is provided, 8.4 square metres of worship area or portion thereof.*

#### Proposed Revised Standard

*1 parking space based on the greater of 1 space per 4 persons capacity of the worship area or 1 space per 8.4 s.m. of worship area or portion thereof provided that persons capacity shall be calculated based on the following:*

- *One fixed seat per person, plus*
- *0.5 m bench space per person, plus*
- *0.75 m<sup>2</sup> net floor area per person in non-fixed seating areas*

In addition to the minor changes to the parking standard regulation, interpretation of the regulation by both the City and Places of Worship, would benefit from the addition of a definition of the term “worship area” to the By-law as follows:

*“Means the aggregate of those areas whether above or below established grade measured between the walls of the sanctuary, hall or meeting room(s) which a religious group, organization or denomination utilizes for the observance of its religious services, including any balcony or area which can be opened on a temporary basis to such a sanctuary, hall or meeting room(s) by the removal or opening of any walls or partitions and any choir or musicians' area, but excluding any areas intended solely for the use of the faith group leader such as altar or pulpit areas.”*

### 2.2 Potential Benefits

Resolves issues with existing parking standard and ensures that parking standard reflects maximum building capacity, and includes well defined and clear terminology.

### 2.3 Potential Concerns

Existing and new Places of Worship will be subject to different parking standards.

## AUXILIARY USES

### 1. Current Policy Approach

#### 1.1 Alternative

The Official Plan would not provide specific direction with respect to auxiliary uses. The evaluation of the relationship of such a use to the Place of Worship Use and the regulation of such uses would be dealt with through the review of a specific application, and may require a zone change.

#### 1.2 Potential Benefits

This approach leaves the issues surrounding the uses to be examined at the time a specific application is before the City.

#### 1.3 Potential Concerns

Provides no advance notice to faith groups of how such uses will be viewed and evaluated.

### 2. Specific Policy Direction regarding Auxiliary Use

#### 2.1 Alternative

The Official Plan would provide specific direction with respect to auxiliary uses related to Places of Worship. In particular, the policies would:

- i) provide examples of uses which would be regarded as auxiliary uses rather than accessory uses including schools offering a full academic program in addition to any religious studies, residential development and commercial facilities;
- ii) prohibit any residential, school and other sensitive land uses in employment areas as auxiliary uses; and,
- iii) establish criteria for the evaluation of such uses with respect to their role in the overall development (e.g. additional traffic, parking requirements), as well as in terms of the impacts of the specific use on the adjacent development (e.g. noise, light).

#### 2.2 Potential Benefits

This approach provides advance notice to faith groups of how auxiliary uses will be viewed and evaluated.

**APPENDIX D**

**ADDITIONAL INPUT  
PLACES OF WORSHIP ADVISORY COMMITTEE**

## **ADDITIONAL INPUT PLACES OF WORSHIP ADVISORY COMMITTEE**

A meeting was held with the Places of Worship Advisory Committee in May 2007, to review the preliminary, draft conclusions and recommendations arising from the Places of Worship Policy Review. The minutes of that meeting are attached. At the conclusion of the meeting, members of the Committee were invited to submit written comments. Comments were received from D. Steedman, Metrus Development Inc.; Ajit Singh Jhita; and Dan DeGaris, Brampton West Alliance Church. In addition question with respect to the worship area classification and status of the recommendations was received from D. Finnegan, Catholic Archdiocese of Toronto.

Key issues identified at the meeting and in the written comments are discussed below:

1. Issue: Places of Worship in Employment Areas

Comment: Significant concerns were expressed about the limits proposed on the size of Places of Worship in employment areas. In particular, in his detailed submissions D. DeGaris indicated that 230 sq. metres (2,500 square feet) was too small as with washrooms, office space, nursery and a classroom or two it would only leave room for worship space which could accommodate approximately 50 adults. Issues he identified included:

- This size of congregation would not be able to raise sufficient funds to allow acquisition of a site and construction of a building for a Place of Worship.
- By limiting the size, the City will limit the positive impact the faith groups have on the City, with limited space the programs which can be run by the faith group are limited and thus their contribution to the society.

Related questions include:

- If a faith group is able to find a unit that meets parking, traffic and neighbourhood requirements does size matter?
- Are other non-industrial uses such as private schools limited in the amount of space they can occupy?
- If a size limit is to be established more input is required from faith groups.

It was also noted Places of Worship do pay taxes although they are eligible for a 40% rebate.

Discussion: City staff recognizes these concerns and have carried out additional review of this issue. As a result, Staff further considered the issue and accordingly, the proposed Official Plan policy would restrict the amount of gross floor area for any places of worship in an Industrial area to 460 square metres (5000 square feet) and limited to existing buildings only, to provide an opportunity for a relatively small congregation to gather. In each case, the Place of Worship would be required to comply with all other regulations, particularly the parking requirement.

Conclusion: That the size limit for Places of Worship in industrial areas be 460 square metres (5,000 sq. ft.) and that such uses be limited to existing buildings and comply with all other regulations.

2. Issue: Dual Zoning of Place of Worship Sites in Residential Areas

Comment: D. Steedman both at the Committee meeting and in written comments expressed significant concerns about the removal of the provision which permits dual zoning of Places of Worship in residential areas because, in his view, it will create uncertainty for future homeowners in new subdivisions with respect to the use of the site after three years. He points out also that schools are dual zoned and that recognition of alternative uses in the Official Plan and Secondary Plans does not give sufficient notice to residents. He indicates that policies should address the greater public good not just the issue of affordability. Finally, he indicates that Brampton is unique in their involvement with Places of Worship and that they may wish to consider “getting out of the Places of Worship site business altogether.”

Discussion: The issue of the City’s involvement in the reservation of site for Places of Worship is a key issue addressed by the study. Brampton has always recognized the key role Places of Worship play in enhancing the social and spiritual well-being of Brampton residents. The establishment of Places of Worship contributes to the greater public good. The Reserve site process has been a way to recognize this contribution, but it has not been effective at making available affordable sites in new residential areas for the development of Place of Worships. The issue of affordability is an on going issue which the City has limited ability to control. However, one factor the City can give consideration to is addressing the dual zoning of reserve sites. The policies of the Plan would continue to permit Place of Worship and alternative uses on Place of Worship Reserve Sites. However, the policies would not allow the “dual zoning” for residential development which is perceived as being an impediment to the development of the sites for Places of Worship. Residential and other alternative uses would only be permitted on Reserve Sites subject to specific criteria established in the Official Plan, and a zoning by-law amendment, and such an amendment should only be given consideration following the end of the three year reserve period. The concern with the lack of certainty, is addressed by the fact that the policies in the Official Plan and Secondary Plan/Block Plan will establish the parameters within which such a rezoning can take place, and through the rezoning process new residents will be made aware, and can have input to the determination of the type of use which will be permitted on the site.

Conclusion: That the recommendation with respect to the removal of the provision for dual zoning be maintained.

3. Issue: Definition of Dwelling

Comment: A concern was identified with the proposed definition of the term “dwelling” and, in particular, the limit on regular assembly of more than 20 persons. It was felt that this would prohibit family gatherings on an occasional basis or for special events such as funerals. Concern was also raised that such a restriction might limit the meetings of small groups of friends for study sessions during the early stages of the incubation process before

a church has any official status, while in the same neighbourhood regular large scale parties could be held.

Discussion: The inclusion of the word “regular” in the definition of the term “dwelling” was intended to ensure that social or family gatherings would not be prohibited. However, City staff have taken into consideration the concerns and proposed revisions to address them.

Conclusion: That a general regulation be added for residential zones which will prohibit the assembly of persons where such assembly impacts the enjoyment of property by neighbouring property owners as follows:

A dwelling unit shall not be used for the regular assembly of persons to the effect that it constitutes a public nuisance or generates parking, traffic, noise or activities that interfere with the enjoyment of properties in the area for residential purposes.

4. Issue: Parking Standards

Comment: A concern was raised with the proposed revised parking standard.

Discussion: Parking is a significant issue for Places of Worship. The revised standard is intended to more accurately recognize the way worship areas are used. However, at the same time, provision is made for the submission of parking studies which would identify special circumstances associated with a specific Place of Worship and allow special parking provisions to be established.

Conclusion: That the proposed parking standard be maintained.

5. Issue: Definition of Place of Worship as it relates to accessory and auxiliary uses

Comment: A concern was raised that the definition of Place of Worship with respect to accessory and auxiliary uses could be too restrictive given that Places of Worship are not just simply the gathering of people for worship services. What is done during the week (e.g. ESL classes, youth programs) are part of what a Place of Worship is and does and this should be recognized in the definition. It was also suggested that the definition be designed so that it does not result in an administrative “nightmare” for the City or the faith groups. Input from faith groups to create the definition should be sought.

Discussion: The current proposed definition does focus on the conduct of religious worship, services and rites. Additional recognition of the broader mandate of Places of Worship should be reflected in the definition.

Conclusion: That the definition be revised as follows:

“Place of Worship shall mean land and/or buildings and/or structures or portions thereof, including accessory buildings or structures, used by the public for the conduct of religious worship, services or rites. Places of Worship shall be used primarily for the practice of



religious worship, services and rites, but may include accessory uses which are subordinate and incidental to the practice of religious rites including programs which meet community social needs. Examples of accessory uses include, but shall not be limited to, classrooms for religious instruction or programs which meet social needs, assembly areas, kitchens, a residence for the faith group leader, and offices. Small scale day nursery or day care centres which operate independently may also be included in Place of Worship.”

6. Question: How was the 10,000 square foot worship area classification chosen and why?

Response:

This size was chosen based on discussions with the City’s traffic consultant. It was his view that generally uses larger than this had the potential for greater traffic concerns. As such a location on a major road, close to other major uses was more appropriate than a location internal to a residential area. The proposed policies reflect this direction.

# Places of Worship Policy Review

## Advisory Committee Meeting #3

### **1.1 Place: Council Committee Room, Brampton City Hall**

**Date:** May 11, 2007

**Time:** 2:00 p.m. to 4:00 p.m.

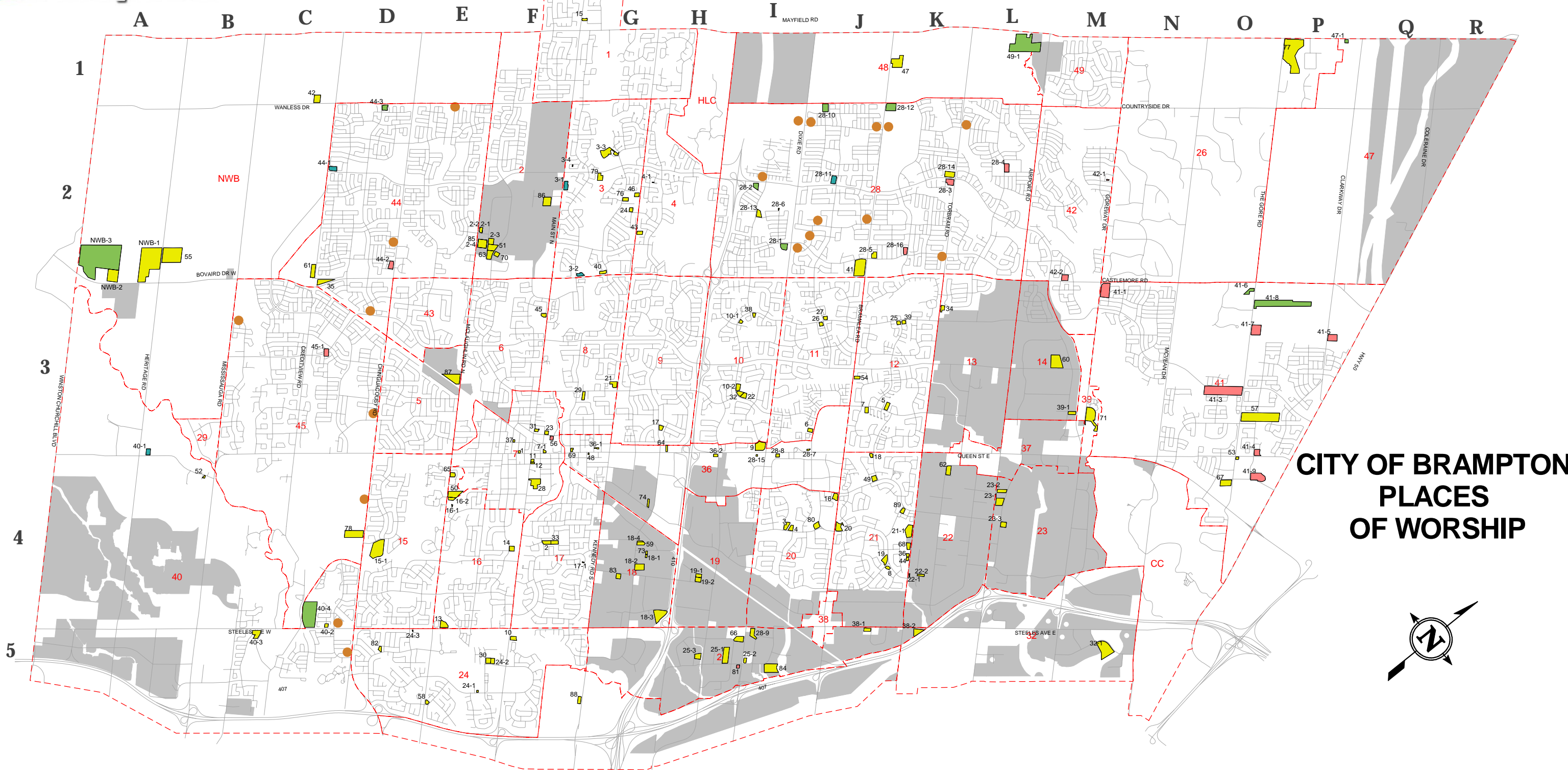
		Action Required/Comment
1	<p><b>1.2 <u>Introduction</u></b></p> <p>A meeting of the Places of Worship Advisory Committee was held on May 11, 2007 to review and provide comments on the draft Report. A total of 30 people, including City councillors and staff, and members representing various faith groups and development interests, attended the meeting.</p> <p>Copies of the draft Report were handed out prior to the meeting and additional copies were made available for attendees.</p>	
2	<p><b>Presentation:</b></p> <p>The consultant, Elizabeth Howson, provided information about the study, identified the key issues and stated the recommendation for dealing with the issues. The key issues are:</p> <ul style="list-style-type: none"> <li>- Site reservation</li> <li>- Number, size and location</li> <li>- Transportation</li> <li>- Auxiliary uses</li> </ul> <p>1. Recommendations related to Site Reservation:</p> <ul style="list-style-type: none"> <li>- Modify existing site reservation policy to make it more responsive to the needs and requirements of faith groups.</li> <li>- Eliminate dual zoning to improve affordability and take-up.</li> <li>- Establish a “faith group” advisory committee to resolve issues related to PoW as part of the planning process.</li> </ul> <p>2. Recommendations related to Number, size and location:</p> <ul style="list-style-type: none"> <li>- locate PoW in a variety of designations</li> </ul>	

	<ul style="list-style-type: none"> <li>- establish different policies for different sizes of PoW.</li> <li>- set criteria for the development of PoW in built up areas.</li> <li>- restrict PoW in areas without a secondary plan.</li> </ul> <p>3. Recommendations related to Transportation</p> <ul style="list-style-type: none"> <li>- provide all required parking on site.</li> <li>- provide parking studies if proposed parking deviates from City standards.</li> <li>- locate PoW in areas with opportunities for shared parking.</li> </ul> <p>4. Recommendations related to Auxiliary Use</p> <ul style="list-style-type: none"> <li>- Provide definition of auxiliary use</li> <li>- Differentiate between accessory and auxiliary uses</li> </ul> <p>A copy of the consultant's presentation is attached to this Report.</p>	
3	<p><b>Questions, Comments and Suggestions:</b></p> <p>Following the presentation, the meeting was opened for questions and comments from participants:</p> <ol style="list-style-type: none"> <li>1. It was suggested that the school board should be invited to participate in this ongoing discussion as school facilities can be used by faith groups.</li> <li>2. Site size as stated on Page 20 of the Report should be examined.</li> <li>3. Has this study considered campus idea? This will allow PoW to share facilities such as parking and reduce impact on other land uses.</li> <li>4. It was suggested that there are too many PoW in industrial areas. PoWs are not always compatible with industrial uses and they tend to compete with employment lands. Such competition would make it difficult to meet Provincial requirements related to Places to Grow. To minimize land use impacts it was suggested that PoW in industrial areas are to be limited in size and numbers in industrial areas.</li> <li>5. With regard to the proposed campus idea, a member of the Committee suggested that isolating PoW from residential</li> </ol>	<p><i>School facilities are currently available for use by faith groups. It is City staff's understanding that they are not perceived by faith groups to provide a sense of permanence.</i></p> <p><i>City Planning and EDO staff</i></p>

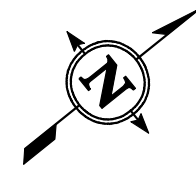
<p>area would be contrary to Brampton’s desires to promote a strong sense of community. PoW should not be isolated from the community. A campus location will isolate PoW from the community.</p> <ol style="list-style-type: none"> <li>6. Faith groups should be assisted by the City to obtain and develop lands. The existing City involvement is ineffective.</li> <li>7. City facilities such as library, community halls, theatres, should be made available to faith groups for use as PoW.</li> <li>8. The recommended 2500 square feet of industrial space to be made available for incubator purposes is insufficient. Most faith groups provide a wide array of services and would require a much larger space around 6000 sq. ft.</li> <li>9. There was a question concerning why the City is determined to regulate PoW and not other uses that also locate in industrial areas.</li> <li>10. It was suggested that tax incentives could be provided to owners of reserve sites as an effective way to reduce the prices of reserves sites while encouraging landowners to dispose of them quickly.</li> <li>11. In the final analysis, it was suggested that affordability of lands remains the central issue as to why faith groups are not taking-up reserve lands as intended. It was recognized that the City is unable to help faith group to lower the land prices being demanded by landowners.</li> <li>12. Then there was discussion about campus idea by the group. It was acknowledged that in spite of its appeal the willingness on the part of faith groups to share these facilities is critical to success?</li> <li>13. While acknowledge Brampton’s unique role among GTA municipalities in dealing with PoW, it was suggested that Brampton should desist from proposing policies that could be challengeable at the OMB. Rather Brampton should stick with the role of policies that promote the public good.</li> <li>14. It was suggested that faith groups could be proactive and take risk by buying lands in areas without secondary plans</li> </ol>	<p><i>Community Services Department</i></p> <p><i>City staff will reevaluate the space requirement and reflect this discussion in the next Report.</i></p> <p><i>City staff</i></p>
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	<p>and develop them at an appropriate time. Lands in areas without secondary plans tend to be cheaper and usually do not have full municipal services. Staff noted that development of such lands would usually not precede a secondary plan. Therefore, owners of such lands would not have the privilege of developing these lands immediately.</p> <p>15. Then there was discussion about the payment of DCs by faith groups. On the basis of how the assessment is determined, it was suggested that this Review should be clear in its definitions of accessory and auxiliary uses.</p>	
4	<p><b><u>Closing &amp; Next Steps:</u></b></p> <p>Janice thanked all participants and advised that all written comments should be sent to the City by May 31, 2007.</p> <p>Comments will be reviewed and incorporated in final Report</p> <p>Staff is proposing to take the Report to the PDD Committee meeting of July 31 where staff will seek Council's direction to hold a public meeting.</p> <p>The meeting ended at about 4:30 p.m.</p>	<p><i>Send comments to City Staff by May 31, 2007</i></p> <p><i>Consultant</i></p> <p><i>City staff</i></p>

*Compiled by Ohi Izjrein who should be contacted for any errors and/or omissions.*



## CITY OF BRAMPTON PLACES OF WORSHIP



1	CHRIST ANGLICAN CHURCH F3	34	HAR TIKVAH CONGREGATION L3	67	PEEL PENTECOSTAL TABERNACLE O4	7-1	FOI GOSPEL MINISTRY INC G3	25-1	BRAMPTON WORSHIP CENTRE I5	40-1	RESERVED B3	
2	ST JAMES THE APOSTLE G4	35	FAITH GOSPEL TABERNACLE D3	68	CENTRO STUDI MISSIONARY CHURCH K4	10-1	NORTH-PARK WOESHIP CENTRE I3	25-2	ISLAMIC FORUM OF CANADA J5	40-2	D4	
3	ST JOSEPH OF NAZARETH J4	36	BRAMALEA SEVENTH-DAY ADVENTIST K4	69	BRAMPTON CHRISTIAN FAMILY CHURCH G3	10-2	REVIVAL MINISTRIES OF BRAMPTON I3	25-3	JESUS FIRST MINISTRIES I5	40-3	ST DIMITAR CHURCH C5	
4	ST JOHN FISHER ROMAN J4	37	SALVATION ARMY - CUTHBERT HOUSE F3	70	WORD OF GOD ASSEMBLES INTERNATIONAL F2	15-1	ST EUGENE DE MAZENOD E4	28-1	RAMGARHIA ASSOCIATION OF ONTARIO I2	40-4	PROPOSED - C3W1.1 D4	
5	ST JUDE'S ANGLICAN CHURCH K3	38	ISMAIL PRAYER HALL J3	71	BRAMPTON PENTECOSTAL CHURCH N3	16-1	CHURCH OF JESUS CHRIST HOLY TEMPLE F4	28-2	PROPOSED - C3E12.4 I2	41-1	REMOVED - C8E10.3 N3	
	6	CENTRAL PARK BAPTIST J3	39	BRAMPTON CHINESE BAPTIST K3	72	FAMILY LIFE CENTRE H4	16-2	EL DORADO CONGREGATION KINGDOM HALL F4	28-3	PROPOSED - C5E13.5 K2	41-3	REMOVED - C9E7.7 O3
	7	BRAMLEA ALLIANCE CHURCH K3	40	KINDOM HALL G2	73	WEST BRAMPTON CHURCH OF GOD H4	17-1	JESUS FIRST ALLIANCE CHURCH G4	28-4	REMOVED - C8E14.2 L2	41-5	REMOVED - C11E8.1 P3
	8	BRAMLEA BIBLE CHAPEL K4	41	CHURCH OF JESUS CHRIST OF LATTER DAYS J2	74	ST LEONARD CHURCH G2	18-1	CHURCH OF JESUS CHRIST OF LATTER DAY ST J3	28-5	UNITED CHURCH OF CANADA K2	41-6	PROPOSED O3
	9	BRAMLEA BAPTIST CHURCH I3	42	CHURCH OF JESUS CHRIST OF LATTER DAY C1	75	ST PATRICK'S CHURCH P1	18-2	CHURCH OF JESUS CHRIST OF LATTER DAY ST J3	28-6	HOSANNA EVANGELISTIC MINISTRIES I2	41-7	REMOVED - C10E9.5 P3
	10	CALVARY BAPTIST CHURCH G5	43	HEART LAKE BAPTIST CHURCH H2	76	ST JEROME'S PARISH D4	18-3	HARVEST WORSHIP CENTRE H4	28-7	HOPE DROP-IN CENTRE J4	41-8	PROPOSED - C10E10.8 P3
	11	FIRST BAPTIST CHURCH G4	44	ISLAMIC SOCIETY OF PEEL K4	77	HEART LAKE UNITED CHURCH G2	18-4	SOUTH BRAMPTON NEW TESTAMENT CHURCH H4	28-8	KINGDOM LIFE MINISTRIES INC J5	41-9	REMOVED - C10E5.10 P4
	12	SAINT PAUL UNITED CHURCH G4	45	FAMILY LIFE RESOURCE CENTRE F3	78	EMMANUEL UNITED CHURCH J4	19-1	SACHA SAUDA GURMAT PRACHA I4	28-9	REMOVED - C4E136 J2	42-1	REMOVED - C6E13.8 M2
	13	SECOND CHRISTIAN REFORMED CHURCH F4	46	CHURCH OF THE HOLY FAMILY G2	79	HEART LAKE UNITED CHURCH G2	19-2	MIRACLE MISSION F2	28-10	SANDRINGHAM PLACE J2	42-2	REMOVED - C7E11.12 M2
	14	AUGSBURG LUTHERAN F4	47	BRAMLEA CHRISTIAN FELLOWSHIP K1	80	EMMANUEL UNITED CHURCH J4	19-3	BRAMPTON CHRISTIAN FAMILY CHURCH F2	28-11	RESERVED - C4E136 J2	44-1	PROPOSED - C3W14.6 D2
	15	COPTIC ORTHODOX PATRIARCHATE G0	48	WEST BRAMPTON CHURCH OF GOD G4	81	CHURCH OF GOD SEVENTH DAY ADVENTIST I5	19-4	SALVATION ARMY F2	28-12	HERMOSA DEVELOPMENT K2	44-2	REMOVED - C3W11.6 D2
	16	REDEEMER LUTHERAN CHURCH J4	49	CHURCH OF CHRIST K4	82	BRAMPTON SEVENTH DAY ADVENTIST CHURCH G3	19-5	BRAMPTON CHRISTIAN FAMILY CHURCH F2	28-13	JAMAT-UL-ANSAR OF BRAMPTON I2	44-3	PROPOSED - C3W15.1
	17	CHURCH OF THE NAZARENE H3	50	INTERFAITH FAMILY CHURCH F4	83	HIGHER GROUND CHRISTIAN MINISTRY H4	19-6	BRAMPTON CHRISTIAN FAMILY CHURCH F2	28-14	ST MARGUERITE D'YOUILVILLE K2	45-1	REMOVED - C3W8.1 D3
	18	ALL PEOPLES CHURCH K4	51	SALVATION ARMY F2	84	PEEL ARYA SAMAJ - VEDIC CULTURAL CENTRE J5	19-7	BRAMPTON CHRISTIAN FAMILY CHURCH F2	28-15	CHURCH OF JESUS CHRIST OF LATTER DAY ST I4	47-1	PROPOSED - C10E17.4 P1
	19	ST PAUL'S PRESBYTERIAN CHURCH K4	52	HUTTONVILLE UNITED CHURCH B4	85	CHURCH OF THE NAZARENE CANADA F2	19-8	ISLAMIC SHAI ITHNA-ASHERI JAMAAT G5	28-16	REMOVED - C5E11.17 K2	49-1	SIKH HERITAGE CENTRE L1
	20	BRAMLEA CHURCH OF GOD K4	53	EBENEZER UNITED CHURCH P4	86	MIRACLE MISSION F2	21-1	CORNER STONE CHURCH OF GOD K4	32-1	SWAMI MOHAN DAS SEWA SAMITI OF CANADA N5	NWB-1	HALL OF JEHOVA'S WITNESSES A2
	21	KENNEDY ROAD TABERNACLE G3	54	SALVATION ARMY - BRAMPTON CITADEL K3	87	EMMANUEL UNITED CHURCH J4	22-1	BRAMLEA BIBLE CHAPEL L4	32-2	BRAMPTON GOSPEL HALL G3	NWB-2	THE SAINT NIRANKARI MISSION A2
	22	BRAMLEA FREE METHODIST CHURCH I3	55	ST ELIAS UKRAINIAN CATHOLIC B2	88	NEW APOSTOLIC CHURCH CANADA K4	22-2	BRIDGE COMMUNITY CENTRE MINISTRY L4	32-3	GREAT LIFE CHURCH I4	NWB-3	THE SAINT NIRANKARI MISSION A2
	23	ST ANDREW'S PRESBYTERIAN CHURCH J3	56	BRAMPTON CHRISTIAN REFORMED (DELETED) G3	2-1	BRAMPTON SUNNATUL ISLAMIC F2	2-2	HARVEST WORSHIP CENTRE F2	36-1	ABUNDANT LIFE CHRISTIAN MINISTRIES M4		
	24	HEART LAKE PRESBYTERIAN CHURCH G2	57	HINDU SABHA TEMPLE F5	2-2	NEW COVENANT CHURCH OF JESUS CHRIST F2	2-3	NEW COVENANT CHURCH OF JESUS CHRIST F2	23-1	THE CHURCH OF PENTECOST M4		
	25	KINDOM HALL K3	58	NAKAKSAR SATSANG SABHA TEMPLE F5	2-4	NEW COVENANT CHURCH OF JESUS CHRIST F2	2-4	NEW COVENANT CHURCH OF JESUS CHRIST F2	23-2	THE CHURCH OF PENTECOST M4		
	26	NORTH BRAMLEA PRESBYTERIAN CHURCH J3	59	BRAMPTON MISSIONARY BAPTIST H4	3-1	AHMADIYYA MUSLIM MOSQUE G2	3-2	RESERVED G2	23-3	GRACE & TRUTH CHRISTIAN FELLOWSHIP M4		
	27	ST ANTHONY'S CHURCH J3	60	SPRINGDALE COMMUNITY BAPTIST M3	3-3	RESERVED G2	3-3	BRAMPTON INTERNATIONAL BAPTIST CHURCH G2	24-1	NEW WAY COMMUNITY CHURCH OF JESUS CHRIST F5		
	28	ST MARY'S CHURCH G4	61	CHURCH OF JESUS CHRIST OF LATTER-DAY C2	3-4	HOPE COMMUNITY CHURCH G2	24-1	HOPE COMMUNITY CHURCH G2	24-2	NEW WAY COMMUNITY CHURCH OF JESUS CHRIST F5		
	29	ST ANNE'S G3	62	BRAMPTON VICTORY CHRISTIAN CENTRE L4	4-1	LIVING HOPE COMMUNITY CHRISTIAN REFORMED H2	24-3	PAROISSE SAINTE-FAMILIE E5	39-1	SU GURDUARA JOT PAKSHAH SAHIV TORONTO M3		
	30	OUR LADY OF FATIMA CHURCH F5	63	BRAMPTON WEST ALLIANCE CHURCH F2								
	31	GRACE UNITED CHURCH G3	64	CHURCH OF JESUS CHRIST OF THE LATTER DAY H3								
	32	NORTH BRAMLEA UNITED CHURCH I3	65	NORTHWOOD MISSIONARY CHURCH F4								
	33	ST BARTHOLOMEWS LUTHERAN G4	66	HINDU MISSION I5								

### PLACES OF WORSHIP

- EXISTING
- PROPOSED
- REMOVED
- RESERVED
- SECONDARY PLAN AREAS
- DESIGNATED SITES BY SECONDARY PLAN
- INDUSTRIAL AREAS