



3971 Greenbank Road

Planning Rationale
Temporary Zoning By-law Amendment
July 9, 2025



Prepared for Muslim Association of Canada

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1.0 Introduction

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Fotenn Planning + Design (“Fotenn”) has been retained by the Muslim Association of Canada (“the Owner”) to prepare this Planning Rationale in support of a Temporary Zoning By-law Amendment application to legalize the existing land use on the property municipally known as 3971 Greenbank Road in the City of Ottawa.

The intent of this Planning Rationale is to assess the proposed development against the applicable policy and regulatory framework and determine if the development is appropriate for the site and compatible with adjacent development and the surrounding community.

1.1 Required Applications

To facilitate the legal use of the subject property by the Owner, the following application is attached:

- / Temporary Zoning By-law Amendment

The purpose of this application is to permit the legal use of the subject property. The subject property was previously located outside of the Urban Boundary, in a Category 1 Urban Expansion Area, within the Barrhaven South Phase 4 – S2 Area. As detailed in Annex 11, Omnibus #34 (By-law Number 2024-506) is intended to amend Volumes 1, 2A, 2B and 2C of the Official Plan for the City of Ottawa to implement a series of Official Plan amendments intended to correct various errors, omissions and provide necessary updates arising since Ministerial approval of the Official Plan. Omnibus #34 includes the expansion of the urban boundary to include the Barrhaven South Phase 4 (S2) expansion lands. The Omnibus was approved by City Council November 13, 2024. However, appeals were received, and the Omnibus #34 status is “pending” as of July 9, 2025. The figures and diagrams presented in this rationale reflect the current schedules posted by the City of Ottawa, however where previous versions are included for comparison, it is indicated in the figure caption.

1.2 Public Consultation Strategy

The following section comprises the consultation strategy for the proposed Temporary Zoning By-law Amendment application for 3971 Greenbank Road.

Required items undertaken by the City, as required by the Public Consultation and Notification Policy:

- / Community “Heads Up” to local Community Association
- / Planning Committee Meeting Advertisement and Notice of the public meeting.
 - o Notification for the statutory public meeting will be undertaken by the City of Ottawa.
- / Statutory Public Meeting for the Temporary Zoning By-law Amendment at Planning and Housing Committee
 - o The Statutory public meeting will take place at the City of Ottawa Planning and Housing Committee meeting.

Recommended items undertaken by the applicant:

- / A pre-application consultation meeting was held between the Owner and City Staff on November 25, 2024.
- / The Muslim Association of Canada has met with Councillor David Hill (Ward 3) and notified him about the pending application.

2.0

Subject Property & Surrounding Context

2.1 Subject Property

The subject property is a corner lot on Greenbank Road and Barnsdale Road. The approximate lot frontage on Greenbank Road is 156.8 metres and 75.3 metres on Barnsdale Road. The lot has an area of approximately 11725.8 square metres. The property is currently occupied by a one-storey former office building, a secondary building (a Quonset Hut), and two surface parking lots. There are two site accesses which connect the site to Greenbank Road on both the north and south side of the buildings, via drive aisles that are perpendicular to Greenbank Road. There is a gravel surface behind the easternmost building which provides connectivity between the two internal parking lots.



Figure 1: Aerial image of the subject property.

2.2 Surrounding Context

The subject property is located in the suburb of Barrhaven, within the City of Ottawa, bordering on the community of Manotick. The property is in a predominately suburban and rural area.



Figure 2: Subject property surrounding context.

The following identifies the land uses that surround the property:

North: North of the subject property are vacant lands with a stand of trees, followed by a residential suburb, characterized by predominately detached dwellings. There is a golf course further north. Barrhaven Town Centre is approximately 3.5 kilometres north of the subject property.

East: East of the subject property is stand of trees and open field with one detached dwelling. The lands east and north of the property are S2 expansion lands. East of Prince of Whales Drive there are residential properties and the Rideau River.

South: South of the subject property are agricultural fields and residential properties.

West: West of the subject property on the opposite side of Greenbank Road a residential property and vacant lots as well as a new subdivision. Further west down Barnsdale Road are planned subdivisions with ongoing construction.

2.3 Road Network

As illustrated in Figure 3 and Figure 4 below, the two roads abutting the subject property, Greenbank Road and Barnsdale Road, are arterial roads. Greenbank Road is a collector road south of the Barnsdale Road intersection.

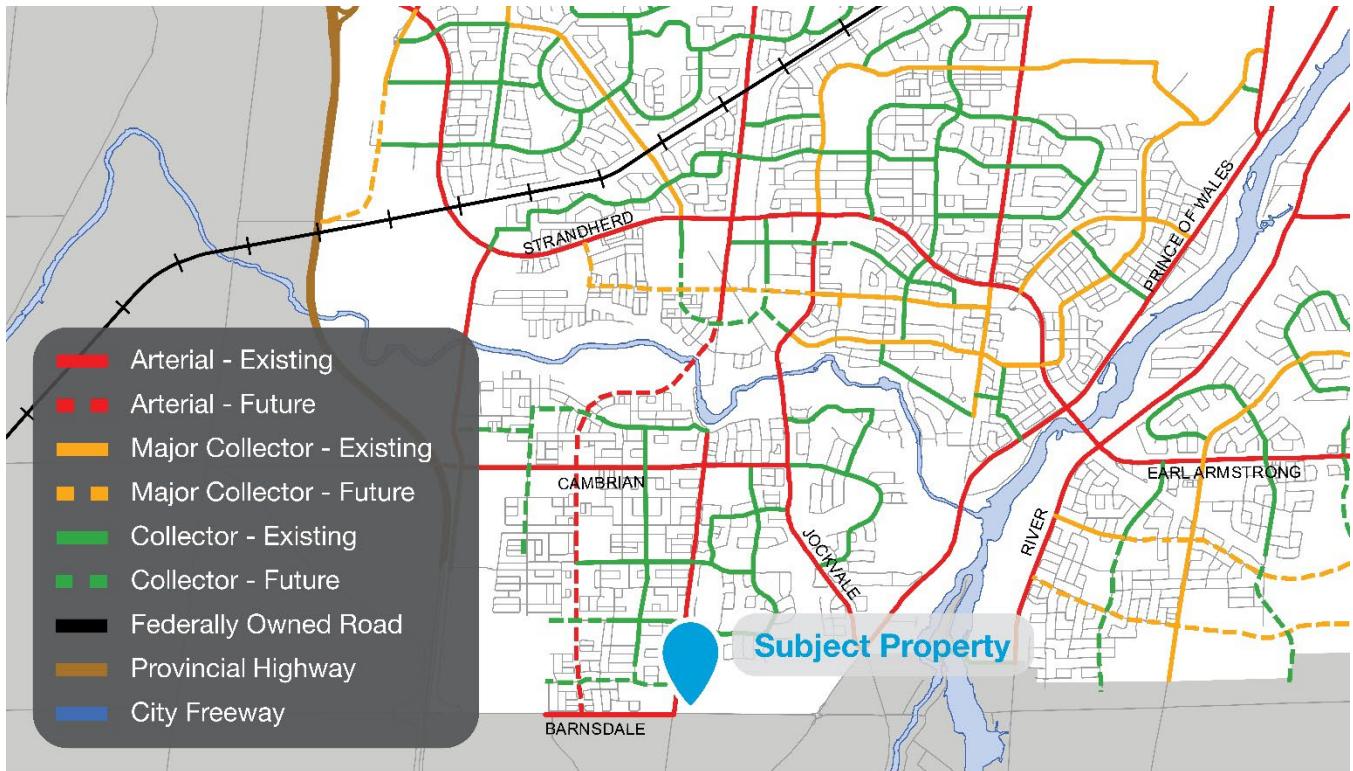


Figure 3: Schedule C4 - Urban Road Network from the City of Ottawa Official Plan.

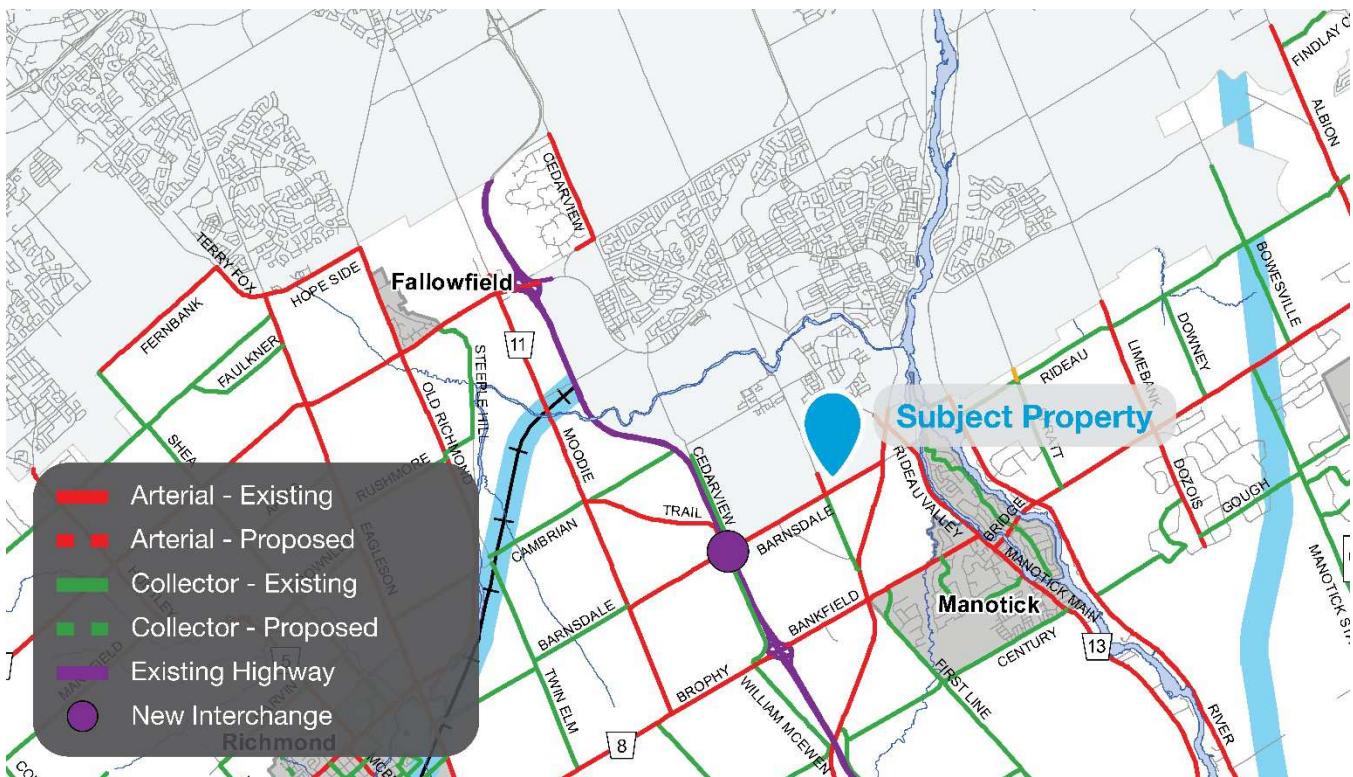


Figure 4: Schedule C9 - Rural Road Network from the City of Ottawa Official Plan.

Per Schedule C16, the protected Right-of-Way along Greenbank Road is 37.5 metres from Cambrian Road to Barnsdale Road which includes the subject property. The current provided ROW is approximately 31.5 metres. The protected ROW north of the subject property from the south limit of the urban area to Cambrian Road is 41.5 metres.

The Greenbank Road and Barnsdale Road widening is unknown at this time. Further road widening requirements, particularly for Barnsdale Road are anticipated through the Barrhaven South Phase 4 urban expansion lands process and Secondary Plan process. Any future redevelopment on the subject property would be subject to the forthcoming policies.

CGH Transportation provided a Technical Memorandum dated February 21, 2025 followed by Completed screening form to accompany the Zoning By-law Amendment Application dated April 28th, 2025. CGH found that during the peak operations of the proposed mosque, there are no capacity concerns at the study area intersections.

2.4 Active Transportation Network

Greenbank Road is identified as a Major Pathway on Schedule C3 of the Official Plan as shown below in Figure 5. There are no rural cycling routes identified on Schedule C8 - Active Transportation Network Rural Cycling Routes near to the subject property.

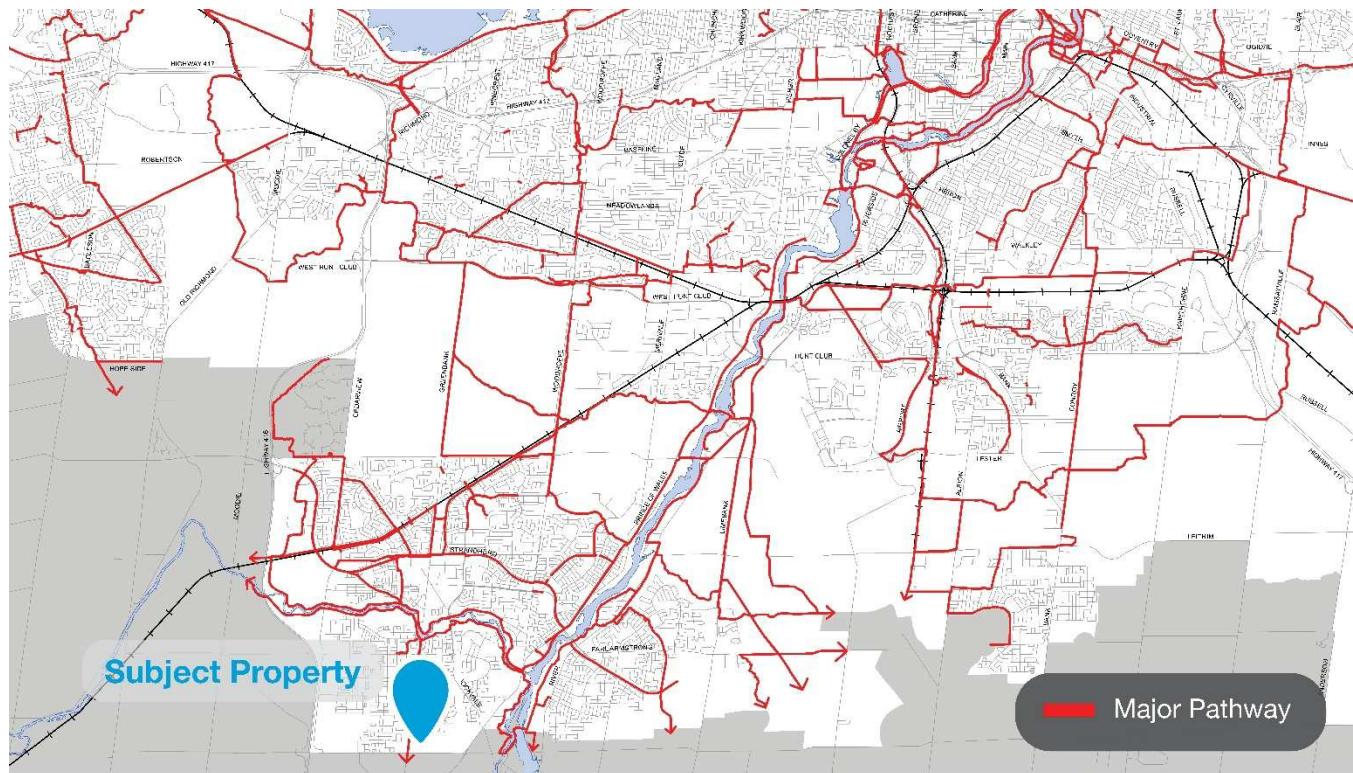


Figure 5: Schedule C3 - Active Transportation Network from the City of Ottawa Official Plan.

2.5 Transit Network

Per Schedule C2 the public transportation facilities nearest to the subject property is a planned at-grade Transitway west of Greenbank Road that is proposed to connect to the Barrhaven Town Centre PMTSA. A Park and Ride facility is proposed for the Kilbirnie BRT Station. The subject property is within a 1.1 km buffer radius from the proposed Kilbirnie BRT station.

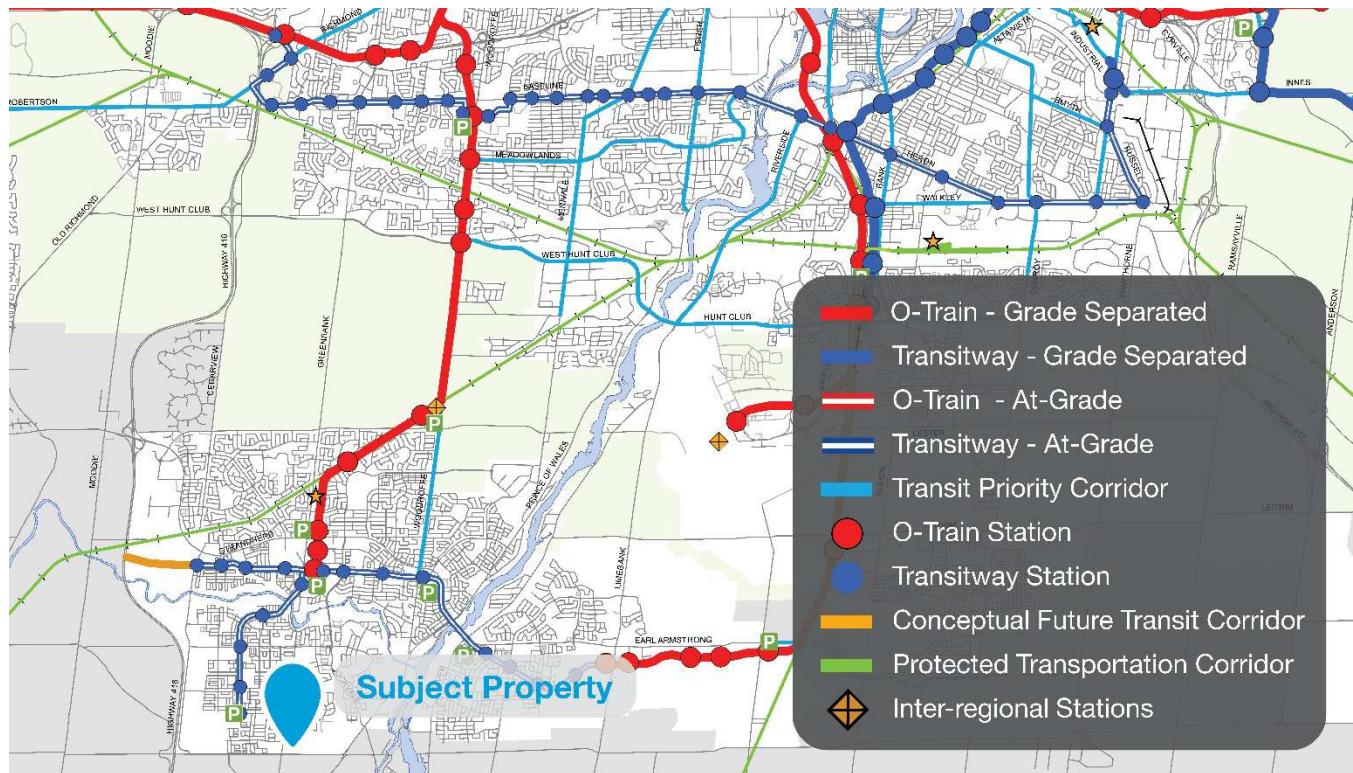


Figure 6: Schedule C2 - Transit Network from the City of Ottawa Official Plan.

3.0 Existing Building

3.1 Property Overview

The subject property is occupied by two low-rise structures with surface parking lots (see Figure 7 below). The one-storey brick flat-roofed structure on the property is a former office building. There is also a Quonset Hut, a rounded one-storey metal structure, on the east side of the property. The property is screened from Greenbank Road and Barnsdale Road with a chain link fence and hedge.

A base plan of the subject property shown in Figure 8 below and illustrates the existing site condition. There are two site access point to Greenbank Road and a driveway/fire route extends east around the metal structure.



Figure 7: Aerial image of the subject property. Source: GoogleEarth.



Figure 8: Base plan of the subject property.

4.0

Policy & Regulatory Review

4.1 Provincial Planning Statement (2024)

The Provincial Planning Statement (PPS) 2024 is a policy document issued under the Planning Act which provides direction on matters of provincial interest related to land use planning and development. The document came into effect October 20, 2024. All decisions on planning matters “shall be consistent with” the PPS. Generally, the PPS 2024 aims to increase the supply and mix of housing in Ontario and to “support a strong and competitive economy that is investment-ready and recognized for its influence, innovation and diversity.”

Policies that support the use of the subject property are:

Policy 2.1.6. Planning authorities should support the achievement of *complete communities* by:

- a) accommodating an appropriate range and mix of land uses, *housing options*, transportation options with *multimodal* access, employment, *public service facilities* and other institutional uses (including schools and associated child care facilities, longterm care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

Policy 2.3.2.1. In identifying a new *settlement area* or allowing a *settlement area* boundary expansion, planning authorities shall consider the following:

- a) the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;
- b) if there is sufficient capacity in existing or planned *infrastructure* and *public service facilities*;
- g) the new or expanded *settlement area* provides for the phased progression of urban development.

Policy 2.6.3. Development shall be appropriate to the *infrastructure* which is planned or available, and avoid the need for the uneconomical expansion of this *infrastructure*.

The proposed use is appropriate as it contributes to achieving a complete community through expanding the mix of institutional land uses in the area. As a place of worship, the property contributes to both short- and long-term community needs and quality of life. Located within a future settlement area, the subject property contributes to a mix of land uses in an area planned for predominately residential uses. The property is currently on private services but conversations with the City have identified there is sufficient capacity in the municipal water and wastewater services for a future connection to the subject property.

4.2 City of Ottawa Official Plan (2022)

The Official Plan for the City of Ottawa was approved November 4, 2022. The Plan provides a framework for the way that the City will develop until 2046 when it is expected that the City’s population will surpass 1.4 million people. The Official Plan directs how the city will accommodate this growth over time and set out the policies to guide the development and growth of the City.

4.2.1 Strategic Directions

The Official Plan proposes five (5) broad policy directions as the foundation to becoming the most liveable mid-sized city in North America over the next century. These moves include the following:

1. **Achieve, by the end of the planning period, more growth by intensification than by greenfield development.**
Ottawa is projected to grow by 402,000 people by 2046, requiring 194,800 new households. The Official Plan assigns a 60 per cent share of future growth within Ottawa's existing built-up area by putting in place zoning and other mechanisms that avoid or delay further boundary expansions.
2. **By 2046, the majority of trips in the city will be made by sustainable transportation.**
The mobility goal of the Official Plan is that by 2046, more than half of all trips will be made by sustainable transportation. 40 per cent of Ottawa's current greenhouse gas emissions are transportation related. Sustainable transportation options are fundamental to 15-minute neighbourhoods and vibrant communities.
3. **Improve our sophistication in urban and community design and put this knowledge to the service of good urbanism at all scales, from the largest to the very small.**
A goal of the Official Plan is to contribute towards stronger, more inclusive and more vibrant neighbourhoods and Villages. The Official Plan introduces a transect approach to distinguish Ottawa's distinct neighbourhoods and rural Villages, resulting in policies that are better tailored to an area's context, age and function in the city.
4. **Embed environmental, climate and health resiliency and energy into the framework of our planning policies.**
The Official Plan contains policies to encourage the evolution of neighbourhoods into healthy, inclusive and walkable 15-minute neighbourhoods with a diverse mix of land uses. It also includes policies to help the City achieve its target of 100 per cent greenhouse gas emissions reduction by 2050, its target of a 40 per cent urban forest canopy cover and to increase the City's resiliency to the effects of climate change.
5. **Embed economic development into the framework of our planning policies.**
In the Official Plan, an economic development lens is taken to policies throughout. In the Plan, flexible land use designations are adaptable to changing economic conditions, new industries and ways of doing business. The Official Plan also supports a broad geographic distribution of employment so that people have the choice to work closer to where they live.

4.2.2 Growth Management Framework

The City of Ottawa Official Plan contains a growth management framework, which contains policies to direct growth within designated areas which increase the efficient use of sustainable transportation and existing infrastructure. The policies aim to support intensification, meet employment needs, and design new neighbourhoods to be 15-minute neighbourhoods. As an institutional use, the proposed place of worship on the subject property contributes to the development of community in south Barrhaven.

4.2.3 Rural Transect

Prior to Omnibus #34, the subject property was located within the Rural Transect. Section 5.5 of the Official Plan contains policies relating to the Greenbelt and Rural Transect areas. The aim of the policies are to recognize a rural pattern of built form and site design and recognize mobility options and road connectivity in the Greenbelt and Rural Transects.

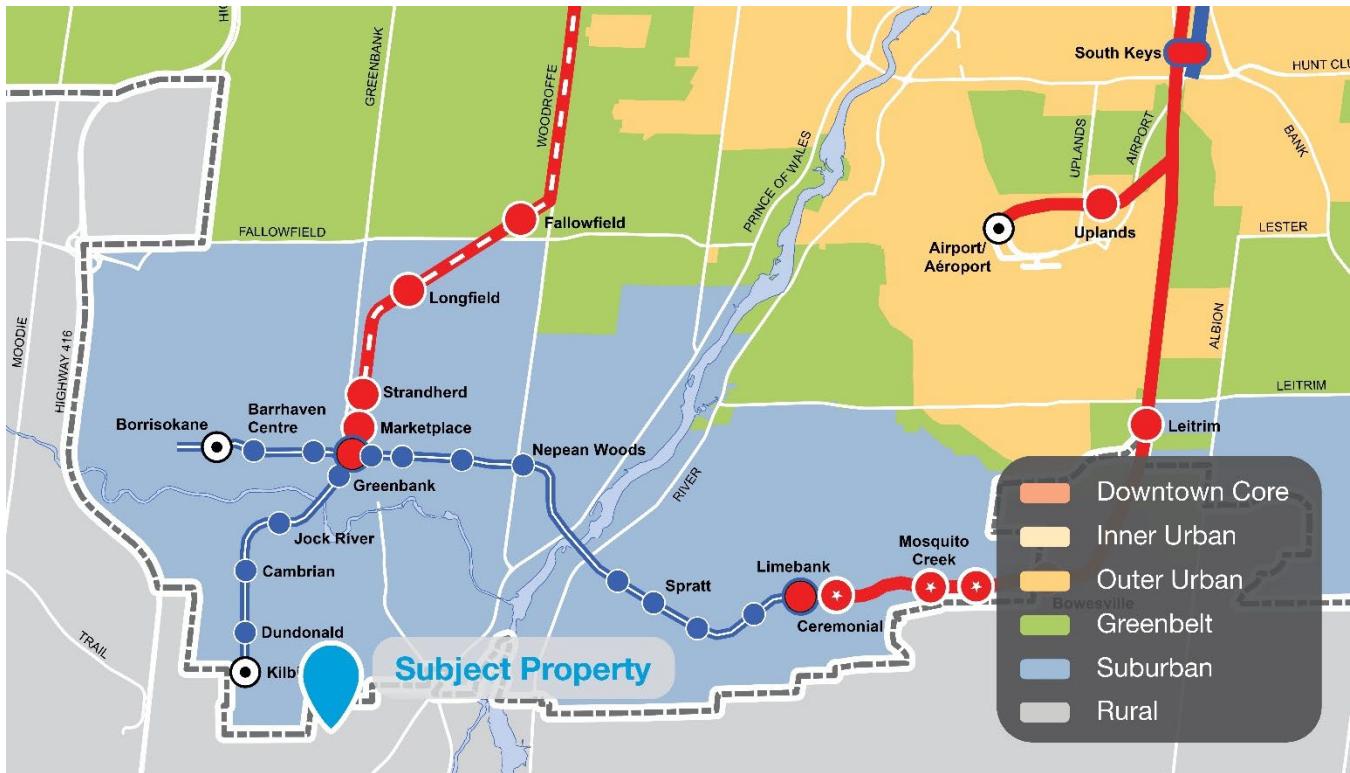


Figure 9: Schedule A from the City of Ottawa Official Plan, prior to Omnibus #34.

Policies which relate to the subject property are as follows:

Policy 5.5.1.1) Built form in the Greenbelt and Rural Transect areas, where development is permitted shall be low-rise. Mid-Rise buildings may be permitted with the Greenbelt Transect area identified by the Zoning By-law and within Villages as identified in a secondary plan.

- b) Outside Villages, where development is permitted, built form and site design shall be premised on maintaining the rural character, image and identity; and
- c) Outside of Villages, sites shall be designed to locate surface parking, storage and paved areas far from the road frontage, and access to such areas shall be designed to maintain rural character. The frontage along the road shall be landscaped and treed in a way that respects the rural landscape and enhances the green edge of rural roads. Elements such as low fences, hedges or landscape-based ornaments may be used to enhance the site frontage.

Policy 5.5.1.2) Development in the Greenbelt and Rural Transect areas shall:

- a) Be of low density throughout, with the majority of residential uses and commercial and institutional uses concentrated within Villages;
- c) Allow for uses that integrate well with the natural environment and rural area;
- e) Be adequately serviced and not create any risk that cannot be adequately mitigated, to the quality and quantity of groundwater for the surrounding area;

The existing buildings on the subject property which are proposed to be retained are low-rise. The existing surface parking lot is located between the primary structure on the site and Greenbank Road. There are hedges and trees that

screen the parking lot from abutting roads and can be improved through the Site Plan Control process. The property use is well integrated with the surrounding environment and existing and proposed uses. The property is adequately serviced through private servicing with a potential for connection to municipal services that is adequate for the use.

4.2.4 Rural Designation

Prior to Omnibus #34, the subject property was designated Rural Countryside. Section 9 of the Official Plan contains policies for the Rural Designations. Section 9.2, which outlines policies the Rural Countryside designation, the policies aim to protect and enhance rural character, strengthen the rural economy by permitting a diversity of uses that support the local rural community, and limit the fragmentation of rural lands and ensure the preservation of health.

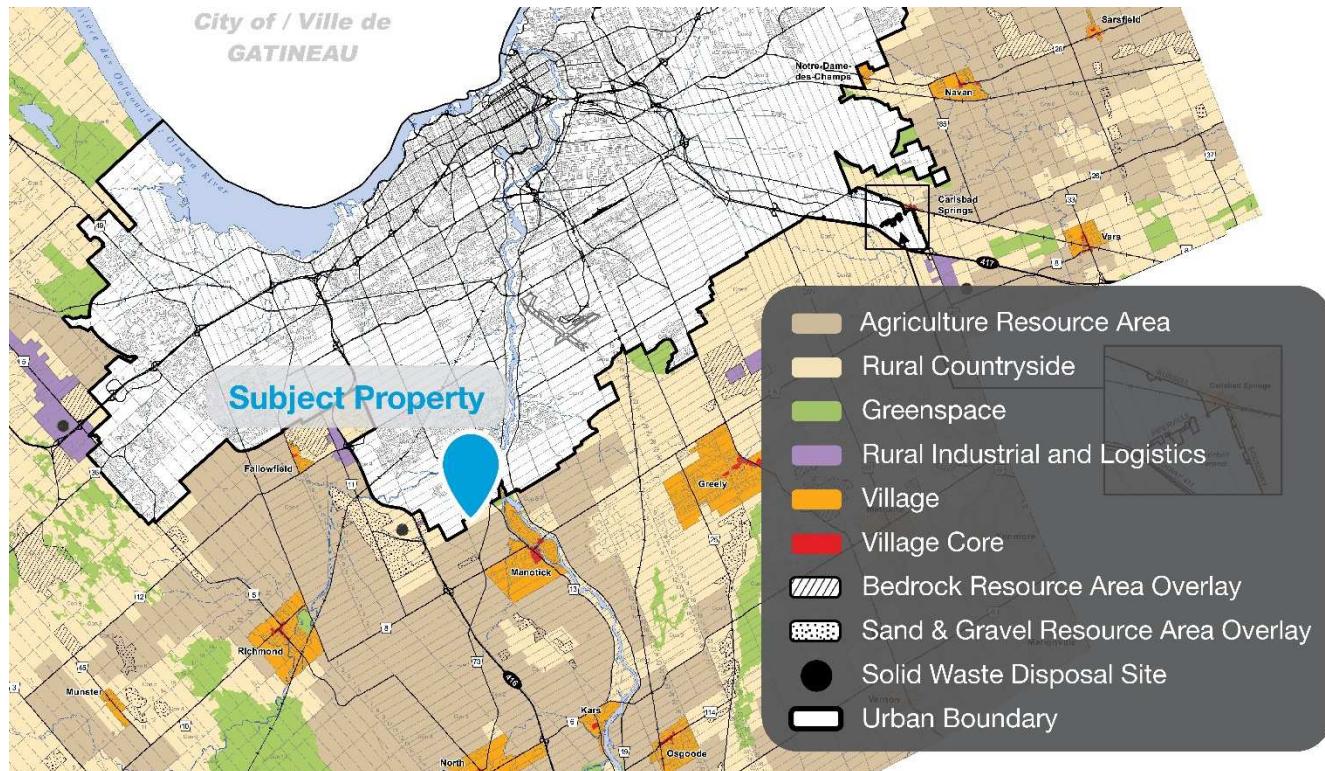


Figure 10: Schedule B9 - Rural Transect from the City of Ottawa Official Plan, prior to Omnibus #34.

Policies in Section 9.2 which relate to the subject property are as follows:

Policy 9.2.2.2 The following uses are permitted by this Plan where permitted by the underlying zoning, furthermore such uses may be permitted subject to a Zoning By-law amendment or, when the process is enacted, a Community Planning Permit.

- c) Institutional uses such as places of worship, medical facilities and post-secondary institutions, but not kindergarten to grade 12 schools, where:
 - i. It is demonstrated that lands within the Villages or Urban boundary are insufficient or inappropriate, or there is a specific need to locate in the Rural area;
 - ii. The development can be supported by services available according to applicable provincial regulations but will not place demand on the need to extend public services; and
 - iii. The proposed development is designed to minimize hazards between the road on which it fronts and its vehicular points of access and is appropriately integrated with rural character and landscape.

Policy 9.2.2.3) Where development, excluding agriculture or agriculture-related uses, is proposed within 1 kilometre of a Village or Urban boundary it will be reviewed to ensure that it shall not impede the expansion of the settlement area and all of the following criteria shall be considered:

- The use is a compatible use with a village or urban area;
- The development has frontage on an existing public road;
- The site shall consider future multi-modal connections and be designed to accommodate these along with street trees in the future; and
- The use can be adequately serviced by on-site systems and will not place demand on the extension of public services for any reason, including fire suppression or contaminated groundwater.

The proposed use, a place of worship, is permitted per Official Plan policy. The vehicular access to the property is located away from the intersection, minimizing potential vehicle conflicts. The development is supported by existing private services and would not require the extension of public services to connect to municipal water and wastewater systems in the existing public right of way. The institutional use is compatible with the forthcoming urban expansion and will not impede the expansion. The Temporary Zoning By-law application is being pursued to legalize the use while the Secondary Plan is being drafted to align the use with the future plan.

4.2.5 Omnibus #34

4.2.5.1 Suburban Transect

Omnibus #34 expanded the Urban Boundary to include the Barrhaven South Phase 4 lands, which contains the subject property as illustrated in Figure 11 below.

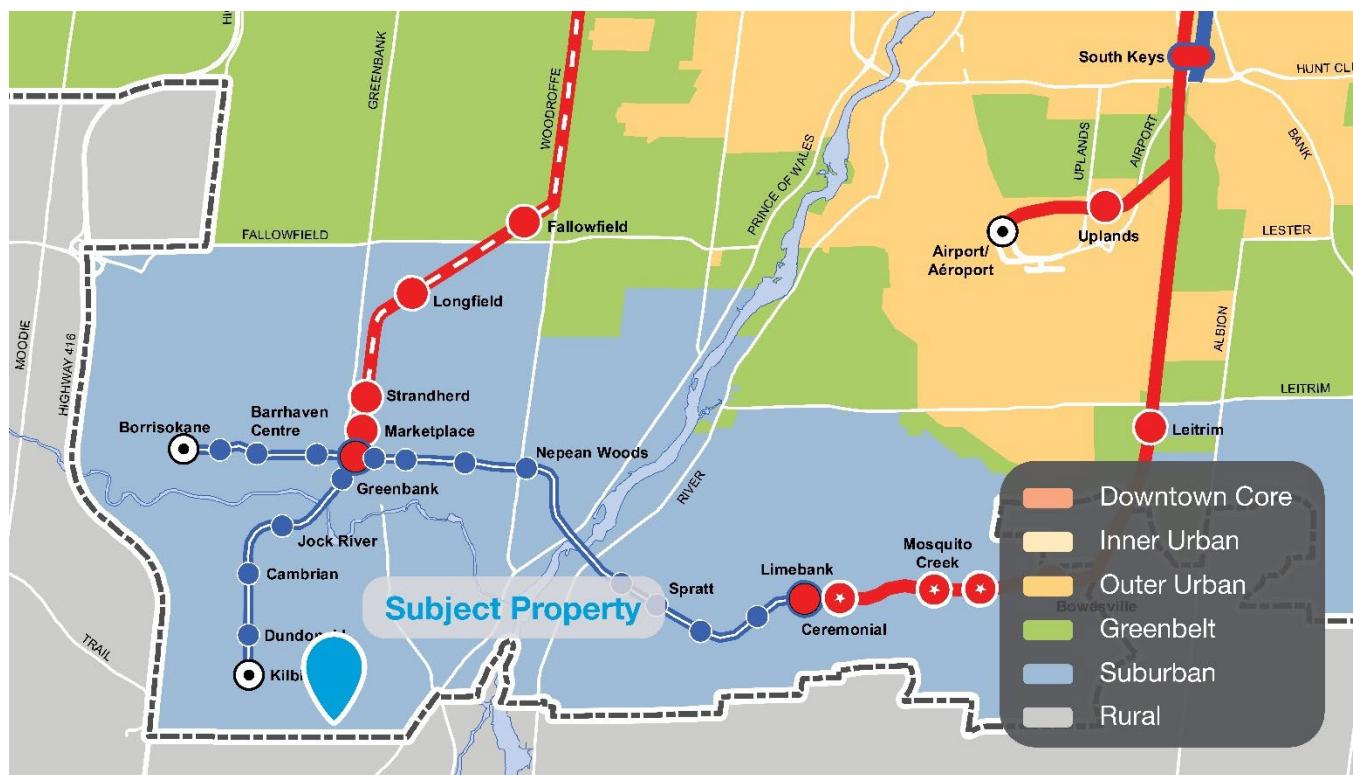


Figure 11: Schedule A from the City of Ottawa Official Plan.

Suburban Transect policies that apply to the subject property are as follows:

Policy 5.4.1.2) The Suburban Transect is generally characterized by Low- to Mid-density development. Development shall be:

- Low-rise within Neighbourhoods; [Bill 162, Schedule 3, Item 8, Modification 12, May 16, 2024]
- Low-rise along Minor Corridors[.]

Located along a designated Minor Corridor, the existing low-rise structures on the subject property conform with the suburban transect policy.

4.2.5.2 Future Neighbourhood Overlay

Within the Suburban Transect, the subject property is designated Minor Corridor for a depth of 120 meters from the centerline of the Greenbank Road, and is subject to the Future Neighbourhood Overlay (see Figure 12). Overlays in the Official Plan provide built form direction for the urban area where intensification is anticipated to occur.

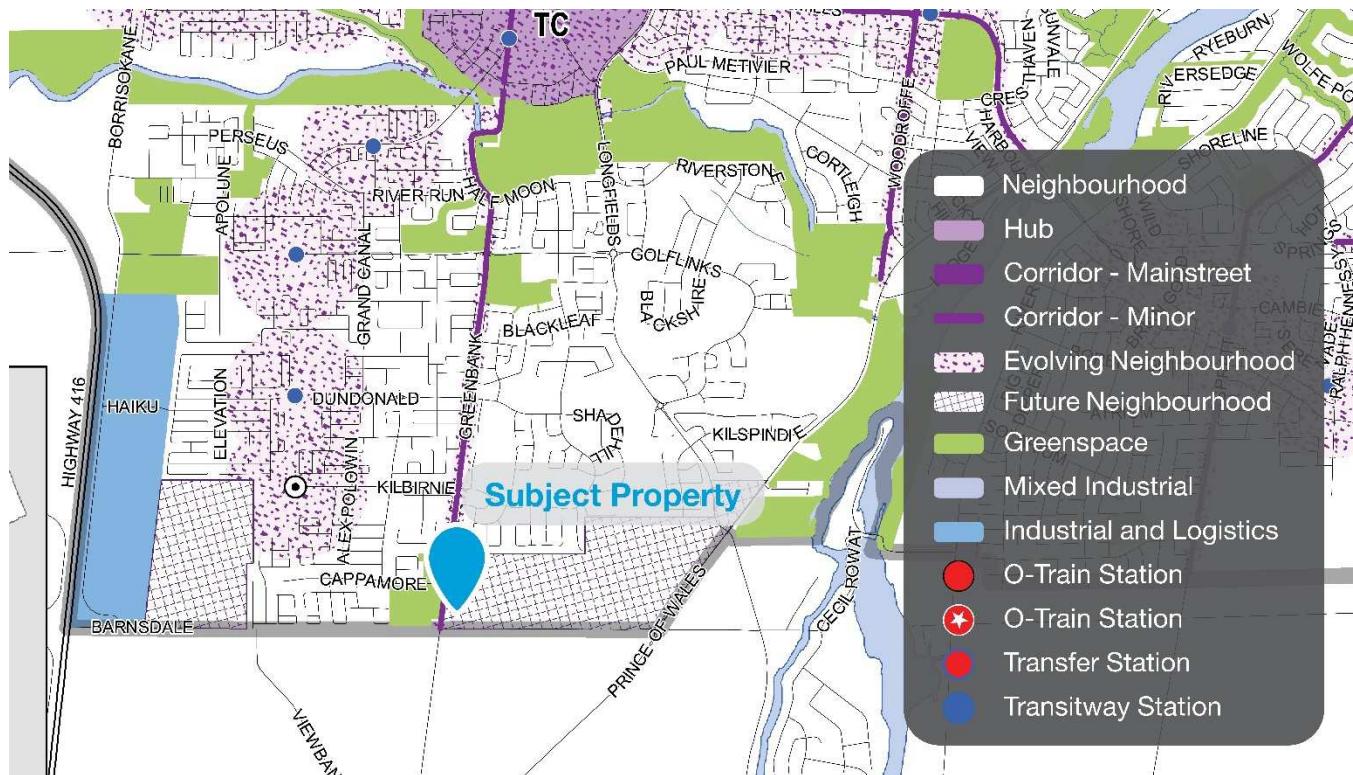


Figure 12: Excerpt of Schedule B6 - Suburban (Southwest) Transect from the City of Ottawa Official Plan.

Per section 5.6.2 of the Official Plan, the Future Neighbourhood Overlay is applied to lands which are added to the urban boundary to accommodate city growth. The overlay is intended to guide development in the designated areas towards creating 15-minute neighborhoods served by rapid transit. The subject property is a Category 1 Future Neighbourhood Overlay. Future Neighbourhood Overlay policies which pertain to the subject property are as follows:

Policy 5.6.2.1) Development may only receive draft approval or final approval on land within the Future Neighbourhoods Overlay once the overlay has been removed through an Official Plan amendment. Removal of the overlay can only occur once the policies of this section have been satisfied.

Policy 5.6.2.1.2) The underlying designation within the Future Neighbourhoods Overlay is Neighbourhood. Through the Official Plan amendment to remove the overlay, other designations may be established, where applicable, and shall be consistent with designations of the parent Official Plan.

Policy 5.6.2.1.8) Development within the Future Neighbourhood Overlay shall be consistent with the policies of this Plan, in particular Subsection 5.4.4.

Policy 5.6.2.1. 9) All parcels that form part of a larger contiguous expansion area must proceed through the same community design plan process and cannot proceed independently of the larger area. The City will only consider the removal of the overlay from the land designated Future Neighbourhood upon the completion of a studies and a secondary plan for the whole area.

Policy 5.6.2.1.12) Within the Future Neighbourhood Overlay, applications for minor variances, permissions and site plan control may be considered on lots generally two hectares or less that existed prior to the approval of this Plan on November 4, 2022. [Amendment 5, By-law 2023-403, Omnibus 1 item 20, September 13, 2023] [Amendment 34, By-law 2024-506, Omnibus 2 item 22, November 13, 2024]

The application is to permit use of the existing building as an “Place of Worship” with some ancillary uses. No development is proposed at this time. The attached Temporary Zoning By-law Amendment is being sought to permit a place of worship in the existing structures on the subject property which conforms with Policy 1). Per policy 2), the proposed use is permitted within the Neighbourhood designation as small institutional functions are permitted in Policy 6.3.1.4)(e). The existing buildings on the subject property generally conform with Suburban Transect policies.

The Owner is seeking a Temporary ZBLA for a three-year period so that the land use may be reviewed and legalized through the Community Design Plan and Secondary Plan processes underway for the S2 lands. The subject property is approximately 1.17 hectares and therefore conforms with Policy 12) permitting some planning permissions on lots less than 2 hectares on lots that existed prior to November 4, 2022.

4.3 City of Ottawa Comprehensive Zoning By-law (2008-250)

The subject property is designated Rural Countryside Zone in the City of Ottawa Comprehensive Zoning By-law (2008-250). The purpose of the RU – Rural Countryside Zone is to:

- / accommodate agricultural, forestry, country residential lots created by severance and other land uses characteristic of Ottawa's countryside, in areas designated as General Rural Area, Rural Natural Features and Greenbelt Rural in the Official Plan;
- / recognize and permit this range of rural-based land uses which often have large lot or distance separation requirements; and
- / regulate various types of development in manners that ensure compatibility with adjacent land uses and respect the rural context.

Permitted uses in the RU zone are:

/ agricultural use	/ equestrian establishment
/ agriculture-related use	/ environmental preserve and educational area
/ animal care establishment	/ forestry operation
/ animal hospital	/ group home
/ artist studio	/ home-based business

- / bed and breakfast / home-based day care
- / Cannabis Production Facility, limited to outdoor and / kennel
- greenhouse cultivation / on-farm diversified use
- / cemetery / retirement home, converted
- / detached dwelling / additional dwelling unit



Figure 13: Zoning map of the subject property and surrounding area. Subject property identified by a dashed blue line.

Table 1 below outlines the zoning provisions applicable to the subject property and indicates compliance of the development to these provisions.

Table 1: Zoning provisions and proposed development compliance.

RU Provision Section 227	Required	Provided	Compliance
Permitted Uses	See above	Place of Worship	N
Place of Worship and Place of Assembly Section 96	Permitted ancillary uses: a theatre, community centre, limited to programs of community or social benefit; day care; one dwelling unit for the faith group leader; place of assembly; recreation and athletic facility, limited to a gymnasium;	Community centre, programs of community or social benefit	Y

RU Provision Section 227	Required	Provided	Compliance
	retail uses to support the operation of the place of worship		
Minimum Lot Width Table 227	50 m	75.29 m	Y
Minimum Lot Area Table 227	0.8 ha	1.17 ha	Y
Minimum Front Yard Setback Table 227	10 m	>10 m	Y
Minimum Corner Side Yard Setback Table 227	10 m	>10 m	Y
Minimum Rear Yard Setback Table 227	10 m	>10 m	Y
Minimum Interior Yard Setback Table 227	5 m	5 m	Y
Maximum Building Height Table 227	12 m	Former office building: 5 m (approx.) Quonset Hut: 11 m (approx..)	Y
Maximum Lot Coverage (%) Table 227	20%	+/- 10%	Y

Table 2 below describes vehicle and bicycle parking zoning provisions applicable to the subject property and indicates compliance of the development to these provisions.

Table 2: Vehicle and Bicycle Parking Zoning Provisions.

RU Provision	Required	Provided	Compliance
Vehicle Parking Area D in Schedule 1A S. 101 Table 101	Place of Worship - 10 per 100 m ² of gross floor area of assembly area Former office building: approx. 294 m ² Quonset Hut: approx. 450 m ² 744 m ² = 75 spaces	>150+ spaces To be formalized through Site Plan Control	Y
Parking Space Dimensions S. 106	Minimum: 2.6m wide x 5.2m long Up to 40% may be reduced to 2.4m wide and 4.6m long	2.6 m x 5.2 m	Y
Bicycle Parking Space Rates S. 111	Area D on Schedule 1 of the Zoning By-law, no bicycle parking required.	0 spaces	Y

RU Provision	Required	Provided	Compliance
Landscaping Provisions for Parking Lots S. 110	<p>Minimum of 15% of the area of any parking lot must be provided as perimeter or interior landscaped area</p> <p>Minimum required width of landscape buffer abutting a street: 3 m</p>	<p>To be formalized through Site Plan Control</p> <p>>3 m</p>	Y

4.3.1 Temporary Zoning By-law Amendment

This planning rationale is to support the attached Temporary Zoning By-law Amendment application. The application is to add 'Place of Worship' as a site-specific permitted use.

Table 3: Proposed Temporary Zoning By-law Amendment.

I Exception Number	II Applicable Zone	III Exception Provisions - Additional land uses permitted	IV Exception Provisions - Land uses prohibited	V Exception Provisions - Provisions
XXXXr	RU[XXXXr]	place of worship		

5.0 Conclusion

In considering the Temporary Zoning By-law Amendment application and the applicable policy and regulatory framework, it is our professional opinion that the proposed land use represents good planning and is in the public interest for the following reasons:

- / The proposed Temporary Zoning By-law Amendment is consistent with the Provincial Planning Statement (2024) as it contributes to the achievement of complete communities, expanding the mix of institutional uses and quality of life for residents of the surrounding area.
- / The proposed Temporary Zoning By-law Amendment aligns with the goals, objectives and policies of the Official Plan. The property is designated Rural Countryside in the Rural Transect which permits institutional uses including place of worship. Omnibus #34, which is under appeal, is proposed to expand the southern urban boundary to include the subject lands. The proposed land use would continue to conform to Official Plan policies for the Suburban Transect. The property use is compatible with the surrounding existing and planned context, contributing to community needs.
- / The Temporary Zoning By-law Amendment application reflects the Muslim Association of Canada's understanding of the expansion of the urban boundary to include the S2 expansion lands, which contain the subject property, and the associated planning process including the development of a secondary plan.
- / The proposed Temporary Zoning By-law Amendment application would apply exception [XXXXr] to include "place of worship" as a permitted use on the subject property.

A future Site Plan Control application is forthcoming for the subject property. Upon submission of the SPC application a site plan with parking layout will be submitted.

Sincerely,




Saide Sayah, MCIP RPP
Principal

Genessa Bates, M.PI.
Planner