



F1-1

Report

Planning, Design & Development Committee

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

PLANNING, DESIGN & DEVELOPMENT COMMITTEE

Date: February 14, 2008

DATE: February 20, 2008

File: P13-IN

Subject: Information Report: Places of Worship Policy Review

Contact: Janice Given, Manager, Growth Management & Special Policy
905-874-3459

Overview:

- The purpose of this report is to make available to members of the public the Places of Worship Policy Review Discussion Paper prepared by the study consultant.
- At the Planning Design and Development meeting on February 4, 2008 a Status Report was tabled with a recommendation to bring the Discussion Paper by the consultant to the Planning Design and Development Committee meeting of February 20, 2008 for the purpose of seeking broad public input, consistent with the City's normal practices.
- The consultant's discussion paper focuses solely on four areas: site reservation; number location and site size; transportation and parking; accessory and auxiliary uses.
- The study has been the subject of extensive public consultation and further consultation is planned going forward to seek feedback on the study's findings and draft recommendations before recommendations are submitted for consideration by City Council.
- Ongoing consultation is expected to take place over the next several months.
- A Staff Report to Council will follow the public review process expected in the fall of 2008.

RECOMMENDATIONS

1. **That** the Report entitled "Information Report: *Places of Worship Policy Review*" (File No: P13-IN) dated February 14, 2008 be received;

2. **That** Council receive the Places of Worship Policy Review Discussion Paper by Macaulay, Shiome and Howson Ltd dated January, 2008 (attached under a separate cover to this staff report) and direct staff to undertake full public consultation on the Discussion Paper with all stakeholders and interested parties; and,
3. **That** Council direct staff to report back to Council following the consultation process to receive further direction.

BACKGROUND

In 2005, the City of Brampton began a review of its Places of Worship policy to meet the growing needs and requirements of many of the faith groups in the City. As one of the fastest growing communities in Canada with a population representing over 70 different cultures, it is important that the City respond to the changing needs of its citizens.

These changes have challenged the City's planning policy framework on Places of Worship to suitably provide for the City's needs. The new Brampton Official Plan acknowledges the importance of Places of Worship in Brampton, as a *means of strengthening the spiritual and social fabric of the community.*

Study Process

Based on the approved Terms of Reference for the study, the firm of Macaulay, Shiomi and Howson Ltd. supported by a team of specialist consultants including iTrans Consulting Inc. who dealt with matters related to parking and traffic and Hemson Consulting, was selected to conduct the policy review for Brampton.

Based on the information obtained from the consultant's review of literature together with her expertise, the consultant prepared a Background Report to the Discussion Paper, which reveals the following trends and issues:

- a) *Increasing Numbers and Diversity of Places of Worship: The development of more Places of Worship for both small and large congregations, is directly related to the needs of a rapidly growing and diverse Brampton population.*
- b) *Increased Commuting to Places of Worship: Places of Worship, regardless of their size, are tending to draw members from a wider area thereby increasing the demand for parking and a suitable road network.*

- c) Varied Facility Requirements: *The worship and social spaces required by faith groups will vary. Small and newer faith groups most often require small, temporary locations while larger and more established groups, as they grow, tend to want to expand in existing locations or relocate to larger sites in freestanding buildings..*
- d) Traffic and Parking impacts require consideration including:
 - *The number of parking spaces required for a Place of Worship in the Zoning By-law;*
 - *Alternative parking arrangements for faith groups to accommodate additional parking, particularly, during special events;*
 - *Selecting locations where the impact of traffic and parking can be minimized*
- e) Provision of Community Services: *Places of Worship provide a wide range of important community functions as part of their role, beyond the traditional worship service only. Stakeholders have expressed the need to acknowledge and support these uses as integral elements of the religious function.*

On February 4, 2007, staff tabled a status report outlining the background to the study, the consultative process undertaken to date, and the intended next steps for seeking broad input into the consultant's Discussion Paper. This report is attached as Appendix A.

CURRENT SITUATION

The Brampton Official Plan recognizes the significance of Places of Worship to the spiritual and social fabric of the City. The 2006 Official Plan carries forward this direction in Section 4.8.8 from the earlier Official Plan:

“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.”

Based on the research conducted by Macaulay, Shiome and Howson Ltd. for this current policy review together with discussions involving faith groups in Brampton and City staff, the consultant identified four key objectives:

1. **Site Reservation:** review the effectiveness of current Secondary Plan policies including the policy adopted in 2000 respecting Place of Worship reserve sites.
2. **Number Location and Site Size:** identify desires/needs of faith groups with respect to Place of Worship sites in residential and non-residential areas and establish criteria for the location of Places of Worship in Brampton.
3. **Transportation and Parking:** examine traffic impacts and parking standards for Places of Worship, including standards for faith groups that have no fixed seating in their worship areas.
4. **Accessory and Auxiliary Uses:** examine policies regarding important accessory elements of Places of Worship such as classrooms for religious instruction and programs of social benefit, assembly areas, kitchens, offices and small scale day nurseries.

The Status Report (attached as Appendix A) submitted to Planning Design and Development Committee on February 4, 2008 outlined the study process to date and going forward. At this meeting, the Committee directed staff to bring the Discussion Paper by the consultant to the meeting of February 20, 2008 for the purpose of seeking broad public input. The Discussion Paper contains the proposed policy directions for addressing the key study issues that were identified by the consultant. An Executive Summary of the Discussion Paper is attached as Appendix B.

NEXT STEPS

This study has considered a number of complex issues related to Places of Worship in Brampton. In the context of Council's desire to meet the needs of faith groups in the community, the proposed policy directions arising from this study seek to address the diverse needs of the faith communities and the needs of all residents and business to operate in a way in which complement each other.

At this stage of the study staff are seeking Council's direction to table the Discussion Paper for broad public consultation.

Following this public review, staff will report back to Council with a Recommendation Report based on the comments and feedback from the consultation and then seek direction from Council to proceed to the formal public meeting process under the Planning Act for the required Official Plan and Zoning By-law amendments.

Respectfully Submitted:



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



John Corbett, MCIP, RPP
Commissioner
Planning Design & Development

Authored By: Ohi Izirein and Janice Given, Growth Management & Special Policy

Appendices

- | | |
|------------|---|
| Appendix A | Status Report dated January 28, 2008 |
| Appendix B | Consultant's Executive Summary (Places of Worship Policy Review Discussion Paper) |

NOTE

The Places of Worship Policy Review Discussion Paper (January 2008) by Macaulay Shiomi Howson Ltd. is available under a separate cover.

Please call 905-874-2050 to obtain a copy of the Discussion Paper.



brampton.ca

Brampton

F1-6

Report

Planning, Design & Development Committee

APPENDIX A

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

Date: January 28, 2008

PLANNING, DESIGN & DEVELOPMENT COMMITTEE

File: P13-IN

DATE: February 4, 2008

Subject: Status Report: Places of Worship Policy Review

Contact: Janice Given, Manager, Growth Management & Special Policy
905-874-3459

Overview:

- This report presents information on the Places of Worship Policy Review with regards to process and timing for Council's consideration of the study consultant's findings and sets out the proposed public consultation methods and timing.
- The Places of Worship Policy Review was authorized by the Planning Design and Development Committee in June 2005.
- The firm of Macaulay Shiome and Howson Limited was retained as the lead consultant for the project in 2006.
- The consultant, in conjunction with an Advisory Committee consisting of representatives of various faith groups, landowners, developers, members of Council, and City staff, has prepared a Discussion Paper for further review and consideration.
- The consultant's Discussion Paper focuses solely on four areas: site reservation; number location and site size; transportation and parking; accessory and auxiliary uses.
- The study has been the subject of extensive public consultation and further consultation is planned going forward to seek feedback on the study's findings and draft recommendations before recommendations are submitted for consideration by City Council.
- The purpose of this report is to obtain authorization to bring the consultant's report forward and undertake broad public consultation to include ongoing dialogue with faith groups, other interest groups and the general public and will include a public Open House, posting the Discussion Paper on the City's website and ongoing dialogue and discussion.

RECOMMENDATION

1. **That** the Report entitled "Status Report: *Places of Worship Policy Review*" (File No: P13-IN) dated January 28, 2008, be received; and,
2. **That** Council direct staff to bring the Places of Worship Discussion Paper by Macaulay, Shiome and Howson Ltd. dated January 2008 to the Planning Design and Development Committee meeting of February 20, 2008, to be tabled for broad public consultation, consistent with our normal practices for seeking input.

BACKGROUND

In 2005, the City identified the need to undertake a review of the planning policies related to Places of Worship. The Terms of Reference, stated as its prime purpose the need 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 other appropriate residential and non-residential areas and that they develop as an integral community asset serving the Brampton population"

At the Planning Design and Development Committee meeting on June 20, 2005, staff provided Council with information about the study process, timing and the selection of the firm of Macaulay, Shiomi and Howson Ltd as the lead consultant for the policy study. As stated in the Terms of Reference one of the objectives of the study was to propose creative solutions for addressing the needs and requirements of the diverse faith groups in Brampton.

Based on the scope of the Terms of Reference, the consultant's background study identified the following key issues:

1. **Site Reservation:** review the effectiveness of current Secondary Plan policies including the policy adopted in 2000 respecting Place of Worship reserve sites.
2. **Number Location and Site Size:** identify desires/needs of faith groups with respect to Place of Worship sites in residential and non-residential areas and establish criteria for the location of Places of Worship in Brampton.
3. **Transportation and Parking:** examine traffic impacts and parking standards for Places of Worship, including standards for faith groups that have no fixed seating in their worship areas.
4. **Accessory and Auxiliary Uses:** examine policies regarding important accessory elements of Places of Worship such as classrooms for religious

instruction and programs of social benefit, assembly areas, kitchens, offices and small scale day nurseries.

DISCUSSION

A key objective of the policy review is to develop policy that will broadly meet the needs of the diverse faith groups at different stages of their lifecycle while at the same time ensuring their compatibility with surrounding uses. The process to date and going forward provides for strong and extensive public involvement that will ensure that the Brampton Official Plan continues to have appropriate and responsive Places of Worship policies for our rapidly growing community.

Study Process to Date

An Advisory Committee consisting of 30 members including representatives of the various faith groups in Brampton, developers/landowners, planning consultants, City Councillors, staff from Planning Design and Development, Works and Transportation, Economic Development Office, was established. The Advisory Committee met six (6) times at key points of the study throughout 2006 and 2007 to provide valuable input about various policy options to be tabled by the consultant. These meetings included the presentation of a background, statistic-based report and scoping of issues by the consultant as well as a half-day workshop which allowed for an in-depth discussion and review of the consultant's findings and key suggested approaches to address each issue. A wide range of issues and policy options were discussed during this August 2006 workshop.

In a report dated July 13, 2006 submitted to the Planning Design and Development Committee meeting on July 31, 2006, staff sought and received Council's direction to hold an Open House to inform the general public about the study. The staff report included information about the status of the review to date and attached a summary of the background research.

A public Open House was held in the fall of 2006 to introduce the study to the general public and receive preliminary comments. At this meeting Planning staff provided information about the objectives of Council to address the needs and requirements of the diverse faith groups in Brampton. The consultant's presentation focused on the findings in the background report and elaborated on the study process. The Open House was attended by approximately 60 members of the public. Many of the stakeholders provided positive comments in support of the study as well as advised staff of the need to propose policy that will reflect the diversity of the faith groups in Brampton.

Below is a summary of public consultation to date:

June 20, 2005	Planning Design and Development Committee meeting to initiate the Places of Worship study and approve Terms of Reference for the policy review.
June 27, 2005	Council meeting to endorse the Planning Design and Development Committee's decision of June 20, 2005.
February 1, 2006	Advisory Committee project initiation meeting.
May 29, 2006	Advisory Committee meeting to receive the consultant's background research study.
July 31, 2006	Planning Design and Development meeting to receive study progress and give direction to hold a public Open House.
August 14, 2006	Advisory Committee workshop to provide comments on consultant's findings and study approach.
September 14, 2006	Public Open House attended by approximately 60 people.
May 11, 2007	Advisory Committee meeting to review consultant's preliminary report on the study.
August 7, 2007	Advisory Committee meeting to provide comments on consultant's findings.
September 6, 2007	Advisory Committee meeting to review revised transportation study by the consultant.

On the basis of the input received during the Advisory Committee workshop, the public meeting, and discussion with staff, the consultant submitted a draft Discussion Paper dated January 2008.

Proposed Process Going Forward

It is proposed that prior to any Council decisions, the ***Places of Worship Policy Review Discussion Paper*** be tabled at the meeting of the Planning Design and Development Committee scheduled for February 20, 2008. At this meeting, Planning staff will seek Council's direction to proceed with plans for full public consultation process including continued dialogue with various faith groups and all interested community members.

The proposed public meetings are intended to provide further opportunities for staff to receive comments from all stakeholders and members of the general public and to fully consider all input in preparing a future recommendation report. Appendix A illustrates the study process, including future steps required prior to the adoption of the new Places of Worship policy in the Brampton Official Plan.

Next Steps

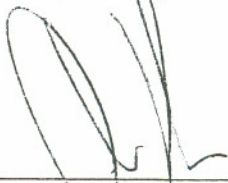
February 13, 2008	Council to ratify the Planning Design and Development Committee's recommendations related to the Status Report considered at its meeting of February 4, 2008.
February 20, 2008	Places of Worship Policy Review Discussion Paper (containing the consultant's findings and draft recommendations) and a covering staff report to be tabled at Planning Design & Development Committee seeking Council's direction to make the study widely available for full public review and consultation.
March – August 2008	Extensive consultation and ongoing dialogue with the public and interested groups to obtain broad input on the consultant's findings and draft recommendations.
Fall 2008	Staff Recommendation Report and full consultant report with recommendations on the Places of Worship Policy Review, including draft amendments to the Brampton Official Plan and Zoning By-law submitted to the Planning Design and Development Committee for their consideration. At this meeting staff will seek direction to hold a formal statutory public meeting.
Winter 2008	Hold the statutory public meeting under the Planning Act and submit amendments to the Official Plan and Zoning By-law for consideration by Council

Recent Input Received

In recent weeks, staff and Council members have received numerous comments and questions about the study process and content from various individuals and groups in the community. As described above, the process to date has involved extensive public consultation and further consultation is planned before any decision would be contemplated by Council. It is recommended that, at the next available Planning Design and Development Committee meeting (February 20, 2008) the consultant's report be made available to stakeholders and all members of the public so that input on the study can be provided. It appears that much of the information being circulated informally by stakeholders may not be entirely accurate and does not reflect the form of the Discussion Paper.

F1-11

Respectfully Submitted:



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

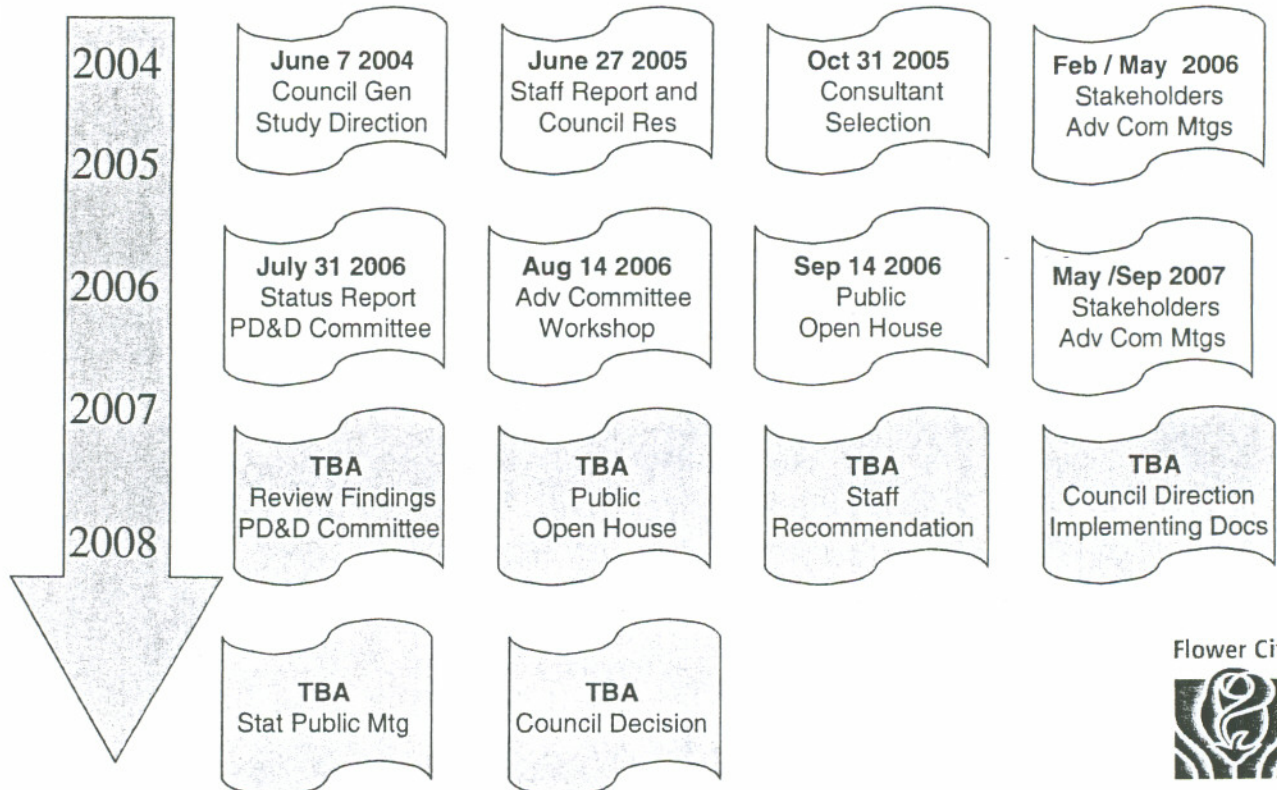


John Corbett, MCIP, RPP
Commissioner
Planning Design & Development
Department

Authored By: Ohi Izirein; Growth Management & Special Policy

Appendix A: Places of Worship Policy Review Chronology

Places of Worship Policy Review Chronology



Flower City



brampton.ca

APPENDIX B

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 serve 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

2

Executive Summary

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 reserve sites to be designated in the Secondary Plan/Block Plans. The process of requiring reserve sites does not restrict the number of Places of Worship sites that may ultimately be located in a community. The intent is to ensure that Places of Worship is provided for in newly developing community.
- 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 definition of “community services” in the Official Plan be revised to exclude Places of Worship, recognizing that community services will be permitted as accessory uses in a Place of Worship,
- That all of the occurrences of the term “church” in the Official Plan be replaced with “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, 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 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”.

